

Broome Growth Plan - Strategy and Action Program
Draft – 28 October 2016

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1. Foreword from the Growth Planning Partnership (GPP)

Broome's Growth Planning Partnership (GPP) comprises the Shire of Broome, the Kimberley Development Commission, Yawuru Registered Native Title Body Corporate, LandCorp, the Department of Planning and the Department of Regional Development collaborating to develop the Broome Growth Plan (Growth Plan). The Growth Plan covers Broome and its economic area of influence (Figure 5).

Taking place at a crucial point in Broome's economic development, the Growth Plan brought together the town's various stakeholders to develop a unified vision and plan for the future. The project focused on assessing the underlying rationale, identifying the best opportunities to attract business, investment and a skilled workforce, as well as positioning the local community and economy to realise these aspirations. Accordingly, the Growth Plan captures the essence of the existing and future Broome, focusses on those initiatives that will best raise the ability of all people to participate, captures the energy to build the basis of a strong economy and outlines how we will collaborate to achieve these objectives.

Development of the Growth Plan has involved a rigorous process, including extensive consultation with a broad range of stakeholders and the community. The contribution of all involved is appreciated. Throughout the process, a common theme was that Broome has a great future with many opportunities for growth and development. The Growth Plan explores alternative development scenarios and their related opportunities, and concludes pathways for optimal growth.

The Growth Plan process has resulted in the emergence of some key and recurring themes. To understand the Growth Plan means understanding that Broome will not flourish as it should without attention to all the themes. These are:

- the comparative advantages of Broome relate to the natural environment/resources and the culture that has developed, including lifestyle
- the traded economy on which Broome draws is small yet diverse
- focusing on many small initiatives and purposefully growing the components of each will have the greatest impact, enabling targeted and aspirational growth goals to be achieved
- building the ability of all people to participate fully in the Broome economy is fundamental
- planning and infrastructure will be in place to support emerging opportunities at a range of scales
- Broome is ready for development.

The Growth Plan considers a range of alternative growth futures and assesses their implications, enabling the way forward to be planned and implemented. Importantly, the Growth Plan provides a strong foundation to ensure values driven and inclusive, above-trend growth and development in the longer term, with its aim being to:

Develop a sustainable and inclusive economy where all can participate and which is founded in a deep respect for Broome's community, culture and environment.

A comprehensive implementation plan, embedded within which is a governance model, sets the scene for the future. All who wish to participate in the next chapter have a place in the Growth Plan to guide Broome's future.

Signed
Cr Ron Johnston
Chairman
Growth Plan Partnership

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2. Introduction

The Broome Growth Plan (Growth Plan) has been developed within a unique cultural, geophysical and economic setting. The West Kimberley landscape has been recognised for its natural and cultural history, and was listed on the Australian Heritage Database in 2011 as a 'listed place' under the *Environment Protection and Biodiversity Conservation Act 1999* (Cwlth) (Department of the Environment and Energy, 2016). The Growth Plan provides the setting for people with a vibrant and diverse culture from both pre-and post European settlement to live, and work. It is a key component of the Western Australian (WA) *State Government's Regional Centres Development Plan* (RCDP) (Department of Regional Development, 2016a) which aims to bring long-term sustainable growth to the small number of regional centres identified in the *State Planning Strategy 2050*. Achieving this objective comes from stimulating business and investment from a wide range of sources.

Over many years, successive waves of economic migrants have been attracted to the marine and land based resources of the region for their livelihood. Livestock, pearls, seafood, agriculture and minerals, along with oil and gas, have been the source of most activity in the region. Tourism has grown and built off both the rich range of natural attractions and the globally significant culture that is embedded within the region. The Yawuru Traditional Owners and other Aboriginal residents of the Broome area are a significant component of the population. Their native title interests and cultural connections beyond traditional lands are spread throughout the Shire of Broome (SoB).

Settlement of the region over time has seen people arrive from many different countries and cultures to the point where many families of Broome have their diverse, interconnected roots founded in many cultures, such as Yawuru, other Aboriginal and settler Australians, such as Chinese, Japanese, Sri Lankans, Filipinos, Malays, Roumah, Koepangers and the Ambonese. This diversity ensures that Broome is a vibrant mix of people, culture, customs and world views, with a deep attachment to the values and principles that define its distinctive character.

Broome has a stable, well-skilled workforce; however, Broome is also affected by a seasonal, transient population with the workforce increasing in the tourism/hospitality sectors during the 'dry' season (April – October). This transient workforce includes backpackers and other short-term residents who spend a short period in town, where others choose to make Broome their home.

At various points throughout its long history, those that have been developing regional economic opportunities have not taken these prevailing values and principles into consideration, and that has resulted in a series of historical tensions around growth and development. The Growth Plan provides an appropriate and timely vehicle for the varied segments of the community to come together around common objectives. The core objectives harness the economic drivers that will allow Broome to grow while maintaining its distinctive character and balancing social growth opportunities. Implementation will be characterised by respect for the environment and culture.

It needs to be acknowledged that there are two complimentary views of the future of Broome. Economic development needs to deliver against objectives, and in Broome, community objectives at the highest level coalesce around a small number of key common themes. The planning objectives at the heart of the prevailing regional and local plans describe the interrelationship of people, place and prosperity, which are generally regarded as the 'triple bottom line' approach to development (Figure 1).



Figure 1: Triple bottom line approach to development

In Broome, the cultural dimension adds vibrant nuance that highlights the complex interrelationship that Aboriginal people have with the land and how it is used, preserved and managed. The Yawuru people describe this relationship as mabu ngarrungunil (healthy community), mabu buru (healthy country) and mabu (good) liyan (Figure 2).



Figure 2: Yawuru approach

Note that liyan is the feeling that Aboriginal people hold inside themselves, particularly when they feel 'connected to their country and culture'. Thus, good liyan comes from their connection to country, their ancestors and way of life.

All people of Broome would recognise that a future Broome needs to operate to a 'shared vision', with future development based on the accommodation of these two prevailing concepts (Figure 3). The Growth Plan breaks new ground and brings together these complimentary views and objectives.

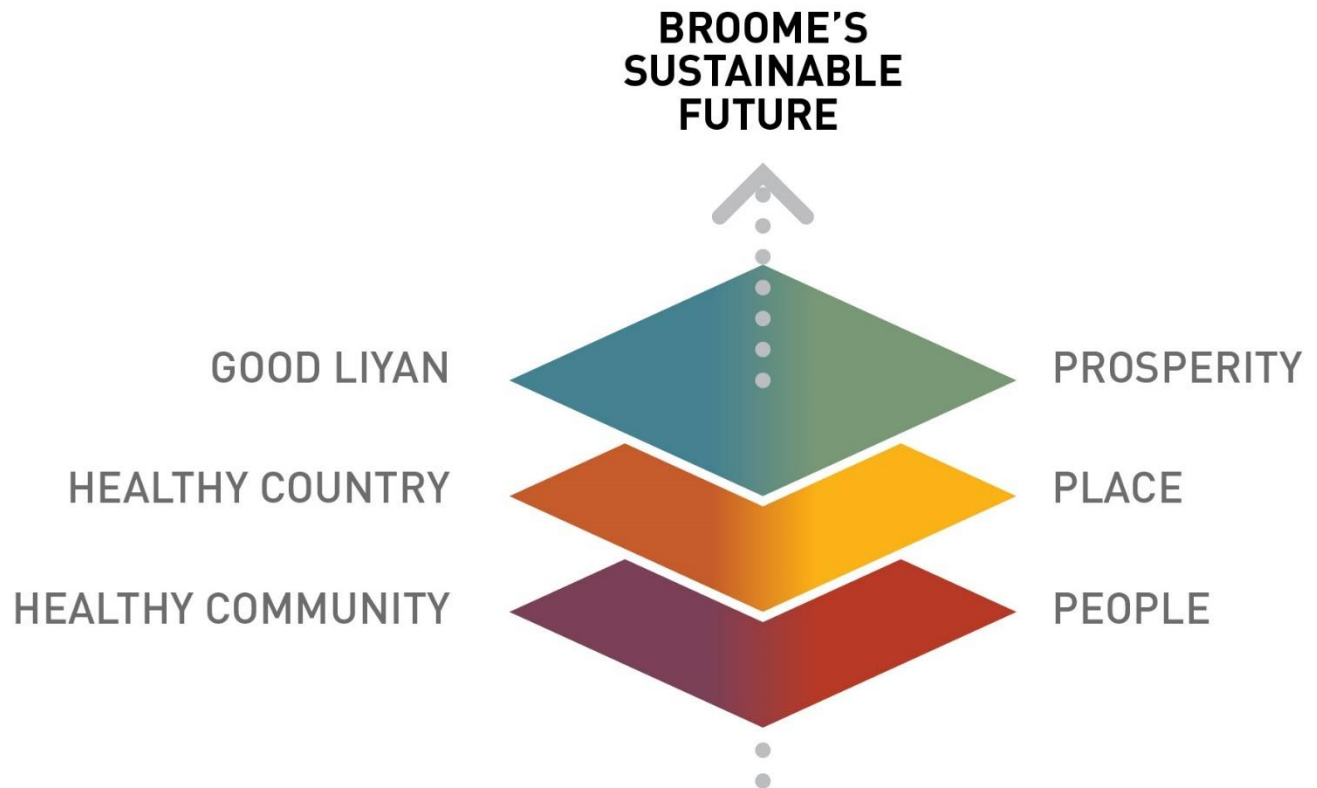


Figure 3: Shared vision

This Growth Plan comprises three stand-alone components:

- Broome Growth Plan – Strategy and Action Program
- Broome Growth Plan – Background and Context
- Broome Growth Plan – Investment Attraction Strategy and Prospectus.

The *Broome Growth Plan – Strategy and Action Program* sets out the vision, goals, strategies, indicators of success, governance and other key features that will underpin the implementation, monitoring and evaluation of the Growth Plan. These components will be reviewed every four years. The operations, programs and/or initiatives suggested as growth opportunities in the Growth Plan will inform the preparation of business case propositions and researching funding opportunities for those that may be implemented. This component will be reviewed annually to accommodate innovation, change and allow the inclusion of new ideas, and/or reassigned priorities. The GPP plan to keep the overall growth process fresh and on track against its targets and indicators of success.

The *Broome Growth Plan – Background and Context* outlines the methodology adopted to support the preparation of the growth plan, along with an overview of the key findings of the various supporting investigations, studies and other relevant background evidence.

The *Broome Growth Plan – Investment Attraction Strategy and Prospectus* comprises an updated version of the Shire's 'Inward Investment Prospectus', coupled with relevant information required by investors and will be reviewed as required so that it remains current, relevant and effective in detailing opportunity, context, need and key contacts.

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3. About this Growth Plan

The Growth Plan presents a vision for the economic and social development of Broome. It identifies the scale and importance of the key challenges and opportunities that a future Broome will face and outlines a way of 'doing business' that not only enables investment and growth, but does so in a way which is reflective of and celebrates all that makes Broome special: its heritage, its environment and its people.

The Growth Plan builds on a significant body of evidence and strategy development and fits within the overarching framework for State and regional planning. It recognises that as a regional centre, Broome's development must be reflective of broader aspirations and strategies for the economic future of the Kimberley and Western Australia. The Growth Plan recognises the Regional Development Strategy that guides public sector investment and breaks new ground as it constructs its own targets and indicators that demonstrate alignment to the higher order State objectives.

It is the intention of this Growth Plan to align with, contribute to, and leverage the major existing policies and plans for the State and the region. It will also create a mechanism and metrics against which it will regularly report its progress and contribution.

3.1 Alignment

The Growth Plan aligns itself and its core strategies with the aims and objectives of a number of key documents, including:

- *2036 and Beyond: A Regional Investment Blueprint for the Kimberley* (Kimberley Development Commission, 2015), which is an aspirational plan to guide growth and development within the Kimberley region into the future
- *Strategic Community Plan 2015 – 2025* (Shire of Broome, 2015), which will guide the delivery of services to the community
- *Planning for the Future: Yawuru Cultural Management Plan* (Yawuru Registered Native Title Body Corporate, 2011), which is a guide for the joint management of the conservation estate
- *Kimberley Regional Planning and Infrastructure Framework* (Department of Planning and Western Australian Planning Commission, 2015b)
- *Unlocking the Door – A Study into the Feasibility of Broome as a Commercial and Logistics Hub for the Kimberley Region*, commissioned by Broome Future Ltd (Australian Venture Consultants Pty Ltd, 2015)
- *State Planning Strategy 2050 – Planning for Sustained Growth and Prosperity* (Western Australian Planning Commission, 2014)
- *Resilient Families, Strong Communities – A Roadmap for Regional and Remote Aboriginal Communities* (Government of Western Australia, 2016).

The Growth Plan includes identified and measured contributions to the objectives of the key strategic planning instruments.

In addition to the key documents outlined above, the Growth Plan takes into consideration the broad intent of a number of other documents, including but not limited to:

- *Community Wellbeing from the Ground Up – A Yawuru Example* (Yap and Yu, 2016)
- *Dampier Peninsula Planning Strategy* (Department of Planning and the Western Australian Planning Commission, 2015a)
- *Our North, Our Future: White Paper on Developing Northern Australia* (Government of Australia, 2015)
- *Shire of Broome Local Planning Scheme No. 6*
- *Shire of Broome Local Planning Strategy*
- various program level reports aimed at supporting the State's growth plan initiative
- a detailed evidence base derived from various sub-consultant reports targeting topics relevant to and directly impacting on achieving the objectives of Broome's Growth Plan.

Each of these strategies, plans, assessments and documents has investigated or reviewed key aspects of economic and social growth in Broome specifically, the Kimberley region, or northern Australia. Each contributes to the identification of the strengths and weaknesses that will help or hinder growth, thus identifying needs and suggesting solutions. Broome shares a number of similarities to other regional and strategic centres in northern Australia and there is merit in benefitting from lessons learned from elsewhere. An overview of key documents is provided in Section 5, Part 3 of the Growth Plan. A list of additional documents that may be of interest is provided in Appendix 1.

3.2 Benefits

The Growth Plan creates a development agenda that is founded in both logic and an imperative for change. The benefits of a regional community driving an informed Growth Plan include:

- it provides the basis for an ongoing partnership and collaboration between government, industry and the community built around a common goal where the responsibility for the future is shared and embraced by all
- it provides the basis of a clear, structured pathway to growth and capacity building, particularly in the short – medium timeframe
- ensures alignment of effort with key State and Commonwealth government policy, thus improving the potential for enhanced and collaborative investment
- a contemporary and relevant, up-to-date evidence base to enable identification of strengths, weaknesses and solutions to challenges and problems that would otherwise inhibit growth potential
- maximising the potential 'returns' of economic growth and investment, improved infrastructure, social benefits, and creating sustainable growth and development in and around Broome
- it is sufficiently flexible to adjust to changing needs and knowledge levels
- it is a plan that is transformational, aspirational, yet also realistic, credible and measurable.

