

# Shire of Halls Creek

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## Local Planning Strategy

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Endorsed by the  
Western Australian Planning Commission

May 2016

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# Shire of Halls Creek Local Planning Strategy



The Shire of Halls Creek Local Planning Strategy was endorsed by the Western Australian Planning Commission in May 2016.

The Strategy was prepared in 2015 prior to the new Planning and Development (Town Planning Schemes) Regulations 2015 being gazetted. It is acknowledged that the Shire will need to address the use of new zones and reserves in a new Local Planning Scheme.

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# PART 1 STRATEGY

## 1. INTRODUCTION

### 1.1 Preamble

The Shire of Halls Creek is located in the Kimberley Region of Western Australia on the edges of the Great Sandy and Tanami Deserts, 362km south of Kununurra, 1288km south-west of Darwin and 2873km north-east of Perth. The Shire is bounded by the Shire of Wyndham-East Kimberley to the north, the State boundary with the Northern Territory to the east, the Shire of East Pilbara to the south and the Shire of Derby-West Kimberley to the west.

Covering some 142,908 square kilometres of predominantly desert and pastoral country, Halls Creek offers a genuine insight into the spectacular Australian outback, from wide open savannah grasslands and magnificent natural attractions, to a rich history of Aboriginal culture and lore, and post-colonisation activities including the first gold rush in Western Australia and the development of an iconic pastoral industry. Situated in the heart of the Kimberley, the Shire of Halls Creek is the gateway to a range of world renowned natural and cultural attractions, including the World Heritage listed Bungle Bungle ranges of Purnululu National Park, Wolfe Creek Crater National Park and one of the largest P1 Wild Rivers Catchment in Australia – Upper Ord River.

The sub-regional centre and major population base of Halls Creek, is located centrally in the Shire on the Great Northern Highway and is a busy service town for surrounding pastoralists, Aboriginal communities and travelers exploring northern Australia. The towns of Wirrimanu (Balgo) and Warmun are the other two major population centres which have a predominantly Aboriginal population.

The economy of the Shire is primarily driven by pastoral activities, tourism and government/health/community services together with the emerging mining sector. The Australian Bureau of Statistics noted in the 2011 census that the resident population of the Shire was 3,536 people of which approximately 80% of the Shire's population identified as being Aboriginal.

### 1.2 Purpose of the Local Planning Strategy and Local Planning Scheme

The local planning strategy is the framework for local planning and the strategic basis for local planning schemes. It provides the interface between regional and local planning, and is increasingly being seen by other agencies as the means by which to address economic, resource management, environmental and social issues at a strategic level.

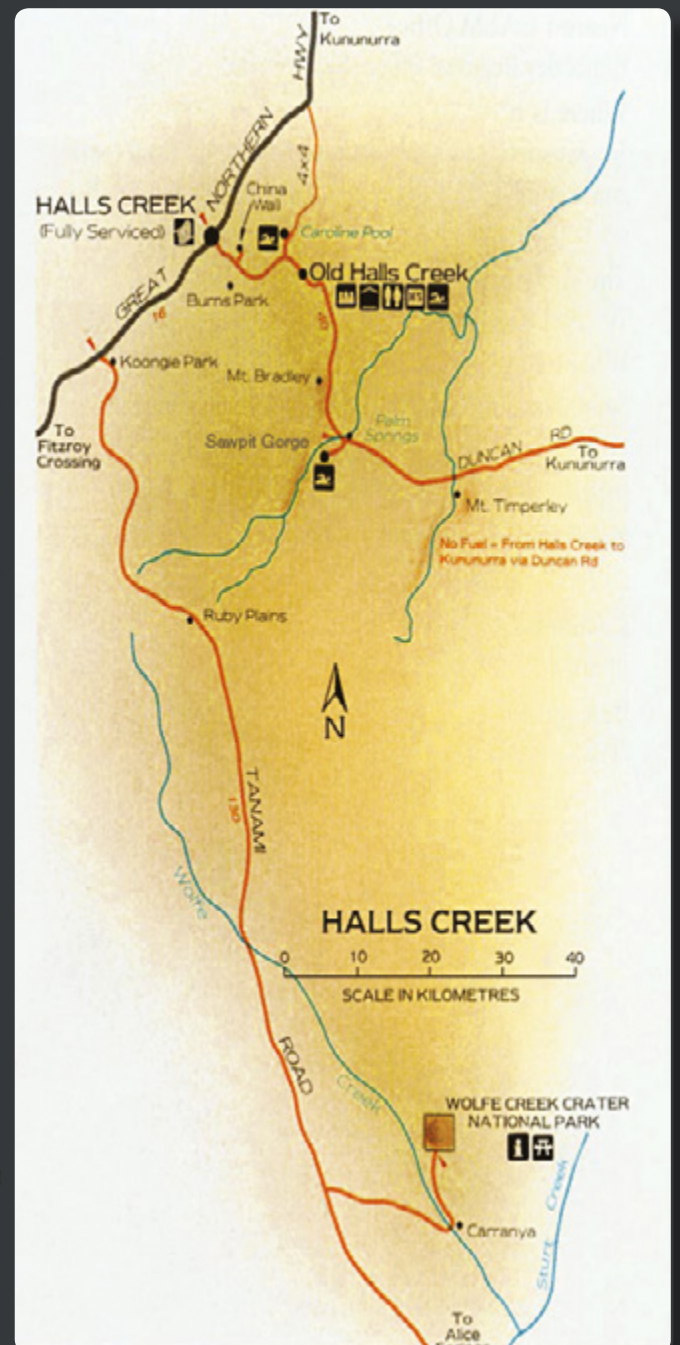
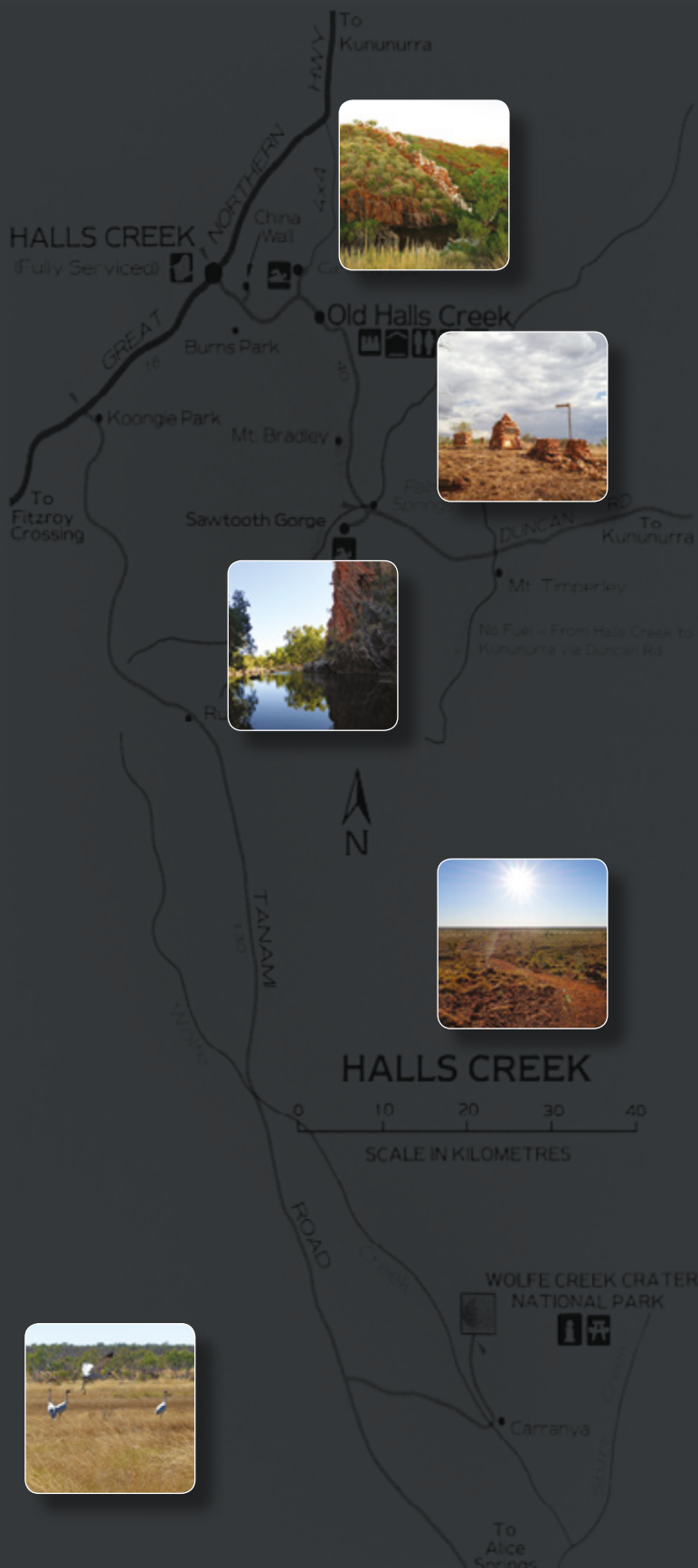
The strategy sets out the local government's objectives for future planning and development and includes a broad framework by which to pursue those objectives. The strategy will need to address the social, environmental, resource management and economic factors that affect, and are in turn affected by, land use and development.



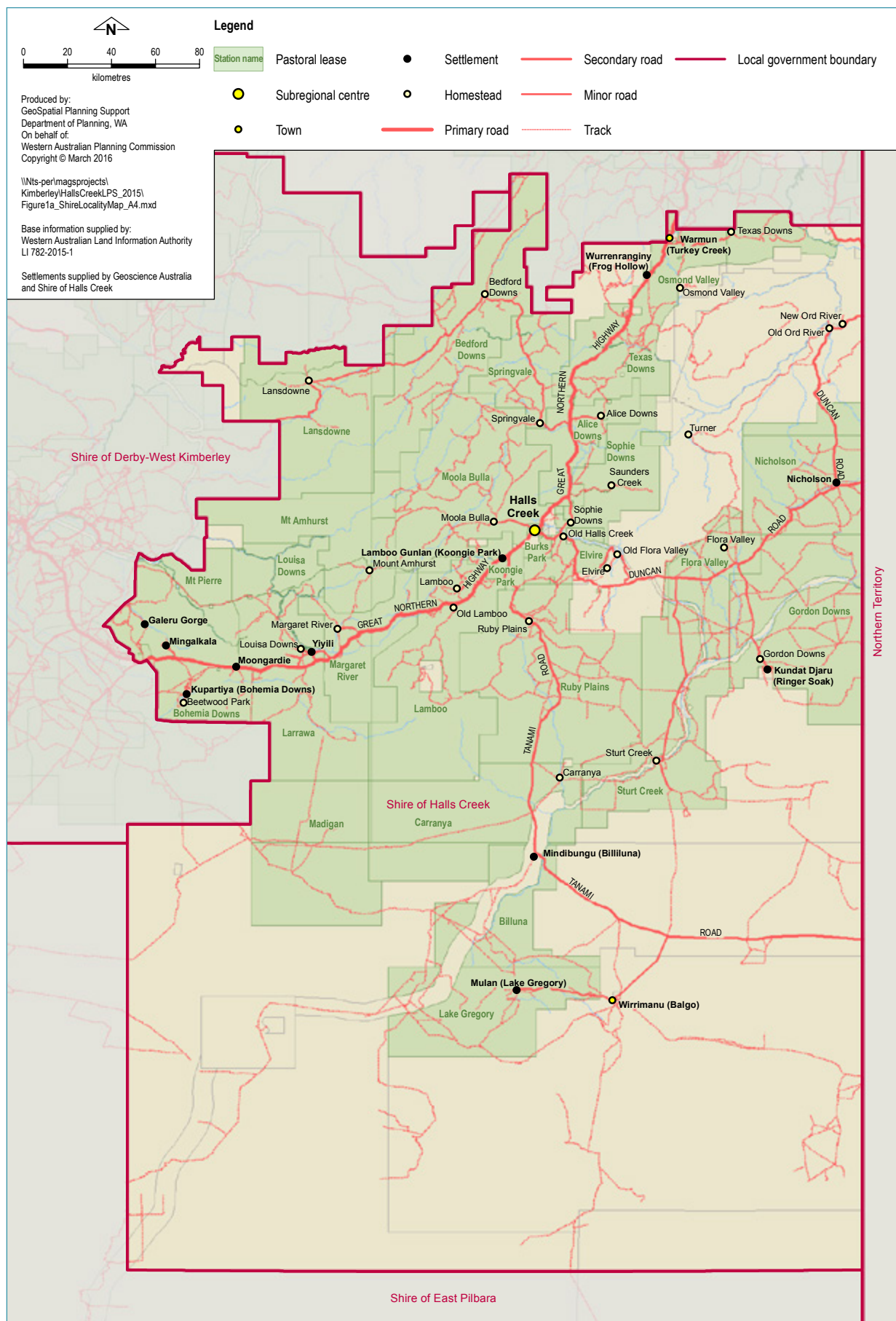


### 1.3 Application of the Strategy

This local planning strategy applies to the whole of the Shire of Halls Creek as depicted in Figure 1a. Until now, only the Halls Creek townsite and immediate surrounds has been addressed in this way. This is the first time that a local planning strategy has been prepared to address the whole municipal area.



**Figure 1a: Shire of Halls Creek Local Government Area**







## 1.4 Why the Strategy is important

Whilst preparation of a local planning strategy is mandatory, it is especially important for the Shire of Halls Creek due to the many challenges associated with growth and development that the Shire is facing now and into the future. This strategy aims to take these into account in planning for not only the sub-regional centre of Halls Creek but also the many Towns and Settlements that comprise the Shire of Halls Creek.

Some of the most substantial drivers that will impact on the Shire over the next 10 years are:

- Residential and Industrial land development to support increasing employment and economic opportunities and provision of land for health and social services including aged-care facilities, health clinics and childcare;
- Upgrading and maintenance of main transport corridors (Great Northern Highway, Tanami Road, Duncan Road) to support increased social service delivery to remote settlements and economic / transport logistic development within the Kimberley;
- The sealing of Tanami Road is a priority for the Shire between Halls Creek and Alice Springs, Northern Territory;
- Possible transfer of the responsibility for service provision in Towns and Settlements to local government following the signing of the Bilateral Agreement on Indigenous Affairs in June 2006 between the Government of Western Australia and the Australian Government;
- Various Native Title Agreements – including claims and future determinations within and in the vicinity of Halls Creek townsite and the potential for further local planning within the determined areas of the Tjurabalan, Ngurrara, Ngururpa and Gooniyandi Peoples;
- Preserving the cultural and environmental values of significant natural areas for their own intrinsic value and for the social, cultural, spiritual and economic wellbeing of the community;
- Potential expansion of agricultural activity throughout the Shire and in particular the Margaret River area and savannah plains east of Halls Creek townsite;
- Potential expansion of tourism and other economic development along the major roads of Great Northern Highway, Tanami Road and Duncan Road;
- Potential for a defence logistics corridor via the proposed sealing of Tanami Road to the Kimberley and Pilbara regions as a result of the need to protect the strategic importance of the region, including ports, and oil and gas reserves off the north-west coast;
- Development of rare earths projects in the east of the Shire; and
- Protection of iconic industries such as pastoralism and tourism.

The Local Planning Strategy aims to respond to the spatial planning implications of these circumstances for the whole of the local government area.

## 1.5 Content and Structure

This local planning strategy comprises 2 parts:

### PART 1: THE HALLS CREEK LOCAL PLANNING STRATEGY

Part 1 sets out the vision for planning and development of the Shire of Halls Creek, the objectives that have guided the preparation of the strategy and provides the basis for detailed policies and planning provisions in the local planning scheme. The strategy includes a strategic spatial plan, strategies and actions by which the objectives will be followed and the strategic plan implemented; and

### PART 2: BACKGROUND INFORMATION, ANALYSIS AND RATIONALE

Part 2 provides the relevant background to the strategy, including analysis of the information and the rationale for the planning strategy.

Part 2 outlines the State, regional and local planning context within which the Local Planning Strategy has been prepared, the method of its preparation, relevant Shire policies, community, economic and environmental profiles, and analysis of key issues that form the basis for the recommended strategies and actions in Part 1.

## 1.6 Relationship to Local Planning Scheme

The Local Planning Strategy is the guiding document for preparation and review of the local planning scheme. For development that falls within the jurisdiction of the Shire of Halls Creek, the scheme is the primary means by which the Shire can ensure that new development contributes towards fulfilling the aims of the Local Planning Strategy.

## 1.7 Community Consultation

Community consultation was identified as a key requirement of the Strategy review in order to produce a more robust strategic planning framework for the Shire that is responsive to the needs of all stakeholders and in particular, the Aboriginal community.

## 1.8 Traditional Owners

The Strategy recognises the Traditional Owners of Country and the Traditional Owner groups including:

- Gooniyandi
- Jaru
- Kija
- Ngurrara
- Ngururrpa
- Tjurabalan
- Yi Martuwarra.

## 2. KEY ISSUES

Arising out of a consideration of State and regional policies (Section 9) and the Shire context (Section 10), the key planning issues that need to be addressed through this local planning strategy are briefly outlined below. Section 6 then identifies strategies and actions in response to the key issues.

**Residential land:** As a result of population growth rate, higher demand for land for residential use is anticipated. The Kimberley has the fastest population growth rate in the State which can be attributed to the relatively high natural increase as well as growth of the resource, tourism and pastoral sector. Demand for residential land to accommodate the natural increase (including the provision of social housing and privately owned housing) is expected to occur in the sub-regional centre, main towns as well as the larger settlements. In Halls Creek townsite, there is sufficient residential land identified to cater for population rises including that associated with government services and from expansion of the oil and gas sector. In other areas, the release of additional residential land is dependent on the implementation of Layout Plans and finalisation of a number of native title claims.

**Commercial land:** Demand for commercial land is expected to rise over the next decade consequent with the growth in population and employment, and increasing demand for goods and services arising from an increasingly active resource sector, tourism and pastoral industry. In Halls Creek, there is sufficient land zoned Commercial and Town Centre to accommodate this growth. There is a limited supply of commercial land in the towns of Wirrimanu (Balgo) and Warmun and the larger settlements along the key transportation routes of Great Northern Highway, Tanami Road and Duncan Road.







**Industrial land:** The demand for industrial land is expected to be strongest in and around Halls Creek townsite. Increased mining activity in the Shire will increase the demand for industrial land for supporting industries and road train assembly areas. There is also a need to relocate some existing industries within the townsite which are operating on land not zoned for the purpose and others which would be better located away from residential areas. The increased demand in Halls Creek can mainly be accommodated in areas adjacent to already zoned land for this purpose along the Great Northern Highway or for Public Purpose. Land assembly, subdivision and, in some cases, native title clearances are needed prior to the land being development ready. While growth in demand for industrial land at Warmun and Wirrimanu (Balgo) is expected to be relatively weak, recommendations for additional industrial land supply should be identified in the Layout Plans.

**Development timelines:** Long lead times for land assembly need to be factored into planning for future land use and development in the Shire. The legacy of historic land tenures combined with complex native title processes can extend development timelines considerably.

**Oil, Gas, Mining and Mineral Resources:** Changes to land use that are incompatible with mineral, petroleum and basic raw material exploration and mining can result in the loss of valuable resources to the community. It is therefore essential, when planning how land is to be used, to take account of both known mineral and petroleum resources and basic raw materials together with the potential for further discoveries.

**Tourism:** The tourism sector is an important and growing part of the Shire's economy and community. The highly seasonal impacts are felt in the sub-regional centre, towns and in the more remote areas of the Shire. The economic impacts are positive, but environmental and social impacts require better planning and management. A review of the Shire's tourism strategy for the area by the Shire together with key stakeholders (such as adjoining local governments, Tourism WA, Department of Parks and Wildlife, Department of Planning, native title holders and pastoralists) is needed with a particular focus on iconic tourism products.



**Airports:** Currently, the Halls Creek Airport is utilised by light aircraft only (charter and tourist operators, private craft and the Royal Flying Doctor). There is a need to establish a regular passenger transport operation into Halls Creek. Given the limited use of the Halls Creek Airport, the size of the land holding and its location relative to the town of Halls Creek, there is an opportunity to consider alternate uses for the land. A strategic planning exercise should be initiated that will consider potential new opportunities for the Halls Creek Airport. Each of the Towns and Settlements also have their own airstrips – the conditions of which vary from place to place and throughout the year.

**Population drift:** Over 50 per cent of the Shire's population currently lives outside the Halls Creek townsite. The identification of sufficient land for residential and commercial use as well as for public purposes in the larger Towns and Settlements has generally occurred through the Department of Planning's Planning for Aboriginal Communities project. Notable changes to welfare regimes have affected, and may continue to affect, settlement patterns of the Shire's Aboriginal residents. The State is also currently undertaking a review of how funding for municipal services will be allocated and administered in the future. A trend towards residing in settlements and towns where a range of services and facilities are provided and where work opportunities are available should be anticipated.

A related issue is the need to provide short-term visitor accommodation for Aboriginal people who visit Halls Creek to access government support services. Currently, visitors stay with relatives or friends in already overcrowded houses or sleep rough. Discussions with Aboriginal hostels are ongoing to find a workable solution to this issue.



**Construction workforces:** There is some potential for construction workforces (linked to the establishment of infrastructure projects in the region such as the sealing of the Tanami Road) to be located in or near Halls Creek. Opportunities for land to be used for this purpose should be identified with the potential for this type of development being converted later for Tourist or other purposes such as aged-care facilities or short-term accommodation.

**Water source protection:** Potable water source protection is critical for the sub-regional centre, towns and the settlements. The Department of Water (DoW) has prepared water source protection plans for Halls Creek itself and the recommendations made in these reports require incorporation into the local planning strategy and/or scheme for long-term protection of water sources. The protection of community drinking water sources is a key consideration in the preparation of Layout Plans for Aboriginal settlements as these are not covered by State

Government water source protection plans. Issues relating to; continuation of pastoral activities together with the potential for intensive uses such as the 'Water for Food' program; new land uses associated with a Diversification Permit; and, conversion to General Leases, will continue to arise. Future planning and development must ensure support for protection of public drinking water source areas (PDWSAs) and should refer to DoW water quality protection note (WQPN) No.36: Protecting public drinking water source areas

**Conservation planning:** The Shire of Halls Creek incorporates significant natural areas that have international and national significance. The areas are subject to a variety of impacts from unmanaged land-based tourism, resource development and grazing. These areas are remote, have high environmental and landscape value and are important from a cultural and heritage perspective. Recent data indicates that the areas may be subject to change as a result of climate change. With the exception of site-specific or localised studies (such as the management plan for Purnululu National Park and Paruku [Lake Gregory] Indigenous Protected Area Management Plan) there has not been a comprehensive assessment or planning for the conservation areas since the 1980's. Development is occurring in an unplanned and ad-hoc manner and management is piecemeal. There is a need to prepare a conservation management plan for the Shire that would identify areas for development and for protection and would provide a framework for coordinated management. Sturt Creek is recognised as part of a Wild River catchment area and as such future land use planning should maintain the values of wild rivers and be compatible with their hydrologic features. Current and future pressures on Wild Rivers include recreation and tourism (e.g. ecotourism enterprises), stock grazing, pastoral diversification and associated land clearing, mining, recreational fishing and aquaculture projects.

**Waste management:** The waste disposal facility at Halls Creek will reach its capacity in the future. Alternate sites for waste management facilities need to be identified. The Towns and Settlements around the Shire also have individual waste disposal facilities which are either in the process of relocation or reaching their potential. Rigorous investigation and planning for alternative waste disposal facility sites is critical in the Halls Creek area due to the susceptibility of the drinking water supply to surface contamination.

**Reticulated sewer:** Reticulated sewerage is currently restricted to the sub-regional centre of Halls Creek, the towns of Wirrimanu (Balgo) and Warmun and the larger settlements. This is restricting the redevelopment and development of some residential and industrial areas within the Halls Creek townsite itself. An extension of the reticulated sewer to areas of the centre not presently serviced would facilitate rationalisation of land and provide intensification opportunities.

### 3. VISION AND PLANNING PRINCIPLES

#### 3.1 Vision

**The Shire of Halls Creeks town and remote communities are economically diverse, caring and proactive with a strong sense of responsibility and pride (*Strategic Community Plan 2015*).**

The Shire will continue to review its Strategic Community Plan to respond to the needs of the community and the opportunities and challenges in the Shire and Kimberley Region.

#### 3.2 Local planning principles

The key Local Planning Principles for the Shire of Halls Creek are:

##### **Principle 1: Encourage Economic Growth**

Land use and development should be designed as far as possible to accommodate a range of activities whilst minimising conflicts of adjacent land uses and providing for continued economic growth and business opportunities in areas designated as such.

##### **Principle 2: Integrate Innovative Infrastructure**

To the extent possible, land use and development should include timely infrastructure provision, incorporating new technologies and infrastructure that reflects best-practice and sustainable solutions that consider the varying climate conditions of the Kimberley and aims to reduce the ecological footprint.

##### **Principle 3: Support Community Development Aspirations**

Respond to social changes and create vibrant, accessible, healthy and safe Towns and Settlements that are supported by suitable facilities and services and allow for a diversity of residential and rural living environments and opportunities to address social disadvantage and economic diversification opportunities. New development areas should provide and/or contribute to the provision of facilities and infrastructure that support the social aspirations of the community for the Shire of Halls Creek to be an inclusive, attractive, healthy and pleasant place to live and visit.



##### **Principle 4: Celebrate Cultural Heritage**

All planning and development must consider the requirements of heritage and cultural protection afforded under State and Commonwealth legislation. Where relevant, it should also provide the opportunity for the development of culturally appropriate tourism through the interpretation of Aboriginal heritage. Land use and development should embrace the cultural and built history of the area by incorporating design elements of appropriate architecture, public art, interpretation/conservation and protecting culturally significant sites where appropriate.

##### **Principle 5: Enhance Environmental Values**

Land use and development should consider the natural environmental values unique to the Shire of Halls Creek and incorporate best practice to ensure that impacts from development on the environment are avoided and minimised, that development complements its setting as far as possible, and the environmental values of the land are enhanced where feasible.

##### **Principle 6: Strengthen Consultative Community Participation**

Planning and development processes should be inclusive of all persons and communities with an interest in the matter being considered. Traditional Owners and other local residents typically recognise their need to build greater capacity, including with assistance from others, in order to more effectively and productively engage in planning and development opportunities as they arise in the Shire of Halls Creek.



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## 4. OBJECTIVES

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### 4.1 Overarching Objectives

It is intended that the Local Planning Strategy:

- Be consistent with State and regional planning policy and strategic development initiatives;
- Provide strategic direction for land use and spatial planning in the Shire of Halls Creek for the next 10 – 15 years;
- Provide a rationale for the zoning and reservation of land and for provisions of the local planning scheme relating to development, the control of development, and protection of the environment;
- Provide the strategic framework for the assessment and decision making relating to proposed planning Scheme amendments, subdivision, and development;
- Provide the context for coordinated planning and programming of physical and social infrastructure at the local level by the Shire and other agencies;
- Identify the need for further studies and investigation within the Shire of Halls Creek to address longer-term strategic planning and development issues;
- Acknowledges that Traditional Owners maintain a cultural and strategic interest in the lands of the Shire of Halls Creek and their economic, cultural, and land use aspirations, inform this Strategy. Moreover, native title rights are typically required to be taken into account in development activities. (This Strategy in no way fetters existing Commonwealth and State legislative requirements in that regard);
- Set out a strategic direction for the protection of the environment;
- Set out a strategic direction for sustainable resource management;
- Provide direction for the appropriate allocation and use of water resources to ensure the ongoing availability and quality of water to service the needs of the environment, human consumption, and economic development; and
- Provide a guide for land use and associated tenure arrangements.

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## 5. STRATEGIC PLAN

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### 5.1 Strategy Maps

The Local Planning Strategy Maps depict the land use and functional designations described in section 5.2, 5.3 and 5.4.

### 5.2 Land use

The Local Planning Strategy provides for the long-term use, development and conservation of land through zones, reserves and other designations depicted on the Local Planning Strategy Maps 1, 2 and 3.

Some of the zones, reservations and other designations in the Local Planning Strategy are reflected in the accompanying Scheme. Others will need to be addressed by either future Scheme amendments or a full review of the Scheme.

The following designations set out (in alphabetical order) the long-term intended uses or functions of each of the designations on the Local Planning Strategy Maps.





### 5.2.1 Airport

The Halls Creek townsite airport reserve provides for the existing airport along Stan Tremlett Drive. This area is to be further developed for aviation related purposes including a runway extension and appropriate buffers should be incorporated into special control areas to minimise conflicting land uses. Similarly appropriate buffers should be considered in the Layout Plans of the Towns and Settlements with airstrips.

### 5.2.2 Cultural and Natural Resource Use Areas

Recognises areas where Traditional Owners will seek access to undertake customary practices and traditional uses. Other land uses may be considered including those that would assist in the economic development of the region and may provide for structures and/or activities associated with traditional Aboriginal law and culture, and resource development. The land is predominantly associated with unallocated crown land or crown land for the use and benefit of Aboriginal people and provides for rural living associated with smaller Aboriginal settlements, minor tourism development, and resource development. Traditional uses associated with Aboriginal culture should be exempt from the need to obtain development approval within the zone in consultation with Traditional Owners (or their representatives – or other residents or land users), as required pursuant to relevant legislation including the *Native Title Act 1993* (Cth) (NTA) and *Aboriginal Affairs Planning Authority Act 1972* (AAPA) and in accordance with a Layout Plan or Structure Plan.

Two areas of interest in the Shire of Halls Creek are Unvested Crown Land (UCL) Lots 360 and 361, otherwise known as the Moola Bulla excision lots. These two lots which sit adjacent to the Halls Creek townsite, one to the north and one to the south, have been identified for the benefit of Aboriginal people (MacTiernan, 2003). These areas cannot be planned in detail until Native Title claims, and land tenure reform are completed. In the interim whilst Native Title claims and land tenure are resolved, it is intended that the two lots be identified as 'Cultural and Natural Resource Use Areas' in the LPS. In the future, further structure planning can be undertaken.



### 5.2.3 Urban Development and Settlement

#### Urban Development

Areas designated as Urban Development are expected in the future to have some form of development, but the actual detailed planning for roads, lot layout, public open space, Aboriginal heritage and cultural areas, land use, etc. may not yet be fully determined. A structure plan (Urban Development) will be required to be undertaken to determine further planning for the area.

Scheme provisions relating to the Urban Development zone provide flexibility in planning for a growing town and accommodate a range of land uses through the associated structure plan.

#### Settlement

Existing remote settlements are designated as Settlement zone - these settlements already have associated Layout Plans which may be amended or altered as part of the Layout Plan amendment process.

In-town communities (within or adjacent to a gazetted townsite boundary i.e. Halls Creek) will also be designated an appropriate zoning other than Settlement.

### 5.2.4 Primary Distributor and District Distributor Roads

The Highways and Major Roads reserve (Great Northern Highway, Tanami Road, Duncan Road) depicts the main freight/ road train routes for the Shire.

### 5.2.5 General Industry

Areas designated General Industry are related to storage, transport activities, mining related uses, hazardous and noxious industry on large lots. Access to the Great Northern Highway is important for these activities in the townsite.

### 5.2.6 Light Industry

Light Industry is designated for smaller light industry activities. It allows factory units to be developed. Caretaker housing could be provided for where it is ancillary to a light industry use.

### 5.2.7 Mixed Use

This designation provides for a mixed land use area for showroom, service trade centres, commercial (excluding a shop) some residential and some light and service industries. Setbacks apply for all development to assist the compatibility between land uses and to provide a more open form of development between lots. Its location is central and accessible for the townsite of Halls Creek and includes an existing mixed land use area.

### 5.2.8 Environmental Conservation

Identifies existing nature reserves where no changes are proposed.

Traditional Owners maintain a strategic interest through agreement with the State, and may undertake joint management, as part of overall conservation area planning and management proposed for the Nature Reserve. The Purnululu National Park Management Committee also has a role in the management of the National Park. These areas may also attract private/public micro economic development in line with DPaW policy for future development.

