

CITY OF BUNBURY

Local Planning Strategy (Amendment 3)



Endorsed by the
Western Australian Planning Commission

1 APRIL 2025

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Consultation with the respective Local Government Authority should be made to view a current legal version of the Strategy.

Please advise the Department of Planning Lands & Heritage of any errors or omissions in this document.

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Strategy Amendment No. 3
City of Bunbury Local Planning Strategy
Housing Theme Update

May 2024

Cover image: City of Bunbury

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Certification:	7 October 2024	Replacing 'State Planning Code Regulations' with 'R-Codes'	KDS
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Endorsement:			

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Certification, Recommendation & Endorsement

Advertising

In accordance with regulation 12(4) of the Planning and Development (Local Planning Schemes) Regulations 2015, the City of Bunbury Local Planning Strategy Amendment No. 3 was certified for advertising on the 21st day of November, 2024.

Signed for and on behalf of the Western Australian Planning Commission:

An officer of the Commission duly authorised by the Commission (pursuant to the <i>Planning and Development Act 2005</i>)	 Signed:
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Local Government Recommendation

In accordance with regulation 14(2) of the Planning and Development (Local Planning Schemes) Regulations 2015, by resolution of the City of Bunbury at its ordinary meeting of the Council held on the *Twenty-fifth* day of *February* 2025 (Decision Number: 23/25), the City of Bunbury Local Planning Strategy Amendment No. 3 is supported:

- (a) without modifications
- (b) ~~with modifications.~~

WAPC Endorsement

Endorsed by the Western Australian Planning Commission on the First day of April 2025 :

An officer of the Commission duly authorised by the Commission (pursuant to the <i>Planning and Development Act 2005</i>)	 Signed:
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Summary Information

Proposal

Strategy TEXT:	<p>a) Amending Strategy Text (Part One – Housing Theme) by:</p> <ul style="list-style-type: none"> i) 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 ii) adding and modifying strategy text boxes appearing on page 24 under ‘Strategies’ iii) adding and modifying text on page 24 that provides the detail associated with each numbered strategy, as set out in the amending pages of this document.
Strategy MAP:	<p>b) Modifying the Housing Theme Strategy Map by:</p> <ul style="list-style-type: none"> iv) including identified ‘Housing Focus Areas’ (extract from Local Housing Strategy 2021) as a graphic insert.

State Planning Framework

State Planning Strategy:	State Planning Strategy 2050, WAPC
Regional Strategies and Policies:	Bunbury Geopraphe Sub-regional Strategy 2022, WAPC
Region Scheme:	Greater Bunbury Region Scheme 2008, WAPC
Other:	-

Local Planning Framework

Local Planning Strategy:	City of Bunbury Local Planning Strategy (2018)
Local Planning Scheme:	City of Bunbury Local Planning Scheme No. 8 (LPS8)
Other (as relevant):	City of Bunbury Local Housing Strategy 2021

1 Background

1.1 Purpose of a Local Planning Strategy

Prepared in accordance with the Planning and Development (Local Planning Schemes) Regulations 2015 a local planning strategy is required to:

- set out the local government's long term planning directions
- apply state and regional policies
- provide the rationale for the zones and other Scheme provisions.

The City of Bunbury Local Planning Strategy (LPS) was endorsed by the Western Australian Planning Commission (WAPC) in 2018. It undertakes the following:

- 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 a purpose, functions and principles of land use planning and design
- presents a guiding rationale for Local Planning Scheme No. 8 (LPS8)
- provides a context and framework for Council actions and prioritisation.

1.2 Amending a Local Planning Strategy

The City of Bunbury's LPS establishes a flexible principles based approach to strategic planning throughout the life of LPS8 in order to ensure that the Scheme remains relevant and aligned with the rationale that guided its preparation. Accordingly in appropriate circumstances, as determined by the WAPC, the LPS may be amended in accordance with Part 3 of the Planning and Development (Local Planning Schemes) Regulations 2015.

