

DRAFT LOCAL PLANNING STRATEGY



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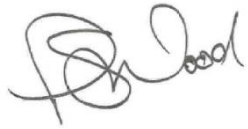
SHIRE OF
CHRISTMAS ISLAND
September 2026

ADVERTISING

The Shire of Christmas Island Local Planning Strategy certified for
advertising on

2 October 2026.

Signed for and on behalf of the Western Australian Planning Commission



*an officer of the Commission duly authorised by the Commission
(pursuant to the Planning and Development Act 2005)*

ADOPTED

The Shire of Christmas Island adopted the Local Planning Strategy at the
Ordinary meeting of the Council held on

DATE

SHIRE PRESIDENT/MAYOR

ENDORSEMENT

Endorsed by the Western Australian Planning Commission on

DATE.

*an officer of the Commission duly authorised by the Commission
(pursuant to the Planning and Development Act 2005)*

Abbreviations

ABS	Australian Bureau of Statistics	IOT	Indian Ocean Territories
AGD	Attorney-General's Department	IOTHS	Indian Ocean Territories Health Service
ASA	Australian Space Agency	IOTPS	Indian Ocean Territories Power Service
ASCSP	Australia-Singapore Comprehensive Strategic Partnership	IOTRDO	Indian Ocean Territories Regional Development Organisation
BPC	British Phosphate Commission	LB7	Loading Bay 7
BRM	Basic Raw Materials	LHL	Local heritage List
CASA	Civil Aviation Safety Authority	LIA	Light Industrial Area
CDS	Correctional and Detention Services	LPS No.2	Local Planning Scheme No.2
CHL	Commonwealth Heritage List	LPS	Local Planning Scheme
CI	Christmas Island	MT	Metric Ton
CIP	Christmas Island Phosphates	MW	Mega Watt
CIPCL	Christmas Island Phosphate Companies Limited	MINTOPE	Mining To Plant Enterprise
CISA	Christmas Island Strategic Assessment	ODP	Outline Development Plan
CISS	Christmas Island – Singapore Strategy	OLS	Obstacle Limitation Surface
CITA	Christmas Island Tourist Association	PA	Planning Area
CKI	Cocos (Keeling) Islands	PRL	Phosphate Resources Limited
DC	Development Control	RESA	Runway End Safety Areas
DITRDCA	Department of Infrastructure, Transport, Regional Development, Communication, Sports and the Arts	SCP	Strategic Community Plan
DMPE	Department of Mines, Petroleum and Exploration	SDA	Service Delivery Arrangements
DPLH	Department of Planning Land & Heritage	SFA	Singapore Food Agency
DWER	Department of Water and Environment Regulation	SOCI	Shire of Christmas Island
FTE	Full Time Equivalent	SPP	State Planning Policy
EPBC	Environment Protection and Biodiversity Conservation	SSH	Settlement Sports Hall
GML	Godden Mackay Logan	STRA	Short Term Rental Accommodation
ICAO	International Civil Aviation Organisation	UCIW	Union of Christmas Island Workers
IDC	Immigration Detention Centre	UDMP	Urban Design Master Plan
IOGTA	Indian Ocean Group Training Association	VAWT	Vertical Axis Wind Turbine
		WAPC	Western Australian Planning Commission
		WTP	Wastewater Treatment Plant

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Part 1 - Strategy

1. Introduction

Governance of the Indian Ocean Territories

Australia's Indian Ocean Territories (IOT) comprising Christmas Island and the Cocos (Keeling) Islands are non-self-governing external territories administered directly by the Australian Federal Government. They are not part of any Australian State or mainland Territory.

The location of Christmas Island is shown at Figure 1 p.7

The Administrator of the Territories of Christmas Island (CI) and the Cocos (Keeling) Islands (CKI) is the most senior Australian Government representative residing in the IOT. The Administrator is a statutory appointee of the Governor-General of the Commonwealth of Australia, made on the recommendation of the Australian Government.

The Administrator has three key functions:

1. Representative of the Minister. The Administrator carries out formal and ceremonial duties on behalf of the Minister;
2. Communication and Advocacy. The Administrator is a key point of communication between the Government and the CI and CKI communities and
3. Facilitator. The Administrator plays a co-ordination role between agencies with an on-island presence, particularly during an emergency.

The Australian Government has responsibility for the IOT and through the Department of Infrastructure, Transport, Regional Development, Communications, Sports and the Arts (DITRDCA) facilitates the delivery of services normally expected from a State Government.

State-type services are delivered through Service Delivery Arrangements (SDAs) with the Western Australian (WA) Government, directly by the private sector under contract, or by the department.

Additional government services, such as those involving quarantine and customs, are the responsibility of the relevant Australian Government agencies.

The SDA between the Australian Commonwealth (represented by the DITRDCA) and the Western Australian Department of Planning, Lands and Heritage (DPLH) aims to ensure that Christmas Island receives State-type services and infrastructure comparable to equivalent mainland WA communities.

The core purpose and principles of the SDA with the DPLH has four key functions:

1. Equivalence: Align service delivery, policy development, and land use/heritage standards with equivalent regional communities in Western Australia;
2. Scope of Services: DPLH provides specific State-type functions for the Indian Ocean Territories (IOT), which recently expanded to include dedicated heritage services alongside ongoing land-use planning and Crown land administration;
3. Governance and Accountability: Operates under the legal framework of the *Christmas Island Act 1958 (Cth)* and the *Indian Ocean Territories (Administration of Laws) Act 1992 (WA)*, where applied WA laws are facilitated via the Commonwealth and
4. Financial Reporting: The arrangement requires DPLH to submit operational and capital expenditure/revenue statements to the Commonwealth annually (typically by August 31) to reconcile budgets and adjust recurrent funding.

Function of the Strategy

The Shire of Christmas Island Local Planning Strategy (LPS) (the Strategy) comprises:

- Part I – Strategy and
- Part II – Background Information and Analysis.

Part I sets out the long-term planning directions for Christmas Island (CI), through identification of the planning opportunities and issues affecting the local government area, and provide the rationale for appropriate planning directions and targeted planning actions.

Part II provides the relevant background to the Strategy, including analysis of the key issues and the rationale for the Strategy. It incorporates the relevant State of WA, regional and local planning context within which this Strategy has been prepared, the method of its preparation, and analysis of community, economic and environmental profiles that form the basis for the recommended strategies and actions in part I.

The Strategy applies to all areas of Christmas Island as shown in the Local Planning Strategy Maps at [pages 19, 20 and 21](#).

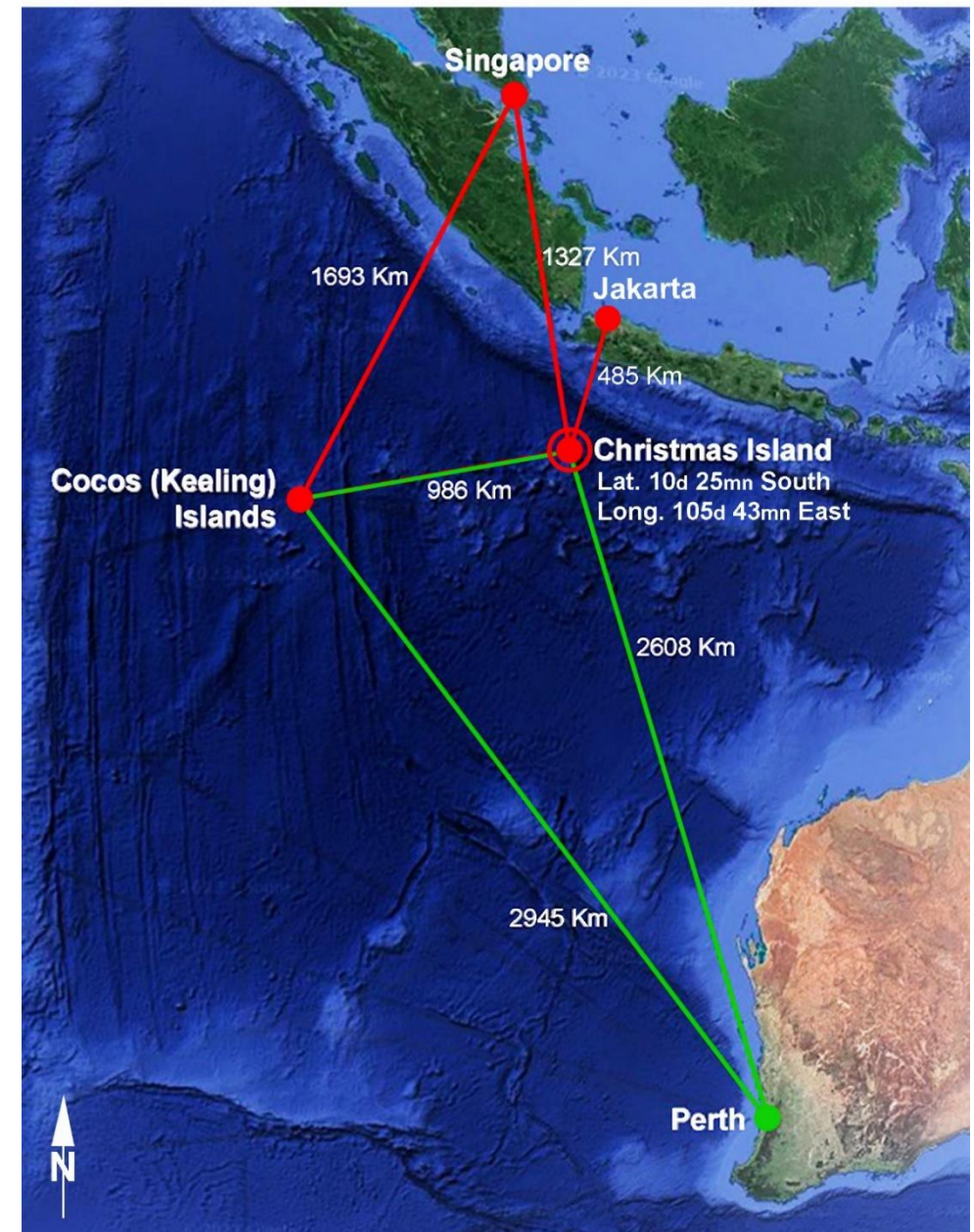
This Local Planning Strategy (LPS) (the Strategy) comes into operation on the day on which it is endorsed by the Western Australian Planning Commission (WAPC) and revokes the Shire's preceding Local Planning Strategy, endorsed by the WAPC in May 2015.

As required by Regulation 11 of the *Planning and Development (Local Planning Schemes) Regulations 2015* (as amended 15 Feb.2021), the purpose of the Strategy is to:

- a) set out the long-term planning directions for the local government;
- b) apply any State or regional planning policy that is relevant to the Strategy and
- c) provide the rationale for any zoning or classification of land under the Local Planning Scheme (the Scheme).

The Strategy forms the strategic basis for the preparation, implementation and review of the Shire of Christmas Island Local Planning Scheme No. 2.

Figure 1 - Location Map



2. Vision

The vision of the Strategy outlines the 15-year perspective for how land use change and development will occur within the Shire of Christmas Island.

The Strategy will provide for the expression of how broader WA State planning requirements can apply and ultimately be implemented at the level of the Shire.

The vision seeks to ensure Christmas Island will be:

- a) A place for everyone, without exception. The aged and impaired will no longer have to plan to leave the island community. The young need not necessarily relocate for career development;
- b) A place where collective ownership of decisions in housing and economic development is made. That agreed outcomes be pursued by Islanders and the metropole to help achieve the planning and development of housing needs and industrial development and
- c) A place where we are stewards of care for our environment. That the planning instrument promotes sustainable practices and responsible management to safeguard the Island's ecological balance whilst allowing human society to flourish.

The vision has regard to the Shire's *2023-2033 Strategic Community Plan* (SCP) and recognises that any community aspirations for future land use change and development is balanced with the requirements of planning legislation and policy.

The vision recognises the community's long-term vision, values, aspirations and priorities for the Shire expressed in the SCP *"Our Island, Our Responsibility"* through four key principles:

- I. **Collective Ownership:** *"Our Island" refers to the shared sense of belonging and community among the diversity of people of Christmas Island. It underscores that every resident, organisation, and community member hold a stake in the Island's fate and prosperity;*

- II. **Stewardship and Care:** *"Our Responsibility" highlights the solemn duty and obligation to care and protect Christmas Island's unique environment, diverse flora, fauna, and cultural heritage. It promotes sustainable practices and responsible management to safeguard the Island's ecological balance whilst allowing human society to flourish;*
- III. **Sustainability:** *The vision statement implicitly advocates for sustainability, encouraging decisions and actions that consider the long-term impact on Christmas Island's natural resources and cultural identity. It emphasises the need to preserve the Island's nature for future generations and*
- IV. **Unity and Collaboration:** *The use of "Our" fosters a sense of unity among the residents of Christmas Island. It inspires collaboration and cooperation among diverse stakeholders to collectively address challenges and work towards shared goals.*

To deliver on this community held vision, the Strategy specifically seeks to ensure the following primary land use objectives can be achieved:

- a) Maintain the 5,000 permanent residents' population goal of the *2015 Local Planning Strategy* as the core pillar to stimulate economic growth to 2056 (refer to [section 4.3 b](#)) of Part 2 at [p.139](#));
- b) Develop a land-based approach to relocate over time the Flying Fish Cove residents subject to on-going environmental hazards and to ensure the ultimate resilience of the community;
- c) Incorporate the approved Silver City and Phosphate Hill structure plans and their neighbourhood connectors to enable the orderly and efficient integration with surrounding settlements;
- d) Confer an Environmental Conservation zoning over Crown Reserve in strategic locations across the island whilst maintaining the Crown Reserve zone unique to Christmas Island's governance;
- e) Develop and maintain a heritage framework that supports the identification, conservation and management of places of cultural heritage significance to Christmas Island and the Commonwealth. (refer to [section 5.17](#) at [p.95](#));
- f) Preserve the integrity of the Rural zone established to coincide with the mining lease and consolidate opportunities to repurpose abandoned pinnacle fields for agri-businesses and potential clean energy production;
- g) Foster the expansion of the tourism zone in new strategically located areas to encourage investment in this recognised long term economic driver and
- h) Support the expansion of the runway to ultimately consolidate northern air services and introduce sustained regular visitation and investments from our historically, strategically and culturally aligned neighbours from south-east Asia.

3. Issues/Opportunities

3.1 Overview

Consistent with the Commonwealth applied laws regime for the Indian Ocean Territories in which the laws of Western Australia apply as Commonwealth laws, the WA State Planning Framework is in operation at Christmas Island.

The Planning issues of relevance to the Shire of Christmas Island are presented under the following planning themes:

- Community, urban growth and settlement
- Economy and employment
- Environment
- Infrastructure

Each theme is presented in the following [section 3.2 to 3.5](#).

The themes are depicted in a table format for each Planning Area at [section 5 p. 22 to p. 91](#) where specific planning issues / opportunities have been identified and where planning directions, actions and corresponding rationale have been outlined.

Planning directions are short statements that specify what is to be achieved or desired for the issue/opportunity, contribute to the achievement of the vision and be relevant to land use planning.

Each planning direction is supported by an action(s) that clearly and concisely outlines what is proposed and how it is to be undertaken. The planning actions are referenced and numbered sequentially for each Planning Area (PA).

Each action is underpinned by a succinct rationale statement most of the time referenced and elaborated upon in Part 2 where warranted.

The timing for achieving an action is one of the following:

- Immediate (less than 1 year);
- Short term (1-5 years);
- Medium term (5-10 years)
- Long term (10-15 years) and
- Ongoing being throughout the life of the Strategy and requiring regular review.

Population Growth Scenarios

The Western Australian Government's '*WA Tomorrow*' does not provide a population forecast for Christmas Island. The Strategy therefore applies a scenario-based approach to long-term population and infrastructure planning informed by historical Census data, recent employment changes and the Island's potential economic development pathways.

The Australian Bureau Statistics (ABS) 2011 census for CI recorded a permanent resident population of 2072, the population fell to 1843 in 2016 and dropped again to 1692 in 2021. This population decline of 18.4% was in sharp contrast with the mainland population which grew by 12.8% during that period.

The loss of some 460 jobs at the Immigration Detention Centre (IDC) between June 2013 and December 2023 provides reason to expect the present population to be as low as 1200. This figure, used as the planning baseline for modelling purposes, reflects an assumed continuation of the ABS recorded decline further informed by the significant reduction in employment associated with the retreat of immigration jobs after 2021.

The economic impact of such decline is acute and currently felt throughout the island business community.

Population recovery is necessary to support a viable local workforce, maintain community services and improve the resilience of the Island's economic base following the reduction in immigration detention employment and the anticipated transition from phosphate mining.

In this context the Strategy considers three planning scenarios to accommodate the high-growth 5,000 permanent residents by 2056 based on strategic land use and infrastructure planning capability rather than a population prediction based on forecast.

1. **2026-2036** – Population stabilisation and recovery to approximately 2,400 residents.
Early population growth is expected to arise from, improved housing availability, workforce retention, replacement of employment affected by the reduction in immigration detention activities,

management and transformation of exhausted mining fields and growth in government, construction, data hub maintenance and management, tourism and essential-service employment.

2. **2036-2046** – Economic diversification and growth to approximately 3,600 residents.

Medium- and longer-term population growth is supported by increased air traffic, tourism accommodation and visitation, and economic diversification into agri-business and food production, systematic productive reuse of former mining land, renewable energy, sustained use of data infrastructure and stronger commercial links with Singapore and south-east Asia.

3. **2046-2056** – Catalytic growth to approximately 5,000 residents.

The final growth phase is contingent on one or more major employment-generating investments, potentially associated with satellite launching activities, expanded government operations, research, transport or export industries. These activities would need to create sufficient direct and indirect employment to support a substantially larger permanent population.

Achieving these three scenarios would require a sustained population growth of approximately 4.5 per cent per annum equating to an average net increase of 120 residents each year.

The Strategy positions this as a high-growth planning scenario (rather than a prediction of the most likely population outcome) against which land, housing, infrastructure and service capacity can be tested.

Refer to section **4.3 b) at p. 139** for the detailed rationale and economic analysis associated with land use and infrastructure capability to achieve population growth as per the above three scenarios.

Demonstrated tourism and visitor arrivals of approximately 3,500 annual arrivals indicates that infrastructure and community facilities already serve a population greater than the permanent resident count

This Strategy therefore adopts an infrastructure and land use planning approach that includes the aspirational scenario of 5,000 permanent residents by 2056, taking also into account the Island's tourist visitors, business and government travellers, contractors and other seasonal workers as they create additional demand for community infrastructure.

2023-2033 Strategic Community Plan

The Strategy has an intended positive alignment with the *SOCI 2023-2033 Strategic Community Plan* as illustrated in the following tables:

The following tables illustrate how selected outcomes of the <i>SOCI 2023-2033 Strategic Community Plan</i> are advanced by opportunities and strengths available within the four planning themes of the Strategy			
Community, Urban Growth and Settlements			
SOCI 2023-2033 Strategic Community Plan			Opportunities and strengths in the LPS
Code	Outcome	Description	
P1	A Community that Plans for itself	That residents feel they have had adequate opportunities to provide input into the planning instruments	The Strategy has been designed taking into account the outcomes from individual meetings with residents and businesses, workshop with community groups and youth, consultation with the CI Women's Association and open dialogues following multiple public presentations on land use planning.
CD1	A healthy aging community	An active senior population who feels engaged with their local government to ask for services	The Strategy recognises the need to protect land suitable for a range of old age housing types to accommodate this fast-growing group. Since the pandemic, Malay and Chinese islanders are less keen to retire abroad.
CD2	An engaged youth population	An engaged youth population who feels they can participate in municipal decision making that will affect them	The Strategy's approved Structure plans are intending to secure affordable housing with tangible input from the youth community. Youth have consistently informed that their most pressing need is to access the housing market in the context of the island's limited offerings and high prices.
CD6	An inter-island connection	That Christmas Islanders feel that there is a better connection with Cocos (Keeling) Islanders (CKI) for cultural and sporting exchanges	The Strategy recognises the shared history and culture between the two communities. It offers additional playing fields in the Phosphate Hill structure plan that can cater for major cultural and sports carnivals with the CKI community.
Economy and Employment			
E1	Sustainable business growth	Actively support and develop industrial level sites to replace outgoing industries	The Strategy exhibits sufficient land use capacity to accommodate new commercial, light industrial, rural and tourism businesses.
E2	Diversified economic growth	Advocate and attract business and investment opportunities	A key aspect of the Strategy is to provide new housing possibilities to entice potential economic investments from parties external to the island.
E3	A Flowchart forward	That the Shire assist the residents and the business community in gaining clarification into processes forward with land release and development matters.	The Phosphate Hill and Silver City structure plans, integral to the Strategy, highlight the process and requirements associated with the release of Crown Land and associated development conditions.

Environment			
SOCI 2023-2033 Strategic Community Plan			Opportunities and strengths in the LPS
	Outcome	Description	
NE1	A Green Township	Enhancing the tree canopy in the township	The Strategy innovates by introducing a new Environmental Conservation Zone to preserve in excess of 360 hectares of canopy forest within the settled areas of the island.
NE3	Flying Fish Cove Housing Future	That Christmas Islanders in Flying Fish Cove are given adequate information about relocation plans in the event of climate change makes the area unsafe for habitation	The Strategy is established through comprehensive consultation with the residents at Flying Fish Cove to ensure that there will be sufficient land capacity to relocate over time the residents as they will continue to be subject to on-going environmental hazards;
NE4	Waste Management	That the Shire develops with the WA Department of Environment and Water Regulation and the Commonwealth a new waste management site to replace the current one when needed	The Strategy identifies an area requiring investigation for the purpose of the potential replacement of the current waste management operation to a site at South Point thus located outside the Scheme's water protection area.
Infrastructure			
Infra 1	Managing Municipal Built Spaces	That Christmas Islanders have confidence that the municipal built environment is managed in a satisfactory way	The Strategy proposes cadastral, land use and zoning adjustments to enable the SOCI to make improvements to municipal built environment and infrastructure programs in strategic locations and as the community grows towards the 5000 permanent residents goal.
Infra 2	Planned and facilitate growth	That the new municipal infrastructure programs meet identified community needs	

3.2 Community, Urban Growth and Settlement

This planning theme seeks to ensure that the Strategy promotes a diverse, affordable, accessible and safe community across Christmas Island.

It addresses the needs of existing and future communities through the provision of suitably zoned and serviced land for housing, open space, old age living, community facilities and respond to population retention and growth.

The Strategy provides a long-term framework for accommodating a permanent population of up to 5,000 residents to 2056 and beyond while ensuring development is supported by adequate infrastructure, community facilities and environmental protection.

Existing education and health infrastructure has sufficient capacity for future growth, with land identified to enable future expansion of school, health services and the establishment of a seniors' residential precinct in close proximity to essential amenities.

Christmas Island's multicultural character and rich heritage are recognised as fundamental planning considerations. The Strategy supports the continued provision of community facilities, places of worship and recreational spaces, while addressing Commonwealth and Local Government heritage requirements (refer to section 5.17 at p. 95).

Future residential development is based on providing approximately 1,560 additional dwellings to support long-term population growth and economic diversification. The Strategy also promotes the revitalisation of underutilised precincts through master planning that encourages recreation, tourism, community uses and improved public connectivity.

The planning directions below establish the Strategy's island-wide approach to community development, urban growth and settlement. They provide the strategic basis for accommodating population growth, meeting housing and community needs, improving the settlement structure, and supporting the long-term liveability of Christmas Island.

Section 5 translates these directions into place-specific responses for each Planning Area. It identifies the planning actions, rationale and implementation timeframes relevant to each area.

The relevant Planning Area Maps should be read alongside these directions and actions to identify where land use changes, investigations and other planning initiatives are proposed.

Housing

- To ensure adequate supply of appropriately zoned land to meet future housing need;
- To ensure land use alignment with designated zoning under the local planning scheme;
- To ensure approved Structure plans are reflected in the local planning scheme and
- To encourage new residential developments within the township settled areas.

Civic and Community

- To ensure land use alignment with designated reserve or zoning under the local planning scheme and
- To encourage new community facilities within underdeveloped Public Reserves.

Community Infrastructure.

- To ensure adequate supply of appropriately zoned land to meet future hospital needs;
- To facilitate the continuity of the Public Open Space zone along the foreshore and
- To ensure adequate supply of appropriately zoned land to meet future community and visitors social and cultural needs.

Housing for seniors

- To ensure an adequate supply of appropriately zoned land to meet the residential need of seniors;

Heritage

- To ensure places of cultural heritage significance are recognised in the SOCI Local Heritage Survey;
- To ensure heritage places in the SOCI Heritage List are protected under the local planning Scheme

Heritage Tourism

- To ensure protected heritage places of national significance are accessible to the public where feasible/possible.

3.3 Economy and Employment

The economy and employment planning theme seeks to ensure that the Strategy facilitate trade, investment, innovation, employment creation and community betterment for Christmas Island (refer to section 4.4 of Part 2 at p. 152).

This includes protection of rural land for investment in new agri-business endeavours, potential increase in land dedicated to tourism, facilitating opportunities for small businesses, creating new business possibilities with the potential increase of the Commercial, Mixed Use and Industrial zones, avoiding land use conflicts with adequate separations involving natural landscape whenever possible and protecting existing business that are not appropriately zoned under the Scheme.

The Strategy recognises that Christmas Island's economy is transitioning from its historic reliance on phosphate mining and immigration detention towards a more diverse and sustainable economic base. While mining remains a major employer, the mining lease is due to expire in 2034 and employment associated with the IDC has reduced significantly.

Despite these changes, the island continues to maintain relatively high household incomes and low unemployment, although labour and accommodation shortages remain ongoing challenges. Future economic growth is centred on expanding population with a focus on tourism, research, education and agri-business and the strengthening of business links with Singapore and south-east Asia.

The Strategy identifies opportunities to increase tourism accommodation, establish a natural science "Living Laboratory", develop camping facilities, and investigate the productive reuse of former mining land for agriculture, aquaculture and other export-focused industries. It also supports increased renewable energy generation and the development of a Sustainability Hub to foster research, innovation and environmental stewardship.

The Strategy also recognises emerging opportunities associated with the space industry and proposes further investigation into the long-term feasibility of satellite launch facilities at South Point. Overall, the Strategy seeks to create a resilient and diversified economy by facilitating; investment, release of land for development, improvement housing supply, protection of strategic infrastructure, and enable stronger transport connections with south-east Asia to support future employment and economic prosperity.

The planning directions below establish the Strategy's island-wide approach to economic development and employment. They provide the strategic basis for diversifying the economy, supporting population growth and reducing reliance on mining and Commonwealth activities.

They also support investment and employment across established and emerging sectors on Christmas Island. Section 5 translates these directions into place-specific responses for each Planning Area. It identifies the planning actions, rationale and implementation timeframes relevant to land proposed for economic development and employment-generating uses.

The relevant Planning Area maps should be read alongside these directions and actions to identify where potential land use changes, investigations and other planning initiatives are proposed to support economic diversification, investment and employment.

Neighbourhood Centre

- To ensure land use alignment with designated reserve or zoning under the local planning scheme;

Tourism

- To ensure adequate supply of appropriately zoned land to meet future community and visitors' cultural needs.
- To ensure the adequate supply of appropriately zoned land to meet future tourism demand in strategic locations.

Agri-business

- To encourage the economic development of pinnacle fields with marginal ecological diversity;
- To ensure Urban Development areas are redirected to other uses where Residential objectives are achieved through structure planning.

Data Hub

- To provide newly created commercial leases with appropriate zoning.

Industry

- To ensure adequate supply of appropriately zoned land to meet future light industrial needs and
- To maintain the opportunity of establishing a satellite launching infrastructure at South Point.

Commercial

- To ensure land use alignment with designated reserve or zoning under the local planning scheme.

Higher Education

- To ensure the adequate supply of appropriately zoned land to meet future education and research demand in strategic locations

3.4 Environment

The environment planning theme seeks to ensure that the Strategy conserve and protect known natural resources with scientific, aesthetic and cultural values, promote ecological linkages and avoid facilitating development that may result in unacceptable environmental damage (refer to section 4.5 of Part 2 at p. 167) and considers the need to provide resilience to communities vulnerable to environmental hazards.

The Strategy features the introduction of buffers within the Environmental Conservation zone to minimise land use conflict and creates environmental setbacks to maintain environmental continuity and visual character in strategic locations. It also reduces the extent of urban and rural development zones by safeguarding important habitats for endemic species, including the red crab and Christmas Island Frigatebird.

The Strategy recognises Christmas Island's globally significant environmental values and their importance to future land use planning considerations. The island's tropical climate, unique geology, extensive rainforest, endemic flora and fauna, and internationally recognised conservation areas require a precautionary approach to development.

Approximately 64% of the island's ecology is safeguarded within the Christmas Island National Park, with additional protection afforded through the *Environment Protection and Biodiversity Conservation Act 1999* for threatened species, migratory fauna and Ramsar wetlands.

Climate change presents increasing risks through sea level rise, coastal erosion, storm surge, landslides and more intense cyclones. The Strategy supports long-term adaptation measures, including protection of critical infrastructure, geotechnical investigations, groundwater management, and the planned and managed progressive transition of the vulnerable Kampong community to safer locations.

The ongoing management of invasive species and protection of native vegetation provides a framework that balances future development with the long-term conservation of the island's exceptional biodiversity and environmental values.

The planning directions below establish the Strategy's island-wide approach to protecting Christmas Island's environmental values, managing environmental constraints and hazards, and providing for appropriate future land use and development. They support the protection of biodiversity and ecological connectivity, adaptation to natural hazards and climate change, and the maintenance of visual amenity.

Section 5 translates these directions into place-specific responses for each Planning Area. It identifies proposed environmental conservation areas, ecological and visual buffers, and areas requiring further investigation. It also sets out the relevant planning actions, rationale and implementation timeframes.

The relevant Planning Area Maps should be read alongside these directions and actions to identify where environmental protection measures, land suitability investigations and other planning initiatives are proposed.

Environmental hazards

- To evaluate areas prone to damages caused by wave undercutting during extreme storm events;
- To evaluate areas prone to damages caused by wave overspill during extreme storm events and
- To prevent future housing and tourism development in areas prone to damages caused by landslide, rockfall and storm surge inundation.

Biodiversity conservation

- To introduce environmental conservation areas and sustain ecological values in strategic locations within the township;
- To introduce environmental conservation areas and preserve mining legacy in strategic locations within the township
- To introduce environmental conservation areas and sustain ecological values in strategic locations outside the township and.

Visual amenity

- To maintain natural visual amenity in strategic locations within the township.

3.5 Infrastructure

The infrastructure planning theme seeks to ensure that the Strategy supports future developments, aligns with the DITRDCSA infrastructure delivery arrangements and ensure close integration of land use planning and servicing (refer to section 4.6 of Part 2 at p. 184).

The infrastructure theme considers in particular the protection and necessary adjustments to the transport network; the protection of services inappropriately zoned; the possible extension of infrastructure and activities at the airfield; the supply of land to meet future renewable energy demand; the ability to provide future municipal services associated with chalk extraction and landfill provision outside the ground protection area and the supply of land dedicated to public and private container storage to relieve congestion regularly experienced at the wharf.

The Strategy recognises that reliable and resilient infrastructure is fundamental to supporting future population growth, economic diversification and community wellbeing on Christmas Island. It identifies the need to improve road connectivity, pedestrian and cycling networks, port operations and strategic transport links while maintaining essential infrastructure in a remote island environment.

Proposed road upgrades, new neighbourhood connections and freight route improvements aim to support future residential development, reduce traffic impacts and facilitate access across key planning areas. Water, wastewater and waste management infrastructure generally has capacity to accommodate future growth but requires ongoing investment to improve resilience.

The Strategy also supports long-term planning for critical infrastructure, including the port, airport, power supply, telecommunications and digital connectivity. It recognises the importance of protecting land for future airport expansion, improving freight capacity, and enhancing telecommunications through emerging technologies, including a commercial space port, the Google Data Hub and new submarine cable connections.

Transitioning from diesel-generated electricity towards renewable and hybrid energy systems is identified as a strategic priority, with investigations into solar, wind and future energy technologies supporting the island's decarbonisation thus improving resilience, sustainability and the island's long-term economic competitiveness.

The planning directions below establish the Strategy's island-wide approach to the coordinated provision, protection and future development of infrastructure. They provide the strategic basis for supporting the existing community, anticipated population and economic growth, and a safe, functional and resilient settlement.

Section 5 translates these directions into place-specific responses for each Planning Area. It identifies infrastructure proposals and investigations, together with any land required to support future transport, utilities and servicing. It also sets out the relevant planning actions, rationale and implementation timeframes.

The relevant Planning Area Maps should be read alongside these directions and actions to identify where land is required to protect or facilitate future infrastructure and where other infrastructure-related planning initiatives are proposed.

Transport network

- To ensure Road Reserves reflect existing road and parking configurations;
- To maintain continuity of public access along the foreshore within the township;
- To secure adequate and practical road connectivity between planning areas within the township and
- To ensure legal interests in land are not included in Road Reserves.

Telecommunication

- To ensure existing public service utilities are zoned appropriately

Airport

- To ensure the long-term orderly expansion of infrastructure and activities at the airfield.

Power servicing

- To provide land for the orderly expansion of the IOTPA depot and
- To ensure adequate supply of appropriately zoned land to meet future renewable energy demand.

Municipal servicing

- To provide land for the orderly expansion of the SOCI depot;
- To protect sites with chalk extraction potential and
- To secure an alternative municipal landfill site outside the groundwater protection area.

Port

- To assign land for the storage of containers and freight storage.

4. Strategy maps

The three Strategy Maps (shown at [p. 19](#), [20](#) and [21](#)) spatially illustrate the location of all Planning Areas and associated index, how the Planning Areas interact with one another in the context of land use changes reflected holistically within the four planning themes:

- Community, urban growth and settlement;
- Economy and employment;
- Environment and
- Infrastructure

The Strategy Maps perform several functions as a response to the various land use, economic, social and environmental challenges and opportunities facing the Island community today.

The Strategy Maps considers and or recognises:

- a) community aspirations depicted in several public documents spanning more than a decade;
- b) the future land use directions for the Island as a whole;
- c) the future development and long-term sustainable growth of the Island to 5,000 permanent residents to 2056 and beyond;
- d) the density of the future built form;
- e) contemporary socio-economic community challenges and needs;
- f) the development and foreseeable transition of the local economy;
- g) land use change where necessary;
- h) adaptation of aviation infrastructure to encourage regular air service to Singapore and south-east Asia
- i) Consider a balanced approach to the protection of the environment within the settled areas and
- j) pressing challenges relating to environmental hazards having regard to projected impacts from a changing climate.

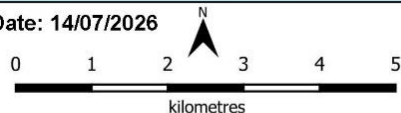
The Strategy Maps reflect the assembly of the suite of detailed Planning Areas (refer to the index tables) covering the totality of the island.

Each planning area are provided with their specific objectives, land use priorities and future possibilities and supported by tables referring to the Strategy's relevant planning themes (refer to section [5 at p. 22](#)).

Ultimately these Planning Area maps provide the fine grain spatial arrangements expected to guide the potential transition from the current LPS No.2 maps to the LPS No.3 maps.

Figure 2 - Local Planning Strategy Map - Island

Date: 14/07/2026



Legend

Planning area

Planning area reference

Mining lease to 2034

Urban growth and settlement

Residential

Urban development

Low density residential (R40 or less)

Mid rise residential (R60, 3 storeys or less)

Future civic and community

Economy and employment

Commercial

Future commercial

Industrial

Future industrial

Mixed use

Future mixed use

Rural

Future rural

Tourism

Future tourism

Environment and recreation

Public open space

Regional parks and recreation

Future environmental conservation

Future recreation (POS)

Planning area index

A Settlement

B Gaze Road

C Silver City

D Poon Saan

E Kampong/Smith Point

F Phosphate Hill

G Drumsite

H Light Industrial Area

I Taman Sweetland

J Golf Course/Resort

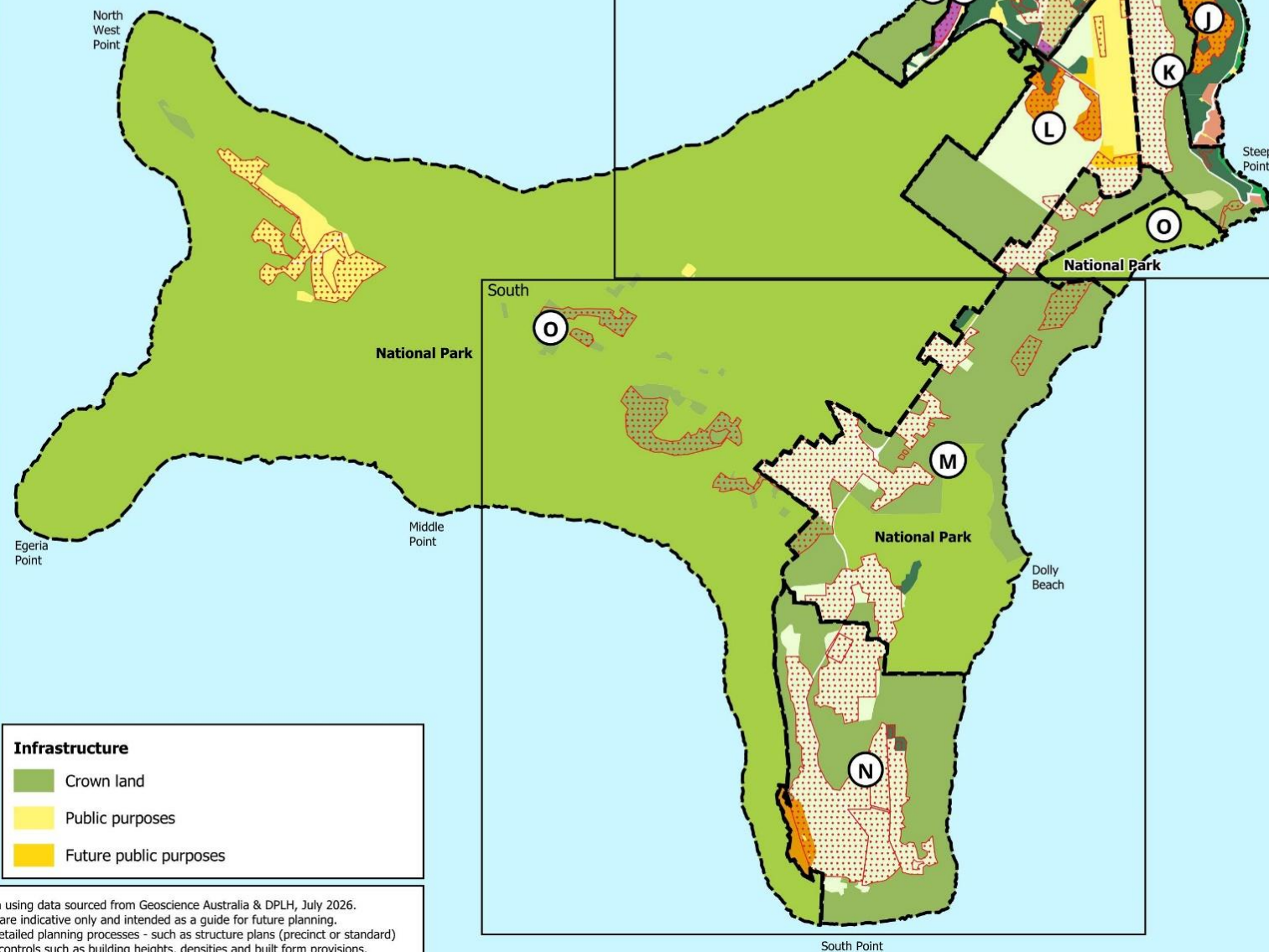
K Lily Beach Road

L Airport and Surrounds

M East Coast

N South Point

O Rest of Island



Infrastructure

Crown land

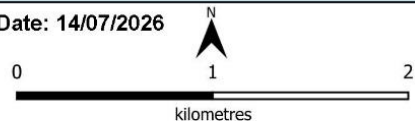
Public purposes

Future public purposes

Produced by Jeffrey Planning & Mapping and Calmy Planning & Design using data sourced from Geoscience Australia & DPLH, July 2026.
NOTE: the extent of proposed future land uses and/or planning areas are indicative only and intended as a guide for future planning.
Relevant areas may be subject to additional planning actions and/or detailed planning processes - such as structure plans (precinct or standard) and local development plans in determining appropriate development controls such as building heights, densities and built form provisions.

Figure 3 - Local Planning Strategy Map - North

Date: 14/07/2026



Legend

Planning area

Planning area reference

Mining lease to 2034

Urban growth and settlement

Residential

Urban development

Low density residential (R40 or less)

Mid rise residential (R60, 3 storeys or less)

Future civic and community

Economy and employment

Commercial

Future commercial

Industrial

Future industrial

Mixed use

Future mixed use

Rural

Future rural

Tourism

Future tourism

Environment and recreation

Public open space

Regional parks and recreation

Future environmental conservation

Future recreation (POS)

Planning area index

A Settlement

B Gaze Road

C Silver City

D Poon Saan

E Kampong/Smith Point

F Phosphate Hill

G Drumsite

H Light Industrial Area

I Taman Sweetland

J Golf Course/Resort

K Lily Beach Road

L Airport and Surrounds

M East Coast

O Rest of Island

Infrastructure

Crown land

Public purposes

Future public purposes

Produced by Jeffrey Planning & Mapping and Calmy Planning & Design using data sourced from Geoscience Australia & DPLH, July 2026.

NOTE: the extent of proposed future land uses and/or planning areas are indicative only and intended as a guide for future planning.

Relevant areas may be subject to additional planning actions and/or detailed planning processes - such as structure plans (precinct or standard) and local development plans in determining appropriate development controls such as building heights, densities and built form provisions.

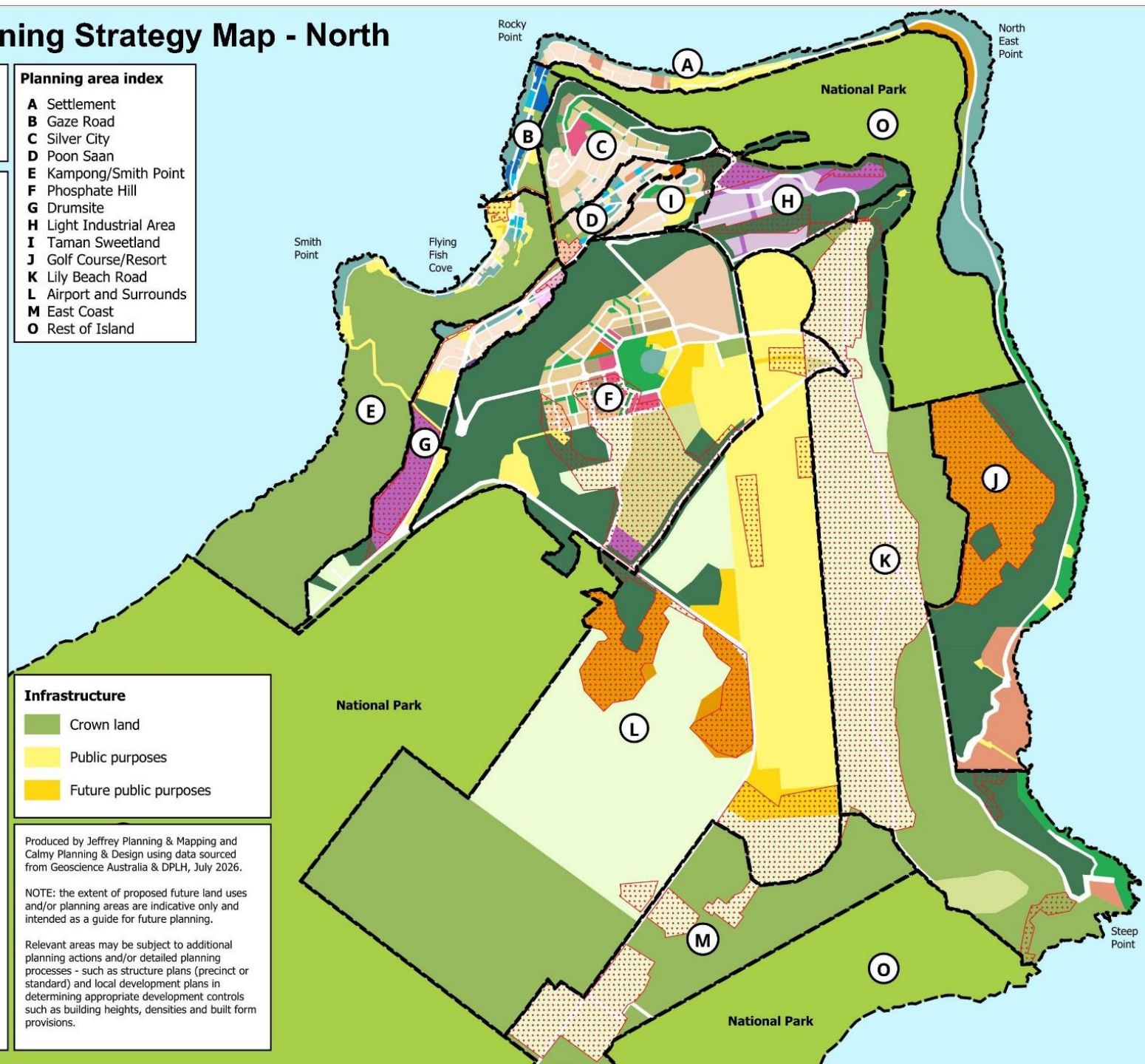
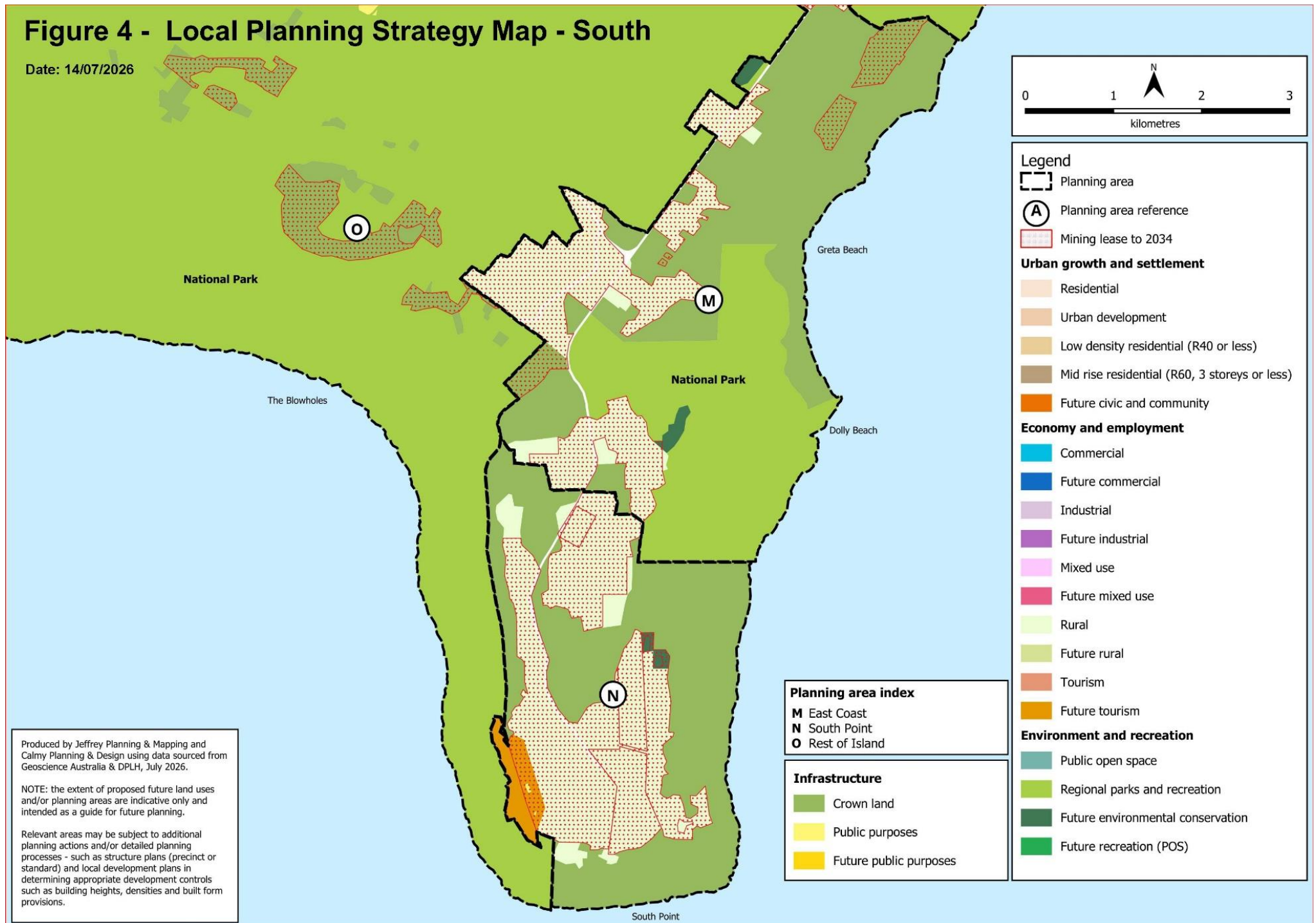


Figure 4 - Local Planning Strategy Map - South

Date: 14/07/2026



5. Planning Areas and Maps

5.1 Overview

Christmas Island has sufficient land zoned or reserved to accommodate its anticipated long-term land use needs as identified in the *SOCI May 2021 Report of Review*. However, the amount of land that is readily developable is constrained by the National Park, environmental values, topography, land tenure and servicing requirements. Future growth will therefore primarily rely on the redevelopment and rationalisation of existing zoned land and planned development areas.

The Planning Areas below provide a spatial framework for managing this growth and identify the location-specific planning directions and actions required to guide future land use, development and changes to the Local Planning Scheme.

Each Planning Area has its specific historical background, cultural identity, environmental predicaments, physical legacy from mining and development pattern thus displaying unique land use challenges and opportunities.

This fine grain approach provides for each Planning Area:

- 1) its objective, land use priorities and future possibilities statements
- 2) the tables for the relevant planning themes depicting issue/opportunity, planning direction, action, rationale and timeframe for potential land use change and
- 3) the planning area map illustrating existing and potential land use changes, existing assets to be protected and the location of all proposed planning actions.

Heritage protection

Section 5.17 at p. 95 refers to places included in the Commonwealth Heritage List, protected under the EPBC Act.

The extent, location and configuration of some of these places are mapped at the end of the section.

The section also refers to the local heritage framework and the regulatory requirements the actions the SOCI will follow in order to:

:

- a) undertake a general review and update of the Local Heritage Survey according to best practice standards, adopt a Heritage List to identify places that are of cultural heritage significance and worthy of built heritage conservation to be protected under the Local Planning Scheme and
- b) develop a local planning policy for heritage.

5.2 Planning Area A – Settlement

Objective

To maintain and consolidate the residential character of the area, as well as cater for small scale low impact tourism accommodation opportunities and the protection of historic cemetery sites.

Land use priorities

The land is flat, has extensive ocean views, has service infrastructure in place, is in close proximity to the Gaze Road tourism and commercial areas and the significantly large existing lots reflecting their historic mining origine. These attributes confirm the strategic intent to maintain the character of the precinct dominated by residential use with incidental tourism opportunities.

Future possibilities

The Settlement is established on a low and narrow north facing terrace at the northern tip of the island. This coastal location is largely dominated by large bungalows and associated servant quarters erected to house mainly the white managers in the early life of the phosphate mine. These have historic significance and are referenced in the national heritage listing.

The June 2010 Commonwealth AGD Indian Ocean Territory Climate Change Risk Assessment does not suggest that the Gaze Road area is subject to immediate threat for sea level rise.

However, the report states *“increased wave damage in swell season likely due to landward movements of process boundary with resultant impacts on physical environment.”* This indicates the permanent increase in wave undercutting the terrace cliffs warrants limiting the expansion of the built form any further towards the ocean. Future developments in that location may be subject to geotechnical assessments to obtain building permit approval.

The Settlement’s urban fabric is residential in nature with a uniform R20 Zoning. Higher densities have been achieved in the past with a few rezonings from Residential to Tourism. The prospect of urban growth in the Settlement Area is modest and offers possibilities for discrete infill development and localised low impact opportunities for tourism that could be further considered.

Some of the larger lots within this precinct, such as Rumah Tinggi and the Mine Manager’s House, have the potential to be sensitively adapted into and a range of accommodation venues to take advantage of ocean views and proximity to the tourism and commercial Gaze Road area. This approach is encouraged on suitably sized sites. A potential rezoning is suggested for two coastal properties to the immediate west of the European Cemetery and adjacent to the Mine Manager’s House. The current Tourism zoning may revert to Residential to reflect the committed and on-going residential usage of these properties.

The Settlement has a small child care facility. It is also where the island’s historic and active Chinese, Muslim and Christian cemeteries are located.

The western section of the planning area, contains the primary historic European residential precinct dedicated to the mine managers and their servants.

It has architectural significance as a relatively intact and uniform group of regional vernacular bungalows derived from the British colonial experience in Singapore/Malaya, of which a number were constructed before World War Two.

Whilst the Rumah Tinggi mess was built c. 1936 during the pre-British Phosphate Commission (BPC) era most of the existing structures were built after 1952 through the intensive phase of development that took place after the Australia/New Zealand BPC assumed control of the island. The precinct, linked to the Gaze Road area, is a listed place (ID 105315) in the Commonwealth Heritage List. (refer to list at [p. 95](#))

Development Approvals in this listed area are subject to Heritage Assessment under the *EPBC Act 1999*.

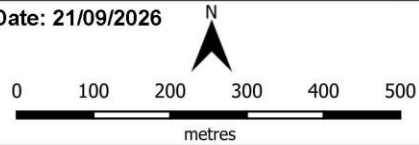
A Cemeteries Management Plan is in place to oversee the orderly spatial planning and administration of the three cemeteries at the east end of the planning area.

(refer to PA map [at p. 25](#))

Community, Urban Growth and Settlement				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Housing.	To ensure adequate supply of appropriately zoned land to meet future housing need.	PA-A - Action 1 Potential rezoning from Tourism to R20 and amendment to the local planning scheme map.	The SOCI recognises the need to rezone this small Tourism strata subdivision that has remained vacant since 2010 and now considers inadequate for tourism given its current lot configuration, sizes and in the context of adjacent developed residential lots.	Immediate
Housing	To ensure land use alignment with designated zoning under the local planning scheme.	PA-A - Action 2 Potential rezoning from Tourism to R10 and amendment to the local planning scheme map.	The SOCI recognises that permanent residences are not permitted within the Tourism zone under the Scheme. The two properties have been used as permanent residences since construction. The SOCI and the property owners jointly support the proposed rezoning that matches adjacent Residential density.	Immediate

Planning Area A - Settlement

Date: 21/09/2026



Legend

- Planning area
- Indicative area of planning action where relevant
- Planning area reference

Urban growth and settlement

- Low density residential (R40 or less)
- Residential

Economy and employment

- Tourism

Environment and recreation

- Public open space

Infrastructure

- Public purposes

Planning action index

- 1 Potential rezoning Tourism to Residential R20
- 2 Potential rezoning Tourism to Residential R10

Existing assets

- a Christian cemetery
- b Muslim cemetery
- c Chinese cemetery
- d School

2024 Adopted Local Heritage Survey places

- e Rumah Tinggi
- f Seaview Lodge
- g Settlement Pre-War Bungalow Group
- h Settlement Precinct



NOTE: the extent of proposed future land uses and/or planning areas are indicative only and intended as a guide for future planning.

Relevant areas may be subject to additional planning actions and/or detailed planning processes - such as structure plans (precinct or standard) and local development plans in determining appropriate development controls such as building heights, densities and built form provisions.

5.3 Planning Area B - Gaze Road

Objective

To confirm the precinct as the island's prime commercial area that has capacity for new commercial operations and additional hospitality accommodation taking advantage of its coastal setting and recent open space enhancements to provide a functional, attractive and desirable commercial destination for the community and visitors.

Land use priorities

The Gaze Road area already functions as a key destination for visitors with the highest concentration of accommodation as well as cafes, a tavern, dive shop and other retail activities.

To cater for a projected increased population and the desired growth in tourist visits, the precinct is poised to further develop tourism facilities, short stay accommodation and commercial activities.

There are several large sites within this precinct that can be utilised for these purposes.

The juxtaposition of Commercial, Mixed Use and Tourism zones within the planning area has become inappropriate due to social frictions, low development outcomes and increased lack of land use alignment thus encouraging the SOCI to promote a uniform Commercial zoning across the entire planning area with equal planning rights and obligations for all.

The relocation of the Gaze Road domestic fuel tanks on the foreshore and the redevelopment of the Settlement Sports Hall (SSH) are key objectives that will ensure the area can be developed to a higher capacity.

Future possibilities

The Gaze Road area is dominated by tourism facilities, commercial outlets and the presence of the island's main supermarket. It has an attractive foreshore with abundant and popular active public open space facilities and infrastructure.

The area housed some of the early Chinese workers who erected several temples and shrines still in use today. It remains an important area for the Chinese community with its small Chinese museum and the Chinese Literary Association (CLA) headquarters.

Due to wave undercutting potential and inundation from large storm surge

and swell events, future major developments are restricted to the eastern side of Gaze Road. This includes two largely underdeveloped sites at the base of the eastern slope namely the Cocos Padang site and the old power station and ice works site.

These sites offer larger scale opportunities for hotel accommodation and commercial activities with tangible prospect of supporting the island's economic output. The height and scale of the built form for these sites are therefore not prescribed and will be at the discretion of the SOCI subsequent to the appropriate public advertising process. The two sites are separated by the incline which appears on the Commonwealth Heritage List as *Drumsite Industrial Area*, Place ID 105339. (refer to list at [p. 95](#))

Coastal holdings west of Gaze Road may have the opportunity for increased development however environmental hazards associated with wave undercutting and wave overspill will require investigation in dedicated areas known to have experienced these hazards. Future developments in close proximity to the terrace's edge may be subject to geotechnical assessments to obtain building permit approval.

The entire planning area is known as the early Chinese Settlement and Service Precinct. This was the Island's meeting place where Asians workers and European staff came together through their reliance on the retail, health, recreational and other services provided. Developed from the early 1900's the precinct is also part of listed place (ID 105315) in the Commonwealth Heritage List. (refer to list at [p. 95](#))

Development Approvals in this listed area are subject to Heritage Assessment under the *EPBC Act 1999*.

The redevelopment of the Settlement Sports Hall building is illustrated in the SOCI endorsed and remains a priority for the SOCI.

The redevelopment concept will take advantage of the commercial zoning as it includes space for community activities and functions, restaurant, café, shops, the visitors centre, interpretive and discovery displays, a small auditorium, marine science education & research facilities and office space dedicated to the marine park, the fisheries ranger and the CI Tourism Association.