### 5.2.9 Public Open Space

Public open space areas are essentially areas for formal recreation, playgrounds, health and wellbeing and serving the local community. In line with Liveable Neighbourhoods Policy, these areas incorporate drainage functions into the open space network to allow better connectivity of formalised active open space and permeability in the urban form.

### 5.2.10 Pastoral

This land use classification is intended to formalise pastoral activity. Land designated as Pastoral generally provides for pastoral use and agricultural opportunities or large land holdings to accommodate land uses which may require isolation from closer urban development. It includes the existing Pastoral leasehold properties which will continue to be used for pastoral activities. Other economic activities may occur through Diversification permits. Pastoral use and tenure is recognised along with Traditional Owner use or access, as afforded under the NTA.

Traditional land uses associated with Aboriginal culture and heritage within this land use category are exempt from the need for development approval.

### 5.2.11 Public Purpose

Public Purpose areas provides for a range of land uses which may be government land, Commonwealth, State and/or Local Government land uses, generally public activities for the community, recreation activities, public services and facilities.

### 5.2.12 Residential

The Residential designation provides for a variety of dwelling densities across the Scheme Area, based on TPS1. It reflects densities to accommodate the population structure and growth and to reflect the character of the various Precincts. Planning for future residential areas is

predominantly based on a gross density of around 10 lots per hectare, which provides for a net density of around R20. It is important that specific design guidelines be developed in order to reflect the character of the town, the requirements of the population and in particular a density and urban form which is compatible with the climate and environmental conditions of the Kimberley.

### 5.2.13 Rural Residential

This designation provides for a spacious 'lifestyle' lot permitting one house per lot in a non-urban environment. Lots range in size from 1 hectare to 4 hectare depending upon the location of the particular Rural Residential area, and availability of water and other services. Limited rural pursuits may be permitted depending upon water availability and the possible effect on the amenity of the area. Small scale tourist related activities, such as Bed and Breakfast accommodation and Art and Craft Centres may also be considered suitable in these areas. There are two areas of exception; Mardiwah Loop and McBeath, which are already functional rural residential areas except that some of the lot sizes are under 1ha. Subdivision under 1ha will not be entertained by the Shire in these two areas.

### 5.2.14 Rural Small Holdings

This designation provides for future horticultural activities with lots between 4 and 40 hectares. Limited subdivision potential exists due to ground water usage and development applications should consider controls to monitor water quality and quantity.

### 5.2.15 Service Commercial

Service Commercial provides for showrooms associated with the sale of large and bulky goods, car sales and drive through fast food outlets. All development is to be consistent with adopted Design Guidelines.

### 5.2.16 Tourism

Land designated for Tourism within the townsite of Halls Creek is intended to provide for a variety of holiday accommodation styles and associated uses, including retail and service facilities where those facilities are provided in support of the tourist accommodation and are of an appropriate scale where they will not impact detrimentally on the surrounding or wider area. Some permanent residential accommodation for staff should be included to a maximum of 40% of the total number of units or the site area as determined by Council.

It is recognised that to simultaneously maintain the unique environmental and cultural attributes of the Halls Creek area while growing the tourism sector, will require a planned approach to tourism development (both location and product) to protect the isolated, low-key, small-scale, minimal footprint nature based sites and facilities.

When planning and establishing tourism development areas consideration should be given to establishing buffers to protect foreshore and riparian zones and utilising water quality protection notes WQPN81 Tracks and trails near sensitive water resources and WQPN6 Vegetation buffers to sensitive water resources.

A tourism node is defined as a geographical point or area where tourism activities are (or will be) concentrated for the benefit of development and economic enterprise. In the Shire of Halls Creek a tourism node will be assessed as a collective of tourism enterprises rather than an individual enterprise.

The range of sites must provide for all visitors including and very importantly for the travelling public. To support this approach, the LPS proposes that tourism nodes provide a range of tourist experiences at locations with different attributes as proposed in the following:

### Major tourism nodes

These areas cater for up to a total of 500 overnight guests in the node and may offer a range of accommodation types (fully serviced, self-contained, backpacker, cabins, demountable tents, eco tourist style accommodation, caravan bays, formal camp sites), services (restaurant, bar, tour booking, equipment rental) and supplies (fuel, food and groceries). Day visitors are usually able to access the facilities and services and purchase supplies. Sites in the Purnululu National Park are proposed as a combined major tourism node catering to a maximum of 500 people whether at one site or a number of smaller sites.

### Minor tourism nodes

Areas that cater for up to 200 overnight guests and offer a limited choice of accommodation types including cabins, demountable tents and formal camp and caravan sites. Staff accommodation should be incorporated on site. Eco tourism style accommodation and nature based camping are appropriate. Services and supplies are available to overnight guests and day-visitors if permitted by the operator. Minor tourism nodes are identified at: Lake Gregory, and Warmun.

### Eco tourism sites

These sites focus on providing accommodation for up to 100 overnight guests who are specifically seeking a low-impact, cultural, environmentally and socially responsible experience. The eco-tourism nodes would be located in relatively undisturbed areas (away from settlements and other development) that have high scenic, heritage or

environmental values. The facilities would be constructed and operated to minimise the impact on these values and would have a small ecological footprint. Structures would integrate with the landscape and would be climate sensitive. The development would be energy efficient, minimise water use and follow a zero waste philosophy. The eco-tourist node would be founded on the active and substantially beneficial involvement of local people. The node would provide an opportunity for guests and local people to be informed and educated about the importance of protecting cultural and natural resources. It is proposed that eco-tourism nodes be identified - in the vicinity of Lake Stretch, Mimbi Caves and Mt Pierre Station.

### Small-scale community based tourism sites

These sites are generally connected to minor settlements or settlements and accommodate up to 50 overnight guests. Guests may be seeking a cultural exchange with the host community and an insight into their way of life. Accommodation offered would be small-scale (bed and breakfast, guesthouse, cabin, demountable tents and formal camp sites) and services would be limited (e.g. local guides for walks, fishing, birdwatching, equipment hire). Day visitors may also utilise the available services.

Small-scale community based tourism nodes are already situated in Balgo and could be developed in any of the existing settlements if the communities want this.

### Nature based camping

Areas where small clusters of camping sites are provided in a natural setting and with minimal built support structures. These nodes provide an opportunity to provide a bush camping experience. Structures may be limited to toilets and information boards. Camp site boundaries and access paths would be defined to avoid damage to surrounding areas. Water and power may be provided and waste could be disposed of offsite in consultation with and licence requirement from the local government. Nature based camping nodes would be managed by either the local community for their own benefit, DPaW, Main Roads WA or the local government. Some sites already exist to cater for the travelling public where a maximum stay of 1-3 days would be permitted. The planning and ongoing management of, and responsibility for these sites would be determined on a case by case basis in consultation with relevant Government agencies. There are existing sites along the Great Northern Highway at: Mary Pool, Larawa Farm Stay, Ngumban Cliff, Little Panton, Leicester and Spring Creek. Sites also exist or could be established along the Tanami and Duncan Roads, at Sturt Creek, Wolfe Creek Crater National Park, Caroline Pool, Sawpit Gorge and Palm Springs. Tourism WA currently has a new program called "Camping with Custodians" to create commercial camping grounds on Aboriginal land. Three of the sites considered are Mimbi Caves, Violet Valley and Yiyili.





### 5.2.17 Town Centre

The central shopping area encompassed by Great Northern Highway, Duncan Road, Thomas Street and Hall Street is designated as the Town Centre, reflecting the intention that it be the main commercial centre for Halls Creek. The Town Centre designation provides for retail, office, commercial, residential, social, recreational and community facilities.

The Shire will need to work with Main Roads WA to improve and enhance the safety, amenity and streetscape of Great Northern Highway within the town centre.

## 5.3 Function categories

### 5.3.1 Future Urban Development Area (FUDA) and Development Investigation Areas (DIA)

In addition to zones and reserves, it should be noted that:

- where flexibility to adapt to changing circumstances is intended, Future Urban Development Areas (as described in Section 12.4.9 of Part 2) are shown. Areas shown as 'Future Urban Development Area' will be zoned 'Urban Development' under the local planning scheme; and
- where the long-term use is subject to further investigations, Development Investigation Areas are shown.

The identification of land for 'development investigation' does not mean that the land is zoned, or will be rezoned, for the future identified use, but rather the subject land will require detailed investigation and assessment to determine its suitability for that use. A scheme amendment will therefore be required which includes, inter alia, detailed site specific assessment and structure planning incorporating sustainable design and servicing solutions.

### 5.3.2 Conservation Investigation Areas

Conservation Investigation Areas are shown as an overlay on the Strategy Maps. They identify areas which have been supported by the Department of Parks and Wildlife (DPAW) or other interested parties for future conservation parks or reserves and may previously have been identified in Conservation and Land Management (CALM), Department of Environment and Conservation (DEC) and DPAW reports.

The identification of land for 'Conservation Investigation' does not mean that the land is zoned, or will be rezoned, for the future identified use, but rather the subject land will require detailed investigation and assessment to determine its sustainability for that purpose. A Scheme Amendment will therefore be required.

The following Conservation Investigation Areas are identified:

- Lake Gregory / Lake Stretch;
- Lake Wilson;
- Gardner Range
- Southesk Tablelands.

### 5.3.3 Irrigation Investigation Areas

Irrigation Investigation Areas, once identified, will be shown as an overlay on the Strategy maps. They identify areas which may be potential irrigation areas suitable for broad scale agriculture or horticulture. Studies to determine whether the areas are suitable for this purpose will be required and should include a groundwater investigation program.

The form and scale of any potential horticultural development will be guided by the results of these studies. The identification of land for 'Irrigation Investigation' does not mean that the land will be used for small scale agriculture, however the outcomes of these investigations may ultimately support appropriate rezoning, and provide guidance for future subdivision and development.



## 5.4 Layout Plans

Layout Plans are required to be prepared for land zoned Settlement within the Local Planning Scheme. Layout Plans are required to be prepared in accordance with State Planning Policy and WAPC Guidelines. It should be noted that any new Layout Plans would need to be compliant with the requirements set out in State Planning Policy 3.2 and associated guidelines.

The following Layout Plans have been adopted by the local community, Council and the Western Australian Planning Commission. It is recommended that an Economic Development and Service Delivery Strategy be prepared to provide overarching guidance for the medium to long-term economic development, and infrastructure provision and services delivery.

It is recommended that the Economic Development and Service Delivery Strategy incorporates, concepts that may take advantage of any economic opportunities that may exist through associated tourism and other economic activities in the area.

### Towns:

- Wirrimanu (Balgo)
- Warmun (Turkey Creek)

### Settlements:

- Billiluna (Mindibungu)
- Koongie Park (Lamboogunian)
- Kundat Djaru (Ringer Soak)
- Kpartiya (Bohemia Downs)
- Mingalkala
- Moongardie
- Mulan (Lake Gregory)
- Wurrenanginy (Frog Hollow)
- Yiyili (including Ganinyi and Girriyoowa)

### Minor Settlements:

- Yarrunga (Chinaman's Garden).



## 5.5 Cultural Management Plans

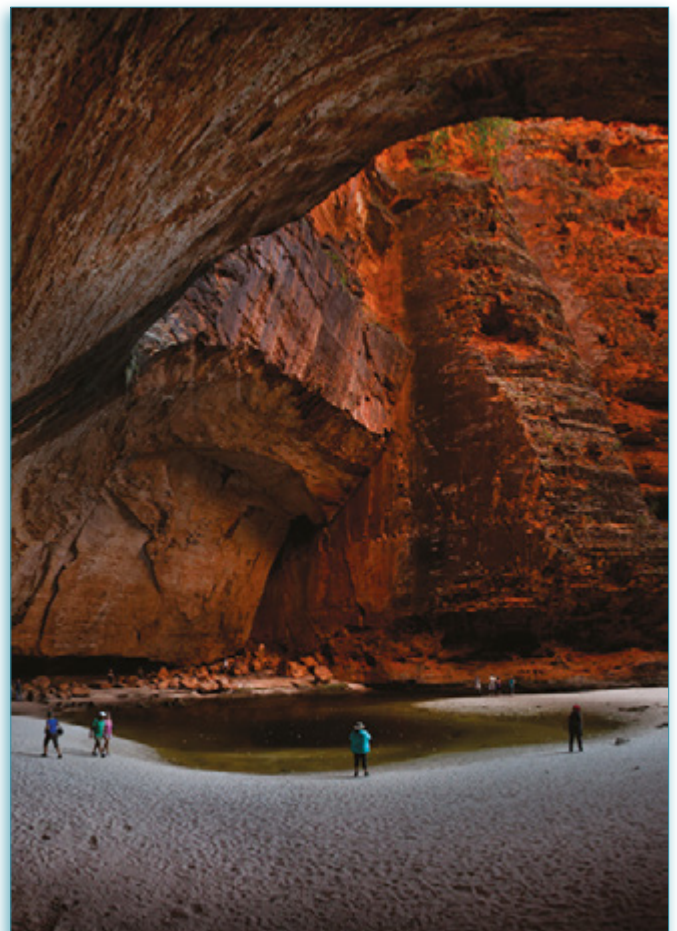
Cultural management plans that have been prepared by some Native Title groups do not form part of the local planning framework. They are however, useful reference documents when considering strategic and detailed planning in the context of Aboriginal Heritage.

Where they exist, the Shire will have regard to these documents to inform itself of issues relevant in areas where planning is being undertaken. Working with the Department of Aboriginal Affairs, the relevance of Aboriginal Heritage and Native Title determinations will be considered in future planning and development projects.

## 5.6 Park Management Plans

Park Management Plans that have been prepared by DPaW for some nature reserves do not form part of the local planning framework. They are however, useful reference documents when considering strategic and detailed planning for the relevant nature reserve.

Where they exist, the Shire will have regard to these documents to inform itself of issues relevant in areas where planning is being undertaken and work with the appropriate park council and major stakeholders.





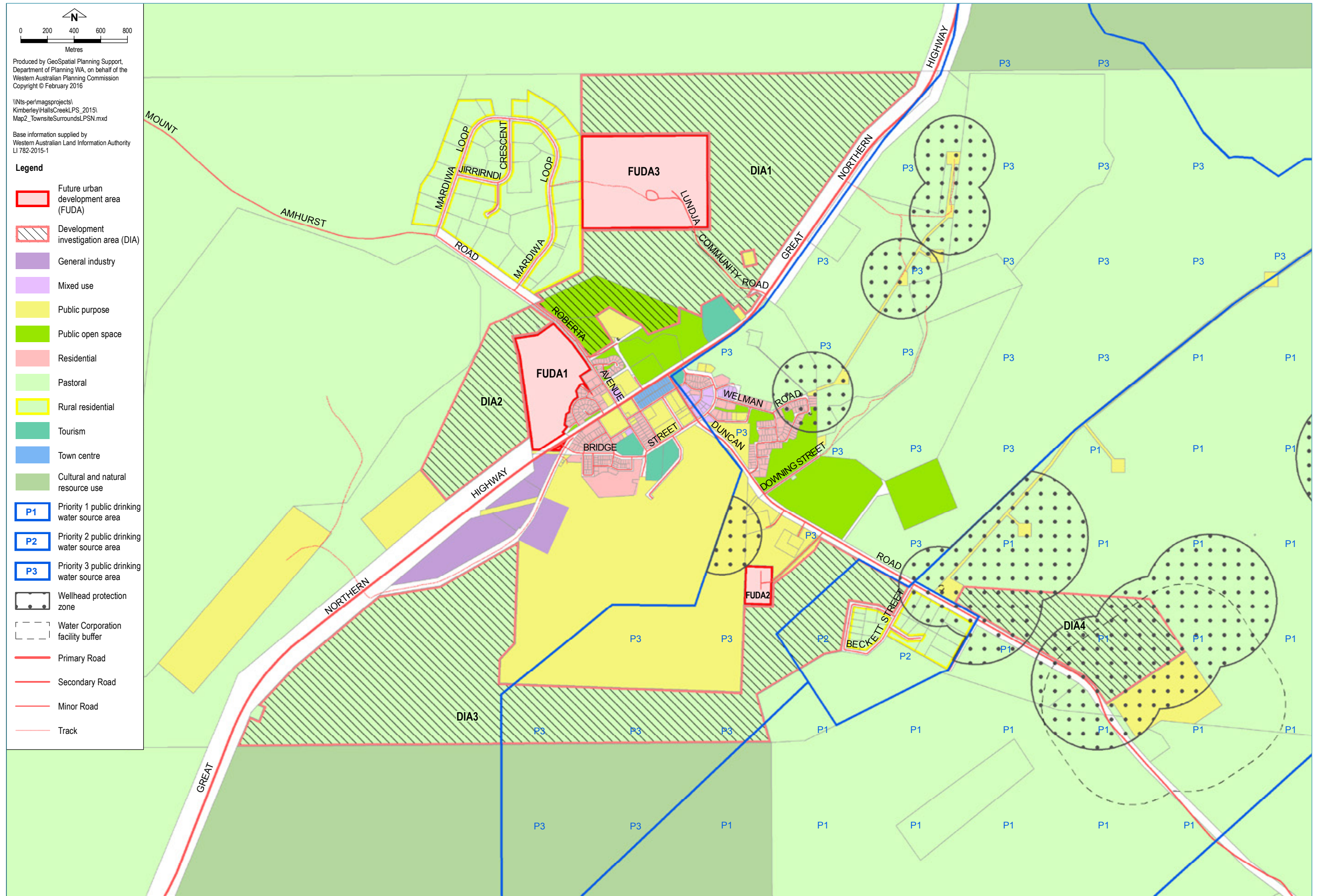




LOCAL PLANNING STRATEGY final report

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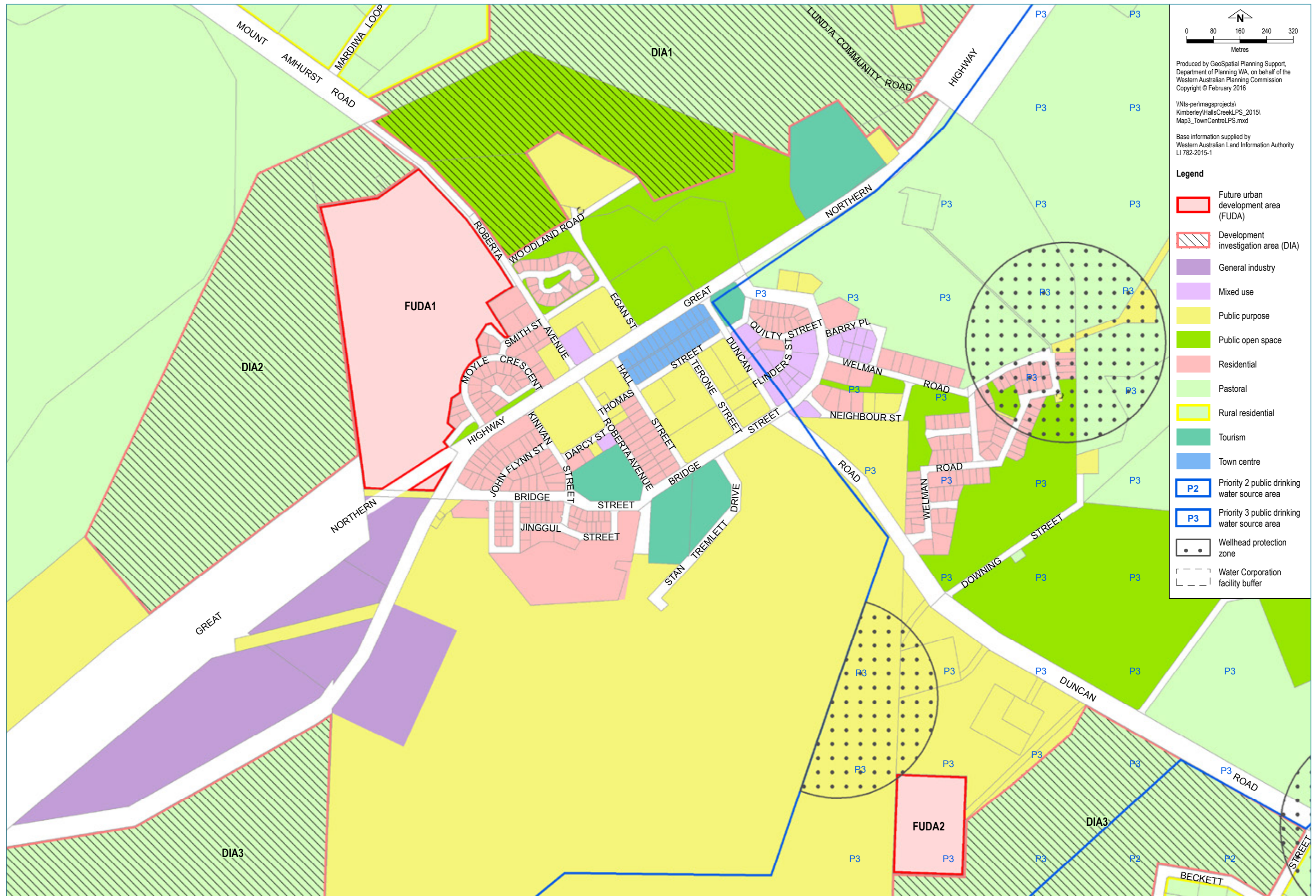


LOCAL PLANNING STRATEGY final report

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Map 3: Local Planning Strategy (Halls Creek Townsite)







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## 6. STRATEGIES AND ACTIONS

Strategies and actions to further the above planning vision, objectives, and principles are set out below. Part 2 (Background Document) contains a detailed rationale and explanation for the strategies and actions.

The major contributors to the Shire's economy of pastoral activities, mining, tourism and government/ health/ community services reinforce the role of the Halls Creek townsite as the sub-regional centre within the Shire. However Warmun and Wirrimanu (Balgo) are expected to play an increasingly important role in providing services across the region and planning will need to support this increasing role.

The Shire's Town Planning Scheme No. 1 (TPS1) current coverage is the Halls Creek townsite with Layout Plans covering some of the Aboriginal settlements and an Interim Development Order covering the remainder of the Shire. In order to properly implement the strategic planning for the Shire, consolidation of the various statutory planning instruments is required.

Unique planning considerations for the long term development of the Halls Creek townsite include the establishment of precincts for future Development Areas, Mixed-use and Industry / Service or Light Industry. Other considerations outside of the townsite include finalisation of a number of Native Title claims, the appropriate regulation of and tenure reform for Pastoral and Crown Leases and Unallocated Crown Land (UCL), identifying future economic development drivers which could influence land use assemblage, and the outstanding issue of land uses appropriate for the Moola Bulla excision lots.

The abovementioned issues will be further explored within each land use and/or function category under this section.

The Local Planning Strategy Maps 1, 2 and 3 depict the land use and functional designations described in Part 1.



### 6.1 Native Title

Planning and development in the Shire of Halls Creek is both informed and constrained by Native Title considerations. Native Title claims continue to progress in the region.

Native Title is the set of rights and interests in land or waters based on traditional law and custom, which have been formally recognised by Australian law. The rights typically include the right to use and occupy certain areas, to undertake traditional ceremonies, to protect sites and areas of significance, and to take traditional flora and fauna (including by hunting, foraging and fishing). Unless Native Title has been determined to be extinguished, procedural rights under the *Native Title Act 1993* (NTA) – such as the right to be negotiated, consulted or notified (as the case may be) – are typically required to be adhered to by developers before substantive development can validly occur.

The Tjurabalan people received a determination in 2001, the Ngururrpa people in 2007, the Ngururra people in 2007 and 2012 and the Gooniyandi people in 2013, recognising traditional rights and interests over parts of the determination area in the western and south eastern portions of the Shire.

Other native title claims over parts of the Shire have been registered. It should also be noted that there are a number of other factors that will need to be addressed including land tenure especially lands pertaining to Part III of the *Aboriginal Affairs Planning Authority Act 1972* (AAPA).

An ILUA is a voluntary agreement between a Native Title group and others about the use of land and waters. These agreements allow people to negotiate flexible, pragmatic agreements to suit their particular circumstances.

An ILUA can be:

- over areas where Native Title has, or has not yet, been determined;
- entered into regardless of whether there is a Native Title claim over the area or not;
- part of a native title determination or settled separately from a Native Title claim.

ILUAs can cover topics such as:

- Native Title holders agreeing to a future development;
- how native title rights coexist with the rights of other people;
- access to an area;
- extinguishment of native title;
- compensation;
- employment and economic opportunities for native title groups;
- cultural heritage;
- mining.

When registered, ILUAs bind all parties and all native title holders to the terms of the agreement.

### Objective

- To incorporate recognition of Native Title rights and interests in planning determinations.

### Strategy

- Acknowledge that Traditional Owners maintain a cultural and strategic interest in the Shire of Halls Creek and their economic, cultural and land use aspirations inform this Strategy.

### Action

1. Native Title rights and interests are typically required to be taken into account in development activities.

## 6.2 Land Tenure

Residents of the Shire, Native Title parties and other land users have a strategic interest in securing land tenure for economic development and management and protection of environmental and cultural heritage assets. Figure 1b shows the distribution of land tenure as well as pastoral leases within the Shire of Halls Creek.

Land tenure within Towns and Settlements is a major issue for future development and planning. Most of the land is still Crown reserve or held by the Aboriginal Land Trust (ALT). This effectively limits the opportunities for community members in these areas to develop the land.

On the other hand it also restricts the potential for speculators and investors to buy up areas of prime real estate which could displace some of the community members. The Department of Aboriginal Affairs (DAA) and ALT are currently working on a programme for land tenure reform.

As discussed in section 5.1 above, related consideration is Native Title. Planning and development is both informed and constrained by Native Title. Native Title is the set of rights and interests over land and waters. Those rights are unique, vary in nature and number between different Aboriginal groups and cannot be transferred.

### Objective

- For the Strategy to act as a guide for possible land tenure reform which emerge from land use and management recommendations in this Strategy.

### Strategy

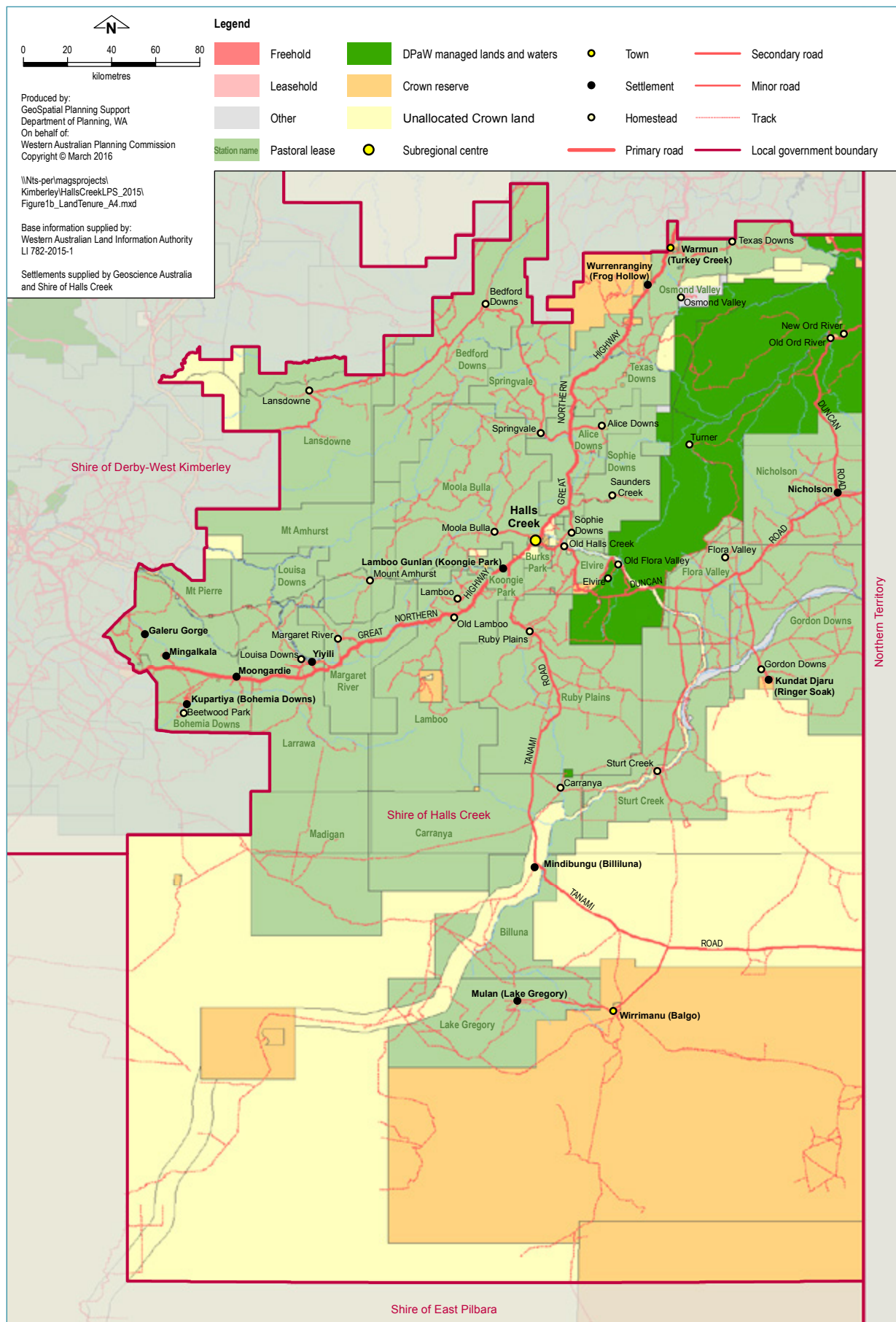
- As further determinations of Native Title occur within the Shire boundary protection and maintenance activities are likely to be recognised as native title rights and interests. Future land tenure reform may lead to a change of land tenure ownership through divestment of land to Traditional Owner groups.

### Actions

1. Support the ALT Board undertaking targeted detailed planning within existing AAPA reserves to identify potential areas for development, registered heritage sites, and conservation areas to be retained in reserve status and to inform future land tenure reform through a native title determination or ILUA.
2. Work in partnership with ALT Board undertaking targeted detailed planning within AAPA reserves to identify potential areas for development, registered heritage sites and conservation areas to be retained in reserve status and to inform future land tenure reform through a native title determination of ILUA.



Figure 1b: Shire of Halls Creek Land Tenure





## 6.3 Heritage

The Shire of Halls Creek has a rich Aboriginal and non-Aboriginal cultural heritage. As noted in the Kimberley Science and Conservation Strategy the oldest human artefact known in Australia is from the Lake Gregory (Mulan) region, which has been dated at 50,000 years

The Shire's settlement history is also of interest as it encompasses the pastoral and mining industries which were integral in the establishment of settlements by the non-Aboriginal population and served as a conduit for the meeting of respective cultures.

It is important to protect and manage the significant cultural heritage of the Shire which is valuable to the region's inhabitants and acknowledged both nationally and internationally.

Figure 2a shows all sites outside the Halls Creek townsite registered on the Department of Aboriginal Affairs Register of Places and Objects and the Heritage Council of WA.

### Objectives

- To identify and protect the Shire's places, precincts, and landscapes of historical cultural significance, incorporating both Aboriginal and non-Aboriginal cultural heritage and recognising the linkages between the two.
- Ensure future development proposals consider cultural heritage values.

### Strategies

- Increase the knowledge of the importance of heritage corridors to assist in the preservation of historical artefacts and significant landscapes and the management of unauthorised access through pastoral leases.
- Incorporate procedural requirements into the planning process that affect the preservation of cultural heritage including the World Heritage listing of Purnululu National Park.
- Ensure that land use planning initiatives and management arrangements occur in partnership with Traditional Owners.

### Actions

1. Finalise the review of the Shire's Municipal Heritage Inventory.
2. Prepare and adopt a municipal heritage list in accordance with State Planning Policy 3.5 – Historical Heritage Conservation (SPP 3.5) with standard provisions relating to heritage ensuring that the heritage provisions in the Scheme are consistent with the Deemed Provisions of the Planning and Development (Local Planning Schemes) Regulations 2015.