1.3 Spatial Context

The LPS extends over the administrative jurisdiction of the City of Bunbury which occupies a land area of 65.7km² and is located 175km south of Perth.

The City of Bunbury is home to approximately 32,500 people (ABS 2021) and forms an integral part of the Bunbury Metropolitan Area as recognised within the Bunbury Geopraphe Sub-regional Strategy (Figure 1).

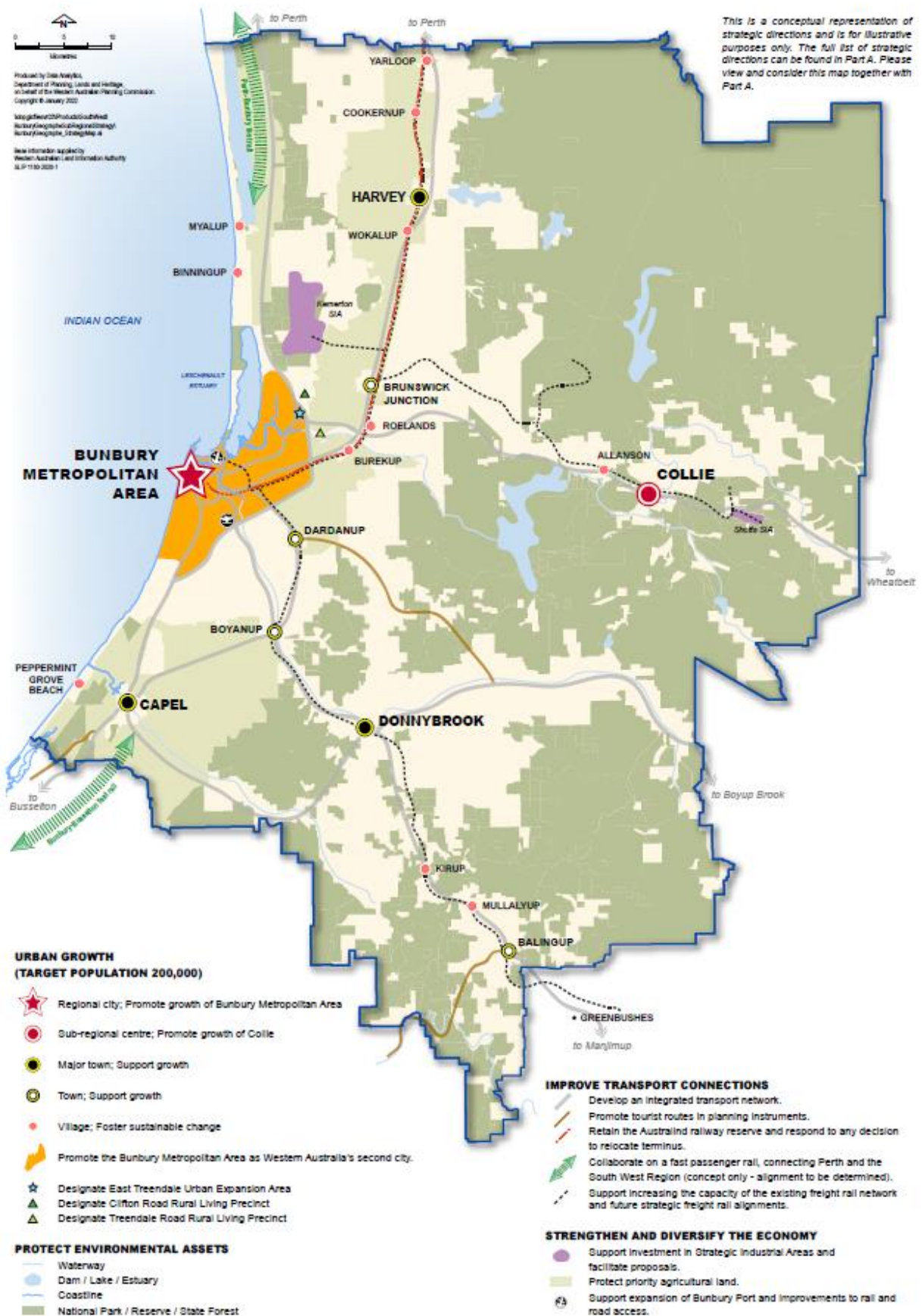
1.4 Planning Context

The City of Bunbury LPS is required to be consistent with the State Planning Framework. The guiding principles of the following overarching strategy and policy documents are of particular relevance to the amendment proposal:

- (a) State Planning Strategy 2050
- (b) Bunbury Geopraphe Sub-regional Strategy 2022
- (c) Greater Bunbury Region Scheme 2008.