(refer to PA maps at [p. 31](#) and [p. 32](#))

Economy and Employment				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Neighbourhood Centre	To ensure land use alignment with designated reserve or zoning under the local planning scheme	PA-B - Action 1 Potential rezoning from POS Reserve and amendment of the local planning scheme map.	The SOCI identifies and supports the possible removal of the petrol station and adjoining carpark from the foreshore Public Open Space reserve and into the Commercial zone.	Immediate
Neighbourhood Centre	To ensure land use alignment with designated reserve or zoning under the local planning scheme	PA-B - Action 2 Potential to amend the local planning scheme map. map by rezoning the Settlement Sports Hall, the Chinese Literary Association and the Tourism Bureau from the POS reserve to the Commercial zone	The SOCI recognises the need to provide greater economic flexibility and business case resilience by re-purposing these building assets and boost their economic development potential in accordance with the SOCI endorsed <i>May 2023 Settlement Sports Hall Refurbishment – Sustainability Hub Design Concept</i> . (refer to Section 3.5 of Part 2 at p.133).	Immediate
Neighbourhood Centre	To ensure land use alignment with designated reserve or zoning under the local planning scheme.	PA-B - Action 3 Potential rezoning from POS to Commercial and amendment of the local planning scheme map.	The SOCI identifies the need for the newly created lease for a café/restaurant linked to the adjacent 3-star Sunset hotel operation to be appropriately zoned Commercial and be excised from the POS zone.	Immediate
Neighbourhood Centre	To ensure land use alignment with designated reserve or zoning under the local planning scheme.	PA-B - Action 4 Potential rezoning from Mixed Use to Commercial and amendment of the local planning scheme map. Amend the Commercial column within the local planning scheme zoning table accordingly: Single House: D, Multiple Dwelling: D, Grouped Dwelling: D, Tourism Development: D and Short Stay Accommodation; D	The SOCI recognises the historic and on-going commercial, mixed-use and tourism function of the Gaze Road Area with its unique whole of island reach. The persisting disparities inconsistencies and divergences of development aspirations as well as current land use frictions for not being aligned with designated zoning under the local planning scheme are creating tensions between land owners and tenants and are calling for the SOCI to support a uniform Commercial zoning throughout the planning area thus confirming it as the key commercial precinct on the island.	Immediate

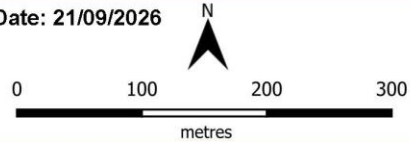
Economy and Employment				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Neighbourhood Centre	To ensure land use alignment with designated reserve or zoning under the local planning scheme.	PA-B - Action 5 Potential rezoning from Tourism to Commercial and amendment of the local planning scheme map. Amend the Commercial column within the local planning scheme zoning table accordingly: Single House: D, Multiple Dwelling: D, Grouped Dwelling: D, Tourism Development: D and Short Stay Accommodation; D	The SOCI recognises the historic and on-going commercial, mixed-use and tourism function of the Gaze Road Area with its unique whole of island reach. The persisting disparities inconsistencies and divergences of development aspirations as well as current land use frictions for not being aligned with designated zoning under the local planning scheme are creating tensions between land owners and tenants and are calling for the SOCI to support a uniform Commercial zoning throughout the planning area thus confirming it as the key commercial precinct on the island.	Immediate
Neighbourhood Centre	To ensure land use alignment with designated reserve or zoning under the local planning scheme.	PA-B - Action 6 Potential rezoning from Residential R40 to Commercial and amendment of the local planning scheme map. Amend the Commercial column within the local planning scheme zoning table accordingly: Single House: D, Multiple Dwelling: D, Grouped Dwelling: D, Tourism Development: D and Short Stay Accommodation; D	The SOCI recognises the historic and on-going commercial, mixed-use and tourism function of the Gaze Road Area with its unique whole of island reach. The persisting disparities inconsistencies and divergences of development aspirations as well as current land use frictions for not being aligned with designated zoning under the local planning scheme are creating tensions between land owners and tenants and are calling for the SOCI to support a uniform Commercial zoning throughout the planning area thus confirming it as the key commercial precinct on the island.	Immediate

Environment				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Environmental hazards	To evaluate areas prone to damages caused by wave undercutting during extreme storm events.	PA-B - Action 7 Illustrate on the planning area map the extent of the sites prone to wave undercutting and requiring future investigation.	Section 4.3 g) of Part 2 at p. 148 recognises the risks and potential effects due to wave undercutting on development and infrastructure and also defines the intent and scope of the investigation.	Short-term
Environmental hazards.	To evaluate areas prone to damages caused by wave overspill during extreme storm events	PA-B - Action 8 Illustrate on the planning area map the extent of the sites prone to wave overspill and requiring future investigation	Section 4.3 g) of Part 2 at p. 148 recognises the risks and potential effects due to wave overspill on development and infrastructure and also defines the intent and scope of the investigation.	Short term

Infrastructure				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Fuel servicing	To ensure existing public service utilities are zoned appropriately.	PA-B - Action 9 Potential rezoning from Reserve POS to Reserve Infrastructure Services (IS) and amendment of the local planning scheme map.	The SOCI identifies the need to remove the petrol and diesel fuel storage tanks use from the foreshore POS Reserve and supports the potential rezoning accordingly	Immediate
Wastewater servicing	To ensure existing public service utilities are zoned appropriately.	PA-B - Action 10 Potential rezoning from POS and Tourism to Reserve Infrastructure Services (IS) and amendment of the local planning scheme map.	The SOCI identifies the need to remove the Watercorp waste water pumping station use from the foreshore POS Reserve and Tourism zones. At SOCI's request DPLH has created a lot diagram dedicated to the pump station and the SOCI supports its zoning to Reserve Infrastructure Services.	Immediate
Transport Network	To ensure Road Reserves reflect existing road and parking configurations.	PA-B - Action 11 Potential rezoning from Reserve POS to Local Road Reserve and amendment of the local planning scheme map.	The SOCI identifies the need to amend the Gaze Road Reserve to reflect the as-constructed roadways and public parking footprint, redefine the public realm whilst maintaining legal access to the existing adjacent fuel storage tanks compound. For these reasons the SOCI supports the potential rezoning.	Immediate
Transport Network	To ensure Road Reserves reflect existing road and parking configurations.	PA-B - Action 12 Potential rezoning from Tourism to Local Road Reserve and amendment of the local planning scheme map.	The SOCI recognises the Commonwealth held sliver of land zoned Tourism cannot physically be developed, has always been used as car parking and now lays alongside a recently constructed cycle and pedestrian pathway. Consequently, the SOCI supports the incorporation of the Tourism zone into the Local Road Reserve.	Immediate
Transport Network	To maintain continuity of public access along the foreshore within the township	PA-B - Action 13 Undertake an investigation on the possibility of creating an easement or excision at the western boundary of Lot 1 - 55 Gaze Road	Section 4.6 b) of Part 2 at p. 187 recognises the need to protect public through movements at the western end of the private property (Strata Plan 36590 Vol. 2142 Fol. 922 PIN 111303762) to ensure continuity of the foreshore shared cycle / pedestrian pathway and defines the intent and scope of the investigation requiring negotiation by the SOCI and ultimate owner's consent.	Short-term

Planning Area B - Gaze Road

Date: 21/09/2026



Legend

- Planning area
- Mining lease to 2034
- Indicative area of planning action where relevant
- Planning action reference

Economy and employment

- Commercial
- Future commercial

Environment and recreation

- Public open space

Infrastructure

- Public purposes
- Future public purposes
- Crown land

Existing assets

- a** Port reserve
- b** Phosphate conveyor corridor
- c** Shire office
- d** Incline corridor - utilities/stormwater
- e** Federal Police station

2024 Adopted Local Heritage Survey places

- f** Cocos Padang Malay Quarters
- g** George Fam Centre
- h** Banyan Tree Grove, Bell Arch, M. Shrines
- i** The Barracks

NOTE: the extent of proposed future land uses and/or planning areas are indicative only and intended as a guide for future planning.

Relevant areas may be subject to additional planning actions and/or detailed planning processes - such as structure plans (precinct or standard) and local development plans in determining appropriate development controls such as building heights, densities and built form provisions.

Planning action index

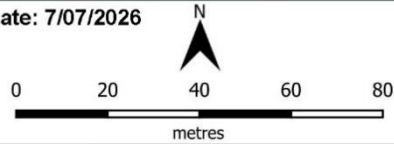
- 1** Potential rezoning Public Open Space to Commercial
- 2** Potential rezoning of CLA, Sports Hall & Tourist Bureau from Public Open Space to Commercial
- 3** Potential rezoning Public Open Space to Commercial
- 4** Potential rezoning Mixed Use to Commercial
- 5** Potential rezoning Tourism to Commercial
- 6** Potential rezoning Residential to Commercial
- 7** Wave undercutting investigation area
- 8** Wave overspill investigation area
- 9** Potential rezoning Public Open Space to Reserve Public Purpose - Infrastructure Services
- 10** Potential rezoning Tourism & Public Open Space to Reserve Public Purpose - Infrastructure Services
- 11** Potential rezoning Reserve POS to Local Road Reserve
- 12** Potential rezoning Tourism to Local Road Reserve
- 13** Investigate public access excision or creation of easement

Inset



Planning Area B - Gaze Road (Inset)

Date: 7/07/2026



Legend

- Planning area
- Mining lease to 2034
- Indicative area of planning action where relevant
- Planning action reference

Economy and employment

- Commercial
- Future commercial

Environment and recreation

- Public open space

Infrastructure

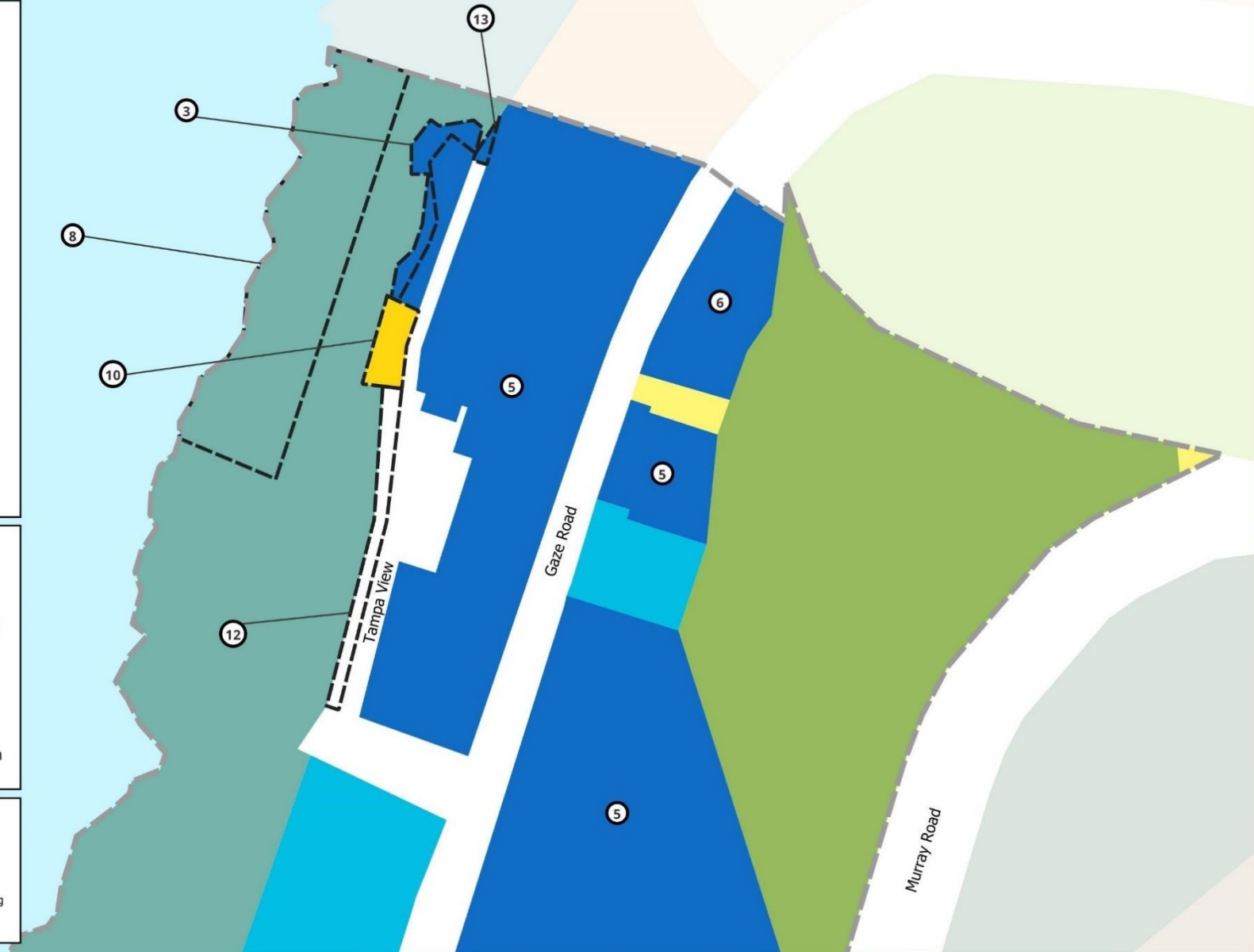
- Public purposes
- Future public purposes
- Crown land

Planning action index

- 3** Potential rezoning Public Open Space to Commercial
- 5** Potential rezoning Tourism to Commercial
- 6** Potential rezoning Residential to Commercial
- 8** Wave overspill investigation area
- 10** Potential rezoning Tourism & Public Open Space to Reserve Public Purpose - Infrastructure Services
- 12** Potential rezoning Tourism to Local Road Reserve
- 13** Investigate public access excision or creation of easement

NOTE: the extent of proposed future land uses and/or planning areas are indicative only and intended as a guide for future planning.

Relevant areas may be subject to additional planning actions and/or detailed planning processes - such as structure plans (precinct or standard) and local development plans in determining appropriate development controls such as building heights, densities and built form provisions.



5.4 Planning Area C – Silver City

Objective

To maintain the precinct as a major residential area on the island through the consolidation of existing developed areas and the implementation of the WAPC endorsed [Silver City Structure plan](#) over the LPS No.2 Urban Development zone. (refer to the strategic implications at [p. 123](#))

The Structure plan offers the possibility to develop affordable housing and also identify land areas that could be dedicated to the orderly relocation, in time, of Flying Fish Cove residents at risk of the effects of sea level rise, coastal erosion, storm surge inundation, landslide and rock fall.

Land use priorities

The existing Silver City settlement is dominated by single residential low density lots. Whilst there are marginal opportunities for infill development through density increase, it is now endowed with a Structure plan to its north side with two new direct access to and from Murray Road.

With its undeveloped elevated terraces and sweeping ocean views the Structure plan site will play an important role in providing residential opportunities to assist with the resilience of the Kampong community as well as addressing housing stress and affordability through a range of residential dwelling in various densities for the benefit of existing and future residents.

Future possibilities

The long-term development of the structure plan is expected to provide a range of residential densities from R17.5 to R60 with the potential to provide up to 303 new dwellings to 2056 (refer to section [4.3 g](#)) of Part 2 at [p. 146](#)).

Silver City is in a de-facto cul-de-sac setting with Silver City Road as the sole vehicular conduit for all residents to access or egress the planning area. The implementation of the structure plan will allow for the improved accessibility towards the Kampong, the port area and Gaze Road with two new neighbourhood connectors onto Murray Road. A discrete continuation of Sunset Place into the Structure plan area will further enhance local connectivity and permeability to the south.

North of the structure plan area, but separated by remnant vegetation and Murray Road, is nesting a colony of the Christmas Island Frigatebird (*Fregata andrewsi*) located within the Christmas Island National Park and protected as Endangered under the EPBC Act 1999.

The structure plan has set aside 14.86 ha., zoned Urban Development under LPS2, dedicated to Environmental Conservation to ensure visual amenity with Murray Road is maintained and act as an ecological buffer to the nearby Christmas Island Frigatebird colony. As a consequence, the future residential area of the Structure plan will have a setback of approximately 100 meters from the Murray Road Reserve.

An additional possible subdivision south west of Pak Kam Loh would yield an additional 6 lots at R40 together with 0.2 Ha. of POS to replace the now expired Attorney-General's Department - *Report for Silver City Residential Expansion Outline Development Plan – May 2010*. (Refer to the purpose, implications and responses to the LPS at [p. 127](#))

As a result of consultation with land owners, and the SOCI's support, an opportunity exists to encourage infill development by raising the density from R17.5 to R40 concerning the large blocks on the east side of Lower Poon Saan Drive consistent with adjacent to R40 zoning at Poon Saan.

The south western boundary of the planning area is defined by the historic incline railway built in the 1930s.

The incline railway, with its 1 in 6.5 gradient, is of particular significance as it was fundamental to the success and expansion of the phosphate mining operation on Christmas Island and therefore the development of the Island community, as well as being an outstanding technical and engineering achievement.

The Incline is listed on the Commonwealth Heritage List as part of the *Drumsite Industrial Area*, place ID 105339 (refer to list at [p. 95](#))

(refer to PA map at [p. 36](#))

Community, Urban Growth and Settlement				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Silver City Structure plan.	To ensure approved Structure plans are reflected in the local planning scheme.	PA-C– Action 1 Illustrate within the planning area map and the local planning scheme map the extent and land uses depicted in the Silver City Structure plan.	Section 3.4 of Part 2 at p. 123 depicts the purpose, strategic implications and responses for the LPS associated with the structure plan at Silver City.	Immediate
Housing and POS	To encourage new residential developments within the township settled areas	PA-C– Action 2 The SOCI to submit to the DPLH/WAPC an R40 subdivision inclusive of 10% of POS.	Section 3.5 of Part 2 at p. 127 illustrates the purpose, implications and responses to the LPS associated with the now expired 2010 Outline Development Plan.	Immediate
Infill Residential	To encourage new residential developments within the township settled areas	PA-C – Action 3 Amend the local planning scheme map by potentially increasing densities from R17.5 to R40.	The SOCI recognises the potential to increase densities on Silver City largest blocks adjacent to existing R40 densities and POS in the adjacent Poon Saan planning area and supports an increase of density in that location.	Immediate

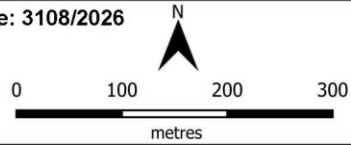
34

Environment				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Biodiversity Conservation	To introduce environmental conservation areas to sustain ecological values in strategic locations within the township.	PA-C – Action 4 Potentially amend the Planning Scheme map by conferring Reserve Environmental Conservation over a portion of the Silver City Urban Development zone.	Section 3.4 of Part 2 at p. 123 depicts the purpose, strategic implications and responses associated with the structure plan at Silver City and highlights the ecological merit in introducing an Environmental Conservation zone representing 47% of the Urban Development zone. alongside Murray Road and opposite the National Park.	Immediate

Infrastructure				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Transport network	To secure adequate and practical road connectivity between planning areas within the township	PA-C – Action 5 Potential amendment to the local planning scheme map illustrating the future Local Road Reserves of the Silver City Structure plan.	Section 3.4 of Part 2 at p. 123 depicts the purpose, strategic implications and responses for the LPS associated with the approved Silver City structure plan and highlights the provision of new neighborhood connectors to Murray Road. to enhance Silver City's vehicular movements to and from Flying Fish Cove as well as the coastal settlements.	Immediate

Planning Area C - Silver City

Date: 3108/2026



Legend

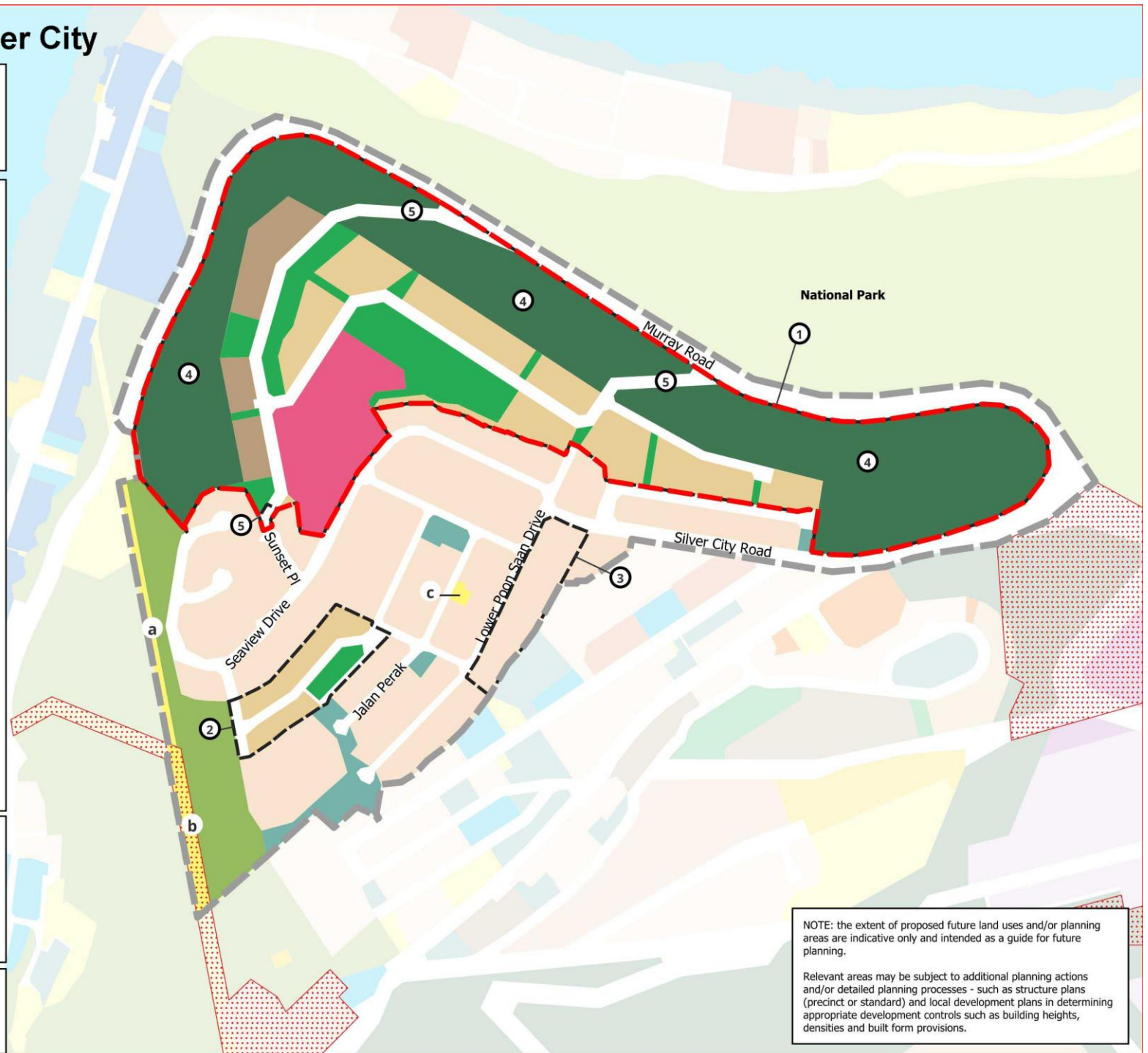
- Planning area
- Mining lease to 2034
- Indicative area of planning action where relevant
- Planning action reference
- Approved Silver City Structure Plan
- Urban growth and settlement**
 - Residential
 - Low density residential (R40 or less)
 - Mid rise residential (R60, 3 storeys or less)
- Economy and employment**
 - Future mixed use
- Environment and recreation**
 - Public open space
 - Future environmental conservation
 - Future recreation (POS)
- Infrastructure**
 - Crown land
 - Public purposes

Planning action index

- 1 Extent of Approved Silver City Structure Plan
- 2 Increase densities from R17.5 to R40
- 3 Increase densities from R17.5 to R40
- 4 Potential rezoning Urban Development to Reserve Environmental Conservation
- 5 Future Local Road Reserve as per Silver City Structure Plan

Existing assets

- a Incline corridor - utilities/stormwater
- b Phosphate conveyor corridor
- c Christmas Island Women's Association



NOTE: the extent of proposed future land uses and/or planning areas are indicative only and intended as a guide for future planning.

Relevant areas may be subject to additional planning actions and/or detailed planning processes - such as structure plans (precinct or standard) and local development plans in determining appropriate development controls such as building heights, densities and built form provisions.

5.5 Planning Area D - Poon Saan

Objective

To maintain the precinct as a major residential and commercial area on the island by retaining the existing residential densities and consolidating the commercial and residential offerings.

Land use priorities

Poon Saan is characterised by high density Singapore style residential buildings on 3 levels built for mining workers initially with later additions dedicated to the former casino staff and residential apartments to house mainly Commonwealth employees.

Poon Saan is also an established commercial hub with a range of retail and food outlets. The island open air cinema, a popular outdoor basketball court, the Poon Saan Club, several Chinese temples, the Old Technical School, the Poon Saan Community Hall and the office of the Union of Christmas Island Workers (UCIW) are key elements of Poon Saan's social and cultural life. This unique and vibrant land use mix is to be maintained and enhanced where possible.

Future possibilities

An opportunity exists north of the UCIW office on a large R 40 site in single ownership for a combination of Mixed Use and Residential on separate lots. Vehicle access for both lots will only be possible from Silver City Road.

The Mixed-Use parcel could have pedestrian access onto Poon Saan Road to reinforce the commercial character of that street. The residential parcel would be elevated to R60 Residential thus sympathetic to the R80 density prevailing in the area.

Another residential development opportunity at R60 exists between Murray Road and Kong Wai Loh that will ultimately link to Taman Sweetland Circuit.

To the south-west, the old dryers site zoned Urban Development can be redeveloped once the mining function of the site is concluded. This will then require the formulation of a Structure plan pursuant to *Part 4 Schedule 2 of the Planning and Development (Local Planning Scheme s) Regulations 2015*.

The old dryers' site may rely on a possible vehicular connection through Crown Land onto San Chye Loh subject to an investigation and Commonwealth consent.

A small opportunity exists through the partial rezoning of an unused POS to R60 residential between Murray Road and Kong Wai Loh Lane.

The Poon Saan area is of special significance to the Chinese population and symbolises the Chinese presence on the island and the conditions in which they lived. The whole area exhibits architectural styles imported from Singapore after World War Two and rarely found in other parts of Australia.

A number of buildings or facilities known as the *Poon Saan Group* are included as a listed place (ID 105185) in the Commonwealth Heritage List. (refer to list at [p. 95](#))

Development Approvals with potential impact on or in proximity to the *Poon Saan Group* buildings or facilities are subject to Heritage Assessment under the EPBC Act 1999.

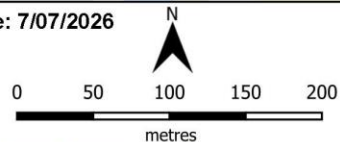
(refer to PA map at [p. 40](#))

Community, Urban Growth and Settlement				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Civic and Community	To ensure land use alignment with designated reserve or zoning under the local planning scheme.	PA-D – Action 1 Potential rezoning from Public Purposes School (SC) to Reserve Civic and Community and amend the local planning scheme map.	The SOCI recognises that the old Christmas Island technical school buildings have been repurposed to accommodate a range of public and community functions and activities for more than a decade and supports the change in the Reserve designation accordingly.	Immediate
Civic and Community	To ensure land use alignment with designated reserve or zoning under the local planning scheme.	PA-D – Action 2 Potential rezoning from POS to Reserve Civic and Community and amendment to the local planning scheme map.	The original POS has been repurposed and developed into public parking associated with the SOCI's construction of the adjacent seniors' centre itself attached to the Poon Saan community hall zoned Civic and Community.	Immediate
Housing	To encourage new residential developments within the township settled areas.	PA-D – Action 3 Potential rezoning from POS Reserve to R60 and amendment to the local planning scheme map.	The SOCI acknowledges and supports a medium density residential development on this site accessible at the rear via Kong Wai Loh Lane and too steep to fulfill its intended POS function. The site is easy to service, the development will have little impact on the adjoining residential area, enjoys exceptional ocean views and benefit from immediate proximity to public transport.	Immediate

Infrastructure				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Transport network	To facilitate improved vehicular movements to and from urban development zones	PA-D – Action 4 Investigate the feasibility of creating a Local Road Reserve between San Chye Loh and the Poon Saan Urban Development zone.	Section 4.6 a) of Part 2 at p. 184 recognises the traffic limitations to access the Urban Development zone (old phosphate dryers complex) from Murray Road and defines the intent and scope of the investigation.	Short term
Telecommunication	To ensure existing public service utilities are zoned appropriately.	PA-D– Action 5 Potential rezoning from Crown Reserve to Reserve Infrastructure Services (IS) and amendment of the local planning scheme map.	The SOCI recognises the need to create an appropriate Reserve for the Poon Saan telecommunications tower and infrastructure and ultimately provide such Reserve with a legal access as per the planning action 5 above. and supports the creation of a Reserve Infrastructure Services (IS) over the telecommunications Crown Lease.	Immediate
Transport network	To ensure Road Reserves reflects existing road and parking configurations.	PA-D – Action 6 Potential rezoning from POS Reserve to Local Road Reserve and amendment of the local planning scheme map.	The SOCI recognises the practical merit to integrate the existing bus shelter and bus bay infrastructure to the Local Road Reserve and supports the area to be excised from the adjacent POS.	Immediate

Planning Area D - Poon Saan

Date: 7/07/2026



Legend

- Planning area
- Mining lease to 2034
- Indicative area of planning action where relevant
- Planning action reference

Urban growth and settlement

- Residential
- Urban Development
- Mid rise residential (R60, 3 storeys or less)
- Future civic and community

Economy and employment

- Commercial
- Tourism

Environment and recreation

- Public open space

Infrastructure

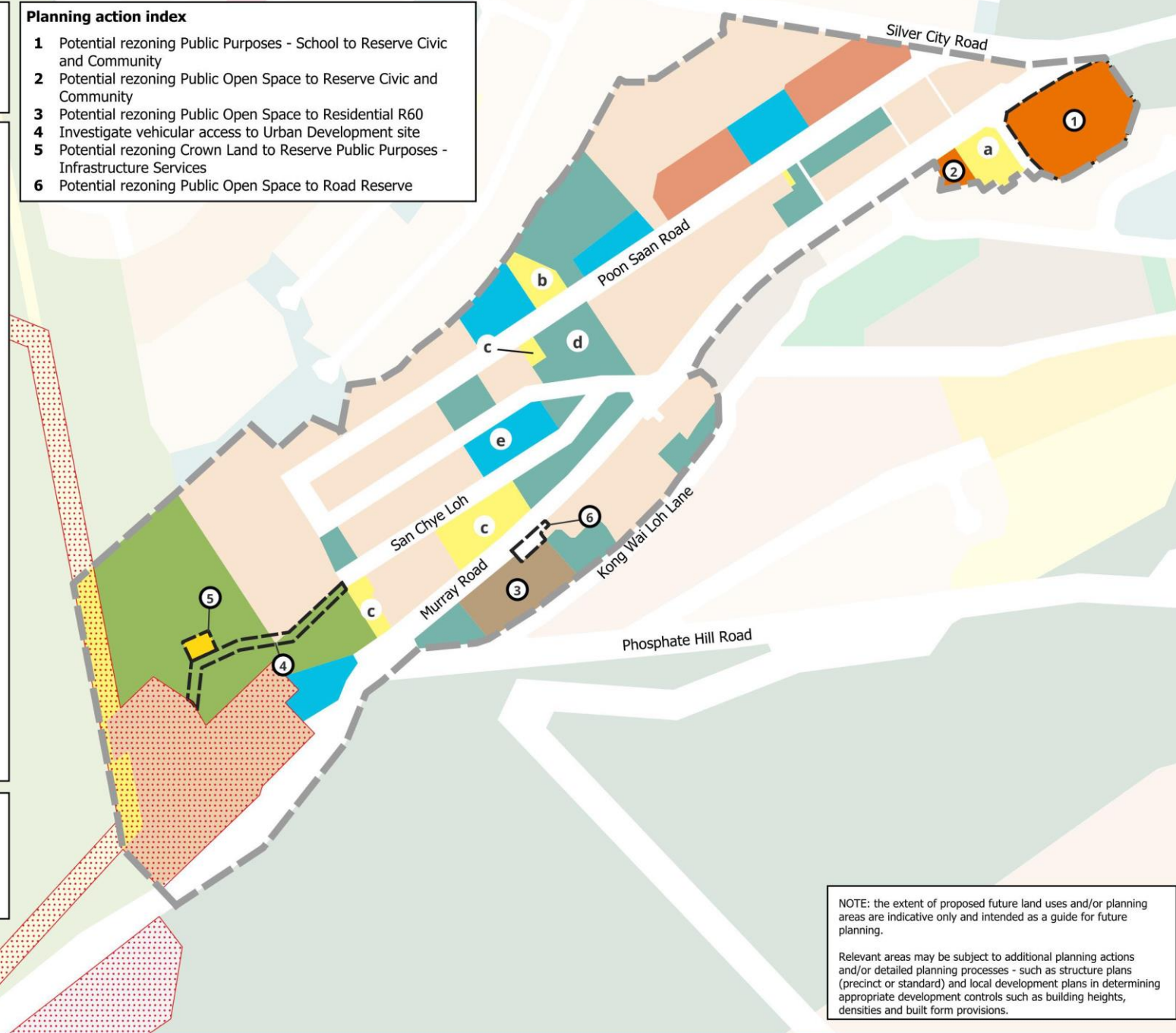
- Crown land
- Public purposes
- Future public purposes

Existing assets

- a** Poon Saan community hall & seniors centre
- b** Fire station
- c** Religious shrine/temple
- d** Open air cinema
- e** Poon Saan club

Planning action index

- 1** Potential rezoning Public Purposes - School to Reserve Civic and Community
- 2** Potential rezoning Public Open Space to Reserve Civic and Community
- 3** Potential rezoning Public Open Space to Residential R60
- 4** Investigate vehicular access to Urban Development site
- 5** Potential rezoning Crown Land to Reserve Public Purposes - Infrastructure Services
- 6** Potential rezoning Public Open Space to Road Reserve



NOTE: the extent of proposed future land uses and/or planning areas are indicative only and intended as a guide for future planning.

Relevant areas may be subject to additional planning actions and/or detailed planning processes - such as structure plans (precinct or standard) and local development plans in determining appropriate development controls such as building heights, densities and built form provisions.

5.6 Planning Area E – Kampong/Smith Point

Objective

To protect the Kampong residents from environmental hazards such as sea level rise, shoreline erosion, storm surge inundations and rock falls triggered by torrential rains. To develop with the residents, and under the SOCI's facilitation, a Kampong Transition Plan towards safer areas within the township.

Land use priorities

The *July 1996 Christmas Island Rockfall Risk Reduction Strategies* prepared by the then Department of the Environment Sport and Territories is a *Statement of Evidence and Supporting Drawings for presentation to the Parliamentary Standing Committee on Public Works*. The Statement establishes the probable limit of rockfall risk at the Kampong that ultimately led to the demolition of 2 apartment blocks and the Boat Club facility (refer to section 4.3 i) of Part 2 at p. 148).

The priorities are to prevent future residential or tourism development within a **Special Control Area** that recognises the rockfall risk whilst proposing future uses usually permissible in Public Open Spaces and to secure and ultimately reserve identified areas at Silver City, Taman Sweetland and Phosphate Hill (refer to Figure 6 of Part 2 at p. 169) for the exclusive purpose of the progressive and orderly relocation of the Kampong residents over time.

Future possibilities

Nestled on the foreshore of Flying Fish Cove, is the traditional home of the majority Malay speaking community. The 3-storey primarily residential built form is similar to that of Poon Saan with its design originated from Singapore. It has its Mosque, an adjoining Madrasa and a few shops.

The Malay Club is located there together with the port authority headquarters and Australian Federal Police marine infrastructure.

The Flying Fish Cove beach is the largest and most used beach on the island by residents and visitors alike. It is also the location of the island primary launching ramp for fishing and diving vessels.

Smith Point is defined by prominent Tai Jin House, the District Officer's official residence during British colonial times. The building is Commonwealth listed *Administrator's House Precinct*, and is dedicated to the performance of public or private functions and shelters on the first floor the island's most valuable museum artifacts. There is a prospect to reactivate

the precinct towards heritage tourism, upgrade the small museum into a fully functioning community orientated facility and potentially introduce in the nearby grounds discrete low impact short stay accommodation for visitors.

The island wastewater treatment plant and the island fuel terminal are also located behind Smith Point. There is no foreseeable prospect for change associated with these Public Purpose facilities.

The northern section of the Kampong comprises the wharf and associated infrastructure for the exportation of phosphate together with the handling of containerised goods arrival. Space for containers and heavy equipment is at a premium there and planning provisions have been taken accordingly to provide further public and private container storage capacity at the Light Industrial Area in the medium to long term.

The modest commercial precinct opposite the port serves as the island's administrative centre. The post office, Water Corp offices, the bank, the courthouse, the DITRDCSA offices and the office of the IOT Administrator are all located within this precinct. The further development of other commercial activities also located there is encouraged.

Traffic management issues may arise in this area with increased development, with potential conflicts between normal vehicle movements and port traffic movements (trucks, sea container movements).

The former Christmas Island Club (CI Club) is located immediately south of the commercial precinct. The building, part of the Commonwealth Heritage listed *Industrial and Administrative Group*, would require substantial repairs. At its peak the CI Club was the main recreational focus for the Europeans on the island with the original mine manager's house a short distance away together with a small burial ground dating from 1907.

The re-utilisation of public land and building assets within the former CI Club precinct should be investigated to explore redevelopment potential of land accessible from Club Road with a specific focus on community interests as the CI Club remains a major part of the Island's identity and history. (refer to Section 4.3 h) of Part 2 at p. 147).

The planning area comprises four places listed on the Commonwealth Heritage List (refer to Figure 6 at p. 99):

- 1) The Administrator's House precinct (place ID 105337)
- 2) The Industrial and Administrative Group (place ID 105246)
- 3) The Malay Kampong Group (place ID 105402) and
- 4) The Malay Kampong Precinct (place ID 105433).

Community, Urban Growth and Settlement				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Civic and Community	To encourage new community facilities within underdeveloped Public Reserves.	PA-E– Action 1 Investigate the redevelopment potential of public land and assets accessible and serviced from Club Road with a specific focus on community interests.	Section 4.3 h) of Part 2 at p. 147 Identifies the opportunities and benefits to redevelop the CI Club and its immediate precinct from a community perspective and defines the intent and scope of the investigation.	Short-term

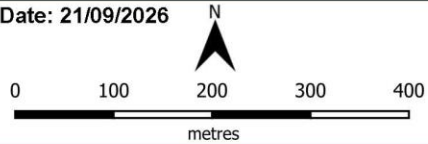
Economy and Employment				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Tourism	To ensure adequate supply of appropriately zoned land to meet future community and visitors' cultural needs.	PA-E– Action 2 Investigate the re-activation potential within and around Tai Jin House with a specific focus on heritage tourism, community interests and possible low scale short stay accommodation for visitors.	The SOCI recognises the Tai Jin House area offers a unique opportunity to promote heritage tourism, increase community activities and develop hospitality facilities for short stay visitors. Section 4.3 h) of Part 2 at p. 147 identifies the opportunities and benefits to re-activate the area from a tourism, community and economic perspective and define the intent and scope of the investigation.	Short-term
Administration	To ensure land use alignment with designated reserve or zoning under the local planning scheme.	PA-E– Action 3 Potential rezoning from Commercial to Reserve Government Services (GS) and amendment of the local planning scheme map.	The SOCI recognises that the Commonwealth administration building has no commercial function and that a rezoning to Public Reserve Government Services (GS) is deemed appropriate. This position is shared by the Commonwealth.	Immediate

(refer to PA map at p. 44)

Environment				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Environmental hazards.	To prevent future housing and tourism development in areas prone to damages caused by landslide, rockfall and storm surge inundation	PA-E– Action 4 Potential amendment to the local planning scheme map by depicting the limit/extent of a Special Control Area (SCA) Identify development restrictions affecting the SCA in the local planning scheme text.	Section 4.5 b) of Part 2 at p. 166 identifies the types of severe environmental hazards that have and will continue to affect the Kampong residents together with planning measures required to ensure the long-term resilience of the community. Section 4.3 i) of Part 2 at p. 149 refers to the anticipated restrictions intended to apply to new developments areas currently zoned Residential are ultimately intended to be rezoned Reserve Public Open Space thus allowing for a range of recreation activities focusing on the entire island population and the amenities permitted in such Reserve.	Immediate

Planning Area E - Kampong / Smith Point

Date: 21/09/2026



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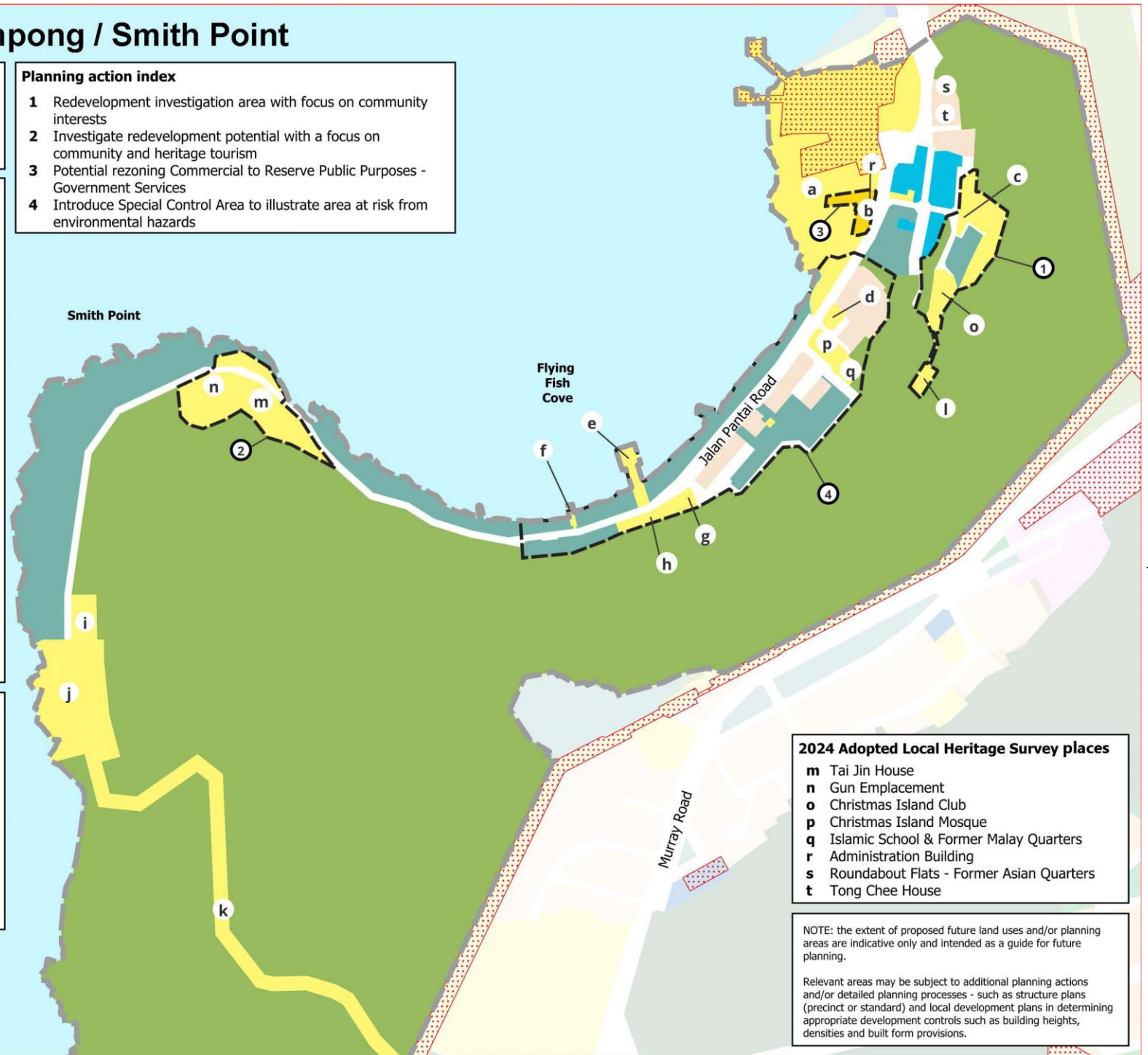
- Planning area
- Mining lease to 2034
- Indicative area of planning action where relevant
- Planning action reference
- Urban growth and settlement**
 - Residential
- Economy and employment**
 - Commercial
- Environment and recreation**
 - Public open space
- Infrastructure**
 - Crown land
 - Public purposes
 - Future public purposes

Existing assets

- a** Port wharf and freight storage
- b** Commonwealth Government administration
- c** Religious shrine/temple
- d** Malay Club
- e** Jetty
- f** Boat ramp
- g** Water Police
- h** Port Authority
- i** Waste water treatment plant
- j** Fuel storage
- k** Fuel and sewer line corridor
- l** Historic cemetery

Planning action index

- 1** Redevelopment investigation area with focus on community interests
- 2** Investigate redevelopment potential with a focus on community and heritage tourism
- 3** Potential rezoning Commercial to Reserve Public Purposes - Government Services
- 4** Introduce Special Control Area to illustrate area at risk from environmental hazards



2024 Adopted Local Heritage Survey places

- m** Tai Jin House
- n** Gun Emplacement
- o** Christmas Island Club
- p** Christmas Island Mosque
- q** Islamic School & Former Malay Quarters
- r** Administration Building
- s** Roundabout Flats - Former Asian Quarters
- t** Tong Chee House

NOTE: the extent of proposed future land uses and/or planning areas are indicative only and intended as a guide for future planning.

Relevant areas may be subject to additional planning actions and/or detailed planning processes - such as structure plans (precinct or standard) and local development plans in determining appropriate development controls such as building heights, densities and built form provisions.

5.7 Planning Area F – Phosphate Hill / Recreation Centre

Objective

To implement the WAPC endorsed [Phosphate Hill Structure plan](#) (refer to the strategic implications at [p.124](#)). The Structure plan presents the possibility to identify land areas that could be dedicated for the orderly relocation, in time, of interested Flying Fish Cove residents at risk of the effects of environmental hazards.

The Phosphate Hill plateau offers short and long-term sustainable growth opportunities associated with residential, commercial and recreation uses indispensable in assisting the economic transition of the island from mining and immigration to agri-business, tourism and higher education & research.

Land use priorities

The development of Phosphate Hill is the major component of the long-term ambition to increase the permanent resident population of the island from 1,200 to 5,000 over the next 30 years. It is the most appropriate area in close proximity to existing services to provide long term expansion of the Residential Mixed Use and Commercial areas on CI.

The Phosphate Hill Structure plan provide a range of residential densities from R17.5 to R60 and R 80 in the Mixed-use zone thus providing some 899 new dwellings up to 2056 (refer to section [4.3 g](#)) of Part 2 at [p. 146](#)).

A major Reserve Environmental Conservation area is introduced on the west side of the planning area with the ultimate purpose of maintaining and protecting ecological continuity between the southern and northern sections of the National Park.

The topography is not as severe as other areas, it can accommodate the introduction of neighbourhood connectors to link up with Drumsite and the school as well as Poon Saan, the hospital and the Airport. At the heart of this web lies the recreation centre, the swimming pool and the cricket and football oval with associated clubhouse. Additional sports facilities can be accommodated there cost effectively to cater for future population growth and become the major sports and recreation hub of the island.

Future possibilities

The area is suitable for the creation of medium density apartments at R40 and R60 dedicated to social and affordable housing as well as large R 17.5 residential blocks to accommodate families with children.

The significant dwelling yield for Phosphate Hill represents a tangible opportunity to provide housing affordability. Other uses expected for a development of that size could include but not be limited to neighborhood parks in the residential areas and place of worship, cafes, restaurants, shop houses and commercial venues in a mixed-use format.

The southern section of the planning area is dedicated to rural pursuits with an emphasis on urban farming techniques in semi or fully controlled environments. An historic pinnacle field requiring significant groundwork remediation traverses this area.

The rubbish tip along Phosphate Hill Road will remain in operation in the foreseeable future. Efforts are on-going to allow the site to operate as a waste recycling facility and possibly redirect the land fill function at South Point if deemed necessary.

Two Public Reserves are to be created to delineate the two immigration facilities. The Reserve north of the Cricket Club occupied by temporary buildings has the potential be converted to an annex of the CI District High School when the need arises in the longer term.

A Local Road Reserve is introduced between the Recreation Centre and the eastern immigration facility. This is designed to:

- a) provide appropriate legal access to the water Reserve south of the recreation centre;
- b) allow adequate legal access to the enlarged water Reserve;
- c) eliminate existing traffic interference between the swimming pool/recreation centre and the oval and
- d) facilitate the orderly expansion of the potable water grid within the planning area's new street network.

An investigation area is depicted at the intersection of Vagabond Road and Phosphate Hill Road to ensure the potential runway extension earth works has the ability to occur if deemed appropriate in the future.

(refer to PA map at [p. 50](#))

Community, Urban Growth and Settlement				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Phosphate Hill structure plan	To ensure approved Structure plans are reflected in the local planning scheme.	PA-F– Action 1 Illustrate within the planning area map and the local planning scheme map the extent and land uses depicted in the Phosphate Hill Structure plan.	Section 3.4 of Part 2 at p. 124 depicts the purpose, strategic implications and responses for the LPS for the approved structure plan at Phosphate Hill.	Immediate

Economy and Employment				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Agri-business	To encourage the economic development of pinnacle fields with marginal ecological diversity.	PA-F– Action 2 Investigate the agri-business development potential of the pinnacle field immediately west of the rubbish tip site.	Section 4.4 g) of Part 2 at p. 164 recognises the opportunities and benefits to re-use this dis-used pinnacle field from a sustainable economic perspective post mining and defines the intent and scope of the investigation.	Short-term
Data Hub	To provide newly created commercial leases with appropriate zoning.	PA-F– Action 3 Possible rezoning from Urban Development to General Industry and amendment of the local planning scheme map	The SOCI identifies and supports that the lease for the new data hub site be appropriately zoned General Industry and excised from the Urban Development zone (refer to section 4.6 h) of Part 2 at p. 201).	Immediate
Agri-business	To ensure Urban Development areas are redirected to other uses where Residential objectives are achieved through structure planning.	PA-F– Action 4 Potential rezoning from Urban Development to Rural and amend the local planning Scheme map	Section 3.4 of Part 2 at p. 124 identifies the Residential yield achieved by the Phosphate Hill structure plan with the possibility to increase and reconfigure the Rural zoning to the south and promote future urban agri-businesses within the township.	Immediate

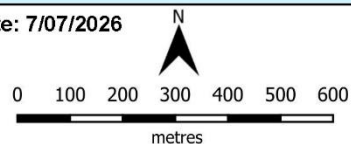
Environment				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Biodiversity Conservation	To introduce environmental conservation areas and sustain ecological values in strategic locations within the township.	PA-F– Action 5 Potential rezoning from Crown Reserve to Reserve Environmental Conservation and amendment of the local planning scheme map.	Section 3.4 of Part 2 at p.124 depicts the purpose, strategic implications and responses for the LPS with the introduction of the Phosphate Hill structure plan and highlights that 47% of the 139 Ha. plan is dedicated to Environmental Conservation to formalise and protect the ecological link between the separate sections of the National Park.	Immediate
Biodiversity Conservation	To introduce environmental conservation areas and sustain ecological values in strategic locations within the township	PA-F– Action 6 Potential rezoning from Rural Reserve to Environmental Conservation and amendment of the local planning scheme map.	The SOCI encourages the protection of recorded ecological values in the southern portion of the Phosphate Hill planning area, recognises the ecological benefits identified in the Geoscience Australia vegetation mapping and supports the potential rezoning from Rural to Reserve Environmental Conservation	Immediate
Visual Amenity	To maintain natural visual amenity in strategic locations within the township.	PA-F– Action 7 Potential rezoning from Urban Development to Reserve Environmental Conservation to create a 30m environmental buffer along the length of the Phosphate Hill Road Reserve and amendment of the local planning scheme map	The SOCI recognises Phosphate Hill Road as the main access road to and from the airport for the majority of the settled areas and highlights the importance of its environmental identity to the local community, the merit in creating a visual buffer with existing and future adjoining land uses and the beneficial impact on visitors.	Immediate
Biodiversity Conservation	To introduce environmental conservation areas and sustain ecological values in strategic locations within the township.	PA-F– Action 8 Potential rezoning from Urban Development to Reserve Environmental Conservation and amendment of the local planning scheme map.	The SOCI recognises the ecological merit in protecting known tall to moderate closed canopy evergreen forest identified in the Geoscience Australia vegetation mapping and supports the potential rezoning of this area from Urban Development to Reserve Environmental Conservation	Immediate

Environment				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Visual Amenity	To maintain natural visual amenity in strategic locations within the township.	PA-F– Action 9 Potential rezoning from Public Purpose Reserve – Rubbish Tip to Reserve Environmental Conservation to create a 30m environmental buffer along the length of the Phosphate Hill Road Reserve and amendment of the local planning scheme map.	The SOCI recognises Phosphate Hill Road as the main access road to and from the airport for the majority of the settled areas and highlights the importance of its environmental identity to the local community, the merit in creating a visual buffer with existing and future adjoining land uses and the beneficial impact on visitors.	Immediate

Infrastructure				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Transport network	To ensure adequate road connectivity between planning areas within the township.	PA-F– Action 10 Potential amendment to the local planning scheme map illustrating the future Local Road Reserves to and from the Phosphate Hill plateau.	Section 3.4 of Part 2 at p. 124 depicts the purpose, strategic implications and responses for the LPS associated with the approved Phosphate Hill structure plan and highlights the new neighbourhood connectors between the oval / recreation precinct and the CIDHS, the hospital and the airport.	Immediate
Airport	To ensure the long-term orderly expansion of infrastructure and activities at the airfield.	PA-F– Action 11 Investigate the extent of land required for the earthworks associated with the northward extension of the runway.	Section 4.6 d) of Part 2 at p. 189 recognises the importance of the expansion of the runway, identified in the 2015 LPS and echoed in this Strategy. It also highlights the need to protect the land required for the earthworks as part of the extension of the runway and defines the intent and scope of the investigation.	Short-term
Transport network	To ensure Road Reserves reflect existing road configurations.	PA-F– Action 12 Potential amendment to the local planning scheme map illustrating a reconfigured Phosphate Hill Road Reserve.	The SOCI identifies the need to adjust the 30m wide Local Road Reserve based on the centerline of the as-constructed alignment of the Phosphate Hill Road itself. This is in light of forthcoming underground services to be connected with Crown leases being created or renewed (PRL and Google) on either side of the road in that location.	Immediate

Planning Area F - Phosphate Hill

Date: 7/07/2026



Legend

- Planning area
- Mining lease to 2034
- Indicative area of planning action where relevant
- Planning action reference
- Approved Phosphate Hill Structure Plan

Urban growth and settlement

- Urban development
- Low density residential (R40 or less)
- Mid rise residential (R60, 3 storeys or less)
- Future civic and community

Economy and employment

- Rural
- Future rural
- Future industrial
- Future mixed use

Environment and recreation

- Public open space
- Future environmental conservation
- Future recreation (POS)

Infrastructure

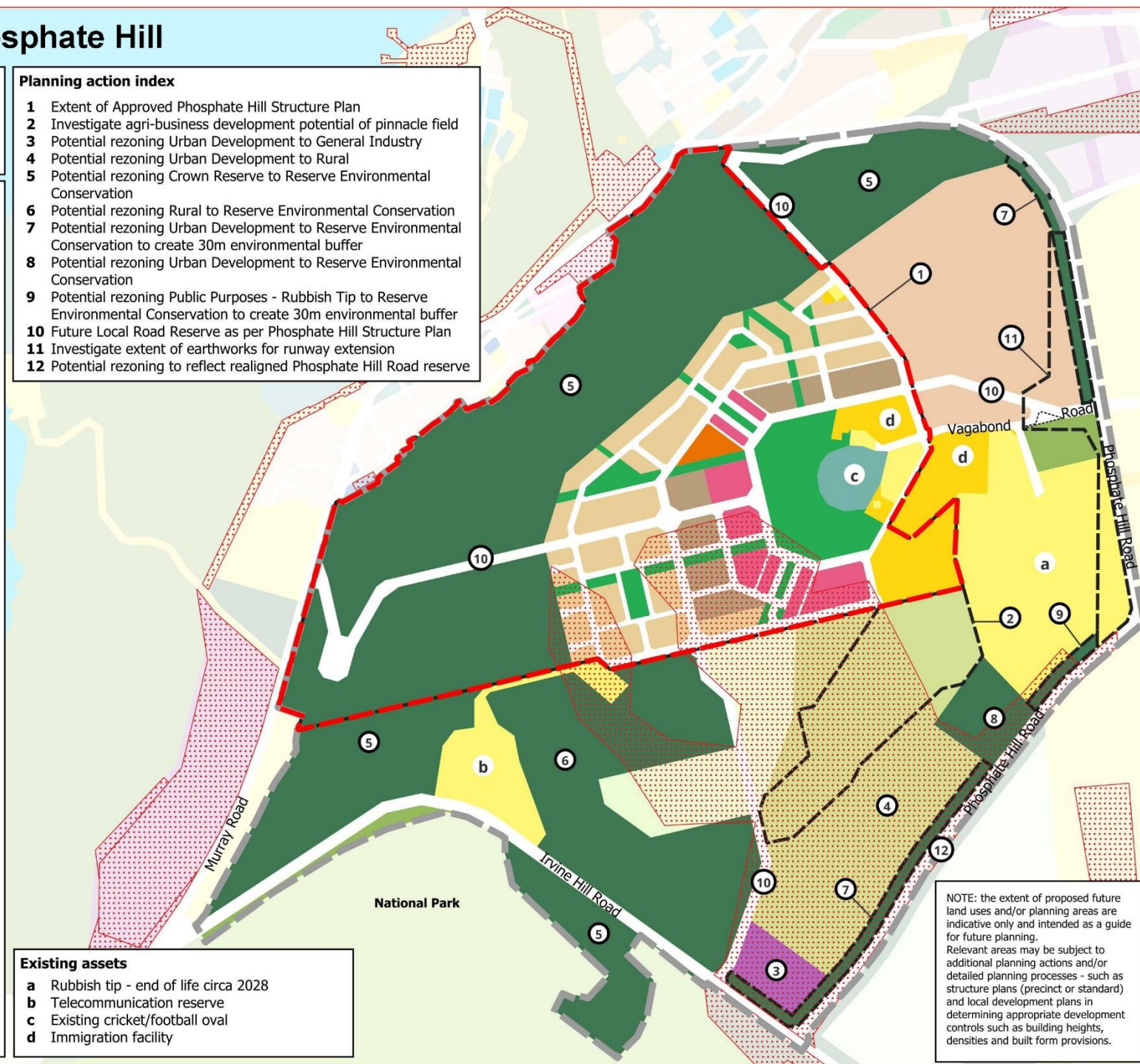
- Public purposes
- Future public purposes
- Crown land

Planning action index

- 1 Extent of Approved Phosphate Hill Structure Plan
- 2 Investigate agri-business development potential of pinnacle field
- 3 Potential rezoning Urban Development to General Industry
- 4 Potential rezoning Urban Development to Rural
- 5 Potential rezoning Crown Reserve to Reserve Environmental Conservation
- 6 Potential rezoning Rural to Reserve Environmental Conservation
- 7 Potential rezoning Urban Development to Reserve Environmental Conservation to create 30m environmental buffer
- 8 Potential rezoning Urban Development to Reserve Environmental Conservation
- 9 Potential rezoning Public Purposes - Rubbish Tip to Reserve Environmental Conservation to create 30m environmental buffer
- 10 Future Local Road Reserve as per Phosphate Hill Structure Plan
- 11 Investigate extent of earthworks for runway extension
- 12 Potential rezoning to reflect realigned Phosphate Hill Road reserve

Existing assets

- a Rubbish tip - end of life circa 2028
- b Telecommunication reserve
- c Existing cricket/football oval
- d Immigration facility



NOTE: the extent of proposed future land uses and/or planning areas are indicative only and intended as a guide for future planning. Relevant areas may be subject to additional planning actions and/or detailed planning processes - such as structure plans (precinct or standard) and local development plans in determining appropriate development controls such as building heights, densities and built form provisions.

5.8 Planning Area G – Drumsite

Objective

To maintain and consolidate residential functions and capture small redevelopment opportunities to provide a mix of complimentary land uses for the precinct.

Land use priorities

Given the topographic constraints and limited developable land at Drumsite, it is not envisaged that the area will change dramatically over time. The long-term focus will remain low density residential with potential for minor infill development.

Future possibilities

There is scope for modest expansion of the small commercial area adjacent to the mine mechanical workshop.

Potential zoning adjustments to ensure land use alignment with designated reserve or zoning under the local planning scheme are required for Commonwealth owned terrace houses on either side of the Watercorp tank at Jalan Ketam Merah and the R80 dwelling complex at Sung Miaw Low.

A potential Commercial zoning is envisaged for a long-established small mechanical workshop within the residential zone at the corner of Lam Lok Loh and Sung Miaw Low to facilitate land use conformity and better reflect the on-going activities servicing the community at the premises.

The CIP office building and immediate land around it are proposed to be rezoned from Residential to Commercial to better reflect the current and foreseeable usage of the building.

The run of mine and dryers' sites are proposed to be rezoned from Rural to Industrial thus reflecting the current phosphate stockpiling and processing function. Beyond mining it will be necessary for the site to undergo decontamination prior to being made available for other uses.

The land holdings south of the dryers will remain in the rural zone and be separated by Environmental Conservation corridors to maintain and protect seasonal red crab migration.

A reconfigured road reserve at the Murray Road, Lam Lok Loh, Sung Miaw Low six-way intersection will enable the implementation of a roundabout with the necessity to rationalise zoning and cadastral configurations required in the vicinity for its orderly implementation in the future. (refer to Section 4.6 a) of Part 2 at p. 184 and Figure 12 at p. 186)

The 2017 partial collapse of the Drumsite conveyor infrastructure during an extreme rain event induced landslide at the top of the Flying Fish Cove cliff has forced the adjoining Murray Road to be permanently relocated southward and requires the extension of the Road Reserve accordingly

(refer to PA maps at p. 56 and p. 57)

Community, Urban Growth and Settlement				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Housing	To ensure land use alignment with designated reserve or zoning under the local planning scheme	PA-G– Action 1 Potential to amend the local planning scheme map by extending the R80 zoning over the adjacent Industrial zone.	The SOCI recognises that part of the Commonwealth R80 housing development is constructed over the Industrial zone and supports the potential rezoning with Commonwealth's consent.	Immediate
Housing	To ensure land use alignment with designated reserve or zoning under the local planning scheme	PA-G – Action 2 Potential to amend the local planning scheme map by extending the R80 zoning over the Crown Reserve.	The SOCI recognises that part of the Commonwealth R80 housing development is constructed over the Crown Reserve land and supports the potential rezoning with Commonwealth's consent.	Immediate
Housing	To ensure land use alignment with designated reserve or zoning under the local planning scheme	PA-G – Action 3 Potential to amend the local planning scheme map by extending the R20 zoning over the Crown Reserve.	The SOCI recognises that part of the Commonwealth R20 housing development is constructed over Crown Reserve land and supports the potential rezoning in accordance with the Commonwealth's expectation.	Immediate

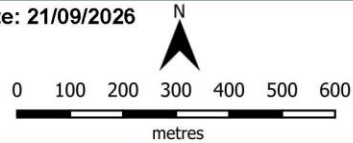
Economy and Employment				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Industry	To ensure land use alignment with designated reserve or zoning under the local planning scheme.	PA-G– Action 4 Potential rezoning from Rural and Crown Reserve to Industry and amendment of the local planning scheme map.	The SOCI recognises that the run of mine and associated phosphate drying infrastructure precinct as inherently representing an industrial rather than a rural activity and supports the potential rezoning to Industrial. This position is shared by the mine.	Immediate
Commercial	To ensure land use alignment with designated reserve or zoning under the local planning scheme.	PA-G– Action 5 Potential rezoning from Residential to Commercial and amendment of the local planning scheme map.	The SOCI recognises the mine's main office does not align with the Residential zoning and supports the best fitting Commercial potential rezoning. This position is shared by the mine.	Immediate
Commercial	To ensure land use alignment with designated reserve or zoning under the local planning scheme.	PA-G – Action 6 Potential rezoning from Residential to Commercial and amendment of the local planning scheme map.	The SOCI recognises the long established small mechanical workshop business is not aligned with the Residential zoning and supports the best fitting Commercial potential rezoning. This position is shared by the land owner and operator of the business.	Immediate

Environment				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Biodiversity Conservation	To introduce environmental conservation areas and sustain ecological values in strategic locations within the township.	PA-G– Action 7 Potential rezoning from Rural to Reserve Environmental Conservation and amendment of the local planning scheme map.	The SOCI and the National Park recognise the high frequency of crab migration in the area and the potential negative impact rural activities could generate in that location. Consequently, the SOCI supports the potential rezoning.	Immediate
Biodiversity Conservation	To introduce environmental conservation areas and sustain ecological values in strategic locations within the township.	PA-G – Action 8 Potential rezoning from Reserve POS to Reserve Environmental Conservation and amendment of the local planning scheme map.	The SOCI and the National Park recognise the high frequency of crab migration in the area and the SOCI has no intention to promote active recreation in that location. Consequently, the SOCI supports the potential rezoning.	Immediate
Biodiversity Conservation	To introduce environmental conservation areas and sustain ecological values in strategic locations within the township.	PA-G – Action 9 Potential rezoning from Crown Reserve to Reserve Environmental Conservation and amendment of the local planning scheme map.	The SOCI and the National Park recognise the high frequency of crab migration in the area and the ecological benefit in protecting regrowth forest in that location. Consequently, the SOCI supports the potential rezoning.	Immediate

Infrastructure				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Transport network	To ensure Road Reserves reflect existing road configurations.	PA-G – Action 10 Potential amendment to the local planning scheme map illustrating an extended Murray Road Reserve.	The SOCI recognises the collapse of the Drumsite conveyor at the top of the Flying Fish Cove cliff, caused by a landslide during an extreme rain event, has forced the adjoining Murray Road to be permanently relocated southward into the adjacent POS and advocates the extension of the Local Road Reserve southward accordingly.	Immediate
Transport network	To ensure Road Reserves can accommodate future optimal road design configuration	PA-G – Action 11 Potential amendment to the local planning scheme map illustrating a reconfigured Local Road Reserve at the Murray Road, Lam Lok Loh, Sung Miaw Low intersection.	Section 4.6 a) of Part 2 at p. 184 acknowledges the benefit of the Drumsite six-way roundabout concept to improve traffic movements and pedestrian safety at Murray Road, Lam Lok Loh, Sung Miaw Low intersection and consequently supports to rationalise zoning and cadastral configurations necessary for its orderly implementation in the future.	Immediate
Transport network	To retain unobstructed visibility in the vicinity of major road intersection.	PA-G – Action 12 Potential rezoning from Mixed Use to POS Reserve and amendment of the local planning scheme map.	Section 4.6 a) of Part 2 at p. 184 acknowledges the SOCI's Drumsite roundabout concept which illustrates that part of this property owned by the Commonwealth should remain clear of development to provide unobstructed view to motorists approaching this six-way intersection	Immediate

Planning Area G - Drumsite

Date: 21/09/2026



Legend

- Planning area
- Mining lease to 2034
- Indicative area of planning action where relevant
- Planning action reference
- Urban growth and settlement**
 - Residential
 - Low density residential (R40 or less)
 - Mid rise residential (R60, 3 storeys or less)
 - Mixed use
- Economy and employment**
 - Industrial
 - Future industrial
 - Future commercial
 - Rural
- Environment and recreation**
 - Public open space
 - Future recreation (POS)
 - Future environmental conservation
- Infrastructure**
 - Crown land
 - Public purposes

NOTE: the extent of proposed future land uses and/or planning areas are indicative only and intended as a guide for future planning.