3. Preserve corridors which are reflective of pioneering history such as the Canning Stock Route.
4. Require proponents to undertake cultural heritage assessments such as archaeological and ethnographic surveys in areas that are the focus of urban expansion and development in accordance with current legislative requirements.
5. Allow for land adjacent to sites of cultural heritage significance to be reserved or rezoned in a manner that facilitates sympathetic re-use of heritage assets through planning incentives and design requirements.
6. Allow development and / or alteration of heritage places for tourism purposes in specified circumstances with the agreement of Traditional Owners / Owners - custodians.
7. Ensure the reuse of the heritage place does not detract from the heritage significance.
8. Support partnerships between government, resource companies and Aboriginal communities for shared ownership, responsibility and design of strategies in relation to promoting cultural heritage.
9. Encourage elements of Aboriginal art, history and culture to be incorporated into the design of public open space and facilities.



## 6.4 Environment

The natural environment of the Shire is spectacular, diverse and much valued by the people who live here. It forms part of a rich, ancient and living culture. Aboriginal people in the Shire refer to their home lands as their 'Country' – many still live on Country in the remote settlements or hope to return there to live. It is the place that all return to from time to time for cultural and family occasions and events. Caring for Country is a responsibility held by all in the Shire.

The natural environment should also be conserved for its own intrinsic value and in a way that contributes to the long-term social, cultural, spiritual and economic wellbeing of the Shire (Kimberley Science and Conservation Strategy 2011).

Recognition of environmental values should include zoning or reservation that supports conservation and development controls that work to minimise the impact of development on the environment.

The preparation of a Conservation Management Plan would identify areas for development and for environmental protection and would also provide a framework for coordinated management. This would enable the long term conservation of areas identified as having biodiversity values that may otherwise be developed in an ad hoc manner with due regard for the cumulative impact of such activities.



### Objective

- Protect and conserve the environmental characteristics of the Shire that are of local, regional, State, national and international significance.

### Strategies

- Encourage effective sustainable management of sites of natural significance.
- Promote protection of the natural landscape and its associated cultural values.
- Encourage protection of wetlands, watercourses, roadside and riparian vegetation.
- Manage public access and visitor numbers to recreational areas where increased human activity may impact on conservation values.
- Encourage use of land and development of buildings in conservation areas that are of a type, scale and design to minimise any impacts on the surrounding environment.
- Conserve and enhance the Shire's non-Aboriginal and Aboriginal heritage.

### Actions

1. Cooperate with relevant government agencies and community groups to promote sustainable land management and protection of conservation areas.
2. All conservation reserves in the Shire are to be 'Conservation' reserves in the scheme.
3. Within the Halls Creek townsite establish a 100m wide vegetated visual buffer between the Great Northern Highway and industrial zoned land, in consultation with Main Roads WA.
4. Within the Halls Creek townsite, waterways (including a 30 meter buffer) that are likely to experience development pressure will be protected by inclusion in the Parks and Recreation Reserve. These waterways generally allowing for a 30 meter buffer to the watercourse are identified on a preliminary basis in the Local Planning Strategy Map and will be subject to further clarification through development of a District Water Management Plan. Within the waterways buffer there is a presumption against supporting activity likely to degrade its protective function, including activities that are likely to require, cause, or result in clearing, filling, mining, drainage into or out of, effluent discharge into, pollution of, or environmental harm.
5. Prepare a Conservation Management Plan in consultation with DPAW subject to receiving appropriate resources.

### 6.4.1 Public Open Space

Increasing the number of playgrounds/parks in the Shire has been identified as a priority. In addition, planning will need to ensure new development areas include land to service the future population. The new planning scheme and any updates to Layout Plans should integrate waterways and significant areas of vegetation within public open space reserves and rezone areas of POS more suited to other land uses. Enhancing existing open space areas to increase their usability should also be considered a priority.

The relocation of the golf course to free up serviceable land adjacent to the Town Centre is considered important. A site in proximity to the waste water treatment plant has been identified for the possible relocation.

#### Objective

- To establish and maintain public open spaces and reserves for recreation across all Towns and Settlements, that are appropriate to the cultural and climatic conditions for recognition as a community asset.

#### Strategies

- Develop recreation and public open space areas that are well located, convenient and safe. Such areas should address the needs of a broad range of local user and age groups, particularly the predominantly young population. This may include both passive and active Public Open Spaces as well as areas that incorporate natural and cultural elements.

#### Actions

- Ensure that an appropriate, economical and sustainable water supply is available when planning for the location, use and management of public open space.
- Work with the community to ensure future public open space proposals address the needs of local user and age groups.
- Local names relevant to the Halls Creek community will be used for public open space areas within the townsite.
- Engage with the Department of Lands to acquire land for relocation of the Golf Course subject to first resolving the potential environmental impact of watering and maintaining the facility. If the identified site is unsuitable, alternative sites should be investigated.
- Undertake an audit of playground needs for communities in the Shire and explore related land tenure issues.

## 6.5 Settlement Hierarchy

Over the next 10 – 15 years, the scale and character of the Shire's settlements will need to change to accommodate growth. Of the Shire's existing settlements some are likely to experience significant expansion and others more modest growth. It is important that the future functions of settlements are identified to ensure growth is managed effectively.

To manage and plan for this growth and equitable distribution of infrastructure, the draft Kimberley Regional Planning and Infrastructure Framework 2015 (KRPIF) developed by WAPC, identifies the settlement hierarchy which has been used within this Strategy.

Table 1: Settlement hierarchy

Sub-Regional Centre	Halls Creek
Town	Wirrimanu (Balgo), Warmun
Settlement	Billiluna (Mindibungu), Galeru Gorge, Koongie Park (Lamboogunian), Kundat Djaru (Ringer Soak), Kpartiya (Bohemia Downs), Mingalkala, Moongardie, Mulan (Lake Gregory), Wurrenringiny (Frog Hollow), and Yiyili (including Ganinyi and Girriyoowa).
Minor settlement	Examples: Bawoorrooga, Darlu Darlu, Kartang Rija, Kearney Range, Yarrunga, Mimbi, Lamboog Station, Rb River Junction, Tirralintji and the various Pastoral Station homesteads.

Source: KRPIF 2015

Attention must also be given to the provision of environmentally and culturally sensitive housing coupled with the enhancement of liveability and walkability within communities to assist with placemaking.

Ensuring there is an adequate supply of land in the region's settlements will also be important to facilitating population and economic growth.

For the purposes of this Local Planning Strategy, settlements are defined as concentrated areas of human habitation with numerous permanent buildings, such as the urban area of Halls Creek townsite and the larger Aboriginal settlements. They differ from the less intensively occupied Rural Living areas (refer to 5.2.13 and 5.2.14).



## Objectives

- To support development of concentrated settlements that have appropriate land, infrastructure, facilities and services to meet economic and community needs in a manner that is cost effective and sustainable.
- To provide flexible and responsive planning controls that will allow timely responses to development opportunities for the benefit of the community.

## Strategy

- Establish a hierarchy of settlements whereby key infrastructure and services are focussed in or near well-located major centres with efficient links to other more minor settlements in order to optimise effective and efficient provision of community infrastructure and services. The hierarchy of settlements within the Shire of Halls Creek will be divided into:

### SUB-REGIONAL CENTRE

- Halls Creek townsite

### TOWNS

- Wirrimanu (Balgo)
- Warmun

### SETTLEMENTS

- Billiluna (Mindibungu)
- Galeru Gorge
- Koongie Park (Lamboogunian)
- Kundat Djaru (Ringer Soak)
- Kpartiya (Bohemia Downs)
- Mingalkala
- Moongardie
- Mulan (Lake Gregory)
- Wurrenringiny (Frog Hollow)
- Yiyili (including Ganinyi and Girriyoowa)

The location of these settlements is illustrated in Figure 1a which depicts the Settlement Hierarchy.

## Action

1. Incorporate the Settlement Hierarchy identified in this Strategy into any subsequent Shire planning documents.

## 6.5.1 Halls Creek townsite

The Halls Creek townsite is the largest settlement in the Shire of Halls Creek.

Halls Creek is increasingly providing services to the growing tourism industry, as it is the gateway to the Bungle Bungle Ranges of the Purnululu National Park, Wolfe Creek Crater, the Canning Stock Route and the Tanami Desert. It is also a major centre for Federal, State and local government service provision along with non-government organisations providing services to residents throughout the Shire. Future mining operations in the Shire will use the townsite as a base for support industries and the townsite is an important service provider for pastoralists in the Shire.

Within the boundaries of the gazetted townsite are the Yardgee, Mardiwah Loop, Lundja and Nicholson Camp settlements. The Mardiwah Loop, Lundja and Nicholson Camp settlements were established on reserves designated for the use of Aboriginal people (Refer Map 2). Due to the absence of planning controls and tenure complexities in these areas, planning for settlements on Crown Reserves will be incorporated into the town planning scheme in accordance with their land use which is generally compatible with an 'Urban Development' zone with development provisions.

## Objectives

- To ensure the townsite is supported by appropriate land, infrastructure, facilities and services to meet economic and community needs for the Kimberley region and local residents.
- To create a sustainable and diverse townsite that provides for high levels of employment and economic growth.

## Strategies

- Reinforce the Halls Creek townsite as the regional service centre for the Shire and wider region.
- Identify sufficient and appropriate land supply for residential, tourism and industrial zoned land.
- Cluster retail, employment, recreational and other activities within the townsite to enhance the functioning of the town centre.
- Provide for mixed and increased dwelling densities in Halls Creek that allow a range of housing product to be developed to meet housing needs – including employee, social and private housing.
- Identify future development areas and development investigation areas that provide for future residential demand within Halls Creek.
- Support use and development of the adjacent Moola Bulla pastoral excisions in accordance with outcomes of Native Title processes.



### Actions

1. Develop and implement a Halls Creek townsite improvement program to reinforce the commercial viability and welcoming nature of the Halls Creek townsite.
2. Develop a Community Facility Plan that provides for appropriate facilities to meet community needs.
3. Planning provisions contained within the Layout Plans for Mardiwah Loop, Lundja and Nicholson Camp will be incorporated directly into the Town Planning Scheme. These provisions will also include identification of Mardiwah Loop as 'Rural Residential' zone and Lundja and Nicholson Camp as 'Urban Development' zone, with both zones having development provisions.
4. Incorporate appropriate planning provisions into the Town Planning Scheme to allow for preparation, review and endorsement of Layout Plans.
5. Support the preparation of a structure plan for the adjacent Moola Bulla excision lots once Native title considerations have been concluded (Determination / ILUA or development application).
6. Land for future industrial and residential development in the Halls Creek townsite will be developed in accordance with an approved structure plan where appropriate.

### 6.5.2 Towns

The towns of Wirrimanu (Balgo) and Warmun are defined as sustainable communities which generally source potable water from their own bore, operate their own generators, utilise septic tanks and have their own waste management facilities. These centres are well connected and can access the goods, services and facilities provided within the Halls Creek townsite.

### Objectives

- To ensure that Towns are supported as part of the review of Layout Plans. This can be done by identifying appropriate land, infrastructure, facilities and services to meet economic and community needs.
- To allow for the expansion of identified Towns to create sustainable communities.

### Strategies

- Assist in the planning and facilitate the development of Towns of Wirrimanu (Balgo) and Warmun of between 500 - 1,000 people.
- Develop a partnership between the Shire, the Towns, and the Department of Planning to consolidate Layout Plans for identified Towns within this Strategy.
- Identify future development areas and development investigation areas that provide for future expansion within Towns.

### Action

1. Ensure that during the development or review of a Layout Plan, the objectives and strategies identified in the Shire of Halls Creek Local Planning Strategy, Local Planning Scheme and the Strategic Community Plan are reflected.

### 6.5.3 Settlements

Settlements are the remote communities between approximately 50 and 250 people (major settlements) and approximately under 50 people (minor settlements) which have utility services provision. The definition of settlement can be found in State Planning Policy 3.2 – Aboriginal Settlements. A considerable proportion of the Shire's population live in these settlements and they are an important part of the fabric of the Shire. Each of the settlements identified in the Strategy should have a Layout Plan, its own bore water supply, waste management system, and sewage disposal arrangements.

### Objectives

- To ensure that Settlements are supported in the review of Layout Plans. This can be done by identifying appropriate land, infrastructure, facilities and services to meet economic and community needs.
- To allow for the expansion of identified Settlements in order to create sustainable communities.

## Strategies

- Develop a partnership between the Shire, the Settlements, and the Department of Planning to consolidate Layout Plans for the Settlements within this Strategy.
- Identify future development areas and development investigation areas that provide for future expansion within Settlements where further development is sustainable.

## Actions

1. Ensure that during the development or review of a Layout Plan, the objectives and strategies identified in the Shire of Halls Creek Local Planning Strategy, Local Planning Scheme and the Strategic Community Plan are reflected.
2. Support investigation for the opportunity for the community at Billiluna to develop a fuel stop or roadhouse at the settlement or at the turn-off from Tanami Road.
3. Support the development of mechanical repair facilities and fuel to service tourists using the Canning Stock Route.
4. Support investigations into developing a roadhouse on Tanami Road and coordinate planning of similar facilities to ensure they are well located and viable.

## 6.6 Residential (Existing and Future)

Future and existing housing to accommodate the anticipated population and economic growth within the Shire needs to be considered. The diversity, affordability, quantity and character of housing should reflect the needs and aspirations of the Halls Creek community.

In the Halls Creek townsite it is anticipated that the land zoned 'Residential' and 'Urban Development' in combination with the ongoing development of the Bridge Street housing estate and opportunities for infill housing, including redevelopment of derelict housing, will satisfy housing demand to 2030. In other settlements across the Shire, housing demand will be satisfied by development in accordance with the Layout Plans.

New dwellings and accommodation types should meet the needs of the population of the Shire, which comprises a high proportion of government employees and Aboriginal persons and young people, and given the relatively low mean weekly income of the population, all new development should be affordable to build, operate and maintain. The majority of housing is rented in Halls Creek however there should also be opportunities for local people to buy their own houses either directly or through transitional housing arrangements.

There is also a need for short term accommodation (e.g. hostel or camping) in the Halls Creek townsite for visitors from outlying communities.

## Objectives

- Provide for additional residential land in appropriate locations that allows for variety and choice in size, type and affordability of housing to support a range of household sizes, designs, ages and incomes.
- Ensure the development of environmentally and climatically responsive dwellings.
- Provide for sufficient public and community housing across the townsite with the aim to avoid clustering such developments in a single location.
- Protect residential land from incompatible uses.
- Facilitate an adequate supply of short-term accommodation to meet the needs of visitors to the Halls Creek townsite from outlying communities.
- Provide long-term accommodation options for aged-care.

## Strategies

- Ensure there is an appropriate supply of residential land and housing stock to support the growth of the sub-regional centre and towns.
- Review existing residential areas within the Shire for the possibility of a variety of residential densities, family housing, aged care and retirement housing.
- Identify development investigation areas and future development areas for increased residential development, affordable housing and temporary and seasonal workforce accommodation.
- Promote protection of the Priority Water Source Protection Area by limiting future use and development to that which complies with the protection area requirements.
- Support development of a range of short-term accommodation types.
- Encourage building designs that meet a range of accommodation needs, with particular focus on cultural and climatic protection elements.

## Actions

1. Introduce an 'Urban Development' zone within the local planning scheme which provides for general urban development including residential, and other compatible uses in accordance with a structure plan.
2. Zone future development areas as 'Urban Development' and identify an appropriate vision and development principles for these areas.
3. Establish local planning scheme provisions to permit medium density residential development in association with the primary uses in town centre in association with commercial use, mixed use and local centre zones.
4. Incorporate into the Local Planning Scheme regional variations to the R-Codes that allow for climatic conditions, local housing needs and local character.



5. Incorporate consideration of Bed and Breakfast facilities in the review of the Shire's Tourism Strategy to avoid adverse impacts on residential neighbourhoods.
6. New development proposals will be assessed to ensure protection of the Priority Water Source Protection Area.
7. Manage existing non-conforming industrial land uses by relocating to the new industrial subdivision once established.
8. Planning provisions will be incorporated into the planning Scheme to more strongly reinforce the rural landscape nature of the McBeath area.
9. Facilitate site acquisition, secure land tenure, development funding, and development of land for short-term accommodation. Current site options include the areas shown in the Local Planning Strategy Maps 2 and 3.

## 6.7 Rural Living

Rural living essentially functions as a lifestyle alternative to urban residential use. It may also include communal living on large areas of Unallocated Crown Land or Aboriginal Lands Trust land. This includes land zoned 'Rural Residential' and the Rural Small-holdings zone.

### Objectives

- To provide lifestyle opportunities in Rural Living areas that may incorporate some rural activity or clustered development similar to communal living as an alternative to urban residential forms of development.
- To limit the subdivision of Rural Living areas to minimise inefficient servicing expectations beyond the capacity for such areas to be self-sustaining and to adequately protect land for other economic, social, cultural or environmental purposes.
- To recognise and provide for communal living within the rural landscape.
- Maintain and enhance the Rural Residential landscape setting of the Mardiwah Loop and McBeath localities.

### Strategies

- Ensure services for and within Rural Living areas are not an undue cost to the wider Shire community and meet contemporary environmental standards, including human health, and achieve best practice in sustainability.
- Provide for a range of Rural Living zones.
- Provide flexibility to allow areas for Rural Small Holdings between 4 - 40 hectares that allow for intensive agricultural pursuits.

### Actions

1. Require structure plans for new and existing rural living areas or areas where:
  - a. Community living occurs;
  - b. Individual lot sizes are 4ha or less.
2. Set out a Rural Small Holdings zone within the Scheme that provides for the sustainable use of land for animal husbandry, crops, horticulture and to protect the long term productive capacity of agriculture land from incompatible land uses (including subdivision).
3. Initiate landowner and Council discussions regarding further infill development on large landholdings within Halls Creek townsite.

## 6.8 Cultural and Natural Resource Use Areas

The heritage and cultural values of the Shire of Halls Creek are well recognised. Many heritage sites throughout the Shire have been formally registered. It should be noted that all Aboriginal sites, as defined under the *Aboriginal Heritage Act 1972*, are protected by that legislation, whether registered or otherwise.

Subject to relevant requirements of the NTA, strategic land use planning is one means by which customary land uses can be acknowledged by facilitating their separation or coexistence with certain other land uses, in consultation with other key stakeholders and land users in the Shire.

Opportunities exist for visitors to gain insight into Aboriginal people's traditional usage of plants and animals of the Shire. An expansion of these opportunities accords with the differentiated tourism product being offered in the area.

Figures 2a and 2b depict areas of high cultural and natural heritage value, such as those defined under the *Environmental Protection Act 1986* (EP Act), *Environmental Protection and Biodiversity Conservation Act 1999* (EPBC), *Conservation and Land Management Act 1984* (CALM Act), *Aboriginal Heritage Act 1972* (WA) (AHA), *Aboriginal Affairs Planning Authority Act 1972* (AAPA) and *Native Title Act 1993* (Cth) (NTA).

It is also recognised that there will be places and areas within this land use that will have the ability to be developed in the future for business and industry. These will be identified through further localised strategic planning.

### Objective

- Maintain and manage areas where the cultural use of resources can continue to occur and where development of compatible uses is considered on a case-by-case basis.



## Strategies

- Maintain and manage areas within land currently Reserved under Part III AAPA or *Land Administration Act 1997* (LAA) that allow easy access to resources utilised for cultural purposes that also fulfil a range of other natural resource protection functions such as water source protection and which complement areas where the protection of heritage, culture and the environment are the highest and best permissible uses.
- Permit other uses that are determined to be compatible with maintaining the cultural use of resources through case-by-case assessment based on consistent criteria.
- Acknowledge that Traditional Owners will continue to access places of cultural significance to undertake customary practices and traditional uses, and that as further determinations of native title occur in the Shire these protection and maintenance activities are likely to be recognised as native title rights and interests. Future land tenure reform may lead to a change of land tenure ownership through divestment of land to Traditional Owner groups.

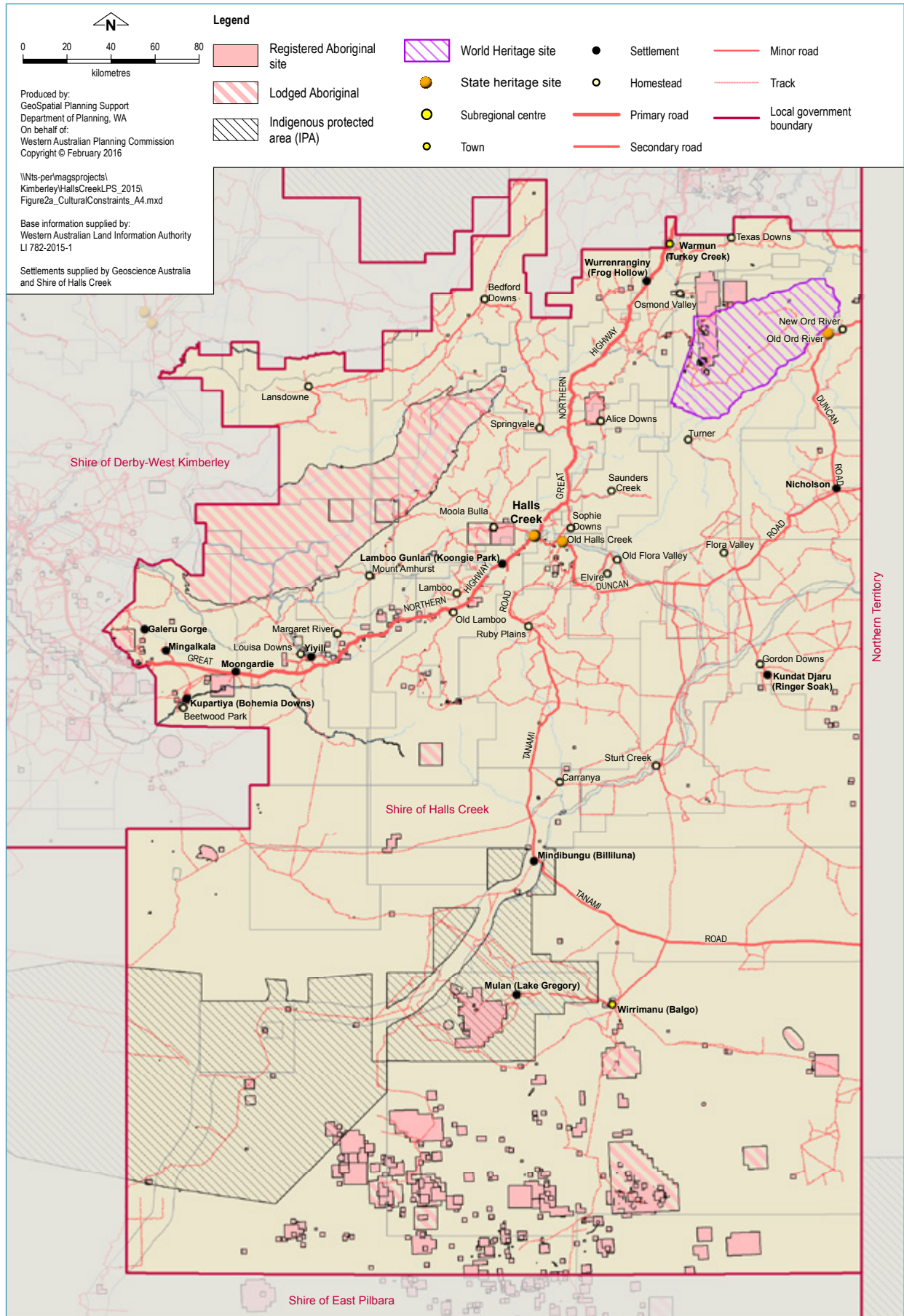
## Actions

1. Undertake targeted detailed planning within existing AAPA and LAA reserves to identify potential areas for development, registered heritage sites, and conservation areas to be retained in reserve status and to inform future land tenure reform through a native title determination or ILUA.



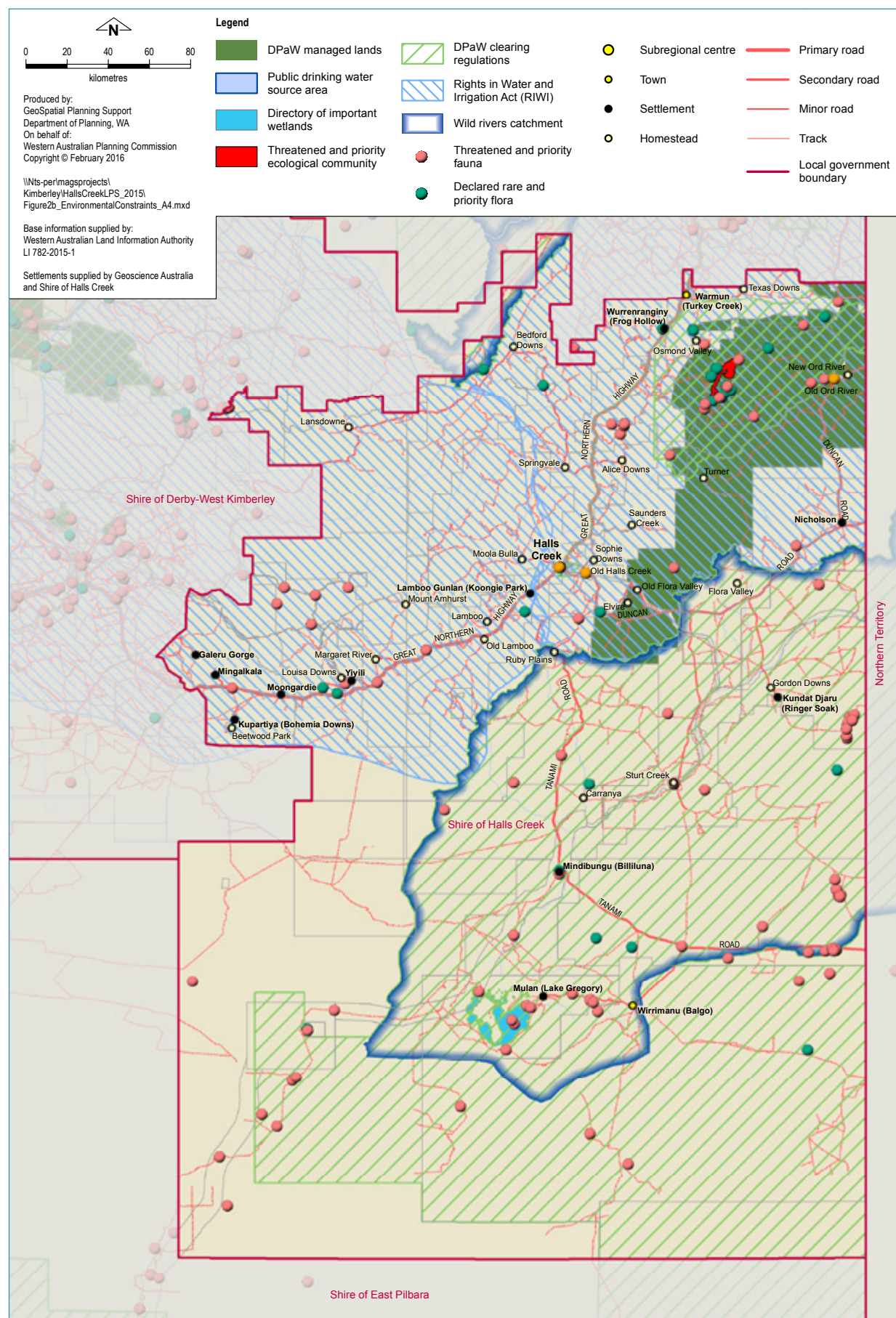


Figure 2a: Cultural constraints





**Figure 2b: Environmental constraints**



2. Management – work with Tradition Owners to assist in the identification of access management locations, protocols for visitors and impact management through the planning process by;
  - a. identifying specific areas for protection from unauthorised access by tourists and other visitors;
  - b. improved access management e.g. adjust the access network to deflect traffic away from sensitive areas and provision of information and interpretive signage to educate visitors about protocols associated with these sites and areas;
  - c. encouragement of the registration of known but unregistered Aboriginal Heritage sites to assist development approval processes to reduce the risk that developments impact on sites of importance to law and culture;
  - d. better integration of Commonwealth funded Aboriginal ranger programs with the State's land management objectives; and
  - e. integrate cultural resource use with other natural resource protection functions.
3. Governance – Acknowledge and encourage participation of Prescribed Bodies Corporate and Traditional Owner Corporations as key stakeholders in long term planning and the development of the Shire.
4. Provide for flexibility in the scheme, (as appropriate and in consultation with Traditional Owners or Owner/Custodians (non-Aboriginal heritage), for any heritage sites identified in the Municipal Heritage Inventory as having tourism potential.
5. Ensure that future planning and use of Cultural and Natural Resource Use areas follows the guidance provided by and is consistent with, WQPN25



## 6.9 Bushfire

The risk to people, property, infrastructure and native flora and fauna is an ongoing threat within the Shire. The very hot, dry conditions within the Shire during the dry season in particular make the risk of bushfire a real possibility, evidenced by several serious bushfires which have occurred throughout the Kimberley in recent years.

Bushfires can occur as a result of natural causes such as lightning strikes or as a result of careless land management or human activity. As tourism increases and access expands, the likelihood of accidental wildfire increases as does the threat to lives and property.

The legislative framework includes *State Planning Policy 3.7 – Planning for Bushfire Prone Areas* (SPP 3.7) and the associated *Guidelines for Planning in Bushfire Prone Areas*, and the *Planning and Development (Local Planning Schemes) Regulations 2015 (Regulations)*.

The aim of Part 10A of the Regulations is to reduce the risk of bushfire damage to development, in bushfire prone areas.

The Regulations:

- clarify whether a property is within a bushfire prone area for the purposes of building and planning regulation/requirements;
- ensure that a bushfire attack level assessment (BAL) is undertaken before any development occurs in a bushfire prone area;
- require development approval for any development if:
  - the BAL assessment is BAL – 40 or BAL – Flame Zone; or
  - a BAL assessment has not been prepared, but a BAL contour map indicates that the site is BAL – 40 or BAL – Flame zone; or
  - because of the terrain of the site it is not possible to calculate the BAL.

To assist in this process, the Office of Bushfire Risk Management (OBRM) was established. One function was the development of the Map of Bushfire Prone Areas which was released in late 2015.

### Objective

- To enhance the efficient and effective management and reduction of bushfire risk in the Shire in order to protect people, assets, the environment and other things valuable to the community.

### Strategy

- To ensure the assessment of bushfire risk is undertaken and where necessary, management is implemented to reduce the risk.



### Actions

1. Local planning scheme to comply with the SPP 3.7 and the Regulations.
2. Seek to prepare Bushfire Risk Management Plans for high risk areas in collaboration with all stakeholders subject to the identification of Bushfire Prone Areas.

## 6.10 Economic Development

The following land uses contribute to the economic development of Halls Creek.

### 6.10.1 Pastoral

Pastoral land comprises areas, such as pastoral stations, used for primary production and/or for cultural and natural resource use activities, not including Rural Living areas (refer to 5.2.13 and 5.2.14).

Anticipated future and existing pastoral land is depicted in Figures 8 and 8.1.

### Objectives

- To protect land for primary production purposes.
- To provide for the protection of the environmental values.
- To provide for appropriate cultural and traditional land use.
- To minimise the potential for land use conflict.
- To carefully manage and protect natural resources.

### Strategies

- Support pastoral activities while accommodating more irrigation-based and other economic diversification.
- Support, if necessary through specific zoning in the Scheme, traditional cultural and natural resource uses.
- Support the creation and protection of State managed nature reserves or Indigenous Protected Areas over areas with significant environmental/cultural values.

### Action

1. Set out a 'Rural' zone within the Scheme that provides for a range of rural activities associated with the pastoral industry and ancillary uses which are compatible with the capability of the land and retain the rural character and amenity of the locality. Inclusion of flexibility and provisions, and assessment criteria for tourism enterprises in the new Scheme.