Figure 1: City of Bunbury and Surrounding Area

Strategy map



Source: Bunbury-Geographe Sub-regional Strategy 2022

The Strategic Community Plan is the Council's highest level policy document and recognises key priority areas with which the LPS is to remain aligned. In implementation the LPS endeavours to deliver outcomes that reflect priority area objectives identified within the Strategic Community Plan (largely through the translation of spatial intent to LPS8). Amendments proposed to the LPS and any resultant changes to other planning instruments forming part of the local planning framework are expected to retain consistency with the Strategic Community Plan (as updated from time to time).

1.5 Strategy Amendment Procedure

The proposed amendment has been prepared by the City of Bunbury and is to be progressed in accordance with Part 3 of the Planning and Development (Local Planning Schemes) Regulations 2015.

Subject to certification by the WAPC, in proceeding with the amendment the proposal is to be advertised for public comment for a period of not less than 21 days. On completion of public advertising, the strategy amending documentation is to be referred back to Council together with submissions received for further consideration. Council is then required to determine to either:

- (a) support the local planning strategy amendment as proposed, or
- (b) support the local planning strategy amendment with proposed modifications to address issues raised in the submissions.

The strategy amending documentation, along with the schedule of submissions (and a schedule of modifications if relevant) is then referred to the WAPC for its consideration and endorsement as a revision to the LPS.

1.6 Community and Stakeholder Consultation

Once the WAPC provides certification to the local government (allowing public advertising of the proposed amendment), public notices will be placed in locally circulated newspapers once a week for at least two consecutive weeks and the proposed amendment referred to all relevant state government agencies and publicly advertised for comment during a formal advertising period of not less than 21 days. Council must consider any submissions received during the public advertising period prior to making their recommendation to WAPC.

Public advertising dates and submission forms can be downloaded from the public notices and advertisements page of the City of Bunbury's website at www.bunbury.wa.gov.au. Submissions can be lodged during the public advertising period in person at Council's administration centre located at 4 Stephen Street, Bunbury, or alternatively posted to:

Chief Executive Officer
City of Bunbury
PO Box 21
Bunbury WA 6231

Submissions can also be emailed to: info@bunbury.wa.gov.au

2 Proposal

2.1 Rationale for Strategy Amendment

The City of Bunbury Local Housing Strategy (LHS) was adopted in 2021¹ and serves to enhance and supplement information contained within City of Bunbury LPS 2018. Prepared by City of Bunbury staff in consultation with key stakeholder groups and the local community the LHS considers the housing needs of the City over the next 15 to 20 years. In implementation it seeks to encourage the development of a mix of housing types within suitable locations of the City in a manner that respects local amenity and established character.

The formulation of the Local Housing Strategy was prepared generally in accordance with the Western Australian Local Government Association's Local Government Housing Strategy Guide (WALGA, draft 2017), and prior to its adoption consultation was undertaken in line with a Communication and Engagement Plan and this included:

- survey responses / comment via the City's social pinpoint platform
- community and BGCCI briefings
- individual stakeholder teleconferences and meetings
- advertising via social and printed media²
- direct email and mail contact.

The adopted LHS incorporates 'Actions' and identifies housing 'Focus Areas' within which further planning investigations are to be undertaken. While activities associated with a number of the stated actions have commenced, in order to provide greater statutory weight to key aspects of the LHS an amendment is proposed that modifies and updates existing text and mapping within LPS Part 1 - Housing Theme. In particular the amendment seeks to:

- (a) recognise identified Focus Areas
- (b) demonstrate support for a greater diversity of housing types
- (c) facilitate better alignment between housing supply and demand.