A sound and comprehensive evidence base to support the achievement of these benefits includes:

- the development of a comprehensive context assessment that analysed a suite of regional planning and other relevant documents
- an extensive process of stakeholder and community engagement undertaken to provide the opportunity for all interested groups and individuals to input into the Growth Plan, resulting in a high number of key regional and local stakeholders engaging during 2016
- an understanding of the region's economic and cultural history and the values of the community
- the contemporary and complementary plans of a range of existing local stakeholder groups working to drive economic outcomes including the Broome Tourism Leadership Group, Broome Futures, and the Kimberley Pilbara Cattlemen's Association, contributing to development of the Growth Plan
- expert analysis of global scale development trends, economic capacity and driver analysis and how these may affect the Region
- commissioning the preparation of specific technical assessments that:
 - provide insight into the key economic drivers and opportunities for Broome, assessing various growth scenarios and providing insight into the barriers and enabling factors to achieving development which is both aspirational and reflective of critical guiding principles
 - identify opportunities and challenges to move beyond 'business as usual', providing the foundation for individual participation in the economy in a way that is appropriate and fulfilling for each member of the Broome community
- a peer review of the underlying principles and content of the Growth Plan.

4. Vision and Economic Development Mission

4.1 Vision

The Growth Plan vision informs the structure and desired aim of the growth planning process (Figure 4).

It is based on principles of change that for Broome include:

- regional growth is values driven, and considers both Aboriginal and non-Aboriginal values
- it is founded on a respect for culture and environment whilst allowing all to participate
- the overarching objectives and the indicators that underpin People (mabu ngarrungunil, healthy community), Place (mabu buru, healthy country) and Prosperity (mabu liyan, good liyan), and the interrelationships between them
- driving towards a diverse, sustainable and strong economy in the longer term that delivers benefits for those that participate
- the focused development of regional capability will explicitly capture the benefits of growth and development
- it represents the power of an agreed plan built upon the commitment of community, industry and government to a shared vision.

The vision is consistent with and measurably contributes to the targets of key informing documents, including *2036 and Beyond: A Regional Investment Blueprint for the Kimberley* (Kimberley Development Commission, 2015), the *Strategic Community Plan 2015 – 2025* (Shire of Broome, 2015), the *Planning for the Future: Yawuru Cultural Management Plan* (Yawuru Registered Native Title Body, 2011), and *Resilient Families, Strong Communities – A Roadmap for Regional and Remote Aboriginal Communities* (Government of Western Australia, 2016).

The Growth Plan and the development agenda it contains recognises that ‘business as usual’ will not achieve the growth that will leverage change in to the labour market and participation. Change in those areas and their related social determinants are required to transform Broome into a sustainable regional centre in the longer term and achieve the economic outcomes required by the community. These outcomes represent imperatives for Broome, the region and the State.

4.2 Growth Plan Aim

The Growth Plan aims to:

Develop a sustainable and inclusive economy where all can participate and which is founded in a deep respect for Broome’s community, culture and environment.

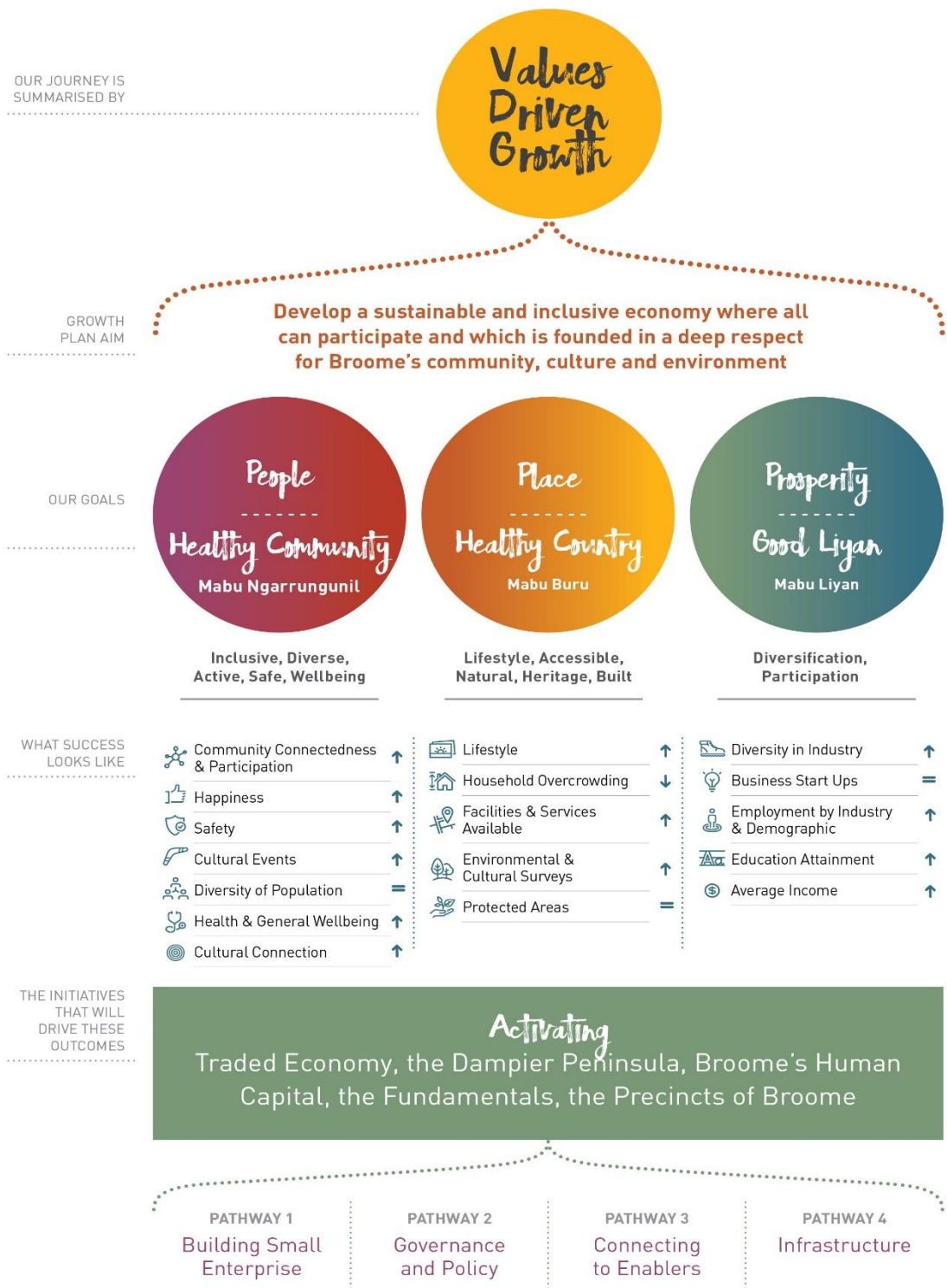


Figure 4: Broome Growth Plan Vision

4.3 Why Growth

The economy of Western Australia, Broome and the Kimberley will continue to change over time with some degree of growth being inevitable. So, the question to be addressed by the Growth Plan is not about whether economic growth will happen but about the quality and form of that growth and, most importantly, whether it can be shaped and guided to ensure that it brings with it increased economic opportunities for the people of Broome.

Growth that occurs without disciplined strategic input from the people and institutions of Broome will result in some of the benefits from economic growth, but that growth is likely to be poorly distributed. Moreover, vital opportunities to use that growth as a tool to turn the challenges and disadvantage faced by much of our community into the opportunities and benefits that could maximise the quality of that growth will be missed. The Growth Plan recognises that some level of growth is necessary to address disadvantage. The responsible course of action is to accept the responsibility for shaping the nature of Broome's economic growth.

The Broome Growth Plan has been developed around 'Values Driven Growth', the essence of which is twofold:

- to encourage opportunities that will see as much of the community as possible enjoy a share of the benefits and, importantly, that includes those currently suffering the most disadvantage
- values driven growth is about ensuring that growth does not compromise the culture, heritage, environment and lifestyle of the region that is so highly valued.

By defining where Broome wants to be in the future, a clearer pathway forward is illuminated, allowing growth in desired directions with the identification of steps (projects and pathways) that will achieve the desired outcome in the short, medium and long term. For the purposes of the Growth Plan, short term refers to the 1 – 5-year timeframe, medium term 6 – 10 years, and long term more than 10 years.

A number of growth scenarios were considered as part of defining where Broome wants to be for the purposes of the Growth Plan. Considerations included the benefits that could be derived both economically and socially through each scenario, along with whether a scenario could be realistically achieved with support from the GPP (Figure 5). As a result of this investigation, Scenario 3 was chosen as the target for this Growth Plan, with the Growth Plan also focusing on achieving preparedness for Scenario 4.

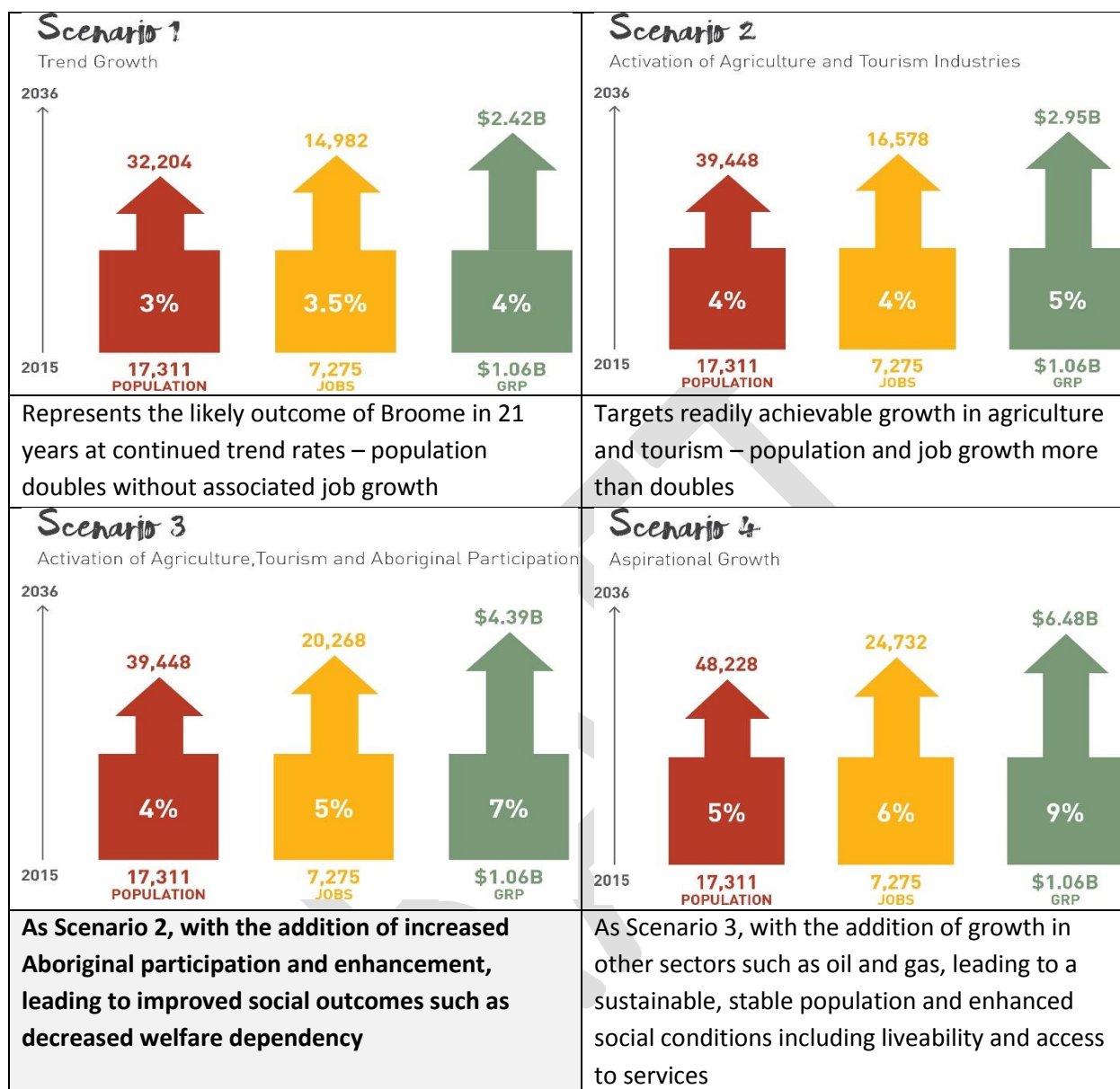


Figure 5: Broome growth Scenarios

4.4 Pathways

The Growth Plan is based upon the premise that growth provides the necessary lever to drive change to the long term economic and social sustainability of Broome. It is predicated on a principle that explicit involvement of the key sectors and participants, with locally embraced targets provides the most focussed method to achieve demonstrable results.

This approach provides a regionally relevant framework that improves the flawed conventional approach to growth founded on local benefits flowing through a less targeted 'trickle down' regime.

In summary, the Growth Plan envisions key participants collectively driving explicit change at a level that is locally accountable. The process to arrive at that aspiration included:

- commissioning and reviewing available information including the various informing, program level and sub-consultant reports that identify strengths, weaknesses, challenges and opportunities
- setting realistic targets, including those relating to economic performance, attracting investment, population, social considerations, infrastructure and overcoming disadvantage
- testing assumptions and data through reviewing the anticipated impacts of various growth and development scenarios
- identifying what would be needed to activate changes at the required scale
- using the evidence base to clarify the targets, ensuring they are realistic, achievable and measurable
- identifying programs, pathways, and implementation requirements that are necessary to achieve targeted outcomes at both the broad and specific program scales.

To ensure that the implementation of the Growth Plan is relevant to both the culture and context of Broome, pathways have been developed which will enable the maximum benefit to be obtained from the key initiatives, strategies, programs and projects that may arise in the future. The pathways take the components that have been central to the Growth Plan and plots the manner in which the key initiatives can be utilised to enhance the achievement of Broome's vision and goals.

The four major pathways selected are:

- building small enterprise
- connecting to governance structures
- connecting initiatives and enablers
- infrastructure required.

The Growth Plan Initiatives that make the greatest contribution to the change objectives and targets are listed in Section 6.

Figure 6 provides an overview of broad strategies that will contribute to achieving the overall goal of economic growth, with Figures indicating how pathways help develop each of the Growth Plan initiatives provided in Section 6.1. This approach can be applied to future projects and programs on an as required basis, recognising that changes will occur over time as goals are achieved in a particular area, priorities change, or new information becomes available.

Pathway Components

To ensure that the implementation of the Growth Plan is relevant to both the culture and context of Broome, pathways have been developed which will enable the maximum benefit to be obtained from the key initiatives, including strategies, programs and projects that may arise and link to the key initiatives in the future.

The pathways take the components that have been central to the Growth Plan and plots the manner in which the key initiatives can be utilised to enhance the achievement of Broome's vision and goals.

PATHWAY 1 Building Small Enterprise

Nurture small enterprises

The majority of existing or potential businesses in Broome in both the traded and domestic economies are small in turn over and number of employees. It is these small enterprises that will provide the majority of the economic and employment growth in the short to medium term. All initiatives should include methods of engaging with and building the capacity of existing businesses or assist with the foundation of new enterprises.