### 6.10.2 Tourism

There is recognition that to retain the visitor experience in the East Kimberley for both locals and visitors and to protect natural, cultural and heritage values requires significantly better planning and management of both the destinations and visitor access to these destinations.

The Halls Creek tourism market has been experiencing an increased demand in business tourism with a down turn in leisure tourism. This sector is essential to the continued economic growth of the Shire and as such future planning needs to consider and manage current and anticipated issues associated with it.

The sealing of the Tanami Road is a project the Shire of Halls Creek considers an integral part of future tourism infrastructure development. The Shire is actively seeking funding streams to contribute to the cost of the infrastructure development in conjunction with Northern Territory government who have responsibility for the southern sector of the Tanami Road connecting to Alice Springs and beyond to the east and southern coast of Australia.

### Objectives

- Within the sub-regional centre, provide a range of urban tourist developments that cater for leisure and business tourism.
- Outside the Halls Creek townsite, ensure that tourism development and activities remain low impact in character to be compatible with maintaining the environmental, heritage, cultural and landscape values of the Shire of Halls Creek.
- To ensure that provision is made for caravan parks and camping grounds within the Shire of Halls Creek to cater for leisure tourists.



## Strategies

- Establish a hierarchy of tourism nodes to designate and manage the intensity of development at each location.
- Facilitate expansion of tourism within the Halls Creek townsite.
- Support the provision of remote eco-adventure and cultural tourist experiences in areas where compatibility with the cultural, environmental and landscape values can be achieved.
- To ensure that appropriate land remains as State reserves vested with Shire of Halls Creek to provide for caravan parks and camping grounds within the Shire.
- Support the ongoing use of and where appropriate facilitate (subject to consultation with DPaW), the following tourism nodes:

### MAJOR NODE (UP TO A COMBINED MAXIMUM OF 500 PEOPLE AT ONE OR A NUMBER OF SITES)

- Purnululu

### MINOR NODE (UP TO 200 PEOPLE)

- Lake Gregory
- Warmun

### ECO-TOURISM (UP TO 100 PEOPLE)

- Lake Stretch
- Mimbi Caves
- Mt Pierre

### NATURE-BASED CAMPING

- Existing sites on Tanami and Duncan Roads
- Caroline Pool
- Sawpit Gorge
- Palm Springs
- Wolfe Creek
- Sites on GNH at Mary Pool, Larawa Farm Stay, Ngumban Cliff, Little Panton, Leycester Spring Creek, Yiyili, Mimbi Caves, Violet Valley.
- Encourage and support the Traditional Owners to utilize the Tourism WA initiative called the 'Camping with Custodians' program to create commercial camping grounds where suitable and sustainable on Aboriginal Lands.

## Actions

1. Tourism on Pastoral Leases should be identified as an 'Additional Use' in the Shire Scheme.
2. Review and update the Shire wide tourism strategy that considers accommodation, attraction, activities and access.
3. Include a 'Tourism' zone in the local planning scheme to provide for resort style accommodation, and associated tourist facilities.

4. Include a 'Special Use' zone for caravan parks to ensure the continued use and operation of land for caravan park purposes.
5. Require the preparation of local development plans or structure plans for tourism nodes shown on LPS.
6. Support the range of and mix of tourism accommodation and other tourism ventures. Develop local planning scheme provisions that allow for economic tourism diversification in a 'Rural' zone subject to pastoral lease conditions.
7. Development /assessment criteria will be prepared to guide the Shire to consider development and building applications for tourism developments.
8. Support the development of economical viable roadhouses and associated tourist accommodation at locations throughout the Shire that have strategic road access and/or are near large, permanent Towns and Settlements in consultation with Main Roads WA and key stakeholders.
9. Support the introduction of the program "Camping with Custodians" on Aboriginal lands and assist in the investigation of the potential for this program at Mimbi Caves, Violet Valley and Yiyili.
10. Encourage eco and cultural tourism development Shire wide, subject to environmental/cultural management and the establishment of appropriate infrastructure.
11. Encourage a high standard of aesthetic quality, environmental sensitivity, functionality, landscaping and presentation for all new tourism uses that reflects the unique Kimberley environment.
12. Diversification permits for tourist developments will be supported subject to ensuring that the viability of the pastoral sector is not prejudiced by these proposals and such developments are sustainable.
13. Encourage the development of tourist accommodation and activities in the Halls Creek townsite. This may warrant rezoning of land to facilitate additional tourism development.

## 6.10.3 Retail and Commerce

The Shire has limited areas of land where retail and commercial land uses are permitted. In the Halls Creek townsite there is the opportunity for some additional commercial land uses to locate to the east of the Town Centre which has been identified to be rezoned to 'Mixed Use'. In the Towns and Settlements the location of commercial land will be in accordance with the relevant Layout Plan.

Retail and commercial uses, with some key exceptions, are components of multi-purpose activity centres, in which a range of retail, commercial, community, entertainment, education, civic and employment activities will be located.

Outside the Halls Creek townsite, road houses function as small service centres, providing fuel and convenience retailing. Other facilities that would be suitable includes; visitor management and education and to cater for the needs of visitors and residents such as a road houses, ranger stations and/ or arts centres.

### Objectives

- To provide for a range of retail and commercial uses to support the economic and population growth of the Shire.
- To promote Halls Creek townsite as the main activity centre for Halls Creek.
- To provide local activity centres in Towns and Settlements.

### Strategy

- Facilitate supply of developable, fit for purpose, commercial land across the Shire by identification of suitable commercial land.

### Actions

1. Zone the existing industrial land bounded by Duncan Road, Quilty Street, Neighbour Street and Welman Road to Mixed Use [potentially also including some community and residential].
2. Support the development of activity centres in remote areas to provide convenience retail to travellers and residents.
3. Develop and implement a Halls Creek Townsite Improvement Program.

### 6.10.4 Oil, Gas, Mining and Mineral Resources

Minerals, petroleum and geothermal energy can only be mined or extracted where they naturally occur. Economic, environmental and other constraints further limit the areas available for mining. An important aspect of resource evaluation and development from a land use planning viewpoint is that the locations of mineable deposits cannot always be predicted. This makes it imperative that known resources should be protected from inappropriate zoning or development, and that access to land for exploration should be maintained over as much of the planning area as possible.

#### MINING

Mineral exploration and development is a significant contributor to the Shire's economy and will continue to be into the future. The Halls Creek townsite, Warmun and Wirrimanu (Balgo) are strategically located to support current and future resource exploration and development.

The location of mining operations close to remote settlements presents a new employment opportunity for those living there. It may also improve viability of remote



settlements by sourcing goods and services from the community stores. The sealing of the Tanami Road also presents an opportunity for further resource development and exploration in the Shire.

### Objective

- Support the continued managed growth and development mining and resource development, recognising their importance to the Shire.

### Strategy

- Ensure exploration and mining activities do not adversely impact upon established remote Aboriginal settlements.

### Actions

1. Work with the Department of Mines and Petroleum (DMP), Department of State Development (DSD) and mining and resource companies to ensure exploration and mining activities do not adversely impact upon remote Aboriginal settlements.
2. Develop Memorandums of Understanding with mining and resource companies to ensure the cultural, environmental, social and economic interests of the people in the Shire are recognised and the development provides benefits to the community.
3. Identify key Shire infrastructure which may need upgrading from additional use by mining companies.

#### EXTRACTIVE INDUSTRY

The sources of Basic Raw Materials around the Shire are an important resource for the Shire. They will be vital for any future development in the Shire especially road maintenance and building, in particular the sealing of the Tanami Road.

Extractive industry relates specifically to the removal of basic raw materials. Where the following occur on Crown land, including reserves and pastoral leases, they are covered by the *Mining Act 1978* (Mining Act):

- limestone;
- sand;
- rock;
- gravel;
- shale; and
- clay.

However, where these materials occur on private (freehold) land they are not covered by the Mining Act, and hence extraction requires approval under the *Planning and Development Act 2005* (PD Act).

A key element is maintaining access and use of basic raw materials and is essential to future development.

### Objective

- Provide for the long-term availability of basic raw materials (sand, clay, hard rock, limestone, gravel and other construction and road building materials) for utilisation in the Shire without adversely impacting on environmental and heritage values and through protecting available resources from incompatible land uses.

### Strategies

- Identify key extraction areas (locally significant resources that could provide for the long term supply of basic raw materials for use in the Shire) that do not compromise environmental, heritage or amenity values when developed.
- Protect identified key extraction areas from incompatible uses through the land use planning system.
- Extract materials and rehabilitate extraction areas on a programmed basis in advance of longer-term sequential use and development.

### Actions

1. Identify and map the location of basic raw material deposits across the Shire.
2. Protect key extraction areas through the Shire of Halls Creek Local Planning Strategy and Schemes.
3. Prior to developing a key extraction area, a proponent must comply with the current approvals process for extraction activities, rehabilitation and mine closure plans under the Mining Act administered by DMP.
4. Identify key Shire infrastructure which may need upgrading in the future and require use of basic raw materials.
5. Ensure that when materials are extracted that these activities are carried out in compliance with all relevant WQPN's including WQPN 15.

## 6.10.5 Industry

Industrial land comprises areas set aside for industrial development and other employment activities that are not or less suited to other types of urban zone due to their scale or potential impacts.

### Objectives

- To ensure that land is available for a range of industrial uses to support economic growth within the Shire.
- To ensure that industrial land is in appropriate areas and do not impact on surrounding land uses.
- Provide opportunities where appropriate for small business activities that incorporate caretaker's accommodation with light and service industry.
- Ensure light and service industry areas support micro and small business opportunities.

### Strategies

- Provide general industry on the Great Northern Highway to accommodate the anticipated growth in the transport and construction sectors and other industries including expected growth from mineral exploration and development in consultation with Main Roads WA with regard to access points and proximity to the Great Northern Highway.
- Provide for general industry that supports the Halls Creek sub-regional centre as a supply and logistics base for the East Kimberley / Tanami Road corridor in consultation with Main Roads WA with regard to access points and proximity to the Great Northern Highway.
- Provide for light industry areas within the Towns to accommodate their role as service hubs for the community's needs without detracting from the primacy of Halls Creek as the sub-regional centre.
- Facilitate supply of developable, fit for purpose, industrial land across the Shire by identification of suitable industrial land.
- Relocate incompatible industrial land uses that are in close proximity to sensitive land uses and the town centre.

### Actions

1. Set out a General Industry zone that provides for large storage and transport related land uses, noxious, hazardous and mining and petroleum related industry and other land uses which require large land parcels and/or separation from other land uses in consultation with Main Roads WA with regard to access points and proximity to the Great Northern Highway.
2. Set out a Light Industry zone that provides for light industry uses and associated uses which are compatible with adjacent residential development.
3. Within the Halls Creek townsite, facilitate the allocation, subdivision and development of land for industrial purposes in proximity to the power station and the



Great Northern Highway. This industrial area is shown on the Local Planning Strategy Map. Subdivision of this land may warrant structure planning to ensure visual buffering, coordinated delivery of utilities and services, development staging, proper assessment of environmental impacts including heritage features, management of overland flows and impacts on fauna and flora.

4. Facilitate the relocation of non-conforming or incompatible industrial development for example within McBeath and the land proposed to be included in the Mixed Use Zone closer to the Town Centre.
5. Allow for the establishment of Caretakers' Dwellings on light industrial zoned land subject to model provision conditions detailed in the Western Australian Planning Commission's Planning Bulletin Number 70 – Caretakers' dwellings in Industrial Areas. This will also include development of a Local Planning Policy for Caretakers' Dwellings on Industrial zoned land.
6. Continue to monitor trends in resources, mining and business activities so that opportunities can be provided to meet future needs of associated industry.
7. Zoning additional industrial land within the Halls Creek townsite.
8. Work with landowners and the Department of Water to identify land uses which are or could cause environmental issues for water quality and contamination in water source protection areas and develop policies and other initiatives to rectify the environmental concerns.

## 6.11 Utility Infrastructure

Existing and future utility infrastructure provision within the Shire needs to be considered to accommodate sustainable growth.

### HALLS CREEK TOWNSITE

Urban places in Halls Creek townsite are serviced by utility service networks consisting of: water; power; waste water; telecommunications; and waste management. The configuration of services is based on key drivers of demand such as population and economic requirements. Large-scale industry and commercial activities in the agricultural, horticultural and resource sectors consume significant amounts of water and electricity.

### TOWNS AND SETTLEMENTS

With a highly dispersed number of settlements across the Shire, public utilities and infrastructure are supplied and maintained by parties ranging from local communities to Federal government. Some of the Halls Creek townsite's utility infrastructure has capacity for increased use, whilst the capacity of the settlement's utility infrastructure would need to be investigated.

In most Towns and Settlements these services are maintained by Kimberley Regional Service Providers (KRSP) - except Yiyili and the associated minor settlements which are serviced from Fitzroy Crossing by Marra Worra Worra. The Federal Government contracts these service providers.

### Objectives

- To ensure there is capacity in utility infrastructure to provide for sustained growth and spikes in population growth.
- To provide utility infrastructure to support the future development of the Shire.
- Appropriate buffers need to be observed for infrastructure such as the wastewater treatment plant, water tank storage facility and solid waste disposal facility to minimise potential land use conflict.

### Strategies

- Land which is developed within the Shire will be serviced with appropriate utility infrastructure including telecommunications, power supply, water supply, waste water and solid waste disposal.
- Provide adequate gas infrastructure which has the capacity to service future growth and development within the Shire.
- Develop synergies between existing and future utility infrastructure to ensure efficiency in services being provided.

### Actions

1. Promote re-use and recycling of water, particularly stormwater and wastewater. This will include engagement of the Department of Water and Water Corporation for use of recycled water in public reserves such as the Golf Course and sports grounds.
2. Structure planning, subdivision or development proposals must demonstrate adequate provision of access, power, telecommunications, adequate supply of potable water and appropriate solid and waste water disposal.
3. Encourage the provision of underground power and telecommunications infrastructure for new subdivisions in accordance with State policies.
4. Ensure Aboriginal communities are provided with appropriate utility infrastructure to meet their needs.

### 6.11.1 Groundwater and Water Supply

Water sources in urban areas require protection and therefore due regard needs to be given to appropriate land use and development in water source protection areas. Currently non-conforming development within the McBeath Special Rural Zone presents a risk to contamination of the Water Reserve and is a priority for action.

In the future, there may be opportunities to utilise alternative water sources such as recycled water and desalination. The availability of water for commercial use depends on capture and storage, which requires engineering solutions and substantial investment. Storage efficiencies can be difficult to achieve given high rainfall variability, very high temperatures and evaporation rates in northern regions.

At a micro-level, there is a need to ensure that Aboriginal settlements have secure access to safe drinking water. Production wells should be appropriately located and a wellhead protection zone delineated to protect the water source from contamination. A regular water monitoring regime should be established.

Water efficiency is an extremely high priority in all development proposals. In particular items that should be addressed include appliance labelling standards, incentives for occupants to be water efficient, garden and irrigation design, leak detection and maintenance, and opportunities explored for recycling. Alternatives for irrigating POS areas rather than using scheme water should be considered.

Potential expansion of agricultural activity throughout the Shire and in particular the Margaret River area and savannah plains east of Halls Creek will need to be subject to comprehensive water resource investigation work to identify divertible water supply capacity.

#### Objectives

- Ensure a secure water supply for the current and future water needs of residents, visitors, agriculture and industry without compromising environmental, cultural and social values associated with the water resource.
- Protect public drinking water sources and ensure utilities infrastructure is provided and maintained to a good standard within settlements and Shire wide.

#### Strategies

- Provide statutory protection to public drinking water source areas through land administration and land use planning mechanisms.
- Understand the geographic distribution of groundwater resources and determine an approach to the management of the resources.
- Recognise and protect the ecological, cultural and social values of groundwater dependent ecosystems in allocation and licensing decisions.

- Using a risk-based approach, proponents of major developments will need to undertake local scale resource investigations to assess the sustainability and availability of the water resource required to support their development.

#### Actions

1. On the basis of existing studies and hydrological and hydrogeological information provided by the Department of Water and the Environmental Protection Authority for water licensing and environmental approvals, prepare a district water management plan for the Shire and in particular for Halls Creek townsites, Wirrimanu (Balgo) and Warmun.
2. Work with the Water Corporation on initiatives to improve water use efficiency and find alternatives to using scheme water to irrigate POS.
3. Review the Town Planning Scheme to:
  - a) Introduce "Special Control Areas" with provisions to protect Priority 1, 2 & 3 classification areas of the Halls Creek Water Reserve where required.
  - b) Establish buffers to water and wastewater treatment infrastructure, and the power station.
  - c) Within PDWSA's determine land uses and activities, lot sizes and zoning in the Scheme consistent with Department of Water's Water Quality Protection Note No. 25 and SPP 2.7 and 2.9.



### 6.11.2 Wastewater Management

It is important to environmental and community health that waste water, in particular effluent disposal is well managed with suitable infrastructure.

Halls Creek townsite, Wirrimanu (Balgo) and Warmun have existing deep sewerage. The larger Towns and Settlements have reticulated sewerage systems with sewage ponds and associated infrastructure. The smaller communities e.g. Frog Hollow, have septic tanks.

#### Objective

- To ensure that new development should be connected to deep sewerage where appropriate and feasible, existing systems upgraded and in all cases ground water must be protected from any adverse impacts on quality and quantity from the management and disposal of wastewater.

#### Strategies

- Provide wastewater infrastructure which has the capacity to service future growth and development within the Shire.
- Ensure that industrial development has access to reticulated waste water.

#### Action

1. Collaborate with relevant utility providers to assess the capability of existing utilities infrastructure and plan for future expansion or relocation in accordance with the Utilities Providers Code of Practice.

### 6.11.3 Solid Waste Management

The townsite of Halls Creek is served by a landfill to the west of the town. Most Towns and Settlements have landfills on the outskirts of the urbanised area; many are poorly maintained and reaching capacity. The Shire assists the Towns and Settlements in finding suitable locations for new landfills when old ones reach capacity and also advise regarding tip management.

#### Objectives

- To ensure there is capacity in waste management infrastructure to provide for sustained growth and spikes in population growth.
- To provide waste management infrastructure to support the future development of the Shire.

#### Strategies

- Develop a best practice alternative waste treatment facility in line with the State Waste Strategy.
- Develop a best practice waste management guide for Towns and Settlements.

#### Action

1. Collaborate with Towns and Settlements to assess the capability of existing waste management infrastructure and plan for future expansion or relocation in accordance with the waste management infrastructure Code of Practice.

### 6.11.4 Energy

Most Towns and Settlements have individual power generators, operated on diesel. The townsite of Halls Creek has a relatively new generator which is operated by a combination of LPG and diesel.

#### Objectives

- To ensure there is capacity in energy infrastructure to provide for sustained growth and spikes in population growth.
- To provide energy infrastructure to support the future development of the Shire.

#### Strategy

- Provide electrical infrastructure which has the capacity to service future growth and development within the Shire.

#### Action

1. Collaborate with relevant utility providers to assess the capability of existing utilities infrastructure and plan for future expansion or relocation in accordance with the Utilities Providers Code of Practice.





### 6.11.5 Telecommunications

Telecommunications in the Shire are provided by a sole provider - Telstra. They vary greatly from settlement to settlement with regard to quality – both mobile phones and internet.

#### Objectives

- To ensure there is capacity in the telecommunications infrastructure to provide for sustained growth and spikes in population growth.
- To provide telecommunications infrastructure to support the future development of the Shire.

#### Strategy

- Provide telecommunication infrastructure which has the capacity to service future growth and development within the Shire.

#### Actions

1. To encourage telecommunications providers to provide a high quality service which meets the needs of all the residents in the Shire and adequately supports economic activity (tourist, pastoral, industrial and mining activities).
2. Collaborate with existing and potential telecommunications providers to assess the capability of existing telecommunications infrastructure and plan for future expansion or relocation in accordance with the Utilities Providers Code of Practice.

## 6.12 Transport Infrastructure

Transport infrastructure will continue to play a crucial role in facilitating economic growth by providing connections to State, interstate and overseas markets. At present, there is no rail network, which places greater pressure on the region's roads. This issue is likely to be exacerbated further in the future with the potential commencement of additional resource projects and agricultural and horticultural opportunities.

Growth of the tourism industry is also likely to place greater pressure on road networks in terms of increased traffic volumes which will increase the potential for conflict between different types of traffic. To meet future challenges it is desirable to develop a transport network that is integrated, efficient and safe; and that services the needs of both community and industry.

The State Government is committed to ensuring the Kimberley's natural and cultural values are protected as the region fulfils its economic potential. This will be achieved under the framework provided by the Kimberley Science and Conservation Strategy through an initial investment of \$63 million over five years.



One of the five major outcomes that will be delivered is a major boost to nature-based tourism. This will include developing and promoting tourism corridors, as well as four-wheel-drive trails using existing roads and tracks and an aerial tourism highway linking some of the region's major attractions.

### 6.12.1 Road Transport

#### GREAT NORTHERN HIGHWAY

The Shire of Halls Creek is traversed by the national highway, Great Northern Highway, which is the main transport route to Kununurra and the Northern Territory to the north and across to Broome, the Pilbara and the south west of Western Australia to the east. The highway runs through the Halls Creek town centre and effectively forms the main street.

#### TANAMI ROAD AND DUNCAN ROAD

The unsealed Tanami and Duncan Roads are important for connectivity to a large number of Aboriginal settlements, for pastoral station and mine access, produce and for tourism. Both unsealed roads connect the town of Halls Creek to the Northern Territory's Stuart Highway (which is the north – east connector between Darwin and Adelaide) and beyond. The closure of both these roads during the wet season is a major concern for the communities they serve which can become isolated for days at a time.

The sealing and maintenance of Tanami Road has been identified as a strategic transportation logistics priority, as it will provide increased access for social and economic servicing and development of the Tanami region as well a broader contribution to the Australia economy.

Aboriginal communities, mining, tourism and pastoral businesses along with a number of Government agencies identified the sealing of Tanami Road in particular as having more benefits than those listed above. A summary of the potential benefits are as follows:

1. Enhanced Accessibility and Connectivity for Aboriginal Communities, delivering on Closing the Gap in:
  - Health
  - Economic development – both employment and enterprise opportunities
  - Community
  - Culture
2. Improved economic development opportunities for growth and diversification by enhancing Accessibility for the following sectors:
  - Mining – Improved access and reduction in costs
  - Agriculture – support growth, diversification and sustainability
  - Tourism – Increase tourist numbers and diversity
3. Improved Liveability in the Shire, Region and Northern Australia:
  - Reducing cost of living
  - Improving access
4. Improved accessibility for Defence Purposes:
  - Decrease response times to deliver humanitarian aid and disaster relief particularly in Australia's north and Asian neighbours
  - Enhance border security and protection of resources
  - Participate in joint defence exercises with neighbours and allies.

#### SHIRE ROADS

The repair and maintenance of the access roads into many of the Aboriginal settlements is also required due to wet season flooding which results in the settlements becoming isolated. Future land use planning needs to consider that many residents and visitors use walking as a main mode of transport within the settlements in the Shire.

The requirement for locations for road train breakdown facilities at the edge of the Halls Creek townsite and a transport waiting facility for coach users in the Halls Creek town centre should to be provided for in the new Scheme.

#### Objectives

- Transport infrastructure will be added to, maintained, repaired and upgraded to ensure high quality access around the Shire and improve the economic viability of the Shire.
- Engage with the State Government to maximise tourism opportunities identified in the Kimberley Science and Conservation Strategy.
- Engage with the State and Commonwealth governments to seek funding for the sealing of the Tanami Road in view of the wide range of benefits to local, regional and Northern Australia.

#### Strategies

- Continue to reinforce and recognise the strategic importance of the Great Northern Highway, Tanami Road and Duncan Road to the Halls Creek economy.
- Support the design of road and circulation networks for new developments and subdivisions that are safe and appropriate for both pedestrians and vehicles and comply with State and local government policies and guidelines.
- Heavy vehicle transport will be managed to minimise adverse impact on towns and settlements infrastructure.
- Advocate for funding for the sealing of the Tanami Road at all levels government.

#### Actions

1. Seal the Tanami Road from Halls Creek to the eastern Shire boundary adjoining Northern Territory.
2. Work with the Northern Territory Government to encourage the sealing of the Tanami Road to the intersection of the Stuart Highway.
3. Secure funding for the repair of damage caused by wet season flooding and upgrade of settlement access roads.
4. Facilitate any alignment alterations and improvements to the treatment of street furniture and infrastructure in accordance with the Halls Creek townsite improvement program. For example this may include the works on the Great Northern Highway and creation of a 'mainstreet' type environment around the Town Centre.
5. Plan for and locate heavy haulage breakdown facilities and road train assembly areas adjacent to Great Northern Highway in consultation with Main Roads WA.
6. Support the investigation of opportunities for the development of roadhouses in appropriate locations along the major transport routes to provide services for all road users in consultation with MRWA and other stakeholders.



7. A heavy haulage bypass of the Halls Creek townsite will not be supported in the short term but may be considered as a longer term option.
8. The principles of Crime Prevention through Environmental Design will be applied in assessment of subdivision and development proposals.
9. Support the use of local and culturally appropriate names for new roads.
10. Incorporate roads and airstrips identified in the Kimberley Science and Conservation Strategy into the review of the Shire's Tourism Strategy.

### 6.12.2 Air Transport

Air travel represents an essential service for access to the highly dispersed remote settlements across the Shire and it is therefore important to support the maintenance and development of aviation infrastructure. The Halls Creek townsite has a sealed district airstrip within the townsite boundary and most of the larger remote settlements have unsealed local airstrips.

A network of landing areas for general aviation aircraft provides capacity to deliver essential services such as: mail to Towns and Settlements, pastoral stations; and Royal Flying Doctor Services. Many Towns and Settlements have airstrips. The condition of the infrastructure varies: some are unsealed, unlit and day only operations; while others are sealed with all-weather, 24 hour services.

The future development of the Halls Creek Airport is managed under the Halls Creek Airport Masterplan. The large size of the Halls Creek airport allotment and its freehold tenure provides opportunity for future use and development of ancillary airport uses. Additionally where aviation requirements are satisfied other associated uses and development should be considered.

### Objectives

- Support the maintenance and development of aviation infrastructure across the Shire.
- Facilitate the appropriate growth and development of the Halls Creek Airport for aviation and aviation related opportunities.
- Maintain safe access to airstrips for efficient emergency response and ensure investment in airstrips infrastructure provides broad social and economic development opportunities.
- The Kimberley Science and Conservation Strategy includes an initiative for a whole of Kimberley Aerial Highway. This needs to be considered in the future expansion aspirations and usage of the airstrips.

### Strategies

- The protection or provision of aviation infrastructure should be considered in the planning for the Towns and Settlements.
- Future developments of airstrips are to maintain the amenity of existing sensitive land uses.
- Maintain the long term viability of the Halls Creek Airport and the capacity for future expansion of airport infrastructure while also exploring opportunities to support future rational expansion of the Halls Creek townsite.
- Development will support the ongoing viability and operation of the Halls Creek Airport.
- Support the provision of all-weather access to airstrips in the Towns and Settlements and 24-hour access to support emergency and essential service provision
- Advocate for State and Commonwealth funding for remote airstrips in a coordinated manner that focuses on emergency and essential services and assists in fostering economic opportunities.
- Consider the outcomes of the Kimberley Aerial Highway project.

### Actions

1. Review the Halls Creek Airport Masterplan. The review is to consider:
  - a) The proposed expansion of the airport runway;
  - b) Identification of future land requirements of the airport and identification of land surplus to Airport needs including maintenance of sufficient land free of development to allow a future extension of the runway in a northeast / southwest direction;
  - c) Development of related industry and business [e.g. pilot training, car hire] on Stan Tremlett Drive;
  - d) Appropriate use of any surplus land for industrial, commercial and residential development to accommodate future growth of the Town, and;
  - e) Buffering to sensitive land uses including existing and future development.
2. Review the Town Planning Scheme to establish buffers to the airport services by consideration of the Halls Creek Airport Australian Noise Exposure Forecast and appropriately zone affected land. Similar buffers should be considered at all local airstrips which are identified in Layout Plans.
3. Advocate for regular passenger transport services to Kununurra.



## 6.13 Community Infrastructure and Facilities

Appropriate community infrastructure and facilities within the Shire contribute to the well-being of residents and visitors. Appropriate community infrastructure and facilities should be planned based on the locality and surrounding land uses. This includes community centres, aged care and early childhood centres.

### Objectives

- To promote the efficient and effective provision of community infrastructure and facilities to meet the demands of residents and visitors.
- Encourage multiple use facilities that are fit for a range of purposes.

### Strategies

- Ensure community facilities are developed to include a range of uses and be adaptable to future changes in use and users.
- Investigate the most appropriate amenities for the locality, considering use by residents and visitors.
- Develop a contribution guide for mining companies and other large developers in the Shire outlining the needs of the various towns and communities.
- Provide facilities that cater for arts/ performance.
- Provide for a range of community facilities that can be used by the Not-for-Profit sector to meet community needs.
- Provide for land that caters for childcare and young persons' activity centres.
- Support the development of Aboriginal community infrastructure, inclusive of mental health, aged care and short stay accommodation for health care patients.

### Actions

1. Undertake an investigation to identify land for additional or expanded aged care and childcare facilities.
2. Undertake an investigation to identify land for a range of community facilities in the Halls Creek townsite.
3. Provide for development contribution areas within the local planning scheme.
4. Prepare a community infrastructure and facilities developer contributions schedule for each developer contributions area in accordance with the recommendations set out in the Community Infrastructure and Facilities Plan.

#### 6.13.1 Public Services

Population growth, economic development and potential expansion of settlements will provide the impetus for establishing more high quality public facilities and services

across the region. The enhancement of these facilities and services will assist greatly in attracting and retaining workers and their families and help build a strong sense of community. This includes services such as public and human service providers (health, police, emergency services and housing), and education, training and research facilities.

### Objective

- Provide adequate appropriately located and zoned land for high quality public facilities that are easily accessible by residents of Towns and Settlements and are able to service all other Shire residents and visitors (when needed).

### Strategy

- Public services providers will have assurances of land use identification.

### Action

1. Ensure appropriate land for public services are identified in Local Planning Scheme, and Layout Plans.

#### 6.13.2 Sports and Recreation

Involvement in sports, arts and community activities can have very positive social, economic and health outcomes for young people. Evidence suggests that sport and recreational activities can have a desirable impact on lowering crime rates, increasing school attendance, reducing levels of substance abuse and violence, the incidence of self-harm and improved social cohesion within communities. Football and basketball in particular play a central role in life of residents across the Shire.

### Objectives

- The participation in sport and sporting activities and related programs will be assisted by the provision of suitable facilities.
- There are few community recreation facilities servicing residents in Towns and Settlements being limited to ovals and basketball courts. The Department of Sport and Recreation should undertake a study of the need for sporting and recreation facilities in the Shire of Halls Creek. This should guide the future allocation of public/private sector resources for the development of sport and recreation facilities.
- Encourage the development of tourism 'Trails' to promote Aboriginal culture and heritage, health and land management under the State Government Trails Strategy.

### Strategy

- Existing sport and recreational facilities to be maintained or upgraded and potential new facilities located to maximise utilisation of shared infrastructure.

### Actions

1. Review Layout Plans to ensure that sufficient land for sport and recreation is reflected.
2. Evaluate the demand for improving, expanding and upgrading the recreational centre to accommodate major sporting and cultural events in the Shire of Halls Creek and if required identify additional infrastructure requirements.
3. Support the implementation of the State Government Trails Strategy. Encourage the development of 'Trail' infrastructure.

#### 6.13.3 Cemeteries

Cemeteries are located in the townsite of Halls Creek and many of the Towns and Settlements throughout the Shire. In the townsite the cemetery is managed by the Shire and in the Towns and Settlements they are managed by the communities and service providers. All cemetery facilities will need to be assessed for their ability to meet the future needs of all residents in the Shire.