The Focus Areas identified for further investigation and review (with respect to potential for an increase in the housing yield, range and diversity) are listed below and captured within Figure 2 overleaf.

Focus area 1 - Regional Centre

Focus area 2 - Regional Centre frame area:

2.1 Contained between Spencer St, Blair St, Cornwall St and Strickland St

2.2 Homemaker Centre

2.3 Back Beach precinct

Focus area 3 - Bunbury Forum District Centre frame area

Focus area 4 - Bunbury Transit (Train) Station

Focus area 5 - Glen Iris District Structure Plan Area

Focus area 6 - Usher (Tuart Brook) Structure Plan Area

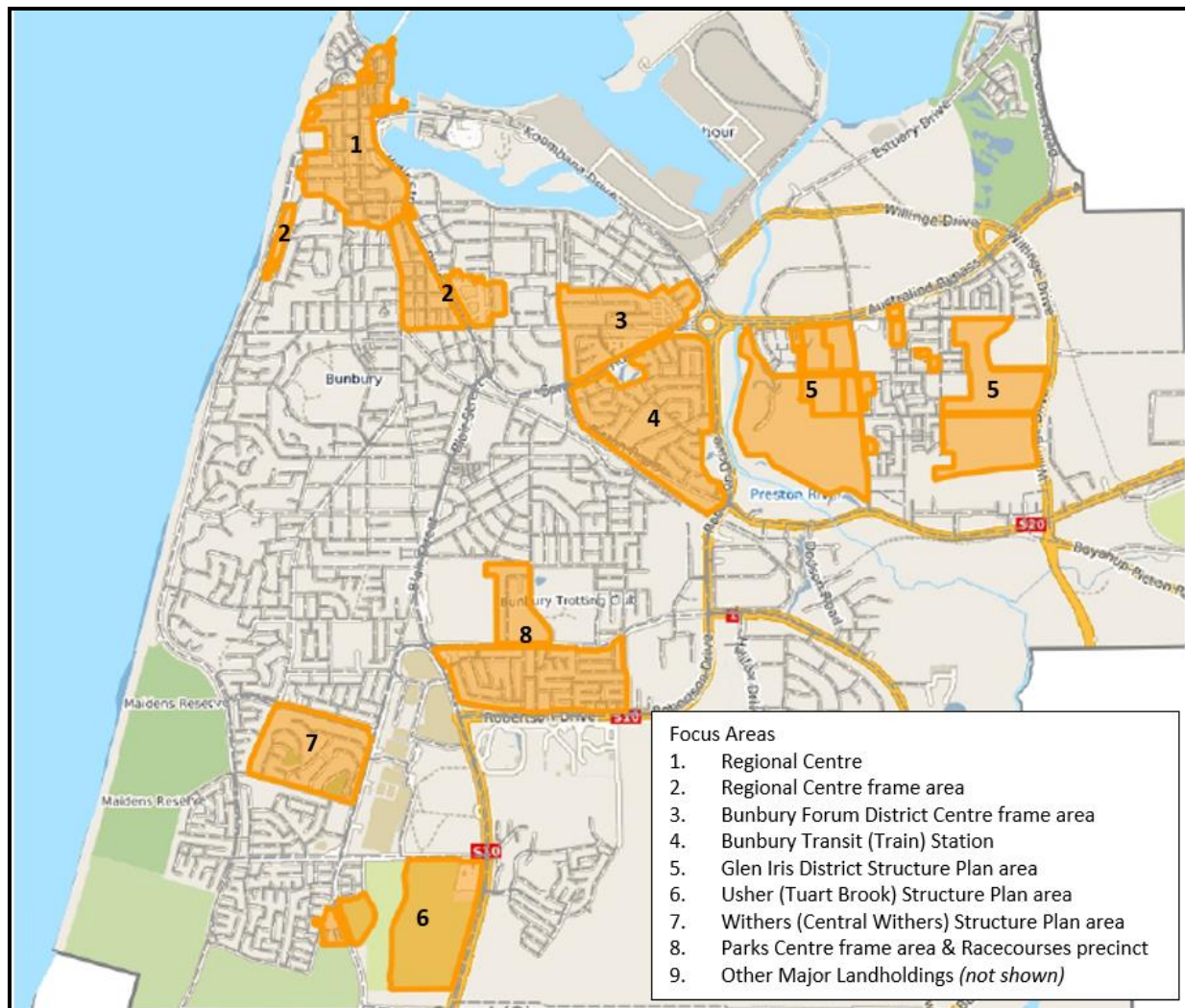
Focus area 7 - Withers (Central Withers) Structure Plan Area