Relevant areas may be subject to additional planning actions and/or detailed planning processes - such as structure plans (precinct or standard) and local development plans in determining appropriate development controls such as building heights, densities and built form provisions.

Planning action index

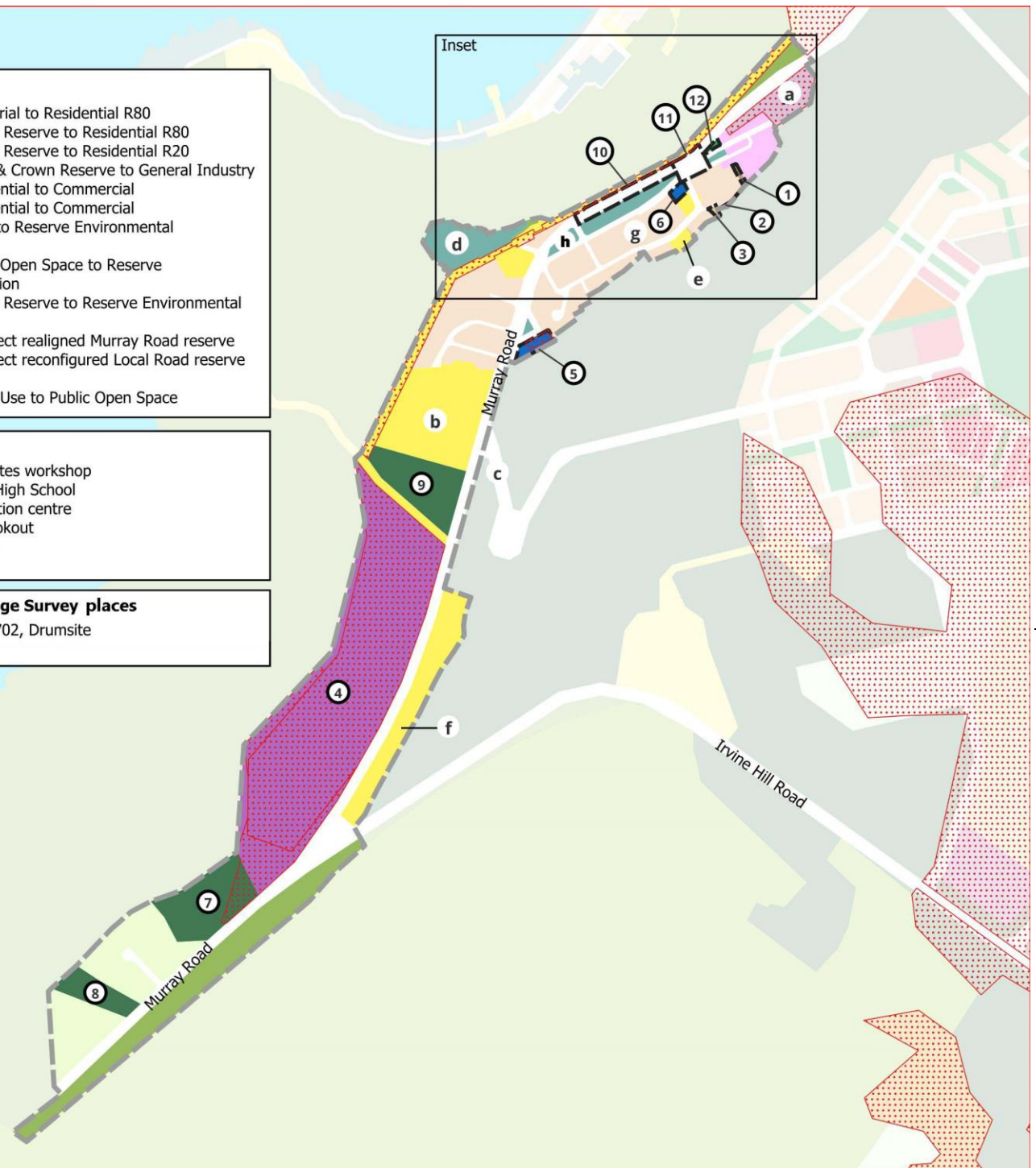
- 1 Potential rezoning Industrial to Residential R80
- 2 Potential rezoning Crown Reserve to Residential R80
- 3 Potential rezoning Crown Reserve to Residential R20
- 4 Potential rezoning Rural & Crown Reserve to General Industry
- 5 Potential rezoning Residential to Commercial
- 6 Potential rezoning Residential to Commercial
- 7 Potential rezoning Rural to Reserve Environmental Conservation
- 8 Potential rezoning Public Open Space to Reserve Environmental Conservation
- 9 Potential rezoning Crown Reserve to Reserve Environmental Conservation
- 10 Potential rezoning to reflect realigned Murray Road reserve
- 11 Potential rezoning to reflect reconfigured Local Road reserve & intersection
- 12 Potential rezoning Mixed Use to Public Open Space

Existing assets

- a Christmas Island Phosphates workshop
- b Christmas Island District High School
- c Future road link to recreation centre
- d Territory Day Park and lookout
- e Water tank infrastructure
- f Power station

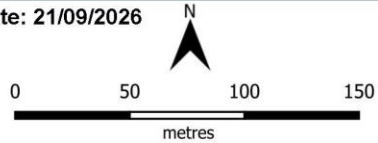
2024 Adopted Local Heritage Survey places

- g Japanese HQ, Bungalow 702, Drumsite
- h Drumsite Bayan Tree



Planning Area G - Drumsite (Inset)

Date: 21/09/2026



Legend

- Planning area
- Mining lease to 2034
- Indicative area of planning action where relevant
- Planning action reference
- Urban growth and settlement**
 - Residential
 - Low density residential (R40 or less)
 - Mid rise residential (R60, 3 storeys or less)
 - Mixed use
- Economy and employment**
 - Industrial
 - Future commercial
- Environment and recreation**
 - Public open space
 - Future recreation (POS)
- Infrastructure**
 - Crown land
 - Public purposes

NOTE: the extent of proposed future land uses and/or planning areas are indicative only and intended as a guide for future planning.

Relevant areas may be subject to additional planning actions and/or detailed planning processes - such as structure plans (precinct or standard) and local development plans in determining appropriate development controls such as building heights, densities and built form provisions.

Planning action index

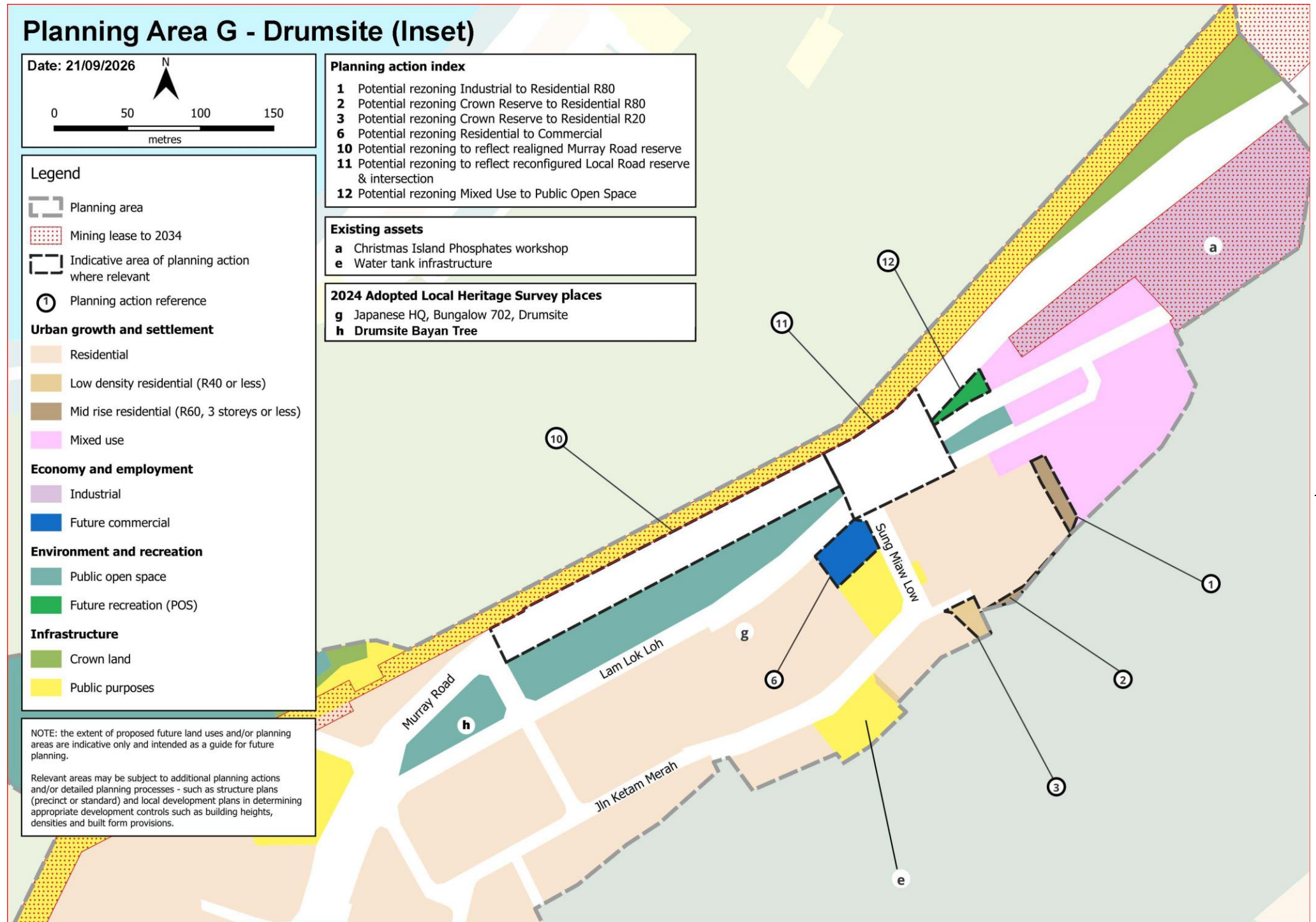
- 1 Potential rezoning Industrial to Residential R80
- 2 Potential rezoning Crown Reserve to Residential R80
- 3 Potential rezoning Crown Reserve to Residential R20
- 6 Potential rezoning Residential to Commercial
- 10 Potential rezoning to reflect realigned Murray Road reserve
- 11 Potential rezoning to reflect reconfigured Local Road reserve & intersection
- 12 Potential rezoning Mixed Use to Public Open Space

Existing assets

- a Christmas Island Phosphates workshop
- e Water tank infrastructure

2024 Adopted Local Heritage Survey places

- g Japanese HQ, Bungalow 702, Drumsite
- h Drumsite Bayan Tree



5.9 Planning Area H - Light Industrial Area

Objective

To facilitate the release of additional light industrial land, provide possibilities to further the economic development of the island and to encourage the consolidation of those dispersed industrial land uses in other parts of the island into one central location with similar industries.

To incorporate the recommended changes depicted in the *2021 Proposed Amendment to the LIA*.

Land use priorities

The LIA has not experienced significant changes in the last decade. However, the early development of the LIA remains the primary building block in the context of the envisaged economic transformation of the Island for the next 30 years and its associated 5000 population target.

The LIA layout has been subject to a comprehensive review process culminating with the report for the Proposed Amendment to the Light Industrial Area (SOCI June 2021) the revised layout was advertised for public comments and adopted that year.

Future possibilities

A key feature to ensure the orderly operation of the LIA is to create a direct access to Murray Road and the port. This critical road connection was identified as the Murray Road Link in the *2010 Light Industrial Area ODP* and reiterated in the *2021 Proposed Amendment to the LIA*.

This new road link allows for:

- a) The removal of freight movements from established residential areas at Poon Saan and Taman Sweetland and
- b) a more direct access to the hospital for emergencies from the Port, the Settlement, Gaze Road and the Kampong.

The large and relatively flat eastern and southern sections of the LIA are set aside for the purpose of sea container storage that may be managed by:

- a) The SOCI for private storage and to eliminate random container storage in the public realm and

- b) under the care, management and control of the Christmas Island Port for freight handling/storage - customs/quarantine operations to relieve pressure and minimise risks at the port wharf.

The presence of the hospital immediately to the west of the LIA warrants a buffer that can also serve as an environmental/crab migration corridor. Such feature will require red crab migration crossing infrastructure when it intersects with the projected road network.

The SOCI holds a major freehold land asset within the LIA. This enables potential land swaps with Crown Land to achieve the adequate and ultimate cadastral configuration for the estate. This would allow in part for the expansion of the SOCI's own depot, the expansion of the IOTPS depot and the reconfiguration of the license area for Acker Pty Ltd.

Like with many parts of the island the LIA topography is a challenge and the new areas will require significant land transformation using limestone grinding machinery and the erecting of retaining gabion walls to achieve the necessary platforms.

The northern portion of the Commonwealth Heritage Listed Place *Phosphate Hill Historic Area* (place ID 105297) is located within the planning area proposed Environmental Conservation Area deemed adequate in providing long-term protection to the listed place (refer to list at p. 95).

Mining activities have ceased within the LIA for more than a decade. Three inactive mining lease parcels within the planning area would be expected to be relinquished by the mine prior to future development.

(refer to PA map at p. 62)

Economy and Employment				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Industry	To ensure adequate supply of appropriately zoned land to meet future light industrial needs	PA-H - Action 1 Potential rezoning from Crown Reserve to Light Industry and amendment of the local planning scheme map.	Section 3.5 of Part 2 at p.130 depicts the purpose, strategic implications and responses for the LPS associated with the SOCI endorsed <i>June 2021 Proposed Amendment to the Light Industrial Area</i> and in particular the Intention to maximise future industrial land offerings around the existing LIA.	Immediate

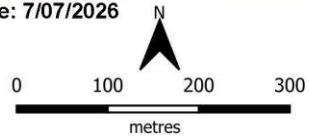
Environment				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Biodiversity Conservation	To introduce environmental conservation areas and sustain ecological values in strategic locations within the township.	PA-H – Action 2 Potential rezoning from Crown Reserve to Reserve Environmental Conservation and amendment of the local planning scheme map.	Section 3.5 of Part 2 at p. 130 depicts the purpose, strategic implications and responses for the LPS relating to the SOCI endorsed <i>June 2021 Proposed Amendment to the Light Industrial Area</i> setting light industrial land 40m away from the National Park boundary in the form of a permanent ecological buffer. The Crown Reserve protruding into the National Park is also integral to the potential rezoning	Immediate
Biodiversity Conservation	To introduce environmental conservation areas and preserve mining legacy in strategic locations within the township	PA-H – Action 3 Potential rezoning from Industrial to Reserve Environmental Conservation and amendment of the local planning scheme map.	Section 3.5 of Part 2 at p. 130 depicts the purpose, strategic implications and responses for the LPS associated with the SOCI endorsed <i>June 2021 Proposed Amendment to the Light Industrial Area</i> and identifies the ecological merit of establishing the historical hand dug deep pinnacle field as a permanent corridor linking the Phosphate Hill area with the National Park to the east. The proposed rezoning will also enhance the protection of the <i>Phosphate Hill Historic Area</i> registered on the CHL	Immediate
Visual amenity	To maintain natural visual amenity in strategic locations within the township.	PA-H – Action 4 Potential rezoning from Industrial to Reserve Environmental Conservation and amendment of the local planning scheme map.	Section 3.5 of Part 2 at p. 130 identifies the merit of establishing a permanent 30m green buffer between the Phosphate Hill Road Reserve in order to screen the industrial area itself whilst enhancing the local ecology.	Immediate

Infrastructure				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Transport network	To ensure adequate road connectivity between planning areas within the township.	PA-H - Action 5 Potential amendment to the local planning scheme map illustrating a rectified Local Road Reserve alignment between Murray Road and Quarry Road.	Section 3.5 of Part 2 at p. 130 depicts the purpose, strategic implications and responses for the LPS associated with the SOCI endorsed <i>June 2021 Proposed Amendment to the Light Industrial Area</i> and in particular the intention to optimise the horizontal and vertical alignment of the Murray Road to Quarry Road link.	Immediate
Transport network	To ensure adequate road connectivity between planning areas within the township.	PA-H - Action 6 Potential amendment to the local planning scheme map illustrating a Local Road Reserve connecting the amended hospital Reserve to the Murray Road to Quarry Road link.	Section 3.5 of Part 2 at p. 130 depicts the purpose, strategic implications and responses for the LPS associated with the SOCI endorsed <i>June 2021 Proposed Amendment to the Light Industrial Area</i> and in particular the ability to connect directly the extended hospital area with the Murray Road to Quarry Road link.	Immediate
Transport network	To ensure adequate road connectivity between planning areas within the township.	PA-H - Action 7 Potential amendment of the local planning scheme map to illustrate a revised Local Road Reserve from Murray Road to Phosphate Hill Road	Section 3.5 of Part 2 at p. 130 depicts the purpose, strategic implications and responses for the LPS associated with the SOCI endorsed <i>June 2021 Proposed Amendment to the Light Industrial Area</i> and in particular the optimisation opportunity offered by the former mining haulage route to connect the Murray Road to Quarry Road link with the southern portion of the LIA up to Phosphate Hill Road.	Immediate
Power and Municipal servicing	To provide land for the orderly expansion of the SOCI and IOTPA depots.	PA-H - Action 8 Investigate the extent of land that should be protected for the orderly expansion of the SOCI and IOTPS depots	Section 4.6 g) of Part 2 at p.198 recognises the opportunities and benefits associated with the long-term expansion of the SOCI and IOTPS depots and defines the intent and scope of the investigation.	Short-term

Infrastructure				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Transport network	To ensure adequate road connectivity between planning areas within the township.	PA-H – Action 9 Depict on the LPS map a reconfigured Acker Pty Ltd operating license area	Section 3.5 of Part 2 at p. 130 refers to the SOCI endorsed <i>June 2021 Proposed Amendment to the LIA</i> that accommodates a reconfiguration of Acker Pty Ltd operating license area.	Short-term
Port	To assign land for the storage of containers and freight storage	PA-H – Action 10 Illustrate in the local planning strategy map the area purposely dedicated to the storage of public and private containers and freight storage	Section 3.5 of Part 2 at p. 130 depicts the purpose, strategic implications and responses for the LPS associated with the SOCI endorsed <i>June 2021 Proposed Amendment to the Light Industrial Area</i> that recognises the limited space at the wharf and the opportunity to create a dedicated area for the storage of containers and freight in the southern section of the LIA	Immediate

Planning Area H - Light Industrial Area

Date: 7/07/2026



Legend

- Planning area
- Mining lease to 2034
- Indicative area of planning action where relevant
- Planning area reference

Economy and employment

- Industrial
- Future industrial

Environment and recreation

- Future environmental conservation

Infrastructure

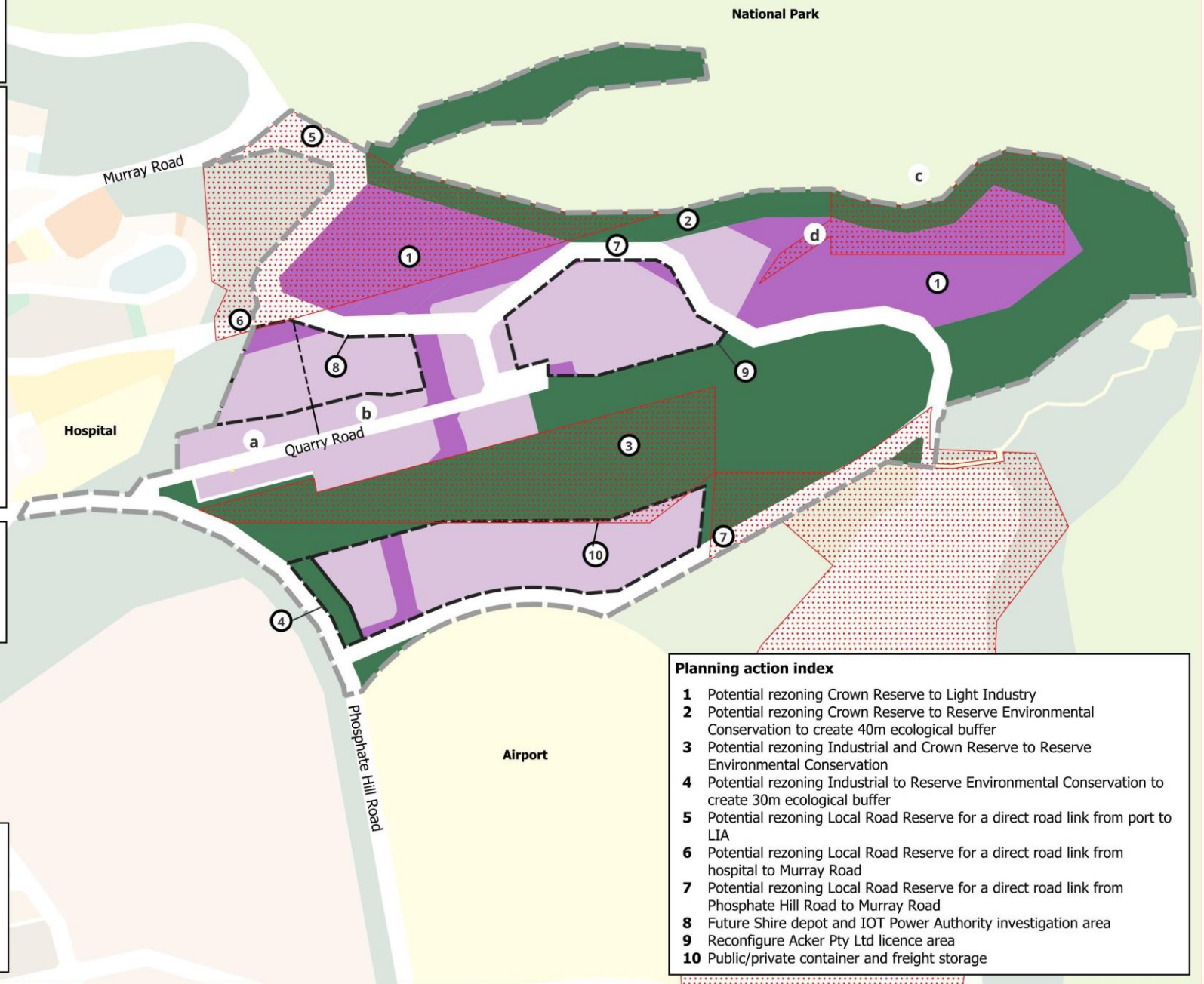
- Public purposes

Existing assets

- a** Shire depot
- b** IOT Power Service
- c** Chalk quarry operated by Acker Pty Ltd
- d** Quarry access through inactive mining lease

Note: the extent of proposed future land uses and/or planning areas are indicative only and intended as a guide for future planning.

Relevant areas may be subject to additional planning actions and/or detailed planning processes - such as structure plans (precinct or standard) and local development plans in determining appropriate development controls such as building heights, densities and built form provisions.



Planning action index

- 1** Potential rezoning Crown Reserve to Light Industry
- 2** Potential rezoning Crown Reserve to Reserve Environmental Conservation to create 40m ecological buffer
- 3** Potential rezoning Industrial and Crown Reserve to Reserve Environmental Conservation
- 4** Potential rezoning Industrial to Reserve Environmental Conservation to create 30m ecological buffer
- 5** Potential rezoning Local Road Reserve for a direct road link from port to LIA
- 6** Potential rezoning Local Road Reserve for a direct road link from hospital to Murray Road
- 7** Potential rezoning Local Road Reserve for a direct road link from Phosphate Hill Road to Murray Road
- 8** Future Shire depot and IOT Power Authority investigation area
- 9** Reconfigure Acker Pty Ltd licence area
- 10** Public/private container and freight storage

5.10 Planning Area I - Taman Sweetland

Objective

To facilitate the orderly and effective expansion of the hospital, secure land for the relocation in time of willing Kampong residents and provide adequate opportunity to establish a Seniors Precinct with autonomous homes and retirement facilities in close proximity to the hospital whilst remaining well connected to the community via Taman Sweetland Circuit.

Land use priorities

Located between Poon Saan and the LIA the Taman Sweetland area is mainly dedicated to residential use. The island's hospital is also located on the east side of the area.

A key feature of the Strategy at Taman Sweetland is the establishment of a neighbourhood connector through the urban development zone to link Kong Wai Loh Lane to the west with the LIA to the east via the extended hospital Reserve. This vehicular arrangement is to facilitate the potential development, in time, of 151 new medium to long-term residential dwellings around the Taman Sweetland Circuit with densities in the R40 / R60 range (refer to section 4.3 d) of Part 2 at [p. 143](#) and [p. 146](#)).

Future possibilities

Identified through the 2021 Proposed Amendment to the LIA, provision exists to allow the long-term expansion of the hospital northward with the following features:

- a) reconfiguration of the hospital Reserve;
- b) potential doubling of the hospital floorplate horizontally northward with carpark, services and storage below at the level of Plant Hill Road and
- c) new and direct emergency and patronage access via the Murray Road Link to the port area and coastal communities.

Planning for additional facilities at the hospital will require consideration and adherence to the long-term hospital Reserve configuration and take advantage of the topography offered by the altitude of Plant Hill Road.

A dedicated Reserve Civic and Community is created around an existing Chinese shrine at the north-east end of the Taman Sweetland Circuit.

The northern section of the Urban Development zone is to accommodate housing development and old age accommodation around the Taman Sweetland Circuit. This area is composed of:

- a) 0.92Ha future Local Road Reserve representing the neighbourhood connector that defines the northern boundary of the future hospital site;
- b) a 0.75Ha POS along Kong Wai Loh Lane;
- c) a 1.54Ha R60 residential lot with dual street frontage;
- d) a 0.53 ha old age R40 lot mainly addressing the Circuit and
- e) a small 983m² POS west of the R40 lot (PA 9 on the map) to facilitate future pedestrian connectivity between the hospital and the proposed Seniors Precinct.

(refer to PA map at [p. 67](#))

Community, Urban Growth and Settlement				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Community Infrastructure	To ensure adequate supply of appropriately zoned land to meet future hospital needs.	PA-I – Action 1 Potential rezoning from Urban Development to Public Purposes Medical Services (MS) and amendment of the local planning scheme map.	Section 3.5 of Part 2 at p. 130 depicts the purpose, strategic implications and responses for the LPS associated with the SOCI endorsed <i>June 2021 Proposed Amendment to the Light Industrial Area</i> that identifies the expansion of the hospital site northward with future secondary basement vehicle accessibility from Plant Hill Road and Murray Road	Immediate
Housing and POS	To encourage new residential developments within the township settled areas.	PA-I – Action 2 Potential rezoning from Urban Development to Residential R60 together with Reserve Public Open Space and amendment of the local planning scheme map.	The SOCI acknowledges and supports a medium density residential development on this site with dual access from Taman Sweetland Crescent and the new neighbourhood connector to the south (refer to Section 3.5 of Part 2 at p. 141). The SOCI recognises the importance of creating a POS to service the proposed R60 zone to the west and a narrow one to the east to facilitate future pedestrian connectivity between the hospital and the Taman Sweetland Circuit proposed seniors -old age precinct.	Immediate
Housing	To encourage new residential developments within the township settled areas.	PA-I – Action 3 Potential rezoning from Urban Development to Residential R60 and amendment of the local planning scheme map.	The SOCI acknowledges and supports a medium density residential development on this well serviced site in close proximity to community services and amenities.	Immediate
Housing	To encourage new residential developments within the township settled areas.	PA-I – Action 4 Potential rezoning from Crown Reserve and Urban Development to Residential R40 and amendment of the local planning scheme map.	The SOCI recognises the merit of expanding residential use around the Taman Sweetland Circuit and take advantage of the adjoining amenities, essential services and the existing POS at the centre of the Circuit.	Immediate

Community, Urban Growth and Settlement				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Housing for seniors	To ensure an adequate supply of appropriately zoned land to meet the residential need of seniors.	PA-I – Action 5 Investigate the development potential for a range of old age accommodations at Taman Sweetland.	Section 4.1 d) of Part 2 at p. 136 recognises the importance of creating a senior's precinct at Taman Sweetland in close proximity to the hospital whilst integrated with the community and defines the intent and scope of the investigation.	Short-term
Community infrastructure	To ensure land use alignment with designated reserve or zoning under the local planning scheme.	PA-I – Action 6 Potential rezoning from Crown Reserve to Reserve Civic and Community and amendment of the local planning scheme map.	The SOCI acknowledges the existence of an active Chinese shrine established on this site and supports the potential rezoning accordingly.	Immediate

Environment				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Biodiversity Conservation	To introduce environmental conservation areas and sustain ecological values in strategic locations within the township.	PA-I – Action 7 Potential rezoning of part of the Public Purposes Reserve (Hospital) to Reserve Environmental Conservation and amendment of the local planning scheme map.	Section 3.5 of Part 2 at p. 130 depicts the purpose, strategic implications and responses for the LPS associated with the SOCI endorsed <i>June 2021 Proposed Amendment to the Light Industrial Area</i> that recognises the merit of introducing an ecological buffer between the hospital and the LIA and facilitate red crab migrations	Immediate
Biodiversity Conservation	To introduce environmental conservation areas and sustain ecological values in strategic locations within the township	PA-I – Action 8 Potential rezoning of part of the Industrial zone and the Crown Reserve to Reserve Environmental Conservation and amendment of the local planning scheme map.	Section 3.5 of Part 2 at p. 130 depicts the purpose, strategic implications and responses for the LPS associated with the SOCI endorsed <i>June 2021 Proposed Amendment to the Light Industrial Area</i> that recognises the merit of introducing an ecological buffer between the hospital and the LIA and facilitate red crab migrations.	Immediate

Environment				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Biodiversity Conservation	To introduce environmental conservation areas and sustain ecological values in strategic locations within the township	PA-I – Action 9 Potential rezoning from Crown Reserve to Reserve Environmental Conservation and amendment of the local planning scheme map.	Section 3.5 of Part 2 at p. 130 depicts the purpose, strategic implications and responses for the LPS associated with the SOCI endorsed <i>June 2021 Proposed Amendment to the Light Industrial Area</i> that recognises the merit of introducing an ecological buffer between the Taman Sweetland residential area and the LIA and facilitate red crab migrations.	Immediate

Infrastructure				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Transport network	To secure adequate road connectivity between planning areas within the township	PA-I – Action 10 Potential amendment of the local planning scheme map by creating a Local Road Reserve over the Urban Development zone.	Section 4.6 a) of Part 2 at p.185 identifies the possibility and purpose associated with the establishment of a future Neighbourhood Connector following the alignment of a former mining haulage route between Kong Wai Loh Lane and the Light Industrial Area.	Immediate

Planning Area I - Taman Sweetland

Date: 21/09/2026



0 50 100 150 200
metres

Legend

- Planning area
- Mining lease to 2034
- Indicative area of planning action where relevant
- Planning area reference

Urban growth and settlement

- Residential
- Urban development
- Low density residential (R40 or less)
- Mid rise residential (R60, 3 storeys or less)
- Future civic and community

Environment and recreation

- Public open space
- Future environmental conservation
- Future recreation (POS)

Infrastructure

- Public purposes
- Future public purposes

Existing assets

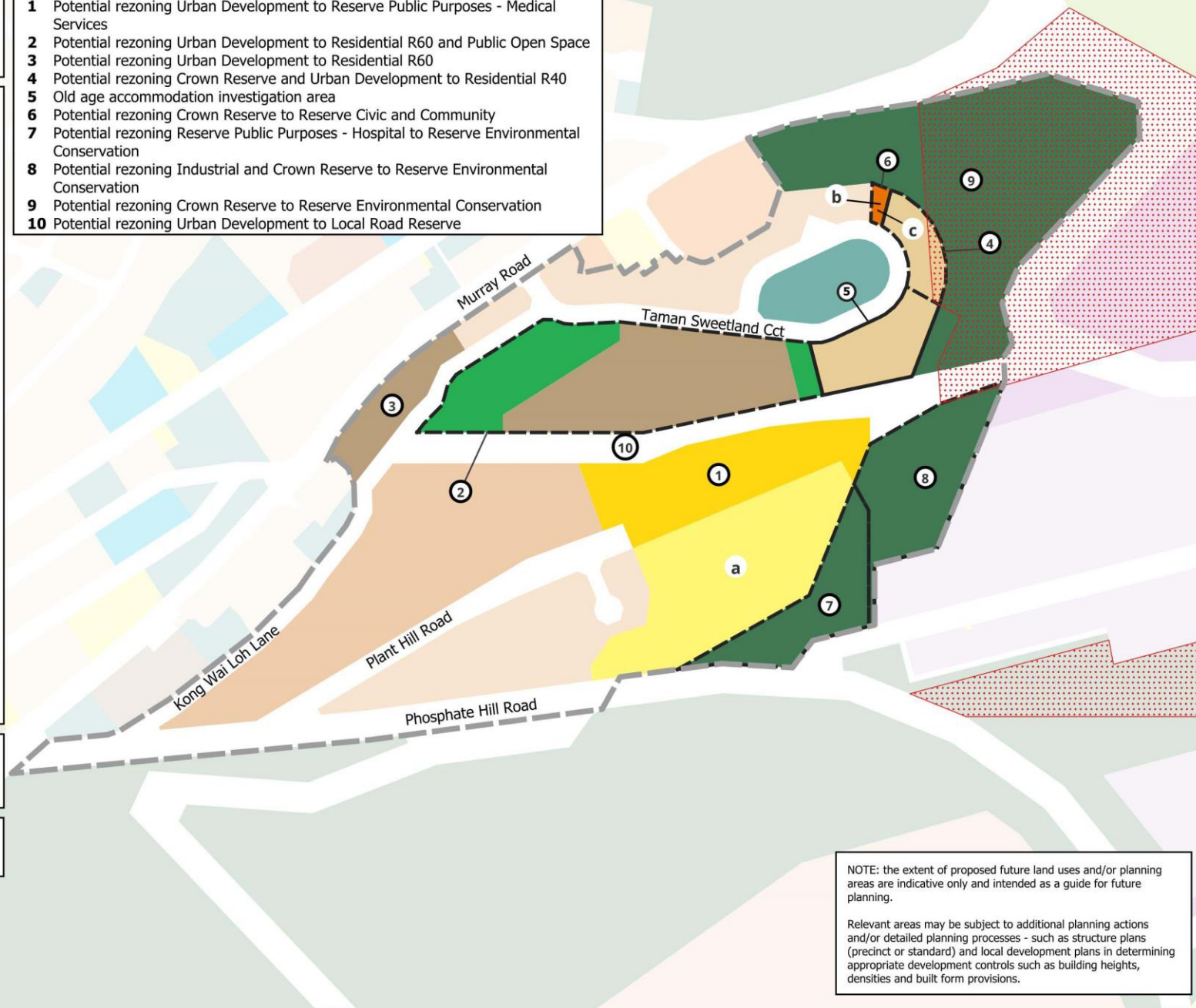
- a** Hospital site
- b** Existing Chinese shrine

2024 Adopted Local Heritage Survey place

- c** Four Faced Buddah Bayan Tree Grove

Planning action index

- 1** Potential rezoning Urban Development to Reserve Public Purposes - Medical Services
- 2** Potential rezoning Urban Development to Residential R60 and Public Open Space
- 3** Potential rezoning Urban Development to Residential R60
- 4** Potential rezoning Crown Reserve and Urban Development to Residential R40
- 5** Old age accommodation investigation area
- 6** Potential rezoning Crown Reserve to Reserve Civic and Community
- 7** Potential rezoning Reserve Public Purposes - Hospital to Reserve Environmental Conservation
- 8** Potential rezoning Industrial and Crown Reserve to Reserve Environmental Conservation
- 9** Potential rezoning Crown Reserve to Reserve Environmental Conservation
- 10** Potential rezoning Urban Development to Local Road Reserve



5.11 Planning Area J - Golf Course / Resort

Objective

To consolidate and maximise synergies between the existing and future recreation and tourism offerings within the eastern seaboard endowed with some of the most spectacular natural settings the island can offer.

Land use priorities

This area covers the narrow shore terrace along a portion of the eastern coast of the island with steep cliffs on the western side of Golf Course Road.

The area also includes a large ex-mining site, known locally as Loading Bay 7 (LB7) located on the upper terrace with access from Lily Beach Road and leased out by the Commonwealth for 99 years. The SOCI does not support the development of new residential settlements away from the township, the community and commercial facilities and supports the potential rezoning of that site from Urban Development to Tourism with the consent of the party with long term interest in the land.

The most suitable use for the former casino resort (the resort) seems to remain tourism alongside other activities such as education and research with a possible focus on marine aquaculture given the ocean immediate proximity. A renovation program can be expected to bring the facility back to use. In this context any departure from tourism to residential would require a comprehensive case in support of a rezoning.

Future possibilities

Key assets in the planning area include the golf course and the resort.

The 9 fairway Golf Course is a public facility within the POS zoning. It is nestled in a unique environmental setting between the ocean and one of the most iconic cliffs on the island. This composition is to be preserved as it is an integral part of the island character, image and a key recreation attractor for locals and visitors alike. No other form of development on that site is envisaged.

The resort has not been in use since 2017 and considerable refurbishment would be required to make the facility compliant with building standards. A mandatory Certificate of Occupancy is to be obtained from the SOCI before the complex is allowed to re-open to the public.

Future tourism opportunities encouraged within the planning area are:

- a) a prime freehold site to the very north of the planning area at the foot of a majestic cliff is suitable for future eco-friendly tourism with the possibility to establish self-sufficient lightweight structures there;
- b) a site with ocean aspect and suitably zoned tourism immediately north of the Resort and
- c) the LB7 99 years Crown Lease can possibly be rezoned from Future Urban Development to Tourism at the request of the Lessee during the now paused CISA process and with the SOCI's on-going support.

Headridge Way off Lily Beach Road is the sole vehicular access to LB7. It appears as a public road in the LPS No.2 map. It is in fact part of the 99-year Crown Lease applicable to LB7 and is reverted to the Tourism zone.

In accordance with the registered Deposited Plan provided by the DITRDCSA, a cadastral reconciliation is to allow the Linkwater Road Reserve to coincide with the physical alignment of the as constructed road between Lily Beach Road and Golf Course Road.

A portion of the Tourism zone east of the resort wedged between Linkwater Road and Lily Beach Road is subject to a possible rezoning to Environment Conservation due to the extreme steepness of its terrain and the abundance of tall canopy forest vegetation.

It is possible to apply a POS zoning to the Crown Reserve portion of the lower terrace between Golf Course Road and the ocean. This is designed to provide a coastal POS continuity between the former resort all the way to the Gaze Road planning area.

(refer to PA maps at [p. 72](#) and [p. 73](#))

Community, Urban Growth and Settlement				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Community infrastructure .	To facilitate the continuity of the Public Open Space along the foreshore.	PA-J – Action 1 Potential rezoning from Crown Reserve to Reserve POS and amendment of the local planning scheme map.	The SOCI recognises the importance of the foreshore area to remain accessible to the community, visitors and emergency services and supports the potential rezoning accordingly.	Immediate

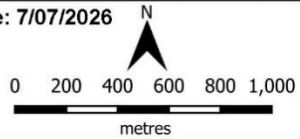
Economy and Employment				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Tourism.	To ensure the adequate supply of appropriately zoned land to meet future tourism demand in strategic locations.	PA-J – Action 2 Potential rezoning from Urban Development to Tourism and amendment of the local planning scheme map.	The SOCI does not support the development of new residential settlements away from the township, community facilities and commercial outlets and supports the potential rezoning of the site from Urban Development to Tourism with the agreement of the party holding long term interest in the land.	Immediate
Tourism	To ensure the adequate supply of appropriately zoned land to meet future tourism demand in strategic locations.	PA-J – Action 3 Potential rezoning from Mixed Use to Tourism and amendment of the local planning scheme map.	The SOCI does not support Mixed Use development away from the townsite community and commercial facilities and supports the potential rezoning to Tourism for this never developed site with panoramic ocean views and extraordinary National Park backdrop.	Immediate

Environment				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Biodiversity Conservation	To introduce environmental conservation areas and sustain ecological values in strategic locations outside the township	PA-J – Action 4 Potential rezoning from Crown Reserve to Reserve Environmental Conservation and amendment of the local planning scheme map.	The SOCI recognises the opportunity to formalise the protection of this segment of evergreen forest at LB7 ecological benefits in introducing environmental conservation areas in order to protect known tall to moderate closed canopy evergreen forest identified in the Geoscience Australia vegetation mapping and supports the potential rezoning accordingly.	Immediate
Biodiversity Conservation	To introduce environmental conservation areas and sustain ecological values in strategic locations outside the township	PA-J – Action 5 Potential rezoning from Rural to Reserve Environmental Conservation and amendment of the local planning scheme map.	The SOCI recognises this very small Commonwealth held and isolated site at the corner of Lily Beach Road and Headridge View cannot physically offer a realistic rural land use prospect and supports the potential rezoning accordingly.	Immediate
Biodiversity Conservation	To introduce environmental conservation areas and sustain ecological values in strategic locations outside the township	PA-J – Action 6 Potential rezoning from Crown Reserve to Reserve Environmental Conservation and amendment of the local planning scheme map.	The SOCI recognises the ecological benefits in introducing environmental conservation for this site adjacent to the National Park along Golf Course Road in order to protect known tall to moderate closed canopy evergreen forest identified in the Geoscience Australia vegetation mapping and supports the potential rezoning of this site accordingly.	Immediate
Biodiversity Conservation	To introduce environmental conservation areas and sustain ecological values in strategic locations outside the township	PA-J – Action 7 Potential rezoning from Tourism to Reserve Environmental Conservation and amendment of the local planning scheme map.	The SOCI recognises this closed canopy evergreen forest parcel between Lily Beach Road and Linkwater Road, initially allocated to the resort, as a topography far too steep to accommodate any form of tourism development cost effectively and supports the potential rezoning accordingly.	Immediate

Infrastructure				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Transport network	To ensure legal interests in land are not included in Road Reserves.	PA-J. Action 8 Potential rezoning from Local Public Road to Tourism and amendment of the local planning scheme map.	The SOCI recognises the need of maintaining the land tenure integrity of the 99y Crown lease site, also referred as LB7, inclusive of its road access being integral part of the lease, and supports the closure of Headridge View as a Local Public Road.	Immediate
Transport network	To ensure Road Reserves reflect existing road configurations.	PA-J. Action 9 Potential rezoning from Tourism to Local Road Reserve and amendment of the local planning scheme map.	The SOCI identifies the need to rectify the alignment of the Road Reserve based on the deposited diagram reflecting the as-constructed alignment of Linkwater Road and supports the potential rezoning accordingly.	Immediate
Transport network	To ensure Road Reserves reflect existing road configurations	PA-J. Action 10 Potential rezoning from Road Reserve to Reserve Environmental Conservation and amendment of the local planning scheme map.	The SOCI identifies the need to rectify the alignment of the Road Reserve based on the deposited diagram reflecting the as-constructed alignment of Linkwater Road and supports the potential rezoning accordingly	Immediate

Planning Area J - Golf Course / Resort

Date: 7/07/2026



Legend

- Planning area
- Mining lease to 2034
- Indicative area of planning action where relevant
- Planning action reference

Economy and employment

- Tourism
- Future tourism

Environment and recreation

- Public open space
- Future recreation (POS)
- Future environmental conservation

Infrastructure

- Crown land
- Public purposes

Existing assets

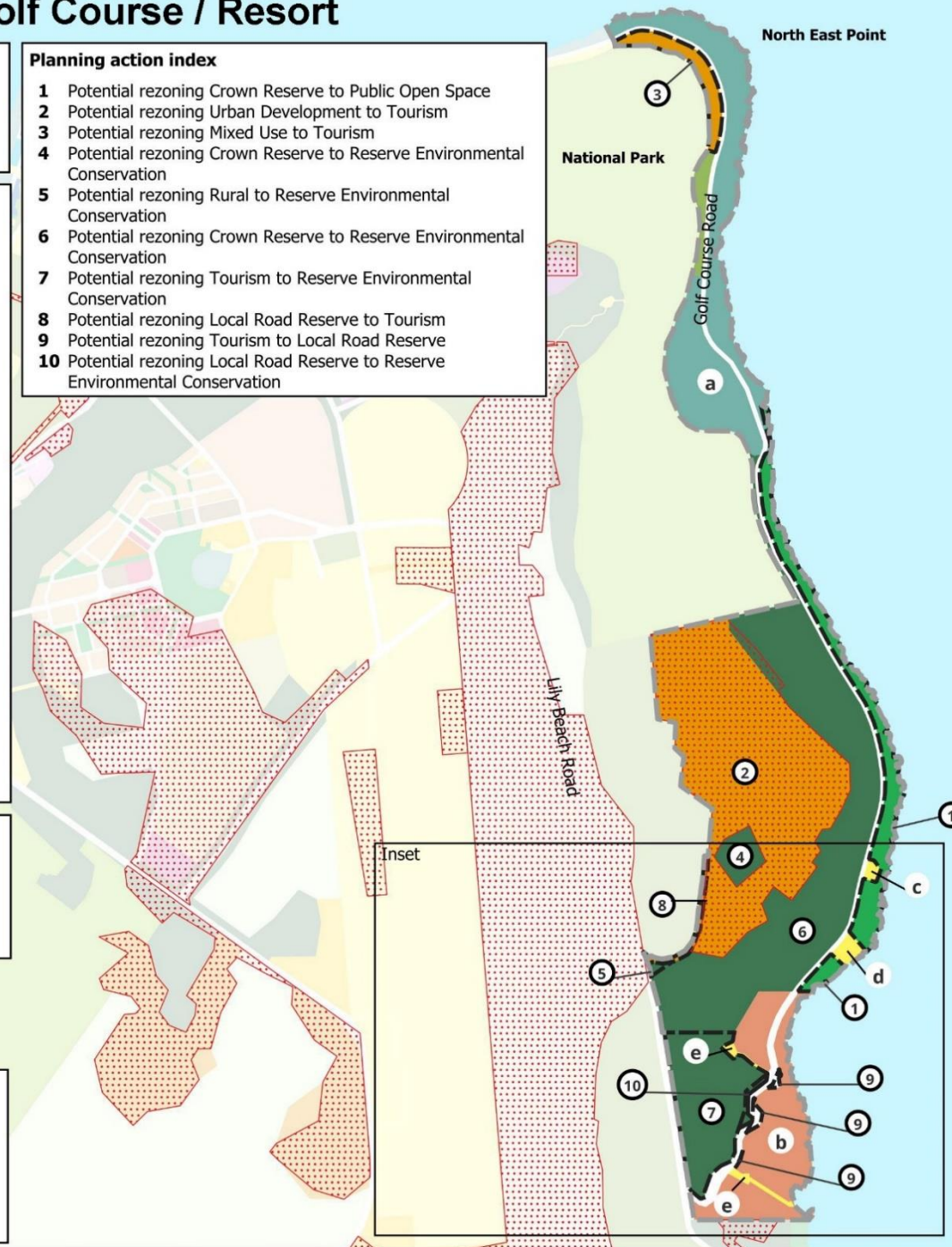
- a** Golf course (9 holes) and club house
- b** Former casino/resort complex
- c** Ma Chor Nui Nui temple and shrine
- d** Nui Nui port facility (non-commissioned)
- e** Water infrastructure

Note: the extent of proposed future land uses and/or planning areas are indicative only and intended as a guide for future planning.

Relevant areas may be subject to additional planning actions and/or detailed planning processes - such as structure plans (precinct or standard) and local development plans in determining appropriate development controls such as building heights, densities and built form provisions.

Planning action index

- 1 Potential rezoning Crown Reserve to Public Open Space
- 2 Potential rezoning Urban Development to Tourism
- 3 Potential rezoning Mixed Use to Tourism
- 4 Potential rezoning Crown Reserve to Reserve Environmental Conservation
- 5 Potential rezoning Rural to Reserve Environmental Conservation
- 6 Potential rezoning Crown Reserve to Reserve Environmental Conservation
- 7 Potential rezoning Tourism to Reserve Environmental Conservation
- 8 Potential rezoning Local Road Reserve to Tourism
- 9 Potential rezoning Tourism to Local Road Reserve
- 10 Potential rezoning Local Road Reserve to Reserve Environmental Conservation



Planning Area J - Golf Course / Resort (Inset)

Date: 29/08/2026



Legend

- Planning area
- Mining lease to 2034
- Indicative area of planning action where relevant
- Planning action reference

Economy and employment

- Tourism
- Future tourism

Environment and recreation

- Public open space
- Future recreation (POS)
- Future environmental conservation

Infrastructure

- Crown land
- Public purposes

Existing assets

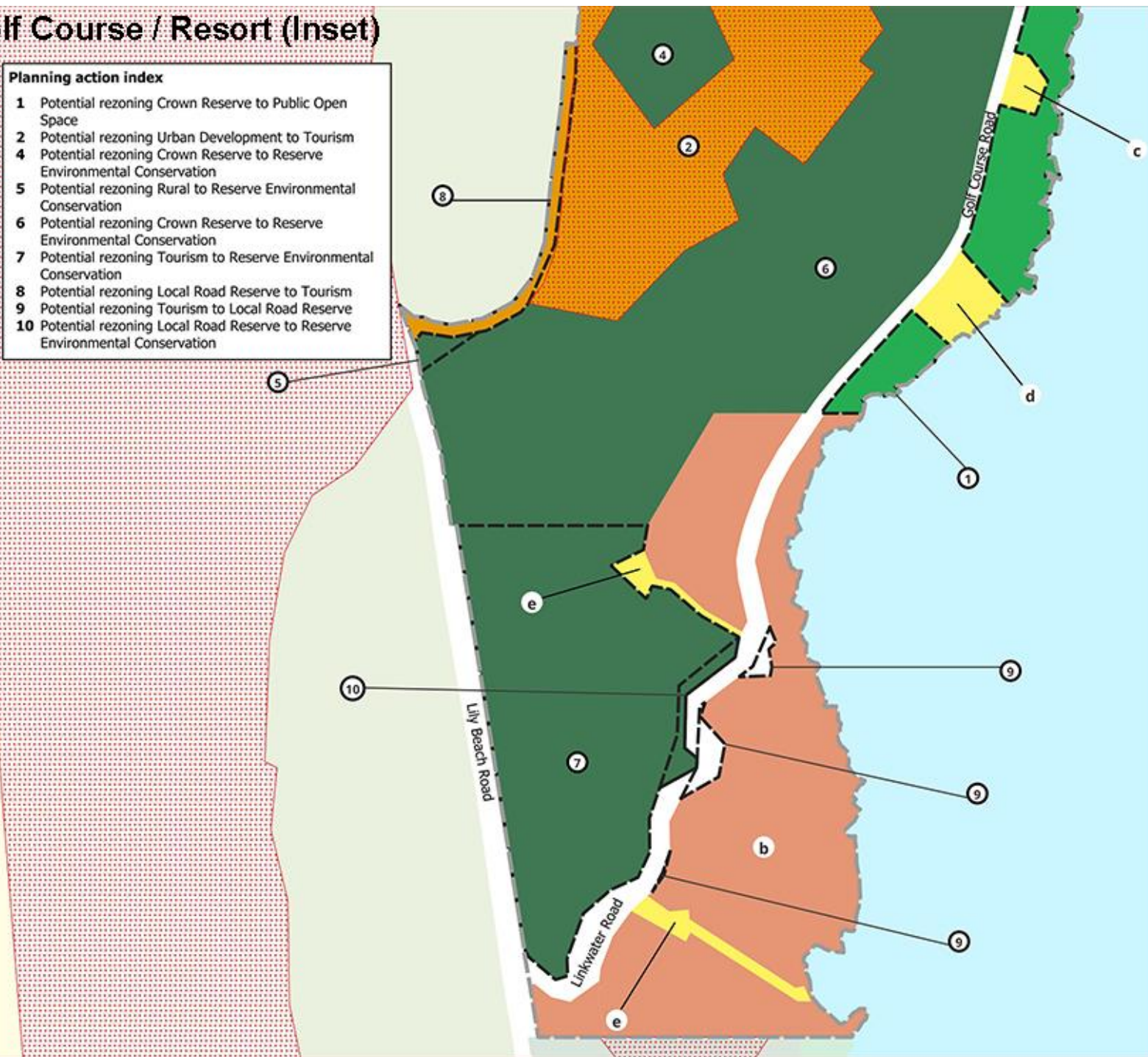
- Former casino/resort complex
- Ma Chor Nui Nui temple and shrine
- Nui Nui port facility (non-commissioned)
- Water infrastructure

Note: the extent of proposed future land uses and/or planning areas are indicative only and intended as a guide for future planning.

Relevant areas may be subject to additional planning actions and/or detailed planning processes - such as structure plans (precinct or standard) and local development plans in determining appropriate development controls such as building heights, densities and built form provisions.

Planning action index

- 1 Potential rezoning Crown Reserve to Public Open Space
- 2 Potential rezoning Urban Development to Tourism
- 4 Potential rezoning Crown Reserve to Reserve Environmental Conservation
- 5 Potential rezoning Rural to Reserve Environmental Conservation
- 6 Potential rezoning Crown Reserve to Reserve Environmental Conservation
- 7 Potential rezoning Tourism to Reserve Environmental Conservation
- 8 Potential rezoning Local Road Reserve to Tourism
- 9 Potential rezoning Tourism to Local Road Reserve
- 10 Potential rezoning Local Road Reserve to Reserve Environmental Conservation



5.12 Planning Area K - Lily Beach Road

Objective

To maximise opportunities, in the Rural zone mainly applied to ex-mining areas, for intensive farming pursuits and the development of agri-businesses. To ensure protection mechanisms are in place to allow for the orderly expansion of the runway northward in the future and to protect environmental values in the Ethel beach / Lily beach area.

Land use priorities

The planning area is dominated by the extensive presence of exhausted mining sites in relatively close proximity to the island's existing and future residential precincts.

The relinquishment of ex-mining areas should be prosecuted at the earliest opportunity to provide certainty and confidence to potential parties willing to transform pinnacle fields for agri-businesses such as hydroponics, fish, poultry and semi-enclosed fruit and vegetation productions. This would create new jobs, sustain the island's fresh food demand in the context of the 5,000-population target and provide opportunities for niche export products.

This land use approach could also focus on the Singapore market driven by the City State's food resilience and food security strategic requirements as illustrated in the *SOCI 2023 CI-Singapore Strategy*.

Some operations may occur in partial or total controlled environment and could also concentrate on the production of plants for export into the lucrative pharmaceutical and cosmetic industry.

Future possibilities

The mining lease relinquishment process requires the urgent establishment of a time schedule established collaboratively between the DITRDCA, PRL/CIP and the SOCI. On-going vegetation re-growth increases the risk of creating unnecessary environmental burden to re-use these much-needed sites for economic purposes.

Significant land form adaptation/remediation will be required for the most challenging pinnacle fields where the reduction of the limestone pinnacles is warranted. All operations in the Rural zone are expected to harvest rainwater and generate solar and wind renewable electricity to sustain their needs.

There is an active chalk extraction operation within the planning area. A second chalk extraction area immediately adjacent to Lily Beach Road has been identified for investigation to cater for the long-term need of the SOCI and possibly other parties.

The extension of the runway is planned for in the LPS No. 2. This provision has been reviewed and upgraded to conform with the International Civil Aviation Organisation (ICAO) standards (also refer to Planning Area L – Airport & Surrounds). Consequently, the realignment of Lily Beach Road is proposed to be shifted further north to allow for a four-way intersection with Vagabond Road and Phosphate Hill Road thus aligning with the transport objective of the approved Phosphate Hill structure plan.

At the southern end of the planning area, a weed infested dis-used mining site outside the mining lease within the Crown Reserve and easy vehicular access from Lily Beach Road to the north can be made available for future rural pursuits.

The south-east coastal portion of the planning area is dominated by the Ethel Beach / Lily Beach tandem and the boat ramp. Recognition is given to the environmental as well as social benefit of maintaining and protecting the ecology in this location. It experiences high local and tourism usage that lends to the possible rezoning from Crown Reserve to Environmental Conservation.

The possible rezoning of the coastal fringe between Lily Beach and the resort from Crown Reserve to POS provides a complementary setting with further recreation opportunities available to the community.

At the northern end of the planning area, there is merit in formalising environmental protection and conservation around the historic Phosphate Hill Chinese cemetery and golf course lookout thus providing ecological continuity with the adjacent National Park and where the topography associated with the major cliff feature in that location could not possibly support development.

(refer to PA map at [p. 77](#))

Community, Urban Growth and Settlement				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Community infrastructure .	To facilitate the continuity of the Public Open Space along the foreshore.	PA-K– Action 1 Potential rezoning from Crown Reserve to Reserve POS and amendment of the local planning scheme map	The SOCI recognises the importance of the foreshore area to remain accessible to the community, visitors and emergency services and supports the potential rezoning accordingly.	Immediate

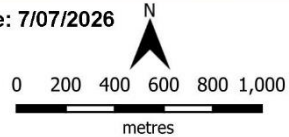
Economy and Employment				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Agri-business.	To encourage the economic development of pinnacle fields with marginal ecological diversity.	PA-K– Action 2 Potential rezoning from Crown Reserve to Rural and amendment of the local planning scheme map	The SOCI recognises the opportunity to promote agri-business on this relinquished ex-mining site with existing vehicular access and in relative proximity to the township and supports the potential rezoning from Crown Reserve to Rural	Immediate
Agri-business	To encourage the economic development of pinnacle fields with marginal ecological diversity.	PA-K– Action 3 Investigate the development potential of the pinnacle field immediately west of Lily Beach Road.	Section 4.4 g) of Part 2 at p. 164 recognises the opportunities and benefits to redevelop pinnacle fields from a sustainable economic perspective post mining and defines the intent and scope of the investigation.	Short term

Environment				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Biodiversity Conservation	To introduce environmental conservation areas and sustain ecological values in strategic locations outside the township	PA-K– Action 4 Potential rezoning from Crown Reserve to Reserve Environmental Conservation and amendment of the local planning scheme map.	The SOCI recognises the environmental merit in protecting ecological continuity along the road leading to Lily beach and Ethel beach. The SOCI also acknowledges the social benefit of maintaining a robust and healthy ecology along this portion of Lily Beach Road that is subject to high local and tourist usage and supports the potential rezoning accordingly.	Immediate
Biodiversity Conservation	To introduce environmental conservation areas and sustain ecological values in strategic locations outside the township	PA-K– Action 5 Potential rezoning from Crown Reserve to Reserve Environmental Conservation and amendment of the local planning scheme map.	The SOCI recognises the merit of formalising environmental protection around the historic Chinese cemetery and ecological continuity with the adjacent National Park where the site topography associated with the major cliff feature to the south precludes development and supports the potential rezoning accordingly.	Immediate

Infrastructure				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Municipal servicing	To protect sites with chalk extraction potential	PA-K - Action 6 Investigate the extent of land that should be protected for the purpose of chalk mining.	Section 4.6 i) of Part 2 at p. 199 recognises the importance to sustain chalk extraction for municipal and or private end use in the context of foreseeable limitations associated with the shire chalk quarry at the tip site and defines the intent and scope of the investigation.	Short-term

Planning Area K - Lily Beach Road

Date: 7/07/2026



Legend

- Planning area
- Mining lease to 2034
- Indicative area of planning action where relevant
- Planning area reference

Economy and employment

- Rural
- Future rural
- Tourism

Environment and recreation

- Future environmental conservation
- Future recreation (POS)

Infrastructure

- Crown land
- Public purposes

Existing assets

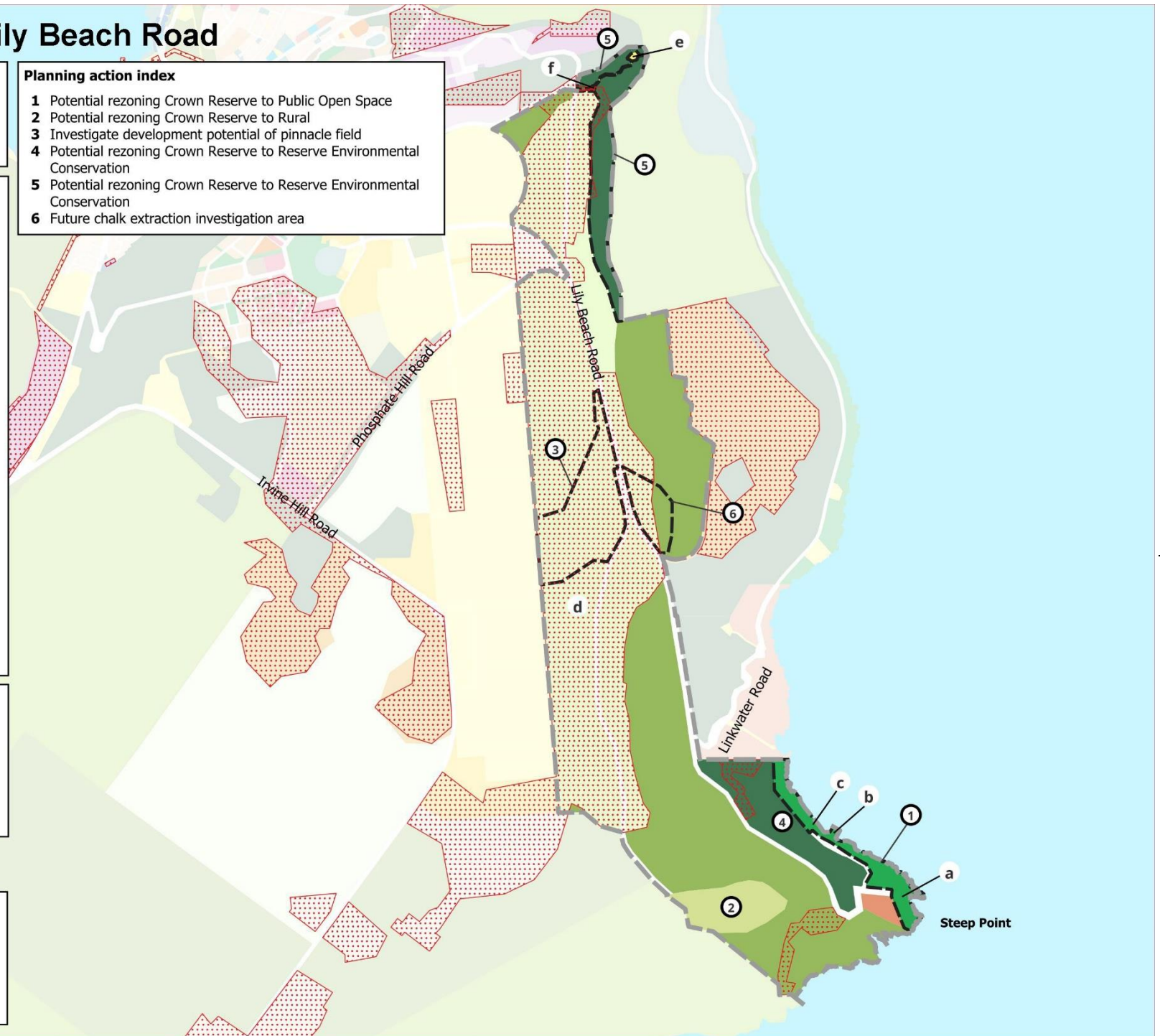
- a** Lily Beach and public amenities
- b** Boat ramp
- c** Ethel Beach and public amenities
- d** Active chalk quarry
- e** Historic Chinese cemetery and golf course lookout
- f** Telecommunication infrastructure

Note: the extent of proposed future land uses and/or planning areas are indicative only and intended as a guide for future planning.

Relevant areas may be subject to additional planning actions and/or detailed planning processes - such as structure plans (precinct or standard) and local development plans in determining appropriate development controls such as building heights, densities and built form provisions.

Planning action index

- 1 Potential rezoning Crown Reserve to Public Open Space
- 2 Potential rezoning Crown Reserve to Rural
- 3 Investigate development potential of pinnacle field
- 4 Potential rezoning Crown Reserve to Reserve Environmental Conservation
- 5 Potential rezoning Crown Reserve to Reserve Environmental Conservation
- 6 Future chalk extraction investigation area



5.13 Planning Area L - Airport and Surrounds

Objective

To provide within and outside the Airport Reserve, for the orderly extension of the runway northward, the extension of the terminal building carpark westward and the possibility to secure in the short term the capture of solar and wind energy for public usage in well placed locations.

Land use priorities

The planning area is dominated by the airfield and the terminal complex. The single most pressing issue in this planning area is the need to elevate the airport operation to improve compliance alignment with the CASA and the ICAO.

This is not only critical for the improved safety of the island's air connections, in particular in the context of a permanent resident population of 5000, but to also adequately meet future demands associated with new economic drivers post-mining such as tourism, higher education & research, and agri-businesses..

The installation of large-scale solar arrays for the production of public carbon free electricity within the airport Reserve in a setting similar to the one observed at the Darwin Airfield requires investigation.

Future Possibilities

The transformation of the island economy is and will be highly dependent on ease and frequency of people's movements and capital to and from South-East Asia and Singapore in particular. As illustrated in the *SOCI 2023 CI-Singapore Strategy* the possible opening of an air service to Singapore will greatly enhance external investment opportunities in tourism, land & marine food productions, and higher education & research.

The runway itself could be improved in two key areas:

- 1) extending the 2,103m runway to 2,445m and eliminate the disparity with the CKI runway and
- 2) improve the substandard average longitudinal gradient with a close to horizontal new segment towards the lowered beacon.

The airport Reserve is proposed to be increased east of the terminal along Irvine Hill Road to allow for the extension of the existing carpark.

At the southern extremity of the runway consideration is given to increase the Reserve to facilitate the expansion of the Runway End Safety Area to 240m in line with the International Civil Aviation Organisation requirement for Class 4 international aerodromes which Christmas Island is. This approach may also for the remedy the sharp fall of the terrain in that location.

Two former mining sites with natural revegetation south of Irvine Hill Road are deemed suitable for low footprint camping and educative ecology exploration. These sites with immediate access to the National Park are provided with a possible Tourism zoning.

(refer to PA map at [p. 83](#))

Economy and Employment				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Tourism	To ensure the adequate supply of appropriately zoned land to meet future tourism demand in strategic locations.	PA-L– Action 1 Potential rezoning from Rural to Tourism and amendment of the local planning scheme map.	The SOCI acknowledges the impracticality of developing rural enterprises on these sites due to known environmental approval challenges whilst recognising the importance these two ex-mining areas could offer in terms of low footprint tourism in close proximity to the airport and the National Park and supports the potential rezoning from Rural to Tourism.	Immediate
Higher Education	To ensure the adequate supply of appropriately zoned land to meet future education and research demand in strategic locations.	PA-L– Action 2 Investigate the potential for ecology exploration and research immediately adjacent to the National Park.	Section 4.4 d) of Part 2 at p. 159 articulates the scientific merit and ecological benefits of creating a natural science living laboratory for the local community and visitors and defines the intent and scope of the investigation.	Short-term
Tourism.	To ensure the adequate supply of appropriately zoned land to meet future tourism demand in strategic locations	PA-L– Action 3 Investigate the potential for developing a camping ground adjacent to the airport.	Section 4.4 d) of Part 2 at p. 159 articulates the social merit and economic advantage of providing the first camping ground for the local community, visiting backpackers and ecologists and defines the intent and scope of the investigation.	Short-term

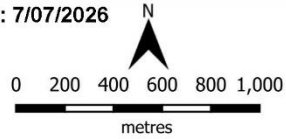
		Environment		
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Biodiversity Conservation	To introduce environmental conservation areas and sustain ecological values in strategic locations outside the township	PA-L- Action 4 Potential rezoning from Crown Reserve to Reserve Environmental Conservation and amendment of the local planning scheme map.	The SOCI recognises the ecological merit in providing environmental continuity to this patch of vegetation alongside a proposed 30m vegetation buffer and in the vicinity of the airfield in order to protect known tall to moderate closed canopy evergreen forest identified in the Geoscience Australia vegetation mapping and supports the potential rezoning accordingly.	Immediate
Visual amenity	To maintain natural visual amenity in strategic locations within the township	PA-L – Action 5 Potential rezoning from Rural to Reserve Environmental Conservation and amendment of the local planning scheme map.	The SOCI acknowledges the opportunity to provide green/leafy continuity on either side of the airport to Poon Saan route. Phosphate Hill Road and Irvine Hill Road are the main vehicular access to and from the airport for the majority of the settled areas. This highlights the importance of maintaining a vegetation buffer with existing and future adjoining land uses, the merit in preserving its ecological identity and the positive visual impact on the local community and visitors. Consequently, the SOCI supports the potential rezoning.	Immediate
Biodiversity Conservation.	To introduce environmental conservation areas and sustain ecological values in strategic locations outside the township.	PA-L – Action 6 Potential rezoning from Rural to Reserve Environmental Conservation and amendment of the local planning scheme map.	The SOCI recognises the impracticality and lack of ecological merit in maintaining the Rural zoning for this modest area with tall forest canopy that, when combined with planning action 2 at PA-F Phosphate Hill, will consolidate ecologically the National Park along Irvine Hill Road and supports the potential rezoning accordingly.	Immediate

Infrastructure				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Airport.	To ensure the long-term orderly expansion of infrastructure and activities at the airfield.	PA-L - Action 7 Potential rezoning from Rural to Reserve Strategic Infrastructure and amendment of the local planning scheme map.	The SOCI recognises the benefit associated with the option to expand the southern end of the runway that could in part facilitate the introduction of a 240m Runway End Safety Area in line with the International Civil Aviation Organisation requirement at class 4 international aerodromes which Christmas Island is.	Immediate
Airport.	To ensure the long-term orderly expansion of infrastructure and activities at the airfield.	PA-L – Action 8 Potential rezoning from Rural to Reserve Strategic Infrastructure and amendment of the local planning scheme map.	The SOCI recognises the benefit in providing additional land to ultimately increase car parking capacity immediately to the west of the exiting terminal carpark that would avoid disrupting established airport facilities and infrastructure north and south of the carpark.	Immediate
Airport.	To ensure the long-term orderly expansion of infrastructure and activities at the airfield.	PA-L – Action 9 Investigate the technical aviation parameters associated with the northward extension of the runway	Section 4.6 d) of Part 2 at p. 190 recognises the possibilities associated with the northward extension of the runway and defines the intent and scope of the investigation.	Short Term
Airport.	To ensure the long-term orderly expansion of infrastructure and activities at the airfield	PA-L – Action 10 Investigate the extent of land required for the earthworks associated with the northward extension of the runway.	Section 4.6 d) of Part 2 at p. 191 recognises the need to protect the land required for the earthworks as part of the northern extension of the runway and defines the intent and scope of the investigation.	Short Term

Infrastructure				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Transport network	To secure adequate road connectivity between planning areas within the township.	PA-L– Action 11 Potential amendment of the local planning scheme map illustrating the modified horizontal alignment of the realigned Lily Beach Road Reserve to accommodate the northward extension of the runway and secure linkage with the Phosphate Hill structure plan western neighborhood connector.	The SOCI identifies the need to maintain the future realignment of Lily Beach Road on the local planning scheme map by realigning Lily Beach Road to directly connect with the Phosphate Hill plateau eastern neighbourhood connector via the Phosphate Hill Road/Vagabond Road intersection (also refer to Section 3.4 of Part 2 at p. 124 and Figure 13 at p. 192).	Immediate
Airport.	To ensure the long-term orderly expansion of infrastructure and activities at the airfield.	PA-L.– Action 12 Investigate the long-term location of dangerous goods at the airfield.	Section 4.6 d) of Part 2 at p. 191 identifies the need to investigate the location of future dangerous goods fuel at the airfield inclusive of hydrogen and defines the intent and scope of the investigation.	Short Term
Power servicing	To ensure adequate supply of appropriately zoned land to meet future renewable energy demand.	PA-L– Action 13 Investigate the potential deployment of solar arrays and low VAWTs within the airport Reserve.	Section 4.6 g) of Part 2 at p.197 identifies the importance of investigating the establishment of renewable energy infrastructure inclusive of solar arrays at the airfield to assist with the decarbonization of the island energy and defines the intent and scope of the investigation. The deployment of a pilot VAWT within the airport reserve as evidence-based research to acquire power output data and measure impact on volant fauna should be prioritise	Immediate

Planning Area L - Airport and Surrounds

Date: 7/07/2026



Legend

- Planning area
- Mining lease to 2034
- Indicative area of planning action where relevant
- Planning area reference

Economy and employment

- Rural
- Future rural
- Future tourism

Environment and recreation

- Future environmental conservation

Infrastructure

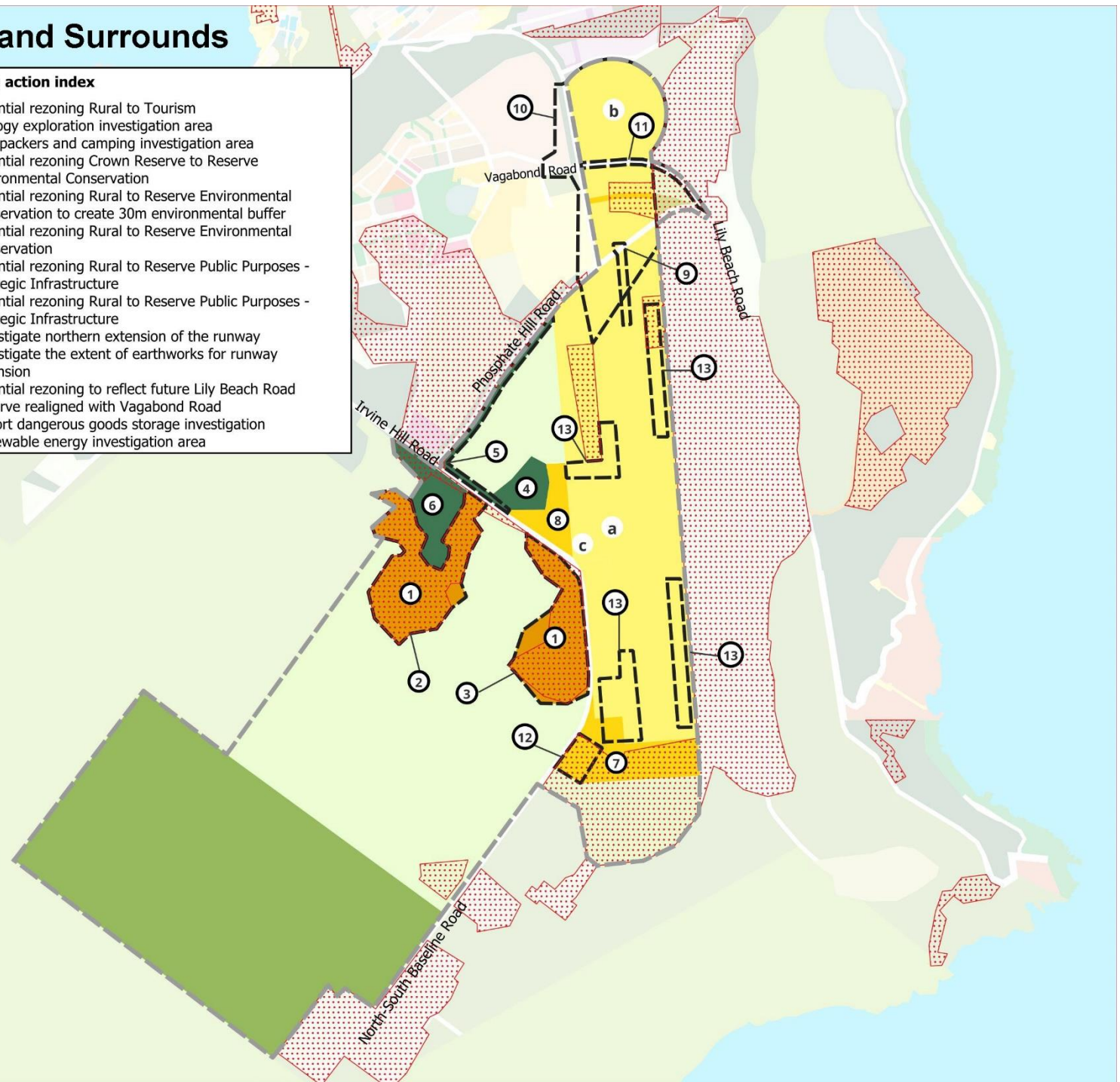
- Crown land
- Public purposes
- Future public purposes

Existing assets

- a** Airport terminal building
- b** Radio navigation beacon
- c** Aviation fuel depot

Planning action index

- 1** Potential rezoning Rural to Tourism
- 2** Ecology exploration investigation area
- 3** Backpackers and camping investigation area
- 4** Potential rezoning Crown Reserve to Reserve Environmental Conservation
- 5** Potential rezoning Rural to Reserve Environmental Conservation to create 30m environmental buffer
- 6** Potential rezoning Rural to Reserve Environmental Conservation
- 7** Potential rezoning Rural to Reserve Public Purposes - Strategic Infrastructure
- 8** Potential rezoning Rural to Reserve Public Purposes - Strategic Infrastructure
- 9** Investigate northern extension of the runway
- 10** Investigate the extent of earthworks for runway extension
- 11** Potential rezoning to reflect future Lily Beach Road Reserve realigned with Vagabond Road
- 12** Airport dangerous goods storage investigation
- 13** Renewable energy investigation area



Note: the extent of proposed future land uses and/or planning areas are indicative only and intended as a guide for future planning.

Relevant areas may be subject to additional planning actions and/or detailed planning processes - such as structure plans (precinct or standard) and local development plans in determining appropriate development controls such as building heights, densities and built form provisions.

5.14 Planning Area M – East Coast

Objective

To remain an important employment focused area allowing for but not limited to agriculture, horticultural plantation, aquaculture, insect farming, animal farming and other forms of food production. To also permit discrete farm stay arrangements on a case-by-case basis.

Land use priorities

The planning area is composed of three types of land being active mining, exhausted mining and Crown Reserve.

The rural zoning, aligned to the mining lease limits, is considered adequate for the planning area and remains adequate for the purpose of the Strategy.

Two small rural land parcels fully and partially surrounded by the National Park are considered unattractive for rural pursuits and are proposed to be rezoned Reserve Environmental Conservation.

Future possibilities

Farming operations will be expected to harvest their own water and be self-sufficient in renewable energy. These operations will also have due regard to known crab migration routes and make provision for sufficient dedicated environmental corridors.

In appropriate locations and at the discretion of the SOCI, the Planning Scheme will allow for incidental eco-friendly light footprint short stay accommodation for the exclusive use of tourists and visitors to the island.

The historic Drumsite to South Point remaining railway track bed traverses the southern portion of the planning area. It offers the opportunity to maintain it and be used as an “historic & environmental discovery trail” accessible to hikers, cyclists and light electrical vehicles.

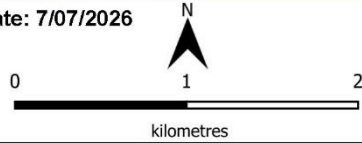
(refer to PA map at [p. 86](#))

Community, Urban Growth and Settlement				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Community infrastructure	To ensure adequate supply of appropriately zoned land to meet future community and visitors social and cultural needs.	PA-M– Action 1 Investigate the possibility of creating a permanent corridor mainly on either side of the historic Drumsite to the South Point railway.	Section 4.6 b) of Part 2 at p.187 articulates the socio-economic advantage of including within a dedicated corridor the historic railway as a discovery trail linking Drumsite to South Point via the National Park for the benefit of the community and visitors and defines the intent and scope of the investigation	Short-term

Environment				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Biodiversity Conservation	To introduce environmental conservation areas and sustain ecological values in strategic locations outside the township.	PA-M – Action 2 Potential rezoning from Rural to Reserve Environmental Conservation and amendment of the local planning scheme map.	The SOCI recognises the impracticality and lack of ecological merit in maintaining the Rural zoning for this area entirely surrounded by the National Park with no legal access onto North-South Baseline Road and supports the potential rezoning accordingly.	Immediate
Biodiversity Conservation	To introduce environmental conservation areas and sustain ecological values in strategic locations outside the township.	PA-M – Action 3 Potential rezoning from Rural to Reserve Environmental Conservation and amendment of the local planning scheme map.	The SOCI recognises the impracticality and lack of ecological merit in maintaining the Rural zoning on this area largely surrounded by the National Park and supports the potential rezoning accordingly.	Immediate

Planning Area M - East Coast

Date: 7/07/2026



Legend

- Planning area
- Mining lease to 2034
- Indicative area of planning action where relevant
- Planning area reference

Economy and employment

Rural

Environment and recreation

- Regional parks and recreation
- Future environmental conservation

Infrastructure

- Crown land
- Public Purposes

Planning action index

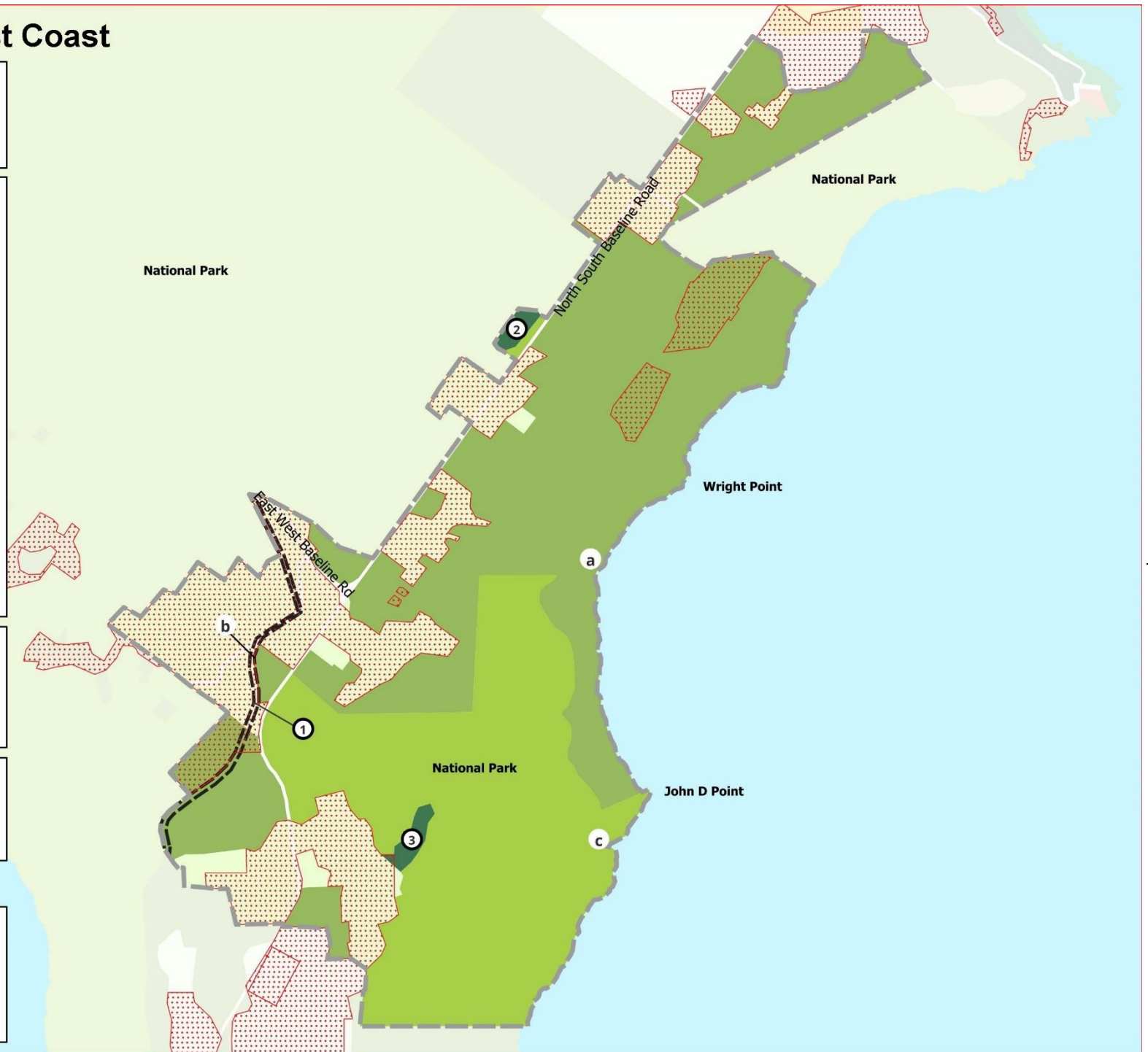
- 1 Discovery trail corridor investigation area
- 2 Potential rezoning Rural to Reserve Environmental Conservation
- 3 Potential rezoning Rural to Reserve Environmental Conservation

Existing assets

- a Greta Beach
- b Historic Drumsite - South Point railway alignment
- c Dolly Beach

NOTE: the extent of proposed future land uses and/or planning areas are indicative only and intended as a guide for future planning.

Relevant areas may be subject to additional planning actions and/or detailed planning processes - such as structure plans (precinct or standard) and local development plans in determining appropriate development controls such as building heights, densities and built form provisions.



5.15 Planning Area N - South Point

Objective

To allow for but not limited to agricultural, horticultural pursuits, aquaculture, insect farming, animal farming and other forms of food production and permit discrete farm stay arrangements on a case-by-case basis. To also retain the option of launching satellites as per the SOCI 2015 LPS.

Land use priorities

The South Point planning area, like the East Coast planning area is earmarked for rural activities with the mining lease still covering the almost totality of the Rural zone.

An investigation area for the purpose of a municipal land fill has been identified and a second investigation area is designated for the purpose of generating wind energy as clean energy feed into the northern part of the island via the North-South Baseline Road.

A new Tourism zone is introduced around the former South Point railway station to capitalize on the mining heritage legacy.

Future possibilities

Some challenging post mining topography is found within the planning area thus requiring more intense land remediation prior to the re-use of the land for agri-business pursuits.

South Point had a permanent residential population of 3000 at the peak of the mining operation with a direct railway connection to Drumsite. The intention of re-establishing a permanent residential settlement there is not considered sustainable however the footprint of the former township centered on the old railway station is deemed suitable for tourism development and activities.

This west facing area with sweeping views of the ocean and the island's south coast with the presence of well-maintained Chinese temples and shrines is a popular place frequently visited by the local community and visitors alike.

A SOCI led community participating master planning exercise would be required to define the scope, built form type, amenities location and general character for this unique tourism development opportunity.

The master planning exercise will acknowledge the Commonwealth Heritage listed place *South Point Settlement Remains*. Place ID 105186 and the associated Heritage Assessment requirements under the *EPBC Act 1999*. (refer to Figure 8 at p.101)

The historic railway station would again play a central role as the end point of the "*historic & environmental discovery trail*" accessible to hikers, cyclists and light electrical vehicles to and from Drumsite and or other destinations within the National Park.

South Point is also considered for investigation associated with the establishment of a Vertical Axis Wind Turbines (VAWT) farm in order to assist the island reaching ultimate carbon emission neutrality. This land use would have minimum impact on rural activities and would take advantage of winds from all sectors due to its elevation and the ability to be connected to the northern grid via the North-South Baseline Road.

National Park asserts that the South Point Area is one of the lowest nesting areas on the island and a medium size wind farm would have less impact on birdlife than elsewhere on the island.

The technical and physical factors that made the Asia Pacific Space Centre (ASPC) possible at South Point remain unchanged. The project was abandoned around 2002 due mainly to a collapse in the rocket launching market.

The market has regained considerable strength in recent years and several parties have expressed to the SOCI renewed interest to satellite launching at South Point using contemporary low intensity technologies. The Strategy identifies an investigation area to formally examine such economic opportunity.

(refer to PA map at p. 90)

Community, Urban Growth and Settlement				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Community infrastructure	To ensure adequate supply of appropriately zoned land to meet future community and visitors social and cultural needs	PA-N– Action 1 Investigate the possibility of creating a permanent corridor mainly on either side of the historic Drumsite to the South point railway.	Section 4.6 b) of Part 2 at p. 187 articulates the socio-economic advantage of including within a dedicated corridor the historic railway as a discovery trail linking Drumsite to South Point via the National Park for the benefit of the community and visitors and defines the intent and scope of the investigation.	Short-term

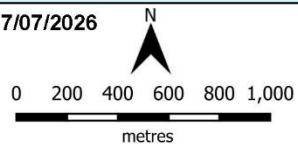
Economy and Employment				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Industry	To maintain the opportunity of establishing a satellite launching infrastructure at South Point.	PA-N– Action 2 Investigate the possibility of establishing a space port at South Point.	The SOCI recognises the recent interest shown for the prospect of launching satellites at South Point and identified in the <i>2015 Local Planning Strategy</i> . Section 4.4 h) of Part 2 at p. 165 identifies the fast-growing satellite launching industry in Australia and globally, whilst the technical and economic benefits to launch from South Point remain, and defines the intent and scope of the investigation.	Short-term
Tourism	To ensure adequate supply of appropriately zoned and strategically located land to meet future tourism demand.	PA-N – Action 3 Potential rezoning from Rural to Tourism and amendment of the local planning scheme map.	The SOCI identifies the tourism potential offered by the area of the former South Point mining settlement, the active Soon Tien Kong Chinese temple and nearby shrine, the historic railway station infrastructure, sweeping ocean views towards Egeria Point and Middle Point and the sunset generally. Opportunity to open up tourism development at South Point is in line with community long held aspiration.	Immediate

Environment				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Biodiversity Conservation	To introduce environmental conservation areas and sustain ecological values in strategic locations outside the township.	PA-N – Action 4 Potential rezoning from Rural to Reserve Environmental Conservation and amendment of the local planning scheme map.	The SOCI recognises the impracticality and lack of ecological merit in maintaining the Rural zoning on these two areas with the possibility to protect known tall to moderate closed canopy evergreen forest adjacent to the National Park and supports the potential rezoning accordingly.	Immediate

Infrastructure				
Issue/Opportunity	Planning Direction	Action	Rationale	Immediate
Municipal servicing	To secure an alternative municipal landfill site outside the groundwater protection area.	PA-N – Action 5 Investigate long term land fill possibility at South Point.	Section 4.6 h) of Part 2 at p. 199 recognises the importance of assessing the feasibility of establishing a safe backup land fill site at South Point and defines the intent and scope of the investigation.	Short-term
Power servicing	To ensure adequate supply of appropriately zoned land to meet future renewable energy demand.	PA-N – Action 6 Investigate the possibility of establishing a vertical axis wind turbine farm at South Point.	Section 4.6 g) of Part 2 at p. 197 identifies the importance of investigating the establishment of wind energy infrastructure at South Point where volant fauna is known not to be abundant and defines the intent and scope of the investigation.	Short-term

Planning Area N - South Point

Date: 7/07/2026



Legend

- Planning area
- Mining lease to 2034
- Indicative area of planning action where relevant
- Planning action reference

Economy and employment

- Rural
- Future tourism

Environment and recreation

- Future environmental conservation

Infrastructure

- Crown land
- Public purposes

Planning action index

- 1 Discovery trail corridor investigation area
- 2 Space port investigation area
- 3 Potential rezoning Rural to Tourism
- 4 Potential rezoning Rural to Reserve Environmental Conservation
- 5 Investigate long term landfill possibility
- 6 Vertical axis wind turbine investigation area

Existing assets

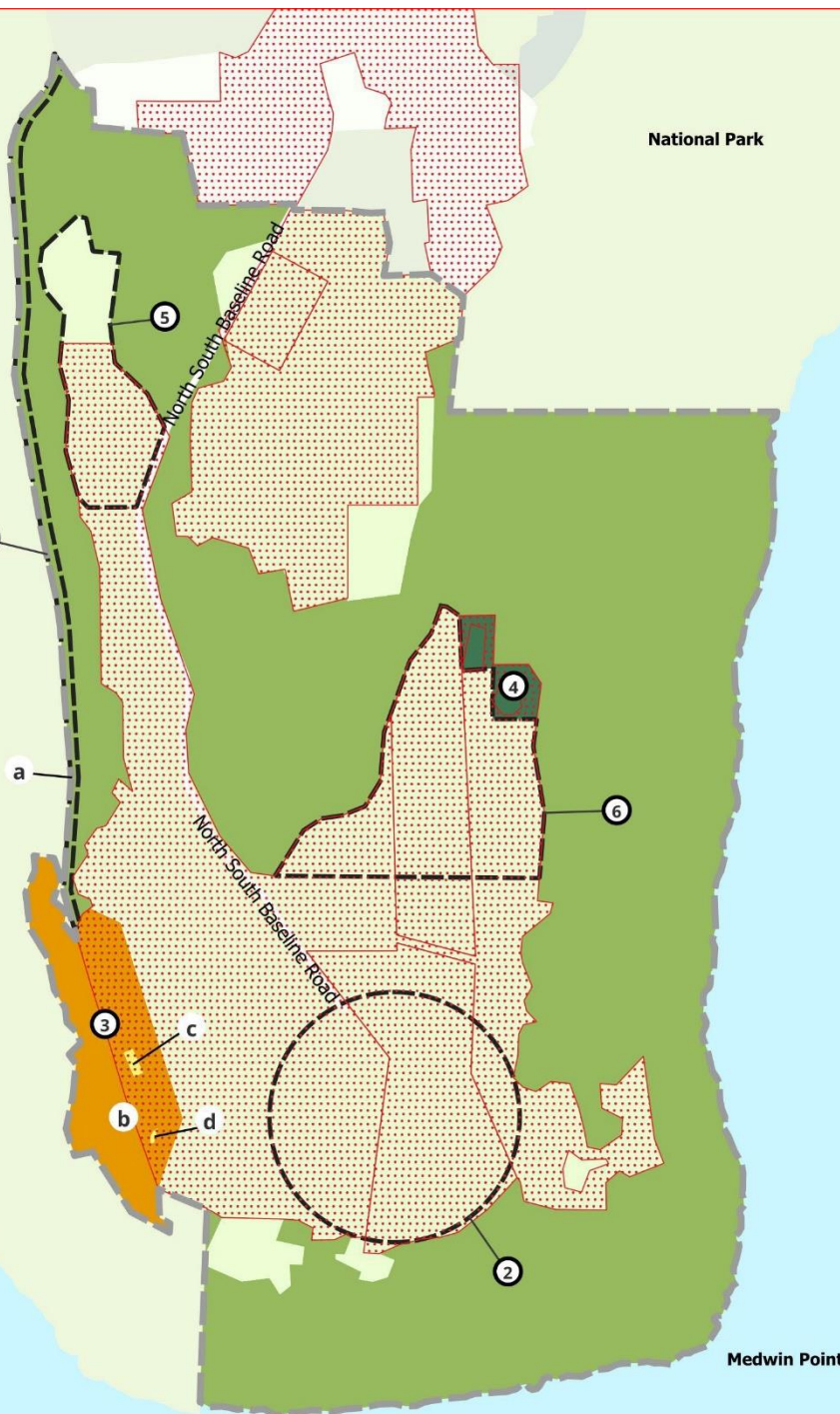
- a Historic Drumsite - South Point railway alignment
- b Remnant South Point railway station
- c Soon Tien Kong temple
- d Chinese shrine

NOTE: the extent of proposed future land uses and/or planning areas are indicative only and intended as a guide for future planning.

Relevant areas may be subject to additional planning actions and/or detailed planning processes - such as structure plans (precinct or standard) and local development plans in determining appropriate development controls such as building heights, densities and built form provisions.

National Park

National Park



Medwin Point

5.16 Planning Area O – Rest of Island

Objective

The SOCI is responsible for determining land use and development within non-National Park ex-mining areas located inside the National Park. The SOCI sees this situation as an opportunity to work in close collaboration with the National Park to explore discrete low footprint eco-tourism possibilities for these areas.

Land use priorities

To investigate the tourism merit offered by ex-mining areas surrounded by the National Park that could be made more accessible to the community and tourism alike.

Future possibilities

An extremely large pinnacle field lies in the vicinity of the detention centre to the south-east of the North West Point Road / Dales Road vehicular axis.

The site is remote from the roads, has had little public exposure to date and is not formally recognised within the heritage framework. Nevertheless, it is of high heritage significance and value given its unique scale that testifies of an exceptional historical mining practice not seen elsewhere on the island.

The extreme topography of the site implies that the development of any government infrastructure and associated operation in that location would surpass administrative imperatives, economic reason and sustainable cost-effectiveness.

The Strategy advocates the potential re-zoning of the site from Reserve Public Purposes Commonwealth to Reserve Public Purposes Cultural Facility.

To complement such potential re-zoning the Strategy offers to investigate the possibility of introducing community and tourism activities within this exceptional location in order to increase its exposure to the local community as well as visitors.

The investigation would explore but not be limited to conducting activities such as open-air festivals, special community events, music happenings, movie making and miscellaneous artistic endeavours attracting international, national and local participants within the backdrop of this little-known but extraordinary mining legacy landform.

In this context it could be conceivable that providing public access to this unique feature could be experienced as a tourist destination in the same manner as the Cervantes Pinnacles in WA.

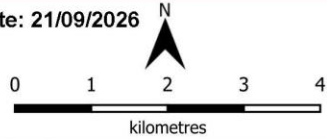
(refer to PA maps at [p. 93](#) and [p. 94](#))

Community, Urban Growth and Settlement				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Community infrastructure	To ensure adequate supply of appropriately zoned land to meet future community and visitors social and cultural needs	PA-O – Action 1 Potential rezoning from Public Purpose Commonwealth to Reserve Cultural Facility and amendment of the local planning scheme map. Insert in the local planning scheme text: a) additional uses for the Reserve as per cl.15 Part 2 Schedule 1 of the planning Regulations 2015; b) inclusion of the site in the LHS, and then heritage list subject to meeting the Heritage Council threshold.	The SOCI advocates making the largest pinnacle field, not seen elsewhere on the island that testifies of an exceptional manual mining endeavour, a legacy accessible to the community and visitors alike in a manner akin to that of the natural pinnacles in WA. The extreme topography of the site implies that the development of any government infrastructure and associated operation in that location would surpass physical practicality and economic reason. The SOCI therefore supports the potential rezoning accordingly	Immediate

Economy and Employment				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Tourism	To ensure adequate supply of appropriately zoned land to meet future community and visitors' cultural needs	PA-O – Action 2 Investigate the possibility of safely introducing community and tourism activities within the most formidable pinnacle field on the island.	Section 4.4 d) of Part 2 at p. 160 highlights the opportunity of conducting activities such as open-air festivals, special community events, music concerts, film making and miscellaneous artistic endeavours attracting participants from the island and abroad within the backdrop of this extraordinary mining legacy landform and defines the intent and scope of the investigation	Short-term
Tourism	To ensure an adequate supply of appropriately zoned land to meet future tourism demand in strategic locations	PA-O – Action 3 Investigate the possibility of introducing eco-tourism facilities in areas surrounded by the National Park	The SOCI seeks to consult with the National Park, CIP/PRL and CITA to explore the potential offered by small sections of the ex-mining areas that could be made accessible to tourism. The investigation would include topographic, ecological, regulatory and management parameters.	Short-term

Planning Area O - Rest of Island

Date: 21/09/2026



Legend

- Planning area
- Mining lease to 2034
- Indicative area of planning action where relevant
- Planning area reference
- National Park road
- Historic railway

Environment and recreation

- Regional parks and recreation

Infrastructure

- Crown land
- Public purposes

Planning action index

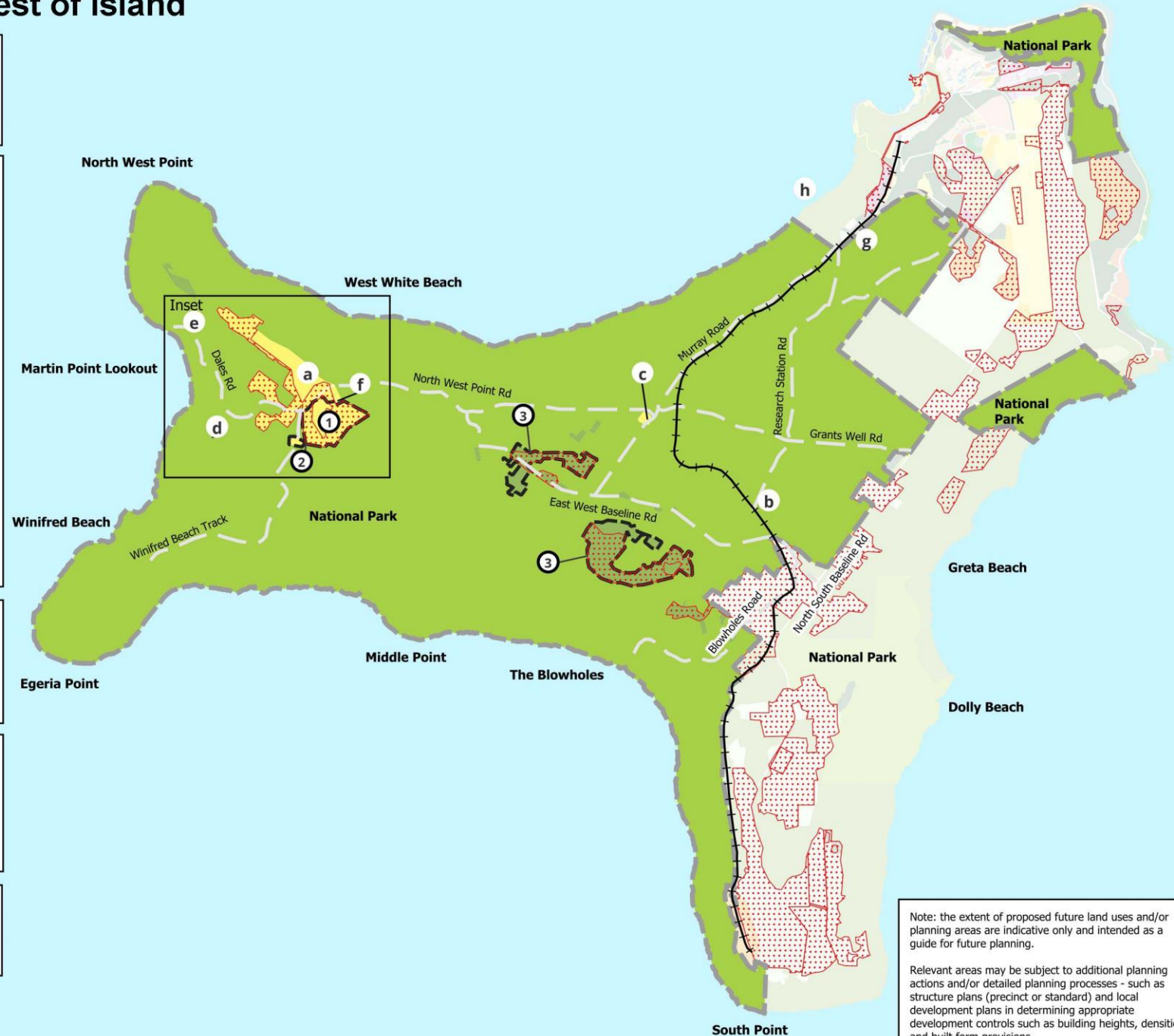
- 1 Potential rezoning Reserve Public Purposes - Commonwealth to Reserve Public Purposes - Cultural Facility
- 2 Community and tourism investigation area
- 3 Eco-tourism investigation area

Existing assets

- a Immigration Detention Centre
- b Pink House research complex
- c Former Central Area Workshop site
- d Dales freshwater waterfall
- e Swell Lodge eco-cabins
- f Water Corporation reserve

2024 Adopted Local Heritage Survey places

- g General Electric Locomotive
- h MS Eidsvold

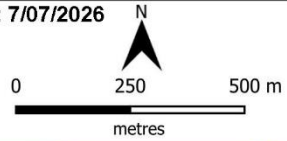


Note: the extent of proposed future land uses and/or planning areas are indicative only and intended as a guide for future planning.

Relevant areas may be subject to additional planning actions and/or detailed planning processes - such as structure plans (precinct or standard) and local development plans in determining appropriate development controls such as building heights, densities and built form provisions.

Planning Area O - Rest of Island (inset)

Date: 7/07/2026



Legend

- Planning area
- Mining lease to 2034
- Indicative area of planning action where relevant
- Planning area reference
- National Park road

Environment and recreation

- Regional parks and recreation

Infrastructure

- Public purposes

Planning action index

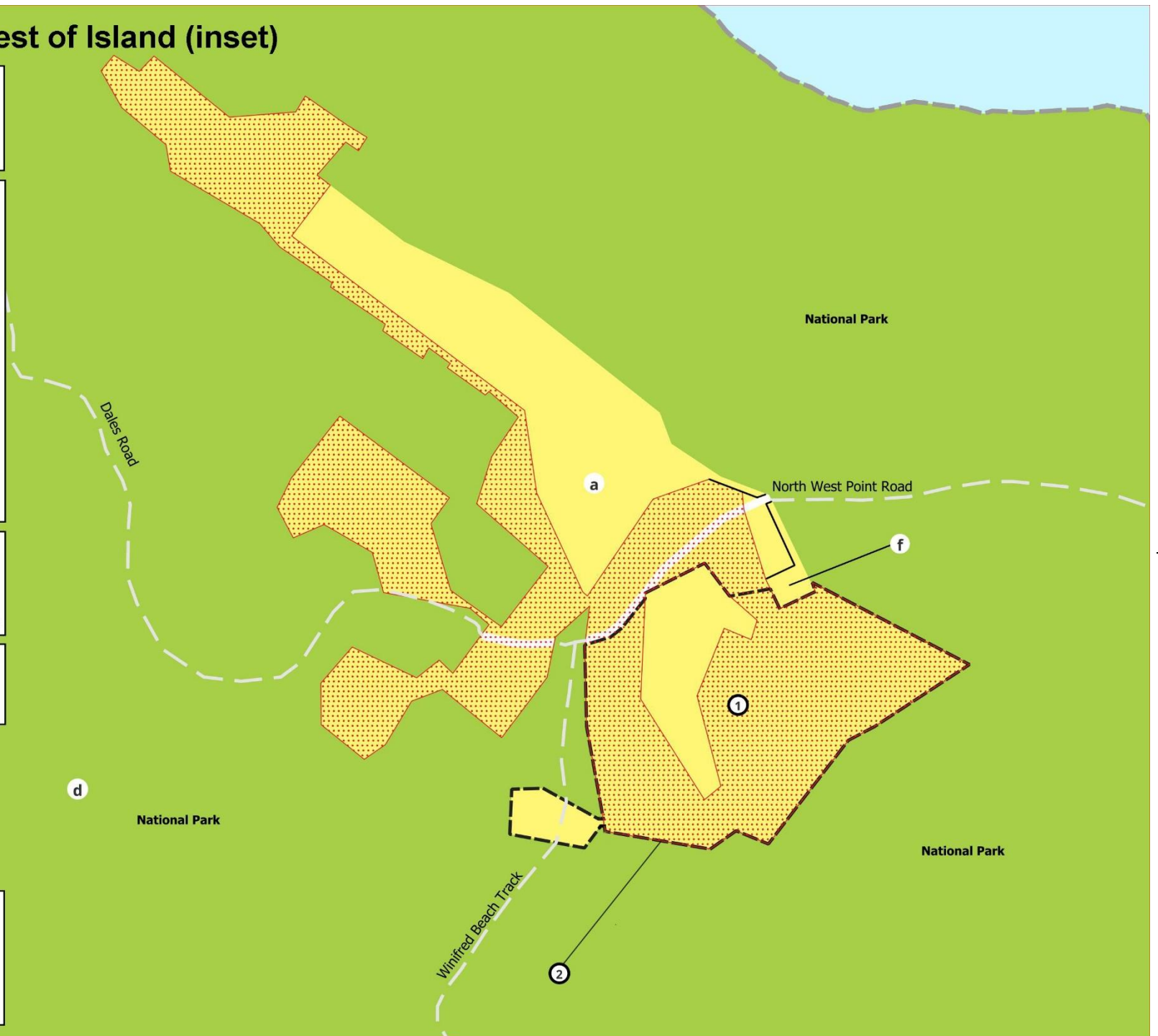
- 1 Potential rezoning Reserve Public Purposes - Commonwealth to Reserve Public Purposes - Cultural Facility
- 2 Community and tourism investigation area

Existing assets

- a Immigration Detention Centre
- d Dales freshwater waterfall
- f Water Corporation reserve

Note: the extent of proposed future land uses and/or planning areas are indicative only and intended as a guide for future planning.

Relevant areas may be subject to additional planning actions and/or detailed planning processes - such as structure plans (precinct or standard) and local development plans in determining appropriate development controls such as building heights, densities and built form provisions.



5.17 Heritage protection

Objective

To care for and protect Christmas Island's unique and rich cultural heritage by developing a heritage framework that supports the identification, conservation and management of places of cultural heritage significance to Christmas Island and the Commonwealth.

Local Heritage Framework

Local governments are required to identify and manage places of cultural heritage significance of importance to their own community through their local heritage framework.

Local Heritage Survey

The *Heritage Act 2018* requires local governments to prepare a Local Heritage Survey (LHS) of places that in its opinion are, or may become, of cultural heritage significance. The Shire of Christmas Island's LHS comprises of two parts, with 11 places adopted in 2022 and a further 10 adopted in 2024:

The level of significance and classification of the SOCI adopted places, established under the requirements of section 4.3 of the *2022 Heritage Council Guidelines for Local Heritage Surveys*, are only Category 1 - Exceptional (Ex) or Category 2 - Considerable (Cd). The classification of two adopted places within PA-O Rest of Island have Not been established (Ne).

The location, and classification of the SOCI adopted places to 2024 are as follow:

PA-A Settlement map at [p. 25](#)

- e) Rumah Tinggi (Ex)
- f) Seaview Lodge (Ex)
- g) Settlement Pre-War Bungalow Group (Ex)
- h) Settlement Precinct (Ex)

PA-B Gaze Road map at [p. 31](#)

- f) Cocos Padang Malay Quarters (Ex)
- g) George Fam Centre (Ex)
- h) Banyan Tree Grove, Bell Arch, Mountain Shrines (Ex)
- i) Barracks Shops (Ex)

PA-E Kampong and Smith Point map at [p. 44](#)

- m) Tai Jin House (Ex)
- n) Gun Emplacement (Ex)
- o) Christmas Island Club (Ex)
- p) Christmas Island Mosque (Cd)
- q) Islamic School and Former Malay Quarters (Cd)
- r) Administration Building (Ex)
- s) Roundabout Flats (Former Asian Quarters) (Ex)
- t) Tong Chee House (Ex)

PA-G Drumsite maps at [p. 56](#) and [p. 57](#)

- g) Japanese HQ, Bungalow 702, Drumsite (Cd)
- h) Drumsite Banyan Tree (Ex)

PA-I Taman Sweetland map at [p. 67](#)

- c) Four Faced Buddha Banyan Tree Shrines (Ex)

PA-O Rest of Island map at [p. 93](#)

- g) General Electric Locomotive (Ne)
- h) M.S Eisvold Shipwreck (Ne)

To ensure consistency with the *2022 Heritage Council Guidelines for establishing a Local Heritage Survey*, SOCI will undertake a general review in consultation with the community to consolidate the content of the LHS.

The process will follow four broad steps:

- 1) Review existing documents
- 2) Engagement with the community to identify any additional places of heritage significance to Christmas islanders;
- 3) Finalise the LHS for general public consultation and;
- 4) Council final adoption.

Heritage List

Under the *Planning and Development (Local Planning Schemes) Regulations 2015*, a Local Government is also required to adopt a Heritage List of heritage places that are considered 'worthy of built heritage protection' and protected under the Local Planning Scheme.

After the LHS has been finalised, the Shire of Christmas Island will work to:

- a) adopt a Heritage List to identify places that are of cultural heritage significance and worthy of built heritage conservation to be protected under the Local Planning Scheme.
- b) develop a Local Planning Policy for heritage.

Entry of places in the Heritage List will be based on the level of significance of each place established by the LHS.

A supporting Local Planning Policy for the Heritage List will also provide clear guidance on the criteria for including and excluding a place from the Heritage List and guidance for development proposals that may require formal development approval with the Shire.

Commonwealth Heritage List

The Commonwealth Heritage List (CHL) features natural and historic places that are mainly owned or leased by the Australian Government.

There are 10 places in the list tied to Commonwealth activities and operations which reflect Australia's development as a nation such as phosphate extraction and historic governance activities at Christmas Island. The places in the list have protection under the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) and Commonwealth agencies are obligated to ensure the protection of these places.

As illustrated at Figures 5 to 8 p. 98 to 101 there are ten places identified on the CHL namely:

- 1) Christmas Island Natural Areas - Place ID 105187;
- 2) Administrators House Precinct - Place ID 105337;
- 3) Drumsite Industrial Area - Place ID 105339;
- 4) Industrial and Administrative Group - Place ID 105246;
- 5) Malay Kampong Group - Place ID 105402;
- 6) Malay Kampong Precinct - Place ID 105433;
- 7) Phosphate Hill Historic Area - Place ID 105297;
- 8) Poon Saan Group - Place ID 105185;
- 9) Settlement Christmas Island - Place ID 105315 and
- 10) South Point Settlement Remains - Place ID 105186.

Development proposals and or actions that may have an impact on the places listed above are required to initially perform a self-assessment and submit a formal referral under the EPBC Act to determine if a significant impact is likely and if the natural, historic and or cultural heritages values of the places could be compromised.

This applies to planning **Action 2** at PA-Kampong/Smith Point.

Access to heritage places

Several Commonwealth held places listed in the CHL and other assets with historical value offer opportunity for higher local community access and enhanced heritage tourism experience.

These places, identified in the relevant planning areas with the appropriate planning action, are as follows:

PA– Kampong / Smith Point

Action 1 – Club Road / CI Club

Investigate the redevelopment potential of public land and assets accessible and serviced from Club Road with a specific focus on community interests (refer to scope at Section 4.3 h) of Part 2 at p. 147).

Action 2 – Tai Jin House

Investigate the re-activation potential within and around Tai Jin House with a specific focus on heritage tourism, community interests and possible low scale short stay accommodation for visitors. (refer to scope at section 4.3 h) of Part 2 at p. 147).

PA– M East Coast and

PA– N South Point

Action 1 – Railway heritage trail to South Point

Investigate the possibility of creating a permanent corridor mainly on either side of the historic Drumsite to South Point railway (refer to scope at Section 4.6 b) of Part 2 at p. 187).

PA– O Rest of Island

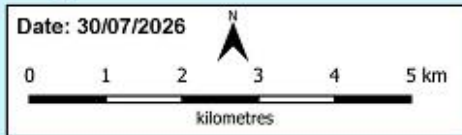
Action 2 – Pinnacle field

Investigate the possibility of safely introducing community and tourism activities within the most formidable pinnacle field on the island. (refer to scope at Section 4.4 d) of Part 2 p. 160).

Community, Urban Growth and Settlement				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Heritage	To ensure places of cultural heritage significance are recognised in the SOCI Local Heritage Survey	Heritage Protection – Action 1 Finalise the local Heritage Survey (LHS) for final adoption by the Council	The SOCI recognises the need to consolidate its Local Heritage Survey in accordance with the requirements of the August 2022 <i>DPLH/WA Heritage Council Guidelines</i> .	Immediate
Heritage	To ensure heritage places in the SOCI Heritage List are protected under the local planning Scheme.	Heritage Protection – Action 2 Prepare a Heritage List and heritage Local Planning Policy for adoption by the Council.	The SOCI is required to create a Heritage List under <i>Schedule 2 - Deemed provisions of the Planning and development (Local Planning Schemes) 2015</i> .	Short-term

Economy and Employment				
Issue/Opportunity	Planning Direction	Action	Rationale	Timeframe
Heritage tourism	To ensure protected heritage places of national significance are accessible to the public where feasible/possible.	Heritage Protection – Action 3 Investigate all development possibilities that could foster heritage tourism associated with places on the Commonwealth Heritage List.	The SOCI recognises the interest shown by the community and visitors towards the island's rich culture and its associated heritage places found throughout the Island.	On-going

Figure 5 - Commonwealth Heritage List - Island



Produced by Jeffrey Planning & Mapping and Calmy Planning & Design using data sourced from Geoscience Australia & DPLH, July 2026.

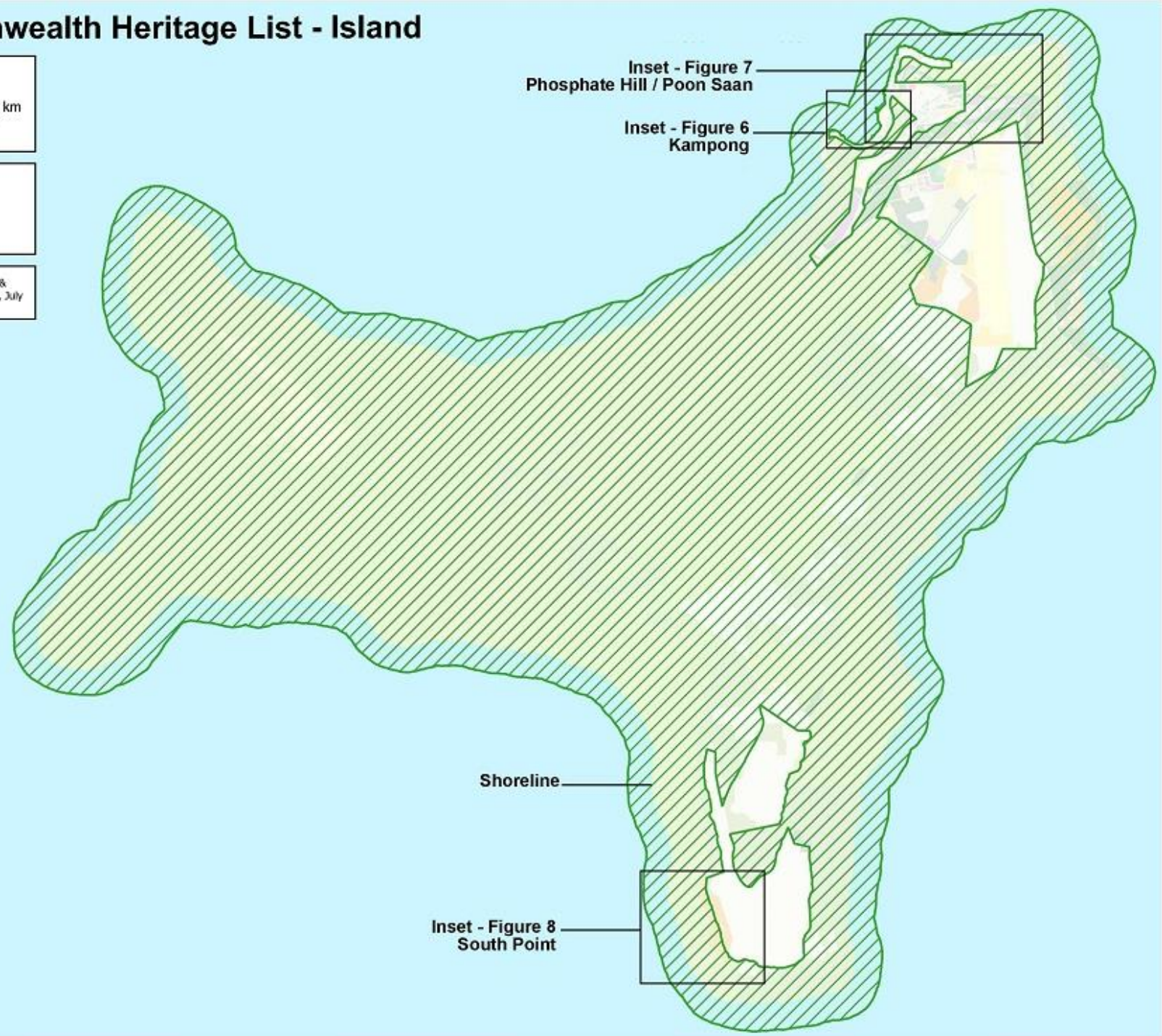


Figure 6 - Commonwealth Heritage List - Kampong

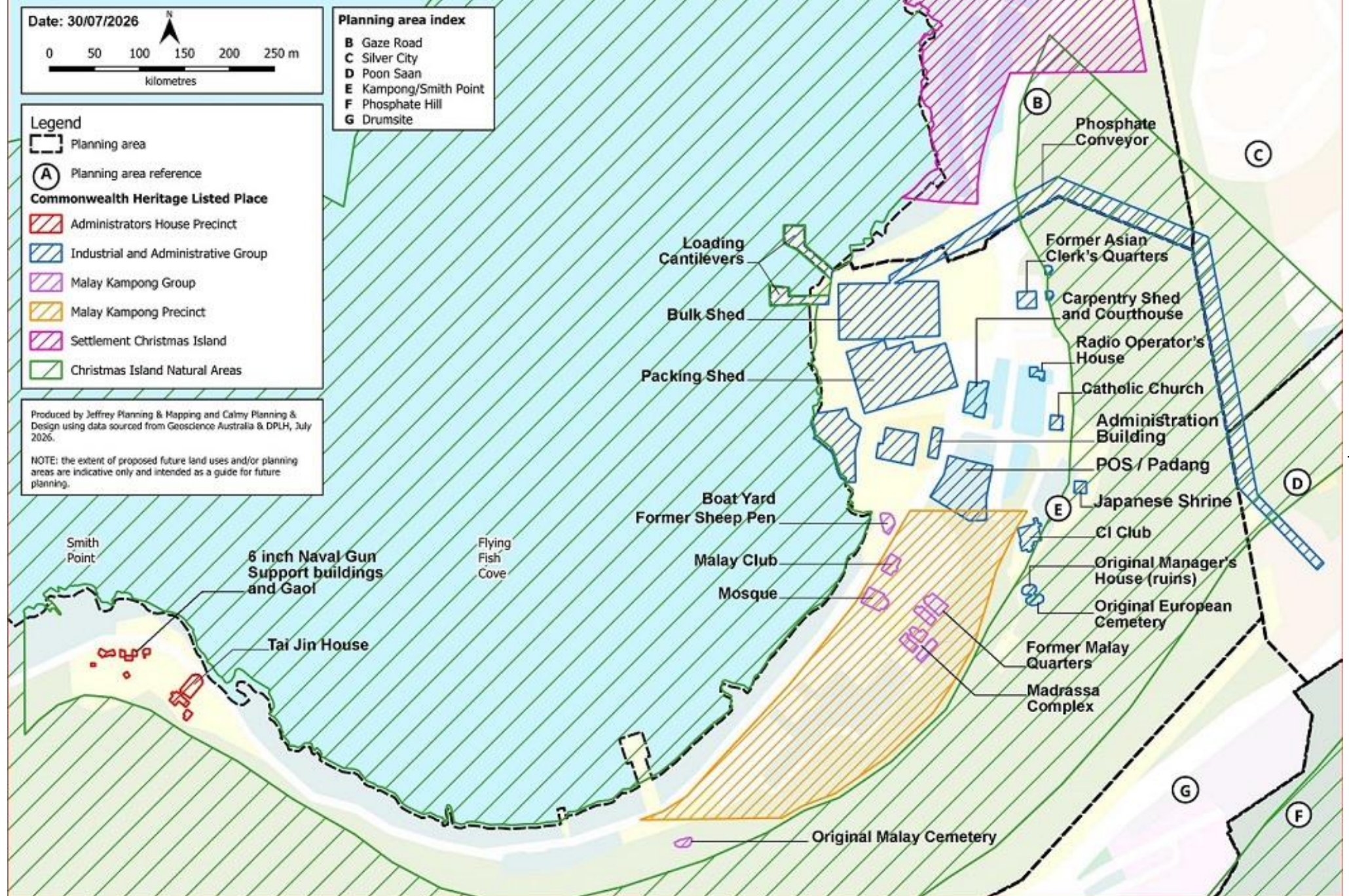


Figure 7 - Commonwealth Heritage List - Settlement / Gaze Road / Phosphate Hill

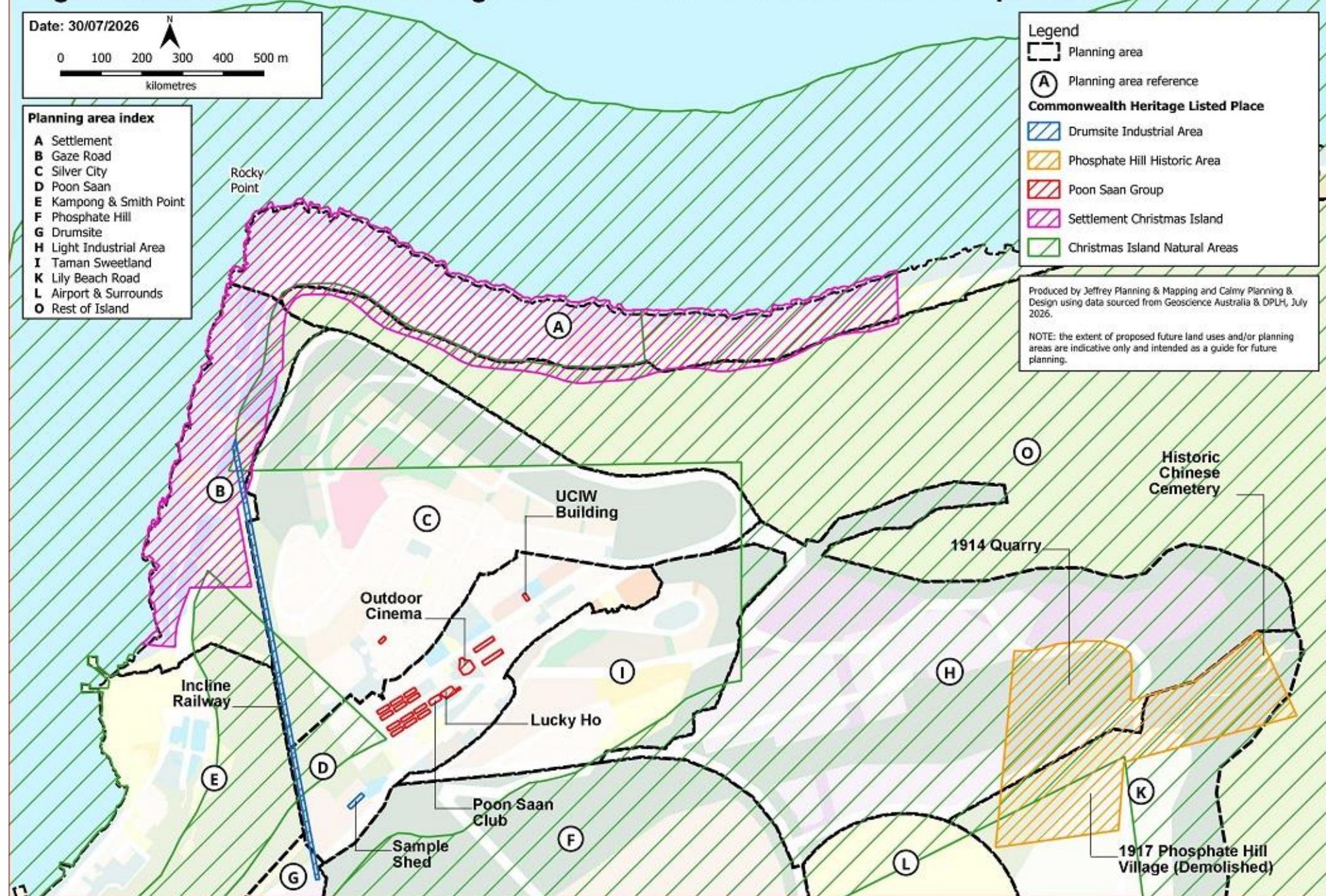
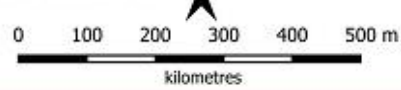


Figure 8 - Commonwealth Heritage List - South Point

Date: 30/07/2026



Planning area index

- N South Point
- O Rest of Island

Legend

[Dashed line] Planning area

(A) Planning area reference

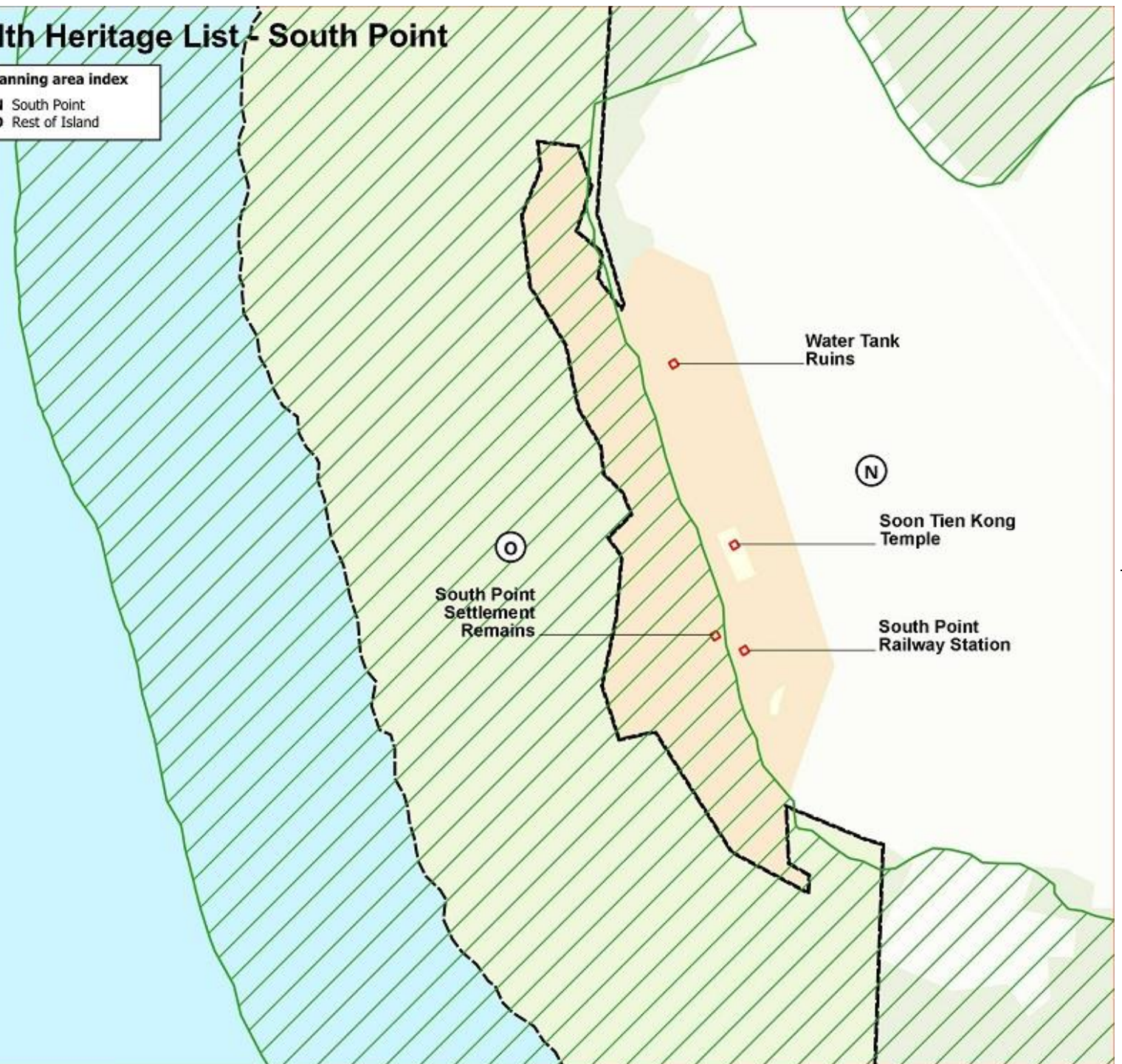
Commonwealth Heritage Listed Place

[Red hatched box] South Point Settlement Remains

[Green hatched box] Christmas Island Natural Areas

Produced by Jeffrey Planning & Mapping and Calmy Planning & Design using data sourced from Geoscience Australia & DPLH, July 2026.

NOTE: the extent of proposed future land uses and/or planning areas are indicative only and intended as a guide for future planning.



6. Implementation and Review

The implementation and review of the Local Planning Strategy is fundamental in ensuring that proposed actions are implemented, and that the Local Planning Strategy continues to be relevant and contemporary.

This section acknowledges and recognises the following:

- a) implementation of actions is intended to occur within specified timeframes as shown within the tables included in [Section 5](#) and defined at page [10](#).
- b) a comprehensive review of the Local Planning Scheme and Strategy will be undertaken every five years in the form of a Report of Review, which will include a basic assessment of the status of all of the actions from the Local Planning Strategy to confirm whether Planning Actions are either completed, in progress, not commenced or no longer relevant and
- c) amendments to the Local Planning Strategy and Planning Scheme may be required to assist the implementation of the Local Planning Strategy.

PART 2 – Background Information and Analysis

1 Introduction

The purpose of Part 2 is to provide the rationale and evidence base for Part 1. It provides the relevant background information and analysis which supports the planning directions and actions outlined within Part 1 of the Local Planning Strategy.

This part provides a summary of the relevant State, regional and local planning contexts and their implications for the Local Planning Strategy. A local government profile is also included that provides a presentation and analysis of information relating to the demographic profile of the Shire of Christmas Island and the key planning issues and opportunities influencing future development and land use of the Shire

2 State and regional planning contexts

2.1 State Planning Strategy 2050

The State Planning Strategy provides the strategic context and basis for the coordination and integration of land use planning and development across Western Australia at regional and local levels. It contemplates a future in which high standards of living, improved public health and an excellent quality of life are enjoyed by present and future generations of Western Australians.

The State Planning Strategy proposes that diversity, liveability, connectedness and collaboration must be central to achieving the vision of sustained growth and prosperity, and establishes principles, strategic goals and directions to ensure the development of the State progresses towards this vision.

Christmas Island is not mentioned in the State Planning Strategy 2050 however its six inter-related principles are applicable to the Indian Ocean Territories (IOT) which are:

- 1) **Community:** enable diverse, affordable, accessible and safe communities;
- 2) **Economy:** facilitate trade, investment, innovation, employment and community betterment;
- 3) **Environment:** conserve the IOT's natural assets through sustainable development;
- 4) **Infrastructure :** ensure infrastructure support development ;
- 5) **Regional development:** build the competitive and collaborative advantages of the IOTs and
- 6) **Governance:** build community confidence in development processes and practices.

2.2 State Planning Policies

State Planning Policies (SPPs) are prepared under Part 3 of the *Planning and Development Act* 2005 and provide the highest level of planning policy control and guidance in Western Australia. SPPs considered to be specifically relevant to the Shire of Christmas Island are outlined and described in the following table.

WA Planning Manual

The Strategy for CI takes guidance from all Planning Instrument, Guidance on All Planning Instruments and Other Guidances

State Planning Policy	Policy Overview	Local Planning Strategy Implications and Responses
State Planning Policy 1 – State Planning Framework (SPP 1.0) (November 2017)	SPP 1.0 restates and expands on the key principles of the State Planning Strategy in planning for sustainable land use and development. It brings together existing State and regional policies, strategies and guidelines within a central State Planning Framework (Framework), which provides a context for decision making on land use and development in Western Australia. The Framework informs the Western Australian Planning Commission (WAPC), local government and others involved in the planning process on State level planning policy which is to be taken into consideration, and given effect to, in order to ensure integrated decision making across all spheres of planning. The Framework identifies relevant policies and strategies used by the WAPC in making decisions and may be amended from time to time. The framework is the overarching SPP. Additional SPPs set out the WAPC's policy position in relation to aspects of the State Planning Strategy principles	The SPP 1.0 Community Principle: <i>Enable diverse, affordable, accessible and safe communities.</i> The Local Planning Strategy (LPS) supports this principle in proposing new residential zones to facilitate the future relocation of housing at risk at the Kampong and the provision of affordable housing in the following Planning Areas (PA): PA-C Silver City; PA-F Phosphate Hill / Recreation Centre and PA-I Taman Sweetland. The SPP 1.0 Economy Principle: <i>Facilitate trade, investment, innovation, employment and community betterment.</i> The LPS aligns itself with this principle by consolidating the economy and employment zones in the following planning areas: PA-F Phosphate Hill / Recreation Centre; PA-H Light Industrial Area; PA-L Airport & Surrounds; PA-J Golf Course / Resort; PA-K Lily Beach Road; PA- M East Coast and PA- N South Point. The SPP 1.0 Environment Principle: <i>Conserve the State's natural assets through sustainable development.</i> The LPS supports this principle by proposing planning actions to create future environmental conservation areas at PA-C Silver City, PA-F Phosphate Hill / Recreation Centre and PA-H Light Industrial Area. The SPP 1.0 Infrastructure: <i>Ensure infrastructure supports development.</i> The LPS aligns itself with this principle by introducing investigation areas to generate renewable electricity in support of future developments at PA-L Airport and Surrounds and PA-N South Point. The SPP 1.0 Regional Development: <i>Build the competitive and collaborative advantages of the regions.</i> The Strategy makes reference to the CISS which recognises the importance of food security in Singapore and the role the rural zone can play in developing agri-businesses focusing of niche food export to the City State.

State Planning Policy	Policy Overview	Local Planning Strategy Implications and Responses
State Planning Policy 1 – State Planning Framework (SPP 1.0) (November 2017) (cont.)		The SPP 1.0 Governance: <i>Build community confidence in development processes and practices.</i> The LPS is set to improve public confidence and business certainty in land use and development decisions. This is illustrated at PA-C Silver City and PA-F phosphate Hill / Recreation Centre with the introduction of new residential areas. Additional industrial land is envisaged at PA-H Light Industrial whilst the sustained protection of rural land is maintained at PA-K Lily Beach Road, PA-M East Coast and PA-N South Point.
State Planning Policy 2.0 – Environment and Natural Resources Policy (SPP 2.0) (June 2003)	SPP 2.0 is a broad sector policy and provides guidance for the protection, management, conservation and enhancement of the natural environment. The policy promotes responsible planning by integrating environment and natural resource management with broader land use planning and decision-making. SPP 2.0 outlines general measures for matters such as water, air quality, soil and land quality, biodiversity, agricultural land and rangelands, basic raw materials, marine resources, landscapes and energy efficiency. These general measures should be considered in conjunction with environmentally-based issue-specific State planning policies which supplement SPP 2.0.	The SPP 2.0 is pertinent to the LPS with respect to the following: - creation of Environmental Conservation Corridors - green buffers between existing and new land uses - reduction of freight movements in residential areas - agri-businesses in the Rural areas to harvest rain water - be self-sufficient in clean energy - have due regard to crab migrations and make provision for sufficient dedicated environmental corridors - provision of dedicated facility for land and ocean biodiversity research and education.
State Planning Policy 2.4 – Planning for Basic Raw Materials (SPP 2.4) (July 2021)	SPP 2.4 seeks to ensure Basic Raw Materials (BRM) and extractive industries matters are considered during planning and development decision-making, to facilitate the responsible extraction and use of the State's BRM resources. The policy establishes objectives relating to recognising the importance of BRM early in the planning process; protecting BRM through avoiding encroachment from incompatible land uses; efficient use of BRM; identifying BRM extraction opportunities through sequential land use and ensuring BRM extraction avoids, minimises or mitigates impacts on the community and the environment	The overall lease to mine phosphate of Christmas Island is scheduled to end in 2034. The majority of the Rural areas identified in the LPS coincide with the limits of the overall mining lease. All the mining areas, where mining has definitely ceased and where relinquishment is possible, could be progressively reused for Agri-businesses research and incidental eco-tourism in the rural zone. Phosphate extraction and or handling activities in proximity of settled areas may require mitigation measures associated with dust, noise and hours of operation. The life of SOCI's current chalk extraction operation at the tip site will come to an end. The Strategy advocates the possibility to open up a new chalk quarry through an investigation at PA-K Lily Beach Road

State Planning Policy	Policy Overview	Local Planning Strategy Implications and Responses
State Planning Policy 2.5 – Rural Planning (SPP 2.5) (December 2016)	SPP 2.5 applies to rural land and rural land uses as well as land that may be impacted by rural land uses. SPP 2.5 seeks to protect and preserve Western Australia’s rural land assets due to the importance of their economic, natural resource, food production, environmental and landscape values. SPP 2.5 includes policy measures aimed at protecting rural land while encouraging a diversity of compatible rural land uses	The SPP 2.5 has a particular relevance to CI, where the Rural zone is entirely owned by the Crown and where future usage of the Rural areas will be made available to agri-businesses in freehold only. Food production on former mining areas over the next decade is identified as a future sustainable economic pivot. Such food production of potentially niche organic food mainly targeting export but also available to the local market are in part envisaged in the Rural zones found at: PA-F Phosphate Hill / Recreation Centre; PA-K Lily Beach Road; PA-M East Coast and PA-N South Point
State Planning Policy 2.6 – State Coastal Planning (SPP2.6) (July 2013)	SPP 2.6 provides for the long-term sustainability of Western Australia’s coast and is relevant to those local governments that contain coastal areas. The purpose of the policy is to provide guidance for decision-making within the coastal zone including managing development and land use change, establishment of foreshore reserves and protecting, conserving and enhancing coastal values. SPP 2.6 outlines criteria for the consideration of development and settlement arrangements, including building height limits within local planning frameworks and management of water resources. It further acknowledges the importance of coastal planning strategies, coastal hazard risk management approaches, coastal foreshore reserves and community participation in coastal planning.	The SPP 2.6 is relevant to Christmas Island. Wave action undercutting terrace cliffs is affecting two Planning Areas: PA-A Settlement and PA-B Gaze Road Coastal hazards such as shoreline erosion, rising sea levels, storm surge and rockfall causes by torrential rain are affecting residents at PA- E Kampong / Smith Point. The LPS addresses the progressive relocation of the Kampong residents over time with the possibility, in consultation with the affected residents, for the SOCI to identify and protect dedicated future residential areas at PA-C Silver City, PA-L Taman Sweetland and PA- F Phosphate Hill / Recreation Centre. The SOCI, and the DITRDCSA, have, since 2021, adhered to the <i>2020 Land Use Planning for Disaster Resilient Communities Handbook</i> published by the Australian Institute for Disaster Resilience and the Commonwealth Department of Home Affairs to facilitate the resilience of the Kampong community away from the formulation of a Coastal Hazard Risk Adaptation Management Plan. The Strategy further advocates the prevention of future residential and tourism accommodation at the Kampong by establishing there a Special Control Area.

State Planning Policy	Policy Overview	Local Planning Strategy Implications and Responses
State Planning Policy 2.9 – Planning for Water (SPP2.9) (December 2025)	SPP 2.9 seeks to ensure that planning and development considers water resource management and includes appropriate water management measures to achieve optimal water resource outcomes. The policy establishes objectives relating to improving environmental, social, cultural and economic values of water resources; protecting public health through appropriate water supply and waste water infrastructure; sustainable use of water resources and managing the risk of flooding and water related impacts of climate change on people, property and infrastructure	A Groundwater Protection Area, determined with the best hydrological information available, is in place in the Local Planning Scheme. The Local Planning Strategy remains aligned and able to operate within the constraints of the Groundwater Protection Area. The SOCI would support the Commonwealth in enhancing hydrological information and knowledge associated with the extent of the island's perched aquifer(s). CI's potable water supply and sewer treatment infrastructure has the capacity to accommodate approximately 5,400 people. This was confirmed in the <i>2020 DWER Water Resources Management Review Report, Christmas Island and Cocos (Keeling) Islands</i>. Refer to the purpose and implications of the report at Section 4.6 e) of Part 2 at p. 193) Operations in the Rural zone within PA-K Lily Beach Road, PA-M East Coast and PA-N South Point could have the ability to harvest rainwater and operate their own septic system.
State Planning Policy 3.0 – Urban Growth and Settlement (SPP 3.0) (March 2006)	SPP 3.0 is a broad sector policy that sets out the principles and considerations which apply to planning for urban growth and settlement in Western Australia. The purpose of the policy is to facilitate sustainable patterns of urban growth and settlement by setting out the requirements of sustainable settlements and communities and the broad policy for accommodating growth and change. SPP 3.0 outlines general measures to create sustainable communities, plan liveable neighborhoods, coordinate services and infrastructure, manage rural-residential growth and plan for Aboriginal communities. These general measures should be considered in conjunction with issue-specific urban growth and settlement state planning policies which supplement SPP 3.0.	Planning for Aboriginal communities is not relevant to Christmas Island and Rural-Residential land use requires significant acreages not available on the island. The Strategy plans for new Residential and Mixed-Use areas that create liveable neighbourhood with coordinating services and infrastructure. The Planning Areas concerned by the SPP 3.0 are: - PA-C Silver City - PA-F Phosphate Hill / Recreation Centre and - PA-I Taman Sweetland

State Planning Policy	Policy Overview	Local Planning Strategy Implications and Responses
State Planning Policy 3.4 – Natural Hazards and Disasters (SPP 3.4) (April 2006)	SPP 3.4 encourages local governments to adopt a systemic approach to the consideration of natural hazards and disasters. The objectives of this policy are to include planning for natural disasters as a fundamental element in the preparation of planning documents, and through these planning documents, minimise the adverse impacts of natural disasters on communities, the economy and the environment. SPP 3.4 sets out considerations for decision makers in relation to hazards including flood, bush fire, landslides, earthquakes, cyclones and storm surges. Consideration of these hazards should be undertaken in conjunction with issue-specific state planning policies which supplement SPP 3.4	Christmas Island is prone to coastal hazards. Refer to SPP 2.6. Landslides can affect the PA- E Kampong / Smith Point as well as PA-G Drumsite. Tropical cyclones can impact Christmas Island. A cyclone warning system is deployed throughout all settled areas and additional warning infrastructure is to be deployed in all future development areas. Based on the NCC wind regions map CI is a Region B classification. Sea cliffs are subject to undercutting from wave action. Future developments adjoining the coastal terrace's edge are to be subject to geotechnical assessments to obtain building permit approval at PA-A Settlement and PA-B Gaze Road. As indicated at SPP 2.6 the Strategy advocates for the introduction of a Special Control Area at PA- E Kampong/Smith Point historically known to be subject to environmental hazards.
State Planning Policy 3.5 – Historic Heritage Conservation (SPP 3.5) (May 2007)	SPP 3.5 sets out the principles of sound and responsible planning for the conservation and protection of Western Australia's historic heritage. The policy seeks to conserve places and areas of historic heritage significance and to ensure development does not adversely affect the significance of heritage places and areas. SPP 3.5 primarily relates to historic cultural heritage that includes heritage areas, buildings and structures, historic cemeteries and gardens, man-made landscapes and historic or archaeological sites with or without built features. The policy contains development control principles and considerations for decision-makers for where development is proposed within a heritage place and heritage area. The policy also states that care should be taken by decision-makers to minimise the extent to which land use zoning and other planning controls conflict with, or undermine, heritage conservation objectives.	Heritage conservation on Christmas Island is subject to the <i>Christmas Island Applied Laws Amendment (Heritage) Ordinance 2022</i>. The Ordinance enables freehold properties with heritage values to be managed and protected at local level in accordance with the <i>Heritage Act 2018 (WA)(CI)</i> and allows the removal of CI freehold properties from the Commonwealth Heritage List (CHL). Heritage protection for privately owned buildings and assets on CI are governed by the <i>Planning and Development (Local Planning Scheme) Regulations 2015</i>. The regulations require the SOCI to establish and maintain a Heritage List to identify places within the Scheme area that are of cultural heritage significance and worthy of heritage conservation. The SOCI conducted the first CI municipal heritage survey between 2022 and 2024. The survey identified 21 places of heritage significance; these may be considered to enter the local Heritage List. Consultation with owners or custodians of these places will occur during this process.

State Planning Policy	Policy Overview	Local Planning Strategy Implications and Responses
State Planning Policy 7.0 – Design of the Built Environment (SPP 7.0) (May 2019)	SPP 7.0 is a broad sector policy relevant to all local governments. The policy sets out the objectives, measures, principles and processes which apply to the design and assessment of built environment proposals through the planning system. It is intended to apply to activity precinct plans, structure plans, local development plans, subdivision, development and public works. The policy contains 10 design principles which set out specific considerations for decision makers when considering the above proposals. These include, context and character, landscape quality, built form and scale, functionality and build quality, sustainability; amenity, legibility, safety, community and aesthetics. The policy also encourages early and on-going discussion of design quality matters and the use of design review. These principles should be considered in conjunction with the range of supporting State Planning Policies that provide design quality guidance for specific types of planning and development proposals	The SPP 7.0 applies to all future residential areas where the formulation of local development plans is expected to occur. This has particular relevance in PA-C Silver City and PA-F Phosphate Hill / Recreation Centre where structure plans have been designed and approved within the Urban Development zones. The policy can also apply to the future mixed use and future Urban zone at PA-F Phosphate Hill / Recreation Centre.
State Planning Policy 7.2 – Precinct Design (SPP 7.2) (February 2021)	SPP 7.2 provides guidance for precinct planning with the intent of achieving good planning and design outcomes for precincts within Western Australia. The policy recognises that there is a need to plan for a broader range of precinct-based contexts and conditions to achieve a balance between greenfield and infill development. Objectives of the policy include ensuring that precinct planning and design processes deliver good-quality built environment outcomes that provide social, economic and environmental benefit to those who use them. Precinct types include activity centers, station precincts, urban corridors, residential infill and heritage precincts. These areas are recognised as requiring a high-level of planning and design focus in accordance with a series of precinct outcome considerations as outlined in the policy. The policy also encourages the use of design review.	The SPP 7.2 is relevant to the planning areas where local development plans and structure plans are to be prepared prior to subdivision at PA-C Silver City; PA-F Phosphate Hill / Recreation Centre and PA-I Taman Sweetland.

State Planning Policy	Policy Overview	Local Planning Strategy Implications and Responses
State Planning Policy 7.3 – Residential Design Codes Volume 1 (10 April 2026) and Volume 2 (10 April 2024)	SPP 7.3 – Residential Design Codes provides the basis for the control of residential development throughout Western Australia for single houses, grouped dwellings and multiple dwellings. The purpose of the policy is to address emerging design trends, promote sustainability, improve clarity and highlight assessment pathways to facilitate better outcomes for residents. They are also used for the assessment of residential subdivision proposals. The <i>Action Plan for Planning Reform</i> elevates the requirement for well-designed residential development across the State and the review and update of Residential Design Codes Volume 1 and Volume 2 supports this goal. The Provisions of the R-Codes are to assist in the following ways: • Guide developers, urban planners, urban designers, architects, landscape architects, builders and other professionals when designing housing developments and preparing an application for development approval; • Assist decision-makers and planning professionals in local and State government with assessment of development proposals and in implementing strategic planning in the form of local policy and design guidance and • Support communities by raising awareness of the principles of good design and by promoting quality housing designs that will make a positive contribution to local neighbourhoods.	The SPP 7.3 Residential Codes Volume 1 and 2 applies to all future residential development on the island. The application of the policy will be further experienced in the newly proposed residential areas at the following planning areas: PA-C Silver City; PA-F Phosphate Hill / Recreation Centre and PA-I Taman Sweetland. Two structure plans have been approved at PA-C Silver City and PA - F Phosphate Hill / Recreation Centre where the R-Codes policy will play a pivotal role to guide, assist and support all parties involved in the implementation of these plans.

2.3 Regional Planning Context

The WAPC prepares various regional planning instruments to guide land use and development at the regional and sub-regional level, including:

- Regional and Sub-regional planning strategies and structure plans
- Regional Planning Schemes

There are no WAPC endorsed regional planning instruments specific to the Shire of Christmas Island.

2.4 Operational Policies

The Shire of Christmas Island relies on the following WAPC Development Control (DC) policies and guidelines to inform decision-making in relation to future subdivision and development applications.

Policy	Policy Overview	Local Planning Strategy Implications and responses
DC 2.2 Residential Subdivision	Development Control Policy 2.2 – Residential Subdivision seeks to facilitate the supply of residential lots in regular shapes and size range that reflect the statutory provisions of local planning schemes, including the R-Codes, the availability of reticulated sewerage, electricity and water and the need for frontage to public streets for access.	The policy concerns all future low density residential areas (R30 or less) and future mid-rise residential (3 storeys or less, R80) introduced in the local planning strategy at PA-C Silver City, PA-F Phosphate Hill / Recreation Centre and PA-I Taman Sweetland.
DC 2.3 Public Open Space in Residential Areas	Development Control Policy 2.3 - Public Open Space in Residential Areas (DC 2.3) contains a general requirement for residential subdivision to provide 10 percent of the gross subdivisible area as public open space (POS).	The policy applies to future residential subdivisions outside or on the periphery of the existing established settlements. In effect the approved structure plans at Silver City and Phosphate Hill have complied to the policy's requirement.
DC 3.4 Subdivision of Rural Land	Development Control Policy 3.4 - Subdivision of Rural Land (DC 3.4) seeks to protect rural land (from undue subdivision) to support primary agricultural production. It also recognises the need to secure significant basic raw material resources	The policy concerns the entire Rural Zone. The LPS and the Local Planning Scheme are to include provision for a general presumption against subdivision of Rural zoned land found at PA-K Lily Beach Road, PA-M East Coast and PA-N South Point and a portion of PA-F Phosphate Hill / Recreation Centre.

Policy	Policy Overview	Local Planning Strategy Implications and responses
Operational Policy 1.1 Subdivision of Land general principles	The policy sets out the general principles that will guide the WAPC in determining applications for subdivision. The operational policy requires future subdivisions to provide appropriate context and site analysis and apply site responsive design to circumstances such as: environmental and visual characteristics; climate-response; topography; orientation; protection of environmental sensitive feature; distribution of public open space and the minimum use of imported fill.	The policy covers the possible imposition of development contributions in the form of land for roads, the construction of infrastructure works to be transferred to public authorities on completion and the rehabilitation of environmentally degraded land. The policy is specifically pertinent to the potential subdivision of Crown land at PA-H Light Industrial Area, PA-C Silver City, PA-I Taman Sweetland and PA-F Phosphate Hill / Recreation Centre.
Draft Liveable Neighbourhoods (2015)	The draft liveable neighbourhoods document establishes objectives, design principles and requirements which should be used to inform the preparation and assessment of structure plans and subdivision applications for urban / residential areas. The broad objectives of the document are to achieve: a sustainable urban structure; well interconnected streets with safe and friendly pedestrian streetscapes; promote mixed-use development; ensure water is protected; facilitate housing diversity; plan/provide for education and community infrastructure for existing and future communities and provide utility services in a land efficient, environmentally responsible and sustainable manner.	The policy is pertinent and has been applied to: the structure plans at Silver City and Phosphate Hill; and is pertinent to future Residential developments at PA-D Poon Saan and PA-I Taman Sweetland
Tourism Planning Guidelines (2014)	The objectives of the Tourism Planning Guidelines are to: encourage a consistent approach to planning for tourism across local planning strategies; ensure that tourism planning and development is considered at the strategic planning stage, as part of the wider planning context and clarify expectations on the scope and detail required as part of a planning assessment.	The selection criteria and other considerations of the guidelines are pertinent to the Christmas Island circumstances in particular within the sphere of the National Park and in the Rural zone where potential incidental eco-tourism is contemplated. The principles set out in the guidelines have, whenever applicable, been factored into the identification of tourist accommodation sites within the Strategy.

2.5 Position Statement and Guidelines

The position statements and or guidelines prepared by the WAPC considered relevant to Christmas Island are as follow:

Position statement/guidelines	Overview	Local Planning Strategy Implications and Responses
Residential Accommodation for Ageing Persons (March 2024)	This position statement has been prepared by the WAPC to outline the requirements to support the provision of residential accommodation for ageing persons within Western Australia's local government planning framework. The position statement seeks to achieve consistent strategic planning consideration of residential accommodation needs for ageing persons in local planning strategies and consistent statutory planning guidance to standardise land-use definitions and zoning permissibility for residential accommodation for ageing persons in local planning schemes	The WAPC Residential Accommodation for Ageing Persons (March .2024) position statement is relevant to the Strategy. The SOCI recognises the need to ensure an adequate supply of appropriately zoned land to meet the residential need of seniors, proposes to Investigate the development potential for a range of old age accommodations at Taman Sweetland as per PA-I Action 5 at p. 65 and recognises the importance of creating a senior's precinct well integrated with the community and in close proximity to the hospital via a purposely located POS at PA-I Taman Sweetland (refer to map at p. 67).
Position Statement Public Open Space (December 2025)	The intent of this Position Statement is to: • Ensure public open space (POS) is an essential consideration across the planning framework; • Ensure all communities have well planned POS that adequately provides for evolving community needs in a predictable and equitable manner; • Establish a consistent minimum standard for contributions towards POS, where the creation of additional lots generates the need for an increase in either POS quantity or functionality and • Provide guidance on the collection, expenditure and management of cash in lieu contributions towards POS to benefit the community.	Existing subdivisions on CI have been prosecuted by the mine or the Commonwealth before the WAPC POS requirements were in force. The Strategy recognises the intent of the policy and proposes to increase the total POS zone for the settled areas by 38.73 ha. Composed of: • 14.3 ha. or 10% of the Phosphate Hill structure plan; • 2.84 ha. or 10% of the Silver City structure plan; • 3.83 ha. or 20% of the Taman Sweetland new road and residential areas within the Urban Zone and • 17.76 ha. to create a continuous coastal POS from Gaze Road to Lily Beach.

Position statement/guidelines	Overview	Local Planning Strategy Implications and Responses
Renewable Energy Facilities (March 2020)	This position statement has been prepared by the WAPC to outline the requirements to support the consistent consideration and provision of renewable energy facilities within Western Australia. The position statement seeks to: - guide the establishment of renewable energy facilities to support the State Energy Transformation Strategy (March 2019) - outline key planning and environmental considerations for the location, siting and design of renewable energy facilities - promote the consistent consideration and assessment of renewable energy facilities – facilitate appropriate development of renewable energy facilities while minimising any potential impact upon the environment, natural landscape, and urban areas - encourage informed public engagement early in the renewable energy facility planning process.	The SOCI supports the development of a whole of island Clean Energy Strategy to be carried in collaboration with the DITRDCA. This will include but not be limited to investigation for a medium-size wind farm at PA-N South Point and investigation for the deployment of a solar farm alongside the runway at PA-L Airport & Surrounds. Other future renewable energy facilities of different types across the island could be considered as advances in technology bring new opportunities within the life of the Local Planning Strategy.
Workforce Accommodation (January 2018)	This position statement has been prepared by the WAPC to assist users of the planning system in understanding the land use planning considerations for workforce accommodation. The position statement seeks to: - outline the development requirements for workforce accommodation under the Planning and Development Act 2005 and associated regulation - provide guidance to local governments on the role of the local planning framework in the planning and development of workforce accommodation.	Some large residential development projects, through the life of the Strategy, may require an external workforce from WA and beyond that could implicate the Workforce Accommodation (January 2018) guidelines.

Position statement/guidelines	Overview	Local Planning Strategy Implications and Responses
Dark Sky and Astrotourism (January 2022)	This draft position statement has been prepared by the WAPC to details its position on the provision and designation of dark sky locations, and the subdivision and development implications throughout Western Australia. This position statement seeks to: - preserve and protect the night sky for future generations - minimise light and dust pollution - establish a set of dark sky principles to be implemented through land use planning mechanisms and - facilitate Astrotourism through flexible local planning frameworks.	Astrotourism WA develops dark sky tourism opportunities with local communities/stakeholders. Astrotourism WA is working on developing tourism destinations along the visual path of the next solar eclipse, scheduled on 22 July 2028, in which Christmas Island is part of that visual path. At this early stage, the Strategy recognises the most desirable location for Astrotourism is PA-N South Point.
Western Australian Climate Policy (November 2020)	This position statement has been prepared by the WAPC to outline the requirements to support the Western Australian Climate Policy sets out the State Government's plan for a climate-resilient community and a prosperous low-carbon future. The policy underscores a commitment to adapting to climate change and working with all sectors of the economy to achieve net zero greenhouse gas emissions by 2050. The policy sets out the high-level priorities the State Government will implement to support a more climate-resilient community. The approach to climate adaptation recognises exposure to climate impacts, the diversity of the regions and the existing capability to manage and adapt to climate change. The policy outlines actions to guide the response by business, the community, local governments and State Government agencies to develop well-informed, timely and practical adaptation responses.	The SOCI supports the development of a whole of island Clean Energy Strategy to be carried in collaboration with the DITRDCA. Other future renewable energy facilities of different types across the island could be considered as advances in technology bring new opportunities within the life of the Local Planning Strategy. The Strategy recognises the climate induced hazards in PA-E Kampong expected to lead to the progressive relocation of the resident community when the time arises as the necessary adaptation measure. The Strategy advocates the prevention of future residential and tourism accommodation at the Kampong by establishing there a Special Control Area rather than relying on the formulation of a Coastal Hazard Risk Adaptation Management Plan.

Position statement/guidelines	Overview	Local Planning Strategy Implications and Responses
Planning for Tourism and Short-Term Rental Accommodation (STRA) (November 2024)	This position statement along with its associated guidelines outlines the WAPC's policy for clearer, more consistent regulation of STRAs in the planning frameworks. The position statement foreshadowed a series of amendments to Schedules 1 and 2 of the LPS Regulations, which as of September 2024 are in force. The amendments pertinent to CI include: • new 'deemed' general and land use definitions to ensure hosted and unhosted short-term rental accommodation are considered as dedicated land use classes in planning schemes; • new 'model' land use class of 'tourist and visitor accommodation' to supersede and consolidate a number of land use terms for traditional accommodation, as well as other changes to general definitions and • a state-wide development approval exemption for 'hosted short-term rental accommodation' (includes ancillary dwellings).	The Strategy recognises the necessity to comply with the amendments to Schedule 1 and 2 of the LPS regulations as amended September 2024. The planning areas where the STRAs are proposed to be permissible within the residential, tourism and commercial zones and subject to the amendments are: PA-A Settlement PA-B Gaze Road PA-C Silver City PA-D Poon Saan PA-F Phosphate Hill PA-G Drumsite and PA-I Taman Sweetland. STRAs may only be permissible subject to the prescriptions of the proposed Special Control Area at PA-E Kampong.

3 Local Planning Context

3.1 Strategic Community Plan

The Shire of Christmas Island (SOCl) 10 Year Strategic Community Plan (SCP) **‘Our Island, Our Responsibility’** was adopted on the 25th of July 2023.

The Shire of Christmas Island Strategic Community Plan is more than just the tool to assist in the provision of municipal services.

As a local government in the non-self-governing external territories, the Shire of Christmas Island operates in a governance framework that does not include state level representation that Islanders can vote for. In line with this governance arrangement, the local government, serving as the exclusive elected body representing the interests of Christmas Islanders, plays a pivotal role in soliciting feedback concerning state-level service provision and subsequently advocates accordingly on behalf of Christmas Islanders to the Commonwealth for the effective delivery of these services. With this reality in mind, the SOCl embarked on a community consultation process with Islanders to have them inform the municipal infrastructure, economic, social, cultural and environmental management goals for Council which are set out in this 2023-2033 Strategic Community Plan.

*This SOCl **Strategic Community Plan 2023–2033 ‘Our Island, Our Responsibility’** sets out our vision, aspirations and objectives for our Island over the next 10 years and is our principal strategic document for our local government.*

This means the SCP will govern all of the work that SOCl undertakes either through direct service delivery, partnership arrangements and advocacy on behalf of the island.

The direction set through the SCP ensures Council plays its role in advocacy, municipal works, municipal infrastructure and service provision that the community has identified as what it needs for the next decade.

The key themes and outcomes which are relevant to land use planning are outlined in the following table which describes outcomes under the SCP’s themes:

- Planning (P)
- Community Development (CD)
- Economy and Employment (E)
- Infrastructure (I)
- Governance (G)
- Natural Environment and Climate Change (NE)

Item	Objective	Local Planning Strategy Implications and Responses
CD1 – A healthy aging community	An active senior's population who feels engaged with their local government to ask for services	Provision of land for accommodation for ageing persons at PA-I Taman Sweetland
CD2 – An engaged youth community	An engaged youth population who feels it can participate in municipal decision making that will affect them	Provision of land for affordable housing to reduce youth housing stress at PA-F Phosphate Hill and PA-C Silver City.
P1 – A community that plans for itself	That residents feel they have had adequate opportunities to provide input into planning instrument	The Shire has developed the WAPC endorsed structure plans at Silver City and Phosphate Hill through a series of workshops, engagements with stakeholder groups and public meetings over two years.
P2 – Currency of Planning Instruments	The Shire ensures the governance framework in place to review statutory Planning Instruments is clear of hurdles	Adoption of a clear and timely pathway to review the Planning Instruments
E1 – Diversified economic growth	Advocate and attract business and investment opportunities	Implementation of the <i>2023 Christmas Island-Singapore Strategy</i> . Considered engagement with business stakeholders in the development of the local planning scheme zonings
NE2 – Knowing our Water Resources	That Christmas Islanders feel they have adequate knowledge about water resources to be able to plan their economic and social development into the future	Continue to advocate with the Commonwealth for the mapping of the island subterranean basalt layer.
NE3 – Flying Fish Cove Housing Future	That Christmas Islanders in Flying Fish Cove are given adequate information about relocation plans in the event climate change makes the area unsafe for habitation	The representatives of the Kampong Community support the Shire in planning and securing specific Unallocated Crown Land assets at Silver City, Taman Sweetland and Phosphate Hill for the exclusive purpose of the progressive relocation of the Kampong Residents over time.
NE4 – Waste Management	That the Shire develops with WA Dept. of Environment and Water Regulation and the Commonwealth a new waste management site to replace the current one when needed	The Shire has identified a site as investigation area for the purpose of a future tip site at PA-N South Point.
I 2 – Planned and facilitated growth	That new municipal infrastructure programs and deliveries meet identified community need	The Shire has identified new roads that will facilitate growth: - PA- H LIA – Direct link to Murray Road and the port area - PA-C Silver City – Connectors to Murray Road - PA-F Phosphate Hill – Direct Link Oval to School - PA-I Taman Sweetland – Neighbourhood connector to the LIA

3.2 Previous Local Planning Strategy

Prior to the WAPC's endorsement of this document, the Local Planning Strategy for the Shire of Christmas Island was the *May 2015 Shire of Christmas Island Local Planning Strategy*.

Key changes from the former local planning strategy include:

1. Review of the PA-H Light Industrial Area (LIA) (Refer to Section 3.5 at p. 130);
2. Planning approach to relocate over time the Kampong residents due to foreseeable environmental hazards (refer to Section 4.3 i) at p. 148);
3. Endorsed structure plan at Silver City with an urbanised area contained by an environmental conservation buffer with the National Park to the north (refer to Section 3.4 at p. 123);
4. Endorsed structure plan at Phosphate Hill with an urbanised area focused on the oval/Recreation Centre and a direct road connection to the CI District High School with ecological separation to the Drumsite precinct by an Environmental Conservation area to the east (refer to Section 3.4 at p. 124);
5. Provisions to accommodate the extension of the runway by protecting the expected area associated with earth works and the longer-term realignment of Lily Beach Road (refer to Section 4.6 d) at p. 189);
6. Introduction of the new Environmental Conservation zone;
7. Potential zoning change for a large privately held Crown Lease from Urban Development to Tourism at PA-J Golf Course/Resort;
8. Potential zoning change for the run of mine from rural to industrial at PA-G Drumsite;
9. Investigation to develop a Space Port site at South Point (refer to Section 4.4 h) at p. 165);

10. Investigation to deploy solar arrays at the airfield and vertical axis wind turbines at South Point and
11. Introduction of an Industrial zone to accommodate a new data hub at PA- Phosphate Hill.

3.3 Local Planning Scheme

The SOCI Local Planning Scheme is the primary instrument for delivery of the vision and planning directions of the local planning strategy.

The current SOCI Local Planning Scheme No.2 was gazetted on 17 February 2016.

A Report of Review of the Local Planning Scheme was undertaken in April 2021 and accepted by the WAPC on 18 May 2021.

The outcomes of the review were:

- a) *pursuant to Regulation 66(3)(a)(iii) of the Planning and Development (Local Planning Schemes) Regulations 2015 (WA)(CI) to make a recommendation to the Western Australian Planning Commission that the Shire of Christmas Island Local Planning Scheme No. 2 be repealed and a new scheme be prepared in its place; and*
- b) *pursuant to Regulation 66(3)(b)(iii) of the Planning and Development (Local Planning Schemes) Regulations 2015 (WA)(CI) to make a recommendation to the Western Australian Planning Commission that the Shire of Christmas Island Local Planning Strategy 2015 should be repealed and a new strategy prepared in its place.*

This Local Planning Strategy, once endorsed, will provide guidance to amendments to the Local Planning Scheme.

A new Local Planning Scheme will be prepared when this Local Planning Strategy is endorsed by the WAPC.

3.4 Structure plans

Name of Structure plan	Endorsed by the WAPC	Mapping Reference: PA-C Silver City Purpose of the Structure Plan	Local Planning Strategy Implications and Responses
Silver City	17 th February 2026	The Silver City structure plan (the Plan) has been prepared under the Australian Government's Housing Support Program (HSP) designed to help achieve the National Housing Accord target of building 1.2 million new, well-located homes over 5 years from 1 July 2024. The HSP Stream 1 supports the delivery of increased housing supply by focusing on projects, such as the Silver City structure plan, that improve building planning capability for areas targeting future housing projects.	The Plan replaces the Silver City 28.33 Ha. Urban Development Zone. The Plan provides the following land use Zones and Reserves: a) Residential R17.5 - 20 lots over 2.13 Ha. b) Residential R40 - 4 lots over 2.00 Ha. c) Residential R60 - 3 lots over 1.37 Ha. d) Residential to be amalgamated with existing lots 0.21 Ha. e) Mixed use - 1 lot over 2.39 Ha. f) Reserve Public Open Space 2.83 Ha. g) Reserve Local Road 2.55 Ha. h) Reserve Environmental Conservation 14.85 Ha. The Plan is intended to: i) Facilitate the establishment of up to 303 homes over the next 30 years: j) Strengthen the resilience of the Kampong community subject to environmental hazards by reserving dedicated land assets to facilitate, over time, the relocation of residents choosing to live at Silver City; k) Supply land assets for the construction of affordable and social housing; l) Introduce new standards to facilitate the capture of solar energy on mandatory skillion roofs and well exposed walls; m) Create two new access road directly onto Murray Road and provide a connection to Sunset Place that will enhance vehicular connectivity to and from Flying Fish Cove for existing residential areas and reduce traffic pressure at the Murray Road – Silver City Road intersection and n) Provide a dedicated and complementary ecological buffer with the National Park located to the north of Murray Road.

Name of Structure plan	Endorsed by the WAPC	Mapping Reference: PA-F Phosphate Hill / Recreation Centre Purpose of the Structure Plan	Local Planning Strategy Implications and Responses
Phosphate Hill	19 th February 2026	The Phosphate Hill structure plan (the Plan) has been prepared under the Australian Government's Housing Support Program (HSP) designed to help achieve the National Housing Accord target of building 1.2 million new, well-located homes over 5 years from 1 July 2024. The HSP Stream 1 supports the delivery of increased housing supply by focusing on projects, such as the Silver City structure plan, that improve building planning capability for areas targeting future housing projects.	The 139.1 Ha. Plan lies over the Urban Development zone, the Crown Reserve and the Rural Zone of which 2/3 is dedicated to urbanisation within the Urban Development zone and 1/3 is dedicated to urbanisation within the Rural zone. The Plan provides the following land use Zones and Reserves: a) Residential R17.5 - 135 lots over 11.27 Ha. b) Residential R40 - 13 lots over 7.19 Ha. c) Residential R60 - 7 lots over 5.67 Ha. d) Mixed use - 9 lots over 5.1 Ha. e) Reserve Education – 3 lots over 2.63 Ha. f) Reserve Civic and Community – 1 lot over 0.81 Ha. g) Reserve Infrastructure Services – 3 lots over 3.65 Ha. h) Reserve Public Open Space 15.57 Ha. i) Reserve Local Road 20.41 Ha. j) Reserve Environmental Conservation 66.80 Ha. The Plan is intended to: k) Facilitate the establishment of up to 899 homes over the next 30 years: l) Strengthen the resilience of the Kampong community subject to climate threats by reserving dedicated land assets to facilitate, over time, the relocation of residents choosing to live at Phosphate Hill; m) Supply land assets for the construction of affordable and social housing; n) Introduce new standards to facilitate the capture of solar energy on roofs and well exposed walls; o) Consolidate the existing Sport and Recreation Precinct to continue to meet the needs of the entire island population into the future. p) Create new neighbourhood connectors from the oval towards the CIDHS (west), the hospital (north) and Lily Beach Road (east); q) Provide a dedicated and complementary ecological link between the southern and northern sections of the National Park and r) Restrict the urbanised area to the northern section of the Planning Area and consolidate the Rural zone in the southern section.

3.5 Other Relevant Strategies, Plans and Policies

The strategies, plans, policies and reports relevant to Christmas Island with potential implications on the local planning strategy are as follows:

Name of strategy, plan, policy	Approved or released	Purpose	Local Planning Strategy Implications and Responses
Department of Transport and Regional Development. Godden Mackay Logan (GML) heritage review and guidelines	November 1998	With the foreseeable gazettal of the SOCI Town Planning Scheme No.1 (21 June 2001) the Commonwealth commissioned this GML heritage review to provide the Shire Council with a best practice management framework with which to administer the island's heritage resources. The review was informed by two preceding studies namely a heritage study in 1988 and an industrial mining heritage study in June 1998. The heritage significance and value of each place Referenced for retention and or protection in the GML review have been reasoned and justified through expert advice in historic matters to best inform decision makers dealing with development decisions that may have impact on the island registered national and local heritage.	CI buildings and assets listed on the Commonwealth Heritage List are primarily governed by the EPBC Act 1999. This legislation protects the heritage value of places that are owned or controlled by the Commonwealth. Heritage controls and management measures within the heritage precincts nominated in the GML are: • The Settlement Residential Precinct; • The Settlement Service Precinct (Gaze Road); • The Malay Kampong Precinct; • The Smith Point Precinct; • The Poon Saan Precinct and • The Drumsite Residential Area Precinct Any private or planning development within these precincts must ensure they do not impact on their heritage values and heritage significance as identified in the GML review.
Attorney-General's Department Report for Crown Land Management Plan for the Indian Ocean Territories Christmas Island	September 2009	The main objective of the Plan is to assess Crown land and enable informed decisions to be made on its most suitable future uses which will lead to the overall better management of Crown land on the island.	The management of Crown Land and the orderly and timely re-leasing of exhausted mining areas in the rural zone will be pivotal to secure the economic transition of the island. The foremost recommendation of the Plan is the mapping of the island's underground basalt topography to precisely define the size, configuration and inter-relation of the island's multiple aquifers (refer also to the <i>2020 Department of Water and Environment Regulation (DWER) Water Management Review</i> at p. 132).

Name of strategy, plan, policy	Approved or released	Purpose	Local Planning Strategy Implications and Responses
Attorney-General's Department Indian Ocean Territory Climate Change Risk Assessment	June 2010	The purpose of this study is to research, identify, evaluate, prioritise, synthesise and report on the future impacts of climate change on the IOT (CKI and CI). In this context the study seeks to: • Evaluate key climatic vulnerabilities of the IOT, in the context of other changes in the natural, social and economic environments; • Gain a better understanding of the climate related impacts and risks apparent on both islands; • Explore potential measures and options to adapt to climate change and sea level rise; and • Identify the highest priority uncertainties about which we must know more to be able to respond to climate change in the future. The study is an important first step in the process of developing a comprehensive adaptation strategy for the IOT. The process adopted for the risk assessment involves three steps: 1. Assessing current vulnerability 2. Identifying and evaluating future risks 3. Exploring adaptation options	The expected changes in climate with coastal impacts on humans and infrastructure associated with sea level rise will be most prominent in the low-lying areas of Flying Fish Cove. The Kampong community is affected by storm surges, increased wave action and torrential rains. It will continue to be significantly impacted in future expected climate change scenarios. The SOCI has pro-actively consulted with the Kampong community at PA E – Kampong / Smith Point to plan for and ultimately assist in securing and protecting suitable and agreeable land assets to ensure, in time, the orderly future relocation of the Kampong residential stock to dedicated higher locations. These locations will be subject to further consultation with the Kampong community to consider and identify land opportunities at PA C – Silver City, PA I Taman Sweetland and PA F – Phosphate Hill / Recreation Centre. Coastal areas, with low shore platforms such as Gaze Road, will continue to experience ocean surges with increased wave overtopping in swell season increasing in intensity during cyclones with further erosion of the cavernous and irregular shoreline. The Strategy identifies specific areas shown to be vulnerable to strong wave action at the peak of storm surges at PA B – Gaze Road and advocates investigations prior to establishment of future structures and amenities on the lower terrace.

Name of strategy, plan, policy	Approved or released	Purpose	Local Planning Strategy Implications and Responses
<u>Attorney-General's Department Report for Silver City Residential Expansion Outline Development Plan</u>	May 2010 (expired)	The Outline Development Plan provided the necessary analysis for a subdivision of Crown Land that yields 15 blocks with a minimum of 700 m2 each at R17.5 density within PA-C Silver City.	The possible subdivision reflected in the ODP is expressed in the LPS No.2 map, however no Deposited Plan has ever been lodged. In light of: • high residential property values; • housing stress with young individuals and families; • possible renewal of part of the public housing stock and • the need to introduce affordable housing within the CI “closed” market, The SOCI considers the ODP layout to have provided the easiest road structure to expedite the release of land for residential use in a combination of grouped or multiple dwelling format at R-40. This is expressed as a planning action within the PA-C Silver City map.
SOCI Gaze Road Tourism & Commercial Precinct Urban Design Master Plan	January 2012	The aim of the Urban Design Master Plan (UDMP) is to provide an urban design framework that will facilitate and guide the revitalisation of this public promenade and to enhance its contribution to the social, cultural and economic life of the island's community.	Many UDMP recommendations to revitalise the public foreshore have been implemented by the Shire to encourage redevelopment or urban consolidation opportunities associated with private land holdings within PA-B Gaze Road.
SOCI Vagabond Road Sports & Recreation Precinct Urban Design Master Plan	January 2012	The Vagabond Road UDMP provides guidance to potential investors, land owners and Council in relation to future land use opportunities, as well as concepts and potential costs for the upgrade of the public realm.	Several urban design principles established by the UDMP have guided the formulation of the PA-F Phosphate Hill / Recreation.

Name of strategy, plan, policy	Approved or released	Purpose	Local Planning Strategy Implications and Responses
DITRDCA Christmas Island Crown Land Management Plan	March 2017	The Christmas Island Crown Land Management Plan is the Australian Government's plan to ensure a strong, sustainable and liveable Christmas Island. It outlines the key strategic directions and actions that will guide future planning initiatives for Crown land and supports the release of land for development.	The orderly and timely re-leasing of relinquished mining areas, in the rural zone in particular, will be pivotal to secure the economic transition of the island. The Strategy advocates to maintain the integrity of the LPS No.2 Rural zoning which largely coincides with the mining tenement. The two structure plans at Silver City and Phosphate Hill provide the necessary subdivision framework for future Crown Land release.
<u>SOCI Land & Economic Futures Charter</u>	2018	The charter lists the actions the Commonwealth government may take to expedite land release and stimulate economic growth on CI and the Shire Policies that could be introduced within the planning instruments in support of the orderly and sustained economic development of CI.	The SOCI charter constitutes a valuable check list for the implementation of the Local Planning Strategy.

Name of strategy, plan, policy	Approved or released	Purpose	Local Planning Strategy Implications and Responses
IOT Regional Development Organisation Our Christmas Island 2030 Strategic Plan	November 2018	The Strategic Plan forward statement from the Commonwealth Minister responsible for the IOT summarises the purpose of the Plan as follows: <i>“The Strategic Plan is a plan for the community, by the community, to support economic sustainability and liveability. It captures your views and aspirations, and reflects your goals for the future.</i> <i>Christmas Island is going through a transition - this offers the potential to do new things and to do the same things differently. The Strategic Plan provides a sound framework to guide the community and economy during this period of change.../...Change requires drive and determination, entrepreneurship and a willingness to take on risk. I encourage individuals to take on this leadership role and work together with the Administrator and the Regional Development Organisation to build a stronger economy and enhance liveability.</i>	The management of Crown Land and the orderly and timely re-leasing of relinquished mining areas, in the rural zone in particular, will be pivotal to secure the economic transition of the island. The Local Planning Strategy maintains the integrity of the LPS No.2 Rural zoning which largely coincides with the mining tenement. This is to ensure the island is “land ready” for local and external investors to participate in transition of the island economy.

Name of strategy, plan, policy	Approved / released	Purpose	Local Planning Strategy Implications and Responses
SOCI Proposed Amendment of the Light Industrial Area	June 2021	The document provides the rationale for improvements to the <i>2010 LIA Outline Development Plan</i> which informed the mandatory Review of the 2015 Shire of Christmas Island Local Planning Strategy and Local Planning Scheme No.2 It identifies possibilities for amendments to the LIA that would: • enhance vehicle accessibility by re-using the former mining haulage route traversing the LIA; • minimise future road infrastructure costs with adjusted horizontal and vertical alignments of the Murray Road to Quarry Road link; • increase lots availability; • provide new environmental conservation areas to participate in the ultimate ecological connection between the two separate section of the National Park and • assist the annual north-south red crab migratory movements with the creation of a new buffer between the hospital and the LIA. The document also influences the adjoining PA-I Taman Sweetland with the reconfiguration and extension of the hospital site, the introduction of a secondary vehicular access from the north via Plant Hill Road or the Murray Road link and the provision for an environmental conservation buffer between the hospital and the LIA.	The <i>2021 Proposed Amendment of the Light Industrial Area</i> is designed to meet the foreseeable demand for light Industrial land in the context of the Strategy's 5000 permanent residents over 30 years target and to service future housing projects and the economic transition from mining to agri-businesses and tourism. The proposed amendment underpins the Planning Actions for the planning area PA-H Light Industrial Area as follows: 1. to convert part of the Crown Reserve to Light Industrial to secure adequate industrial land supply in the long term 2. to formalise the connection to Murray Road to safely enhance Port to LIA movements without impacting on the Poon San residential areas; 3. to take advantage of the new link to Murray Road by providing a secondary vehicular access to the extended hospital site and the potential neighbourhood connection westward through the Taman Sweetland Urban Development zone. 4. to use the historic mining haulage route for the creation of a new access road to future industrial lots whilst reducing anticipated construction costs; 5. to ensure that sufficient land supply can be set aside for the orderly expansion of the SOCI and IOTPS depots; 6. to promote the reconfiguration of the Acker Pty Ltd license area to accommodate a future Local Road Reserve traversing the current operation; 7. to set aside land dedicated to the storage and management of containers within the LIA and reduce congestion at the Port; 8. to provide a 40m environmental conservation buffer with the adjoining National Park; 9. to rezone Light Industrial and Crown Reserve land over an historic hand dug pinnacle field in order to create an environmental conservation corridor between the northern and southern section of the LIA and 10. to provide a 30m environmental conservation buffer along Phosphate Hill Road.

Name of strategy, plan, policy	Approved or released	Purpose	Local Planning Strategy Implications and Responses
Christmas Island Strategic Assessment (CISA)	Feb. 2019 to Jun. 2023 (Not released)	The CISA was initiated through an agreement between the Commonwealth Minister for the Environment and the Commonwealth Assistant Minister for Regional Development and Territories with the following scope: <i>“The Parties agree to undertake a strategic assessment of the impacts from actions taken on Christmas Island under a plan, policy or program (the Plan), which will be prepared by DIRDC, on all matters protected under Part 3 of the EPBC Act. The Plan will aim to provide opportunities for the sustainable development of Christmas Island (excluding areas within the Christmas Island National Park). Development may include, but is not limited to, residential, commercial, tourism (including eco-tourism), industrial developments, mining, agriculture and supporting infrastructure .”</i>	From the CISA’s outset the SOCI and the then DIRDC came to the understanding that the CISA Land Use Plan would be best to coincide with the land uses regulated under the local planning instruments. In effect the CISA Land Use Plan would match the land uses depicted in the draft Local Planning Strategy already under preparation at the time. As part of that process the life of the CISA Plan was set at 30 years and was capable of accommodating a permanent population of 5000 residents in order to maintain consistency with the <i>SOCI 2015 Local Planning Strategy</i> in force. The CISA Plan and the Local Planning Strategy maps were negotiated and progressed on that reasoned and agreed basis between 2019 and 2023 (with some interruption due to the pandemic). This lengthy process included comprehensive engagement and consultation with agencies, business stakeholders and the island community. In June 2023 the then DITRDC Minister announced: <i>“The Australian Government is pausing the Christmas Island Strategic Assessment (CISA) while significant policy and law reforms are ongoing. The Government remains committed to exploring options to support sustainable economic development and continuing to reduce structural barriers to diversification on Christmas Island.”</i> In this context the Local Planning Strategy maps remain compatible with the objectives of the CISA Land Use Plan in its June 2023 iteration thus allowing the possible seamless continuation of the CISA process in the future if necessary.