### Objective

- Provision of sufficient appropriate land for cemetery purposes will be available throughout the Shire.

### Strategy

- Ensure that sufficient appropriately located land is available to meet the long-term burial needs of the Shire of Halls Creek residents.

### Actions

1. Assess the capacity of all cemeteries in the Shire with regard to capacity, location and possible expansion if required.
2. Identify new public purpose land for cemeteries that is easily accessible to the Towns and Settlements, and is not constrained by heritage or environmental issues.
3. Reflect the future cemetery sites within the respective Layout Plans.

## 7. IMPLEMENTATION PLANS

The following documents are deemed to be Implementation Plans forming an integral part of this Local Planning Strategy or, in the case of those indicated as 'proposed', will form part of the Local Planning Strategy if and when adopted following appropriate consultation and endorsement:

- planning strategies (6.1), which are sector-specific (i.e. housing, commercial, tourism and open space);
- Halls Creek Airport Development Plan (6.2);
- Municipal Heritage List (6.3);
- Shire of Halls Creek Strategic Community Plan (6.4);

In addition the Shire of Halls Creek may adopt a range of Local Planning Policies to guide further decision making under the Scheme.

### 7.1 Halls Creek Tourism Strategy

The formulation of this Tourism Plan was instigated by the Shire of Halls Creek in October, 2010 to provide the framework and directions for the development of tourism as a significant economic and employment industry sector within the Shire of Halls Creek. Specifically, the Tourism Plan seeks to:

- evaluate the current status of the tourism sector, including marketing realities, current assets and challenges;
- identify development and growth opportunities;
- provide a set of recommended actions for a strategic approach to growing tourism over the next five years;
- specify future roles for both the Shire of Halls Creek and the local business community; and
- identify potential sources of funding assistance.

### 7.2 Halls Creek Airport Development Plan

The Halls Creek Airport is located to the south of the town centre on land most recently described as Lot 9005 on Deposited Plan 69970 and encompassing 274.95ha. The airport is owned and operated by the Shire of Halls Creek and consists of a 1,480m long and 30m wide airstrip which is sealed to provide 24 hour access including pilot activated lighting.

A Master Plan was prepared in 2007 to identify current and future land uses and associated development.

#### Halls Creek Airport Master Plan – March 2007

- Outlines land uses on the airport – airstrip, cross strip terminal etc., Aircraft hangars, airport manager's residence, New Halls Creek Power station, adjacent

LandCorp Residential subdivision. BOMA office and associated facilities, ASA Non-directional beacon and masts.

- Identifies opportunities and constraints – landform and topography, water source protection, location requirements for Non-Directional Beacon

### Master Plan

- Airport Requirements
- Relocation of non-directional beacon
- Surplus airport land – proposed land uses and development including residential expansion, group dwelling site, single [persons/workers accommodation, industrial development, airport related uses and lease areas

### Conclusion

- There is surplus land
- Opportunity to identify surplus and allocate to alternative uses
- Residential expansion should be further investigated

## 7.3 Municipal Heritage Inventory and proposed Heritage List

The Shire of Halls Creek has a Municipal Heritage Inventory (MHI) which was endorsed in 1995 as required under the *Heritage of Western Australia Act 1990. State Planning Policy 3.5 Historical Heritage Conservation* (SPP 3.5) outlines the requirement of a heritage list established pursuant to a local planning scheme.

The local government is to establish and maintain a Heritage List to identify those places within the Scheme which are of cultural heritage significance and worthy of conservation under the Scheme. The heritage list should be compiled having regard to the places identified in the inventory. A local government may elect to include all of those places. The standard procedures for the compilation of a heritage list are set out in the Deemed Provisions of the Planning and Development (Local Planning Schemes) Regulations 2015.

The inclusion or exclusion of places from a heritage list should be based on their degree of historic heritage significance, supported by the findings in the inventory, irrespective of whether they are privately or publically owned.

Local government has a role in support of the policy through:

- ensuring that heritage provisions in local planning schemes are consistent with the Deemed Provisions.
- ensuring that both a Municipal Heritage Inventory and Municipal Heritage List are prepared and adopted with standard provisions relating to heritage ensuring that the heritage provisions in the Scheme are consistent with the Deemed Provisions.

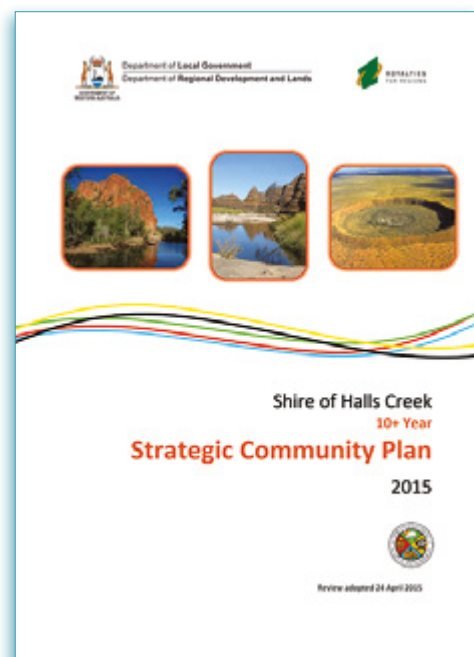
- ensuring that heritage places and areas are carefully identified consistent with the common standards provided by the Heritage Council.
- ensuring that due regard is given to heritage significance in development assessment, planning schemes and planning strategies.
- adopting local planning policies affecting places entered in heritage lists.
- The Shire of Halls Creek will be undertaking a review of the Municipal Heritage Inventory and will be compiling and adopting a Municipal Heritage List.

## 7.4 Shire of Halls Creek Strategic Community Plan

This plan shares the Shire's visions and aspirations for the future and outlines how the Shire, over the next decade, works towards a brighter future for our community.

All Western Australian local governments are required to develop a Strategic Community Plan for a period of at least 10 years. In 2008, the Halls Creek Community Strategy 2008-2018, based on extensive community consultation was prepared. Community engagement in 2012 formed the basis for a review and update of this plan to form the Strategic Community Plan 2013, in accordance to the legislative requirements.

This Strategic Community Plan outlines the long term vision, values, aspirations and objectives, based on the input provided by the community. The Strategic Community Plan will be regularly monitored, reviewed and updated to reflect the development of the Shire and the aspirations of all residents.





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## 8. MONITORING AND REVIEW

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It is important that the Local Planning Strategy is a dynamic strategy which is responsive to change. To this end it will be monitored and reviewed in accordance with the requirements set out in Part 6, Division 1 of the Planning and Development (Town Planning Schemes) Regulations 2015.

### 8.1 Minor Review

The Local Planning Strategy will be under continual review through the development and review of Economic Development and Service Delivery Strategies, and structure plans.

The background information contained in the reference documents will be updated as more detailed information and current data becomes available.

### 8.2 Major Review

The Local Planning Strategy will undergo a major review every five years in accordance with statutory requirements in conjunction with Scheme reviews.



## PART 2 BACKGROUND INFORMATION & ANALYSIS

### 9. SHIRE CONTEXT

The Shire of Halls Creek is located in the Kimberley region of northern Western Australia. It covers an area of approximately 142,908 square kilometres. The Shire is bounded by the Shire of Derby/West Kimberley to the west, the Shire of Wyndham-East Kimberley to the north, the State boundary of the Northern Territory to the east, and the Shire of East Pilbara to the south (Refer Figure 3).

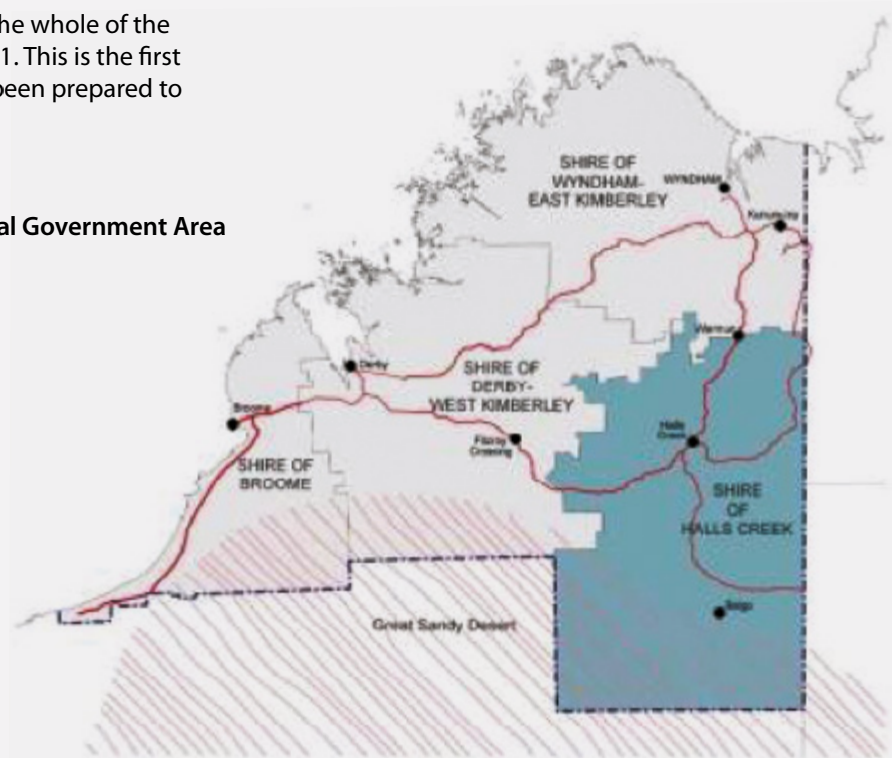
This Local Planning Strategy sets out the long term planning directions for the Shire of Halls Creek over the next 10 – 15 years.

A local planning strategy is the framework for local planning and the strategic basis for the local planning scheme. It provides the interface between State and regional policies, strategies, and strategic development initiatives, and local planning. It may also be used by other agencies as a means by which economic, resource management, environmental and social issues may be strategically addressed.

#### 9.1 Affected Area

The Local Planning Strategy applies to the whole of the Shire of Halls Creek, as depicted in Map 1. This is the first time that a local planning strategy has been prepared to address the whole municipal area.

**Figure 3: Shire of Halls Creek Local Government Area and surrounds**



## 9.2 Purpose of the Local Planning Strategy and Local Planning Scheme

The local planning strategy is the framework for local planning and the strategic basis for local planning schemes. It provides the interface between regional and local planning, and is increasingly being seen by other agencies as the means by which to address economic, resource management, environmental and social issues at a strategic level.

The strategy sets out the local government's objectives for future planning and development and includes a broad framework by which to pursue those objectives. The strategy will need to address the social, environmental, resource management and economic factors that affect, and are in turn affected by, land use and development.

All Western Australian local governments are required by Regulation 11 of the *Planning and Development (Town Planning Schemes) Regulations 2015* to prepare a Local Planning Strategy that:

- provide strategic direction for land use planning and development over the ensuing 10 years or longer as the basis for the local planning scheme;
- set out the strategic direction for sustainable resource management and development in the context of State and regional planning;
- provide the rationale for the zoning and reservation of land and for the provisions of the scheme relating to development and development control;
- provide a strategic framework for assessment and decision-making in relation to proposed scheme amendments, subdivision, and development;
- provide the context for coordinated planning and programming of physical and social infrastructure at the local level;
- identify the need for further studies or investigation within a local government area to address longer-term strategic planning and development issues.

The Shire of Halls Creek's first Local Planning Strategy, titled *Halls Creek Horizons*, was gazetted in 2006. The Halls Creek Horizons 2006 study boundary included the townsite of Halls Creek and the immediate surrounding area. In May 2012, the Council resolved to undertake a review of the existing Strategy to ensure that its land use and development recommendations provide greater direction and clarity prior to preparation of a new whole of municipal District Planning Scheme.

After consultation and adoption by the Shire of Halls Creek, the Local Planning Strategy will be forwarded to the Western Australian Planning commission for endorsement.

## 9.3 Relationship to Local Planning Scheme

Town Planning Scheme No. 1 (TPS1) was gazetted in 1991 and applies to the townsite of Halls Creek and the immediate surrounds and is the primary set of planning controls, and Interim Development Order No.1 (IDO1), which currently applies over the balance of the Shire.

The Local Planning Strategy is the guiding document for review and preparation of the local planning scheme. For development that falls within the jurisdiction of the Shire of Halls Creek, the scheme is the primary means by which the Shire can ensure that new development contributes towards fulfilling the aims of the Local Planning Strategy.

In situations where decision-making authorities exercise their discretion in considering a planning application, the Local Planning Strategy will be an important reference to inform deliberations.

The Local Planning Strategy further identifies the need for detailed planning of the future urban development areas and development investigation areas which should be undertaken in the form of a structure plan or local development plan and as such these plans will have statutory weight under a new Scheme.

## 9.4 Process

The *Planning and Development (Town Planning Schemes) Regulations 2015* set out the procedures for advertisement, endorsement, and publication of notice of a Local Planning Strategy. In essence, the procedure that was followed:

1. Preparation of the draft local planning strategy, following identification and analysis of the characteristics and issues relevant to the Shire.
2. Consideration by Council and agreement to forward the draft Local Planning Strategy to the Western Australian Planning Commission (WAPC).
3. Certification by the WAPC that the draft Local Planning Strategy is consistent with regulation 11(2).
4. Advertisement of and consultation on the draft Local Planning Strategy to the public and any person or public authority that the Shire considers may have a direct interest in the Strategy.
5. Consideration of submissions and advice received and modification of the draft Strategy as the Shire considers necessary.
6. Adoption of the Local Planning Strategy by Council and submission of a copy to the WAPC for its endorsement.
7. Following endorsement by the WAPC, the Shire published a notice of the Local Planning Strategy and the endorsement of the WAPC in the newspaper.
8. A copy of the Strategy is available for public inspection during business hours at the Shire offices and is published on the WAPC website.



### 9.4.1 Amendment or Revocation

From time to time the Strategy may be amended or reviewed if required by changes in local circumstances. The *Planning and Development (Town Planning Schemes) Regulations 2015* sets out the procedures for amendment or revocation of the Strategy. Revocation may be necessary if a new Strategy is prepared and adopted.

## 9.5 Community Consultation

Community consultation was identified as a key requirement of the Strategy review in order to produce a more robust strategic planning framework for the Shire that is responsive to the needs of all stakeholders and in particular, the Aboriginal community.

Initial stakeholder engagement included; workshops, meetings, telephone discussions and written engagement, to assist in identifying the current planning and development issues for the Shire

The draft LPS was presented to the Shire of Halls Creek Council at a Special meeting of Council held in March 2015. At that meeting, the Council resolved to forward the draft document to the WAPC to seek consent to advertise the document for public comment.

The WAPC then considered the draft LPS and provided its consent for it to be advertised for a 3 month public comment period.

Consultation included the placement of advertisements advising of the public comment period on the Shire's website, the West Australian newspaper and in the local newspapers. In addition the following targeted consultation occurred:

- Information sessions in remote communities including Wirrimanu (Balgo), Mindibungu (Billiluna), Kundat Djaru (Ringer Soak), Yiyili, and Mulan; and
- Public exhibition at the Shire office and public information sessions for stakeholders in Halls Creek town.

Following the close of the public comment period, a schedule of submissions and other advice was considered by Council and decisions were made on the submissions. WAPC considered these decisions and gave their final approval to the LPS which was the modified accordingly by Council to give effect to the WAPCs final approval.

## 9.6 Elements considered by the strategy

The Local Planning Strategy for the Shire of Halls Creek (Part One) has been prepared to set out the long term planning directions for the Shire and to guide land use planning within the Shire over the next ten to fifteen years.

Every local government in Western Australia is required to prepare a local planning strategy, but for the Shire of Halls Creek, such a document is especially important because of the many challenges that the Shire is now facing that have to be taken into account in planning for the community since the publication of the first Local Planning Strategy for the Halls Creek townsite in 2006.

Work undertaken for the Shire of Halls Creek during the period 2006 to 2015 by a number of government departments / agencies and consultants has identified the most substantial drivers that will impact on the Shire over the next 10 years as being:

- Increased mining activity which will require future planning for industrial land; areas set aside for residential and transit workforce accommodation; and infrastructure provision;
- Growth in population is expected to increase the need for proper and orderly planning for residential land, aged care and short-term visitor accommodation, commercial and mixed use zoned land;
- Almost 50% of the population in the Shire is under the age of 25 years and there is a resulting demand for appropriate housing for young families, employment and appropriate services.
- Over 50 per cent of the Shire's population currently lives outside the Halls Creek townsite. The identification of sufficient land for residential and commercial use as well as for public purposes in the larger Towns and Settlements;
- The possible transfer of the responsibility for service provision in Towns and Settlements to local government following the signing of the Bilateral Agreement on Indigenous Affairs in June 2006 between the Government of Western Australia and the Australian Government;
- Planning for existing and future tourism enterprises; and
- Provision of infrastructure to service the increase in population and economic activity.

Although the transfer of service provision for Towns and Settlements is being driven by the State Government, they require the Shire of Halls Creek to react to, plan for and address the resulting impacts.

The Local Planning Strategy has to respond to the spatial implications of these circumstances for the whole of the local government area. In addition, the recommended strategies in Part 1 are derived from analysis of research and background information that is summarised in the following pages.

### 9.6.1 State Planning Strategy 2050

The State Planning Strategy provides the strategic context for planning and development decisions throughout the State.

Prepared by the Department of Planning on behalf of the Western Australian Planning Commission, the Strategy seeks to build strategic planning capacity and capability around a State planning vision.

It is based on a framework of planning principles, strategic goals and State strategic directions that respond to the challenges and opportunities that are drivers of change for the present and for the future land-use planning and development of Western Australia.

Further information and the synergies between the State Planning Strategy and this Local Planning Strategy are defined in section 10.

### 9.6.2 Kimberley Regional Planning and Infrastructure Framework

The Kimberley Regional Planning and Infrastructure Framework (KRPIF) defines a strategic direction for the future development of the region over the next 25 years. The KRPIF has been developed in response to the desire by the community, stakeholders and government (at all levels) for a stronger decision-making context across the region, particularly the need for greater coordination of activities and management relating to existing and emerging land use patterns. The Framework identifies a range of strategic initiatives to help achieve comprehensive regional planning whilst having due regard to the region's natural environment, heritage and culture.

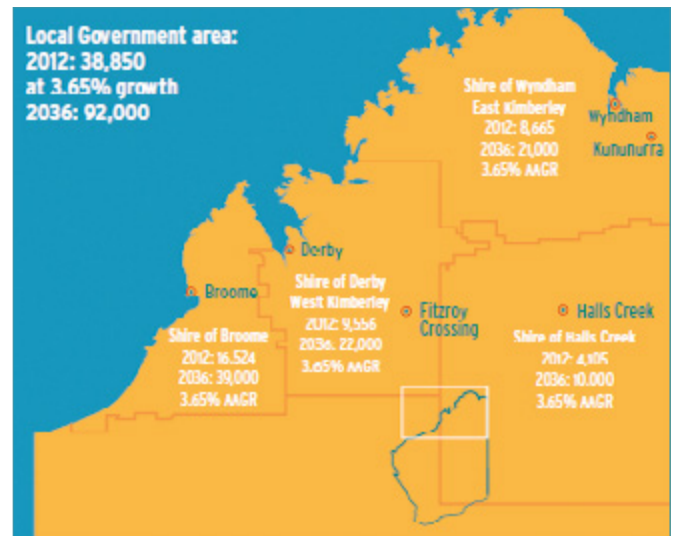
Further information and the synergies between the Kimberley Regional Planning and Infrastructure Framework is defined in section 10.

### 9.6.3 2036 and Beyond: A Regional Blueprint for the Kimberley

The Kimberley Regional Investment Blueprint is an aspirational and future focused plan that has been developed by the Kimberley Development Commission to guide and shape the transformation of the Kimberley well into the future.

The Blueprint recognises the diversity of the region, the complex challenges embodied in creating an inclusive, enduring, prosperous and balanced future, and creates a platform around which alternative development futures can be both assessed and monitored.

The development of the Kimberley is of increasing importance to the State and nation. Its future development will be built upon cultural and wilderness assets and unparalleled resources.



**Figure 4: Population map showing distribution and growth**

Draft Kimberley Blueprint, KDC 2014

The underlying evidence points to the region's human capital, social and civic capital, economy and infrastructure being at an early stage of development.

The Kimberley faces a series of intrinsic challenges that are 'wicked' problems, the resolution of which hold an important key to its development.

'Wicked' problems are at the core of building human capital in the region, as well as providing the important infrastructure, services and policy settings that enable growth. Unresolved these problems constrain the region and result in unacceptable fiscal and social burdens. The Blueprint challenges the Kimberley to shift its development trajectory in a way that can reduce these burdens and stimulate and drive the many facets of its productive capacity.

In its aspirational future, Kimberley could have a population of 92,000 by 2036, sustained by an economy led by agriculture and food production, minerals and energy production, tourism visitation and supported by a broadening range of industry activity. The resultant labour market would sustain an additional 34,000 new jobs, of which Aboriginal people would need to be involved in over 19,000 new jobs. This transformational outcome would provide a vital underpinning of the future Kimberley society and economy.

### 9.6.4 Kimberley: a region in profile 2014

Kimberley: a region in profile 2014, was prepared by the Department of Regional Development in conjunction with the Kimberley Development Commission to provide a snapshot of the region's economy.

This publication contains the latest information available on the economic development conditions of the Kimberley region and is one of a series of nine regional economic summary documents.

The region has a diverse economy. Mining, agricultural production, construction, tourism and retail trade are major contributors to the region's economic output. Retail turnover continues to contribute strongly to the economy and tourism is expected to remain one of the region's major growth industries.

The Kimberley is well positioned to capitalise on its proximity to the South East Asian market, providing potential opportunities for future growth and development. Some of the prospects include increasing trade links, developing irrigated agricultural land, maximising regional benefits from servicing the mining industry and developing adventure, nature and cultural based tourism.

## 9.7 Native Title

Planning and development within the Shire of Halls Creek is both informed and constrained by Native Title considerations. Native Title claims continue to progress in the Shire with the majority of the Shire either having native title determination or active claims.

The Tjurabalan people received a determination in 2001, the Ngururrpa people in 2007, the Ngururra people in 2007 and 2012 and the Gooniyandi people in 2013, recognising traditional rights and interests over parts of the determination area in the western and south eastern portions of the Shire.

Other Native Title claims over parts of the Shire have been registered. It should also be noted that there are a number of other factors that will need to be addressed including land tenure especially lands pertaining to Part III of the *Aboriginal Affairs Planning Authority Act 1972*.

Generally, the *Native Title Act 1993* (NTA) contains future act provisions which must be complied with before development in Crown land areas can typically occur. The NTA's future act provisions may apply in areas both where native title has been determined and where native title has not yet been determined but where there is a registered claim on foot. The valid creation of freehold titles by the State Government extinguishes native title. The NTA does not apply in such areas. It is incumbent on prospective developers to obtain their own advice in that regard.

Irrespective of whether the NTA's 'future act' provisions apply, development must still comply with the State's *Aboriginal Heritage Act 1972*. To avoid unlawfully impacting Aboriginal sites, prospective developers should refer to the State's Aboriginal Heritage Due Diligence Guidelines which are available on the Department of Aboriginal Affairs' website.

## 10. STATE AND REGIONAL PLANNING CONTEXT

An important role of this Local Planning Strategy (LPS) is to interpret and incorporate State and regional planning policies. The following section discusses the relevant State and regional planning policies applicable to the Shire of Halls Creek.

### 10.1 State Planning Strategy

The State Planning Strategy is an integral part of the Western Australian planning system designed to inform planning policies and decisions throughout the State. The first State Planning Strategy was published in 1997 with a primary focus on land use planning.

Since then Western Australia has been shaped by population growth, the global economy, urbanisation, technology, climate change, and increased water and energy requirements. Prepared by the Department of Planning under the guidance of the Western Australian Planning Commission the second State Planning Strategy 2050 (SPS 2014) released in 2014 takes into account what is known about the future and sets a vision to 2050 based on a framework of planning principles, strategic goals and State strategic directions.

The State Planning Strategy envisages a doubling of Western Australia's current population to 5.4 million by 2056 and outlines the emergence of the State's North West (section in which the Shire of Halls Creek lies) and Mid-West sectors as hotspots for capital investment and their increasing contribution to Australia's gross domestic product.

In response this document seeks to better anticipate, adapt to and manage the drivers of change most likely to influence the future development of Western Australia. It outlines the Government's intention to undertake a collaborative approach in planning for the State's infrastructure, environment, food security, land availability, economic development, education, training and knowledge transfer.

The State Planning Strategy will be used by the Government as a basis to plan for and coordinate regional and urban infrastructure across the State; improve efficiency of infrastructure investment; and to facilitate the consideration of project approvals, delivery of services and urban land supply. It sets out key principles for the North West which are shown in the following table.



Table 2: State Planning Strategy key principles

<b>Community</b>	enable diverse, affordable, accessible and safe communities.
<b>Economy</b>	facilitate trade, investment, innovation, employment and community betterment.
<b>Environment</b>	conserve the State's natural assets through sustainable development
<b>Infrastructure</b>	ensure infrastructure supports development.
<b>Regional development</b>	build the competitive and collaborative advantages of the regions.
<b>Governance</b>	build community confidence in development processes and practices.

The Strategy sets out the following statements for sustained prosperity for the North West:

*Harmony needs to be achieved between conservation of the region's unique environment and opportunities for economic development. This approach will celebrate Aboriginal culture in a remote region including sense of place and community spirit.*

### 10.1.1 Strategies and Actions relevant to the Shire of Halls Creek

The strategy considers WA in the context of three sectors. The northern sector includes the Pilbara and the Kimberley. The strategy acknowledges that the northern sector is rapidly gaining importance in national and global trade, investment and commerce, driven by increasing resource demand and that this will be enhanced by further economic opportunities, particularly tourism and agriculture. Mining, oil and gas enterprises will continue to support local supply chains.

Particular strategies of the SPS for the Kimberley included:

- achieving harmony between conservation of the unique environment and opportunities for economic development;
- importance of Halls Creek as a sub-regional centre to continue to develop a local construction industry and tertiary education facilities that lead to enhanced employment opportunities especially for the Aboriginal youth of the Shire;

- to attract and retain people in the region, through employment opportunities, and with access to a reasonable level of social services, including health and education;
- Development of resources, agriculture and tourism industries;
- Protection and management of cultural heritage and wilderness areas; and
- Expansion and redevelopment of the Halls Creek sealed airstrip for tourism, public services and to support the growth of the resource industry.

This local planning strategy is generally consistent with the principles identified in the SPS 2014.

## 10.2 State Planning Policies

State Planning Policies are prepared and adopted by the WAPC under statutory procedures set out in the *Planning and Development Act 2005*.

The WAPC and local governments must have 'due regard' to the provisions of State Planning Policies when preparing or amending local planning schemes and when making decisions on planning matters. The State Administrative Tribunal is also required to take account of State Planning Policies when determining appeals.

The State Planning Policies are set out in a hierarchy as defined in State Planning Policy No. 1: State Planning Framework Policy (SPP 1). Collectively, they provide the framework for planning policy in Western Australia.

The WAPC assesses local government planning schemes against the SPP 1 to ensure consistency with State and regional policies. Therefore it is essential that the local planning strategy and planning scheme have regard to the following key elements of particular relevance to the Shire of Halls Creek.

This section identifies those State Planning Policies most directly relevant to planning within the Shire of Halls Creek, and highlights the key areas of each policy that will require implementation at the local planning level. The most directly relevant policies are:

### SPP 1 State Planning Framework Policy (Variation 2)

The policy brings together State and regional policy strategies and guidelines within a central framework, providing a context for decision making in relation to land use and development across the State. There are several State Planning and other WAPC policies, which apply across the State and are relevant to the Shire. These are briefly outlined below.

## SPP 2 Environment and Natural Resources Policy

This is a broad policy that is supplemented by more specific policies. It details guiding objectives for water resources, air quality, soil and land quality, biodiversity, agriculture and rangelands, minerals, petroleum and basic raw materials, marine resources and aquaculture, landscapes, greenhouse gas emissions and energy efficiency.

### SPP 2.4 Basic Raw Materials

While this policy is not specific to areas outside of Perth and adjoining areas, the main objectives of identifying and protecting the location of land for the extraction of basic raw materials is relevant to the Shire of Halls Creek. It has particular implications for road construction and maintenance. SPP 2.4 is currently under review.

### SPP 2.5 Land Use Planning in Rural Areas

The main objective of this policy is to protect rural land from incompatible uses by: requiring comprehensive planning for rural areas; making land use decisions for rural land that support existing and future primary production and protection of priority agricultural land, particularly for the production of food; and providing investment security for the existing and future primary production sector.

The policy also has as an objective to promote regional development through provision of ongoing economic opportunities on rural land; to promote sustainable settlement in, and adjacent to, existing urban areas; to protect and improve environmental and landscape assets; and to minimise land use conflicts.

### SPP 2.7 Public Drinking Water Source Policy

This policy seeks to protect public drinking water supply areas (PDWSAs). The Department of Water has developed three priority water source protection areas in the Shire of Halls Creek, to ensure that land use and development within these areas is compatible with the protection and

management of public drinking water resources. The policy requires priority areas to be shown as 'special control' areas in local planning schemes.

### SPP 2.9 Water Resources

This policy aims to protect, conserve and enhance water resources that have significant economic, social, cultural and/or environmental values. It also aims to assist in ensuring the availability of suitable water resources to maintain living environments, while maintaining or improving water resource quality and quantity.

The Better Urban Water Management Guidelines (October 2008) document produced by the WAPC was been designed to facilitate better management of urban water resources by ensuring an appropriate level of consideration is given to the total water cycle at each stage of the planning process. It clarifies the process for better urban water management as to when various plans should be prepared and submitted to mitigate risks in subdivisions. It also provides guidance on the implementation of the State Planning Policy 2.9.

## SPP 3 Urban Growth and Settlement

This is a broad policy that is supplemented by more specific policies. It details guiding policy measures for creating sustainable communities, managing urban growth across Western Australia, planning for liveable neighbourhoods, co-ordinating services and infrastructure, managing rural-residential growth and planning for Aboriginal communities.

### SPP 3.1 Residential Design Codes

The Residential Design Codes detailed in this policy assist with planning for residential development. This policy is incorporated in all Western Australian local planning schemes; requiring councils to take into account its content when considering approvals for residential development.



The R-Codes allow for a local government to adopt local planning policies addressing any of the design elements in recognition of a regional circumstance. In the case of the Shire of Halls Creek, climatic conditions are an obvious influence that could justify a variation from the R-Codes as written. Prior to adopting any local planning policy varying the R-Codes, the Council would be required to provide a full justification of the proposal to the WAPC and obtain its approval to proceed, as required under clause 7.3.1 of the codes.

### **SPP No. 3.2 Aboriginal Settlements**

This policy sets out the planning processes to be followed when considering land use development or change in Aboriginal settlements.

Layout Plans are developed under State Planning Policy No. 3.2 in consultation with large permanent communities. They show the location of existing buildings and infrastructure and where future development will take place. The relevant community council, local government and the WAPC must endorse a Layout Plan before it is considered final.

Layout Plans have been endorsed for the towns of Warmun (Turkey Creek) and Wirrimanu (Balgo), and the settlements of Kundat Djaru (Ringer Soak), Kupartiya (Bohemia Downs), Lamboo Gunian (Koongie Park), Mindibungu (Billiluna), Mingalkala, Moongardie, Mulan (Lake Gregory), Wurrenranginy (Frog Hollow), Yiyili (including Girriyoowa (Pullout Springs), Ganinyi, and Kurinyjarn). A draft Layout Plan has been developed for Yarrunga (Chinaman Garden).

The Department of Planning has prepared guideline documents to support SPP 3.2. The guidelines provide a practical, equitable and easily understood platform for the coordination and prioritisation of housing and infrastructure development in Aboriginal settlements in Western Australia. An objective of the document is to ensure that housing and infrastructure development is targeted to settlements that can provide a high standard of living for residents; and which maximise the returns to government and settlement residents from current and future investment. The guidelines provide certainty for the residents of remote Aboriginal settlements regarding the delivery of housing and infrastructure and associated service standards.