Focus area 8 - Parks Centre frame area, including the Racecourses Precinct

Focus area 9 - Other major land holdings or consolidated sites

¹ The Local Housing Strategy 2021 may be viewed on /downloaded from the following City of Bunbury webpage:
<https://communityconnect.bunbury.wa.gov.au/housingstrategy>

² Formal advertising took place between 8 February 2021 – 22 March 2021.

Figure 2: Housing Focus Areas

City of Bunbury Local Housing Strategy 2021

The LHS intends that:

“Accommodating further growth in the above areas will allow the areas retained at lower density to maintain a balance in the mix and availability of housing type. It is intended that the resulting mix will provide a range of choice for families with dependents while enabling growth in the city centre and other activity centres to provide different opportunities for all sectors of Bunbury’s community, especially singles and older residents looking to downsize within the local area.”

Investigations into matters such as movement and transport, zoning changes and development controls are anticipated to be undertaken (over a short, medium or long term) to guide future development within each Focus Area. The City’s main structure planning areas are included as these offer the best opportunity to increase potential housing yields while at the same time delivering a comprehensively planned and well serviced community. Planning response(s) will be further informed by consultation with the community and key stakeholders at the appropriate time.

The adopted LHS and the changes proposed to be introduced into the LPS align with strategic directions of the Bunbury-Geopraphe Sub-regional Strategy (BGSrS), most notably:

Theme - Growth:

2. Provide for the growth of the sub-region’s population to 200,000 by identifying sufficient residential and employment land to cater for this target population.

3. *Recognise the broader aspiration for a population of 300,000 in the subregion and respond to accelerated rates of growth by identifying additional residential and employment land, through regular monitoring and updating the Strategy as required.*

Theme – Urban Settlement:

10. *Promote a consolidated urban form for the Bunbury Metropolitan Area through urban infill and increased residential densities around activity centres and other areas identified in a local planning strategy, while respecting heritage values and the distinctive character of each locality.*

2.2 Scope of Amendment

(a) LPS Part 1 - Housing Theme Text

- i) The “MOST STRONGLY RELATES TO” text box that appears to the left on page 23 is proposed to be updated under the sub-heading ‘Relevant Local strategies, plans or policies’ to acknowledge the preparation and adoption (by the City) of the Local Housing Strategy 2021. Reference to the ‘Bunbury-Geographe Sub-regional Strategy 2022’ is also intended to be added below the sub-heading ‘Relevant State strategies, plans or policies’. As some of the documents listed under this heading have also been revised or updated since 2018 their publishing dates are removed, and an asterisk inserted to reflect an ‘as updated’ status.

Housing

MOST STRONGLY RELATES TO:

Relevant State strategies, plans or policies:

- State Planning Strategy 2010 (2014)
- SPP 3.0 Urban Growth and Settlement (2006)
- SPP 3.1 Residential Design Codes (2013)
- SPP 4.2 Activity Centres for Perth and Peel (2018)
- Useable Neighbourhoods (Edition 4 October 2007, 2009 update)
- Greater Bunbury Strategy 2011 and Sub-regional Structure Plan (2013)
- South West Regional Planning and Infrastructure Framework (March 2014)
- Activity Centres for Greater Bunbury Policy (April 2012)

Relevant Local strategies, plans or policies:

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

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

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

2

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.