Link to like businesses

As well as building the acumen of small enterprises by bringing them together in the development of ideas, products and processes, it will be possible to demonstrate to potential markets that there exists a magnitude and diversity of offerings that is attractive. Examples of this include the range of small tourism operators that could work collaboratively to extend the length of time a tourist stays in Broome and small arts and culture enterprises that could work together to offer an attractive portfolio of complimentary products.

Build business capacity

The entrepreneurial nature of the population and the range of potential small businesses that may arise as a result of the Growth Plan requires a deliberate approach to building business capacity. The Broome Chamber of Commerce and Industry is already active in this arena, but if there are other ways to assist in this area, more will be achieved.

Supply Chain – “source to market”

The range of “ideas” that sprout in Broome need to acknowledge the reality that access to markets from Broome is often a challenge that stymies the further development of businesses. An over-arching understanding and collaborative approach to all aspects of the supply chain by industry sectors will enhance the prospects of success.

PATHWAY 2 Governance And Policy

Connect initiatives based on common challenges

In each industry area there are significant challenges that represent disincentives if individuals tackle them alone. By bringing together businesses around common challenges such as land availability and tenure, Native Title, environmental and heritage approvals, planning approvals and the like, success will be enhanced.

Specific Industry Networks

As part of the governance and implementation framework for the Growth Plan, industry groupings, key stakeholders and other participants need to be brought together to focus on the strategic development of their industry.

Linking with State and regional policy

The creation of initiatives that have direct contribution to regional development targets at both State and regional level drives alignment.

PATHWAY 3 Connecting to Enablers

Connect Initiatives to Enablers (education/training/employment/health)

Consideration of how social and human capital challenges can be addressed through innovative “enabling” approaches can in itself provide a significant economic impetus for Broome. This will also reduce the need for government and support services as more people are engaged in the market economy.

Impact of Initiatives on Environment, Culture and People (social)

A key theme that has emerged throughout the development of the Growth Plan has been that each initiative ultimately has to respect Broome's environment, culture and people.

Builds local employment

Creation of industry and initiative targets for local employment creates and drives priorities.

Build targets

Identifying the contribution that individual initiatives make to establish targets at a State and regional level drives priority and alignment required to justify investment.

PATHWAY 4 Infrastructure

Infrastructure Required

The infrastructure requirements of each initiative needs to be clearly articulated so that the impact on transport systems, telecommunications, basic utilities and social infrastructure is fully understood.

Clarifying the enabling impact of investment in infrastructure assists industry and creates the rationale for investment.

Figure 6: Growth Plan implementation pathways

5. Strategic Position and Identity

5.1 Location

Broome is a strategic regional centre in northern Australia, located in the Kimberley region of Western Australia (Figure 5). It is:

- located in the Kimberley region of Western Australia
- 2,240 km by road north of Perth, 1,870 km west of Darwin, 1,280 km south of Indonesia and 3,000 km south of Singapore
- situated within the Shire of Broome, which is 56,000 km² in area
- shares its time zone with approximately 1.5 billion people, including those in China, the Philippines, Singapore and Indonesia.

Broome is the largest town in the Kimberley with infrastructure including an international airport and a port. Its proximity to Asia means it is well placed geographically to become a significant trading hub. Broome and its hinterland has a traded economy relationship, with the extent of that trade outlined in Figure 7.

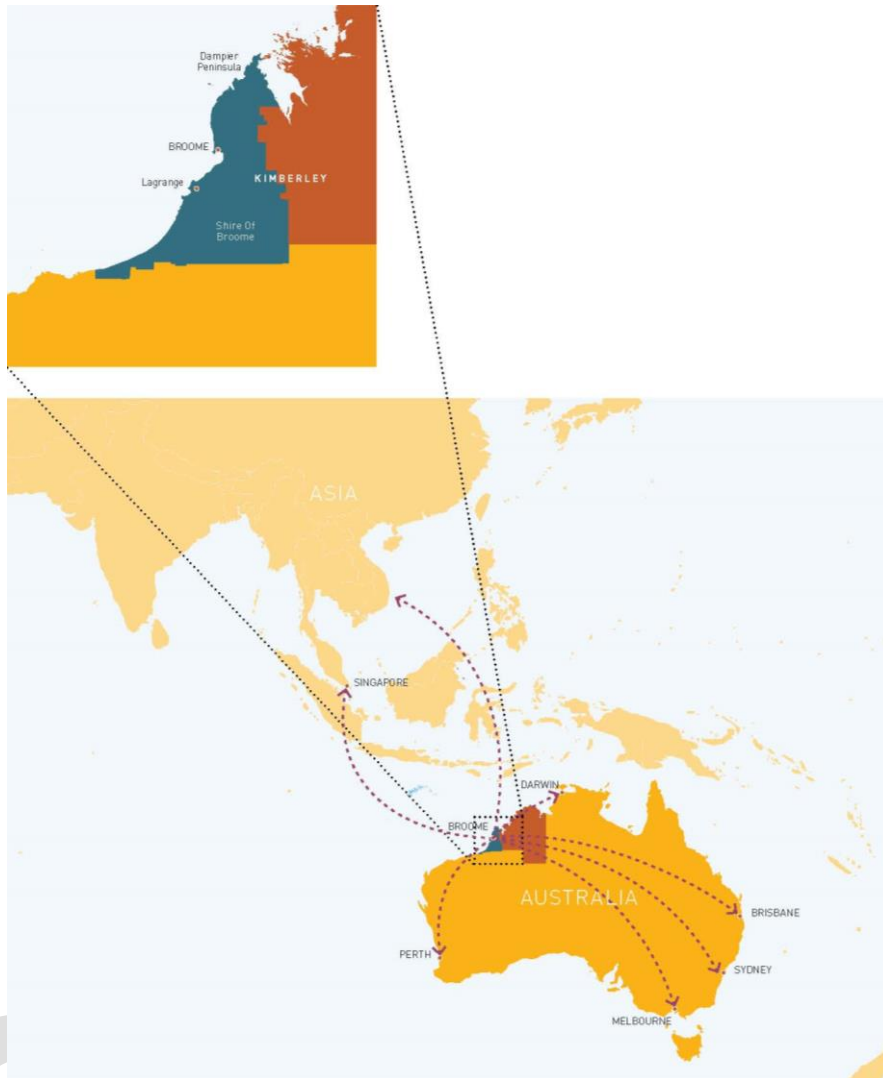


Figure 7: Broome and its regional context

5.2 Broome Economic Baseline

The economic baseline conditions that will provide the foundation for future growth of Broome were investigated and documented in the various informing, program level and specialist sub-consultant reports, which are summarised in the *Broome Growth Plan – Background and Context*.

The Broome traded economy is very diverse but small in the State, national and global context. Its industry clusters include energy, agriculture, aquaculture, minerals and energy, and tourism. Of these, minerals and energy is the greatest contributor to the local economy, while tourism is the largest employment sector. Urbis (2016) highlights that the Broome region has a Gross Regional Product (GRP) of \$1.06 billion, which represents 34% of the Kimberley regional economy but only 0.44% of the Western Australian economy.

These dynamic's have introduced specific challenges is trying to fully quantify the intricacies and relationships of Broome's area of economic influence. The GPP have a foundation of solid local economic knowledge but meaningful analysis of an economy that is so small within the state and national contexts has distinct limitations. The most marked of these was in the determination of Broome's linkages with the rest of the Kimberley, the State and Nation. The Broome Growth plan dealt with this problem by seeking advice from key economic advisors, especially URBIS to ensure that an absence of granular data did not translate to false assumptions that Broome's current economic activity and future economic potential was anything but respectively sound and extremely promising.

The GPP believes economic relationships outside of the Local Government Area boundaries are especially important and that the potential based on current activity is especially strong in the following areas:

- Agricultural production including the live cattle export trade, horticulture (melons, pumpkins, asparagus and other crops), fishing, pearling and aquaculture all intersects strongly with the Broome economy and especially the logistics and employment markets.
- Tourism: While Broome has a 'single-location/attractor' role as a tourism destination, its role as a destination that is part of broader tourism routes is vital. This is especially true of the 'self drive' market. If ambitions to create international air linkages are realised then this importance is likely to increase.
- The Service Sector: Broome plays an important role as a service centre for Australia's North West. Government 'human services' and private sector operations have significant 'head-office/support' functions in Broome and the government service sector has a strong role in providing direct services to the rest of the Kimberley especially in health and education.

Tourism and agricultural potentials are examined in more detail later in the Growth Plan but the GPP recognises the importance of these linkages to the economy and development trajectory of Broome.

In March 2016, half the regional labour force of 9,900 was located in Broome (Department of Employment, 2016). A large percentage of the workforce is skilled, with the Australian Bureau of Statistics (2012) reporting that a minimum 49.4% of the population aged 15 years and over had obtained a certificate or higher level tertiary qualification. Participation in the labour market is a pervasive challenge in the region. Workforce figures do not reflect the issues of participation nor the impacts of underutilisation of employment age people. There is a consequential divide between the Aboriginal and non-Aboriginal sectors of the community (Figure 8), which represents a fundamental challenge to the growth planning process.

The Growth Plan will consider the impacts and estimate the implications of future growth either embracing or failing to address this most basic of challenges. In summary, neither the State nor the region can afford not to drive transformational change in labour market participation of regional people, and particularly Aboriginal people.



ABS Census ERP 2015

Figure 8: The Kimberley's future labour market analysis 2036

Source: KDC, 2016

5.3 Capabilities and Comparative Advantages

The research process implemented to support the development and implementation of the Growth Plan identified a number of capabilities and comparative advantages that support and will underpin Broome's development as a regional centre. These include:

- an abundance of underdeveloped natural resources, including land, water, minerals, energy, agriculture, aquaculture and rangelands
- natural attractions including water, tides, climate, landscapes
- a high quality, intact natural environment
- an engaged and aligned community
- Aboriginal 'capital' in the form of land, labour, culture and knowledge
- determined native title that provides certainty to land availability within the Broome town site
- diverse range of industry clusters
- ability of Broome to capitalise on global market trends

- proximity to Asian markets
- current infrastructure includes an international airport and a port
- skilled workforce.

Broome has linkages between the Perth metropolitan area, other regional centres, and other centres within the Kimberley, including:

- logistics networks transfer much of the agricultural produce from the region to central distribution centres in Perth
- construction materials, grocery and most other products are transported from Perth and Darwin
- tourists, including the self-drive and cruise ship markets, make Broome part of nation-wide and international tourism routes
- acts as a major service centre for the region, providing health, education and other human services
- arts and culture are exported to national and international markets
- the live cattle export is one of the few trades exporting directly from Broome.

While important to Broome, all of these markets are very small in the national or State context. Quantification has proven difficult but highlights the potential for growth.

5.4 Weaknesses and Barriers

Despite the comparative strengths and advantages associated with the economic and social development of Broome, it is also necessary to recognise the various weaknesses and potential barriers to growth and what can be done to overcome them. Weaknesses and barriers include:

- remoteness from other major population centres
- transient population, with many spending some years in town but few settling permanently
- high cost of living, infrastructure and services due to remoteness
- potential supply chain interruptions in the wet season
- welfare dependency in some sectors of the community
- basic infrastructure outside the Broome town site
- low level of Aboriginal participation in the mainstream economy and labour market
- lack of coordination and strategic linkage of government services and programs to Aboriginal communities and organisations.

5.5 Economic Growth Drivers

Broad Growth Plan economic drivers include:

- growing the Broome economy
- improving social conditions, including the determinants of social change
- improving infrastructure
- having a stable, skilled population to support growth.

Economic growth drivers in the immediate to short term will build on the foundation provided in this Growth Plan and will be sustained to achieve longer term goals. These drivers are reflected in the initiatives at the core of this Growth Plan, and will include:

- embracing Yawuru and other Aboriginal cultural values and interests
- increasing Aboriginal participation and addressing disadvantage
- recognising and promoting young entrepreneurs
- maximising human capital
- improving and upgrading social and physical infrastructure
- attracting investment
- starting with achievable projects to 'kick-start' the process, laying the foundation for meaningful growth
- reducing risks and barriers for new enterprises.

5.6 Economic Rationale

The economic rationale for investment in the key economic growth drivers for Scenario 3 (capturing and engaging Aboriginal capital, and investment in tourism and agriculture/aquaculture), which is the target for this Growth Plan, has been determined by the GPP with supporting work from Urbis (2016), AgKnowledge (2016) and other specifically commissioned reports.

Key findings from the work into this potential for the Broome economy include:

- As a means of providing insight into where government support and investment will contribute to above-trend growth, Urbis (2016) modelled the impact of a notional \$20 million investment in each of the agriculture, mining, business services, tourism and transport industry clusters on employment and economic activity (Table 1). Additional direct and indirect economic activity within each cluster ranged from \$17.5 million up to \$22.0 million and additional employment numbers ranged from 48 up to 187. This clearly demonstrates the growth possibilities in the region, including the ability to achieve the above-trend growth discussed in Section 4.3.
- Upgrading the Cape Leveque Road could result in net benefits measured by net present value (NRV) of \$90.1 million and a cost benefit ratio of 2.1. This is based on the investment in the road alone while a properly structured co-investment in the capacity of the Dampier Peninsula could result in a larger and possibly more sustainable range of economic benefits.
- Modelling undertaken by AgKnowledge (2016) indicated that based on a 500 ha unit of production, agriculture could generate \$58.96 million or more in NPV, depending on the type and value of crops chosen, and that between 22 – 120 full-time positions could result. These results are then 'scalable' according to the total area of land that is determined to be suitable. Indicatively if 5 further areas were determined to be viable within the Broome economic activity area this could result in an industry worth \$294 million, resulting in a 30% increase in Broome's economy.
- Establishing three aquaculture development zones (ADZ) within Broome's economic catchment has the potential to generate economic benefits represented by \$2.2 billion in NPV and up to 2,452 direct and indirect jobs.

These findings are consistent with information included in the *Our North, Our Future: White Paper on Development Northern Australia* (Office of Northern Australia, 2015), which also outlines potential funding sources for infrastructure.

Table 1: Impact of investment on key industry cluster

Industry	Agriculture – livestock, crops and horticulture	Mining	Business services*	Tourism**	Transport and freight
Additional economic activity (\$m)					
Direct	10.0	10.6	11.5	10.3	8.4
Indirect	8.4	6.9	9.6	11.7	11.1
Total	18.4	17.5	21.1	22.0	19.5
Additional employment (no.)					
Direct	72	13	34	124	43
Indirect	46	35	49	63	59
Total	118	48	83	187	102

Source: Urbis, 2016

* Business services includes the ANZSIC industries Information Median and Telecommunications; Rental, Hiring and Real Estate Services; Professional, Scientific and Technical Services; and Administrative and Support Services

** Tourism includes the ANZSIC industries Retail Trade, Accommodation and Food Services, and Arts and Recreation Services

Also highlighted is the need for investment in infrastructure to support this growth. GHD (2016) carried out an infrastructure audit within the region, documenting the current situation and highlighting potential future infrastructure needs.

5.7 Attracting Investment

Critical to the success of the Growth Plan will be the ability to create an environment that fosters participation from government, community and the private sector. The fundamentals of the Australian investment landscape (legal frameworks, funding vehicles and funds flows) are mostly governed by Commonwealth and State legislation, and to a lesser extent by the mechanisms and instruments of the finance sector. Any Growth plan will necessarily work under the same restrictions. This level playing field clearly focuses the Growth Plan's attention on two other areas to attract investment:

- **Confidence:** Providing a clear and consistent strategic plan and planning process. Investors require consistency and an environment that engenders confidence in which to make their investment decisions. This is as true of the government sector as it is of the private sector and of community sectors. The Growth Plan clearly sets out the shared vision and commitment of the partners to providing a positive and predictable investment environment.
- **Opportunities:** Investors need to be attracted from many areas. As a general principle, each investor will have an investment profile that reflects their particular area(s) of interest, required returns, risk appetite and budget. The structure will necessarily differ from sector to sector, but the principle holds true for government and the private sector. A growth plan cannot make

investment decisions for investors but it can highlight areas of opportunity that may match an investors profile. The strategies initiatives and sample projects provided in the Growth Plan clearly outline the range of opportunities in Broome and the GPP's confidence in the investment environment.

Factors which contribute to an attractive investment environment include:

- *having a clear and consistent decision-making process over time that is consistent with a well understood set of objectives*
- *stability of 'plans' for the medium term, leading to confidence that the environment will remain stable and supportive long enough for investors to earn a reasonable return on investment*
- *transparency, predictability and efficiency with approvals processes so that investors can have confidence that concepts can become reality and that highest risk money spent on conceptual feasibility studies can be converted into investable products*
- *government co-investing with the private sector demonstrates faith in the area and that it is committed to growth in the region; for example, government investment is better suited to greenfield public infrastructure such as transport, utilities, health and education*
- *the priority is to build confidence and mitigate risk, which together will encourage investment by the private sector.*

Richie Baston, Director, Azure Capital (2016, personal communication)

6. Core Strategies

The overall aim of the Growth Plan is to develop Broome into a sustainable and inclusive economy where all can participate, with sufficient opportunity to attract investment and skilled employees to the region and the range of employment and social infrastructure to encourage people and businesses to stay permanently. The Growth Plan considers a range of development and growth scenarios as a mechanism to establish high level targets and to assess the implications of the options (Section 4.3, and Section 6.2.2 of the *Broome Growth Plan – Background and Context*).

The scenario this Growth Plan is planning for is above-trend growth (Scenario 3), which includes:

- growing population by 4% pa from 16,524 to 44,050 by 2036
- increasing job numbers by 5% pa from 5,454 to 18,459 by 2036
- increasing GRP by a minimum of 6.7% pa from \$1.05 billion to \$5.72 billion by 2036.

Planning for Scenario 3 addresses the factors that are most within the influence of the Growth Plan Partners and other stakeholders. Achieving Scenario 3 is considered the most effective and realistic way to enable Broome to be ready for the opportunities embodied in Scenario 4, which are largely dependent on external economic settings. The growth Scenarios are discussed further in Section 4.3 of this document and Section 6.2 of *Broome Growth Plan – Background and Context*.

6.1 Initiatives

A number of growth initiatives have been chosen on the basis of the contribution that each initiative makes to the high-level targets of the Growth Plan and other relevant regional and State level strategic planning instruments. In order to achieve above-trend growth, the following initiatives will be targeted in the short to medium term:

- activating the traded economy
- activating the precincts of Broome
- activating the Dampier Peninsula
- activating economic fundamentals
- activating Broome's human capital.

The Growth Plan makes an estimate of the contribution each initiative will make to the high level targets and ventures a confidence level for those estimates, and is shown Figure 9. This methodology is consistent across all Growth Plan initiatives and allows:

- the contribution of each initiative has been identified, noting that each initiative plays an important role in supporting the comprehensive strategy of the Growth Plan
- creates a persuasive demonstration of the linkage between the Growth Plan and State and regional priorities; noting that these explicit linkages will have the greatest immediate impact on facilitating external investment.

A number of potential projects and programs that support each of the initiatives have been identified and are summarised in Appendix 2 of *Broome Growth Plan – Background and Context*.

Note also:

- these documents are 'living', in the sense that they represent the current situation and will be adjusted as projects and programs are completed, added, or no longer required. As a minimum, this table will be reviewed annually.
- Additional projects and programs that are consistent with the vision of the Growth Plan can be added/supported.
- Projects and programs are required to go through the normal processes associated with investigating feasibility, business case development, identification of funding sources, and preparation of implementation schedules. Thus, while they have been identified as being of benefit to achieving the goals identified in the Growth Plan, the feasibility processes may indicate that costs outweigh the benefits.

Measuring The Growth Plan Contribution

The Broome Growth Plan Partnership has formulated a simple mechanism for signalling the contribution of each initiative to ‘above-trend’ Growth that is closely aligned to the triplex Regional Development Strategy and our own People, Place and Prosperity goals.

This system has then been applied to our preferred growth scenario, Scenario 3. A ranking of 5 of 10 quadrants equates to a contribution at the system rate of growth to be realised from that initiative. For instance 5 of 10 quadrants for “Jobs”, in the Activating the Dampier Peninsula initiative indicates that the initiative is contributing to an increase in employment of 3.5%, more quadrants equals a higher contribution, less indicates a growth rate lower than 3.5% (but still

a growth rate). The underlying methodology is built off ABS industry classification data and is readily adjustable to different inputs.

Reflecting the fact that different initiatives are at different stages of their implementation, a ‘confidence’ metric has then been applied to reflect the responsiveness to Growth Plan Partnership effort, complexity, funding status, risk and scale of the project. This does not indicate whether or not a concept, project or initiative will proceed but simply how far it might be from implementation. Confidence metrics can and should be updated regularly as required.

Lastly this system has been represented in a simple graphic format for easy recognition and comprehension.

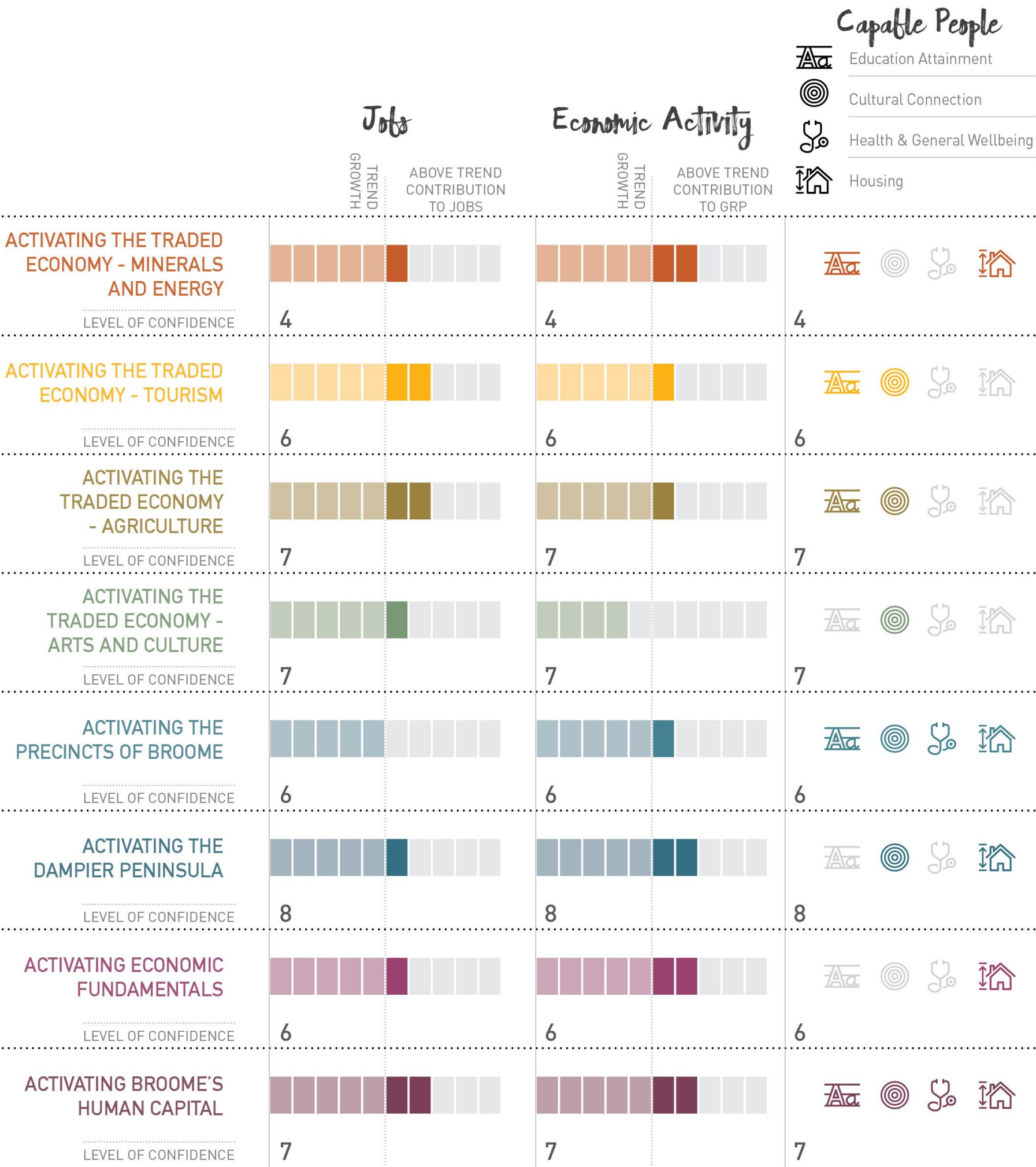


Figure9: Pathwaysplan contributions

6.1.1 Activating the Traded Economy

Description

For many decades, Broome's economy has depended on government subsidy and service delivery. The challenge is to move beyond this model of economic activity and foster the development of the traded economy, or economic activity that attracts sustainable external income to the region. The aim of activating the traded economy means increasing Broome's external trade with State, Australian and international markets for services and products including tourism, agriculture, aquaculture, minerals and energy, and culture and the arts. On that basis, four key industry clusters have become the focus of the Traded Economy initiative:

- tourism
- agriculture
- oil, gas and minerals
- culture and the arts.

Tourism

Tourism is a key component of Broome's traded and domestic economies, and is the largest single employer (Urbis, 2016). It has been and will continue to be a significant contributor to Broome's economy, hence its inclusion within this initiative. Haeberlin Consulting (2016) indicated that market perceptions of Broome include the strong appeal of Broome and the Kimberley region as a visitor destination, and the expense of getting there is a barrier. Urbis (2016) modelling indicates that a notional \$20 million investment in tourism activity will contribute to the creation of at least 83 new jobs and the addition of \$22 million to the industry gross value.

The research highlighted various opportunities for growth, including:

- aviation linkage to China
- increased product packaging
- better linkage with the Kimberley
- leveraging Broome's unique multi-cultural history
- broader calendar of iconic events
- increased product innovation
- better activation of spaces and places around Broome.

Agriculture

The State Government has identified agrifood as a significant growth opportunity and set a target of seeing the sector's exports double in real value by 2025. The identified drivers, particularly in Asia, for this growth are:

- population growth
- diet increase and improvement
- rising incomes
- increasing urbanisation.

Free Trade Agreements have the potential to increase the State's competitiveness in this sector (Department of Agriculture and Food WA, 2016).

The role of agriculture in activating the traded economy is using the broadest definition for 'agriculture'. In the context of this Growth Plan it includes the growing of crops, food production, managing rangelands, aquaculture, and livestock. This sector is expected to be an ongoing contributor to Broome's GRP, with opportunities to expand land and marine based outputs in the region.

Modelling undertaken by AgKnowledge (2016) indicates that the region has the potential to generate up to \$58.96 million NPV, depending on crops grown, with full-time jobs generated of between 22 – 120 according to the season. With advances in production methods and new technology, agriculture is more sustainable and has the potential to contribute a 30% increase to Broome's current economy.

Oil, Gas and Minerals

Oil and gas particularly, and to a lesser extent, minerals, have been the single biggest contributors to the Broome economy (Urbis, 2016). A global downturn in this sector in the form of falling commodity prices has seen the value of these industries decline in recent times. There will continue to be a demand for these commodities into the future, with the expectation that this sector represents the most significant growth opportunity for Broome.

The challenge for Broome will be to harness the opportunities associated with this sector when they arise. Opportunities are expected in exploration and development of on and offshore resources, along with the support bases and infrastructure associated with their operation. Modelling of a notional \$20 million by Urbis (2016) suggests this sector will add an additional \$21.1 million in economic activity and will create up to an additional 48 jobs.

Culture and the Arts

Broome has a rich diversity of art and cultural offerings including dance, music, weaving and painting offered by both Aboriginal and non-Aboriginal people. Successful national and international cultural exports from Broome include film, drama, humour, art and music. One of the attractions of Broome and the broader Kimberley region is this rich culture, which presents the opportunity for increased economic activity.

McDonald (2016) indicates potential growth opportunities in the art and culture sector include:

- developing and implementing culture and arts policies and partnerships
- investigating the feasibility of establishing a cultural/interpretive centre in Broome
- enhancing marketing pathways for Aboriginal art centres and commercial galleries.

Activating the art and culture traded economy will also contribute to improved well-being amongst people and contribute to the success of activating the Dampier Peninsula.

Achieving Growth Outcomes

Increasing trade will directly result in increased economic activity and expanding GRP. As GRP increases, the foundation for a stable, long term population and the enhancement of social infrastructure will grow. Broome is a destination with a high recognition factor in Western Australia, Australia, and internationally, providing a basis for business growth and the associated economic and population growth.

Linkage to Broome's Competitive and Comparative Advantages

Linkages to Broome's competitive and comparative advantages includes:

- Broome's proximity to Asia
- Broome's natural environment, climate and culture
- the ability to offer distinctive, quality/cost/value opportunities:
 - in the tourism sector, and especially cultural tourism
 - In the agriculture, food, and aquaculture industry cluster
- effectively utilising natural resources to support increased trade within the minerals and energy cluster
- Broome's reputation for providing a relaxed lifestyle in an attractive environment and climate.

Pathways to Growth

The pathway to growth involves planning for the future, and giving consideration to what needs to be achieved in the short, medium and longer term. This is represented in Figures 10a to 10d for this initiative, as tourism, agriculture, minerals and energy, and arts and culture are represented separately.

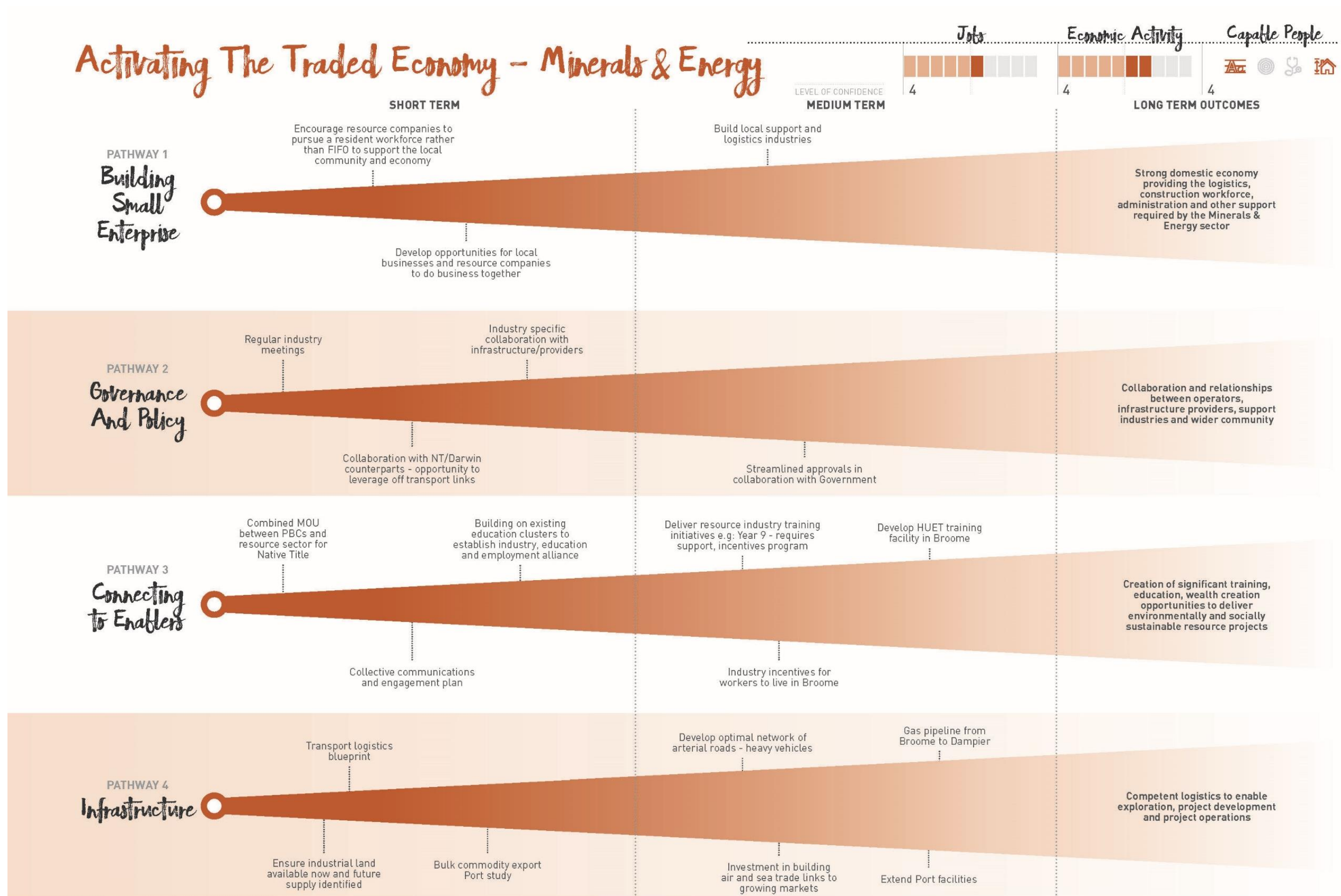


Figure 10a: Indicative projects and programs, Activating the Traded Economy

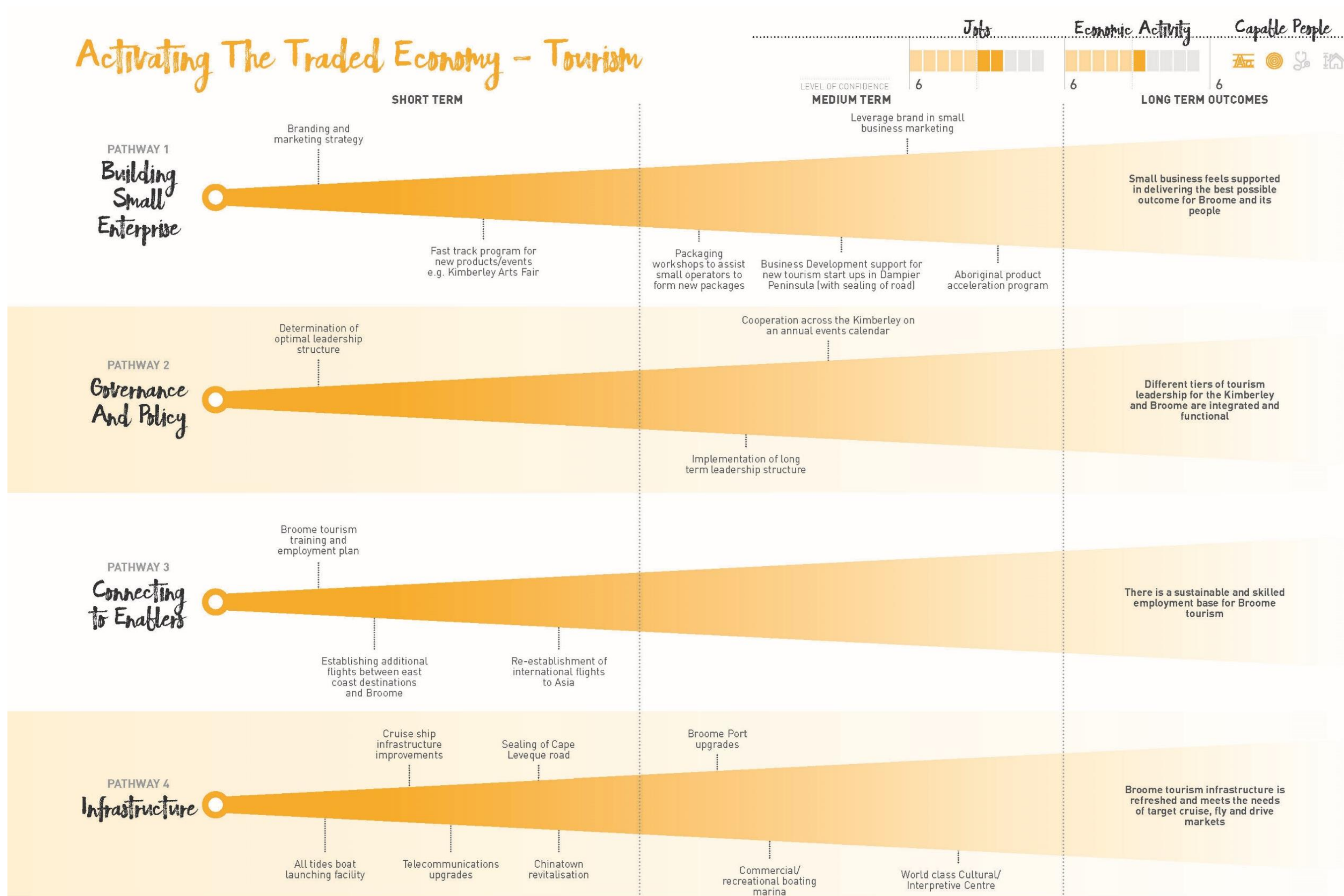


Figure 10b: Indicative projects and programs, tourism cluster – Activating the Traded Economy

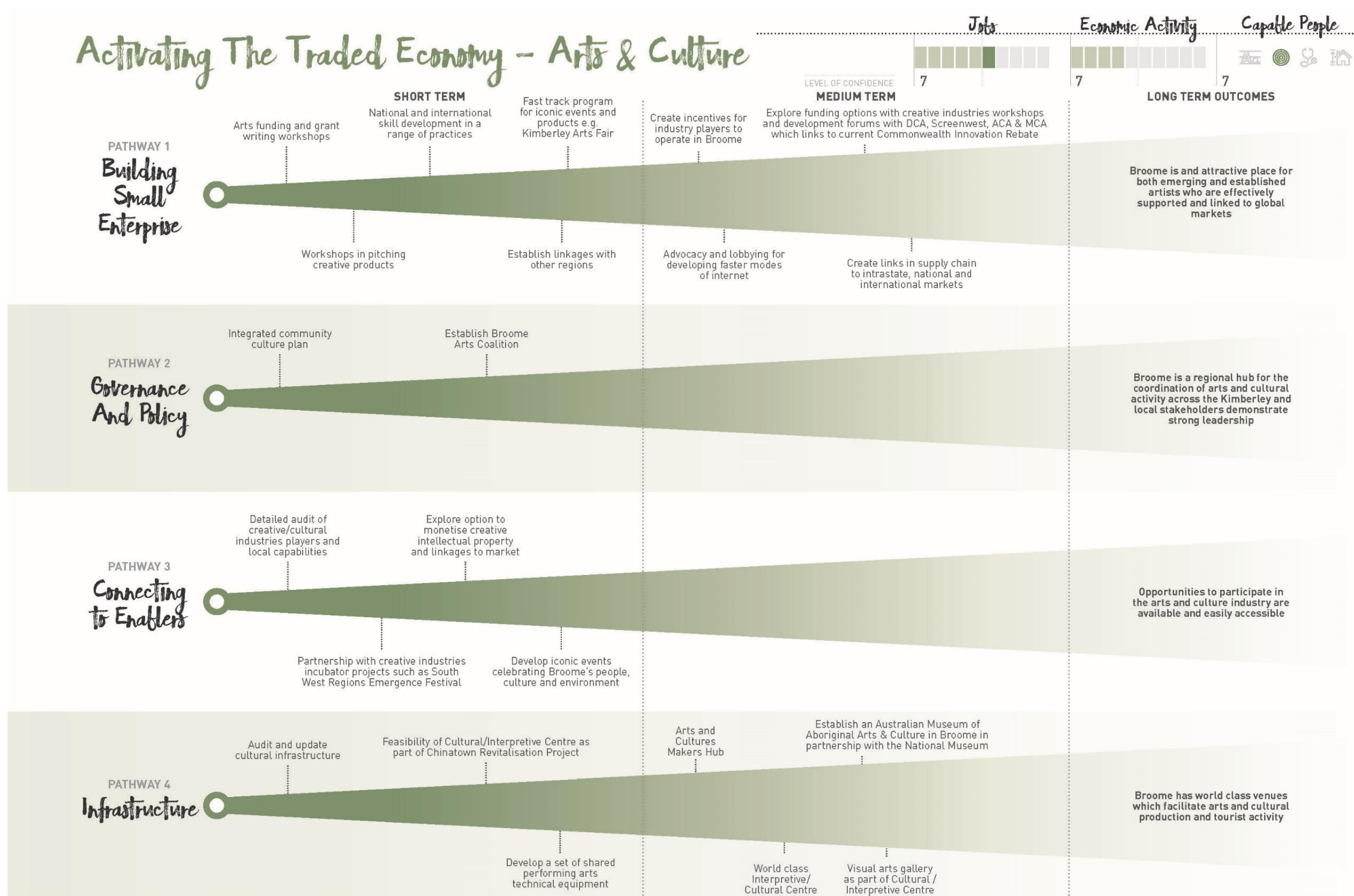


Figure 10c: Indicative projects and programs, arts and culture cluster – Activating the Traded Economy

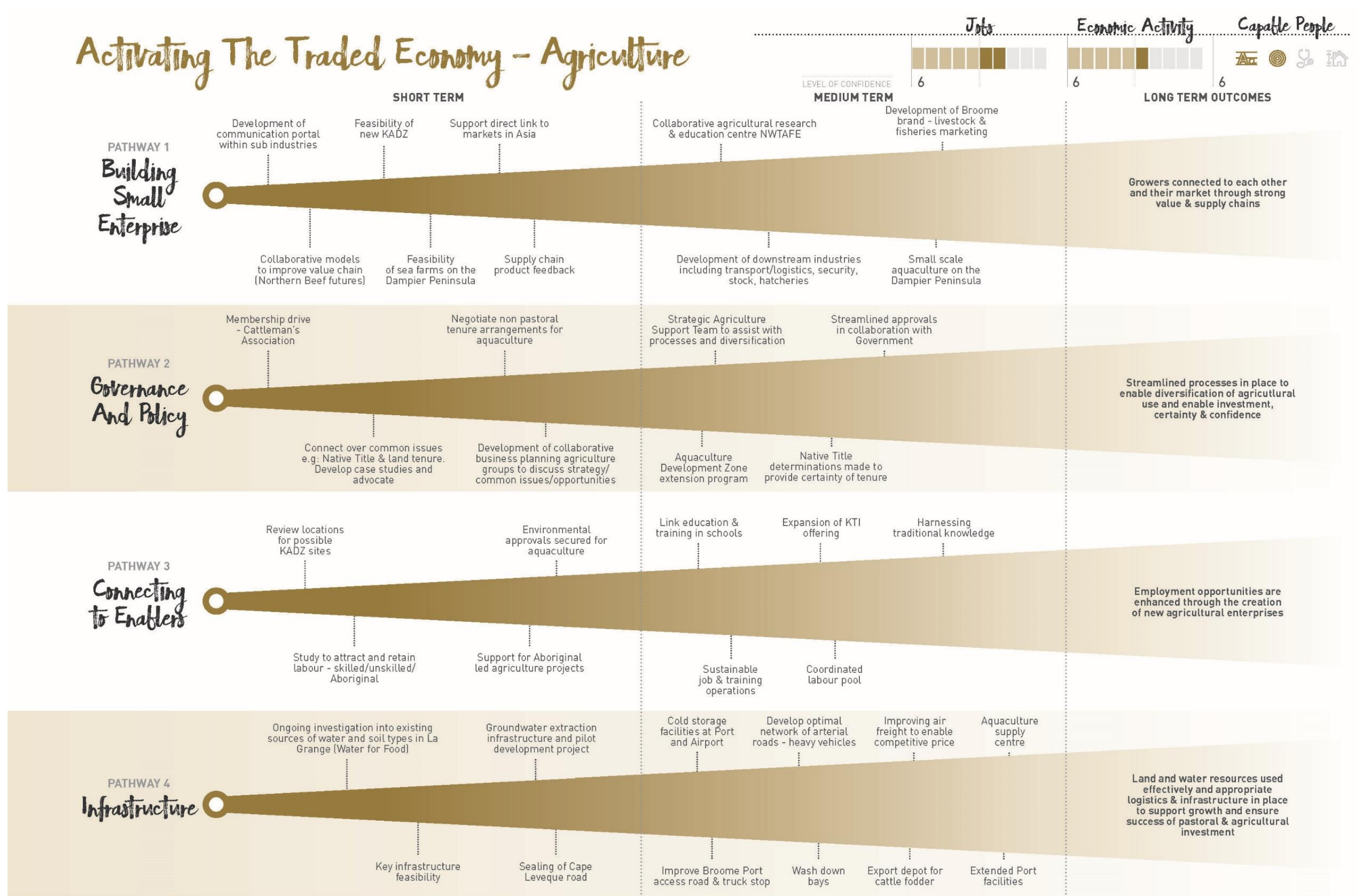


Figure 10d: Indicative projects and programs, pastoral cluster – Activating the Traded Economy

6.1.2 Activating the Precincts of Broome

Description

As Broome is the largest town in the Kimberley, it has a scale and growth rate that will see that relative position grow into the future. The future growth of Broome will need to purposefully focus on increasing its 'liveability', amenity and level of service provision to both attract and maintain a population of sufficient size with a skilled work force to function as a viable regional centre. As a result, it is essential that the precincts of Broome each function and grow in their own right but also blend together to create the network of experiences and built environment that a regional centre requires.