Current Layout Plans can be viewed on the Department of Planning website at [www.planning.wa.gov.au](http://www.planning.wa.gov.au).

### **SPP No. 3.4 Natural Hazards and Disasters**

This policy is based on the premise that the most effective strategy for reducing the long-term impact of natural hazards is to integrate hazard mitigation into the land use planning process. Natural hazards include flood, severe storms and cyclones, storm surge, tsunami, bush

fires, landslides and earthquakes. Several of these are of particular relevance within the Shire of Halls Creek as outlined below.

The policy's objectives are to; include planning for natural disasters as a fundamental element in the preparation of all statutory and non-statutory planning documents; and through use of these planning instruments, to minimise the adverse impacts of natural disasters on communities, the economy and the environment.

#### **Flood**

Proposed development on a floodplain is considered acceptable with regard to major flooding as long as it does not produce an adverse impact on surrounding development and it has an adequate level of flood protection.

Land uses in flood prone areas should exclude development that would obstruct floodways. Floodplain mapping should be based on the 1 in 100 year flood, with land use and development controls applying to the floodplain for such an event. All habitable, commercial and industrial buildings should have floor levels above the level of such a flood.

#### **Severe Storms and Cyclones**

The policy confirms the requirements in the Building Code of Australia regarding structures being required to be able to withstand cyclonic winds and rain.

#### **Bushfire Prone Areas**

The policy incorporates by reference the provisions and requirements of the new State Planning Policy 3.7 Planning in Bushfire Prone Areas and the accompanying Guidelines for Planning in Bushfire Prone Areas (WAPC, December 2015). SPP 3.7 directs how land use should address bushfire risk management in Western Australia. It applies to all land which has been designated as bushfire prone by the Fire and Emergency Services (FES) Commissioner as highlighted on the Map of Bush Fire Prone Areas.

### **SPP No. 3.5 Historic Heritage Conservation**

This policy, gazetted in May 2007, sets out principles of planning for conservation and protection of the State's historic heritage. The policy does not apply to Aboriginal heritage (except where Aboriginal heritage places or areas are entered in the State Register, a local Heritage List or are located within a designated area) or to natural heritage (except where natural heritage forms part of a place of historic cultural heritage significance), as these are protected by other legislation. Aboriginal heritage is subject to its own legislation.

The objectives of the policy are to: conserve places and areas of historic heritage significance; ensure that development does not adversely affect the significance of heritage places and areas; ensure that heritage significance at both the State and local levels is given due weight in



planning decision-making; and provide improved certainty to landowners and the community about the planning processes for heritage identification, conservation and protection.

The policy explains that municipal inventories, required under the *Heritage of Western Australia Act 1990*, do not have statutory force and effect in terms of planning controls but inclusion of places in a Heritage List under a Scheme with Model Scheme Text provisions provides that statutory force. A Heritage List may include all or some of the places on a municipal inventory.

#### **Development control principles**

The Policy sets out eleven development control principles which should be applied in considering planning applications relating to a place or area on the State Heritage Register, a heritage List or a heritage area designated under a local government planning scheme.

#### **SPP No. 3.6 Development Contributions for Infrastructure**

This policy sets out the principles and considerations that apply to development contributions for the provision of infrastructure in new and established areas.

The policy sets out the standard development contributions for infrastructure applied by the WAPC on the subdivision, strata subdivision, or development of land. It provides a consistent, accountable and transparent system for local governments to plan and charge for development contributions over and above the standard provisions through the preparation of development contribution plans.

Infrastructure and facilities that may be subject to developer contributions include roads, public transport, water supply, sewerage, electricity, gas, telecommunications, drainage, open space, schools, health, community and recreational facilities.

Local governments can also seek contributions for the capital costs (not ongoing operation or maintenance costs) of community infrastructure.

The policy defines community infrastructure as 'the structure and facilities which help communities and neighbourhoods to function effectively.

It is critical that the 'need and nexus' between the proposed development and the infrastructure subject to developer contributions can be demonstrated before developer contributions can be required.

New development and associated population within the Shire of Halls Creek will put pressure on existing utilities and community infrastructure. The Shire proposes to introduce developer contribution requirements in accordance with this policy.

#### **SPP 4.1 State Industrial Buffer (Amended) (draft)**

The main objective of this policy is to avoid land use conflict between industrial uses and essential service infrastructure as well as sensitive land uses. It also aims to minimise amenity, health and environmental impacts of industrial and essential infrastructure development and takes account of risks to nearby sensitive land uses. To achieve the objectives, the policy provides guidance on determining appropriate buffer distances. The SPP is currently under review and an amended draft policy has been advertised for public comment.

There are several uses within the Shire of Halls Creek including the sewerage treatment plant, the airport, refuse and waste disposal site, the water tower and production bores that require the identification of buffer zones. At present these uses are some distance from sensitive development (e.g. residential), but the identification of a buffer within the local planning strategy is important to guide future land use planning decisions. This policy is currently under review.

#### **SPP 5.4 Road and Rail Transport Noise and Freight Considerations in Land use Planning**

This policy aims to promote a system in which sustainable land use and transport are mutually compatible.

The objectives of this policy are to: protect people from unreasonable levels of transport noise by establishing a standardised set of criteria to be used in the assessment of proposals; protect major transport corridors and freight operations from incompatible urban encroachment; encourage best-practice design and construction standards for new development proposals and new or redeveloped transport infrastructure proposals; facilitate the development and operation of an efficient freight network; and facilitate the strategic co-location of freight handling facilities.

It should be noted that the policy and these guidelines apply to proposals for new noise-sensitive developments, new railways or major roads, major redevelopments of existing railways or major roads, and new freight handling facilities. The policy and guidelines do not apply to noise from existing railways or major roads in the vicinity of an existing noise-sensitive land use, or an increase in traffic along an existing railway or major road in the absence of a major redevelopment.

#### **Development control policies**

The WAPC's operational or development control policies sit within the structure established under the State Planning Strategy and State Planning Policy No.1 State Planning Framework. Examples of development control policies that are relevant to planning within the Shire include:

- DC1.1 Subdivision of land – General principles
- DC1.2 Development control – General principles
- DC 1.3 Strata titles

- DC 2.2 Residential subdivision
- DC 2.3 Public Open Space in Residential Areas
- DC 3.4 Subdivision of rural land
- Liveable Neighbourhoods (Operational Policy).

A complete list and the full texts of State Planning Policy, development control policies and associated planning bulletins can be found online at [www.planning.wa.gov.au](http://www.planning.wa.gov.au).

## 10.3 Regional Planning Context

### 10.3.1 Kimberley Regional Planning and Infrastructure Framework

The WAPC has established Regional Planning Committees across Western Australia with a diverse membership including representation from State and local government, industry, Aboriginal groups and the wider community.

The first task of these committees was the preparation of Planning and Infrastructure Frameworks for each region.

The Kimberley Regional Planning and Infrastructure Framework (KRPIF) defines a strategic direction for the future development of the region over the next 25 years. The KRPIF has been developed in response to the desire by the community, stakeholders and government (at all levels) for a stronger decision-making context across the region, particularly the need for greater coordination of activities and management relating to existing and emerging land use patterns. The Framework identifies a range of strategic initiatives to help achieve comprehensive regional planning whilst having due regard to the region's natural environment, heritage and culture.

The frameworks aim to encourage and facilitate population growth and economic development over the next 25 years. It is recognised that this growth will need to be managed to reduce impacts on the region's natural resources and environment while also respecting the connection to country by Traditional Owners and the rights and interests afforded under the *Native Title Act 1993*.

The KRPIF recognises the need to capitalise on the region's comparative advantages and promote diversification of the economy.

These strategies are essential for encouraging and facilitating population and economic growth across the region to 2040.

In summary, key strategies include:

- having due regard to known heritage and native title interests and constraints;
- measuring and understanding population growth;
- defining a clear settlement hierarchy;
- focusing on land supply and known development constraints;

- providing affordable housing and greater housing choice;
- diversifying and expanding the economy;
- timely provision of strategic economic, community services, transport and utility infrastructure;
- access to higher standards of education, health, recreation and other community services;
- reducing impediments to investment;
- adequate planning to ensure a secure water supply;
- having due regard to the region's Aboriginal and non-Aboriginal heritage; and
- conserving the environment.

### 10.3.2 Kimberley Science and Conservation Strategy

The Kimberley Science and Conservation Strategy (KSCS) was prepared by the Department of Environment and Conservation and endorsed in 2011. It recognises the unique and significant natural and cultural values of the region and delivers a coordinated suite of large-scale practical initiatives to conserve the Kimberley's unique character, create training and employment opportunities for Aboriginal people, and promote social and economic development in the region.

The top five outcomes of the KSCS include:

- The establishment of Kimberley Wilderness Parks, which will be the State's largest interconnected system of marine and terrestrial parks covering more than 3.5 million hectares.
- A new landscape approach to conservation to manage fire, introduced animals and weeds.
- Training and employment for Aboriginal rangers.
- Investing in knowledge and making information accessible.
- A major boost to nature based tourism.

The State Government has committed an initial \$63 million over five years to implement the recommendations of the KSCS. It is envisaged that complementary investment will be sought from Commonwealth government, industry and community groups. Partnerships with other groups, including non-government organisations, research organisations and other stakeholders will also be sought to assist in achieving the recommendations of the Strategy.

### National Parks

The Shire of Halls Creek has within its municipal boundary, a world heritage site, Purnululu (Bungle Bungle's) which is also one of two national parks, the other being Wolfe Creek Crater National Park.

## Traditional Aboriginal Knowledge and Indigenous Protected Areas

There are two declared Indigenous Protected Areas within the Shire of Halls Creek; Paruku and Warlu Jilajaa Jamu.

Indigenous Protected Areas (IPAs) are an initiative that supports Traditional Owner aspirations to protect cultural and natural assets for future generations. Their management utilises both traditional and western scientific knowledge to achieve the best outcomes for the environment and the community. IPAs do not restrain land tenure; rather they are a management tool for environmental, cultural and economic benefits of such areas of land.

Management practices include weed and feral animal control, fire management, revegetation, wildlife monitoring and protection.

In terms of land use planning, the IPA management plans should be taken into account as part of the decision making process, similar to coastal, wetland, flora and fauna, traffic and noise management plans.

The information presented in the IPA management plans, can assist in the integration of Aboriginal knowledge within land use planning. The program provides opportunities to incorporate additional information that is presented in the IPA management plans to inform the decision making process.

The goals of the IPAs are to support:

- Aboriginal land owners to develop, declare and manage these areas as part of Australia's National Reserve System;
- Aboriginal interests to develop cooperative management arrangements with Government agencies managing protected areas (joint management); and
- the integration of Aboriginal ecological and cultural knowledge with contemporary protected area management practices.

## Joint Management Agreements

In addition to IPA's, the CALM Act 1984 was amended in March 2012 to provide greater opportunity for the joint management of land. Joint management is a cooperative, legal arrangement between the Western Australian Government (represented by DPaW) and one or more other parties to manage land or waters in Western Australia based on recognition, mutual respect and goals.

Joint management of lands, where the CALM Act 1984 would not normally apply, allows DPaW to enter into arrangements with Aboriginal people, private landowners, the Minister for Lands, a lessee (including pastoral lessees), local Shires or a vested body or a body with the care, control and management of an area.

## 11 MUNICIPAL PLANNING CONTEXT

Sections of the *Local Government Act 1995* relevant to the preparation of the local planning strategy for the Shire of Halls Creek are:

- Section 5.56 (Planning for the future) – requires that all local governments are to plan for the future of the district.
- Section 1.3 (Content and intent) – requires that a local government, in carrying out its functions, including a plan for the future of the district as set out under Section 5.56, must use its best endeavours to meet the needs of current and future generations through an integration of environmental protection, social advancement and economic prosperity.

### 11.1 Shire of Halls Creek Strategic Community Plan

As required by the *Local Government Act 1995*, the Shire of Halls Creek has prepared a strategic plan, entitled Shire of Halls Creek – 10+ Year Strategic Community Plan. This plan covers the period 2013 – 2023.

This Strategic Community Plan outlines the long term vision, values, aspirations and objectives, based on the input provided by the community. The Strategic Community Plan will be regularly monitored, reviewed and updated to reflect the development of the Shire and the aspirations of all residents. A desktop review of the Strategic Community Plan is currently underway.

The plan has four key result areas:

**Social Objective: Vibrant and connected communities. We support cultural and language diversity.**

**Economic Objective: Our Shire region is prosperous and viable.**

**Environment Objective: Working together to care for country. Respecting the natural & built environment.**

**Civic Leadership Objective: Working together to strengthen leadership and effective governance.**



### 11.1.1 Desired Outcomes

#### Social

##### Objective

- Vibrant and connected communities. We support cultural and language diversity.

##### Desired Outcomes

- The quantity, quality, suitability and affordability of local housing options are increased.
- The capacity and range of comprehensive, culturally relevant and quality community services are improved.
- The quality of education and training opportunities (including early Childhood) are improved.
- To recognise the importance of Aboriginal land, language and culture to social, emotional and economic well-being.
- Our community has access to a wide range of passive and active recreation, cultural and sporting facilities, events, clubs and opportunities.
- Maintain a safe community and reduce crime levels.
- Our people are empowered with a stronger sense of social responsibility and community interdependence.
- Our community has access to appropriate transport networks and services.
- Improved access to communication technology.

#### Economic

##### Objective

- Our town and remote communities are prosperous and viable.

##### Desired Outcomes

- To develop, retain, expand and diversify local enterprise throughout the Shire.
- To increase the number of tourism businesses and range of tourism products and facilities, and raise the recognition of Halls Creek Shire as a significant tourism destination.
- To increase the number, quality and variety of employment and on-the-job training opportunities for local residents and skilled staff.
- To increase the number of skilled and experienced staff to meet the Shire's local employment needs.
- Sealing of the Tanami Road.
- Roads are maintained to a standard that meets the economic needs of local and regional economy.

#### Environment

##### Objective

- Working together to care for country. Respecting the natural and built environment.

##### Desired Outcomes

- Our natural and built environment is preserved and enhanced to ensure it is ecologically sustainable, healthy, clean and safe, as an asset to the community.
- Efficient and effective waste management.
- Halls Creek is an attractive, comfortable and welcoming place to live and visit.
- Caring for Country is an integral part of the Shire's natural and built environment.

#### Civic Leadership

##### Objective

- Working together to strengthen leadership and effective governance.

##### Desired Outcomes

- Capacity for effective governance is established, maintained and enhanced.
- Seek funding to achieve the desired outcomes of this plan.
- A strong and professionally developed Council providing effective advocacy for the Shire's interests.
- A well informed and engaged community that actively participates.
- A local government that is respected and accountable.
- Improved regional partnerships and effective collaboration to enhance service delivery.
- Improved business planning and performance.
- Quality staff.

## 11.2 Shire of Halls Creek Horizons Local Planning Strategy 2006

This local planning strategy was to provide a vision and action plan for growth and development in the Shire of Halls Creek over the next 10 – 15 years. It analysed existing and future key issues to assist Council in its land use and development decision-making. However, this LPS was for the townsite and surrounds of the Halls Creek and did not consider all the lands within the municipality.

In September 2012, the Shire of Halls Creek resolved to prepare a local planning strategy. Some of the issues that Council considered prior to this resolution were:

- Demand for additional residential and industrial zoned land.
- Implementation of State Planning Policy No.3.2 - Aboriginal Settlements.
- Native Title – resolution of local claims.

## 11.3 Local Planning Schemes

Town Planning Scheme No. 1 applies to the greater Halls Creek townsite area. The Scheme includes provisions in the Settlement zone that require development within Aboriginal settlements to be consistent with a Layout Plan (prepared in accordance with State Planning Policy 3.2 Aboriginal Settlements) that has been endorsed by the Community and Council. Once the Local Planning Strategy has been endorsed it is the intent of the Shire to review Town Planning Scheme No.1 to include all lands within the Shire.

## 11.4 Interim Development Order

The Shire of Halls Creek also uses interim development orders to manage development in areas of the Shire not covered by Scheme No. 1. Interim development orders allow Council regulatory control over activities within the area (outside the townsite) as defined in the order. The use and development of all land in this area requires the approval of the Shire of Halls Creek, except for public authority infrastructure and Shire land where development is in keeping with the vesting purpose or functions, and the land is owned or managed by the local government.

Extensions, alterations, renovations and maintenance to existing buildings and their surrounding area also are permitted, subject to no increase of floor space of such buildings without the prior approval of the Shire.

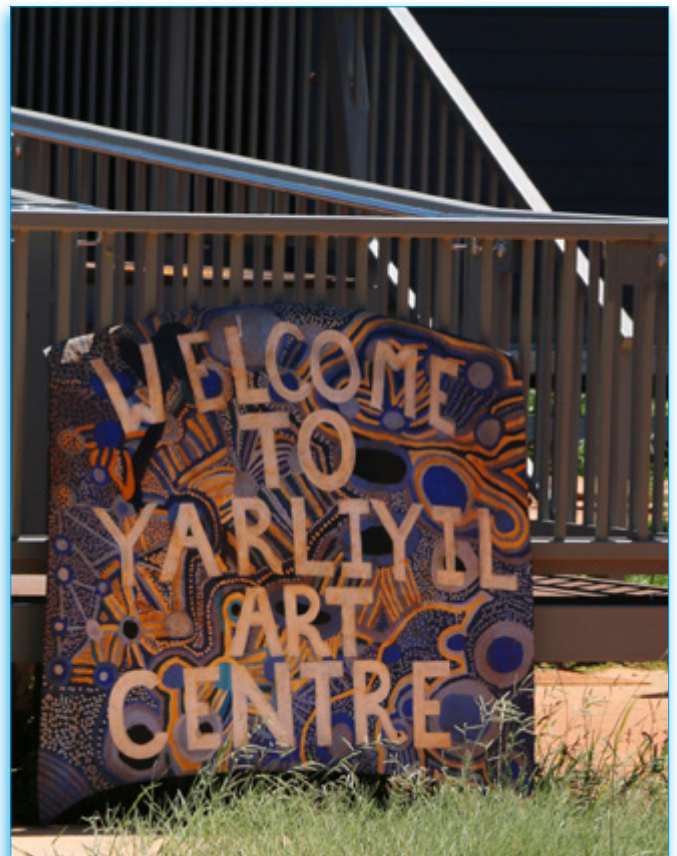
## 11.5 Municipal Heritage Inventory

The Municipal Heritage Inventory (MHI) was prepared as required by the *Heritage of Western Australia Act 1990* and has been adopted into TPS1 as the heritage list. It is intended that the list will also be adopted in a future local planning scheme as that scheme's heritage list, thereby giving statutory weight to requirements to consider conservation of the listed places in any proposed redevelopment that impacts upon them.

## 11.6 Halls Creek Tourism Strategy

The formulation of this Tourism Plan was instigated by the Shire of Halls Creek in October, 2010 to provide the framework and directions for the development of tourism as a significant economic and employment industry sector within the Shire of Halls Creek. Specifically, the Tourism Plan seeks to:

- evaluate the current status of the tourism sector, including marketing realities, current assets and challenges;
- identify development and growth opportunities;
- provide a set of recommended actions for a strategic approach to growing tourism over the next five years;
- specify future roles for both the Shire of Halls Creek and the local business community; and
- identify potential sources of funding assistance.



## 12. MUNICIPAL PROFILE

### 12.1 General

The Shire of Halls Creek is located in the north east Kimberley Region of Western Australia. It covers an area of 142,908 square kilometres. The Shire is bounded by the Shire of Wyndham-East Kimberley to the north, the State boundary of the Northern Territory to the east, the Shire of East Pilbara to the south and Shire of Derby-West Kimberley to the west. See Figure 3 for Location Map.

Land use and development within the Shire consists mainly of pastoral leases and Aboriginal communities. The southern part of the Shire is desert and salt lakes country, with the only settlements being remote Aboriginal communities.

The main townsite of Halls Creek is located centrally in the Shire on the Great Northern Highway, at its junction with the Duncan Road. The town functions as a service centre to numerous Aboriginal communities, pastoral stations and mining interests located within the Shire's boundaries. It also services the tourist population.

The economy of the Shire is primarily driven by mining, pastoral activities, tourism and government/ health/ community services. Although the population is relatively small, the rate of growth is amongst the strongest in the State. Council considers it essential to develop an action plan to address the future land use and development needs of its community.

### 12.2 Heritage

#### 12.2.1 Aboriginal history

Aboriginal people have lived in the Kimberley region for more than 30,000 years. Prior to European settlement the area that is now the Halls Creek townsite; once formed a boundary between the traditional country of the Djaru and Kija people.

Local knowledge as well as archaeological and anthropological studies confirm that Halls Creek was also a trading and meeting place for Aboriginal people as far away as Broome and Newcastle River in the Northern Territory.

The *Aboriginal Heritage Act 1972* (AHA) provides for the identification and protection of significant Aboriginal objects and sites throughout Western Australia. There are thousands of registered sites in the Kimberley region, particularly in areas disturbed by urban development and mining. It is estimated that there is a similar number of sites in more remote or less travelled areas.



Several sites in the Halls Creek townsite are registered under the AHA, while many more are registered around the rest of the Shire. Currently, the Department of Aboriginal Affairs Aboriginal Sites Register contains 831 registered heritage sites within the Shire.

The *Native Title Act 1993* recognises in Australian law that some Aboriginal people have rights in relation to lands and waters because they had those rights before European settlement. For native title to be recognised, Aboriginal groups must among other things, show that they have maintained their traditional connection to the land and water.

The Tjurabalan people received a determination in 2001, the Ngururrpa people in 2007, the Ngururra people in 2007 and 2012 and the Gooniyandi people in 2013, recognising traditional rights and interests over parts of the determination area in the western and south eastern portions of the Shire.

Other native title claims over parts of the Shire have been registered. It should also be noted that there are a number of other factors that will need to be addressed including land tenure especially lands pertaining to Part III of the *Aboriginal Affairs Planning Authority Act 1972* (AAPA).

#### 12.2.2 European Settlement

The first payable gold discovery in Western Australia was found at Halls Creek in 1885. Soon after this discovery the area became a prospecting ground to more than 15,000 people from all over the world.

Halls Creek became a fast developing town with a post office, two hotels, numerous humpies and a gold warden, to service the influx of prospectors. After 1887 many prospectors gradually drifted elsewhere as gold was discovered in other regions. Halls Creek's population fell to less than 2000 people.

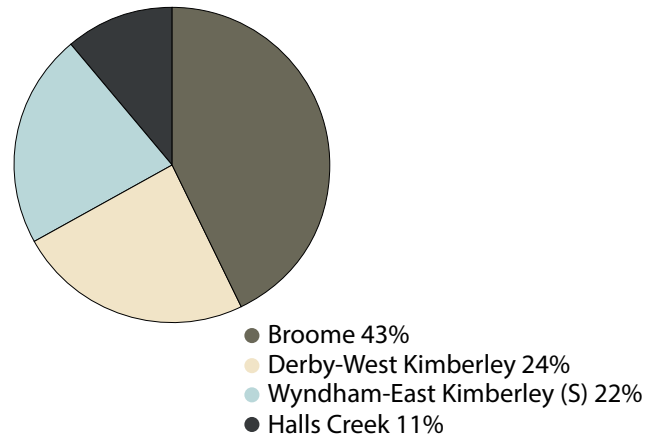




In 1949 the new township of Halls Creek was gazetted, 15km north west of the “Old Town”. The land was excised from the Moola Bulla pastoral lease and to this day is surrounded by a fence. The move allowed for expansion of the town onto less rugged terrain.

## 12.3 Population

There are significant demographic differences between the Aboriginal and non-Aboriginal population. The non-Aboriginal population of Halls Creek is similar to that of the broader Kimberley region. It is comparatively young, dominated by the 20-34 year age group, generally male and transient. It experiences a high population turnover linked to short-term employment opportunities. The Aboriginal population of Halls Creek is more stable than the non – Aboriginal population. It is more evenly distributed between males and females, with the majority of the population below the age of 25. There are large numbers of females of childbearing age and low numbers of people over 65.



**Figure 5: Proportion of population by local government area (2011) Kimberley region**

Source: ABS 2013

### 12.3.1 Current

The estimated resident population [ERP] of the Kimberley region at 30 June 2011 was 34,768. The region accounts for 1.6 per cent of the State's population. The region's population density is 0.3 persons per square kilometres (ABS, 2012).

Of the Kimberley's local government authorities, the Shire of Broome with 14,999 people accounted for the largest share (43%) of the region's 2011 population; followed by the Shire of Derby–West Kimberley with 8,435 people (24%); the Shire of Wyndham-East Kimberley with 7,798 people (22%); and the Shire of Halls Creek with 3,536 people (11%).

Local Government Area	2012
Broome	16,524
Derby/West Kimberley	9,556
Wyndham/East Kimberley	8,665
Halls Creek	4,105
Total Kimberley	38,850
Total WA	2,469,102

**Table 3: Estimated resident population by local government area**

Source: ABS 2013

Notes: Sourced from Regional Population Growth, Australia (Catalogue 3218.0) compiled by the Australian Bureau of Statistics and released 30 April 2013. The data is 'preliminary'.

The majority of the Shires' population live outside of the Halls Creek townsite. 2011 Census data estimates approximately 1500 of the Shire's 4100 people live in town. The remaining 2600 people live on communities and pastoral stations. As many people living in Aboriginal communities and on stations have close links to people in the townsite however, its population can be dramatically increased at times.

Urban centre locality	2011
Broome	12,766
Derby	3,261
Fitzroy Crossing	1,144
Halls Creek	1,443
Kununurra	4,573
Wyndham	787

**Table 4: Population by Urban centre locality in the Kimberley**

Source: ABS 2012

Notes: This data is based on Usual Place of Residence. This population data was published as part of the second release of data from the 2011 Census of Population and Households (released by the ABS in November 2012). Data has been calculated using the Urban Centre Locality spatial extent.

Aboriginal settlement	2011
Bidyadanga	595
Balgo	508
Kalumburu	467
Looma	374
Bardi	334
Warmun	297
Djarindjin-Lombadina	245

**Table 5: Population of major towns in the Kimberley**

Source: ABS 2012

Notes: This data is based on Usual Place of Residence. This population data was published as part of the second release of data from the 2011 Census of Population and Households (released by the ABS in November 2012). Data has been calculated using the Urban Centre Locality spatial extent.



Wirrimanu located in the south of the Shire is the largest Aboriginal settlement with a population that varies between around 500-600 people. Warmun located in the north of the Shire has a population of between 400-500 people. Mindibungu, Kundat Djaru, Mulan, Yiyili and Mardiwah Loop all have permanent populations of more than 100 people.

Some of the larger pastoral stations in the Shire include Springvale, Moola Bulla, Nicholson, Flora Valley, Ruby Plains and Sturt Creek. The permanent population of these stations is small, but substantially increases during mustering season (March to November). For example, Moola Bulla usually employs 35 additional people during mustering season.

While the majority of the Shire's population live outside of the townsite, it is expected that most of future development will continue to take place in the townsite. This reinforces the nature of the Halls Creek townsite as a service centre for both the Shire wide population and the broader region.

### 12.3.2 Growth scenarios

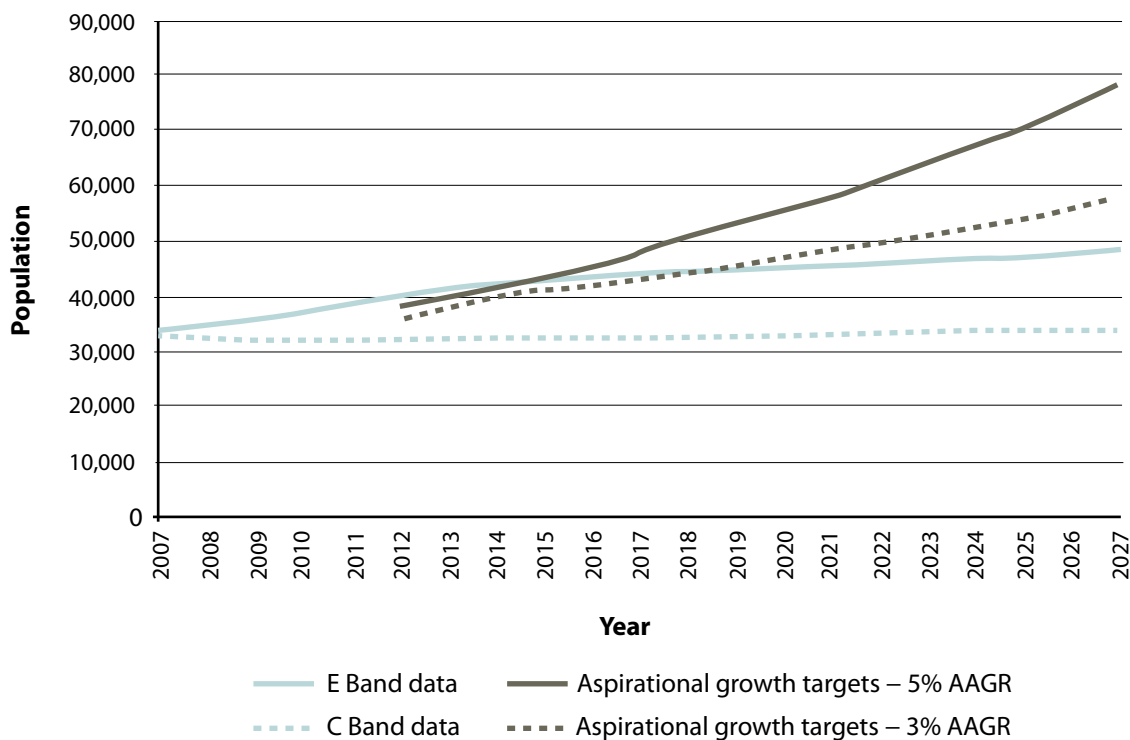
#### Forecasts

In early 2012, the WAPC in its capacity as the State Demographer released a new edition of its *Western Australia Tomorrow* publication. This publication provides updated population forecasts for the State's regions (including the Kimberley) and local government areas, such as: the Shires of Broome, Derby West-Kimberley, Wyndham-East Kimberley, and Halls Creek between 2011 and 2026.

The data published in *Western Australia Tomorrow* is referred to as 'forecasts', which have been calculated using an internationally accepted statistical model that utilises past and emerging trends in key demographic variables, such as: birth/ death rates and net in/out migration to determine probable future growth scenarios. Typically, the trajectories of these forecasts 'smooth' as they progress into the future due to reduced certainty about the input variables. This accounts for the flattening of the trend line apparent in Figure 6.

#### Aspirational growth

The Kimberley Regional Planning Committee has set indicative, aspirational targets for population growth to 2036. These aspirational targets apply constant rates of growth for each of the region's urban centres across the framework's time horizon. In effect, aspirational scenarios define an 'end point' that may be reached by defining and imposing regional or locally-specific strategies to achieve a desired end goal. The aspirational growth targets as defined by the Planning Committee for the town of Halls Creek is 3-4% whilst Towns and Settlements have a target of 2.2% which is natural growth.

**Figure 6: WA Tomorrow forecasts and aspirational population growth scenarios**

Source: Western Australia Tomorrow (WAPC 2012). Kimberley Regional Planning Committee Aspirational Population Growth Rates (KRPC 2012)

Notes: Due to lack of current data aspirational targets (3% AAGR and 5% AAGR) have been calculated for the whole region rather than on a locality-by-locality basis. This data should be read as 'indicative' only and is likely to overestimate the population given that the growth rates have been applied across the whole region.

It is expected that the impetus for both the aspirational growth scenarios and forecasts will be driven by progressive expansion and diversification of the region's economy over the next 25 years. This will need to be accompanied by detailed strategies to retain population in the region, including:

- development of employment opportunities;
- provision of high quality education and health services;

- implementation of infrastructure (e.g. transportation routes, ports, airports and utilities) to allow people to capitalise on the region's comparative advantages; and
- creation of quality urban environments that can support increased population.