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.

Modify list

Add Local Housing Strategy 2021

as updated

- ii) Strategies relevant to Intentions 2A, 2B and 2C appearing on page 24 are proposed to be modified as follows:

Strategies 2A-1.1 and 2A-2.1 promote higher residential densities in and around designated activity centres and along mixed use activity corridors. While this general intent remains valid and relevant, restricting residential densities to a maximum of R20 in all other locations limits opportunities for both increased housing yields to occur in greenfield/structure planning settings, and for residential infill to become a significant source of new housing. In keeping with the strategic directions adopted in the Bunbury-Geographe Sub-regional Strategy and the thrust of the LHS, it is proposed to remove the reference to a 'Base Code R20' and replace this with more flexible wording that facilitates a range of both low and medium densities:

Base R20 coding
Accommodate low and medium density in residential areas while safeguarding residential character

Intention 2B 'Housing Diversity and Need' is proposed to be supplemented with an additional strategy '2B-5.1' that is intended to demonstrate support for initiatives that emerge aimed at delivering greater housing choice.

Facilitate greater housing choice

Intention 2C 'Residential Character' is proposed to be supplemented with an additional strategy '2C-3.1' that demonstrates support for initiatives that, in appropriate circumstances, facilitate consideration of variances to minimum and average lot sizes.

Applying variations to minimum standards in appropriate circumstances

While adding strategies 2B-5.1 and 2C-3.1 encourages the development of initiatives that assist in delivering greater housing choice and opportunity in accordance with recommendations of the LHS, it is recognised that since the strategy's adoption in 2021 the State has investigated significant time in preparing and instigating changes to the Residential Design Codes that in part seek to deliver similar outcomes. Following a period of implementation, monitoring and review of outcomes driven by the recently revised Residential Design Codes will assist in gauging to what extent developing additional initiatives may be required/suitable.

- iii) Text on page 24 that provides the detail / action underpinning each strategy is proposed to be modified as follows (where ~~red~~/strikethrough text is intended to be deleted and **blue** text is new):

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 ~~(and nowhere else)~~.

Strategy 2A-2.1:

Respecting established character, ~~Apply a base R-Code of R20~~ **balanced** range of low to medium (R40) density over all residential **zoned** 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.**

Strategy 2B-4.1:

Assist the State government in the preparation of **population and settlement** ~~housing-need~~ studies and implementation of related projects ~~as identified ('actions') within the Greater Bunbury Strategy. as contemplated by the Bunbury-Geographie Sub-regional Strategy.~~

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.

Strategy 2C-2.1:

In planning for new residential neighbourhoods ensure ~~that any residential density coding above R20 is applied only within an easy walking distance from an activity centre, and that sufficient~~ residential or mixed-use land adjacent to or in the vicinity (walkable pedshed) of an activity centre is ~~always~~ appropriately coded for medium or high residential density.

Strategy 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.

(b) LPS Part 1 - Housing Theme Strategy Map

- iv) Housing Focus Areas, as identified within the Local Housing Strategy 2021 (captured within this report as Figure 2) are intended to be recognised within a new graphic insert placed upon the Housing Theme Strategy Map at Page 25.

2.3 Summary of Amendment

In accordance with the Planning and Development (Local Planning Schemes) Regulations 2015, the City of Bunbury requests that the WAPC amend the LPS at Part 1 - Housing Theme by:

(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

as set out within the Amending Pages of this report.

Amending Pages

- i) Modifying the “MOST STRONGLY RELATES TO” text box on page 23 by revising and updating the list of documents under the sub-heading ‘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, such that the page appears as follows:

Housing

2

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-Geographic 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:

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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.