Name of strategy, plan, policy	Approved or released	Purpose	Local Planning Strategy Implications and Responses
DWER Water Resources Management Review Report, Christmas Island and Cocos (Keeling) Islands	May 2020	The review introduction reads as follow: <i>“This review of water resources management in the Indian Ocean Territories (IOT) of Christmas Island and the Cocos (Keeling) Islands) has been undertaken for the Department of Water and Environmental Regulation (DWER), Government of Western Australia. DWER has responsibilities for water and environmental services in the IOT under a Service Delivery Arrangement with the Australian Government.</i> <i>The review’s objective is to provide DWER with updated information regarding water resources and water supply management on Christmas Island and the Cocos (Keeling) Islands and recommendations to improve water security in the short to medium term at both locations.”</i>	DWER states that CI groundwater resources is “<i>not well described, including exact distribution and thickness, water table depths and groundwater flow paths, directions and rates.../...This is mainly because of the incomplete knowledge of the island’s complex geology including the distribution and nature of the volcanic and limestone rocks.”</i> This groundwater knowledge gap was identified in the 2009 Christmas Island Crown Land Management Plan. The observation remains valid in 2026 whilst the island’s basal and perched ground aquifers assessed by DWER’s review as having “<i>a high to very high vulnerability to contamination</i>”. Consequently, the Local Planning Strategy seeks to maintain the geometry of the conservative Groundwater Protection area in force in the LPS No.2. From the perspective of future water demand the review confirms the Local Planning Strategy merit of the 5,000 residents target by 2056 with the following: <i>“Future population and hence demand for water on the island is not expected to rise rapidly. For this report, a reasonable estimate of average water demand per person including losses is 350 Lpd. Using this average demand per person and an estimated minimum production from the three current sources of about 1,900 KL/day, based on data for the very dry year 2019, the population that could be served is about 5,400. If the average demand per person was 520 Lpd, as calculated for 2019, the population that could be served is about 3,600. The population estimate of 5,000 used in the 2015 Christmas Island Shire’s Local Planning Strategy would imply an average water demand per person of 380 Lpd.”</i>

Name of strategy, plan, policy	Approved or released	Purpose	Local Planning Strategy Implications and Responses
SOCI Heritage Management Plan Cemeteries 2022-2032	July 2022	From the outset of the SOCI's establishment in 1992, the Shire had delegation of management responsibility for cemeteries so that it could assume this role under the WA Cemeteries Act 1986. This 10-year management plan and its recommendations is to assist the SOCI to fulfill the requirements of the Act with respect to two closed cemeteries and three active cemeteries (Christian, Malay and Chinese) located on the coastal lower terrace along Gaze Road and Golf Course Road at the northern tip of the island.	The SOCI adopted cemeteries management plan makes two recommendations pertinent to the local planning strategy: <i>8. That the Shire includes the proposed Christian, Chinese and Malay cemetery extensions in land survey updates and the Local Planning Scheme.</i> <i>9. That the Shire adopts the Plan's interment eligibility guidelines to ensure adequate interment space on Christmas Island for the next decade.</i> Planning actions relative to the cemeteries can be identified at PA-A Settlement.
<u>SOCI Settlement Sports Hall Refurbishment Sustainability Hub - Design Concept</u>	Feb 2024	The objective of this document is to facilitate a funding decision allowing the highly re-usable building is to be refurbished for the benefit of the island community and tourist visitors alike. The refurbishment concept is to attract external educators/researchers to conduct field land and marine studies that may assist with environmental efforts as well as innovative food productions on the island. The envisaged management of the Hub is to avoid creating on-going financial burden to the Commonwealth as the property owner and the SOCI to whom the building is vested to under Management Order.	The implementation of the Sustainability Hub located at PA-B Gaze Road is seen as a tool to facilitate in-situ environmental research and a catalyst to develop methods and techniques to stimulate and support the transition of the island economy from mining and immigration to tourism, higher education / research and agri-businesses in the context of a clean energy economy. The Hub offers the necessary on-island research infrastructure indispensable in the investigation and technical proofing of identified future economic drivers in the food production sector in particular. Part of the research that could be carried out at the Hub is expected to inform the design and operation of future agri-businesses in the former mining areas. The wave undercutting risk in the vicinity of the Hub is to be investigated through Action 11 at PA-B Gaze Road as a prerequisite to the redevelopment of the building.

Name of strategy, plan, policy	Approved or released	Purpose	Local Planning Strategy Implications and Responses
<u>SOCI Christmas Island-Singapore Strategy</u> (CISS)	2018 and updated September 2023	The purpose of the strategy is best described in its preamble: “The Christmas Island – Singapore Strategy (CISS) recognises the strong historic, cultural and social ties between Singapore and Christmas Island (CI) with the unique geographic location of CI between Australia and Singapore. It focuses on the critically pressing effort to transition the CI economy from mining & immigration to agriculture, tourism, education and defence thus fitting within the November 2016 Australia-Singapore Comprehensive Strategic Partnership (ASCSP) which aims to bring the two national economies closer together. The primary function of the CISS is to draw attention to the potential inclusion of CI within the Australian-Singapore Comprehensive Strategic Partnership dialogue in order to promote new investment opportunities on CI, and possibly the Indian Ocean Territories (IOT) as a whole. As Singapore is south-east Asia’s foremost financial hub and Australia’s closest strategic and longstanding defence partner in the region, it is most appropriate that the Shire of Christmas Island develop programs and relationships with Singapore that support our mutual interest in the social well-being and economic prosperity of the Christmas Islanders.”	The island’s mining sites are almost entirely located in the Rural zone. As extraction ends on these sites they become a viable opportunity for the development of niche export-oriented urban food production enterprises and post mining employment, with minimal impact on the environment. This approach towards economic transition involving potential Singapore investors in urban food productions could be applied to the southern section of PA-F Phosphate Hill / Recreation Centre, PA-K Lily Beach Road, PA-M East Coast and PA-N South Point. According to the Singapore Food Agency (SFA): “Singapore imports over 90% of our food. This makes our nation highly vulnerable to impacts brought about by climate change, disease outbreaks and global food situations which may affect the ability of food in Singapore.” To strengthen Singapore food security the SFA has devised three complementary policies: a) Diversify import sources; b) 30% of food produced in Singapore by 2030 and c) Support Singapore companies to expand and grow overseas. Given its proximity to Singapore and its unused land resources, CI is well placed to offer partnership arrangements in relation to the SFA policies a) and c).

4 Local government profile

4.1 Demographic profile

The following Australian Bureau of Statistics (ABS) table depicts the key population variations experienced on Christmas Island since 2011.

ABS All persons QuickStats	2011	2016	2021
People	2072	1843	1692
Male - %	70.7	61.3	59.5
Female - %	29.3	38.7	40.5
Medium age - Y	32	38	38
Average children per family	1.8	1.9	1.9
All private dwellings	629	566	607
Average people per household	2.6	2.7	2.8
Average motor vehicle per dwelling	2	1.8	1.7

The permanent resident population, at its highest at the 2011 Census with 2,072, came down to 1,692 at the 2021 Census.

According to the ABS, the very high Male to Female ratio in 2011 is reducing but remains high in 2021 compared with the mainland being: Male 49.3% and Female 50.7%.

In 2011, the median age of people in Christmas Island was 32 years. Children aged 0 - 14 years made up 12.8% of the population and people aged 65 years and over made up 3.7% of the population.

By contrast in 2021 the median age of people in Christmas Island was 38 years. Children aged 0 - 14 years made up 13.7% of the population and people aged 65 years and over made up 12.8% of the population (Australia 17.2%).

a) Influence of mining

Phosphate mining has been the historic mainstay of the island's economy and the driving factor directly affecting the island population.

In the 1950s, at the peak of steam locomotion, the mine operation involved a workforce estimated at several thousand representing the overwhelming majority of the island workforce.

By contrast in March 2023, according to Phosphate Resources Limited (PRL), the employment breakdown of the mine and PRL subsidiaries companies were 130 and 60 respectively. The mining lease, set to expire in 2034, offers no guarantee of being renewed. Meanwhile, the mine is now sourcing an estimated 50% of its workforce from the mainland.

b) Influence of immigration detention

The historic decline in local mining jobs is exacerbated by the sharp reduction in immigration activities.

According to the Immigration Department the Immigration Detention Centre (IDC) had experienced its peak of activity in June 2013 with 2950 "irregular maritime arrivals" being held. Around that time the activities associated with the IDC provided up to 500 jobs, both directly and indirectly for residents, short term contracts (12 months to 2 years) and fly-in-fly out positions. Six years later the 2016 Census indicated 108 respondents on the island having jobs associated with the Correctional and Detention Services (CDS) industry.

By October 2018, following a change in Commonwealth policy, the IDC was put in 'hot contingency' where the asset was no longer holding any detainees and kept in operating mode by a local workforce of around 50 to respond effectively to future Commonwealth needs as they arise.

In August 2020, the Australian Government lifted the hot contingency and the IDC re-opened to relieve capacity pressure experienced across the detention network on the mainland due to required Covid-19 distancing measures. The ease of the pandemic restrictions did not translate into a relaxation of the IDC operation. In January 2023 non-Australian detainees who had failed the 501 visa "character test" were detained there with some 250 personnel deployed to run the operation.

The 501 visa arrangements were subsequently reviewed by the Australian Government and, given the extremely high cost of running the IDC, the IDC operation was placed once again back to hot contingency at the end of 2023. In this scenario only 30 to 40 local jobs were maintained.

c) Factors relating to youth

In the last decade anecdotal evidence suggested the CI students graduating in Perth or the eastern States progressively stayed on the mainland for career employment prospects rather than coming back to live on the island where work opportunities rarely coincided with the education levels they had reached.

Subsequent to the 2020 pandemic, the Indian Ocean Group Training Association (IOGTA) reports that the number of young persons choosing to stay on CI is much higher than before 2019. The IOGTA concludes this is caused by the growing difficulties of acquiring accommodation in metropolitan Perth coupled with a rise in job vacancies on Christmas Island. This trend may well be sustained in the coming years.

d) Factors relating to aged persons

The percentage of 65 years and over has tripled in a decade. This is a significant trend for an isolated community. It indicates that pressure on the local health infrastructure and the demand for age care and old persons homes will be noteworthy in the short term and planning for this type of accommodation is becoming a priority.

The CI Seniors Association asserts that, since the pandemic, residents are less keen to relocate to Malaysia and Indonesia at retirement, where the vast majority of Malay and Chinese Islanders have connection. Consequently, a significant group of aged persons between 60 and 65 are electing to reside on the island in retirement thus increasing pressure on the housing stock for the upcoming generation.

The SOCI is considering the creation of a Seniors Precinct around the Taman Sweetland Circuit that requires the following investigation:

PA-I Taman Sweetland Action 5 (refer to map at [p. 67](#))

The intent of the investigation is to explore the possibilities to create a seniors precinct addressing the Taman Sweetland Circuit and well-integrated with the community.

The scope of the investigation is to prepare a masterplan concept, in close consultation with the Seniors community in particular, that will identify development possibilities including but not be limited to the following: passive and active recreation; enhancement of the Taman Sweetland

Circuit POS; public parking; independent living dwelling types from houses, to grouped homes or apartments; vehicular access and parking; built form; densities; green energy infrastructure ; direct pedestrian connectivity with the hospital and landscaping arrangements.

The expected parties having direct or indirect interest in the investigation and expected to be consulted are the Seniors community; the IOTHS and the SOCI.

e) Conclusion

Like many isolated small communities, Christmas Island is experiencing the challenging correlation between population levels, job opportunities and housing capacity. At the end of 2023 the resident population was estimated at around 1,250 thus lower than 20 years ago (1,275 in 1991) with no tangible indication the trend can reverse.

A renewed economic output, supported by improved air accessibility and driven by land release and investment in new economic drivers such as urban food export, higher education, research and tourism coincides with community expectations.

This constitutes a realistic pathway capable of creating new jobs, boosting demand for the construction of new homes, retaining youth and aged persons on the island and somehow encouraging population growth. The Strategy provides the necessary land use structure to ensure this transitional approach can materialise in an orderly and efficient manner.

4.2 Stakeholders and community engagement

The SOCI has worked collaboratively with the Department of Infrastructure, Transport, Regional Development, Communications and the Arts (DITRDCA) since 2019 with the understanding that the Land Use Plan of the Christmas Island Strategic Assessment (CISA) would coincide with the SOCI's own Local Planning Strategy approach to land use and that both plans were to be submitted for public comments at the same time at the end of 2022.

The DITRDCA *Community Values on Christmas Island—Summary Report July 2022* illustrates the values and aspirations of the community underpinned by the CISA land-use planning processes. The community values mapping identifies important social, economic, environment and heritage values and how these relate to places.

The Strategy takes into account the community priorities for sustainable development, environmental protection, heritage preservation, and economic diversification on Christmas Island. The report emphasizes streamlining heritage laws, improving governance, supporting tourism and local industries, and maintaining natural assets. Ongoing community engagement and targeted infrastructure upgrades are recognised as key to balancing development with conservation and cultural values.

The consultation process was undertaken on Christmas Island from 22 February 2022 until 1 March 2022 by *Creating Communities Australia* on behalf of the DITRDCA. The results of these discussions were to inform the development of the CISA Program in considering the cumulative social, economic and environmental impacts of proposed development activities to support sustainable development and economic diversification on Christmas Island.

As part of the CISA process the life of the CISA Plan was set at 30 years and was capable of accommodating a permanent population of 5,000 residents in order to maintain consistency with the *SOCI 2015 Local Planning Strategy* in force.

The Minister for Regional Development, Local Government and Territories, announced on the 13 June 2023 that *"The Australian Government is pausing the Christmas Island Strategic Assessment (CISA) while significant policy and law reforms are ongoing" and that "The Government remains committed to exploring options to support sustainable economic*

development and continuing to reduce structural barriers to diversification on Christmas Island".

Early engagement with the community and stakeholders was identified as a priority for the development of this Strategy, to ensure a well-informed strategic planning framework for CI; one that is responsive to the needs of all stakeholders. The SOCI facilitated three dedicated workshops between 2021 and 2024 with the Kampong community regarding the PA-E – Kampong / Smith Point planning directions and actions to ultimately assist in securing and protecting suitable and agreeable land assets to ensure, in time, the orderly future relocation of the Kampong residential stock to dedicated higher locations. Refer to the *December 2021 LPS Review Community Engagement Workshops Outcome Report* ([link to SOCI website](#)).

This Strategy also builds on the comprehensive CISA engagement process together with the consultation undertaken between August 2020 and December 2022 by the SOCI through the review of the *2015 LPS Strategic Directions*.

The engagement methods used to inform the preparation of this Strategy included individual meetings with key stakeholders, a workshop with young persons, workshops with stakeholder groups for specific planning areas, Public Notices for public comments, online surveys and display of relevant planning and strategic reports on the Shire's webpage.

Stakeholder and community engagement at the initiative of the SOCI dealing with matters having direct association with the structure plans at Phosphate Hill and Silver City has been on-going since 2024. This sustained engagement was conducted through a range of activities including but not limited to:

- Debates at public meeting;
- Regular presentations and dialogue with Shire Councillors;
- Regular briefings and feedback from DITRDCA staff on island and in Canberra;
- Presentations to CIP staff on island and PRL staff in Perth;
- One on one consultation with independent local businesses;
- Neighbourhood workshops with the Kampong residents
- Issuing of questionnaires;
- Consultation with water and power providers and
- Briefing sessions with the Administrator.

4.3 Community, Urban Growth and Settlement

a) Potential land use changes

A key component of the Strategy is the proposed excision of 289.33 Ha. of Commonwealth held Crown Reserve towards others zones made possible with the support of the DITRDCSA and with the understanding the balance of the Crown Reserve will be maintained as a zone in the LPS No.3.

The Strategy's vision is underpinned by the following potential land use changes expressed in hectares			
Zone	LPS No.2	Strategy	Changes
Commercial	2.91	7.19	+ 4.28
Crown Reserve (unallocated)	2498.63	2209.3	- 289.33
Environmental Conservation	0	361.07	+ 361.07
Industrial	24.05	52.57	+ 28.52
Mixed Use	6.87	9.47	+ 2.6
Regional Parks and Recreation	8765.55	8765.55	0
Public Open Space	67.97	106.7	+ 38.73
Public Purposes	448.16	484.4	+ 36.24
Residential	43.34	76.18	+ 32.84
Rural	1584.23	1406.36	- 177.87
Tourism	49.2	190.79	+ 141.59
Urban Development	237.8	31.84	- 205.96

The Strategy's potential land use changes and associated actions are:

- An increase of the Commercial zone mainly due to the potential Commercial zoning rationalisation at Planning Area (PA) B - Gaze Road;
- The provision for some 361 Ha. allocated to Reserve Environmental Conservation to further protect the island ecology outside the National Park, a first at Christmas Island;
- An increase of the Industrial zone mainly due to the incorporation of the *2021 Amendment to the LIA*, the proposed rezoning of the Drumsite run of mine and a new allocation for the data hub at PA-F Phosphate Hill;
- A modest increase of the Mixed-Use zone mainly due to the Commercial zoning rationalisation at PA-B - Gaze Road compensated by new areas within the Silver City and Phosphate Hill structure plans;
- The provision of 38.73 Ha. of additional Public Open Space mainly attributed to the Silver City and Phosphate Hill structure plans and to guarantee public accessibility along the township coastal area;
- The provision of 36.24 Ha. of additional Reserve Public Purposes mainly due to the Silver City and Phosphate Hill structure plans and to increase protection of utilities, public infrastructure and public amenities located within inappropriate zones;
- The 32.84 Ha expansion of the Residential zone provided by the Silver City and Phosphate Hill structure plans and increased densities in strategic locations within the Township;
- The reduction of the Rural zone by 177.87 Ha mainly due to environmental conservation allocation in well forested areas and unsuitability for rural activities;
- An increase of the Tourism zone by 141.59 Ha.to provide greater diversity and further encourage investment in the sector and
- The reduction of 205.96 Ha. to the Urban Development zone due to the potential rezoning to Tourism at the PA- J – Golf Course / Resort and the introduction of the Silver City and Phosphate Hill structure plans.

Note: The Regional Parks and Recreation zone shown in the table represents the 4 discrete components of the Christmas Island National Park.

b) Rationale for 5,000 permanent residents

The Strategy's rationale that underpins its goal of reaching a permanent resident population of 5,000 over the next 30 years is considered as the core pillar to stimulate economic growth to 2056.

1. Economic rejuvenation

The *2023 Intergenerational Report*, produced by the *Australian Treasury*, along with key framework reports from the *Productivity Commission*, explicitly establishes the strategic importance of population growth relative to Gross Domestic Product.

These government documents utilize the foundational "**3 Ps**" framework to model and project the long-term economic growth of Australia by classifying the economy's trajectory through three distinct pillars:

1. **Population:** The overall size and growth of the population, which expands the labor supply and drives aggregate consumer demand.
2. **Participation:** The proportion of that population actively engaging in the workforce.
3. **Productivity:** The economic output generated per hour worked.

Through this framework, the *Australian Treasury* formalizes population growth (often managed through net overseas migration policies) as a direct lever for expanding total economic output and managing the fiscal challenges of an aging workforce.

This evidence-based correlation between population growth and positive economic output at national level can be proportionally rendered to Christmas Island's circumstances. Without a sustained population growth, the socio-economic prosperity of the islanders will remain stagnant and most possibly decline over time. This would also undermine the island's economic outlook and weakens the Commonwealth government prospect of realising the necessary economies of scale to reduce the financial burden in providing services to the island.

The Strategy's modelling, taking into account the interconnection between population, homes and jobs, gives consideration to the following:

- The current resident population on the island is estimated as 1,200 as the planning baseline for modelling purposes. This figure reflects an assumed continuation of the decline recorded in the 2011 - 2021 period and informed by the significant reduction in employment associated with immigration detention after 2021 (refer to section 4.4 c) at p.157);
- The Christmas Island 2021 ABS Census recorded that the average number of persons per household was 2.5 and

- According to the 2021 ABS census, the total population to full-time job ratio in Australia was 3.58 people per full-time job.

On that basis, the 5,000 permanent residents to 2056 goal would be achieved with the arrival of 3,800 new residents, the construction of 1,520 homes on suitably zoned land and the creation of 1,061 new full-time jobs.

2. Scenario One - 2026-2036

Population stabilisation and recovery to approximately 2,400 residents

The population stabilisation and progressive recovery back to the 2011 level is becoming an immediate primary objective whilst the stabilizing of business and service to sustainable levels requires the doubling of the current estimated level to 2,400 permanent residents in the next decade with an intake of 120 new resident per annum and the outlook of simultaneously creating some 335 full-time jobs.

This scenario is predicated on the collaboration between the SOCI and the DITRDCSA to facilitate the construction of new housing to replace decayed social housing stock and inject sufficient new affordable housing to secure the arrival of new population and in some instances the return of young and senior Christmas Islanders.

The endorsed structure plans at Phosphate Hill and Silver City provide the adequate planning framework to achieve this endeavour.

These structure plans represent the necessary security of purpose for the Commonwealth to release Crown Land in freehold to the SOCI who will have in turn the ability to oversee land clearing, land subdivision, infrastructure and perform statutory municipal duties in housing construction thus generating employment for the first five years and possibly beyond.

The net yield of 1,406 dwellings across five planning areas, as shown at Section 4.3 g) at p. 146, indicates the 480 homes required to accommodate 1200 residents for the decade for this scenario can potentially be achieved on appropriately zoned land.

This land-based ability to accommodate new population, with social and affordable housing, family housing in single houses and housing in a mixed-use format with business, provides the essential planning fundamentals that supports new economic investments with new full-time jobs generated by parties within or external to the island.

The collaboration between the SOCI, the DITRDCSA and PRL initiated in 2024 to prioritise the progressive relinquishment of selected sections of the mining lease would need to continue.

The mining lease relinquishment on-going procedure to allow the creation of a new lease for the forthcoming data hub illustrated the merit of this approach. The introduction of new leases over exhausted mining fields dedicated to industrial purposes and agri-businesses could attract investment, generate new jobs in ex-mining land transformation, food production, construction and small manufacturing.

These new activities are in turn expected to increase government services and resurrect lost jobs in the retail and hospitality sector. For status of the mining land form in 2020 and the quantum of exhausted mining fields refer to Section 4.4 b) at p. 156.

As an illustrative benchmark, the NSW Department of Primary Industries 2005 *Guidelines for the development of controlled environment horticulture* asserted "The industry is an economic driver with eight full-time jobs per hectare of cropping."

Subject to adequate mining land relinquishment, environmental approval and appropriate infrastructure provisions, 44.37 ha. of re-purposed exhausted mining fields (out of 684 ha. recorded in 2020) could suffice to generate alone the 335 direct jobs to achieve the required job creation target for the decade.

This could be further bolstered by concurrently cultivating crops under LEV lighting, the introduction of aquaponic systems and the activation of research in controlled environment marine fish farming to ultimately service the not too distant and most food security aware Singapore market.

3. Scenario Two - 2036-2046

Economic Diversification and growth to approximately 3,600 residents

Building on the foundation of scenario one, scenario two will require a population growth of another 1,200 permanent residents, the construction of 480 homes and the creation of 335 full-time jobs. This equation will be reliant on the opening of a regular air service to Singapore, and south-east Asia to facilitate cost effectiveness and frequency of people's air movements as well as much needed higher incentive for capital investment.

This could occur in conjunction (but not necessarily conditional) with a major job generating upgrade of the airfield and in particular the northern expansion of the runway as explained and depicted at Section 4.6 d) at p. 189.

The increased air movements with south-east Asia will allow Christmas Islanders to reinforce their cultural and family ties. Direct and more affordable tourism visits will compare favourably to the existing Perth southern route and accelerate potential investments in tourism accommodations.

Given Christmas Island isolation, the economic viability of backpacker accommodations, hotels and resorts all relies on the nexus between bed occupancy rate and the ability to timely secure equivalent aircraft seats. The orderly growth of the tourism sector is therefore highly dependent on addressing this air travel accessibility equation that cannot be met with the current Perth air service to the island.

The *Australian Trade and Investment Commission* branch *Tourism Research Australia* documented in its *State of the Industry 2021 Report* that Australia had 308,800 accommodation rooms available in establishments with 10 or more rooms.

The ABS 5249.0 *Australian national Accounts - Tourism Satellite Account 2021-22* recorded a total of 245,500 tourism full time filled jobs.

The above indicates that each accommodation room generated 0.8 FTE job.

Christmas Island's current accommodation sector is at the low end of the national spectrum, with increased reliance on on-line booking, accommodation staffing largely limited to cleaning and maintenance and reduced reception staff hours aligned to limited weekly flights. For these reasons, and for the purpose of the Strategy's planning modelling, a conservatively reduced ratio per room of 0.6 FTEs is considered to better reflect the island's circumstances.

On this basis, 300 new rooms, servicing tourists and or professional visitors, could generate 180 FTE jobs inclusive of local food and beverage providers, laundry services, gardeners, tour operators and maintenance contractors.

The Strategy proposes to potentially increase land suitable for tourism development from 49.2 Ha in the LPS No. 2 to 190.79 Ha thus providing sufficient land capacity to accommodate the sector in a wide range of accommodation types and densities for the next 30 years and beyond.

A further 21.9 ha. of exhausted mining fields (refer to Table at [p. 156](#)) could generate 175 full-time jobs in the Rural zone.

The economic analysis of this scenario illustrates that 180 full-time tourism/hospitality jobs combined with 175 full-time jobs in the agri-business sector would suffice to meet the scenario's full-time job creation target of 355 FTE jobs.

4. Scenario Three - 2046-2056

Catalytic growth to approximately 5,000 residents

This third scenario is contingent on several major employment-generating investments. It involves a population growth of another 1,400 permanent residents, the introduction of some 560 additional dwellings and the creation of 391 new full-time jobs.

Scenario one and two would have absorbed potentially zoned land for Residential at PA-A Settlement, PA-C Silver City, PA-D Poon Saan, PA-F Phosphate Hill and PA-I Taman Sweetland in providing for 960 dwellings out of the 1,406 available in the Strategy's potential zoning provisions (refer to section [4.3 g](#)) at [p. 146](#).)

With respect to scenario three, 446 dwellings could still be accommodated within the Strategy's potential zoning provisions thus short of 114 dwellings (to meet the scenario's target of 560) that would have to be accommodated through further structure planning work in the remaining 31.86 ha. of the Urban Development zone also shown at section [4.3 g](#)) at [p. 146](#).

By 2046 regular and frequent air services to Singapore and south-east Asia would have been fully activated due to the increased population and economic activities generated by scenarios one and two and further accelerate investment opportunities in fresh food export, to Singapore in particular, as illustrated at Section [4.4 f](#)) at [p. 162](#).

Re-purposed exhausted mining fields alone could favourably allow for the generation of horticulture jobs in the agri-business sector with the re-purpose of an additional 48.85 ha. of exhausted mining fields needed to meet the 391 new full-time jobs target.

The creation of new full-time jobs could equally originate from other economic projects such as IT positions associated with but outside the data hub, the more systematic deployment of wind and solar arrays, potential satellite

launching activities, construction and operation of new tourism accommodation with increased visitations, research, higher education and expanded government operations.

5. Support services

The three scenarios will be reliant on the physical ability to provide adequate support services as analysed below:

School

The school has historically accommodated up to 700 students for a population of 3,000 within the existing CIDHS infrastructure as indicated at section [4.3 c](#)) at [p. 143](#).

According to data from the 2021 ABS census and the 2025 *Australian Curriculum, Assessment, and Reporting Authority*, school aged students make up about 14.5% to 15% of the total Australian population. By contrast the CI ABS census recorded 283 students from child care to secondary school for a population of 1,692 residents making school aged student 16.72% of the island resident population and a rate of 0.8 children per household.

The phosphate hill structure plan makes a provision that could easily cater for 320 students on a 2.63 ha. site adjacent to the oval and complemented by some 6 ha. for additional playing fields. This site, envisaged to be a dedicated annex of the CIDHS, would therefore adequately meet the education need of 2,000 additional residents.

Health

DIRDC's 2019 IOTHS Five-Year Strategy indicates that the Christmas Island hospital was designed for a population of 10,000. It replaced the Gaze Road hospital and was completed in 1995. The facility was subsequently expended through a major upgrade program in 2014.

With the population decline in recent years, the hospital has ceased to perform major surgery due to the inability to justify keeping a resident surgeon and an emergency anaesthetist on the island. In effect the hospital lacks the round-the-clock specialised anaesthetic and back-up teams needed if surgical complication arises.

All people with major health conditions are flown out to Perth illustrating the correlation between population size and what level of health service can be effectively provided on site. The 5,000-population goal has the potential to assist in redressing this costly situation for the Commonwealth.

The Strategy considers, at PA-I Taman Sweetland, for the doubling of the hospital footprint northward to increase the general ward and emergency beds capacity and proposes to set aside land for a senior's precinct for aged and dependant persons in close proximity to the hospital but with a community outlook towards Taman Sweetland Circuit.

Water supply and waste water treatment

The May 2020 *DWER Water Resources Management Review Report, Christmas Island and Cocos (Keeling) Islands* stated: *"Future population and hence demand for water on the island is not expected to rise rapidly. For this report, a reasonable estimate of average water demand per person including losses is 350 Lpd. Using this average demand per person and an estimated minimum production from the three current sources of about 1,900 KL/day, based on data for the very dry year 2019, the population that could be served is about 5,400"*.

The DITRDSCA contracted the Water Corporation to undertake replacement of a 4.5km section of the Summit tank to Drumsite tank water main. The project carried out in two stages commenced in May 2023 and was completed in late 2025 (refer to Section 4.6 e) at p. 193). Losses to the settled areas water supply due to the leaks on the old pipeline was estimated at close to 50% of the water originating from the Summit Tank that supplies 80% of the community's drinking water.

An upgrade of the Waste Water Treatment Plant (WWTP) was completed by the Water Corporation in 2012 augmenting the treatment capacity from 1,350m³ per day to 1,750 m³ per day thus increasing the capacity of the facility to service approximately 6000 people (refer to Section 4.6 f) at p. 195). The IDC was at the peak of its activity in 2013 and the island population was estimated at 5,500.

The increase of possibly 40% of the drinking water supply due to the Summit to Drumsite new pipeline combined with the WWTP upgrade confirms that a 5,000 permanent residents population can be accommodated should the IDC remains closed.

Power

The power station maximum installed capacity is 17.2 MW. (refer to Section 4.6 g) at p. 196). Discarding the two 3.4 MW diesel units installed in the 1990's some 10.4 MW may be generated.

It is estimated that the community, PRL and the IDC required approximately 7.5 MW at peak time. The data centre power supply source is yet to be confirmed.

In this context and to minimise the importation of diesel fuel on the island, the structure plans at Phosphate Hill and Silver City (possibly accommodating the bulk of the 2,400 population in scenarios one and two) are reliant on:

- the mandatory installation of skillion roofs for solar arrays
- installation of solar panels where possible on building walls,
- installation of community batteries and
- where feasible installation of 80 kW vertical axis wind turbines.

The SOC commissioned VAWT-X Energy Australia Pty Ltd during the structure planning process to study the most optimized hybrid systems where with wind power is considered essential during the monsoon season. The study clearly highlighted *"the economic benefits of diversifying energy sources particularly through strategic wind turbine placement. Furthermore 50% roof utilisation provided an energy-positive outcome that indicated a strong possibility for self-sufficiency and at 100% roof utilisation the surplus of energy produced above the residential demand could be directed to electric vehicle charging stations"*.

c) Education

The following table depicts the education status for CIDHS in 2025

2025 WA Department of Education	
Kinder Garden	27
Pre Primary	12
Primary	147
Secondary	113
Total	273

The Christmas Island District High School (CIDHS) is the main educational facility on the island. It has been often noted for the high performance of its primary and secondary students when compared with WA

In 2022 the school communicated the following statement:

“The CIDHS is a safe, secure and happy school that respects and values its community, the environment, cultural diversity and innovative approaches. We support all students to achieve their potential.

Our school is well resourced which means class sizes are kept small and extra support is provided to classes in the areas of literacy, numeracy, information and communications technology, and pastoral care. Our commitment to valuing the home languages of the island means that students are offered the opportunity to learn either Mandarin or Bahasa Malay languages.

Students learn in a technology rich environment where students have access to technology such as 3D printers, laser cutters and iPads. We run a one-to-one laptop program in secondary school which means students are better able to develop the 21st century skills required to be an active citizen in this age of information. The Trade Training Centre provides students with the ideal environment in which to use design thinking and technologies to generate solutions to real-world problems.”

The CIDHS has a built-in capacity to accommodate 700 students from pre-primary to year 12. In 2025, 273 students were enrolled at the CIDHS. It had triple that number in the 1990s at its peak when the Christmas Island population was the highest in its modern history with the reopened phosphate mine and the casino resort in operations.

There is no immediate pressure on the school infrastructure that could service a permanent resident population of approximately 3,000.

A planning action is taken for the longer term to allow additional school infrastructure to be accommodated at the proposed Public Purpose Reserve currently occupied by a temporary immigration facility immediately north of the cricket club and oval at PA- F – Phosphate Hill / Recreation Centre.

d) Health

The (IOTHS) comprises of six general ward beds and two emergency department beds. Services are provided by three general practitioners and 12 Nurses delivering 24/7 acute and primary care to the community. Medical evacuation to the mainland is organised by the IOTHS staff and carried out for severe accidents, injuries or medical complications from existing medical conditions. A support air ambulance service is available for domestic medical flights and patient transfer. Depending on patient's condition the IOTHS can also organise patient transfer to Perth by the Royal Flying Doctor Service.

There is no immediate plan to increase the capacity of the IOTHS. In the context of the 5,000 permanent residents goal (refer to Section 3.1 of Part 1 at p.10) the Local Planning Strategy is proposing a planning action allowing for the doubling of IOTHS' current footprint with additional Public Purpose land allocation immediately to the north of the existing facility at PA-I Taman Sweetland and set aside land as a planning action to establish future aged and dependent persons along the nearby Taman Sweetland Circuit.

e) Cultural diversity

The following table depicts the cultural diversity status for CI in 2021

2021 ABS Census Cultural Diversity		% Christmas Island	% Australia
Ancestry top responses			
Chinese	376	22.3	5.5
Australian	288	17	29.9
Malay	272	16.1	0.2
English	212	12.5	33
Indonesian	65	3.8	0.3
Home Language either than English			
Malay	311	18.4	0.1
Mandarin	235	13.9	2.7
Cantonese	62	3.7	1.2
Min Nan	35	2.1	0.1
Indonesian	19	1.1	0.3

The cultural diversity of Christmas Island originates from the late nineteenth and early twentieth century with the import of thousands of indentured Cocos (Keeling) Islanders, Mainland Chinese, Malays and Sikh workers to service the phosphate mine and other island operations.

The island experienced further diversification in the 1950s when it was administered by the Colony of Singapore. New labourers were recruited from Singapore, Malaya, the Cocos (Keeling) Islands whilst mine supervisors were brought in from Australia.

In 1958 the sovereignty over the island was transferred from the United Kingdom to Australia and that year Christmas Island became an Australian Territory.

The unique historic ethnic diversity of the island has perdured and remains a noticeable component of the overall cultural fabric of the island population to this day.

Over time the island's cultural makeup has given rise to the establishment of multiple places of worship and sites of significance to different cultural groups. These places are subject to heritage conservation arrangements (refer to Section d) below)

There are adequate community facilities and public spaces on the island to accommodate the rich and unique calendar of celebrations, ceremonies, festivals and religiously events.

Nevertheless, the Local Planning Strategy is planning for future community needs in particular in the sports / active recreation and place of worship spheres at PA-F- Phosphate Hill / Recreation Centre.

f) Heritage

2022 Heritage Ordinance

Heritage conservation on Christmas Island is subject to the *Christmas Island Applied Laws Amendment (Heritage) Ordinance 2022*.

The Ordinance enables:

1. freehold properties with heritage values to be managed and protected at local level in accordance with the *Heritage Act 2018 (WA)(CI)*;
2. the removal of CI freehold properties from the Commonwealth Heritage List (CHL), and
3. the SOCI to undertake a Local Heritage Survey (LHS) and develop a Heritage List with the support of the DPLH under its Service Delivery Arrangement with the DITRDCSA.

The removal of freehold properties from the CHL applies to these properties located within or part of the following commonwealth listed places:

Shown at figure 6 of Part 1 at [p. 99](#)

- Industrial and Administrative Group - Place ID 105246;
- Malay Kampong Group - Place ID 105402;
- Malay Kampong Precinct - Place ID 105433;

Shown at figure 7 of Part 1 at [p. 100](#)

- Poon Saan Group - Place ID 105185 and
- Settlement Christmas Island - Place ID 105315.

Commonwealth Heritage List

Places listed on the Commonwealth Heritage List are primarily protected under the *EPBC Act 1999*. This legislation, applied to the CI circumstances, is concerned with the heritage value, conservation and potential adaptation/alteration of places that are owned or controlled by the commonwealth including buildings, specific mining infrastructure, monuments and places of worship.

Local Heritage Survey

In 1998 heritage specialists Godden McKay Logan (GML) completed a CI heritage survey for the then Commonwealth Department of Transport and Regional Development, that included development control policies and development guidelines.

Since that time, a further review of the survey was undertaken by GML in 2009.

The first SOCI Local Heritage Survey (LHS) was completed between 2022 and 2024 and adopted by Council as required under the *2018 Heritage Act (WA)(CI)* that came into force in July 2021 on Christmas Island

The survey included 21 places (as shown at [p. 95](#)) and noted the heritage level of significance and classification of 19 places previously identified in the 2009 GML review.

The SOCI recognises the need to consolidate its LHS in accordance with the requirements of the *August 2022 DPLH/WA Heritage Council Guidelines* and will provide the community to further input in identifying additional places for consideration and ultimate adoption by Council (refer to heritage protection **Action 1** at [p. 97](#))

Heritage List

Heritage protection of some of the places identified in the LHS is governed by the *Planning and Development (Local Planning Scheme) Regulations 2015*. The regulations require the SOCI to establish and maintain a Heritage List to identify places within the Scheme area that are of cultural heritage significance and worthy of heritage conservation/protection (refer to heritage protection **Action 2** at [p. 97](#)).

Heritage tourism

The SOCI recognises the interest shown by the community and visitors towards the island's rich culture and its associated heritage places found throughout the Island.

To ensure protected heritage places of national significance are accessible to the public where feasible/possible, the SOCI proposes to investigate all development possibilities that could increase community visitation and foster heritage tourism associated with places listed on the Commonwealth Heritage List (refer to heritage protection **Action 3** at [p. 97](#)).

g) Future residential

WA Tomorrow does not provide population forecasts for the IOTs. Consequently, the projected development of new residential areas maintains its alignment with the *SOCI 2015 Local Planning Strategy* in achieving its 5,000 permanent resident population goal. The SOCI 2026 Draft Local Planning Strategy promotes new residential areas intended to attract new investors, support the creation of new jobs and assist the island's economic transition from mining and immigration to tourism, higher education / research and agri-businesses.

As shown in the table below, and following the prescribed R-Codes, the Strategy's provision for future residential areas would generate a net yield of 1,406 dwellings accommodating a population of 3,515 based on the 2021 ABS CI Census average of 2.5 persons per household.

Planning Areas	Actions	Residential Code				Mixed use	% Res.	ha.	R-Code	Dwellings
		17.5	20	40	60					
		Areas in hectares				ha.		ha.		
PA-A Settlement	1		0.24							5
PA-C Silver City	1	2.13		2	1.37	2.39	60	1.43	80	303
	2			1.6						64
	3			1.6						64
PA-D Poon Saan	3				0.4					24
PA-F Phosphate Hill	1	11.27		7.19	5.67	5.12	25	1.28	80	899
PA-I Taman Sweetland	2				1.54					92
	3				0.45					27
	4			0.81						32
New residential areas total home yield										1,510
Potential retreat of 104 Kampong dwellings to other areas due to environmental hazard - Total net dwelling yield										1,406
CI 2021 ABS Census Average number of persons per household (This number may not be sustained in time)										2.5
Projected population for new dwellings based on the CI 2021 ABS Census										3,515

The Strategy's adoption of a 2026 permanent resident population of 1,200, as the planning baseline for modelling purposes, reflects the continuation of the decline recorded by the ABS between 2011 and 2021 and is further informed by the significant reduction in employment associated with immigration detention after 2021.

Adding 3,515 residents from the Strategy's projected new residential areas would elevate the total permanent resident population to 4,715 thus short of the 5,000-population goal by 285 residents and 114 dwellings.

This additional residential need, not expected to be met before 2053-54, could be provided through further structure planning considering that the Strategy proposes to maintain 31.86 ha. in three Urban Development zones as illustrated below:

- PA-D Poon Saan 1.8 ha.;
- PA-F Phosphate Hill 27.1 ha and
- PA-I Taman Sweetland 2.96 ha.

h) Community precinct

One of the objectives of the Strategy is to investigate the rejuvenation of community facilities within underdeveloped Public Reserves. This involves the possible re-utilisation of public land and building assets within the former CI Club precinct. The Tai Jin House area may also offer the possibility to increase community activities and to develop some short-stay accommodation for visitors.

PA-E Kampong / Smith Point Action 1 (refer to map at [p. 44](#))

The intent of the investigation is to explore the re-use potential of all land and public building assets accessible from Club Road inclusive of the former CI Club Building.

The scope of the investigation is to prepare a masterplan concept, in close consultation with the broad community and the Kampong residents in particular, that will identify redevelopment possibilities including but not be limited to the following themes:

- passive and active recreation;
- community club; hospitality and housing development;
- land use and potential rezoning;
- land tenure;
- vehicular access and parking;
- structural integrity of existing buildings;
- new built form;
- residential densities; green energy infrastructure;
- direct pedestrian connectivity with the Kampong area and
- landscaping arrangements.

The structural integrity of the commonwealth heritage protected CI Club, built circa 1930, will require an assessment by a qualified professional inclusive of a remediation works order of cost.

As a pre-requisite to inform the master planning process, a physical evaluation and identification of areas potentially subject to rock fall threats will be required.

The parties having direct or indirect interest in the investigation and expected to be consulted are: the broad community, the Kampong residents, the DITRDCSA, the DPLH, the CITA and the SOCI.

PA-E Kampong / Smith Point Action 2 (refer to map at [p. 44](#))

The intent of the investigation is to increase accessibility and usage of Tai Jin House and its surroundings that could potentially capture the heritage tourism market, benefit the community and create new local employment possibilities.

The scope of the investigation includes the preparation of a masterplan concept that will identify re-activation possibilities including but not limited to

- increasing the Museum offerings at Tai Jin House;
- upgrading community amenities;
- adaptive heritage refurbishment around the old goal;
- discrete location(s) for short-stay accommodation;
- built form character compatible to the heritage setting;
- renewable energy and water conservation measures;
- limitations with vehicle access, movements and parking;
- precinct hard and soft landscaping;
- public events around the war memorial;
- connectivity with the trail to Drumsite and
- heritage impact of the masterplan under the EPBC Act

The masterplan concept is to be devised in close consultation with the community and the Kampong residents in particular and address the constraints that may be associated with the operational requirements of Watercorp, the IOOC, Border Force and the Navy.

The masterplan will also identify approvals parameters in terms of planning, heritage and environmental matters and land tenure framework to allow for potential leasing from the Crown. Finally, the masterplan is to establish a staged implementation scenario and an order of magnitude of costs for each stage.

As a pre-requisite to inform the master planning process, a physical evaluation and identification of areas potentially subject to rock fall threats will be required.

The parties having direct or indirect interest in the investigation and expected to be consulted are: the broad community, the Kampong residents, the DITRDCSA, the DPLH, the CITA, the SOCI, Watercorp and the IOOC.

i) Adaptation to environmental hazards

The environmental hazards and consequential risks to infrastructure, property and the vulnerability of the community on CI are further analysed and documented at Section 4.5 b) at p. 166 and broadly summarised as follows:

1. erosion of the cavernous and irregular shoreline with potential partial terrace collapse at Smith Point, Gaze Road and Settlement;
2. wave overtopping during the swell season on the Gaze Road west facing low shore terrace;
3. sea level rise, storm and tidal surge inundations and coastal erosion threatening Flying Fish Cove jetty, wharf and boat ramp as well as the Kampong sea wall and buildings beyond and
4. cyclonic rain provoking land slide and rock fall around Flying Fish Cove with impact to buildings, amenities and the community.

The effective mitigation of these risks involves accurate environmental knowledge, adaptation to land use changes, community awareness, municipal directives, police and emergency services preparedness and Commonwealth response arrangements.

Multiple regulatory, policy and liability parameters

Section 3.1(1)(a) of the *2025 amended Local Government Act 1995* directs the SOCI “(ii) to plan for, and to plan for mitigating, risks associated with climate change and (iii) in making decisions, to consider potential long-term consequences and impact on future generations.”

The WAPC SPP 2.6 and SPP 3.4 provide directions to mitigate the effects of environmental hazards experienced at Christmas Island.

The 1996 *Parliamentary Standing Committee on Public Works* report relating to the proposed *Implementation of Rockfall risk reductions strategies on Christmas Island* was tabled to the Senate on the 10 October of that year. In dealing with *Acceptable levels of risk* the report asserts at section 37: “*Responsibility for judging what is an acceptable risk lies with the Commonwealth. This follows legal advice obtained by DEST from the Attorney-General's Department. The advice was: as owner of the cliffs behind the Kampong area, the Commonwealth may be liable if it does not take reasonable steps to remedy the dangerous state of affairs on its land;*”

Item 1.07 of the report stated:

“*The areas affected by the rockfall threat include Commonwealth owned*

residential units (Blocks 408 and 412) which are used for Government employee and community welfare housing. A total of 72 two-bedroom units accommodating approximately 200 people is involved.”

This recognition of rockfall threat combined with the defined *probable limit of rockfall risk* in a map form led to the ultimate demolition of these two apartment blocks circa 2002. (see Figure 2 at p. 151).

The SOCI, and the DITRDCA, have, since 2021, adhered to the *2020 Land Use Planning for Disaster Resilient Communities Handbook* published by the Australian Institute for Disaster Resilience and the Commonwealth Department of Home Affairs to mitigate the effects of environmental hazards and facilitate and secure the resilience of the Kampong community instead of the formulation of a *Coastal Hazard Risk Adaptation Management Plan* under the SPP 3.4.

In this context the Strategy identifies planning actions in the form of the following investigations:

PA-B Gaze Road Action 7 (refer to map at p. 31)

The intent of the investigation is to accurately define the physical extent of wave undercutting along the coastline and the risk it may cause to the structural integrity of the cliff structure, its potential collapse and the resulting impact on existing and future development and infrastructure.

The scope of the investigation is to undertake a land based geotechnical survey of the cliff sections, as shown within the Planning Area map, involving ground penetrating radar measurements of the subject geology to obtain a suite of cross sections of the subsurface and obtain information about material integrity at various depth and possible location of cavities.

The geotechnical survey is to be supplemented by laser measurements of the depth of cliff cavities taken from the ocean. The results of the investigation will be collated in a report making recommendations to future land use suitability based on the findings of the geotechnical and marine observations.

The parties having direct or indirect interest in the investigation and expected to be consulted are the DITRDCA, the Australian Federal Police, the Port Authority and the SOCI.

PA-B Gaze Road Action 8 (refer to maps at p. 31 and p. 32)

The intent of the investigation is to provide enhanced guidance in terms of permissible land uses and activities on areas that have historically been subject to wave overspill.

The scope of the investigation is to study the foreshore topography of the locations prone to wave overspill, as shown within the Planning Area map, and establish a set of draft building development guidelines and conditions together with management and emergency measures applicable to future developments and activities.

The scope of the investigation is to study the foreshore topography of the locations prone to wave overspill, as shown within the Planning Area map, and establish a set of draft building development guidelines and conditions together with management and emergency measures applicable to future developments and activities.

The parties having direct or indirect interest in the investigation and expected to be consulted are the DITRDCSA, the Australian Federal Police, the Port Authority and the SOCI.

The Kampong faces historic and formidable environmental hazards associated with landslides and rockfall. This section provides the background to progress the necessary formal land use adaptation for the Kampong area in the form of the following planning action.

PA-E Kampong/Smith Point Action 4 (refer to map at [p. 44](#))

The possibility of rockfall hazards affecting housing and other buildings at the base of the Kampong cliffs has been known for some time. A good part of the landslides occurred through cliff vegetation clearing in the early mining phase looking to “expedite” the transfer of phosphate from Drumsite directly to the port area (see Figure 1 at [p. 150](#)).

In Mid-February 1995, following exceptional persistent wet weather, a rockfall by a boulder weighing approximately 30 tonnes occurred at the edge of the Kampong residential area. Following this event the Commonwealth commissioned earth science specialist *Golder Associates Pty Ltd* to conduct a comprehensive *Landslide Risk Assessment of the Kampong/Flying Fish Cove Area*.

The Department of the Environment Sport and Territories (DEST) and Works Australia jointly prepared the *July 1996 Christmas Island Rockfall Risk Reduction Strategies as a Statement of Evidence and Supporting Drawings for presentation to the Parliamentary Standing Committee on Public Works*.

The Strategy recognises that, without changing the existing zoning at the Kampong, the prudent introduction of a [Special Control Area](#) (SCA) can provide guarantee to the community who has publicly declared that, should it be to retreat to other areas, no new residential or tourism accommodation should be built there again. In this context the SOCI view the SCA as the adaptative measure and planning tool to increase community confidence and restrict future residential or tourism development at the Kampong.

In effect the SCA can stipulate that unoccupied apartment blocks are to be progressively demolished and future residential and or tourism accommodation will not be permitted to replace them. Areas currently zoned Residential are ultimately intended to be replaced as Reserve Public Open Space thus allowing for a range of recreation activities focusing on the entire island population with the ability to explore the establishment of new amenities traditional permitted in such Reserve.

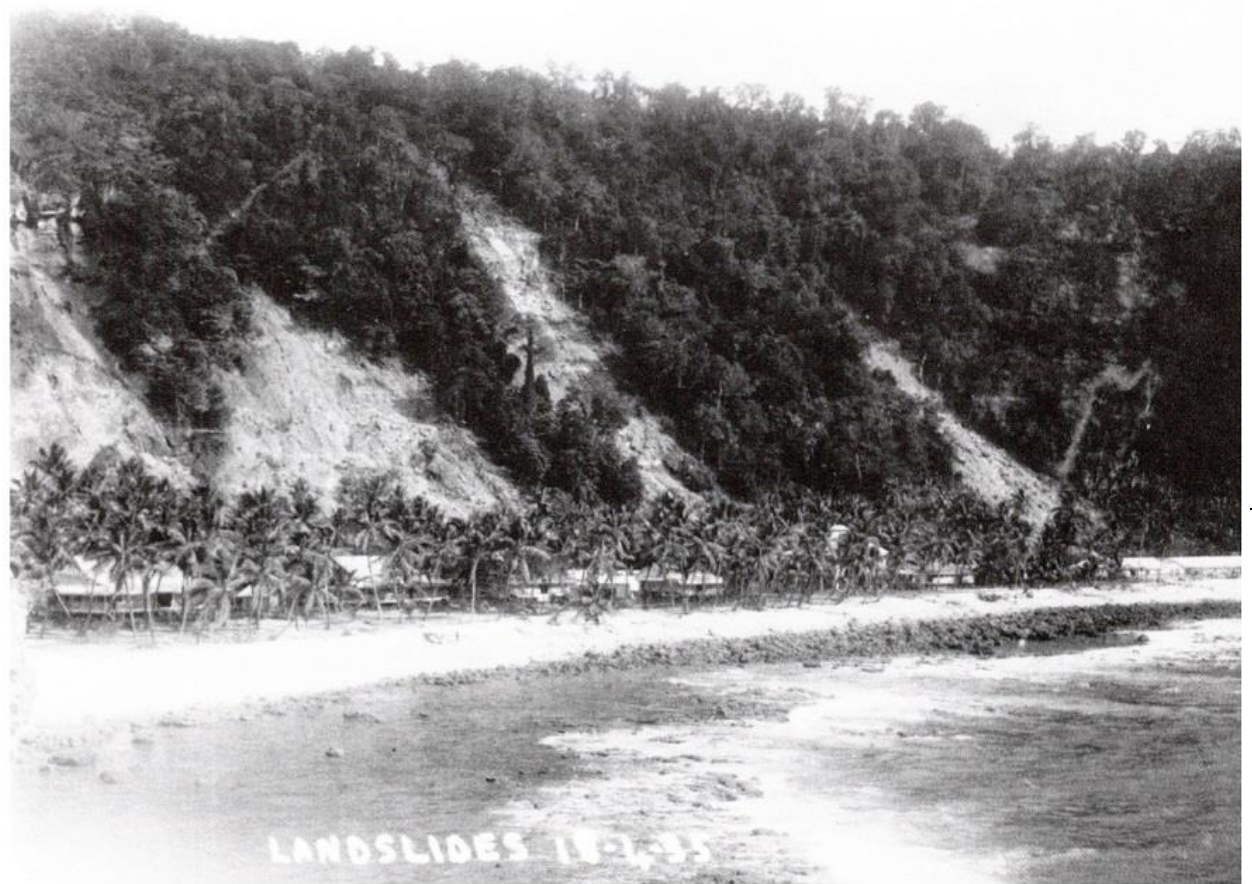
The Kampong community has already provided input and expressed support to this approach and whilst the possibility exists to establish a new mosque for the Malay community at PA-Phosphate Hill it is also understood that the existing mosque and associate madrassa are expected to remain at Flying Fish Cove for as long as physically possible.

The resilience of the impacted Kampong community is explained in the Silver City and Phosphate Hill structure plans (refer to Section [3.4](#) of Part 2 at [p. 123](#)) where the SOCI can assist in reserving sites to facilitate, when the time comes, the ultimate relocation of the Kampong residents.

Figure 1 – Flying Fish Cove cliffs historic photos

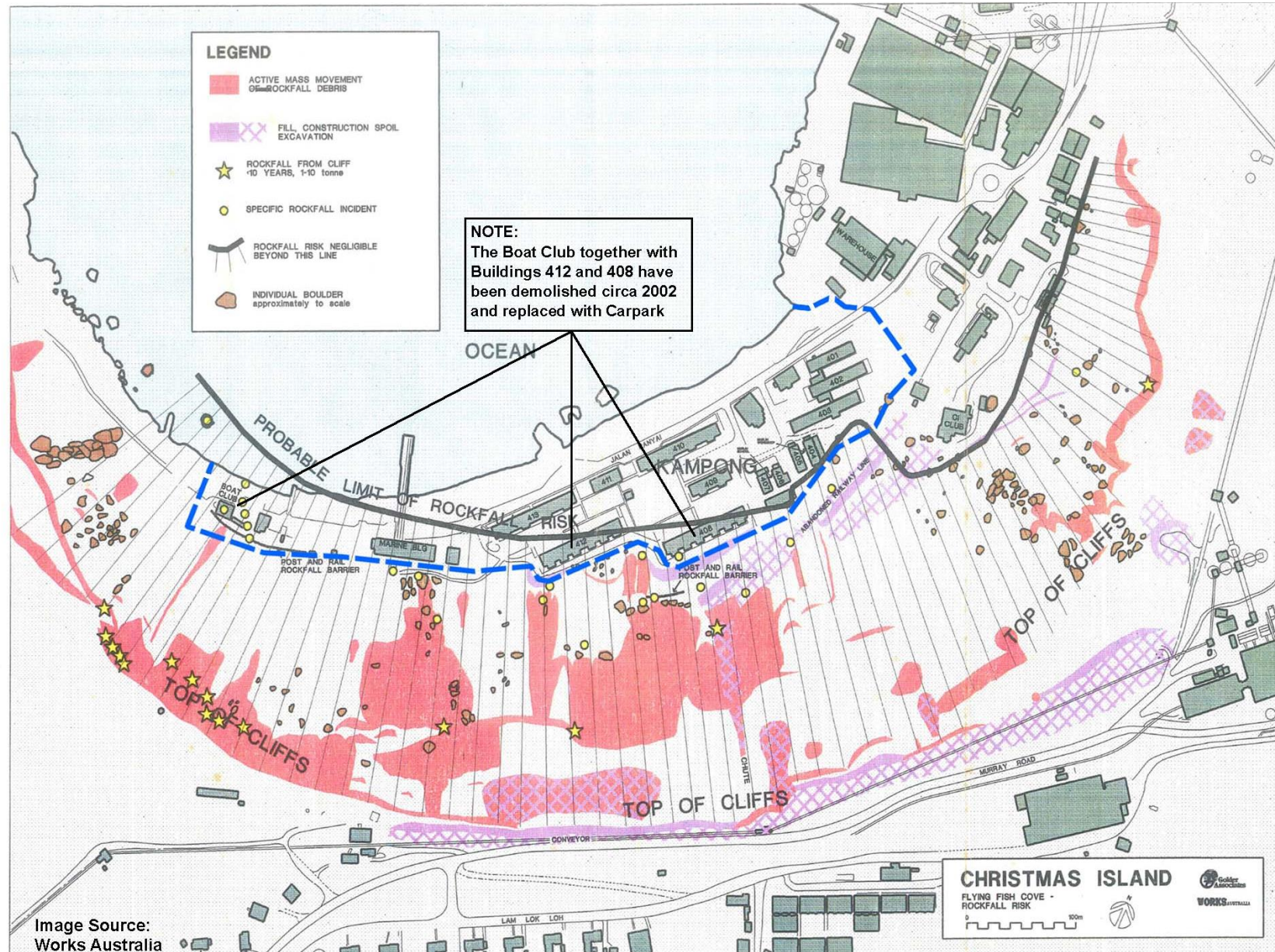


The gravity chutes, taken on the 12 September 1911 with the original tip-head chute on the right and its upgraded replacement on the left with the stone landing located in the vicinity of today's roundabout. The chutes were abandoned with the opening of the incline in 1915.
Collection of the National Archives of Australia
(NAA R32/16 CIPC 3)



The 18 of April 1935 landslides showing the vulnerability of the original Malay Kampong on the far right and the Edinburgh (European) Settlement on the left.
Collection of the National Archives of Australia
(NAA CIPC 8/35A)

Figure 2 - Flying Fish Cove 1996 rockfall risk assessment



Department of the Environment Sport and Territories
CHRISTMAS ISLAND ROCKFALL RISK REDUCTION STRATEGIES
Statement of Evidence and Supporting Drawings for presentation to the
Parliament Standing Committee on Public Works - July 1996

— SOCI Draft Local Planning Strategy 2026
Planning Area E - Kampong Smith Point
Proposed Special Control Area

Figure 1

4.4 Economy and Employment

a) Employment

The majority of the island's economic output is associated with the mining operations and private support services. Up until October 2023 there was significant economic activity generated by the Commonwealth Immigration Detention Centre.

The ABS census reports the medium weekly household income of the Christmas Islanders in 2021 as being \$2,109 which is 18.8% higher than their mainland counterparts at \$1,746. Unemployment and the subsequent disadvantages it brings to communities is consistently lower than the mainland.

The need for staff across all sectors is high; the local CI Business Association reports accommodation shortage for these staff to be as great a challenge as finding qualified staff willing to relocate. A noticeable growth was experienced with community & personal service workers moving from 91 to 123 in the decade and to a lesser degree with managers moving from 89 to 100 for the same period.

The number of people working full time has decreased from 622 in 2011 to 548 in 2021 showing a contraction of 11.9% whilst the number of people working part-time has increased from 126 to 170 for the same period showing a growth of 34.9%. The deterioration in the full-time job numbers available was compensated by a larger uptake of part-time work.

ABS Census – Employment (15 years and over)	2011		2016		2021		2021 Australia
Work Occupation Categories	Nos.	%	Nos.	%	Nos.	%	%
Technicians and Trades Workers	150	18.6	145	17.7	143	18.5	12.9
Labourers	127	15.8	132	16.1	105	13.6	9
Machinery Operators & Drivers	81	10	101	12.3	80	10.4	6.3
Sub-Total	358		378		328		
Professionals	122	15.1	85	10.4	97	12.6	24
Clerical and Administrative Workers	109	13.5	103	12.6	92	11.9	12.7
Community & Personal Service Workers	91	11.3	120	14.7	123	16	11.5
Managers	89	11	100	12.2	100	13	13.7
Sales Workers	10	1.2	13	1.6	14	1.8	8.2
Sub-Total	421		421		426		
Worked full-time	622	76.2	587	70.1	548	70	55.9
Worked part-time	126	15.4	161	19.2	170	21.7	31.2
Away from work	59	7.2	73	8.7	55	7	7.8
Unemployed	9	1.1	16	1.9	12	1.5	5.1
Medium weekly household income	1,831		2,141		2,109		1,746

b) Phosphate mining

Phosphate mining has been the historic mainstay of the island's economy. In the 1950s, at the peak of steam locomotion, the mine operation involved a workforce estimated at several thousand representing the overwhelming majority of the island workforce and population.

In 1987 when the Commonwealth operated mine closed, the population declined significantly with people having to leave the island to access redundancy payments. However, after a two- and half-year campaign by the Union of Christmas Island Workers (UCIW) and the community, Phosphate Resources Limited (PRL) was created and, through Christmas Island Phosphates (CIP), has been successfully operating the mine for over 35 years. Since that time the mine's production has grown from 56,480 Metric Ton (MT) in 1991 to a peak of 750,000 MT in 2008. Recent production is averaging around 450,000 MT.

In November 2018, prior to the CISA being initiated, the Indian Ocean Territories Regional Development Organisation (IOTRDO) Our Christmas Island 2030 Strategic Plan recorded at page 7:

"CIP operations are only likely to continue into the late 2020s. Currently, the main operations of CIP employ around 130 personnel and PRL's subsidiaries around 43."

The economic viability of the mine until the expiry of the mining lease in 2034 has been impacted and somehow diminished by the pause of the CISA. Given the inability, in 2018, to obtain environmental approval for exploration drilling, there is now a significantly reduced prospect for PRL/CIP to further commission a specific environmental assessment under the EPBC Act (the Act) for the purpose of obtaining land clearing and approval for new mining areas.

Vegetation regrowth clearing on exhausted mining fields

The capacity to repurpose ex-mining areas within the Rural zone into a range of initiatives such as the identified sophisticated organic niche food exporting agri-businesses targeting mainly Singapore is a significant component of the Strategy as well as the sustainable economic future of the island post mining.

The land use change from mining to rural activities will depend, in the first instance, on the ability to clear regrowth vegetation within the environmental regulatory parameters.

On 28 November 2025 the EPBC Act reform package was passed by the Australian Parliament. On 2 December 2025 the Act's provisions narrowed section 43B the "*Continuation of use*" exemption for certain land clearing came into effect. This means that vegetation regrowth on previously mined areas for 15 years or less is no longer automatically exempt as an on-going or routine land use when changing or resuming mining operations.

Re-clearing ex-mining areas or repurposing, under the amended Act, will be subject to a "*significant impact test*". This does not automatically mean a ban or guaranteed full assessment; it will depend on whether the 15+ year-old regrowth now functions as a threatened ecological community or habitat for protected flora or fauna.

This indicates two things:

- a) the earlier that ex-mining areas are made available for repurpose immediately following mining, the easier it will be to obtain environmental clearance for other productive and job creating uses on them and
- b) despite challenging need for land transformation, mainly through in-situ limestone grinding, the old BPC pinnacle fields with minimal historic ecological recovery represent a genuine re-use potential.

The attached Figures 3 and 4 in the following pages provide the 2020 snapshot of the mining landform in the context of the Strategy's planning areas where the re-use of ex-mining areas is desirable.

Figure 5 at p. 156 provides the resulting quantitative analysis between mining and existing/potential future land uses.

Figure 3 - 2020 Post Mining Landform - North



Figure 4 - 2020 Post Mining Landform - South



Figure 5 – 2020 Mining Landform Analysis

Quantitative analysis between mining and existing / potential future land uses Areas expressed in hectares								
Planning Areas	2026 LPS Land Uses	Total by Land Use in the Planning Area	Total by Land Use within the Mining Lease	PRL Post mining landform July 2020				
				Future Mining		Exhausted Fields		
				Proposed to be mined in the future	Proposed to be mined - stockpile to ground level	Already mined - remediation works completed	Already mined - remediation works required	BPC Legacy Pinnacles - remediation works required
PA-F - Phosphate Hill	Telecommunication	6	1		1			
	Future POS	12	2	1	1			
	Future Mixed Use	5	3	1	2			
	Future R60	6	2	1	1			
	Future R40	7	2	2				
	Future Env. Conservation	139	10	2	8			
	Future Rural	36	32	3	19			10
	Rural	11	10	2	6			2
	Future Industrial	3	3	2	1			
PA-H - Light Industrial Area	Future Env. Conservation	30	11	1	1		3	6
	Future Industrial	13	6		2		2	2
PA-J - Golf Course / Resort	Future Tourism	71	66	6	14	5	7	34
PA-K - Lily Beach Road	Rural	189	182	39	50	8	12	73
PA-L - Airport & Surrounds	Future Airport Reserve	27	14	1	7			6
	Airport Reserve	187	14	4	4			6
	Future Tourism	51	46	17	6			23
PA-M - East Coast	Rural	396	371	106	144	5	12	104
	Future Env. Conservation	15	1		1			
PA-N - South Point	Rural	483	447	48	52	18	146	183
	Tourism	41	18		1		12	5
Totals		1728	1241	236	321	36	194	454
Total current / future mining				557				
Total exhausted fields						684		

c) Immigration and Detention Centre

According to the Immigration Department the Immigration Detention Centre (IDC) had experienced its peak of activity in June 2013 with 2950 “irregular maritime arrivals” being held. Around that time the activities associated with the IDC provided up to 500 jobs, both directly and indirectly for residents, short term contracts (12 months to 2 years) and fly-in-fly out positions.

The 2016 Census indicated 108 respondents on the island having jobs associated with the Correctional and Detention Services (CDS) industry. By October 2018, following a change in Commonwealth policy, the IDC was put in ‘hot contingency’ where the asset no longer held any detainees and kept in a standby mode by a local workforce of around 30 to respond effectively to future Commonwealth needs.

From January to February 2020 the Commonwealth utilised the IDC as a quarantine facility for Australians from Wuhan city in China for several weeks before being cleared for return to the mainland. The Australian Medical Assistance Team (AUSMAT) from the National Critical Care and Trauma Response Centre resided within the IDC alongside the 243 Australian citizens and permanent residents as well as the volunteer flight crew who operated the flight from China to Christmas Island. At the completion of this event, the facility returned to hot contingency.

The Commonwealth indicated at the time that the use of the IDC as a quarantine facility may be repeated again in the future.

In August 2020, the Australian Government re-opened the IDC to relieve capacity pressure experienced across the detention network on the mainland due to required Covid-19 distancing measures.

The ease of the pandemic restrictions did not translate into a relaxation of the IDC operation. In January 2023 detainees who had failed the 501 visa “character test” were still detained there with some 250 personnel deployed to run the operation.

By October 2023 the IDC was empty and all remaining detainees brought back to the mainland. Once again, the IDC is in hot contingency with 30 or so local jobs required to upkeep the facility.

d) Tourism

Christmas Island offers exceptional tourism attractions associated with snorkeling and diving, land wildlife observations, equatorial forest discoveries and exposure to cultural and heritage experiences.

This said, the tourism economic output is relatively modest due to low visitation levels caused mainly by higher cost of air access compared to other tourist destinations in South-East Asia and modest accommodation capacity competing at time with the business sector.

The regular air access to the island is from Perth. In early 2026 a Perth to London discounted return ticket could match a Perth to CI return ticket and a Perth to Bali return would be half of a Perth to CI return. This disadvantages considerably the Perth market option of holidaying to the island compared to many South-East Asian destinations.

The Christmas Island Tourism Association (CITA) Annual Report 2020/2021 shows the Border Force arrival statistics for the Virgin Australia service for leisure and visiting friends and relatives as follow:

- 2017: 1162
- 2018: 2050
- 2019: 2101
- 2020: 1538 (IOT access restrictions due to pandemic)
- 2021: 2923 (data to 31/10/21 - IOT access restrictions lifted whilst international travel restrictions still in place)

The extrapolation of the 2021 arrivals from 10 to 12 months would realistically adjust the arrivals for 2021 to 3507 or 68 visits per week.

In 2018 the island was offering tourists and working visitors alike 156 rooms capable of accommodating 312 guests. With the recent change of ownership, the CI Lodge no longer operates a registered hotel. This has reduced the island capacity in 2023 to a total of 85 rooms and 243 guests with the highest end of these a pair of eco-cabins for 6 guests within the National Park.

There is significant potential for expansion of the tourism industry given the island's worldly recognised natural heritage values and the fact that the Christmas Island National Park comprises 63% of the island's 135 km².

Christmas Island Tourism Association

The CITA Christmas Island Destination Development Strategy 2013 – 2018 reflected that enduring vision in its holistic introduction:

"Imagine: Christmas Island (in) 2023 - A world class tourism destination providing visitors a rewarding and memorable experience based on a unique, rich and healthy environment, culture and way of life underpinned by a vibrant community mixed economy, sustainable and effective infrastructure and services with strong governance arrangements minimising the ecological footprint through local food production, powered by renewable energy, effective waste management systems and strong communication and transport links".

This well-balanced aspirational statement, concisely identified a decade ago, reflects the community's current expectations and the challenges that are yet to be addressed and fulfilled.

The Strategy supports tourism as a realistic and sustainable contributor to the island's future economy once a regular air service from south-east Asia can be introduced. To this end the Strategy is increasing land available for tourism development from 49.2 Ha in the LPS No. 2 to 190.79 Ha thus providing a positive variation of more than 285%.

Sophistication in tourism jobs

Various sources, including the ABS and the Australian hospitality industry data, indicate that accommodation businesses generally require between 0.5 and 1.5 FTE employees per room, with the level varying according to the complexity and quality of the offering.

Higher-end and more service-intensive accommodation can require substantially more staff across housekeeping, maintenance, reception and reservations, food and beverage, kitchen and room service, guest services, management, security and other operational functions. For example, a property providing 24-hour reception requires dedicated front-of-house staff, while accommodation incorporating restaurants, room service or other hospitality facilities creates additional kitchen, waiting, bar and supervisory roles.

Christmas Island's existing accommodation sector generally sits at the lower end of this employment spectrum. Most operators provide relatively limited services, meaning employment is predominantly concentrated in cleaning

and maintenance, with as low as 0.5 FTE dedicated to reception services across the island. The exception is a higher-end offering representing two eco-chalets within the National Park that operates its own catering function.

As Commonwealth and local governments work towards diversifying the economies of the Indian Ocean Territories, future tourism development may support accommodation offerings of greater scale, quality and complexity. This could generate a broader range of local employment opportunities, including reception and reservations, hospitality and food services, housekeeping supervision, property and facilities management, guest services, administration, tourism operations and security.

In the last two decades Christmas Island has attracted countless scientists, academics and researchers from Australia as well as south-east Asia who have suitably combined on-island field research with tourism activities. The Strategy recognises this trend is observed across the industry and advocates the following investigation:

PA-L Airport and Surrounds Action 2 (refer to map at [p. 83](#))

The intent of the investigation is to encourage the re-use of this ex-mining area adjacent to the National Park and in close proximity to the settled areas with a specific focus on natural science research and education.

The scope of the investigation is to formulate the specifications for a natural science "Living Laboratory" concept focusing on the collaborative prosecution of real-life experimentations and the development of new and innovative solutions to solve complex environmental challenges pertinent to Christmas Island.

The investigation is expected to be conducted in close consultation and input from but not be limited to:

- natural scientists and ecologists residing on the island;
- teachers at the CIDHS;
- mainland tertiary education researchers
- individuals working with the CSIRO
- individuals working with the National Park
- overseas natural science specialists and
- tertiary education institutions.

Clearance from PRL/CIP will be required to visit this portion of the mining lease for the purpose of the investigation.

Notwithstanding the above suggested individuals or organisations, the other

parties having interest in the investigation and expected to be consulted are the DITRDCA, the National Park and the SOCI.

The Strategy considers the following complementary investigation that could lead to the provision of accommodation for some participants in the nearby Living Laboratory activities.

PA-L Airport and Surrounds Action 3 (refer to map at [p. 83](#))

The intent of the investigation is to encourage the re-use of this ex-mining area in close proximity to the Airport, the National Park and essential services to facilitate the introduction of the first camping ground on the island. Camping is the most cost-effective approach to experience living within the environment with one of the lowest ecological footprints to do so.

The scope of the investigation is to prepare a campground concept layout in close consultation with the CITA and National Park that will identify the location and type of functions including but not be limited to:

- sites to erect tents, safari tents, cabins or ecological chalets;
- sites for shared ablutions and common kitchen;
- maintenance shed and waste management area;
- solar and wind energy production and power storage and
- area dedicated to the charging of electric bikes and buggies.

The campground concept will also include generic specifications for all facilities and amenities, managerial arrangements options for the operation of the campground and relevant land and regulatory information concerning parties that may consider investing in such project.

Clearance from PRL/CIP will be required to visit this portion of the mining lease for the purpose of the investigation.

The parties having direct or indirect interest in the investigation and expected to be consulted are the DITRDCA, the National Park, the CITA and the SOCI.

PA-O Rest of Island Action 1 (refer to map at [p. 94](#))

The intent of the investigation is to encourage the community and tourists from Australia and abroad to visit safely this unique mining extraction legacy featuring a scale unmatched anywhere else on the island.

The scope of the investigation is to formulate a preliminary paper that would provide an appreciation of what needs consideration to ultimately open this oversized pinnacle field to the public for everyone's enjoyment. The paper may include but not be limited to:

- factors for safe experience and associated infrastructure;
- amenities required such as toilets, shade gazebo, BBQ etc.;
- desirable infrastructure to support special events;
- Type of cultural and social activities that may be suitable for the site and
- options for car parking outside the site itself;

The parties having direct or indirect interest in the investigation and expected to be consulted are the DITRDCSA, the National Park, the CITA and the SOCI.

e) Tourism jobs compared to mining

The Commonwealth's 2008 report *The Economy of the Indian Ocean Territories – Economic Development Opportunities for CI and CKI* from consultants ACIL Tasman asked: "could tourism provide equivalent job output to replace mining?"

In effect the report established that to generate 40 new full-time jobs in the tourism sector an additional 1,947 visitors or 37 extra visitors would be required each week.

At the end of 2019, the direct and indirect PRL/CIP full time jobs on the island were approximately 410 thus equivalent to 19,056 annual visitors or an average of 366 visitors per week.

By contrast the Border Force visitors' arrivals data from 2017 to 2021 annual average shows 2071 visitors or say 40 visitors per week. This indicates that to match mining jobs, the weekly tourism visitation would need increasing 9.15-fold.

In November 2023 the CITA established the island had 85 rooms available with a capacity to accommodate a maximum of 243 patrons. In April 2024 the DITRDCA advised that the Christmas Island Resort complex has been returned by the lease to the Commonwealth.

The offering in accommodation operating at 100% capacity would have to increase 1.5-fold to cater for 366 weekly visitations.

To service such growth of the tourism sector the capacity in air transport access would need to provide (above the current passenger service) at least an additional 2 flights (Airbus 300-200 equivalent) a week with 100% visitors booking.

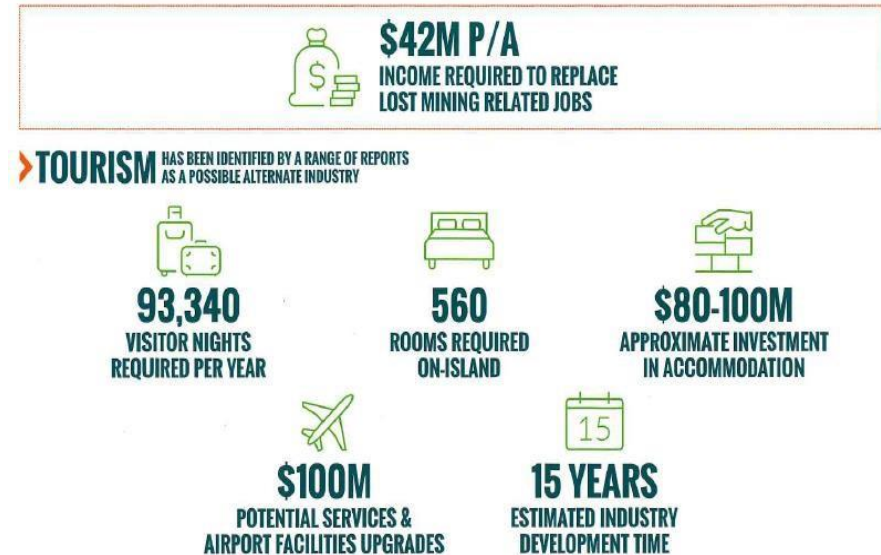
Finally, it is understood that if tourism jobs are to match mining jobs as shown above, this will not translate into an equivalent economic output.

In effect, Tourism jobs contribution to the Commonwealth is limited to payroll and income taxes whilst the additional PRL royalties paid to the Commonwealth could not possibly be generated by the Tourism sector.

The 2019 study from the PRL sponsored University of Western Australia Centre for Social Impact 'A Social and Economic Impact Assessment of Phosphate Mining on Christmas Island' provided the following graphic

analysis as to how large the tourism sector would need to be to replace the footprint of the mine:

ALTERNATIVE INDUSTRIES



Source: A Social and Economic Impact Assessment of Phosphate Mining on Christmas Island – UWA 2019

f) The importance of Singapore

With the exception of the Casino developed in the early 1990s there has been little initiative by the public or the private sector to successfully attract significant investment on the island. As illustrated in the CI Resources 2023 Annual Report the PRL group, for its part, has mainly focused on developing and consolidating its business financial position on activities located overseas.

The SOCI, in response to sustained community aspirations, has recognised, in its *2018 Christmas Island -Singapore Strategy* (CISS), the importance Singapore could play in transitioning effectively the economic fortune of Christmas Island. The significance of Singapore is also echoed in the Commonwealth sponsored *IOT Regional Development Organisation Our Christmas Island 2030 Strategic Plan*:

“Provide export opportunities to our Asian neighbours, particularly to areas that have a focus on ‘clean and green’ produce (such as Singapore)” and “Investigate how best to capitalise on the Australian-Singapore Comprehensive Strategic Partnership (ASCSP), and investigate the potential to capitalise on similar partnerships with Indonesia and Malaysia”.

Following further SOCI investigation in Singapore, the CISS has been reviewed, updated and further consolidated in the [SOCI 2023 Christmas Island - Singapore Strategy](#)

The 2023 CISS, designed to facilitate trade, investment, innovation, employment and community betterment, has identifies a range of short to long term strategic initiatives that, when actioned, could serve the interest of CI, Australia and Singapore and ultimately deliver and secure a sustainable economic future for the Christmas Island community.

The strategic initiatives found in the 2023 CISS that are dependent on land availability for investment and having planning implications in the local planning strategy are:

Strategic Initiative 1

“There has been no Crown land release on CI in the past 25 years. Continue to encourage the Commonwealth to specifically reform its Crown Land management approach in order to attract investments in new businesses together with new housing projects and increase the social and affordable segments in particular.”

Planning implication:

The construction of new housing development is seen as the essential basis to support the creation of new businesses before the closure of the mine thus ensuring a smooth economic transition. There are modest opportunities within the freehold land segment and the need to access Crown land may offer possibilities for the development of affordable housing at PA C – Silver City, PA I Taman Sweetland and PA T – Phosphate Hill / Recreation Centre.

Since March 2024 the SOCI and the Commonwealth worked collaboratively to establish the best pathway to introduce new housing development on Crown land in these designated planning areas. The WAPC endorsed 2026 Commonwealth/SOCI structure plans at Silver City and Phosphate Hill is testimony of such collaboration.

Strategic Initiative 3

“Ex-mining areas should be transformed for future productive agri-business related uses (hydroponic vegetables, fish, poultry and semi-enclosed fruit production) that could in part supplement Singapore’s food supply, food resilience and ultimate food security.”

Strategic Initiative 6

“Facilitate a dialogue between the Commonwealth Government and the Singapore Food Agency (SFA) to explore and facilitate investment on CI from Singapore based agri-businesses in line with the SFA’s third Food Basket”.

Planning implication:

The majority of the Rural zone coincides with past or existing mining tenements and comprises pinnacle fields, natural regrowth (dominated by weed species) freshly mined areas with sparse vegetation and areas yet to be cleared for future mining.

The timely release of disused mining areas for the purpose of food production and exportation towards Singapore could occur in priority at PA K – Lily beach Road, PA M – East Coast and PA N – South Point.

Strategic Initiative 8

“Pursue with the Commonwealth Government the upgrade of the Christmas Island Airport with the necessary infrastructure and managerial arrangements for it to be able to accept international regular passenger transit flights.”

Strategic Initiative 20

“Raise with the Australian Government of the necessity to upgrade the CI airfield to international standards as an inescapable action to capture immediate external investment interests from Singapore and others to help secure the long-term economic viability and fortune of CI post mining.”

Planning implication:

A suite of planning actions are identified in PA L – Airport and Surrounds to: prevent development within the area subject to future earthworks associated with the eventual extension of the runway; make provision for the Lily Beach Road Reserve to align itself with Vagabond Road and increase the Airport Reserve to meet future car parking demand west of the terminal building. (Refer to Figure 13 at p. 192)

Strategic Initiative 10

“Develop a suitable approach to encourage Singapore investors to further develop CI’s hospitality infrastructure.”

Planning implication:

There are freehold and Crown land sites with ocean views and or close to features such as shops, cafés, restaurants and cultural or religious venues that could be rapidly developed for hospitality accommodation.

Sites already serviced and suitable for sizeable development can be found at PA A – Settlement and PA B – Gaze Road.

These planning areas are also recognised for their heritage significance thus further contributing to their tourism attractiveness. Planning actions are envisaged to ensure heritage values are respected or enhanced without diminishing the potential of new tourist orientated developments.

Strategic Initiative 13

“Facilitate a dialogue between National Parks Australia and the National Parks Board of Singapore to identify potential synergies and exchanges associated with marine conservation programs, education undertakings, marine science research and public visitation activities.”

Strategic Initiative 15

“Learn and collaborate with the Singapore Marine Aquaculture Centre (MAC) (ref. Appx. 9) to facilitate the establishment on CI of a land based marine aquaculture industry.”

Strategic Initiative 17

“Support Murdoch University and Temasek Polytechnic partnership endeavours displayed in the Indian Ocean Learning Communities that aspires to offer joint research and education programs on CI targeting Singaporean and Perth Students in the fields of Bio-security, Bio-prospecting, Intensive agriculture/urban farming, Brewing & distillation, Micro sustainable energy, Food security, Mining land rehabilitation, Sustainable mine closure, small business development, Sociology and Eco-tourism.”

Planning implication:

The Settlement Sports Hall (SSH), situated in a prime Public Open Space coastal location at PA B – Gaze Road, is a disused public facility that can be refurbished as a Sustainability Hub to bolster marine research, education, tourism and promote carbon emission neutrality.

(Refer to Section 3.5 at p. 133)

The SSH Hub would also provide infrastructure to assist in establishing, with Singapore’s possible collaboration, a land based marine aquaculture industry on the island. The Hub is seen as an integrated facility that could meet the research and education requirements associated with the *Strategic Initiative 17* above

Strategic Initiative 18

“Establish wind farms, solar arrays and storage on CI to power buildings and future electric vehicles with renewable energy in order to enhance the island’s image as an environmentally responsible community surrounded by natural wonders.”

Planning implication:

The Local Planning Strategy identifies a suite of investigation areas that may play a role in the deployment of solar arrays and wind farms in particular at PA L - Airport and surrounds and PA N – South Point.

g) Agri-business after mining

Mining has ceased due the exhaustion of commercial grade material in many sections of the active mining lease leaving behind unused grounds with a depleted ecology often prone to weed infestation and land forms requiring various degrees of remediation to be able to be re-used safely and efficiently to assist in the transformation of the island economy.

The CIPCL (1897-1948) experimented successfully on the island full scale plantations of Mauritius hemp, Sisal, Rubber and Cotton for potential commercialisation. These were subsequently abandoned after WW1 due to higher return from phosphate extraction. Garden crops such as Cassava, Coffee and many tropical fruits and vegetables were also cultivated.

The MINTOPE agricultural research program jointly funded by the DITRDCSA, CIP/PRL and Murdoch University examined from 2012 to 2019 the potential for transitioning the mined fields outside the National Park to agriculture as ex-mined land within the National Park were slowly rehabilitated back to forest. The research was carried out in the following phases:

- 1) Transform ex-mined land to be trafficable for agricultural machinery and establish contour banks to control erosion;
- 2) Determine factors limiting plant production and in particular response to Nitrogen and Potassium;
- 3) Rebuild soil fertility utilizing hardy nitrogen fixing legumes and build up soil with microbial capacity, Carbon and Potash;
- 4) Trial food and feed crops well adapted to insect pressures and rainfall patterns with achievable economic potential and
- 5) Demonstrate agronomic production of crops, harvest and quantify yields, grain management for storage and manufacturing processes.

The MINTOPE team cultivated and harvested successfully acres of crops such as Corn, Yam, Coffee, Peanuts, Pumkin, Chia, Sorghum, Millet, Soybeans and other pulse legumes. MINTOPE demonstrated that agronomic endeavours on disused mining areas are highly achievable where small family enterprises could succeed in particular with niche value adding activities such as beer, gin or coffee making from locally grown crops.

Leaving ex-mining field, with a variety of soil profile, dormant and unrelinquished increases regrowth in some areas with the inevitable escalation of future EPBC requirements. This situation has negative effects to the socio-economic prospects of the resident population and the bottom line of the Commonwealth who owns the land.

The following investigation is designed to provide answers and momentum to progress this case that affects several hundred hectares of exhausted mining fields within the Rural zone. A range of administrative and technical parameters need to be understood and clarified to accelerate such transition.

PA-F Phosphate Hill / Rec. Centre Action 2 (refer to map at [p. 50](#)) and **PA-K Lily Beach Road Action 3** (refer to map [p. 77](#))

The intent of the investigation, common to these two Planning Areas, is to promote the re-use of these sizeable pinnacle fields strategically located in close proximity to the settled area for the purpose of creating new economic activities and sustainable employment.

The scope of the investigation is to prepare a preliminary cost-benefit analysis exploring but not be limited to:

- arrangement for mining lease relinquishment
- terms of leasing land from the Commonwealth
- exposure to the EPBC land clearing requirements if any;
- vehicular accessibility in the short and long term;
- the physical in-situ reduction/grinding of the pinnacle fields;
- water demand/capture for agri-businesses such as aquaculture, horticulture, hydroponic and aquaponic;
- power demand and clean energy capture;
- Location of ancillary facilities and infrastructure ;
- chalk-based fabrication of construction products;
- green waste processing and recycling if relevant;
- Capital expenditure order of cost;
- Cost of logistics to export products to market and
- Indicative returns on investments at 5, 10 and 20 years.

Clearance from PRL/CIP will be required during the analytical phase to obtain short term access to the investigation areas both being part of the mining lease.

The parties having direct or indirect interest in the investigation and expected to be consulted are PRL/CIP, the DITRDCSA, Murdoch University, the DMPE, the DCCEEW, the DPLH and the SOCI.

h) Satellite launching

Satellite launching aspiration at Christmas Island dates back to 2001 through the Australian company Asia Pacific Space Centre (APSC) that was to be purposely established on the island and with the intention to meet four key strategic objectives:

- 1) securing agreement with the Commonwealth to launch rockets from South Point with the possibility to create a CI shared space port;
- 2) obtaining EPBC environmental approval for the APSC operation and compensating CIP for lost phosphate revenue at that site;
- 3) making provision to expand northward the runway to accommodate large cargo aircrafts to supply the space port with essential pre-fabricated rocket components and
- 4) repurposing of the Casino/Resort complex to provide accommodation for permanent staff and visitors associated with the APSC project.

The APSC devoted resources to advance these objectives for several years however the project did not materialise in part for lack of securing adequate financial resources. This said the APSC legacy in terms of the planning, civil engineering and environmental work carried out at the time cannot be dismissed. In effect the technical merit of launching satellites from South Point persists and the prospect of hosting such an economic driver for the island remains attractive.

The Strategy also acknowledges the evolution of the space industry in Australia with the creation of the Australian Space Agency (ASA) in 2018 intending to spend \$12 billion and create 20,000 national jobs by 2030 that will allow Australia to better monitor and protect its endangered land and marine ecosystems due to climate change, respond to increase demand for remote telecommunication and ultimately make its mark on the global space economy.

In this context the Strategy offers the following investigation:

PA-N South Point Action 2 (refer to map p. 90)

The intent of the investigation is to provide further confirmation that the opportunity to establish a sustainable space launching infrastructure at the South Point location remains technically feasible, relevant for the space industry, beneficial to the long-term economic prospect of the island with sustainable and attractive employment for its residents and meaningful financial returns to the Commonwealth.

The scope of the investigation is to prepare a paper that can provide clarification associated with but not be limited to:

- ASA's perspective about launching offerings at CI;
- the WA Space Industry Strategy 2024-2030;
- two satellite launching parties that have approached the SOCI;
- arrangement for mining lease relinquishment;
- terms of leasing land from the Commonwealth;
- technical and commercial expectations of the industry;
- probable maximum frequency of the launches;
- regulatory environment and approvals;
- logistic expectations at the port and the airport;
- potential industrial support at the LIA;
- operational requirements expected at the site;
- anticipated safety mechanisms required;
- optimum configuration of the site;
- energy and water requirements and
- estimated impacts on surrounding land uses such as:
 - a) tourism development around the historic railway station
 - b) regular community gatherings at the Soon Teng Kong temple and nearby Chinese Shrine
 - c) the possible establishment of a VAWT wind farm north of the investigation area.

The parties having direct or indirect interest in the investigation and expected to be consulted are the relevant Chinese Temple committees, PRL/CIP, the DITRDCSA, the DCCEEW, the ASA, the DMPE, the DPLH and the SOCI.

i) Conclusion

The past two decades have seen mining and immigration serve as key drivers of the Christmas Island economy. However, both sectors are now witnessing a notable reduction in their respective employment figures.

The phosphate mining lease is to expire by 2034 and recent shifts in Commonwealth immigration policies led to the setting of the IDC to indefinite. The hot contingency highlights a measurable downward economic trajectory for the island.

The transformation and revitalisation of the island economy is understood to be reliant on several interdependent critical factors:

- The ability to stabilise and reverse the permanent resident population decline to reach 5,000 permanent residents by 2056 with the prospective supply of new accommodation through the endorsed structure plans at Phosphate Hill and Silver City;
- Planning allowance for the orderly northward extension of the runway thus lessening the effect of its sub-standard longitudinal profile in order to safely assist the south bound landing of larger international aircrafts in particular during the wet season;
- The opening of a regular air service to Singapore, and South-East Asia to facilitate cost effectiveness and frequency of people's air movements and with higher incentive for capital investment;
- The speedy repurpose of disturbed and exhausted mining areas to greatly enhance external investment and job opportunities in land and marine food productions, higher education, research and develop new export orientated agri-business initiatives permissible in the Rural zone.
- Acknowledging that an alternative tourism industry with an output of \$42m a year (at 2019 value) is needed to replace the economic footprint of the mine and increase land dedicated to tourism to ensure investment in this economic driver can materialise whilst maintaining environmental and heritage values.

4.5 Environment

a) Climate

Christmas Island is located at the southern edge of the equator which results in a tropical climate with equatorial features. This is characterised by a relatively uniform climate throughout the year where average maximum temperatures range from 28°C in April to 22°C in August. The island generally experiences two distinct seasons; the wet season from November to May and the dry season from June to November.

The average annual rainfall for Christmas Island is 2190 mm, with the wettest month on average being February (350 mm) and the driest being August (42 mm). Humidity on the island varies little and ranges from 80% - 90%. During the wet season, Christmas Island is subject to north west monsoons which typically cause high swells and strong winds.

As a result, Flying Fish Cove is often affected by strong winds and large swells which can disrupt shipping activities.

Christmas Island can be affected by tropical cyclones passing close by the island; however, none have passed directly over the island since human settlement. Parts of the island are also susceptible to storm surges and wave over-spill, especially Flying Fish Cove and the Settlement area.

b) Climate Change

The effects, risks and possible adaptations associated with the threat of climate change upon CI have been researched and documented in the 2010 Attorney-General's Department *Indian Ocean Territory Climate Change Risk Assessment*. (Refer to Section 3.5 at p. 126)

Christmas Island, as with many small islands around the world, is vulnerable to the effects of climate change. Changes in the climate (such as air temperature, rainfall, sea level rise and extreme storm events) over the past decades have been observed on the island.

These trends are likely to continue and even accelerate during the 21st century. The observed climate trends for the island included:

- an increase in annual and seasonal air temperature by 0.4°C since 1974;
- an increase in sea surface temperature by 0.5°C, with a stronger warming trend during June, July and August and

- a significant decreasing trend in September, October and November rainfall (- 420 mm since 1974); and, sea level rise of between 4 mm/year (for the gauge tide station data, since 1992) and 3.4 mm/year (for the satellite altimetry data, since 1993).

The 2009 *Climate Change Risk Assessment for the IOT* prepared by Maunsell and AECOM for the Commonwealth Attorney-General Department revealed the following:

“A review of the Western Australian tropical cyclone data base found an overall increase of 42% in the intensity of cyclones (Category 3 and 4) between 1974 and 1998, and it is expected that the island will experience a similar trend into the future. The number of tropical cyclones occurring within 500 km of CI will decrease by 20% by 2030, but the frequency of high intensity cyclones (Category 4 and 5) is expected to double.”

The island has a rugged topography with a coastline mainly comprised of sheer, rocky cliffs from 10-20 m high, and a few small sand and coral rubble beaches. The island is expected to experience issues relating to higher mean sea level and storm surge associated with extreme events, especially at Flying Fish Cove and other exposed beaches.

The specific risks and vulnerabilities for CI are:

- Sea level rise expected to exacerbate inundation, storm and tidal surge, erosion and other coastal hazards potentially threatening Flying Cove jetty, wharf and boat ramp as well as the Kampong see wall and buildings beyond;
- Increase intensity in cyclonic rain inducing land slide and associate rock fall around Flying Fish Cove with potential impact to the structural integrity of buildings and amenities;
- increase wave overtopping during the swell season on the Gaze Road west facing low shore terrace and
- accelerated erosion of the cavernous and irregular shoreline with potential partial terrace collapse possibly impacting infrastructure and properties at Smith Point and Settlement.

In terms of adaptation to the effects of climate change the risk assessment the 2009 report makes at page vi the following generic recommendation with respect to CKI and CI:

“Adapting to climate change involves preparing for, responding to and coping with climate induces changes. This can be best achieved through government and community working together to improve the ability of island communities to cope with or respond to the impacts of climate change. Hence, it is strongly recommended that a community-based approach be implemented to dealing with climate change over the long term. Of course, there are also a number of immediate short-term issues, such as the protection of coastal infrastructure, life and property, and emergency preparedness that need to be addressed as a matter of urgency, and again it is imperative that community be given the opportunity to be involved in the adaptation planning and decision-making process associated with these activities.”

In the context of CI’s adaptation options, the report’s recommended interventions at Section 8.2 p.89 that have planning implications are:

- *“Ensure all port facilities are operational and maintained under climate change conditions;*
- *Develop a range of specific climate change design and maintenance criteria for insertion in tender documents for infrastructure assets;*
- *Secure power supply to water pumping stations by installing power supply underground and*
- *Develop a Climate Change overlay for planning development in Christmas Island including a longer-term transition plan for Kampong and Settlement.”*

The vulnerability of the Kampong area was identified in the SoCI 2015 Local Planning Strategy that specifically advocates at its page 46:
“Develop a long-term residential transition plan (20-30 years) for the Kampong towards safer existing and new urban areas”

The SOCI resolved at its 22 September 2020 Ordinary Council Meeting to initiate a formal dialogue with the Kampong residents to collaboratively explore a future sustainable planning and social approach in response to on-going climate change induced risks at Flying Fish Cove.

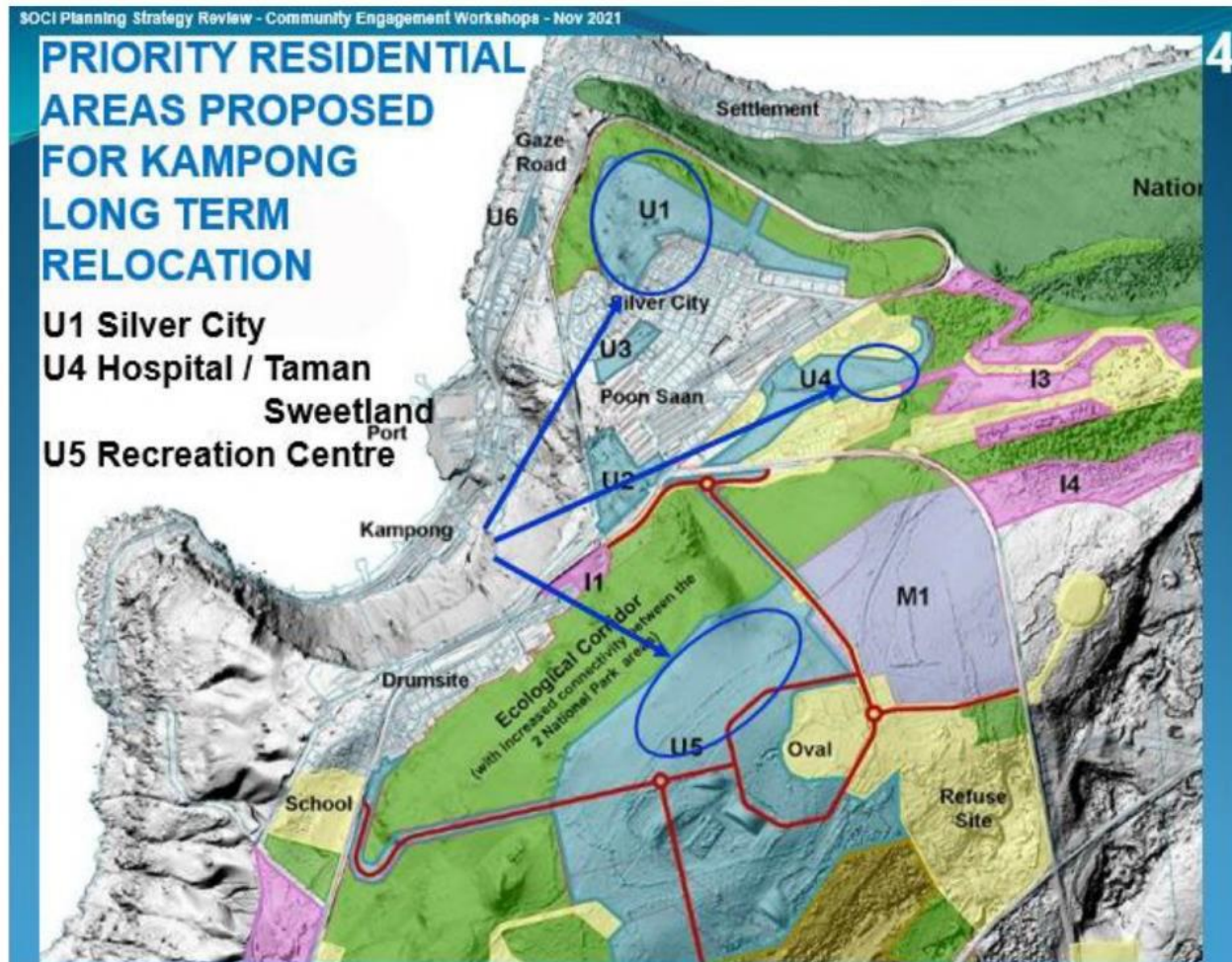
Subsequent to the 30 September 2020 and 17 November 2021 Kampong community engagement workshops a consensus was recorded as follows:

“The residents supported the proposed Planning Response Map (Refer to Figure 6 at p. 169) The Shire resolved to put this map forward in future meetings with the Commonwealth as the supported position of Kampong residents in regards to long term options on climate change management. The Shire also resolved to return to the Kampong residents in the future to report on the on-going dialogue with the Commonwealth in regards to the matter.”

The new residential areas at PA-C Silver City, PA-F Phosphate Hill / Recreation Centre and PA- I Taman Sweetland are all capable of fulfilling the objectives of the Planning Response Map as a measure of climate change management to ensure the orderly transition of the Kampong housing into safer dedicated areas suitable to meet, in time, the community’s needs and expectations.

Figure 6 - Kampong Relocation - Planning Response Map

The following drawing was presented for discussion at the Kampong 17 November 2021 Community Engagement Workshop.



2020 SOCI proposed CI Strategic Assessment (CISA) Land Use Plan

Three future residential areas deemed suitable for the orderly and progressive relocation of the Kampong residents have been identified by the Shire for the following reasons:

Area **U1** - North of Silver City can provide built form density similar to the Kampong with equal/superior sweeping ocean views.

Area **U4** – Between Taman Sweetland and the Hospital could accommodate Independent Living Units and Age Care.

Area **U5** – In close proximity to the Recreation Centre, outside the mining lease and on flat land. This area can accommodate low density residential on large blocks.

The representatives of the Kampong community support the Shire in securing part of these 3 Unallocated Crown Land assets for the exclusive purpose of the progressive relocation of the Kampong Residents over time.

c) Geology and Groundwater Hydrology

Christmas Island is the flat summit of a submarine mountain which rises 5,500m to the surface of the ocean. The island itself is approximately 300m above sea level at its highest point. The core of Christmas Island is composed of extremely hard and impervious volcanic material which is predominately basalt. The remnant of a coral reef forms a cap layer of limestone and phosphate deposits over the basalt core.

Due to faulting in the limestone rock that sits above the basalt layer, an irregular limestone surface has resulted, with caves and sinkholes. Whilst cave mapping has been undertaken on an ad hoc basis, there is still potentially a substantial number of unmapped caves on the island. This has implications for the stability of future development on the island and detailed geotechnical investigations should be carried out to assess the associated risks.

Generally, the soils on the island are poorly developed with little clay content and are highly dispersive in some places. They scour and erode easily, and are relatively permeable and exhibit high infiltration rates. Some areas of groundwater outflows are well known, for example the Dales, Hosnies Springs, and Daniel Roux Cave.

The dense jungle growth and generally highly permeable topography tends to result in little overland flow of surface water. Surface drainages are therefore poorly developed as the majority of rainfall leaches through the porous limestone and down to the underground basalt layer, before flowing out to the ocean. The exact locations where the water flows to the ocean, or pools on the basalt layer, are currently unknown as there is no exact knowledge of the profile of the basalt layer.

The exact extent of the underground aquifer that sits on top of the basalt layer is also currently unknown. Whilst there is some existing GIS information depicting the basalt aquifer and catchment areas, it is not sufficient to assess with the required degree of accuracy the basalt profile or water catchment areas. Any development therefore has the potential to impact upon this catchment, which is used for the island's potable water supply. It is especially relevant for any expansion of industrial and land fill land uses, given their increased potential for harmful substances to contaminate the water supply.

A Geomorphologic diagrammatic section of Christmas Island shows the early tertiary and cretaceous basalt layer and its interface with the limestone upper layer with of terraces and caves. (Refer to Figure 7 at p. 171).

The 2020 Water Resources Management Review Report Indian Ocean Territories (Christmas and Cocos (Keeling) Islands) prepared by Tony Falkland (Island Hydrology Services) in conjunction with DWER Water Science Protection & Planning and Water Corporation (WA) provides the following finding and conclusions at section 11.1.1 pages 85 and 86:

- 1) *"The island's known water resources comprise groundwater aquifers, springs and limited surface and subterranean streams. The groundwater can be classified as either perched aquifers (above sea level) or basal aquifers (in contact with sea water)."*
- 2) *"While there is quite a large amount of information about the island's groundwater, there are many aspects that are not well described, including exact distribution and thickness, water table depths and groundwater flow paths, directions and rates. In particular, groundwater flow directions and rates, especially in the perched aquifers, are not well known. This is mainly because of the incomplete knowledge of the island's complex geology including the distribution and nature of the volcanic and limestone rocks."*
- 3) *"The groundwater resources of Christmas Island have been assessed as having a high to very high vulnerability to contamination. These vulnerability rankings correspond approximately to the basal and perched groundwater aquifers."*
- 4) *"Recent studies by Geoscience Australia have concluded that there is significant potential for additional groundwater resources and recommended that comprehensive groundwater mapping and resource assessment is conducted."*

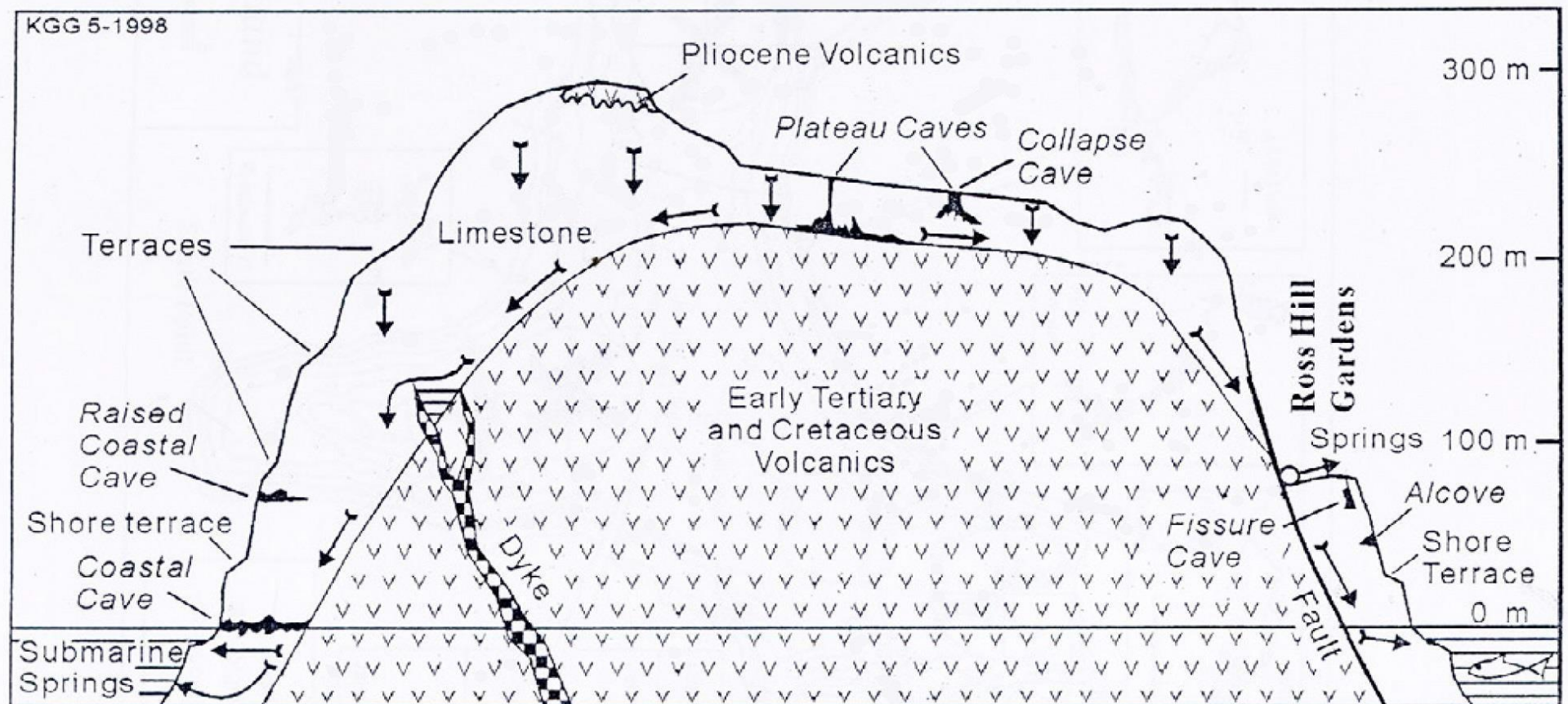
From the perspective of the island's future potable water supply and demand, the review confirms the adequacy of the Local Planning Strategy foundation with its 5,000 residents target by 2056. (Refer to Section 4.3 b) at p. 139).

The benefit and recommendation of completing the mapping of the island's geology and the structure of the perched aquifer to better inform future land use decisions was clearly identified in the 2009 Report for Crown Land Management Plan. (Refer to Section 3.5 at p. 125).

This remains an important objective to ultimately achieve moving forward.

In the meantime, this incomplete knowledge of the island's perched aquifer structure remains a factor partly contributing to its high vulnerability to contamination. Consequently, the Local Planning Strategy seeks to maintain the geometry of the conservative Groundwater Protection area in force in the Local Planning Scheme No.2.

Figure 7 - Geomorphology of Christmas Island



d) Landform

As a result of past uplifting of the basalt core, the island is almost completely surrounded by sea cliffs, generally about 15m in height. Above these cliffs are a series of terraces which are backed by steep cliffs (up to 150m in height) rising to a central plateau area. The central plateau itself is undulating and covers the majority of the island. (Refer to Figure 7 at p. 171).

The slope analysis (Refer to Figure 9 at p. 174) illustrate the extremity of slopes that occur on the island in certain area. Slopes up to 10% are considered manageable for urban development and the construction of useable roads for large vehicles. Slopes between 10% - 20% are more difficult to manage in relation to urban development and vehicle movements, however this can be overcome with specific development requirements as well as speed limit and vehicle size restrictions on roads.

There are two key hazards associated with the landform of Christmas Island. These are rock fall and wave undercutting. The steep, exposed cliffs that back onto the shore terrace areas are subject to rock fall, especially in heavy rainfall events. Kampong is the area most at risk (Refer to Section 4.3 i) at p. 148) and protective measures and practices have been put in place in the form of fencing and evacuations in times of heavy prolonged rainfall.

All areas of sea cliffs are subject to undercutting from wave action; this represents a potential hazard for existing developments immediately adjacent to the terrace cliffs along Gaze Road at the Settlement. Future development in the vicinity of the terrace cliffs should be subject to geotechnical assessments.

The historic extent of mining activities on the island have had a significant impact on the island (Refer to Figure 11 at p. 179). This is illustrated by the total extent of recorded clearing, the location of exploration drill lines, and areas cleared for mining, roads and railway infrastructure.

Figure 8 - Topographic Landform

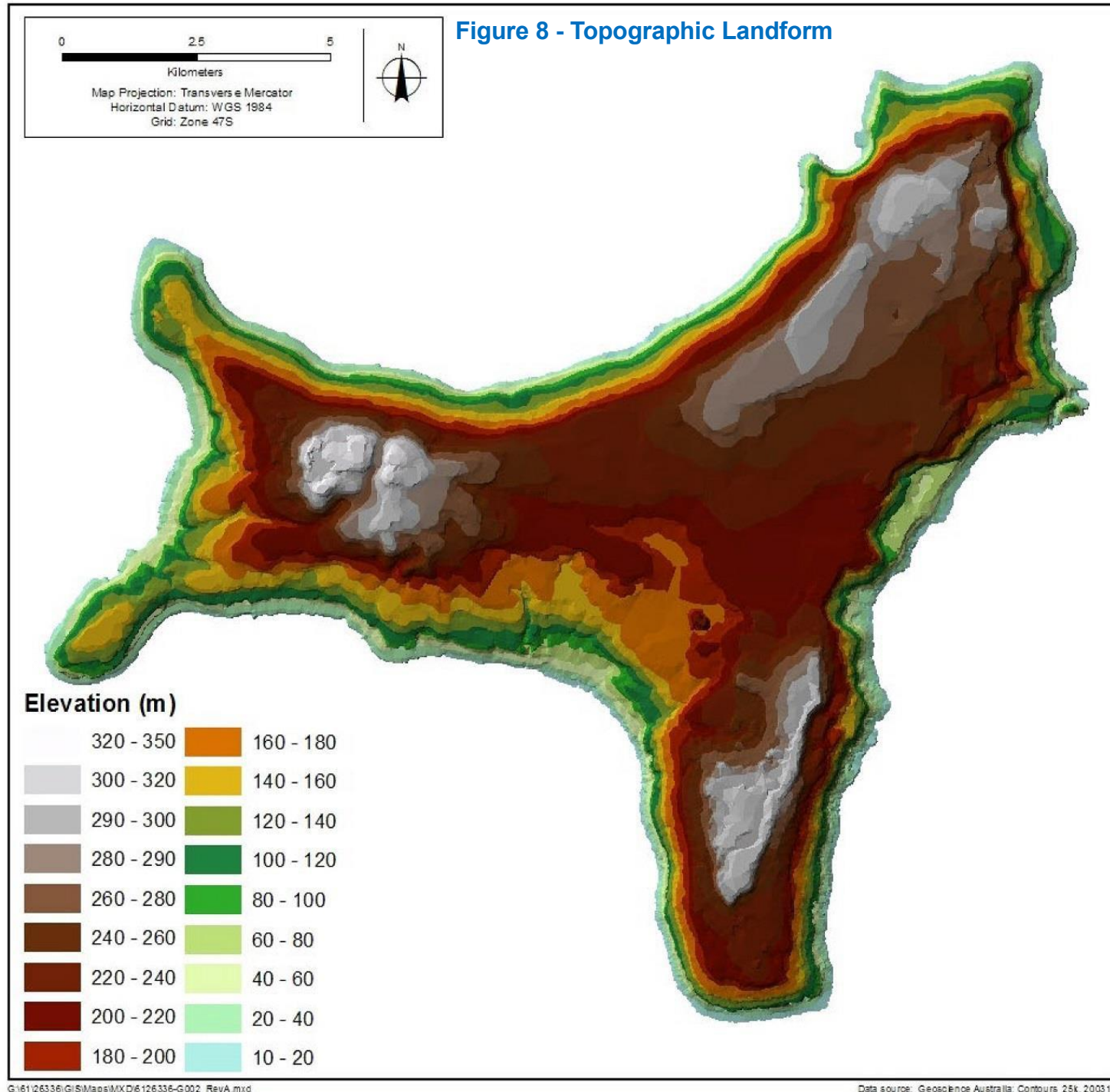
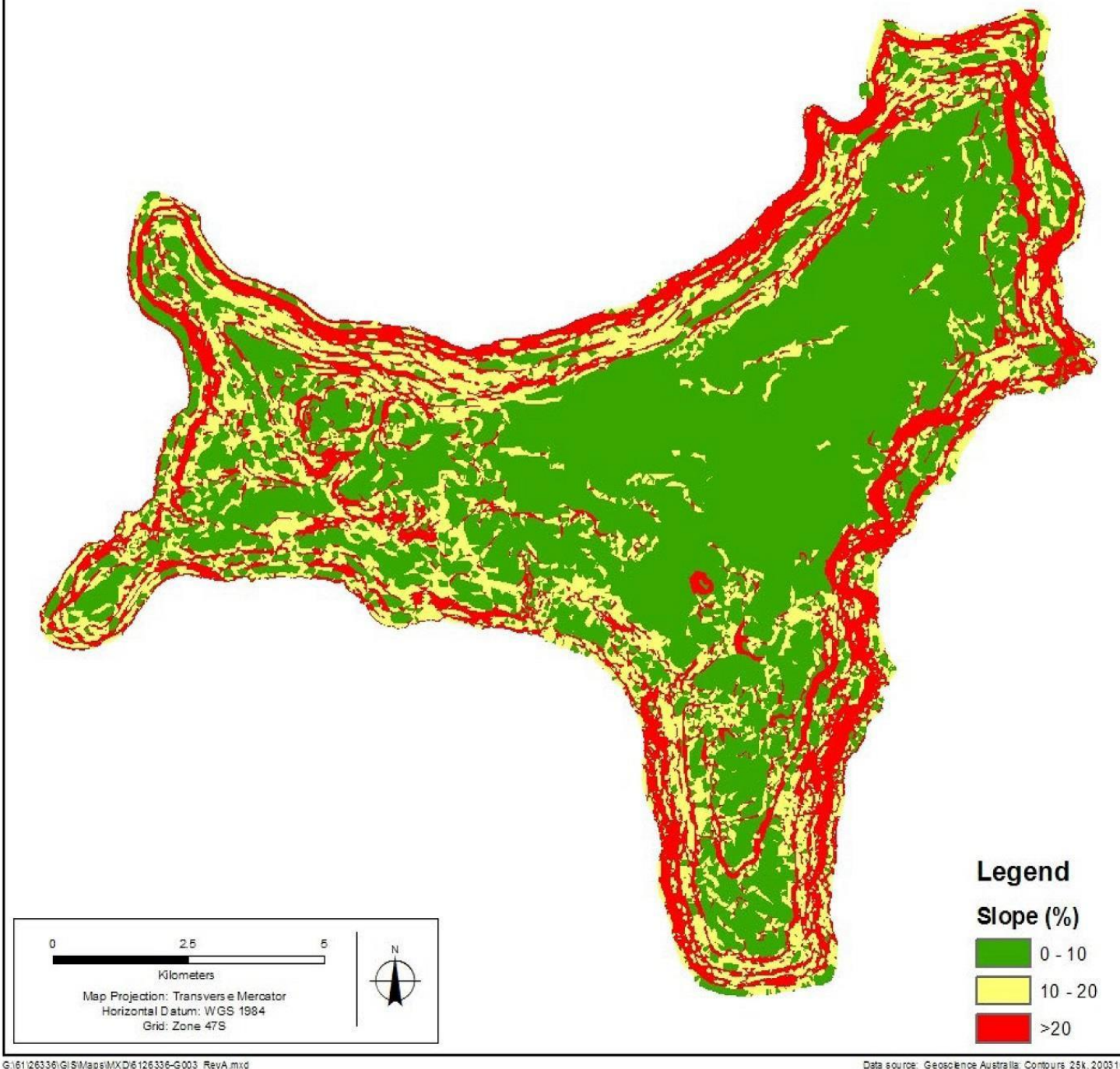


Figure 9 – Slope Analysis



e) Flora

The vegetation on Christmas Island is composed mainly of dense canopied evergreen forest, epiphytes and emergent trees. The forest has a dense closed canopy with a relatively open understory, including species such as herbs and ferns.

This is largely the result of the role of land crabs, which are the island's keystone species as they help to shape and maintain the structure and species composition of the island's rainforests. The vegetation of the island is predominantly Indo- Malaysian, with many species being common in South East Asia, through to New Guinea and Australia.

Three main categories of vegetation can be distinguished on the island, specifically primary (plateau) rainforest, marginal (terrace) rainforest and scrub forest.

Primary rainforest (Priority 1) and marginal rainforest (Priority 2) are currently protected from clearance under the Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act) and requires Ministerial consent for clearing.

The extent of this vegetation is highlighted in the Priority 1 and 2 Vegetation map (Refer to Figure 10 at p. 178) together with the extent of the current mining to expire by 2034.

The recorded mining activities since the beginning of mining (Refer to Figure 11 at p. 179) illustrates the geographic impact of mining and the areas that have been subject to the complete clearing of vegetation in order to extract phosphorous deposits.

Some restricted habitats support unusual vegetation such as areas with surface water or around the coastal fringe.

Approximately 85 km², almost 64% of the island, is protected within the Christmas Island National Park. The National Park has good representation of the species present on the island and preserves important ecosystems, including large stretches of coastal rainforest, evergreen tall closed forest (including nesting habitat for the endangered Abbotts booby), and other important habitats including wetlands such as the Dales and Hosnies Springs, of international importance.

Christmas Island has 411 recorded plant species and approximately 18 of these are endemic. Many of the species have wide distributions in the South

East Asia Pacific region, however most have reached considerable heights on Christmas Island.

A significant proportion of the island has been impacted by phosphate mining, which has removed upper-level soils, leaving limestone pinnacles and bases with little soil cover. Some mined areas have partially recovered but most have been detrimentally impacted by coverage of introduced plant species and the lack of soil depth. The tall forest vegetation types are unlikely to return to many of the mined areas.

Land use planning approach in the semi-settled areas

Whilst the Local Planning Strategy applies island-wide, it has a particularly robust focus on the opportunities to preserve and enhance local flora values within the developed and infrastructure rich north-east settled areas of CI and where the bulk of future residential, mixed use and industrial activities have also been planned for in the strategy.

To this end the strategy supports the creation of future environmental conservation buffers and corridors in the following planning areas:

At PA-C Silver City (Refer to map at p.52) the Urban Development zone is considerably reduced when compared to the LPS No.2. An equitable balance between future residential and environmental conservation is established with the introduction of a green buffer to the west and north of the planning area thus complementing the nearby National Park flora. This vegetation consolidation is designed to also assist in further protecting the known breeding grounds of the endemic and vulnerable CI Frigatebird (*Fregata andrewsi*) found nesting in the National Park itself.

At PA-H Light Industrial Area (Refer to map at p.63) an environmental conservation buffer is established between the developed section of the LIA and the existing health centre to provide the necessary land use separation and mitigate the industrial activities' potential impact on the health facility. Such a buffer is intended to link existing Priority 2 rainforest to the south with the National Park to the north and potentially facilitate red crab migrations during the spawning season. At a macro scale this new green linkage envisages to ultimately connect the small National Park section to the north of the island with the broader National Park section to the south-east via Phosphate Hill / Recreation centre planning area.

The LIA is also separated in two sections by another future environmental conservation area running east west thus protecting regrowth vegetation over a major hand-dug historic pinnacle field dating back to the coolies' era. Finally, a continuous vegetation setback of approximately 50m is envisaged throughout the length of the northern boundary with the National Park.

At PA-F Phosphate Hill / Recreation centre (Refer to map at p.58) the Urban Development zone is again reduced together with part of the existing Rural zone under the LPS No. 2. This enables the creation of a significant future environmental conservation area throughout the western section of the planning area with a robust connection to the National Park to the south, the provision of a significant green buffer with PA-G Drumsite and the sustainable protection of known red crab habitat in that area.

This future conservation area accounts for approximately 50% of Priority 2 rainforest with another 30% on slopes between 10% and 20% undisturbed by mining.

In summary some 168 Ha. is set aside towards a future Reserve Environmental Conservation across these three planning areas. This formal environmental protection endeavour is a significant departure from the LPS No.2 which does not provide such zoning anywhere on the island.

Significant Species

The Commonwealth Environment Protection and Biodiversity Conservation Act 1999 (EPBC) provides for the protection of nationally and internationally significant flora, fauna, ecological communities and heritage places. According to the EPBC Protected Matters Search Tool, there are two wetlands covered under the international Ramsar treaty located on Christmas Island but no threatened ecological communities. Three plant species present on the island are protected under the EPBC Act, as outlined below:

Scientific Name	Common Name	EPBC Status
<i>Asplenium listeri</i>	Christmas Island Spleenwort	Critically Endangered
<i>Pneumatopteris truncata</i>	Fern sp.	Critically Endangered
<i>Tectaria devexa</i>		Endangered.

Asplenium listeri is a fern-like plant that grows in limestone rock crevices in dry, exposed areas on Christmas Island. It is found in rocky, narrow areas of

inland cliff-tops, often located in shaded ocean-facing forest areas (Butz 2004; Holmes & Holmes 2002).

Pneumatopteris truncata is a large fern with an erect rhizome and fronds growing in a crown shape. It grows colonially on permanently moist sites, in marginal (terrace) rainforest and in shaded areas (Holmes & Holmes 2002).

Tectaria devexa is a terrestrial fern with fronds up to 40 cm long. This species has been recorded on Christmas Island in plateau rainforest in areas of deep soil (Department of Transport and Regional Services 2002). It is known in areas in Sri Lanka, southern China and Taiwan, the Philippines, Malaysia, Vanuatu, and the Rockhampton area in central coastal Queensland (Bostock 1993).

Invasive Species

Over time, ship and air transport activities have allowed the introduction of several weed species to Christmas Island. There has also been a deliberate introduction of food plants, garden plants and colonising species for mined areas and turf grasses, some of which have become naturalised.

Whilst the primary rainforest is believed to be relatively resistant to invasion by weed species, the spread and establishment of weed species is still an issue for the island. Weed species generally spread in disturbed areas of the forest, on roadsides and in areas of human settlement. Previously mined areas are also home to a range of exotic introduced plants, some of which were planted as part of historical rehabilitation programs.

Land use planning approach in the Rural Zone

The Rural Zone mainly concentrated at PA-K Lily Beach Road (Refer to map at p. 77), PA-M East Coast (Refer to map at p. 86) and PA-N South Point (Refer to map at p. 90) is purposely located onto areas where soil structures have been considerably disturbed by mining activities and where the tall forest species are unlikely to ever return. However, the effects of such disturbance is not uniform and some portion of land will offer opportunities for revegetation and others for the protection of remnant isolated vegetation.

In this context it is envisaged that the planning instruments, and the caveats the Commonwealth who could place upon the parties who may lease Crown Land, can prescribe to the future lessees of rural Crown land a suite of planning controls including but not limited to:

- Documentation of existing landform and type of vegetation cover prior to development;
- Eradication of recognised invasive species as may be recommended by National Park;
- Establishment or preservation of environmental corridors with sufficient tree canopy and appropriate orientation to specifically maintain known red crab migrations routes;
- Minimal vehicular crossing of such corridors within the lease area;
- Vegetated setbacks from Public Road Reserves;
- Protection of recognised remnant vegetation features and
- Maximum building and or structure footprint ratio for producers of food in controlled environment.

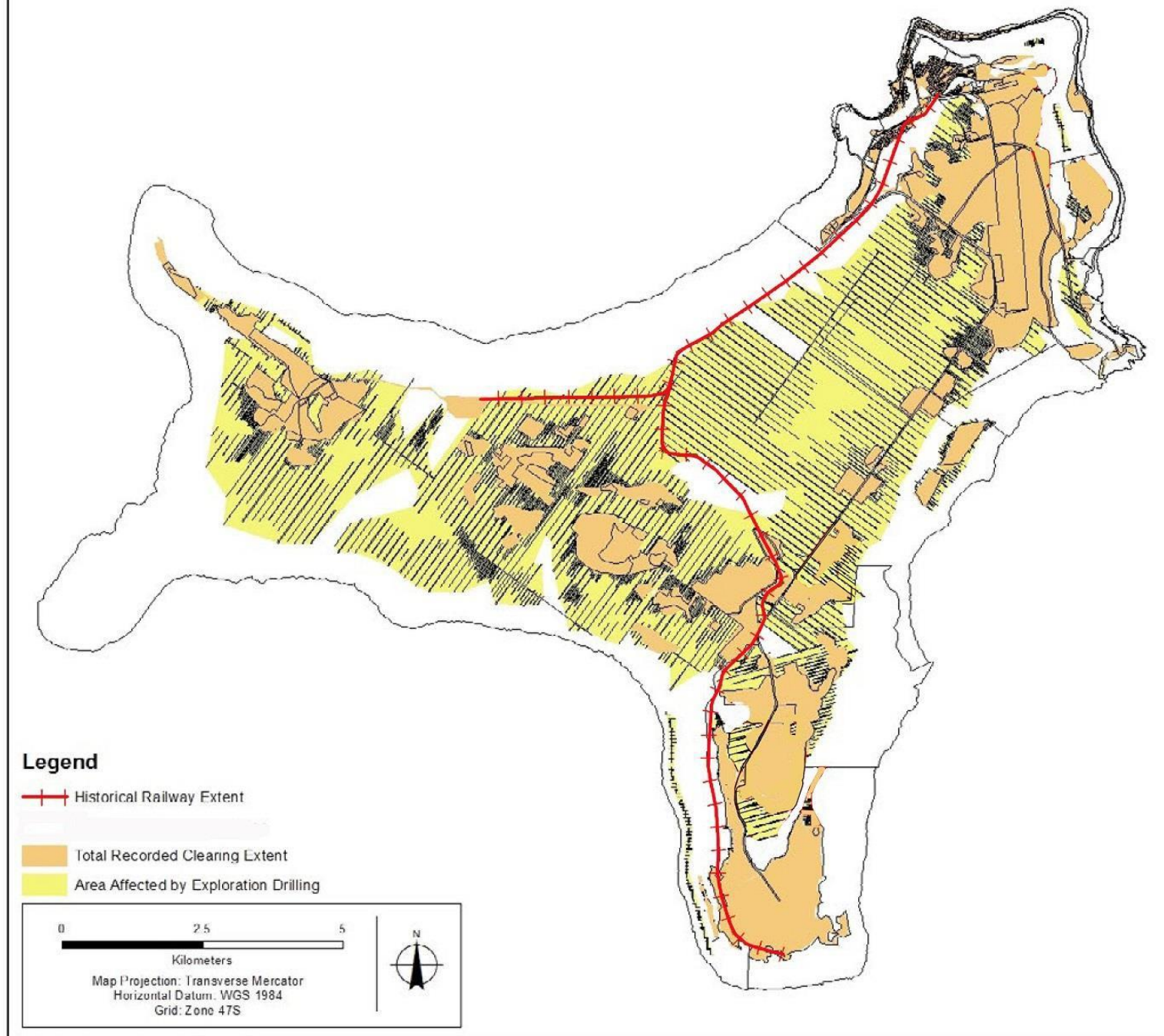
The Local Planning Strategy continues the direction taken under the CISA Land Use Plan to assist in the protection of environmental values by:

- creating 361Ha of Reserve Environmental Conservation
- reducing the Rural zone by 177Ha and
- reducing the Urban Development zone by 205Ha

Figure 10 - Priority 1 and 2 Vegetation



Figure 11 – Extent of Recorded Mining Activities



f) fauna

The geographical location of Christmas Island has led to high endemic species numbers and the development of unique native fauna features. As of 2002, 31 native invertebrate species occur on the island and 20 of these are listed as endemic. Three native mammals could potentially be present, but only one (the Christmas Island Flying Fox) is confirmed as still in existence.

The island is also home to the most remarkable abundance and diversity of land crabs in the world. Their scavenging activities recycle nutrients locked in fallen leaves, their burrowing tills the soil and their grazing on fruit trees and seedlings is an important factor in determining forest composition. In this way the species have important ecological significance on the island.

The land crabs have evolved from marine ancestors, as shown by their return to the sea for spawning. Apart from the 20 land crabs species, over 160 other species have been recorded from the reefs and shallows of Christmas Island. Land crabs on Christmas Island have important tourism, scientific, and educational values in addition to their ecological significance on the island.

The red crab *Gecarcoidea natalis* appears in huge numbers on the island, with a population estimate of some millions. Although most common in the moist environment of the rainforest, red crabs live in a variety of habitats including coastal shore terraces, and even domestic gardens. They dig burrows in soil or live in deep crevices in rock outcrops. For most of the year, a crab will settle in one place, living in their burrow. However, the annual spawning migration, which occurs at the beginning of the wet season, creates a spectacle, and requires particular awareness by the island's residents to avoid large losses of crabs on roads.

The robber crab *Birgus latro* is the largest land-living arthropod in the world. Measuring up to 1.5 metres and weighing up to 4 kg, it can live for more than 30 years. Christmas Island is likely to have the largest population of robber crabs in the world.

Christmas Island is almost completely surrounded by narrow, fringing coral reef. The intertidal zone is highly energetic, with sea swell affecting the island's coastline. Below 10m depth, there is a rich array of benthic organisms and fish species, though only a small number of these are endemic to the area.

Significant Species

Christmas Island supports 22 threatened fauna species and 19 migratory species listed under the EPBC Act. Apart from the several whale species, the most endangered species are the terrestrial mammals, which have been badly affected by the introduction of fauna such as rats.

Invasive Species

Invasive fauna species includes cats, rats, and crazy ants. These negatively impact the native species through predation and competition for habitat.

Migratory Species

The EPBC Act also protects listed migratory species that are recognised under international treaties such as the China Australia Migratory Bird Agreement (CAMBA), the Japan Australia Migratory Bird Agreement (JAMBA) and the Republic of Korea on the Protection of Migratory Birds (ROKAMBA).

A number of the listed migratory birds are common in the Christmas Island area, and are listed under the EPBC Act as well as the JAMBA and CAMBA migratory bird agreements. In addition, there are a number of EPBC listed turtle and whale species that are protected under international migratory agreements.

Ramsar Convention

Ramsar sites refer to registered sites of the Convention on Wetlands of International Importance, especially as Waterfowl Habitat, or Ramsar Convention, an intergovernmental treaty which provides the framework for national action and international cooperation for the conservation and wise use of wetlands and their resources. Under the Commonwealth EPBC Act it is an offence to undertake any activity that has, will have or is likely to have a significant impact on a Ramsar site.

Christmas Island has two Ramsar sites; Hosnie's Spring on the east coast and the Dales on the west coast. These sites need protecting from any action that will adversely impact on them. Both sites are within the Christmas Island National Park.

Table of Threatened Fauna		
Scientific Name	Common Name	EPBC Status
Mammals		
Balaenoptera borealis	Sei Whale	Vulnerable
Balaenoptera musculus	Blue Whale	Endangered, Migratory
Crocidura attenuata trichura	Christmas Island Shrew	Endangered
Megaptera novaeangliae	Humpback Whale	Vulnerable, Migratory
Pipistrellus murrayi	Christmas Island Pipistrelle	Critically Endangered
Reptiles		
Caretta caretta	Loggerhead Turtle	Endangered, Migratory
Chelonia mydas	Green Turtle	Vulnerable, Migratory
Dermochelys coriacea	Leatherback Turtle	Endangered, Migratory
Eretmochelys imbricata	Hawksbill Turtle	Vulnerable, Migratory
Lepidodactylus listeri	Christmas Island Gecko, Lister's Gecko	Vulnerable
Natator depressus	Flatback Turtle	Vulnerable, Migratory
Typhlops exocoeti	Christmas Island Blind Snake	Vulnerable
Sharks		
Rhincodon typus	Whale Shark	Vulnerable, Migratory

Land use approach to fauna

There is a recognised correlation between the protection and conservation of vegetation and the survival of fauna whose life relies on the health and size of its vegetated habitat.

Consequently, it is understood that the introduction of future Environmental Conservation corridors within the settled areas of the island and the protective measures prescribed to the future lessees of rural Crown land will provide the necessary planning framework towards the protection of flora and fauna. Managerial arrangements between the SOCI and National Parks targeting the conservation of specifically vulnerable and or endangered species, or the eradication of weeds and pests may require additional measures to be imposed directly on parties with interest in land.

Christmas Island National Park Draft Management Plan 2026–2036

The draft management plan sets the direction for the next decade. It is intentionally concise and aligned with the structure used for the adjoining Christmas Island Marine Park Management Plan, so that land and sea are planned together in a clear, consistent way. The plan focuses on what matters most: the outcomes sought, the programs to be prioritised, and the rules for assessing activities. The management plan provides a strategic approach while keeping implementation current and practical.

The draft management plan priorities are summarised in the foreword words from the Director of National Parks as follow:

“We aim to halt and reverse declines of endemic species, with particular focus on reducing threats from new and existing invasive species. We will restore disturbed habitats, protect the integrity of rainforest–coast–reef connections, and conserve places of cultural significance that reflect the island’s unique multicultural heritage. We will provide safe, high-quality, low-impact visitor experiences that help people connect with nature while safeguarding what makes this place unique. And we will invest in monitoring, research and innovation so that decisions remain evidence-based and adaptive to change”.

g) Environmental Protection and Biodiversity Conservation Act 1999

Under the EPBC Act, actions that have, or are likely to have a significant impact on a matter of National Environmental Significance (NES) require approval from the Australian Government Minister for Climate Change, Energy, the Environment and Water (the Minister). Matters of NES relevant to Christmas Island are wetlands of international importance, listed threatened species and ecological communities, migratory species protected under international agreements, and Commonwealth marine areas. The environment is also protected; where actions proposed are on, or will affect Commonwealth land and the environment, or where Commonwealth agencies are proposing to take an action.

Table of Migratory Species		
Scientific Name	Common Name	EPBC Status
Birds		
<i>Accipiter hiogaster natalis</i>	Christmas Island Goshawk	Endangered
<i>Chalcophaps indica natalis</i>	Emerald Dove (Christmas Island)	Endangered
<i>Fregata andrewsi</i>	CI Frigatebird, Andrew's Frigatebird	Vulnerable Breeding known to occur within area
<i>Ninox natalis</i>	Christmas Island Hawk-Owl	Vulnerable
<i>Papasula abbotti</i>	Abbott's Booby	Endangered Breeding likely to occur within area
<i>Turdus poliocephalus erythropleurus</i>	Island Thrush (Christmas Island)	Endangered
<i>Fregata minor</i>	Great Frigatebird, Greater Frigate bird	Breeding known to occur within area
<i>Phaethon lepturus</i>	White-tailed Tropicbird	Breeding known to occur within area
<i>Sula leucogaster</i>	Brown Booby	Breeding known to occur within area
<i>Sula sula</i>	Red-footed Booby	Breeding known to occur within area
Migratory Marine Species		
<i>Balaenoptera bonaerensis</i>	Antarctic Minke Whale, Dark-shoulder Minke Whale	Species or species habitat may occur within area
<i>Balaenoptera edeni</i>	Bryde's Whale	Species or species habitat may occur within area
<i>Orcinus orca</i>	Killer Whale, Orca	Species or species habitat may occur within area
<i>Physeter macrocephalus</i>	Sperm Whale	Species or species habitat may occur within area

4.6 Infrastructure

a) Roads

The SOCI is responsible for the construction and maintenance of municipal roads on the island, as per mainland standards. This jurisdiction extends to gazetted Local Road Reserves only. Roads within the National Park are the responsibility of Parks Australia and roadways within the mining lease the responsibility of PRL. The road network is of critical importance with the growing rate of car ownership per capita on the island.

Sealed roads are mainly contained within the island's northern settled area. Local construction material can be problematic due to issues of polishing which increases the slipperiness of the roads. It is also light in colour, which creates visibility problems in relation to white road markings.

Of the major roads on the island, North South Baseline Road is a gazetted road and the SOCI has sealed a sizeable portion of that road.

Outside of the built-up area, there is a network of chalk and limestone surfaced roads used primarily for hauling phosphate. These roads are open to the public for access to various remote locations however, they are not gazetted as public roads. Consideration may be given to gazettement East West Baseline and most of Murray Road as they are essential to the movement of vehicles around the island.

A network of crab crossings has been installed on many of these roads in an effort to reduce the number of red crab deaths. The crossings consist of a tunnel under the road covered by a metal grid. The tunnels have proved relatively successful; however, they are expensive to install, costly to maintain and the number of crabs killed by vehicles remains high as tunnels are less effective than temporary road closures.

A network of lesser roads and tracks exist that are unsurfaced and provide access to beaches, lookouts and other tourist destinations.

The Strategy supports the adjustment and or expansion of the road network in strategic locations within the township as follows:

PA-B Gaze Road Actions 11 (refer to map at [p. 31](#))

The reconfiguration of the Local Road Reserve is necessary to ensure it incorporates the segments of sealed 90-degree public parking together with the section of the road currently sited within the adjacent POS area.

PA-C Silver City Actions 5 (refer to map at [p. 36](#))

The Silver City Structure plan introduces two neighbourhood connectors onto Murray Road to provide access to the new residential areas and, with the prolongation of Sunset Place, it will shorten vehicular movements to and from Flying Fish Cove and the coastal settlements for most of the existing residential area and reduce traffic pressure at the Murray Road – Silver City Road intersection.

PA-D Poon Saan Action 4 (refer to map at [p. 40](#))

The intent of the investigation is to provide a legal access to the existing Poon Saan telecommunication tower lot by prolonging westward the San Chye Loh Road Reserve and continue the Road Reserve to provide a secondary legal access to the Old Dryers site zoned Urban Development.

The scope of the investigation, encapsulated in a small planning, engineering and environmental report, to be submitted to the SOCI for consideration, will include but not be limited to:

- the topographic analysis to establish the centerline of the future road;
- the extent of the proposed Local Road Reserve from the western end of San Chye Loh to the telecommunication site;
- an in principle future vehicular road connection through to Murray Road via the Old Dryer Site; stormwater arrangements;
- as constructed telecommunication cables and the possible inclusion of power and sewer services in the future.

The report will also include the necessary pathway to incorporate the proposed Local Road Reserve into the existing cadastre and the expected environmental impact of the proposal in terms of compliance with EPBC requirements.

The parties having direct or indirect interest in the investigation and expected to be consulted are the SOCI, the DITRDCA, the DPLH, the Telecom Infrastructure owner, PRL/CIP and Watercorp.

PA-F Phosphate Hill Actions 3 (refer to map at [p. 50](#))

The Phosphate Hill structure plan introduces a major east-west neighbourhood connector to ultimately link Murray Road to Phosphate Hill Road via the oval/recreation area and a north neighbourhood connector to link the Hospital area to the oval/recreation area. A major intersection on the east-west connector will provide the structure plan with a southern access to and from Irvine Hill Road.

PA-F Phosphate Hill Actions 10 (refer to map at [p. 50](#))

The SOCI identifies the need to adjust the 30m wide Local Road Reserve based on the centreline of the as-constructed alignment of the Phosphate Hill Road itself. This is in light of forthcoming underground services associated with Crown leases being created or renewed on either side of the road in that location.

PA-G Drumsite Planning Actions 10 (refer to map at [p. 57](#))

The SOCI has reconstructed Murray Road southward into the adjacent POS to accommodate remedial infrastructure due to the collapse of the phosphate conveyor caused by a landslide event at the top of the Flying Fish Cove cliff. This arrangement is understood to become permanent therefore the geometry of the Local Road Reserve and the POS are to be adjusted accordingly.

PA-G Drumsite Planning Actions 11 (refer to map at [p. 57](#))

Drumsite Roundabout Concept (refer to Figure 12 at [p. 186](#))

The SOCI is making planning provision to ultimately remedy the unsafe traffic conditions and improve the sub-standard streetscape at the Murray Road/Lam Lok Loh intersection with Sung Miaw Low. Preliminary consultation with PRL/CIP as occurred to confirm the technical merit of the roundabout concept and its acceptable impact on the mine's operations.

The concept is intended to:

- 1) formally establish the necessary turn-around to allow the Poon Saan outbound traffic to access safely the Old Dryers site;
- 2) allow through passage for mining trucks and equipment from the Run of Mine to the mechanical workshop;
- 3) eliminate the dedicated unsealed mining track through the Drumsite POS and associated playground area;
- 4) provide adequate turning circles to accommodate 17.5m semi-trailer container carriers;
- 5) slow down through traffic on Murray Road;
- 6) improve overall traffic transitional movements and adequately distribute the six streets concerned;
- 7) maintain safe conditions for the through cycle/pedestrian path;
- 8) mainly confine the roundabout geometry to existing road surfaces and the Local Road Reserve;
- 9) provide the appropriate framework in support of amending cadastral boundaries where appropriate and

- 10) provide the supporting justification to rationalise the Local Road Reserve geometry in the Local Planning Scheme.

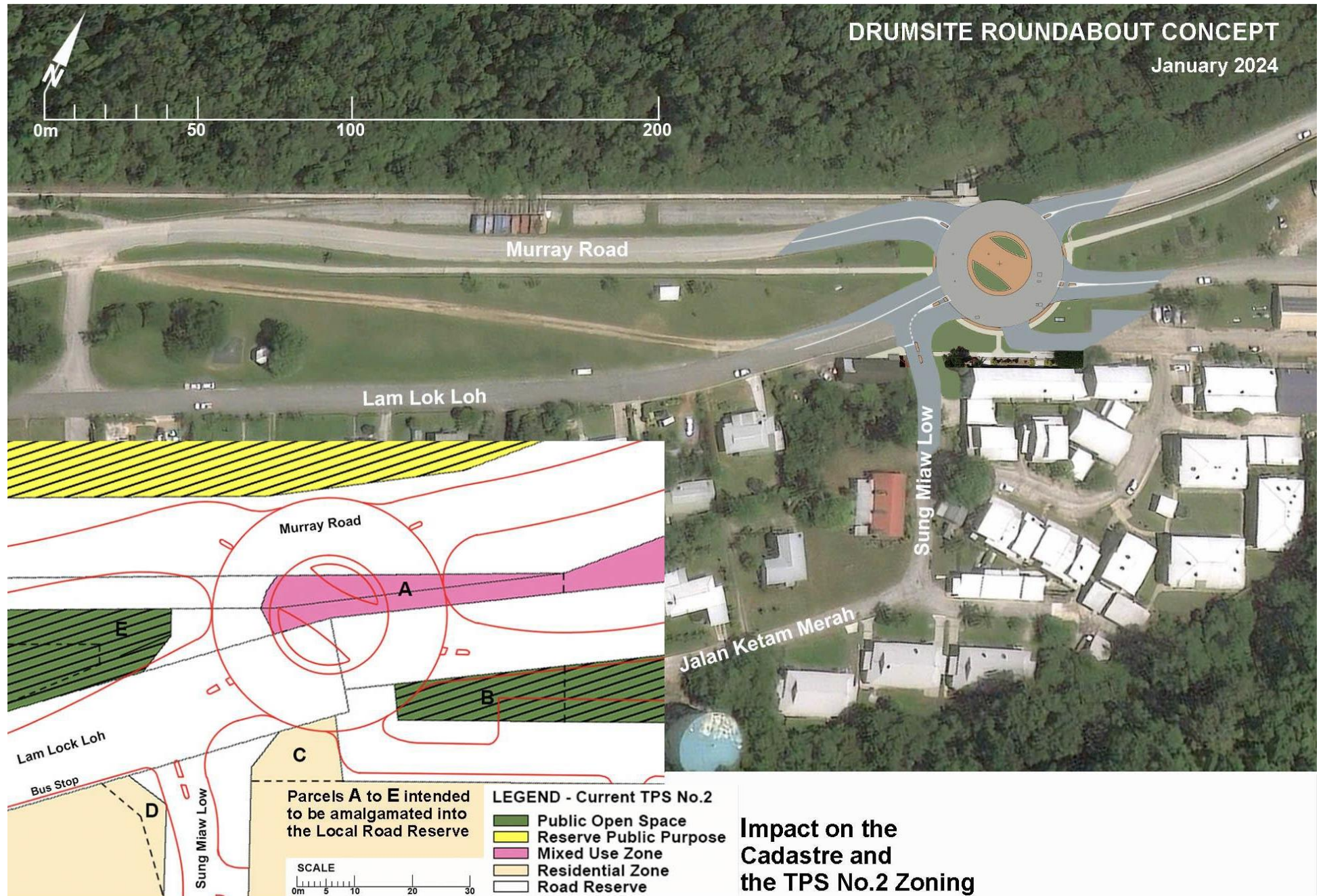
PA-I Taman Sweetland Action 10 (refer to map at [p. 67](#))

The establishment of a neighbourhood connector between the LIA and Kong Wai Loh Lane offers the following possibilities:

- bisection of the Taman Sweetland Urban Development zone with a 0.92Ha Local Road Reserve;
- clear definition of the northern boundary of the future hospital site;
- land use changes between the connector and Taman Sweetland Circuit including:
 - a 1.54Ha R60 residential lot;
 - a 0.53 ha old age R40 lot mainly addressing the Circuit;
 - a 0.75Ha POS along Kong Wai Loh Lane and
 - a small 983m² POS east of the R60 lot.

This new road segment will facilitate the orderly development of land assets to its north without compromising land use possibilities to its south.

Figure 12 – Drumsite Roundabout Concept



b) Bicycle and pedestrian pathways

Since 2022 the SOCI and the DITRDCA have jointly participated in the extension of the bicycle and pedestrian pathway network with a particular focus on the Gaze Road foreshore area and improvements to the Poon Saan / Drumsite school pathway.

In 2024 CIP/PRL instigated a dialogue with the National Park and the SOCI to explore the possibility of creating a mountain bike trail from Drumsite to South Point via the National Park utilising mainly the historic railway corridor.

With these initiatives in mind the Strategy identifies Planning Actions in the form of the following investigations:

P-B Gaze Road Action 13 (refer to map at [p. 32](#))

The intent of the investigation is to secure a sustainable arrangement to formalise the legal land tenure continuity for the Gaze Road to Settlement bicycle and pedestrian coastal pathway.

The scope of the investigation is to identify the regulatory requirements in creating an easement or an excision on part of Lot 1 at 55 Gaze Road - Strata Plan 36590 Vol. 2142 Fol. 922 PIN 11303762 in order to alleviate and ultimately normalise the encroachment of the private land on the as constructed public cycle/pedestrian pathway.

The investigation will define in GIS format the size of the land area required and establish the necessary land title modification pathway and financial arrangement to formally create an easement or excision in relation to the title of which Lot 1 is part of.

The parties having direct or indirect interest in the investigation and expected to be consulted are the owner of Lot 1, the Strata Council of Owners, the SOCI and the DPLH.

PA-M East Coast Action 1 (refer to map at [p. 86](#))

PA-N South Point Action 1 (refer to map at [p. 90](#))

The intent of the investigation, common to these two Planning Areas, is to facilitate the orderly implementation of the PRL/CIP initiative to create a permanent trail linking Drumsite to South Point that involves the partial re-use of the historic railway alignment/corridor that traverses the National Park and part of the mining lease.

The trail should allow for the safe movement of pedestrians, bicycles, E-mobility scooters, E-bikes, E-buggies and maintenance or emergency vehicles.

The scope of the investigation is to:

- confirm the optimal and ultimate alignment of the trail;
- document the extent of land required to operate and maintain the long-term integrity of the trail;
- document the trail corridor in a GIS format showing segments expected to be located within the Local Road Reserves, the National Park, the Crown Reserve and the Mining Lease and
- determine the appropriate zoning outside the National Park.

The outcome will be collated in a report maps, preliminary specifications, draft operational and maintenance arrangements as well as a draft MOU between the DITRDCA, the SOCI, the National Park and PRL/CIP.

The draft MOU would cover but not be limited to:

- exposure to the requirements of the EPBC Act;
- implementation/construction mechanisms;
- operational measures;
- maintenance and responsibilities and
- financial provisions.

The parties having direct or indirect interest in the investigation and expected to be consulted are CIP/PRL, the SOCI, the National Park and the DITRDCA.

c) Port

The main port on Christmas Island is located in Flying Fish Cove and is primarily utilised for bulk handling, container ships and fuel imports. Phosphate is the major export from the port. Ships moor to a network of deep-sea buoys. This network was upgraded to handle visiting cruise ships. The network is vulnerable to weather conditions and requires on-going checks and maintenance.

Phosphate loading operations take place through the port either via a conveyor and retractable booms that extend out over the ship to be loaded for bulk product, or the crane for bagged product.

The port has a cantilever crane to lift containers and other goods from moored ships to the wharf. This crane has been subject to failure and in recent times its repair/replacement a technical challenge with the need, in the immediate future, to reconstruct its foundation affected by on-going wave action and the subsurface cavernous geology.

The port's container stacking area at the wharf has limited capacity. A large site located at Planning Area PA-H Light Industrial Area has been identified for the storage of containers to relief pressure at the port (refer to **Action 10** and map at [p. 62](#)).

Due to the open nature of Flying Fish Cove, the port is subject to difficult and dangerous weather conditions, primarily during the December to April swell season. During this high swell period, the port becomes inaccessible thus creating significant delays (if not cancellation) for incoming ships.

There is a community boat ramp at Flying Fish Cove capable of launching small vessels and the Australian Federal Police and Volunteer Marine Rescue vessels. There is a secondary community boat ramp at Ethel Beach capable of the same.

A secondary mooring is available off Smith Point for fuel supply ships to unload, and it is also used by the Australian Navy and cruise ships.

d) Airport

The Christmas Island International Airport is located at Phosphate Hill and provides a vital link with CKI and mainland Australia. Regular passenger and freight services have been operating since 1997, initially with National Jet, and now Virgin Australia. The airport takes on an even more important role in the wet season when the port can be closed for months at a time.

The airport has a single sealed, all-weather runway that is 2,103m long and 45m wide. Day and night operations are currently restricted to aircraft as large as the Boeing 737 and Fokker F100. Higher capacity aircraft, such as the Boeing 767, can use the airport during the day only with some restrictions.

Jet fuel is shipped to the island and can be stored at the airport with a total capacity of 200,000L. It is supplied by Air BP to aircrafts via an underground system to the apron hydrants. In recent times fuel jet has also been delivered to the island with ISO tank containers.

Airport status

The runway at CI Airport is classified under the International Civil Aviation Organisation (ICAO) Aerodrome Reference System as 4C. This means the runway is greater than 1800m (Number 4) and can accommodate aircrafts with a wingspan of between 24m and 36m and an outer main gear wheel span of between 6m and 9m (Letter C). This allows the landing of aircrafts such as the Boeing 737-900 or the Airbus A321.

The CI Airport is certified and inspected regularly by the Australian Civil Aviation Safety Authority (CASA) and independent technical specialists to ensure its on-going safety of operation and continued compliance to the regulatory requirements.

From time-to-time CASA provides to the airport operator exemption of compliance in relation to the length of the Runway End Safety Areas (RESA) shorter by 30m from CASA's standard and shorter by 210m in accordance with the ICAO expectations at international aerodromes with code 4 which Christmas Island is.

Air service dependability

In 2017 the then Commonwealth Department of Infrastructure, Regional Development and Cities recorded a long-term average of 1.4% for flight cancellations nation-wide.

Cancellation rates vary based on weather conditions. For example, Virgin Airline's January 2018 Review on IOT operations acknowledged 11

cancellations from the July to December 2017 period representing a cancellation rate of 21.1% (11 out of 52 flights) for the 6-month period.

This less than usual rate of flight cancellation illustrates the level of inconvenience inflicted on the CI remote community.

Landing limiting factors

Flight cancellations and or disruptions cannot all be attributed to aircraft malfunction. The CI runway itself is subject to limiting factors such as:

- Significant oceanic isolation;
- Sufficient on-board fuel reserve to safely redirect the aircraft to another destination (Jakarta or Learmonth Airport) when landing is not possible;
- Landing deemed unsafe due to unfavourable meteorological circumstances in particular during the monsoon months;
- The permanently compromised Obstacle Limitation Surfaces (OLS) due to the altitude of Irwin Hill makes aircraft manoeuvring within the vicinity of the airfield only possible from the east side of the runway.

Sub-standard Runway Longitudinal Slope

The Christmas Island runway has a code 4 classification under sections 6.2.6.1 and 6.2.6.2 of the CASA Manual of Standards. This means that the overall runway slope must not be more than 1% and any part of the runway cannot exceed a 1.25% slope.

The current north end of the runway sits at 278m above sea level and is 32m higher than the southern end of the runway at 246m. On that basis the runway Longitudinal Slope is 1.52%.

Landing from the north, there is an initial 0.74% downward slope in the first third of the runway, this increases by a factor of three to a 2.3% downward sloping gradient for the remaining two thirds thus almost doubling CASA's maximum limit of 1.25% for any part of the runway.

Land use implications

The SOCI 2015 Planning Strategy states at page 28:

"A Master Plan has been completed for the airport that has identified a terminal upgrade and extension of the runway to 3,103m to accommodate larger aircraft and increased passenger numbers. Any extension of the runway to the north will increase current terrain infringements into the Obstacle Limitation Surface (OLS)".

“Future planning for urban land uses in the vicinity of the airport needs to take into account noise contours and height restrictions for an extended runway and larger aircraft. Although no specific timetable exists for the upgrade of the airport, these parameters need to be taken into account to ensure compatibility between the two land uses”.

This Master Plan was not released.

In late 2023 the Commonwealth has commissioned a new Master Plan to be devised in collaboration with the airport operator Toll Remote Logistics Pty Ltd. This new Master Plan was expected to be completed in 2024 and its status remains unclear.

The Commonwealth has not committed to any extension of the runway in the foreseeable future. Nevertheless, the need to plan for such extension and the impact it may have on the surrounding areas requires orderly planning considerations.

The Planning Strategy offers a runway extension investigative scenario (refer to Figure 13 at p. 192) to highlight some of the opportunities and constraints that could have material impact within and outside the Airport Reserve.

These constraints and opportunities include but are not limited to:

Increase of the Airport Reserve;

1. Allowances to expand the terminal building and carpark;
2. RESA to ICAO minimum standard at 90m;
3. Length parity between CI and CKI at 2595m when upgraded;
4. LPS No.2 Lily Beach Road Reserve aligned with Vagabond Road;
5. Presence of mining lease areas within the airport Reserve;
6. Runway strip to ICAO standard;
7. Lowering of the radio beacon area by approximately 10m and
8. Earth works impacting Phosphate Hill and Vagabond Roads.

The investigative scenario for the runway extension aims to comprehensively understand key parameters essential for master planning and future design efforts. The long-term goal is to achieve a longitudinal slope as close as possible to the standard of 1% while meeting the ICAO requirements specified for the 4C classification of international aerodromes applicable to Christmas Island.

PA-L Airport and Surrounds Action 9 (refer to map at p. 83)

The intent of the investigation, in the form of an aviation and planning report, is to confirm that extending the runway northward can achieve the three following aviation objectives being:

- 1) accommodate larger aircrafts and becoming commensurate with the existing and or projected runway length at Cocos (Keeling) Islands;
- 2) provide significant remediation to the runway sub-standard average longitudinal slope currently at 1.52% whilst CASA's maximum limit requires that it should not exceed 1% and
- 3) maintain the ICAO minimum 90m Runway End Safety Area for Class 4 runways such as Christmas Island or either:
 - surpass it to 240m as recommended by the ICAO when practical
 - give consideration to the shorter Engineered Material Arresting System alternative.

PA-L Airport and Surrounds Action 11 (refer to map at p. 83)

The aviation and planning investigation report is to also identify the planning benefits of the direct vehicular connectivity between the Phosphate Hill structure plan area (designed to ultimately accommodate up to 2,250 new residents) and the east coast recreation areas such as the beaches and the golf course.

The report will finally link the northern expansion of the runway with the potential impact it may have on boosting the economic output of the island in terms of increased tourism visitation and trade with Singapore and South East Asia generally.

The parties having direct or indirect interest in the investigation and expected to be consulted are the CASA, the DITRDCA, the SOCI, the CITA and Toll Remote Logistics.

PA-F Phosphate Hill Action 11 (refer to map at [p. 50](#))

PA-L Airport and Surrounds Action 10 (refer to map at [p. 83](#))

The intent of the investigation, common to these two Planning Areas is to confirm the extent of the earthworks required as part of the option of extending the runway northward in order to protect land assets outside the Airport Reserve from future developments and achieve the three objectives intended with the investigative Planning Action 3 at PA-L Airport and surrounds.

The scope of the investigation is to undertake a land based geotechnical survey of the investigation area shown on the Planning Area maps involving a combination of ground penetrating radar measurements of the geology, supplemented with core drilling if necessary, and the interpretation of the known historic geological data available with the DITRDCSA and or CIP/PRL in order determine:

- a) the geometric extent, within and outside the Airport Reserve, of the cut involving the reduction of the beacon's altitude from 295m to approximately 285m and its consequential impact on the vertical alignment of Phosphate Hill Road and vagabond Road.
- b) the geometric extent, within and outside the Airport Reserve, of the fill over Lily beach road to approximately 280m.

The geotechnical and civil engineering report will also provide insights but not limited to:

- the compaction regime during the fill operation;
- the indicative storm water management dispositions post earthworks;
- the vertical alignment impact of the planned Lily beach Road; junction with Vagabond Road;
- the indicative quantity of commercial grade phosphate material that may exist beneath the beacon area and
- an overall order of cost for the totality of the earthworks.

The parties having direct or indirect interest in the investigation and expected to be consulted are the CASA, the DITRDCSA, CIP/PRL, the SOCI, and Toll Remote Logistics.

PA-L Airport and Surrounds Action 12 (refer to map at [p. 83](#))

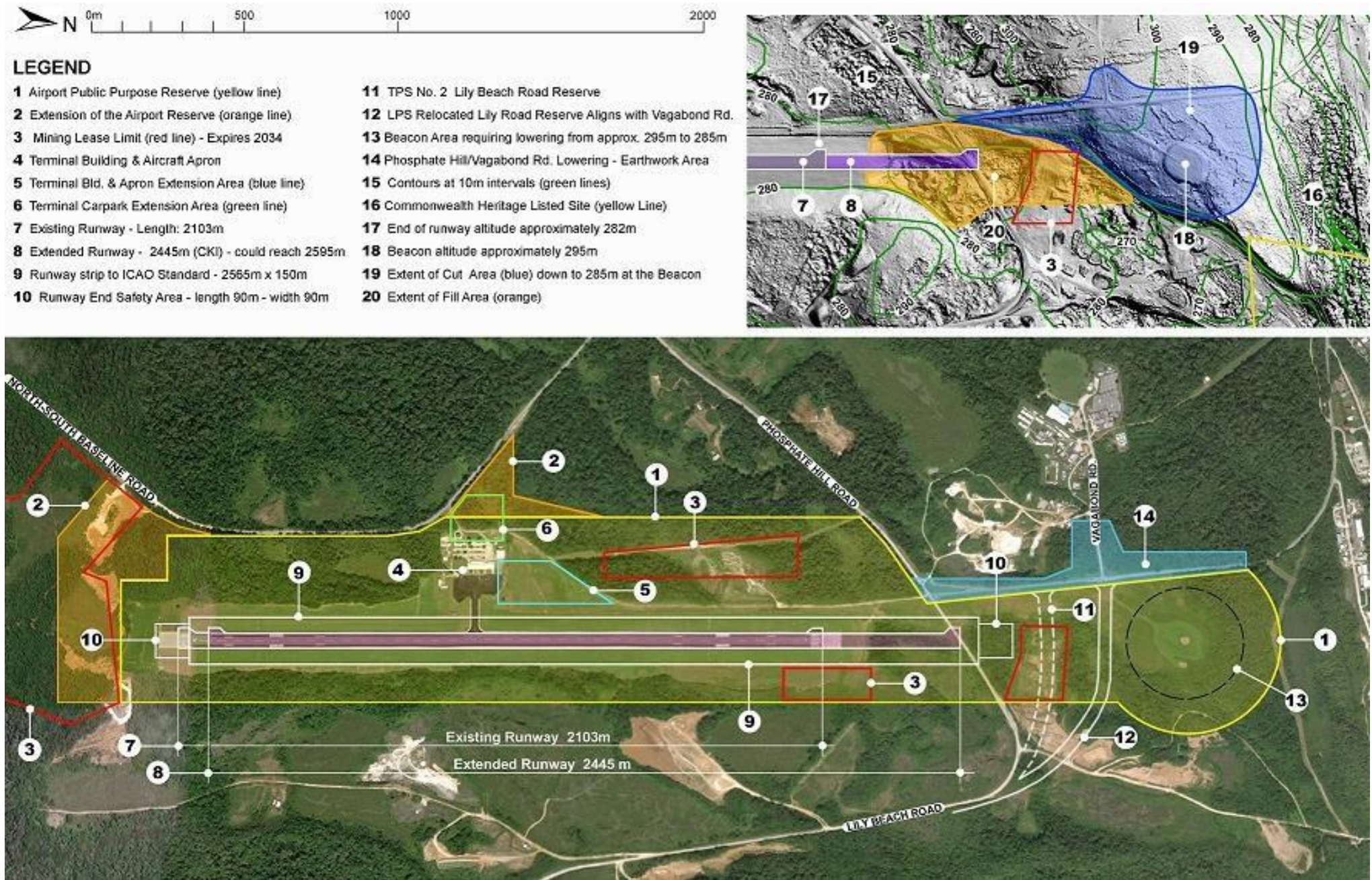
The intent of the investigation is to better appreciate and anticipate the requirements of forthcoming standards associated with the safety, transportation, storage and distribution of liquid hydrogen at the airfield. This aligns with recent significant investments made by the European and US passenger aircraft manufacturers in the design of hydrogen-powered airplanes to capitalise on the market for sustainable aircrafts and the industry meeting the net zero target by 2050.

The scope of the investigation is to undertake but not be limited to:

- a) review relevant official literature from organisations such as the US Federal Aviation Administration or the European Union Aviation Safety Agency;
- b) make preliminary observations associated with the suitability of the investigation area for its intended purpose
- c) give consideration for an alternative location if deemed warranted;
- d) make observations on tank design including safety systems, ventilation, containment and ignition controls;
- e) provide guidance in terms of risk assessment, training of personnel and exclusion zone and
- f) infrastructure requirements associated with the refueling of aircrafts.

The parties having direct or indirect interest in the investigation and expected to be consulted are the CASA, the DITRDCSA, CIP/PRL, the SOCI, and Toll Remote Logistics.

Figure 13 - Runway Extension Investigative Scenario



e) Water

The Water Corporation of WA is currently responsible for the water supply on Christmas Island, under a Service Delivery Arrangements (SDA) with the Commonwealth Government. The Water Corporation distributes fresh water by collecting and pumping water from a number of underground springs and flows around the island. The main collection point is Jedda Cave, located in the interior of the island on the central plateau. Other collections points provide redundancy in the system and include the Waterfall springs, Jane-up sinkhole and the Ross Hill Gardens springs. Jane-up provides equipment redundancy, but at best only limited source redundancy. Waterfall redundancy is impacted by infrastructure which only allows water to reach George Fam tank.

A significant proportion of Christmas Island's water supply is extracted from the National Park, through Jedda Cave. The Christmas Island National Park Management Plan 2014 - 2024 provides information and recommendations for future water use agreements. The review of the Management Plan is ongoing.

Water is treated and stored in a network of above ground tanks in Settlement, Drumsite and other locations around the island. Water is distributed through a standard reticulation system to customers. Water for the lower terrace (Settlement and Kampong) is sourced from the Waterfall springs and distributed from the George Fam tank adjacent to the SOCI building. Water for the rest of the island is sourced from Jedda Cave (direct to the IDC and from the Drumsite tank for the rest of the urban settlement).

The supply capacity is somewhat reliant on the rainfall regime experienced by the island over the wet season. However, due to the nature of water resources and restricted redundancy, this situation can change annually.

The mean annual rainfall for Christmas Island is 2.19m whilst it reached a maximum of 5.1m in 2016. The island has experienced water restrictions in the past during prolonged dry spells.

A significant 6 km replacement of the Summit to Drumsite water main was due for completion in 2025. This important work is expected to generate significant saving of water resources that have been lost in the past to the tune of 50% of the community's drinking water supply every month through leaks.

In effect the DWER 2020 Water Resources management Review stated:

"The losses in the Summit to Drumsite pipeline are large. In 2019 the losses were approximately equal to the volume of water that reaches the Drumsite Tank from Jedda and Jane Up. In 2019, the average inflow to the Drumsite Tank was 752 kL/day (8.7L/s) and the average losses in the Summit to Drumsite pipeline were 707kL/day (8.2L/s)."

The exact extent of the underground aquifer from which fresh water is sourced from is currently unknown (Refer to Geology and Groundwater Hydrology - Point 2 at p.166) A Water Management Plan for the island was prepared in 1999 that indicated that classification of the island's fresh groundwater into perched aquifers and basal aquifers should only be considered preliminary as much of the data is inferred (Falkland 1999). Figure 14 at p.194 illustrates the current mapped extent of the aquifer and existing water sources.

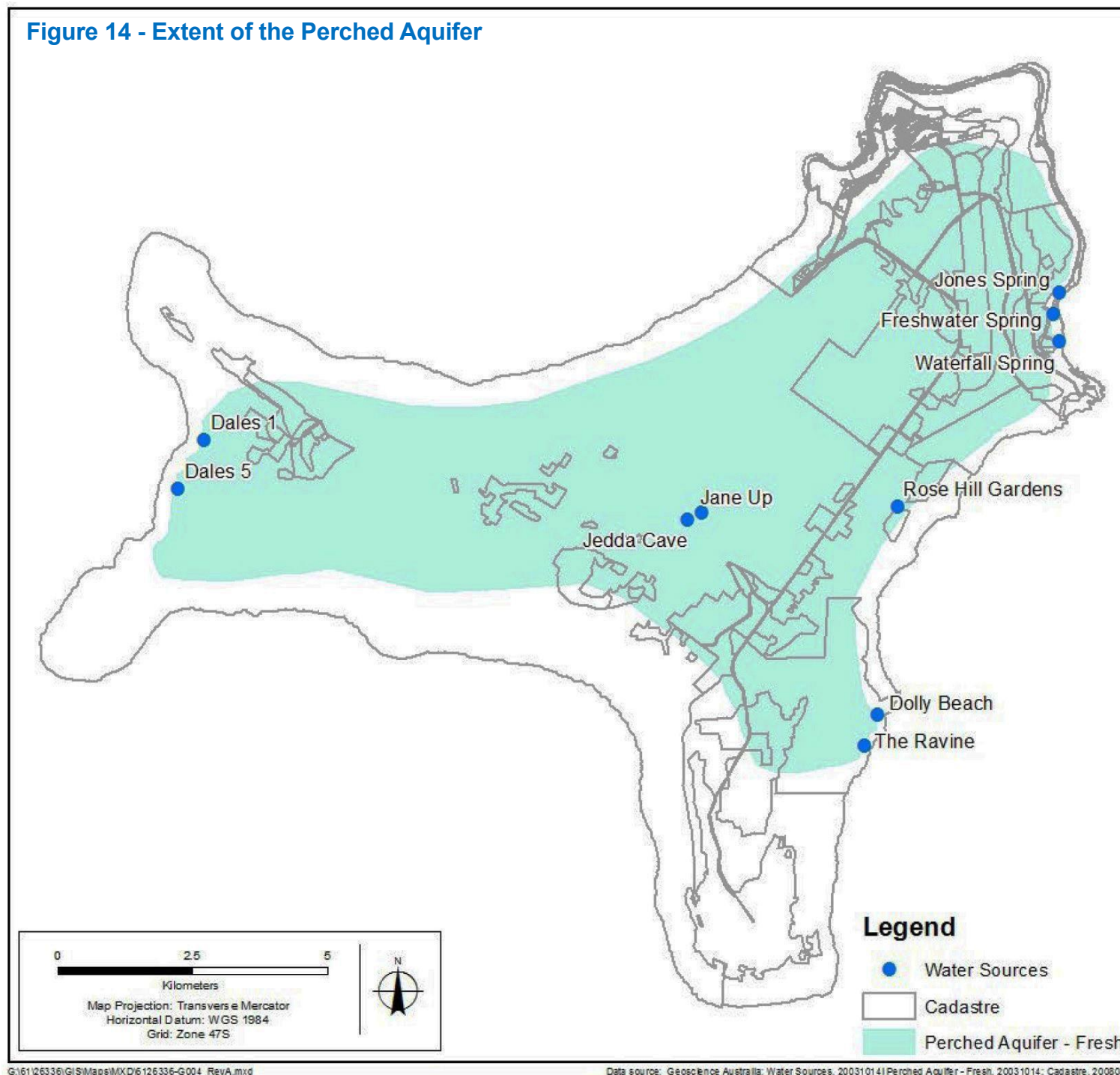
Given the nature of the aquifer recharge and unknown extent, the water source is highly vulnerable to contamination from a variety of land uses, especially waste disposal sites (Falkland 1999). If pollution was detected at a water source (e.g., Jedda, Waterfall), then the source would need to be closed and where pollution continued, the island would have a significant water supply problem (Falkland 1999). This scenario highlights the critical requirement of protecting the water source and preventing any contamination. As Christmas Island is vulnerable to groundwater pollution steps must be taken to ensure underground water sources are protected from possible future contamination. The LPS No2 map displays the extent of the Ground Protection area impacting future developments.

Suitable development and land use controls are required to minimise the risk of contamination to the underground water source. The effectiveness of such controls will be limited however until the exact location and extent of the underground aquifer is determined.

This mapping will also assist in locating new water sources to take pressure of environmentally sensitive areas, such as the Waterfall Spring.

In this context the Local Planning Strategy advocates to maintain the geometry of the LPS No. 2 Groundwater Protection area thus reflecting the island's overall perched aquifer as shown in Figure 14 next page.

Figure 14 - Extent of the Perched Aquifer



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Data source: Geoscience Australia: Water Sources, 20031014; Perched Aquifer - Fresh, 20031014; Cadastre, 20080417

f) Wastewater

The Water Corporation of WA is responsible for the operation of the wastewater system on Christmas Island, under an SDA with the Commonwealth Government. The Waste Water Treatment Plant (WWTP) is located at Smith Point, adjacent to the fuel off-loading and storage facilities. The plant receives wastewater from both the Christmas Island Community and the Immigration Detention centres.

An upgrade of the WWTP was completed in 2012 augmenting the capacity from 1,350m³ per day to 1,750m³ per day. The upgrade had increased the capacity to of the facility to be able to service approximately 6,000 people.

The IDC placed excessive strain on the WWTP and infrastructure as the water usage at the IDC was well above the island's average. Water usage at the IDC was recorded at 360L/person/day, compared to 1,000L/day for a family of four. With around 2,000 people housed at the IDC, this additional water usage transformed into a significant increased inflow to the WWTP.

The Water Corporation advised then that if the IDC was to reduce its consumption of water, then the upgraded WWTP could cater for up to 6,500 people.

The current pipe infrastructure presents the main concern for wastewater infrastructure on the island. In heavy rainfall events, there is significant storm water infiltration into the system. This influx of water is contributing to the flow of wastewater to the WWTP and affecting its capacity.

The system uses intermittent aeration and UV treatment, with the final treated effluent disposed of by ocean outfall. Treated sludge is transported to the rubbish tip on Phosphate Hill. Up to 9 tonnes of sludge a week is currently being dumped at the rubbish tip.

This practice is not preferred; however, the circumstances of the island dictate the limited disposal options at present. Options for the alternative treatment (either incineration or composting) of the sludge at the rubbish tip were investigated by the SOCI as part of a Waste Management Study but abandoned in 2013 for lack of resources.

In such an isolated environment, consideration should also be given to sustainable water management practices, including wastewater re-use options. Sustainable water management practices have the potential to positively impact on the fresh water supply by reducing demand and reducing the pressure on the underground aquifer. Potential wastewater re-use, as an example opportunity, could target horticulture and agriculture activities in close proximity to the residential areas and contribute to the diversification of the island's economic base.

g) Power

Power generation and distribution is the responsibility of the Indian Ocean Territory Power Service (IOTPS).

The power station, located on Murray Road opposite the CIP Dryers at Drumsite, consists of six medium speed diesel generating sets in frontline operation, two 3.4 MW units were installed in the 1990s and four 2.6 Megawatt (MW) units were installed in 2012. A seventh set is currently used for black start operations.

Generation is at 11kV and electricity is distributed at 11kV throughout the island. The typical daytime peak load on the power station is currently in the range 2.5 to 4.5MW however this is strongly influenced by the consumption pattern of commercial and industrial customers, including the phosphate mine. When the detention centre was fully active the peak load could reach 7.5MW.

The distribution network consists of five 11kV feeders, the three feeders supplying the town are in ring configuration for redundancy while the mine feeder and North West Point detention centre feeder are radial. The feeders are predominately underground and the entire LV distribution is underground.

Fuel deliveries to Christmas Island are made via bulk tankship and occur approximately 4-7 times a year depending on weather condition.

The primary diesel storage on Christmas Island is at Smith Point with a capacity of approximately 4.5 ML which is used by the power station, the Australian Defence Force, the Australian Border Force, the community and CIP. Diesel is supplied via pipes from Smith Point up to a significant incline to the power station where a further 1.1ML of diesel can be stored.

It is recognised that the reliance on imported fuel for power on the island is an unsustainable and undesirable outcome in the long term.

At the start of the 2022 COP27 in Sharm El-Sheikh, the UN Secretary General Antonio Guterres has warned: *“the world is on the highway to climate hell with the foot still on the accelerator.../... we are in the fight of our lives – and we are losing”*.

The SOCI has adopted the United Nations' Sustainable Development Goals into its 10 Year Strategic Community Plan which also sets standards for governments to meet in this area.

In June 2022 the Federal Government committed to a 43% reduction of greenhouse gas emissions by 2030 below the 2005 level thus improving its Climate Action Tracker rating from “Highly Insufficient” to “Insufficient”.

Australia's 2025 Net Zero Plan now states that Australia will reduce emissions by 62-70% on 2005 levels by 2035 as the nation's next step on its path to net zero. Renewable power generation across the country is therefore becoming a priority for government, businesses and households.

The implication in town planning is significant as the capture of renewable energy is inevitably becoming a competing land use that requires an orderly integration with other uses. This is particularly relevant on the island where natural environment constraints are high and useable space at a premium.

As part of the Phosphate Hill structure plan, the SOCI invited VAWT-X Energy Australia Pty Ltd to conduct a feasibility study on utilising hybrid energy systems for Stage 1A and demonstrate the technical and economic viability of deploying a hybrid energy system in an urban setting.

The results indicated that, compared to solar-only configurations, the most optimized hybrid systems achieved a reduction in the levelized cost of electricity (LCOE) by 67.6% when vertical axis wind turbine (VAWT) were sited at 20 meters and 70% at 50 meters.

These findings clearly highlighted the economic benefits of diversifying energy sources particularly through strategic wind turbine placement. Furthermore 50% roof utilisation provided an energy-positive outcome that indicated a strong possibility for self-sufficiency and at 100% roof utilisation the surplus of energy produced above the residential demand could be directed to electric vehicle charging stations.

Wind power generation, in the form of VAWTs, are considered essential to assist during the monsoon season. The deployment of a pilot VAWT near the oval as evidence base research to acquire power output data and measure impact on volant fauna should be prioritise in order to inform foreseeable future environmental assessments under the EPBC Act.



In mid-2025 the DITRDCSA initiated the process of undertaking an Energy Transition Feasibility Study (ETFS) aiming at decarbonising the electricity supply across the IOT.

The study requires the following:

- Review the Existing Situation
- Analysis of Renewable Energy Options
- Analysis of Technical and Security considerations
- Implementation Roadmap and Risk Assessment
- On-Island Field Work and consultation
- Identification of Future Educational Programs

The Study will ultimately identify a short list of generation systems suitable for Christmas Island and deliver a techno-economic analysis and detailed scope statements for the identified renewable or hybrid renewable/diesel electricity generation systems.

In this context, the SOCI recognises the opportunity for the ETFS to give consideration to the following Planning Actions:

PA-L Airport and Surrounds Action 13 (refer to map at [p. 83](#))

PA-N South Point Action 6 (refer to map at [p. 90](#))



**Pilot Project funded by DITRDCSA
Telecommunications Disaster Resilience Innovation**

Program:

Design and Modelling at Flinders University
Assembly at the University's Factory of the Future
(former Mitsubishi Plant)
Field Deployment occurred April 2025

Turbine Characteristics:

Total weight 580 Kg
Turbine in Steel Column base
Blades in carbon & glass composites
Installed Power 80 kW

The foreseeable growth in energy and power related pursuits will increase pressure on the IOTPS depot at the LIA currently operating at capacity. The SOCI will also require an extension of its own adjacent depot.

The Strategy, recognising the common need of both operations is proposing the following investigation:

PA-H Light Industrial Area Action 8 (refer to map at [p. 62](#))

The intent of the investigation is to confirm the feasibility and quantum of additional land required in the longer term by the SOCI and the IOTPS immediately north of their respective depot to accommodate foreseeable increasing demand on their respective operation.

The scope of the investigation is to prepare a civil engineering report taking into account the layout shown in PA-H that can confirm;

- a) the technical requirements to access the additional land through a new road segment linked to Quarry Road;
- b) the technical requirements to access the additional land through a new road segment linked to Murray Road and
- c) a magnitude of costs and associated benefits for each option above.

The investigation will also provide implementation recommendations that will clarify and take into account but not be limited to EPBC matters, geotechnical circumstances, land transformation, mining lease relinquishment, land tenure subdivision inclusive of storm water drainage and provision of essential services.

The physical inspection of the Murray Road link will require mining lease access clearance from PRL/CIP.

The parties having direct or indirect interest in the investigation and expected to be consulted are the DITRDCSA, the IOTPS, the SOCI, CIP/PRL and the DMPE.

h) Solid Waste

Waste management provides a significant challenge for the island. Traditional waste landfill methods are not necessarily appropriate in a remote island environment. In addition, leaching effects from the unlined rubbish tip on the groundwater aquifer are unquantified and there is little soil available to cover waste.

SOCI is responsible for the management of waste on the island. All solid waste is currently disposed of at the rubbish tip, which is located at Phosphate Hill, adjacent to the detention centre.

The SOCI is audited by the DWER annually. As part of the audit, water samples around the tip site are collected for analysis to determine potential leaching. To date not leaching has been recorded by DWER.

Talis Consultants prepared for the SOCI a Landfill Environmental Management Plan in 2024. The SOCI is progressively implementing the objectives of the plan.

A suitable alternative long-term location for the rubbish tip outside the perched aquifer is to be investigated as follows:

Planning Area - N South Point Area Action 1 (refer to map at p.76)

The intent of the investigation is to confirm the environmental suitability regulatory requirements and physical capability of the site in order to gauge the merit of protecting it as a future municipal landfill.

The scope of the investigation is to prepare a geotechnical report in order to determine the suitability of the geologic substrate for the purpose of waste disposal and containment in the context of environmental protection.

The parties having direct or indirect interest in the investigation and expected to be consulted are the DWER, PRL/CIP and the SOCI.

i) Construction Materials

Christmas Island has a very limited local source of raw and construction materials. Significant investment in infrastructure projects is placing high demand on construction materials, and the island relies strongly on imported commodities such as gravel, sand and cement from the mainland.

Construction works on Christmas Island would be more sustainable by utilising material available locally rather than relying on large imported quantities with significant carbon emission footprint.

The Strategy identifies the following investigation for the future extraction of chalk.

PA-K Lily Beach Road Action 6 (refer to map at p.77)

The intent of the investigation is to evaluate the feasibility of accessing and extracting chalk in the investigation area that could, as a minimum, meet the SOCI's future municipal chalk requirements in the context of limited chalk resources left at the tip quarry.

A prerequisite dialogue and understanding between the DITRDCA, PRL/CIP and the SOCI must be reached for the investigation to proceed. Should the dialogue be fruitful, the scope of the investigation would include but not be limited to:

- a) confirm site accessibility arrangements during the investigation;
- b) determine the extent of the chalk deposit using ground penetrating radar and or light drilling within the area of the mining lease that will not require land clearing;
- c) a preliminary mining plan that would not preclude future extraction immediately east of the mining lease and
- d) development of a mining agreement between the three parties.

The parties having direct or indirect interest in the investigation and expected to be consulted are, the DITRDCA, CIP/PRL, the SOCI, and the DMPE.

j) Telecommunication

The advancement of information and communication technologies in recent years coupled with the remote location of the island are contributing factors to a growing demand for greater telecommunication services on the island. The island is serviced by conventional landline telecommunications with Telstra operating multiple mobile base stations on the island.

Digital TV was rolled out in 2013 and the NBN's introduction in 2015 improved the level of telecommunications greatly.

VOCUS laid the Australia-Singapore sea cable in 2017, entering full service in September 2018. Local firm Ci-Fi redistributes internet from the ASC Cable..

In 2023 the Starlink system came online for Christmas Island. This is another provider of internet services that Christmas Islanders utilise.

As of January 2025 Telstra launched the 4G mobile services on CI

k) Data Hub

The Christmas Island Data Hub, announced by Google in late 2025, will be connected to:

- the new *Dhivaru* subsea cable reaching Oman via the Maldives;
- the new *Bosun* subsea cable system reaching Darwin and
- the new *Interlink* subsea cable reaching Perth as part of the *Australia Connect* initiative.

This arrangement is designed to further the reach, reliability and resilience of the Google Artificial Intelligence, Cloud, Internet and Search services.

The subsea cables laid along the ocean floor are to land at two beach manholes:

the first is envisaged opposite the dive shop / Bosun tavern, and the second at Flying Fish cove, alongside the jetty.

Two discrete land cable paths are planned to bring the cables from the shore to the Data Hub site at the corner of Irvine Hill Road and Phosphate Hill Road within Planning Area-F Phosphate Hill (refer to map at p.58 - action10).

The Data Hub will function primarily as a cable landing station providing power, and optical network transmission services for the submarine cables together with the storage and processing of data for private and public customers.

The Hub's building, manned by approximately five permanent employees, will have a floor area of some 3,000 square metres and be constructed to a maximum height of 9 metres including a 10-metre setback around its perimeter with security fence.

The interior of the building will consist of rooms for storage and operation of information and communication technology equipment, office workstations, meeting rooms, and amenities such toilets and kitchenette.

External to the building, a hardstand will be provided for access driveway, car parking and external waste and plant areas. This includes three air-cooled chillers for the data centre, an area for three above ground fuel storage tanks (173,340 Litres) which will hold approximately nine days of supply for fuelling three 1.8MW low voltage emergency backup generators in the case of electrical outage to the site.

Google has initiated a Crown Land Enquiry Form procedure with the support of the DITRDCA and the SOCI to secure a Crown Lease for the purpose of developing the Data Hub at that location.

The estimated peak power demand for the facility is approximately 3MW/h, which is not dissimilar to the energy required by the mine or the detention centre at the peak of their respective operation. Google has expressed the intention to provide power to the Hub from renewable sources.

Two discrete land cable paths are planned to bring the cables from the shore to the Data Hub site at the corner of Irvine Hill Road and Phosphate Hill Road within Planning Area-F Phosphate Hill (refer to map at p.58 - action10).

The Data Hub will function primarily as a cable landing station providing power, and optical network transmission services for the submarine cables together with the storage and processing of data for private and public customers.

The Hub's building, manned by approximately five permanent employees, will have a floor area of some 3,000 square metres and be constructed to a maximum height of 9 metres including a 10-metre setback around its perimeter with security fence.

The interior of the building will consist of rooms for storage and operation of information and communication technology equipment, office workstations, meeting rooms, and amenities such toilets and kitchenette.

The Strategy specifies that the permissible potential zone for the Hub is General Industry given the security requirements, the scale of the intended warehouse building planned for the facility, the quantity of water and power required for the operation and the quantity of on-site diesel fuel storage to feed the backup generators with potential noise and fume impacts.

