

# City of Bunbury

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## Local Planning Strategy

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Department of Planning,  
Lands and Heritage



Endorsed by the  
Western Australian Planning Commission

1<sup>st</sup> March 2018

### Disclaimer

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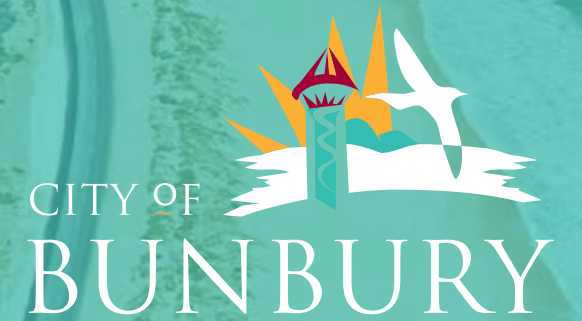
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# *LOCAL PLANNING STRATEGY*

January 2018





# Mayor's Message

## *Welcome to the City of Bunbury Local Planning Strategy 2018*

I am pleased to present the City of Bunbury's inaugural Local Planning Strategy, which will provide the guiding vision for the city's growth and development over the next 20 years.

The Strategy should be read in conjunction with the new Local Planning Scheme No. 8, as together they contribute towards driving the achievement of Council's goal of building on Bunbury's world class quality of life and abundant economic potential.

The Local Planning Strategy is vital in providing a long term strategic planning direction on how Bunbury will continue to be recognised as a complete community providing whole of life choices balancing social, economic and environmental needs. While the new Scheme will provide statutory provisions for promoting and regulating development, the Strategy will deliver the overarching framework for implementing the Scheme over the next five years as well as any future scheme amendments and supporting Local Planning Policies.

Our community is proud to be recognised as Western Australia's second city and that status is importantly linked with further securing Bunbury's economic prosperity, environmental health and social equity. Equally important in measuring our success and competitiveness are the intangible values of city pride, respect, diversity and community wellbeing. The Local Planning Strategy aims to strengthen these elements and see them reflected through the planning and approval of innovative and quality development at all scales. This critical long term vision will ensure Bunbury becoming increasingly recognised as one of Australia's most progressive regional cities.

The Local Planning Strategy has been five years in the making, based on in-depth community and stakeholder consultation, paired with comprehensive research and analysis of current needs and projected future trends. I believe that this document embodies the qualities that already make Bunbury a paradise to its community and will guide the city in becoming an exemplar of a more sustainable, liveable regional capital for the South West and nationally.

*Mayor Gary Brennan*

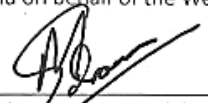




## Advertising

The City of Bunbury Local Planning Strategy certified for advertising on the **31<sup>st</sup>** day of **March** 2015.

Signed for and on behalf of the Western Australian Planning Commission

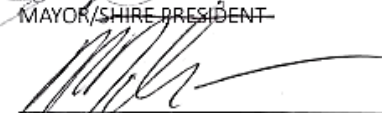
  
an officer of the Commission duly authorised by the Commission  
(pursuant to the Planning and Development Act 2005)

Date 1 March 2018

## Adopted

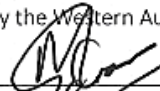
The City of Bunbury hereby adopts the Local Planning Strategy, at the Ordinary meeting of the Council held on the **2<sup>nd</sup>** day of **May** 2017.

  
MAYOR/SHERE PRESIDENT

  
CHIEF EXECUTIVE OFFICER

## Endorsement

Endorsed by the Western Australian Planning Commission on the **1<sup>st</sup>** day of **March** 2018.

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

## Amendments

Amendment No.	Endorsement Date	Date Updated	Details
3	01.04.25	22.04.25	(a) Text: – modifying the text box on page 23 by revising and updating the list of documents appearing under ‘Relevant State strategies, plans or policies’, and by inserting a new entry under ‘Relevant Local strategies, plans or policies’ that acknowledges the ‘City of Bunbury Local Housing Strategy 2021’ – adding and modifying strategy of text boxes appearing on page 24 under ‘Strategies’ – adding to and modifying text on page 24 that provides the detail associated with each numbered strategy (b) Mapping: – adding ‘Housing Focus Areas’ as a graphic insert to the Housing Theme Strategy Map on Page 25
2	28.12.20	18.11.20	a) Modifications to the City-wide Strategy Map by designating the Stables Sub-Precinct as ‘Future Urban Areas’ and extending the ‘Mixed Use Corridor’ on Spencer Street up to the Intersection of Bussell Highway and Brittain Road. b) Modifications to the Housing Strategy Map by designating the Racecourses Precinct as a ‘Structure Plan Area’, and extending the ‘Mixed Use Corridor’ on Spencer Street up to the intersection of Bussell Highway and Brittain Rd. c) Modifications to the Activity Centres and Corridors Strategy Map by extending the ‘Mixed Use Corridor’ and ‘Potential Walkable Catchments’ on Spencer Street up to the intersection of Bussell Highway and Brittain Rd.
1	14.12.20	21.12.20	a) Modifications to the following maps in Part One: Land Use Planning Themes of the Local Planning Strategy to identify a Future Local Centre at the intersection of Albert Road and Mervyn Street: i) City Wide Strategy Map ii) Activity Centre and Corridors Strategy Map iii) Housing Strategy Map iv) Transport Strategy Map b) Modifying Part Two: Explanatory Text under Local Planning Strategy ‘Activity Centres and Corridors’ by: i) Inserting a section on the Future Albert Road Local Centre ii) Modifying text under the section of ‘Suburban Activity Centres’ - Background. c) Inserting as an additional ‘Strategy’ and Action as 9I-4.1 to Part One within the ‘Activity Centres and Corridors’ Theme at the ‘Activity Centre Hierarchy’ Section’.







The City of Bunbury recognises the rich Indigenous heritage of this country

We acknowledge the Noongar people as the traditional custodians of this place and pay respect to elders past and present

We acknowledge the continuing importance of the Noongar people living today



# Contents

## MAYOR'S MESSAGE

## INTRODUCTION

About the Strategy.....	01
Document layout.....	03
How this plan was prepared.....	05
Relationship between the Strategy & Scheme.....	07
Relationship with the State Planning Framework.....	08
Strategic Community Plan & Local Policy Context .....	10
City Profile.....	11

## PART 1 - LAND USE PLANNING THEMES

City-Wide Strategy.....	15
Theme 1. Community.....	18
Theme 2. Housing.....	22
Theme 3. Cultural Heritage.....	25
Theme 4. Transport.....	29
Theme 5. Natural Environment.....	38
Theme 6. Recreation and Open Space.....	44
Theme 7. Business and Commerce.....	48
Theme 8. Tourism.....	53
Theme 9. Activity Centres and Corridors.....	56
Theme 10. Resilience.....	62
Theme 11. Urban Design/ Placemaking.....	70

## PART 2 - EXPLANATORY GUIDE

Community.....	72
Housing.....	78
Cultural Heritage.....	81
Transport.....	91
Natural Environment.....	101
Recreation and Open Space.....	110
Business and Commerce.....	119
Tourism.....	127
Activity Centres and Corridors.....	135
Resilience.....	147
Urban Design/Placemaking.....	157

## PART 3 - LOCAL AREA PLANNING

### DIRECTIONS

Introduction.....	160
Local Areas.....	163

### APPENDICES

Glossary.....	163
Design Provisions Rationale .....	169
Background for LBCPF.....	189
Mixed Use Case Studies.....	209
Community Facilities Audit .....	215
References .....	218







# Figures and Tables

## FIGURES

Figure 1: Preliminary Stakeholder Forums	5
Figure 2: Proposed LPS8	7
Figure 3: Relationship between the State Planning Framework and the Local Planning Policy Framework	8
Figure 4: Greater Bunbury Sub-Regional Structure Plan 2013	9
Figure 5: Extract from Greater Bunbury Region Scheme Map	9
Figure 6: The Strategic Community Plan based on five Key Priority Areas	10
Figure 7: Regional Context	11
Figure 8: Bunbury's Historical Sequence of Subdivision for Urban Growth	11
Figure 9: Bunbury Percentage Compared to WA	13
Figure 10: Population Projections - Greater Bunbury	13
Figure 11: Relationship Between Medium and High Density Housing Areas and Activity Centres	80
Figure 12: GBR Freight Transport Considerations	18
Figure 13: Sub-Regional Economic Drivers	18
Figure 14: Inner Harbour Structure Plan 2009	121
Figure 15: Proposed Preston River Diversion	121
Figure 16: Employment by Sector 1997-2005	122
Figure 17: Required Buffer Distances under TP7 and LPS8	123
Figure 18: Existing Mixed Business Zone TPS7	126
Figure 19: Proposed Service Commercial Zone LPS8	126
Figure 20: Victoria St Bunbury 1880s	142
Figure 21: Victoria St Bunbury 1980s	142
Figure 22: Mixed Use Development Explained	143
Figure 23: Successful Mixed Use in Bunbury	144
Figure 24: Horizontal vs Vertical Mixed Use	145
Figure 25: Leschenault Catchment	153
Figure 26: Back Beach Coastal Erosion	154
Figure 27: Managing Natural Disasters	155
Figure 28: Urban Design Protocol	159
Figure 29: Scope of Integrated Local Area Planning	160
Figure 30: Conservation Reservation Sites	197
Figure 31: Bushland Areas Special Control Area Sites	199

## TABLES

Table 1: Population growth Key Indicators	12
Table 2: City of Bunbury Population and Age Profile 2011	13
Table 3: Population Drivers and Trends	13
Table 4: Top 5 Pollutants by Weight Released into the Bunbury Regional Airshed 2012/2013	104
Table 5: The Importance of Public Open Space	112
Table 6: Estimated Number of Overnight Visitors to Bunbury	132
Table 7: Activity Centre Retail Floorspace Maximums	136
Table 8: Bunbury Demographic Trends and Housing Data	143
Table 9: Example of Policy/Science Differences which must be Rationalised	149
Table 10: Disasters that are Most Likely to Impact Bunbury	156
Table 11: Guildford and Vasse Vegetation Complexes in the "Regional Open Space" Reservation	192
Table 12: Vegetation Complexes	194
Table 13: Vegetation Complex Targets	194
Table 14: Bushland Feature Targets	195
Table 15: LBCPF's Likely Outcomes per Vegetation Complex	200
Table 16: Conservation Reservation Sites	205
Table 17: Bushland Areas Special Control Area Sites	207



# Introduction

This document establishes the City of Bunbury's long term strategic planning directions and presents a guiding rationale for the Local Planning Scheme

## About the Strategy

### Rationale

The purposes of the *Planning and Development Act 2005* (the Act) include:

- providing for an efficient and effective state land use planning system; and
- promoting the sustainable use and development of land in the State.

To help realise these purposes, the Act enables a local government to prepare a Local Planning Scheme (Scheme) in order to administer the suitable improvement, development and use of the land in its municipality. It is with reference to a Scheme that applications for planning approval to develop land are assessed and determined. Schemes that envisage the zoning of land must be accompanied by a Local Planning Strategy (Strategy or LPS) which:

- sets out the local government's long-term planning directions
- applies state and regional planning policies
- provides the rationale for the zones and other Scheme provisions.

The City of Bunbury Town Planning Scheme No. 7 (TPS7) has been in operation since 2002 and has now been amended more than 70 times. Although it is generally comparable in

many respects to other contemporary Schemes, and has largely fulfilled its stated objectives, a recent review of TPS7 concluded that it was inadequate for the challenges facing the City of Bunbury into the future. Significantly, TPS7 does not benefit from the support of a dedicated Local Planning Strategy.

The Scheme review was undertaken as part of a comprehensive reform of the City's entire Local Planning Framework – which also includes the ongoing Local Planning Policy review program, structure planning and review of the standard conditions for planning approval.

The new Scheme, which will completely replace TPS7, is therefore envisaged as the main statutory planning instrument in a larger integrated Local Planning Policy Framework, playing a key role in ensuring that the City of Bunbury retains the character, lifestyle, competitiveness and natural values that are important to its community now, and which will be even more important to future generations.

The Strategy is a particularly important instrument because it comprises the underlying rationale for the Scheme. The LPS and Scheme should also complement a local government's Strategic Community Plan.







## Scope

The inaugural LPS has been prepared to inform and operate in conjunction with the implementation of Local Planning Scheme No.8 (LPS8).

The LPS:

- presents strategic land use planning concepts within a number of theme areas across the whole city
- provides a bridge between the high level goals and vision found within Council's Strategic Community Plan, the zoning found within the Scheme and directions for individual areas of the city
- communicates the purpose, function and principles of land use planning and design
- presents a guiding rationale for LPS8
- provides a context and framework for Council actions and prioritisation.

Whilst it is important to recognise the logical primacy of the LPS over LPS8 resulting from this dual role, the LPS is not intended to encompass all essential or worthwhile state and local government intentions, strategies and actions, as these go well beyond the bounds of land use planning. The scope of LPS8 and this operational LPS is necessarily focussed upon those matters which may reasonably be dealt with in the Bunbury context through a local planning scheme prepared in accordance with Schedule 7 of the Act (matters which may be dealt with by a planning scheme).

Even though there is no prescribed format for a local planning strategy, this document has been prepared having regard to the Local Planning Manual, and as such it is noted that a strategy should:

- be consistent with state and regional planning policy, including current strategies, structure plans and strategic development initiatives (or provide the rationale for why it is not)
- provide strategic direction for land use planning and development over the ensuing 10 years or longer as the basis for the Local Planning Scheme
- set out the strategic direction for sustainable resource management and development in the context of state and regional planning
- provide the rationale for the zoning and reservation of land and for the provisions of the scheme relating to development and development control
- provide a strategic framework for assessment and decision-making in relation to proposed scheme amendments, subdivision, and development
- provide the context for coordinated planning and programming of physical and social infrastructure at the local level
- identify the need for further studies or investigation within a local government area to address longer-term strategic planning and development issues.

<sup>1</sup> WAPC (2010), Local Planning Manual – A guide to the preparation of local planning strategies and schemes in Western Australia.





## Document layout

Divided into a number of interrelated parts, the LPS is intended to be monitored regularly and supplemented over time with additional elements and sections as information becomes available through further research and studies undertaken by the City.

### PART 1: Land Use Planning Themes

Part 1 introduces city-wide strategic land use planning concepts and directions by theme.

The state and local planning policy framework documents that substantially inform each theme are identified, and

these underlie the theme based strategy maps, strategic intentions and strategy response(s) that are presented . The maps associated with each theme are condensed and consolidated to form an overall city-wide strategy map which is presented at the beginning of Part 1.

### PART 2: Explanatory Text

Complementing the themes found within Part 1, this section describes the context and rationale underpinning the preferred approach. Much of the information is drawn from the sector-based planning studies and local planning strategies that have been prepared by the City over preceding years, the content of which continues to remain relevant in a supporting capacity and provides a solid foundation upon which to base the Local Planning Strategy.

The documents comprise:

- Local Planning Strategy for Environment Assets and Natural Resources
- Local Planning Strategy for Heritage and Character
- Landscape Character Study
- Local Planning Strategy for Activity Centres and Neighbourhoods (LPS-ACN)
- Local Planning Strategy for Tourism
- Local Planning Strategy- Integrated Transport Study







## PART 3: Local Area Planning Directions

Part 3 introduces a template for the further investigation and analysis of themes - expressed at the neighbourhood level. Forming part of a Local Area Plan (LAP) program to be rolled-out over a number of years, each neighbourhood will become the recipient of an individually tailored LAP, the key outcomes from which, once adopted by local government, are intended to be ultimately captured within this section of the Local Planning Strategy to guide structure planning, subdivision and development at the local level.

## Technical Appendices

Matters of a non-strategic technical nature are captured within the technical appendices that accompany the LPS. These include:

- a glossary of terms used
- the rationale to the setting of particular design standards and scheme approval procedures
- the background to the preparation of a Local Bushland Conservation Planning Framework (LBCPF)
- mixed use case studies
- community facilities audit
- references
- process for preparation of a new Local Planning Scheme flowchart





# How this Plan was Prepared

Development of the Local Planning Strategy since the planning scheme review was initiated, has involved extensive research on the city's profile and trends, alignment to federal, state and local policy, and importantly, input from the community of Bunbury.

## Scheme Review Discussion Paper

During 2012 a Discussion Paper was released to provide an opportunity for the community to meaningfully input into the formulation of the Local Planning Strategy from the outset, with the intention that the new planning scheme was able to then respond to issues and aspirations expressed by the community through feedback on the key issues and directions outlined in the document.

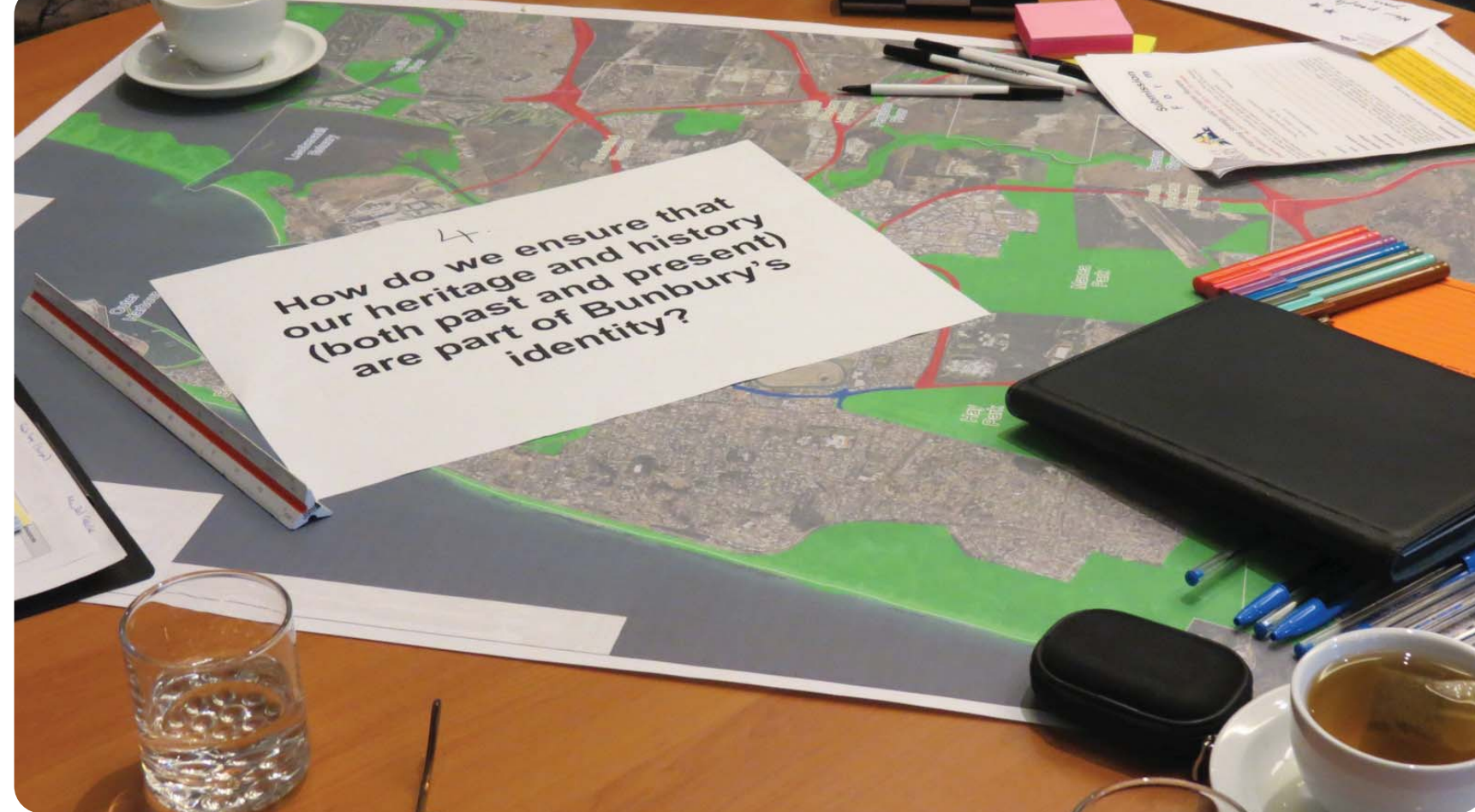


Figure 1: Preliminary Stakeholder Forums

## Preliminary Stakeholder Forums

Supporting the proactive approach adopted during formative stages of the Scheme Review process, the Discussion Paper was followed up with a series of stakeholder forums held over three consecutive days in November 2012.

The workshops were held to engage key stakeholder groups resulting in a good representation across sectors, with 46 people attending day one and 39 on day two. Day three allowed for one-to-one conversations about specific 'hot topic' issues and concerns raised during the workshops to take place.

Key participant groups over the three days included:

- Educational institutions (Edith Cowan University and South West Institute of Technology).
- Planning and Development (architects, builders and real estate representatives).
- State Government (Department of Planning, Department of Transport, LandCorp, Department of State Development, Landgate, Main Roads Western Australia, Department of Environment and Bunbury Regional Prison).
- Health Sector (WA Country Health, SW Aboriginal Medical Service).
- Special demographics (Indigenous and youth).
- City staff (Planning, Community Development, Tourism, Communications, Culture and Arts).
- Business (through the Bunbury Chamber of Commerce and Industry, Aqwest, Bunbury Wellington Economic Alliance).





## Bunbury 2030 – 'your city, your say'

A consultation exercise to aid in the preparation of the Strategic Community Plan, referred to as 'Bunbury 2030- your city, your say', was undertaken during February to May 2012.

A website was established by the City of Bunbury as an online community engagement portal to make it easier for the community to be involved in shaping how its local government delivers services to the community across the 'triple bottom-line' approach in terms of managing environmental, social and economic development issues. Whilst findings were primarily used to inform the preparation of the Strategic Community Plan, they also provided an information source that has fed into the preparation of the LPS.

## Central Business District Surveys

As part of the local area planning program, a series of targeted surveys were undertaken in 2011/12 focussed upon the Central Business District (CBD) that sought to measure the values, attitudes and priorities of residents, landowners, employees, visitors and business owners.

Survey findings suggested that whilst respondents were generally satisfied with the CBD as a place to live, work, visit and operate a business there were issues that required further investigation, and aspects have been addressed or explored over the period of LPS formulation.

## Pre-Finalisation Stakeholder Information Sessions

Running over five weeks during November 2014 and January 2015, key stakeholders (comprising representatives largely from business, industry and not-for-profit organisations) were given the opportunity to attend one or more topic-based presentations held at the Council Offices prior to the finalisation of the draft LPS and draft Scheme.

As well as providing attendees with a general program up-date in the lead up to the presentation of draft documents to Council, these information sessions allowed the chance to re-engage with stakeholders and re-visit underlying principles ahead of the formal consultation process.

## Formal Consultation

Council initiated drafts were put on public display for formal comment during a 90 day public advertising period which ran from 7 August to 16 December 2016.

Council took into account all submissions received during the formal public advertising period prior to final adoption of the Local Planning Strategy and revised Scheme in May 2017. The final drafts of the documents together with Council's resolution and the submissions were subsequently forwarded on to the Western Australian Planning Commission (WAPC) for its endorsement and final approval by the Minister for Planning.





# Relationship between the Strategy and Scheme

The City of Bunbury's statutory planning scheme is the main means of controlling land use and development activity within the City. Most of this activity is generated by the many developers – both organisations and individuals – seeking to establish or change land uses.

The scheme however, with a review timeframe of 5 years is not strategic in nature, rather, it is a development control and management 'toolbox' the nature and focus of which is quite detailed. Consequently, a statutory scheme must be subservient to and guided by a well-conceived strategic plan which is set against a horizon of 15-20 years. It is the strategic plan that

integrates all relevant planning factors into a consistent 'big picture', whilst it is the role of the statutory plan, and the administration thereof, to influence the numerous individual decisions that collectively, over time, will realise the intentions of the strategic plan.

Accordingly, the City's fundamental overall strategic planning principle is to carry out or support only those actions or proposals that are either consistent with, or (at least) non-prejudicial to, one or more of the stated intentions of this LPS.

## Amending the Strategy

This LPS proposes an active and flexible approach to strategic urban planning throughout the life of LPS8 so that the Scheme does not come adrift from the rationale that guided its preparation in the first place. It is anticipated therefore that the the stated intentions relating to each LPS theme, will remain largely unchanged during the currency of the LPS.

In appropriate circumstances as determined by the Commission the Strategy may, however, be amended in accordance with Part 3 of the Planning and Development (Local Planning Schemes) Regulations 2015.'

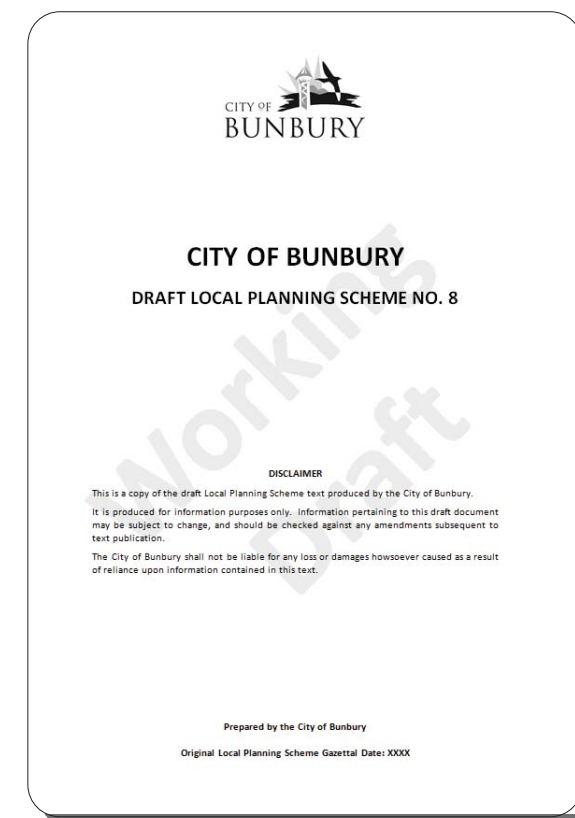


Figure 2: Proposed LPS8





# Relationship with the State Planning Framework

This Local Planning Strategy complies with the Greater Bunbury Strategy (GBS) and Greater Bunbury Region Scheme (GBRS), which were prepared within the context of all relevant higher-level plans including the State Planning Strategy and South-West Planning Framework.

## Greater Bunbury Strategy

Superseding the Bunbury Wellington Region Plan, the GBS was introduced by the Western Australian Planning Commission in 2013 to:

*“...guide urban, industrial and regional land use planning; and associated infrastructure delivery in the Greater Bunbury sub-region in the short, medium and long terms.”*

The Greater Bunbury Sub-Regional Structure Plan map is shown at Figure 4.

As part of its intended implementation, the GBS highlights a number of key outcomes, policies, tasks and actions. Notable key outcomes in respect of the City include the following:

- the Bunbury CBD will be protected and recognised as the regional centre for the South West Region and the revitalisation of the Bunbury CBD will be facilitated
- activity centres will provide a mix of land uses, with a significant increase in the number of dwellings provided within the activity centres.

Future tasks and actions incorporated within the GBS are grouped into sixteen project areas, with their prioritisation to be guided by the South West Planning and Infrastructure Framework and determined by the State Treasury. The City will lend support to the roll-out of these projects and programmes as appropriate, elements of which have been captured, directly or indirectly, within the strategies and actions forming part of this LPS.

## Greater Bunbury Region Scheme

The main strategic land use plan guiding the more detailed planning of Bunbury is the GBRS. The GBRS was gazetted on 25 January 2008, as the statutory Region Planning Scheme with the aim of promoting the sustainable environmental, social and economic development of the Region’s natural and physical resources.

Part 9 of the Act establishes the relationship between Region Planning Schemes, Local Planning Schemes, planning control provisions and written laws, and under the Act a Local Planning Scheme is subordinate to and must be consistent with a Region Planning Scheme. Significantly, areas of land that are reserved under the Regional Planning Scheme (e.g. as Regional Open Space) are automatically reserved for that purpose under the Scheme.

An extract from the GBRS Map showing the City of Bunbury (black dashed line) within the context of the Greater Bunbury Urban Area is presented in Figure 5.

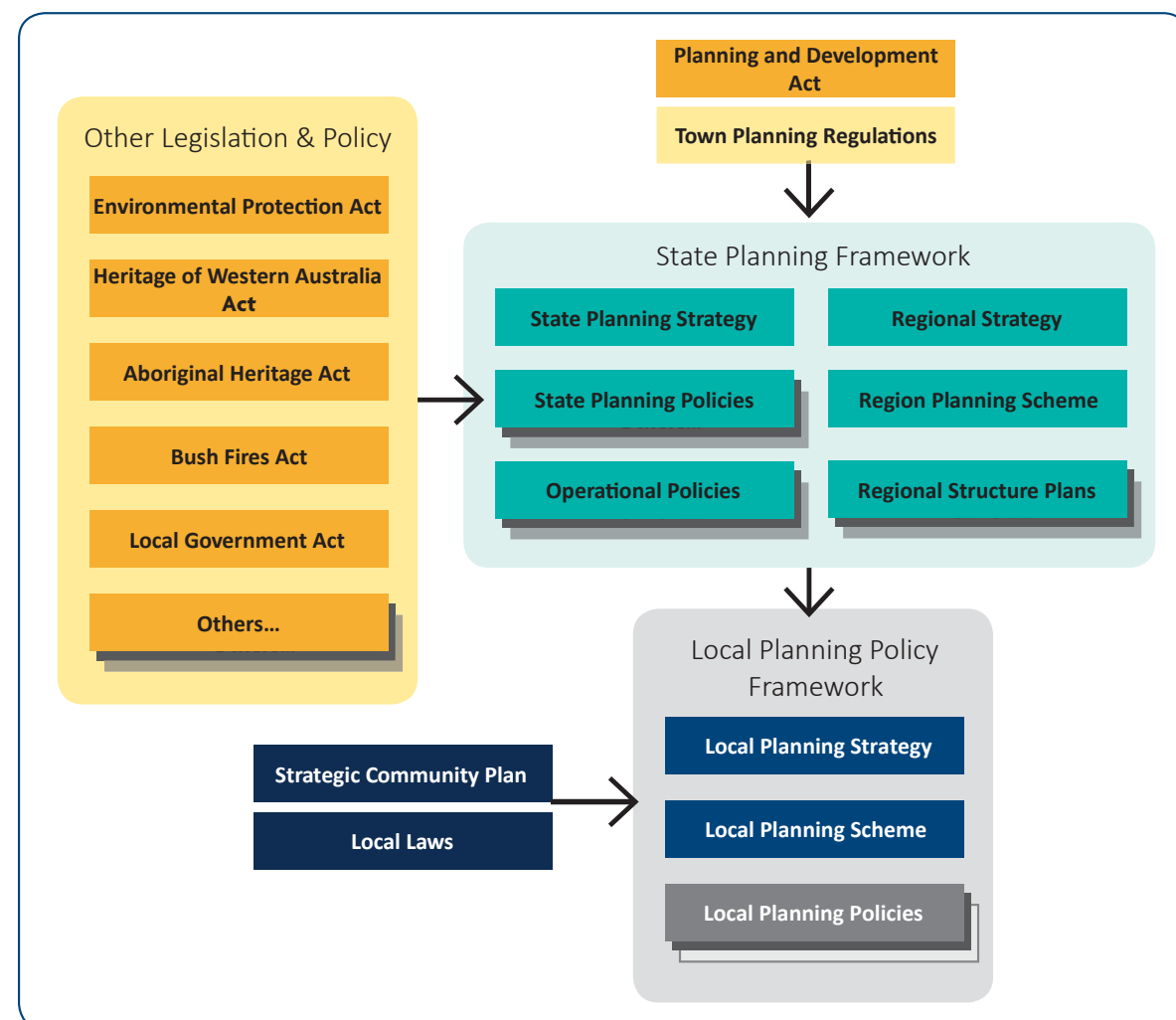


Figure 3: Relationship between the State Planning Framework and the Local Planning Policy Framework



Figure 4: Greater Bunbury Sub-Regional Structure Plan 2013

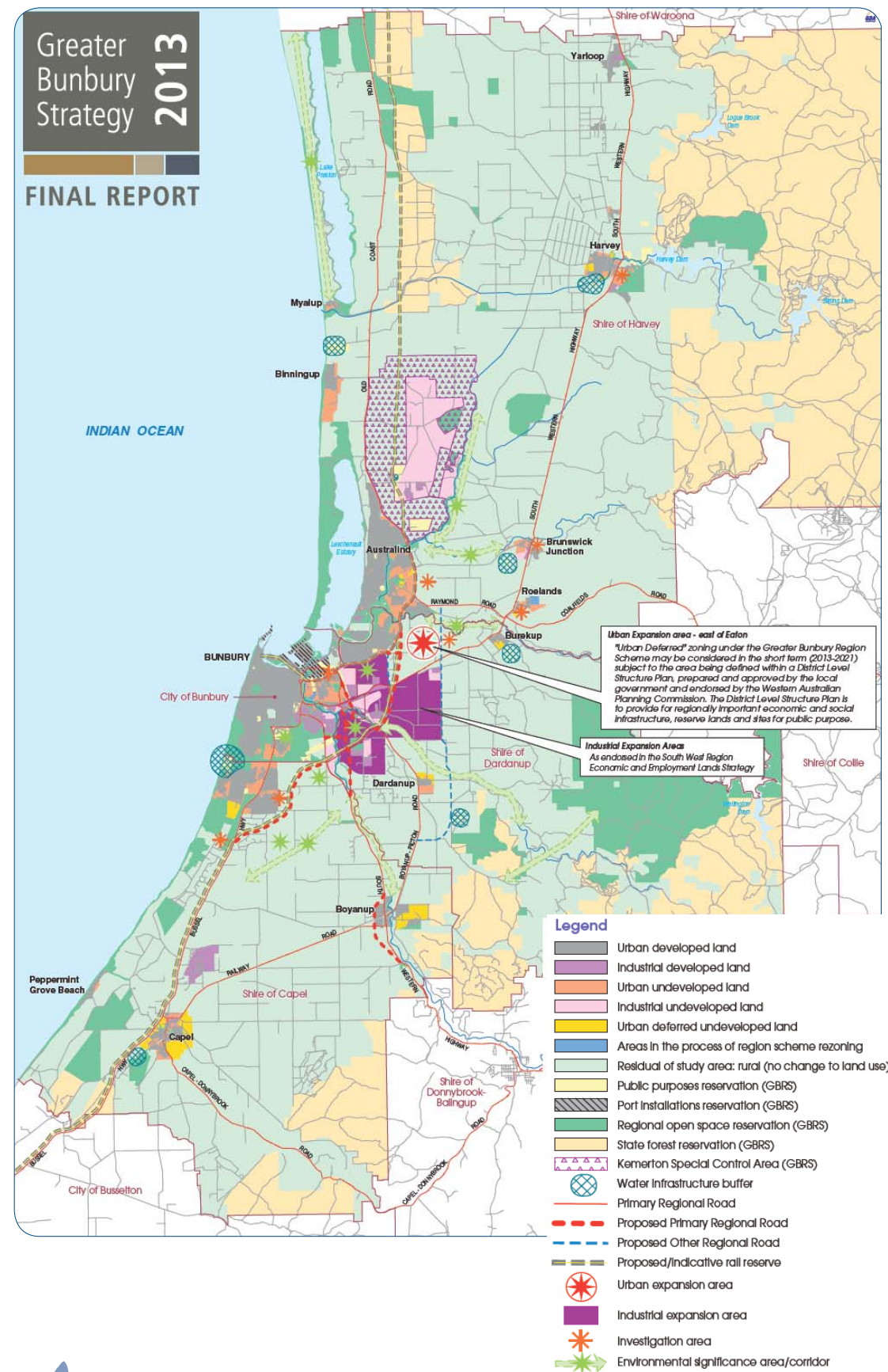
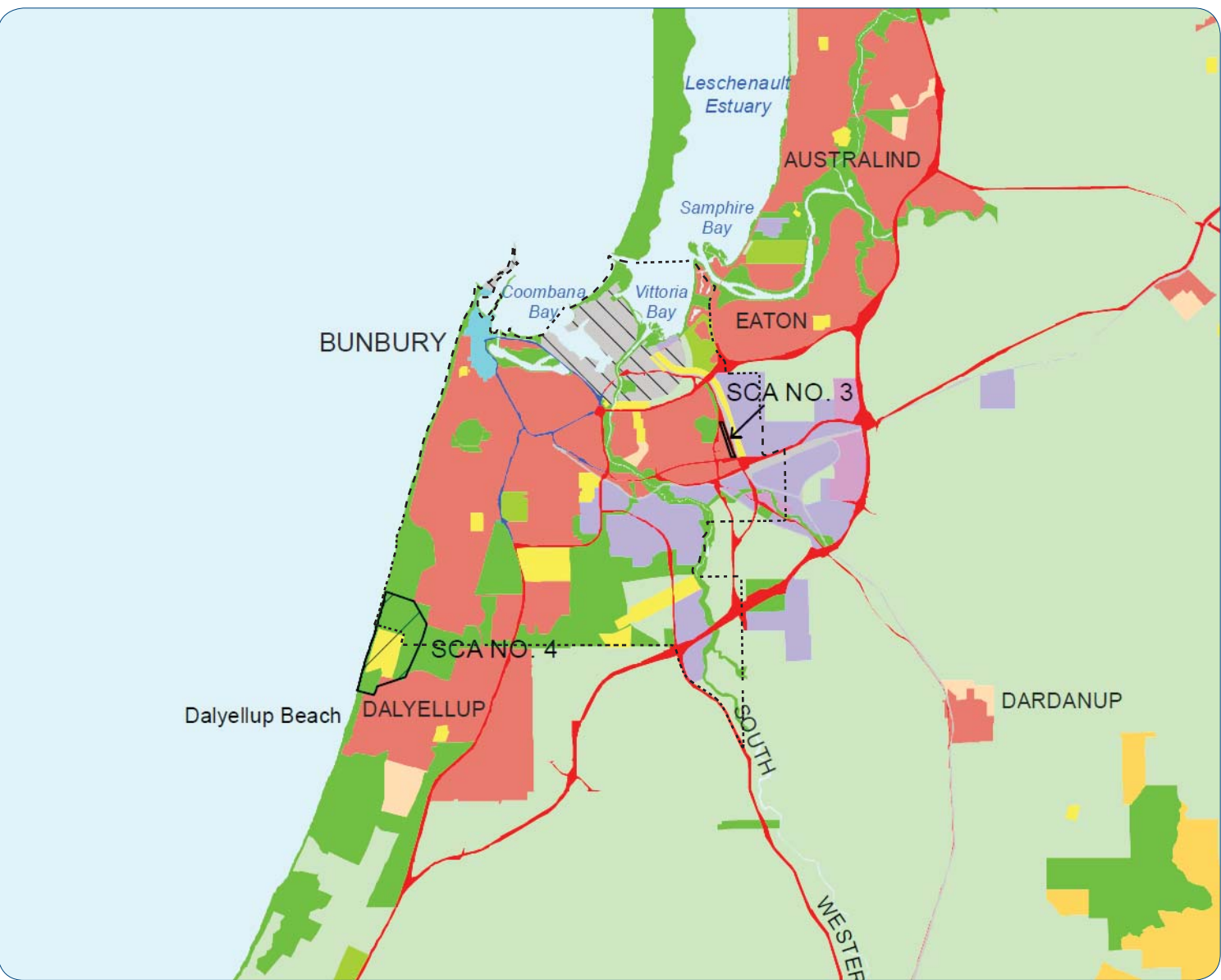


Figure 5: Extract from Greater Bunbury Region Scheme Map





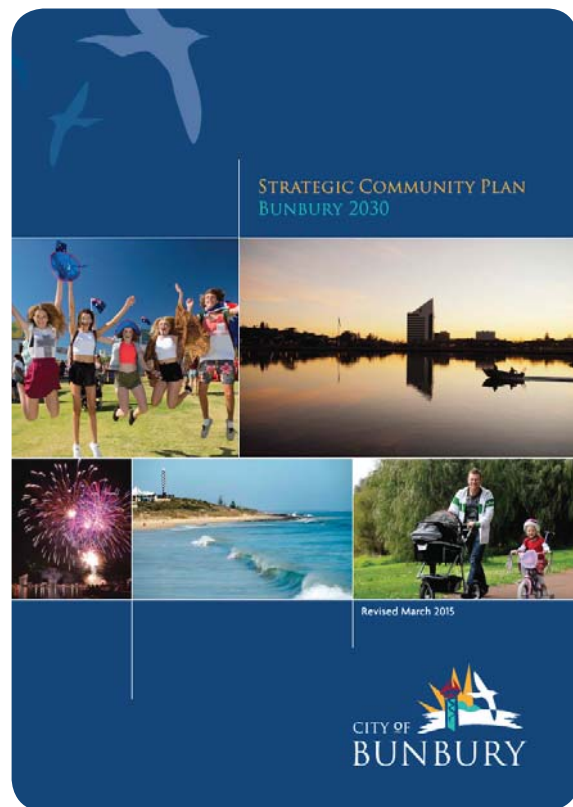


Figure 6: The Strategic Community Plan based on five Key Priority Areas



## Strategic Community Plan and Local Policy Context

“Bunbury will continue to be recognised as the capital City of the South West region, with a strong and diverse economy offering a safe, friendly and vibrant lifestyle within an attractive natural and built environment.”

City of Bunbury (2013), Strategic Community Plan 2030 Vision Statement.

The City Vision project was initiated in 2004 under the stewardship of the City Vision Taskforce, which was commissioned with the terms of reference to develop a strategy for the sustainable development of Bunbury, inclusive of the Greater Bunbury Region, over a 25 year timeframe. Council adopted the draft City Vision in principle in December 2006 and finally adopted the award winning City Vision Strategy and accompanying City Vision Action Plan on 18 September 2007.

Since then the City of Bunbury, in partnership with other stakeholders and the community, has been undertaking the challenging task of delivering on the City Vision Strategy. This implementation process has, however, now been undertaken through the new Strategic Community Planning Framework. The new LPS and Scheme are also part of this framework (see later section).

Good strategic land use planning does not occur outside the context of strategic community planning considerations - as orderly and proper planning contributes to the City's capacity to generate development that meets the requirements for greater environmental, social and economic sustainability.

The City Vision Strategy and associated Action Plan have been transformed into a 'Strategic Community Plan' and associated 'Corporate Business Plan', in accordance with the Integrated Planning and Reporting Framework introduced through the state government's Local Government Reform Programme, and was adopted by Council in July 2013.

Although it has a strong relationship to land use planning and infrastructure provision, the Strategic Community Plan is not a component of the Local Planning Framework and is prepared in accordance with supporting regulations to the Act.

The Strategic Community Plan was reviewed in March 2015 and is now based on five key priority focus areas, listed in Figure 4, which are relevant to this LPS and the Scheme as they depend (for their implementation to a greater or lesser extent) on the local planning framework.

The LPS gives effect to the community's vision through a spatial strategic planning process. In this regard, the Strategy provides detail both at a city-wide scale and focuses on individual suburbs and neighbourhoods.





# City Profile

## History of settlement

The coastal port city of Bunbury is located 175km south of Perth, Western Australia. The Noongar Aborigines have lived continuously in this area for at least 35,000 years. In 1838, Governor Stirling brought John and Helen Scott and their family to Bunbury as the district's first settlers and town lots were surveyed and released in 1841.

In 1871 the Municipality of Bunbury was gazetted, followed by the Bunbury Suburban Road District in 1899, which subsequently became the Bunbury Road District in 1908. The two entities were later merged in 1950 to become the Shire of Bunbury. On 1 July 1961, the Municipality of Bunbury became a Town following the enactment of the *Local Government Act 1960*, and in 1979 it finally attained 'City' status.

The City of Bunbury occupies a land area of 65.7 square kilometres, which is 47% of the 138.7 square kilometres that currently comprises the total Bunbury Urban Area. This includes the City of Bunbury and adjoining suburban areas in the shires of Harvey (Australind and Leschenault), Dardanup (Eaton) and Capel (Dalyellup).

Approximately 50% of all people living in the South West, the State's most populous region outside metropolitan Perth, reside in the Greater Bunbury sub-region. The total population of the Bunbury Urban Area is around 66,000 people, 49% of whom

reside in the City of Bunbury itself, which has now reached a population of just over 31,000. Between 2005 and 2010 the population of the Bunbury Urban Area grew at an average annual rate of 4.2%, making it one of the nation's fastest growing regional areas along with Mandurah (WA), Hervey Bay and Mackay (Qld).

In addition to its established neighbourhoods, the City of Bunbury encompasses significant employment areas located in the Central Business District (CBD), port and industrial precincts. Adjacent areas in the broader Bunbury Urban Area are mainly dormitory suburbs with a smaller proportion of commercial and industrial activities.

Bunbury experienced significant population growth after the Second World War, with the expansion of primary industries such as dairying, grazing, cropping, timber and coal mining in the region. In more recent decades the mining boom, supplemented by tourism and lifestyle or retirement migration, has provided an additional catalyst for population and local economic growth (see Figure 10).

By the early 1990's the city's population growth rate had slowed due to falling average household size and a larger share of residential development spilling into adjoining Shires - with substantial population growth in the suburbs of Australind, Leschenault, Eaton and Dalyellup having occurred since 2000.

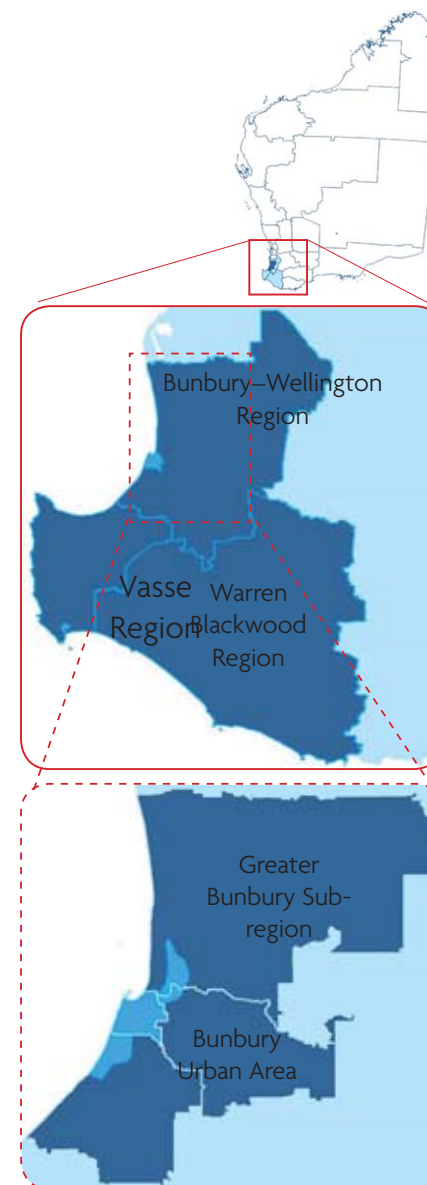


Figure 7: Regional Context

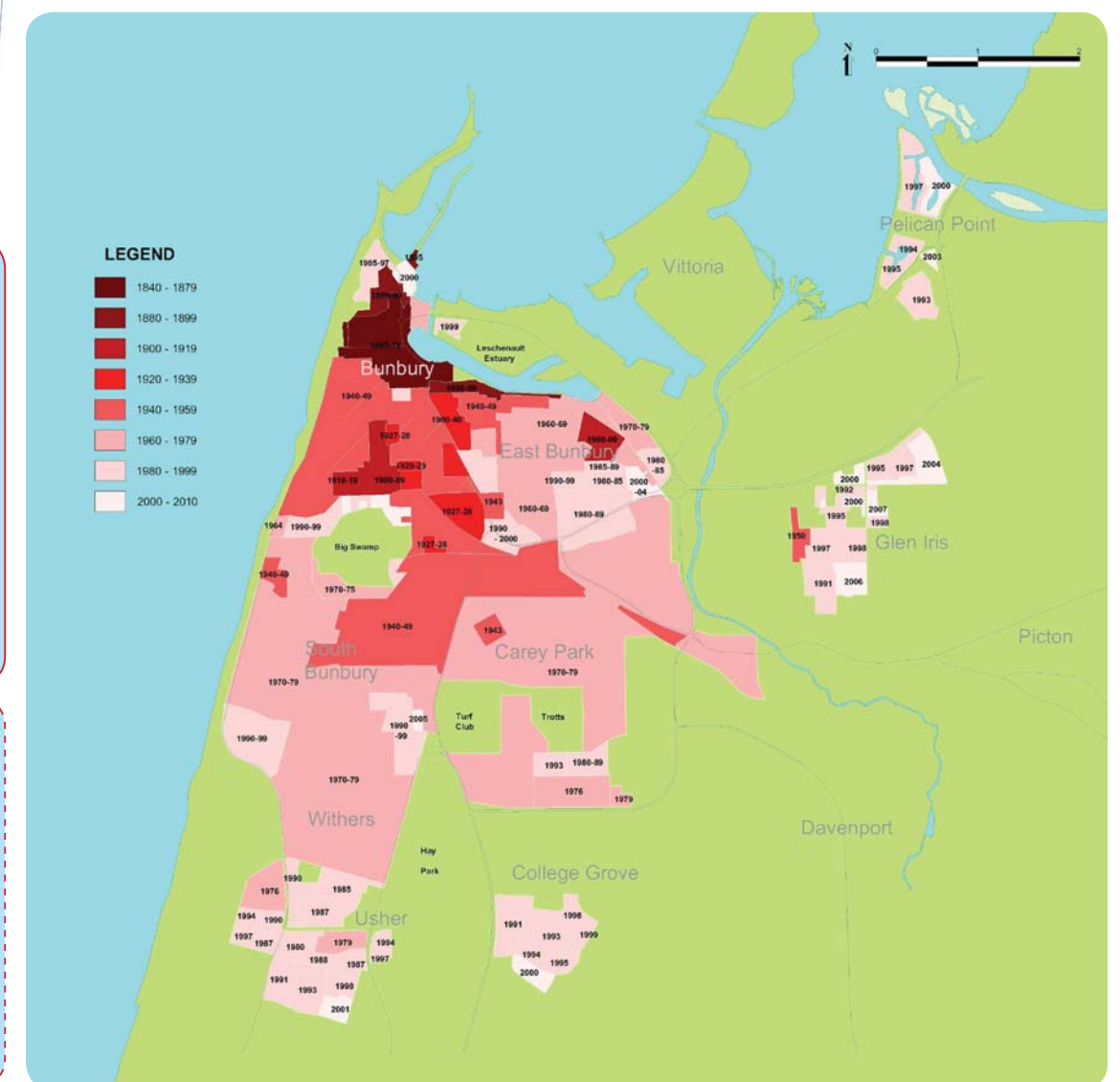


Figure 8: Bunbury's historical sequence of subdivision for urban growth





# Population Growth and Trends

A snapshot of key demographic indicators is provided within Table 1.

Overall, employment opportunities are expected to have the strongest bearing on population growth for the City of Bunbury and its surrounds over the next fifteen to twenty years. Global demand for resources over recent years has encouraged significant growth in primary industries, and resulted in relatively strong expenditure patterns and employment growth.

How far this continues into the future (noting the longer term effect of the Global Financial Crisis) has yet to be fully recognised. Notwithstanding, the City is expected to benefit from further growth and enhancement of its service functions, most notably as a result of the Bunbury Urban Area possibly reaching a critical mass in population of just over 100,000 by the year 2031.

With rapid growth the city has become increasingly challenged by a range of development pressures, opportunities and expectations that require robust, innovative and progressive approaches to managing change at both local and regional levels.

It can be seen from this chart that, compared to WA as a whole, the City of Bunbury has a smaller overall proportion of its population in the younger age groups, and a larger proportion in the older age groups.

The need for effective urban planning is driven by population growth. When population is in decline there is little or no development and the economy is weak as a result. When it is growing, its growth must be appropriately catered for, which is often difficult and costly. The majority of people need to live where they can get a job, so the most acute population growth pressures are frequently associated with a strong economy.

The main strategic planning intention for managing population growth, therefore, is to accommodate it in the most sustainable and practicable manner. All of the LPS’s more specific intentions and strategies are concentrated on this primary task. Population projections for the Greater Bunbury Urban Area (ecompassing Bunbury LGA and the shires of Dardanup, Capel and Harvey) are presented in Figure 10.

TABLE 1 Key Indicators (Source: Australian Bureau of Statistics)

		2001	2006	2011	% change 01-11	2016	% change 06-16
Basic profile	Population	28,682	29,434	31,277	+8%	31,919	+8%
	Dwellings*	10,890	11,367	12,328	+12%	15,406	+26%
	Average household size (persons)	2.5	2.4	2.3	-9%	2.3	-9%
Travel to work	Walking only	346	433	466	+26%		
	Bicycle	204	155	180	-13%		
	Bus	90.0	155.0	381.0	+76%		
	Car, as driver	8,348	9,328	9,753	+14%		
	Car, as passenger	1,148	1,301	1,188	+3%		
Dwelling structure	Flat, unit or apartment	683	811	821	+17%	710	-12%
	Semi-detached, row/terrace house, townhouse	1,339	1,735	1,815	+26%	2,177	+20%
	House or flat attached to a shop, office etc.	6	3	9	+33%	9	+33%
	Separate house	8,740	8,664	9,543	+8%	9,324	+7%
	Other / not stated	122	154	140	+13%	173	+11%

\* Excludes 'Visitors only' and 'Other non-classifiable' households



It should be noted that the population projections illustrated in Figure 10 were prepared by the WAPC before the results of the 2011 Census were known. The Census results indicated that the WAPC's projections for 2011 were slightly higher than actual in the Harvey, Dardanup and Bunbury LGAs, and lower than actual in the Capel LGA. Clearly, however, the prospects for future population growth in Greater Bunbury remain very strong.

Detailed analysis shows the following population trends to be evident in Greater Bunbury:

It can be appreciated from Figure 10 that almost all of Greater Bunbury's population growth is projected to occur outside the City of Bunbury itself. This nevertheless imposes major challenges for planning in Bunbury because of its 'capital city' role and the need for it to accommodate services and infrastructure for the benefit of the burgeoning hinterland population, as well as its own.

TABLE 2 City of Bunbury Population and Age Profile 2011 (Source: Australian Bureau of Statistics)

Age (years)	Male	Female	Persons	Proportion
85+	238	439	677	2.2%
80-84	319	462	781	2.5%
75-79	375	505	880	2.8%
70-74	511	566	1077	3.4%
65-69	681	701	1382	4.4%
60-64	926	969	1895	6.0%
55-59	980	1044	2024	6.5%
50-54	1103	1173	2276	7.3%
45-49	1093	1055	2148	6.9%
40-44	1058	1102	2160	6.9%
35-39	1026	954	1980	6.3%
30-34	1088	1022	2110	6.7%
25-29	1160	1050	2210	7.0%
20-24	1150	1029	2179	7.0%
15-19	1047	1017	2064	6.6%
10-14	948	845	1793	5.7%

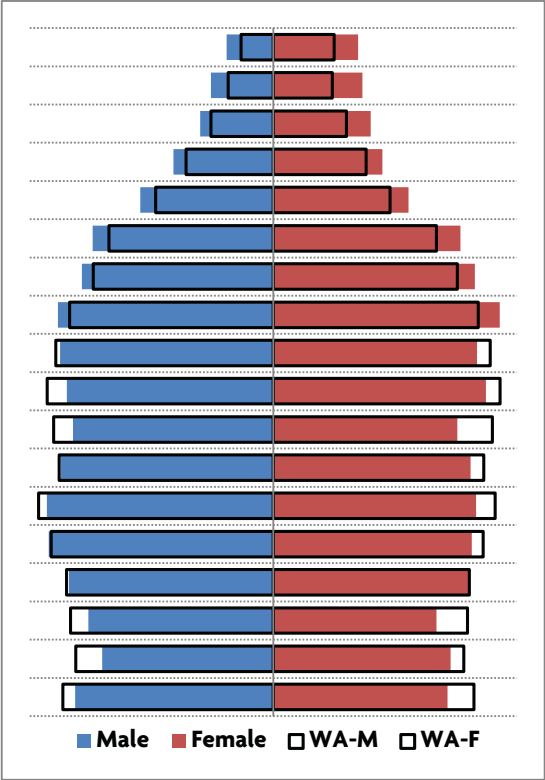


Figure 9: Bunbury percentage compared to WA

TABLE 3 Population Drivers and Trends

Drivers	Trends
Continued population growth	The WAPC forecasts that the population of the Greater Bunbury Region will increase by 42% from its 2011 level of 86,400 persons to 122,400 persons by 2026 (see Figure 8). In 40 to 50 years the population of the region could easily be double what it is today.
Ageing population	Between 1996 and 2011 the proportion of the Bunbury population aged 45 and over increased significantly. This is particularly the case in the 45-64 and 75 years+ age groups. The WAPC anticipates that this trend of an ageing population will continue at least through to 2026.
Increasing life expectancy	In 1970 the average life expectancy for an Australian was 71 years; by 2011 it was 82 years.
Greater ethnic diversity	In 1996, 20% of Bunbury's population was non-Australian born. By 2011 this figure had increased to 27%.
Increase in single occupancy households and couple families	Single person households grew the fastest of all family types over the past decade. Couple families without children are now more common than those with children. Families with children have declined over the ten year period.
Increasing mix of housing types	Higher growth in compact and mixed use dwelling types, and correspondingly lower rates of growth in standalone dwellings.
Changes in travel to work behaviour	Whilst there has been a sizable increase in patronage of public transport and people walking to work, the car is still the primary mode of transport, accounting for 88% of all commutes to work.

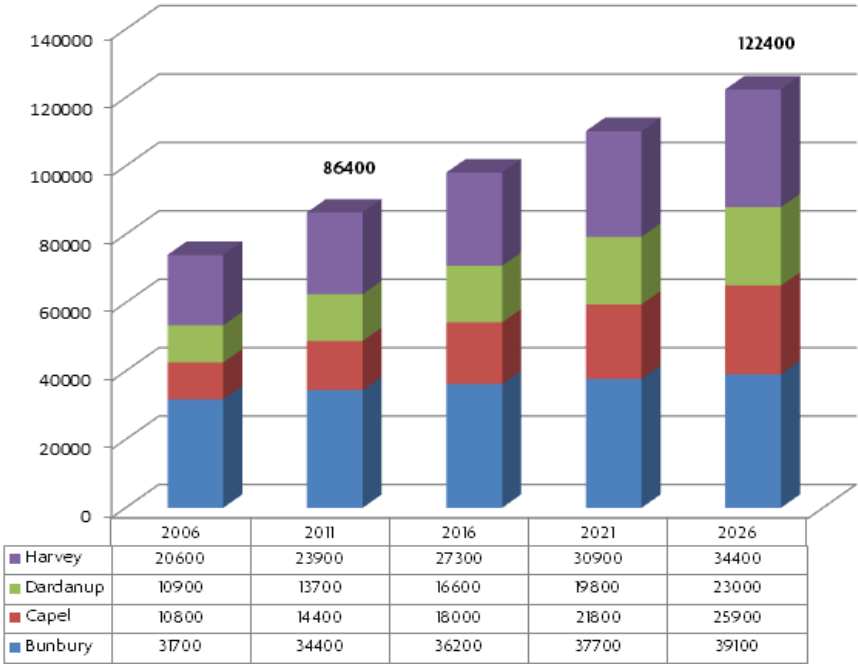
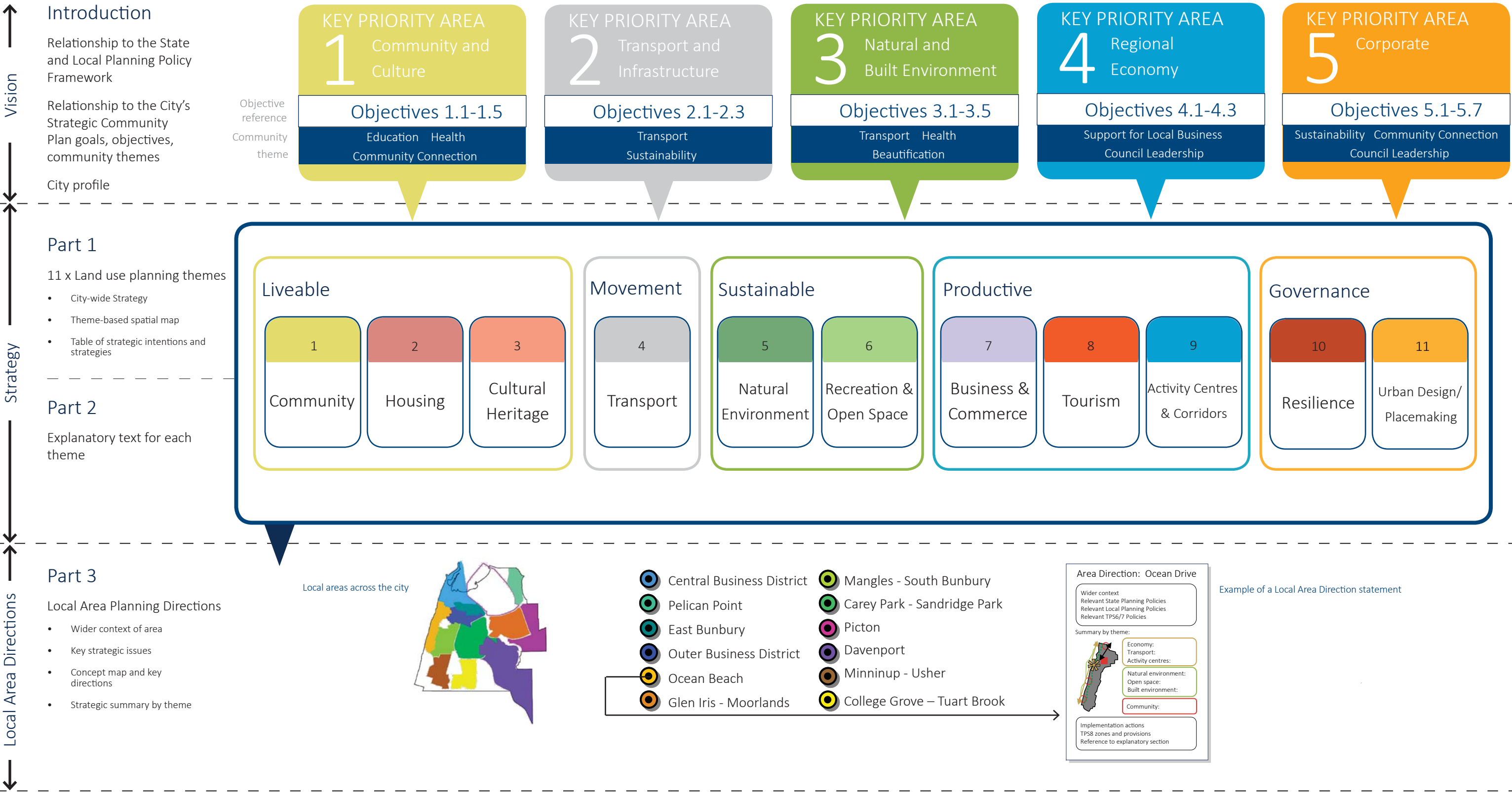


Figure 10: Population Projections - Greater Bunbury (Source: Western Australia Tomorrow; WAPC, February 2012)



# Summary











# *Part 1*

## Land Use Planning Themes



# City-Wide Strategy

The over arching Local Planning Strategy map depicts the general current and future patterns of land uses that collectively provide the framework for long-term planning intentions across the City

## Reading the City-Wide Strategy



### ACTIVITY CENTRES

High density urban centres comprising of a mix of complementary land uses including retailing, residential, entertainment, education, medical and cultural. Indicated in descending order from regional (CBD) to local centres.

### Specialised Centres



#### REGIONAL TOURISM NODE

A conversion of complementary tourism-related activities, unique biodiversity and cultural land uses which together are recognised as a strategic tourism area.



#### REGIONAL COMMUNITY FACILITIES NODE

A conversion of educational, medical and community orientated facilities that serve a sub-regional to regional catchment area.



#### REGIONAL RECREATION NODE

A concentration of easily accessible high order and specialised recreational and community facilities.



### Residential Density

A spatial representation of housing density from high to low that is regulated by the R-codes. Note that the higher density residential areas are within or tend to surround activity centres and corridors.



#### FUTURE URBAN AREAS

Earmarked for residential expansion including suitable/necessary community facilities and other compatible land uses. These areas generally require a structure plan

### Principal Land Use Areas



#### PUBLIC/COMMUNITY PURPOSE AREAS

Earmarked for a variety of essential physical and community infrastructure and utilities such as drainage, education, etc.



#### TOURISM AREAS

Strategic locations of existing or potential tourism-orientated development activity, including tourist attractions, accommodation, and facilities and services.



#### HIGHER IMPACT INDUSTRIAL AREAS

Generally larger scale or medium impact industrial land uses in appropriate locations which (by the nature of their operation) should be separated and buffered from residential areas and other sensitive land uses.



#### LOWER IMPACT INDUSTRIAL AREAS

Generally medium scale or low impact industrial land uses in appropriate locations that are able to contain any adverse effects within their own site boundaries and do not have a detrimental impact on the amenity of the surrounding area.



#### FUTURE INDUSTRIAL AREAS

Earmarked for future industrial development in accordance with adopted structure plans.



#### SERVICE COMMERCIAL AREAS

Areas with maximum locational advantages to activity centres and strategic transport connections that comprise low impact commercial uses such as showrooms, warehouses and light industries which meet the service and employment needs of the city.



#### MIXED USE AREAS

Strategically located areas containing both residential and non-residential uses comprising of two or more complementary and supportive activities such as retail, community, tourism and business.



#### OUTER HARBOUR PRECINCT

A future regionally significant marina incorporating an array of supporting infrastructure and services including pontoons and pens, refuelling points, boat storage and supplies, together with complementary (ancillary) commercial and tourism activities and car parking.



#### RURAL AREAS

Broad acre agricultural activities such as cropping and grazing and intensive uses such as horticulture.

### Activity Corridors



#### TOURISM CORRIDOR

Coastal strip abutting tourism zone supporting a range of tourism accommodation and activities with complementary retail and commercial uses.



#### MIXED USE CORRIDOR

Highly servicable, pedestrian-friendly, sophisticated multi-modal transport corridor containing a compatible mix of both residential and commercial uses.



#### SERVICE COMMERCIAL CORRIDOR

Business and commercial orientated corridor accommodating appropriate traffic and parking requirements.

### Reserves



#### CONSERVATION AREAS

Important bushland on public land set aside for the benefit of the community worthy of conservation (applies to existing conservation reserve).



#### RECREATION AREAS

Earmarked for a range of active and passive recreation and associated uses and may contain some incidental conservation elements.



#### PRIVATE RECREATION AREAS

Recreation facilities located on privately owned land such as sports fields and golf courses that are available to the public on a pay-to-use basis.

### Other



#### BUSHLAND SPECIAL CONTROL AREAS

Important bushland (as determined by policy and legislation) on private land that require further investigation and assessment prior to development.



#### ECOLOGICAL LINKAGES

Linear series of remnant bushland with a proximity such that it allows for the movement of fauna and flora, and other natural systems across the landscape.






#### VISUAL AMENITY CORRIDOR

High amenity transport and or pedestrian corridor with recognised views of significance and/or landmarks.









## LEGEND







### SPECIALISED CENTRES








-  REGIONAL TOURISM NODE
-  REGIONAL COMMUNITY FACILITIES NODE
-  REGIONAL RECREATION NODE

### ACTIVITY CENTRES

-  CITY CENTRE
-  DISTRICT CENTRE
-  NEIGHBOURHOOD CENTRE
-  LOCAL CENTRE
-  FUTURE NEIGHBOURHOOD CENTRE
-  FUTURE LOCAL CENTRE





### RESIDENTIAL DENSITY







-  MOST DENSITY
-  ↓
-  LEAST DENSITY
-  FUTURE URBAN AREAS
-  PUBLIC/COMMUNITY PURPOSE
-  TOURISM

-  HIGHER IMPACT INDUSTRIAL AREAS
-  LOWER IMPACT INDUSTRIAL AREAS
-  FUTURE INDUSTRIAL AREAS
-  SERVICE COMMERCIAL AREAS
-  MIXED USE AREAS
-  OUTER HARBOUR PRECINCT
-  PORT INSTALLATIONS

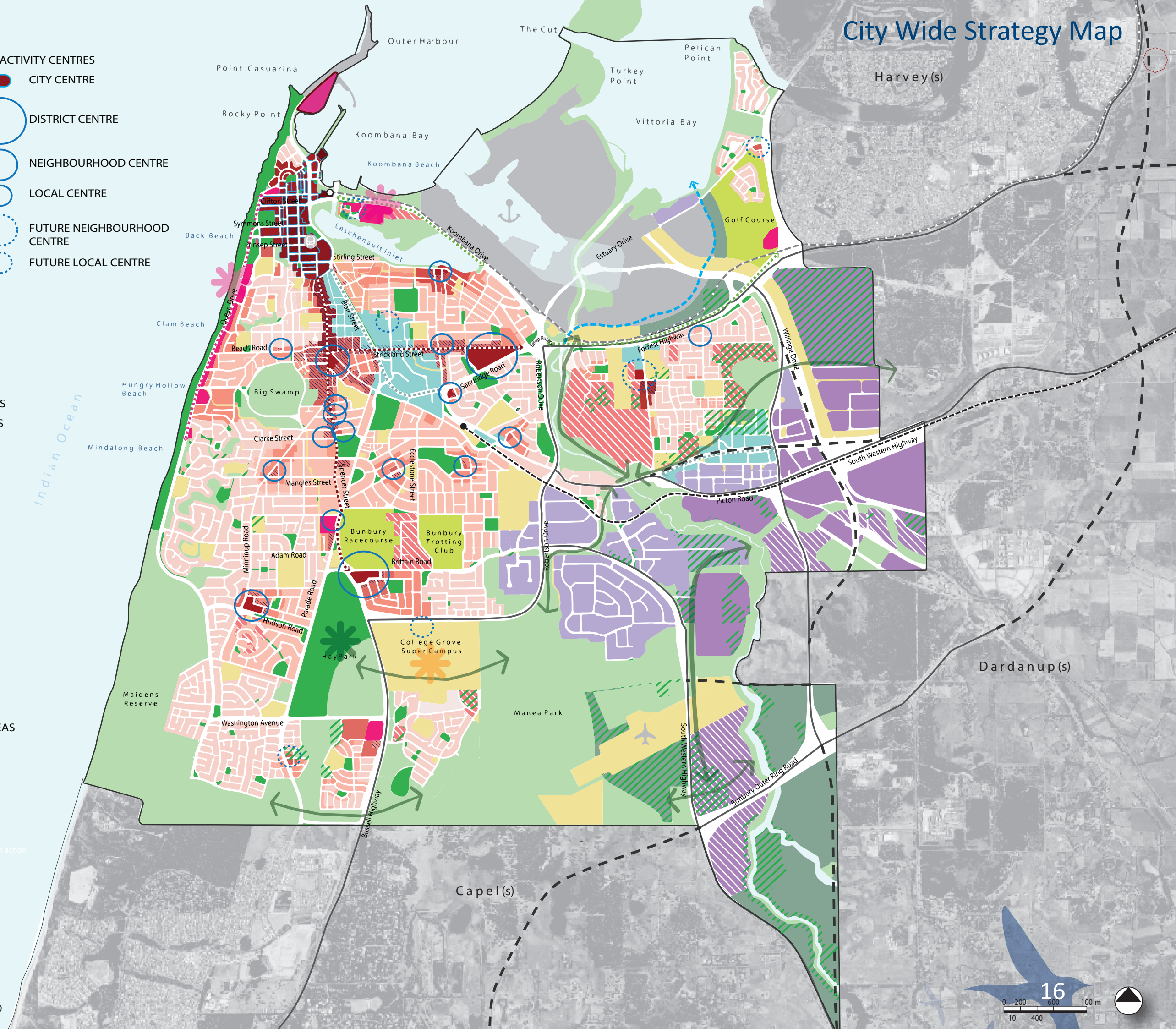
### ACTIVITY CORRIDORS

-  TOURISM CORRIDOR
-  MIXED USE CORRIDOR
-  SERVICE COMMERCIAL CORRIDOR
-  CONSERVATION AREAS
-  RECREATION AREAS
-  PRIVATE RECREATION AREAS
-  RURAL AREAS
-  BUSHLAND SPECIAL CONTROL AREAS
-  ECOLOGICAL LINKAGES
-  VISUAL AMENITY CORRIDOR

-  PASSENGER RAIL
-  FUTURE FAST RAIL
-  EXISTING REGIONAL ROADS
-  FUTURE REGIONAL ROADS

-  BUNBURY PORT
-  EXISTING RAILWAY STATION
-  FUTURE RAILWAY STATION
-  BUS STATION
-  AIRPORT
-  POTENTIAL RIVER ALIGNMENT  
(Subject to detailed assessment and approval)

# City Wide Strategy Map





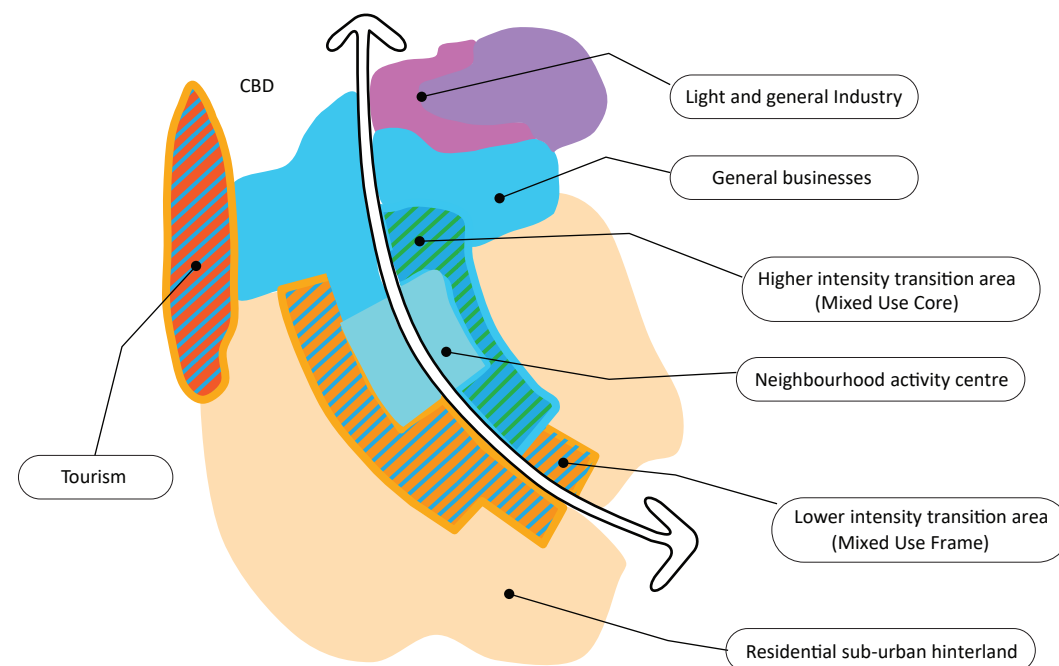
# Relationship to Local Planning Scheme 8

Principal Land Use (PLU) areas as illustrated in the City Wide Strategy (page 16) and the diagram below indicate the generalised mix of land uses for broad areas of the city, which are considered desirable for achieving the aims of the Scheme and the implementation of the supporting strategies and actions of the LPS.

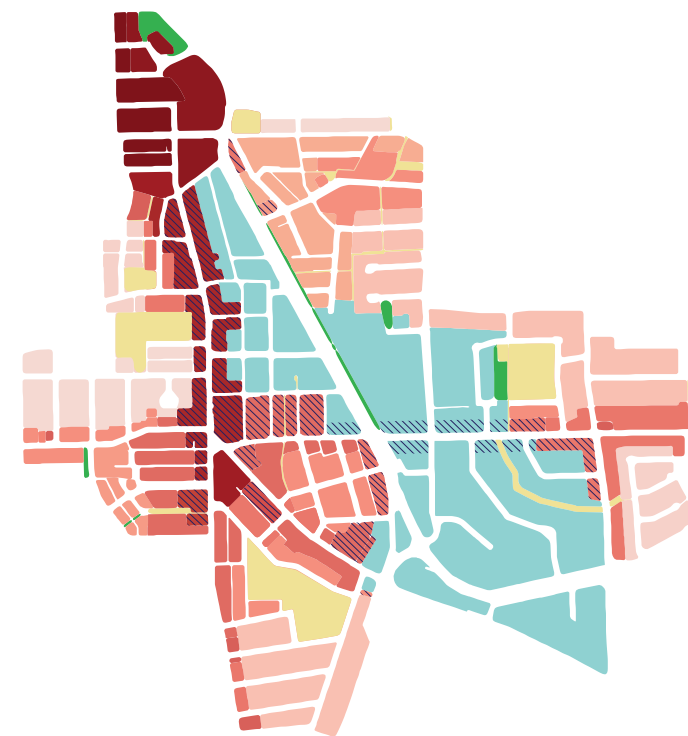
The pattern of PLUs for the City of Bunbury is shown on the City Wide Strategy. These areas provide a broad indication of the strategic planning intent and desired type of activities for distinct parts of the city. As such, they provide the basis for informing the layout of zones and reserves under the Scheme.

Implementation of the stated planning intent will occur through the applicable zone provisions of LPS8. Consequently, assessment of development proposals and the regulation of development within a given area will occur through application of the Scheme, and any other relevant local planning policy or Residential Design Code.

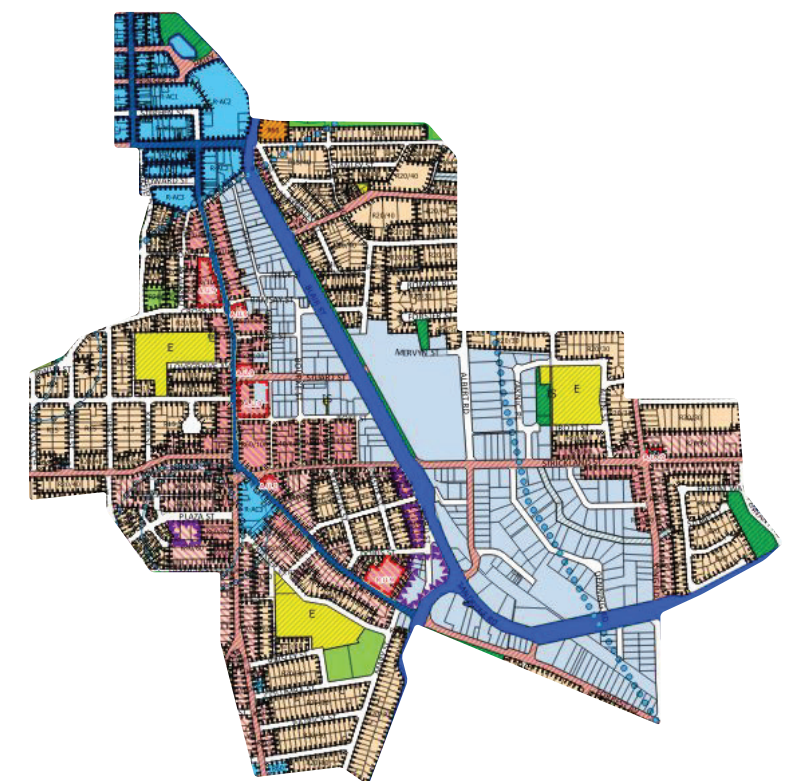
However, Council will also have regard to the relevant PLU, as an expression of broad planning policy, when considering proposals for development that require a major variation to the Scheme provisions or amendment to the Scheme Map in order to change the zoning of land.



*Strategic Intentions*



*Land Use Strategy Outcomes*



*Scheme Zones*

*\*indicative only*



# Land Use Planning Themes

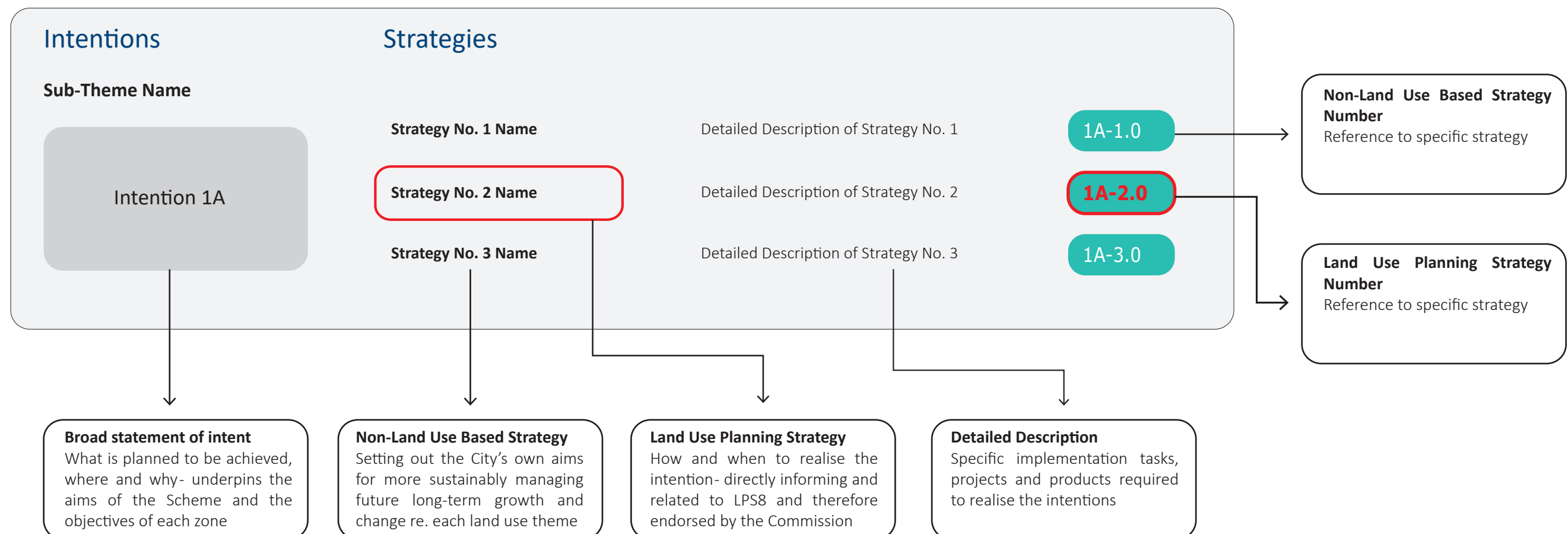
Part 1 introduces city-wide strategic land-use planning concepts and directions by theme, including associated maps

## Reading Part 1 - Theme-based Strategies

This Local Planning Strategy's strategic approach to city planning is intended to keep day-to-day planning focussed on and guided by the big picture at all times. The basic principle is that every planning decision or initiative should be in pursuit of an enduring strategy or strategic intention. The aim therefore is to provide for greater discipline in decision-making, by in every case insisting on some recognition or resolution of the decision within the context of an appropriate strategic framework.

This 'framework' comprises broad statements of intent, or intentions, both land use planning strategies as well as non-land use based strategies, and a detailed summary of the means of realising the aforementioned intentions.

It should be noted that this Local Planning Strategy - Part 1 sets out the long term planning direction for the City and informs the rationale for the planning controls and zoning/reservation of land under Scheme 8. Pursuant to the Planning and Development (Local Planning Schemes) Regulations 2015, the endorsed Local Planning Strategy comprises only those strategies marked as 'land use planning strategies' and that are defined by a red border (as depicted below) to the relevant strategy name and tab within Part 1 of the document and the City Wide Strategy Plan. All other parts of the City's Local Planning Strategy document, including Part 2, Part 3 and the Technical Appendices are regarded as supporting documents, and do not form part of the Endorsed Local Planning Strategy.





MOST STRONGLY RELATES TO:

Relevant State strategies, plans or policies:

- State Planning Strategy 2050 (2014)
- Greater Bunbury Strategy 2013 and Sub-regional Structure Plan (2013)
- SPP 3.6: Development Contributions for Infrastructure (2009)
- South West Regional Planning and Infrastructure Framework (March 2014)

Strategic Community Plan key priority areas:

KEY PRIORITY AREA

1

Community and Culture

KEY PRIORITY AREA

2

Transport Infrastructure

KEY PRIORITY AREA

3

Natural and Built Environment

KEY PRIORITY AREA

5

Governance

Strategic Community Plan objectives:

Objective 1.2: Promote and celebrate multiculturalism
Objective 1.3: Improve literacy through the delivery of library services
Objective 2.3: Maintain a high standard of community infrastructure
Objective 3.3: Improve public health and safety
Objective 5.1: Facilitate community and stakeholder participation in decision-making
Objective 5.6: Improve local, regional, state and national perceptions of Bunbury
Objective 5.7: Deliver services in a manner commensurate with community expectations

Strategic Community Plan community themes:

Theme Six - Community connection
Theme Ten - Health

Relevant Local strategies, plans or policies:

- City of Bunbury Disability Access and Inclusion Plan 2012-2017
- City of Bunbury Community Safety and Crime Prevention Action Plan 2014-2019 (draft)
- City of Bunbury Creative Strategy (draft) (2014)

## Social infrastructure plays a crucial role in creating healthy, successful and sustainable communities from which a range of social, economic and environmental benefits flow

### Introduction

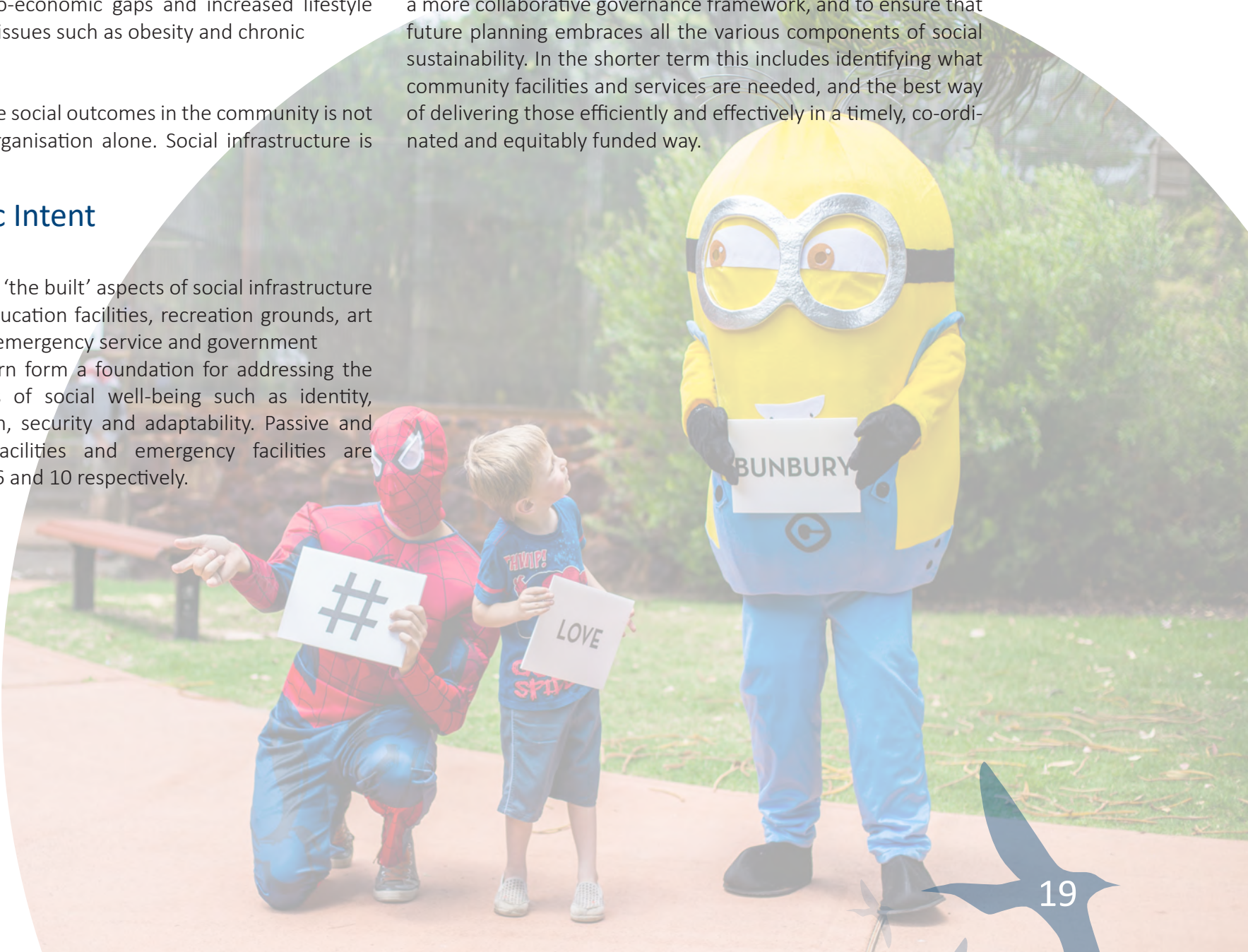
Bunbury, like the rest of Western Australia faces a range of social challenges which include a significant shift in its demographic make-up to an aging population, greater social exclusion through growing socio-economic gaps and increased lifestyle induced public health issues such as obesity and chronic diseases.

The creation of positive social outcomes in the community is not the job of any one organisation alone. Social infrastructure is

managed by an array of federal, state and local governmental and other non-governmental organisations. For the City, the challenge is to move away from pure land use considerations to a more collaborative governance framework, and to ensure that future planning embraces all the various components of social sustainability. In the shorter term this includes identifying what community facilities and services are needed, and the best way of delivering those efficiently and effectively in a timely, co-ordinated and equitably funded way.

### Broad Strategic Intent

This theme focuses on ‘the built’ aspects of social infrastructure such as health and education facilities, recreation grounds, art and cultural facilities, emergency service and government buildings. These in turn form a foundation for addressing the essential components of social well-being such as identity, equity, social inclusion, security and adaptability. Passive and active recreational facilities and emergency facilities are addressed in Themes 6 and 10 respectively.





Strategies

Intentions

Community facilities and services

1A-1.1

Continue to provide a range of essential community services and physical facilities within the City.

1A-1.2

Promote the multi-functional use of facilities, infrastructure or buildings and co-location of services where practicable, for instance utilising temporary use classes within the Local Planning Scheme.

1A-1.3

Provide and develop a range of community programs and community safety initiatives.

1A-1.4

Work in partnership with the voluntary sector to provide grants, lease agreements, contracts for public service delivery and partnership initiatives to help not-for-profit organisations and their activities in the community.

1A-2.1

Within the City’s Local Planning Scheme, provide for compatibility with community-related land uses through appropriate land use permissibility and a dedicated Community Purpose Zone in order to ensure the long term sustainability of community infrastructure.

1A-2.2

Ensure early identification of community infrastructure needs such as setting aside school land e.g. at Tuart Brook with input from Department of Education, and that preparation of structure plans and local development plans include community facilities consistent with the City’s Social Infrastructure Plan.

1A-2.3

Prepare a Social Infrastructure Plan for the city to identify the condition of current services and facilities by local area as well as those required over the next 5-10 years (supported by growth forecasts, infrastructure benchmarks and demand analysis).

1A-2.4

Using a Social Infrastructure Plan, establish a Developer Contribution Plan and Asset Management Plan for community-related assets in line with the WAPC’s State Planning Policy 3.6 ‘Development Contributions for Infrastructure’.

Provision of community services and facilities

Multi-functional usage

Community programs and community safety

Support for not-for-profit organisations

Incorporation of a Community Purpose Zone

Timely identification of community infrastructure needs

Social Infrastructure Plan

Developer Contribution and Asset Management Strategy for community assets

1A: To provide community services and facilities required to support present and future generations



Intentions

Community facilities and services (Cont'd)

1A: To provide community services and facilities required to support present and future generations

Strategies

Support for regional community infrastructure

Assist the State government in their efforts to fill gaps in social infrastructure provision as identified through the implementation of projects and initiatives as identified within the South West Regional Planning and Infrastructure Framework such as:

- Bunbury Regional Art Galleries expansion (BW40).
- A space to accommodate not-for-profit organisations (Action to be finalised).
- A regional kennel and cattery facility (BW32).

1A-2.5

Cross-boundary strategic planning for community facilities

Establish a working group with neighbouring local planning authorities and key agencies to ensure that strategic community facilities priorities (with a sub-regional or district catchment extending across local boundaries) are properly coordinated and reflected in individual Local Planning Strategies.

1A-2.6

Inclusion of universal access principles

Use planning provisions to advance the principles of universal access and inclusion with specific regard to activity centre, tourism and mixed use zone provisions for building entrances, sloping sites and raised ground floors.

1A-3.1

Support for aged persons accommodation

Ensure the Local Planning Scheme supports the development of retirement homes, lifestyle villages and other higher-density accommodation suited to aged persons near activities centres, medical services and community facilities.

1A-4.1

Dwelling type information

Commission a study and produce an associated brochure of adaptable and intergenerational housing opportunities which includes the design of various housing typologies suitable to aging, dependant or vulnerable persons or starter family requirements.

1A-4.2

Master plan for the College Grove 'super' campus

Establish a working group with relevant medical and educational institutions with a view to preparing a master plan for the campus and surrounds including linkages to the Spencer Street mixed use activity corridor.

1A-5.1





# Community

## Strategy Map

LEGEND

- EDUCATION FACILITIES**

  - P PRIMARY SCHOOLS
  - S SECONDARY SCHOOLS
  - a AGED CARE FACILITIES
- CIVIC FACILITIES**

  - H HOSPITAL
  - LIB LIBRARIES
  - P.S. POLICE STATION
  - P.O. POST OFFICE
  - PUBLIC TRANSPORT ROUTES

- PASSENGER RAIL
- FUTURE FAST RAIL
- EXISTING REGIONAL ROADS
- FUTURE REGIONAL ROADS
- ⚓ BUNBURY PORT
- EXISTING RAILWAY STATION
- FUTURE RAILWAY STATION
- Ⓚ BUS STATION
- ✈ AIRPORT
- FUTURE RIVER ALIGNMENT



MOST STRONGLY RELATES TO:

Relevant State strategies, plans or policies\*:

- State Planning Strategy 2050
- SPP 3.0: Urban Growth and Settlement
- SPP 4.2: Activity Centres
- SPP 7.0 Design of the Built Environment
- Residential Design Codes
- Liveable Neighbourhoods
- Bunbury-Geopraphe Sub-regional Strategy 2022
- South West Regional Planning and Infrastructure Framework

Strategic Community Plan key priority areas:

KEY PRIORITY AREA

2

Transport and Infrastructure

KEY PRIORITY AREA

3

Natural and Built Environment

KEY PRIORITY AREA

4

Regional Economy

Strategic Community Plan objectives:

Objective 2.3: Maintain a high standard of community infrastructure
Objective 3.4: Facilitate urban design, diversity of land uses, and enabling infrastructure
Objective 3.5: Deliver sustainable waste management services
Objective 4.3: Promote Bunbury as a place that supports commercial, residential and social development

Strategic Community Plan community themes:

Theme Two - Sustainability
Theme Seven - Community connection
Theme Ten - Health

Relevant Local strategies, plans or policies:

- Local Planning Strategy: Activity Centres and Neighbourhoods (LPS-ACN) (2011)
- Bunbury Local Housing Strategy 2021

\* as updated

Neighbourhoods need to be safe, accessible and vibrant, and offer residents with diverse lifestyle needs opportunities to live in a range of house types.

Introduction

Population, housing trends and the demand for future dwellings in Bunbury need to be considered in context. The City of Bunbury is not a ‘stand-alone town’, rather it is in effect the ‘inner city’ for the Greater Bunbury urban area. As such, Bunbury’s demographics and housing characteristics are somewhat different to those of the wider region. The trends most relevant to Bunbury can be briefly summarised as follows:

- steady population and dwellings growth over time
- significant ageing of the population
- rapidly increasing numbers of one and two person households
- the dominance of the separate house type to remain
- flats, units, apartments, semi-detached dwellings and townhouses to be the main focus of future housing demand.

Broad Strategic Intent

The LPS-ACN was adopted by the City in 2011 and supported through the subsequent approval by the Minister for Planning of the R-Codes Omnibus Amendment (Scheme Amendment No. 38). It introduced an integrated strategic approach that essentially put in place the spatial framework that is intended to underpin the growth and development of residential neighbourhoods and housing densities (alongside activity centres and mixed use precincts) into the foreseeable future.

Using a trend-based estimate for future demand, LPS-ACN provided the following projections:

- The total number of dwellings in the City is likely to increase by 24% from 13,444 to some 16,670 by 2026
- Although the number of separate houses is expected to increase 13.4%, the proportion of separate houses relative to total dwellings is likely to continue decreasing, from 74% in 2006 to 68% by 2026

- The number of medium and high density dwelling types combined is projected to grow by a substantial 57% with their relative importance also increasing, from 24% of total dwellings in 2006 to 31% of total dwellings by 2026.

Whilst acknowledging the above estimates, the approach adopted with LPS-ACN is not dependent upon any particular forecast of future demand as it is designed to be sufficiently flexible to respond to whatever actual situation unfolds. It is the intent of the LPS to consolidate this established approach which is regarded as well placed to address relevant ‘challenges’ identified within the Greater Bunbury Region Strategy.



- 2A-1.1
- Apply medium or high density R-codes appropriate to each level of the activity centres hierarchy within the walkable catchments of the activity centres (including City Centre) and the mixed use activity corridors.
- 2A-2.1
- Respecting established character, apply a balanced range of low to medium (R40) density over all residential areas, except:  
a) in the vicinity of designated activity centres  
b) where co-locating new residential development alongside a major transport hub in keeping with transport orientated (TOD) principles  
c) subject to comprehensive planning and investigation, appropriate land parcels within a recognised Housing Focus Area.
- 2B-1.1
- Support initiatives geared towards the provision of special needs housing including affordable housing, social housing and housing for the aged.
- 2B-2.1
- Consider housing need, including adaptability and affordability in the preparation of local structure plans.
- 2B -3.1
- Introduce provisions into the Scheme that addresses housing for aged persons and guides opportunities for appropriate housing development within community purpose zoning.
- 2B-4.1
- Assist the State government in the preparation of population and settlement studies and implementation of related projects as contemplated by the Bunbury-Geographe Sub-regional Strategy.
- 2B-5.1
- Investigate, trial and implement initiatives within established urban areas that will improve the range, availability and affordability of local housing stock.
- 2C-1.1
- Prepare and apply design standards and policy area guidelines as appropriate within residential precincts and neighbourhoods that ensure new development, including higher density infill development, maintains or improves streetscapes and the established (or intended) character and amenity of the locality.
- 2C-2.1
- In planning for new residential neighbourhoods ensure that residential or mixed-use land adjacent to or in the vicinity (walkable pedshed) of an activity centre is appropriately coded for medium or high residential density.
- 2C-3.1
- The support of variations to minimum and average lot sizes will be considered in accordance with the R-Codes where this achieves satisfactory infill design and development outcomes.

## Strategies

Higher density R-codes in activity centres

Accommodate low and medium density in residential areas while safeguarding residential character

Activity centre planning information

Housing need consideration in structure planning

Support for aged persons accommodation

Assist housing needs assessment projects

Facilitate greater housing choice

Residential design standards and guidance

Appropriate R-Coding in new residential neighbourhoods

Applying variations to minimum standards in appropriate circumstances

## Intentions

### General

2A: To facilitate the evolution of a pattern of mutually supportive residential neighbourhoods and their activity centres, that contribute to the economic, social and environmental sustainability of Bunbury.

### Housing Diversity and Need

2B: To provide a diverse range of housing in terms of lot sizes and housing types that reflect changing demographics, housing need and lifestyle preferences.

### Residential Character

2C: To safeguard and enhance the valued individual character and amenity of established residential neighbourhoods whilst accommodating change that delivers or contributes to, an improved quality of place over time.



# Housing Strategy Map

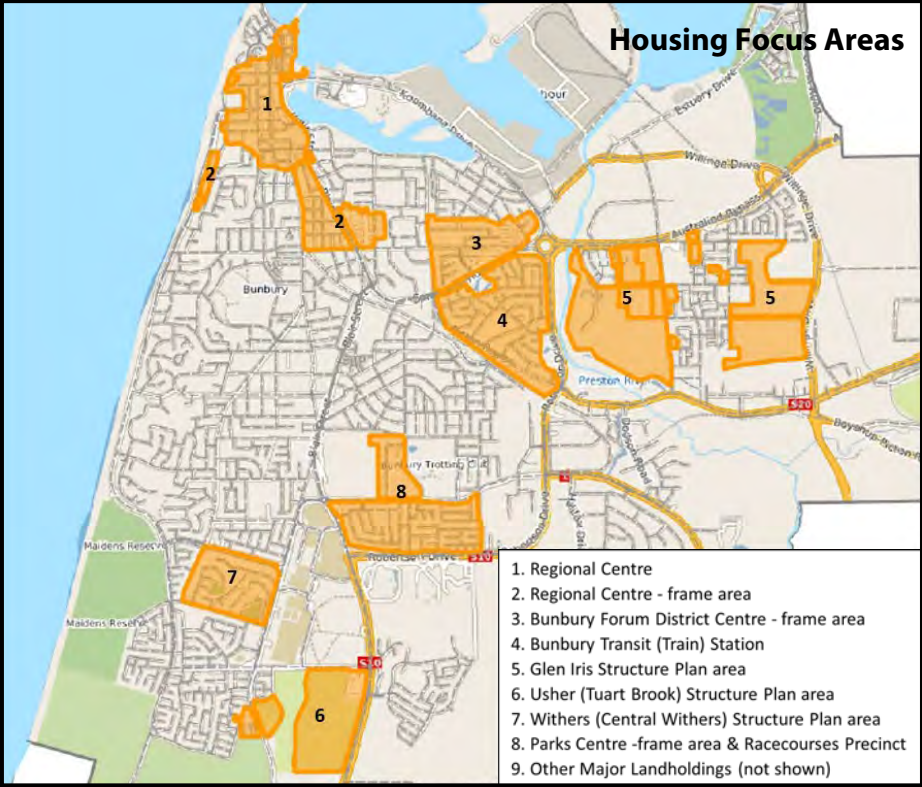
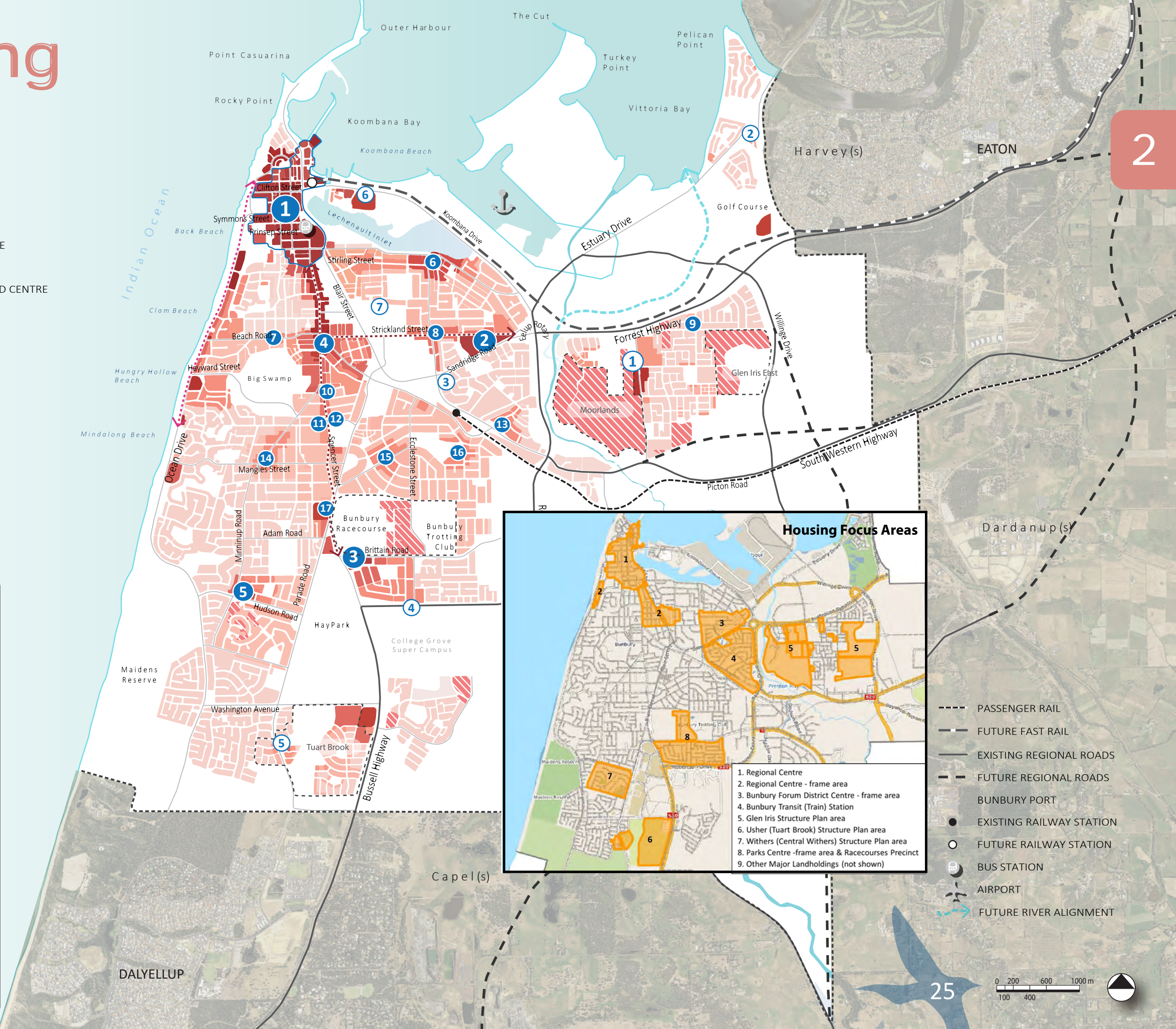
LEGEND

- CITY CENTRE
- DISTRICT CENTRE
- NEIGHBOURHOOD CENTRE
- LOCAL CENTRE
- FUTURE NEIGHBOURHOOD CENTRE
- FUTURE LOCAL CENTRE

- RESIDENTIAL DENSITY
- MOST DENSITY
  - ↓
  - LEAST DENSITY
  - FUTURE RESIDENTIAL

- ACTIVITY CORRIDORS
- TOURISM CORRIDOR
  - MIXED USE CORRIDOR
  - STRUCTURE PLAN AREAS

- EXISTING
- 1 CENTRAL BUSINESS DISTRICT
  - 2 BUNBURY FORUM
  - 3 CROSSLANDS
  - 4 BUNBURY PLAZA
  - 5 MINNINUP FORUM
  - 6 LESCHENAULT QUAYS
  - 7 BEACH ROAD
  - 8 KIND ROAD GULL
  - 9 SHELL GATEWAY
  - 10 SPENCER STREET/COLUMBIA STREET
  - 11 SPENCER STREET/CONSTITUTION STREET
  - 12 SPENCER STREET/SOUTH STREET
  - 13 PICTON ROAD/WOLLASTON ROAD
  - 14 MOSSOP STREET
  - 15 FRANKEL STREET
  - 16 CAREY PARK EAST
  - 17 SPENCER STREET BP
- FUTURE
- 1 GLEN IRIS/MOORLANDS
  - 2 PELICAN POINT
  - 3 BUNNING BOULEVARDE
  - 4 COLLEGE GROVE CAMPUS
  - 5 TUART BROOK/PARADE ROAD
  - 6 KOOMBANA BEACH
  - 7 ALBERT ROAD / MERVYN STREET



- PASSENGER RAIL
- FUTURE FAST RAIL
- EXISTING REGIONAL ROADS
- FUTURE REGIONAL ROADS
- BUNBURY PORT
- EXISTING RAILWAY STATION
- FUTURE RAILWAY STATION
- BUS STATION
- AIRPORT
- FUTURE RIVER ALIGNMENT





# Cultural Heritage

## MOST STRONGLY RELATES TO:

### Relevant State strategies, plans or policies:

- *Aboriginal Heritage Act 1972*
- *Heritage of Western Australia Act 1990*
- National Standards for Australian Museums and Galleries (2013)
- Cultural Heritage Due Diligence Guidelines (2011)
- State Planning Strategy 2050 (2014)
- SPP 3.0: Urban Growth and Settlement
- SPP 3.5: Historic Heritage Conservation
- Greater Bunbury Strategy 2013 and Sub-regional Structure Plan
- South West Regional Planning and Infrastructure Framework (March 2014)
- Sharing Our Stories: Guidelines for Heritage Interpretation (2007)

### Strategic Community Plan goals:

KEY PRIORITY AREA

1

Community Connection

KEY PRIORITY AREA

3

Natural and Built Environment

KEY PRIORITY AREA

4

Regional Economy

KEY PRIORITY AREA

5

Governance

### Strategic Community Plan key priority areas:

Objective 1.2: Promote and celebrate multiculturalism
Objective 1.5: Celebrate and recognise the richness of our arts, culture and heritage
Objective 3.1: Undertake assessments of the City's key natural areas, activity centres and streetscapes to identify opportunities to improve biodiversity
Objective 4.3: Promote Bunbury as a place that supports commercial, residential and social development
Objective 5.6: Improve local, regional, state and national perceptions of Bunbury

### Strategic Community Plan community themes:

Theme Three - Heritage
Theme Six - Community connection

### Relevant Local strategies, plans or policies:

- Local Planning Strategy for Heritage and Character
- Local Planning Policy No. 31: Application Fees for Planning Approval for Development of Heritage Places
- Local Planning Policy No. 32: Assessment of Cultural Heritage Significance
- Local Planning Policy No. 40: Development Assessment Process for Heritage Places
- Local Planning Policy No. 46: Heritage Conservation Development Policy for Heritage Areas
- Local Planning Policy No. 57: Rate Concession for Heritage Places
- Local Planning Policy No. 61: Stirling Street Heritage Area
- Local Planning Policy No. 64: Variation to Local Planning Scheme and Residential Design Codes
- Bunbury Museum Collection Policy (June 2013)

A community must retain an awareness of, and connection with its past in order to maintain a full appreciation of its identity. Bunbury has experienced a major transformation from industrial port to modern city which is fundamental to understanding who we are

## Introduction

The City of Bunbury is one of the custodians of a singular and diverse heritage. We have culturally significant aboriginal sites, natural and cultivated landscapes and historic buildings to preserve.

In particular, the City is responsible for identifying and protecting heritage places so that current and future generations can enjoy rich and diverse cultural environment and gain an understanding of what came before them.

## Broad Strategic Intent

The City of Bunbury's most detailed research, analysis and recommendations associated with this theme are provided in the Local Planning Strategy for Heritage & Character (LPS-HC). Implementation of this strategy is already well under way. This theme looks to continue to implement land use planning and urban design components of the LPS-HC through a range of strategic, statutory planning instruments and non-statutory means in order to:

- promote awareness of Bunbury's cultural heritage assets and values
- encourage and facilitate the identification, retention and conservation of heritage areas and places
- provide transparent, accountable and rational processes for the identification and assessment of cultural heritage significance of areas and places
- enable greater efficiency and certainty of development outcomes for identified heritage areas and places
- facilitate the creation of active and memorable cultural spaces and places in the cityscape.





# Cultural Heritage

## Strategies

## Intentions

### Cultural heritage management

- 3A-1.1** Complete a comprehensive review of the City's Municipal Inventory and Heritage List to validate and assess the condition and authenticity of heritage places.
- 3A-1.2** Using the findings of the Municipal Inventory and Heritage List review, develop a management program (and identify funding opportunities) in order to prioritise the preparation of conservation plans, conservation strategies (including maintenance) and interpretation plans across the City's heritage assets.
- 3A-1.3** Review and where necessary update or rationalise relevant Local Planning Policies relevant to cultural heritage in accordance with the City of Bunbury Local Planning Strategy for Heritage & Character (November 2007) including:
- Assessment of Cultural Heritage Significance
  - Heritage Conservation and Development Policy for Heritage Places
  - Development Assessment Process for Heritage Places
  - Heritage Conservation and Development Policy – Stirling Street Heritage Area
  - Variation to Local Planning Scheme and Residential Design Codes
  - Application Fees for Planning Approval for Development of Heritage Places
  - Rate Concession for Heritage Places
- 3A-1.4** Monitor and review Model Scheme Text heritage provisions and explore supplementary provisions for incorporation into the Scheme.
- 3A-1.5** Incorporate additional provisions relating to the demolition of heritage buildings and structures and tree preservation orders within the Scheme.
- 3A-1.6** Provide urban design guidance within area-based Local Planning Policies, particularly for commercial heritage properties and character precincts.

**Municipal Inventory review**

**Heritage management program**

**Heritage related Local Planning  
Policy review**

**Inclusion of heritage provisions**

**Inclusion of demolition of heritage  
buildings and tree preservation  
orders**

**Commercial heritage urban design  
guidance**

3A: To continue and enhance the City's current practice of identifying, conserving and consistently managing those places and areas of cultural heritage significance which contribute to the unique identity and character of Bunbury



# Cultural Heritage

## Intentions

### Heritage promotion and education

3B: To demonstrate leadership, collaboration, education, and advocacy in the City’s cultural heritage promotion and education work

### Cultural places and spaces

3C: To develop a city of memorable and active spaces and places which are intrinsically linked with Bunbury’s diverse culture either through heritage, indigenous culture or active arts and creative culture

## Strategies

Interactive heritage trails	Promote heritage trails with interactive interpretive media to promote local heritage and community stories in conjunction with urban design and tourism aspirations.	3B-1.1
Central heritage hub	Create a centralised hub for heritage information and education at the Bunbury Museum and Heritage Centre in the Paisley Centre.	3B-1.2
Heritage award scheme	Continue to provide the City of Bunbury Heritage Awards Program. Look for opportunities to combine with a city-wide Urban Design Awards program, and applications for the state-wide heritage and urban design awards.	3B-1.3
Heritage related community information	Increase information and involvement in the local community about the City’s heritage assets, policies and procedures through existing media outlets such as the City of Bunbury website in addition to seminars and publications.	3B-1.4
Heritage advisory service	Continue the provision of a heritage advisory service for properties on the City’s Municipal Inventory, Heritage List or Register of Heritage Places on heritage related principles and procedures and development proposals.	3B-2.1
Partnerships for quality heritage outcomes	Partner with the local community, volunteers, local trade and business associations, and the private sector e.g. business owners, developers and built environment professionals to realise heritage outcomes in main street and community development and revitalisation projects.	3B-3.1
Aboriginal heritage	Recognise Aboriginal heritage in public sites, public art, cultural events, interpretive trails, dual language signage, and place naming.	3C-1.1
Activation of heritage spaces and places	Protect and activate heritage spaces and places as an integral part of the city and streetscape including Paisley Square and Anzac Park.	3C-1.2
Place-making grant fund	Encourage community take-up of any available grant funding for place-making activities in public spaces and places.	3C-1.3
Development incentives for public open spaces and art	Use planning controls to encourage the provision of new high amenity public plazas and public art in the City Centre.	3C-1.4
Cultural infrastructure development	Further develop Council owned, maintained or operated cultural infrastructure including the Bunbury Regional Art Galleries expansion, Bunbury Museum and Heritage Centre, and the Stirling Street Arts Centre.	3C-1.5





# Cultural Heritage

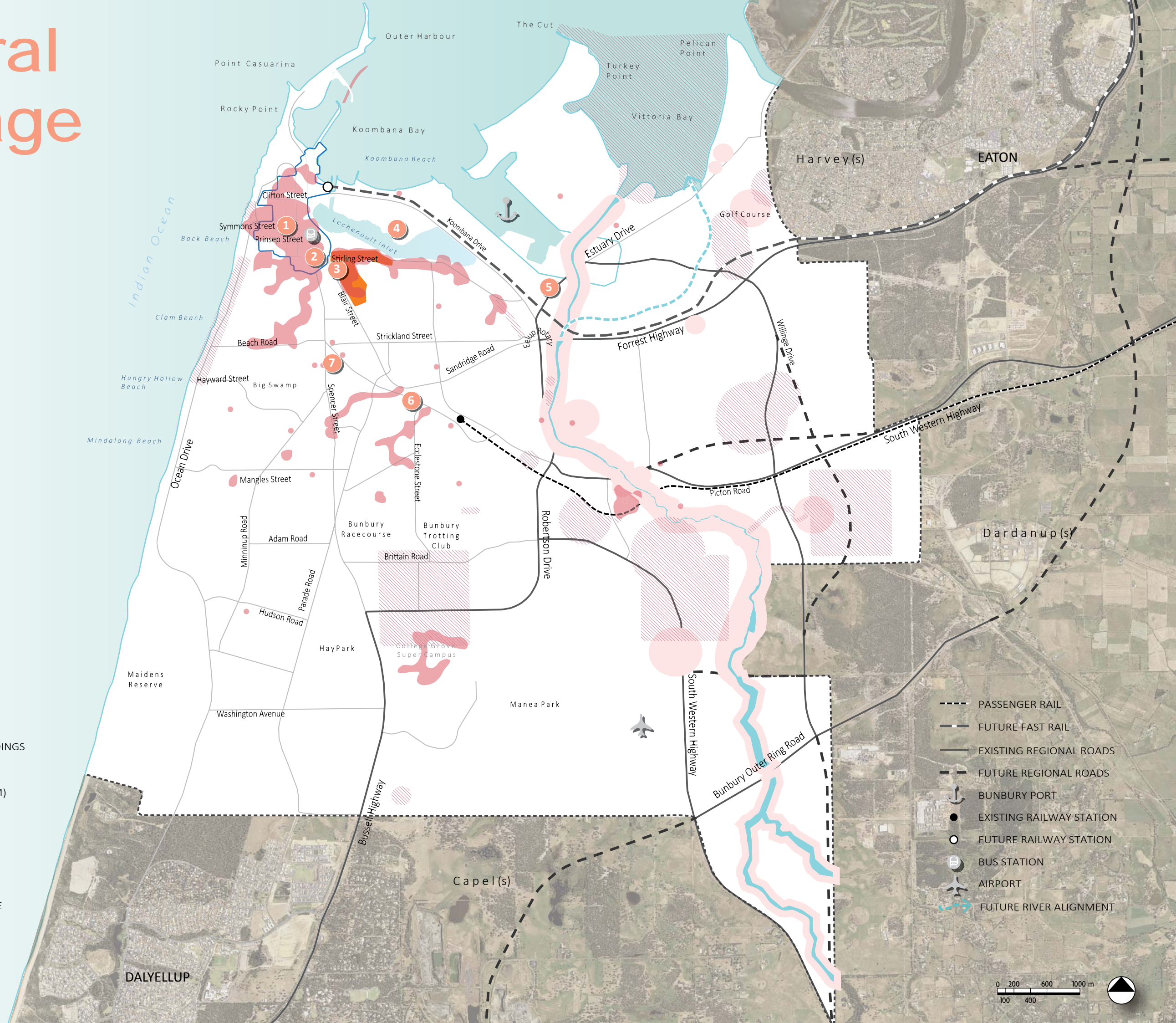
## Strategy map

3

### LEGEND

- REGISTERED ABORIGINAL SITES
- OTHER ABORIGINAL SITES
- EAST BUNBURY HERITAGE PRECINCT
- CONCENTRATION OF HERITAGE BUILDINGS
- 1 BUNBURY REGIONAL ART GALLERY
- 2 PAISLEY SQUARE (BUNBURY MUSEUM)
- 3 STIRLING STREET ARTS CENTRE
- 4 SHIPWRECKS SITE
- 5 LESCHENAUHT HOMESTEAD
- 6 KINGS COTTAGE
- 7 LADY MITCHELL COMMUNITY CENTRE

- PASSENGER RAIL
- FUTURE FAST RAIL
- EXISTING REGIONAL ROADS
- FUTURE REGIONAL ROADS
- BUNBURY PORT
- EXISTING RAILWAY STATION
- FUTURE RAILWAY STATION
- BUS STATION
- AIRPORT
- FUTURE RIVER ALIGNMENT





# Transport

## MOST STRONGLY RELATES TO:

### Relevant State strategies, plans or policies:

- State Planning Strategy 2050 (2014)
- SPP 2.0: Environment and Natural Resources (2003)
- SPP 3.0: Urban Growth and Settlement (2006)
- SPP 5.4: Road and Rail Transport Noise and Freight Considerations in Land Use Planning (2009)
- Liveable Neighbourhoods (Edition 4, October 2007; 2009 update)
- Initial Review of Public Transport Requirements for Greater Bunbury (Parsons Brinkerhoff on behalf of the Department of Planning, February 2011)
- Greater Bunbury Strategy 2013 and Sub-regional Structure Plan (2013)
- South West Regional Planning and Infrastructure Framework (March 2014)
- Integrated Transport Strategy Framework for the Greater Bunbury Subregion (SKM on behalf of the WAPC, December 2012)
- Greater Bunbury Regional Bicycle Master Plan (TME on behalf of South West Development Commission and others March 2012).

### Strategic Community Plan key priority areas:

KEY PRIORITY AREA  
**1** Community and Culture

KEY PRIORITY AREA  
**2** Transport and Infrastructure

KEY PRIORITY AREA  
**3** Natural and Built Environment

KEY PRIORITY AREA  
**4** Regional Economy

### Strategic Community Plan objectives:

Objective 1.1: Establish Bunbury as the most accessible regional city in Australia by 2020
Objective 2.1: Maintain transport infrastructure at levels consistent with community expectations
Objective 2.3: Maintain a high standard of community infrastructure
Objective 3.4: Facilitate urban design, diversity of land uses, and enabling infrastructure
Objective 4.2: Create an environment that will attract new business

### Strategic Community Plan community themes:

Theme Four - Transport

### Relevant Local strategies, plans or policies:

- Local Planning Strategy: Integrated Transport Study (LPS-ITS) (2012)
- Local Planning Policy No. 3.1: Access and Parking for Pedestrians, Bicycles and Vehicles (2010)

## Underpinning the liveability, efficiency and productivity of a city is its integrated, multi-modal transport system

### Introduction

Most progressive cities will adopt strategies that seek to deliver a sustainable, high quality integrated planning environment, and endeavour to find equilibrium in providing the infrastructure required to efficiently move people and freight whilst ensuring an attractive, healthy and liveable setting for residents, workers and visitors.

Establishing and then maintaining the desired balance is challenging within a fast growing urban environment,

particularly in areas where land use generate significant amounts of both vehicular and pedestrian traffic, such as in activity centres, around transport nodes and adjacent to higher density mixed use and residential settings. Here especially the demands of the pedestrian environment calls for a sympathetic, well integrated road and transport environment that offers a range of safe, reliable and affordable traffic options.

### Broad Strategic Intent

The City's Local Planning Strategy already identifies a potential doubling in the operational capacity of the CBD, and achieving this successfully will rely on the quality of the transport system and the hard and soft infrastructure put in place to service this growth, including the provision and management of end-of-trip facilities.

The City of Bunbury Integrated Transport Study (LPS-ITS) prepared in 2012 addressed the main issues affecting the city (at both local and regional scale), and that document therefore forms the basis for the intentions and strategic directions set out below, in relation with state policies and regional plans.



## Strategies

## Intentions

### General/Sustainable Mobility Approach

4A-1.1

Identify and prioritise transport infrastructure and service improvements for the city and Greater Bunbury sub-region by:

- reviewing the recommendations contained within the Local Planning Strategy- Integrated Transport Study (LPS-ITS) and the WAPC's Greater Bunbury Integrated Transport Strategy (ITS) so as to prioritise and coordinate actions through the preparation and implementation of an Integrated Transport Plan for the city, which then informs the 10 Year Capital Works Program
- ensuring that the local road hierarchy (distributor and connector road network), as part of the regional road hierarchy (primary and other regional road network), is permeable and well connected to avoid bottlenecks and an over-concentration of excessive traffic volumes on too few routes.

4A-2.1

Improve integration of land use and transport planning, infrastructure improvement works and level of servicing for strategically important centres and precincts (e.g. city centre, activity centres and industrial estates) by:

- establishing an in-house integrated land use and transport planning working group as a joint initiative of the planning and engineering related departments
- ensuring that the zoning and scheme provisions for the Spencer Street and other identified activity corridors are supportive of a pedestrian-oriented mixed use street environment and future plans for high frequency bus service and dedicated principal commuter and recreational bike pathway
- integrating and coordinating multi-modal transport improvement planning (linking Transport Assessments with Developer Contributions) and works in conjunction with the preparation and adoption of activity centre structure plans.

4A-3.1

Undertake and promote greater investment in the creation of more sustainable / alternate transport options and the encouragement of behaviour change by the public through:

- adoption and support of 'TravelSmart' education initiatives aimed at raising community awareness of available transport options and promotion of modal shift towards more sustainable alternative transport modes
- integration of demand management and behaviour change programmes with highly publicised improvements to public transport services and in cycling and walking options
- adoption and application of the 'Active Transport' design principle (as part of the Healthy Spaces and Places initiative) in the preparation and implementation of structure plans, local development plans and transport improvement plans- in order to promote urban structures that are designed so that walking and cycling trips are convenient, pleasant and safe.

**Identification and prioritisation of transport infrastructure and service improvements in the city and the Greater Bunbury sub-region**

**Facilitation of better integration of land use and transport planning and provision within strategically important centres and precincts**

**Promotion of more sustainable and active transport choices and behaviours**

4A: To plan and develop an integrated, efficient, safe and sustainable transport system for Bunbury that will provide high levels of accessibility, limit congestion, deliver greater travel choice for more people and provide other tangible community benefits over the short and long term in keeping with the City's visions and objectives for city planning



# Transport

## Intentions

### Regional Roads and Freight Networks

4B: To plan for a regional transport network of road and rail freight routes to meet the future needs of the Port of Bunbury and support the economic growth of the south west region in a way that will limit the impact on residents and other non-freight road users

## Strategies

### Identification and protection of existing and planned transport and freight corridors

Identify and protect existing and planned transport and freight corridors by:

- reviewing and confirming the alignment and width of all planned transport corridors and existing transport related reservations within the Local Planning Scheme taking into account changes in urban growth patterns
- reviewing local road reserve terminology and hierarchy to better align with that used in road network planning under the WAPC's Liveable Neighbourhoods operational policy (i.e. Integrator Arterial Road Reserve, Neighbourhood Connector Road Reserve, and Access Road Reserve)
- applying context sensitive planning and design techniques to vary the design and speed environment to be more sympathetic to adjacent land uses and activities (e.g. schools, parkland, activity centres, etc.)
- applying integrated transport strategy principles in the preparation and implementation of structure plans, local development plans and transport improvement plans.

4B-1.1

### Enhancement of pedestrian and bicycle crossing points at primary and other regional roads

Work with Main Roads Western Australia (MRWA) and other stakeholders to maximise opportunities for safe and convenient crossings points over 'Primary Regional Roads' and 'Other Regional Roads' reserves for pedestrians and cyclists.

4B-2.1

### Maintenance of local road network connectivity to northern suburbs

Continue to work with the Southern Ports Authority - Port of Bunbury (SPA), the WAPC and other agencies on the structure planning and development of the Inner Harbour area with a view to retaining a realigned Estuary Drive and maintaining connectivity to the northern suburbs for motorists, pedestrians and cyclists.

4B-3.1

### Facilitation of an intermodal freight hub facility

Support planning for the establishment of an intermodal freight hub facility to reduce the space required for container storage immediately adjacent to the Port of Bunbury's Inner Harbour area.

4B-4.1





## Strategies

## Intentions

### Public transport

4C-1.1

- Plan, design and implement a simple public transport system with a limited number of routes to maximise frequency and improve legibility by:
- taking steps necessary in the short term to re-route existing bus services and explore ways of increasing frequency
  - working with public transport infrastructure and service providers to stage the provision of a high frequency (commuter) bus service in accordance with the LPS-ITS route improvement strategy for:
    - (i) a bus rapid transit system (BRT) linking Dalyellup to Australind via the City Centre
    - (ii) circle route, as identified in the LPS-ITS principal public transport network map
  - working with public transport infrastructure and service providers to investigate the feasibility of introducing services envisaged in the LPS-ITS and Greater Bunbury ITS as part of the preparation of an Integrated Transport Plan for the city.

4C-2.1

Identify appropriate sites for and investigate the feasibility of providing strategic park-and-ride facilities in conjunction with a high frequency (commuter) bus service and future fast train to Perth.

4C-3.1

Retain and support the railway station (and ancillary support services) in its current location until such time alternative fast rail passenger transport services are made available.

4C-4.1

Assist the State Government and public transport infrastructure and service providers to masterplan and reserve land for a high-speed Perth to Bunbury railway line and city centre station, and ensure that these reserves are protected from encroachment by prejudicial development.

4D-1.1

- Plan, design and construct a comprehensive, connected network of bicycle routes based on the five principles of coherence, directness, attractiveness, safety and comfort through:
- bicycle network planning and implementation - monitor the implementation of and regularly review the Greater Bunbury Regional Bicycle Master Plan (2012) and City of Bunbury Bicycle Plan (2010), as part of the preparation of an Integrated Transport Plan for the city, so as to coordinate actions and inform the 10 Year Capital Works Program
  - bicycle planning implementation group - establish a bicycle planning implementation group to assist with monitoring and advising on the regular review of the Greater Bunbury Regional Bicycle Master Plan (2012) and Bunbury Bicycle Plan (2010)
  - formulation and implementation of bicycle parking requirements - explore a discretionary requirement/option for bicycle parking as part of the vehicle parking provision of new developments
  - maintenance and enhancement of bicycle safety on local streets - modify the local street environment, wherever possible, to cater for safe bicycle usage
  - Spencer Street bicycle path pilot project - plan in detail, fund and construct by stages the Spencer Street dedicated (Copenhagen style) bicycle path/lane as part of the principal commuter and recreational bike pathway network, in accordance with the recommendations of the LPS-ITS.

**Facilitation of a bus rapid transit system to service the priority of commuter needs**

**Facilitation of strategic park-and-ride facilities at a sub-region level**

**Protection of existing Perth-Bunbury railway reserve (Australind train service)**

**Facilitation and protection of future Perth to Bunbury fast train railway reserve**

**Maintenance and enhancement of the provision and quality of bike pathway networks and end-of-trip facilities for cyclists**

4C: To plan the public transport system as a more attractive and feasible option for more people, in order to increase the mode share of public transport in Bunbury

### Cycling

4D: To make cycling in Bunbury a safe and highly valued form of transport across cycling networks that encourage more people to cycle and increase its mode share



# Transport

## Intentions

### Cycling (Cont'd)

4D: To make cycling in Bunbury a safe and highly valued form of transport across cycling networks that encourage more people to cycle and increase its mode share

### Walking

4E: To contribute towards the improved health and fitness of the community by encourage more people to walk to their destination thereby increasing the mode share of walking in Bunbury

## Strategies

**Enhancement and expansion of City Centre way-finding and signage to be city-wide based on the priority of pedestrian needs**

Introduce a comprehensive city-wide way-finding signage system, with priority given to the Spencer Street, Ocean Drive, Blair Street, Stirling Street and Koombana Drive road networks linking activity centres and tourism precinct destinations.

4D-2.1

**Adoption of measures that support and deliver high quality, safe, attractive pedestrian oriented environments**

Embed good urban design (including CPTED) principles along with context appropriate medium to high density residential densities and range of compatible land uses in the mixed use zoning provisions of the Scheme in order to promote attractive, vibrant and walkable (human scale) development outcomes within activity centres and other major employment precincts of the city.

4E-1.1

**Facilitation of walking and physical activity by providing safe, legible and well maintained pedestrian pathway networks**

Implement good urban design principles that support walkability and supportive environments for active living in the public realm through:

- the Local Planning Policy Framework (e.g. in preparing and assessing structure plans, local development plans and development proposals)
- the planning and undertaking of capital works program (i.e. parkland, streetscape and road upgrading).

4E-2.1

**Promotion and advocacy for increased walking and physical activity**

Support campaigns aimed at increasing walking (e.g. safe walk-to-schools programs and community based and workplace walking groups).

4E-3.1

**Undertaking of parking education and enforcement**

Undertake comprehensive education programmes and rigorous enforcement activities that discourage motorists from parking on footpaths or illegally near pedestrian crossings.

4E-4.1



## Strategies

## Intentions

### City Centre, Integrated Parking and Transport Management

- 4F-1.1** Incorporate the preparation and implementation of integrated multi-modal transport improvement plans undertaken as part of the local area planning of the City Centre and other major activity centres.
- 4F-2.1** Prepare an integrated Bicycle Access Plan for the City Centre as a supplementation of the City of Bunbury Bicycle Plan, in order to provide a level of bicycle parking in the City Centre that is sufficient to meet the intended bicycle mode share of travel.
- 4F-3.1** Investigate the feasibility of introducing initiatives such as Green Travel Plans for commuter and frequent visitor travel to the City Centre.
- 4F-4.1** Investigate the feasibility and opportunities for the establishment of an electric vehicle charging station within the City Centre.
- 4F-5.1** Review and update the Bunbury CBD Walkability and Wayfinding Strategy through a process of stakeholder and community consultation.
- 4F-6.1** Monitor the implementation of and regularly review the City Centre Parking Strategy, as part of the preparation of an Integrated Transport Plan for the city, so as to inform the 10 Year Capital Works Program.
- 4F-7.1** Review Scheme provisions relating to car parking including variations and exemptions to standards in certain circumstances (e.g. for heritage buildings and mixed use developments).
- 4F-8.1** Review annually the price charged for public parking with a view to modifying demand and maintaining car park occupancies below 85%.

**Preparation and implementation of integrated multi-modal transport improvement planning for the City Centre**

**Preparation and implementation of an integrated City Centre Bicycle Access Plan**

**Preparation and implementation of Green Travel Plans**

**Investigation of electric vehicle charging station**

**Review of Bunbury CBD Walkability and Wayfinding Strategy**

**Implementation and review of the City Centre Parking Strategy**

**Reduction in the proportion of onsite private car parking in the City Centre where this achieves better urban design outcomes without compromising desired levels of transport servicing**

**Review of parking charges to manage supply and demand in a manner that is also consistent with the intent of making improvements to other modes of transport (i.e. walking, cycling and public transport options)**

4F: To plan for and facilitate a potential doubling of jobs, retail floorspace, entertainment and other activities within the City Centre without resulting in excessive levels of traffic and congestion or compromising the amenity or safety of the pedestrian environment - with an adequate level of parking to meet demand for car travel to the City Centre that is also consistent with improvements to other modes of transport (i.e. walking, cycling and public transport options).



# Transport

## Intentions

## Strategies

### City Centre, Integrated Parking and Transport Management (Cont'd)

4F: To plan for and facilitate a potential doubling of jobs, retail floorspace, entertainment and other activities within the City Centre without resulting in excessive levels of traffic and congestion or compromising the amenity or safety of the pedestrian environment - with an adequate level of parking to meet demand for car travel to the City Centre that is also consistent with improvements to other modes of transport (i.e. walking, cycling and public transport options)

**Review of Local Planning Scheme parking requirements**

Review Scheme provisions relating to car parking, including the investigation of the practicality and implications of applying:

- variations and exemptions to standards in certain circumstances (e.g. for heritage buildings and mixed use developments)
- a single rate of car parking provision rate for a set of typical land use class types (e.g. shop and office) found within the City Centre.

4F-9.1

**Investigate feasibility of a park-and-ride facility in the City Centre**

Investigate feasibility and identify potential sites in strategic locations that offer opportunities to act as a park-and-ride facility within the City Centre.

4F-10.1

### Local Streets

4G: To improve road safety on local streets

**Implementation of Local Area Traffic Management (LATM) by priority of need determined through a risk based approach**

Develop a range of design options/solutions for local streets aimed at keeping traffic speeds low in accordance with their level of priority. In implementing Local Area Traffic Management (LATM), conduct consult with residents on design options for individual streets and adhere to good urban design principles in the planning and implementation of street upgrading programmes.

4G-1.1

### Airport

4H(i): To retain an operational airport at its current location with sufficient land area to meet local aviation demand and adequately accommodate existing and future needs of co-located emergency services

**Protection of the Bunbury Airport from encroachment by conflicting/-sensitive land uses**

Apply development controls within the Scheme as necessary and/or as advised following consultation with relevant aviation bodies and service providers.

4H-1.1



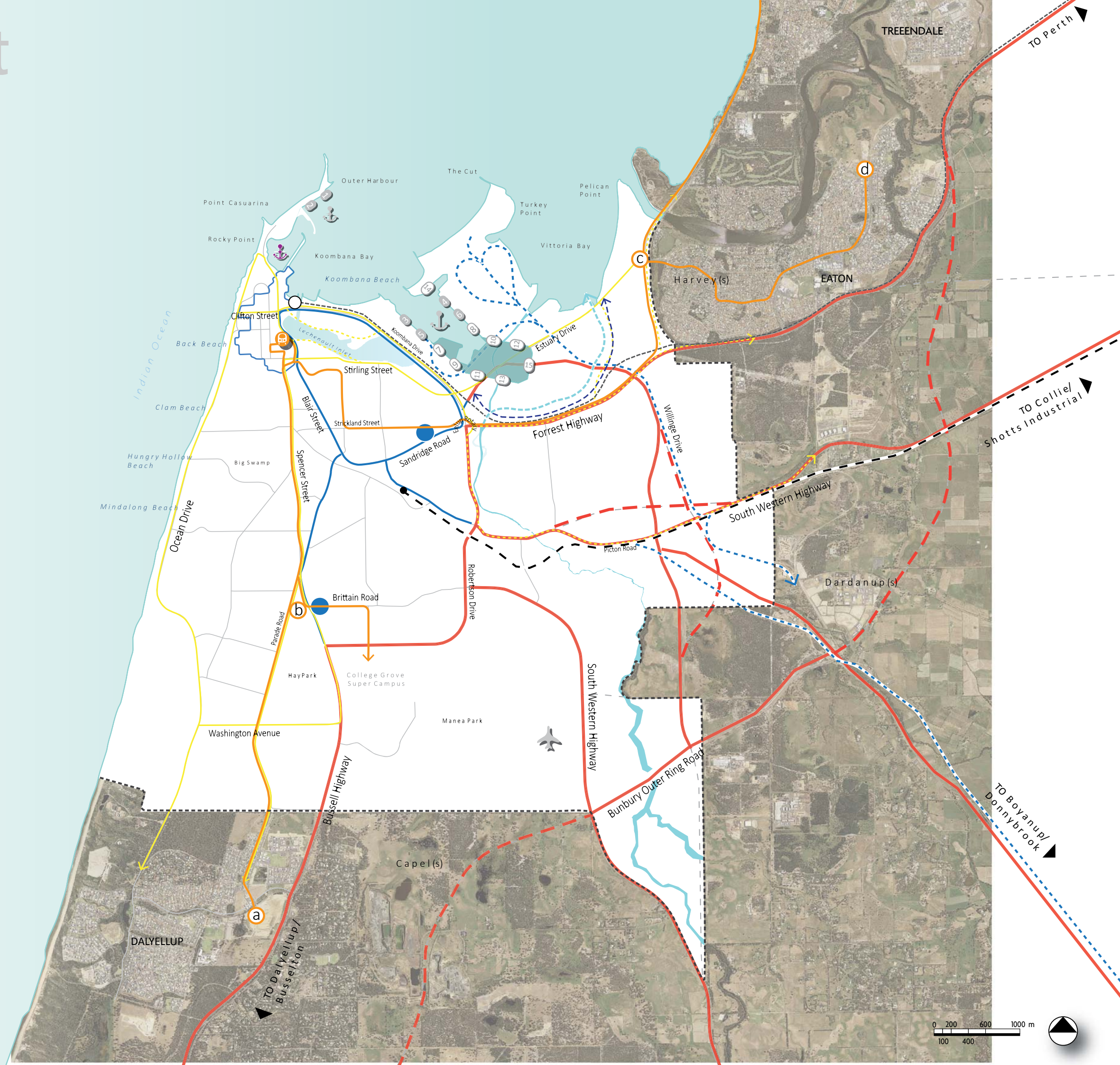


# Transport

## Sub-Regional Strategy Map 1

### LEGEND

- CITY CENTRE
- DISTRICT CENTRE
- FUTURE REALIGNED ESTUARY DRIVE
- FUTURE BRT NETWORK
- REGIONAL BICYCLE NETWORK
- FUTURE REGIONAL BICYCLE NETWORK
- FREIGHT RAIL
- FUTURE FAST RAIL
- PRIMARY REGIONAL ROADS
- OTHER REGIONAL ROADS
- FUTURE REGIONAL ROADS
- POSSIBLE PARK AND RIDE LOCATIONS (INDICATIVE)
  - a DALYELLUP
  - b HAY PARK
  - c PELICAN POINT
  - d EATON
- BUNBURY PORT
- EXISTING PORT BERTHS
- FUTURE PORT BERTHS
- CRUISESHIP BERTH
- FUTURE MARINA
- EXISTING RAILWAY STATION
- FUTURE RAILWAY STATION
- BUS STATION
- AIRPORT
- FUTURE RIVER ALIGNMENT



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100 400





# Transport

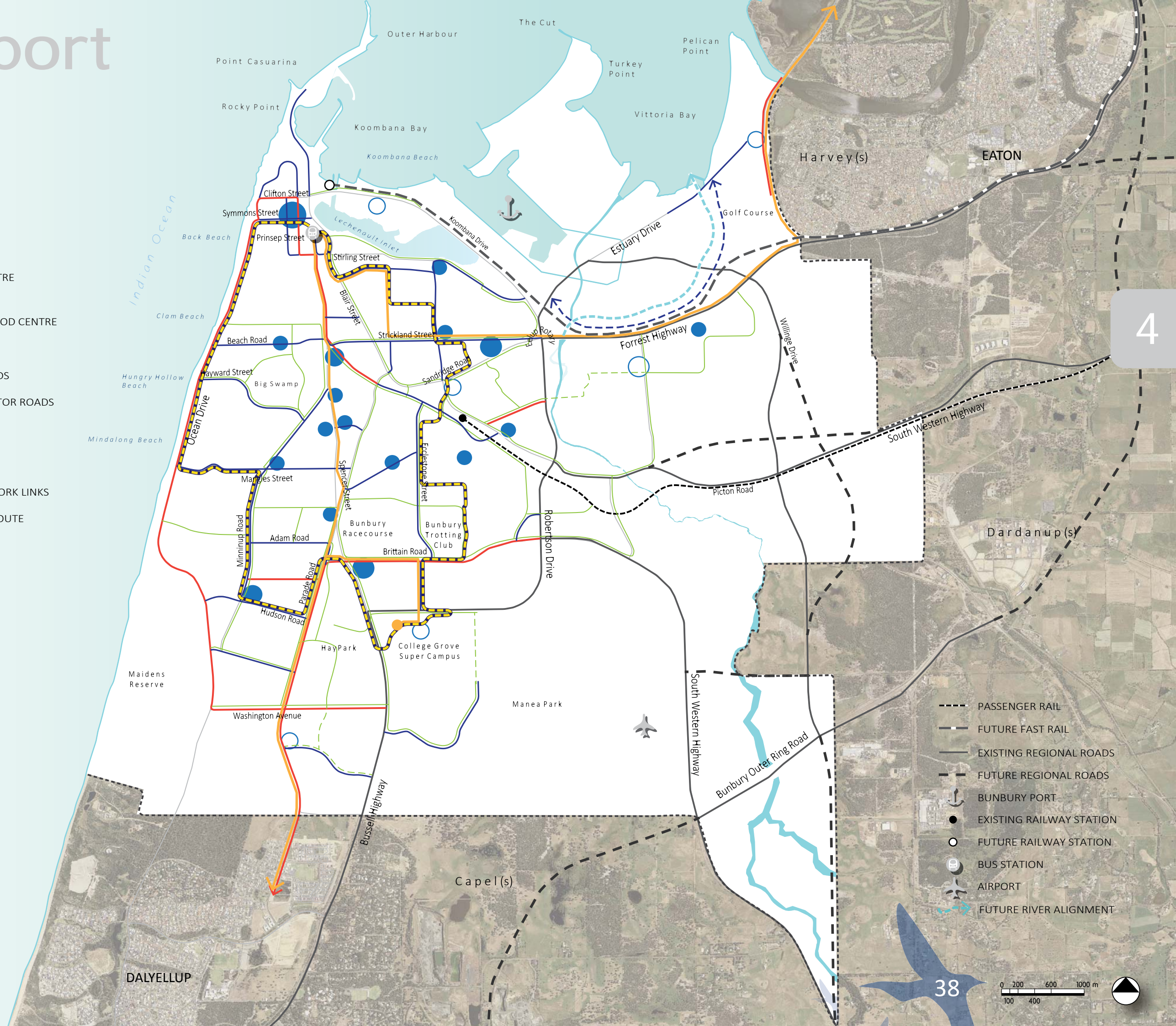
## Local Strategy Map 2

### LEGEND

- CITY CENTRE
- DISTRICT CENTRE
- NEIGHBOURHOOD CENTRE
- LOCAL CENTRE
- FUTURE NEIGHBOURHOOD CENTRE
- FUTURE LOCAL CENTRE

- INTEGRATOR ARTERIAL ROADS
- NEIGHBOURHOOD CONNECTOR ROADS
- FUTURE NEIGHBOURHOOD CONNECTOR ROADS
- CASUAL BIKE NETWORK
- FUTURE CASUAL BIKE NETWORK LINKS
- PROPOSED CIRCULAR BUS ROUTE
- PROPOSED BRT ROUTE

- PASSENGER RAIL
- FUTURE FAST RAIL
- EXISTING REGIONAL ROADS
- FUTURE REGIONAL ROADS
- BUNBURY PORT
- EXISTING RAILWAY STATION
- FUTURE RAILWAY STATION
- BUS STATION
- AIRPORT
- FUTURE RIVER ALIGNMENT





# Natural Environment

MOST STRONGLY RELATES TO:

Relevant State strategies, plans or policies:

- State Planning Strategy 2050 (2014)
- SPP 2.0: Environment and Natural Resources Policy (2003)
- SPP2.6: State Coastal Planning Policy (2013)
- SPP2.9: Water Resources Policy (2006)
- Liveable Neighbourhoods (Edition 4, October 2007; 2009 update)
- Greater Bunbury Strategy 2013 and Sub-regional Structure Plan (2013)
- South West Regional Planning and Infrastructure Framework (March 2014)
- Western Australian Planning Commission's Acid Sulfate Soils Planning Guidelines (2008)
- WA Contaminated Sites Act 2003
- WA Contaminated Site Regulations 2006
- Department of Environment Regulation's Contaminated Site Management Series guidelines
- Department of Water's South West Regional Water Plan 2010-2030 (2010)
- Department of Water's Better Urban Water Management Framework (WAPC, 2008)

Strategic Community Plan key priority areas:

KEY PRIORITY AREA

1

Community and Culture

KEY PRIORITY AREA

3

Natural and Built Environment

Strategic Community Plan objectives:

Objective 2.3: Maintain a high standard of community infrastructure
Objective 3.1: Undertake assessments of the City's key natural areas, activity centres and streetscapes to identify opportunities to improve biodiversity
Objective 3.5: Deliver sustainable waste management services
Objective 3.6: Mitigate and adapt to the possible impacts of climate change

Strategic Community Plan community themes:

Theme Two - Sustainability
Theme Three - Heritage

Relevant Local strategies, plans or policies:

- Local Biodiversity Conservation Planning Framework Discussion Paper (April 2013)
- City of Bunbury Landscape Character Study: A Visual Assessment of Bunbury's Built and Natural Environs (July 2010)

The natural environment is of immense, if not infinite value to humankind. It provides services that humans are fundamentally reliant upon, clean air and water, and underpins social health and economic prosperity

## Introduction

Despite its importance, many aspects of the natural environment are currently in decline due to human activities (UNEP 2012). This is evidenced by current topical environmental issues such as climate change, land clearing and species loss, which are of concern not only internationally, but also at the national, state and local levels.