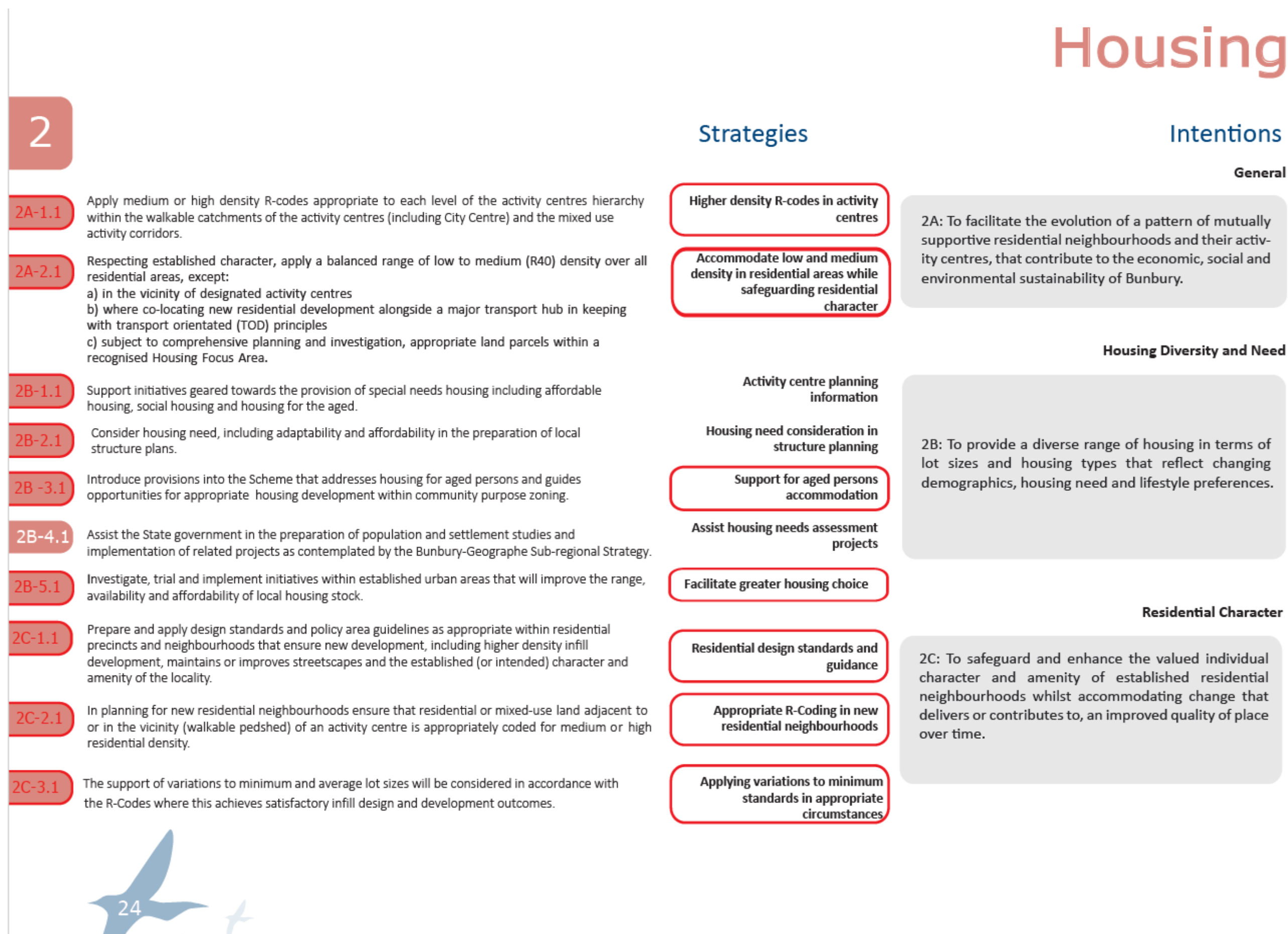
Using a trend-based estimate for future demand, LPS-ACN provided the following projections:

- 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.

- ii) Adding and modifying strategy text boxes appearing under 'Strategies', and iii) Text that provides the detail associated with each numbered strategy on page 24, such that the page appears as follows:



iv) Modifying the Housing Theme Strategy Map on page 25 by including identified ‘Housing Focus Areas’ as a graphic insert, such that the page appears as follows:

