Commercial and Retail Property Analysis of Roebourne Town

DRAFT REPORT

Prepared for: Shire of Roebourne
Prepared by: Imani Development Austral

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Imani Development would like to thank all those persons and organizations that provided input into this study, and in particular the staff of the Shire of Roebourne, and the stakeholders in Roebourne town.

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1. Background

The Shire of Roebourne is undertaking a comprehensive Local Planning Strategy (LPS) process. Closely related is the current preparation of a Roebourne Townsite Structure Plan (RTSP). The draft report on the RTSP has been prepared and to compliment that study, there is a requirement to have an objective and independent perspective on the commercial and retail space in the town of Roebourne.

The town has faced a number of challenges in terms of the growth and viability of its commercial and retail offering and the Shire has a role to play in guiding future development.

There are a number of key aspects of the analysis that need to be undertaken:

- The current and future population of the town based on realistic projections and scenarios
- The estimated viability of commercial and retail operations based in Roebourne
- Assessment of projects in the pipeline and their contribution to potential retail and commercial demand - in particular new or planned housing developments in the Roebourne town area.
- Constraints or Drivers to growth – i.e. housing, population stability, disposable incomes, government services.

One key issue that requires further attention is the assessment of future population projections and the demographics of the population. The population trends are themselves affected by investment and job opportunities, living costs and provision of key services such as housing, health and community services.

The results of the study aim to provide the Shire with an accurate assessment of the future requirements for commercial and retail space in the town over the short, medium and long term.

2. Context

Roebourne is a former pastoral settlement and gold rush town in Western Australia's Pilbara region. It was established in the 1860s and the town went through various growth and decline cycles during the 20th Century, but with the establishment of Karratha in the 1970s as the primary centre for the Shire, the town has gradually declined in importance. It is 202 km from Port Hedland and 1,563 km from Perth, the state's capital. It prospered during its gold boom of the late 19th century and was once the largest settlement between Darwin and Perth.

In more recent times, with the rapid development of Karratha as the main town in the Shire and the shift from a pastoral economy to a mining one, Roebourne has seen a decline in many aspects, both real and perceived.

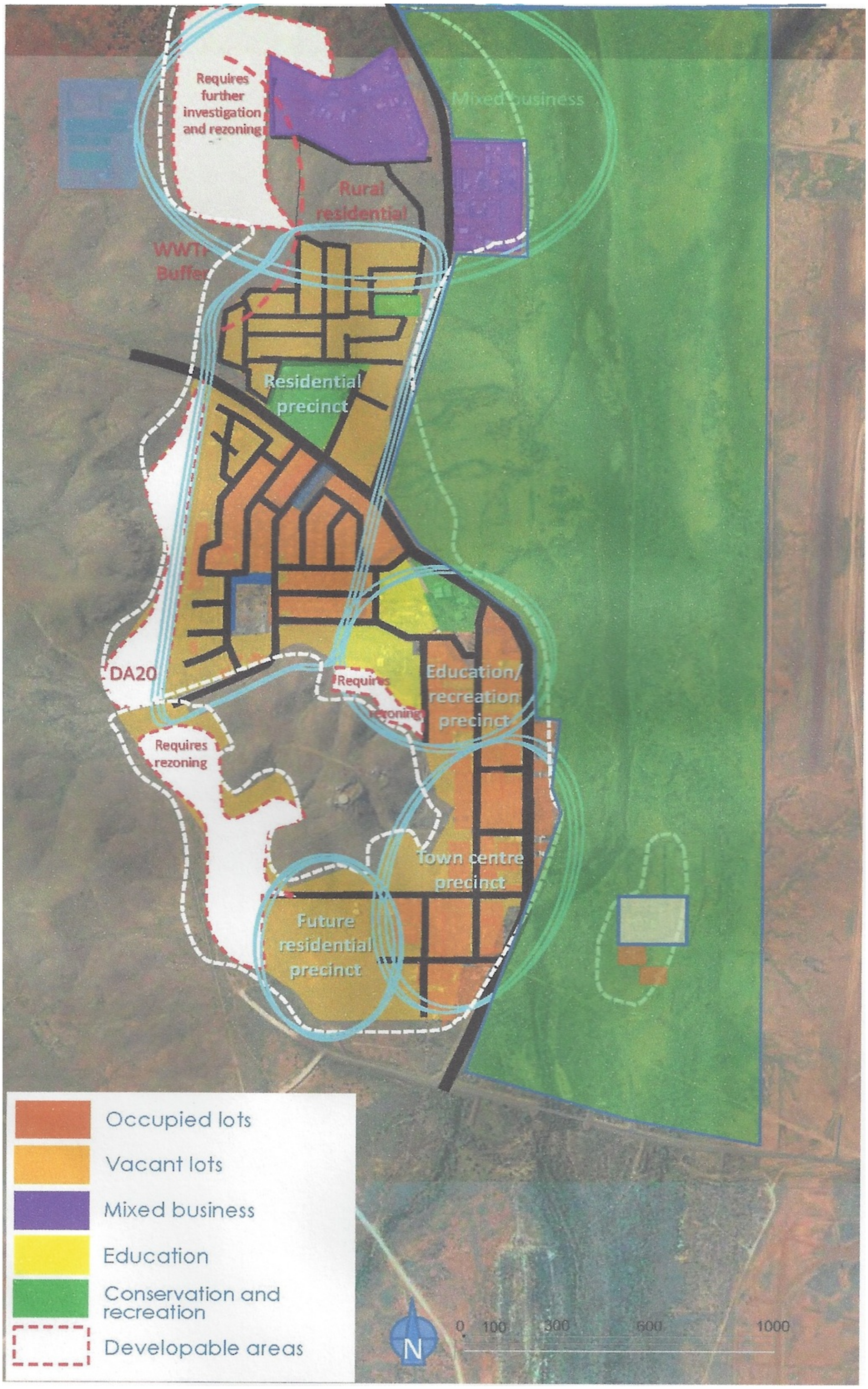
The area is home to the Ngarluma people, but many Yindjibarndi and Banyjima people previously from outlying stations also live in the town.

The town's education needs are met by the Roebourne School (1905), a K-12 school serving Aboriginal students. Roebourne also contains a small TAFE campus, which is part of the Pilbara Institute, library, youth centre and telecentre, as well as a small hospital. It also has two sports ovals, a public swimming pool and covered basketball courts.

It has significant heritage and historical value both for indigenous and Western cultures. Roebourne and Cossack are the only towns in the Shire with a number of natural stone constructed buildings that reflect the character and style of development in the late 1800/early 1900s.

This report should be read in conjunction with RTSP and therefore does not aim to duplicate the extensive information already contained in that report. Its scope is aligned to the area covered in the structure plan and it is in broad agreement with the vision and outcomes that are developed in the RTSP.

At a macro level the RTSP outlines the following conceptual framework for Roebourne and this assessment concurs with that framework as shown in the diagram below:



Source: Roebourne townsite structure plan, Essential Environmental, May 2013

3. Demographic Analysis

There are two key drivers for commercial and retail activities in a town such as Roebourne. The first is resident requirements and the second is visitor requirements.

3.1 Residents

Census Key Data for Roebourne Town

The demographics of Roebourne are as follows as per the 2006 and 2011 Census.
It is important to recognise that different geographical districts with similar names are used for Census data, as erroneous judgements can be made if reference is made to different areas of coverage without being explicit as to which area is being referenced.

The first broader geographical area is Roebourne (SSC) that covers the areas of Roebourne town, Point Samson, Cape Lambert and Cossack, but excludes Wickham: population of 1651. The census data for this area is as follows:

	2006	2011	% growth
People	920	1,410	53%
Male	466	916	196%
Female	454	494	9%
Of which Aboriginal and Torres Strait Islander	584	784	34%

The other geographical area is Roebourne (L) that only covers the urban centre being Roebourne town.

	2006	2011	% change
People[1]	857	813	- 5%
Male	437	433 (52 %)	-1%
Female	420	380 (48 %)	-10%
Median Age	32	33	
Households	198	212	

[1] Note total population in 2001 was recorded as 946 persons

Families	173	204
Average People Per Household	3.5	3.4
Median Weekly Personal Income	$293	$574
Median Weekly Household Income	$1,005	$1,512
Aboriginal and Torres Strait Islander % of total	524 (61%)	498 (62%)

Weekly household income at $1,512 is well below the Shire average that was $2,839, as is personal income, which was $1,555 for the Shire as a whole. Given the high cost structure of the Pilbara in general and the Shire in particular this points to significant relative income disadvantage for the residents of Roebourne.

The median individual income per week of Roebourne residents is well below the WA median, but the household income is comparable to the WA median, suggesting that more income earners live in the one household than is typical of WA.

There have been some informal observations that the census does not necessarily capture all of the Indigenous data due to various factors including the mobility of the population. Nevertheless the trend is apparent – while the district as a whole is showing some population growth, the population of the town has been static if not in fact declining over the same period of rapid population growth in the rest of the Shire (and in particular Karratha).

A key finding is that Roebourne town is getting close to its minimal required demographic to support any non-subsidised, substantive retail operations.

Much of the current population projections for the Shire have assumed some version of uniform distribution of population growth. In draft technical papers prepared for the LPS three growth scenarios have been synthesised, and for Roebourne town they can be summarised as follows:

Town	Population by 2021			Population by 2031		
Scenario	Low	Medium	High	Low	Medium	High
Roebourne	1604	6197	7655	5500	8500	10500

Source: LPS Population Demographic Analysis, July 2013

What is crucial to understand is that these figures are derived from mathematical models based on average estimated population growth across the Shire with low, medium and high growth assumptions. They do not reflect, in the case of Roebourne town, the actual evidence from census data. The risk is that the above projections are interpreted as given outcomes for future planning decisions.

Unless significant socio-economic change is implemented (as opposed to postulated in vision statements) the likelihood of Roebourne town achieving even the low growth scenario is in doubt.

3.2 Visitors

While the main highway that passes through Roebourne experiences very high traffic volumes these are predominantly resource industry or haulage related movements, with very little of this traffic stopping in the town and having any impact on the income spend in the town.

The more relevant impact is that of Tourist Visitors and here the situation is somewhat more stable and possibly presents a commercial opportunity. Roebourne Visitor Centre statistics report an average of 15,500 visitors per year – much of which are concentrated in the high season running from May through to October each year. At peak times over 300 visitors have been recorded per day. Considering the overall poor signage and lack of facilities in Roebourne town this is a significant number of what could be described as "keen" visitors.

However apart from fuel, indigenous art, basic supplies, and a small range of gifts in the Visitor Centre, there is practically nothing else on which to spend money in the town itself. The Centre itself has sales revenue of about $100,000 a year, which equates to an average of only $6 per visitor.

Shire of Roebourne Visitor Centre Statistics:

Location	Karratha VC Visitors	Roebourne VC Visitors
2007-08	45714	16560
2008-09	50101	13380
2009-10	43257	13371
2010-11	45014	15667
2011-12	40111	15512

4. Business Analysis: SWOT

<table>
<tr>
<td>Strengths

Central location between Cape Lambert/Wickham and Karratha
On main South-North tourist route
Significant heritage and indigenous culture
Location of some major Pilbara Aboriginal Corporations and Communities
Active Roebourne Community Group
Innovative youth programmes and nascent social enterprises
</td>
<td>Weaknesses

No major infrastructural investment for at least a decade
Static to declining population
Very few public service residents –no teachers, nurses, doctors etc
Disparate community perceptions on development priorities
Some social challenges on use of discretionary disposable income
Very few private business enterprises
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<td>Opportunities

New housing estate (NASH) under construction
New Ngarluma Yindjibarndi Cultural Complex under construction
New Government housing (Police) under construction
Potential for performing arts, media and culture offering
Potential as centre for indigenous engagement
Potential for social enterprise incubator
</td>
<td>Threats

Potential main road bypass
Closure of swimming pool complex
Medium term viability of post office
The significant residential, commercial and recreation developments at Wickham
Lack of maintenance and refurbishment of existing built form
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5. Economic Environment and Drivers

5.1 Eastern Corridor

The concept of an Eastern Corridor has been proposed in recent strategic documents, and relates to the area from Cape Lambert and Point Samson through Wickham to Roebourne. Concepts are evolving through the current strategic planning processes. In essence there is a vision to have integrated but differentiated communities and services developing along the corridor. One of the key objectives is to develop economic diversification opportunities that will encourage communities to reside in the Eastern corridor as opposed to Karratha. Each locality would be encouraged to develop what could be termed its comparative advantage. Structural planning and zoning could be used to give impetus and direction to such organic development.

5.2 Social Enterprise

The Aboriginal Corporations are increasing their capacity to be economic drivers for Roebourne and its surrounding communities. As an example the Roebourne host nation PBC is the Ngarluma Aboriginal Corporation (NAC), which has made significant strides forward since the landmark 2005 native title determination. It has a corporate structure with a CEO and staff that are focused on the management and investment of the NAC trust funds, which are managed to deliver a future fund and benefits to members. NAC is classified as a large corporation by ORIC.

The other large PBC in Roebourne is Wirlu-Murra Yindjibarndi Aboriginal Corporation, which is similar to NAC in aims, objectives and size of membership. It also has significant financial resources.

Directly linked to, or supportive of, the PBCs and Aboriginal Community agencies are a number of social enterprises that are supporting employment, youth engagement and aspirational opportunities in Roebourne.
These include:

- Brida: Delivering land management and gardening services
- Ways2 Work: NBAC'c employment pathway for potential job seekers based in Roebourne
- Red Dirt Driving Academy: Supports the Roebourne community to complete the driver's license process both for safety and future employment opportunities.
- Yinja Baarni and Roebourne Art Groups: To provide an environment to foster Aboriginal art

- NYFL/NRW Joint Venture: To provide training, education and employment of local community members through a 'work ready' program to specifically equip Aboriginal people with the requirements to enter the civil and mining industry.

- Big hArt: Theatre, dance, recording, filmmaking and art project to develop youth and community in Roebourne.

There is considerable potential for further social enterprise development in Roebourne that could also encompass commercial offerings such as catering, cottage industries, conference organisation, and cultural awareness services. A social enterprise incubator hub could support this opportunity.

5.3 Performing Arts, Culture and Tourism

Roebourne has a rich heritage and location attributes. It has the potential to serve as the cultural gateway to the West Pilbara region comprising a range of culture based tourism activities. A more robust and Cossack/Roebourne centric visitor attraction strategy is required to both overcome any negative perceptions as well as to exponentially increase awareness of the available attractions.

In tandem with this would be development of the performing arts and media, building upon what is already in Roebourne as well as the latent potential concentrated in the community. Some of the soft and hard infrastructure is in place or being developed but requires more financial and skills investment.

5.4 Community Services

In brief, there is a concentration of NGO and Community services in the Roebourne Shire that service inclusively or exclusively the Aboriginal community. There are also some of the most significant native title agreements in the State being implemented in the Shire. There is a major opportunity to develop Roebourne town as the hub for capacity building, knowledge sharing and professional services related to these subjects. In order for that to happen suitable accommodation and workshop/conference facilities will be required. Some stakeholders have recognised this opportunity, and there is some investment taking place at present to support it. However a coherent and integrated strategy with detailed business cases is required if this potential is to be translated into a reality within the medium term.

5.5 Building and Construction

Roebourne town requires significant levels of maintenance, refurbishment, asbestos removal, landscaping and heritage building restoration. There exists a business opportunity to harness the local construction and maintenance skills to both create employment and fulfil these needs. Collaboration between the Shire and the community leaders in tandem with the PBC business units could see appropriate joint venture projects being structured to deliver on necessary recurrent and capital investment that has been identified on a number of occasions.

6. Summary of Key Commercial and Retail Operators

The last detailed audit of retail and commercial floorspace in Roebourne was undertaken in 2009. The data was as follows:

Type	Square Metres
Retail	1,350
- of which general store	780
Commercial	564
Government and Community Services	7,599

There are no known developments to date that would have increased the retail and commercial floorspace.

One method of calculating the demand for retail floor space is using retail turnover density (RTD). RTD is the turnover per square meter of floor-space by retail expenditure category. Estimated household expenditure patterns are then translated into retail floor space requirements. An approximation for Roebourne shows a requirement for about 900sq.m of retail floor space. This is within the same order of magnitude as what is currently available. The conclusion is that either incomes or population, or both have to increase to warrant additional retail space.

In understanding the “personality” of Roebourne's commercial and retail offering the following overall summary is provided. Services and facilities within the town are relatively dispersed, though tending to congregate in the southern zone of the town centre, along Withnell, Padbury, Sholl and Roe Streets:

Type	Services	Comments
Retail		
General Store	Full range of groceries, household supplies and some garden and homeware. Large floor space with adequate presentation and stock holding.	Owned by NYFL. Independent management contract. Estimated loss of $200,000 per year. Subsidised as a community service by NYFL
Coffee Shop (New)	Located on premises of General Store. Offers range of café drinks and food	Owned by NYFL. Independent management contract. Opened in September 2013. Anticipated to significantly help reduce overall loss position of general store.
Tyre shop	Located near to the general store. Quite new.	Owned by NYFL it is a small shop supplying tyres and the like to the local

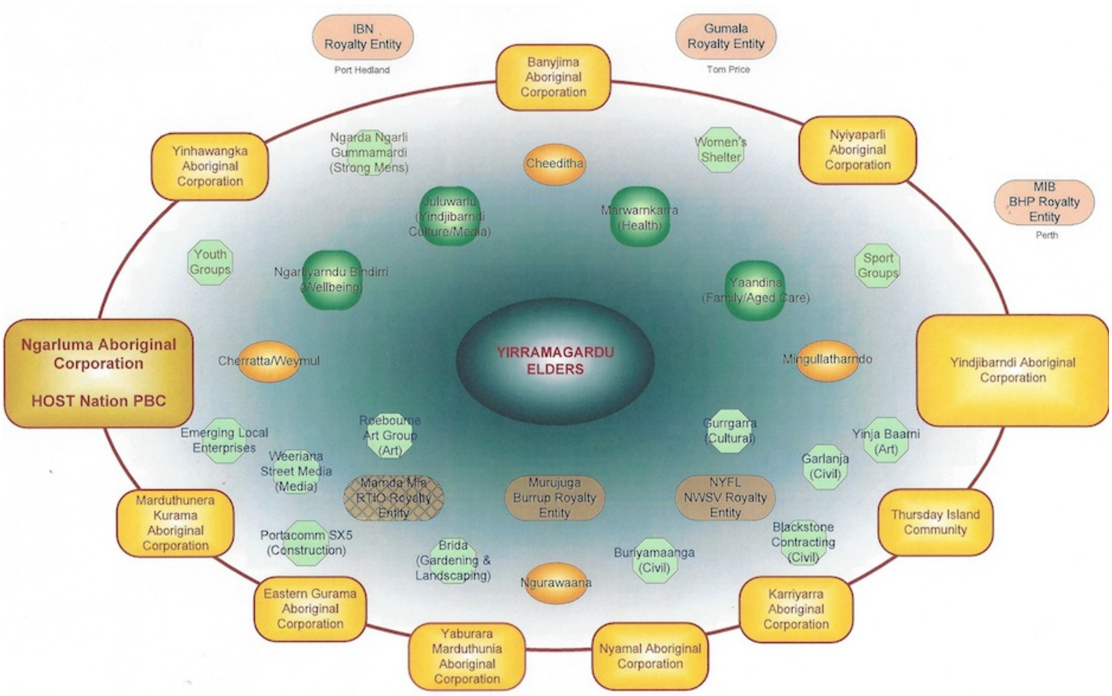
		community.
Roebourne Visitor Centre	Museum, information bureau, meeting room, tourist shop, tours.	Supported by the Shire and part of the Pilbara and Kimberly Tourist Information network. Very active during peak season. Sales of approx. $100,000 in 2012/13. Receives various grants including from Shire.
Fuel station	Petrol, basic groceries, car accessories etc	Only fuel source in the town. Located on main North West Coastal Highway at entrance to town.
Post Office	Standard postal facilities	Family owned and managed. Land owned by operator. While business has been steady it has gradually declined in volume due to lack of other services in Roebourne as population does main shopping in Karratha and uses post and banking facilities there.
Aboriginal Art Galleries (2)	Galleries/art workshops	The two galleries represent the artistic work from two of the Aboriginal communities based in Roebourne. Also function as art studios/workshops.
Harding River Caravan Park	Caravan park	On the outskirts of the town that provides both tourist space as well as some long stay sites.

The most significant observation is what is **not** in Roebourne – for instance there is no bank, real estate agent, pharmacy, take-away, restaurant, hardware, furniture, bakery, butchery, gifts or sports good store in the town – in other words not one of the services one would expect to see in a small town. It is noted that in past (10-20 years) some of these services - such as butchery, restaurant, cottage industry stores - were available but have closed down. There is also no accommodation in the town centre itself as the hotel is closed and is in a serious state of disrepair. As this is one of the most visible buildings on the main Roe St. it gives a poor impression to passing traffic.

There are a number of not-for-profit/NGO operations in Roebourne. These include the Library, Community Resource Centre, Yaandina Family Centre and Pilbara Community Legal Service. There are also the numerous community-focused agencies that are directly linked to the Aboriginal Corporations based in Roebourne. (See diagram below as indicative) They all operate out of offices of very varying quality and appropriateness. Some are quite presentable such as the Shire building that is leased to an Aboriginal Community Service (Bindirri), others are known to be condemned due to various faults including asbestos. Some operate out of demountables. Acceptable ratios of space per employee in the commercial and service sector need to be addressed in Roebourne.

A key finding is that there is a shortage of suitable office space in Roebourne town. This is not necessarily a zoning issue (through some residential zoned lots in the town centre could be better suited to commercial use). In many cases it is a lack of investment in current built infrastructure. There are also possible tenure issues that need to be resolved that could create a more vibrant commercial ownership/rental market.

<u>Indicative Mapping of Indigenous Engagement</u>[2]



[2] Source: Roebourne Community Mapping, Bindirri

Light Industrial

Roebourne has two light industrial areas on the outskirts of the town with a total land area of 18ha. They are located either side of the Point Samson to Roebourne Rd. Lot sizes generally range from about 1,000m2 to 2,500m2.

Visual inspection of the sites as of September 2013 reveals the following:

East LIA (Hall St):

- TWA camp
- Garden landscaping
- Boilermaker
- Construction/road equipment hire
- Earthmoving services
- One large lot for sale and some undeveloped space

West LIA (Jager St.)

- Building supplies
- Plumbing services
- Landscaping
- Earthmoving
- Mechanical/workshops
- Two developed lots for sale
- One developed lot for lease
- Approx. six demarcated undeveloped lots (i.e. no built form on site)

The overall impression of the LIA's is that there is a mix of active formal businesses focused mostly on the construction sector, a TWA which is having additional buildings constructed, under-utilised sheds that are storing various equipment and machinery, small workshops, businesses for sale or rent, and considerable under or un-developed space. High levels of activity were not noticeable, unlike the situation in Karratha or Wickham.

7. Spatial Analysis

7.1 Housing

The Valuer General's Office data identifies only 251 dwellings in Roebourne, 216 of which are zoned R20 and 35 of which are on land that has no R-Code. Like other areas zoned R20 in the Shire of Roebourne average net site densities are significantly below the permitted average and as such significant capacity remains on already developed lots. However, in Roebourne there are also a large number of vacant lots that could also accommodate significant capacity. Overall 144 new homes could be accommodated on under developed lots and a further 161 dwellings on currently vacant lots.

Roebourne's dwelling stock is significantly older than the other town sites in the Shire. More than half of Roebourne's extant dwellings were built prior to 1975. Dwelling construction activity has been very moderate since 1986 with fewer than four dwelling being built each year through until 2011. In 2012, 10 dwellings were built in the town primarily by the Department of Housing as public housing.

Roebourne's additional capacity for additional dwellings on zoned land is considerably different to that of the other town sites in the Shire in that most of the dwelling capacity is on land that is currently vacant. In all, another 305 dwelling could be built on land that has been designated for R20 densities.
Source: Department of Planning, Integrated Land Information Database; MacroPlan Dimasi LPS Evidential Analysis Paper – Urban Residential Densities, September 2013

7.2 Public owned/vested land[3]

The total number of Lots that are owned and/or have vesting rights by public entities is 466. The largest number is held by Dept. of Housing and Works, Commonwealth of Australia and Department of Planning and Infrastructure.

300 of the total number are listed as undeveloped (64%). Of these the following fall into the non-residential zoning categories:

Zoned use	Number of undeveloped lots
Urban development	11
Town Centre	25
Tourism	2

All the mixed business lots are listed as developed.

[3] Source: Shire rates data

7.3 Rateable Private Land in Roebourne (non-residential)[4]

Lot No	House No.	Street Name	Zone Code	Land Use Description
1 2 3	34-38	ROE	21	Commercial /Tourism
3000	20	SHOLL	5	Commercial /Tourism
801	51-61	HAMPTON	159	Commercial /Tourism
469 552 699 751	2-10	MUNDUMIA	41	Commercial /Tourism
Total Number				***4***
11	1-3	PADBURY	50	Town Centre
13	44	ROE	50	Town Centre
14	42	ROE	50	Town Centre
15	53	SHOLL	50	Town Centre
17	51	SHOLL	50	Town Centre
6	65	SHOLL	50	Town Centre
9	71	SHOLL	50	Town Centre
10	73	SHOLL	50	Town Centre
785	1-9	QUEEN	50	Town Centre
14	45	SHOLL	50	Town Centre
16	43	SHOLL	50	Town Centre
18	41	SHOLL	50	Town Centre
19	32	ROE	50	Town Centre
21	30	ROE	50	Town Centre
23	28	ROE	50	Town Centre
113	50	SHOLL	50	Town Centre
114	48	SHOLL	50	Town Centre
454	45	ROE	50	Town Centre
1	43	ROE	50	Town Centre
704	63	HAMPTON	50	Town Centre
809	46	SHOLL	50	Town Centre
12	67	SHOLL	50	Town Centre
11	69	SHOLL	50	Town Centre
2	41	ROE	50	Town Centre
500 175 174 789 1		ROE	50	Town Centre
Total Number				***25***

[4] The Shire policy on rates is that for Commercial / Tourism / Town Centre / Industry / Mixed Business - to levy a rate on properties in the dollar is proposed to be twice that of the residential rate.

27	24	ROE	23	Industry / Mixed Business
29	22	ROE	23	Industry / Mixed Business
31	20	ROE	23	Industry / Mixed Business
33	18	ROE	23	Industry / Mixed Business
148	8	ROE	23	Industry / Mixed Business
149	6	ROE	23	Industry / Mixed Business
151	2	ROE	23	Industry / Mixed Business
259	25	ROE	23	Industry / Mixed Business
1	17-19	ROE	23	Industry / Mixed Business
459	30	PT SAMSON-ROEBOURNE	23	Industry / Mixed Business
460	32	PT SAMSON-ROEBOURNE	23	Industry / Mixed Business
461	34	PT SAMSON-ROEBOURNE	23	Industry / Mixed Business
1	2-4	HALL	23	Industry / Mixed Business
2	6	HALL	23	Industry / Mixed Business
463	40-44	PT SAMSON-ROEBOURNE	23	Industry / Mixed Business
464	46-50	PT SAMSON-ROEBOURNE	23	Industry / Mixed Business
466	8-10	HALL	23	Industry / Mixed Business
782	12	HALL	23	Industry / Mixed Business
529	1	JAGER	23	Industry / Mixed Business
530	3	JAGER	23	Industry / Mixed Business
531	5	JAGER	23	Industry / Mixed Business
533	15	JAGER	23	Industry / Mixed Business
534 749	17	JAGER	23	Industry / Mixed Business
537	21	JAGER	23	Industry / Mixed Business
100	23	JAGER	23	Industry / Mixed Business
710	8-12	JAGER	23	Industry / Mixed Business
545	73	PT SAMSON-ROEBOURNE	23	Industry / Mixed Business
546	71	PT SAMSON-ROEBOURNE	23	Industry / Mixed Business
548	67	PT SAMSON-ROEBOURNE	23	Industry / Mixed Business

563	19-21	NAIRN	23	Industry / Mixed Business
564	7-9	HALL	23	Industry / Mixed Business
565	11-13	HALL	23	Industry / Mixed Business
675	7-9	JAGER	23	Industry / Mixed Business
677	61	PT SAMSON-ROEBOURNE	23	Industry / Mixed Business
678	59	PT SAMSON-ROEBOURNE	23	Industry / Mixed Business
755	51-57	PT SAMSON-ROEBOURNE	23	Industry / Mixed Business
4	L4	JAGER	139	Industry / Mixed Business
547	69	PT SAMSON-ROEBOURNE	23	Industry / Mixed Business
762	19	JAGER	23	Industry / Mixed Business
680	18	NAIRN	23	Industry / Mixed Business
679	20	NAIRN	23	Industry / Mixed Business
540	14	JAGER	23	Industry / Mixed Business
701	16	JAGER	23	Industry / Mixed Business
3	11	HALL	23	Industry / Mixed Business
4		NAIRN	23	Industry / Mixed Business
Total Number				***45***
Grand Total				**74**

It is a key finding that it does not appear in short to medium term that Roebourne will require additional commercial and retail zoned land over and above what is already in the town, and proposed at Yaburriji Estate. However, where appropriate, and in support of the emerging commercial and cultural precincts in the town centre (south), applications to re-zone residential lots should be favourably considered.

8. Infrastructure and Asset Developments

The following three major assets are under construction in Roebourne as of 2013:

Type	Timeframe	Comment
Government Staff Housing	Under construction: Completion by 2014	Two story modern medium density housing for police
Cultural Complex	Stage 1: Amphitheatre – complete Stage 2: Started construction in mid-2013 Stage 3: To be determined	Major new cultural development funded by NYFL in town centre
NASH –Yaburriji Estate	Stages 1 A & B developed Possibly 20 years until full utilisation	Major new housing estate project managed by NASH

The Yaburriji Estate

The **Yaburriji** Estate (also know as NASH development) has an approved development plan. NASH is owned 100% by NAC. The detailed concept was contained in the report prepared by Burgess Design Group in 2009.

A summary of the proposed land uses were as follows:

- 240 x R20 lots
- 35 x R30 lots
- 19 x R5 lots
- 3 x R40 grouped housing lots totaling 1.4ha and yielding approximately 50 dwelling units
- 1 x 1ha R30/R60 grouped housing site potentially yielding up to about 50 dwellings potentially in the form of units, apartments, retirement living, nursing home or even work force related accommodation depending upon the future needs of Roebourne
- 18 x Mixed Business lots –undefined sizes to the north of the development
- 1 x 2.5ha commercial site intended to cater for a mix of uses including commercial, short stay accommodation and permanent residential as well as possibly educational, welfare and community purposes
- Total of 13.75ha of public open space distributed across 3 different areas;
- Road, drainage and infrastructure network as required.

The original development plan describes the commercial site of 2.5ha as follows: “Whilst considered large in area, the commercial site is not intended solely for retail uses, rather it is envisaged that it may accommodate a small supermarket and/or opportunity for fast-food outlet or alike as well as a mix of uses including opportunities for residential grouped housing (currently permitted at an R40 density), aged care, childcare centre or even education or recreation uses. The intent of a generic commercial zone being to enable greater flexibility in recognition of some of the transient and cyclical patterns experienced in the Pilbara region[5]."

The current status of the estate development is as follows:
Stages 1 A and 1B have developed the land for 101 residential lots (see site map). This development cost in the order of $14 million. As a foundation for the development, the Department of Housing bought 50 lots at close to development cost. 30 lots (20 separate and 1 group housing lot) were bought in Stage 1A and 20 lots in Stage 1B. Over the last two years 8 houses have been built in 1A with work having started on 5 more in 1A. No building construction has taken place in 1B.

As of September 2013, in total only 3 other lots have had confirmed contracted sales in 1A and these have been at discounted prices to buyers with links to the indigenous community. There have been no confirmed sales in 1B. There have been various interested parties over the last two years but none have come to fruition. Unless there is another "foundation" investor it is conceivable that it will take up to 20 years before these two stages are built out.

Some of the major challenges are as follows:

- The very high building costs – while the lots themselves are relatively cheap to buy, a house will cost in the region of $500,000 to build
- No obvious moves by Government to build staff housing in either 1A or 1B
- No known commitment by resources companies to buy and locate staff in the Estate, despite 1B having an attractive location for such use
- To develop the land for the mixed-use commercial site will cost in the order of $4 million at today's prices.
- Expansion of the Wickham retail and commercial offering.

A key finding is that the business case for commercial/retail development on the designated site in the Estate becomes questionable without significant up-take of actual housing on the Estate. This issue will be explored further under Decision Points.

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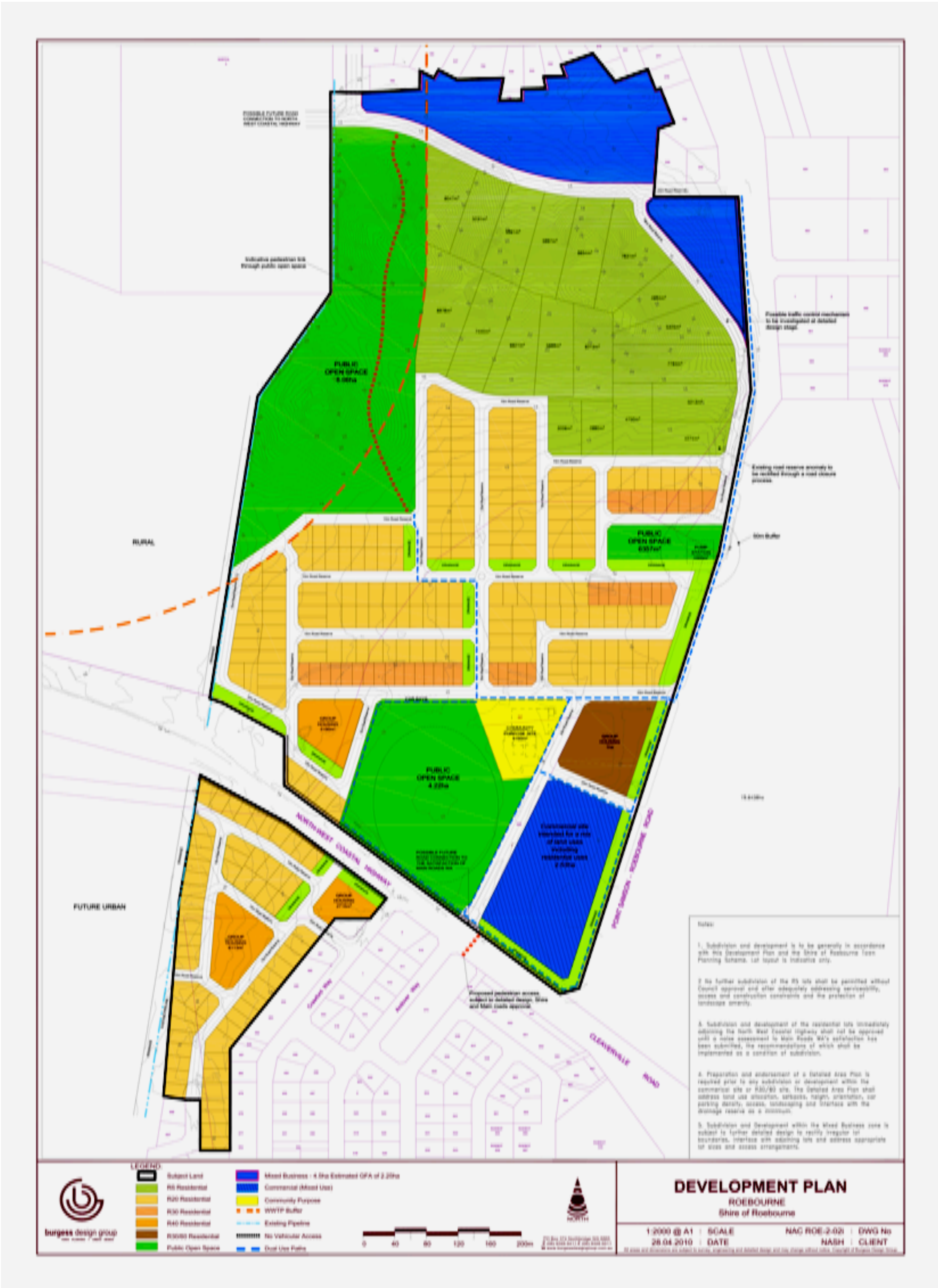
[5] Extract from Ngarluma Aboriginal Sustainable Housing Development Plan, Burgess Design Group, December 2009

The Yaburriji Estate Development Plan



Roebourne Cultural Complex

After 7 years of community consultation, planning and raising funds to purchase the land, NYFL commenced construction of the Roebourne Cultural Complex in 2011. The complex is located on Roe Street in the centre of the town.

The Cultural Complex will be owned and operated by NYFL and will provide cultural, linguistic, artistic, social and environmental facilities. As well as providing a positive focus for the local people, the complex will also operate revenue-generating space to ensure its long-term sustainability.

The Amphitheatre is now complete (see photograph) and will be host to cultural events and staged outdoor events of film, dance, theatre, corroborees and music.

Once construction of the complex is complete it will comprise of a:

- Museum, to store cultural artefacts
- Cafe/Restaurant, for locals and visitors
- Retail outlet, selling locally produced Aboriginal product and gifts
- Separate Men's and Women's spaces, which are traditional meeting spaces.
- Elders Teaching and Workshop space
- Public display and cultural entrance
- Conference facilities for up to 150 people

Currently NYFL is funding the next stages of the Complex, namely the Men's and Women's Private Spaces and the Multi-Purpose building for which construction commenced in mid-2013.

Cultural Complex site showing completed Amphitheatre (Sept. 2013)

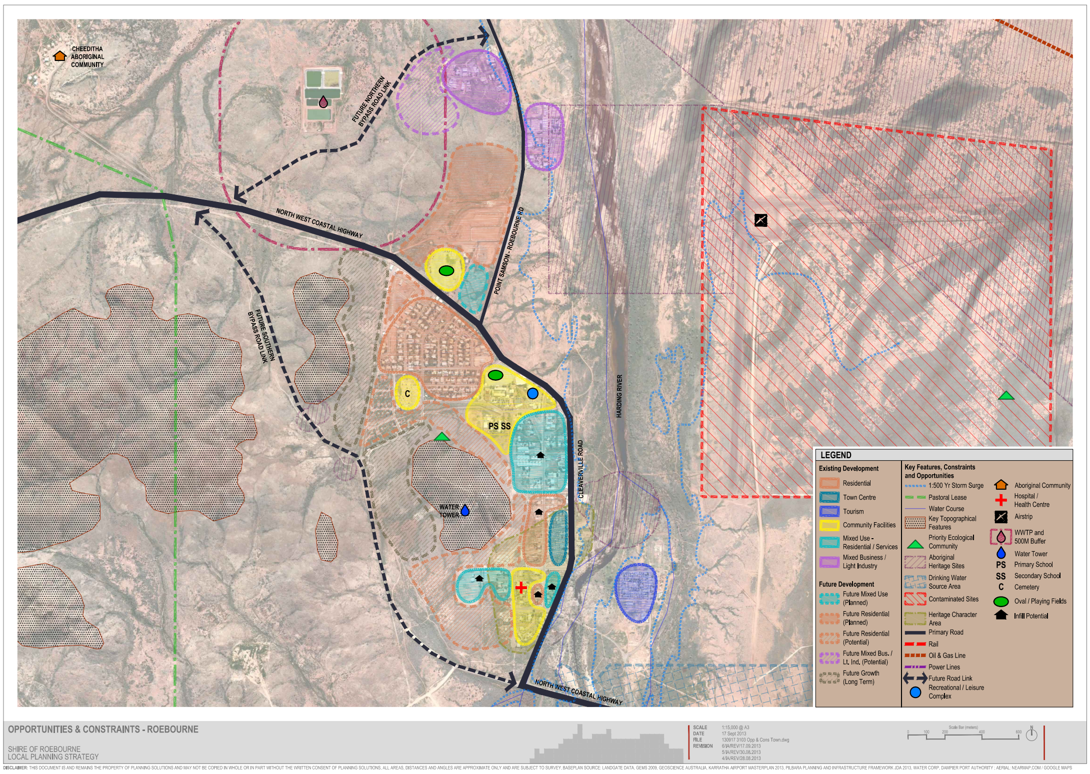
Cultural Complex development plan

9. Opportunities that will impact on future retail and commercial development:

Type	Positive Proposition	Negative Proposition
Swimming pool	Refurbish and develop into a recreational water park	Loss making, expensive refurbishment, close down due to availability in Wickham
New NAC offices block	Development new purpose built offices for NAC including meeting rooms in town centre	No negatives unless unforeseen circumstances arise. May require re-zoning of proposed location from residential to commercial.
New Motel development	Location opposite the new Cultural Complex on Roe St. to provide town centre accommodation linked to functions etc at Cultural Complex	Probably a medium to long term project. Business case feasibility to be proved.
Retail space at NASH Yaburriji Estate Stage 2 site	Development of the area bounded by Point Samson Rd and NW Coastal Highway into commercial and retail centre. Owned already by NASH. Zone approved.	Highly dependent on role-out of Yaburriji Estate. Business case impacted by current and future retail/commercial developments in Wickham. Potential to detract from town centre opportunities unless carefully staged and coordinated with town revitalisation. Significant development cost.
North western bypass and Western bypass	Linked to Yaburriji Estate development outcomes whereby residential, sport and retail activity will straddle main NW Highway leading to significant safety issues. Current heavy transport traffic flow through town centre is a noise and safety issue. Investigate option of	Potential significant negative impact on visitor traffic to town and increased sense of isolation if **all** road users travel on the bypass.

	bypasses restricted to heavy vehicle traffic only through road use regulation with or without a public weighbridge mechanism.	

Map showing current and future structure changes to Roebourne. Reference document is the draft Roebourne Shire LPS.



10. Recommendations

The following recommendations are focused only on those actions that could have a positive impact on the future attractiveness of Roebourne town for commercial and retail investment.

Task	Priority	Responsibility	Cost level
Improve signage to retail outlets including store, art centres, etc	High	Lead: Roebourne Advisory Group (RAG)/Commercial Operators Support: Shire	Low
Signage with historical information for all major historical sites	High	Lead: Roebourne Visitor Centre/Tourism WA Support: Shire	Low
Establish Small Business Mall adjacent to new Cultural Complex with social enterprise incubator node	High	Lead: Aboriginal Corporations Support: Shire (with appropriate timely approvals)	Medium
Detailed feasibility study of road bypass options and impacts	High	Lead: Main Roads Support: Shire and NAC	Medium
Town Centre usage: Allow flexibility in usage of lots - including zoned residential - for commercial, community, and retail use. (Taking into account heritage, safety, health and environment regulations)	High	Lead: Shire - Planning and Zoning	Low
Encourage Re-development of Hotel Victoria site	Medium-High	Lead: Property owners Support: Shire (approvals/oversight)	High

Rehabilitate road to Mt Welcome Lookout and improve signage/picnic facility at Lookout	Medium	Lead: Water Corp/Shire Support: RAG and Visitor Centre	Medium
Establish housing/ retail/land sale and rental information bureau	Medium	Lead: NYFL Support: Shire	Low
Re-locate Telecentre to near Library or proximity of Visitor Centre to consolidate community information services	Medium	Lead: Dept. of Regional Development Support: Shire	Low to Medium
Allow for increased zoning of LIA to west of existing Jager St LIA for expansion purposes	Low	Lead: Shire - Planning and Zoning	Low

Key:

Priority: High - within 12 months
Medium - within 24 months
Low – within 2-5 years

Cost: Low: Under $50,000
Medium: $50,000- $1 million
High: Over $1 million

11. Conclusions: Key Decision Points for Commercial Revitalisation

There are a number of key decisions and future scenarios that need be taken into account by the Shire to determine its planning strategy in order to contribute to the economic revitalisation of Roebourne. The Shire will need to actively engage with the relevant stakeholders to influence positive outcomes.

- **Incentivise/encourage Government officers to reside in the town. Need for the provision of suitable housing in a conducive urban environment (GROH)**
- **Investment to provide housing for NGO staff through public-private partnerships**
- **Refurbishment/redevelopment/restoration of ageing and heritage buildings to enable functional use**
- **Mitigate movement of heavy vehicles through town centre, and assess impact of road networks/bypass**
- **Invest in town beautification/landscaping**
- **Release of government owned land in urban centre to private tenure**
- **Investigate optimal use of vacant land, currently earmarked for commercial use in Yaburriji Estate Stage 1b. Alternative development options need to be explored such as a recreation precinct.**
- **Key stakeholders led by the PBCs, Shire, Department of Regional Development and resource companies to coordinate their strategic investment intent for Roebourne in the context of the Eastern Corridor concept. Innovative leverage of PBC investment funds can be a key economic driver for Roebourne.**

Annex 1: Maps

1. Aerial view of Roebourne town centre

2. Aerial view of Roebourne residential and education precincts

3. Aerial view of Roebourne Light Industrial Areas