## Broad Strategic Intent

This theme highlights the City's intention and strategies toward the protection of the natural environment under its Local Planning Framework, consistent with its existing commitments under its Strategic Community Plan.

Consideration is given to actions that can be taken to minimise the impact of the Bunbury community on the natural environment, both locally and beyond, along with the further improvement of the City's approaches and the resolution of remaining knowledge gaps.





# Natural Environment

## Strategies

## Intentions

### Natural Environment

5A-1.1

Address issues that pose a threat to Bunbury's landforms and soils by:

- investigating opportunities to identify and safeguard important landscape values in the city, consistent with State Planning Policy 2 Environment and Natural Resources Policy and in line with the City of Bunbury's Landscape Character Study
- ensuring that planning and development in the city employs Acid Sulfate Soils identification and management practices that are consistent with the Western Australian Planning Commission's (WAPC) Acid Sulfate Soils Planning Guidelines (2008)
- conducting the ongoing investigation and management of the City of Bunbury's known and suspected contaminated sites in a manner that is consistent with the *WA Contaminated Sites Act 2003*, *WA Contaminated Site Regulations 2006* and Department of Environment Regulation's (DER) Contaminated Site Management Series guidelines
- ensuring that planning and development of Council owned/managed land in the city involving known or suspected contamination is undertaken in a manner that is consistent with the *WA Contaminated Sites Act 2003*, *WA Contaminated Site Regulations 2006* and DER's Contaminated Site Management Series guidelines.

5A-2.1

Address issues that pose a threat to air quality in the Bunbury regional airshed by:

- investigating opportunities to incorporate air quality development assessment or buffer requirements for sensitive land uses such as childcare centres proximate to major roads and rail and/or business or industrial zones in line with State Planning Policy 4.1 State Industrial Buffer Policy, Environmental Protection Policies (EPP), guidance statements, bulletins and other relevant guidelines produced by the Environmental Protection Authority (EPA)
- promoting the incorporation of passive solar design principles, as outlined in the WAPC's Liveable Neighbourhoods operational policy, within structure plans, local development plans, subdivisions and developments in the city in order to minimise domestic solid fuel burning
- incorporating provisions into the Scheme to encourage the control of dust generation on development sites.

**Facilitation of planning, regulation and works to address processes that pose a threat to landforms and soils in Bunbury**

**Facilitation of planning, regulation and works to address processes that pose a threat to the air quality of the Bunbury regional airshed**

5A: To support the maintenance, and improvement where possible, of the condition, abundance and diversity of the natural environment, which comprises land, air, water and living native organisms and the interrelationships between these



# Natural Environment

## Intentions

### Natural Environment (Cont'd)

5A: To support the maintenance, and improvement where possible, of the condition, abundance and diversity of the natural environment, which comprises land, air, water and living native organisms and the interrelationships between these

## Strategies

**Facilitation of planning, regulation and works to address processes that pose a threat to the quantity and quality of surface water and groundwater in Bunbury**

Address issues that pose a threat to the quantity and quality of surface water and groundwater in Bunbury by:

- promoting the incorporation of water sensitive urban design principles, as outlined in the WAPC's Better Urban Water Management Framework (2008) guidelines, within structure plans, local development plans, subdivisions and developments in the city, as outlined in the following strategic documents and guidelines:
  - Water Corporation's Drainage Liveability Program (2016)
  - WAPC's Water Urban Sensitive Design (2008)
  - Construction and Establishment Guidelines; swales, bioretention systems and wetlands (Water by Design, 2010)
  - Department of Water's Operational Policy 4.3: Identifying and establishing waterways foreshore areas (2012)
- investigating opportunities to support the implementation of the Department of Water's (DoW) Leschenault Estuary Water Quality Improvement Plan (2012)
- protecting groundwater resources by incorporating a Special Control Area, including appropriate enabling provisions in the Scheme to manage development within the Bunbury Water Reserve consistent with the DoW's Bunbury Water Reserve Drinking Water Source Protection Plan (2008)
- investigating opportunities for the recycling of water in Bunbury in order to minimise the consumption of potable and non-potable water supplies (e.g. the potential use of tertiary treated waste water to irrigate local parks).

5A-3.1

**Facilitation of planning, regulation and works to address processes that pose a threat to the condition and abundance of living native organisms in Bunbury**

The City of Bunbury proposes to undertake the following activities in pursuit of Strategy 5A-4.1:

Address issues that pose a threat to the condition and abundance of living native organisms in Bunbury by:

- incorporating tree preservation order provisions into the Scheme in order to support the protection of ecologically and/or culturally significant trees in the city
- incorporating a 'Conservation Reserve' into the Scheme in order to formalise the protection of Council land supporting remnant native vegetation of local significance
- incorporation of Special Control Area and related provisions into the Scheme in order to support the timely and appropriate consideration of conservation issues during planning and development on zoned land in the city.

5A-4.1

Develop and incorporate numerical targets into the LPS for the retention of suitable amounts of each vegetation complex found in Bunbury, consistent with the WAPC's Directions Paper on the Integration of NRM and Land Use Planning (2011) and EPA's Position Statement 2, Bulletin 1108 and Guidance Statement 33.





# Natural Environment

## Strategies

## Intentions

### Natural Environment (Cont'd)

5A-4.1

Develop and incorporate targets into the LPS for the protection of specific ecological features, consistent with state and federal government environmental legislation and policy, including but not limited to:

- *WA Environmental Protection Act 1986*
- *WA Wildlife Conservation Act 1950*
- *Environment Protection and Biodiversity Conservation Act 1999*
- the published position of the state and federal environment ministers and/or their supporting legislative and administrative agencies.

Ensure that the planning and development of the city is consistent with the Local Bushland Conservation Planning Framework (LBCPF) of the LPS which seeks to support the conservation of remnant native vegetation and associated ecological values in the city, and comprises of:

- identifying conservation targets for remnant vegetation complexes
- introduction of a 'Conservation Reserve' over existing public open space (POS) predominantly containing remnant bushland and ecological/biodiversity function (with secondary passive recreational function)
- designating 'Bushland Areas Special Control Area'
- provision of supporting information in the Local Planning Strategy to guide decision-making
- the formulation of Local Planning Policies (e.g. to provide guidance to proponents on the operation of LBCPF regarding procedural matters for the assessment of bushland values, etc.)

Prepare a Local Planning Policy to provide guidance to proponents on the operation of LBCPF.

Prepare an Environmental Offsets Strategy to support the strategic identification and management of existing and potential environmental offset sites in the city.

Continue to appropriately manage City of Bunbury landholdings that support important ecological values through the preparation of:

- city-wide Master Reserve Management Plan
- issue specific management plans (e.g. weeds, pests, etc.)
- site specific Reserve Management Plans for major POS (including ROS) managed by the City of Bunbury in collaboration with internal and external stakeholders.

Support the establishment of the proposed Preston River to Ocean Regional Park (PRORP) and Leschenault Regional Park (LRP) through management of Council land holdings, advocacy and participation in the technical advisory groups and community consultative committees.

**Facilitation of planning, regulation and works to address processes that pose a threat to the condition and abundance of living native organisms in Bunbury**

5A: To support the maintenance, and improvement where possible, of the condition, abundance and diversity of the natural environment, which comprises land, air, water and living native organisms and the interrelationships between these



# Natural Environment

## Intentions

### Natural Environment (Cont'd)

5A: To support the maintenance, and improvement where possible, of the condition, abundance and diversity of the natural environment, which comprises land, air, water and living native organisms and the interrelationships between these

## Strategies

**Facilitation of planning, regulation and works to address processes that pose a threat to the condition and abundance of living native organisms in Bunbury**

Negotiate with relevant stakeholders for the protection of significant remnant native vegetation under the GBRS presently located outside of 'Regional Open Space Reserve' (e.g. the College Grove Super Campus and the Bunbury Cemetery).

5A-4.1

Identify locally significant ecological linkages through a scientifically-based methodology (e.g. as per the South West Region Ecological Linkages Project) and investigate methods to protect and improve these linkages where possible.

Develop a Native Tree Planting Guide (and associated Undesirable Species List) in order to encourage and inform the installation of native plants on City of Bunbury and privately owned land, including street tree installations and replacements.

**Promotion of ecologically sustainable development**

Promote the incorporation and implementation of Ecologically Sustainable Development (ESD) principles within the planning, design, construction and management of land uses and developments in the city.

5A-5.1

**Investigate further opportunities to support the protection of the natural environment through land use planning**

Prepare and implement the Local Planning Strategy for Environmental Assets and Natural Resources (LPS-EANR).

5A-6.1

Ensure that development along Koombana Drive continues to incorporate landscape elements (such as landmarks, plantings and other landscape treatments) that contribute to the defining character and unique attributes of this visual amenity corridor in order to maintain an interesting and varied road user and pedestrian experience as visitors and residents approach the CBD.

5A-6.2





# Natural Environment

## Strategy map

### LEGEND

- CONSERVATION AREAS
- PROPOSED REGIONAL PARKS
- FORESHORE AREAS
- BUSHLAND INVESTIGATION AREAS
- BUSHLAND ON CROWN LAND
- LOCAL ECOLOGICAL LINKAGES
- REGIONAL ECOLOGICAL LINKAGES
- VISUAL AMENITY CORRIDOR

- PASSENGER RAIL
- FUTURE FAST RAIL
- EXISTING REGIONAL ROADS
- FUTURE REGIONAL ROADS
- BUNBURY PORT
- EXISTING RAILWAY STATION
- FUTURE RAILWAY STATION
- BUS STATION
- AIRPORT
- FUTURE RIVER ALIGNMENT

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# Recreation and Open Space

**MOST STRONGLY RELATES TO:**

Relevant State strategies, plans or policies:

- State Planning Strategy 2050 (2014)
- SPP 2.0: Environment and Natural Resources Policy (2003)
- SPP 2.6: State Coastal Planning Policy (2013)
- State Development Control Policy 2.3: Public Open Space in Residential Areas (2002)
- State Development Control Policy 5.3: Use of Land Reserved for Parks and Recreation and Regional Open Space Policy (2011)
- Liveable Neighbourhoods (Edition 4, October 2007; 2009 update)
- Greater Bunbury Strategy 2013 and Sub-regional Structure Plan (2013)
- South West Regional Planning and Infrastructure Framework (March 2014)
- WAPC's Best Urban Water Managment Framework (2008)
- Water Corporation's Drainage Liveability Program (2016)
- Department of Water's Decision Process for Stormwater Management in WA (2009)
- Department of Water's Stormwater Management Manual for Western Australia (2004-2009)
- Department of Sport and Recreation's Public Parkland Planning and Design Guide WA (2014)

Strategic Community Plan key priority areas:

KEY PRIORITY AREA

1

Community and Culture

KEY PRIORITY AREA

3

Natural and Built Environment

KEY PRIORITY AREA

5

Governance

Strategic Community Plan objectives:

Objective 1.4: Increase participation in sports and leisure activities
Objective 2.2: Maintain a high standard of recreational open space and facilities
Objective 3.3: Improve public health and safety
Objective 5.4: Apply best-practice asset management principles to optimise the City's infrastructure whilst minimising life-cycle costs

Strategic Community Plan community themes:

Theme Two - Sustainability
Theme Six - Community connection
Theme Seven - Beautification

Relevant Local strategies, plans or policies:

- Local Planning Policy: Bunbury Integrated Open Space Strategy (2004)

A well-distributed and convenient network of walkable, attractive public open spaces and natural areas in neighbourhoods is vital to meet the recreational, sporting, play and social health needs of the community

## Introduction

Bunbury is host to a great diversity of public open space (POS) areas which perform recreational, tourism, ecological and social functions. Public open space can be 'active' (usually involving competitive sports and facilities) or 'community' based (parkland for informal and leisure-orientated passive pursuits such as picnicking, viewing wildlife, playgrounds, walking and cycling).

## Broad Strategic Intent

Parks and reserves, sports grounds, water margins and waterways, and other public spaces like streets and squares offer diverse and yearlong opportunities for recreational pursuits.

In planning for public open space, the City needs to provide quality formal and informal recreation opportunities that meet the community's changing leisure and recreational needs. Open spaces need to be:

- accessible and connected
- attractive and appealing
- support ecological networks and functions
- promote activity, inclusivity, health and well-being
- have community and tourism benefits.

Public open spaces and facilities therein (such as the South West Sport Centre) act as important focal points for the community. It is recognised that the number of recreational facilities and amenities must keep pace with the growing local resident and visitor numbers. To achieve this, public open space needs to be provided and managed efficiently by the City. Often this involves balancing a range of different needs.

This theme primarily focusses on the City's public open space assets and should be read in conjunction with the outcomes of Theme 1 – Community and Theme 5 – Natural Environment.





# Recreation and Open Space

## Strategies

## Intentions

### Public Open Space

6A-1.1

Provide for additional active and passive recreational open spaces in areas of under provision, and undertake improvement of existing public open space (POS) in a timely, coordinated and equitably funded manner through:

- undertaking an audit and desk-top needs analysis into the status of POS provision included in the 'Parks and Recreation Reserve' under the Local Planning Scheme
- preparation of a Public Open Space Strategy to meet community needs over the short to long term, in accordance with a hierarchy of existing and planned POS that accords with the WAPC's Liveable Neighbourhoods operational policy, Department of Sport and Recreation guidelines and national benchmark standards for passive/active recreational open space provision (informed by population projects and sport/recreation demand analysis)
- using the Public Open Space Strategy, formulation of a Developer Contribution Plan that informs the Asset Management Strategy (and associated supporting plans) for POS and recreational assets in line with the WAPC's State Planning Policy 3.6 Development Contributions for Infrastructure.

**Maintenance and enhancement of the provision and quality of active and passive recreational open spaces**

6A-2.1

Promotion of best practice parkland planning, design and management that ensures all POS has a clear function, is fit for purpose, is appropriately located and designed, and is maintained to an adequate standard (through ensuring the provision of good quality POS in the early stages of local area planning, structure planning and subdivision) in accordance with:

- the WAPC's Liveable Neighbourhoods operational policy
- the Department of Sport and Recreation's (DSR) Classification Framework for Public Open Space (2012) and Public Parkland Planning & Design Guide WA (2014)
- national benchmark standards for passive/active recreational open space design and management.

**Promotion of best practice recreational open space planning, design and management**

6A-3.1

Ensure that development along Koombana Drive protects and enhances its unique visual amenity by:

- incorporating landscape elements that contribute to its defining character, landscape attributes and values
- incorporating and protecting landmarks
- avoiding visually sensitive locations and landscapes when siting facilities
- ensuring development contributes to an interesting and varied road user experience.

**Protection and enhancement of Koombana Drive as an important visual amenity corridor**

6A: To ensure that Bunbury's public open spaces continue to be protected and managed for recreational, community and environmental purposes in the interest of the whole community



# Recreation and Open Space

## Intentions

### Public Open Space (Cont'd)

6A: To ensure that Bunbury’s public open spaces continue to be protected and managed for recreational, community and environmental purposes in the interest of the whole community

## Strategies

**Maintenance and enhancement of the diversity of recreational and cultural open space opportunities**

Enhance the diversity, functionality, accessibility, connectivity and attractiveness of recreational and cultural open spaces and associated infrastructure and facilities that meet community needs throughout the city by:

- Integration of POS through enhanced streetscapes and connectivity of pedestrian and bicycle pathway networks by:
  - (i) developing a city wide greening and street tree planting program, prioritising streetscapes where there is an associated recreational or environmental benefit (i.e. in vicinity of bushland, wetlands and along identified ecological linkages)
  - (ii) enhancing open space linkages with respect to pedestrian and bicycle pathway networks running between and through prioritised POS connecting urban areas in support of the City of Bunbury Bicycle Plan and Greater Bunbury Regional Bicycle Master Plan
- Investigation of opportunities to enhance the diversity of social, cultural and environmental functions and opportunities in the planning and management of POS (e.g. community garden or nursery, edible planting, accessible and inclusive design, nature playscapes, endemic revegetation, and water sensitive urban design)
- Encouraging the design, construction and management of POS and associated infrastructure and facilities to flexible and adaptable, so that it can:
  - be used for multiple purposes
  - be adapted to meet changing user needs
  - assist in reducing operational costs (e.g. co-location of community and cultural facilities with POS or the expanded use recreation facilities within educational institutions).

6A-4.1

**Alignment of Hay Park Master Plan with district and regional sport and recreational needs**

Inform future revisions of the Hay Park Master Plan to ensure its alignment with the evolving sport and recreational needs of Greater Bunbury regarding the provision of district and regional level playing fields and associated infrastructure and facilities.

6A-5.1

**Facilitation of the reduction in water consumption for the irrigation of public open spaces**

Investigate opportunities to irrigate POS with tertiary treated waste water (e.g. parks and playing fields in addition to consideration of water sensitive urban design, hydrozoning and xeriscaping principles where possible).

6A-6.1

Investigate opportunities to secure strategic resource precincts around wastewater treatment plants to facilitate efficient and beneficial use of land, water and other resources.

**Preparation and implementation of reserve management plans**

Prioritise the preparation of reserve management plans for major POS (including ROS) managed by the City of Bunbury in collaboration with internal and external stakeholders.

6A-7.1

**Facilitation of the rationalisation or establishment and maintenance of recreational linkages through the Preston River to Ocean Regional Park**

Support investigations during the management planning process for the PRORP to determine appropriate regional linkages through the regional park, balancing the provision of recreational amenity, public accessibility and conservation.

6A-8.1





# Recreation and Open Space





## Strategy Map

### LEGEND

#### PARK HIERARCHY

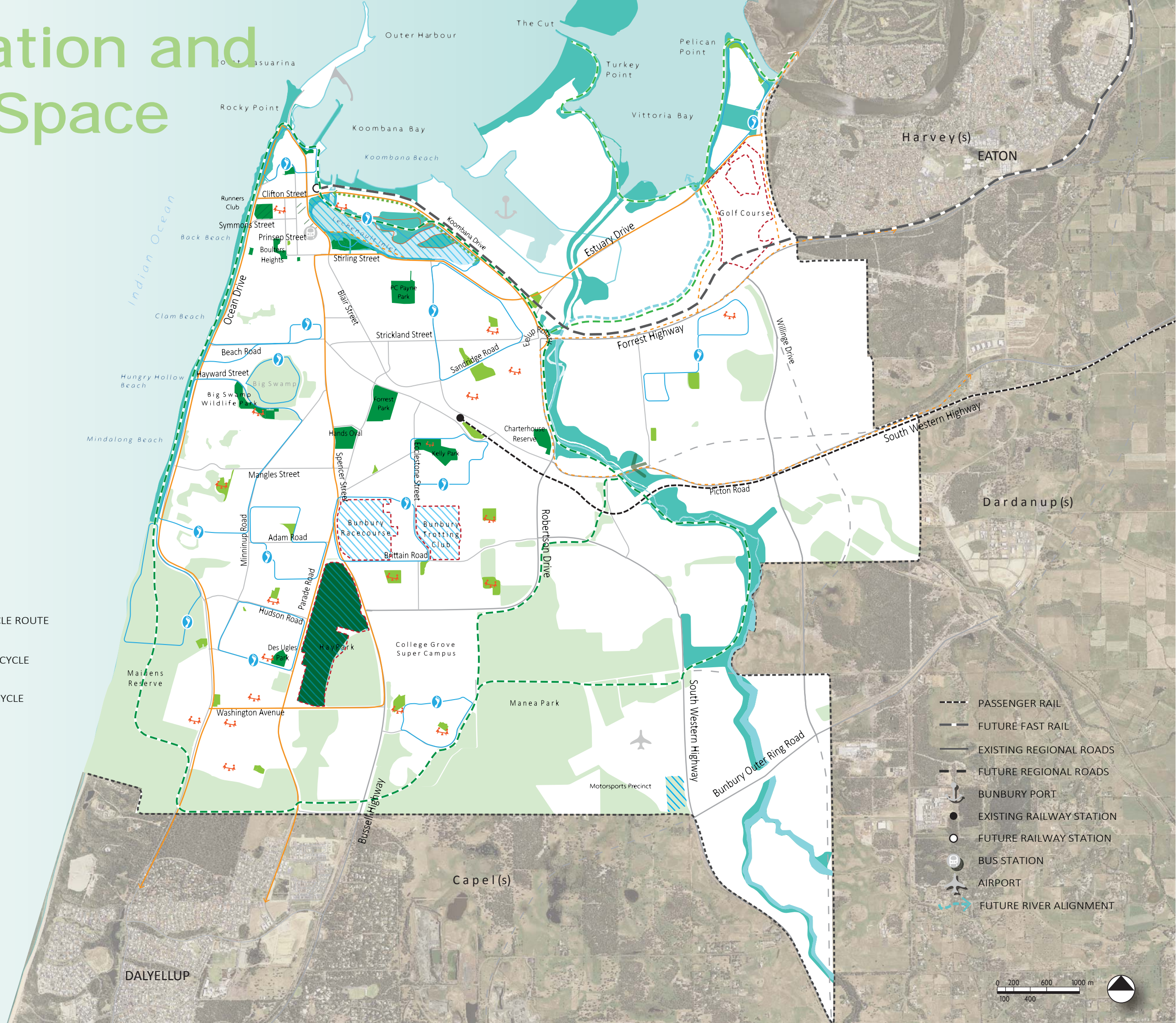
-  WATERBODY
-  NEIGHBOURHOOD PARKS
-  DISTRICT PARKS
-  REGIONAL PLAYING FIELDS
-  PAY TO USE PARKS
-  FORESHORE AREAS
-  CONSERVATION AREAS
-  REGIONAL EVENT SPACES
-  PLAYGROUNDS
-  VISUAL AMENITY CORRIDOR

#### RECREATION ROUTES

-  PROPOSED CIRCULAR BICYCLE ROUTE (INDICATIVE ONLY)
-  EXISTING RECREATIONAL BICYCLE NETWORK
-  FUTURE RECREATIONAL BICYCLE NETWORK LINKS
-  WALK-IT BUNBURY ROUTES

-  PASSENGER RAIL
-  FUTURE FAST RAIL
-  EXISTING REGIONAL ROADS
-  FUTURE REGIONAL ROADS
-  BUNBURY PORT
-  EXISTING RAILWAY STATION
-  FUTURE RAILWAY STATION
-  BUS STATION
-  AIRPORT
-  FUTURE RIVER ALIGNMENT

6



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# Business and Commerce

## MOST STRONGLY RELATES TO:

### Relevant State strategies, plans or policies:

- State Planning Strategy 2050 (2014)
- Industry 2030
- SPP 3.0: Urban Growth and Settlement (2006)
- SPP 3.6: Development Contributions for Infrastructure (2009)
- SPP 4.1: State Industrial Buffer Policy (1997)
- SPP No. 4.2: Activity Centres for Perth and Peel (2010)
- SPP 5.4: Road and Rail Transport Noise and Freight Considerations in Land Use Planning (2009)
- Greater Bunbury Strategy 2013 and Sub-regional Structure Plan (2013)
- South West Regional Planning and Infrastructure Framework (March 2014)

### Strategic Community Plan key priority areas:

KEY PRIORITY AREA  
1  
Community and Culture

KEY PRIORITY AREA  
3  
Natural and Built Environment

KEY PRIORITY AREA  
4  
Regional Economy

KEY PRIORITY AREA  
5  
Governance

### Strategic Community Plan objectives:

Objective 1.1: Establish Bunbury as the most accessible regional city in Australia by 2020
Objective 3.4: Facilitate urban design, diversity of land uses and enabling infrastructure
Objective 4.1: Maintain support for local business
Objective 4.2: Create an environment that will attract new business
Objective 4.3: Promote Bunbury as a place that supports commercial, residential and social development

### Strategic Community Plan community themes:

Theme One - Support for local business
Theme Two - Sustainability
Theme Six - Community Connection

### Relevant Local strategies, plans or policies:

- Local Planning Strategy: Integrated Transport Study (LPS-ITS) (2012)
- Local Planning Strategy: Activity Centres and Neighbourhoods (LPS-ACN) (2011)

## Stimulating, attracting and sustaining industrial and commercial activity, to facilitate co-ordinated and sustainable economic development

### Introduction

The City of Bunbury has been experiencing a period of significant change. Municipal population growth is slowing down in light of the rise of hinterland town expansion and the increased development of neighbouring dormitory suburbs. At the same time, residential properties are increasingly sought after, contributing to gentrification and increasing housing prices in local suburbs, especially those neighbouring the central business district. In addition, a number of redevelopment opportunities have emerged from changes in land use as a result of the restructuring of strategically located vacant tracts of land.

As the population of the South West increases, these trends will influence future commercial and industrial development as employment patterns shift and the demand for industrial land becomes more competitive.

These changes suggest there is a need to expand and restructure industry in the municipality to better utilise the limited amount of industrial and commercial land available. In addition, Bunbury needs to ensure it builds on its advantages of having strong access to strategic infrastructure, such as the Port and various other intermodal facilities, to stay competitive and effectively cope with an increasing workforce.

### Broad Strategic Intent

This theme presents a strategic direction for the planning and development of commercial and industry-related activity areas in the city to support investment, growth and employment generation. While this theme is directed toward commerce and industry in the city as a whole, it has been developed in the context of the Greater Bunbury Region as well, and encompasses a number of broad sub-themes:

- the Port of Bunbury and related infrastructure and activity
- industrial land
- the Outer Business District (OBD) and other general business areas.

This theme seeks to build on Bunbury’s competitive advantages and to create the necessary conditions to support emerging and developing commerce and industry sectors. It looks to ensure that the city maintains a strong and diverse economy, and it highlights the importance of integration with major infrastructure and strategic transport planning.

The planning and development of activity centres and mixed use areas are addressed separately in Theme 8.





# Business and Commerce

## Strategies

## Intentions

### Port Co-ordination

**7A-1.1** Participate in Port sponsored working groups and obtain agreement to joint planning activities. Encourage continued community engagement on Port planning and public access to information regarding Port related activities.

**7A-2.1** Subject to a GBRS amendment, realign the Preston River Reserve boundaries on the Scheme map and rationalise Port zoning as required.

**7A-3.1** Amend the Scheme to include a Port Buffer Special Control Area and/or Local Planning Policy based on the defined port buffer area, including appropriate provisions for regulating the development of sensitive land uses in proximity of the Inner Harbour area.

**7A-4.1** Support and where practicable, implement the existing environmental and coastal management plans endorsed by the WAPC with regards to port industry related development via the Coastal Planning and Coordination Council.

**7B-1.1** Support the development of the Outer Harbour Precinct by:

- applying appropriate zoning and enabling provisions under the Local Planning Scheme to land included in the Outer Harbour not required for Port Installations Reserve purposes; and
- participating in working groups with key agencies to facilitate the preparation of a Master Plan to encourage and facilitate investment, attraction and infrastructure development in the Outer Harbour Precinct.

**Participation in working groups for the coordinated planning and development of the Bunbury Port's Inner and Outer Harbour areas**

**Facilitation of the Preston River's realignment to permit expansion of the Port of Bunbury's Inner Harbour area**

**Establishment of a Port of Bunbury Buffer Special Control Area around the Inner Harbour area**

**Preparation and implementation of environmental and coastal management plans**

**Facilitation of the Outer Harbour Precinct's development as a strategic commercial and recreational boating and marine industry hub for the South West Region of WA**

7A: To continue to support and, where practicable, facilitate the efficient and responsible operation of the Port of Bunbury's Inner Harbour area and any necessary future port expansion

7B: To continue to support and facilitate the development of the Outer Harbour Precinct and its potential as a regional hub for commercial, marine and tourism activities.





# Business and Commerce

## Intentions

### Port Co-ordination (Cont'd)

7C: To continue to support and, where practicable, facilitate the efficient and responsible operation of the Port of Bunbury's Inner Harbour area and any necessary future port expansion.

## Strategies

Promotion and leveraging the competitive advantages offered by the Port's Inner and Outer Harbour areas in order to encourage and facilitate the establishment of allied marine and transport related industries

Support and promote the development of allied industry clusters that take advantage of both the Inner and Outer Harbour areas by:

- Advocating for investment in the research and training capacity of local education providers in order to grow a skilled workforce to sustain and support the diversity of marine and Port related industries and allied sectors (hospitality, construction, recreational, tourism, education, administrative etc.)
- Identify development sites within the city for the establishment of marine and Port related government services and agencies
- Explore additional permissible uses of the Port Industry buffer in collaboration with the Port of Bunbury.

7C-1.1

### Industrial Development

7D: To facilitate the timely development of existing zoned industrial land with particular emphasis on smaller, more employment intensive, clean, light, high tech and service industries

Promotion and facilitation of industrial development and investment opportunities within the City of Bunbury and the sub-region

Plan for and promote the take up of industrial land within the City of Bunbury and the sub-region by:

- Conduct a review the city's industrial land supply, development trends, needs analysis and strategic planning direction following the release of the revised South West Industrial Land Use Survey and Land Release Plan by the Department of Planning (e.g. preparation of a position paper for consultation and study report)
- Prepare a Local Planning Strategy for Industry, which is to augment the implementation of the LPS and Scheme in the short term, and so as to inform the next iteration of the Strategy and Scheme review over the longer term
- Formulate key performance measures and monitoring regime for the implementation of planning instruments guiding industrial land use and development within the city and sub-region
- Publish regular industry and investor oriented publication(s) in order to encourage the diversification of industrial activity that leverages off the city's competitive advantages such as the Port of Bunbury's Inner and Outer Harbour areas.

7D-1.1

7E: To facilitate the relocation of industrial land uses in unsuitable locations to appropriately located and serviced sites in order to avoid land use conflicts and to support sustainable industrial development.

Incorporation of Light and General Industry Zones

Amend the 'Industry Zone' to 'Light Industry' and 'General Industry' zones with appropriate enabling provisions and land use classes.

7E-1.1

Monitoring of environmental impacts and regulation of land use activities

Support research and investigation into best practice industrial subdivision design and development with respect to maintaining biodiversity, reducing energy and water consumption and contamination mitigation. Produce guidelines to demonstrate desired industrial land development and environmental outcomes.

7E-2.1

Determination and establishment of industrial land buffer requirements

Identify sites with buffer requirements for conservation and resource enhancement.

7E-3.1





# Business and Commerce

## Strategies

## Intentions

### Industrial Development (Cont'd)

7F-1.1

- Promote the enabling of industrial development and economic activity by:
- Supporting the preparation of infrastructure needs analysis studies for existing and planned industrial zoned land in the city in order to inform the preparation of a sub-regional, district and local level Industrial Development Contribution Plan
  - Advocating for funding to implement priorities and commitments identified within the South West Regional Blueprint and South West Regional Planning and Infrastructure Framework.

7F-2.1

Participate in Department of Planning sponsored working groups with neighbouring local governments in order to more effectively and efficiently manage the implement and monitoring of existing and future District Structure Plans (e.g. Preston Industrial Park) that span across local government boundaries.

7C-1.1

- Redefine the objectives, boundaries and permitted land use classes of the existing Mixed Business Zone to that of a Service Commercial Zone in order to:
- designate a service commercial corridor along Sandridge Road and Blair Street south of the City Centre
  - reduce the incidence of land use conflict and facilitate an orderly transition between mixed use activity centres, general commercial and industrial areas
  - ensure a balanced, appropriate and meaningful differentiation between Mixed Use, Activity Centre and Industry zones
  - exclude residential development and other sensitive land uses from consolidating areas dedicated as Service Commercial Zone
  - introduce appropriate levels of discretion for general commercial land uses and the requirement for the preparation of Local Development Plans for larger and/or more complex development proposals
  - incorporate appropriate and adequate commercial floor space controls in order to accommodate a wide range of bulky goods retailing, wholesaling, servicing and allied business activities.

7G-2.1

Prepare a place-based Local Planning Policy for the OBD as an outcome of a Local Area Planning process that defines precinct and sub-precinct areas with distinct character and functions in order to guide the exercising of discretion on complementary activities.

7G-3.1

Designate established car yard sites on Spencer Street as Additional Uses on the Scheme map until such time as more appropriate land is made available (e.g. along route of realigned South West Highway in Picton).

**Promotion and advocacy for public and private sector investment in strategic and critical infrastructure items that enable sustained economic development**

**Participation in working groups for the coordinated planning and development of industrial expansion areas**

**Incorporation of a Service Commercial Zone**

**Preparation of an integrated Local Area Plan (Local Planning Policy) for the Outer Business District**

**Transitioning of Spencer Street from a Mixed Business Zone to a Mixed Use Corridor**

7F: To strengthen and improve existing infrastructure and essential services and invest in major infrastructure that will keep pace with industry growth

### Commercial Areas

7G: To satisfy the economic demand for low impact commercial uses in strategic locations adjacent to or in close proximity to activity centres, regional transport routes and public transport networks to meet the service and employment needs of the city and sub-region.









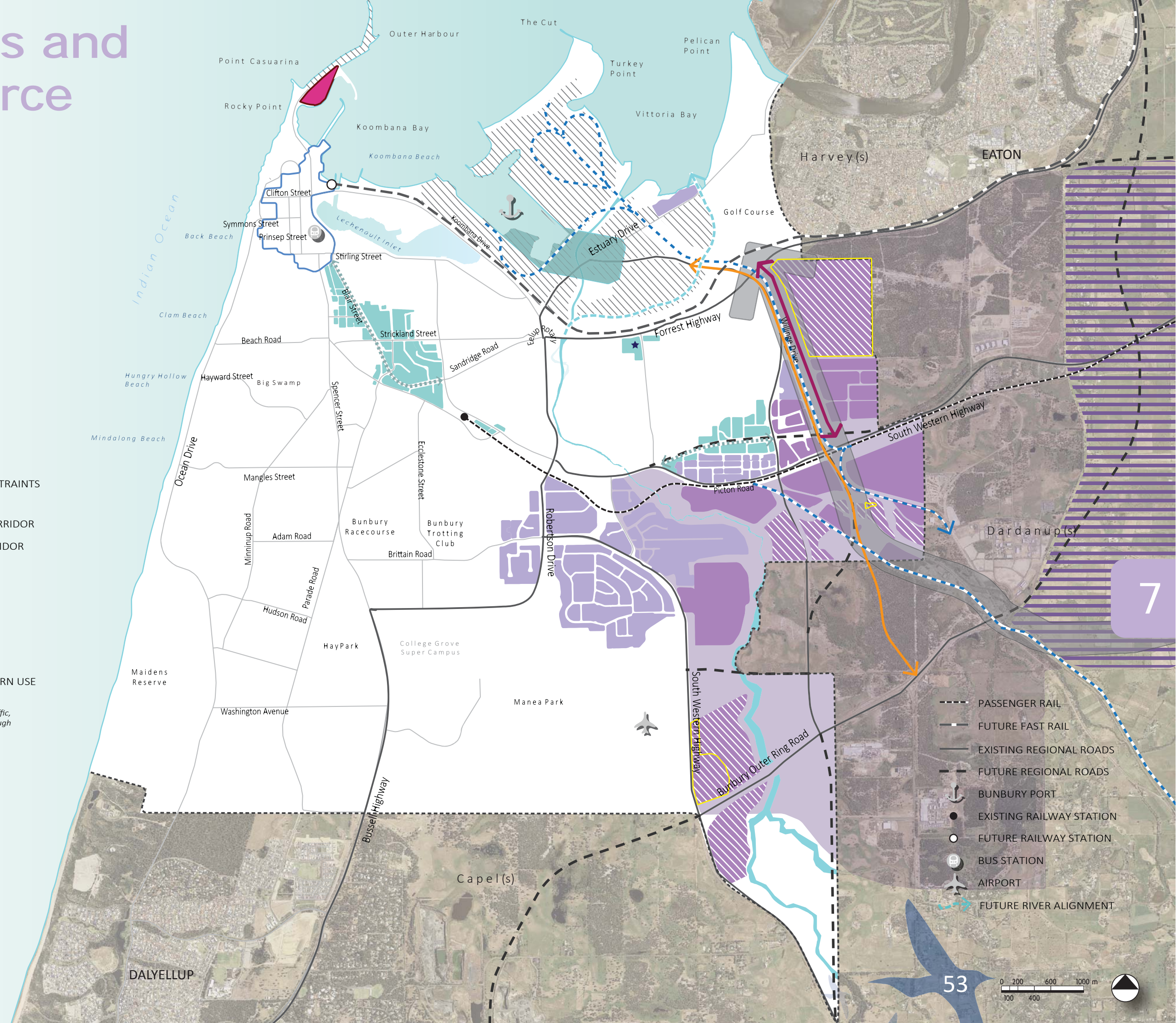
# Business and Commerce

## Strategy map

### LEGEND

-  CITY CENTRE
-  PORT LAND
-  FUTURE PORT EXPANSION
-  PROPOSED HARBOUR PRECINCT
-  SERVICE COMMERCIAL AREAS
-  SERVICE COMMERCIAL CORRIDOR
-  HIGHER IMPACT INDUSTRIAL AREAS
-  LOWER IMPACT INDUSTRIAL AREAS
-  FUTURE INDUSTRIAL AREAS
-  POTENTIAL ENVIRONMENTAL CONSTRAINTS
-  PROPOSED WATERLOO SERVICE CORRIDOR
-  GLEN IRIS (PRESTON) SERVICE CORRIDOR
-  PROPOSED PORT ACCESS ROAD
-  FREIGHT RAILWAY LINE
-  PRESTON INDUSTRIAL PARK
-  WATERLOO INDUSTRIAL PARK
-  MAY INCORPORATE A FUTURE TAVERN USE  
*(Subject to further detailed investigation and assessment. This use should not be implied as a 'use of right' given the need to address traffic, public interest, amenity and related issues through a scheme amendment process)*

-  PASSENGER RAIL
-  FUTURE FAST RAIL
-  EXISTING REGIONAL ROADS
-  FUTURE REGIONAL ROADS
-  BUNBURY PORT
-  EXISTING RAILWAY STATION
-  FUTURE RAILWAY STATION
-  BUS STATION
-  AIRPORT
-  FUTURE RIVER ALIGNMENT





# Tourism

## MOST STRONGLY RELATES TO:

### Relevant State strategies, plans or policies:

- State Planning Strategy 2050 (2014)
- State Government Strategy for Tourism in WA 2020
- SPP 2.6: State Coastal Planning Policy (2013)
- SPP 3.0: Urban Growth and Settlement (2006)
- Tourism Planning Taskforce Report (January 2006)
- Planning Bulletin 83: Planning for Tourism (January 2013 update)
- Planning Bulletin 99: Holiday Homes Guidelines (September 2009)
- Planning Bulletin 49: Caravan Parks (May 2014)
- Greater Bunbury Strategy 2013 and Sub-regional Structure Plan (2013)
- South West Regional Planning and Infrastructure Framework (March 2014)
- Australia's South West – Tourism Development Priorities 2010-2015 (March 2010)

### Strategic Community Plan key priority areas:

KEY PRIORITY AREA  
**1** Community and Culture

KEY PRIORITY AREA  
**2** Transport and Infrastructure

KEY PRIORITY AREA  
**4** Regional Economy

KEY PRIORITY AREA  
**5** Governance

### Strategic Community Plan objectives:

Objective 1.5: Celebrate and recognise the richness of our arts, culture and heritage
Objective 2.3: Maintain a high standard of community infrastructure
Objective 4.1: Maintain support for local business
Objective 4.2: Create an environment that will attract new business
Objective 5.6: Improve local, regional, state and national perceptions of Bunbury

### Strategic Community Plan community themes:

Theme Eight - Tourism

### Relevant Local strategies, plans or policies:

- Local Planning Strategy: Tourism (LPS-T) (2009)
- City of Bunbury Tourism Strategy 2009-2014 (revised April 2010)
- Local Planning Policy No. 2.8: Unrestricted Residential Accommodation (URA) (2011)
- Local Planning Policy No. 2.9: Unrestricted Residential Occupation (2011)

Tourism is a significant contributor to the State and local economy, generating significant revenue for businesses, providing for jobs, improving local assets, services and events that in turn support the local community

## Introduction

The tourism industry in the South West region makes an estimated \$597m per annum contribution to the economy with 5,600 people directly employed in tourism (Tourism WA, 2011). Bunbury is striving to strengthen its reputation as a tourist destination in its own right, and there is a growing appreciation of the need to constantly improve on the city's tourism assets and values, including those mechanisms dedicated to facilitating their development and management.

For tourism to continue to prosper in Bunbury it is very important that tourism supply meets the rising tourism demand and new tourism development and investment are encouraged.

The sustainability of tourism is dependent on integrating tourism development with mainstream industry development.

## Broad Strategic Intent

The City of Bunbury's Local Planning Strategy for Tourism (LPS-T) prepared in 2009 addressed the current and potential role of tourism in the local economy and identified the objectives and actions for tourism land use and development. The document forms the basis for the intentions and strategic directions set out within the Strategy, in conjunction with related state and regional policies and plans.

The main strategic planning intention of the LPS and the Scheme for tourism is to encourage and facilitate appropriate forms of development, in suitable locations, that will be useful in realising Bunbury's full potential as a tourist destination for domestic, interstate and international visitors.

Implementation of this Strategy is aimed at:

- stimulating tourism industry opportunities
- promoting better management of land use interface issues arising from tourism activity
- enabling encouragement of tourism to benefit the whole community
- supporting the tourism industry by proper management of the city's significant natural and cultural assets.



## Strategies

## Intentions

### General

8A-1.1

Introduce a Tourism Zone that correlates to the Ocean Drive tourism corridor and other tourism precincts (designated strategic tourism locations and sites) and sites that provides for an appropriate range and mix of tourist oriented development in terms of the '5 A's of tourism'- Accommodation, Access, Attractions, Activities and Amenities.

8A-2.1

Include additional relevant land use class definitions in the Scheme in order to enable better guidance of provision and regulation of tourist oriented accommodation, access, attractions, activities and amenities.

8A-3.1

Support the preparation of a comprehensive district-wide caravan and camping grounds strategy in order to establish a long term framework to guide their future provision, retention and infrastructure requirements.

8A-4.1

Having regard to suitability of location, setting and design, incorporate provisions within the Scheme that enables R-Code compliant accommodation to be occupied on either a permanent or temporary (short term) basis.

8A-5.1

Support planning instruments that encourage and enable the development of quality accommodation services (including hotel and serviced apartments) in the Regional Centre Zone which will benefit from established entertainment facilities and public transport links.

8A-6.1

Enable the consolidation and integration of a range of compatible uses with tourist accommodation within activity centres and tourism locations to make them an appealing destination for visitors through appropriate land use permissibility and design requirements.

8A-7.1

Review and update the tourist accommodation inventory in order to inform tourism planning and to assist industry investment - including an assessment of the availability, retention and identification of suitable land for the future provision of tourist-oriented land uses.

8A-8.1

Support the preparation of an updated Bunbury Coastal Plan to provide comprehensive planning guidance for new development and managing various activities on land and sea within a dynamic and changing coastal zone.

**Incorporation of a Tourism Zone**

**Tourist-related Scheme land use definitions**

**Participation in regional caravan and camping grounds strategy**

**Facilitate opportunities for flexibility of tenure whereby, in appropriate circumstances, the term of stay for occupiers of dwellings and compliant forms of short stay accommodation is not time restricted.**

**Promotion and enabling of city centre based tourist accommodation**

**Promotion of vibrant tourism destinations for both visitors and local residents**

**Preparation, monitoring and review of a tourist accommodation inventory**

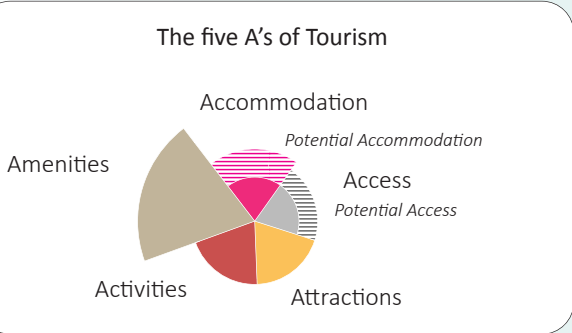
**Review of the Bunbury Coastal Plan**

8A: To encourage and facilitate appropriate forms of tourism facilities and development, in appropriate locations, that will assist Bunbury in realising its full potential as a tourism destination for domestic, interstate and international visitors



LEGEND

- MARINE RECREATION ZONES (BEACH)
- JET SKI FREESTYLE AREAS
- WATER SKI AREAS
- REGIONAL EVENT SPACES
- DOMESTIC AIRPORT
- PROPOSED HARBOUR PRECINCT
- TOURISM ACTIVITY AREA
- CORE TOURISM AREA
- TOURIST DRIVE
- TOURISM PRECINCTS**



- a Central
- b Outer Harbour
- c Marlston Waterfront
- d Koombana
- e Inlet North
- f Inlet South
- g Punchbowl- Big Swamp
- h Bunbury Recreation Ground
- i Ocean Drive
- j Spencer Street

- TOURISM CORRIDORS
- SOUTHEAST ENTRY: SOUTH WESTERN HIGHWAY
  - NORTHERN ENTRY: FORREST HIGHWAY
  - EASTERN ENTRY: PICTON ROAD
  - SOUTHERN ENTRY: BUSSELL HIGHWAY
  - WASHINGTON AVENUE

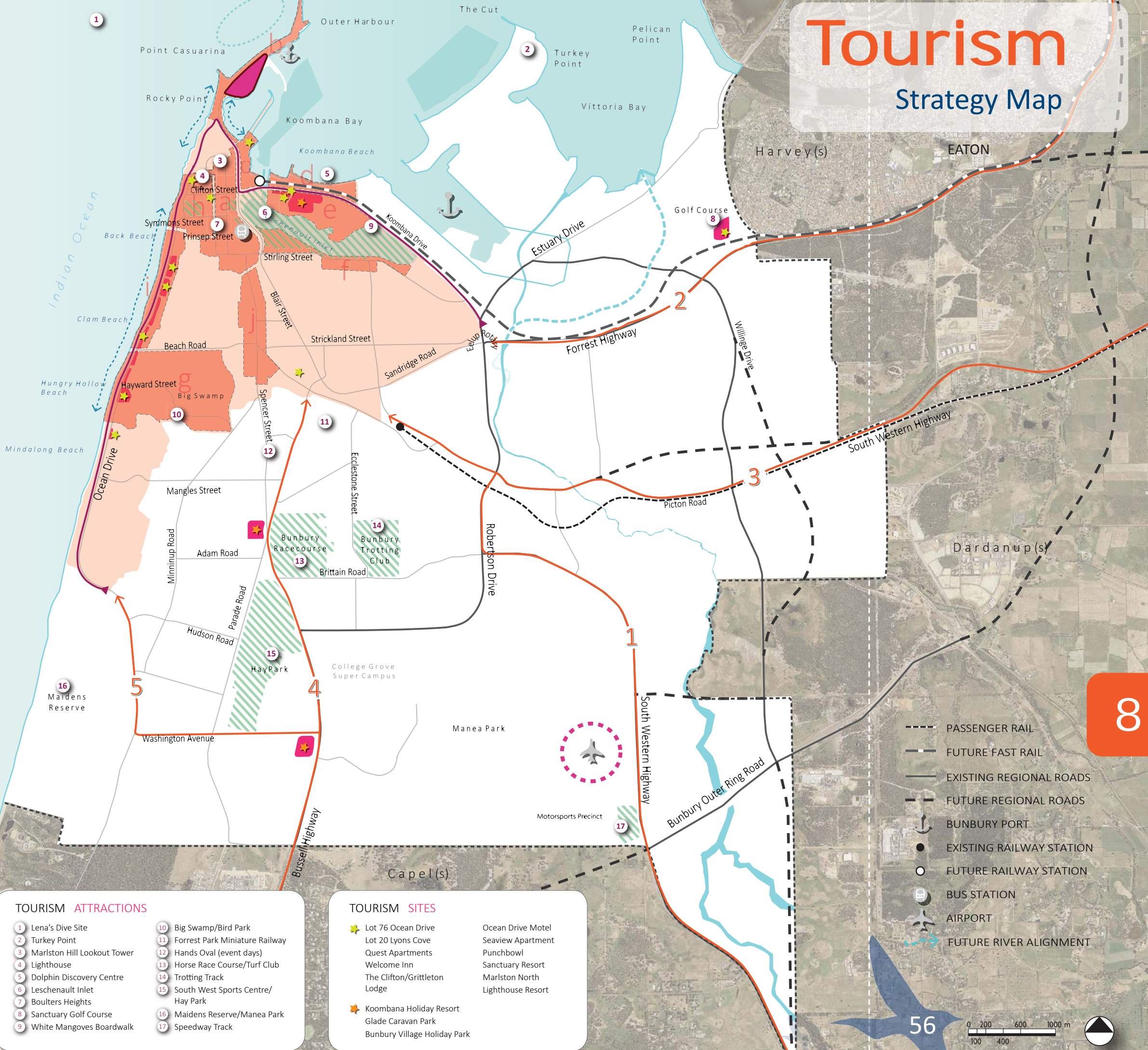
TOURISM ATTRACTIONS

- 1 Lena's Dive Site
- 2 Turkey Point
- 3 Marlston Hill Lookout Tower
- 4 Lighthouse
- 5 Dolphin Discovery Centre
- 6 Leschenault Inlet
- 7 Boulters Heights
- 8 Sanctuary Golf Course
- 9 White Mangroves Boardwalk
- 10 Big Swamp/Bird Park
- 11 Forrest Park Miniature Railway
- 12 Hands Oval (event days)
- 13 Horse Race Course/Turf Club
- 14 Trotting Track
- 15 South West Sports Centre/ Hay Park
- 16 Maidens Reserve/Manea Park
- 17 Speedway Track

TOURISM SITES

- Lot 76 Ocean Drive
- Lot 20 Lyons Cove
- Quest Apartments
- Welcome Inn
- The Clifton/Grittleton Lodge
- Ocean Drive Motel
- Seaview Apartment
- Punchbowl
- Sanctuary Resort
- Marlston North
- Lighthouse Resort
- Koombana Holiday Resort
- Glade Caravan Park
- Bunbury Village Holiday Park

# Tourism Strategy Map



- PASSENGER RAIL
- FUTURE FAST RAIL
- EXISTING REGIONAL ROADS
- FUTURE REGIONAL ROADS
- BUNBURY PORT
- EXISTING RAILWAY STATION
- FUTURE RAILWAY STATION
- BUS STATION
- AIRPORT
- FUTURE RIVER ALIGNMENT



# Activity Centres and Corridors

## MOST STRONGLY RELATES TO:

### Relevant State strategies, plans or policies:

- State Planning Strategy 2050 (2014)
- SPP 2.6: State Coastal Planning Policy (2013)
- SPP 3.0: Urban Growth and Settlement (2006)
- SPP 3.1: Residential Design Codes (2013)
- SPP 4.2: Activity Centres for Perth and Peel (2010)
- Activity Centres for Greater Bunbury Policy (April 2012)
- Liveable Neighbourhoods (Edition 4, October 2007; 2009 update)
- Greater Bunbury Strategy 2013 and Sub-regional Structure Plan (2013)
- South West Regional Planning and Infrastructure Framework (March 2014)

### Strategic Community Plan key priority areas:

**KEY PRIORITY AREA**  
**3** Natural and Built Environment

**KEY PRIORITY AREA**  
**4** Regional Economy

### Strategic Community Plan objectives:

Objective 3.1: Undertake assessments of the City's key natural areas, activity centres and streetscapes to identify opportunities to improve biodiversity

Objective 3.4: Facilitate urban design, diversity of land uses, and enabling infrastructure

Objective 4.1: Maintain support for local businesses

Objective 4.4: Create an environment that will attract new business

Objective 4.3: Promote Bunbury as a place that supports commercial, residential and social development

### Strategic Community Plan community themes:

Theme One - Support for local business

Theme Two - Sustainability

Theme Six - Community Connection

### Relevant Local strategies, plans or policies:

- Local Planning Strategy: Integrated Transport Study (LPS-ITS) (2012)
- Local Planning Strategy: Activity Centres and Neighbourhoods (LPS-ACN) (2011)
- Local Planning Policy No. 3.4: Non-Residential Development in or adjacent to Residential Areas (2011)

Activity centres and corridors act as a major focus of economic activity and urban living. They are destinations for a multitude of activities - employment, housing, community and entertainment - with good public transport accessibility

## Introduction

In Western Australia as elsewhere, the recently emerging planning philosophy for urban centres has seen a shift in emphasis from retail-orientated centres to centres combining retailing with a range of complementary uses (e.g. residential, entertainment, education, civic, medical and cultural). Put simply – a change from ‘shopping centres’ to ‘activity centres’.

## Broad Strategic Intent

The LPS-ACN adopted by the City in 2011 embraces this concept and seeks to encourage the various shopping centres within the City of Bunbury to involve into a network of more complex, interesting and efficient mixed use activity centres.

The hierarchy of centres used in the LPS-ACN generally reflects the existing and currently planned pattern of centre development in the City of Bunbury, and, in addition, introduces three main activity corridors focussed upon sections of Ocean Drive (Tourism Mixed Use), Spencer Street (Mixed Use) and Blair-Sandridge (Mixed Business [Now referred to as Service Commercial]) and advocates establishing two mixed use zones within the Scheme. This approach is considered to remain the logical direction for centres planning in the city.



# Activity Centres and Corridors

## Strategies

## Intentions

### City Centre

9A-1.1

Encourage high density residential, mixed use, major commercial and other preferred non-residential activities within a new Regional Centre Zone for the CBD, by:

- enabling a broad range of permissible and discretionary land uses to be developed in accordance with requirements of the Scheme and supporting planning policy
- introducing revised plot ratio and performance-based bonus criteria across the City Centre in accordance with a precinct-based approach.

9A-2.1

Support and assist the state government to reserve land for the development of a future high-speed Perth to Bunbury rail route, with a city centre station, and ensure that these are protected from prejudicial development.

9B-1.1

Establish a regime of joint planning strategy meetings with WAPC to confirm the direction of South West activity centre policy and ensure that it remains in alignment with the City's stated strategic intentions.

9C-1.1

Expand the extent of the City Centre Zone within the Scheme.

9C-2.1

Incorporate sufficient commercial floorspace controls to ensure maintenance of City Centre primacy over the Outer Business District (OBD).

9C-3.1

Introduce new retail store format definitions for 'Supermarket' and 'Department Store'.

9C-4.1

Investigate further land development capacity within the CBD.

**Transformation of the City Centre Zone boundaries, permitted land uses and development controls into a Regional Centre Zone**

**The securing and protection of the Perth-Bunbury fast train rail corridor**

**Joint planning strategy meetings**

**City Centre Zone expansion**

**City Centre floorspace controls**

**New retail store Scheme definitions**

**City Centre land development capacity**

9A: To further establish Bunbury as the state's second CBD to Perth and the regional capital of the South West, and thus satisfy all reasonable requirements and expectations for the provision of commercial, recreational and cultural facilities and services catering for the existing and future population of the South West region as a whole.

9B: To increase the commercial, retail, social and cultural supremacy of the Bunbury City Centre as the highest-order and most attractive activity centre in the South West region

9C: To promote and facilitate up to a doubling of floorspace in the City Centre commensurate with future regional and city population growth, as well as increased tourism



# Activity Centres and Corridors

## Intentions

### City Centre (Cont'd)

9D: To promote and facilitate the City Centre's evolution into a high amenity, mixed use, city living and working environment that will provide households with an attractive alternative to the extensive suburban environment that currently predominates throughout Greater Bunbury

## Strategies

### Mixed use car parking incentives

Utilise mixed use development car parking reduction incentives in the City Centre Zone.

9D-1.1

### Precinct-based urban design guidance

Provide urban design guidance within a precinct-based Local Planning Policy for the City Centre (i.e. Local Area Plan).

9D-2.1

### Suburban Centres

9E: To encourage and facilitate the creation and evolution of the various shopping centres within the City of Bunbury into a range of more complex, interesting, viable and efficient mixed use suburban activity centres which are attractive and useful to the people living nearby; facilitate the location of more employment opportunities closer to where people live; do not prejudice the intended functioning, size or supremacy of the Bunbury City Centre

### Incorporation of distinct activity centre zones

Create separate zones and relevant provisions for the Bunbury City Centre, District, Neighbourhood and Local Centres.

9E-1.1

### Activity centre planning information

Produce a user-friendly policy/pamphlet describing the approach to the planning and development of activity centres and the medium density and mixed use development in their immediate vicinity.

9E-2.1

### Higher density R-codes in activity centres

Apply medium or high density R-Codes appropriate to each level of the activity centres hierarchy within the walkable catchments of the activity centres and the activity corridors (and nowhere else).

9E-3.1

### Incorporation of mixed use zones near activity centres and corridors

Consider mixed use zonings, where appropriate, within the immediate vicinity of an activity centre and appropriate sections of activity corridors (and nowhere else).

9E-4.1

### Inclusion of mixed use development provisions appropriate to activity centres

Include provisions for mixed use development appropriate to activity centres at each level of the centres hierarchy.

9E-5.1





# Activity Centres and Corridors

## Strategies

## Intentions

### Mixed Use General

- 9F-1.1

Create a commercially biased Mixed Use Commercial Zone within defined areas in which medium to higher density residential development would be acceptable.
- 9F-2.1

Create a residentially biased Mixed Use Residential Zone within defined areas in which low to medium density residential development would be encouraged.
- 9F-3.1

Introduce Scheme provisions for both new zones.
- 9F-4.1

Include incentives within the formulation of the Scheme provisions relating to consideration of mixed use developments.

- Incorporate a Mixed Use Commercial Zone
- Incorporate a Mixed Use Residential Zone
- Inclusion of mixed use development provisions
- Inclusion of mixed use development incentives

9F: To encourage and facilitate mixed use developments within walkable (ped shed) distances of designated activity centres and mixed use activity corridors serviced by frequent public transport in order to encourage urban regeneration and place-making

### Spencer Street Mixed Use Activity Corridor

- 9G-1.1

Plan for the suitable relocation from Spencer Street of what should eventually become non-conforming uses, such as car yards.
- 9G-2.1

Initiate a process of facilitating development of suitable sites in Picton (i.e. Wimbridge Precinct Structure Plan) for car yards and other large area land uses currently located in Spencer Street, and commence discussions with relevant business operators in Spencer Street to ascertain their requirements for relocation.

- Relocation of non-conforming uses on Spencer Street
- Relocation of Spencer Street non-conforming uses to Picton

9G: To satisfy the economic demand for mixed use, commercial and residential development in this well-established area of the city in a manner that will not jeopardise the viability or commercial supremacy of the City Centre





# Activity Centres and Corridors

## Intentions

### Spencer Street Mixed Use Activity Corridor (Cont'd)

9H: To satisfy the economic demand for mixed use, commercial and residential development in this well-established area of the city in a manner that will not jeopardise the viability or commercial supremacy of the City Centre

## Strategies

### Integrated corridor management studies

Complete the necessary urban and transport design studies necessary to appropriately guide future staged development in each of the defined activity and transport corridors, with the priority being given to Spencer Street.

9H-1.1

### Spencer Street corridor modifications

Secure funding and commence physical modifications to Spencer Street north of Strickland Street.

9H-2.1

### Spencer Street local planning policy

Prepare a local planning policy for the Spencer Street mixed use corridor incorporating practicable urban design guidance.

9H-3.1

### Inclusion of residential development incentives

Incorporate incentives for developers to include a residential component in developments within mixed use zoned areas.

9H-4.1

### Inclusion of mixed use development incentives appropriate to zone

Mixed use zone provisions incorporating the requirement that development within the Spencer Street corridor be guided in accordance with the principles of incentives and graduated intensity.

9H-5.1

### Activity Centre Hierarchy

9I: Incorporate the established centre hierarchy into land use and infrastructure planning to enable employment, goods and services to be accessed efficiently and equitably by the community

### Activity centre hierarchy alignment to WAPC policy

Guided by the LPS-ACN, implement the activity centre hierarchy specified in the WAPC's Activity Centres for Greater Bunbury Policy in order to ensure that each centre continues to fulfil its planned role within the larger framework.

9I-1.1

### Monitoring of activity centre floorspace controls

Continue to monitor retail floorspace maximums in accordance with those established in LPS-ACN.

9I-2.1

### Inclusion of residential development incentives

Include incentives within the formulation of Scheme provisions relating to consolidation of lots for large scale developments.

9I-3.1

### Consider provision of a small scale local centre within the East Bunbury Service Commercial area to provide for the local shopping needs of the area's workforce and the adjacent residential area

Consider an amendment to the City's Scheme to facilitate the proposed local centre, which addresses the planning requirements specified in the 'Future Albert Road Local Centre' section in the 'Activity Centres and Corridors' part in the Part 2 Supporting/Explanatory Text of this Strategy.

9I-4.1





# Activity Centres and Corridors

## Strategy Map

### LEGEND

#### CENTRE HIERARCHY

- CITY CENTRE
- DISTRICT CENTRE
- NEIGHBOURHOOD CENTRE
- LOCAL CENTRE
- FUTURE NEIGHBOURHOOD CENTRE
- FUTURE LOCAL CENTRE
- POTENTIAL WALKABLE CATCHMENTS (INDICATIVE ONLY)

#### ACTIVITY CORRIDORS

- TOURISM CORRIDOR
- MIXED USE CORRIDOR
- SERVICE COMMERCIAL CORRIDOR
- MIXED USE AREAS

#### EXISTING

- CENTRAL BUSINESS DISTRICT
- BUNBURY FORUM
- CROSSLANDS
- BUNBURY PLAZA
- MINNINUP FORUM
- LESCHENAULT QUAYS
- SHELL GATEWAY
- KING ROAD GULL
- BEACH ROAD
- SPENCER STREET/COLUMBIA STREET
- SPENCER STREET/CONSTITUTION STREET
- SPENCER STREET/SOUTH STREET
- PICTON ROAD/WOLLASTON ROAD
- MOSSOP STREET
- FRANKEL STREET
- CAREY PARK EAST
- SPENCER STREET BP

#### FUTURE

- a GLEN IRIS/MOORLANDS
- b PELICAN POINT
- c COLLEGE GROVE CAMPUS
- d TUART BROOK/PARADE ROAD
- e KOOMBANA BEACH
- f BUNNING BOULEVARDE
- g ALBERT ROAD / MERVYN STREET

NOTE The spatial extent of the centre zone activity centre is not reflected on this map.

- PASSENGER RAIL
- FUTURE FAST RAIL
- EXISTING REGIONAL ROADS
- FUTURE REGIONAL ROADS
- BUNBURY PORT
- EXISTING RAILWAY STATION
- FUTURE RAILWAY STATION
- BUS STATION
- AIRPORT
- FUTURE RIVER ALIGNMENT

0 200 600 1000 m  
100 400





# Resilience

MOST STRONGLY RELATES TO:

Relevant State strategies, plans or policies:

- State Planning Strategy 2050 (2014)
- State Emergency Management Plan for Flood (Westplan Flood) (2010)
- SPP 2.0: Environment and Natural Resources Policy (2003)
- SPP2.9: Water Resources Policy (2006)
- SPP 3.4: Natural Hazards and Disasters Policy (2006)
- SPP 3.7: Planning in Bushfire Prone Areas (2015)
- Greater Bunbury Region Scheme Floodplain Management Policy (2005)
- Greater Bunbury Strategy 2013 and Sub-regional Structure Plan (2013)
- South West Regional Planning and Infrastructure Framework (March 2014)

Strategic Community Plan goals:

KEY PRIORITY AREA

3

Natural and Built Environment

Strategic Community Plan key priority areas:

Objective 3.2: Mitigate and adapt to the possible impacts of climate change

Strategic Community Plan community themes:

Theme Two - Sustainability

Relevant Local strategies, plans or policies:

- Local Planning Policy No. 41: Development in Flood Affected Areas (2006)
- Local Planning Policy No. 42: Development within 100m from the Toe of the Preston River (2003)
- Preston River, Five Mile Brook and Eedles Gully Flood Study (2012)
- Bunbury Flood Management Strategy (2004)
- Stormwater Management Strategy (2014)
- Bunbury Emergency Management Plan (2014)
- U-4-72 Emergency Ready Guide

Resilience refers to the capacity of a community to endure and withstand adverse conditions, whether they are a result of extreme events like fire, flood, storms or other disasters. The City has a role to play in building the resilience of the city and region

## Introduction

The City of Bunbury is susceptible to extreme events such as flooding, storms and fire as recent history has demonstrated. Other disasters such as tsunamis and pandemic diseases could also possibly occur from time to time.

These types of events could potentially have serious consequences for the City’s natural environment, social health and functioning and economic prosperity into the future, not only during and immediately afterwards, but also in the months and years that follow as the community slowly recovers and rebuilds.

## Broad Strategic Intent

Resilience is a product of not only traditional emergency management and preparedness but also a community’s inherent structure and function. The City has a key role to play in bolstering the resilience of the local community through the shaping of the natural and built environments and in turn, local social and economic conditions.

Climate change has the potential to pose a significant threat to the City of Bunbury and the resilience of the local community in the future, both directly through factors such as reduced rainfall and increased temperatures and indirectly through its influence on traditional extreme events such as fire.

The City of Bunbury’s proposed responses to climate change, which centre on the mitigation of greenhouse gas emissions and adaptation to the coming unavoidable changes, form an important sub-theme, alongside bushfire and flood emergency management. These considerations are not only explored within this theme but are highlighted throughout the document under relevant chapters.





## Strategies

## Intentions

### Climate Change

10A-1.1

Stay abreast of the latest developments in climate change science, policy, practices and law so as to best position Council and its community in adapting to predicted impacts by:

- participating in and/or undertaking coastal hazard risk management and adaptation planning (CHRMAP)
- using the outcomes of the CHRMAP, preparing and implementing a Climate Change Adaptation Strategy (future strategy initiatives may include the introduction of a Special Control Area under the Local Planning Scheme to manage land use and development in areas predicted to be vulnerable to future sea level rise)
- reviewing and updating the Climate Change Adaptation Strategy on a four yearly basis in sync with key climate change publications (such as Intergovernmental Panel on Climate Change assessment reports).

10A-2.1

Using the outcomes of a Climate Change Adaptation Strategy, inform both the Local Emergency Management Arrangements (LEMA) and Local Planning Framework with respect to identified global, national, regional and local drivers of change and associated manifestation of risks.

10A-3.1

Contribute to international efforts to reduce greenhouse gas emissions by:

- monitoring and reviewing the Greenhouse Gas Reduction Strategy on a four yearly basis (e.g. future strategy initiatives may include identification of opportunities for more energy efficient public transportation, land use and development)
- compiling Council and community greenhouse gas emission inventories on a four yearly basis in order to inform the Greenhouse Gas Reduction Strategy.

**Preparation and implementation of a Climate Change Adaptation Strategy**

**Informing of Local Emergency Management Arrangements**

**Preparation and implementation of a Greenhouse Gas Reduction Strategy and Greenhouse Gas Emissions Inventory**

10A: To minimise the future adverse impacts of climate change on the City of Bunbury





# Resilience

## Intentions

### Bushfire Management

10B: To manage bushfire risk on public and private land in an appropriate manner while protecting the environmental, social and cultural values of private and public open space

## Strategies

**Undertaking of bushfire risk management planning and works programmes**

Incorporate all bushland owned and/or managed by the City of Bunbury into Council's bushfire risk management framework by:

- preparing, monitoring and regularly reviewing the bushfire management plans for City of Bunbury owned and managed land
- undertaking of mitigation works identified through the City of Bunbury's bushfire risk management program (including hazard reduction burns, construction and maintenance of firebreaks and defensible space management).

10B-1.1

**Preparation and implementation of a Bushfire Management Strategy**

Review, implement and monitor the Council Policy: Bushfire Inspection and Mitigation (peer reviewed by the CSIRO) with a view to formulating a Bushfire Management Strategy for the city, which:

- is tenure blind
- institutes a risk management approach based on Australian Standard AS31000:2009 Risk Management- Principles and Guidelines and the National Emergency Risk Assessment Guidelines (2010)
- employs a rigorous and accurate methodology for assessing and determining the true level of bushfire risk posed to properties and buildings (i.e. based on a multifactorial risk indexed score that informs the ultimate goal of achieving a BAL of 19 – 29)
- communicates to all landowners and developers the true level of exposure to bushfire hazard and recommended treatments to reduce residual risk
- promotes the appropriate sharing of liability and the correlating responsibilities for managing bushfire risk
- formalises the management arrangements for bushland interfacing with developed land
- is reviewed and updated accordingly every five years.

10B-2.1

**Contributing towards State Planning Policy on the planning for bushfire risk management**

Proactively liaise with the WAPC on refining State Planning Policy 3.7 Planning in Bushfire Prone Areas over time and clarify areas of ambiguity in its interpretation and implementation.

10B-3.1





## Strategies

## Intentions

### Bushfire Management (Cont'd)

- 10B-4.1
- Provision of advice to landowners and developers on avoiding or mitigating assessed bushfire risks to property and buildings located in bushfire prone areas (for example via conditions and advice notes on subdivision and planning approvals to include the full range of bushfire management requirements).
- 10B-5.1
- Participate in regular communication with fire management, emergency response, infrastructure and service agencies involved in bushfire risk management and emergency response. Outcomes from discussions is to inform development of formal arrangements with/between the Hazard Management Agency (as part of the Local Emergency Management Arrangements), City of Bunbury and other relevant agencies to investigate ways to integrate land use planning and fire risk management.
- 10B-6.1
- Promote behaviour change in the community regarding the need for avoidance, mitigation and management of bushfire risks through the conducting of education and awareness raising programs that:

•

increase public awareness and understanding of the impact that bushfires have on homes, businesses, cultural heritage and the natural environment

•

identifies and informs landowners and organisations exposed to potential bushfire risk of their responsibilities for implementing bushfire management (avoidance, mitigation and protection) strategies according to their role and nature of ownership.

Communication methods may include the use of social media and the City of Bunbury website to inform landowners and the broader community about the importance of prescribed burning as a risk management tool, and the management of smoke impacts produced by prescribed burning.
- 10B-7.1
- Undertake bushfire mitigation works and conduct prescribed burns on City of Bunbury owned and managed land, and enforce fire bans in certain predetermined areas during fire season.
- 10B-8.1
- Conduct comprehensive bushfire emergency Safe Zone Assessments, of all City of Bunbury owned and managed land, identified as being low risk areas for potential use in emergency response/ recovery situations as part of the Local Emergency Management Arrangements (LEMA).
- 10B-9.1
- Encourage appropriate fire mitigation design, construction or retrofitting of existing and proposed structures/buildings in accordance with the Australian Standard AS3959- Construction of Buildings in Bushfire-prone Areas.
- 10B-10.1
- Investigate possible response and recovery considerations that can be applied as pre-incident statutory planning tools with relevant agencies and departments.

**Establishment of a Bushfire Risk Management Advisory Service**

**Integration of land use planning and bushfire risk management arrangements**

**Promotion of public awareness and knowledge on the avoidance, mitigation and management of bushfire risks**

**Undertaking of bushfire mitigation works, hazard reduction burns and fire bans**

**Identification and designation of Bushfire Emergency Safe Zones**

**Promotion of bushfire risk avoidance, mitigation and protection through employment of best practice building design**

**Preparation and implementation of land use planning tools for supporting disaster response and recovery**

10B: To manage bushfire risk on public and private land in an appropriate manner while protecting the environmental, social and cultural values of private and public open space





# Resilience

## Intentions

### Bushfire Management (Cont'd)

10B: To manage bushfire risk on public and private land in an appropriate manner while protecting the environmental, social and cultural values of private and public open space

10C: To consolidate policies, strategies and procedures relating to bushfire mitigation and risk management into one comprehensive database

## Strategies

### Consistency with State Planning Policy 3.7 - Planning in Bushfire Prone Areas

Ensure appropriate bushfire mitigation measures are achieved in relation to future development, through the implementation of State Planning Policy 3.7 Planning in Bushfire Prone Areas.