The Growth Plan has identified the need to focus on activating the following precincts of Broome:

- Chinatown Precinct – through a revitalisation approach
- Tourism precincts – built around master planning and development
- Old Broome – utilising urban renewal and revitalisation tools
- Recreation and community amenity - ensuring there is adequate amenity to support a growing population
- Logistics precincts – including development and enhancement of the port, airport, road networks and surrounding industrial land.

Activating these precincts will involve a focus on ensuring that all critical and enabling infrastructure is in place, there is appropriate community and/or industrial activities taking place in each, and that Broome's current and future needs are considered throughout the decision making and planning process.

Achieving Growth Outcomes

A key focus of this initiative is the recognition that there is an iterative relationship between amenity provision, demand for retail, services, recreation offerings, quality of life, population growth and retention, and retained household expenditure in regional centres. A holistic and coordinated approach to developing Broome's precincts will achieve the following growth outcomes:

- improving the amenity, services and opportunities in Broome's commercial and historical heart, creating long term sustainability in the town centre and surrounding precincts that will stimulate the retention and growth of visitor activity, resident population, business activity and commercial investment in Broome
- ensuring there is adequate capacity in key logistics infrastructure to support industry development, diversification and growth over time
- strengthening Broome's position as the prime civic and commercial hub for the Kimberley
- maintaining and improving the standard of living and quality of life in the community as the population continues to grow.

Linkages to Broome's Competitive and Comparative Advantages

Linkages to Broome's competitive and comparative advantages includes:

- taking advantage of global production systems
- Broome's reputation as a lifestyle destination

- building Broome's tourism and cultural offerings.

Pathways to Growth

The pathway to growth involves planning for the future, and giving consideration to what needs to be achieved in the short, medium and longer term. This is represented in Figure 11 for this initiative.

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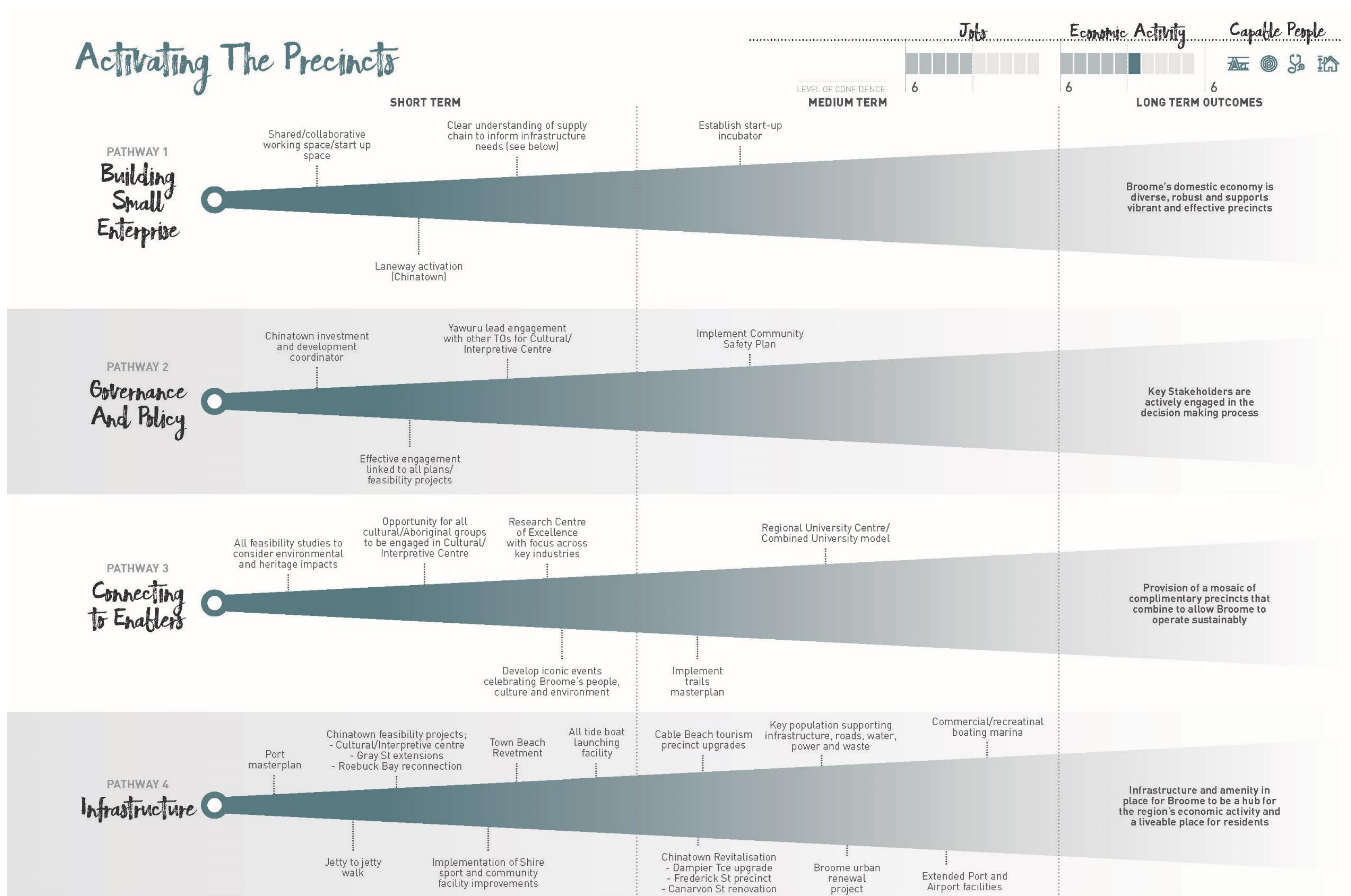


Figure 11: Indicative projects and programs – Activating the Precincts

6.1.3 Activating the Dampier Peninsula

Description

Throughout the Growth Plan process, it was recognised that activating the Dampier Peninsula has the ability to generate significant benefits to both the people of the Peninsula and the economy of Broome. Capturing those benefits will require a purposeful and co-ordinated strategic approach.

The Dampier Peninsula is currently the site of important but small scale Aboriginal enterprise as well as being home to pearl businesses, including Cygnet Bay Pearls and Willie Creek Pearls, both of which continue to run pearl farms and have diversified their business to offer tours and/or accommodation. Tourism visitation will create a significant growth and development opportunity, while requiring a range of management and impact mitigations.

Economic aspirations are evident in the communities on the Peninsula, including aquaculture, tourism and ecotourism (accommodation and service provision), arts and crafts, land management, horticulture. Major development barriers exist including the low level of common user and specific site infrastructure, poor access road networks, land tenure and access complexities, and the seasonality of tourism.

To capture the full potential that is available on the Peninsula, a coordinated approach to activating the Dampier Peninsula is a critical requirement. Such an approach could be emblematic of what can be achieved when all stakeholders work together with common goals to create a future that both retains the beauty of the landscape and culture and utilises the comparative advantages the area offers. Note that development and implementation of any social and economic program must be undertaken in partnership with the Aboriginal Corporations and Traditional Owner prescribed body corporates.

A number of key elements form part of this initiative:

- building an economic vision for the sub-region
- building capacity to participate
- activating Aboriginal development partnerships to participate and leverage investment
- sealing the Cape Leveque Road
- managing the impacts.

Actions taken to achieve this initiative will need to be done in collaboration with, and following engagement and consultation with the Peninsula's residents. This engagement and consultation will occur as part of the implementation of the Growth Plan.

Achieving Growth Outcomes

Growth outcomes for activating the Damper Peninsula will include:

- improving access to the Peninsula through sealing the Cape Leveque Road, which will facilitate growth in a number of areas
- increased opportunities relating to tourism, agriculture, aquaculture, arts and culture, and small business.

Linkages to Broome's Competitive and Comparative Advantages

Linkages to Broome's competitive and comparative advantages includes:

- Broome's natural features and environment
- Improving Aboriginal participation and advancement.

Pathways to Growth

The pathway to growth involves planning for the future, and giving consideration to what needs to be achieved in the short, medium and longer term. This is represented in Figure 12 for this initiative.

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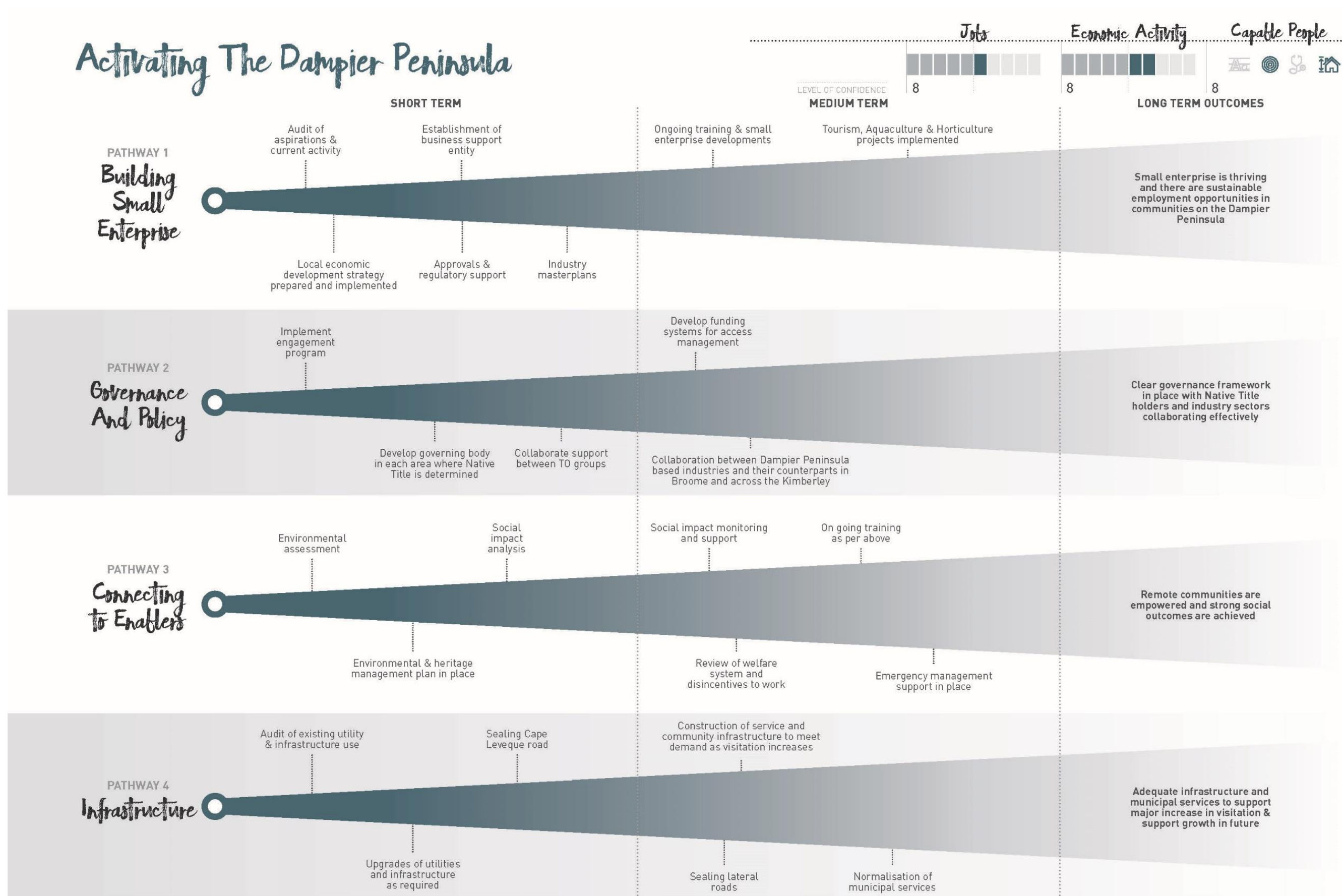


Figure 12: Indicative projects and programs – Activating the Dampier Peninsula

6.1.4 Activating the Economic Fundamentals

Description

According to the Regional Australia Institute, 'strong economic fundamentals support local businesses and indicate that a region is successfully translating its economic potential into growth'. Economic fundamentals can be characterised as stock of productive assets, business and labour activity and levels of recent investment. Subcomponents of these broad categories are wage and labour costs, hours worked, business turnover, residential and non-residential building approvals, and the value of industrial and commercial buildings.

For Broome to achieve a thriving traded and domestic economy and to nurture those that wish to participate, there needs to be an intentional approach focusing on building the foundation from which it will develop as a regional centre. A review of the evidence obtained during the development of the Growth Plan identified the following economic fundamentals as being critical for Broome's future success:

- leadership
- Aboriginal people
- young people
- entrepreneurship and innovation
- building the amenity of Broome
- building participation
- activating the local economy.

It is important to note that there is some overlap between these identified economic fundamentals and the pathways mapped for achieving each initiative (i.e. Building Small Enterprise, Governance and Policy, Connecting to Enablers and Infrastructure). This is a deliberate decision to reflect that:

- fostering economic fundamentals will be critical for the growth of all existing and future activity in Broome and therefore must be an initiative in its own right
- the implementation of each of the five initiatives (for example Activating the Dampier Peninsula) will require targeted attention to strategies/programs which address these fundamentals in a way which is most relevant for that initiative.

Achieving Growth Outcomes

Activating the Economic Fundamentals will contribute to growth outcomes by:

- growing a thriving small business community which can support the local population and traded economic activity
- fostering innovation and entrepreneurialism, positioning Broome to be able to respond to future changes in the economy, technology, environment and population
- contributing to the quality of life in Broome, resulting in a stable population base
- providing the opportunity for all to contribute to and benefit from Broome's future success.

Linkages to Broome's Competitive and Comparative Advantages

Linkages to Broome's competitive and comparative advantages includes:

- Broome can play a greater role in consolidating its position as a major regional industry and service hub
- small and medium enterprises dominate business in the Shire of Broome, and will continue to be important in the longer term
- the Growth Planning process has recognised that youth and young entrepreneurs will play a key role in Broome's economic growth and develop into the leaders of the future.

Pathways to Growth

The pathway to growth involves planning for the future, and giving consideration to what needs to be achieved in the short, medium and longer term. This is represented in Figure 13 for this initiative, noting that the nature of the initiative means it overlaps with and reinforces the pathways for all the other initiatives.

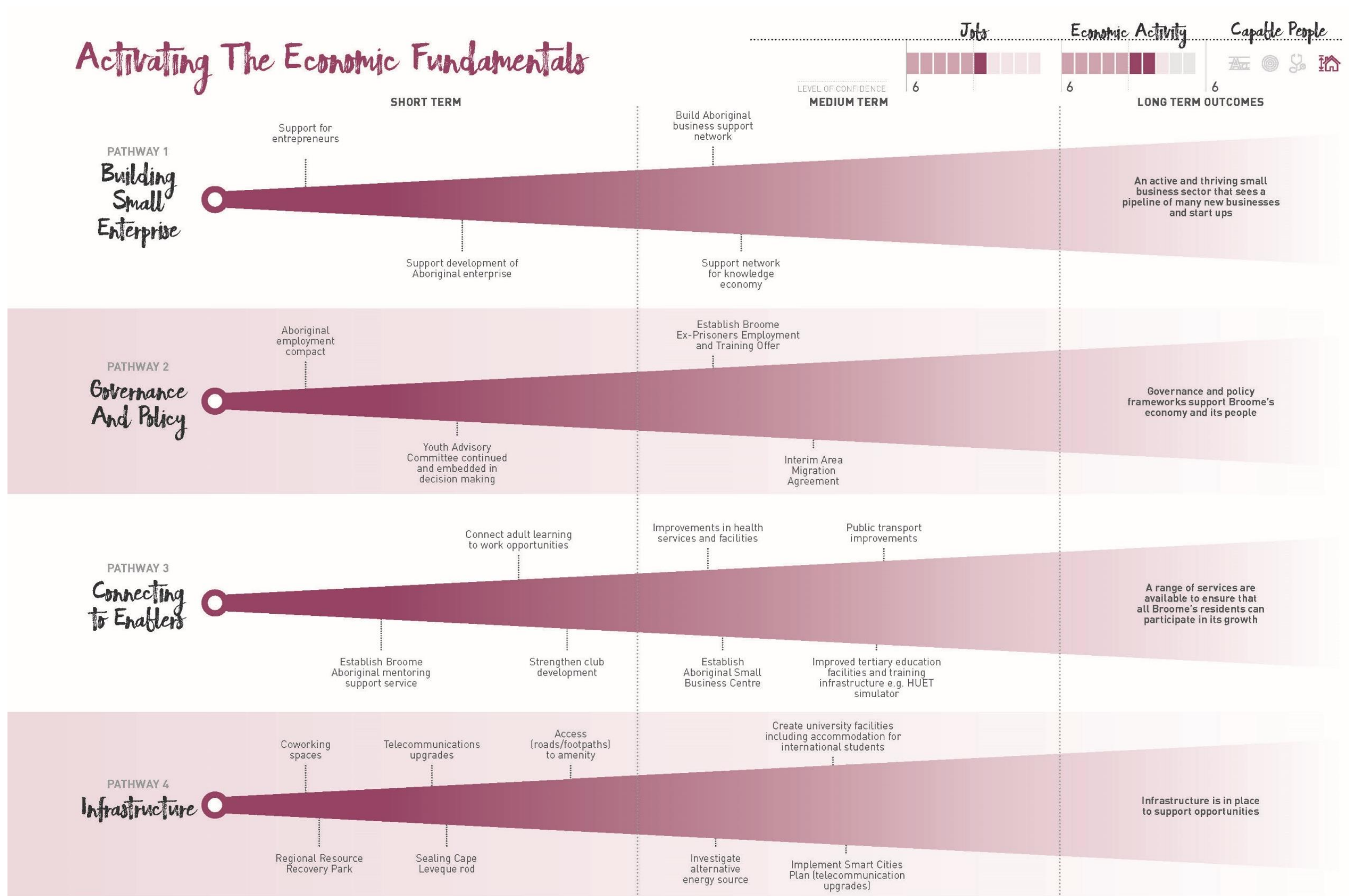


Figure 13: Indicative projects and programs – Activating Economic Fundamentals

6.1.5 Activating Broome's Human Capital

Description

Ensuring that all aspects of the community, both Aboriginal and non-Aboriginal, can prosper in the future will be important to increasing community wellbeing. There is a need to address the disparity amongst the community as well as to build capacities and empower local communities to prosper.

Accordingly, a key growth area is the activation of Broome's human capital, or providing a stable economic base to support a permanent population in the longer term from childhood through to old age. It is expected that this initiative will incorporate:

- health and wellbeing
- housing availability and affordability
- aged care
- education
- overcoming welfare dependency.

This component of the Growth Plan holds an important key to ensuring that the development and growth benefits are achieved in most of the other initiative areas. A purposeful, target driven and locally led approach is essential.

Achieving Growth Outcomes

Activating Broome's human capital is an essential element to achieving growth. Optimal investments will include those that can address disadvantage and inequality, develop workforce capabilities, and improve the cost of living including housing affordability (Urbis, 2016). These essentially 'social' measures will deliver long term economic benefit to the region by:

- providing options that will encourage individuals and families to remain in Broome on a permanent basis, rather than a season or a few years
- growth of an appropriately-skilled, local work force to support new investment
- normalising health and education indicators in line with the State average
- integrating approaches to reduce the reliance on welfare and support services.

Aboriginal people have enormous potential to be at the heart of regional growth and transformation. The experience of the last 20 years indicates this will not occur with strategies that mirror old approaches. It is critical that local Aboriginal people are included on this journey and drive change as full partners. Aboriginal people have the potential to play a major role in leading, shaping and supporting the development of the region as a source of knowledge and human and social capital, delivering greater longer term economic benefits to the region. This will require the creation of decision making and governance arrangements that build tangible economic outcomes and directly involve Aboriginal participation.

Urbis (2016) modelling shows that lifting Aboriginal labour force participation in Broome by five percentage points (from 43.1% of the Aboriginal working age population to 48.1%) over a ten-year period, would:

- directly add \$52 million to GRP through increased earnings as a result of 182 new Aboriginal jobs
- add a further \$42 million indirectly from the flow-on impact of new expenditure of those wages (noting that some of this indirect increase will accrue outside the Broome region).

Linkages to Broome's Competitive and Comparative Advantages

Linkages to Broome's competitive and comparative advantages includes:

- stable, permanent workforce
- expression and harnessing of Broome's culture
- exporting knowledge.

Pathways to Growth

The pathway to growth involves planning for the future, and giving consideration to what needs to be achieved in the short, medium and longer term. This is represented in Figure 14 for this initiative.

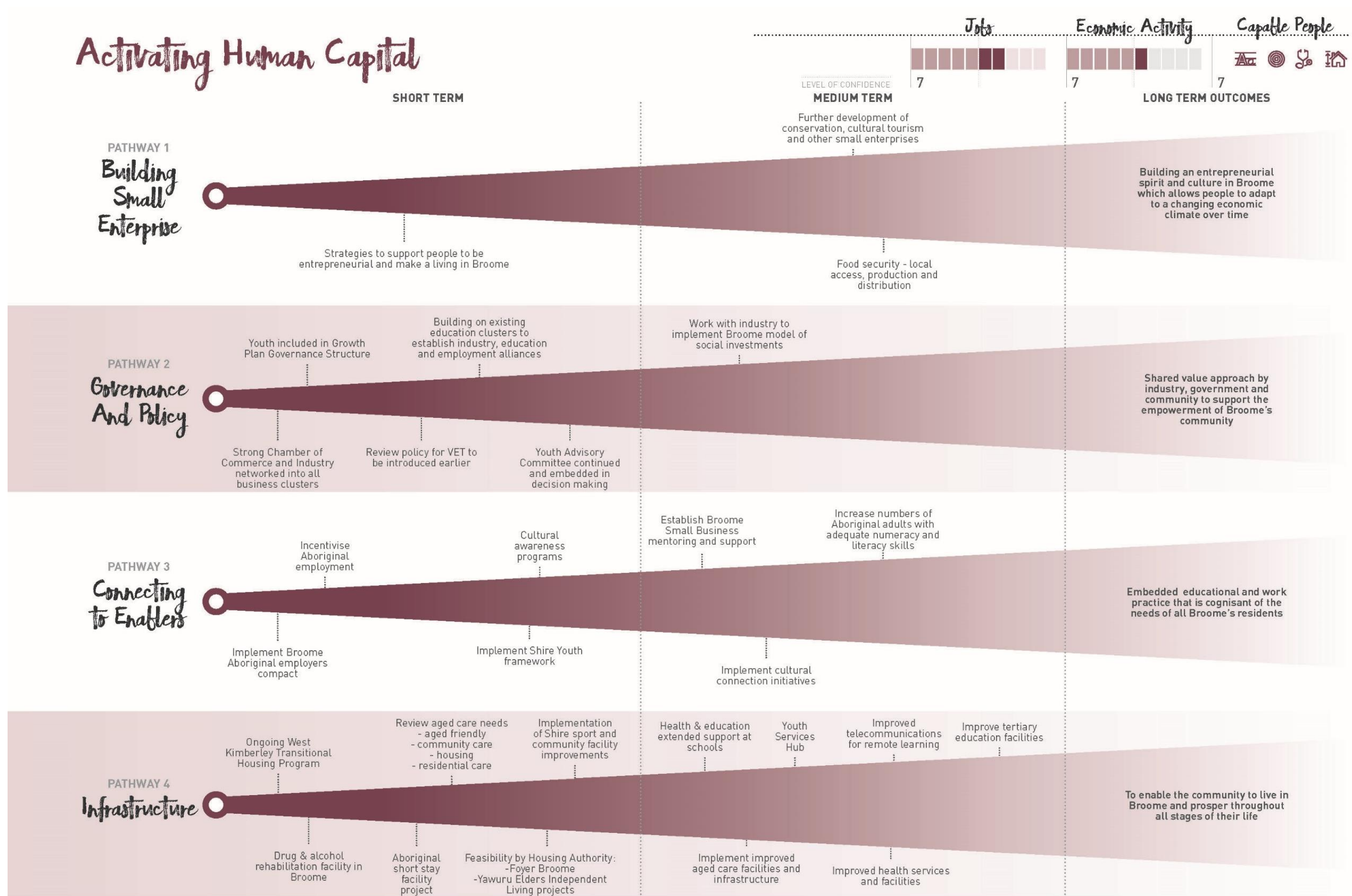


Figure 14: Indicative projects and programs – Activating Human Capital

7. Governance

The purpose of this section is to outline the governance structure for the delivery of the Growth Plan. The success of the Growth Plan is heavily dependent upon how it is implemented. The implementation of the Growth Plan is likely to be best achieved, at least in the initial stages, through a governance structure based around the leadership provided by the existing participants in the growth planning process. These participants commit to continuing to take responsibility for their areas of influence, while working co-operatively within a robust, collaborative and functional governance framework. This framework will ensure that the strategies and initiatives identified in the Growth Plan can be pursued through attracting investment at all levels (including through applications for State and Federal funding), sound local scale decision making and effective project delivery.

7.1 Criteria

In developing a governance structure for the Growth Plan, the following criteria were considered important:

- Independence: does the framework allow for a variety of actions and activities to be pursued by a broad range of stakeholders? The governance model cannot be seen to be too closely aligned with any single stakeholder.
- Representative: does it allow for the broad range of different stakeholders to participate?
- Able to access funding: does the framework allow for funding applications to be made for actions and activities to implement the Growth Plan?
- Resourcing: is the framework resourced and capable of being self-sustaining without continuous funding required just to support the governance framework?
- Deliverable: do the current members of the Growth Planning Partnership (GPP) have the ability to establish the proposed framework without State or Federal Government level intervention (i.e. without legislative provision)?

7.2 Options

A number of options were considered for the proposed governance structure to support the implementation of the Growth Plan. Table 2 provides an overview of those options, along with an assessment of each option against the criteria outlined above.

Table 2: Overview of governance options

Option	Overview of option	Criteria				
		Independence	Representative	Able to access funding	Resourcing	Deliverable
Continuation of GPP	The existing GPP and Project Control Group (PCG) framework could continue to implement the Growth Plan in accordance with a new Memorandum of Understanding entered into for that purpose.	No. While the GPP is separate to any single stakeholder, it is not broadly representative of all potential stakeholders.	No. The GPP only includes representatives from the Shire, KDC, LandCorp, Yawuru, Department of Planning and Department of Regional Development.	Yes, but the applications would need to be made by the individual bodies comprising the GPP.	No. A significant amount of resources is currently dedicated to maintaining the GPP and PCG framework. This could not continue indefinitely without additional resources distributed amongst a number of stakeholders.	Yes
Committee of Council	A formal committee of Council is formed which comprises the GPP representatives and other community leaders.	No. As a formal committee of Council, its role is to make recommendations to Council.	Yes. A broad range of stakeholders can be invited to nominate representatives for a Committee of Council.	Yes, but the applications would need to be made by the Shire.	Initial resourcing would be required for a full time staff member to arrange meetings and apply for grant funding for projects and activities. Once funding starts to be received by the Shire, the position could become self-sustaining through an administration component in the funding.	Yes
Committee established by Kimberley Development Commission (KDC)	The KDC, as the Development Commission for the region, could establish a formal committee to implement the Growth Plan.	No. The body would be aligned with the KDC.	Yes. A broad range of stakeholders can be invited to nominate representatives for a Committee of the KDC.	Yes. The KDC can apply for funding for actions and projects, and assist other stakeholders with applying for funding.	Initial resourcing would be required for a full time staff member to arrange meetings and apply for grant funding for projects and activities. Once funding starts to be received by the KDC, the position could become self-sustaining through an administration component in the funding.	Yes
Separate legal entity created to deliver the Broome Growth Plan	A separate legal entity is created for the sole purpose of delivering the Growth Plan.	Yes. The body would not be aligned with any one stakeholder and can be established in such a way that it is broadly representative.	Yes. Membership can be open to a broad range of stakeholders.	Yes, however the body will have to assume an appropriate legal status to ensure it is able to apply for funding in its own right. Alternatively, the organisations represented through the body could apply for funding for specific projects. Tax implications will arise if grant funds are received by or payable to the body.	Initial resourcing would be required for establishment costs and ongoing costs, including annual audit fees, legal costs, compliance costs and potential taxes payable. In addition, a full time staff member would need to be employed by the body to arrange meetings and undertake activities on its behalf. If the body does apply for funding, the position could become self-sustaining through an administration component in the funding. Alternatively, the members of the body could pay membership fees to cover the establishment and/or ongoing fees or the body could charge a fee to organisations for advising on specific projects/applications for funding.	Yes

7.3 Governance Structure for Growth Plan Implementation

Based on the above assessment of options, the GPP can consider that an Incorporated Association is the best governance structure to deliver the Growth Plan. The Incorporated Association will be established with its own Constitution consistent with the purpose of furthering the aims and objectives of the Growth Plan.

Members of the Incorporated Association should comprise the existing members of the GPP, along with a discrete number of community organisations including Traditional Owners, traded economy industry bodies and service providers (e.g.: health and education). Representatives of members of the Incorporated Association would be appointed to the board. The first board is expected to comprise/include representatives of the GPP members to provide the consistent and stable leadership base for the Incorporated Association, along with other business and community leaders who will be rotated to build capacity and ensure the broadest representation amongst the Broome community.

Sub-committees of the board can be formed to progress specific initiatives or projects.

The role of the Incorporated Association described above could include:

- providing support for and endorsing projects either identified within or aligning with the Growth Plan
- lobbying and advocacy for projects and initiatives that are outside the scope of influence of Incorporated Association
- providing assistance to members of the Incorporated Association in writing grant applications and applying for funding for projects either identified within or aligning with the Growth Plan.
- formation and nurturing of industry groupings/networks, including through the introduction of new participants into those groupings/networks
- bringing the various networks together to work on joint initiatives
- educating new community leader members on the executive committee or sub-committees on the processes for developing and delivering projects and initiatives
- building and maintaining relationships with stakeholders
- advocating for and representing Broome externally where appropriate.

An aim of the Incorporated Association will be to encourage implementation and decision-making throughout the networks that already exist or will be created as a result of the Growth Plan. For example, the various participants in the tourism industry would continue to meet, make and implement decisions within their industry, continuing to perform all the roles that they currently undertake as an industry sector. More such industry and service provider groupings/networks need to be built where they currently do not exist.

The key considerations relevant to the formation of the Incorporated Association are outlined in Table 3.

Table 3: Incorporation association formation considerations

Consideration	Explanation
Taxation	<p>An incorporated body is treated as a separate entity for tax purposes. Although the Incorporated Association will be a not-for-profit entity, it will not automatically be entitled to an income tax exemption. It would need to qualify under a specific exemption category, e.g. being a complying community service organisation, wholly owned by government entities, or becoming a registered charity. Given that the main purpose of the Incorporated Association is unlikely to be community service (i.e. to promote, provide or carry out activities, facilities or projects for the benefit or welfare of the community or any members who have a particular need by reason of youth, age, infirmity or disablement, poverty or social or economic circumstances), it will have non-governmental members, and will not be a registered charity, these exemptions are unlikely to apply. Therefore, for tax purposes funding amounts are likely to be treated as assessable income of the Incorporated Association either:</p> <ul style="list-style-type: none"> ▪ if actually received by the Incorporated Association itself ▪ if they are technically payable to the Incorporated Association, even if in fact they are wholly applied or dealt with on the Incorporated Association's behalf or as it directs (e.g. an effective payment direction by it for the funding to be provided by the funding grantor to another party). <p>It is for this reason that it is not appropriate for the Incorporated Association to apply for grant funding itself to pursue projects identified in or aligning with the Growth Plan. It will instead support and assist with its members applying for funding.</p> <p>Funding for the establishment and ongoing administrative costs (including a full-time employee) of the Incorporated Association will need to be obtained either through membership fees or from fees for services provided to members or other entities (i.e. similar to how fees are currently paid to consultants). Either way, this funding will be treated as assessable income.</p>
Shareholding/voting structure	<p>The constitution for the Incorporated Association will outline how the membership interests will be issued to members and in which proportions. The initial members of the Association will include the GPP. The Association's constitution will allow for additional members to join and voting rights for all members will be as specified in the constitution. In addition, the constitution will specify how a member ceases to be a member.</p>

Consideration	Explanation
Appointment of board of directors	The constitution of the Incorporated Association will specify a maximum and minimum number of directors. Member representatives who are nominated to be directors of the Association will need to be aware of the duties of directors under the <i>Associations Incorporation Act</i> (WA) 2015. These duties apply to executive and non-executive directors. Breach of these duties can lead to fines and (in extreme cases), criminal penalties.
Audit requirements	The Association will need to be audited annually. The costs of this audit will need to be met by external funding.
Regulation of members who are State or Local Government related entities	<p>The Incorporated Association will be subject to a greater level of regulation and oversight due to it having members who are State or Local Government related entities. Government related entities can be subject to additional prohibitions, limitations and administrative obligations and processes with regards to holding interests in incorporated bodies (e.g. the <i>Local Government Act</i> (WA) 1995 and associated regulations, specific legislation establishing State government related entities, general public sector administration legislation, and similar).</p> <p>The Shire cannot have control of the Incorporated Association (a body corporate). The Shire is prohibited from doing so under the <i>Local Government Act</i> (WA) 1995. There is a provision in the Local Government regulations enabling the Shire to take part in forming an Incorporated Association, but the wording of the provision does not extend to control of the Incorporated Association. Control in this context would arise if the Shire:</p> <ul style="list-style-type: none"> ▪ had a majority of the Incorporated Association member voting rights ▪ was entitled to a majority of board member appointments ▪ had sufficient votes (of members/the board) to block significant matters in respect of the Incorporated Association carrying on its affairs – i.e. effective veto rights or negative control.

7.4 Resourcing of Governance Structure

Funding will be required to establish the Incorporated Association, with legal and other costs associated with establishing the legal entity and its internal structure as outlined above. Ongoing funding will be required for compliance and operational costs.

Note also the tax issues set out in the key considerations above, particularly where funding is received by the Incorporated Association (or technically payable to it). A portion of the funding may need to be allocated as a reserve to cover any tax liabilities. However, tax can be minimised where funding received (or receivable) is limited to covering (deductible) expenditure. The Incorporated Association will also need to comply with ongoing tax compliance obligations (filing tax returns and similar).

Funding will also be required for at least one full time employee to perform the administrative and operational tasks associated with running the Incorporated Association, including:

- sending out expressions of interest to community leaders to be represented on the executive committee
- arranging meetings of the executive committee
- inviting participants onto sub-committees and arranging sub-committee meetings
- assisting members in applying for funding for initiatives and projects
- preparing submissions and discussion papers on relevant topics
- implementing the decisions of the executive committee and sub-committees
- other such administrative or operational tasks required to support the Association.

The Shire could consider hosting the full-time employee by providing office space, payroll services, and similar. However, other funding will be required to establish the legal entity, pay for ongoing compliance and operational costs and pay for the full-time employee's wages.

If the Association does apply for and secure funding in its own right, it may be possible in the future for the Association to be self-sustaining by factoring in an administration component into funding applied for by members (i.e. project delivery parties). However, it should be noted that this will give rise to tax implications. It should always be made clear in funding documentation that the Incorporated Association is only ever entitled to the relevant administration component (with the party responsible for project delivery making the application and being legally and beneficially entitled to the remainder – i.e. the vast majority – of the funding from the grantor).

If it is proposed that members of the Incorporated Association fund the operations of the Association through the payment of a membership fee, it is likely that the majority of members will need to be provided with funding to cover this membership fee. This is especially if an organisation's membership does not result in any direct benefit to that member, such as funding being secured for projects undertaken by the member.

7.5 Existing projects and activities

Within each initiative there are a number of activities and projects that are already in the process of being implemented or which have gained momentum through the growth planning process. A number of these are identified as 'kick start initiatives' for the Growth Plan.

It is not intended that the Incorporated Association take over or intervene in the delivery of these activities and projects, unless this is formally requested by the lead agency for the specific activity and project. The board may decide whether or not to become involved once a formal request has been received.

Ultimately, the final decision on the structure that will be used to implement the Growth Plan requires a full assessment of the key considerations and options by the GPP as part of the Growth Plan implementation process.

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8. Performance Framework

The Growth Plan is designed to be a living document that responds to change. The KDC (2015) indicates that ‘wicked problems’, or those issues that are complex and unique and which require solutions involving people to change mindsets and behaviours if they are to be overcome, are at the core of building human capital in the region. Unresolved, such issues will continue to be a barrier to growth and development. As demonstrated, Broome has a number of these issues that will require innovative solutions to ensure the desired growth is achieved.

Specific changes that will result in change leading to Growth Plan success include:

- increasing Aboriginal participation
- promoting young leaders and entrepreneurs.

The success of the Growth Plan will in large part, be determined by how effectively it:

- links local enthusiasm and commitment to drive change
- links the solution of local challenges to the regional and State agendas for change
- harnesses investment from a wide range of sources
- builds a culture of ‘community’ around shared objectives
- establishes a regime of targeted actions that demonstrate change and measure progress against key initiatives reports regular progress in a transparent way to the community and to regional and State partners.

The Growth Plan makes an estimate of the contribution each initiative will make to the high-level targets and ventures a confidence level for those estimates, and is shown on each of the pathway diagrams. This methodology is consistent across all Growth Plan initiatives and allows:

- the contribution of each initiative has been identified, noting that each initiative plays an important role in supporting the comprehensive strategy of the Growth Plan
- creates a persuasive demonstration of the linkage between the Growth Plan and State and regional priorities; noting that these explicit linkages will have the greatest immediate impact on facilitating external investment.

8.1 Monitoring and Reporting

In order to determine progress, it is necessary to develop a practical means of monitoring and reporting progress against desired outcomes. For the Growth Plan, this will include:

- quantifying changes in:
 - population
 - economic measures (GRP)
 - average income levels
 - Aboriginal participation rates
 - welfare dependence
 - health statistics
 - education statistics
 - infrastructure installed
 - community wellbeing

- reviewing and comparing ABS statistical trends
- regular reporting against progress towards targets
- partnership funding arrangements being sought, around achieving measurable outcomes
- reporting through and in accordance with the adopted implementation governance structure.

Baseline conditions that will form the basis of measuring future change and the success of the Growth Plan are provided in Figures 15a - 15c. The various indicators and trends have been aligned to the Growth Plan vision and goals (pillars) of People, Place and Prosperity.

PILLAR:

People | Healthy Community MABU NGARRUNGUNIL

SUB-PILLAR	GOAL	INDICATOR	CURRENT	SOURCE	TARGETED TREND
Inclusive Safe Active	Maintain and enhance Broome as a safe, connected and inclusive community	Community Connectedness & Participation			
		Community connectedness	7.12/10	Department of Regional Development, Living in the Regions Report, 2013.	↑
		Lifestyle	8.06/10		↑
		Sense of community	7.2/10		↑
		Participation in any local activity	77% said often		↑
		Happiness			
		Level of happiness	7.88/10	Department of Regional Development, Living in the Regions Report, 2013.	↑
		Safety			
		Safety over the last 12 months	7.07/10	Department of Regional Development, Living in the Regions Report, 2013.	↑
		Police Crime Statistic for the previous 12 months	1,713 reported year to September 2016	WA Police Website, Crime Statistics by Suburb (note: suburb not LGA).	↓
Diverse	Celebrate the diversity of Broome residents	Cultural Events			
		Number of cultural events held in Broome	12 cultural events per annum	SoB event approvals.	↑
	Recognise and respect the diversity of Broome residents	Diversity of Population			
		Diversity of population	60% of SoB residents register ancestry other than Australian people	ABS Census, Ancestry of ERP, 2011.	=
Wellbeing	Ensure the wellbeing of Broome residents	Health & General Wellbeing			
		Health and general wellbeing	7.69/10	Department of Regional Development, Living in the Regions Report.	↑
		Children that present as developmentally vulnerable	22% of Children surveyed were developmentally delayed in 2012	West Australian Country Health Services, Kimberley Health Profile. (note all available as LGA).	↓
		Number of visits to the GP	3,700 per 1,000 people		=
		Number of hospitalisations and bed days	75% of Emergency attendances were semi-urgent or non-urgent		↓
			From 2008-2012, the hospitalisation rate of Kimberley residents was 72,202 per 100,000		
		Cultural Connection			
		Cultural knowledge acquired as a child	95.80%	Community Wellbeing from the ground up: A Yawuru example.	↑
		Feels able to access country for traditional culture	67.40%		↑
		Feels respected most or all of the time	54.70%		↑

Figure 15a – Goals, trends and targets - People

PILLAR:

Place | Healthy Country MABU BURU






SUB-PILLAR	GOAL	INDICATOR	CURRENT	SOURCE	TARGETED TREND
Lifestyle	Maintain and enhance Broome's liveability	 Lifestyle			
		Lifestyle	8.0/10		↑
Accessible		Will move within 10 years	38% of respondents	Department of Regional Development, Living in the Regions Report.	↑
		Participation in: sports, community and volunteer	Sport 47%, Community activities 64% and Volunteer 48%		↑
Natural Environment	Respect the values of Broome's built and natural environment	 Household Overcrowding			
		Average household size (Indigenous)	3.7 people per dwelling	ABS, Regional Profile: Broome.	↓
		Average household size (Non-Indigenous)	2.5 people per dwelling		=
Built Environment		 Facilities & Services Available			
		Review of facilitates and services available		Shire of Broome.	↑
Heritage	Protect Broome's rich Aboriginal and European cultural heritage	 Environmental & Cultural Surveys			
		Ensure environmental and cultural surveys completed prior to works where required		Current due diligence, Department of Environment and Aboriginal Affairs.	↑
		 Protected Areas			
		Number and hectare of protected areas (split into Aboriginal, natural etc.)	2 427 071 ha, 15 different areas	ABS, Regional Profile: Broome.	=

Figure 15b: Goals, trends and targets – Place

PILLAR:

Prosperity | Good Liyan MABU LIYAN






SUB-PILLAR	GOAL	INDICATOR	CURRENT	SOURCE	TARGETED TREND	
Diversification	Encourage diversification and investment in the Broome economy	 Diversity in Industry				
		Diversity in industry GRP contribution	Top two contributing industry account for 41% of GRP	DRD, Gross Regional Product (via KDC) 2014-15.	↓	
		Industry of employment	5.1% average split of employment by industry	ABS, Regional Profile: Broome.	=	
Opportunity	Encourage entrepreneurship, growth in small business and the development of local business leaders	 Business Start Ups				
		Business Start Ups	177 new business start ups	ABS, Regional Profile, SoB (available by size of business).	=	
Employment	Increase overall employment	 Employment by Industry & Demographic				
		Employment rate	91.1% employment rate	Department of Employment, Small Area Labour Markets, June 2016.	↑	
		Support increased employment opportunities for Broome residents	Increase in employing businesses	20 additional employing businesses in 2014	ABS, Regional Profile, SoB (available by size of business entries and exits).	↑
		Create and promote pathways for Aboriginal residents to participate meaningfully in the Broome economy	Number of Aboriginal people in employment	84% of the labour force in employment	ABS, Census Table Builder.	↑
			Proportion of Aboriginal people employed full time	51% of the labour force is in full time employment	ABS, Census Table Builder.	↑
			Number of Aboriginal people in training programs	2,242 students enrolled at KTI in 2015	Kimberley Training Institute, Annual Report and Broome Senior High school.	↑
		Education	Ensure education and training is provided so that Broome's young people have the skills to secure employment opportunities	 Education Attainment		
Student satisfaction with training	5.7/10			Kimberley Training Institute, Annual Report.	↑	
Education and Training satisfaction	Businesses 5.4/10, Residents 5.8/10			Business in the Regions (from different respective respondents) report by the Department of Regional Development.	↑	
Numeracy and literacy attainment	Literacy Average 570, numeracy 592			NAPLAN, year 9, SOB, 2015.	↑	
 Average Income						
	Income levels	\$52,706	ABS, Regional Profile: Broome.	↑		

Figure 15c: Goals, trends and targets - Prosperity

9. Glossary

ABS	Australian Bureau of Statistics
ADZ	Aquaculture Development Zone
ANZSIC	Australia New Zealand Standard Industrial Classification
CEO	Chief Executive Officer
Cwlth	Commonwealth
GPP	Broome's Growth Plan Partnership
GRP	Gross Regional Product
ha	Hectare
KDC	Kimberley Development Commission
km	Kilometre
NPV	Net present value
RCDP	Regional Centres Development Plan
SoB	Shire of Broome
VET	Vocational education and training
WA	Western Australia
WAPC	Western Australian Planning Commission

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