Wuggubun **Layout Plan 1**

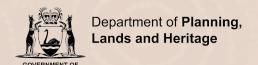


Background Report

Ratified Draft

Version 1 - February 2013

Version 2 - January 2020





WUGGUBUN LAYOUT PLAN 1

This draft background report was prepared in January 2020.

LP1 was prepared in partnership with the Wuggubun resident community and in consultation with relevant government agencies and authorities. Following completion of draft LP1 the Wuggubun resident community representatives declined to endorse LP1. SPP3.2 provides that if a resident community declines to endorse a Layout Plan the that plan may not be endorsed by any other party.

State agencies and authorities require a validated spatial framework for Wuggubun to ensure that services are provided efficiently. To provide this the Western Australian Planning Commission (WAPC) ratified Version 1 of Wuggubun Layout Plan 1 (LP1) on 12 February 2013.

The WAPC endorsed Version 2 of LP1 in January 2020. Version 2 incorporates administrative changes to the map-set and includes the addition of this report.

LP1 remains a draft until such time as it has been endorsed by the resident community and other relevant parties, including the WAPC.

As part of the machinery of government (MOG) process, a new department incorporating the portfolios of Planning, Lands, Heritage and Aboriginal lands and heritage was established on 1st of July 2017 with a new department title, Department of Planning, Lands and Heritage. Since the majority of this report was finalised before this occurrence, the Department of Planning, Lands and Heritage will be referred to throughout the document. Other government departments mentioned throughout this document will be referred to by their department name prior to the 1st of July 2017.

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Community Representative Organisations

Resident community representative organisation : Wuggubun Aboriginal Corporation

Acronyms

ABS	:	Australian Bureau of Statistics
AHA	:	Aboriginal Heritage Act (WA) 1972
AHIS	:	Aboriginal Heritage Information System
ALT	:	Aboriginal Lands Trust
ATSIC	:	Aboriginal and Torres Strait Islander Commission
ВОМ	:	Bureau of Metrology
DoP	:	Department of Planning
DPLH	:	Department of Planning, Lands and Heritage
DWER	:	Department of Water and Environmental Regulation
EHNS	:	Environmental Health Needs Survey
IARE	:	Indigenous Area
ILUA	:	Indigenous Land Use Agreement (under the Native Title Act 1993)
LP	:	Layout Plan
NNTT	:	National Native Title Tribunal
NTA	:	Native Title Act (Commonwealth) 1993
ORIC	:	Office of the Registrar of Indigenous Corporations
OVAHS	:	Ord Valley Aboriginal Health Services
PBC	:	Prescribed Body Corporate (under the NTA, representing native title holders)
PTMS	:	Property Tenancy Management System
REMS	:	Remote Essential and Municipal Services
RNTBC	:	Registered Native Title Body Corporate
SL-lot	:	Settlement layout lot
SPP	:	State Planning Policy
SWEK	:	Shire of Wyndham-East Kimberley
WAC	:	Wuggubun Aboriginal Corporation
WAPC	:	Western Australia Planning Commission

Layout Plans & the Development Process

Layout Plans provide a structure for future development. LP preparation includes consultation with a range of relevant government authorities and agencies, but it is not development approval.

It is the responsibility of the developer to ensure that all relevant consents, approvals, licences and clearances are in place prior to commencing physical works on site.

Organisations responsible for such matters may include the landowner, local government, incorporated community council, native title representative body, native title prescribed body corporate, Aboriginal Cultural Materials Committee, Environmental Protection Authority, state and federal government departments, and other relevant regulatory authorities.

EXECUTIVE SUMMARY

The Wuggubun Layout Plan No. 1 was prepared in 2008. The tables below summarise the main issues concerning the planning, development and provision of services within Wuggubun, which are covered in more detail in the body of this report.

Table 1 – Population Summary

Existing Population:	50
Aspirational Population:	65
Design Population:	65

Table 2 - Place Characterisation Indicators

Indicator	Community Characteristics
Drinking water	The community self supply water obtained from bore. No data available on quality or quantity.
Electricity	The community self supply. Diesel generator and solar panels, run by community.
Flood / storm surge	No damage to existing infrastructure is believed to occur from flooding.
Land tenure	All housing and infrastructure on ALT pastoral lease.
Wastewater	Existing buildings use a local septic style system.
Emergency assistance	Emergency services at Kununurra, approximately 40 minutes away by road.
Education	Education facilities at Kununurra, approximately 40 minutes away by road.
Health	Health facilities at Kununurra, approximately 40 minutes away by road.
Food	Retail outlets at Kununurra, approximately 40 minutes away by road.
Transport	Road access from Great Northern Highway.
Waste services	Rubbish tip is located north of the community and managed by the community.
Employment & enterprise	Employment opportunities in Kununurra.
Governance	Wuggubun Aboriginal Corporation. No designated office at community.
Aboriginal heritage	No registered native title claims or determinations of native title over the Wuggubun Aboriginal Settlement, as of February 2020.