10B-11.1

### Preparation and implementation of a Bushfire Sensitive Asset Register

Create a comprehensive Bushfire Sensitive Asset Register for both the natural and built environment.

10C-1.1

### Undertaking of bushfire prone area mapping

Create, maintain and regularly update, as well as train staff on the use of, a new Bushfire Prone Areas layer on City of Bunbury's geographic information system (Intramaps) to improve the Council's ability to quickly identify bushfire-prone areas for planning application assessment purposes.

10C-2.1





Strategies

Intentions

Flood Management

10D-1.1 Improve collaboration between flood management agencies and the integration of statistical data and analysis in order to provide more effective flood forecasting, warning, modelling and mitigation through:

- providing support (through in-kind contributions) to the consolidation and integration of coastal vulnerability, storm surge, inundation and flood studies/strategies in order to understand the combined effects of coastal, catchment and future climate-related effects on the inundation of land in the city
- working with key flood management agencies to support the preparation of an agreed flood prediction and management strategy for the catchment areas of the Greater Bunbury sub-region using common telemetric river and rainfall data.

10D-2.1 Using the outcomes of a Greater Bunbury sub-regional flood prediction and management strategy, investigate the likely extent of inundation to individual assets (property and infrastructure) by linking inundation to AHD data, and developing an appropriate flood risk identification and response plan under the Local Emergency Management Arrangements (LEMA).

10D-3.1 Devise and implement measures to reduce flooding risk to susceptible Council property and infrastructure through the City of Bunbury’s Asset Management Strategy and associated Capital Works Plan.

10D-4.1 Flood risk avoidance and mitigation on private property and infrastructure through:

- investigation of methods to minimise flooding risk to existing private property and infrastructure (e.g. through the designation of reservations, zones, and possible Special Control Area in the Local Planning Scheme and structure plans) following determination of any revised floodway/flood fringe area
- provision of advice to landowners and developers on avoiding or mitigating flood risks on potential flood prone land (including via conditions and advice notes on subdivision and planning approvals to include the full range of flood management requirements).

Facilitation of agency collaboration and integration of coastal vulnerability, storm surge, inundation and flood risk management

Facilitation of flood risk identification and response planning in emergency management

Undertaking of flood risk reduction works to City of Bunbury land and infrastructure assets

Promotion of flood risk avoidance and mitigation on private property and infrastructure by landowners and developers

10D: To minimise the likelihood and impacts of storm surge, coastal inundation and flooding on the city and its residents





# Resilience

## Intentions

### Flood Management (Cont'd)

10D: To minimise the likelihood and impacts of storm surge, coastal inundation and flooding on the city and its residents

## Strategies

- Facilitation of consistency with Regional Planning Scheme Floodplain Management Policy and structure plans
- Preparation and implementation of Local Planning Scheme provisions for flood protection
- Maintenance and enhancement of flood mitigation infrastructure, levee banks and floodways
- Ensure the effects of coastal hazards and processes (the actions of natural forces on the shoreline and near shore seabed) are taken into account in assessing proposals, in proximity to the coast

Advocate and support the revision of the GBRS Floodplain Management Policy using the outcomes of a Greater Bunbury sub-regional flood prediction and management strategy, and ensure that any new development in flood prone areas is consistent with the GBRS Floodplain Management Policy (as amended) and local structure plans.

Ensure appropriate development standards and requirements for flood protection in the Scheme through measures such as:

- development on flood prone land
- drainage, stormwater and water sensitive urban design
- changes to ground level
- the conditioning of applications for development approval with respect to the setting of minimum building floor levels in flood prone areas.

Ensure the continued operation of flood mitigation infrastructure, levee banks and relief floodways to mitigate the impact of flooding and inundation by:

- ensuring that low lying areas surrounding the Leschenault Inlet are adequately protected against inundation in accordance with the Leschenault Inlet Master Plan flood mitigation recommendations for critical infrastructure (including maintenance of flood escape routes and raising of the seawall, revetments, levees around the inlet and close co-operation with the Department of Transport with regard to operational management and future upgrade of the storm surge barrier)
- advocating for land identified as floodway and/or flood fringe areas to be subject to the WAPC’s Floodplain Management Policy requirements
- advocating for and facilitating the finalised alignment and reservation of the Glen Iris Relief Floodway (GIRF).

Ensuring that planning and development in the city is consistent with State Planning Policy No. 2.6 State Coastal Planning Policy in order to prevent the creation of new coastal erosion problems by:

- ensuring that land use and development close to the coast is compatible with existing uses and its location and design complement and enhance visual, social and ecological values and any existing manmade amenities
- undertaking Coastal Vulnerability and Risk Assessments planning in accordance with SPP 2.6
- protecting the existing natural, indigenous and cultural features of the coast.

10D-5.1

10D-6.1

10D-7.1

10D-8.1





# Resilience

## Strategy Map

### LEGEND

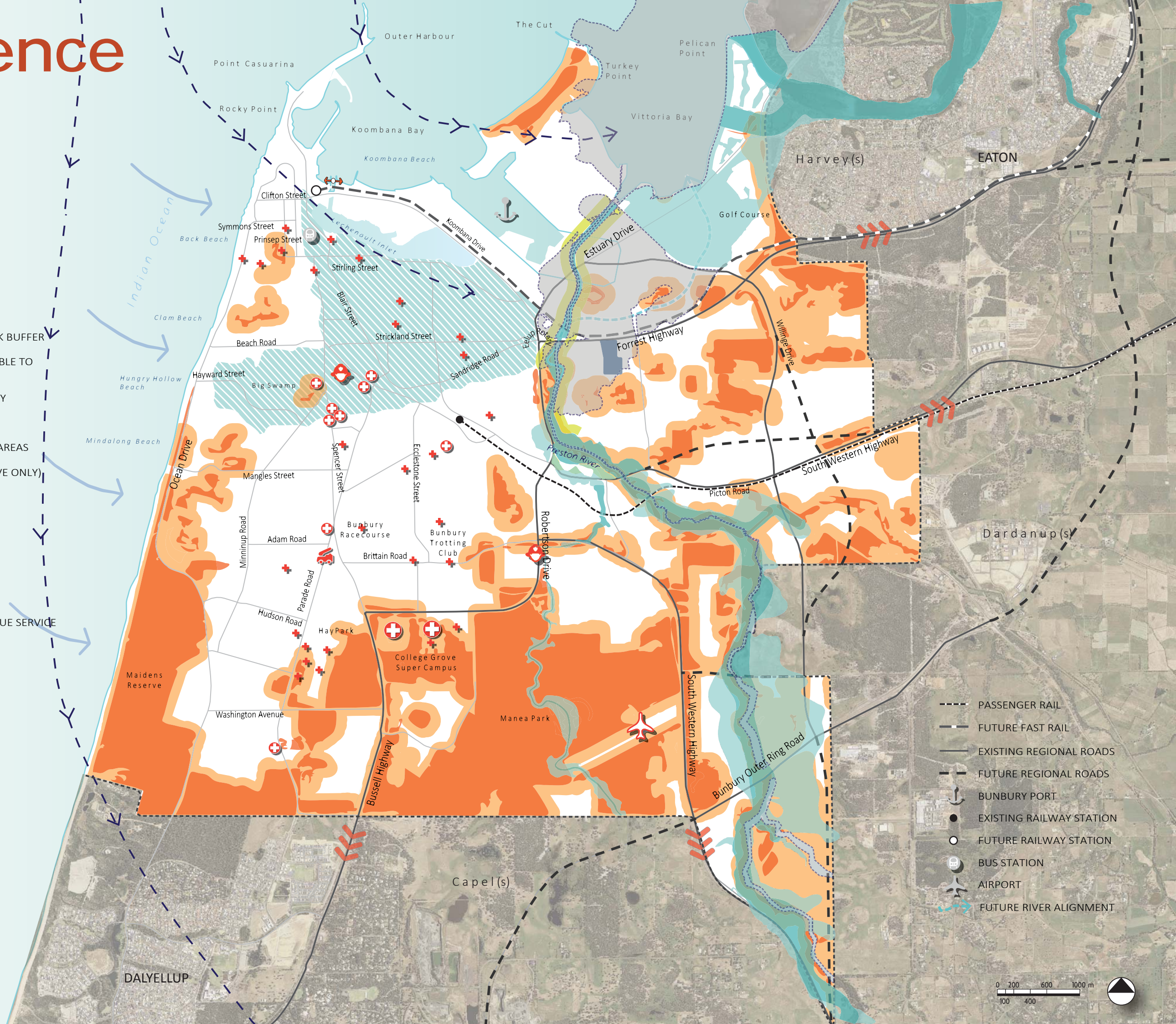
#### EMERGENCY

- FLOODPLAIN
- FLOODWAY
- FLOOD FRINGE
- PRESTON RIVER LEVEE BANK BUFFER
- LOW LYING LAND SUSCEPTIBLE TO DRAINAGE PROBLEMS
- GLEN IRIS RELIEF FLOODWAY
- AREAS PRONE TO BUSHFIRE
- MAJOR BUSHFIRE HAZARD AREAS
- COASTAL WINDS (INDICATIVE ONLY)
- TROPICAL CYCLONE TRACKS (INDICATIVE ONLY)

#### RESILIENCY

- FIRE STATION
- EVACUATION ROUTES
- VOLUNTEER FIRE AND RESCUE SERVICE
- HOSPITAL
- MEDICAL CENTRES
- LOCAL WELFARE CENTRES
- FLOODGATES
- FLYING DOCTORS

In the event of any inconsistency, data from the GBRS Floodplain Management Policy will take precedence.



- PASSENGER RAIL
- FUTURE FAST RAIL
- EXISTING REGIONAL ROADS
- FUTURE REGIONAL ROADS
- BUNBURY PORT
- EXISTING RAILWAY STATION
- FUTURE RAILWAY STATION
- BUS STATION
- AIRPORT
- FUTURE RIVER ALIGNMENT

0 200 600 1000 m  
100 400





# Urban Design

MOST STRONGLY RELATES TO:

Relevant State strategies, plans or policies:

- Creating Places for People: An Urban Design Protocol for Australian Cities (2011)
- State Planning Strategy 2050 (2014)
- SPP 3.0: Urban Growth and Settlement (2006)
- SPP 4.2: Activity Centres for Perth and Peel (2010)
- Liveable Neighbourhoods (Edition 4, October 2007; 2009 update)
- Better Places and Spaces: A Policy for the Built Environment in Western Australia and Action Plan (January 2013)
- Greater Bunbury Strategy 2013 and Sub-regional Structure Plan (2013)

Strategic Community Plan key priority areas:

KEY PRIORITY AREA

3

Natural and Built Environment

Strategic Community Plan objectives:

Objective 3.4: Facilitate urban design, diversity of land uses, and enabling infrastructure

Strategic Community Plan community themes:

Theme Two - Sustainability

Relevant Local strategies, plans or policies:

- City of Bunbury Landscape Character Study: A Visual Assessment of Bunbury's Built and Natural Environs (July 2010)

Good urban design can help create delightful, valued places that people want to visit and spend time in, places that are responsive to the environment and Bunbury’s context

## Introduction

Urban design is a major contributor to the achievement of a sustainable natural and built environment. A high quality public environment makes a real difference – not just at city-wide scale, but on people’s individual lives.

## Broad Strategic Intent

The urban design intentions and strategies captured within this theme provides a chance at clarity for residents, stakeholders, investors, developers and design professionals about the City’s broad, long term directions in urban design practice. Part 1 of the Strategy lays the foundation to establish or co-ordinate a more detailed, localised urban design framework.

The City of Bunbury intends to utilise urban design principles from the Australian Urban Design Protocol and set design priorities specific to the City.





## Strategies

## Intentions

### General Urban Design

11A-1.1

Adopt the principles of the Creating Places for People: an Urban Design Protocol for Australian Cities (2011), setting design priorities specific to the Bunbury context. In applying the protocol locally, establish a city-wide urban design framework that sets out a vision, guiding principles, priorities and actions for promoting good urban design. Within the Urban Design Framework outline an interdisciplinary and collaborative approach to the design and development of the built environment.

11A-2.1

Investigate mechanisms and models to gain the input of expert urban design advice on the urban design and architectural quality of significant development proposals within the City Centre and other areas of strategic importance (e.g. tourism and mixed use precincts).

11A-3.1

Help, encourage and inspire the achievement of urban design excellence through leadership, collaboration, education and advocacy in both public and private development works. This should be facilitated through the formulation of:

- non-statutory guidance that encourages site-responsive design, greater environmental sustainability and improved Crime Prevention Through Environmental Design (CPTED) outcomes
- statutory provisions that incentivises the development of high quality built environments through good urban design and architecture (e.g. plot ratio bonus in the City Centre)
- guidelines within local area and place-based Local Planning Policies (particularly for the City Centre, suburban activity centres and Spencer Street mixed use activity corridor) that supports place-making.

11A-4.1

Formulate and adopt a local planning policy (LPP) to guide and inform good resulting urban design outcomes that supplement the provisions of the Scheme, specifically:

- Zoning Development Requirements Local Planning Policy (Zone Codes), which sets out the local government’s general requirements and standards for the development and use of premises in each zone. This includes elements of built form that supports human-scale development and legibility at street level whilst respecting existing heritage and character of the local area.

**Preparation and implementation of an urban design framework**

**Establishment of an Urban Design Advisory Service**

**Promotion of urban design excellence**

**Guidance of urban design provisions through local planning policy**

11A: To position Bunbury as an exemplar of urban design excellence by ensuring that its built environment contributes to the attractive nature of the city as a whole by being:

- well designed
- accessible
- adaptable
- visually attractive
- appropriate to their context;

and that all streets and other public open spaces are:

- walkable
- safe
- supportive of physical and social activity
- comfortable and convenient









A nighttime photograph of a street scene. A large, leafy tree is in the foreground on the left. In the background, a building with a red-tiled roof and a sign that says "BEAN" is visible. A street lamp is also present. A semi-transparent teal box is overlaid on the right side of the image, containing the text "Part 2" and "Supporting /Explanatory Text".

## *Part 2*

Supporting /Explanatory Text





“Social infrastructure is the interdependent mix of facilities, places, spaces, programs, projects, services and networks that maintain and improve the standard of living and quality of life in a community.”

*- State Planning Strategy 2050, section 3 Social Infrastructure, pg. 86*

## Introduction

This theme looks to maintain and enhance social or community capacity in the city by:

- Anticipating likely social infrastructure needs as clearly as possible both currently and in the future to enable more co-ordinated delivery of social facilities/ infrastructure.
- To ensure that social infrastructure considerations are integrated into the planning for growth (both in greenfield and brownfield areas) alongside other forms of infrastructure such as transport and utilities.
- Meeting local needs and aspirations with available resources.
- Providing opportunities and places for social interaction throughout the community for a variety of arts, cultural and community activities.
- Encouraging inter-sectoral collaboration between governmental and non-governmental organisations.

In a general sense, the Strategy places emphasis on establishing mixed, walkable catchments and a range of densities (including more compact forms of living where immediately adjacent amenities). This in turn will provide for a mix of age groups and improved self-sufficiency in local communities.





Photograph: Don Johnson 2012

## Demographic profile

### Population change

There are 31,348 people in Bunbury. Of these, 49.7% are male and 50.3% are female.

Aboriginal and Torres Strait Islander people make up 3.1% of the population, which is the same as the state percentage, but higher than the national percentage of Aboriginal and Torres Strait Islander people.

The median age of people in Bunbury is 39 years. Children aged 0-14 years make up 17.6% of the population and people aged 65 years and over make up 15.3% of the population. Compared to WA as a whole, the city has a smaller overall proportion of its population in the younger age groups, and a larger proportion in the older age groups.

The WAPC forecasts that the population of the Greater Bunbury Region will increase by 42% by 2026 with upwards of 122,400 persons (an additional 36,000 persons from 2011 levels). Over the past decade (2002-2012), the South West population has experienced three notable demographic shifts:

- a baby blip
- growth in 20-somethings
- an increase in mature adults (tree change and sea change)

Each of these shifts has implications for community facility provision over the next 10 years and beyond.

**Shift 1:** children and teenagers aged 5-14 years old, the demand for sports grounds and schools will now increase.

**Shift 2:** young adults aged 25-39 years, this group will be seeking access to a diverse lifestyle, affordable housing

and job opportunities.

**Shift 3:** retirees aged 65+ years, aging in place and downsizing within their local community, accessing aged care assistance and healthcare and community involvement will be a focus.

The challenge for the City is to meet the community needs of its existing residents, whilst planning for a population of some 145 additional persons per year by 2026 (Source: LPS-ACN). Further, almost all of Greater Bunbury's population growth is projected to occur outside of the City of Bunbury boundaries. This poses major challenges for strategic community planning in Bunbury because the City will continue to fulfil a capital city role and will need to accommodate new and expanded services and infrastructure for the benefit of a burgeoning hinterland population, as well as its own residents.



## Education

In Bunbury 27.2% of people attend an educational institution. Of these, 26.4% are in primary school, 16.8% in secondary school and 15.0% in a tertiary or technical institution. Far fewer people attend a university or tertiary institution in Bunbury than both the state and the nation (6.6% as compared with 13.5% and 14.3% for state and nation respectively).

## Cultural and language diversity

Approximately 72.7% of people in Bunbury were born in Australia. The most common countries of birth are England 5.7%, New Zealand 3.1%, South Africa 1.1%, Philippines 1.1% and Italy 0.9%. More than 85% of people in Bunbury only speak English at home.

## Religious affiliation

Approximately 26.1% of people in Bunbury state that they have no religion, 23.1% are Catholic, 21.7% are Anglican, 3.7% and are Uniting Church. Although this data does not indicate how regularly people attend church services in Bunbury, it could be assumed that Bunbury's rates of church attendance are similar to those across Australia, which are reported by the National Church Life Survey as approximately 9% of the population per week, or 19% per month<sup>2</sup>. This may mean that, in any given week, over 2800 people in Bunbury may attend church or nearly 6000 in any given month.

<sup>2</sup> National Church Life Survey; accessed online on August 6th 2012 at <http://www.ncls.org.au/default.aspx?sitemapid=131>

## Family composition

Bunbury has a higher percentage of single parent families than the rest of the state and country, and the vast majority are single mothers. In Withers, Carey Park and Usher, over 34%, 24% and 23% (respectively) of families are single parent families, with a higher than average number of children per family.





# Community facilities

## Overview

Being a regional hub of the South West, the city's population has access to a diverse range of community facilities and services of both high order (such as regional hospitals, sports centres and tertiary education), and low order (such as local GP's, schools and playgrounds).

Not-for-profit organisations, volunteer groups, sporting clubs and other activities provide a strong backbone to the city's community facilities and services. Many of these organisations operate out of halls, churches or facilities that are not owned and operated by the City of Bunbury.

Key City of Bunbury facilities include:

- Bunbury City and Regional Library
- Withers Library
- South West Sports Centre
- Bunbury Regional Art Gallery
- Bunbury Regional Entertainment Centre
- public amenities such as toilets, seating and bbqs
- foreshore infrastructure such as boat ramps.

The City run facilities are managed and upgraded by the City as part of a larger assets management framework. This framework contains asset management programs for each asset that will be reviewed and updated regularly. The reviews of these programs will monitor population growth in order to ensure that the facilities remain adequate. In this regard any review will need to take into account existing and future demand requirements in line with best practice and any relevant statutory requirements.

## Indicative gaps in provision

Community consultation on health and wellbeing within Bunbury as part of the City's Public Health Plan (under development) noted that people highly value the following attributes of the city:

- the natural environment (37% of respondents)
- the ability to live close to workplaces (32%)
- good access to health care and hospitals (27%)
- the city as a great place to live or work (for example vibrancy, arts, parks, etc. (24%)

Ways to promote health supportive environments in neighbourhoods and environments raised by the community as part of the consultation exercise identified:

- providing more and/or better maintained cycle and pathways
- providing targeted health and wellbeing activities for children and young people
- asking the community what is needed on a regular basis

- advocating for reduced homelessness and poverty in the City
- providing targeted health and wellbeing activities for adults

Further, the community identified that the City can do more to protect and enhance the community's health by:

- addressing alcohol and drug misuse in the community
- making the night time entertainment in the CBD more family friendly and vibrant
- addressing and advocating for improved community safety
- providing services and programs to get people active
- lobbying for increased and improved health services

Targeted consultation with young people 9-16 years identified:

- a South West waterpark
- more foreshore infrastructure such as trees, parking, drink fountains, lighting
- volleyball nets and courts.

Many of these aspirations have direct relevance to the strategic planning of community and recreational/open space Theme 6 infrastructure.

Some of the community facility or service gaps which need to be confirmed within a comprehensive Social Infrastructure Plan include:

- a centrally located youth-centred space for young people to socialise and up-skill with optional development opportunities like leadership courses, art classes.
- a centrally located walk-in community resource/not-for-profit hub.
- affordable seniors housing – retirement housing but also high-care placements.





## Schools

Schools are a significant contributor to the sense of place of a neighbourhood and become a focal point for a community. The locations of schools and accessibility and safety of routes to and from school plays a key role in facilitating walking and cycling.

The city is home to 9 kindergarten, pre-primary and primary schools; 4 high schools; 2 tertiary facilities (South West Institute of Technology and Bunbury campus of Edith Cowan University) and a number of private schools.

The Department of Education and Training has previously indicated the need for a Primary School within the Tuart Brook Local Structure Plan area. A four hectare site has been allocated centrally within the endorsed structure plan area and co-located with an adjoining local POS area to enable shared use opportunities and the creation of a neighbourhood focal point.

Beyond this, future educational needs will focus on existing schools concentrating and 'upsizing'. To this end, with the move of Year 7 students to secondary school in 2015, Royalties for Regions funding has provided for four additional classrooms, an activity area, staff area, toilets and storage space at Bunbury Senior High School.

## Healthcare

A tertiary level of healthcare is provided for in the city at the South West Health Campus, fulfilling regional healthcare function including medical, surgical and maternity care amongst others.

The South West Regional Planning and Infrastructure Framework (2014) identifies expansion of the South West Aboriginal Medical Services Clinic currently based at the Campus as a key public health asset planned in Bunbury for the South West population.

## SW Health and Education Campus

In addition to the city's primary and secondary schools that service its neighbourhoods, the South West Campus is a large educational and health facilities activity centre strategically located at the corner of Bussell Highway and Robertson Drive. This 'super' campus services the Greater Bunbury urban area and the rest of the South West region. Under the WAPC's Activity Centres for Greater Bunbury Policy (2012), the campus is designated as a 'special centre'.

The educational facilities on the 'super' campus are:

- Manea College - secondary education
- South West Institute of Technology - tertiary education
- Edith Cowan University Bunbury Campus - tertiary education.

The health facilities are:

- South West Health Campus; and
- St John of God Bunbury Hospital.

Further expansion of the campus will require a significant site planning exercise if it is to be successful. There is potential in this process to conserve/protect some significant areas of natural bushland to the south of the existing facilities. This will require the cooperation of all major stakeholders.

The main strategic planning intent in relation to the South West Health and Education Campus is to continue to support and, where practicable, facilitate its efficient and responsible expansion in accordance with a masterplan. It is also intended to explore opportunities to rationalise land use and transport requirements to improve the accessibility of the campus to the local and wider community in a sustainable manner.

## Aging facilities

Upper age groups (45-64 and 75+ years) have increased significantly in the Greater Bunbury Region resulting in a rapidly aging population. This has major implications for land use planning including infrastructure and service provision.

Urban form and land use planning can either improve or exacerbate mobility, inclusion and affordability issues for an aging population.

Different social and physical infrastructure and therefore new investment will be required to meet changing needs of this demographic. Having readily accessible healthcare and local amenities (including leisure and recreational opportunities), affordable housing provision in centres which is well connected to transport systems will ensure 'aging in place' and maximisation of health and well-being.

The main strategic planning intent of the Strategy as it relates to an aging population is to plan for the needs of an aging population by supporting health services, infrastructure provision and aged care accommodation in appropriate locations. Strong social networks will help ensure that the older generation can be active opposed to isolated and marginalised members of the community.







## *Predicting future community infrastructure requirements*

The demands of the existing population will continue to evolve, particularly in regard to the aging cohort. Combined with future population growth expected to be accommodated as infill or in remaining greenfield areas - Tuart Brook, Glen Iris and College Grove - it is important that an appropriate level and mix of community infrastructure is provided, together with appropriate ownership and management models.

To this end the City will be undertaking a comprehensive Social Infrastructure Plan and review of its existing open space and community facilities by local area. It is noted that each area should be assessed relative to the facility provision and access to adjoining centres to help rank infrastructure needs. Consideration should also be given to the impact of demand for higher order facilities as a consequence of growth in centres beyond Bunbury's local government boundary such as Dalyellup, Eaton and Australind.

Using standard infrastructure benchmarks i.e. ratios of facilities per head of population, gaps in social infrastructure provision can be identified and a crude estimate of potential needs can be provided. This review is likely to have implications for future zoning directions and development contributions regime for community infrastructure in the Scheme.

This Plan is also expected to lead to more detailed feasibility studies and negotiations to determine areas of land purchase and/or joint venture or community partnership options.

Over the next 20 years it is expected:

- Bunbury's CBD consolidates as the dominant sub-regional and city wide social activity, entertainment and event hub
- The South West health and education 'super' campus is recognised as a primary community node providing for community interaction and contributing significantly Bunbury's 'capital city' function

- There are a number of key centres (district and neighbourhood level) and nodes which fulfil local to district-wide community functions
- Neighbourhood centres are walkable to residential populations and activity friendly
- Co-location and shared-use of facilities exist leading to the efficient provision of infrastructure (i.e. car parking) and opportunities for joint initiatives across service providers
- Spencer Street will change significantly and become a corridor of social and community focus due to planned future intensification
- Local and cross-city connections increase to complement existing links to make it easier for people to travel between community facilities, work and home
- The impact of growing population centres in Bunbury's immediate hinterland (Dalyellup, Eaton, Australind) is well understood in the context of new and expanded sub-regional or district services and infrastructure.





The Housing theme highlights the City's approach towards the optimisation of residential neighbourhood design to accommodate forecast population growth and anticipated changes in housing requirements within the city

## *Introduction*

The City of Bunbury's most detailed research, analysis and recommendations associated with this topic are provided in the LPS-ACN. In addition to the City Centre and three activity corridors, the LPS-ACN illustrates a hierarchical pattern of district, neighbourhood and local activity centres (existing and proposed).

These are envisaged as community focal points within residential neighbourhoods for shopping as well as a range of other services appropriate to each centre's role in the defined hierarchy of centres.

### **Strategic approach**

The LPS-ACN also identified and sought to capitalise on the complementary and mutually self-supporting roles of both activity centres and residential neighbourhoods. It recognised that local support for activity centres could be improved if all future demand for medium and high density housing within the

City of Bunbury (including aged persons housing) was realised within the walkable catchments of activity centres – and nowhere else.

This measure, which has been adopted by the Council (as has the entire LPS-ACN), will over time also increase the number of households within easy walking distance of activity centres with commensurate reductions in car dependency. This measure will benefit both residents and business operators in and around activity centres.

The basic planning model for Bunbury's suburban residential neighbourhoods and associated activity centres is illustrated in Figure 18. The existing and planned pattern of activity centres and neighbourhoods is illustrated on the LPS map.





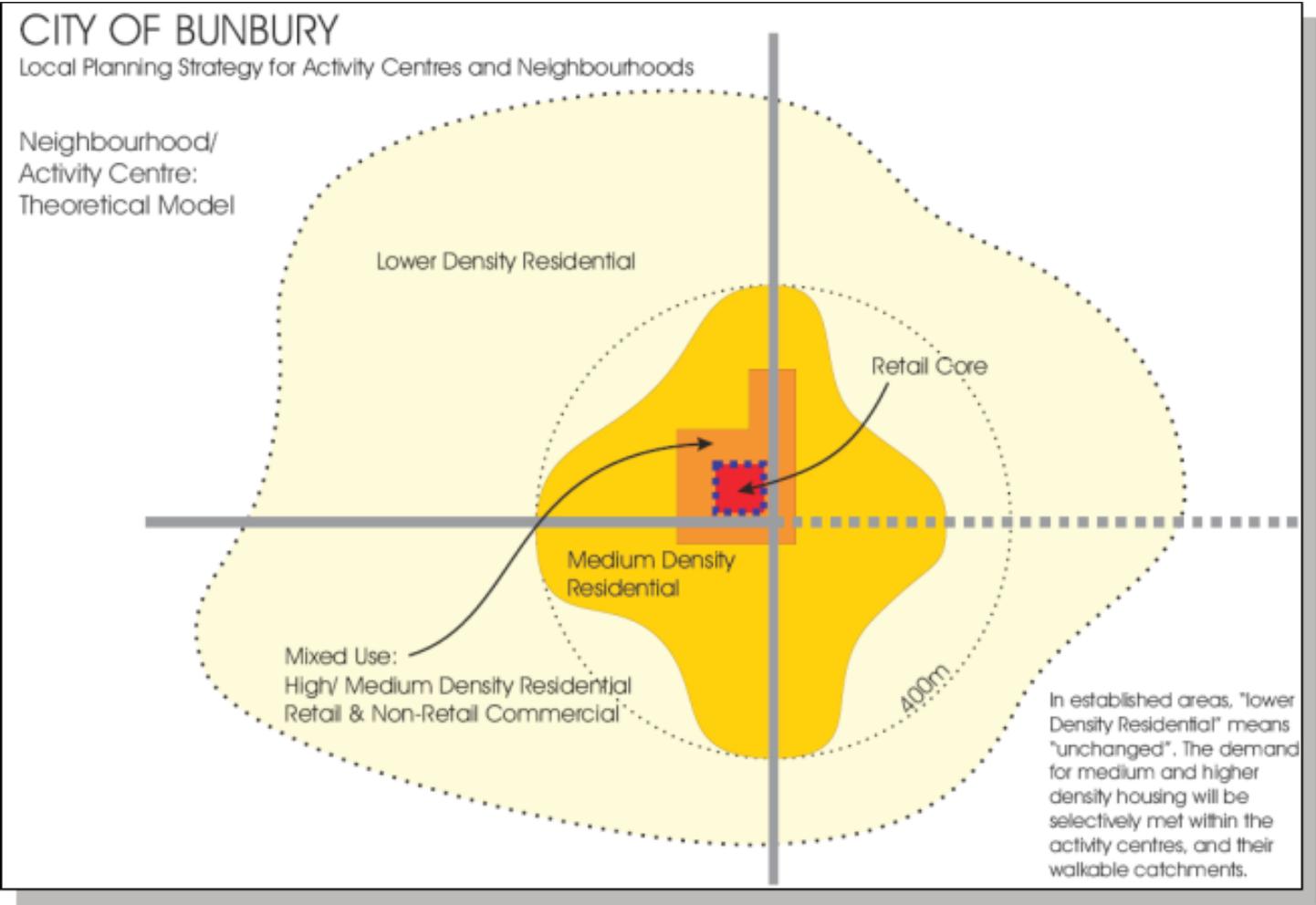


Figure 11: LPSACN Relationship between medium and high density housing areas and activity centres

## Housing in Bunbury

Population, housing trends and the demand for future dwellings in Bunbury need to be considered in context. The City of Bunbury is not a 'stand-alone' town, but is, in effect, the 'inner city' for the Greater Bunbury urban area. As such, Bunbury's demographics and housing characteristics are somewhat different to those of the wider region.

The trends most relevant to housing in Bunbury can be briefly summarised as follows:

- steady population and dwellings growth over time
- significant ageing of the population
- rapidly increasing numbers of one and two person households
- the dominance of the separate house type to remain, but
- flats, units, apartments, semi-detached and townhouses to be the main focus of future housing demand.

House prices have more than doubled in the past decade. In 2011 the median house price in Bunbury averaged \$432,000, compared to the Perth average of \$485,000. Between 1996 and 2006 the average dwelling occupancy ratio (persons per dwelling) in Bunbury decreased from 2.7 ppd to 2.4 ppd, and based on ABS census data, this trend is anticipated to continue. Between 1996 and 2006 the number of dwellings accommodating only one or two persons increased by 30% from a total of 5,671 in 1996 to 7,375 dwellings in 2006. Yet between 1996 and 2006 the separate house has remained the predominant dwelling type in Bunbury. It represented 79% of total occupied dwellings in 1996 and 76% of total occupied dwellings in 2006.



## Residential units

The City's fairly modest population growth of some 4,700 persons projected for the period 2011 – 2026 does not necessarily reflect the extent of the expected future demand for residential units, mainly due to an anticipated continuation of the current trend towards lower dwelling occupancy ratios (persons per dwelling) and corresponding proportional changes in dwelling unit types.

The LPS-ACN projected that the total number of dwelling units in the City of Bunbury would increase by 3,229 units between 2006 and 2026, with 58% of the increase being in row/terrace houses and flats/units/apartments, rather than single houses. How to accommodate this anticipated growth in the most beneficial way is one of the key strategic tasks for the LPS and Scheme.

How housing density is to be controlled under the LPS and the Scheme in accordance with the recommendations of the LPS-ACN is indicated in the Housing Strategy map.

## Housing needs

The Greater Bunbury Strategy (2013) identifies three strategic priorities to create 'liveable' communities:

- plan for increased housing supply in response to housing needs
- promote and increase housing diversity, adaptability, affordability and choice
- create attractive, safe, functional, and well-connected neighbourhoods and towns.

The various sub-strategies adopted as part of the LPS are complementary to this approach, and efforts by state government to directly address special housing needs such as affordable housing, social housing and housing for the elderly will be broadly supported and appropriately accommodated in keeping with the overarching spatial framework of intended residential growth and neighbourhood development.





# Cultural Heritage



The conservation of Bunbury’s heritage value is vital to preserving the fabric of the city’s character, and as such, heritage buildings, structures, objects, spaces and precincts are valuable landmarks and distinguishing features in the landscape

## Introduction

The main strategic planning approach for protecting the heritage of the city into the future is to continue and enhance, the City’s current practice of identifying, conserving and consistently managing those places and areas of cultural heritage significance which contribute to the unique identity and character of Bunbury.

The City of Bunbury has made commitments to support the protection of heritage and character assets under the Strategic Community Plan and Local Planning Framework. In seeking to achieve these commitments, the City invests considerable resources each year on a range of supporting initiatives, including:

- preparing and implementing local planning policies to help guide development and offer incentives to look after heritage assets
- supporting the application of state and federal heritage legislation and policy through its planning and building approval processes
- managing heritage assets under its care and control (leading by example)
- raising the profile of heritage to visitors and the community through a bi-annual heritage award
- providing advice and guidance to property owners, designers, developers and the community at large on heritage conservation matters
- supporting community participation in cultural heritage conservation issues through engagement processes such as the City of Bunbury Heritage Advisory Committee.

Part 1 of this LPS outlines intentions and a series of strategies and actions related to cultural heritage, which relate to and build upon the relevant goals and objectives under the City’s Strategic Community Plan.

Implementation of this Strategy is aimed at continuing to:

- promote awareness of Bunbury’s cultural heritage assets and values
- encourage and facilitate the retention and conservation of heritage areas and places
- provide transparent, accountable and rational processes for the identification and assessment of cultural heritage significance of areas and places
- enable greater efficiency and certainty of development outcomes for identified heritage areas, places and spaces.



*Bunbury has a diverse and layered cultural landscape with an ancient Indigenous culture and nearly two centuries of post-colonial settlement history. (Source: WA Heritage Committee, 1988, Bunbury Heritage Trail)*



## *A brief cultural history of Bunbury*

### Aboriginal Heritage

There is evidence the Noongar people have lived continuously in the area and had possession of tracts of land within the South West for at least 35,000 years (Source: noongarculture.org.au).

Their main tool of land management was the fire stick and early European reports mention fires that could be seen along the coast.

Bunbury's many different bodies of water, types of vegetation and landforms in close proximity provide a rich wildlife and an ideal place for the Aborigines. However, European settlement rapidly and effectively destroyed Aboriginal culture within 50 years in the South West. Competition for the same essential resources of food, water and shelter quickly brought conflict which the native inhabitants had no chance of winning.

In the 1870s, Aboriginal people were still a common sight in Bunbury but were required to leave the town at night.

Among the heritage that has survived are some Aboriginal names given to landscape features of Bunbury. Luckily these were collected and recorded on old maps.

A forgotten but much used part of Bunbury's Aboriginal heritage is the alignment along Aboriginal movement tracks of the major traffic routes, including the Old Coast Road, Picton Road, Forrest Avenue, Minninup Road and Spencer Street. These routes avoid natural obstacles, especially the extensive wetlands.

Source: WA Heritage Committee, 1988, Bunbury Heritage Trail.



## Historic Heritage

Long before the British established a military outpost at King George III Sound (Albany) in 1826, Western Australia's immense coastline was familiar to other seafaring powers. Following the Portuguese in the 16th Century came Dutch sailors in search of strategic sea routes, American Whalers, and French explorers. The names of many coastal features reflect their brief visits.



The establishment of the Swan River Colony by Captain James Stirling in 1829 heralded a shift in emphasis away from sea routes to the promise of the land. The first settlers were keenly interested in agriculture and the power and prestige which land ownership conferred in the 19th Century. To explorers and settlers in the South West, the open woodlands appeared unoccupied and unused.

The first 20 years of the colony were very difficult. Shortage of labour and capital were constant problems, and the early grants of large parcels of good land, often to absentee holders, forced later settlers to look beyond the Swan Coastal Plain. Governor Stirling proposed settlements at Port Leschenault (Bunbury), the Vasse (Busselton) and Augusta to ease demand for land, and after a preliminary sortie, an expedition on 1 March 1830 navigated the Collie River to the Darling Range. Its members claimed large land grants. Stirling's totalled more than 20,000 acres; 3,940 at Port Leschenault and 16,600 along the coast to Capel.

Stirling's Port Leschenault grant took up the fertile land behind the new townsite which was small and dominated by sand dunes, mangrove-fringed tidal flats, creeks and lagoons. Yet Stirling expected settlers and offloaded a detachment of the 63rd Regiment to protect them against 'marauding' Aborigines. Under the command of Ensign MacLeod, a camp was set up on the sandspit east of the mouth of the Leschenault Inlet (Point MacLeod). However, no settlers came and no Aborigines attacked.

Six months later the soldiers moved to the settlement of Augusta. Port Leschenault was renamed Bunbury by Stirling in 1836 in honour of young Lieutenant Bunbury, the first European to trek here by an overland route from Pinjarra. In 1838 Stirling brought the Scott family to Bunbury, the district's first settlers and farmers.

Although the Bunbury townsite was gazetted in 1841, Stirling's large personal land grant created enormous problems. It forced later colonists to struggle with a small townsite on poor marshy soil, sand dunes and virtually nowhere to graze cattle or raise crops. On his rough map of Bunbury in 1843, the Reverend J.R. Wollaston's comments on Sir James Stirling's property include:

*"...and so the Government in its wisdom allowed all the good land at the back to an insensible extent to be monopolised by a single grant. How can this town rise and be supported?"*

Source: WA Heritage Committee, 1988, Bunbury Heritage Trail.



Hopes were raised by the Australind settlement scheme a few miles north of Bunbury which was organised by the Western Australian Land Company with the help of Marshall Waller Clifton in 1841. 'Australind' – a name combining 'Australia' and 'India' – promised good land and employment through developing trade links with India and almost 500 settlers were attracted. Unfortunately, the Indian trade failed to eventuate and eventually the scheme was abandoned by 1843.

Many people went up the coast to Perth, some returned to England and others drifted into Bunbury, where by 1841 the population of

almost 400 was the third 'thickest' after Perth, but only temporarily. A year later there were sixteen houses and a rough inn in Victoria Street and by 1845 the first shipment of horses for India left the port.

In 1848 Bunbury's population was described by Horace Meyer, a visitor to the port, as consisting of 20 settlers, 10 soldiers and 200 Bengali Kulis.

The importation of convict labour between 1851 and 1868 boosted the flow of money and the demand for goods, increased the population and workforce, and generally stimulated the economy. The subsequent boom in

timber cutting spurred by railway construction, and the stimulus of the goldrushes in the 1880s and 1890s took Bunbury's development from an outsettlement of the Swan River Colony to a fully-fledged town by 1900. House construction and civic architecture from 1890 onwards reflect this increasing prosperity.

Bunbury became known as 'the Brighton of the Colony', a favoured holiday resort for the Goldfields. Hotels, guesthouses and even fishermen's hovels carried a roaring trade and new baths were built south of the jetty in the bay.

One effect of responsible state government in

1890 was to give local government the ability to finance development from external borrowing. A succession of State Premiers, particularly locally born John Forrest (1890 – 1901), facilitated large scale public works such as C.Y. O'Connor's harbour scheme, more railways, waterworks and agricultural expansion.

Bunbury's growth continued steadily throughout the 20th Century, and it became one of the State's busiest ports for the export of timber, agricultural products, alumina and mineral sands. City status was achieved on 8 October 1979.

Source: WA Heritage Committee, 1988, Bunbury Heritage Trail.





# Planning background

Planning and decision-making for the conservation of Bunbury's built heritage has been the subject of a supporting Local Planning Strategy for Heritage and Character (LPS-HC) (adopted November 2007).

Consistent with the requirements of the Heritage of Western Australia Act 1990 and the objectives and provisions of State Planning Policy 3.5 Historic Heritage Conservation, the City of Bunbury LPS-HC establishes an integrated and co-ordinated strategic and operational approach to how the City of Bunbury manages its heritage and character values and assets. Particularly:

- conserving places and areas of cultural heritage significance ensuring that development does not adversely affect the significance of heritage places and areas
- ensuring that heritage significance is given due weight in planning decision-making
- providing certainty to landowners and community about planning processes for heritage identification, conservation and protection.

Based on the City of Bunbury's observations, a strategic approach was needed to be adopted to manage our historic heritage because of:

- loss, deterioration, neglect or vandalism of heritage places within the city (most being in private ownership)
- a number of ad hoc policies which provided for the conservation and management of heritage places increasing development pressures within the CBD and historical inner-city neighbourhoods such as East Bunbury a lack of consideration for places of heritage significance under planned major infrastructure projects
- a lack of acknowledgement and awareness about the contribution made by heritage values and places of significance.

Developed in consultation with the Bunbury community prior to its adoption by Council, the document is complementary to the realisation of this fully integrated Local Planning Strategy for Bunbury.

This Local Planning Strategy theme seeks to build on the statutory and non-statutory approaches found within the LPS-HC, and involves number of diverse actions discussed by sub-theme on the proceeding pages.





## Cultural heritage management

To continue and enhance the City's current practice of identifying, conserving and consistently managing those places and areas of cultural heritage significance which contribute to the unique identity and character of Bunbury.



### Local Planning Policy Review

Adoption of the LPS-HC led to the preparation and adoption of seven Land Use and Development Local Planning Policies in February 2008 pertaining to heritage including:

- Assessment of Cultural Heritage Significance
- Heritage Conservation and Development Policy for Heritage Places
- Development Assessment Process for Heritage Places
- Stirling Street Heritage Area
- Variation to Local Planning Scheme and Residential Design Code
- Application Fees for Planning Approval for Development of Heritage Places
- Rate Concession for Heritage Places

With these local planning policies now in place for seven years, the Strategy seeks to review and where necessary update and rationalise.

### Municipal Inventory Review

Under Section 45 of the Heritage of Western Australia Act 1990, the City is required to prepare a Municipal Inventory of Heritage Places which is to be updated annually and reviewed every four years.

The Inventory is a list of buildings, objects, and sites which the City believes are, or may become, of local cultural heritage significance. A building's place on the heritage list

provides recognition of its heritage importance; however, items on the Inventory do not have legal protection (unless they are listed in the City's Heritage List in the Scheme, or they are listed in a State, National or Commonwealth register (e.g. the State Register of Heritage Places)).

The City of Bunbury Municipal Inventory 2001 identifies over 280 places within the City of Bunbury as having cultural heritage significance and is currently being reviewed. A total of 172 places on the Municipal Inventory were further identified as having a high level of significance and therefore warrant the protection of the provisions of the City of Bunbury TPS7.

The State Register of Heritage Places includes 28 places located within the City of Bunbury, which are considered to be of state significance and an additional 25 places have been included on the Heritage Council of Western Australia's (HCWA) assessment program.

The Inventory will form part of the Scheme by reference only to ensure that it can be easily updated.

Using the findings of the Municipal Inventory and Heritage List review, a management program (with identified funding opportunities) will be prepared to prioritise the preparation of conservation plans, conservation strategies (including maintenance) and interpretation plans across the City's heritage assets.



**Aboriginal heritage management in statutory and strategic planning**

There is increasing recognition of the importance of Bunbury’s Indigenous heritage however, statutory lists and registers are often inconsistent and incomplete, and historic heritage conservation is not well supported by planning and assessment systems. Within the City of Bunbury, the Department of Aboriginal Affairs on its Aboriginal Heritage Inquiry System has 10 registered Aboriginal Sites, 30 ‘Other Heritage Places’ and 57 areas which have been subject to a Heritage Survey or investigation (e.g. archaeological or ethnographic).

It is noted the LPS-HC did not apply to the conservation of Aboriginal heritage except in cases where Aboriginal heritage places or areas are entered in the Heritage List or are located within a designed area. In general the Strategy seeks to protect and value the significant Aboriginal and historic heritage and cultural values of the City and promote development that respects and enhances these values. This includes taking into account Aboriginal heritage and historic heritage in the preparation of key strategic planning documents, assessing or preparing statutory plans and applications.

The City will continue to liaise with the Noongar people in development planning documents and where development applications may impact on places or sites of Aboriginal heritage significant in order to address the Department of Aboriginal Affairs Cultural Heritage Due Diligence Guidelines and the provisions of the Aboriginal Heritage Act 1972.

**Local Planning Scheme heritage matters**

The City will seek to ensure that the local planning scheme is model scheme text compliant in relation to heritage controls. In addition, provisions relating to the demolition of heritage buildings and structures and tree preservation orders within Part 7 of the City’s Scheme are proposed.

**Design guidelines**

The strategy seeks to review and develop design guidelines particularly for commercial heritage buildings to promote sound heritage planning outcomes in areas such as the CBD.







## Heritage promotion and education

To demonstrate leadership, collaboration, education, and advocacy in the City's cultural heritage promotion and education work.

While the City effectively uses the Heritage Advisory Group and Heritage Awards Program to build community participation, education and awareness in cultural heritage matters, the LPS seeks to maximise opportunities for greater dialogue and broader community input. The following actions are detailed:

### Heritage trails

To commemorate the 1988 State Bicentenary, a Bunbury heritage trail that sought to connect up identified heritage/character assets and buildings or places of interest was identified. In two sections, the 'city walk' takes trail users 4km through the central business district, and a 'main trail' of 12km that takes users through areas outside of the city centre including the Leschenault Inlet, the suburb of east Bunbury and the outer business area.

This trail, along with other existing heritage interpretation projects, was reviewed in 2013 with the goal of encouraging more users to explore heritage themes and stories in Bunbury. It is recognised that over the past 20 years there have been significant changes both in the physical nature of the trail, and the way people access information and visitor experiences via smartphone technology and interpretive media.

There are opportunities such as establishing a clear theme, to break up the trail into a number of walkable precincts, and improve way finding and information variety of interpretive media.

### Bunbury Museum and Heritage Centre

Bunbury was the only major regional centre in WA not to have a city museum. A centralised hub for heritage information and education the Bunbury Museum and Heritage Centre has just opened at the State heritage-listed former Bunbury Boys School building in the CBD, now known as the Paisley Centre. Now that restoration of the building is complete, the building has been upgraded for public use and exhibition standards, celebrating Noongar and European heritage through a variety of interactive multi-media.

Located in the heart of the central city, the Centre can capitalise on its proximity to shops, amenities and attractions, and act as a major new tourist attraction in its own right.

### Heritage awards program

In May 2005 Council resolved to introduce a Heritage Awards Program. Awards are presented annually with the Heritage Advisory Group calling for nominations and selecting award winners on behalf of Council under two categories. The awards help raise awareness of the importance of the City's unique built heritage, aim to advance conservation principles and practice and to acknowledge and encourage excellence in conservation of heritage places and sites such as those listed on the City of Bunbury Heritage List. Into the future, there may be opportunities to combine heritage awards within an urban design award program.



### Heritage advisory service

Owners of properties on the City of Bunbury Municipal Inventory, Heritage List or Register of Heritage Places can obtain advice and guidance on proposed development and conservation of listed places from the City of Bunbury Planning and Development Services staff.

The Regional Heritage Advisory Service provides general advice and best practice on heritage principles and procedures, broad comment on development options and concise comments on preliminary or detailed proposals. It does not provide a detailed design advisory service.

### Partnerships

The City is seeking to actively collaborate with community based partners to protect heritage places and character values in Bunbury. The City of Bunbury is seeking ways to form voluntary and formal partnerships with local community groups, not-for-profit organisations and commercial entities to help promote and deliver heritage responsive practices by developers and owners.

This is in addition to key stakeholder including indigenous custodians of the country, City's Heritage Advisory Committee, Bunbury Historical Society, regional organisations and Heritage Council of WA.







## Cultural places and spaces

To develop a city of memorable and active spaces and places which are intrinsically linked with Bunbury's diverse culture either through heritage, indigenous culture or active arts and creative culture.

### Recognising Aboriginal cultural heritage

Culture is a way in which Indigenous people create a sense of identity. Loss of language, knowledge and traditional practices continues to erode Indigenous cultural traditions and connections to country, and incremental destruction of Indigenous sacred sites and special places continues.

The Strategy acknowledges that Indigenous culture and heritage can have a greater presence and expression in public places within the city, such as through dual language signage, place-naming or artwork, via stories or events, or physical things such as archaeological sites. The intention of the Strategy is to deepen involvement of relevant Aboriginal persons and groups with traditional connections to the area and others with relevant cultural knowledge is necessary to ensure better recognition of Aboriginal heritage in place-making, urban design, public art and tourism projects.

### Protect and activate heritage spaces and places

Within Bunbury CBD there are multiple public spaces with heritage significance including the area surrounding the Paisley Centre and Bunbury Regional Art Gallery, and Anzac Park. The Strategy looks to define and activate spaces and places with particular unique local cultural characteristics as they form an integral part of the city's streetscape and public realm. In turn this will help create a sense of place, belonging and amenity in civic spaces.

Located in the heart of the central city, the Centre can capitalise on its proximity to shops, amenities and attractions, and act as a major new tourist attraction in its own right.

### Quick release place-making grant fund

The City of Bunbury has investigated a grant fund which can be quickly accessed and released throughout the year for groups or individuals to run experimental or opportunistic temporary or permanent projects (events, activities, installations or art works). The projects should be innovative, creative and add to the vibrancy of activity centres and encourage community engagement and activation of public spaces. Place-making projects which are devised and 'owned' by the community will provide a direct expression of Bunbury's culture and community character, and help contribute to authentic, place-based tourism for locals and visitors.

### Scheme controls for public plazas and art

Local planning scheme provisions that allow developers to seek additional floor area in return for incorporating 'public benefits' into their developments are proposed within the city centre. The use of plot ratio bonuses for the provision of public plazas or squares, public art and heritage conservation aims to incentivise desired outcomes around public amenities and heritage protection including the retention and conservation of heritage places and the maintenance of clear sight lines to a heritage place. Developers can select the bonus best suited to their site and market requirements.

### Cultural infrastructure development

A number of major redevelopment projects of cultural infrastructure in the city are in the pipeline including expansion of the Bunbury Regional Art Gallery (BRAG), development of the Bunbury Museum and Heritage Centre, and redevelopment of the Stirling Street Arts Centre. Expansion of the BRAG to provide more capacity for additional events and exhibitions is a committed project identified within the Draft South West Regional Planning and Infrastructure Framework (March 2014).



# Transport



An important principle of transport planning is that the transport system supports the vision and objectives of city planning

## *Introduction*

As the population of Greater Bunbury including the City of Bunbury continues to grow, region serving retail, commercial, medical and entertainment land uses will also have the potential to increase significantly, particularly in the City Centre. As Bunbury expands in size and significance, traffic congestion will increase making travel less convenient, with travel times becoming longer unless, over time, there is a modal shift away from private car use towards public transport patronage, as well as walking and cycling. Excessive levels of car traffic on city centre streets would make central Bunbury less attractive for living, as a tourist and visitor destination, and for business.

At present, the car provides a convenient means of travel in Bunbury, with many people having access to a car and a reasonably high proportion of commuters and visitors having access to free or low cost parking close to their destinations. By contrast, many people consider walking and cycling to be dangerous or too inconvenient, and public transport to be too infrequent and slow.

The 2011 ABS census indicates that around 90% of work journeys within the City of Bunbury and the Greater Bunbury sub-region respectively are by car. The major reasons for the current high level of car use are relatively low levels of congestion, the convenience of the car, lower travel times than by other modes, access to low cost parking and a culture of driving that has built up over many years.

Such a high level of car use results in a high dependence on cars for travel, because alternative modes are neglected and underutilised. The alternative modes (walking, cycling and public transport), partly because of their low utilisation, have underdeveloped infrastructure and service levels that make them unattractive to potential users.

The high level of dependency on cars for future travel coupled with the expected the growth of Greater Bunbury to more than twice its current size over the next 30 to 50 years poses a number of future challenges and carries significant risks that could impact adversely on affordability of travel and overall accessibility in the future. A range of options are proposed to improve public transport, walking and cycling to provide a viable alternative to car driving for some people that, in combination with higher costs of driving and increased congestion, will change travel patterns over time and lead to a less car dependent society. Challenges faced include:

- Managing traffic on a street system with limited capacity, while maintaining accessibility and efficient movement of freight and deliveries.
- Adequately catering for the potential impact of 'peak oil', particularly the high increases in the price of petrol before alternative fuelled vehicles become more affordable and widely used.
- The development of safe, convenient walking and cycling networks to an extent that encourages significantly more people to walk and cycle, making a contribution to improved health and fitness of the community, while reducing some of the negative impacts of excessive car use.
- Making the public transport system more attractive to more people and providing an independent alternative means of travel for everybody, not only those unable to drive (youth, some elderly and people with disabilities).





Whilst there are different approaches and actions that can be developed as part of a transport strategy, if not properly managed there is a danger that some of the strategies employed may pull in opposite directions. In many cities around the world, it is now recognised that a broad suite of integrated strategies is required to manage and shape the demand for travel in a way that will improve the liveability of the city, protect and enhance the environment and provide good accessibility for all residents and visitors.

Important to the creation of a viable and efficient public transport system is the influence of the interrelated factors of population size and urban density. To this end the City of Bunbury has sought to increase residential densities in and around activity centres and along activity corridors, which are the destinations and routes of a logical public transport system. This has been achieved by designating higher residential density codes in a concentric pattern of walkable ped sheds around activity centres and along mixed use corridors- with lower densities across the balance of neighbourhood areas. By setting out a structured pattern of residential densities that frame the hierarchy of activity centres, land use planning mutually reinforces the role of activity

centres as the focus of more connected and accessible neighbourhoods with places of employment, recreation, etc. This complementary approach is an example of how the integration of land use planning with transport planning solutions can satisfy a number of the mutually supporting principles set out in the Local Planning Strategy- Integrated Transport Study 2012 (LPS-ITS).

The LPS-ITS adopted the term 'Sustainable Mobility Management' to describe a strategy that incorporates not only demand management, but also includes transport network management and service delivery improvements with a view to delivering a high level of overall accessibility. A sustainable mobility management strategy for Bunbury accepts that car travel will remain the predominant mode of transport for the foreseeable future, however it differs from some more traditional strategies in that, instead of accepting and encouraging car growth at the expense of other modes, it provides more options for travel and provides some disincentives to driving to encourage greater use of alternative modes- walking, cycling and public transport.

The overall intent is to provide an integrated,

efficient and sustainable transport system that will limit congestion and deliver greater travel choice for more people by creating networks that enable growth and provide tangible community benefits. It will be expected to:

- Provide a high level of connectivity in the network.
- Offer travel choice for a variety of travel purposes.
- Support sustainable growth opportunities through integration with land use planning.
- Be an economic enabler.
- Develop an efficient freight network to serve the port and the broader region.
- Meet the lifestyle needs of the community by limiting segregation and integrating communities.
- Be affordable and equitable for all social and age groups within the community.
- Meet expectations for regional transport whilst minimising impacts on local communities.
- Be environmentally responsible.
- Be adaptable and sustainable.

The Western Australian Department of Planning in its Integrated Transport Guidelines (2012) introduced the following definition of a sustainable transport system:

"A sustainable transport system" is one which:

- *Firstly, allows the basic access and development needs of individuals, companies societies to be met safely and in a manner consistent with human and ecosystem health, and promotes equality within and between successive generations;*
- *Secondly, is affordable, operates fairly and efficiently, offers a choice of transport mode, and supports a competitive economy, as well as balanced regional development;*
- *And finally, limits emissions and waste within the planet's ability to absorb them, uses renewable resources at or below their rates of generation, and uses non-renewable resources at or below the rates of development of renewable substitutes, while minimizing the impact on the use of land and the generation of noise"*



# Integrated Transport Principles and Strategic Directions

To address the various challenges involved, the Integrated Transport Study identifies a suite of integrated transport principles and strategic directions, key elements of which are captured below:

## *General transport planning*

TPP1 (Transport Planning Principle 1): Plan the transport system in an integrated manner to support the broader regional and local planning strategies

Sustainable urban transport planning must meet the needs of the future as well as the present across a broad range of social, economic and environmental needs that impact on the community.



TPP2: Plan and develop a sustainable transport system that is robust enough, through adaptation, to meet the needs of present and future generations

Transport planning needs to take account of the collective needs a city has for the movement of people and freight. However major transport infrastructure can impact on liveability and on the environment in a way that disadvantages certain communities. It is often difficult to rationalise these competing objectives but they cannot be ignored and must be addressed through a consultative and collaborative process.



TPP3: Plan the city's transport system to meet the people and freight movement needs of the future in a way that minimises impacts on communities, activity centres and the environment

Current transport patterns in most cities are poorly understood, partly because of inadequate data and partly because complex networks and different modes can provide many options for travel. Ironically, it is systems with too few options that create bottlenecks and congestion.





TPP4: Study current travel patterns (within constraints of available data) and network deficiencies and plan to improve accessibility through network improvements that maximise travel options

Much of the transport infrastructure that will be used to transport people and goods in Bunbury in 2030 and 2050 already exists. The existing networks will not always conform to best practice transport planning, but communities have developed around these networks and major changes are likely be costly, time consuming to implement and, in some cases, inappropriate.



TPP5: Be aware of the constraints that the existing city and transport networks impose and be prepared to plan network improvements systematically in collaboration with the community

In the future, Bunbury will require many different types of roads and streets from heavy freight routes to local streets for living and there will be some streets such as activity centre streets that will need to perform multiple functions. These different street types require a quite different approach to design. All will require appropriate attention to the safety of users, but this will be achieved in different ways. As a general rule, each component of the network should be well connected but designed for different traffic speeds, road capacity and amenity.



TPP6: Plan a network of well-connected streets and roads in an integrated way taking account of function and demand for travel, but use quite different design philosophies and speed profiles for different street types

Current transport patterns in most cities are poorly understood, partly because of inadequate data and partly because complex networks and different modes can provide many options for travel. Ironically, it is systems with too few options that create bottlenecks and congestion.





## Road and Rail Freight Planning

TPP7: Plan for a network of road and rail freight routes to meet the future needs of the Bunbury Port and support the economic growth and development of the South West region in a way that will limit the impact on residents and other non-freight road users

Regional roads often create a degree of segregation in communities through which they pass. Some of these disadvantages can be mitigated through careful planning and design, which provides for crossing opportunities of the highway at regular intervals for pedestrians, cyclists and, in some cases, local traffic.

There are four state Highways that link the City of Bunbury to the remainder of the State. These roads are managed by Main Roads WA and all connect to Robertson Drive which acts as an interim bypass that also interfaces with the local street network. In the future this bypass function will be provided by the Bunbury Outer Ring Road (BORR) that will connect the Perth-Bunbury Highway near Eaton with the Bussell Highway south of Dallyellup. The BORR is an essential piece of road infrastructure that will assist in removing freight and regional traffic from local streets. It will also provide for the orderly movement of road freight traffic between the Port of Bunbury and the State Highways that connect Bunbury to Perth and other regions.

To enable the Bunbury Port Authority (BPA) to meet the growing needs of the South West region, it is recognised that both rail and roads serving the Port will need to be improved and protected with connections to the external regional road and rail network. In applying this principle, proper consideration must be given to also protecting the freight routes by taking a whole of 'transport corridor' planning approach. As this is critical to ensuring that the development of contiguous land uses (and the associated urban design of the built environment) is compatible with desired road function and performance. Application of this principle (in conjunction with that of the "road / street planning design" principle) is critical to the genuine integration of transport and land use planning.

The central first stage of the BORR is scheduled to be constructed by 2013, however there is no implementation timetable for the following stages.







## Public transport

TPP8:

- a) Design a simple public transport system with fewer rather than more routes to maximise frequency and improve legibility;
- b) Provide priority for public transport vehicles where necessary, to maintain timely running and reliability;
- c) Integrate quality public transport stops into the street network and provide safe, convenient access to transit stops by passengers;
- d) Integrate public transport with other modes – bicycle parking and park and ride; and
- e) Integrate public transport with appropriate residential density and mix of land uses.

Current travel by public transport in Bunbury is very low with a large proportion of the public transport patronage likely to be made up of school children, students or the elderly, who are so –called captive users with no viable alternative. If Bunbury is to become less car dependant in the future, it is essential that the public transport system is improved significantly.

Improvements to the level of service of public transport will of itself result in greater demand for public transport, however there are other reasons why people drive in preference to using public transport. A major reason for this is that car travel is convenient on a road system, where spare capacity exists and the majority of car drivers have ready access to free or low cost parking in close proximity to their intended destination.

Thus, it is likely that the demand for public transport will increase in response to improvements in public transport service and a decrease in the level of service of car driving due to increasing congestion and higher costs of parking, over time. In terms of the Strategy, the intent is to plan the public transport system as a more attractive and feasible option for more people in order to increase the mode share of public transport in Bunbury, from about 1.5% in 2011 to 4.5% by 2031 and 7.5% by 2051.

At a regional level, the Public Transport Authority and the WAPC are currently examining options for a high speed rail link between Perth and Bunbury. Current provisional planning shows the alignment along Koombana Drive with a station in central Bunbury immediately to the east of Blair Street.

The WAPC has also flagged potential stations / interchanges near the Koombana Drive / Australind By Pass roundabout and at Millbridge to the east of Eaton. The high speed rail project could bring significant benefit to Bunbury in the long term. The intention of the current State Government study is to agree the route and station locations and to reserve land for implementation in the longer term.

If high speed rail linking Perth to Bunbury is to be provided, it is rational that a station is provided close to the Bunbury City Centre. A station/ interchange at Millbridge, as proposed by the WAPC, would provide a good terminus for one leg of the BRT system proposed in this study to link Bunbury to its north eastern suburbs.



# Cycling

TPP9:

- Develop a connected network of dedicated safe cycling routes, where cyclists are not required to share space with other vehicles or pedestrians;
- Only use kerbside lanes adjacent to traffic on low speed, low volume streets – otherwise use segregated paths and bicycle lanes that are physically separated from traffic;
- Use dual use or shared paths and kerbside lanes on low speed local streets as part of a secondary bicycle network to improve access;
- Provide comprehensive bicycle direction signing for Bunbury and prepare easy to understand bicycle network maps.

Bunbury is a relatively small city with a reasonably flat terrain and fairly short overall travel distances that should be well suited for cycling, yet cycling as a transport mode is low. Cycling within the City of Bunbury is currently estimated to be less than 2 per cent of all transport trips. Journey to work by bicycle in 2011 was 358 daily trips (1.4 per cent mode share) having reduced from 408 daily trips (1.9 per cent mode share) in 2001 (ABS census data). This is a very low level of cycling by any comparison and at this point of time there is no evidence to suggest that cycling in Bunbury is increasing. As is the case with public transport, there is considerable potential to increase cycling in Bunbury, and research suggests that there remains a large latent demand for cycling, waiting to be fulfilled through improved infrastructure, safer routes and education.

As congestion on Bunbury's street system and the cost of motoring increases, more people will consider cycling as a travel option. However, the number of people who actually choose to cycle will be constrained unless convenient, safe cycling facilities are provided. The biggest barrier to cycling in Western Australia, as in many other places, is the perception that it is unsafe to cycle in mixed

traffic on busy roads, combined with an inadequate network of off road bicycle facilities. An added disincentive to cycling is the lack of end of trip facilities such as bicycle parking, lockers and showers. Often bicycle planners are experienced cyclists who are willing to cycle in mixed traffic and may assume what is acceptable for them should be acceptable to others. However, the vast majority of people are not prepared to risk injury, and their bicycle remains unused, apart from the occasional recreational trip on local streets or shared paths on weekends.

There is evidence from around the world that cities that have developed networks of cycling routes separated from general traffic have been the most successful in increasing cycling mode share. Lessons learned from Europe indicate that busy roads and streets are a significant deterrent to cycling and that cycling will only be increased if connected safe networks of dedicated cycle paths on busy streets and bike lanes on lower volume streets are provided and paying particular regard to the following:

- Coherence: Consistent quality; ease of way-finding, choice of routes.
- Directness: No unnecessary detours; faster than a car, constant speed;

minimum delays.

- Attractiveness: Perception of a pleasant route; personal safety; ability to ride side by side.
- Safety: Mix if possible; separate if necessary; no hard conflicts.
- Comfort: Smooth surfaces; minimal stops, protection against weather.

In terms of the Strategy, in making cycling in Bunbury a safe and highly valued form of transport it is the intent to increase its mode share from its present level of about 2% to 5% by 2031 and to 8% in the longer term by 2051.

If a turnaround is to be achieved in Bunbury a safe connected bicycle network of significant size and coverage will be required. The City of Bunbury Bicycle Plan was adopted by the Bunbury City Council in June 2010 as a "guiding document" for future bicycle network and infrastructure planning.

Recommendations in the current plan for a more connected bicycle network should be supported and built upon, In particular, consideration should be given to construction of dedicated Copenhagen style bicycle paths that provide separation of cyclists from traffic.







## Walking

### TPP10:

- Safe, comfortable, convenient walking routes should be a primary consideration in all transport planning and transport impact assessment on development;
- A footpath is required on at least one side of all local streets and on both sides of all other streets;
- A comprehensive system of safe, convenient road crossing areas is necessary to link and connect the footpath network;
- A comprehensive education program and a rigorous enforcement program aimed at motorists who park on footpaths or illegally near pedestrian crossings will result in a safer system that is better used;
- A range of TravelSmart, behaviour change programs for schools, business, shopping centre, sporting and other venues can encourage more walking;
- Develop way-finding (directional and information) signage along key routes in the Bunbury city centre;
- Provide an appropriate range of land uses, including mixed use, along walking routes to enhance pedestrian interest and convenience; and
- Provide urban design of residential, commercial, mixed use and civic buildings and open spaces that supports pedestrian movement by incorporating consideration of pedestrian comfort, safety and security.

Walking is a universal means of transport that is available to and used by almost everybody. It is a particularly important and independent means of transport for a variety of people, including those requiring the use of wheelchairs, those who are blind or partially blind, young people and some elderly people that do not have a driving licence. Walking is the most sustainable of all transport modes, but it has become significantly underutilised as a means of transport over the last 30 to 40 years, as use of cars has increased.

Walking provides many of the same benefits to individuals and to society in general as does cycling. Walking is also an essential part of travel by other modes – walking to/from bus stops and train stations, walking to/from car parks and walking to/from some bicycle parking areas. This means that walking makes an important contribution to improving accessibility to a variety of places and activities by people of all ages and plays a significant part within an integrated transport system. Its importance will grow as more people use public transport and as activity centres and corridors become more prominent.

The major barriers to walking are:

- Urban development patterns with low density creating long walking distances from home to work and other activities.
- Subdivisions created with indirect street patterns that increase walking distances.
- Lack of footpaths along some streets.
- Lack of pedestrian crossing facilities of major streets and at intersection sections.

A perception by parents that walking to school and for other activities is more dangerous than it actually is (both from a road safety point of view and the “stranger/danger” factor).

The limited data available suggests that there is potential for some increase in walking if population and density increases within the City of Bunbury, and if walking conditions are improved to make it more comfortable, convenient and safer. The intent of the Strategy is to contribute to the improved health and fitness of the community by encouraging more people to walk to their destination and to increase the mode share of walking from 8% in 2011 to more than 10% by 2031 and more than 12.5% by 2051.



# City Centre - Integrated Parking and Transport Management

## TPP11

- a) Undertake place based planning for centres with short and long term travel mode share targets;
- b) Provide the level of parking at centres and developments that is required to meet the planned demand for car travel;
- c) Provide the level of bicycle parking that is required to meet the planned bicycle mode share of travel;
- d) Supplement city centre parking with park and ride at key points along the public transport system and manage city centre parking (supply and price) to encourage use of park and ride and reduce city centre traffic.

Catering for a doubling in the number of people travelling daily into central Bunbury will require a more integrated transport strategy with significant increases in public transport and cycling and to a lesser extent walking for more local trips. At present there is some spare capacity on the city centre streets and on approach roads to the Bunbury central area. Although not verified by modelling at this stage, it is estimated that daily traffic volumes to and within central Bunbury could increase by 30 per cent to 40 per cent before businesses and residents become severely disadvantaged by congestion and loss of amenity on city streets. The capacity of the central area street system could be improved marginally by minor traffic management and through the use of intelligent transport systems, but major road widening is unlikely to be feasible or advantageous. As in most cities, it is likely that there will be a greater spread of traffic across the day with a lower percentage of traffic in the peak hours. It can be expected that the length of the peak periods will extend to accommodate higher levels of traffic. Overall an increase in peak hour car travel of about 20 per cent would be possible allowing an increase of 40 per cent on a daily basis.

The 2011 parking review undertaken by Luxmoore Parking for the City of Bunbury showed that, on average, there is a vacancy rate at city centre car parks of 32 per cent. The May 2012 update review report showed the average occupancy to be 71% and the maximum occupancy during the survey to be 82%. The parking occupancy was less than the target of 85 per cent in all areas at times of peak demand. This indicates that the current level of parking is appropriate to cater for demand, given the current parking charges.

The price of parking and the supply of private parking will also have an impact on how many people choose to drive and how many choose to walk, cycle or use public transport to the city centre. A parking demand management strategy, which includes provision of park and ride outside the city centre, less parking in the city centre and a gradual increase in price for city centre parking will assist in reducing the amount of driving. This in turn will contribute to reduced levels of congestion, improved amenity for residents, business and visitors and improved safety for people walking and cycling in the city centre.







There is a significant body of research available that shows there is a nexus between the amount of parking provided and the amount of travel by car. If the intention is to limit the growth of car travel and to encourage walking, cycling and public transport in town centres and other activity centres, then it follows that an integrated parking and transport management scheme be introduced. If, as intended, the mode share of walking, cycling and public transport increases and car driving decreases, then it follows that the level of parking required for the same intensity of development will decrease.

It is appropriate therefore that minimum levels of car parking required for city centre development be decreased over time in parallel with improvements to the alternative modes of transport-walking, cycling and public transport. It is recommended that the City of Bunbury review its minimum levels of car parking in the city centre in 2015, following an assessment of public transport improvements introduced and the availability of parking space within city centre public car parks.

Reduced minimum levels of car parking required for future developments in the city centre over the next 30 to 40 years will result in a cost saving, however, reduced levels of parking and driving will mean increased travel on foot, by bicycle and on public transport. This will require an increase in spending to provide safe infrastructure and improved services for travel by these modes. It is therefore recommended that a portion of the money saved by provision of reduced levels of parking be charged to developers as “cash in lieu” and used to improve walking, cycling and public transport.

#### Public transport

The intention of the sustainable mobility management approach is to provide a coordinated, integrated and sustainable high level strategic approach to the delivery of transport improvements for the City of Bunbury in both the short term and the long term. In particular it is the intention to plan the transport system in an integrated manner to support the City’s vision and objectives for city planning.

For Bunbury, the following suite of measures can be grouped under the heading of sustainable mobility management:

- Behavioural change programs, such as TravelSmart.
- Policies and plans to support more walking, cycling and public transport.
- Improved public transport facilities and services.
- Network improvement plans and other measures to support walking and cycling.
- Reallocation of street space to provide priority for public transport and to provide more convenient safer routes for pedestrians and cyclists.
- Parking management policies and plans.
- Pricing and charging mechanisms.
- Freight logistics and selected rail and road upgrades along major freight movement corridors.



# Natural Environment



This theme establishes the City’s approaches towards the protection of the natural environment in view of the wide ranging benefits it provides to the local community

## Introduction

The City of Bunbury defines the term ‘natural environment’ as the physical features and processes that characterise an area preceding the influence of agrarian and industrialised societies. For the purposes of this Local Planning Strategy, the natural environment has been divided into the following four interrelated components:

- landform and soils
- atmosphere
- surface water and groundwater
- living native organisms

The natural environment is of immense, if not infinite value to humankind because:

- it provides products and services that humans are fundamentally reliant upon such as clean air and fresh water
- it contributes to sense of place and aesthetics and supports education, recreation and spiritual pursuits
- it is of considerable economic value, both in terms of readily measured natural commodities such as fisheries and timber, but also in ways that are not often measured such as the economic value of wetlands in attenuating and filtering storm water flows (Costanza et al 1997, Millennium Ecosystem Assessment 2003).

Many aspects of the natural environment are currently in decline due to human activities (UNEP 2012). This is evidenced by current topical environmental issues such as climate change, land clearing and species loss, which are of concern not only internationally, but also at the national, state and local levels.

In view of these considerations, the protection of the natural environment is a key goal for governments both within Australia and internationally.

The WA state government has previously stated its intention to support the protection of the natural environment through a range of statutes and policies, including the State Planning Strategy 2050, which provides a state-level strategic plan for land use planning and development to 2050 (WAPC 2014). The principles of the State Planning Strategy 2050 in turn cascade into other planning instruments, including the State Planning Framework (SPP 1). Examples of this include the framework’s guidance on the appropriate location of zones and reserves, development set-backs and buffers. Relevant aspects of the State Planning Framework have been incorporated into this Strategy and the City of Bunbury’s revised Scheme, consistent with the State Government’s requirements.



The City of Bunbury has also made commitments to support the protection of the natural environment under its principle policy document, the Strategic Community Plan. In seeking to achieve these commitments, the City invests considerable resources each year on a range of supporting initiatives, including:

- preparing and implementing strategic environmental plans
- managing the areas of remnant native vegetation under its care and control
- improving its corporate environmental performance through energy and water efficiency projects
- supporting the application of state and federal environmental legislation and policy through its development assessment processes

- undertaking community behavior change and capacity building initiatives
- creating and applying local laws.

Part 1 of this Local Planning Strategy outlines an intention and a series of strategies and actions related to the natural environment, which relate to and build upon the relevant goals and objectives under the City’s Strategic Community Plan. This Local Planning Strategy’s intention for the natural environment is:

- 5A: To support the maintenance, and improvement where possible, of the condition, abundance and diversity of the natural environment, which comprises land, air, water and living native organisms and the

interrelationships between these.

This intention reflects the City of Bunbury’s recognition that no one individual or organisation alone has sufficient jurisdiction or resources to protect the natural environment, rather, all stakeholders have a role to play in supporting this. It also reflects the assumption that, based on our current scientific understanding and a range of socio-economic factors, the best that can be hoped for in many circumstances is to maintain the condition and abundance of natural environment as it exists today, as the improvement of these considerations is oftentimes not feasible.

This intention is supported by six strategies; one related to each of the four components of

the natural environment as discussed above, one related to promoting ecological sustainability generally and one related to investigating other opportunities for protecting the natural environment through land use planning and resolving remaining knowledge gaps.

These strategies and their supporting actions are described under the relevant headings below.

- Landforms and Soils
- Atmosphere
- Surface Water and Groundwater
- Living Native Organisms
- Promoting Ecological Sustainability
- Protecting the Natural Environment through Land Use Planning





# Landforms and soils

## Strategy 5A-1.1:

Facilitation of planning, regulation and works to address processes that pose a threat to landforms and soils in Bunbury.

Protecting Bunbury's landforms and soils is important because they can influence local environmental, social and economic outcomes, for example, the mismanagement of acid sulfate soils can result in serious adverse impacts on human and environmental health and infrastructure (DEC 2013).

Also, features such as the coastal dunes at 'the Maidens' and Back beach basalt outcrop contribute to the City of Bunbury's unique identity and are valued by residents and visitors alike for a range of environmental and social reasons.

Based on the City of Bunbury's observations, key threats to local landforms and soils at present include:

- loss of landscape values through development
- coastal erosion
- mismanagement of acid sulfate soils
- site contamination.

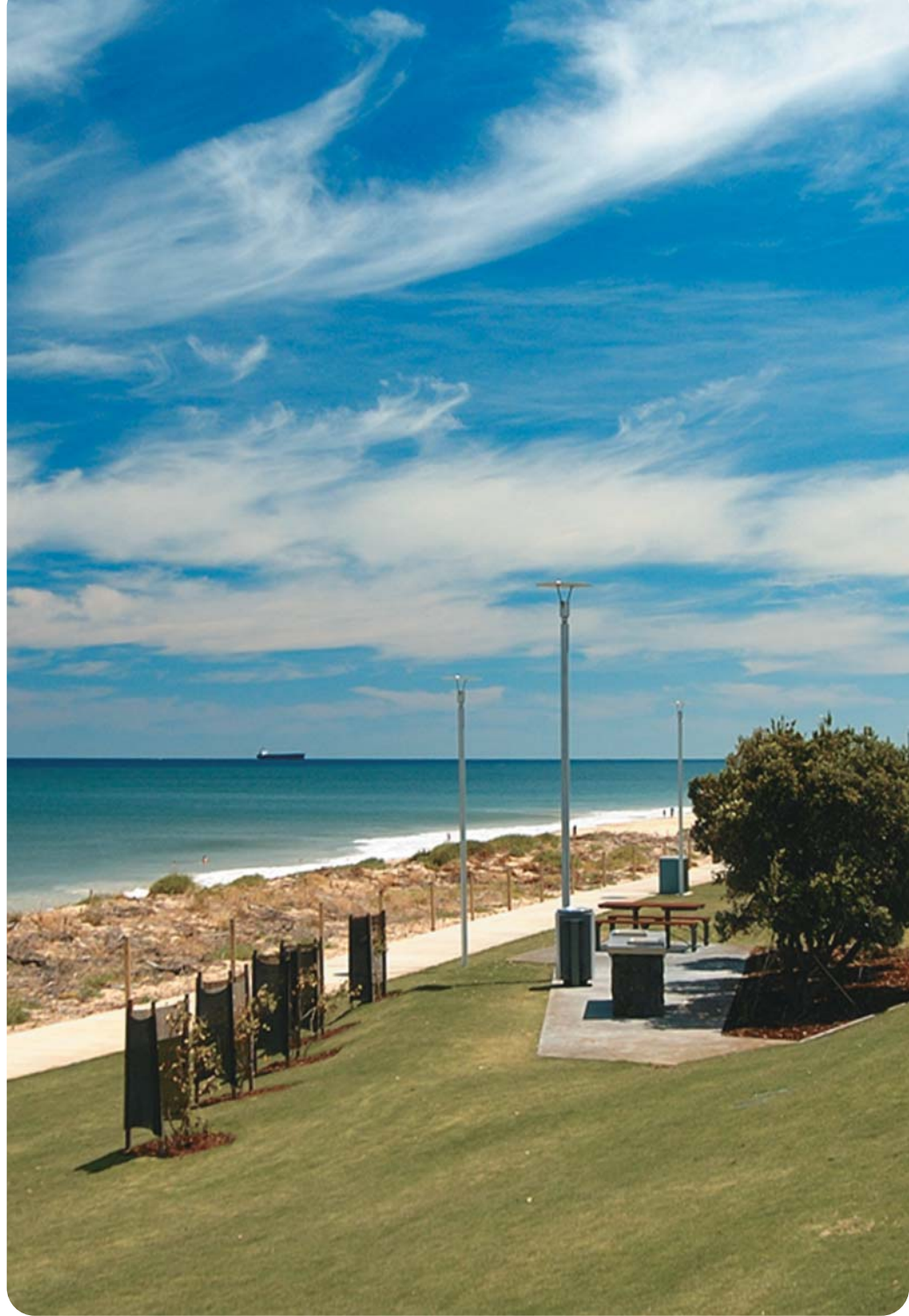
The State Government has previously developed the following legislation and policies in order to address each of these issues:

- SPP2: Environment and Natural Resources Policy (2003)
- SPP 2.6: State Coastal Planning Policy (2013)
- WAPC Acid Sulfate Soil Planning Guidelines (2008)
- WA *Contaminated Sites Act 2003*, WA *Contaminated Sites Regulations 2006* and the Department of Environment Regulation's contaminated site management series guidelines.

The City's approach towards the achievement of Strategy 5A-1.1, and in turn the natural environment intention, is to require development in its municipality to abide by these instruments. A series of specific actions in this regard are proposed as outlined in Part 1 of this LPS.







# Atmosphere

**Strategy 5A-2.1:**  
Facilitation of planning, regulation and works to address processes that pose a threat to the air quality of the Bunbury Regional Airshed.

The Bunbury Regional Airshed is a body of air between Rockingham, Boyup Brook, Manjimup and the coast (SKM 2003), in which atmospheric emissions are contained due to a combination of weather and landform. Protecting the condition of the Bunbury Regional Airshed is important because air quality is a key determinant of both human and ecological health (DEP 2000).

The top five pollutants by weight released into the Bunbury Regional Airshed during 2012/13 and key sources are outlined in Table 4 below:

TABLE 4 Top five pollutants by weight released into the Bunbury Regional Airshed during 2012/2013 (DotE 2014).

Pollutants	Key sources
1. Carbon monoxide	Motor vehicles, fuel combustion at industrial and commercial sites, domestic solid fuel burning
2. Total volatile organic compounds	Motor vehicles, natural sources, domestic/commercial solvents and aerosols, architectural surface coatings
3. Oxides of nitrogen	Motor vehicles, fuel combustion at industrial and commercial sites
4. Particulate matter (10µm)	Paved/unpaved roads, windblown dust
5. Sulfur dioxide	Commercial shipping/boating, fuel combustion at industrial and commercial sites

The City proposes several actions to support the achievement of Strategy 5A-2.1, as outlined in Part 1 of this LPS and summarised below. The targeted pollutants for each action from Table 4 have been included in parentheses:

- minimising private motor vehicle usage by promoting alternative transport modes (carbon monoxide, total volatile organic compounds, oxides of nitrogen, particulate matter)
- promoting solar passive design as an alternative to domestic solid fuel burning (carbon monoxide)
- controlling dust generation on development sites (particulate matter).

The remaining pollutant sources in Table 4 are largely beyond the City of Bunbury’s jurisdiction at present, however, further opportunities for improving local air quality will be investigated through the preparation of the LPS-EANR in the future, as described further below.



# Surface water and groundwater

## Strategy 5A-3.1:

Facilitation of planning, regulation and works to address processes that pose a threat to the quantity and quality of surface water and groundwater in Bunbury.

The City of Bunbury defines surface water as water found above ground. This includes water bodies that are flowing (e.g. rivers and streams) and those that are stationary (e.g. some types of wetlands). Groundwater refers to water found underground in soil or rock. Protecting the condition and abundance of surface and groundwater is important for a range of environmental, social and economic reasons including:

- providing habitat for native aquatic flora and fauna
- supporting terrestrial fauna and flora
- providing places for recreation
- providing water for potable and non-potable consumption

Notable local surface water features include the Leschenault Estuary and Inlet, Preston and Ferguson Rivers, conservation significant wetlands at Manea, Hay and Loughton Parks and the highly popular Big Swamp, to name a few. These assets collectively boast a range of values that are recognised not only locally, but at the international, national and state levels.

The Bunbury Water Reserve occupies part of the City of Bunbury and the Shire of Capel and is an important source of groundwater for potable consumption in the area (DoW 2008).

Key threats to the condition and abundance of Bunbury's surface water and groundwater at present include:

- erosion
- sedimentation
- salinisation
- nutrient enrichment
- pollution e.g. heavy metals
- acidification e.g. due to the mismanagement of acid sulfate

- soils
- altered drainage/hydrology including infilling
- consumptive use
- climate change

The State Government has developed the 'Better Urban Water Management Framework' in order to provide guidance to stakeholders on the appropriate consideration of water quality and quantity issues during each stage of the planning system.

The Department of Water and Environmental Regulation (then Department of Water) developed the Leschenault Estuary Water Quality Improvement Plan in 2012 in order to investigate current water quality issues in the Leschenault Catchment, with particular focus on nutrient enrichment. This plan also proposes a series of actions for stakeholders in the catchment to undertake in supporting the improvement of local water quality.

The Western Australian Planning Commission and the Department of Water have provided for the protection of the Bunbury Water Reserve through SPP 2.7 Public Drinking Water Source Policy (2003) and the Bunbury Water Reserve Drinking Water Source Protection Plan respectively.

The Water Corporation, the state's largest potable water retailer, released the Water Forever: South West Draft Report in 2014 in order to outline its strategies for ensuring sufficient water supply for the south west until 2060, in view of anticipated challenges associated with continued growth in demand and climate change. One of the document's key strategies is the recycling of wastewater. This strategy highlights an important opportunity for the Bunbury area given its

close proximity to key wastewater infrastructure such as the Dalyellup Wastewater Treatment Plant, which may serve as an alternative water source in the future.

The City of Bunbury seeks to achieve Strategy 5A-3.1 by:

- considering the Better Urban Water Management Framework during all stages of the local planning process and requiring development in the municipality to abide by the framework
- investigating opportunities to support the implementation of the Leschenault Estuary Water Quality Improvement Plan
- incorporating a special control area and related provisions into its Scheme in order to formally recognise the Bunbury Water Reserve and its priority areas and protection zones, consistent with SPP2.7 and the Bunbury Water Reserve Drinking Water Source Protection Plan
- investigating opportunities for the recycling of water in Bunbury in order to minimise the growing pressure on traditional potable and non-potable water supplies, for example, through the potential use of tertiary treated waste water to irrigate local parks.

Specific actions in this regard have been incorporated into Part 1 of this LPS.

Note: Whilst the City does not currently have jurisdiction over the water body components of several local rivers, the Leschenault Inlet and Estuary or the marine environment, it is important to note that the City's proposed efforts are likely to have indirect beneficial outcomes for these areas through their connection to the total water cycle.





## Living native organisms

### Strategy 5A-4.1:

Facilitation of planning, regulation and works to address processes that pose a threat to the condition and abundance of living native organisms in Bunbury.

This Strategy inherently includes not only native species, but also their genes and the communities of which they form a part. Protecting Bunbury's living native organisms is important because they provide a broad range of environmental, social and economic benefits, as discussed previously.

The Bunbury area supports a range of highly significant living conservation assets including large tracts of good condition remnant native vegetation, several threatened vegetation communities and healthy populations of many conservation significant flora and fauna species. The Leschenault Inlet White Mangrove community is one example of these, which is particularly iconic to Bunbury.

The City of Bunbury has observed the following key threats to living native organisms in the local area:

- habitat loss through land clearing
- weeds
- pest animals
- diseases such as *Phytophthora cinnamomi* (Dieback)
- inappropriate fire regimes
- pollution
- climate change

The City seeks to address these threats, and in turn support the achievement of Strategy 5A-4.1, through a series of actions as outlined in Part 1 of this LPS and described below.

The City's key approach toward the protection of the condition and abundance of living native organisms under this Local Planning Strategy is its Local Bushland Conservation Planning Framework (LBCPF). The framework comprises a series of interrelated targets, planning provisions and supporting information designed to support the conservation of local remnant native vegetation and related values in Bunbury. The framework's impetus, components, operation and likely outcomes are discussed in detail at Appendix 3.

The protection of living native organisms in Bunbury will be supported by the incorporation of tree preservation provisions into the City's Scheme. These provisions will apply to trees in Bunbury, whether native or introduced, which are deemed to be of environmental, social and/or cultural significance. These provisions are needed due to a lack of an effective means to protect significant trees in Bunbury at present.

The City intends to develop an Environmental Offsets Strategy in order to support the strategic identification and management of existing and potential environmental offset sites in Bunbury. This approach will assist in optimising environmental offset outcomes by prioritising potential sites in terms of their ecological values and viability.

The City also intends to continue appropriately managing landholdings under its care and control that support important ecological values and to advocate for the establishment of the proposed PRORP and LRP. The City will continue to negotiate with relevant stakeholders for the protection of significant remnant native vegetation in Greater Bunbury Region Scheme reservations outside of 'Regional Open Space (ROS)', such as that found in the health and education precinct and at the Bunbury Cemetery.

In view of the importance of ecological linkages in providing for the movement of flora and fauna across the landscape (Molloy et al. 2009), particularly under projected future climate change scenarios, and previous work by others in identifying regional ecological linkages, the City intends to identify local ecological linkages through a scientifically-based methodology (e.g. as per the South West Regional Ecological Linkages project). The City also intends to investigate methods to protect and improve these linkages where possible.

The City also intends to develop a native tree planting guide in order to encourage and inform the installation of native plants during both City of Bunbury and private planting activities, including street tree installations and replacements. In addition to supporting living native organisms in Bunbury, this action is also likely to generate water use efficiency and water quality outcomes.





## *Promoting ecological sustainability*

### **Strategy 5A-5.1:**

#### **Promotion of ecologically sustainable development.**

The City of Bunbury defines 'ecological sustainability' as the functioning of human society in a manner that does not compromise the functioning of the natural environment, therefore allowing both to theoretically continue indefinitely.

In view of the importance of the natural environment in supporting humankind, as discussed previously, it is critical that ecological sustainability is achieved, otherwise individual quality of life and society as a whole could be adversely affected into the future.

The above-mentioned strategy differs to the previously mentioned natural environment strategies, which are purely Bunbury-focused, as it addresses the impact of the Bunbury community on the natural environment at all scales.

The key action that the City will undertake in supporting this strategy is to promote the incorporation of ecological sustainability principles, as outlined in the Western Australian Planning Commission's Liveable Neighbourhoods (2009) strategic policy, within developments in Bunbury.

The City's intended action of updating and implementing its Greenhouse Gas Reduction Strategy, as outlined in Theme 10: Resilience, also supports Strategy 5A-5.1.





## *Protecting the natural environment through land use planning*

### **Strategy 5A-6.1:**

Investigate further opportunities to support the protection of the natural environment through land use planning.

The City of Bunbury recognises that the land use planning system provides an important opportunity to minimise society's impact on the natural environment and so has incorporated a range of related strategies and actions into Part 1 of this LPS, as discussed above. The above-mentioned strategy has also been included in order to investigate further opportunities in this regard.

This strategy will be actioned through the preparation of the LPS-EANR over the coming years. This document will investigate the characteristics, threats, condition and trends of the local natural environment along with reviewing environmental planning approaches in other jurisdictions, in order to support the development of revised and new planning approaches for Bunbury where deemed necessary and appropriate.

These revised and new approaches will be incorporated into the City's Local Planning Framework as the opportunity arises into the future, for example, through the review of this LPS and the Scheme.

It should also be noted that the LPS-EANR will play an important role in identifying and supporting the resolution of remaining knowledge gaps in relation to the local natural environment.

At present, several key knowledge gaps exist, for example, the specific flora and fauna values in particular bush land remnants and water quality in local waterways, to name a few. These knowledge gaps currently limit the capacity for the City of Bunbury and other relevant stakeholders to support the protection and management of the local natural environment.



# Recreation and Open Space



Open space can fulfil a number of functions. Apart from providing spaces for sport, physical activity, play and recreation, open space can enhance the visual character and give definition to the landscape, assist with conservation and environmental management, and can add to spiritual, sense of place and scenic values

## *Introduction*

Compared to many other urban areas, Bunbury has a high proportion of land reserved for POS. This includes land-based open space, and also the extensive network of coastal and inland waterways. Areas of POS add beauty to the city, help protect native wildlife and habitat and play a key role in attracting people to live, work, play, visit and invest. However, open space and recreational facilities are not evenly distributed, and not all parts of the city are served by the optimum type and amount of open space.

The utility of open space is maximised when it is provided as a coherent and interconnected network. This theme is based on the premise that the natural environment is an important part of our open space system that makes a vital contribution to our regional lifestyle. The City has a key role to ensure that supportive environments are available to promote physical activity, social interaction and conservation.

The integration of areas of open space, whether it is for areas of active recreation or the conservation of biodiversity, through corridor linkages is seen as a critical component of active open space planning and management. Open space linkages facilitate ease of access and safety for residents as well as provide an important refuge for the retention of local biodiversity.





## Strategic approach

Given that the City of Bunbury is largely developed, no additional large areas will be reserved for POS in the Scheme. The main strategic planning intent for the management of Bunbury's POS is:

- To ensure that Bunbury's public open space continues to be managed for multiple purposes-social, cultural or environmental or conservation- in the interests of the whole community.
- Where appropriate and feasible reserve or otherwise protect additional open space in areas of under provision.
- To address the issue of water scarcity in the management of open space.
- To encourage inter-departmental and inter-sectoral open space planning and policy development.

In addition to these provisions, the following guiding values also underpin the future planning and management of open space areas and recreation facilities. They include:

- The need to enhance the functionality, equitable access, productive use, beauty and diversity of open

space experiences for the community.

- Encouraging the multiple use of the City's recreational, drainage and road reserves and facilities wherever possible.
- Recognition of regionally significant natural resources within the City that offer a comprehensive range of recreational activities and facilities.
- The importance of connectivity or creating 'green' linkages within the open space network, with a particular priority on creating and enhancing linkages of areas of recognised local environmental or recreation benefit.
- Establishing a sound basis for the ongoing funding of POS and recreation assets.



# Background

## About the Integrated Open Space Strategy for Bunbury (2004)

Planning and decision-making for open space across the city has been the subject of a supporting Integrated Open Space Strategy since its adoption as a Local Planning Policy in December 2004. The Integrated Open Space Strategy moved away from a traditional management approach that planned for individual parcels of open space in isolation, to an integrated, holistic approach that guides the management and enhancement of the City’s parks, natural areas as well as all other areas of open space.

Key objectives of the 2004 strategy include implementing targeted programs to improve the health of residents, transforming the city through an extensive greening and street tree planting program as well as undertaking substantial parkland and natural area development programs at Big Swamp wetland, File Mile Brook, the Back Beach foreshore, and Turkey Point amongst other areas.

The strategy identifies existing local open space linkages, areas of active and passive space, key tourist nodes, conservation areas and examines opportunities to connect and integrate these.

The strategy establishes the various types and functions of POS including:

- active (e.g. sports grounds and playing fields)
- passive (e.g. neighbourhood parks)
- conservation (e.g. natural bushland that may also have a passive function)
- private (e.g. limited to local parks in the areas of Pelican Point and Koombana Bay)
- user pays (e.g. Sanctuary Golf Course).

The strategy also distinguishes between local open space and neighbourhood open space as defined by:

- Local open space serves the population living in the neighbourhood, or visitors from immediately adjoining local government areas. Such areas of open space should vary in what they offer across the area, rather than duplicate each other.
- Neighbourhood open space serves or is significant to residents of the whole City, those from neighbouring local government areas, those from the South West, the rest of the state, nationally and internationally. Neighbourhood open space may support one activity or a range of activities, although the multiple use of such areas is desirable.

TABLE 5 The importance of public open space

Element	Importance
Biodiversity	<ul style="list-style-type: none"><li>• Habitats for natural fauna including birdlife</li><li>• Protection of remnant vegetation and significant flora</li><li>• Selective reintroduction of habitat diversity</li></ul>
Cultural heritage and character	<ul style="list-style-type: none"><li>• Aboriginal cultural heritage values</li><li>• World, national and state heritage significance of existing parks and gardens</li><li>• Historical significance and commemoration</li></ul>
Social	<ul style="list-style-type: none"><li>• Community pride and participation</li><li>• Social capital building</li></ul>
Economics and tourism	<ul style="list-style-type: none"><li>• Visitor destination points</li><li>• Green infrastructure assets</li><li>• Commemorative and historical events</li></ul>

## Taking the Integrated Open Space Strategy forward

This theme seeks to update the now 10+ year old Integrated Open Space Strategy to be in line with best practice - and industry accepted - approaches to the purpose, function, design, management and maintenance of open space and recreation facility planning. In particular it seeks to address current discrepancies in definitions, classifications and POS allocation guidelines.

It establishes a mechanism to determine the appropriate existing and future provision of POS through the preparation of a Public Open Space Strategy and associated place.

The theme aims to better incorporate strategic planning for open space across disciplines and agencies, recognising that the development of local POS planning policy must involve needs assessment and alignment of planning schemes, biodiversity strategies, tourism, infrastructure, community and cultural facility planning.

The theme seeks to enhance POS and other reserved land with the presence of supportive infrastructure and facilities such as community gardens, nature playscapes and pathways to increase open space use, physical activity, social and mental health. It looks to continue the city-wide greening strategic street tree planting program.





## 6

### Planning and management of POS in the City

The current provision of POS in the City has generally been planned and managed according to the following guiding values:

- open space should have a minimum area of 0.5 hectares
- areas of 10 hectares or greater should be linked (smaller areas may be considered a part of corridor linkages if they are identified as integral to forming links)
- all households should be within 400 metres of open space of 0.5 hectares or greater
- a diversity of settings and terrain types should be provided
- a system of 'green' corridors should provide for conservation and pedestrian linkages.

Reference is also made to the Council Policy on Recreation Facilities (20 January 2015).

The proximity of housing to POS, in accordance with Liveable Neighbourhoods (2007) should ideally be within the following distances, depending on the position of the POS within the defined hierarchy of open spaces:

- local parks up to 3,000m<sup>2</sup> located within 150 - 300m of dwellings
- neighbourhood parks around 3,000 - 5,000m<sup>2</sup> serving 600 - 800 dwellings and located a maximum of 400m walk
- district parks around 2.5 - 7.0ha, notionally serving three neighbourhoods, located within 600 - 1km walk from dwellings.

The primary mechanisms for securing POS have been through either:

- the reservation of land under the Region and/or Local Planning Schemes (as identified by the Greater Bunbury Structure Plan) as an initiative of government
- acceptance of a minimum 10% of the gross subdivisible land area as a standard developer contribution for POS in accordance with WAPC's Policy DC 2.3 Public Open Space in Residential Areas. This POS contribution may comprise a minimum of 8% for active and passive recreational purposes, with the remaining 2% comprising 'restricted use' POS uses such as natural areas and cultural features, urban water management measures, artificial water bodies, and natural wetlands.



## *Regional, district, neighbourhood and local open space*

The City currently provides over 1,500 hectares of land for parks, recreation, conservation and drainage purposes including approximately 17 kilometres of coastline from Maidens Reserve to Turkey Point. Bunbury's temperate climate and natural environment offers diverse and year-long opportunities for outdoor recreational and sporting pursuits.

Regional and District POS are larger spaces which cater for the needs of a broader population. These may include:

- District playing fields that provide for a range of active, organised sport and recreation such as football/soccer fields, cricket pitches, tennis courts, etc.
- Waterfront and other regional parks for social gatherings, such as picnic, recreation and education
- Areas reserved for cultural/environmental retention (escarpments and areas of biodiversity value such as wetlands and bush land) that may provide some limited recreation opportunities, such as bird watching, picnicking and bushwalking

Neighbourhood and Local POS provide for regular local use and may include:

- Small areas of open space that are accessible to local residents, generally providing for recreation such as children's play and relaxation, which also can provide an identity and a sense of place for a community especially where it incorporates an important landscape feature or historical characteristic.
- Playing fields for organised sport which can also be used for walking and informal activities.
- Linear parks linking areas of open space. These often follow drainage lines or environmental corridors and can incorporate off-road shared pedestrian and cyclist paths.

Significant areas of open space within the city include:

- Maidens Reserve
- Manea Park
- Big Swamp
- Pioneer Park
- Wardandi Memorial Park
- Koombana Bay
- Leschenault Inlet
- Back Beach
- Donaldson Park

In addition to the above, numerous smaller neighbourhood and local reserves are located throughout the city.



# Recreation facilities

## Hay park

Hay Park is Bunbury's main sporting complex and home to the most utilised sports facilities in all of the city. Approximately 69,000 people visiting the Hay Park annually with 19 sport and recreation organisations utilising the grounds and facilities. Hay Park contains many courts, greens, ovals and tracks for athletics, tennis, hockey, netball, rugby union, soccer, cricket, football and touch. Other Hay Park facilities include a badminton centre, a BMX track and a croquet club and the Hay Park South Multi-Sports Pavillion.

Hay Park is also home to the South West Sports Centre, the premier leisure facility in the South West, which is owned and operated by the City. The Centre has squash courts, a stadium, gymnasium and swimming pools. Council recognises the need to support sport and recreation club development through investment in its Hay Park facilities via cooperative planning, management, capital and maintenance upgrades of facilities.



## Bunbury Recreation Ground

The Bunbury Recreation Ground incorporates grass oval, cricket nets, a turf cricket wicket, public toilets and change rooms.

The Bunbury Recreation Ground is home to the Bunbury Runners Club, Colts Cricket Club, South West Warriors Rugby League Club and services various community events.



## Forrest Park

Forrest Park has facilities which cater for soccer, cricket and lawn bowling facilities operated by the Bunbury Bowling Club at the northern most end of the open public space.

The facilities include a range of senior and junior soccer pitches, three turf wickets, cricket practice nets, two synthetic and three turf bowling greens. Forrest Park is home to the Marist Cricket Club; Dynamos Soccer Club; a modified summer soccer competition and Bunbury Bowling Club.

Forrest Park is also home to the Miniture Railway and services various community events e.g. Grandparents and Grandkids day.





## Hands Oval

Hands Oval is Bunbury's premiere Australian Rules Football Oval. It is floodlit with a choice of illumination up to 750 lux and other facilities include include, car parks, club rooms, change rooms, kiosk and spectator seating. Hands Oval is home to the South Bunbury Football Club; South West Football League Football and South West Football League Umpires.



## Kelly Park

Kelly Park facilities include an Australian Rules oval with partial night lighting suitable for training purposes, cricket nets, children's play area, BBQ facilities and a basketball court. Kelly Park is home to the Carey Park Football Club and caters to the South West Football League winter fixtures. Kelly Park also includes an adjoining large area of public open space.



## Koombana Beach Volleyball

The facility houses the Bunbury Volleyball Association and includes ten volleyball courts, storage facilities, change rooms and toilet facilities. The Association uses this venue for all its summer beach volleyball competitions.





PC Payne Park

Facilities at PC Payne Park include a football oval, club house, change rooms, function rooms and kiosk and basic night lighting suited for training purposes only. PC Payne Park is home to the Bunbury Football Club and the Bunbury Forum Force State League Soccer team.



Playgrounds and skate parks

There are two skate parks in Bunbury, one by the Leschenault Inlet on Blair Street in the CBD and a new skate park is located in J.B O'Reilly Park in Glen Iris. The City provides more than 40 playgrounds throughout the local government area, including a premier accessible playground at Big Swamp.

The Sanctuary Golf Course, Bunbury Turf Club and other hard-to-locate activities such as motor sports (Bunbury Speedway) are other significant private sport and recreation facilities within the city boundaries.





## Key planning issues

- Bunbury acts as a hub within the South West for higher order outdoor and indoor recreation facilities. This means the number of recreational facilities and amenities needs to keep pace with growing regional population and visitor numbers, as well as local needs.
- The location and type of POS and recreational facilities that the City provides is influenced by changing demographics. Different age groups, contemporary lifestyles, household and occupation types generally generate different demands on POS and recreational facilities. For example:
  - fly-in fly-out work practices make it hard for people to participate in traditional sport, recreation or fitness program
  - traditional POS provision has focussed on the provision of playing fields to accommodate sporting activities but many within the community are seeking to participate in lifestyle-based pursuits, and individual or small group activities within passive open spaces rather than organised, high impact sport. A good example is the rise of group fitness classes and personal trainers on foreshore reserves, and the provision of community gardens in POS.
  - existing facilities may require future proofing for people with decreased mobility.
- The majority of POS is turfed and requires reticulation during summer months to sustain recreational activities. Continued water scarcity (both surface water and in aquifers) as a consequence of climate change will lead to longer, dryer conditions and may impact on the City's ability to maintain all of its irrigated public open spaces through traditional watering and planting regimes.
- The ongoing maintenance and renewal of recreational facilities and reserves will be an ongoing financial consideration for the City. While it is acknowledged that convenient access to attractive, well connected informal recreation networks (e.g. walk and cycle ways) near to where people live is critical to encouraging active lifestyles for those who do not participate in organised sports, high amenity (with seating, shading, planting), multi-functional spaces generally cost more and have higher maintenance burdens.
- There is increased interest in the community for access to the extensive network of conservation reserves and bushland in the city. There is also increased pressure to further protect and enhance these areas back to their natural condition in order to preserve eco-systems and protect biodiversity. This requires finding a balancing between environmental sustainability and outdoor recreation needs.
- As land resources become scarcer, there is increased development pressure on some areas of POS which have limited functional value to be disposed of and rationalised in neighbourhoods for other uses.
- Open space is often at risk of being undervalued and underprovided in the planning of new subdivisions, with an emphasis on the quantity of POS provided rather than the quality and how it will be used. An October 2011 position paper released on public open space planning in Western Australia prepared by Parks and Leisure Australia (WA Region) argues that options for proportional allocation must be considered within future development plans and where housing density is increased, the proportion of high quality POS should correspondingly exceed the standard of 10%.
- As residential density increases in established areas of the city (particularly around activity centres and corridors) there is less provision of private open space e.g. large backyards which have historically taken some of the pressure off POS areas. There is likely to be increased demand for recreation opportunities outside of the home.



# Business and Commerce



The Commerce and Industry theme establishes a dynamic framework that will facilitate and guide a more proactive, enabling approach to strategic commercial, and industrial land use and development outcomes across the city over the next 10 years and beyond

## *Introduction*

This theme presents a strategic direction for the planning and development of commercial and industry-related activity areas in the city to support investment, growth, and employment generation.

While the theme is directed towards the commerce and industry in the city as a whole, it has been developed in the context of the Greater Bunbury region as well. The Bunbury economy impacts upon and is directly influenced by neighbouring locations and connectivity to state and international markets, particularly through the Bunbury Port.

The theme encompasses a number of broad sub-themes:

- the Bunbury Port and related infrastructure and activity
- industrial land
- the outer business district.

The planning and development of activity centres and mixed use areas are addressed separately in Theme 9.

The theme seeks to build on Bunbury's competitive advantages and to create the necessary conditions to support emerging and developing commerce and industry sectors. It looks to ensure that the city maintains a strong and diverse economy, and it highlights the importance of integration with major infrastructure and strategic transport planning.





# Bunbury Port

## Background

Bunbury Port is one of the earliest established land uses in the region, and the nucleus around which the settlement of Bunbury grew. It is the major commercial deep-water port for Western Australia's South West Region. It is arguably the single most important land use for the city because it is the main hub for exporting the primary industry products that underpin the region's economy.

With minerals, coal and woodchips representing the bulk of shipments, total trade for 2012-2013 was a record 15.332 million tonnes, an increase of 1.058 million tonnes or 7.4 % compared to the previous record of 14.274 million tons set in 2011-2012 that then accounted for more than \$4.2 billion worth of trade. Total throughput is expected to double by the year 2026.

The continued growth of port and marine activities at the Inner and Outer Harbours generates opportunities across a range of allied service sectors (e.g. in hospitality, construction, recreation,

tourism, governance and education), and these all need to be supported with access to an appropriately skilled labour force. Learning and training opportunities leveraging off the success of the port and associated trades and industries should be encouraged.

All Western Australian ports have a statutory obligation to facilitate trade, plan strategically and provide safe, efficient and responsible operations whilst protecting their port environment. The City, in part through the local planning policy framework, will seek to assist the BPA in meeting these obligations and responsibilities, and in acknowledging the vital importance of the port to the expanding economy of the region, will seek to continue to support, and where practicable, facilitate the efficient and responsible operation of the inner harbour including any necessary future expansion.

## Land Use Planning

The BPA released the Draft Bunbury Port Inner Harbour Structure Plan in 2007 which outlined the intended nature and scope of future expanded port operations. The Structure Plan was approved by their Board of Directors in September 2009 as a policy to guide development and decision making pursuant to the strategic planning requirements of the Port Authorities Act 1999.

Capacity building and upgrading projects considered in conjunction with the expansion plans include:

- development of new berths within the existing port basin
- extension of the existing inner harbour basin inland to allow for multiple berths
- diversion of the Preston River
- realignment of and addition to existing road and rail systems
- deepening of part or all of the inner harbour basin to accommodate larger vessels.

One of the most significant proposals outlined in the Structure Plan is a further realignment of the Preston River channel which currently bisects the port. These proposed works require environmental assessment by the EPA and the preparation of a range of investigatory studies (including analysis of surface and ground water, marine and land flora and fauna), as part of an on-going public environmental review process which is expected to be concluded in 2015.



## Port Buffer

Under State Planning Policy 4.1 State Industrial Buffer, the BPA is required to prepare a Port Buffer Definition Study. This must include recommendations for the management of impacts and the mitigation/treatment of risks and be endorsed by the WAPC.

The port buffer will extend beyond the boundary of the designated state reserve ("Port Installations Reserve" within the Greater Bunbury Region Scheme), and once identified will have implications upon how land use and development within the surrounding area are controlled under the Local Planning Scheme.

It should be anticipated therefore that certain aspects, such as potential impacts on sensitive land uses, will fall upon the City to appropriately manage through the Scheme.

This may extend to the designation of a Special Control Area and/or a Local Planning Policy operating over the buffer area, within which particular restrictions and conditions would apply, such as for example, a requirement for noise attenuation measures to be incorporated into new dwellings. Based on the planning framework that operates over the City of Fremantle and Fremantle Ports, it can be expected that certain development applications falling within the prescribed area will need to be referred to the BPA for comment, which may have some limited statutory implications for the development assessment process.

## Outer Harbour Precinct

At this stage, it is important that the land area within the City's planning jurisdiction is suitably zoned and it's integrity safeguarded in order that it can adequately cater for such development, and that the port installations to the north and city centre to the south are well integrated and offer a supportive, compatible setting. Consequently, until structure

planning of the Outer Harbour Precinct has been finalised, the majority of Lot 1035 Casuarina Drive that is managed by the DoT will be included in the 'Urban Development Zone' (with a Special Control Area requiring the preparation of a structure plan) as an interim measure. Whereas, the adjoining Lot 1034 vested in the Southern Ports Authority will remain predominantly 'Ports Installations Reserve' as currently reserved under the GBRS.

Once the outcomes of the structure planning process are known, it is envisaged that the Western Australian Planning Commission (WAPC) will undertake an amendment to the GBRS in order to reflect the new regional zone and reserve boundaries (e.g. replacement of the 'Port Installations Reserve' with 'Regional Centre Zone'). It can be expected that the City of Bunbury will also need to concurrently undertake a consequential amendment to its local planning scheme. Likewise, the ultimate local zoning applied to the developable land within the precinct will be determined as an outcome of the structure planning and resulting region planning scheme amendment.

Subject to the outcomes of the Outer Harbour planning process, a range of possible planning controls may be considered for the regulation of development and management of reserved areas/infrastructure items. The eventual statutory planning framework (i.e. the various planning instruments) will need to be customised to suite the ultimate intended purpose of the precinct, the nature of its immediate environment and the built form and function of the precinct's desired urban design. This could include the introduction of a dedicated 'harbour zone' or a new 'special use zone'. As this approach would accentuate the individuality of the location and provide the opportunity to implement a tailored suit of land use and development standards, but only where this was deemed necessary over and above the development controls afforded by the 'Regional Centre Zone'.

Figure 14: Inner Harbour Structure Plan 2009

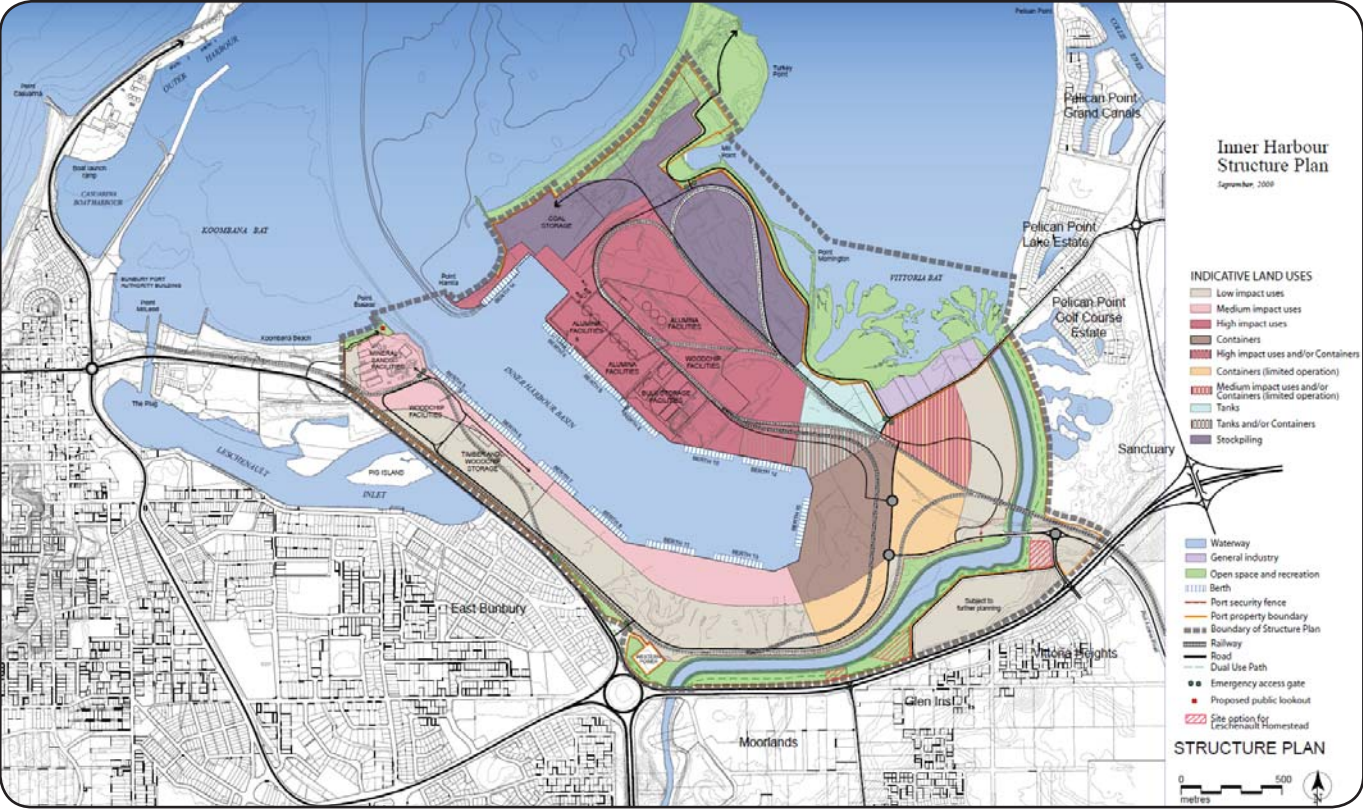
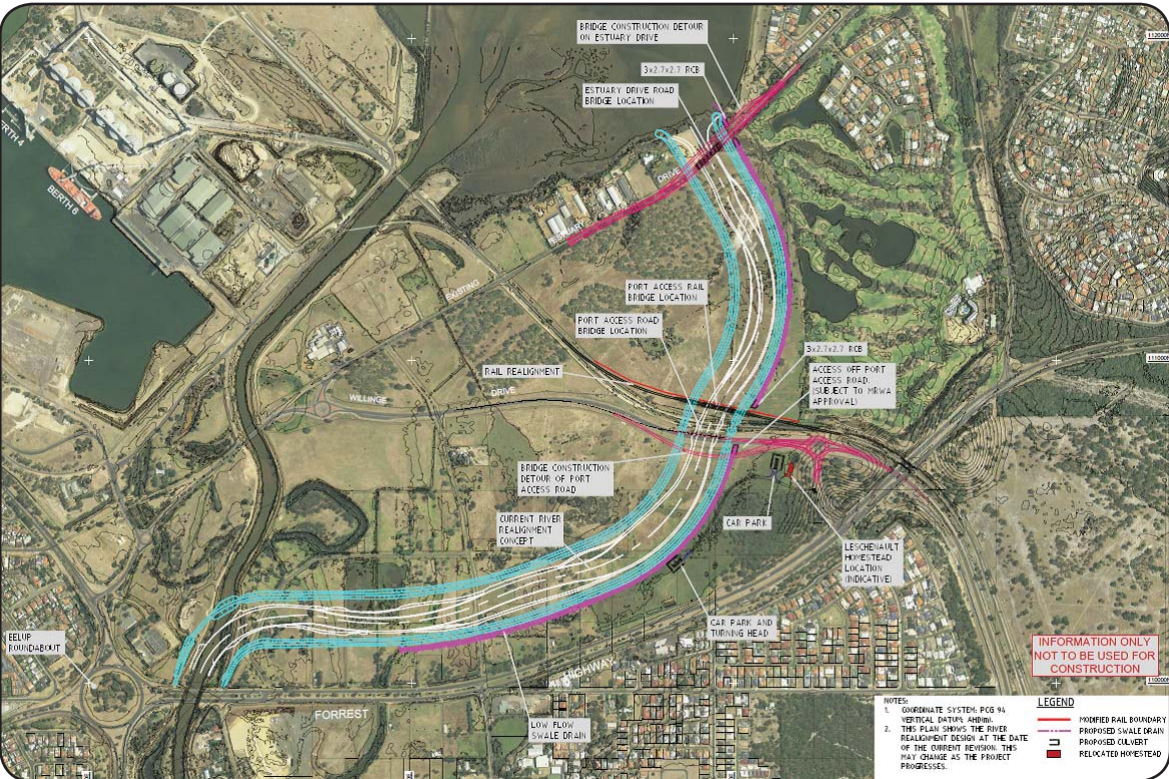


Figure 15: Proposed Preston River Diversion





# Industry

Industrial land is a vital component of a healthy, growing economy. During times of economic uncertainty, the availability of industrial land and infrastructure is important in order to encourage new industries to develop. An adequate supply of appropriately serviced industrial land will assist in staving off the effects of economic slowdown, and improve confidence in any industrialised economy.

At a time when manufacturing is on the wane in many parts of Australia, its importance to Greater Bunbury, particularly as an employer, continues to increase. In 2001 manufacturing employed 2,882 people within the Greater Bunbury urban area, representing 14% of the total workforce of 20,422 people. A decade later in 2011, a total of 4,168 people were employed in manufacturing, which still represented 14% of a significantly expanded workforce of 30,685 people (ABS 2011).

Figure 16 indicates the extent to which, within the City of Bunbury, industrial floorspace has increased over the years, together with changes in its composition. Manufacturing floorspace has clearly decreased, albeit not uniformly, while service industry and warehousing / storage have increased. It is interesting to note that the amount of manufacturing floorspace showed an increase in 2006 following a decade of decline. Floorspace data for 2011 was not available at the time of preparing this document.

The requirement for sufficient land for future industry goes well beyond the City of Bunbury and, for that matter, Greater Bunbury. Four major industrial parks (Preston, Kemerton, Shotts and North Capel) operate within the Greater Bunbury Region. Whilst differing in size, capacity and character, these parks form a significant industrial cluster that can benefit

from sharing freight networks and service infrastructure.

The Department of Planning (DoP) is currently engaged in a major study identifying potential future industrial land throughout the entire South West region and once the findings of the revised South West Industrial Lands Study are made known and the South West Economic and Employment Lands Strategy released by the WAPC, this information will be used to guide industrial land supply and consequently the strategic directions adopted by local governments.

A large portion of the Preston Industrial Park lies within the City of Bunbury and plans for its further expansion and development in conjunction with industrial activity occurring in areas of Picton, Davenport and Waterloo continues to be investigated by the DoP. Lying

directly to the east of the Glen Iris, a structure Plan was endorsed by the WAPC over the 'northern precinct' of the Preston Industrial Park in 2009, however many areas within this precinct require further detailed planning and investigation to be undertaken prior to realising any development.

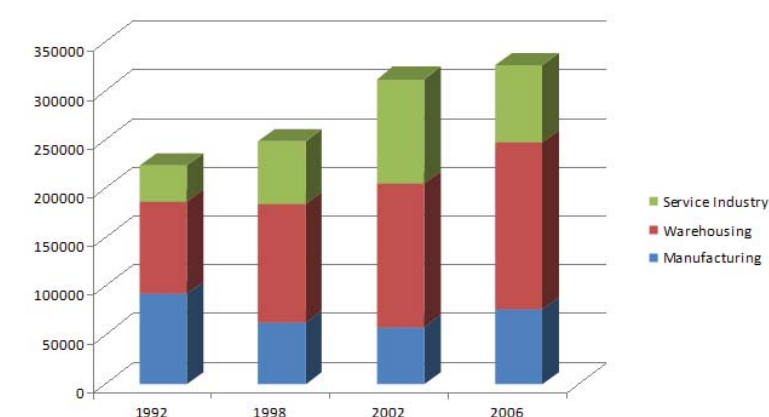


Figure 16: Employment by sector 1997-2005 (ABS 2012)



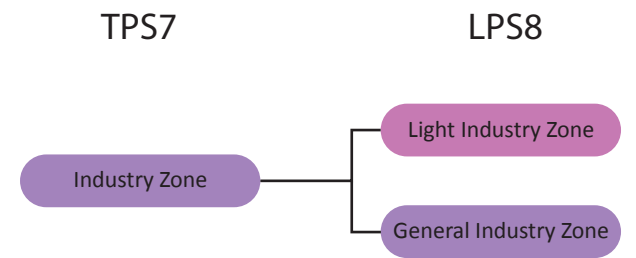
As the population of Bunbury grows and its urban footprint expands, it is appropriate for the character of industrial development within parts of the city to transition from the more traditional and general forms, to light, service and technology business types. In facilitating such a transition, whilst also acknowledging the differing character and opportunities available to the various industrial areas, the strategic intent seeks to further:

- the gradual relocation of General Industry to more suitable locations outside the City of Bunbury’s municipal boundary;
- the timely development of existing industrial zoned land within the City, with particular emphasis placed on accommodating smaller, more employment intensive, clean, light, high-tech and service industries; and
- ensuring that industrial areas and supportive freight/transport networks that are particularly beneficial to the Port are appropriately planned and managed.

The ability of the local planning policy framework to accommodate and specifically cater for the varying characteristics of industry was weakened with the merging of the ‘Light Industry’, ‘Noxious Industry’ and ‘General Industry’ zones of TPS6 into a broad ‘Industry’ zone within TPS7.

Capturing the full range of industrial activities within a single zone creates difficulties in encouraging and establishing clusters of mutually compatible business, and brings challenges in the efficient planning and on-going management of land near the boundaries of the zone, especially when the industrial buffer includes or interfaces with a residential area, which significantly increases concerns associated with nuisance and land use conflict. In the interests of de-conflicting tensions between opposing land use

activities, the strategy supports a more refined approach within LPS8 and puts forward redefining the Industry Zone in the manner shown below:



Reintroducing a Light Industry zone provides the opportunity to specifically capture medium scale, low impact industries that result in little or no demonstrable harm beyond their operational boundaries, and as such are particularly appropriate to locate on land lying between higher impact general industry and areas containing sensitive land uses.

The General Industry zone will primarily cater for larger scale or medium impact industrial land uses, which by the nature of their operations should be separated and buffered from residential areas and other sensitive land uses.

Splitting the zones as described enables buffers to be managed with a greater degree of certainty and efficiency, and for distances to be reduced as appropriate around zones identified as light industry.

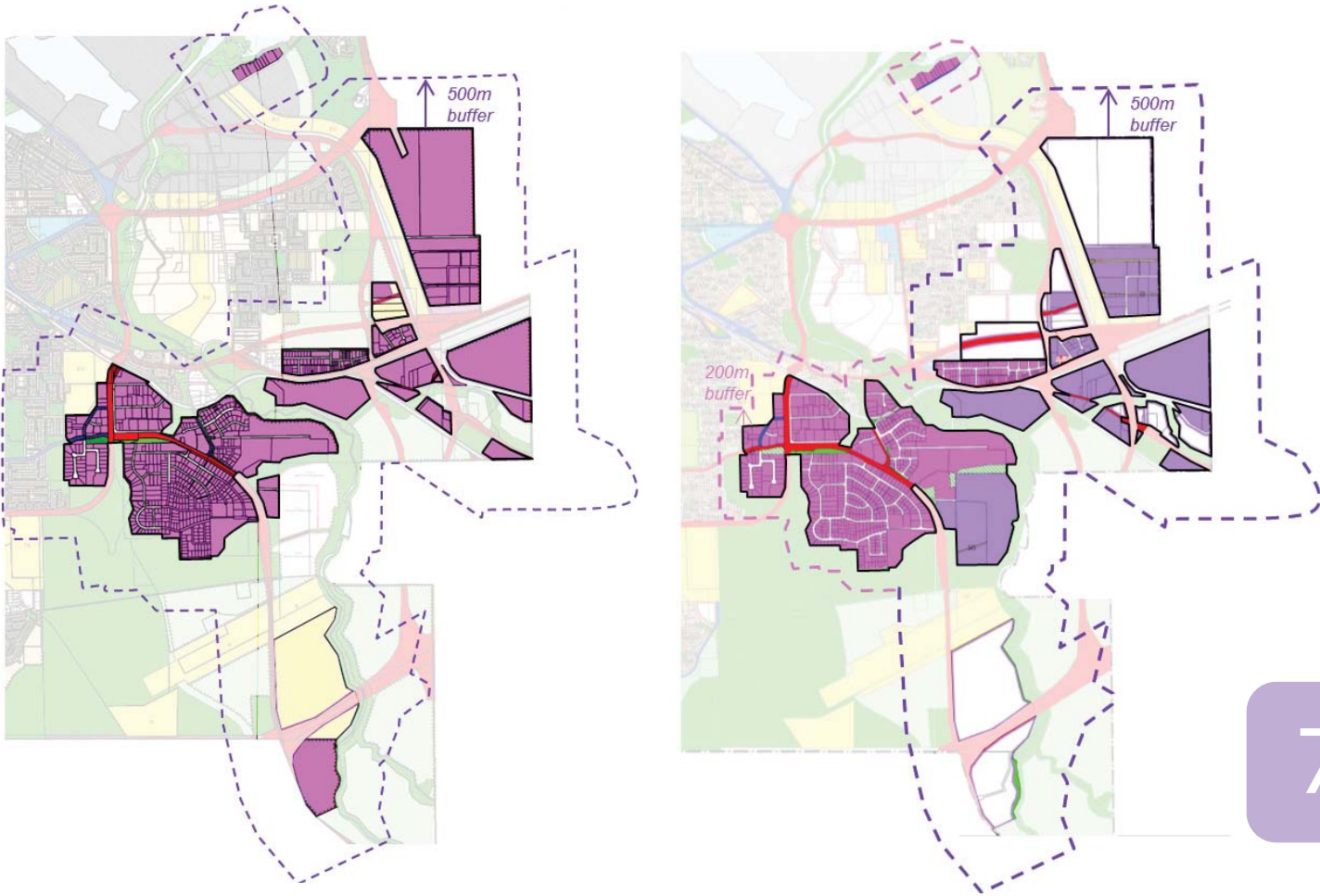


Figure 17: Required buffer distances under TPS7 and LPS8





## Service Commercial Areas

The Outer Business District – Strickland Street, Spencer Collectively known as the ‘outer business district’, the commercial precincts and complexes associated with Strickland Street, Spencer Street and Sandridge Road are a nucleus for showrooms, large format retail uses, car yards, service industries and medical services. The area is of significant economic importance to the City and greatly enhances Bunbury’s reputation as capital of the South West region.

Given the economic importance of these areas, they present something of an urban planning dilemma insofar as an appropriate understanding and balance is needed between the roles of the Bunbury city centre and the outer business district. The intention to expand the commercial, civic and cultural primacy of the city centre is paramount, yet there is a need to simultaneously realise the almost-as-important intention of facilitating a continuation of appropriate development growth in the outer business district. The main strategy for achieving this balance of complementary roles is to better define, reinforce and capitalise on existing informal activity corridors, as identified within LPS-ACN.

LPS-ACN recognises activity corridors as direct connections between activity centres that can accommodate a variety of out-of-centre land uses. Unlike the Ocean Drive and Spencer Street activity corridors that are better placed in providing opportunities for mixed use forms of development, the Blair Street / Sandridge Road activity corridor is synonymous with showrooms, light and service industries, the continued growth of which is best able to flourish within a setting that is predominantly commercial in character, primed to accommodate large scale forms of development and cater for supporting infrastructure and servicing demands generally unfettered by the presence of more sensitive land uses.

In a manner similar to the amalgamation of the previously separated industry zones that had appeared in TPS6 to a single recognised zone within TPS7, the Commercial ‘A’, ‘B’ and ‘C’ zones (and the light Industry zone in part) of the previous scheme were combined to an all-encompassing “Mixed Business Zone”. The creation of a homogeneous zone has resulted in some undesirable consequences, including the need to address a broad range of compliance issues, partly due to:

- ambiguous zone objectives and overlay broad range of permissible land uses (residential through to light industrial)
- uncertainty of desired function, character and amenity from place to place
- lack of clarity in relationship to activity centres and use conflict internally and on interfaces with residential land
- stagnation of development in certain localities.



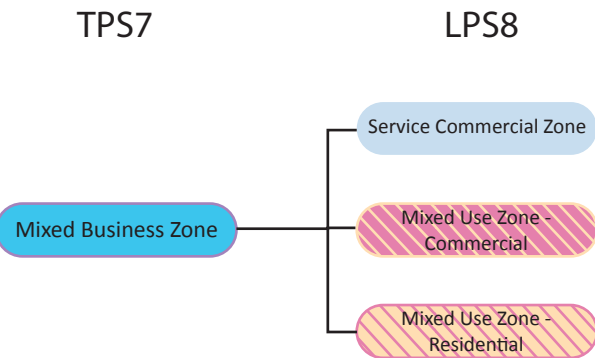
As a result of the compliance issues that ensued, the following Local Planning Policies were introduced as an interim measure in an effort to overcome the various shortfalls and provide further guidance over the lifespan of TPS7:

- LPP Office Use within the Mixed Business Zone
- LPP Mixed Business Zone – Special Development Area (Residential / Mixed Use Development)
- LPP Non Residential Development within or Adjoining Residential Areas.

Lessons now learned, the LPS will seek to embed within LPS8 clearer roles for the precincts that make up the outer business district, and in doing so strives to achieve the following outcomes for the area:

- maintaining unfettered development of land uses appropriate to the role and functions of general business/service commercial complexes.
- land values and rents in line with market demand for showrooms, warehouses and service industries.
- supporting not detracting from the city centre and other activity centres.
- avoiding conflict with sensitive uses such as residential development.

The Mixed Business zone is then proposed to be re-defined in the manner shown below:



The precincts and complexes of the outer business district identified within the Service Commercial zone will be promoted and safeguarded through statutory provisions of the Scheme, statutory structure plans and local development plans as necessary, and guided through relevant Local Planning Policies, in order to deliver the following outcomes:

- clusters of large 'big box' adaptable buildings on flat sites designed to facilitate the storing, display and movement of bulky items
- prioritised access for vehicles and the safe and relatively unobstructed flow of vehicular traffic through the site
- an ability to cater for (in both space and time) deliveries from large vehicles and the frequent movement of goods (e.g. forklifts).
- designed to provide safe, spacious customer parking in close proximity for convenience of loading
- high exposure with opportunities for bold signage and advertising
- meeting the needs of car borne customers making purposeful/single destination visits during business hours
- a pleasant functional environment whilst being less conducive to / or about creating places and spaces where people walk to or through or spend recreational time by choice.

### Future Demand

LPS-ACN estimated the total area of all floor-space devoted to 'other retail' in 2006 within the Central Business District and Outer Business District to total 45,894m<sup>2</sup>. This represented an increase of 7,342m<sup>2</sup> over 8 years. Applying regional population projections, modelling predicted future growth in this sector to reach between 16,500m<sup>2</sup> – 24,500m<sup>2</sup> by 2031.

Whilst the service commercial precincts of the outer business district can be expected to remain the focus of this growth, opportunities for other retail floor-space is supplemented by expansion associated with the future South Western Highway Corridor in Picton (approx. 57,000m<sup>2</sup> floor-space) and the Glen Iris Gateway Commercial Precinct (approx. 15,000m<sup>2</sup>).

Some existing land uses within those parts of the outer business district identified for future mixed use development are better suited to less restrictive service commercial type environments, and as such these activities will be encouraged to re-locate over time to service commercial areas of the city.

The South Western Highway Corridor in Picton (that will be created following the diversion of the current highway) has been identified as a particularly suitable future location to accommodate the transfer of existing car showrooms and car yards, and offers the rare opportunity for these to reform as a specific activity cluster, and benefit from high exposure with room for further growth largely free of land use constraints (currently experienced as a result of the close proximity of incompatible / sensitive uses) .



The changes to the zoning of the outer business district (indicative only) are shown in the figure below:

TPS7 Existing Mixed Business

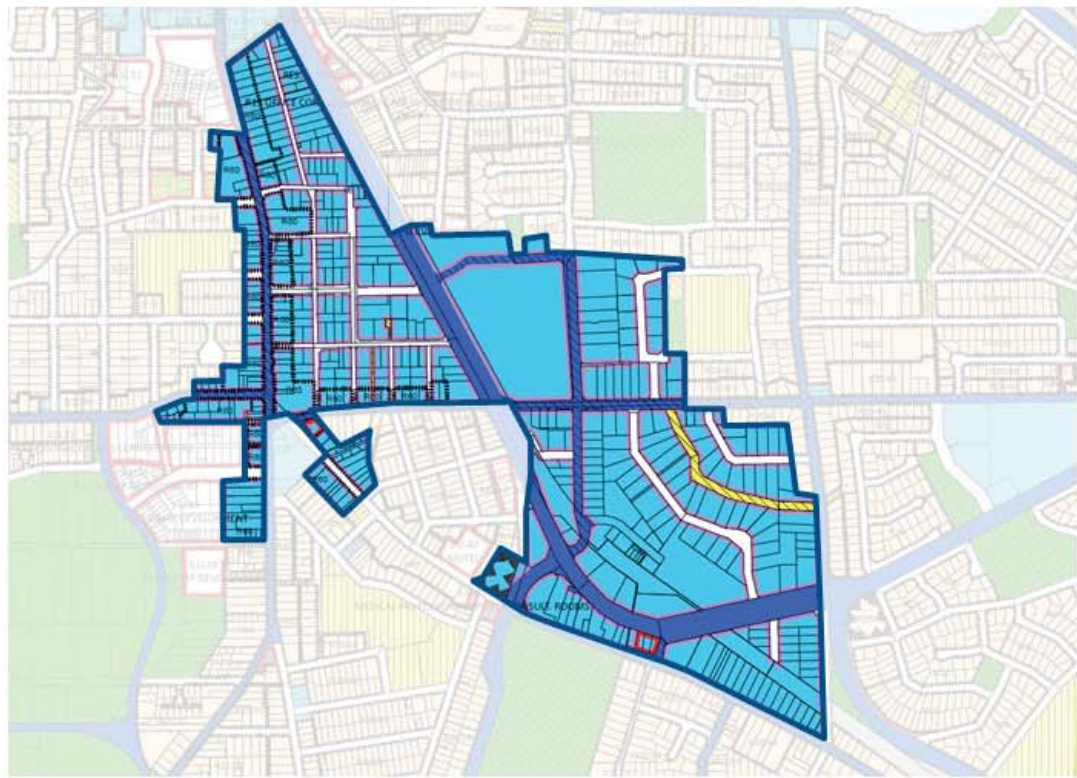


Figure 18: Existing Mixed Business Zone TPS7

LPS8 Proposed Service Commercial

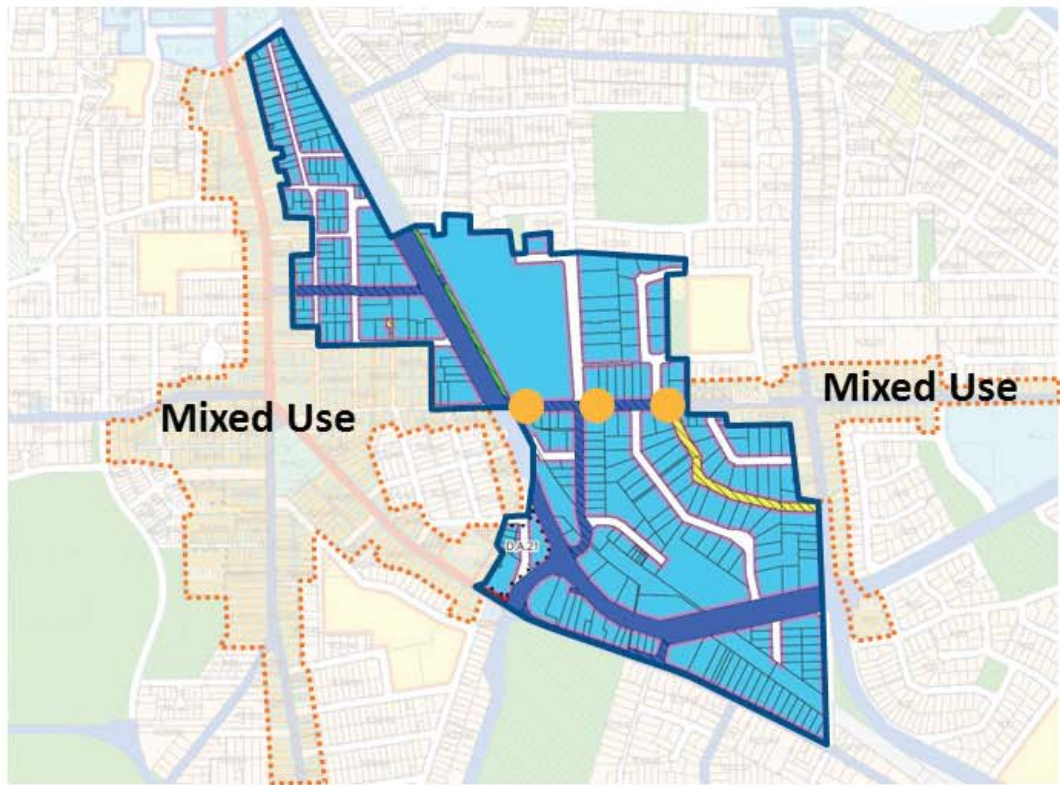


Figure 19: Proposed Service Commercial Zone LPS8



# Tourism



Bunbury is becoming more attractive as a tourist destination in its own right, and forward projections support continued growth within the sector

## *Introduction*

Tourism is a significant contributor to the State and local economy, generating significant revenue for businesses, providing for jobs, improving local assets, services and events that in turn support communities. The tourism industry in the South West region makes an estimated \$597m per annum contribution to the economy with 5,600 people directly employed in tourism (Tourism Research Australia / Tourism WA, 2011).

Bunbury has the opportunity to grow its visitor economy to deliver greater prosperity and in turn improve the wellbeing of its residents with more employment, improved public infrastructure and greater social amenity. For instance, more visitors can expand the scale and range of commercial activities that can be sustained in the city and visitors contribute directly and indirectly to public assets which in turn helps them to remain available to local residents.

The City of Bunbury Tourism Local Planning Strategy (LPS-T) prepared in 2009 addressed the current and potential role of tourism in the local economy and identified the objectives and actions for tourism land use and development. That document

forms the basis for the intentions and strategic directions set out in this theme, in conjunction with related state and regional policies and plans.

The Local Planning Strategy looks to ensure Bunbury – as the major regional city for the South West – continues to realise its full potential as a tourism destination for domestic, interstate and international visitors.

Implementation of this Strategy is aimed at:

- stimulating tourism industry opportunities
- promoting better management of land use interface issues arising from tourism activity
- enabling encouragement of tourism to benefit the whole community
- supporting the tourism industry by proper management of the city's significant natural and cultural assets.





# Background

## About the Local Planning Strategy for Tourism

Planning and decision-making for tourism within the city has been the subject of a supporting Local Planning Strategy for Tourism (LPS-T) since its adoption in May 2009.

The LPS-T provides the foundations of a definitive spatial planning framework for tourism that guides and informs the broad community as Bunbury strives to fulfil its potential as a major visitor destination. Furthermore, in keeping with recommendations of the Tourism Planning Taskforce and Planning Bulletin 83, the LPS-T advances the integration of tourism with other land use planning initiatives being developed for the City, and also embraces parallel strategies that focus on the promotion of Bunbury as a place to live and visit.

Acknowledging the role and importance of the 5 recognised “A’s” associated with Tourism (Accommodation; Access; Activities; Amenities; Attractions) and with a strong emphasis on comprehensive data collection, the Strategy attempts to:

- highlight those issues and pressing concerns that currently impact on tourism within the City of Bunbury
- focus on the appropriate provision of overnight visitor/

- tourist accommodation within the City and seek to promote compatible forms of built development
- address land use planning (spatial) implications of access, amenities, activities and attractions, thereby assisting the positive future integration of tourism as a land use activity within the City’s physical and economic environments
- present, as part of a broader spatial planning framework for the City, a precinct based development rationale with clear delivery mechanisms for realisation of desired outcomes including identification of supporting statutory planning policies that will guide associated decision making processes
- address and embrace the concept of Strategic Tourism Sites / Non- Strategic Tourism Sites and other locations that provide for the retention of local accommodation needs.

Developed in consultation with the Bunbury community at large prior to its adoption by Council, the document is complementary to the realisation of this fully integrated Local Planning Strategy for Bunbury.

## Taking the LPS-T forward

Adoption of the LPS-T has driven a series of incremental amendments to the Scheme particularly in terms of strengthening short-stay accommodation provision through new definitions and the introduction of mixed use tourism Special Use Zones. The City is looking to sustain its commitment to tourism and to further capitalise on the visitor economy within the Local Planning Strategy.

Generally speaking, the City aims to encourage and facilitate appropriate opportunities for the development of tourism

facilities and services, create a vibrant visitor experience, provide variety in tourist accommodation types and to protect and manage tourist sites and activities. The Strategy strives achieve this by giving tourism a renewed focus within the land use planning process through the allocation of Local Planning Scheme zones and provisions, and the identification and protection of tourist precincts, corridors and sites.

The Strategy will inform and influence Local Government decision making, public investment and expenditure. Key outputs include:

- revisions to the planning processes and procedures related to tourism-based development including definitions for tourist accommodation and tourist amenity use classes
- review of the objectives, land use permissibility and development controls associated with tourism
- development under the Local Planning Scheme and associated Local Planning Policies
- strategic rationale for the application of specific development conditions on tourism sites.

## Zoning for tourism

To safeguard the integrity of tourism precincts and the corresponding sites or clusters of dedicated short stay accommodation within them, the rationalisation of a number of Special Use Zones which currently have a tourism development focus and introduction of a specific Tourist zone within the Scheme is recommended.

This will ensure that tourism uses are encouraged in activity centre and mixed use zones as they provide a mix and intensity of development which is attractive to both tourists and residents.



# Identification of Tourism Precincts and Sites

## Core tourism area

The core tourism area (CTA) is the recognised hub of visitor activity in Bunbury, combining the widest array of activities, attractions, amenities and accommodation opportunities. The extent of the CTA boundary encompasses parts of the city that together provide the core services and infrastructure that support the tourism/visitor market – nominally the Central Business District, Outer Business District, East Bunbury and Ocean Beach areas.

Within this core area, emphasis is placed upon improving the quality and range of visitor facilities, and strengthening the interaction between them.

The CTA remains imperative to tourism values and strategy outcomes over the long term. Accordingly the Strategy seeks a role for the CTA that:

- consolidates the provision of tourism / visitor services in the vicinity and bolsters the status of Bunbury as a tourist destination
- facilitates improvement in the quality and range of the 5 'A's' represented in Bunbury
- provides an accessible network of supporting infrastructure and services to those more isolated sites of accommodation, attractions and activities (i.e. outside the CTA).

Whilst acknowledging not all parts of the CTA will be suitable for all types of tourism related development, where the Scheme zoning allows discretion in permitting the development of such facilities and there would be an element of support from this Local Planning Strategy where they are located within the CTA.

## Strategic tourism corridors (gateways & access routes)

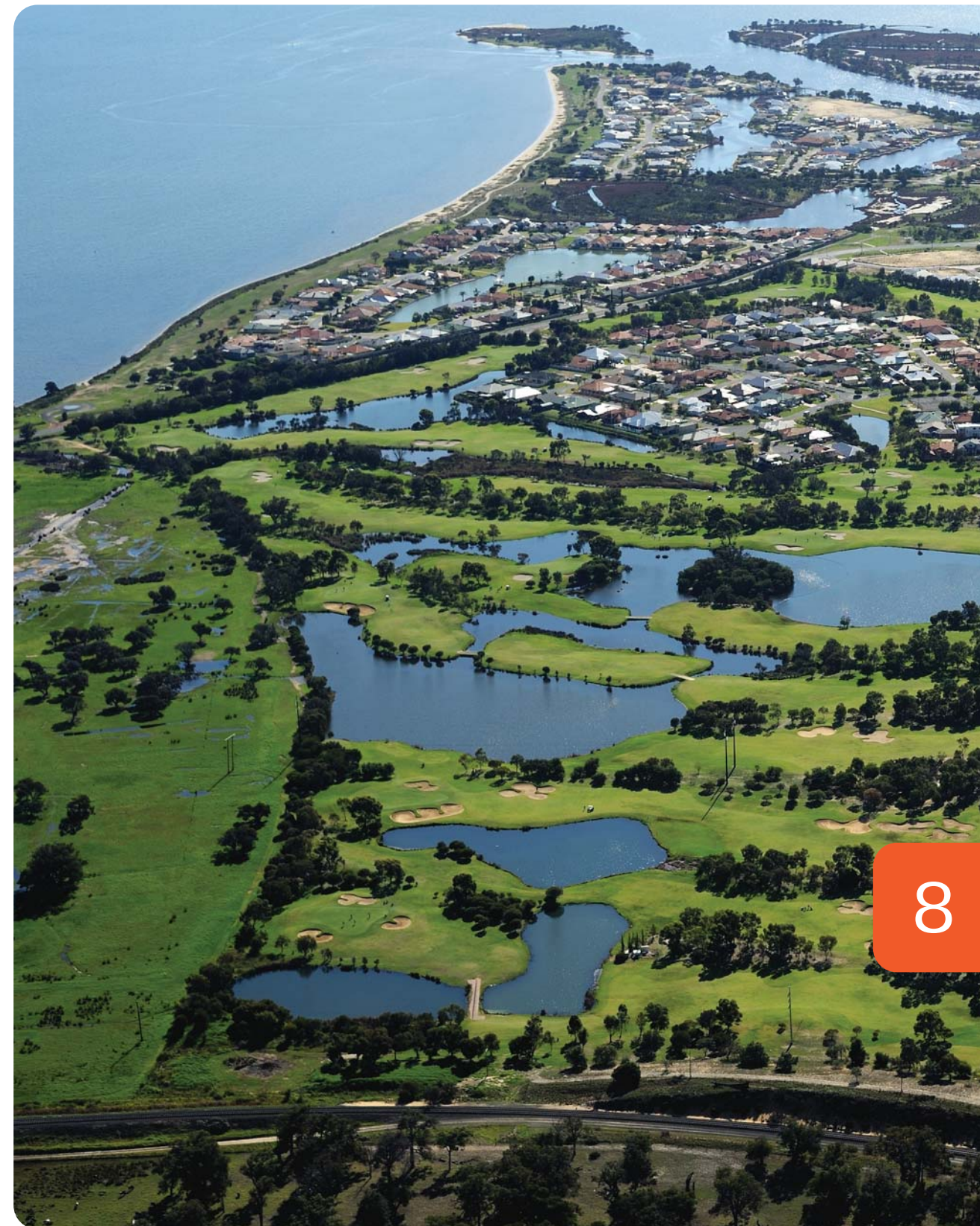
The five strategic tourism corridors represent the gateways and access routes that are strategically important, providing the entrance (arrival) points and the physical network connections that link the CTA to the wider South West region.

They also hold an advantage in terms of both high exposure (where they possess a visible frontage) and good vehicular accessibility, presenting significant opportunity for locating services, particularly accommodation facilities, adjacent to these routes:

1. South East entry: South West Highway
2. Northern entry: Bunbury Highway
3. Eastern entry: Picton Road
4. Southern entry: Bussell Highway
5. Washington Avenue

Whilst acknowledging some sections of the corridor may not be suitable for development activity, where the Scheme zoning allows discretion in permitting short-stay facilities, there would be an assumed presumption of support in principle where they flank one of the identified strategic tourism corridors.

The Ocean Drive – Clifton Street – Koombana Drive tourist drive loops around the periphery of the CTA along the coastal strip, linking the three waters of the Indian Ocean, Koombana Bay and Leschenault Inlet. It is considered the premier tourist drive within the city, and encompasses four key strategic tourism precincts.







## Tourism precincts

Across the city, 10 key tourism precincts (formerly called strategic tourism locations within the LPS-T) contribute to the attractiveness of the tourism product in Bunbury as destination nodes and particular areas of visitor interest within a walkable catchment area. Each of these precincts has a particular profile and distinctiveness within the city, and incorporates – or has the potential to incorporate – the five ‘A’s’ of tourism destination development.

## Tourism sites

Together with Tourism Precincts, the strategy seeks to protect opportunities, locations and potential and existing sites for tourism.

Tourism Sites in Bunbury and their level of significance (in terms of providing short stay accommodation opportunities) were originally identified in the LPS-T. This was achieved by applying a set of criteria, based on ‘Site Significance’, ‘Scale/Market Share’, ‘Location’ and ‘Planning Status/Influence’. While the manner of listing Tourist Sites has been revised in the LPS, the designation of sites continues to acknowledge that short-stay accommodation/bed-space availability in Bunbury is limited and the retention of sites and growth of supply should be encouraged. Accordingly, opportunities for the appropriate redevelopment or refurbishment of Tourist Sites (e.g. existing hotels and motels) are to be encouraged where this

Some tourism precincts will be captured as Tourism Zone within the Scheme and consequently shall be supported by a suite of Scheme provisions that complement and promote the recognised objectives of that zoning. Tourism precincts that fall outside a tourism zone remain deserving of strategic consideration in order to provide a sound basis for their future growth, albeit alongside and integrated with a mix of other functions/permisable land uses that reflect the stated purpose and objectives of the designated zoning.

enhances the overall quality and range of Bunbury’s tourism product.

Whereas Tourism Sites relate principally to facilities that provide short stay accommodation (either currently or potentially), identified Tourism Attractions are notable in so far as they are recognised as a particular attraction, or a place which offers activities/amenities that make a significant contribution to the tourism product in Bunbury. In acknowledging such places, their integrity and primary purpose should be safeguarded, with new development wherever possible recognising and complementing established function and character, and not detract from the future enjoyment of the feature/facility, or its potential to expand or enhance its role and overall attractiveness as a place to visit.



# Analysis of the 5 A's of Tourism in Bunbury

Tourism WA has analysed the performance of Bunbury as a tourism destination within the Geopraphe sub-region using the five 'A' factors of tourism, the combination of which represents the essential requirements of a successful tourism destination: attractions, access, accommodation, amenities, and activities. Awareness is another critical important factor.

## Accommodation

Bunbury is a hub for visitor accommodation within the Geopraphe region. Visitor surveys by Tourism Western Australia have been used to estimate the number of visitors to the City of Bunbury, those that stayed overnight and the average length of their stay. The visitor survey data provides annual averages for up to the year ending December 2013.

A total of 94% of all visitors to the City of Bunbury are domestic visitors, with an over-reliance on the intrastate market (85%). This highlights an opportunity to diversify the sector's products and services to cater to the interstate and international markets.

The average length of stay of international visitors is 19.1 nights, a considerable increase of 11 nights from 2005/2006 survey data. This compares favourably to an average of 25 nights for international visitors for the Perth Metro.

Although the most popular domestic and international visitor accommodation choice was the home of a friend or relative (48% and 38% respectively), the City of Bunbury Overnight Visitor Fact Sheet claims that on average in 2011-13, 24% of domestic visitors and 27% of international visitors stayed in a hotel, resort, motel or motor inn. Although offering a range of short-stay accommodation, Bunbury is constrained by the number of establishments and availability of beds. Occupancy in Bunbury is high at 73% in 2007 (source: ABS Survey of Tourist Accommodation data) and local feedback suggests this figure is higher, perhaps 80%- 85%) (source: . The regional average occupancy rate is thought to be between 45% and 55% with less seasonal fluctuation in accommodation demand (Source: CoB Tourism Strategy 2009-2014).

The LPS-T, building on the Bunbury Accommodation Study (2007) recognised that significant potential exists to increase the supply of formal visitor accommodation by realising development on unoccupied sites earmarked for tourist accommodation. Opportunities exist at the Punchbowl, along the Back Beach, Outer Harbour, Bunbury Waterfront and on a number of underutilised sites within the CBD. There is also the opportunity for appropriate refurbishment and/or redevelopment of

The city is deemed to have well established mid-level accommodation, attractions and amenities, with particularly strong performance within both 'access' and 'accommodation' sectors (TWA, March 2010).

some existing older buildings which offer short-stay visitor accommodation. The Bunbury Accommodation Study also identified that the city experiences shortages of bed space at peak season, public and school holidays and during events.

Since the adoption of the LPS-T in 2009, several hotel and short stay tourism sites have received planning approvals or changes in their planning status (e.g. through scheme amendments or structure plans) which have added (or have the potential to add) to the number and mix of short stay facilities available in Bunbury, most notably:

- Seaview Apartments (former Fawltly Towers Motel), Ocean Drive
- Lot 2 Lyons Cove, Koombana Drive
- Structure Plans at Back Beach Ocean Drive, and Koombana North Marlston Waterfront
- Scheme amendments at the Sanctuary Resort, Pelican Point, Ocean Drive Motel and the Punchbowl site fronting Ocean Drive

Each of the above incorporated in some capacity the term Unrestricted Residential Accommodation (or 'URA'), which was, at the time, intended to be used to facilitate the dual use of dwellings for the purpose of either permanent or short stay accommodation. URA however does not appear as a model scheme use class within the *Planning and Development (Local Planning Schemes) Regulations 2015*, and there has been a requirement to review and adjust the approach to facilitating such flexibility of tenure, the result being the introduction and application of the term 'Unrestricted Length of Stay' or 'ULS'. The ULS is intended to be linked, in appropriate circumstances, to the approval of short stay land uses (Holiday House, Holiday Accommodation and Serviced Apartments) that are developed in accordance with RCode standards and meet relevant local planning policy requirements. ULS will appear in the Scheme as a general definition rather than a land use classification.

Outstanding planning approvals and approved structure plans that incorporate the URA term can be expected to be addressed as necessary on a case by case basis.



TABLE 6: Estimated Numbers of Overnight Visitors to Bunbury<sup>1</sup> based on an annual average 2005/06, 2008/09/10, 2011/12/13 (Tourism WA).

	Number of visitors (% of all visitors in the area)				Estimated number of visitor nights				Average length of stay (estimated nights)			
	2005/06	2008/09/10	2011/12/13	% change 2005-13	2005/06	2008/09/10	2011/12/13	% change 2005-13	2005/06	2008/09/10	2011/12/13	Change 2005-13
Intrastate	247,000 (83%)	189,700 (78%)	354,700 (85%)	↑44%	511,000	424,300	795,000	↑56%	2.1	2.2	2.2	↑0.1 (5%)
Interstate	30,000 (10%)	31,300 (13%)	37,000 (9%)	↑23%	115,500	90,300	200,300	↑73%	2.9	3.9	5.4	↑2.5 (86%)
International	21,000 (7%)	20,900 (9%)	26,600 (6%)	↑27%	170,000	291,000	508,700	↑75%	8.1	13.9	19.1	↑11 (136%)
TOTAL	298,000	241,900	418,300	↑40%	796,500	805,600	1,504,000	↑89%	13.1	20	26.7	↑13.6 (104%)

1. Bunbury covers the area from Waroona through to Harvey including Australind, Capel, Dardanup, Eaton and Dalyellup.

Tourism Research Australia’s Tourism Forecasting Committee (TFC) publishes tourism industry forecasts twice a year (TRA, June 2013). International overnight visitor nights across WA (excluding Perth Metro) are expected to grow by 4.4% per annum on average over the next 10 years compared with domestic overnight visitor nights of 1.3% per annum. The total number of visitor nights in WA is expected to grow by 2.7% growth per annum on average over the next 10 years (2011/12 and 2021/22).

Given the current demand for tourist accommodation and the eventualisation of the TFC tourism growth forecasts, the City of Bunbury is looking to protect existing dedicated short stay accommodation sites, with an emphasis on hotels, motels and caravan parks, and applying new land use zoning and permissibility within the Scheme to incentivise the future supply of visitor accommodation. The Strategy aims to ensure that the diversity and extent of the local tourism product is sustained to satisfy the needs of visitors to the city.

It is recommended that short stay accommodation opportunities are protected within the core tourism area and along tourism corridors to ensure the continuation of tourism opportunities in other areas of the city. These locations offer the visitor:

- proximity to places of high natural amenity and attractive public open spaces of regional significance
- close proximity and good connectivity to the city centre
- convenient access to an existing or future high frequency public transport route.

It is recommended that the 2007 Bunbury Accommodation Study (based on data from MarkeTrade) is updated to assess the availability, retention and identification of suitable land for the future provision of tourist accommodation.





## Access

Proximity to Perth (less than two hours south) is a major drawcard for the city, with Perth being the primary source of the visitor market. Accessibility from Perth Metro by road improved considerably following the completion of the Mandurah bypass, although traffic congestion and safety concerns continue to grow which discourages potential day trippers and overnight stays.

The City of Bunbury is ideally located to attract some of the overnight visitors to Busselton and the Margaret River Regions. However, the primary shopping, entertainment and recreational areas of central Bunbury are located on a coastal spur and do not experience regional 'through traffic' as such, with road users required to make a conscious decision to turn off the state highway that skirts its eastern fringes. Bunbury therefore relies heavily on a combination of marketing to showcase the city, and the allure of connector roads into the centre, principally the tourist 'scenic route' detour that follows Estuary Drive, Koombana Drive and Ocean Drive.

The city is serviced by daily coach and rail services, and while Bunbury is extremely fortunate being linked to the State capital by rail, the current passenger service is not high speed and the timetable is severely limited. Whilst the future of the service is protected for the time being, the long-term role and overall value to the tourism sector remains uncertain unless options for a high speed rail link between Perth and Bunbury are secured at a regional level.

Although private charter flights and scenic tours can be arranged, the Bunbury airport is unlikely to become a viable option for scheduled passenger services within the foreseeable future.

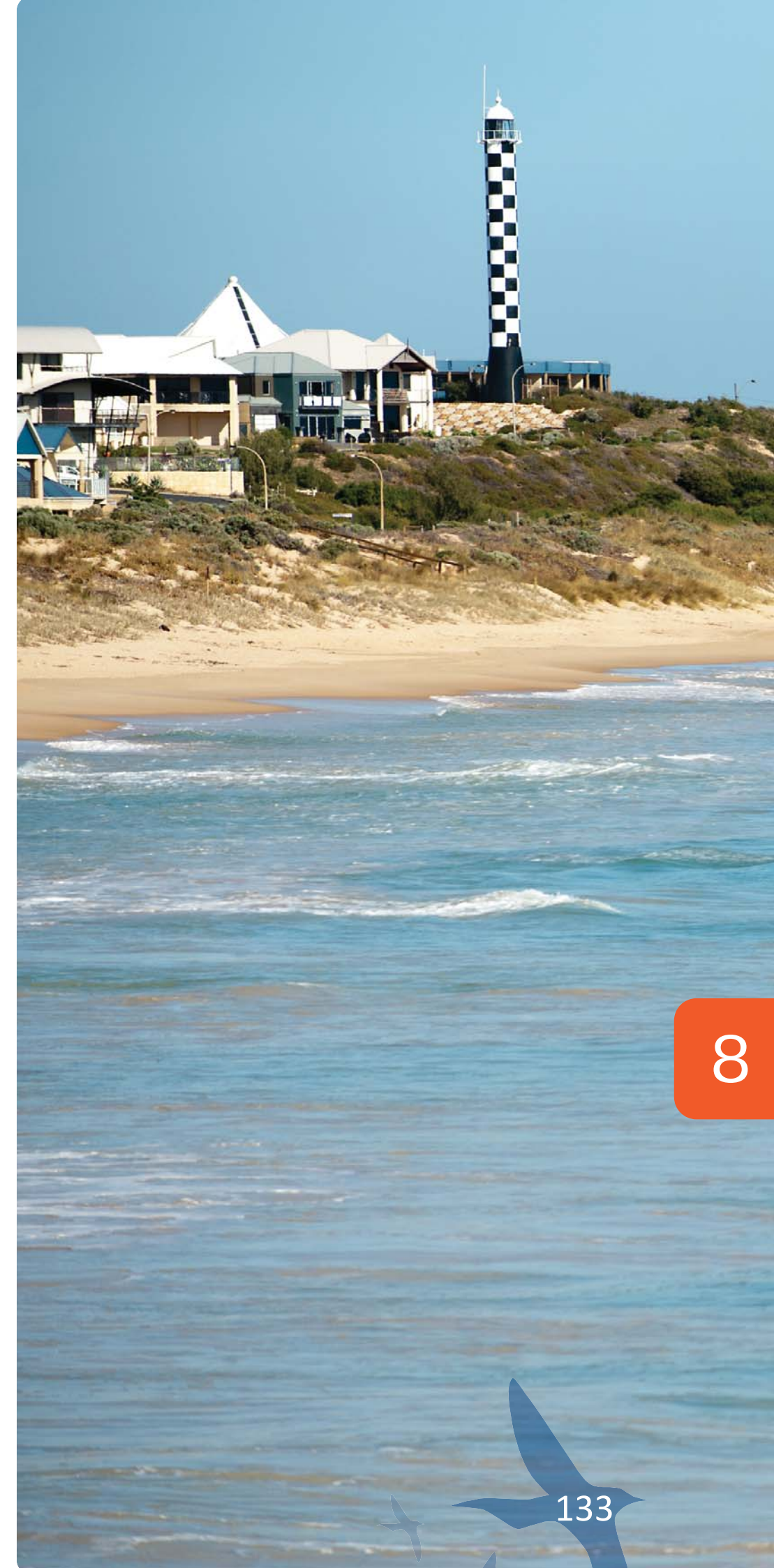
## Attractions and Activities

Nature-based and built attractions play a key role in the visitor experience, but a successful visitor destination is one which has a rich social fabric with a strong local culture.

Bunbury is the third most popular destination for international visitors to the South West (Regional Tourism Profiles 2012/2013, Tourism Research Australia) although most domestic tourists coming to visit nearby Busselton and Margaret River areas ahead of Bunbury (Tourism Futures, May 2013).

Bunbury's diverse attractions cater for a wide range of tourist activities (Tourism WA, March 2010). Despite offering an unique location, boundless natural surrounds, a rugged coastline, the State's only 'A' class regional gallery, a dive wreck, an extensive range of excellent restaurants and being home wild dolphins, Bunbury is still perceived as lacking attractions of significance. It is particularly well known for the unique nature-based activities such as swimming with dolphins, and its vibrant arts and culture. Some of the city's key strengths and selling points include:

- natural assets (coastal surroundings, bushland, Tuart forest, wildflowers, wetlands, inlets, estuaries and river systems)
- wildlife experiences (Dolphin Discovery Centre, Big Swamp Wildlife Park)
- inland water-based experiences (Leschenault Estuary)
- history (maritime, agricultural, small museums)
- cultural and heritage (Entertainment Centre, Kings Cottage Museum)
- historically significant buildings in Bunbury (Art Gallery which displays international pieces)
- events and festivals (Groove in the Moo, Cinefest Oz, Australia Day fireworks, Viva Bunbury)
- emerging food and wine experiences.







An important tourism marketing approach in the past year was the creation of the 'Bunbury: Where you're free to be' logo and tagline as part of the City's tourism promotion campaign to rebrand the city and attract more tourists. The new brand recognises that Bunbury is the best of both worlds – a regional city with a country way of life which offers a diversity of activities.

Bunbury is considered to have well-established attractions which are in a stage of rejuvenation (SWDC, 2012). There are some significant tourism projects recently completed, or in the pipeline including the expanded Bunbury Regional Entertainment Centre convention/conference facility, the Bunbury waterfront and Back Beach development precincts and upgrade of the Dolphin Discovery Centre.

Bunbury's conference and exhibition facilities now boasts 'The Cube Theatre' - a flexible theatre space with removable,

retractable tiered seating for 250- and meeting rooms and bar/lounge spaces in addition to a 810 tiered seat venue. This will help Bunbury pursue business e.g. conferences, and events tourism markets. There is considerable potential to capitalise on satellite conference sessions and pre and post touring programs.

These attractions and activities and amenities add to the creation of a vibrant visitor experience. The Scheme can influence the creation of a high quality public realm including streetscapes and public open space.

With the City of Bunbury already hosting hallmark events such as the Australia Day celebrations and the Groove in the Moo Festival attracting record crowds for regional WA events, the further development of events tourism for Bunbury is dependant on assisting in the development of significant events coordinated by external groups.

## Amenities

Sufficient amenities are required to provide the ideal experience for the visitor. Directional and interpretive signage, public rest areas, the visitor information centre, shopping facilities, restaurants, cafes and picnic and play ground facilities all contribute to the visitors experience with length of stay and repeat visitation often dependant on these amenities.

Currently the provision of visitor information is primarily from the Bunbury Visitor Centre located at the former railway station in Bicentennial Square.

As the centre of the South West, Bunbury offers extensive restaurant, cafes and shopping facilities with the only draw card being the lack of niche/boutique stores to opening on Sunday/public holidays.



# Activity Centres and Corridors



The Activity Centres and Corridors theme builds upon previous work by the City and the state government in establishing an activity centre hierarchy for Bunbury

## *Introduction*

In Western Australia – as elsewhere – the recently emerging planning philosophy for urban centres has seen a shift in emphasis from retail-oriented centres to centres combining retailing with a range of complementary uses (e.g. residential, entertainment, educational, medical, cultural). Put simply, a change from “shopping centres” to mixed-use “activity centres”.

The Local Planning Strategy for Activity Centres & Neighbourhoods (LPS-ACN) adopted by the City in 2011 embraces this concept and seeks to encourage the various shopping centres within the City of Bunbury to evolve into a network of more complex, interesting and efficient mixed-use activity centres.

The approach is considered to remain the logical direction for centres planning in the City (given the groundwork that has already been done in previous commercial strategies and plans), and LPSACN in conjunction with related state policies and regional plans, forms the basis for the intentions and strategic directions set out in this theme.





# Activity centre hierarchy

## Local Planning Strategy for Activity Centres and Neighbourhoods (LPS-ACN)

The WAPC Activity Centres for Greater Bunbury policy adopted in 2012 establishes the activity centre hierarchy for the region and endeavours to ensure equitable distribution and functioning of those centres.

The hierarchy of centres captured within the LPS-ACN adopted in 2011 reflects the intended pattern of centre development in the City of Bunbury. Although the LPS-ACN is subservient to the more recent WAPC policy, there are consistencies in respect of the hierarchical order of centres, and as such the LPS-ACN provides useful context and a source of further guiding information. While there are no floorspace caps within the WAPC policy, LPS-ACN does incorporate retail floorspace guidelines for activity centres.

The figures for each centre (recaptured in Table 7) are purely guidelines and are not intended to represent either floorspace maximums or infer that expansion of a centre in accordance with such figures is inevitable. In each case individual assessments should be undertaken at the time of proposed development to determine the actual market potential of a centre.

TABLE 7: Activity Centre Retail Floorspace Maximums Source: LPS-ACN Table 9

Activity Centre Retail Floorspace Guidelines	
Centre category	Maximum total retail floorspace (sqm NLA)
CBD (Regional)	Unlimited
Spencer Street (Regional)*	40,000
Bunbury Forum (District)	26,000
Carey Park / Crosslands (District)	12,000
All Neighbourhood Centres (each)	6,000
All Local Activity Centres (each)	2,000

*\* For strategic reasons to ensure the Spencer Street corridor as a commercial complex in itself performs within its role and function relative to the City, it is recommended that the 40,000 retail floorspace maximum is retained as per the recommendation in the LPS-ACN. This application informs the quantum of land proposed to be zoned mixed use, and acknowledges an assumption that with mixed use development only part of the land is likely to have a retail function. All floorspace maximums will be monitored and adjusted with Scheme reviews as required.*



# City Centre

## Background

The City of Bunbury's most detailed research, analysis and recommendations associated with the city centre are provided in the Local Planning Strategy for Activity Centres and Neighbourhoods (LPS-ACN).

Within LPS-ACN the city centre is identified as the main component of a much larger strategic regional centre area that extends along Blair and Spencer streets. The city centre plays a very important role as the main commercial centre for the Greater Bunbury sub-region and, indeed, the wider South West region.

Reflecting the rapid growth of its hinterland, the regional centre as a whole generated an increase in total commercial floorspace of almost 30% (from 167,846 sqm to 216,854 sqm) in the eight year period between 1998 and 2006, with increases of around 20% in the retail sector and a very significant 54% in the office/business sector. The regional centre depicted in LPS-ACN comprises four components:

- the City Centre (often previously referred to as the CBD – Central Business District)
- the Strickland Street, Spencer Street and Sandridge Road commercial complexes. These complexes are now considered to be part of the Commerce and Industry theme.

In 2006 these four components together accounted for 70% of the City of Bunbury's total Shop/Retail floorspace, 96% of its Other Retail floorspace and 92% of its Office/Business floorspace – percentages similar to those evident in 1998. Over the eight years, however, the relative position of these components when assessed individually has changed. Although the city centre is still the dominant Shop/Retail location in the city it has reduced its share of the total floorspace in this category from 50% to 38%, accompanied by a real decrease of nearly 3,000 sqm.

This decline is explained largely by the expansion of Shop/Retail floorspace in other regional centre locations, particularly Strickland Street. Although the change in relativities is to some extent inevitable, the reduction in actual Shop/Retail floorspace in the city centre is of concern. Steps need to be taken to address this issue if the vitality of the city centre is to be maintained for the long term.

## Strategic approach

Maintenance and further enhancement of the Bunbury city centre's primary regional service role is seen as the most important strategic intention in the LPS and new LPS8. Subject always to good urban planning and design, the bigger and relatively more important the city centre becomes, the better it serves, not only the regional community, but the local (City of Bunbury) community – and visitors. Effective definition and implementation of strategies aimed at realising this primary intention will require relentless commitment at both the state and local government levels.

One of the city centre's strengths is that it is a large and complex mixed-use activity centre that has evolved over many decades. However, its geographic location on a peninsula, which is related to the early history and location of the port, means that it has become vulnerable to large commercial developments on the approach roads. Firm planning action and control of other commercial development is needed to ensure that the city centre remains the largest and most important centre in the region.

This is essential in the interests of existing and future:

- infrastructure investment
- liveability
- transport planning
- social and cultural identity and depth.

If further Local Planning Policy Framework reforms aimed at growing and enhancing the quality of the city centre are consistently applied, commercial floorspace in all forms could increase up to 50% by 2026 and potentially have doubled 50 years from now.

People would have the opportunity of choosing to experience the alternative lifestyle offered by an urbane city centre, within a range of apartment buildings distributed throughout. But this will not happen without consistent planning action aimed at realising the strategic planning intentions for the Bunbury city centre.

The LPS and Scheme therefore envisage a Bunbury city centre, at least twice its current size in terms of intensity if not equivalent geographic extent, exhibiting an attractive urbane character and offering an alternative-to-suburbia lifestyle with high standards of liveability.

The strategic approach adopted by the LPS-ACN remains consistent with the policy objectives identified within the Activity Centres for Greater Bunbury Policy introduced by WAPC in 2012, which, as well establishing a robust hierarchical framework of activity centres in the region, promotes their integrated growth and development alongside desired outcomes related to stimulating activity (e.g. by supporting higher residential densities and diversity of land use), movement (maximising access by walking, cycling and public transport) and urban form (establishing legible street networks and quality open spaces).

1. The extent of the Strategic Regional Centre (essentially comprising the Bunbury CBD and the 'Central Bunbury Mixed Business Area') was based upon that shown within the Interim Greater Bunbury Commercial Centres Strategy prepared by the WAPC in April 2007. That document has now been replaced by the Activity Centres for Greater Bunbury Policy.





## City centre residential

An interim supporting action taken in response to the LPS-ACN was Scheme Amendment No. 38 to the existing Scheme (also known as the 'R-Code Omnibus Amendment').

This planning scheme amendment took advantage of an amendment made at the same time to State Planning Policy 3.1- Residential Design Codes (the "R-Codes") completed on 22 November 2010 to include additional multiple dwelling provisions (also known as the 'Multi Unit Housing Code').

As a consequence, the R-Code Omnibus Amendment revised the residential density coding of the "City Centre Zone" and surrounds by increasing development potential significantly through the application of the most appropriate activity centre density code (R-AC) in line with the intent of the:

- R-Codes
- GBRS
- Local Planning Strategy for Activity Centres & Neighbourhoods
- Local Planning Policy: Building Height.
- (Variation 1)

The introduction of the Multi Unit Housing Code amendment to the R-Codes was in response to the fact that the R-Codes (and former Residential Planning Codes) did not adequately deal with the more complex nature of contemporary medium to high density and mixed use urban/ inner-city developments. Rather, the former iterations of the R-Codes grew out of development controls for traditional low density suburban housing. Additional information and guidance on the application of the Multi Unit Housing Code can be found at the WAPC's website ([www.planning.wa.gov.au](http://www.planning.wa.gov.au)), which includes the following resource publications:

- Residential Density and Housing Examples- Perth, WA
- State Planning Policy 3.1- Residential Design Codes
- R-Codes Frequently Asked Questions
- Explanatory Guidelines.

The coding of city centre land in LPS8 will integrate the existing coding with the new (2013) R-Codes, where appropriate.



# Activity corridors

Activity corridors are direct connections between activity centres that can accommodate a variety of out-of-centre mixed land uses. In some situations they can provide opportunities for highly efficient public transport networks. Despite this, these corridors are not designed to be high speed through traffic routes – but desirably offer a variety of land uses that support public transport. The LPS-ACN proposed the following three activity corridors:

1. Ocean Drive: Coastal recreational and tourism oriented mixed use, including short stay accommodation, restaurants, etc.
2. Spencer Street: Pedestrian friendly, public transport-oriented urban mixed use, including medium and high density residential, shopping, other commerce, medical, cultural and recreational services.
3. Blair Street / Sandridge Road: General Business – that is non-residential, showrooms, light and service industry.

The main strategic rationale for the proposed activity corridors lies in recognising three existing, evolved, urban development situations with various characteristics and issues that require a planning response. The need to rationalise and impose more strategic intent in the corridors provides the opportunity to create more interesting and sustainable elements of the overall urban environment.

Each of the proposed activity corridors has a different character and purpose; and each will therefore need to have its own land use and design/ development guidelines.

The corridors (Spencer Street in particular) also have the potential to become the focus for improved public transport in the future. Planning for these areas as public-transport focussed activity corridors on the approaches to the city centre will better define their roles (clearly differentiated from that of the city centre), while considerably enhancing their development and redevelopment potential.







# Suburban Activity Centres

## Background

The city centre and frame area/ outer business district are by far the most important activity centres in Bunbury. They are large, highly accessible and cater for most of the community's shopping and other commercial needs. However, the network of suburban activity centres is also very important, particularly for local convenience shopping.

The City of Bunbury is seeking to encourage and facilitate the evolution of the various suburban shopping centres within the City into a network of more complex, interesting and efficient mixed use activity centres. This "place-making" concept, focussed on activity centres, will take time to implement, but is the logical progression for centre planning in the city given the groundwork that has already been done in previous commercial strategies and plans, such as the LPS-ACN.

Such an approach aims to help activity centres to be more attractive, viable and useful to the people living nearby. It also potentially facilitates the location of more jobs closer to where people live.

As indicated on the strategy map, the hierarchy of centres is as follows:

- Bunbury City Centre.
- District Centres – two, both existing: Bunbury Forum and Carey Park/ Crosslands.
- Neighbourhood centres – three: Minninup Forum, Bunbury Plaza and Glen Iris/ Moorlands (planned).
- Local centres – eighteen, 12 existing and 6 planned.

## Activity centres as places

The LPS and LPS8 will facilitate creation of urban design guidelines and require both developers and the Council to consider them seriously when planning for the design and improvement of activity centres. These guidelines will, amongst other things, take account of the current "place-making" trends by addressing matters such as those in the following list:

### 10 place-making ways to future proof activity centres\*

- Design and manage in an integrated way, with a focus on the end users being local residents.
- Accommodate a diversity of activities that can change or adapt over time.
- Incorporate mixed use with parks and surrounding higher residential density ped sheds.
- Design to be universally accessible and legible by public streets with a focus on walkability and human scale.
- Where practicable, integrate retail (big box) into the main street.

- Design and manage to make users be and feel safe and secure across day and night.
- Build with quality of design and materials that combines character with functionality to suite local identity, conditions and needs.
- Create a sense of place and community ownership through making space and time for social activity and events.
- Place manage proactively in partnership with all stake holders for an enduring built and landscaped environment.
- Remain competitive and challenge community perceptions, but control change by supporting and reinforcing a centre in keeping with its role.

*\* Adapted from Andrew Hammonds, 2012, PlaceFocus*

### Future Albert Road Local Centre

A local centre is proposed to be established on the corner of Albert Road and Mervyn Street to service the convenience shopping needs of the Homemaker Centre workforce and the weekly retail needs of the local residential catchment. Justification for this local centre has been provided in part by a retail sustainability assessment, which demonstrated that the establishment of a small scale local centre would not have an adverse impact upon the retail sustainability of the Bunbury CBD or other nearby centres. As such, the retail floorspace of this centre is to be limited to achieve an appropriate planning and sustainable retail hierarchy outcome.

A local planning scheme amendment will be required to address the following prior to the development of the centre and any associated subdivision:

1. Rezoning of portion of Lot 108, corner of Albert Road and Mervyn Street to 'Local Centre';
2. Scheme provisions to support retail and non-retail uses on the ground floor and residential on the upper floor(s);
3. The inclusion of design provisions to the satisfaction of the City, are to be prepared and implemented via a Local Development Plan;
4. Floorspace being limited to:
  - one supermarket of 1000 m<sup>2</sup> nla;
  - speciality shops totalling 1000 m<sup>2</sup> nla;
  - commercial non-retail uses totalling 1000 m<sup>2</sup> nla ;
5. Non-retail commercial uses need to be designed and located to not adversely affect the function of the Local Centre or residential amenity of the locality.



# Activity Centres and Corridors

## Mixed Use



A significant urban planning and design concept that has been given prominence in this Local Planning Strategy within the Activity Centres and Corridor theme is mixed use development. However, the concept is not new to Bunbury

### *Introduction*

The concept of mixed use has its roots in the historical development of Bunbury's urban core.

Mixing land uses in urban centres has been practiced for centuries, and in Bunbury, it has been around since the City was established as a military outpost in the 1830's. Traditional urban form in Bunbury freely mixed land use activities across neighbourhoods and in individual buildings. The street level was devoted to commerce and trade, and upper floors were generally dedicated to residential uses.

The traditional town centre focussed on Victoria, Stephen and Stirling Streets, and featured a compact mix of single and double storey buildings containing stores, pubs, civic uses and houses. Mixed use happened because of necessity. People were less mobile and needed to be within a walkable distance of each other, near to amenities, shops and important transport links by road, rail or ship.

With industrialisation came the development of the South Western Railway and Port, which laid the foundations for the City to expand as an export centre. The growth in large-scale factories, manufacturing plants and commercial uses throughout the 20th Century, gave rise to zoning regulations that moved residential and other land uses away from one another. Zoning looked to separate noisy, smelly and hazardous industries that were a nuisance to people's health away from domestic housing.

Post-war, the dominance of the private car and cheap fuel allowed people to live in suburbs a long distance from workplaces, shops and other destinations. The City expanded outwards to South Bunbury, Carey Park, East Bunbury and beyond. In turn commercial and retail functions in Bunbury dispersed away from the city centre to single-purpose 'islands', continuing to grow the City's car-dependency.

While Bunbury has always had City Centre zoning that permitted a broad range of land uses from residential to offices, shops and restaurants, to hotels and nightclubs, many people would not have envisaged that all these activities could be accommodated on the same block of land, let alone in the same building some twenty years ago. It was in the late 20th century that Urban Planners and Designers started to argue that we should return to the mixed-use environments of yesteryear.



# Mixed Use Renaissance

## Changing demand, changing lifestyles

In contrast to the factories of the past, commerce today doesn't have the same associated risks to public health and the environment. There are no longer good reasons to separate offices, shops, community, and residential uses from one another.

Coupled with a shift in community expectations and aspirations (facilitated by advances in technology, an increasingly cosmopolitan culture and evolution in building design), there is a return to the deliberate mixing of different land uses in close proximity to one another.

Just like in other regional cities across Australia, Bunbury is also experiencing this change towards more intense and diverse environments.

People are no longer seeking a traditional 'quarter acre' home in a low density suburban neighbourhood located a long way from public transport, shops, schools, work, and entertainment facilities. Many people from various stages of life – working couples, single people, students, fly-in fly-out workers, small families, empty nesters, retiree's and those living with elderly parents – are choos-

ing smaller homes in locations where everything they want and need, from groceries to the office can be easily reached on foot, by bicycle or bus. Being close to necessary services and amenities means people can better meet their urban lifestyle.

As the City continues to deindustrialise and densify, centres and corridors are increasingly becoming attractive places for people to live and work in. It is expected this trend will continue as:

- land resources become scarcer;
- fuel costs rise and commutes by private vehicle become unaffordable;
- population density increases;
- there is more competition for the best locations to live;
- more people work from home;
- working hours are less regular;
- the elderly population grows, many who no longer drive;
- household structures and lifestyles change towards more compact, low maintenance living; and
- house prices relative to individual incomes increase.



Left: Figure 20: Victoria Street, Bunbury, 1880's

Right: Figure 21: Victoria Street, Bunbury, 1936

*Mixed Use is not a new idea for Bunbury. Shop top housing which has been present in Bunbury since the mid 1800's and provides a blueprint for the mix of uses that we want today.*

Bunbury Port Authority  
Historical Images [Accessed  
24 April 2013]



Trends in Bunbury

This changing demand in Bunbury is exemplified in the last decade of demographic and housing data which reveals:

- A high population growth rate.
- An increase in single occupancy households. Single person households grew the fastest of all family types over the past decade.
- That couple families without children are now more common than those with children. Families with children have declined over the ten year period.
- Higher growth in compact and mixed use dwelling types, and correspondingly lower rates of growth in stand alone dwellings. Bunbury had 77% of its building stock as detached dwellings in 2011.
- Significant increase in patronage of public transport and people walking to work.
- That the car is still the primary mode of transport, accounting for 88% of all commutes to work although growth in people commuting to work in private motor vehicles has been low.

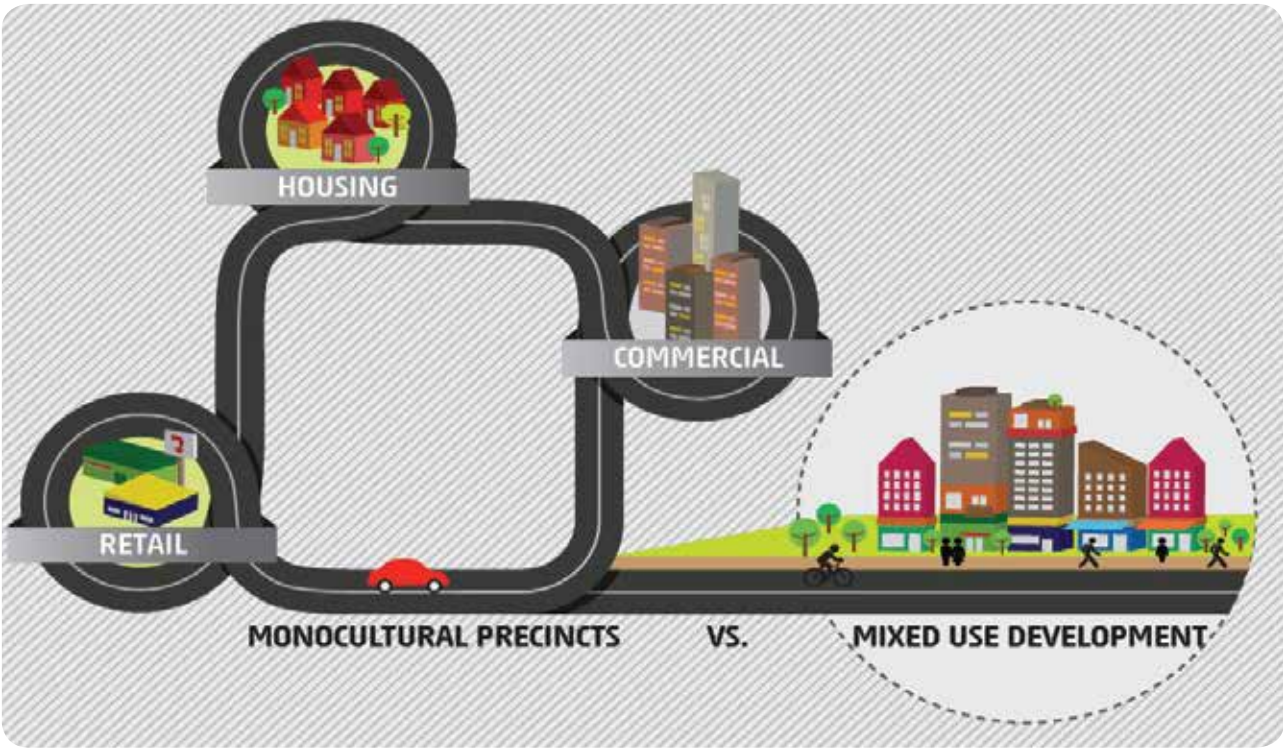


Figure 22: Mixed Use Development explained  
(Source: Government of South Australia, 5000+ )

TABLE 8 Bunbury demographic trends and housing data

		2001	2006	2011	% change 01-11
Basic profile	Population	28,682	29,434	31,277	+8%
	Dwellings*	10,890	11,367	12,328	+12%
	Average household size (persons)	2.5	2.4	2.3	-9%
Travel to work	Walking only	346	433	466	+26%
	Bicycle	204	155	180	-13%
	Bus	90.0	155.0	381.0	+76%
	Car, as driver	8,348	9,328	9,753	+14%
	Car, as passenger	1,148	1,301	1,188	+3%
Dwelling structure	Flat, unit or apartment	683	811	821	+17%
	Semi-detached, row/ter-race house, townhouse	1,339	1,735	1,815	+26%
	House or flat attached to a shop, office etc.	6	3	9	+33%
	Separate house	8,740	8,664	9,543	+8%
	Other / not stated	122	154	140	+13%

\* Excludes 'Visitors only' and 'Other non-classifiable'

Source: Australian Bureau of Statistics





Figure 23: Mixed use developments are succeeding in Bunbury: Marlston Waterfront – a destination precinct near to the City Centre. 3 storey shop/offices at ground floor and upper floor residential

## Mixed use development has many advantages...

### Benefits to the Developer / Investor

- Higher density results in higher rates of building occupancy.
- Flexibility to hold and lease commercial components.
- Adaptable building types which, subject to the necessary planning and building requirements, can allow conversions to other uses as demands change over time.
- Increased ability to improve environmental performance through green construction and building materials.
- Having different uses in the building helps creates a flow of investment.
- Promotes the creation of lively destinations which results in good returns and property appreciation in the long term.
- Retailers enjoy an immediate customer base- people live only a short distance away or directly upstairs.

### Benefits to the Tenant

- The distance to workplaces, shops and other amenities and destinations from the home is reduced.
- With a mix of commercial and residential use there is 24/7 occupation that gives increased security for both those living and working on the premises.
- Provides opportunities for living very close to work (sometimes in the same building).
- Enables occupants to reduce the amount of time they spend travelling and vehicle operational costs.
- Allows occupants and visitors to take advantage of public transportation, cycling and walking routes, which provides greater choice on how they move about the City which in turn helps to support an active lifestyle and social inclusion.
- Low maintenance living.
- Encourages social interaction.

### Benefits to the Developer / Investor

- Enhances the urban experience through increased activity and diversity on streets and in neighbourhoods.
- Spurs local revitalisation, delivers investment choice and supports local employment.
- Preserves undeveloped land and conserves the City's natural areas – urban bushland and coastal habitats.
- More population in urban areas supports a higher level of servicing and amenities for existing residents e.g. a more frequent transport service, new community facilities or street upgrades.

- Reduces congestion on roads and traffic pollution.
- Extends the hours of activity within the City.
- Provides enhanced safety of streets and security of property through extended hours of activity and occupation.
- Contributes to housing variety, choice and affordability.
- Optimises the efficient use of existing land and infrastructure (both social and physical).
- Creates energy savings and reduces greenhouse gas emissions.



# What is Mixed Use in Bunbury?

A mixed use development:

- contains two or more complementary and supportive activities;
- contains both residential and non-residential uses;
- may be of any scale, from a single building to a development site or precinct; and
- may be organised either vertically in the same building, horizontally in multiple buildings, or through a combination of the two.

For Bunbury, mixed use development consists of two or more complementary and supportive activities residing collectively on a city block, on a site, within a building, or group of buildings.

Activities will be based around non-residential (commercial, retail, community, leisure/recreational, health and medical) and residential uses.

A residential component is central to the whole concept of mixed use development as understood here.

Mixed use may reside in existing buildings, redeveloped buildings or new builds, depending upon what is most appropriate and economically viable. This all needs to be considered in the context of development economics, on a case by case basis.

Examples of mixed use development:

- A low rise, three storey development consisting of different floors of activity- shops on the ground floor, offices on the second floor, and residential units above. This is called vertical mixed use.
- A development which has a row of 2 storey commercial units fronting the primary street, behind which sits a courtyard and a row of terrace housing units at the rear of the site. This is called horizontal mixed use.

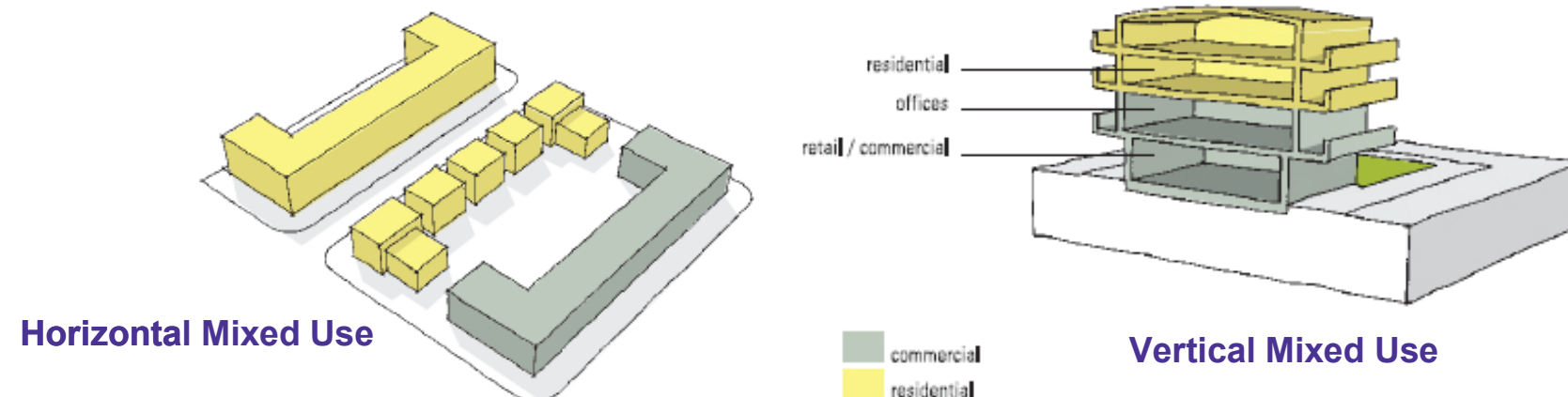


Figure 24: Horizontal vs vertical mixed use  
Source: adapted from North Shore City Council,  
Good Solutions Guide Mixed Use, June 2005





## Strategic Approach

Given the benefits, it is intended to encourage and facilitate more development of well-designed mixed use urban environments in several demonstrably suitable locations in the City of Bunbury, namely:

- Within the city centre.
- In the immediate vicinity of (and sometimes within) most of the city's activity centres.
- Along the Spencer Street mixed use activity corridor.
- Along sections of Strickland Street, King Road, Forrest Avenue and Beach Road proximate to the Spencer Street mixed use activity corridor.

Two new "Mixed Use" zones are proposed in LPS 8 to control development in the designated areas. The zones differ in scale, intensity, function, location, and primary uses. It is anticipated that in certain contexts the Mixed Use zone, in addition to its other benefits, could also serve as an intermediate transition between the "Residential" zone and what will now be referred to as the "General Business" zone to avoid incompatible land uses while maximising location and amenity advantages.

Such an approach has the benefit of harmonising the planning scheme with the R-Codes, by encouraging higher density and more mixed use developments in the right places.

Mixed use areas based on good urban design principles provides for a more interesting, convenient and pedestrian-oriented urban environment. Mixed use areas are different to "general business" areas which contain more low intensity, car-oriented showroom developments, and are generally unsuitable for the inclusion of residential development.



# Resilience



The Resilience theme establishes the specific threats that Bunbury faces, including climate change and certain types of natural disaster, and the actions that the City intends to undertake in relation to these in order to bolster the resiliency of the local community and Council's operations

## *Introduction*

The earth's climate has varied naturally throughout time (Zachos et al 2001). Although it has gone through a period of relative stability over the past 10,000 years (Dansgaard et al 1993), the climate has shown signs of change in recent decades (IPCC 2007). These changes have been observed locally, for example, since the mid-1970's there has been a greater than 10% reduction in average wet season rainfall in the south west of Western Australia (DoW 2009).

There is a high degree of confidence that the recent changes are primarily due to post-industrialisation human activities, which have resulted in an increase in the concentration of global atmospheric greenhouse gases and the enhancement of the natural 'greenhouse effect' (IPCC 2007). This process is termed 'climate change'.

The key greenhouse gases of concern are carbon dioxide, methane and nitrous oxide, which are primarily produced through human activities such as the use of fossil fuels, land-use change and agriculture (IPCC 2007).

It has been found that there is a time lag between the release of greenhouse gases and resultant climate change. As such, further change beyond that observed to date is believed unavoidable over coming decades due to historical emissions (CSIRO 2014).

The CSIRO and Bureau of Meteorology have compiled climate change projections for Australia in the "State of the Climate 2014" report. Key projections for southern Australia are summarised below (N.B. these values represent the full spread of projections across all emissions scenarios):

- By 2070, temperature will increase by between 1-5 degrees Celsius compared to the 1980-1999 baseline
- By 2070, average rainfall will range between a 5% increase and 30% decrease compared to the 1980-1999 baseline
- By 2050, the number of extreme fire-weather days will increase by between 10-300% compared to the 1980-1999 baseline
- By 2100, the sea level will be 0.28-0.98 metres higher relative to 1986-2005 levels (CSIRO and Bureau of Meteorology 2014).





## Climate Change

In view of these projections, it is apparent that the City of Bunbury has a number of vulnerabilities in relation to climate change, including:

- the local natural environment is accustomed to particular climatic conditions and may be sensitive to change
- the population is aging (ABS 2009) and may consequently become increasingly susceptible to the effects of hot weather (Kovats and Hajat 2007)
- local water supplies are dependent on groundwater and in turn rainfall
- parts of the City are currently at considerable risk from fire
- the City is susceptible to flooding as historical examples such as Tropical Cyclone Alby in 1978 have previously demonstrated.

Accordingly, specific impacts that climate change may cause in Bunbury in the future include:

- Changes in species abundance and distribution including potential local extinctions (Dunlop et al 2012).
- Increased incidence of heat illness and food and water borne disease (McMichael et al 2002).
- Reduction in amenity of public open space (DSR 2007).
- Community physical and mental health impacts (McMichael et al 2002, Berry et al 2010).
- Impacts on properties and infrastructure on the coast and near remnant bushland (DCC 2009, BoM & CSIRO 2012).
- Potentially increased water costs (DEC 2012).
- Impacts on tourism (DEC 2012).

In view of these considerations, it is apparent that climate change could potentially have serious consequences for Bunbury's local natural environment, social health and functioning and economic prosperity into the future.



# Coastal Vulnerability

Coastal vulnerability is a particularly concerning aspect of climate change for the City of Bunbury and many other coastally located local governments. Coastal vulnerability can occur due to a range of factors, either separately or in combination, including sea level rise, stormwater runoff and coastal erosion.

The Peron Naturaliste Partnership, a collective of nine local governments in the south west including the City of Bunbury, undertook a Climate Change Adaptation Options Assessment in 2012 in order to investigate coastal vulnerability in the area.

This study concluded that there may be insufficient economic justification to protect certain areas near Pelican Point in Bunbury from predicted coastal vulnerability over the coming century due to the likelihood of inundation and cost of protection works (ACIL Tasman 2012).

However, this study did not consider other issues such as the potential impacts on affected landowners, particularly the cost of relocation, both financially and from a physical and mental health perspective.

As sea level rise is likely to continue for many centuries and could ultimately be in the order of several metres (Church et al 2008), it is possible that the local community will be faced with difficult decisions at some point in the future regarding whether to defend coastal infrastructure, accommodate the rising sea level or undertake planned retreat.

Climate change may also force the community to make difficult decisions on other issues in the future such as balancing biodiversity conservation and fire protection, particularly in close proximity to important infrastructure, and the ongoing provision of public open space amenity in view of declining water availability.

At present, there are still many knowledge gaps regarding climate change and how it might impact the City of Bunbury. Arguably, the most pressing task for Council is to establish a robust process for keeping up to date with the rapidly advancing scientific knowledge and policy and to ensure that this information is factored into local decision making efficiently and effectively.

It is proposed that this be achieved through the development of a climate change adaptation strategy with a four yearly review and update cycle linked to the release of major climate change studies, for example, the Intergovernmental Panel on Climate Change's assessment reports.

This strategy will consolidate the latest climate change research and legislation/policy as it relates to Bunbury and position Council and the community in preparing for the coming changes through a range of land use planning and non-land use planning strategies and actions.

For example, future strategy initiatives may include the introduction of a Special Control Area under the City's Local Planning Scheme to manage land use and development in areas predicted to be vulnerable to future sea level rise. The strategy will be used to directly inform the review and update of the Council's Local Planning Policy Framework and Corporate Business Plan.

TABLE 9: Example of policy/science differences which must be rationalised by the City and other relevant decision makers

Source	Future sea level rise estimate
WAPC 2013 (SPP 2.6)	+0.9m by 2110
CSIRO AND BoM 2014	+0.28 - 0.98m by 2100 over 1986 - 2005 levels
DCC 2009	+1.1m by 2100







## Greenhouse Gas Reduction

Council will also continue to encourage greenhouse gas emissions reduction, both corporately and throughout the community, in order to contribute to international efforts to mitigate the worst effects of future climate change. Council's efforts in this regard will continue to be driven by its existing Greenhouse Gas Reduction Strategy and will be focussed on both land use planning and non-land use planning strategies and actions.

For example, future strategy initiatives may include enhanced opportunities for public transportation through the regulation of land use and development. The strategy will be subject to a four yearly review and update cycle in the future, which will be linked to the preparation of Council's corporate greenhouse gas emissions inventory. The strategy will also directly inform the review and update of the Council's Local Planning Policy Framework and Corporate Business Plan.

The two strategies combined will provide a solid foundation for Council's ongoing efforts in supporting the mitigation of local greenhouse gas emissions and preparing for future climate change.

Whilst this inaugural Local Planning Strategy seeks primarily to set Council's future directions in relation to climate change, it also contains a range of immediately beneficial elements. For example:

- The Local Bushland Conservation Planning Framework, as outlined in Theme 5, contributes towards the protection of local ecological linkages, which will support the movement of species and communities in the future as their preferred bioclimatic conditions contract to the south.
- The mixed use and activity centre considerations outlined in Theme 11 aim to minimise the use of private transportation and in turn related greenhouse gas emissions.

These and other aspects of the inaugural Local Planning Strategy that beneficially contribute to greenhouse gas emissions reduction and/or climate change adaptation, have been highlighted throughout the Strategy. In this manner, climate change forms an important sub-theme for the Strategy, as is befitting in view of the likely significance of this issue for the City of Bunbury into the future.



# Bushfire Risk

## Bushfire Prone Areas

In addition to extreme events such as flooding and storm surge, the City is also susceptible to bushfires, as recent history has demonstrated.

The City has several large areas of remnant native vegetation that pose a significant fire risk to adjacent residential, commercial and public facilities. The tenure of these areas ranges between Unallocated Crown Land, Crown Land with a management order to either a state government department or Council to Council freehold land. The appointed land manager in each case is responsible for day-to-day fire mitigation activities (e.g. firebreak construction and maintenance, fuel load reduction etc.), however, responsibility for fire suppression in most parts of the City rests with the Department of Fire and Emergency Services, given that it forms part of a gazetted fire district.

Two of the most significant reserve areas from a fire management perspective are described below.

### Manea Park

Manea Park typically experiences a fire requiring a significant multi-agency response once every 2 years. Due to the nature of the site's vegetation, fires have a tendency to quickly escalate and can result in significant damage to the native bushland.

Fires in Manea Park can pose a major threat to several institutions and residences in the near vicinity including the two Bunbury hospitals, secondary and tertiary education campuses and College Grove residential area. Manea Park has an extensive fire break strategy that divides the reserve into several compartments. These firebreaks are maintained on an annual basis.

### Maidens Reserve

Maidens Reserve is an important coastal reserve which consists of low coastal heath and Tuart woodland. It is of high conservation significance in terms of its vegetation and flora, habitat for fauna, unusual landforms and cultural heritage. Bush walkers are able to gain access to the beach through the reserve. There have been several fires in the coastal heath areas in recent years.







## Special elements at risk

### Biodiversity

The City of Bunbury supports a diverse range of important ecological values, as explored throughout Theme 5 of this strategy. In view of these values, it is proposed that protective policies and procedures be included in future fire management plans for the City's reserves.

### Recreation Areas

The bushland reserves contain facilities and assets and have considerable value to the community for walking trails and interaction with the natural environment.

### Infrastructure

The larger reserves are mainly free from infrastructure development. The Bunbury Regional Airstrip servicing private, commercial, flying doctor and fire bomber operations has come under threat on many occasions, due to being surrounded by Manea Park Reserve. The South West Health Campus (hospitals), TAFE, Edith Cowan University and Manea College are all public facilities that come under threat periodically, due to its proximity to the Manea Park Reserve. Smoke from fires has impacted upon major roads and closed the hospitals to elective surgery on many occasions.

### Private Properties

Semi rural subdivisions and residential blocks throughout Bunbury, immediately adjacent to bushland reserve areas could potentially come under threat. Bushfire Hazard Reduction Works are planned, with the objective being that any asset adjacent to bushland (under management of the City) would not be subjected to any hazard greater than BAL 29.

## Mitigation Measures

### State Planning Policy 3.7: Planning in Bushfire Prone Areas (SPP 3.7)

To ensure bushfire risk can be managed to avoid the threat of bushfire to people, property and infrastructure, an assessment of the bushfire risk demonstrating how compliance with the bushfire protection criteria can be achieved is recommended for any areas identified for future intensification (including areas previously identified and not yet developed or assessed against SPP 3.7).

Areas identified for future intensification should be accompanied by an appropriate assessment of the bushfire risk that supports the proposed intensification before further planning is progressed. Bushfire issues may be prevalent in locations where there is an extreme bushfire hazard or where public access roads are limited, especially in existing settlements or where previous strategic planning decisions occurred prior to the release of SPP 3.7.



# Flooding

## Background

In Western Australia flooding can result from a number of different sources, including heavy rainfall, storm surge, tsunamis and failure of engineered structures. The most common and significant threats within the south west region arise from heavy rainfall and storm surges.

Whilst climate change modelling suggests a decrease in mean annual rainfall for the region, it also points to an increase in severe weather events which could lead to flash flooding, deluge, localised flooding and severe storms, including tidal surges.

The nature of flooding can vary dramatically in terms of cause, timing, and depth between different locations, and as no two flood events will be identical it is difficult to define or plan for (with any certainty) the 'typical' flood. In order to minimise the likelihood and impact of flooding it is important that lessons are learned from past floods events and advances in knowledge and technology appropriately applied.

Over the last century a number of flood events associated with heavy rains have been recorded within the region and whilst these have become less common on recent decades there is sufficient historical evidence to suggest that the flood risk is real and serious. The potential impact is made worse by the scarcity of such events in recent memory, and as such, many residents and property owners are unaware or unfamiliar with the flood risk because of the lack of exposure. The community's ability to cope effectively with the impact of hazards will depend, in part, on whether emergency management plans exist that cover prevention, preparedness, response and recovery.

Planning and preparing for flood requires a comprehensive understanding of the flood threat, the community affected and the nature of interaction between them. Termed "flood intelligence", this is an essential input to the planning process. In acknowledging that the characteristics of floodplains and communities are subject to change, such information and knowledge needs to be continually reassessed and kept up to date.

Planning for flooding and responding to flood emergencies requires a co-ordinated multi-agency approach. Although the Department of Fire and Emergency Services (DFES) has the primary responsibility for managing flood effects in WA, on-going collaboration and co-ordination with and between other agencies is necessary to ensure an integrated approach is adopted to implement flood emergency measures, which include flood forecasting, flood warning, evacuation and recovery plans and efforts aimed at increasing flood awareness.

Key agencies include:

- Australian Bureau of Meteorology
- Department of Health
- Department of Water
- Department of Planning
- Department of Transport
- Utility Suppliers
- Local Government
- Main Roads WA
- WA Water Corporation
- Western Australian Police

### Bunbury and the Leschenault Catchment

The Leschenault Water Catchment spans over 467,000 hectares and includes the Wellesley, Brunswick, Collie, Ferguson and the Preston river systems. The catchment drains into the Leschenault Estuary at Bunbury which is a long narrow lagoon separated from the sea by the Leschenault Peninsula. The Collie and Preston Rivers flow into the estuary at its southern end with catchment run-off discharging into the ocean via a cut through the peninsula.

The Leschenault Inlet was originally part of the greater estuary but was cut off during the construction of the Bunbury Harbour in 1972. The Inlet, about 1900m long and up to 200m wide has an urban catchment of around 500 hectares and is a major feature of the city's landscape and character

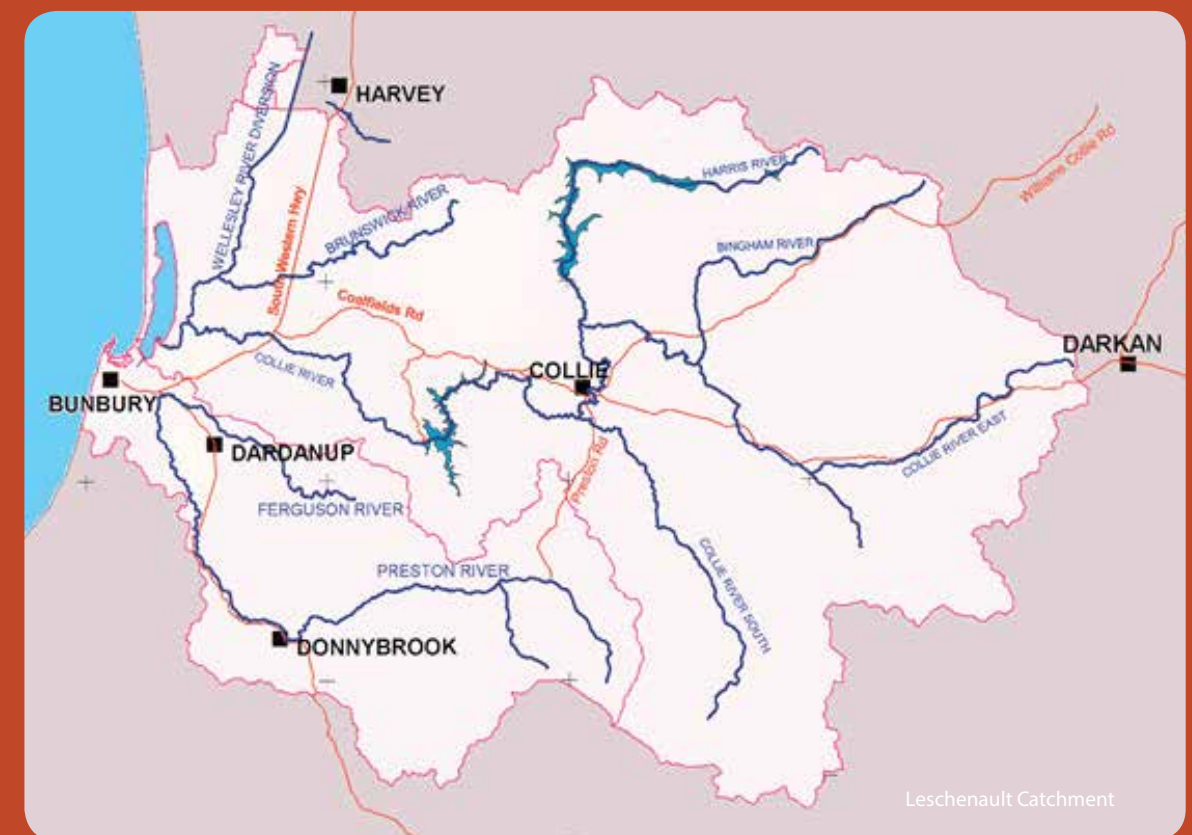


Figure 25: Leschenault Catchment



One of the consequences of gale force winds about the lower west coast is storm surge, which is a rise in the normal water level caused by strong on-shore winds and reduced air pressure. The impact is greatest if the storm surge peaks near the time of high tide. This can result in the inundation of the river and estuarine foreshores. Flooding is exacerbated when river levels are high because of heavy rains occurring in catchments



*Back Beach 1978; coastal erosion due to cyclonic storm surge (post cyclone Alby); Bureau of Meteorology*

Figure 26: Back Beach Coastal Erosion

Based on information available at that time and the following underlying guiding principles, the City's Bunbury Flood Management Strategy 2004 provided a comprehensive response to the flood threat faced by local community:

- Preston River levee banks must be maintained to ensure that the 100 year ARI flow is adequately maintained in the levee banks;
- Proposed development on the floodplain must have adequate flood protection in the event of a levee breach during a 100 year ARI flow event;
- Proposed development on the floodplain should not detrimentally impact on existing development; and
- City of Bunbury requires 500 year ARI flood protection due to the significant potential flood damage liability.

The strategy, in tandem with the Greater Bunbury Region Scheme Floodplain Management Policy (WAPC 2005) has been used to guide land use zoning, structure planning, and new development in flood prone areas in Bunbury over the past decade. The strategy and GBRS policy are based on data and conditions over ten years

old and now require review and up-dating to account for changes occurring over the intervening period. Notable changes that need to be factored into the equation:

- Population and density increases
- Plans for diversion of the Preston River
- Plans for expansion of the Inner Harbour
- Redesign of the Glen Iris Relief Floodway

Through the planning process, by the designation of appropriate zoning and application of development standards, the City of Bunbury will endeavour to ensure that flood risks are properly addressed and new risks avoided.

Further, it will be the City's intent to support the State in efforts to up-date and consolidate flood management studies and strategies covering the city and its hinterland, assist in educating residents and property owners of potential risks within identified flood prone areas, and ensure adequate flood mitigation infrastructure is provided, maintained and up-graded as necessary.



# Managing Natural Disasters

While extreme events and natural disasters may be expected to become more frequent and severe under modelled climate change trends, they are already persistent facts of life that have impacted on Bunbury from time to time. Tropical cyclone Alby serves as a useful reminder, as it was the last cyclone that passed close to the southwest corner of Western Australia on 4 April 1978- killing five people and causing widespread but mostly minor damage estimated in 2003 to be \$39 million.

In addition to cyclonic winds and flooding, this event was accompanied by:

- a storm surge and large waves causing coastal inundation and erosion from Perth to Busselton, and
- bushfires fanned by the very strong winds, which burned an estimated 114,000 hectares of forest and farming land.

Normal management activity will incorporate the principles of ecologically sustainable development (ESD) and the practices of enterprise risk and resilience management (ERRM). Both are regarded as good management practice and are undertaken as 'business as usual'.

A normal management activity, such as land use planning, would therefore always be undertaken in a manner that upholds the fundamental principles of ESD, especially the precautionary principle, and applies the practices of ERRM. By doing so, land use planning would support the desired risk management outcomes and the crisis management activities of response and recovery, ensuring an inherently more resilient community. The City of Bunbury has prepared an Emergency Management Plan to help focus on some of the potential negative effects of climate change.

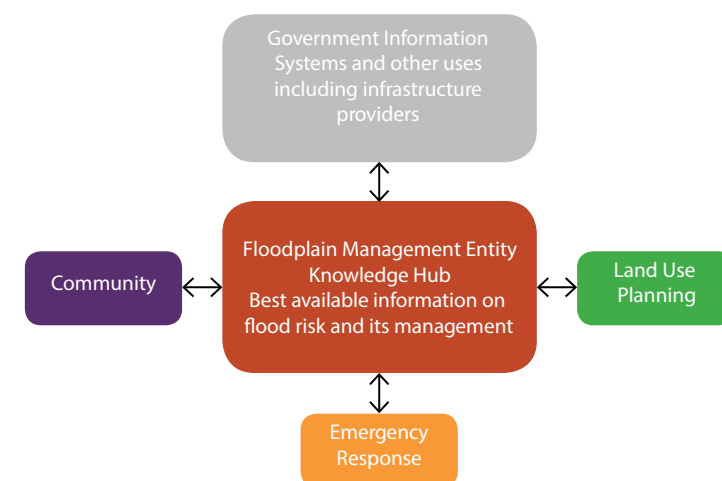


Figure 27: Managing Natural Disasters







# Disasters that are most likely to impact Bunbury

In descending order, from most likely to least likely to occur and cause significant impact.

TABLE 10: Disasters that are most likely to impact Bunbury

Disaster type	Risk profile	Relevant recent history
Severe Storm	<ul style="list-style-type: none"><li>A significant winter storm will hit every 2 – 3 years.</li><li>High winds can last over several days.</li><li>Typical damage is to building roofs and powerlines.</li></ul>	<ul style="list-style-type: none"><li>2012– Bunbury experienced three severe storms in rapid succession, classified as a 1-in-10 year event. 27,000 properties in the southwest experienced power outages of between 24 hours and two weeks.</li></ul>
Tornado	<ul style="list-style-type: none"><li>A significant tornado hits Bunbury approximately once every 5 years.</li><li>Typical damage is to trees, vehicles, homes, buildings and infrastructure.</li></ul>	<ul style="list-style-type: none"><li>2005– up to 125km winds causing major damage to South Bunbury and destroyed buildings including Bunbury Cathedral.</li><li>2009– Bunbury hit by a weak tornado, causing damage to local businesses.</li></ul>
Bushfire	<ul style="list-style-type: none"><li>Extended drought periods.</li><li>Large natural bushland reserve areas proximate to urban populations.</li><li>Urban encroachment.</li><li>Vegetation (Jarrah, Marri and Banksia woodlands) with a high burning profile.</li><li>Extreme wind conditions.</li></ul>	<ul style="list-style-type: none"><li>2013 – Glen Iris, Jubilee Road.</li><li>2014 – Glen Iris, Vittoria Road, Jeffrey Road, Woodley Road and east to Willenge Drive.</li></ul>
Cyclone	<ul style="list-style-type: none"><li>Much rarer than storms and tornados, tropical cyclones cover a wider area.</li></ul>	<ul style="list-style-type: none"><li>1978– Tropical Cyclone Alby passed close to the South West corner of WA, killing five people and causing widespread but mostly minor damage to the South West.</li></ul>
Flooding	<ul style="list-style-type: none"><li>Significant population based in low lying areas with a concentration of lower income families.</li><li>Limited stormwater provision in neighbour infrastructure.</li></ul>	<ul style="list-style-type: none"><li>1964 – estimated 1-in-100 year flooding of the Preston River which resulted in widespread flooding within the downstream Bunbury town site.</li></ul>
Chemical Spill	<ul style="list-style-type: none"><li>A concentration of heavy industry and chemicals typically carried by road.</li><li>Major arterial routes border significant waterways.</li></ul>	<ul style="list-style-type: none"><li>2011 - Bunbury four workers suffered burns after a sulphuric acid pipe burst.</li></ul>
Earthquake	<ul style="list-style-type: none"><li>Bunbury sits within the South West Seismic Zone, a major intraplate earthquake province.</li></ul>	<ul style="list-style-type: none"><li>1959 – Busselton, 5 Richter-scale earthquake felt in Bunbury.</li><li>1968 – Meckering (less than 200 km north east of Bunbury) 6.9 Richter-scale earthquake caused \$1.5 million damage.</li></ul>
Tsunami / Tidal Wave	<ul style="list-style-type: none"><li>Bunbury’s Back Beach is an exposed 8km stretch of coastline.</li><li>Half of Bunbury’s population live within 2km of that frontage.</li></ul>	<ul style="list-style-type: none"><li>2004 – Tidal surges experienced following the Boxing Day Indian Ocean tsunami.</li></ul>
Pandemic Influenza	<ul style="list-style-type: none"><li>Highly urbanised population.</li><li>Limited higher order medical facilities.</li></ul>	



# Urban Design/Placemaking



The City will embrace a collaborative and participatory attitude, and wherever practicable, utilise urban design principles in pursuit of excellence in the built environment of Bunbury

## *Introduction*

### **Defining Urban Design**

The Australian Urban Design Protocol 'Creating Places for People: An Urban Design Protocol for Australian Cities' (2011) defines urban design:

"Urban design is concerned with the arrangement, appearance and function of our suburbs, towns and cities. It is both a process and an outcome of creating localities in which people live, engage with each other, and the physical place around them."

The broad, plural nature of urban design in Australia has created misunderstanding and at times inconsistency about what urban design actually is. Urban design is not an exercise driven by aesthetics or making things look pretty and 'designey'. Instead, urban design is concerned with both the process of change (how an objective is achieved) and the product of development (what is being achieved).

An 'urban design approach' implies an integrated, collaborative approach to problem solving, bringing together many people that work and shape the built environment. Good urban design can help create delightful, valued places that people want to visit and spend time in, places that are responsive to the environment and surrounding context.

### **The difference between planning and urban design**

There is an important distinction to be made between planning and the planning process, and the design of actual development. Planning normally involves the creation of a framework of land use distribution and transport routes, together with the various statutory provisions and policies necessary to control essential aspects of development such as land use type, building setbacks, car parking provision and so on. Thus, the planning framework embodies various design implications and challenges, but is not itself design.

The detailed design of individual buildings is the job of architects and building designers, whose primary focus is most often on the single building they have been commissioned to design.

However, it is concern about the general appearance and fit of buildings, groups of buildings and the role and function of the public spaces in their urban context; together with the aesthetic as well as practical experience of citizens as they use the city, which is a primary focus in the field of urban design.







## *The value of urban design*

The key ingredients of a city are people, infrastructure, planning and management. In this way everybody is connected through the built environment. We access healthcare and education, services and facilities. We use streets and public spaces, movement systems and other forms of urban infrastructure; we live and work in buildings. As such, planning and design choices have a considerable impact on capital and operational costs, and on the wider community.

A better designed, high quality environment makes a real difference not just at a city-wide scale, but on people's individual lives. For example, a well designed transport network integrated with land use activities improves accessibility and mobility (and by consequence social equity). It contributes to a better quality of life, promotes healthier lifestyles, uses less non-renewable energy and contributes to improved economic performance. Efficient cities maximise the need for exchange and minimise the need for travel.

Research has found that quality urban design adds economic, social, cultural and environmental value<sup>12</sup>. The benefits of quality urban design include:

- building a city which is future focussed and enduring to future generations of residents and visitors;

- building places and infrastructure which is built to last, easy to maintain and adaptable that can be used and re-used;
- reinforcing a sense of identity and enhancing the character of a place;
- helps to foster community and individual creativity and active involvement;
- minimising resource and energy use, and creating safer, healthier environments;
- maximising accessibility, diversity and choice for people and the community;
- reducing travel time between activities;
- creating safer environments through 'active' land use interfaces to public spaces and amenities and extending the occupancy of buildings;
- avoiding development patterns which rely on significant inefficiencies and ongoing subsidies, and overall reducing management and maintenance costs;
- accruing value to businesses, investors and developers through increasing capital values, returns on investment and productivity.

1. Ministry for the Environment, 2005, The Value of Urban Design

2. Commission for Architecture and the Built Environment, 2001, The value of urban design



# Strategic Context

Urban design is nationally recognised in Australia. The Australian Urban Design Protocol developed by federal, state and territory governments is anchored around five foundation pillars: productivity, sustainability, liveability, leadership and design excellence, and twelve urban design principles. In combination these give direction to how sustainable built environments can be organised, and what constitutes a successful urban design proposition.

Western Australia does not have its own standalone urban design policy, nor is it specifically addressed within the Planning and Development Act 2005. Planning legislation instead focuses on urban sustainability considerations. This is about finding more efficient, more effective, and generally better ways for communities to manage the urban environments they have inherited, taking into account the finite characteristics of the environment.

The State Government has recognised the importance of good design of public buildings and spaces across the State within the policy document 'Better Places and Spaces: A Built Environment Policy for Western Australia' (30 January 2013).

The policy promotes the value and benefits of excellence in architectural and the built environment to ensure a legacy of well-designed public buildings and spaces.

The Western Australian Planning Commission (WAPC) as part of its phase two planning reform agenda is looking to build on the key themes found within 'Better Places and Spaces', and increase focus on quality of urban design and place-making in the context of greater density and intensity of built form. It is expected that this may lead to the development of a State Planning Policy, design manual or scheme provisions which promotes the importance of, and principles for quality design including architecture, urban design, landscape and environmentally sensitive design outcomes.

The cornerstone of urban design is to promote the sustainability of the built environment. The state and City of Bunbury's local planning policy framework acknowledges that urban design is a major contributor to the achievement of a sustainable natural and built environment. The 'Greater Bunbury Strategy 2013' released by the Western Australian Planning Commission sets out a key challenge for the sub-region:

"Ensure high-quality urban design that recognises local character and amenity, promotes walking and cycling, responds to climate, and addresses community safety."

Similarly, in Bunbury Objective 3.1 of the 'City of Bunbury Strategic Community Plan' seeks to:

"Improve urban design, diversity of land uses, and enabling infrastructure."

The Strategic Community Plan – the City's highest level policy document – includes many objectives that relate to the design of the built environment. It promotes land use planning and management that enables future growth and change but in a way which will not detrimentally affect natural systems.

The Plan calls for more living and employment diversity, better affordability, and an environment that has a sense of itself with character and identity. Undertaking great urban design is an important component that will enable these objectives to be realised.

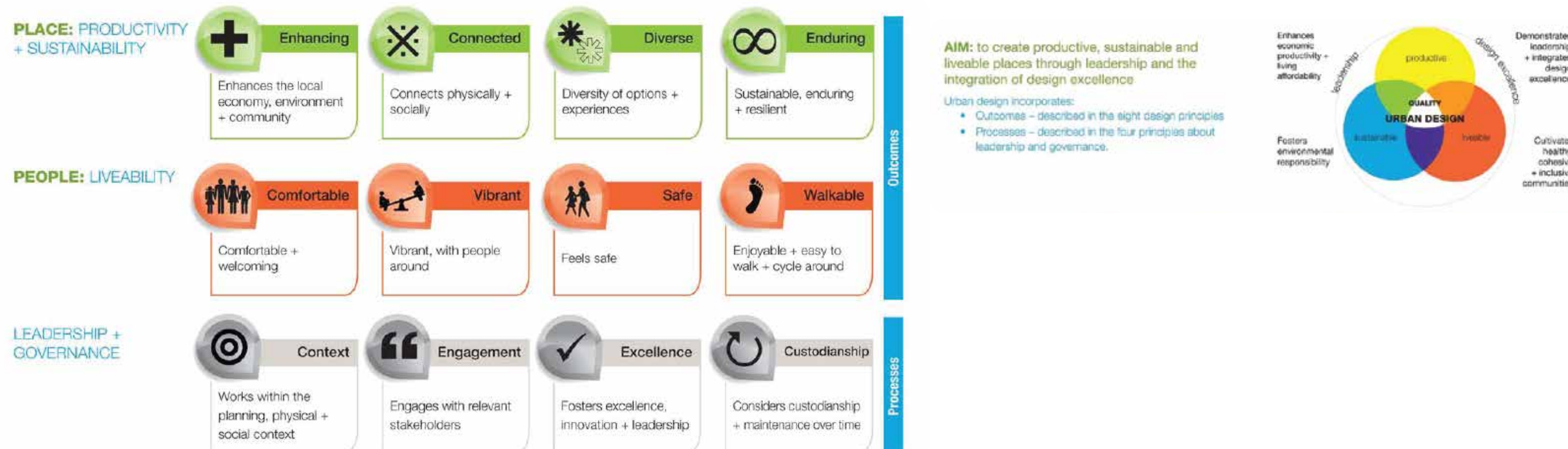


Figure 28: Urban Design Protocol. Source: Australia Urban Design Protocol, November 2011









The background image shows a white wall with a black line-art mural of three men wearing flat caps. The man on the left is seen from the back, the middle man is in profile, and the man on the right is facing forward. Below the wall is a concrete curb and a grassy area with small white flowers. A large tree is visible in the upper right corner.

## *Part 3*

### Local Area Plans



# Local Area Planning Directions

Integrated local area planning is a well-established practice originally promoted by the Commonwealth Government and Australian Local Government Association as a ‘whole of government and whole of community’ approach to strategic planning and program management at the local level

## Introduction

Local planning schemes have generally reflected the conventional town planning approaches of the time and have not always adequately or consistently recognised variations in the local character and environmental conditions found from place to place. In addition, except for where infrastructure cost share arrangements have been employed, town planning schemes as statutory instruments have historically focused on land use and development control, with limited ability to integrate broader issues such as hard and soft infrastructure planning and service delivery.

Where comprehensive local area level planning has occurred, namely in designated structure planning areas, this has not always taken place in a coherent manner or within an overall strategic planning framework that embraces urban areas a whole.

The Integrated Local Area Planning (ILAP) process seeks to provide a framework, both spatially and temporally,

through the application of best practice land use planning, landscape architecture and urban designing tools that positively shape the physical (natural and built), social and economic environments found within a local area.

Local Area Plans (LAPs) seek to translate broader city-wide strategic planning principles and objectives into a local context, which address the spectrum of triple-bottom line matters relevant to that local area.

Integrated local area planning is a well-established practice originally promoted by the Commonwealth Government and Australian Local Government Association as a ‘whole of government and whole of community’ approach to strategic planning and programme management at the local level.

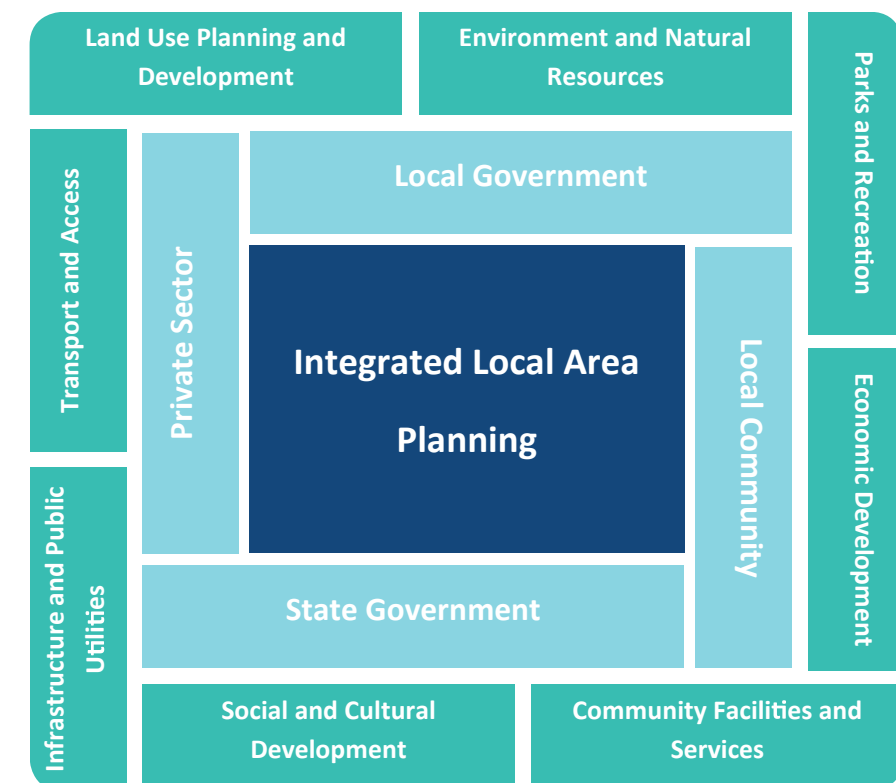


Figure 29: Scope of Integrated Local Area Planning<sup>1</sup>

1. Australian Local Government Association, 1993, *A Guide to Integrated Local Area Planning*.





## Study Areas and Program Implementation

By its nature, the local area planning approach divides the city up into logical geographical planning units, each possessing a particular identity or sense of place, unique character or function. Over time it is anticipated that most of these will become the focus of a LAP that considers a finer grain distribution (mixing and segregation) of different types of development.

The City's intention to proceed with a placed based approach to planning was identified within the City Vision Action Plan 2007 which also provided a breakdown of indicative LAP areas, and this provided the spatial backdrop for the City's Landscape Character Study completed in 2010. Post City Vision, Local Area Plans are still intended as illustrative concept plans and/or design briefs through planning in defined geographic areas. The local planning area boundaries provisionally identified in City Vision may be varied over time, in whole or part, to suit the requirements of any specific LAP project.

In recent years the Local Area Planning Programme has witnessed progress within the Glen Iris and Withers local areas, and investigatory work undertaken as a precursor to a LAP for the CBD.

The scope and content of each LAP will be similar, though some differences may be apparent in terms of areas of focus and level of detail, a consequence of the particular character and opportunities/challenges inherent to that location. LAP outputs will comprise:

- a supporting Local Area Planning Study that provides a summary report on background information and analysis (e.g. environmental scan and landscape analysis, key issues and emerging trend

identification, constraints mapping, community and economic profiling, infrastructure capacity analysis, access and mobility network analysis, concept planning, urban design framework, statement of planning intent and measurable desired environmental outcomes);

- text and indicative maps/plans to guide structure planning where appropriate though noting that a LAP has no status as a statutory document and will therefore only inform structure planning and where appropriate, amendments to the LPS; and
- a Local Area Planning Directions Statement, which outlines in the form of a 'plan on a page' poster format, the key directions statements (text) and their accompanying spatial expression (map).

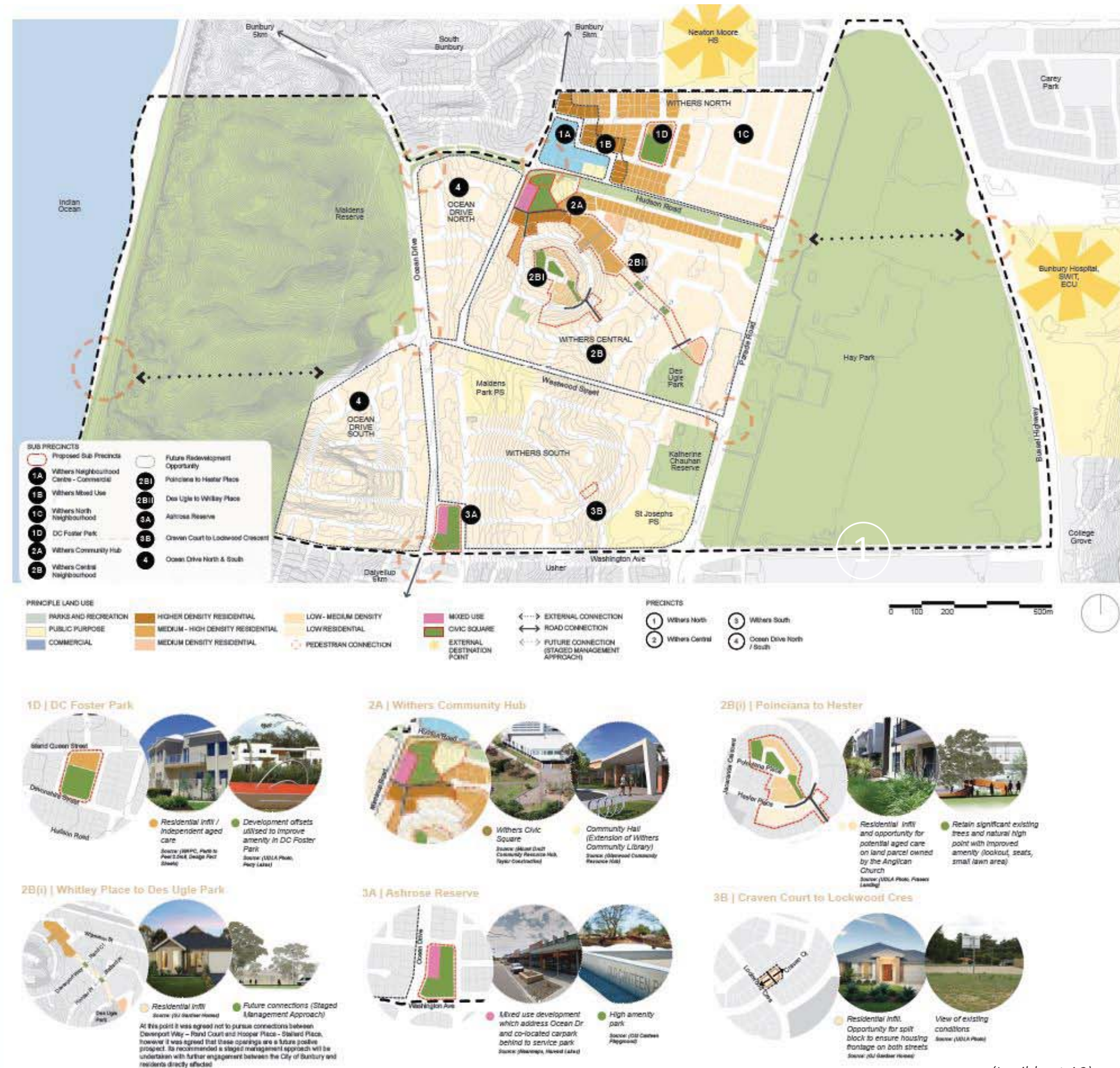
When local area plans are being prepared they will need to complement the intentions of the LPS, and may be adopted by local government as a local planning policy position. The intent is that the overarching 'Directions Statement' is then captured as an amendment to the LPS.

To date, a LAP for the Withers neighbourhood has been completed, with its direction statement/LAP summary ('page on page') included within this section of the LPS. The City is also progressing an LAP encompassing the Turf Club, Trotting Club, Council depot site and adjoining residential/stables area. The preparation of LAPs will be an on-going process, with priorities needing to be set and reviewed regularly. Whilst the programme would necessarily be rolled out over several years, area based research and studies conducted in the meantime can be framed within the context of a future, overarching LAP for that area.



# Local Areas Summary

Example 'Plan on a Page'



(Legible at A3)







An aerial photograph of a coastal city. In the foreground, a large, modern white building complex with multiple cylindrical towers and rectangular wings is visible. Below it, there's a parking lot with several cars and a building with a red roof. To the right, a large body of water (a lake or bay) stretches across the middle ground, with some houses and trees along its edge. In the background, a range of low hills is visible under a clear blue sky.

# *Appendix 1*

## Glossary of Terms



# Glossary of Terms

## *Description of Terms*

### Activity Centre

A community focal point including activities such as commercial, retail, higher-density housing, entertainment, tourism, civic/ community, higher education, and medical services. Activity centres vary in size and diversity and are designed to be well-served by public transport.

### Activity Corridors

Direct connections between Activity Centres that offer a variety of mixed land uses and support public transport.

### Affordable Housing

Defined by the Western Australian Planning Commission as “That which is accessible to low income households (the bottom 40% of income distribution) without spending more than 30% of the gross household income on housing costs”.

### Australian Height Datum (AHD)

Nationally recognised datum to which all vertical controls for mapping is to be referred.

### Airshed

a geographical area that is used for the purpose of measuring air quality (emissions and standards).

### Amenity

those factors which combine to form the character of an area and include the present and likely future amenity







## Bunbury Urban Area

comprises the City of Bunbury and the contiguous urbanised areas of the Shires of Capel, Dardanup and Harvey.

## Ecological Sustainability

the functioning of human society in a manner that does not compromise the functioning of the natural environment, therefore allowing both to theoretically continue indefinitely.

## End of Trip Facilities

typically of showers, lockers and bike storage facilities provided for the benefit of commuters.

## Environmental Offset

an off-site action or actions to address significant residual environmental impacts of a development of activity undertaken in accordance with the WA Environmental Offsets Policy. (EPA)

## Green Travel Plans

a specific suite of initiatives, activities and actions proactively adopted by an organisation to encourage travel behaviour change in their staff by promoting sustainable transport options such as walking, cycling, car pooling and the use of public transport in travelling to/from their place of work.

## Horizontal mixed use

different compatible uses, potentially including residential, located side-by-side or in close proximity on separate sites (a mixed use area or precinct).





## Housing Diversity

refers to the range of house types/products provided within a development (or locality) that caters for housing and lifestyle choice, and extends to accommodating the housing requirements of residents at different stages of life, differing household types, and/those with special needs.

## Hydrozoning

the practice of clustering together plants with similar water requirements in an effort to conserve water and in adopting efficient watering regimes.

## Integrator Arterial Roads

forming a finer grain of routes than regional roads with frequent connections to local streets- as classified within the WAPC's "Liveable Neighbourhoods" Policy 2009.

## Intermodal Freight Hub Facility

an area specifically designed to facilitate the transfer of bulky freight from one mode of transportation to another- typically from rail to road.

## Liveability

typically representing the well-being of a community including the characteristics that make a place where people want to live now and in the future.

## Local Planning Framework

comprises all strategic, statutory and policy planning documents which collectively outline the planning for an area and development requirements for sites, of the decision-maker and generally include a scheme, local planning strategy (including any housing component), local structure plans, activity centre plans, local development plans and local planning policies.







## Local Planning Policy (LPP)

any policy prepared by a local government in accordance with the procedures set out in the scheme.

## Mixed Use

a compatible mix of residential development and commercial forms of non-residential development (such as offices, café/ restaurants and small shops), co-located within an attractive, pedestrian-friendly, typically high density urban environments.

## Neighbourhood Connector Roads

local streets with mostly residential frontage that typically service the lower order sub-arterial network – as classified within the WAPC’s “Liveable Neighbourhoods” Policy 2009.

## Net Lettable Area (NLA)

in square metres is the unit of measurement for all retail and other commercial or industrial floorspace. It includes all internal floorspace except stairs, toilets, lift shafts and motor rooms, escalators, tea rooms and other service areas, lobbies, and areas used for public spaces or thoroughfares.

## Other Retail

Planning Land Use Category (PLUC) 6 – is the other specific Retail category defined in detail by the WAPC. It mostly includes those retail activities normally referred to as “bulky goods” (e.g. furniture, floor coverings, etc), but also includes hardware.

## Service Commercial

formerly referred to as “Mixed Business” (and in previous drafts of the LPS referred to as “General Business”) represents a compatible mix of light/ service industrial and commercial uses, including retail showrooms and wholesale businesses, in a predominantly non-residential, car-oriented, low-density environment.



## Shop/Retail

Planning Land Use Category (PLUC) 5 – specifically refers to one of two retail floorspace categories defined by the WAPC (see SPP 4.2 for details) and includes virtually all retail activities normally found within shopping centres. It excludes most of the activities normally referred to as “bulky goods” retail which is normally found in showrooms.

## Social Infrastructure

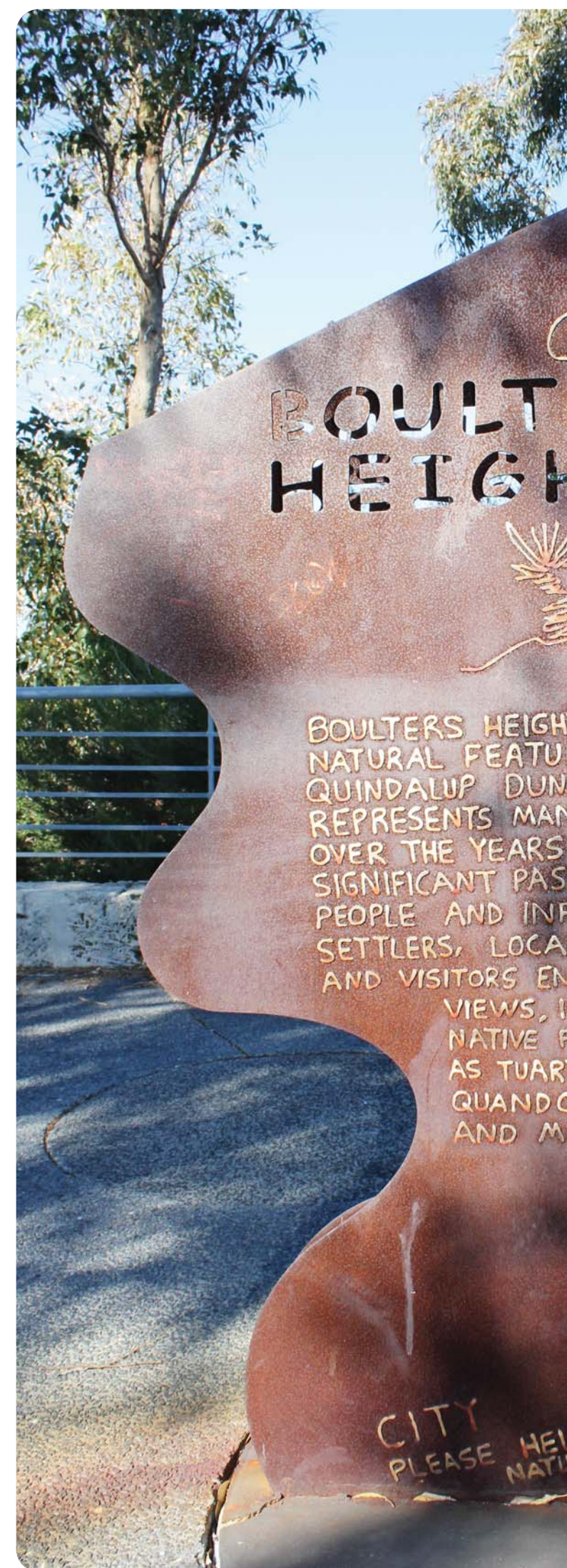
typically includes schools, universities, hospitals/medical facilities, civic and community facilities, and special needs accommodation.

## Sustainable Tourism

tourism experiences that focus on protecting the environment and allow visitors to travel responsibly, with little impact. (Tourism Australia)

## Total Retail

specifically refers to Shop/ Retail plus Other Retail.







## TravelSmart

programs supported by the Department of Transport (alongside “Your Move” programs) that aim to help households, workplaces and local government make better travel choices with the intent to reduce congestion and the impact on the environment.

## Vertical mixed use

different compatible uses, including residential, at different floor levels, or sharing levels, in the same building or group of buildings on the same site (i.e. a mixed use site).

## Wellhead Protection Zone

an area of protection around a groundwater well that guards against the movement of possible contaminants which may impact upon the water quality of the well.

## Xeriscaping

water conservation through the selection of low water or drought resistant plans in landscaping (or gardening) that ultimately reduces or eliminates the need for supplementary water sources (i.e. irrigation/reticulation).











## *Appendix 2*

### Design Provisions Rationale



# Building Height

## Desired Urban Design Outcome

### CITY CENTRE ZONE (“REGIONAL CENTRE ZONE”)

The most complex response to building height in LPS8 is contained in the City Centre Zones where height is governed by particular precincts which acknowledge and protect the visual integrity of the landform and historic main street character that are a key feature of the CBD. There is no significant change in how height is dealt with in the City Centre between the legacy Scheme and LPS8 apart from the

introduction of minimum floor-to-floor heights and building setbacks which aim to step back buildings to provide for appropriate human scale development and to maintain adequate sunlight. Therefore no further discussion or analysis of those height provisions as provided. Reference is made to Local Planning Policy 3.12 – Building Height and the Residential Design Codes (R-Codes).

### OTHER ACTIVITY CENTRES

There is no significant change in how height is dealt with in the Local, Neighbourhood and District Activity Centres between the legacy Scheme and LPS8. Different centres have a tailored approach to building height, reflecting their local identity and character. Therefore no further discussion or analysis of those height provisions is provided. Reference is made to Local Planning Policy 3.12 – Building Height and the Residential Design Codes (R-Codes).







## MIXED USE ZONES

Prescribed building heights within the Mixed Use Core and Mixed Use Frame Zone seek to achieve a reasonable level of development to ensure the efficient use of scarce land whilst also ensuring development is of a scale and form appropriate to its immediate context. The Zones seek to facilitate a smooth transition between development within activity centres and residential areas. In general, the mixed use zones are trying to build vibrancy and create a population base to support the range of commercial and business operating within centres and along corridors.

Building heights proposed within the Mixed Use Core Zone seek to increase the density and diversity uses around the Spencer and Strickland Street activity corridors and areas surrounding key activity centres e.g. City Centre, Bunbury Plaza and Bunbury Forum as identified priority areas for commercial and residential growth, and focal points for the community. This is in order to make efficient use of urban

land and utilise existing infrastructure, transport networks and amenities such as parks, entertainment and schools. To enable growth to occur, it is deemed appropriate to enable greater heights so that development is of a sufficient scale and intensity (appropriate to the activity centres position in the hierarchy) to support a viable land-use mix. It is also critical that proposed heights enable developments to be viable and profitable so that opportunities are taken up.

Building heights proposed within the Mixed Use Frame Zone reflects reduced heights and lower densities in the immediate environs and seeks to keep the character of local and neighbourhood centres and adjacent residential amenity intact. Heights seek to enable limited commercial development that will support the immediate services and needs of local communities but respecting the surrounding existing and planned residential character.



## Urban design issues related to building height

- Height is one of the key development controls that can stimulate investment and enable growth i.e. build up and / or provide for adaptive re-use. Building height development standards seek to provide a clear message about the hierarchy of centres, where more intense development is encouraged and where there are sensitive environments, cultural or historic values that require care. This may include the preservation of view sheds to the 'three waters', view corridors and landscapes of identified scenic value.
- Ensuring that the scale and height of a development does not overpower existing buildings and is in keeping with the desired character of the area.
- Building heights look to maintain adequate ventilation and direct sunlight (thus avoiding over shadowing) to habitable spaces, buildings and open spaces.
- It will take some time to see a transformation of activity centres and mixed use areas in the city from a low density environment to medium to higher intensity built form. Permissible building envelopes are unlikely to be fully utilised in terms of height until land is scarce, the market conditions are right, and there is a greater demand to locate commercial activities within centres and not out-of-centre retail locations.

## Existing development standards

- Height controls for activity centres and other areas have been previously developed under Local Planning Policy 3.12 – Building Height (LPP 3.12). LPP 3.12 prescribes maximum building heights ranging from 7.5m, 9m to 12m in mixed use areas within the Outer Business District, Ocean Beach Local Area and fringe areas of the Central Business District.
- A number of Special Use Zones under the legacy Scheme allow for mixed use development between 2-4 levels.

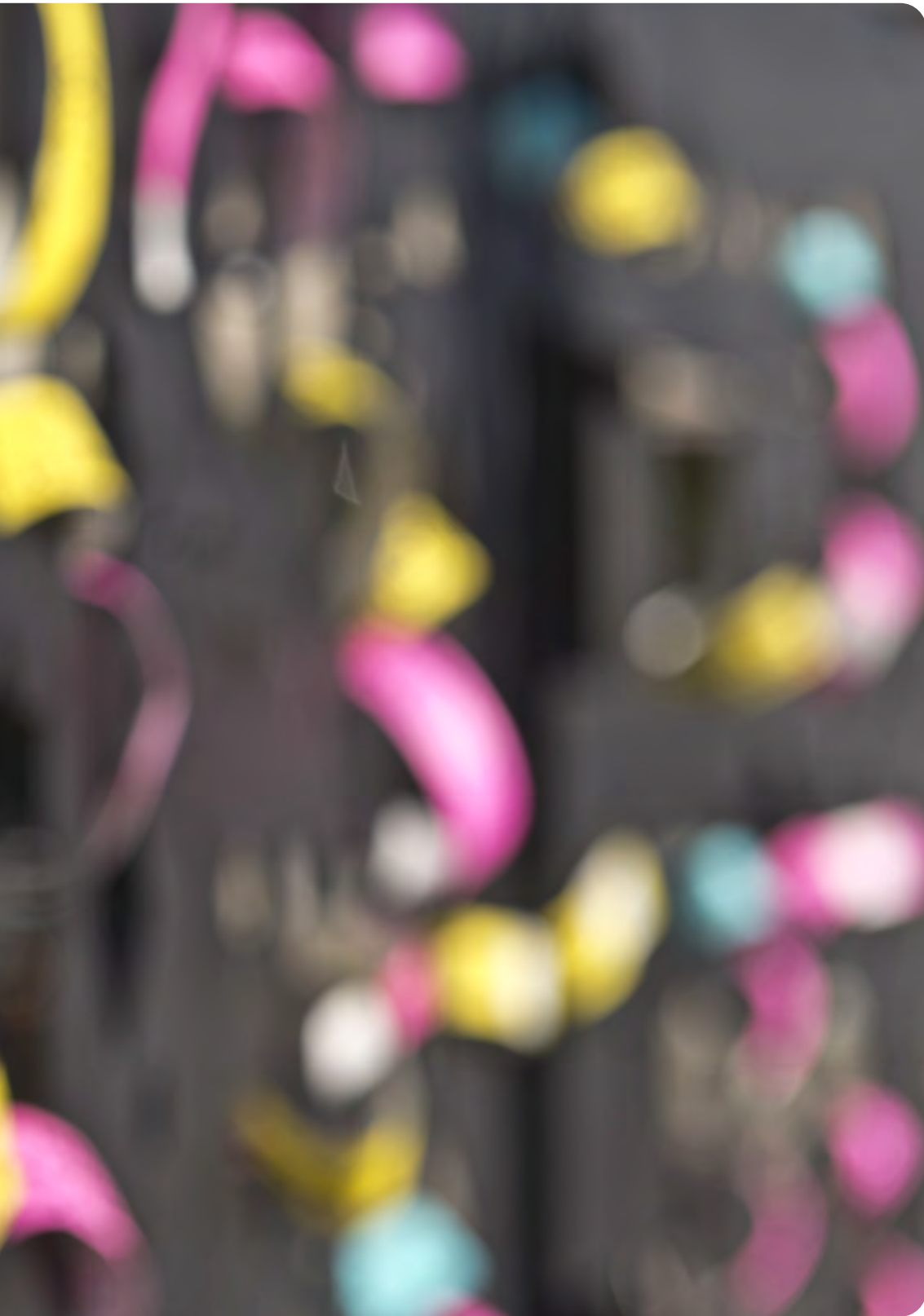
## Proposed development standards and requirements

- Mixed Use Core = **15m (4 storeys)**
- Mixed Use Frame = **12m (3 storeys)**<sup>1</sup>

<sup>1</sup> Heights are expressed as a maximum (in metres) above Australian Height Datum and also indicate the number of storeys (which must not be exceeded) to make the height standard more understandable.







# Building Height Frontage

## Desired Urban Design Outcome

To ensure buildings adequately define the street and public open spaces within the activity centre and mixed use zones, create a consistent and attractive streetscape character and provide a sense of enclosure.

## Urban design issues related to building frontage height

Buildings which front the public realm (a street or public open space) have a considerable influence on the character of the street, how comfortable it feels as a pedestrian and the way the street or open space is experienced. In commercial and mixed use areas- the most urban parts of the city where exchange is maximised - this interface should be vibrant with a mix of shop fronts, diversity of businesses and entries to upper floor uses.

Buildings can reinforce a sense of enclosure and provide for a feeling of three dimensionality through a careful consideration of the relationship between building height and street or public open space width. While it is important the scale and height of a building does not overpower existing buildings and spaces, when buildings are low and/or the street or open space is very wide, there is little containment and enclosure of the space. This can result in a sense of insecurity and a loss of connection to the urban

environment. Conversely when a building is very high and the public realm it fronts is narrow, the sense of comfort and human-scale is lost. High building frontages may impact negatively on heritage buildings which tend to be lower scale at 2 storeys.

In general, the preferred ratio of building height to width of street is around 1-1.5:2 within the minimum building height of urban streets being greater than 1/3rd of the width of the street, in order to ensure a reasonable sense of enclosure and urban feeling<sup>2</sup>.

Across Bunbury currently, most activity centres and corridors generally only have 1 storey of development despite fronting streets in excess of 20m. In many instances, buildings do not adequately contain the street, resulting in a loss of comfort and human-scale.

## Existing development standards

- Local Planning Policy No. 17 – Marlston Hill Stage 2 Design Guidelines establishes a maximum building height of three storeys with no more than two storeys (7.5m to the eaves) and a minimum height of 4.5m.

## Proposed development standards and requirements

- Where located in the City Centre, District Centre, Neighbourhood Centre, Local Centre, Mixed Use Core or Mixed Use Frame Zones, a minimum building frontage height of **7.5m (2 storeys)** above natural ground level for a minimum depth of **10m** from the front property boundary is recommended.

<sup>2</sup> <https://www.moretonbay.qld.gov.au/uploadedFiles/moretonbay/development/planning/2-the-street.pdf>; UK Urban Design Compendium, 2007, p. 88



# Finished Floor to Floor Heights

## Desired Urban Design Outcome

Flexibility of building use is encouraged through minimum floor-to-ceiling heights for non-residential floors. This allows servicing requirements for a wide variety of uses – commercial, retail or residential – to be fitted in the ceiling space, sufficient to facilitate adaptability and change of use over time.

Increasing the floor-to-ceiling height also encourages quality interior space- it contributes to a sense of space within a building's interior and provides for greater daylight access. Furthermore it positively contributes to the visual quality of the streetscape as the ground floor of buildings have a greater height than the floors above.

## Urban design issues related to finished floor-to-floor heights

- Designing for additional floor-to-floor heights allows for maximum flexibility with respect to future use. If the building structure is independent of internal walls, internal spaces can be altered with minimal energy, effort, or waste. A ground floor which exceeds minimum floor-to-floor heights will allow for a variety of commercial/retail businesses and uses over time, and allow servicing requirements to be accommodated in the ceiling space.
- Higher stud heights at ground floor allows light to penetrate deeper into a building's interior, with more light and a sense of airiness improving its general amenity for occupants.
- As pedestrians, the ground floor façade is experienced the most intensely out of all parts of a building as upper floors are not part of the immediate field of vision of a passer-by. A more generous stud height at ground floor than upper floors helps to give a sense of proportion to a building's façade when viewed from the ground, and avoid the creation of a 'top heavy' building.
- The 'floor to floor' measure provides more consistency than a floor-to-ceiling measure and allows variation in the depth of the floor plate and ceiling cavity. It also removes the ambiguity as to what is a 'ceiling' is i.e. the underside of the floor plate or a drop ceiling and does not include floor finishes such as carpets and tiles.







## Existing development standards

- The draft Back Beach Tourism Detailed Structure Plan for Northern and Southern Precincts requires ground floor space that fronts Ocean Drive to have a minimum finished floor-to-floor height of 4m.
- Draft Scheme Amendment 73 requires minimum finished floor-to-floor heights of (a) ground floor: 4.0 metres; (b) above ground floor non-residential activities: 3.5 metres.

## Proposed development standards and requirements

Where located in the City Centre, District Centre, Neighbourhood Centre, Local Centre, Mixed Use Core, Mixed Use Frame or Tourism Zones, the minimum finished floor-to-floor height is to be:

- (a) **4m** for residential and non-residential ground floor;
- (b) **3.5m** for non-residential upper floors; and
- (c) residential upper floors in accordance with the Residential Design Codes.

Nb. “Finished floor-to-floor height” means the height as measured from the lower finished floor level to the top of the upper floor slab of a building.

These minimum floor-to-floor heights do not necessarily correlate to the number of storeys in the height control. The floor-to-floor rule only applies to new buildings. A change of use will not trigger a DA requirement.



# Building Setbacks

## Desired urban design outcome

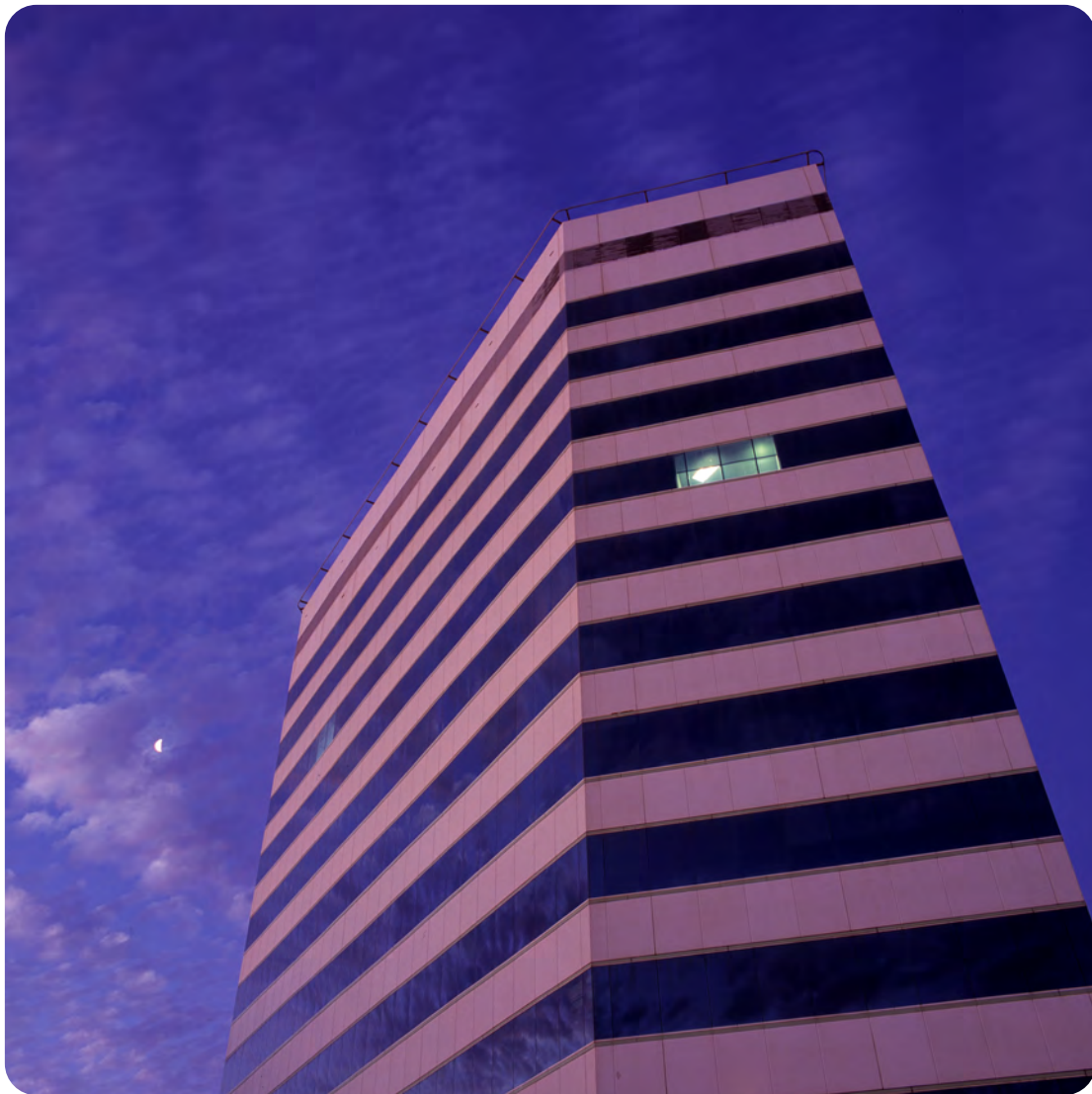
Building setbacks allow the appropriate siting of buildings in relation to public streets, open spaces and other buildings. Building setbacks (measured from the lot boundary to the line of the building) strongly contribute to the urban character of an area.

Setbacks influence the continuity of a streetscape, sunlight access, wind impacts, building separation distances and define the spatial proportions of the street and street edge. Setbacks also provide a transition between the public and private domain, and can provide space for landscaping where appropriate.

## Urban design issues related to building setbacks

- Nil front setbacks look to provide strong sense of enclosure and definition to streets, public open spaces and through-site links and are common in mainstreet type settings. Nil or minimal front setbacks help facilitate the delivery of entrances and activity in close, convenient proximity to the public realm. Consistency in building setback also results in improved weather protection for pedestrians when combined with continuous building lines and the provision of verandahs or awnings.
- Upper floor setbacks are designed to maintain a frontage height that is not out of scale with the street it fronts, in other words, moderating the perceived height of buildings thereby helping to avoid visual monotony as a consequence of a regimented building envelope. Upper level setbacks along also allow sunlight to penetrate to the ground level, and can deflect wind away to ensure conditions at street level are comfortable and safe for pedestrians.
- Other building setbacks look to establish a transitional space between public and private boundaries.





# Existing development standards

- A number of Special Use Zones provide for mixed use development under the legacy Scheme. These have established a range of front setbacks. These range from nil setbacks for non-residential buildings (Special Use 12- Marlston Waterfront Precinct), through to 7.5m (Special Use 21).
- There is no consistency with reference to the wording of setback development standards- some use of absolutes (e.g. nil or 0m), others establish minimums, maximums or averages (e.g. minimum 1m with an average of 2m).
- Local Planning Policy No. 3.4 – Non-residential Development in or adjacent to Residential Areas specifies that where a non-residential development site abuts any boundary of a residential property, the building setback shall be no less than half the height of the wall of the proposed building with a minimum setback of 3.0m.
- Local Planning Policy No. 17 – Marlston Hill Stage 2 Design Guidelines provides for buildings fronting Victoria, Carey and Ommanney Streets to have a zero front setback and establishes a minimum and maximum building height.

# Proposed development standards and requirements

Whilst the revised Scheme will introduce consistency in approach, set back variations will continue to be applied having regard to the intended function and character of a specific zone.

Unless otherwise prescribed in a structure plan, local development plan or local planning policy, setbacks \associated with residential development will be in accordance with the Residential Design Codes of WA.

Set-backs within other zones shall vary according to the purpose of the zone. These will take into account a number of factors, such as desired urban design outcomes (e.g. minimal front set-backs where active frontages are being encouraged), and boundary/interface issues which shall endeavour to ensure reasonable separation is maintained (e.g. where sensitive uses are located next to non-residential activities).



# Active Ground Floor

## Desired urban design outcome

Maximising 'active' and 'semi-active' edges with outward facing, transparent façades, large windows, at grade entrances, openings and continuous buildings is vital to the quality and vibrancy of the public realm. Encouraging uses such as retail, food and

services at ground level and direct visual and physical connections between internal spaces of buildings and adjoining public streets or spaces helps with activity and passive surveillance consistent with CPTED principles.

## Urban design issues related to building setbacks

- A person's experience of the city is informed by both the public realm as well as private development which adjoin it. It is important that buildings portray an inviting frontage (reinforcing the interface between internal and external uses), encourage pedestrian activity, and enhance the amenity and safety of streets and public open spaces. Fewer openings e.g. doors and windows on a building façade results in the provision of blank walls, poorer surveillance which in turn contributes to the privatisation of the public realm. Conversely, a building which contributes to the activity, safety and quality of the public domain, presents an appropriate frontage to adjacent streets and public spaces has visible internal uses with a mixture of openings, display windows and minimal signage.
- The amount of glazing provided on the building façade impacts on light and ventilation access to internal spaces of the building. In this regard the ratio of solid-to-glazing has a strong influence on solar control and a building's energy efficiency.
- Frontages entirely of glass (curtain walling or continuous shop front glazing) may have a negative impact at ground level adjacent heritage buildings as they can detract from the qualities of the heritage building.
- The type of glazing is also an important consideration. Clear glazing allows for passers-by to get a sense of the goods, activity, and atmosphere within internal spaces whereas reflective or tinted glass does not.
- While upper levels of buildings don't provide direct physical contact between the public and private domain, they do visually interface with public streets or open spaces. As such minimising the extent of blank walls, providing a clear glazing and openings e.g. balconies is important. Ground floor glazing should also bear a relationship to the design treatment of upper levels of a building. Consideration should be given to the modulation (pushing and pulling of various building elements on the façade) and articulation of the upper levels of the building, in terms of the arrangement of solid and void.
- Care should be taken with the design of office uses. Offices by their nature are inherently less 'active' and do not contribute as much by way of street activity and surveillance. Any office units at ground level should be designed so reception, boardroom and office areas to relate directly to the public realm with good use of glazing to allow visibility in and out. Reception desks should be positioned so staff face the entrance.
- It is important that an appropriate mix of residential and non-residential uses are provided for in activity centre and mixed use zones to cater for different market demands. To this end a suitable level of non-residential uses should be provided to reflect the hierarchy of commercial centres and to create spaces that are surrounded by active vibrant uses that become a focal point. Providing residential accommodation uses at the ground floor of buildings within activity centres can limit the amount of active street frontage achievable. It is appropriate however to provide for residential lobbies and entrances at ground level.
- Where blank walls or inactive frontage is inevitable e.g. a party wall to the public domain, semi-basement parking, or a parking ingress/egress, it can be designed with a visually interesting treatment such as modulation, relief or surface detail.







## Existing development standards

- Special Use No. 12 (Marlston Waterfront Precinct) establishes that large areas of blank walls will not be accepted on the front and/or street façade or where visible from the street or other public spaces.
- Special Use No. 15 (Tuart Street) requires façade windows to be provided in all walls facing the road network. Furthermore, façades and walls that front a street or are visible from the street or other public spaces shall be detailed and articulated with design indentations/reliefs/architectural features, colour schemes and active frontages, such as door and window openings that reduce the visual impact of large blank wall spaces.
- The draft Back Beach Tourism Detailed Structure Plan for Northern and Southern Precincts requires active frontages along Ocean Drive; does not permit blank unrelieved walls in excess of 10m in length and 6m in height to any street frontage; and for ground floor elevations to be glazed to a minimum of 70% of the building frontage with a visually permeable material.

## Proposed development standards and requirements

- In the most pedestrian-focussed areas of the City Centre Zone (the pedestrian core), as well as in the District, Neighbourhood and Local Centre Zones and the Mixed Use Core Zone, a restriction on the location of residential dwellings at the ground floor of any development adjoining a street and/or public open space (POS) is proposed.
- Non-residential development on ground floor elevations are to incorporate major and minor openings, with clear glazing or visually permeable surfaces for a minimum of 50% of the building frontage, where a building fronts a street or public open space.
- Within the City Centre Zone, development must ensure that no part of a building above the maximum podium height is built to the boundary with a blank wall unless to align with an existing blank wall which is likely to remain on a common boundary with an adjoining site.

No minimum ratio of glass to solid on upper floors has been proposed. It is intended that this is introduced in due course.

Refer also to minimum floor-to-floor height, building depth, building entrances and parking development standards which also proposed manage the use and design of the ground floor to support the public realm.



# Building Entrances

## Desired urban design outcome

Main entrances are in a highly legible location along the primary building frontage (not through parking areas), facing towards streets and public spaces. The public need direct access to

non-residential ground floor units from the street. In mixed use buildings, a distinct and separate entrance should be provided to the upper floor uses.

## Urban design issues related to building entrances

- Building entrances are the main interface a building has with the public domain and if designed well, can enable equitable, safe, legible and comfortable access. Entrances help to concentrate pedestrian movement and consequently should be located on the street side of buildings to create animation and vitality in the street. This in turn helps to inhibit anti-social activity.
- A well-defined building entrance assists with wayfinding and contributes to a sense of identity in a development. Ground floor non-residential tenancies are encouraged to have at least one entrance that opens directly onto the street so that they are easy to find for occupants and visitors.
- In some instances the use on the ground floor or semi-basement / basement parking may result in the ground floor of the building being raised above the pavement level. It is important this is kept to a minimum to ensure an optimal relationship between users of the street space and building. Generally speaking the ground floor of development should be no more than 0.5-1m above natural ground level adjacent to the public domain or footpath. Particularly for residential and tourist accommodation uses, raising the finished floor level above the finished footpath level of the adjacent streets and/or open spaces can provide a sense of privacy to occupants while still allowing clear overlooking of the street activity. Semi-private front yards or terraces with entry gates encourage this. Specific controls on fence and wall height will further help to encourage visual surveillance and interaction to help to improve levels of actual and perceived safety.
- Providing shelter from the elements over the building entrance helps to create a comfortable experience for pedestrians. This is especially important given Bunbury's hot summer climate and wet winters – shelter can provide temporary relief from heat and rain. Awnings, colonnades, verandahs or other design features also emphasize building entrances and make them more easily identifiable.
- In mixed use developments, entrances to non-residential and residential uses should be clearly delineated and separated in order to minimise conflict. Providing separate access points to residential uses (either those located at ground level or at upper levels) enables a degree of privacy and security to be maintained for building occupants and their visitors.







## Existing development standards

- Special Use No. 12 (Marlston Waterfront Precinct) requires: a formal entry to be provided to all buildings; entrances are to address and provide for accessibility to the street and/or public space; provide shelter from sun and rain at the point of entry into the building; all new buildings should be accessible to people in wheelchairs at the main entry; and points of access from the street to carparking and pedestrian spines should be clearly defined.
- Special Use No. 15 (Tuart Street) requires entrances to all buildings to have a clear identity and be accessible directly from the street.
- The Koombana North Structure Plan requires the ground floor of development fronting Holman Street and Ski Beach to be no more than 1m above natural ground level at any point along the lot boundary adjacent to the public domain/footpath.
- Local Planning Policy No. 17 – Marlston Hill Stage 2 Design Guidelines establishes a minimum finished floor level of 2.2m AHD and not more than 600mm above the footpath level at the property line.
- The draft Back Beach Tourism Detailed Structure Plan for Northern and Southern Precincts requires all buildings to have at least one visibly clear and legible entry from the public domain; and all buildings to provide shelter for pedestrians at the point of entry; pedestrians to be able to access the ground floor and any floors above from an entrance that is at grade and directly accessible from a street or public space.

## Proposed development standards and requirements

- Buildings are to have their main pedestrian entrances on or as close as practicable to, and directly facing, the primary street frontage (or a public open space, or public plaza or square where incorporated into the lot / development site). Where development is located on a corner lot / development site, the main pedestrian entrance (and most important facade) is to be on or facing the primary street or the corner.
- Buildings must provide shelter for pedestrians from the elements at the point of entry.
- Within the Neighbourhood Centre, Local Centre and Mixed Use Core, Frame and Tourism Zones, at least part of the main pedestrian entrance to a building must be on or **within 3m** of the site frontage.
- Pedestrians must be able to access the ground floor and any floors above from an entrance to a building which is at grade and directly accessible from a street or public space.
- Separate pedestrian entrances are to be provided between residential and non-residential uses. Stairwells (and elevators where provided) within mixed use developments are to ensure separate access to dwellings by residential occupants/visitors.





# Sloping Frontages

## Desired urban design outcome

In frontage situations, internal finished floor levels should closely match external pavement levels to allow convenient level access.

Pedestrians must be able to access the ground floor and any floors above from an entrance to a building which is at grade.

## Urban design issues related to sloping frontages

Building accessibility is a priority for creating an inclusive place for people of all ages and abilities including those with mobility impairments, strollers, wheelchairs or bicycles, particularly on sloping sites. It is important that the relationship between the street space and the building's interior is optimised for interaction and access.

While most of Bunbury's commercial areas are relatively flat and not sloped it is important that for sloping sites (particularly around Marlston Hill and Boulders Heights) finding a balance between floor plates that are flexible and have commercially viable dimensions, and making sure that the ground floor plate does not protrude too far out of the ground as the footpath level falls, is paramount.

If a building does not address the issue of site slope well it can result in a blank wall where the building façade adjoins the street level. Conversely, a successful development enables the floor plate to still project above the street but sit below the average eye level of a pedestrian on the footpath so that visibility between interior spaces and the street can be maintained.







## Existing development standards

- Local Planning Policy No. 18 – Marlston Hill Stage 3 Design Guidelines establishes finished habitable ground floor levels shall be no more than 500mm above the average ground level of the lot.
- The draft Back Beach Tourism Detailed Structure Plan for Northern and Southern Precincts requires

sites with a sloping frontage that the ground floor must not exceed more than 1.2m above or below the level of the site frontage. For residential and visitor accommodation units fronting key streets and view corridors, the finished floor level is required to be at least 0.8m above the pedestrian or shared path level.

## Proposed development standards and requirements

- For sites with a sloping frontage, the ground floor must **not exceed more than 1.2m** above or below the level of the site frontage. The level of the site frontage is measured at every point along that boundary.



## *Floorspace maximums*

### Desired urban design outcome

Activity centres are the primary focus for retail and office activities. Out-of-centre retail and office uses are to be discouraged in general because they have the ability to out-strip important higher order in-centre locations such as the City Centre Zone and other activity centres as new premises are constructed in dispersed locations. Consequently, floor space controls on commercial uses (shop, showroom, commercial service and office) have been carefully considered across the suite of activity centre, general business, mixed use and tourism zones.

In higher order in-centre locations (City Centre and District Centre Zone) there is an expectation on the highest quality of development design. Greater building height and bulk has been enabled, along with reduced expectations around car parking requirements. In these locations no limits on office and retail uses are proposed in order to create the most vibrant intensive environments for living and working.

### Urban design issues related to floorspace maximums

Small to medium sized retail and office uses are amongst the commercial activities that may be appropriate within certain out-of-centre locations and activity corridors. Floorspace limitations on such uses are appropriate in order to ensure that the scale of commercial activity (either individually or in clusters) does not undermine the function of the recognised higher activity centres.

By applying 'finer grain' zoning that can support the co-location of a variety of residential and commercial activities, the intent is then to encourage mixed use outcomes which display good urban design in the premises are both attractive and adaptive over time. Such areas will also be distinct in character from those zones primarily catering for the bulkier, trade-based showroaming, and light industrial type activities.







## Existing development standards

The legacy Scheme provides for a 300m<sup>2</sup> NLA floorspace restriction on 'convenience store' premises (refer to Scheme definitions).

The legacy Scheme provides for a minimum 200m<sup>2</sup> NLA per lot (including a strata or survey strata lot) floorspace restriction on 'office' and 'showroom' premises locating in the Mixed Business Zone.

## Proposed development standards and requirements

A multi-tiered approach to floorspace controls on commercial uses is proposed, dependant on the hierarchy of activity centre and/or local context.

### "Office", 200m<sup>2</sup>

Limiting office uses to 200m<sup>2</sup> net lettable area (NLA) is proposed within the Mixed Use Frame, General Business and Tourism Zones. Decisions around the appropriate floor area threshold for office uses has been determined in part by looking at the definition of a small business, and minimum workspace requirements:

- Australian Bureau of Statistics (ABS) defines a 'small business' as an actively trading business with 0–19 employees<sup>3</sup>.
- The Building Code of Australia requires a minimum floor area of 10m<sup>2</sup> per person<sup>4</sup>, noting this is based upon the total floor area (i.e. total area of each floor

including furniture and corridors, divided by the number of employees) and is the minimum required to ensure safe means access and escape in the event of an emergency.

Together, these established a valid 'rule of thumb' for an appropriate floor area maximum for a small commercial use i.e. 19 employees x 10sqm = 200m<sup>2</sup>.

The City is also looking for buildings to be flexible and adaptable and capable of being reused over time, which is why the floor spaces of 'Commercial Services', 'Offices' and 'Shops' within the Mixed Use Frame and Tourism Zone are all within a similar ballpark.

<sup>3</sup> <http://www.innovation.gov.au/SmallBusiness/KeyFacts/Documents/AustralianSmallBusinessKeyStatisticsAndAnalysis.docx>

<sup>4</sup> [http://www.commerce.wa.gov.au/worksafe/content/safety\\_topics/Office\\_safety/Further\\_information/Minimum\\_workspace\\_requirements.html](http://www.commerce.wa.gov.au/worksafe/content/safety_topics/Office_safety/Further_information/Minimum_workspace_requirements.html)





## “Office”, 500m<sup>2</sup>

Businesses, and especially offices, need to be limited to a size and scale that will not challenge or undermine the commercial primacy of the CBD, other activity centres and the mixed use zones. 500m<sup>2</sup> NLA is not considered small scale and could potentially lead to land use conflict with surrounding

residential uses, in an area with an establish character. Retail uses over 500m<sup>2</sup> are starting to have some potentially significant distributional effects and as such they are limited through the application of land use permissibility in the Local Centre and Mixed Use Zones.

## “Office”, >500m<sup>2</sup>

Office uses greater than 500m<sup>2</sup> net lettable area (NLA) are proposed as appropriate within the higher order activity centre zones.

- Australian Bureau of Statistics (ABS) defines a ‘medium business’ as an actively trading business with 20 or more people but less than 200 employees<sup>5</sup>
- The Building Code of Australia requires a minimum floor area of 10m<sup>2</sup> per person<sup>6</sup>, noting this is based

upon the total floor area (i.e. total area of each floor including furniture and corridors, divided by the number of employees) and is the minimum required to ensure safe means access and escape in the event of an emergency.

Together, these established a valid ‘rule of thumb’ for an appropriate floor area maximum for a small commercial use i.e. 50 employees x 10sqm = 500m<sup>2</sup>.

<sup>5</sup> <http://www.innovation.gov.au/SmallBusiness/KeyFacts/Documents/AustralianSmallBusinessKeyStatisticsAndAnalysis.docx>

<sup>6</sup> [http://www.commerce.wa.gov.au/worksafe/content/safety\\_topics/Office\\_safety/Further\\_information/Minimum\\_workspace\\_requirements.html](http://www.commerce.wa.gov.au/worksafe/content/safety_topics/Office_safety/Further_information/Minimum_workspace_requirements.html)





# Mixed Use Parking threshold

## Desired Urban Design Outcome

In mixed use development it is recognised that different uses generate different parking demands at different times of the day. Reducing the required parking supply is therefore appropriate which in turn increases resource efficiency.

## Urban design issues related to parking for mixed use developments

- A key determinant of viability for developments is parking. In mixed use areas it is desirable that the majority of the non-residential and residential visitor parking be paid public parking available to all users. This is more efficient as the maximum demand for the different uses do not occur at the same time. For example, during work days when demand for office parking is highest, the demand for residential visitor, café/restaurants and some retail is limited. For this reason the demand for public parking to serve mixed use areas will be less than private parking were to be provided on site for individual uses<sup>7</sup>.
- In mixed use city centre areas, sometimes it is not practical to require parking on-site. Cash-in-lieu provides options for different development types, particularly small developments and supports the development of shared parking. Litman (2013)<sup>8</sup> notes that "...100 public parking spaces can be equivalent to 150 to 250 private parking spaces", and that "developers or building owners can be allowed or required to pay in-lieu fees that fund public parking facilities". Taking Litman's higher ratio of public to private parking of 100/150, it follows that public parking in a mixed use area could be reduced by 33% compared to the equivalent demand for private parking i.e. by one third.

<sup>7</sup> City of Bunbury, 15 May 2014, 'Strategic Parking Investigation – Marlston Hill, Koombana North and Marlston Waterfront' (completed by SKM on behalf of the City of Bunbury).

<sup>8</sup> <http://www.vtpi.org/tdm/tdm89.htm>





## Existing development standards

- Local Planning Policy No. 3.1 – Access and Parking for Pedestrians, Bicycles and Vehicles under Clause 8.11 provides for a mixed use discretionary parking threshold. Where greater than 50% of the gross floor area (GFA) of a premises is used for residential purposes, and where the balance of the gross floor area is used predominantly between the hours of 9.00am and 5.00pm, the total number of car parking bays required to be provided under the Car Parking Table of the Scheme may be reduced by up to a maximum of 25%.
- On-site parking requirements in legacy Scheme and LPP 3.1 for stand-alone non-shared parking include:
  - o Residential Visitor- 1 bay per 4 dwellings (R codes);
  - o Retail: 1 bay per 20m<sup>2</sup> NLA;
  - o Commercial (Office) 1 bay per 30m<sup>2</sup> NLA; and
  - o Café / Restaurant – 2/3 at 1 bay per 5m<sup>2</sup> and 1/3 at 1 per 15m<sup>2</sup>.

## Proposed development standards and requirements

The proposed standard provides for the number of car parking bays required for the overall mixed use development under Table 2 of the Scheme to be reduced by a maximum of up to 30% provided that: (i) peak hours of operation of the difference uses on the land are different or do not substantially overlap; and (ii) the bays are clearly marked limiting the purpose for which the parking may be use at different times of the day.

This proposed standard varies from LPP 3.1 and does not specify the quantum of residential activities. This recognises the most favourable mix of land uses in activity centres and mixed use zones is likely to mostly be non-residential uses.







## *Parking to the side or rear*

### Desired Urban Design Outcome

Best-practice literature on urban design calls for car parking to be located to a side or rear of an activity. Activities should present uncluttered, non-car dominated fronts to the public realm and visitors.

### Urban design issues related to building frontage height

Requiring parking to be located behind or to the side of non-residential and mixed use development enables buildings to be located forward on the lot, encouraging a more attractive built form with better urban design and streetscape outcomes, to avoid the street or public domain from being dominated by car parking. Siting buildings close to the primary street frontage looks to provide a sense of enclosure and definition to the street or public domain for the benefit of the pedestrian experience.

### Existing development standards

- Local Planning Policy No. 3.1 – Access and Parking for Pedestrians, Bicycles and Vehicles requires on-site parking bays and internal circulation areas for non-residential and mixed use development in the Residential Zone to be

(a) located to the side or rear of the primary building on the lot/development site, where provided at ground level; and  
(b) the entrance to parking areas to be clearly visible from the primary street or signalled in the layout and design of the development.

### Proposed development standards and requirements

- Car parking is to be located to the **side or rear** of developments.











## *Annexure 3*

Background to the preparation of the Local Bushland  
Conservation Planning Framework (LBCPF)



# Introduction

The LBCPF directly complements other City of Bunbury initiatives that seek to protect the local natural environment, including its bushland management and behaviour change programs

## *Background*

### Rationale

The City of Bunbury has devised the Local Bushland Conservation Planning Framework (LBCPF) in order to support the conservation of local remnant native vegetation and related values, and in turn the achievement of the City's broader aspirations for the natural environment under its Local Planning Strategy and Strategic Community Plan.

The LBCPF comprises a series of interrelated targets, planning provisions and supporting information. The LBCPF's targets and supporting information, being non-regulatory in nature, have been incorporated into the Local Planning Strategy, whereas the planning provisions, being regulatory in nature, have been incorporated into the City of Bunbury revised Local Planning Scheme 8 (Scheme 8).

At a broad level, the LBCPF operates by:

- formally protecting certain public lands that exhibit important conservation values
- ensuring conservation issues are considered appropriately and early in the planning process during development on zoned lands.

The LBCPF directly complements other City of Bunbury initiatives that seek to protect the local natural environment, including its bushland management and behaviour change programs.

A detailed overview of the LBCPF and its operation follows.







## LBCPF Impetus

In addition to supporting the achievement of its Local Planning Strategy and Strategic Community Plan, the City of Bunbury's impetus for creating the LBCPF includes:

- meeting existing state government recommendations and expectations
- seeking to achieve improved outcomes for conservation and development interests
- addressing the limitations of the Greater Bunbury Region Scheme "Regional Open Space" reservation in protecting conservation-significant local remnant native vegetation.

Each of these considerations is discussed further below:

### Meeting Existing State Government Recommendations and Expectations

The Western Australian Planning Commission (WAPC) and the WA Environmental Protection Authority (EPA) have both previously recommended that local governments support the conservation of remnant native vegetation through the land use planning system, as outlined further below.

The WAPC, through its "Directions Paper on the Integration of NRM and Land Use Planning" (2011), has encouraged local governments to include the following within their local planning strategies:

- a map identifying natural areas that are to be conserved
- a policy table outlining conservation targets for the various zones/areas in the municipality and the mechanisms to be used to achieve the targets.

The EPA, through Environmental Protection Bulletin No.20 "Protection of naturally vegetated areas through planning and development" (2013), has:

- stated its expectation that planning authorities will take account of, and seek to protect, the values of naturally vegetated areas as early as possible in, and

- at each stage of, the planning process stated its general presumption against the clearing of regionally significant natural areas
- highlighted its support for the linking of planning decision-making in a locality to a regional strategy that deals comprehensively with the protection of biodiversity
- Identified a range of planning instruments that are available for identifying, retaining and protecting natural areas, including:
  - o regional and local biodiversity strategies as part of a local planning strategy
  - o reservation of land for conservation purposes
  - o scheme provisions and use of special provisions
  - o special control areas
  - o conservation zoning.

The LBCPF has been prepared in light of, and is consistent with, each of these considerations as outlined further herein.



## Supporting Improved Outcomes for Conservation and Development Interests

A key challenge for the state planning system at present is the propensity for conservation issues to be considered late in the planning process (i.e. during subdivision and/or the development stage).

This can result in suboptimal conservation outcomes because planning proposals are relatively inflexible in their later stages and thereby can fail to adequately account for conservation issues. Furthermore, as the planning process proceeds, the spatial scale of proposals tends to reduce, often resulting in difficulties in providing for large scale conservation considerations (e.g. ecological linkages) during the later stages.

The consideration of conservation issues late in the planning process can also result in adverse impacts on developers, for example, where particular conservation outcomes are imposed by government, developers can face additional costs and time delays in amending their proposals.

The LBCPF seeks to address these issues by ensuring that conservation is considered earlier in the planning process (i.e. during structure planning) where proposals are more flexible and are of a larger scale, thereby maximising outcomes for both conservation and development interests.

## Addressing the Conservation Limitations of the “Regional Open Space” Reservation

The Greater Bunbury Region Scheme “Regional Open Space” reservation is the state government’s principle means under the planning system for supporting the conservation of remnant native vegetation in the Greater Bunbury Region.

In 2003, the EPA published Bulletin 1108, being its report and recommendations to the Minister for the Environment on the Greater Bunbury Region Scheme. Through this report, the EPA assessed the consistency of the Greater Bunbury Region Scheme’s zones and reservations, including the “Regional Open Space” reservation, with the state government’s native vegetation retention aspirations, as encapsulated through Position Statement No 2 (EPA 2000) and other related documents.

As part of this assessment, the EPA concluded that all vegetation in the Guildford and Vasse Vegetation Complexes (Hedde et al 1980), where located in the Greater Bunbury Region Constrained Area (N.B. includes the consolidated urban, urban deferred and industrial zones), is in need of protection.

The City of Bunbury has conducted an assessment of the degree to which these two vegetation complexes, where found in the City of Bunbury portion of the Greater Bunbury Region Constrained Area, have been incorporated into the “Regional Open Space” reservation. The results of this investigation are presented in Table 11 below:







Vegetation Complex	City of Bunbury portion of GBR Constrained Area		
	Total Area (ha)	Area in Regional Open Space reservation (ha)	Area outside of Regional Open Space reservation (ha)
Guildford	1.78	1.54	0.24
Vasse	30.12	22.69	7.43

TABLE 11 Guildford and Vasse Vegetation Complexes in the “Regional Open Space” reservation in the City of Bunbury.

Table 1 illustrates that 0.24 and 7.43 hectares of the Guildford and Vasse Vegetation Complexes respectively are currently found in the City of Bunbury portion of the Greater Bunbury Region Constrained Area outside of the “Regional Open Space” reservation. Given that these areas are priorities for protection as discussed above, it can be concluded that the “Regional Open Space” reservation is inadequate in this regard.

The EPA itself has acknowledged the limitations of the “Regional Open Space” reservation in the Bulletin 1108 “Natural Areas Strategy”:

“It is accepted that conservation reservation (i.e. the “Regional Open Space” Reservation) alone will not adequately protect regionally significant areas. To achieve this, there is a need to combine a series of protection measures including conservation on private lands” (EPA 2003).

The LBCPF has been prepared in light of this issue and seeks to provide for the protection of vegetation from the Guildford and Vasse Vegetation Complexes found in the City of Bunbury portion of the Greater Bunbury Region Constrained Area outside of the “Regional Open Space” reservation, where possible.



# LBCPF Components

As described above, the LBCPF comprises a series of interrelated components, which include:

1. Targets – specify the City’s desired conservation outcomes
2. Planning provisions– the specific planning mechanisms that the City will use in seeking to achieve the targets, including:
  - i) Conservation Reservation
  - ii) Bushland Areas Special Control Area
3. Supporting information – supports the operation of the LBCPF.

An overview of the targets and planning provisions is provided below. The supporting information takes the form of this appendix to the Local Planning Strategy in its entirety and so is not described further.



## LBCPF Targets

The LBCPF targets specify the conservation outcomes that the City seeks to achieve through the LBCPF’s implementation.

There are two types of targets:

1. Vegetation Complex Targets – the area of each major vegetation type that the City expects to be conserved in perpetuity
2. Bushland Feature Targets- specific bushland features that the City expects to be conserved in perpetuity (e.g. rare species).

The two types of targets are interrelated and mutually supporting, for example, the protection of certain vegetation types consistent with the Vegetation Complex Targets serves to support the protection of particular species listed under the Bushland Feature Targets and visa versa.

Each target is underpinned by existing environmental legislation and/or policy and has been developed consistent with current planning for Bunbury, for example, as outlined under adopted and endorsed structure plans. In this manner, the targets are considered to be realistic in seeking to strike a balance between development and conservation.

The targets will be used to underpin the City’s future planning decision making and advice, for example, development proposals that are consistent with the City’s targets are likely to receive its support on conservation grounds.

The two types of targets are outlined further overleaf:



Vegetation Complex Targets

A vegetation complex is a broad scale patterning of vegetation as a consequence of landform, soil and climate (WALGA 2004).

Seven vegetation complexes are found in the City of Bunbury. Each of these is described in Table 12 below.

Vegetation Complex	Description
Guildford	A mixture of open forest to tall open forest of <i>Corymbia calophylla</i> – <i>Eucalyptus wandoo</i> – <i>Eucalyptus marginata</i> and woodland of <i>E. wandoo</i> (with rare occurrences of <i>Eucalyptus lane-poole</i> ). Minor components include <i>Eucalyptus rudis</i> – <i>Melaleuca rhapsiophylla</i> .
Karrakatta Central and South	Predominantly low open forest of <i>Eucalyptus gomphocephala</i> – <i>E. marginata</i> – <i>C. calophylla</i> and woodland of <i>E. marginata</i> – <i>Banksia spp.</i>
Quindalup	Coastal dune complex consisting mainly of two alliances – the strand and foredune alliance and the mobile and stable dune alliance. Local variations include the low closed forest of <i>Melaleuca lanceolata</i> – <i>Callitris pressii</i> and the closed scrub of <i>Acacia rostellifera</i> .
Southern River	Open woodland of <i>C. calophylla</i> – <i>E. marginata</i> – <i>Banksia spp.</i> with fringing woodland of <i>E. rudis</i> – <i>M. rhapsiophylla</i> along the creek beds.
Swan	Fringing woodland of <i>E. rudis</i> – <i>M. rhapsiophylla</i> with localised occurrence of low open forest of <i>Casuarina obesa</i> and <i>Melaleuca cuticularis</i> .
Vasse	Mixture of the closed scrub of <i>Melaleuca spp.</i> , fringing woodland of <i>E. rudis</i> – <i>Melaleuca spp.</i> and open forest of <i>E. gomphocephala</i> – <i>E. marginata</i> – <i>C. calophylla</i> .
Yoongarillup	Woodland to tall woodland of <i>E. gomphocephala</i> with <i>Agonis flexuosa</i> in the second storey. Less consistently an open forest of <i>E. gomphocephala</i> – <i>E. marginata</i> – <i>C. calophylla</i> .

TABLE 12 Vegetation complexes found in the City of Bunbury.

Vegetation complexes are commonly used as the basis for the setting of vegetation retention targets in Western Australia (WALGA 2004). In keeping with this approach, the City of Bunbury has established a target for each of the seven vegetation complexes outlined in Table 12, in order to illustrate the minimum total area for each that the City expects to be conserved within its municipality in perpetuity. The Vegetation Complex Targets are outlined in Table 13 below:

Target No.	Description <sup>1</sup>
Vegetation Complex Target 1	To protect all occurrences of the Guildford Vegetation Complex (1.78ha) located within the City of Bunbury.
Vegetation Complex Target 2	To protect at least 24.44 – 27.12ha of Karrakatta – Central and South Vegetation Complex in addition to the 206.15ha designated as “Regional Open Space”, thereby protecting at least 230.59 – 233.27ha of this complex overall in the City of Bunbury.
Vegetation Complex Target 3	To protect at least 18.46ha of Quindalup Vegetation Complex in addition to the 217.08ha designated as “Regional Open Space”, thereby protecting at least 235.54ha of this complex overall in the City of Bunbury.
Vegetation Complex Target 4	To protect at least 146.93 – 204.92ha of Southern River Vegetation Complex in addition to the 359.68 ha designated as “Regional Open Space”, thereby protecting at least 506.61 – 564.6ha of this complex overall in the City of Bunbury.
Vegetation Complex Target 5	To protect at least 6.29 – 20.45ha of Swan Vegetation Complex in addition to the 60.26ha designated as “Regional Open Space”, thereby protecting at least 66.55 – 80.71ha of this complex overall in the City of Bunbury.
Vegetation Complex Target 6	To protect all occurrences of the Vasse Vegetation Complex (30.12ha) located within the City of Bunbury.
Vegetation Complex Target 7	To protect at least 19.81 – 24.5ha of Yoongarillup Vegetation Complex in addition to the 91.26 ha designated as “Regional Open Space”, thereby protecting at least 111.07 – 115.76ha of this complex overall in the City of Bunbury.

TABLE 13 Vegetation Complex Targets.

<sup>1</sup> In seeking to achieve its Vegetation Complex Targets, the City of Bunbury will give preference to the protection of:

- Larger natural areas over smaller ones
- Natural areas with a compact shape over those with an irregular or elongate shape
- Natural areas with better condition vegetation over those with poorer condition vegetation
- Natural areas containing both uplands and wetlands over those containing either uplands or wetlands alone
- Natural areas containing threatened or priority species and/or communities over those that do not
- Natural areas situated in close proximity to other natural areas, including “Regional Open Space” and other lands managed for conservation, over isolated natural areas.

Vegetation Complex Targets 1 and 6, which relate to the Guildford and Vasse Vegetation Complexes respectively, are underpinned by non-statutory instruments including EPA Bulletin 1108 and Position Statement No.2 (N.B. see “LBCPF Impetus” section above).

Vegetation Complex Targets 2 – 5 and 7 aren’t directly underpinned by a statutory or policy instrument. These targets were built from the “ground up” by summing the Conservation Reservation and Bushland Areas Special Control Area sites via a Geographical Information System analysis. As each of the Conservation Reservation and Bushland Areas Special Control Area sites derives from the Bushland Feature Targets and their supporting legislation and policy, Vegetation Complex Targets 2 – 5 and 7 are indirectly underpinned by these instruments (N.B. see “Planning Provisions” section and Attachments 1 and 2).

Each of the targets contains a “Regional Open Space” reservation component, which has been included in the interests of accounting for all remnant native vegetation within the City. It should be noted that the City doesn’t have jurisdiction over the reservation and thereby cannot guarantee the protection of the vegetation in question, particularly as the vegetation could theoretically be cleared for other uses consistent with the reservation’s purpose (e.g. active recreation). However, it should also be noted that the EPA has stated its expectation that regionally significant natural areas in the reservation, which the City understands is likely to comprise the bulk of the vegetation in question, will be protected (EPA 2008b).

*Note: several of the Vegetation Complex Targets contain a range of values due to uncertainty associated with the likely conservation outcomes in the Bushland Areas Special Control Area. The City is of the view that this uncertainty is due to a combination of existing knowledge gaps on the*

*ecological values found onsite and variability in the application of legislation and policy by relevant decision making authorities. The City has previously observed decision making authorities at both the state and federal levels displaying variation in the application of legislation and policy at both the start and end of environmental assessments, for example, through the identification of relevant environmental factors and the setting of offset requirements respectively. The City is of the view that this variation is likely due to the difference in approach and interpretation made by different staff at the decision making authorities, although it is acknowledged that the variation may be only apparent and due to limited knowledge on the City’s behalf of the internal processes employed during decision making. Irrespective of this, the fact remains that the City itself is uncertain of the likely outcomes and so has chosen to address this through the application of the range of values. Attachment 2 provides further information on how the ranges were calculated.*



# Bushland Feature Targets

The Bushland Feature Targets highlight particular bushland features that the City of Bunbury expects to be conserved within its municipality in perpetuity, such as rare species and wetlands. Each of the Bushland Feature Targets links to an existing state and / or federal government statute or policy.

The Bushland Feature Targets and their corresponding legislative and/or policy head of power are outlined in Table 14 below:

Target	Description	Statue/Policy Supporting Protection of Bushland Feature
Bushland Feature Target 1	<p>All verified occurrences of protected or significant ecological communities are to be conserved, including but not limited to:</p> <ul style="list-style-type: none"><li>• areas that meet the EPA's criteria for regionally significant natural areas e.g. ecological communities now at levels below 30% of their pre-European extent in a biogeographic region</li><li>• in constrained areas as recognised by the EPA, areas with ecological communities that are at 10% or less representation of the pre-clearing extent of that community in the constrained area</li><li>• threatened ecological communities protected under the Cth Environment Protection and Biodiversity Conservation Act 1999</li><li>• threatened ecological communities endorsed by the WA Minister for the Environment</li><li>• areas with other significant vegetation or ecological communities, as accepted by the EPA (e.g. priority ecological communities listed by the Department of Parks and Wildlife).</li></ul>	<p>EPA Guidance Statement 33 (section B1.2.1); EPA Environmental Protection Bulletin 20 (pg5); EPA Bulletin 1108 (section 2.4).</p> <p>EPA Guidance Statement 33 (section B1.2.1); EPA Bulletin 1108 (section 2.4).</p> <p>Cth Environment Protection and Biodiversity Conservation Act 1999 (s18); DSEWPac Significant Impact Guidelines 1.1; EPA Guidance Statement 33 (section B1.2.1). EPA Guidance Statement 33 (section B1.2.1).</p> <p>EPA Guidance Statement 33 (section B1.2.1).</p>
Bushland Feature Target 2	<p>All verified occurrences of protected or significant flora and their habitat are to be conserved, including but not limited to:</p> <ul style="list-style-type: none"><li>• flora protected under the Cth Environment Protection and Biodiversity Conservation Act 1999</li><li>• Declared Rare Flora under the WA Wildlife Conservation Act 1950</li><li>• Priority Flora listed by the Department of Parks and Wildlife</li><li>• other significant flora recognised under state or Commonwealth legislation, policy or guidelines.</li></ul>	<p>Cth Environment Protection and Biodiversity Conservation Act 1999 (s18); DSEWPac Significant Impact Guidelines 1.1.</p> <p>Wildlife Conservation Act 1950 (s23f); EPA Guidance Statement 33 (section B1.2.1).</p> <p>EPA Guidance Statement 33 (section B1.2.1).</p> <p>EPA Guidance Statement 33 (section B1.2.1).</p>

TABLE 14 Bushland Feature Targets.

BushlandFeature Target 3	<p>All verified occurrences of protected or significant fauna and their habitat are to be conserved, including but not limited to:</p> <ul style="list-style-type: none"><li>• fauna protected under the Cth Environment Protection and Biodiversity Conservation Act 1999</li><li>• Specially Protected Fauna under the WA Wildlife Conservation Act 1950</li><li>• Priority Fauna listed by the Department of Parks and Wildlife</li><li>• other significant fauna or fauna assemblages recognised under state or Commonwealth legislation, policy or guidelines (e.g. migratory birds listed under international agreements).</li></ul>	<p>Cth Environment Protection and Biodiversity Conservation Act 1999 (s18); DSEWPac Significant Impact Guidelines 1.1.</p> <p>Wildlife Conservation Act 1950 (s14(4)); EPA Guidance Statement 33 (sections B1.2.1 and B3.4.1).</p> <p>EPA Guidance Statement 33 (sections B1.2.1 and B3.4.1).</p> <p>EPA Guidance Statement 33 (sections B1.2.1 and B3.4.1); Cth Environment Protection and Biodiversity Conservation Act 1999 (Part3).</p>
Bushland Feature Target 4	<p>All verified occurrences of protected or significant wetlands are to be conserved, including but not limited to:</p> <ul style="list-style-type: none"><li>• Conservation category and Resource Enhancement wetlands as mapped by the Department of Parks and Wildlife under its 'Geomorphic Wetlands Dataset', plus their buffers</li><li>• other significant wetlands recognised under state or Commonwealth, legislation, policy or guidelines.</li></ul>	<p>EPA Guidance Statement 33 (section B1.2.1 - Conservation category wetlands; section B4.2 and Table B3 - Resource Enhancement wetlands).</p> <p>EPA Guidance Statement 33 (section B1.2.1).</p>
Bushland Feature Target 5	<p>All recognised conservation areas are to be conserved, including but not limited to:</p> <ul style="list-style-type: none"><li>• Existing regional parks and areas acquired and managed for regional park purposes, pending formal reservation</li><li>• Areas recommended for protection in the EPA Systems Red Books</li><li>• Regionally significant natural areas in Regional Open Space under the Greater Bunbury Region Scheme</li><li>• areas denoted as either "conservation area" or "subdivision/rezoning protection area" under EPA Bulletin 1282</li><li>• areas required to be provided as replacement or offset sites by conditions of approval on projects that disturb regionally or nationally significant vegetation.</li></ul>	<p>EPA Guidance Statement 33 (section B1.2.1).</p> <p>EPA Guidance Statement 33 (section B1.2.1).</p> <p>EPA Guidance Statement 33 (section B1.2.1).</p> <p>EPA Bulletin 1282 (section 9).</p> <p>EPA Guidance Statement 33 (section B1.2.1); relevant statute under which offset was created (N.B. typically either or both Environmental Protection Act 1986 and Cth Environment Protection and Biodiversity Conservation Act 1999).</p>





## Planning Provisions

The City of Bunbury has introduced two new mechanisms under Scheme 8 in order to support the achievement of the LBCPF's targets, including a Conservation Reservation and Bushland Areas Special Control Area.

As discussed in the "Vegetation Complex Targets" section above, the conservation outcomes likely to be achieved through these mechanisms will complement those achieved through the "Regional Open Space" reservation under the Greater Bunbury Region Scheme.

The Conservation Reservation is focused upon the recognition and protection of certain public lands that exhibit important conservation values, whereas the Bushland Areas Special Control Area is focused upon ensuring that conservation issues are considered appropriately and early in the planning process during development on zoned lands.

Each of the mechanisms is discussed further below.

### Conservation Reservation

The Conservation Reservation is a new reservation under Scheme 8, which seeks to support the achievement of the LBCPF's targets by recognising and protecting certain public lands that exhibit important conservation values.

The 'Conservation Reservation' objectives, as outlined under Part 2 of Scheme 8, include:

- To identify areas with biodiversity and conservation value, and to protect those areas from development and subdivision
- To identify and protect areas of biodiversity conservation significance within National Parks and State and other conservation reserves.

The Conservation Reservation, like all reservations under Scheme 8, operates by virtue of two key clauses under the *WA Planning and Development (Local Planning Scheme) Regulations 2015*:

1. Clause 60 – requires proponents to receive the City's planning approval under Part 8 of Scheme 8 prior to using or developing land in the Scheme area (NB unless otherwise exempt under Clause 61)

2. Clause 67(j) – requires the City to have due regard for the objectives of the reserve and the additional and permitted uses for that reserve when considering an application for development approval related to it.

In the case of the Conservation Reservation, the intention is that any proposed use or development of an applicable site that is inconsistent with its conservation intent will not be granted planning approval.

In order to be eligible for inclusion in the Conservation Reservation, sites had to meet the following criteria:<sup>2</sup>

- CR 1a) Sites designated "Parks and Recreation" under the City's previous local planning scheme, Town Planning Scheme No.7 (Scheme 7)
- CR 1b) Sites managed by the City or state government outside of regional reservations
- CR 2) Sites that support remnant native vegetation
- CR 3a) Sites that contribute to the LBCPF targets
- CR 3b) Sites that exhibit important social values

<sup>2</sup> Criterion CR 2 was mandatory for all sites. In order to be eligible for inclusion, sites had to meet at least one out of criteria CR 1a and CR 1b and one out of criteria CR 3a and CR 3b.



In relation to criterion CR 1a, the Parks and Recreation reservation under Scheme 7 incorporated both conservation and recreation sites, however, it provided insufficient guidance on the differing management and development considerations for each, which at times lead to confusion and conflict. Scheme 8 seeks to address this issue by specifically providing for sites with a predominant conservation function under the Conservation Reservation, thereby leaving the Parks and Recreation reservation to provide for sites that are focused primarily on recreational activities.

In relation to criterion CR3a, Vegetation Complex Targets 1 and 6 and all of the Bushland Feature Targets were considered in selecting the Conservation Reservation sites, as each is directly underpinned by statute and/or policy. Vegetation Complex Targets 2 – 5 and 7 were not used in this manner as they are not directly underpinned by statute and/or policy, rather, these targets were built from the “ground up” by summing the Conservation Reservation and Bushland Areas Special Control Area sites as outlined previously.

In relation to criterion CR 3b, whilst the primary intent of the Conservation Reservation is to support the achievement of the LBCPF’s targets through the protection of applicable sites, the City acknowledges that other sites that support remnant native vegetation are worthy of protection under the reservation in view of their social values, for example, the presence of an active friends group or important landscape feature (e.g. coastal dunes – these buffer against coastal processes/storms and are often highly visible and valued aesthetically). The consideration of social values in this manner is consistent with the approach applied in establishing the national reserve system (Burbidge 2004). The remaining criteria above are deemed to be self-explanatory and so are not discussed further. The criteria were used by the City to identify eligible sites for inclusion in the Conservation Reservation through a Geographical Information System analysis. The final sites

were confirmed through both informal and formal liaison with relevant internal and external stakeholders.

Attachment 1 outlines the full list of sites within the Conservation Reservation\* along with the criteria that apply to each. Attachment 1 also illustrates the contribution that each Conservation Reservation site is expected to make towards the Vegetation Complex Targets. The Conservation Reservation sites are depicted at Figure 30 below.

Several protected wetlands (e.g. Horseshoe Lake) have not been included in the Conservation Reservation because they are highly modified and the reserves in which they are situated are primarily intended for recreation purposes, comprising predominately of turf. These sites have been retained within the Public Open Space reservation.

The City has identified a range of sites that may be suitable for inclusion into the Conservation Reservation in the future. The City will maintain the sites on a register pending the results of further investigations into their conservation values. Where appropriate, the sites will be formally considered for incorporation into the Conservation Reservation in the future through either a scheme amendment or review process.

As a complementary strategy to the Conservation Reservation, the City of Bunbury will request the state government to amend the management orders for applicable sites to explicitly reflect their conservation purpose

\*Note: The Environmental Conservation reserves illustrated within Figure 30: Conservation Reservation Sites and within Table 16 on page 205 were identified and compiled prior to the approval of GBRs Amendment 0046/57 and therefore includes the Bunbury Airport Expansion Offset site. This information is current as of December 2016 and is subject to change.

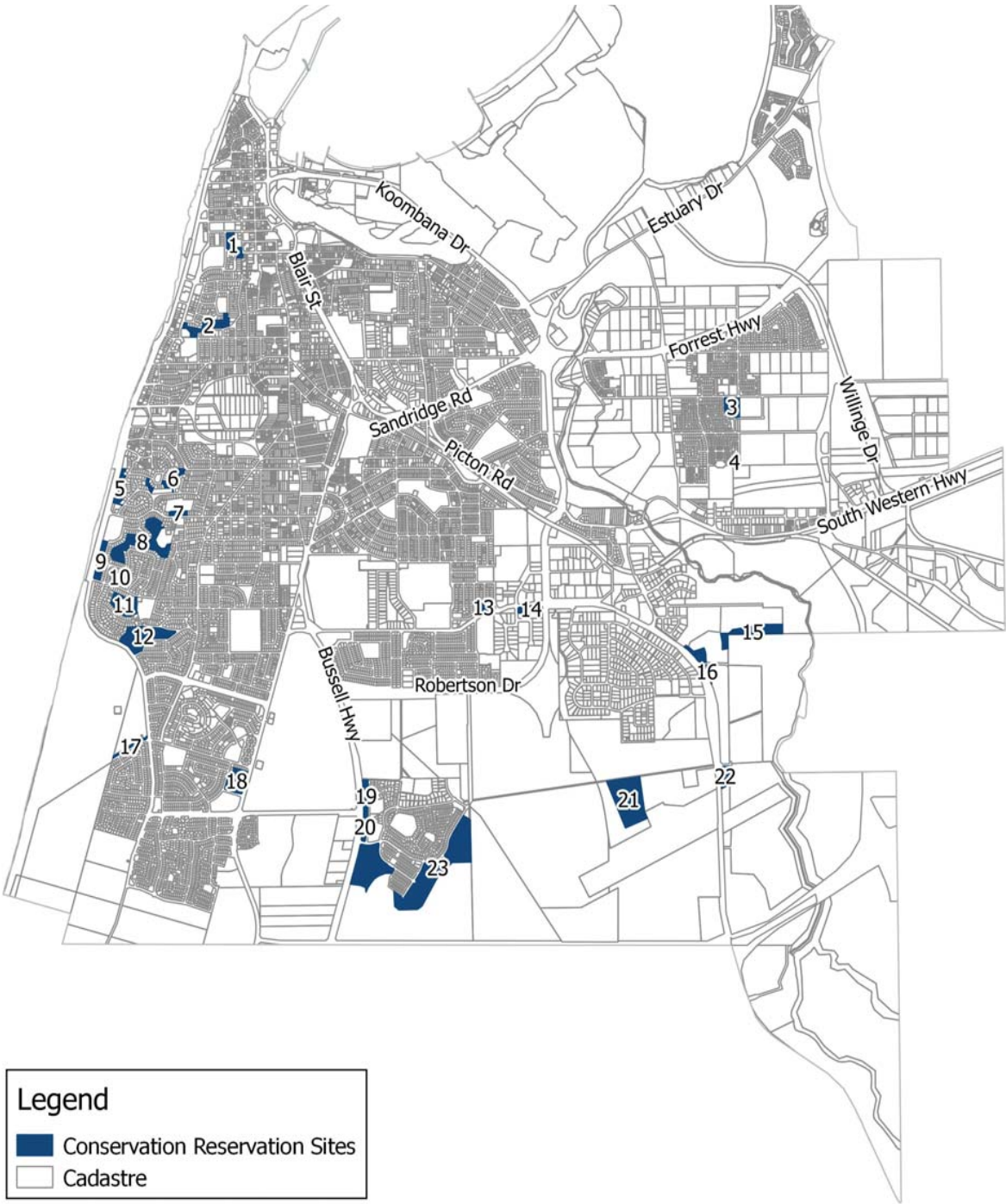


Figure 30 Conservation Reservation Sites





## Bushland Areas Special Control Area

The Bushland Areas Special Control Area is a new special control area under Scheme 8, which seeks to assist the achievement of the LBCPF's targets by ensuring that conservation issues are considered appropriately and early in the planning process (i.e. through structure planning) during development on zoned lands.

It is important to note that the Bushland Areas Special Control Area does not directly protect sites. Rather, any conservation outcomes resultant on Bushland Areas Special Control Area sites into the future will occur by virtue of existing legislation and policy and/or through decisions subsequently made by statutory authorities such as the WAPC and EPA.

The Bushland Areas Special Control Area operates via a series of provisions under Schedule 7 of Scheme 8:

- Provision 1: requires the development and use of land within the Bushland Areas Special Control Area to have prior planning approval from the City
- Provision 2(b): requires proponents to demonstrate how their proposals will contribute towards the achievement of the LBCPF's targets

- Provision 2(d): empowers the City to require proponents to prepare ecological surveys, where deemed appropriate
- Provision 3: requires the City to refer proposals that are likely to contravene the LBCPF's targets, and in turn the underlying legislation and policy, to relevant public authorities for comment.

Provision 2(e) supports the consideration of conservation issues early in the planning process by empowering the City to require proponents to prepare a structure plan. Structure plans are a form of planning instrument that precedes subdivision and development. They also are typically focused at a broader scale, thereby providing for the improved consideration of larger scale ecological issues such as ecological linkages.

Provision 2(f) also empowers the City to require proponents to prepare a management plan for any areas proposed to be conserved. This clause is important in ensuring that the management of resultant conservation areas is appropriately provided for.



In order to be eligible for inclusion in the Bushland Areas Special Control Area, sites had to meet the following criteria:<sup>3</sup>

- BASCA 1) Sites zoned for development
- BASCA 2) Sites that support remnant native vegetation
- BASCA 3a) Sites that contribute towards the LBCPF targets
- BASCA 3b) Sites that have an existing protection pathway
- BASCA 3c) Sites that are managed by the City of Bunbury and have the potential to be used as environmental offsets in the future.

In relation to criterion BASCA 3a, Vegetation Complex Targets 1 and 6 and all of the Bushland Feature Targets were considered in selecting the Bushland Areas Special Control Area sites as each is directly underpinned by statute and/or policy. Vegetation Complex Targets 2 – 5 and 7 were not used in this manner as they are not directly underpinned by statute and/or policy, rather, these targets were built from the “ground up” by summing the Conservation Reservation and Bushland Areas Special Control Area sites as outlined previously.

In relation to criteria BASCA 3b and BASCA 3c, whilst the primary focus of the Bushland Areas Special Control Area is to support the achievement of the LBCPF’s targets, the City acknowledges that other sites that may or may not contribute directly to the targets warrant inclusion in the Bushland Areas Special Control Area.

Criterion BASAC 3b was included in recognition that certain sites may already have mechanisms to support their protection for conservation purposes. This criterion principally applies to sites proposed for conservation under adopted and endorsed structure plans.

Criterion BASCA 3c was included in order to identify and provide for sites in the City’s ownership that may be suited to use for environmental offset purposes in the future. Following their formalisation as offset sites, it is anticipated that these sites will be incorporated into either the Conser-

vation Reservation under Scheme 8 or the “Regional Open Space” reservation under the Greater Bunbury Region Scheme, pending endorsement from the WAPC.

The remaining criteria above are deemed to be self-explanatory and so are not discussed further.

The criteria were used by the City to identify eligible sites for inclusion in the Bushland Areas Special Control Area through a Geographical Information System analysis. The final sites were confirmed through informal and formal liaison with relevant internal and external stakeholders, including affected landholders.

Attachment 2 outlines the full list of sites under the Bushland Areas Special Control Area along with the criteria that apply to each. Attachment 2 also illustrates the contribution that each Bushland Areas Special Control Area site is likely to make towards the Vegetation Complex Targets.

The Bushland Areas Special Control Area sites are depicted in Figure 31 to the right. Several of these sites are not proposed for incorporation into the scheme at the point of initial adoption as it is considered that they would benefit from further investigation of their values (e.g. via ground-truthing) where possible and/or appropriate liaison with their respective landowners. Once these tasks have been completed, it is anticipated that the sites will be incorporated into the scheme through a future scheme amendment. These sites include:

- Lots 36 and 120 Vittoria Road, Glen Iris
- Lots 32, 310 and 5552 Moorland Avenue, Glen Iris
- Lot 485 College Row, South Bunbury
- Lot 8 Harris Road
- Lot 721 South Western Highway and Lot 6 Verschuer Place
- Lot 70 Winthrop Avenue, College Grove
- Lot 501 Washington Avenue
- Lot 802 Parade Road
- Lot 101 Outer Ring Road.



Figure 31 Bushland Areas Special Control Area Sites.

<sup>3</sup> Criteria BASCA 1 and BASCA 2 were mandatory for all sites. Sites also had to meet at least one out of criteria BASCA 3a, BASCA 3b or BASCA 3c to be eligible.





Photograph: Colin Spencer

## Potential Outcomes

As discussed previously, the City’s aim in devising the LBCPF is to support the conservation of local remnant native vegetation and related values, and in turn the achievement of the City’s broader aspirations for the natural environment under its Local Planning Strategy and Strategic Community Plan. This aim has been further specified by the LBCPF’s targets, which outline the City’s specific conservation expectations.

Given that the targets are grounded in existing legislation and policy, the City considers that the targets themselves, particularly the Vegetation Complex Targets, represent a sound estimate of the potential outcomes likely to be achieved through the LBCPF’s implementation into the future.

However, the LBCPF’s ultimate outcomes are likely to depend on a number of factors, including:

- whether or not all vegetation under Regional Open Space and the Conservation Reservation is ultimately retained, as is currently presumed
- the degree to which existing legislation and policy, as encapsulated in the LBCPF’s targets, is upheld by relevant decision-making authorities.

Table 15 below outlines the LBCPF’s likely outcomes per vegetation complex, as an alternative expression of the Vegetation Complex Targets, in the context of the full amount of vegetation currently remaining in Bunbury.

Vegetation Complex	Currently Remaining (Ha)	Vegetation To Be Conserved (ha) <sup>1</sup>				Uncertain/Non-secure Vegetation (Ha)			
		ROS	Cons Res	Existing Leg. & Pol. <sup>2</sup>	Total	GBRS Res. <sup>3</sup>	Scheme 8 Res. <sup>4</sup>	Scheme 8 Zones <sup>5</sup>	Total
Guildford	1.78	1.54	0	0	1.54	0.24	0	0	0.24
Karrakatta - Central and South	289.62	206.15	20.85	3.59 - 6.27	230.59 - 233.27	48.79	9.21	0.51 - 3.18	58.51 - 61.18
Quindalup	250.19	217.08	18.02	0.44	235.54	4.56	7.56	2.48	14.6
Southern River	638.8	359.68	22.84	124.09 - 182.08	506.61 - 564.6	46.74	15.38	3.24 - 61.26	65.36 - 123.38
Swan	86.93	60.26	0	6.29 - 20.45	66.55 - 80.71	5.9	0.02	0.27 - 14.4	6.19 - 20.32
Vasse	30.12	22.69	3.52	1.94	28.15	1.03	0.88	0.04	1.95
Yoongarillup	148.4	91.26	14.96	4.85 - 9.54	111.07 - 115.76	24.65	8.56	0.88 - 5.58	34.09 - 38.79
Unmapped	12.56	8.6	0	0	8.6	3.95	0	0	3.95
Total <sup>6</sup> =	1458.4	967.26	80.19	141.20 - 220.72	1188.65 - 1268.17	135.86	41.61	7.42 - 86.94	184.89 - 264.41

TABLE 15 LBCPF’s likely outcomes per Vegetation Complex.

<sup>1</sup> As reflected by the Vegetation Complex Targets.  
<sup>2</sup> As supported by the Bushland Areas Special Control Area.  
<sup>3</sup> GBRS reservations excluding “Regional Open Space”.  
<sup>4</sup> Scheme 8 reservations excluding the Conservation Reservation.  
<sup>5</sup> Lower figure represents amount of bushland on Scheme 8 zoned land outside of the Bushland Areas Special Control Area.  
Upper figure includes this and uncertain/non-secure vegetation from within the Bushland Areas Special Control Area.  
<sup>6</sup> In some instances the figures appear to tally incorrectly due to rounding.



As can be seen from Table 15 above, it is estimated that between 1188.65 to 1268.17 hectares of native vegetation is likely to be conserved in the City of Bunbury into the future. This equates to 19 – 20% of the 6,294 hectares (Molloy et al. 2007) originally thought to occur in the area\*. The upper and lower estimates vary by 79.52 hectares due to uncertainty associated with the likely conservation outcomes in the Bushland Areas Special Control Area, as discussed in the “Vegetation Complex Targets” section.

In returning to the concerns raised about the limitations of the “Regional Open Space” reservation in the “LBCPF Impetus” section above, Table 15 illustrates that the LBCPF is likely to support the conservation of a further 5.46 hectares of the Vasse Vegetation Complex over and above that provided for by the reservation. Whilst this is a positive outcome, it was not practically possible to conserve the full amount of the complex located outside of the reservation, as desired by the EPA, principally because the remaining 1.95 hectares of the complex is located in other regional and local reservations with a non-conservation purpose. The City either has no planning authority or limited practical capacity to drive conservation on these sites due to current site characteristics and land use (see the “Limitations and Potential Future Improvements” section). This same limitation applies to the remaining 0.24 hectares of the Guildford Vegetation Complex located outside of the “Regional Open Space” reservation.

Table 15 also illustrates that between 184.89 – 264.41 hectares of native vegetation is not secure and/or has an uncertain fate at present and thereby is at risk of being cleared into the future. The lower figure (184.89 hectares) represents the amount of vegetation not accounted for by the LBCPF, the majority of which is located in Greater Bunbury Region Scheme Reservations outside of “Regional Open Space” (135.86 hectares), over which the City has no planning authority. 7.42 hectares and 41.61 hectares of this

vegetation is located in Scheme 8 zones and reservations outside of the Bushland Areas Special Control Area and Conservation Reservation respectively, as it failed to meet the relevant selection criteria. The upper figure (264.41 hectares) also incorporates the uncertainty associated with the likely conservation outcomes in the Bushland Areas Special Control Area as discussed previously.

From these conclusions, two key limitations of the LBCPF are apparent:

1. The City’s lack of planning authority and limited practical capacity to drive conservation on particular regional and local scheme reservations respectively
2. Uncertainty associated with the likely conservation outcomes in the Bushland Areas Special Control Area.

Each of these issues and potential alternative means to provide for the conservation of the applicable vegetation is discussed in the “Limitations and Potential Future Improvements” section below.

\*Note: The City acknowledges that the LBCPF’s likely outcome of conserving 19 – 20% of Bunbury’s original native vegetation appears on face-value to be inconsistent with the EPA’s 10% retention objective for the Greater Bunbury Region Constrained Area under Bulletin 1108. However, the LBCPF has been constructed based on all applicable legislation and policy, not just Bulletin 1108 alone. The Bushland Feature Targets illustrate the broad range of ecological values that require consideration under existing legislation and policy in addition to the vegetation complex objectives under Bulletin 1108. The need for such an approach has been recognised by the EPA (EPA 2003), which also states that the vegetation complex objectives are a minimum standard i.e. larger conservation outcomes are not discounted.







## Implementation, Monitoring and Review

Implementation of the LBCPF will occur through the City's day-to-day local planning functions, following the final endorsement of the Local Planning Strategy and Scheme 8.

The City will maintain a remnant native vegetation database in order to track the progress towards the achievement of the LBCPF's targets over time.

Updates to the LBCPF will occur on an as needs basis through formal Local Planning Strategy and Scheme amendment processes. A comprehensive review of the LBCPF will occur on a five yearly basis in accordance with the review cycles for the Local Planning Strategy and Scheme 8. These processes will involve formal public consultation in accordance with the requirements of the WA Planning and Development Act 2005.



## Limitations and Potential Future Improvements

The City has identified a range of limitations associated with the LBCPF and its capacity to support the conservation of local remnant native vegetation and related values. These include:

1. the LBCPF's targets do not account for vegetation quality
2. the City's lack of planning authority and limited practical capacity to drive conservation on particular region and local scheme reservations respectively
3. uncertainty associated with the likely conservation outcomes in the Bushland Areas Special Control Area
4. limited resources to fund the compulsory acquisition of private lands supporting bushland.

Each of these limitations is discussed further below.

In relation to the first limitation, the City recognises the importance of vegetation quality in determining an area's ecological value and viability, however, was unable to consider this in devising the targets due to existing knowledge gaps. The City will attempt to address this issue by favouring, inter alia, the creation of proposed conservation areas with the highest quality vegetation available, as discussed previously. Furthermore, as more information becomes available on the quality of native vegetation in Bunbury, it may be possible for this consideration to be incorporated into the LBCPF's targets into the future.

In relation to the second limitation, three classes of reservation in this context are evident:

- Reservations intended for conservation over which the City has no planning authority i.e. the "Regional Open Space" reservation under the Greater Bunbury Region Scheme
- Reservations not intended for conservation over which the City has no planning authority e.g. the "Public Purposes" reservation under the Greater Bunbury Region Scheme
- Reservations not intended for conservation over which the City has planning authority, however, the capacity to lever conservation outcomes is limited in a practical sense due to their prevailing use and/or characteristics e.g. "Public Purposes" reservations under Scheme 8 that are utilised by Aqwest for potable water supply.

The City's intended approach towards the three classes of reservation is the same and will include, but is not limited to, the following:

- the provision of recommendations to the relevant statutory authority/ies that the vegetation in question be conserved where consistent with the LBCPF's targets under any and all future development proposals
- proactive advocacy for the conservation of the vegetation in question with the landholder and/or statutory authorities
- the provision of assistance to landholders and/or statutory authorities in supporting the conservation of applicable sites where possible e.g. by brokering outcomes between relevant stakeholders.

Two key sites to which these considerations apply include the South West health and tertiary education precinct (College Grove super campus) and Bunbury Cemetery.

Uncertainty associated with the likely conservation outcomes in the Bushland Areas Special Control Area (i.e. limitation 3 above) has been discussed at length in the "Vegetation Complex Targets" section previously. In summary, the City is of the view that this uncertainty is due to a combination of existing knowledge gaps on the ecological values found onsite and variability in the application of legislation and policy by relevant decision making authorities. The LBCPF will provide for the resolution of existing knowledge gaps through Scheme 8 Schedule 7 Provision 2(d), which empowers the City to require proponents to prepare ecological surveys, as discussed previously. Whilst the City doesn't have the jurisdiction to influence the application of state and federal legislation and policy directly, it will strive for the continued evolution of this through advocacy with relevant decision making authorities, where appropriate.

The fourth limitation concerns the City's limited capacity to fund the compulsory acquisition of private lands supporting bushland (e.g. via reservation), the traditional means for acquiring lands for public purposes. Instead, the City is reliant on existing legislation and policy to drive conservation on private lands, as encapsulated through the Bushland Areas Special Control Area.

Whilst the City's chosen approach is low risk in terms of generating claims of injurious affection and is anticipated to be more palatable to landholders than compulsory acquisition, it doesn't guarantee conservation outcomes. This is reflected by the 79.52 hectares of vegetation in the Bushland Areas Special Control Area for which the abovementioned uncertainty exists (i.e. the amount of vegetation between the upper and lower estimates in Table 15). Under the current approach, part or all of this vegetation may be cleared into the future, whereas if the City or another government entity were able to compulsorily acquire the land, its protection would be assured.

The City's current approach under the Bushland Areas Special Control Area is considered to represent the best option available to it at this point in time in supporting conservation on private lands. However, the City is committed to the achievement of the LBCPF's targets and the continual improvement of its supporting mechanisms and will conduct further research into the area. This research will commence with the following potential additions and improvements to the LBCPF, which were identified over the course of its development:

- The development of incentive mechanisms for conservation on private lands (e.g. lot bonuses and rate rebates)
- The introduction of a Conservation Zone for private land holders who wish to retain conservation areas under their care and control on a negotiated basis
- The development of a local planning policy for bushland conservation in order to provide further guidance on the application of the LBCPF (e.g. ecological survey standards)
- The investigation and protection of local ecological linkages via a scientifically valid methodology (e.g. as per the South West Regional Ecological Linkages Project).





## Conclusion

The City's aim in devising the LBCPF is to support the conservation of local remnant native vegetation and related values, and in turn the achievement of the City's broader aspirations for the natural environment under its Local Planning Strategy and Strategic Community Plan. Arguably, the LBCPF serves this purpose as reflected by the important contributions that it is likely to make to local bushland conservation over and above those of the "Regional Open Space" reservation.

However, some key limitations and challenges remain, which if not adequately resolved may result in conservation-significant vegetation and values being lost into

the future (e.g. vegetation with an uncertain fate in the Bushland Areas Special Control Area and regional/local reservations with a non-conservation purpose). Whilst the City has proposed a range of measures to address these issues and to drive the continual improvement of the LBCPF, it is a task that the City cannot do alone due to its limited resources and jurisdiction.

The City looks to all tiers of government and the community generally to support it in the conservation of local bushland and related values through the evolution of conservation planning practice and the wise management of local natural areas.



# Attachment 1

## Conservation Reservation Sites

Table 16 below documents each of the proposed Conservation Reservation sites in terms of the applicable Crown Reserve number and/or reserve common name, relevant Conservation Reservation selection criteria and supporting notes and the contribution each is expected to make towards the Vegetation Complex Targets (N.B. it is anticipated that all remnant native vegetation in each of the Conservation Reservation sites will be conserved and is therefore available to contribute towards the Vegetation Complex Targets).

Cons. Res. No.	Crown Reserve No.	Reserve Common Name	Applicable Conservation Reser- vation Selection Criteria					Selection Criteria Supporting Notes <sup>1</sup>	Vegetation Complex Target Contributions (ha)							
			CR1a	CR1b	CR2	CR3a	CR3b		Guildford	Karrakatta Central & South	Quindalup	Southern River	Swan	Vasse	Yoongaril- lup	Total
1	R23737, R9997	Boulters Heights	Y		Y	Y	Y	Western Ringtail Possum record, Vasse Vegetation Complex, landscape value	0.00	0.00	0.66	0.00	0.00	0.78	0.00	1.44
2	R37730	Irwin St Reserve	Y		Y	Y	Y	Threatened fauna record, priority fauna record, Vasse Vege- tation Complex, friends group, landscape value	0.00	0.00	0.01	0.00	0.00	2.74	0.00	2.75
3	R45819	Catalpa Park	Y		Y	Y		Possible black cockatoo habitat	0.00	0.00	0.00	2.16	0.00	0.00	0.00	2.16
4	R49133	Lot 117 Bluebush Rd	Y		Y	Y		Western Ringtail Possum record, possible black cockatoo habitat	0.00	0.00	0.00	0.40	0.00	0.00	0.00	0.40
5	R32813	Lot 548 Birch St	Y		Y		Y	Landscape value	0.00	0.00	1.24	0.00	0.00	0.00	0.00	1.24
6	R40554	Ashford Reserve	Y		Y	Y	Y	Threatened fauna record, landscape value	0.00	0.00	0.18	0.00	0.00	0.00	2.02	2.20
7	R33456	Mangles St Aqwest	Y	Y	Y	Y	Y	Possible Western Ringtail Possum habitat, landscape value	0.00	0.00	0.00	0.00	0.00	0.00	0.71	0.71
8	NA	Brother Valentine Flynn Reserve	Y		Y	Y	Y	Western Ringtail Possum record, Quenda record, possible black cockatoo habitat (in part), landscape value	0.00	0.00	6.69	0.00	0.00	0.00	0.01	6.70
9	NA	Cnr Hastie St & Ocean Dr	Y		Y	Y	Y	Western Ringtail Possum record, Quenda record, landscape value	0.00	0.00	2.04	0.00	0.00	0.00	0.00	2.04
10	R35846	Lot 621 Hastie St	Y		Y		Y	Landscape value	0.00	0.00	1.11	0.00	0.00	0.00	0.00	1.11
11	R43926	Hastie St Aqwest	Y		Y		Y	Landscape value	0.00	0.00	1.33	0.00	0.00	0.00	0.00	1.33
12	R670, R27794	Hartley Anderson Reserve	Y		Y	Y	Y	Possible black cockatoo habitat, friends group	0.00	0.00	4.20	0.00	0.00	0.00	2.24	6.44
13	R32722	Loughton Park North	Y		Y	Y		Western Ringtail Possum record, possible black cockatoo habitat, priority flora record, offset site	0.00	0.00	0.00	0.00	0.00	0.00	1.06	1.06
14	NA	Cnr Brittain Rd & Robertson Dr	Y		Y	Y		Western Ringtail Possum record, possible black cockatoo habitat	0.00	0.00	0.00	0.40	0.00	0.00	0.23	0.63
15	NA	Lot 3 Rawling Rd	Y		Y	Y		Possible black cockatoo habitat, Bulletin 1282 site	0.00	0.00	0.00	5.94	0.00	0.00	0.00	5.94
16	R670	Cnr South Western Hwy & Rawling Rd	Y		Y	Y		Possible black cockatoo habitat, Bulletin 1282 site	0.00	0.00	0.00	0.54	0.00	0.00	0.00	0.54
17	NA	Maiden Park Road Reserve	Y		Y	Y	Y	Western Ringtail Possum record, possible black cockatoo habitat, landscape value	0.00	0.00	0.56	0.00	0.00	0.00	0.00	0.56
18	R39233	Katherine Chauhan Reserve	Y		Y	Y	Y	Black cockatoo record, priority flora record, friends group	0.00	3.22	0.00	0.00	0.00	0.00	0.00	3.22
19	R42632	Cnr Lincoln Green & Trinity Rise	Y		Y	Y		Western Ringtail Possum record, Quenda record, possible black cockatoo habitat, Conservation category wetland	0.00	0.00	0.00	0.00	0.00	0.00	1.56	1.56
20	R42396	Cnr Somerville Dr & Bussell Hwy	Y		Y	Y		Western Ringtail Possum record, possible black cockatoo habitat	0.00	0.00	0.00	0.00	0.00	0.00	0.77	0.77
21	R40664	Hangar Development Offset Site		Y	Y	Y		Western Ringtail Possum record, possible black cockatoo habitat, Resource Enhancement Wetland, offset site	0.00	0.00	0.00	11.8	0.00	0.00	0.00	11.8
22	NA	Lot 549 SW Highway		Y	Y	Y		Possible black cockatoo habitat, Bulletin 1282 potential City of Bunbury offset site	0.00	0.00	0.00	1.60	0.00	0.00	0.00	1.60
23	NA	Lot 9000 Bussell Hwy		Y	Y	Y	Y	Western Ringtail Possum record, possible black cockatoo habitat, priority flora record, possible priority ecological community, friends group	0.00	17.63	0.00	0.00	0.00	0.00	6.36	23.99
								Total <sup>2</sup> =	0.00	20.85	18.02	22.84	0.00	3.52	14.96	80.19

TABLE 16 Conservation Reservation Sites.

<sup>1</sup> For information on data sources, please see Attachment 3.

<sup>2</sup> In some instances the figures appear to tally incorrectly due to rounding.





# Attachment 2

## Bushland Area Special Control Area Sites

Table 17 below documents each of the proposed Bushland Areas Special Control Area sites in terms of the applicable site number and name, relevant Bushland Areas Special Control Area selection criteria and supporting notes and the contribution that each is expected to make towards the Vegetation Complex Targets.

As discussed in the “Vegetation Complex Targets” section previously, uncertainty currently exists in relation to the likely conservation outcomes in the Bushland Areas Special Control Area due to a combination of existing knowledge gaps and

variability in the application of certain types of legislation and policy by relevant decision making authorities. The City has sought to address this uncertainty by comparing:

- the total area of remnant native vegetation within each Bushland Areas Special Control Area site
- The area of remnant native vegetation within each Bushland Areas Special Control Area site with a high likelihood of being conserved based on historical decision-making by relevant statutory authorities (N.B. includes "conservation areas" and "subdivision/rezoning protection areas" under EPA Bulletin 1282,

Conservation category and Resource Enhancement wetlands, potential future City of Bunbury offset sites and sites identified as public open space under adopted structure plans).

Where these two figures are equal, one figure has been provided in the table, whereas where the two figures are different, a range has been provided. Where a range has been provided, the ultimate conservation outcome is likely to depend on several factors as outlined under the “Potential Outcomes” section, however, the City anticipates that the

Site No	Site Name	Applicable Bushland Areas Special Control Area Selection Criteria					Selection Criteria Supporting Notes <sup>1</sup>	Vegetation Complex Target Contributions (ha)							
		BASCA1	BASCA2	BASCA3a	BASCA3b	BASCA3c		Guildford	Karrakatta Central & South	Quindalup	Southern River	Swan	Vasse	Yoongaril-lup	Total
1	Lots 44 & 200 Temple Rd	Y	Y	Y			Western Ringtail Possum record, black cockatoo record, Bulletin 1282 site, Conservation category wetland (in part)	0.00	0.00	0.00	35.88 – 39.97	0.00	0.00	0.00	35.88 – 39.97
2	Lots 25 & 26 Newton Rd & Lot 17 Forrest Hwy	Y	Y	Y			Western Ringtail Possum record, possible black cockatoo habitat	0.00	0.00	0.00	0.00- 5.96	0.00	0.00	0.00	0.00- 5.96
3	Irwin Street Reserve	Y	Y	Y		Y	Black cockatoo record, priority fauna record, Vasse Vegetation Complex, possible City of Bunbury offset site (in part)	0.00	0.00	0.00	0.00	0.00	0.12	0.00	0.12
4	Jubilee Rd	Y	Y	Y	Y		Western Ringtail Possum record, possible black cockatoo habitat	0.00	0.00	0.00	0.18- 15.61	0.00	0.00	0.00	0.18- 15.61
5	Lots 44 & 45 Woodley Rd	Y	Y	Y			Western Ringtail Possum record, possible black cockatoo habitat	0.00	0.00	0.00	0.00- 6.29	0.00	0.00	0.00	0.00- 6.29
6	Lot 58 Woodley Rd & Lot 201 Willinge Dr	Y	Y	Y			Possible black cockatoo habitat	0.00	0.00	0.00	0.00- 6.74	0.00	0.00	0.00	0.00- 6.74
7	Lots 36 & 120 Vittoria Rd	Y	Y	Y	Y		Possible black cockatoo habitat	0.00	0.00	0.00	0.32- 1.59	0.00	0.00	0.00-0.02	0.32- 1.61
8	Lots 1 & 2 Jeffrey Rd	Y	Y	Y			Possible black cockatoo habitat	0.00	0.00	0.00	0.00	0.00	0.00	0- 1.59	0- 1.59
9	Lots 32, 310 & 5552 Moorland Ave	Y	Y	Y			Possible black cockatoo habitat, Resource Enhancement wetland	0.00	0.00	0.00	0.00	0.00	0.00	0.17- 0.68	0.17- 0.68
10	Lot 4 Prestonwood St	Y	Y	Y		Y	Western Ringtail Possum record, possible black cockatoo habitat, Vasse Vegetation Complex, possible City of Bunbury offset site	0.00	0.00	0.00	0.00	0.00	1.82	0.00	1.82
11	Lot 300 Erica Ent & Lot 9002 Orchid Dr	Y	Y	Y	Y		Western Ringtail Possum record, possible black cockatoo habitat, priority flora record	0.00	0.00	0.00	1.36- 7.92	0.00	0.00	0.00	1.36- 7.92
12	Ashford Pl Res	Y	Y	Y		Y	Threatened fauna record, possible City of Bunbury offset site	0.00	0.00	0.44	0.00	0.00	0.00	0.28	0.72
13	Mangles St Aqwest	Y	Y	Y		Y	Possible Western Ringtail Possum habitat, possible black cockatoo habitat (in part), possible City of Bunbury offset site (in part)	0.00	0.00	0.00	0.00	0.00	0.00	0.37	0.37
14	Lot 485 College Row	Y	Y	Y			Western Ringtail Possum record, possible black cockatoo habitat	0.00	0.00	0.00	0.00	0.00	0.00	0.00- 1.52	0.00- 1.52
15	Lot 51 South Western Hwy	Y	Y	Y			Possible black cockatoo habitat, Bulletin 1282 site	0.00	0.00	0.00	3.36- 3.49	0.48- 0.68	0.00	0.00	3.84- 4.17
16	Lots 11 & 43 Boyanup-Picton Rd	Y	Y	Y			Possible black cockatoo habitat, Bulletin 1282 site (in part)	0.00	0.00	0.00	0.01- 0.32	0.00	0.00	0.00	0.01- 0.32
17	Lot 8 Harris Rd	Y	Y	Y			Possible black cockatoo habitat	0.00	0.00	0.00	0.00- 2.52	0.00	0.00	0.00	0.00- 2.52
18	Lot 74 Beddingfield St	Y	Y	Y			Possible black cockatoo habitat, Conservation category wetland, Bulletin 1282 site	0.00	0.00	0.00	6.40- 6.47	0.14	0.00	0.00	6.54- 6.61
19	Lot 3 Rawling Rd	Y	Y	Y		Y	Possible black cockatoo habitat, Bulletin 1282 site, possible City of Bunbury offset site	0.00	0.00	0.00	12.96	0.02	0.00	0.00	13.06



Site No	Site Name	Applicable Bushland Areas Special Control Area Selection Criteria					Selection Criteria Supporting Notes <sup>1</sup>	Vegetation Complex Target Contributions (ha)							
		BASCA1	BASCA2	BASCA3a	BASCA3b	BASCA3c		Guildford	Karrakatta Central & South	Quindalup	Southern River	Swan	Vasse	Yoongaril-lup	Total
20	Lot 1050 South Western Hwy	Y	Y	Y		Y	Possible black cockatoo habitat, Bulletin 1282 site, possible City of Bunbury offset site	0.00	0.00	0.00	3.51	0.00	0.00	0.00	3.51
21	Lot 1 Rawling Rd	Y	Y	Y			Possible black cockatoo habitat, Conservation category wetland (in part)	0.00	0.00	0.00	0.56- 4.4	0.62 – 5.13	0.00	0.00	1.18 – 9.53
22	Lot 721 South Western Hwy & Lot 6 Verschuer Pl	Y	Y	Y			Threatened fauna record, possible black cockatoo habitat	0.00	0.00	0.00	0.00- 1.49	0.00	0.00	0.00	0.00- 1.49
23	Lot 100 Brittain Rd	Y	Y	Y			Western Ringtail Possum record	0.00	0.00	0.00	0.00	0.00	0.00	0.00- 0.25	0.00- 0.25
24	R40525	Y	Y	Y		Y	Western Ringtail Possum record, possible black cockatoo habitat, possible City of Bunbury offset site	0.00	0.00	0.00	0.00	0.00	0.00	0.28	0.28
25	Lot 101 Willinge Dr	Y	Y	Y			Possible black cockatoo habitat (in part), Conservation category wetland (in part), Bulletin 1282 site (in part)	0.00	0.00	0.00	0.- 0.58	0.74- 0.85	0.00	0.00	0.74- 1.43
26	Pt R40664	Y	Y	Y		Y	Western Ringtail Possum record, possible black cockatoo habitat, Resource Enhancement wetland, possible City of Bunbury offset site	0.00	0.00	0.00	13.39	0.00	0.00	0.00	13.39
27	Lot 505 South Western Hwy	Y	Y	Y		Y	Priority fauna record, possible black cockatoo habitat, priority flora record, threatened ecological community, Conservation category wetland, possible City of Bunbury offset site	0.00	0.00	0.00	26.39	0.00	0.00	0.00	26.39
28	Lot 105 South Western Hwy	Y	Y	Y			Possible black cockatoo habitat, Conservation category wetland, Resource Enhancement wetland, Bulletin 1282 site	0.00	0.00	0.00	18.33- 18.57	0.00	0.00	0.00	18.33- 18.57
29	Lot 298 Winthrop Ave & Lot 938 Robertson Dr	Y	Y	Y		Y	Black cockatoo record, possible priority ecological community, possible City of Bunbury offset site	0.00	2.22- 3.84	0.00	0.00	0.00	0.00	0.00	2.22- 3.84
30	Lot 70 Winthrop Ave	Y	Y	Y			Possible Western Ringtail Possum habitat	0.00	0.00	0.00	0.00	0.00	0.00	0.00- 0.80	0.00- 0.80
31	Lot 501 Washington Ave	Y	Y	Y	Y		Resource Enhancement wetland, possible black cockatoo habitat (in part)	0.00	0.00	0.00	0.00	0.00	0.00	3.75	3.75
32	Lot 802 Parade Rd	Y	Y	Y	Y		Western Ringtail Possum record, possible black cockatoo habitat	0.00	1.37- 2.43	0.00	0.00	0.00	0.00	0.00	1.37- 2.43
33	Lots 100, 106 & 107 South Western Hwy	Y	Y	Y			Possible black cockatoo habitat, Conservation category wetland, Bulletin 1282 site (in part)	0.00	0.00	0.00	1.28- 2.02	2.15- 3.43	0.00	0.00	3.43- 5.45
34	Lot 101 Outer Ring Road	Y	Y	Y			Possible black cockatoo habitat (in part), Conservation category wetland, Bulletin 1282 site (in part)	0.00	0.00	0.00	0.16- 0.19	0.02- 0.13	0.00	0.00	0.18- 0.32
35	Lot 101 Outer Ring Road	Y	Y	Y			Western Ringtail Possum record, possible black cockatoo habitat, Conservation category wetland	0.00	0.00	0.00	0- 1.70	2.12- 10.07	0.00	0.00	2.12- 11.77
							Total <sup>2</sup> =	0.00	3.59 – 6.27	0.44	124.09 – 182.08	6.29- 20.45	1.94	4.85 – 9.54	141.20 – 220.72

TABLE 17 Bushland Areas Special Control Area Sites – Applicable Selection Criteria and Total Contributions to Vegetation Complex Targets

<sup>1</sup> For information on data sources, please see Attachment 3.

<sup>2</sup> In some instances the figures appear to tally incorrectly due to rounding.



# Attachment 3

## Data Sources

A range of datasets were used in compiling the Local Bushland Conservation Planning Framework, as outlined below:

- All estimates of current native vegetation extent for the City of Bunbury were calculated using the 2006 Swan Bioplan remnant native vegetation dataset, which was manually updated by City staff based on 2013 aerial imagery at an approximate scale of 1:2,000
- Estimates of historical native vegetation extent for the City of Bunbury were calculated using the Heddle Vegetation Complex dataset as supplied by the WALGA South West Biodiversity Project
- Estimates of historical native vegetation extent for the Swan Coastal Plain were sourced from the Western Australian Local Government Association's "2013 Native Vegetation extent by Vegetation complexes on the Swan Coastal Plain south of Moore River" dataset (<http://pbp.walga.asn.au/Portals/1/Templates/docs/SCP%202013%20remnant%20veg.pdf>)
- GBRS constrained area dataset and Bulletin 1282 dataset were obtained from the Office of the Environmental Protection Authority
- All threatened and priority flora, fauna and ecological community data (N.B. including potential Carnaby's Black Cockatoo habitat mapping) was sourced from the Department of Parks and Wildlife or from previous records made by City staff and local community members
- Geomorphic Wetlands dataset and EPA Red Book Sites dataset were obtained from the WA Government's Shared Land Information Platform ([www2.landgate.wa.gov.au](http://www2.landgate.wa.gov.au))
- Greater Bunbury Region Scheme dataset was sourced from the Department of Planning.











## *Appendix 4*

### Mixed Use Case Studies



There are a number of mixed use developments which have been constructed in Bunbury. These examples provide a useful insight into the design and development process, and lessons for future developments

## Case Study 1

### Casuarina Drive / Carey Street Apartments, Marlston Hill

This development is located within Bunbury's City Centre zone on a corner site close to Victoria Street and Marlston Waterfront.

Comprising of ground floor retail space with apartments above, the Casuarina Drive / Carey Street development is a three storey concrete and steel building. It comprises of two luxury, two-storey apartments (approximately 200m<sup>2</sup> GFA) each with 4 bedrooms and 2 bathrooms, and one commercial unit located on the ground level (137m<sup>2</sup> useable floor area).

#### Mixed use benefits:

- The inclusion of apartments above ground floor allows residents to benefit from the proximity to the waterfront and mainstreet.
- It provides a much needed opportunity for intensive, high value housing in the city centre.
- The commercial units contribute to an active street frontage in a commercially viable location.
- The mix of shop and residential use enables a 24/7 occupation of the area that gives a sense of security to building occupants when they are away from their property.

Car parking for all units is accommodated on the ground floor, with access from a right-of-way off Casuarina Drive. Apartments address the two streets and ROW. There are two car parks provided per residential unit, and three bays for the commercial unit in a stacked arrangement.

Approval was sought and granted from the Department of Planning for the awnings which overhang the footpath over Crown land. The site has been subdivided and the commercial and residential units are separately titled. There is no building manager for the development.

#### Managing the mix:

- Enough flexibility was built into the design of the ground floor commercial space to allow it to later change in use and be refitted as a shop.
- The ground floor retail unit values the exposure of the ground floor space on the corner of two streets. Privacy is maintained for residential uses by being located on upper levels.
- The apartments are spacious to allow 3 bedrooms plus study or 4 bedroom configurations. Both units have two balconies (one at each floor) to capitalise on views to the street and water.
- Signage is restricted to the windows of the commercial space and a footway sign.
- Individual wheelie bins for each unit kept in the garage / storage room.



Figure 25: 35 Carey Street, Bunbury:  
The development provides inner city living opportunities in the city centre





- Each unit contains one secure lock up car bay and a second visitor bay.
- A clearly defined separate entrance is provided for access to the upper floor apartments. The public have direct access to the commercial units from the street.
- The ground floor has been built up to the site boundaries on both Casuarina Drive and Carey Street.
- The development did not comply with the required

15m setback for residential uses from Casuarina Drive so proponents submitted an Acoustic report to Council and Federal agencies. The building was designed to mitigate against any adverse noise problems created by being located on a Local Distributer Road frequented by truck movements. Bedrooms have been located to the rear of the units away from Casuarina Drive, reverse cycle air conditioning reduces the need to open windows for ventilation, and open living areas are located towards the street frontage. Doors to outdoor living spaces are set back and oriented perpendicular to Casuarina Drive to minimise noise disturbance.

Other urban design matters:

- Features including eaves, balconies and pergolas provide architectural interest.
- The Casuarina Drive eastern elevation is broken up into two parts by the central stairwell. This helps to reduce the perceived length of the development.
- A wide cantilevered verandah provides continuity around the street corner.
- Approximately half of the Casuarina Drive frontage (10m) has a blank wall behind which is tenant car parking. Some screening or decorative panels to further break up the continuous street wall could have been beneficial.
- A significant amount of glazing is used along the frontage of the commercial unit. Permanent signage could have been included on the fascia of the verandah so that window signage was limited to no more than 30% of the shop window area.

General details	
Location	35 Carey Street, Bunbury
Site form	Strata titled (3 separate titles)
Site area	336.7m²
Developer	Ray Parker
Architect / Drafter	Veen's Design Drafting Service

Dates	
Planning approval	February 2008
Building approval	February 2008
Strata plan endorsement	March 2010

Planning aspects	
Zoning	City Centre (also subject to Marlston Hill Design Guideline)
Residential Design Code	R100 at time of Development Application, now R-AC1
Maximum height	Three storeys with no more than two storeys (7.5 metres to the eaves) for any single wall height
FAR	1.25 (for R100)

Car parking	
Basement	Nil
Ground	Total - 7 spaces (stacked arrangement) 3 spaces for the commercial tenant 2 spaces per residential unit

Mix and distribution of uses	
Type of development	Multiple dwellings and office
Current uses	2 x apartments on level 1 and 2 Shop (beauty salon) on ground floor
Acoustic separation	Ground floor external concrete tilt panels 200mm thick; Upper floor external concrete tilt panels 125mm thick Floor slab between residential and office: Concrete slab with ceiling 257mm thick; Double glazed windows
Neighbouring uses	Mixed use (commercial and residential); car parking



# Case Study 2

## Marlston Quay Apartments, 7 Jetty Road, Marlston Waterfront, Bunbury

This site was the first of three ‘super-lots’ to be developed as part of the Marlston Waterfront redevelopment project bounded by Jetty Road to the north, Bonnefoi Boulevard to the east and Casuarina Drive to the west. It is located in a mixed use precinct in a prime area to the north of the City Centre on the shores of Koombana Bay. A Development Guide Plan gave direction to the mix of uses envisaged for this site and the surrounds- this included resort-style hotel accommodation, commercial, tourist, and residential activities.

The development was the first apartment complex completed at Marlston Waterfront. It comprises of three-storey buildings with a number of ground floor commercial tenancies fronting to Bonnefoi Boulevard.

### Mixed use benefits:

- Locating commercial activities along the waterfront edge provides high profile spaces for small businesses.
- The four ground floor units fronting Bonnefoi Boulevard are designed to be independent from the residential uses located above them.
- The design of the units to have direct entrance from Jetty Road provides excellent opportunities for people wishing to live and work in the same dwelling, however privacy is difficult to maintain for residential activities.

At the time of the development proposal there was concern that the provision of additional commercial floor space within Marlston Waterfront would exacerbate vacancies in the City Centre. To this effect the development was purposely designed to provide a higher proportion of permanent residences. This decision panned out well; occupation of the apartments helped to reinforce the location as a new mixed use area and added to the vibrancy of surrounding public squares, cafés and restaurants. Over time commercial tenants have followed and home-based businesses now operate out of some of the units.

### Managing the mix:

- Upper floor uses maintain a residential character.
- Ground floor uses have private courtyards or access to open space areas and upper floor units have balconies.
- A security gate is located at the entrance door to the car parking area which assists in separating the public area from the private. The gate is setback so that entering vehicles do not obstruct pedestrian movements along the footpath.
- Pedestrian access is gained through a lobby between commercial tenancies or directly from the street to the ground floor units.







- All residences have access to an internal courtyard with a communal pool, gym and garden.
- The commercial units produce little noise and are generally only occupied during business hours.
- Signage is restricted to the shopfront glazing.
- There are individual enclosed storage units and wheelie bins allocated to each unit located within two common areas of the site.

### Other urban design matters:

- Located on the Preston River Flood Plain and susceptible to flooding, the building is constructed to have a minimum finished floor level of RL 3.1 metres AHD.
- Various materials in addition to glazing are used on facades with street frontage including rendered and faced brick, glass and aluminium balustrades.
- Visually permeable fencing allows good surveillance of the street.
- Building elevations are articulated with dormer windows, balconies, screen walls and split level entrances.
- The provision of a verandah or awning over the commercial units would have given added pedestrian shelter and helped to define the entrances to buildings.
- While a 3-storey height limit is placed across the site, the roof space is well used with high pitched roofs, useable loft areas and dormer windows. Skylights to add interest to the external appearance of the roof and break up its bulk.
- The development was required to meet all parking requirements on-site and as such a large portion of the block is dedicated to surface car parking. Car parking for all units is within a secure ground floor parking garage, accessed from Bonnefoi Boulevard. While more costly, a superior outcome from an urban design standpoint would have been to place parking in a basement or semi-basement like that found on the adjoining Dolphin Bay Apartment site. This would have reduced the blank walls adjacent to the footpath facing Casuarina Drive.
- Air conditioning units and external servicing for each unit does not extend beyond the profile of the roof line.

General details	
Location	7 Jetty Road, Bunbury
Site form	Strata titled (44 separate titles)
Site area	3933m <sup>2</sup>
Developer	TRG Properties Pty Ltd
Architect / Drafter	The Planning Group Dunsborough Pty Ltd Spowers Delphs Architects (now Hassell)

Planning aspects	
Zoning	Special Use Zone 12 - Marlston Waterfront Precinct; also subject to Marlston Waterfront Precinct Development Design Guidelines
Residential Design Code	R100
Maximum height	Three storeys (nb. lofts and basement car park do not constitute a storey)
FAR	1:1

Dates	
Planning approval	March 2002
Building approval	May 2002 – October 2003
Strata plan endorsement	October 2003

Car parking	
Semi-basement	88 bays
Ground	77 residential bays
	9 visitor spaces
	2 commercial bays

Mix and distribution of uses	
Type of development	Multiple Dwellings, Office and Commercial
Current uses	6 x office units (42-61m <sup>2</sup> ) 38 x Multiple dwellings (19 x two bedroom apartments ; 5 x three bedroom apartments; 14 x three bedroom apartments with loft)
Physical separation	110mm brickwork, plasterboard clad, fibre cement lined
Neighbouring uses	Mixed use (commercial, office and residential); Club room



# Case Study 3

## 16 Wexford Lane, Bunbury

The site sits within the former grounds of the St John of God Hospital and is one of the City's earliest contemporary mixed use precincts. The site was included in a Special Use Zone in 2004 to achieve the intended built form and range of uses that were desired for this unique development precinct. This zoning also allowed the City to overcome shortfalls of the Residential Zone and the blanket "R100" residential density coding that applied across the City Centre Zone at that time.

The precinct acts as a hinge between the CBD and Spencer Street both in terms of visual prominence and land use activity. Council officers were mindful of this wider site context and correspondingly encouraged a horizontal or vertical mix of uses

including offices, consulting rooms and residential development. As the first mixed use new building in the precinct, the two storey development (a vertical mix of a ground level office and upper floor residential) is both complementary to the City Centre and of a compatible scale to surrounding residential uses.

The development is unique for its 100% site coverage and nil front and side setbacks. Over time this will establish a terrace-style strip of development along Wexford Lane which is both human-scale and relates to the buildings on adjoining sites.

### Mixed use benefits:

- The continuity of non-residential and residential development near to Spencer Street is maintained and reinforced.
- The development effectively uses a level difference from the right-of-way to locate car parking to the rear of the site. This doesn't disrupt the continuity of the commercial use.
- The residential use contributes to the activation of the streetscape through locating a balcony along the full width of the street frontage and positioning the lounge and dining room closest to Wexford Lane.
- The first floor balcony of the residential unit fronting to the right-of-way keeps areas of blank wall to a minimum and helps with passive surveillance of the space.

### Managing the mix:

- Car parking both the office and upper floor apartment is accessed from a right-of-way to the rear of the site. Car parking spaces immediately behind the subject land are also able to be used commonly by the owners/occupiers.
- The ground floor tenancy on the street are standard working hours creating no consequent after-hours noise issues for the occupiers of the residential unit above.
- Occupants and visitors have clearly defined access to their respective destinations on the site. There are two separate private entrances provided to the residential unit – one for visitors from Wexford Lane, and the other from the right-of-way. The entrance to the commercial unit is directly from the street.



16 Wexford Lane, Bunbury  
The development effectively uses a level difference from the right-of-way to locate car parking to the rear of the site





Other urban design matters:

- Roofscales are particularly important in this location as they are highly visible from the street and surrounding residential and CBD areas. A 25-32 degree pitch was required and the gabled roof adds interest to the streetscape.
- Weather protection is provided over entrances to the building.
- A central light well provides daylight to the commercial tenancy.

General details	
Location	16 Wexford Lane, Bunbury
Site form	Strata title Commercial
Site area	275m²
Developer	John Green
Architect / Drafter	Michel Greenhalgh Architect

Dates	
Planning approval	April 2006
Building approval	August 2006
Strata plan endorsement	December 2007

Planning aspects	
Zoning	Special Use Zone 26; also subject to Local Planning Policy: Former St John of God Hospital Site Design Guidelines
Residential Design Code	R-1C (now R-AC3)
Maximum height	16 metres maximum (four storeys)
FAR	3.5

Car parking	
Basement	Nil
Ground	3 (accessible from ROW) - 2 x garage

Mix and distribution of uses	
Type of development	Multiple dwelling and office
Current uses	Office on ground floor
	Apartment on level 1
Acoustic separation	Floor slab between residential and office: 200mm concrete slab; suspended ceiling with isolation mounts and an insulation of minimum 8kg/m³
	Walls between residential and office: 110mm clay brick masonry wall
Physical separation	Double brick
Neighbouring uses	Residential; Mixed use (commercial and residential)









## *Appendix 5*

### Community Facilities Audit



# Community facility and service stocktake by local area

		Local Area Planning Units												
		Bunbury	Carey Park	College Grove	Davenport	East Bunbury	Glen Iris	Pelican Point	Picton	South Bunbury	Usher	Vittoria	Withers	TOTAL
Community use	Community Halls	2	1			1			1	1			2	8
	Community Centre	1	2							1			1	5
	Arts / Cultural Centre	2												2
	Library	1											1	2
	Environment Centre/Discovery Centre	1		1										2
	Museum	1								1				2
	Cinema	1												1
	Wildlife Park									2				2
	Art Gallery	2												2
	Airport				1									1
	Sub-total	11	3	1	2	1	0	0	1	5	0	0	4	28
Education	Kindergarten, Pre-Primary and Primary													
	Public	1	1			1	2			3			1	9
	Private						1			1			1	3
	Secondary													
	Public	1		1						2				4
	Private					1	1							2
	Tertiary			2		1								3
	Sub-total	2	1	3	0	3	4	0	0	6	0	0	2	21
Government assistance / Community support services	Local Police Station	1												1
	Local Fire Station				1					1				2
	State Emergency Services		1											1
	Marine rescue	1										1		2
	Council service centre	1	1											2
	Centrelink (Department of Human Services)	1												1
	Cemetery / crematorium		1		2	1								4
	Prison / correction centre				1									1
	Citizens Advice Bureau	1												1
	Sub-total	5	3	0	4	1	0	0	0	1	0	1	0	15
Medical	Hospital													
	Public			1										1
	Private			1										1
	District Medical Centre												1	1
	Local Medical Centre									1	1			2
	Medical Specialists	8	1							7				16
	GP or Dentist single practice	4								2				6
	Sub-total	12	1	2	0	0	0	0	0	10	1	0	1	27



		Local Area Planning Units												
		Bunbury	Carey Park	College Grove	Davenport	East Bunbury	Glen Iris	Pelican Point	Picton	South Bunbury	Usher	Vittoria	Withers	TOTAL
Place of assembly	Church	6	3			3	2			6				20
	Other place of worship	4	1							1				6
	Sub-total	10	4	0	0	3	2	0	0	7	0	0	0	26
Specific purpose not-for-profit community facilities	Mental health	4	1							2				7
	Infant health									1			1	2
	Indigenous health	2	1	1										4
	Disability related facility	6	2							3				11
	Community Housing Support	3								2				5
	Employment Services	3								1				4
	Community Legal	3												3
	Seniors Facility	3	1							2			1	7
	Aged care Facility	4	5			1				4				14
	Youth facility	2	1							1			1	5
	Childcare facility		3			2	1						2	8
	Indigenous facility		2											2
	Migrant and Multicultural Facilities	2												2
	Gender specific facility	1								4			1	6
	Sub-total	33	16	1	0	3	1	0	0	20	0	0	6	80
Public amenities	Public Toilets Locations	3	2	1		4		1		6			1	18
	BBQ Areas	7	2	1		4		1		1	2		2	20
	Playgrounds	5	8	2		5	3			5	4		3	35
	Sub-total	15	12	4	0	13	3	2	0	12	6	0	6	73
Foreshore infrastructure	Boat Ramps	6				1		1						8
	Jetties	2				1		1						4
	Platforms	3												3
	Sub-total	11	0	0	0	2	0	2	0	0	0	0	0	15
Parks	Local Park	4	1	1	1	2	2	1		1	1		4	18
	Neighbourhood Park	6	6	1		6	4		1	7	2		4	37
	District Park	2	3			2		1		2				10
	Regional Park		1	2	2	1		1		3	1			11
	Regional Event Spaces	4	2		1									7
	Foreshore Reserves	4				1		1	1	2	1		1	11
	Sub-total	20	13	4	4	12	6	0	2	15	0	0	9	85



		Local Area Planning Units												
		Bunbury	Carey Park	College Grove	Davenport	East Bunbury	Glen Iris	Pelican Point	Picton	South Bunbury	Usher	Vittoria	Withers	TOTAL
Active recreation (outdoor)	Tennis Facility	1											1	2
	Number of Courts	4											15	19
	Basketball	1		2		1					2		2	8
	Number of Courts	3											4	7
	Netball												1	1
	Number of Courts												12	12
	Lawn Bowling Facility									1				1
	Number of rinks									4				4
	Skate Park	1					1							2
	Golf Course							1						1
	BMX Tracks												1	1
	Athletics (multi use, doubles as footy ovals)	1											1	2
	AFL Football Oval		1			1				1			1	4
	Cricket (multi use, doubles as hockey and soccer ovals)	1	1							2			1	5
	Number of Fields	1	1							5			1	8
	Practice nets(set)	3	3							10			8	24
	Croquet	1											1	2
	Hockey field (multi-use)												1	1
	Rugby oval	1											1	2
	Football (Soccer)		1							1			1	3
	Number of Fields									4				4
	Badminton												1	1
	Archery / shooting				2									2
	Motor racing track				4									4
	Flying				1									1
	Horse racing track		1											1
	Trotting track		1											1
	Water Polo												1	1
	Surf Club	1												1
	Volleyball	1												1
	Boat Club	5												5
Active recreation (indoor)	Indoor Recreation Facility					2							1	3
	Swimming pools												3	3
	Yoga Studios	4												4
	Gym	4				2				1			1	8







A coastal landscape featuring a grassy foreground, a paved road, and a blue building with a green roof. In the background, there is a blue ocean under a blue sky with light clouds. A teal text box is overlaid on the right side of the image.

## *Appendix 6*

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