Given the young population in the Shire of Halls Creek and the relatively high Aboriginal birth rate the Shire is also expecting that a significant proportion of its growth will also come through natural increase.

**Table 6: Halls Creek – aspirational population growth scenarios 2011-2036**

year	2011	2016	2021	2026	2031	2036
<b>3%</b>	1,443	1,673	1,939	2,248	2,606	3,021
<b>4%</b>	1,443	1,756	2,136	2,599	3,162	3,847
<b>5%</b>	1,443	1,842	2,350	3,000	3,829	4,887

Source: KRPC 2012, ABS 2012

Notes: Base population figures are those published as part of the second release data from the 2011 Census of Population and Households (released by the ABS in November 2012). Data has been calculated using the Urban Centre Locality spatial extent.



### 12.3.3 Settlement hierarchy

Achieving population targets is likely to require significant change within many of the region's urban places. To provide direction for future development a settlement hierarchy has been determined based on:

- current population and expectations about future growth;
- current and future economic opportunities; and
- current and future capacity requirements of infrastructure.

In a practical sense, the hierarchy will provide guidance to State and local government agencies and the private sector in regard to future commitments, particularly for land use and infrastructure planning.

One important feature of the hierarchy is the integration of the larger Aboriginal settlements into the 'Towns' category. It is undesirable to consider these settlements separately as many of these places already provide a comprehensive range of services in support of their respective populations. There is a high likelihood of considerable growth in the Aboriginal population, which will make planning for future of these settlements essential.

#### Halls Creek

The Kimberley Regional Planning and Infrastructure Framework has identified the town of Halls Creek as a sub-regional centre. The characteristics of a sub-regional centre can be compared to other larger and smaller settlements across the region a 'Sub-regional centre' can be described as a place that has:

- medium level rates of current population growth;
- medium levels of future growth potential (forecast and aspirational);
- private and public schools, local hospitals, local administrative centres;
- district and local commercial activities; and
- medium levels of current and future demand for housing and land (residential, commercial, industrial).

#### Population growth

- in 2011, the estimated resident population of the Halls Creek town site was approximately 1,443 people;
- 74 per cent of the town's population is Aboriginal;
- the 'E-Band' forecast published in Western Australia Tomorrow show that the population of the Shire of Halls Creek in 2026 will be 4,000; and
- according to the Kimberley Regional Planning Committee's aspirational growth scenarios, an annual growth rate of between 3-4 percent Halls Creek's population may increase to between 3,020 and 3,847 people by 2036 (Figure 4 and Table 6).

### Economic development and employment drivers

Future economic development and employment opportunities in Halls Creek are expected to be realised from the town continuing to provide a centre for government/health/community services and as a support centre to surrounding mining, pastoral and tourism activities.

#### Towns

The Kimberley Regional Planning and Infrastructure Framework has identified that when compared to other larger settlements across the region, a 'Town' can be described as a place that has:

- growth that occurs at natural rates (regional average 2.2% AAGR);
- (in most towns) local reticulated water, wastewater and electricity services;
- community infrastructure to meet direct local needs – primary school, aged care facilities, health services for the local community, local administrative centres; and
- localised commercial and industrial activities.

The following urban places have been designated as 'Towns':

- Warmun (Turkey Creek); and
- Wirrimanu (Balgo).

It should be noted that these 'towns' are not necessarily gazetted as a 'townsite' under the *Land Administration Act 1997*, but demonstrate the same characteristics as other gazetted 'towns'.

This identification reflects the State Government's ambition to 'normalise' these communities and highlights the need for equitable provision of services and infrastructure to these communities comparable to those associated with other Kimberley towns.

#### Population growth

These settlements have comparatively significant populations and, in most instances, act as 'hubs' that service the region's Aboriginal populations (Figure 1a).

These settlements are serviced by self-contained utility infrastructure networks and provide some community services to their respective inhabitants. Housing within these places is provided by various programs that are funded to varying degrees by the Federal and State governments.

### Economic development and employment drivers

At the present time, these towns support some economic development and employment opportunities although this may change in the future. As outlined in Section 5, identification of opportunities to promote growth in these settlements is seen as a key future growth strategy that will mean greater opportunities for the Aboriginal population.

**Table 7: Towns – aspirational population growth scenarios 2011 – 2036**

	2011	2016	2021	2026	2031	2036
Bidyadanga	595	663	740	825	919	1,025
Balgo	508	566	631	704	785	875
Kalumburu	467	521	581	647	722	805
Looma	374	417	465	518	578	644
Bardi	334	372	415	463	516	575
Warmun	297	331	369	412	459	512
Beagle Bay	285	318	354	395	440	491
Yungngora	283	328	380	441	511	575
Djaradjin-Lombardina	245	273	305	340	379	422

Source: KRPC 2012, ABS 2012

Notes: Base on 2.2% AAGR population figures are those published as part of the second release of data from the 2011 Census of Population and Households (released by the ABS in November 2012). Data has been calculated using the Urban Centre Locality spatial extent.

#### 12.3.4 Place of enumeration

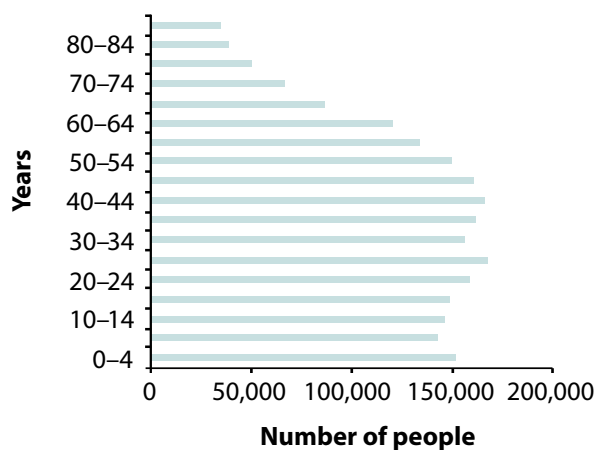
According to the 2011 Census, there were 1,322 visitors counted in the Shire of Halls Creek on Census night which was held in August which is the height of the tourist season. This equates to approximately 30 per cent of the population. These visitors were from within WA, interstate and overseas. This significant influx in population has implications for service provision in settlements.

#### 12.3.5 Age structure

The age structure of the Shire of Halls Creek is presented in Figure 7. A graph showing age structure for all of Western Australia is presented in Figure 8 for comparison purposes.

In summary, the following trends are apparent:

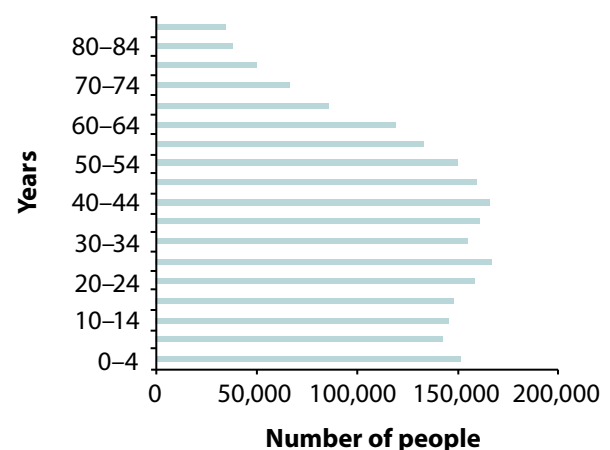
- 30 per cent of the Shire of Halls Creek's population is aged between 0 and 14 years of age compared to 19 per cent for the rest of Western Australia;
- Almost 50 per cent of the Shire of Halls Creek population is aged under 25 years of age compared to 40 percent for the rest of Western Australia; and
- 5 per cent of the Shire of Halls Creek's population is aged over 65 years of age compared to 12.5 per cent for the rest of Western Australia.



**Figure 7: Age structure (no. of persons) Shire of Halls Creek**

Source: ABS 2013

Notes: Based on Place of Usual Residence data published as part of the 2011 Census of Population and Households.



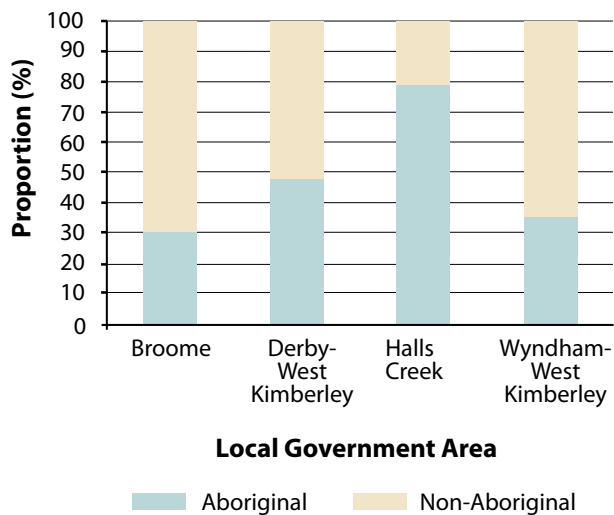
**Figure 8: Age structure (no. of persons) Western Australia**

Source: ABS 2013

Notes: Based on Place of Usual Residence data published as part of the 2011 Census of Population and Households.

### 12.3.6 Aboriginality

The Australian Bureau of Statistics estimates that 3.5% of people in Western Australia and 47.3% of people in the Kimberley are Aboriginal and/or Torres Strait Islander Australians. For Halls Creek however, it's estimated that 84% of the population are Aboriginal and/or Torres Strait Islander Australians.



**Figure 9: Proportion of population that is Aboriginal/non-Aboriginal**

Source: ABS 2013

### Aboriginal disadvantage

There is a considerable gap between Aboriginal and non-Aboriginal persons in respect to social and economic well-being across the Kimberley (Table 8).

In summary, the Aboriginal population when compared to the non-Aboriginal population has:

- lower median age;
- less life expectancy (for both males and females);
- significantly less persons engaged in mainstream employment;
- substantially less weekly income; and
- smaller rate of home ownership.



**Table 8: Indicators of Aboriginal disadvantage Source**

	Aboriginal	Non-Aboriginal
Median age	22	35
% population under 15	35.50%	19.40%
Life expectancy (males)	67	79
Life expectancy (females)	73	83
Labour force preparation	41%	76%
Weekly income	\$227	\$727
Average individual income	\$36,886	\$51,994
Home ownership	15%	42%
State community housing as a proportion of rentals	88%	40%
Average household size	4.2	2.3

Source: CME (2011)



## 12.4 Built Environment

### 12.4.1 Housing

The provision of adequate housing in the Shire of Halls Creek is a challenge for a number of reasons including:

- a high rate of new family formation particularly in the Aboriginal population;
- the supply of low-cost public housing and rental accommodation not keeping up with demand;
- the dispersion of the Aboriginal population to smaller settlements that hinders the delivery of housing to these communities;
- very low level of development of private homes and private home ownership; and
- housing affordability resulting from the high cost of construction and market conditions.

The limited new housing stock exacerbates problems of overcrowding and use of sub-standard dwellings. Since the early 1990s, the Shire of Halls Creek has been identified as an area where Aboriginal housing needs remain unmet.

There are noted differences between the occupancy rates of Aboriginal and non-Aboriginal dwellings and between the townsite and outlying communities. This partly reflects a preference to live together with extended family, but also reflects the quality of the housing stock. The average occupancy rate in the Shire is six people per Aboriginal dwelling compared to five for non-Aboriginal dwellings. The figure for non-Aboriginal dwellings masks the notable differences between town-based and more remote Towns and Settlements.

#### Projected housing demand

Based on a three per cent annual population growth and without taking into account additional housing requirements to resolve overcrowding problems, the replacement of old housing stock and resource development driven population increases, it is estimated that an additional 110 houses will be required in the Shire in the next 15 years.

#### Future residential land and housing provision

In order to meet the need for additional residential land and housing in Halls Creek, a number of planning strategies are available:

- infill subdivision that allows existing landowners the opportunity to participate in the provision of housing, creating a variety of choice in housing types and tenures. Infill development is preferable to extending the development front as it makes better use of existing infrastructure (roads, water, sewerage, power);
- increase housing density;
- assess reserves within Towns and Settlements that are under-utilised for their purpose and may be suitable for residential use;

- upgrade the standard of housing stock through redevelopment; and
- provide a greater choice of housing product. Single residential dwellings currently dominate the residential housing stock in Halls Creek, although there is a wider range of dwelling structures (both formal and informal) in the smaller settlements.

In implementing these strategies, there is a need to balance the demands for additional housing and product choice with lifestyle and climatic factors. Separation between houses provides privacy, responds to an outdoor lifestyle and captures breezes. Possible social implications of having people living close together where occupancy rates are relatively high need to be considered.

Opportunities to adopt these strategies in Halls Creek are discussed below.

Most of the land to North West of the Halls Creek town centre being Lot 567 (known as the Blueberry Hill area) has been identified as future residential development by LandCorp. The area comprises 35 ha of potential developable land.

Further residential land has also been identified as part of the Bridge Street development. Stage 2A has approximately 7ha of developable land available.

Council have identified the current golf course as a possible further residential land release subject to the identification of land and relocation of the current golf course infrastructure. Land to the east of the current golf course and to the west of Blueberry Hill area also has potential for residential development.

Outside of the townsite the vast majority of land tenure is made up of pastoral leases, as well as Aboriginal Lands Trust [ALT] estates, conservation reserves (including an Indigenous Protected Area), unallocated Crown land [UCL] and service reserves. Residential and housing development within the Towns and Settlements is projected through Layout Plans.

### 12.4.2 Rural living

Rural Residential on lots of 1 hectare to 4 hectare as an alternative to the residential urban form is not generally associated with cost-effective service delivery and is often associated with land use conflict. SPP 2.5 (refer to 10.2) therefore has a general presumption against the provision of further Rural (Residential) Living areas. Where such areas exist each house is generally required to provide for its own basic services including water, sewer and energy provisions.

Accessibility to remote settlements developed as Rural Living off the beaten track is another major issue as considered above. This issue impacts on the mobility of people and their access to local and regional services.

Limited new areas for Rural Living have been identified within close proximity of Halls Creek townsite. Existing Rural Living lots can accommodate activities such as small scale horticultural activities, plant nurseries, and the keeping of horses.

The precincts of Mardiwah Loop and McBeath provide limited potential for expanding agriculture and horticulture activities due to the existing hydrogeology which restricts available water supply. The areas are essentially 'lifestyle' lots for spacious rural living with one dwelling per lot. Although they may be located within reasonable close proximity to the townsite, connector roads are important infrastructure to assist with the provision of local services to these remote locations.

#### 12.4.3 Short-term accommodation

People from outlying areas regularly visit the major service centre of Halls Creek to receive medical treatment, visit relatives, shop and holiday. They generally stay with family members or sleep rough in locations around the townsite. This contributes to overcrowding of existing houses. Provision of services for temporary visitors is a complex issue, not only related to land-use planning.

No hostel accommodation currently exists in Halls Creek.

The need for short-term accommodation is expected to increase in the future. Short Stay accommodation has been included as a possible use in several zones within the townsite including the residential, town centre, mixed use and tourist zones.

Layout Plans should make provision for a site that could cater for short-term or temporary accommodation associated with the school and/or the adjacent recreation complex in Warmun and Wirrimanu (Balgo).

#### 12.4.4 Construction workforces

Future development proposals associated with the resource sector brings the potential for construction workforces. Construction workforces have the potential to greatly impact a town, and can involve up to 3,000 people for a period of 2-3 years.

A number of suitable sites to accommodate construction workforces have been identified in Halls Creek including the temporary use of tourism zoned land. Development of lots in this area could provide ongoing benefits to the Shire post- construction, as public utilities will have been extended to the sites.

#### 12.4.5 Commercial land

Land zoned for Town Centre is located along the Great Northern Highway and Mixed Use is located to the west of the Duncan Road. There is sufficient land within this zone to cater for all foreseeable commercial uses, as a large part of the commercially zoned land is currently used for residential purposes.

A small number of spot re-zonings are recommended to cater for commercial opportunities based on their unique location, outlook, and in some cases, previous use.

Layout Plans should make provision for a site that could cater for commercial and mixed use enterprises.

#### 12.4.6 Industrial land

The Shire of Halls Creek is fielding increased enquiries for industrial land in a range of sizes and intensity of use. This is due in part to the cost associated with transport and logistics to centres further afield such as Broome, Derby, Wyndham and Kununurra in Western Australia and Alice Springs in the Northern Territory, and to increased mining and construction activity in the region. There is also a need to relocate some existing industry from land which is not zoned for industrial purposes. There is insufficient Industrial and Light and Service Industry land to cater for future expansion.

The Shire has identified land to the southwest of the town centre which can be planned for future Industrial land needs. Structure planning should be undertaken over the future industrial land to assemble industrial lots that meet industry requirements and provide suitable access and egress to the area.

#### 12.4.7 Long-term development options

This strategy has an outlook of 10-15 years; however, a long-term growth option needs to be secured for Halls Creek, which is likely to experience the greatest growth of all towns in the Shire.

Long-term townsite expansion will occur north of Great Northern Highway. As such, land has been allocated for future development in this area, subject to detailed structure planning and other investigations. The subject land has a variety of public and private ownership and significant land assembly would be required. It is not anticipated that this land would be required within 20 years.

A large rectangular portion of land west of the Halls Creek airstrip has been set aside for long-term industrial use.

### 12.4.8 Land ownership

Outside of the Halls Creek townsite the vast majority of land tenure is made up of pastoral leases, as well as Aboriginal Lands Trust (ALT) reserves, conservation reserves, unallocated Crown Land and service reserves.

### 12.4.9 Future urban development areas (FUDA) and Development investigation areas (DIA)

- FUDA 1** Blueberry Hill (Lot 567 Great Northern Highway / Roberta Avenue). This lot has residential development potential on a site of 35ha.
- FUDA 2** Nicholson or Yumali Block (Reserve 39518 Duncan Road). This land is located on the south eastern edge of Halls Creek townsite. The settlement is situated on a 7.3ha rectangular block, which is vested in the Aboriginal Lands Trust. The reserve also includes a 500-metre accessway to the Duncan Highway. This area has been identified as 'Future Development'.
- FUDA 3** Lundja or Red Hill (Reserve 37420). A 67.8ha area on the northern side of Halls Creek township, approximately 2km from the town centre. The Djaru name for Red Hill is Lundja. This area has been identified as 'Future Development'.
- DIA 1** Current Golf Course site (Reserve 33036 Roberta Avenue). This lot has residential development potential on a site of 28.6ha.
- The land to the north-east of the golf course site (Lot 511 DP 67205 part Reserve 23136) has potential for residential development on a site of 52ha
- DIA 2** Part of the land to the west of the Blueberry Hill area also has potential for residential development in the future – part of the much larger Lot 500 DP DP 64833.
- DIA 3** Part of the land to the west of the current Halls Creek airstrip has potential for Airport expansion in the future.
- DIA 4** Part of the land on the northern side of Duncan Road opposite Dehe Street has potential for a new golf course precinct.

## 12.5 Natural environment

### 12.5.1 Climate

Halls Creek Shire has a tropical semi-arid climate due to its location between the wetter northern regions of the Kimberley and the arid Great Sandy Desert to the south. While traditionally, Aboriginal people have recognised a variety of seasonal cycles, today local people commonly refer to the climate in two distinct seasons.

The "wet" usually from December to March when 80% of the annual rain falls, and the "dry" usually from May to October when it is typically dry for long periods. Two transitional periods are also recognised. One before the onset of the "wet" called the "build-up" and another before the "dry" often called the "change" when rain and clouds become less frequent.

The annual average rainfall for Halls Creek is 531mm though there can be considerable variation. During the wet season the temperatures exceed 35°C and cyclones can develop off the Kimberley coast. Halls Creek is far enough from the coast to escape the destructive winds, though strong gusts may be experienced along with flash flooding.

### 12.5.2 Regional geology

The Shire of Halls Creek covers diverse geological terranes which are summarised as follows.

The Halls Creek region has a complex geological history dating back more than 2.5 billion years. The oldest rocks were formed in the Tanami area with the deposition of sedimentary rocks and the outpouring of volcanic rocks. A continental collision uplifted and eroded the oldest rocks between 1.80-1.83 billion years ago, with sedimentary rocks being deposited in the Speewah Basin. Sedimentary rocks were then deposited in the Kimberley Basin by a major river system flowing from the north. These sedimentary rocks now underlie much of the Kimberley Plateau. Over the last 1.8 billion years, the Kimberley has periodically become geologically active with evidence of further deposition in basins and folding and faulting of the resultant sedimentary rocks.

In the Neoproterozoic, between 700 and 600 million years ago, the Kimberley was subjected to glaciations. The resulting glacial deposits and evidence of the passage of ice sheets are well preserved.

About 550 million years ago, the Halls Creek Fault in the east Kimberley became active as part of a system of wrench faults on which relative movement is horizontal. This was followed by outpouring of extensive flows of basalt lava before establishment of shallow seas in the Cambrian period (540 to 490 million years ago) when the variety of life living within oceans grew significantly. Many fossils of this period have been preserved.



About 375 million years ago, during the Devonian period, seas deepened and a series of barrier reefs began to form. The reefs fringed three sides of a land mass formed by the Kimberley Plateau. On the fourth side, the Halls Creek Fault again became active and sediment eroded from active fault scarps to form the sandstones and conglomerates seen in the Bungle Bungle Ranges and at Hidden Valley. A period of glaciation between 310 and 270 million years ago during the Permian period affected much of Australia and sedimentary rocks buried the Devonian reefs. Deposition of sandstone, siltstone and conglomerates in shallow seas and rivers has continued through to the present in the Canning Basin and areas around the present day Bungle Bungles and Osmond Range.

### 12.5.3 Regional topography, waterways and vegetation

The topography of the Shire is generally flat to undulating. Sandstone cliffs and steep slopes have formed along the Halls Creek Fault at the western end of the Osmond Range due to the presence of more resistant rocks on one side of the fault than the other. At China Wall, quartz veins along the fault have resulted in the formation of a ridge as the softer rocks on either side have been eroded away. The unusual circular form of the Mackintosh Hills is due to weathering of a layered intrusion with some layers more resistant to weathering than others whilst the beehive

shapes of the Bungle Bungles are the result of deep weathering and erosion of sandstones and conglomerates. The Wolfe Creek Crater on the edge of the Great Sandy Desert was formed by the impact of a large meteorite about 300 000 years ago.

Within the Shire boundaries there are many regionally and nationally significant waterways and wetlands including the Ord and Fitzroy River and their tributaries, Lake Gregory [Paruku] and the Sturt Creek floodplain. The management of waterways both within the Shire and State-wide, needs to be consistent with Department of Water policy.

Vegetation is generally sparse mainly consisting of grasslands and open grassy woodlands. Trees and shrubs dominate the banks of waterways. The iconic boab tree grows all throughout the Shire, but particularly in the central to northern parts. The *Environmental Protection Act 1986* administered by the Department of Environment regulates the clearing of native vegetation.

### 12.5.4 Halls Creek townsite geology

The area around the Halls Creek townsite consists mainly of red and black soil plains. There is an extensive low flat area consisting mainly of black soils next to and including part of the racecourse. Black soil is not uncommon in the Kimberley region, but is generally avoided for development due to problems with drainage and stability. The black soils overlie felsic volcanic rocks to the west of the Highway Fault (which runs roughly beneath the Great Northern Highway) and sedimentary rocks including mudstone, siltstone and sandstone to the east of the fault in the Black Bob Hills.

### 12.5.5 Halls Creek townsite topography, waterways and vegetation

The topography of the townsite is flat to undulating, with a general elevation of about 400 Australian Height Datum [AHD], generally sloping from west to east and towards watercourses. There are also areas of rocky outcrops that can reach heights of 450 AHD and the sandstone ranges of Black Bob to the south east that rise to 460 AHD.

Two main waterways meet on the north eastern side of the townsite creating a major floodway and drainage system. One of the waterways flows north westerly between the main townsite and Mardiwah Loop, while the other waterway flows south westerly around the airport. Flooding can occur in these areas, although no formal flooding information for the townsite has been produced to date.

Soil cover around the townsite is generally thin and stormwater runoff from heavy flash downfalls is rapid. Within the central part of the townsite, many open drains and drainage reserves have been developed for disposing large amounts of stormwater quickly.





### 12.5.6 Areas of Significance

There are a number of national parks, nature reserves and indigenous protected areas within the Shire of Halls Creek. There are also unmanaged areas with significant features. These include:

- Purnululu National Park
- Wolfe Creek Meteorite Crater National Park
- Paruku [Lake Gregory] Indigenous Protected Area
- Warlu Jilajaa Jumu Indigenous Protected Area
- China Wall
- Sawpit Gorge
- Nyarna – Lake Stretch
- Gogo fossil sites

In mid-2003 Purnululu National Park became the 15th World Heritage Listing in Australia, being listed for its outstanding natural and heritage values. The World Heritage Committee also noted its rich Aboriginal culture spanning over 20,000 years.

### 12.5.7 Built Heritage

The Shire's Municipal Heritage Inventory was produced in 1995; it is out of date and in need of review. Nonetheless, within the Shire there are a number of important heritage buildings and places, these include:

- Old Town Halls Creek including the Post Office
- Old Trackers Hut in Halls Creek townsite (now listed on the Department of Aboriginal Affairs Heritage Register)
- Old Turkey Creek Post Office Building
- Old Homestead Buildings on Pastoral Stations e.g. Flora Valley Homestead
- Old Ord River Station Cemetery
- Mt Bradley Mine
- Various wells on the Canning Stock Route

There are a total of six operations for BRM in the Shire in DMP's MINEDEX database and the majority of these are gravel and sand deposits.

All these areas warrant consideration in the strategy for long term use and protection from conflicting land uses.

### 12.5.8 Geoheritage

It is important to recognise in the Local Planning Strategy that there are seven Geoheritage sites within the Shire of which four are protected by Reserves. These Geoheritage sites are considered to be unique and of outstanding value within Western Australia and have significant scientific and educational values for the community.

Mining activities within or near Geoheritage sites are carefully managed by DMP to minimise impact upon their values, and it is expected that these sites be protected from other incompatible activities by relevant government agencies, including local government.

#### Geoheritage sites within the Shire

Name	Description
Wolfe Creek Crater	Meteorite crater, 1km across
Goat Paddock	Astrobleme
Bungle Gap	Devonian reef complex
Piccaninny Astrobleme	Elliptical astrobleme, 7km across, central deformation
Bungle Bungle Range	Geomorphology, excellent development of beehive weathering in sandstone
Osmond Creek, Ord River	Palaeontology, trilobite tracks well exposed on sandstone
Gogo fossil sites (5 sites)	Comprehensive fauna of excellently preserved fish.

## 12.6 Economic activity

The Kimberley region has a diverse economy. Mining, agricultural production, construction, tourism and retail trade are major contributors to the region's economic output. The Kimberley accounts for all of Western Australia's diamond output and produces approximately 90 per cent of the world's pink diamonds. Retail turnover continues to contribute strongly to the economy and tourism is expected to remain one of the region's major growth industries.

The Shire of Halls Creek is well positioned to capitalise on its proximity to the South East Asian market, providing potential opportunities for future growth and development. Some of the prospects include increasing trade links, developing irrigated agricultural land, maximising regional benefits from servicing the mining industry and developing adventure, nature and cultural based tourism.

### 12.6.1 Pastoral

The ABS reported agricultural production for the Kimberley at \$230 million in 2011-12, representing three per cent of Western Australia's total value. Livestock disposals (cattle and calves) accounted for 85 per cent of this total at \$195 million. The growth over the decade to 2011-12 is largely attributed to expansion of the beef industry, which originated from overland movement of cattle from the eastern States of Australia in the 1880s.

The industry is now one of the most established in the region. A dominant player on world markets, the steady rise in demand for safe and high-quality beef has served the sector well domestically and overseas, particularly the primary export market Indonesia. Cattle are exported through the Broome and Wyndham ports.

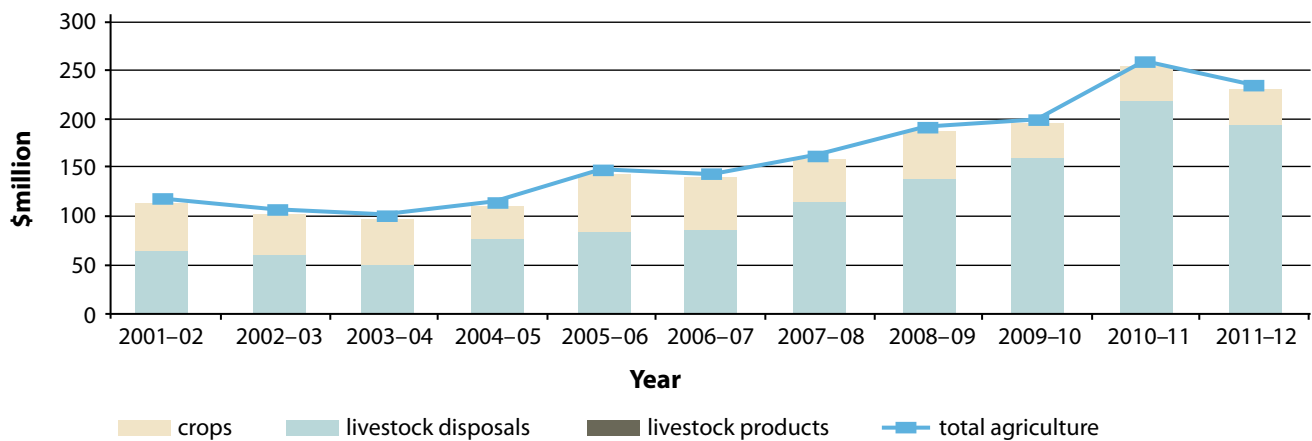
The Kimberley supports the largest number of cattle of any region in the State. 38 pastoral leases are located either wholly or partly within the Shire's boundaries, of which 12 are owned and operated by Aboriginal interests. Most of the cattle from the Shire are exported to Asia and the Middle East through ports at Broome, Wyndham and Darwin.

Industry of Employment	2011	2006
Health Care and Social Assistance	12.7%	15.0%
Education and Training	12.1%	8.9%
Public Administration and Safety	9.2%	13.5%
Construction	9.0%	6.8%
Retail Trade	7.7%	8.6%
Accommodation and Food Services	7.5%	7.1%
Other Services	6.7%	5.3%
Mining	5.8%	4.3%
Transport, Postal and Warehousing	5.7%	5.1%
Agriculture, Forestry and Fishing	4.7%	5.2%
Administrative and Support Services	3.6%	3.4%
Inadequately described/Not stated	3.4%	5.2%
Manufacturing	2.5%	3.3%
Professional, Scientific and Technical Services	2.4%	2.1%
Rental, Hiring and Real Estate Services	1.4%	1.4%
Wholesale Trade	1.3%	1.2%
Arts and Recreation Services	1.2%	1.0%
Electricity, Gas, Water and Waste Services	1.2%	1.0%
Information Media and Telecommunications	1.1%	1.1%
Financial and Insurance Services	0.7%	0.6%

**Table 9: Industry of Employment – 2006/2011 comparison**

Source: ABS 2011 and 2006 Census of Population and Housing usual residence





**Figure 10: Value of Agriculture**

Source: Australian Bureau of Statistics and Department of Regional Development

The *Land Administration Act 1997* provides for the development of alternative economic enterprises on pastoral leases through the issuing of diversification permits.

Pastoral Lands Board [PLB] records indicate that only one diversification permit is active in the Shire of Halls Creek. The permit relates to Mornington Station, which is mostly located within the Shire of Derby/West Kimberley and for the purpose of tourism. On this basis it would appear that the vast majority of pastoral stations in the Shire continue today to be used for pastoral purposes primarily.

### 12.6.2 Mineral and petroleum resources

The Shire is highly mineralized with over 1,500 mineral deposits and prospects of which eight are major mines and mining project as depicted in the list below. Mining prospects identified in the Shire include the following commodities; copper, lead, zinc, gold, silver, nickel, platinum group metals, tantalum, tin, tungsten, and rare earth metals.

A list of major operating mines in the Shire is as follows:

#### Shire of Halls Creek: major mining projects

Name	Commodity	Stage
Brockman 1 REE	Rare earths	Undeveloped
Panton	Chromite - platinoids	Care and Maintenance
Sandiego	Copper – lead – zinc	Undeveloped
Savannah Decline Portal	Nickel	Operating
Copernicus	Nickel	Operating
Mcintosh Flalke Graphite – Target 1	Graphite	Undeveloped
Wolverine	Rare earth	Undeveloped
Nicolson's Find Underground	Gold	Proposed

The south-western part of the Shire covers parts of the Canning Basin which is prospective for petroleum and shale gas while in the northeast of the Shire, the Ord Basin is considered to be prospective for shale gas.

### 12.6.3 Basic raw materials

Basic raw materials (BRM) are defined as a mineral when on Crown land, and hence the need for mining leases under the *Mining Act 1978* for basic raw material extraction on Crown land. On private property, basic raw material extraction and sale is authorised by the Shire through grant of Extractive Industry Licences. Extraction of basic raw materials is required for all new infrastructures (roads, telecommunications etc.) to be built in the Shire.

### 12.6.4 Tenements

There are 286 granted mining tenements and 67 pending mining tenements wholly or partly within the Shire. Most of the mining companies are targeting copper, lead, zinc, gold, silver, nickel, platinum group metals and rare earth metals.

There is currently considerable interest in petroleum exploration in the Canning Basin with four active petroleum titles and nine petroleum applications wholly or partly within the south-western part of Shire. In the northeaster part of the Shire two petroleum applications cover the Ord Basin

### 12.6.5 Tourism

The tourism industry continues to make a significant contribution to the Shire of Halls Creek economy. Major tourist attractions within the Shire's boundaries include Purnululu National Park, Wolfe Creek Crater National Park, Paruku (Lake Gregory) and the Canning Stock Route.

According to Tourism Western Australia, the industry attracted an average of 292,600 overnight visitors (to the Kimberley) annually between 2010 and 2012, of which 88 per cent were domestic tourists. In the same period, turnover was estimated at \$327 million per annum.

The Great Northern Highway and the Tanami Road play important roles in facilitating the movement of vehicle based tourists.

A significant growth area in the tourist sector is in Aboriginal tourism with tourists willing to pay a premium to learn approximately the history and culture of Aboriginal people and interact with Aboriginal communities. The communities in the Warmun and Mimbi areas operate several such tourism-related businesses.

Aboriginal art centres also make a significant contribution to the Shire's economy. Two art centres located in the Shire with international reputations, include Warlayirti Artists at Wirrimanu (Balgo) and Warmun Art. There are also art centres at Mulan and Yiyili along with a new facility in the town of Halls Creek itself for the Yarliyl Art Centre.

Approximately 30 per cent of visitors are business travellers, usually from, or on behalf of Government, to deliver services to remote parts of the State.

There are also land parcels within the town sites where tourism related business can locate. In Halls Creek's Town Planning Scheme No. 1 – Halls Creek townsite, four sites for tourism use are identified.

Tourism impacts upon the demand for and supply of infrastructure and services. Local government's provision of services such as rubbish removal, street cleaning, public landscaping, and public toilets etc. play a crucial part in maintaining the appearance and attraction of a tourist destination. The delivery of these key services during peak seasons however, may be difficult. Acquiring and keeping staff to cater for the peak season influx of tourists can be problematic.

### 12.6.6 Retail and commercial

Increased activity within the resources sector within the Kimberley and Halls Creek along with the increased government activity associated with Halls Creek growing function as a sub-regional centre will see a continued growth in demand for retail and commercial space.

Accessibility of the Towns and Settlements to Halls Creek is restricted by distance and by large parts of the district roads being unsealed. This impacts on the availability of products within these settlements and also limits the mobility of the customers. This means that the options in choice are very limited for customers living in or visiting these settlements.



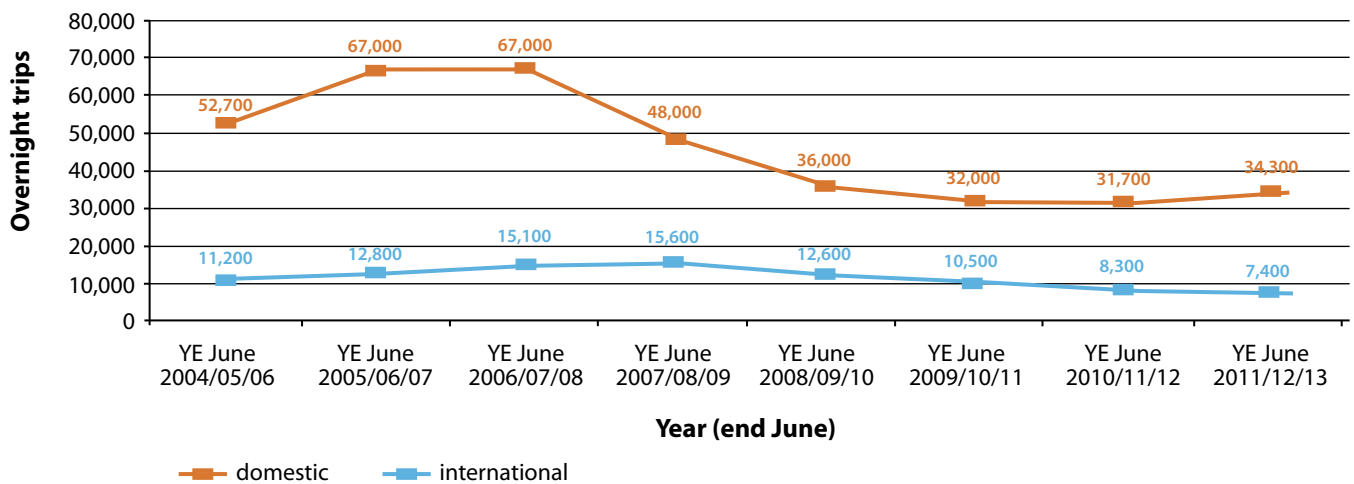


Figure 11: Halls Creek Visitation Trends

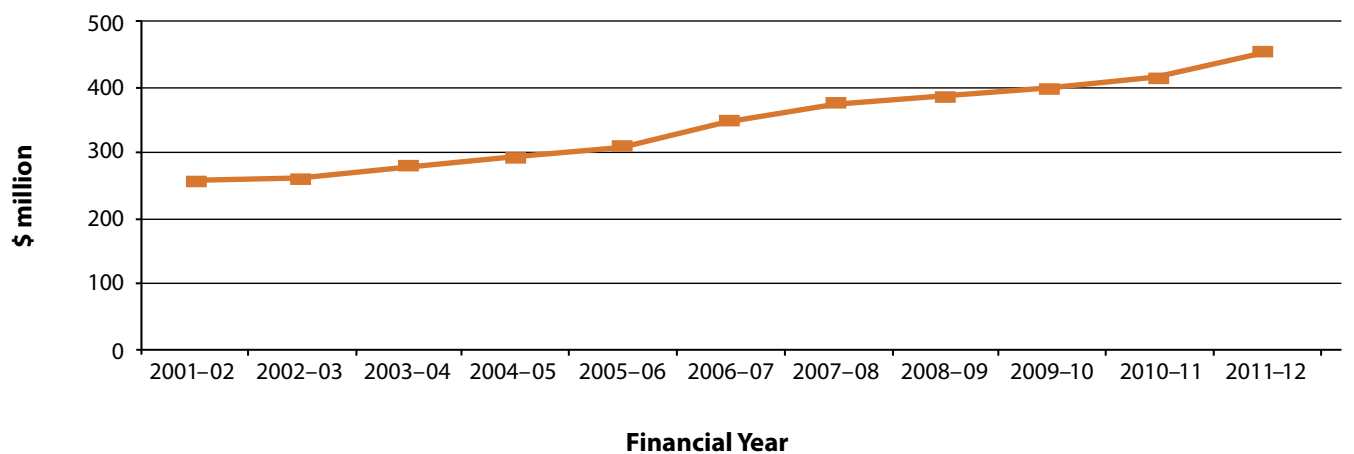


Figure 12: Estimated Retail turnover – Kimberley region

Source: Based on ABS State Retail Turnover. Regional estimates by the Department of Regional Development

The volatility and seasonality of the tourism season impact on the viability of small business in town.

Halls Creek also experiences an element of 'lifestyle business' wherein business owners are willing to forgo some profit by choosing to limit opening to certain times of the day and/or year. Although a legitimate lifestyle choice, it has implications for the availability of goods and services to the community and visitors, and may also affect the levels of activity within the town.

Redevelopment within Halls Creek townsite is essential to allow more supply to cater for future growth over the next 20 years and for the precinct to ascertain its future use as the principal retail activity and commercial centre of the town, the Shire and the region.

Beyond simply accommodating increases in retail demand, it is important to maintain a vibrant retail precinct, particularly given the importance of tourism locally. Retail precincts need to have a sense of place and become destinations in their own right, beyond simply a 'place to shop'. It is important that the townsite retail centre maintains and builds its vitality, which generally requires regular augmentations and updates.



### 12.6.7 Labour Force

Western Australia experienced a rise in employment levels over the last decade driven by population and industry growth, and international demand for raw material exports.

The Kimberley recorded its highest level of employment at nearly 17,700 persons in 2012-13, continuing the upward trend of the previous five years. The unemployment rate fluctuated over the decade to 2012-13, recording a low of 5.1 per cent in 2006-07 and 2011-12. Labour market conditions moderated over the 12 months to 2012-13 with some softening of employment growth and an increase in regional and State unemployment rates.

The 2011 ABS census reported social health care and assistance, and education and training as the largest employers, each employing more than 12 per cent of the workforce. The growth in employment can also be attributed to increased mining and construction activity and a growing tourism industry.

In the Shire itself however unemployment is high at 12.8% with the highest rates of unemployment found in the outlying communities. Youth unemployment (15 to 24 year olds) is 17% compared to a national average of 5.2%. It is also the highest youth unemployment rate in the Kimberley.

Improving the capacity of local people to participate in mainstream employment is a priority for the region.

## 12.7 Utility Infrastructure

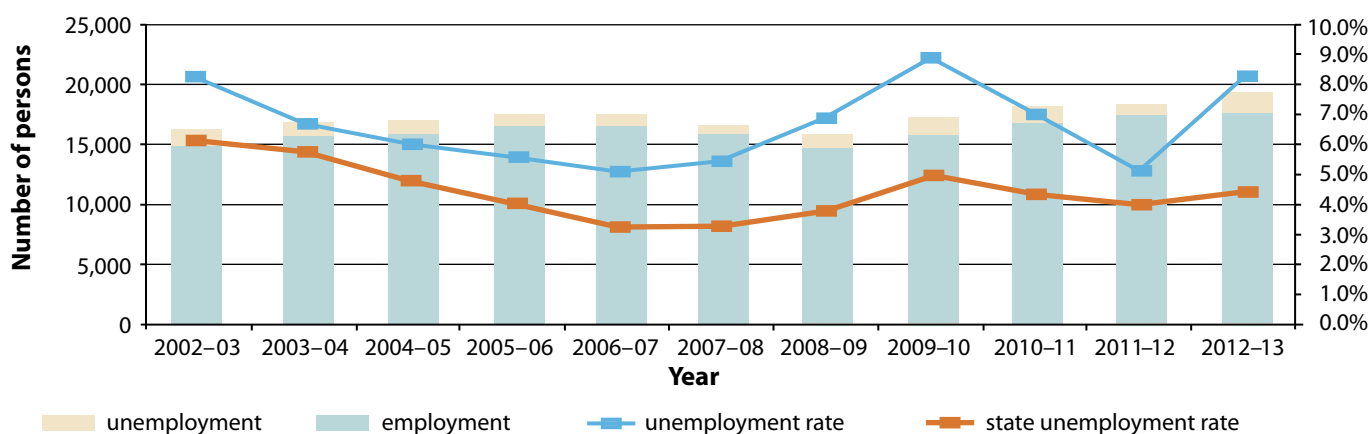
### 12.7.1 Water Resources

The key water resource assets within the Shire of Halls Creek are generally associated with groundwater or the seasonal flow of watercourses (surface water) during the wet season. This is typical of northern Australia where there is a large variation in rainfall throughout the year and a very high evaporation rate due to the high temperatures.

The existing Halls Creek Water Reserve was proclaimed in 2004 under the *Country Areas Water Supply Act 1947* following completion of the Halls Creek Water Reserve water source protection plan (Water and Rivers Commission 2002).

The Halls Creek town water supply is obtained from Water Corporation wellfields in two fractured rock aquifers; the King Leopold Sandstone and the Carson Volcanics (Department of Water 2006 and Water Corporation 2004).

Fractured rock aquifers are vulnerable to contamination from overlying land uses. Therefore, management of land use and development in the Halls Creek Water Reserve is necessary to protect water quality and to help protect public health.



**Figure 13: Labour Force**

Source: Department of Employment with additional estimates by the Department of Regional Development.

Note: Labour force is an average of the financial year's quarterly data

## Surface Water

There are very few examples of perennially flowing rivers within the Shire. The primary waterway catchment is that of the Ord River, Margaret River, Elvire River, Nicholson River and Sturt Creek.

Surface water generally moves across the landscape as sheet flow rather than through waterways that flow all year round. This has a strong impact on the landscape and requires consideration in terms of location of development and management of stormwater.

There are two significant wetland systems in the Shire. These are Lake Gregory and Nyarna – Lake Stretch.

Other wetlands in the Shire are recognised as having national conservation significance. These include the wetland systems within the Paruku IPA and Warlu Jilajaa Jumu IPA. Birrindudu (wetland of National significance) is located in the Northern Territory along the waterway of Sturt Creek which continues into the Shire of Halls Creek and feeding into Lake Gregory.

The Fitzroy River and its Tributaries Catchment Area and the north east area is part of the Ord River and Tributaries Catchment Area being proclaimed surface water areas under the *Rights in Water and Irrigation Act 1914*.

## Groundwater

Groundwater provides the main water source in the area. The Shire is located in the proclaimed Canning Kimberley Groundwater Area. The whole Shire falls within the Canning Kimberley proclaimed groundwater area.

The Halls Creek townsites water supply is obtained from a Water Corporation well field. The Water Reserves are shown on Maps 2 and 3. Groundwater is drawn from an aquifer located east of the townsites in the King Leopold sandstone ridges. The water supply is generally of good quality; it is chlorinated within the bore field and pumped to a 2,500 m<sup>3</sup> service tank. The Water Corporation's water allocation for Halls Creek is 0.7 GL per annum and the present usage is approximately 0.45 GL per annum (64%).

The Department of Environment [DoE] prepared the Halls Creek's Water Source Protection Plan in 2002 and subsequently reviewed the Plan in 2012. The Plan establishes the criteria for the Halls Creek townsites to manage the catchment of the public drinking water source. The Plan identifies three levels of priority for protection of the public drinking water source across the Halls Creek Water Supply Reserve. The aim of the priority areas is to protect current and future water sources and also to guide land use or development that could have adverse impacts on the quality of drinking water sources. The three levels of priority defined include:

**Priority 1 – (P1)** source protection areas cover land with the highest quality public drinking water sources and are used to ensure that there is no degradation of the water source. On this basis land development is generally not

permitted and P1 areas typically cover Crown land. The P1 area of the Halls Creek Water Reserve covers the outcrops of the King Leopold sandstone to the north of the Duncan Highway and an area to the south of the Duncan Highway, where the sandstone is not exposed. The P1 area is likely to be where the future expansion of the well field will take place.

**Priority 2 – (P2)** source protection areas cover land where low intensity development (such as rural living or special uses) already exists. They are used to ensure that there is no increased risk of polluting the public drinking water source. Protection of drinking water is a high priority in these areas. The P2 area of the Halls Creek Water Reserve covers the McBeath Special Rural area. In these areas some conditional rural living or special rural development is allowed. A number of non-rural unlawful uses have been established in this area, including semi-industrial operations such as a concrete batching plant.

**Priority 3 – (P3)** source protection areas cover land where water supply sources need to co-exist with other land uses such as residential, commercial and light industry. They are used to manage the risk of pollution to the public drinking water source. The P3 area covers the remainder of the Halls Creek Water Reserve as there are existing residential and commercial land uses and the area is not a key recharge area for the drinking water sources. Protection of P3 areas is achieved through management guidelines for land use activities.

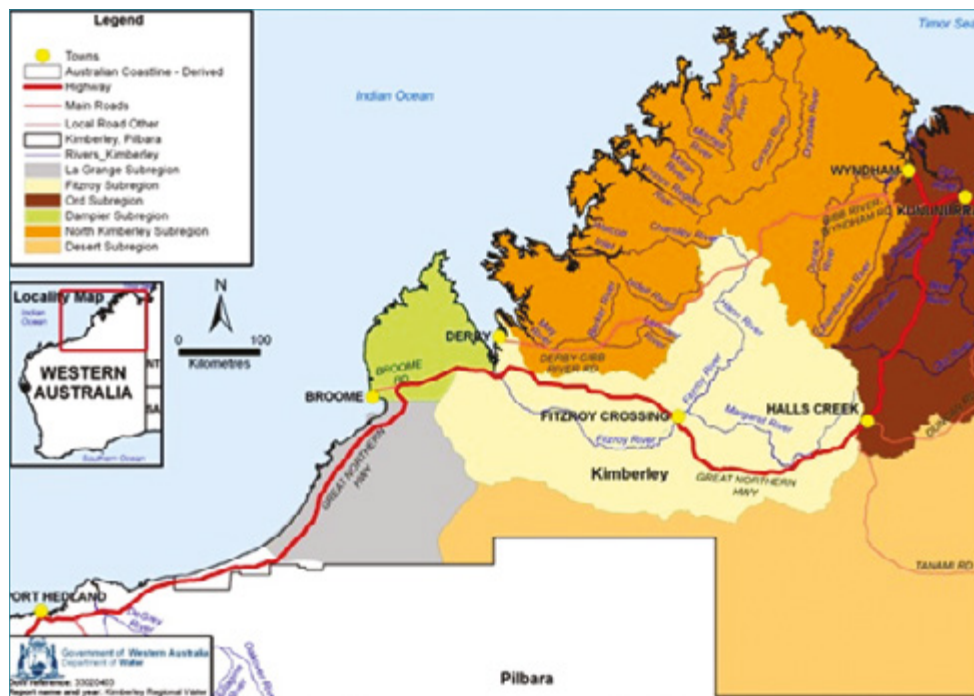
The DoW requires that circular wellhead protection zones of 500 metres radius in P1 areas and 300 metres radius in both P2 and P3 areas be established around each production bore.

A Public Drinking Water Source Area has been proclaimed over urban groundwater supplies for Halls Creek townsites. Water source protection plans have also been prepared for the communities of Billiluna, Mulan, Warmun and Wirrimanu (Balgo).

Groundwater aquifers used for water supply are generally recharged directly from rainfall, particularly from larger events, which makes them potentially vulnerable to contamination from inappropriate land use and affected by changes in rainfall patterns. The groundwater supply for many remote communities has the potential to be affected by inappropriate land use practices.

No changes to the existing water reserve boundary are proposed but the addition of any new bores will require new wellhead protection zones (WHPZ).

It should be noted that subject to further consultation, a priority 3 (P3) area may be assigned around the Burks Park Station homestead to reflect some existing buildings including the homestead.



**Figure 14: Kimberley regional water plan, showing six subregions**

Source: Department of Water

Future investigations will be required into the water source opportunities for irrigation in the Shire, and in particular the regions surrounding Margaret River and Flora Valley.

It will be important for any decision regarding allocation of groundwater to consider all users of the water including Traditional Owners for cultural purposes.

### 12.7.2 Wastewater management

The Halls Creek wastewater treatment plant is located south east of the main townsite off Duncan Road. Although the treatment plant is located within the Water Reserve, its operation is considered to pose little or no threat to water resources.

The capacity of the treatment plant is approximately 1,000 kilolitres per day and is currently at approximately 25 per cent capacity. Groundwater quality monitoring is undertaken in compliance with Department of Water's licence conditions. The Water Corporation requires an odour buffer of 500 metres around the treatment plant in order to minimise the potential for land use conflict, especially in terms of noise, odours and visual impacts.

Parts of the Halls Creek townsite are not connected to reticulated sewerage. The Shire of Halls Creek has continued to advocate for the Water Corporation to connect these areas through their infill sewerage program as opportunities have arisen.

Wastewater planning is recent (2011) and upgrades are needed. An upgrade to the wastewater treatment plant is required in the medium-term, therefore until the work is completed available capacity is a medium risk. Future land releases will need to be aware of possible servicing implications. In the long term it is preferable that the wastewater treatment plant be relocated outside the PDWSA.

Each town and settlement has its own separate systems which will need to be monitored to ascertain their operational capacity and maintenance standards.

### 12.7.3 Solid waste management

The Halls Creek solid waste disposal site is located approximately four kilometres west of the town centre with access from Great Northern Highway. The facility is owned and managed by the Shire of Halls Creek and is licensed by the Department of Environment Regulation.

The Shire expects that the solid waste disposal site is large enough to accommodate the townsite's needs for at least the next ten years.

Each town and settlement has its own separate systems which will need to be monitored to ascertain their operational capacity and maintenance standards.



#### 12.7.4 Energy

The Shire of Halls Creek has benefited from Horizon Power's East Kimberley power project to replace ageing power stations with more modern and energy efficient power supply and quieter facilities. A new power station was commissioned in 2008 and should meet the needs of Halls Creek townsite for the next 20 years.

The power stations at Halls Creek are fuelled by liquefied natural gas (LNG) sourced from near Karratha and transported to the power stations using purpose-built fleet of road tankers. The power station at Balgo and Warmun and other settlements are diesel-powered.

Energy to the Towns and Settlements is not supplied through an integrated/interconnected network. Service providers, provide 'isolated' and self-contained systems. Businesses, towns, settlements and tourism facilities generally are supplied by onsite generation capacity.

There is currently no reticulated gas supply within the Shire. All gas is transported in and stored in tanks and bottles.

#### 12.7.5 Telecommunications

The anticipated increase in the region's population will significantly increase demand for telecommunications infrastructure – phone cover and high capacity broadband. This is likely to be centred on existing towns such as Wirrimanu (Balgo) and Warmun, however all settlements have a need for improved services.

Therefore the objective is to provide modern information technology and telecommunications infrastructure that is secure, reliable and meets high performance standards to improve the accessibility and delivery of services and facilitates transactions and communications.

### 12.8 Transport Infrastructure

The predominant transport modes in the Shire of Halls Creek Towns and Settlements consist of motor vehicle, walking and cycling. A registered taxi service exists within the Halls Creek townsite and performs an important public transport function. A regular coach service provides transport to other major towns in the Kimberley region. A licensed school bus operates between the Towns and Settlements. Some Aboriginal corporations in the townsite own coaster buses for community and client use.

#### 12.8.1 Road

The strategic roads that service the Shire are the Great Northern Highway, Tanami Road and Duncan Road. These are the main networks that connect the Shire to other centres such as Broome, Derby, Fitzroy Crossing, and Kununurra in Western Australia, and Katherine, Darwin and Alice Springs in the Northern Territory. There are numerous other gazetted and informal roads/tracks that service towns, settlements, pastoral stations and recreational spots.

The Tanami Road and Duncan Road are not always passable during the wet season however pastoralists and Aboriginal people who live in Towns and Settlements along the roads use it year-round when the roads are open. Tourist traffic peaks during the months of May to October (dry season).

The establishment of Tanami Road as an all-weather road access for communities south of the Halls Creek (approximately 1,000 residents) is considered a priority. Sealing the Tanami Road would boost economic development in the Shire by increasing access for mining, tourism and pastoral activities. The general alignment of this road has been determined; however detailed design and heritage approvals would be required prior to construction.

The northern section of the Canning Stock route transects in the southern portion of the Shire. This road has importance as a tourism route between Halls Creek and Mullewa in the Goldfields region of Western Australia.



### 12.8.2 Air

The Shire of Halls Creek has one regional airstrip which is located on the south eastern fringe of Halls Creek townsite. It is utilised by a regular passenger service from Broome via Derby and Fitzroy Crossing, charter and tourist light aircraft and helicopters and the Royal Flying Doctor Service. A regular passenger service from Kununurra from Halls Creek is being investigated as are interstate connections to Darwin and Alice Springs. Airstrip infrastructure requirements need to be reviewed in line with any new passenger services.

There are also a number of airstrips that provide emergency access to Towns and Settlements, pastoral stations, conservation areas and mine-sites.



## 12.9 Community Infrastructure and Facilities

Growth in the Shire of Halls Creek population and potential expansion of Towns and Settlements will provide the impetus for establishing a higher threshold of community facilities and services across the Shire. The enhancement of these facilities and services will assist greatly in attracting and retaining residents and workers and their families and help build a strong sense of community.

It can be observed that Halls Creek has an undersupply of some infrastructure for its existing permanent resident population. Tourists and transient residents place additional demands on this infrastructure, though not all visitors and transient residents use all types of community infrastructure.

Ensuring that there is sufficient quantity and quality of community infrastructure is important to cater for the community's recreational needs.

### 12.9.1 Public Services

It is important to provide adequate appropriately located and zoned land for high quality public facilities that are easily accessible by residents of Towns and Settlements and are able to service all other Halls Creek residents and visitors (when needed).

### 12.9.2 Sport and recreation

The Halls Creek Civic Hall provides for a range of activities including performing arts, community gatherings and functions.

The Halls Creek Recreation and Aquatic Centre is the District recreational facility within the Shire of Halls Creek. It provides both a regional and local function in catering for all major sporting events within the Shire. Other sport facilities include Town Oval for football and cricket training. It also has a 25 metre swimming pool that is the only formal facility for swimming within the Shire.

The current golf course may ultimately be redeveloped for residential use, with an alternative course to be established.

Wirrimanu (Balgo), Warmun and Billiluna each have an oval and basketball court, whilst Mulan and Yiyili each have a basketball court. These facilities provide a slightly wider than local function by servicing the town and surrounding smaller settlements.

As an example, the people of Mulan are likely to use the oval facilities at the larger settlement of Wirrimanu (Balgo).

### 12.9.3 Cemeteries

There are limited formal cemeteries in the Shire of Halls Creek which can be utilised by all residents. Therefore it is imperative to identify new areas that can be used for cemetery purposes.

## ABBREVIATIONS

AHD	Australian Height Datum
CASA	Civil Aviation Safety Authority
COAG	Council of Australian Governments
DAA	Department of Aboriginal Affairs
DAFWA	Department of Agriculture and Food
DER	Department of Environment Regulation
DMP	Department of Mines and Petroleum
DoH	Department of Housing
DoL	Department of Lands
DPaW	Department of Parks and Wildlife
DoP	Department of Planning
DSD	Department of State Development
DSS	Department of Social Services
DoT	Department of Transport
DoW	Department of Water
ERP	Estimated Resident Population
HCWA	Heritage Council WA
HCLHHAB	Halls Creek Land, Housing and Heritage Advisory Board
ILUA	Indigenous Land Use Agreement
KDC	Kimberley Development Commission
KLC	Kimberley Land Council
LCDC	Land Conservation District Committee
LGA	Local Government Area
MRWA	Main Roads Western Australia
NNTT	National Native Title Tribunal
Shire	Shire of Halls Creek
TWA	Tourism Western Australia
WA	Western Australia
WAPC	Western Australian Planning Commission



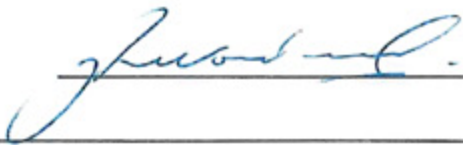
## PHOTO ACKNOWLEDGEMENTS

Page	Credit
i (L)	Wolfe Creek Meteorite Crater – Tourism WA
i (C)	Cattle Muster on a Kimberley Station 4 – Tourism WA
i (R)	Purnululu National Park – Shire of Halls Creek
1(T)	Cattle Muster on a Kimberley Station 3 – Tourism WA
1(C)	Aerial view of the Bungle Bungle Range – Shire of Halls Creek
1(B)	Cathedral Gorge in Purnululu National Park 3 – Tourism WA
2(T)	China Wall 2 – Shire of Halls Creek
2(C)	Old Halls Creek – Department of Planning
2(C)	Saw Pit Gorge – Landvision
2(C)	Road into Wolfe Creek Crater – Department of Planning
2(B)	Brolga's in flight – Landvision
4(T)	Welcome to Halls Creek sign – Shire of Halls Creek
4(C)	On the Tanami Road – Shire of Halls Creek
4(B)	Aerial Cattle Muster on a Kimberley Station – Tourism WA
5	Balgo Hills – Shire of Halls Creek
6(L)	Light Industry district at night – Pixel
6(R)	Halls Creek Aerodrome – Shire of Halls Creek
7	Lake Komaterpillar – Shire of Halls Creek
8	Paruku Indigenous Protected Areas Programme – Department of Environment (Cwlth)
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10	Paruku (Lake Gregory) – Shire of Halls Creek
13(L)	Halls Creek town aerial – Shire of Halls Creek
13(R)	Lake Gregory 2 – Shire of Halls Creek
14(L)	To Mindibungu (Billiluna) – Department of Planning
14(R)	Cathedral Gorge in Purnululu National Park 1 – Tourism WA
21	Interior view of the Mimbi Caves – Tourism WA
22(L)	Mary's Pool – Department of Planning
22(R)	Kundat Djaru (Ringer Soak) sign – Shire of Halls Creek
24	Wirrimanu (Balgo) church – Shire of Halls Creek
25	Marell Gorge – Shire of Halls Creek
28	Mulan – Shire of Halls Creek
31	Duncan Road lookout to the west – Shire of Halls Creek
34	Wolfe Creek Meteorite Crater – Tourism WA
35	Rodeo 1 – Shire of Halls Creek
37	Coyote mine Tanami Road – Shire of Halls Creek
40	Canning Stock Route – Shire of Halls Creek
41	Mindibungu (Billiluna) power generator – Shire of Halls Creek
42	Great Northern Highway – Shire of Halls Creek
43	Tanami Road – Shire of Halls Creek
48	Echidna Chasm - located in Purnululu National Park – Tourism WA
49(T)	Duncan Road – Shire of Halls Creek
49(C)	Scenic walk into the Mimbi Caves – Tourism WA
55(L)	Irrigated agriculture – Pixel
55(R)	Halls Creek housing construction – Shire of Halls Creek
61	Yarliyl Art Centre Halls Creek – Shire of Halls Creek
62	Balgo Hills – Shire of Halls Creek
63	Town walk totem poles – LandCorp
64	Warlu Jilajaa Jumu Indigenous Protected Areas Programme – Department of Environment (Cwlth)
68	Rodeo participation – Shire of Halls Creek
72	China Wall – Shire of Halls Creek
73(T)	Aerial view of the Bungle Bungle Range located in Purnululu National Park – Tourism WA
73(C)	Old Halls Creek Post Office – Heritage Council WA
76	Old Ord River Homestead – Heritage Council WA
81	At the crossroads - Tanami Road and Canning Stock Route – Landvision
82	Halls Creek townsite Aquatic and Recreation Centre – Shire of Halls Creek

**SHIRE OF HALLS CREEK**  
**LOCAL PLANNING STRATEGY**

**CERTIFICATION FOR ADVERTISING**

Certified for advertising by the Western Australian Planning Commission on  
14 April 2015



**COUNCIL SUBMITTED FOR APPROVAL**

Supported for submission to the Western Australian Planning Commission for  
endorsement by resolution of the Shire of Halls Creek at the Ordinary Council  
Meeting held on the 17 September 2015

  
SHIRE PRESIDENT  
  
CHIEF EXECUTIVE OFFICER

**ENDORSEMENT OF LOCAL PLANNING STRATEGY**

Endorsed by the Western Australian Planning Commission on 25 MAY 2016

  
DELEGATED UNDER S.16 OF  
THE PLANNING AND DEVELOPMENT ACT 2005