LP1 plans for future expansion of the community and formalises existing infrastructure and landuses and provides a settlement layout lot (SL-lot) and settlement layout (SL) road design.

The major purpose of the LP1 is to guide the growth and development of Wuggubun by providing a layout of existing and future land uses in the community. LP1 addresses future growth issues in the context of constraints to development including available land for growth of the living area and the location of essential service infrastructure.

This Layout Plan outlines a clear and straightforward way for Wuggubun to grow in a co-ordinated and efficient manner.

DEVELOPMENT PRIORITIES

At the time of preparation in 2008, representatives of the community identified several issues as important in the development of the community. These included:

- Ord Valley Aboriginal Health Services (OVAHS) to be contacted regarding the provision of a clinic:
- Possible upgrade/relocation of existing power generator with community and service provider;
- Land in the northern portion of the community living area used by campers is not formally defined, and should be identified as land use classification, 'Visitor Camping';
- Size of the existing cemetery (SL-lot 9) to be increased in the future;
- Further investigation of areas subject to flooding in the community; and
- Car bodies located south-west of the workshop should be removed.



Implementing the Layout Plan

The implementation of this LP will rely on the energy and endeavour of the community members.

The future growth of Wuggubun will require community members to find solutions for the provision of services and infrastructure (such as housing and sealed roads). This reinforces the objectives of the Wuggubun Layout Plan 1 to help bring about the self-support of its members by the development of economic projects and industries, and to encourage members to manage their affairs on their own land.

1 BACKGROUND

1.1 Location & Setting

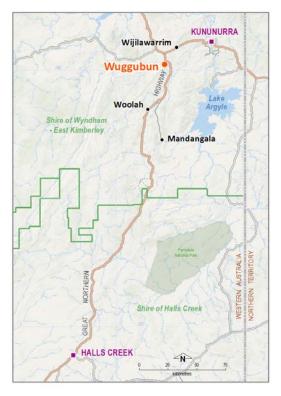


Figure 1 – Regional location of Wuggubun

Wuggubun is in the Shire of Wyndham-East Kimberley. It is in the Ord River catchment on the Great Northern Highway, approximately 55 kilometres by road from Kununurra.

The Ord River, known locally as Gunanurang, is one of Western Australia's major river systems. It has an estimated catchment of 65,000 sq. km (BOM 2020) and flows from near Halls Creek in the south to the Cambridge Gulf in the north. This catchment is generally characterised by fertile soils and rich riparian systems.

The geography of the Ord River has significantly changed since the damming of the Ord in the 1970s. The Dam splits the river into the upper and lower Ord River systems. Whereas the river used to flow only seasonally, the dam has created a year-round flow of water suitable for irrigation purposes.

The settlement and river system lie in the wet-dry tropics, which is characterised by an extended dry season with most rainfall occurring during December-March. Rainfall is highly variable (Lund 2005).

1.2 Climate

The Wuggubun community is in the tropical climate belt and the region experiences high summer rainfall associated with monsoonal climate. Winter months are relatively dry.

Rainfall in this region is predictable, and in the wet season often associated with thunderstorms. Cyclones can come inland and affect this area with high speed winds and rain. Evaporation is also high, and rainfall only exceeds evaporation in the summer months. The nearest Bureau of Metrology (BOM) weather station for Wuggubun rainfall, is *Kingston Rest*, located approximately 10 kilometres to the southwest.

The average annual for *Kingston Rest* and surrounds is **832 mm** with the majority of rain falling between December-March. BOM rainfall for *Kingston Rest* is summarised below in Table 3:

Table 3 – Kingston Rest mean rainfall (1969 to 2018)

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Rainfall (mm)	197.5	213.4	140.3	26.3	9.0	4.5	1.5	0.5	2.9	20.9	76.5	154.6

Source: Bureau of Meteorology

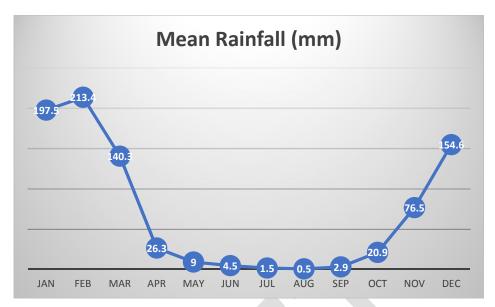


Figure 2 - Kingston Rest mean rainfall (1969 to 2018)

Mean minimum and maximum temperature data is not available for *Kingston Rest*, however it is available for *Kununurra Aerodrome*, 40 kilometres to the northeast of Wuggubun. Monthly mean minimum and maximum temperatures for *Kununurra Aerodrome* are summarised in Table 4.

Table 4- Kununurra Aerodrome mean temperatures (1986 to 2020)

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Mean max. temp (°C)	35.9	35.1	35.8	35.4	33	30.4	30.8	32.7	36.7	38.8	39.1	37.2
Mean min. temp (°C)	25.1	24.7	24.3	21.8	18.7	15.7	14.9	15.5	19.8	23.4	25.1	25.5

Source: Bureau of Meteorology

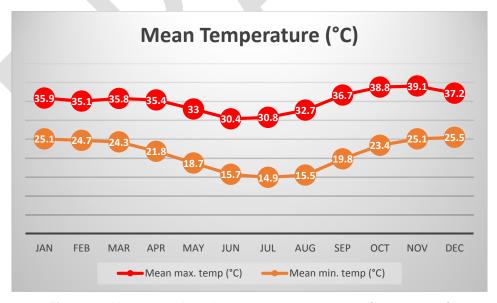


Figure 3 – Kununurra Aerodrome mean temperatures (1986 to 2020)

1.3 Previous Layout Plan

There is no previous Layout Plan for Wuggubun.

2 COMMUNITY PROFILE

2.1 Population

Table 5 - Population

50	Existing Population :
65	Aspirational Population:
65	Design Population :

Existing Population

Estimating and predicting populations in Wuggubun is difficult because Aboriginal people tend to be mobile in terms of housing and living arrangements. Populations can increase and decrease quite rapidly based on family, cultural or administrative factors (see Taylor 2006 for a useful discussion of demographic trends of remote Indigenous populations).

Population estimates also vary depending on the time of year of enumeration, methods and sources by which data are collected.

As Wuggubun is not listed by the Australian Bureau of Statistics (ABS) as an Indigenous Area (IARE) there are no population estimates available from that source.

The population estimates in Table 6 are sourced from the Environmental Health Needs Survey (EHNS) undertaken by the former Department of Indigenous Affairs in 2008, and the Department of Planning, Lands and Heritage *Aboriginal Communities and Town Reserves (DPLH-002)* spreadsheet, which references the Department of Housing Property Tenancy Management System (PTMS) from 2013. These are:

Table 6 - Population figures by source 2008-2013

Population of Wuggubun	2008 ENHS	2013 PTMS
Total persons	50	50

Based on the available data, the population of Wuggubun is estimated to be 50 people.

Aspirational Population

Aspirational population refers to the resident community's expected future population in the settlement within the next 10-15 years.

In 2008 discussion with representatives of the Wuggubun Aboriginal Corporation confirmed that modest growth was most appropriate. Based on those discussions, the aspirational population is estimated to be 65 people.

Design Population

The design population is intended to reflect the number of people the LP plans for, taking into consideration the community's aspirational population, the estimated population growth rate over the years and the servicing and physical constraints of the community.

Based on the community's aspirational population, LP1 assumes a design population of around 65 residents. The community would require 13 houses in total to accommodate a population of 65, based on a residential density of five people per house. It is recommended that the design population be further discussed with the community prior to endorsement of the Layout Plan.

2.2 Governance

Incorporated Community

The community is managed through its incorporated body - Wuggubun Aboriginal Corporation (WAC). WAC was incorporated under the *Aboriginal Councils and Associations Act 1976* in 1990.

The objectives of WAC are:

- a) support the social development of its members in all ways;
- b) help to bring about the self support of its members by the development of economic projects and industries;
- c) support education, job training, health services, employment and housing for its members;
- d) help and encourage its members to manage their own affairs;
- e) help and encourage its members to maintain and renew their traditional culture;
- f) help to build trust and friendship between its members and other people;
- g) participate with other organisations and Aboriginal organisations in projects for their mutual benefit:
- h) provide job training, education and social support for juvenile youth referred to the Corporation by the appropriate authorities for rehabilitation; and
- i) receive and spend grants of money from the Government of the Commonwealth or of the State or from other sources.

WAC is registered with the Office of the Registrar of Indigenous Corporations (ORIC). Documents on WAC can be obtained from www.oric.gov.au

2.3 Land Tenure

Wuggubun is located on the following titles as of February 2020:

Tenure	Part of Doon Doon Pastoral Lease PL N049571
Lot Details	Lot 703 on Deposited Plan 220061
Certificate of Title	LR3135/496
Primary Interest Holder	Aboriginal Lands Trust
Area	239,926 ha
Lease holder	Glen Hill Pastoral Aboriginal Corporation
Tenure	Part of Crown Reserve 1602
Land ID	3056454
Polygon Identifier Number (PIN)	640056
Area	247.88 ha
Reserve purpose	Public Purposes
Tenure	Unallocated Crown Land (Type 3V)
Lot Details	Lot 450 on Deposited Plan 181263
Certificate of Title	LR3014/388
Primary Interest Holder	State of Western Australia
Area	1.25 ha

All community housing and infrastructure is located on Doon Poon Pastoral Lease PL N049571.

2.4 Native Title

There were no registered native title claims or determinations of native title over the Wuggubun Aboriginal Settlement, as at February 2020.

Searches for native title matters can be undertaken using the National Native Title Tribunal's spatial search tool, Native Title Vision, available at:

http://www.nntt.gov.au/assistance/Geospatial/Pages/NTV.aspx

Background to Native Title in Australia

The Native Title Act 1993 (NTA) enshrines in legislation the High Court Mabo decision, in which the common law of Australia formally recognised Indigenous land ownership through the continuing observance of traditional law and custom.

Native title is defined by section 223 of the NTA as:

the communal, group or individual rights and interests of Aboriginal people or Torres Strait Islanders in relation to land or waters where:

the rights and interests are possessed under the traditional laws acknowledged, and the traditional customs observed, by the Aboriginal people or Torres Strait islanders; and b) the Aboriginal people or Torres Strait Islanders, by those laws and customs, have a connection with the land and waters; and c) the rights and interests are recognised by the common law of Australia.

Native title is therefore not a form of land tenure, such as a freehold estate or pastoral lease, but is the recognition of pre-existing rights and interests in country.

Under the NTA, registered native title claimants and registered native title bodies corporate (often referred to as PBCs) are entitled to the right to negotiate regarding proposed future acts which may affect native title rights and interests. Procedures for negotiation can either be in accordance with Subdivision J of the NTA or in accordance with alternative procedures agreed by both parties in the form of an Indigenous Land Use Agreement (ILUA).

Examples of future acts which may affect native title rights and interests include mining exploration or the construction of public works (such public housing).

Native title rights and interests are also variously affected by different forms of land tenure. For example, native title rights and interests are generally extinguished by valid grants of freehold tenure (see Division 2B of the NTA and also Ward and Lawson decisions) while native title may co-exist with pastoral leases, but if there is any inconsistency between the two then pastoral interests are likely to prevail (see Wik decision).

Additionally, ILUAs can be entered into so that agreement can be made about instances when the non-extinguishment principle applies.

More information about native title can be obtained from the $\underline{\text{National Native Title Tribunal}}$.

2.5 Aboriginal Heritage

Notwithstanding the previous section, the following discussion of heritage matters was derived from consultation with the community and a desk-top survey of sites registered under the *Aboriginal Heritage Act (WA) 1972* (AHA) using the <u>Aboriginal Heritage Information System</u> (AHIS).

The purpose of the following discussion is to foreshadow heritage constraints to development as they relate to the implementation of the LP. These constraints to development must be addressed prior to construction of housing and other works.

Registered Sites

It should be noted that both registered and unregistered sites of cultural significance to Aboriginal people are protected under the State Government's *Aboriginal Heritage Act 1972*, but only registered sites are recorded on the Department of Planning, Lands and Heritage AHIS database.

There are no registered Aboriginal sites and no other heritage sites in the vicinity of Wuggubun, as of February 2020.

Any future development at the community, including implementing LP1, should be undertaken in consultation with the community to ensure adequate avoidance of sites.

Impact of Aboriginal Heritage on Urban Growth in Remote Aboriginal Communities

The Aboriginal Heritage Act 1972 (AHA) was introduced in Western Australia to provide automatic protection for all places and objects in the State that are important to Aboriginal people because of connections to their culture. The Department of Planning, Lands and Heritage maintains a Register of Aboriginal Sites as a record of places and objects of significance to which the AHA applies. It should be noted that unregistered sites of cultural significance to Aboriginal people are also protected under the State Government's Aboriginal Heritage Act 1972, but only registered sites are recorded on the Department's database and are generally included in the Aboriginal Heritage Inquiry System.

The presence of an Aboriginal site places restrictions on what can be done to the land. Under the AHA it is an offence for anyone to excavate, damage, destroy, conceal or in any way alter an Aboriginal site without obtaining the appropriate approvals. Anyone who wants to use land for development or any other cause must therefore investigate whether there is an Aboriginal heritage site on the land.

Contact should be made with the relevant Native Title Representative Body in the first instance.

No formal heritage assessment under the *Aboriginal Heritage Act 1972* has been undertaken as part of the preparation of LP No. 1 and the LP Background Report and LP map-set do not represent clearance under that Act in any way. It is expected that any future development of housing and other infrastructure on the community be undertaken in consultation with the community and native title holders and cleared in accordance with the provisions of the AHA.

2.6 Community Aspirations

In 2008, WAC representatives identified the following aspirations:

- Ord Valley Aboriginal Health Services (OVAHS) to be contacted regarding the provision of a clinic;
- Possible upgrade/relocation of existing power generator with community and service provider;
- Land in the northern portion of the community living area used by campers is not formally defined, and should be identified as land use classification, 'Visitor Camping';
- Size of the existing cemetery (SL-lot 9) to be increased in the future;
- Further investigation of areas subject to flooding in the community; and
- Car bodies located south-west of the workshop should be removed.



3 INFRASTRUCTURE & SERVICES

3.1 Electricity Supply

The power station is located on SL-lot 11. The electricity facility comprises of one diesel generator and an array of solar panels.



Figure 3 – Generator sheds and solar panel array (2008)

3.2 Water Supply

Wuggubun's water is drawn from a bore 70 metres east of SL-lot 13. Groundwater from the bores is pumped into two elevated water tanks located on SL-lot 14.

Water quality and quantity is unknown; therefore, it is not possible to determine whether the existing drinking water supply is adequate or otherwise.



Figure 3 – Elevated water tanks (2008)

3.3 Wastewater

The community has septic tanks and leach drain systems in place to manage their wastewater.

3.4 Rubbish Disposal

The rubbish tip is located north of the community on SL-lot 22, an unsealed road (Third Street) is used to access the tip. The tip is fenced.

3.5 Internal Road Layout

The internal settlement layout (SL) road network consists of SL roads Wuggubun Road and Second Street which provide access to the majority of houses and infrastructure within the community. There are a number of informal tracks within the community that radiate to the power station, bore and the rubbish tip. The informal roads in the community can be used as a basis for construction of formal roads. The SL roads are unsealed.

3.6 Access & Dedicated Roads

Road access to Wuggubun is via the Great Northern Highway. By road, the settlement is located approximately 55 kilometres from Kununurra via Great Northern Highway / Victoria Highway. Both highways are sealed and predominantly a single carriageway (two lane - two way) road. The highways provides reliable year round access to the settlement and are maintained by Main Roads Western Australia (MRWA). An unsealed, compacted gravel access road extends 2.5 kilometres from the highway to the main settlement area.

3.7 Community & Social Services

Store

There is a small community store located on SL-lot 7. The building also has a stage and outdoor eating area.



Figure 4 - Community store and stage (2008)

School

There are no education facilities in Wuggubun.

Clinic

The Ord Valley Aboriginal Health Services (OVAHS) provides an outreach service to Wuggubun. OVAHS uses the shop/multi purpose building when conducting visits to the community.

Workshop

There is a workshop located on SL-lot 10. The workshop is used for small scale repairs and maintenance.



Figure 5 – Workshop (2008)

Recreation

A basketball court is located on SL-lot 8.

Cemetery

An informal burial area is located on SL-lot 9.

4 HOUSING

4.1 Residential Areas

Residential areas in Wuggubun are located on the SL roads Wuggunbun Road and Second Street. The draft Layout Plan has 13 residential SL-lots.

4.2 Number & Quality of Dwellings

Based on the October 2019 air photo and as-constructed survey last updated in 2009, there are 10 residential dwellings located in the community.



5 CONSTRAINTS AND LIMITATIONS

5.1 Flood Hazard

Wuggubun is situated between a watercourse to the west and a creek to the east. WAC advises that the area is generally not susceptible to flooding, as the soil is very fast draining. However, there is a low-lying portion of the community which does experience some flooding after major storm events near SL-lot 4. The exact location and extent of this susceptible area is not known.

5.2 Drainage

No drainage issues were identified in Wuggubun.

5.3 Culturally Sensitive Areas

During the 2008 consultation, community memebers were asked if there were any culturally sensitive areas where development should not be allowed. A track which runs through the surrounding gorges and is popular with tourists/visitors, was flagged as an area where development should not encroach upon.

There was no mention of "no go" or "men's or women's business" areas. Although it appears that there are no culturally sensitive areas, it is recommended that before any further development consultation should be undertaken with the community to confirm this.

6 PLANNING FRAMEWORK

6.1 State Planning Policies

State Planning Policies (SPPs) are prepared and adopted by the WAPC under statutory procedures set out in section 26 of 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 town planning schemes and when making decisions on planning matters. The State Administrative Tribunal is also required to take SPPs into account when determining appeals.

The following SPPs are of direct relevant to Wuggubun:

- SPP 3.0 Urban Growth and Settlement
- SPP 3.2 Aboriginal Settlements
- SPP 2.7 Public Drinking Water Source
- SPP 3.7 Planning in Bushfire Prone Areas

6.2 Exclusion Boundaries

The exclusion boundaries shown on the map-set are in accordance with the WAPC's Aboriginal Settlements Guideline 3: Layout Plan Exclusion Boundaries.



6.3 Shire of Wyndham-East Kimberley

Local Planning Scheme No. 9

The Shire of Wyndham-East Kimberley Local Planning Scheme No. 9 (LPS9) was gazetted on 19 February 2019.

Wuggubun is zoned 'settlement' in LPS9.

LPS 9 states development in the 'settlement' zone is to accord with an endorsed Layout Plan and provide for:

- (a) a mix of land uses typically found in Aboriginal Settlements, including light industrial, tourism, residential, commercial, community, recreation and public utility; protecting sensitive areas such as No Go areas and drinking water source protection areas from inappropriate development.
- (b) traditional law and culture.

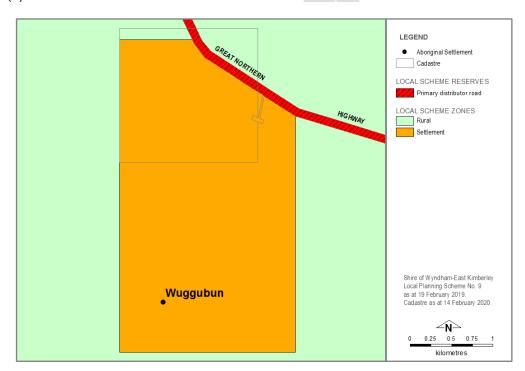


Figure 6 - Land classification under SWEK LPS 9 - Wuggubun

Local Planning Strategy

The Shire of Wyndham-East Kimberley Local Planning Strategy (August 2019) was endorsed by the WAPC on 21 August 2019. It provides a vision for the growth and development of the Shire over a 10-15 year time frame. The strategy notes that Layout Plans should be prepared for all remote settlements, and should incorporate planning for infrastructure within and to these settlements and that existing Layout Plans within the Shire should be reviewed for currency.

ENDORSEMENTS 7

Not endorsed.

Comprehensive review and consideration by all parties as required under State Planning Policy 3.2 required.



CONSULTATION & REFERENCES

CONSULTATION SUMMARY

Preparation of this Layout Plan is the result of consultation with Wuggubun community representatives during 2008.



REFERENCES

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Western Australian Planning Commission 2019 Shire of Wyndham-East Kimberley Local Planning Scheme, Government of Western Australia

Western Australian Planning Commission 2019 Shire of Wyndham-East Kimberley Local Planning Strategy, Government of Western Australia

VERSIONS			

Ratified Draft No. 1

Draft Wuggubun Layout Plan No.1 was ratified by the WAPC on 12 February 2013 to ensure that State agencies and authorities have a validated spatial framework for Wuggubun to enable the efficient provision of services.

Version No.1 was ratified as a map-set only document.

Wuggubun Draft Layout Plan 1

Ratified Draft No. 2

Draft Wuggubun Layout Plan No.2 was ratified by the WAPC on 17 January 2020 to ensure that State agencies and authorities have a validated spatial framework for Wuggubun to enable the efficient provision of services.

Version No.2 was ratified to include a background report and administrative changes to the map-set.