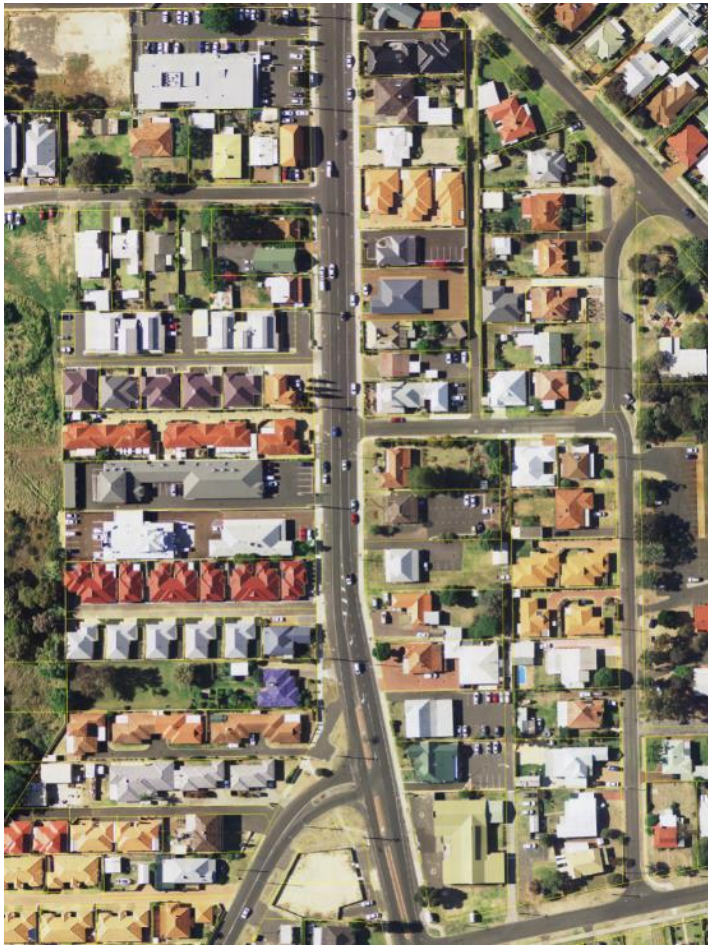
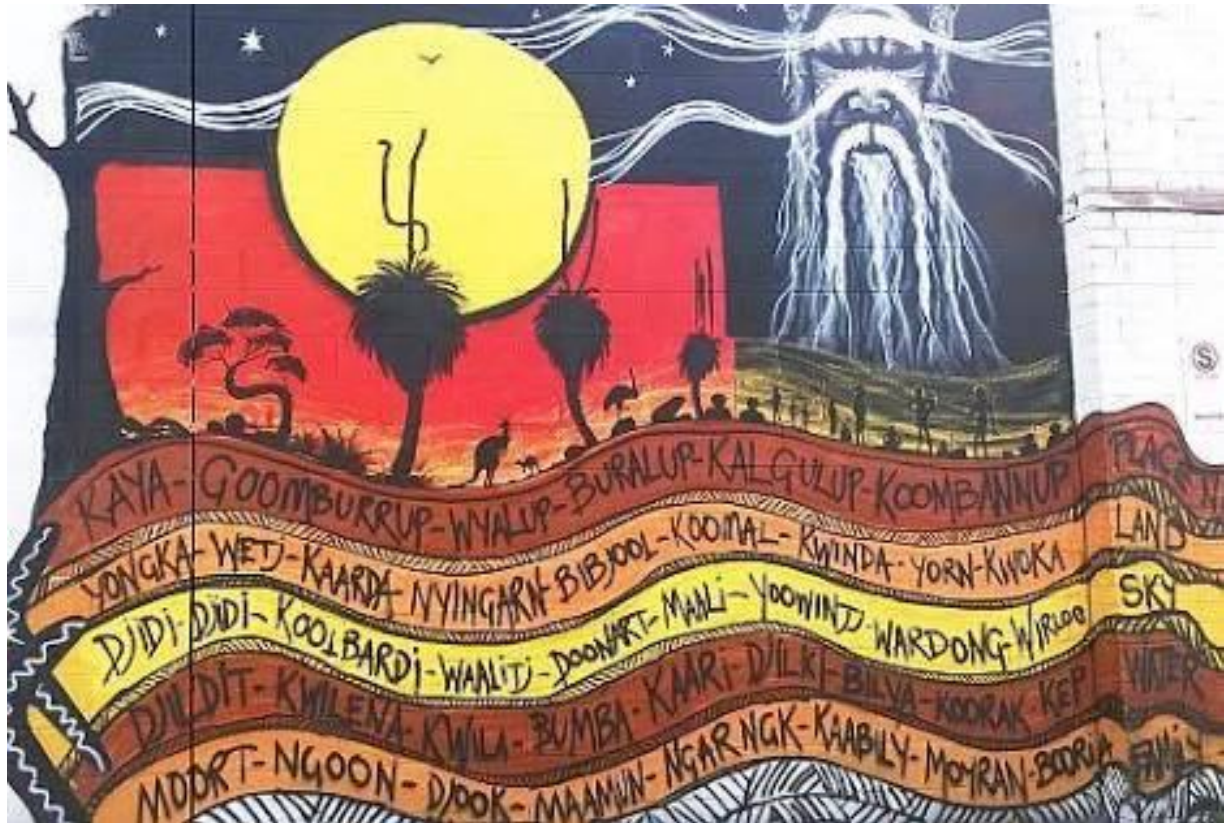


Local Housing Strategy 2021



Council Adoption: 18 May 2021



Acknowledgement of Country

The [City of Bunbury](#) (“the City”) recognises the [Wardandi Noongar](#) people as the traditional owners of the land upon which the City is situated and respects the ongoing relationship these original Custodians and traditional owners have with their land.

The City is committed to achieving genuine reconciliation in the community through strong relationships, recognition of traditional landowners and celebration of our rich cultural diversity and history.

The City acknowledges the cultural importance of Welcome to Country and Acknowledgement of Country for Wardandi Noongar people and its importance to Bunbury’s heritage and identity.

Executive Summary

Housing is a human right that affords people dignity. These human rights are protected by a number of international human rights treaties, including the [International Covenant on Civil and Political Rights \(ICCPR\)](#), the [International Covenant on Economic, Social and Cultural Rights \(ICESCR\)](#), and the [Convention on the Rights of the Child \(CRC\)](#).

Every person has the right to an adequate standard of living, which includes the right to adequate housing (ICESCR, article 11).

The right to housing is more than simply a right to shelter, it is a right to have somewhere to live that is adequate. Whether housing is adequate depends on a range of factors including:

- legal security of tenure
- availability of services, materials, facilities and infrastructure
- affordability
- accessibility
- habitability
- location, and
- cultural adequacy.

Housing in Bunbury is diverse, being located in an extremely accessible and well-serviced part of the Greater Bunbury region. The current housing stock ranges from multi-storey apartments in our city centre to modest and historic single storey dwellings in most residential suburbs and imposing waterfront homes around the Leschenault Inlet and at Pelican Point.

There are however inadequacies in respect to the availability, affordability and suitability of housing in Bunbury.

With the Bunbury-Geographe sub-region growth expected to have a population of around 200,000 by 2050 and 300,000 in the long term (draft [Bunbury-Geographe Sub-regional Strategy](#), WAPC 2020), the City of Bunbury needs to properly plan for the needs of both current and future residents, to address the social needs of our community that appropriate housing provides and to secure Bunbury as Western Australia's second city and the primary regional city for the South West.

The City of Bunbury Local Housing Strategy is a 15 to 20 year plan to guide the quantity, appropriate location, form and type of future residential development. The Local Housing Strategy has been developed through key stakeholder and community engagement and analysis of various factors that will influence residential development including:

- The current and emerging policy and context
- Current and projected population - scale and composition
- Current supply and demand for housing, including affordable housing, for all sectors of the community
- Recent history of dwelling production, approvals and uptake
- Planned future growth
- Development infrastructure, policy and environmental challenges for new housing in Bunbury.

The Local Housing Strategy builds on the planning principles and direction as set out in the City's [Local Planning Strategy](#) (CoB; 2018) and [Local Planning Scheme No. 8](#) (CoB; 2018), both adopted in 2018.

A detailed review into the ultimate housing potential under the existing planning framework under Local Planning Scheme No. 8 revealed that between 9,147 and 16,616 new houses can be

accommodated in the existing urban zoned land in Bunbury, and over 60% of that can be achieved in urban infill locations.

The Strategy establishes that in terms of strategic direction any additional new housing (to that already provided under existing residential zones) should largely be contained into the following 9 focus areas:

Focus area 1 - Regional Centre

Focus area 2 - Regional Centre frame area:

2.1 Contained between Spencer Street, Blair Street, Cornwall Street and Strickland Street;

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

Directing additional housing in these focus areas will allow residential densities in the surrounding suburbs to remain largely unchanged, and therefore maintain a balanced mix of housing. The resulting housing options will provide a choice for future Bunbury residents, enable growth in the city centre and around walkable catchments of other activity centres, retain Bunbury's character and to provide different opportunities for all sectors of Bunbury's community, especially singles and older residents to remain within their community.



The focus areas have been specifically identified recognising due to their proximity to activity centres and transit routes (and therefore opportunities to access employment, education, shopping, services and facilities), their redevelopment potential or because the land is undeveloped. The objective of planning and reviewing these focus areas is to increase the number of residents and housing choices beyond that which is currently planned for.

Whilst the outcomes of the focus area investigations are unknown, it is the City's clear intention to increase the number and range of future housing well above the 9,147 to 16,616 new houses that can be accommodated under the current 'business as usual' scenario.

It is also the Strategy's objective to accommodate 60% of this housing within greyfield sites.

The Local Housing Strategy is an advisory, not a statutory, document intended to recommend and guide decisions and approaches to current and future housing needs and to flag issues for further investigation. Over time the City's Local Planning Strategy, Local Planning Scheme (text and zones) and housing-related Local Planning Policies will be reviewed in line with this Strategy. This will include discussions with the Department of Planning, Lands and Heritage in finalising the Bunbury-Geographe Sub-regional Strategy, to consider regional variations to the Residential Design Codes and to provide greater flexibility in the planning framework in order to increase the range and opportunities for new and innovative housing.

A wide range of other initiatives are promoted in this Strategy that will assist in increasing the range and opportunities of new housing in Bunbury and to enable a better match of housing types to the existing and future community needs.

In order to implement the Strategy, the City will advocate to and work with Government, landowners and the housing and construction sectors. This is particularly important as the State can assist in facilitating the required planning and intervention in addition to owning significant landholdings in the identified focus areas.

The City will also work with those sectors to influence investment into transport improvements, infrastructure and employment growth in order for Bunbury to become the State's second city and first Digital City, recognising that future-ready jobs are a necessary catalyst to grow the region.

The Strategy advocates for a high-quality built form and more affordable and sustainable housing. It also builds on Local Planning Strategy's direction to focus on creating walkable communities, focussed around activity centres and quality open spaces. It is also recognised that the City will also need to incrementally improve the public realm and increase tree canopy cover in order to maintain and improve Bunbury as a desirable and liveable city, that compliments its role as Western Australia's second city.

Housing Fast Facts



72,000 people in the Bunbury urban area



37,800 people employed in the Bunbury urban area

\$488,000 Perth average house costs

\$348,000 Bunbury average housing

\$1,641 Perth household average weekly income

\$1,197 Bunbury household average weekly income



32,670 people live in Bunbury
2.4 average household size



13,613 dwellings in Bunbury
87% dwellings are within 5km of the city centre



74% houses are single dwellings



82% of houses are 3+ bedrooms



30% of homes are occupied by one person



27% of the population are over 55



18% of people have a disability



3.5% Aboriginal and Torres Strait Island population



8,265 families
1.8 average children per family



Family Composition:
44% couple without children
35% Couple with children
19% One parent family



9,147 to **16,616** potential new houses



This new housing will be:
40% on greenfield sites
44% on urban infill sites
16% in the city centre

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1.0 Introduction

The purpose of the Local Housing Strategy is to establish a strategic framework to guide and provide for the City of Bunbury's current and future housing needs. The Local Housing Strategy was developed in consultation with key stakeholder groups and the local community.

The Local Housing Strategy is important because:

- The Bunbury-Geographe region's population is expected to more than double to 200,000 people by 2050 and around 39,700 new homes will be required to accommodate the region's population growth (draft [Bunbury-Geographe Sub-regional Strategy](#)). The City of Bunbury will have a greater responsibility to maximise the housing opportunities and yields in all greyfield¹ and greenfield sites and to support the vitality of the city centre
- Housing affordability is recognised as a growing problem across the Greater Bunbury Region
- Our community is changing with less people living in each house and an ageing population (ABS 2016 Census), and
- There is a need for a mix of housing choices to suit the changing population.

One of the primary purposes for developing a housing strategy is to ensure that the supply of housing meets the current and future needs of the community. A housing strategy can help achieve this by being able to better inform strategic planning documents, including a Local Planning Strategy and Scheme. Local Government strategic planning instruments can have a widespread impact upon local housing outcomes. Land use planning controls, for example, can be used to promote a mix of housing types, or alternatively offer developers incentives which encourage the development of particular dwelling types.

It is also important to acknowledge the role of the State and other non-government organisations in the supply of affordable, State housing, social rented housing, emergency and crisis accommodation and addressing homelessness. Whilst it is recognised that local government has a role in working with relevant agencies, and similar such housing providers, this largely remains a responsibility of the State government, under the framework of the [WA Housing Strategy 2020 – 2030](#) (Department of Communities; 2020) and associated strategies and action plans.

Extensive research was undertaken on important issues to develop a Local Housing Strategy that is relevant for Bunbury.

The key objectives of the Local Housing Strategy are to:

1. Demonstrate leadership as to how the City of Bunbury can promote Bunbury as Western Australia's second city, as a genuine urban alternative to Perth
2. Provide the next steps in guiding strategic direction for Council, developers and the community in relation to urban growth areas, residential densities, design and housing issues in the City
3. Facilitate the efficient use of land for residential development (and protecting the environment) throughout the City of Bunbury and within and around the Bunbury city centre
4. Facilitate a mix of housing choices to accommodate all ages and diverse lifestyles
5. Ensure sustainable and environmentally responsible residential development is delivered throughout the City of Bunbury

¹ Unlike brownfields, greyfields usually have no need for site remediation. Furthermore, they predominantly lie between the more vibrant inner city housing market and recently developed greenfield suburbs, and therefore provide greater access to employment, public transport and services than the latter zone. Greyfields have become a key target for intensive redevelopment by the state government planning agencies in their future capital city development strategies.

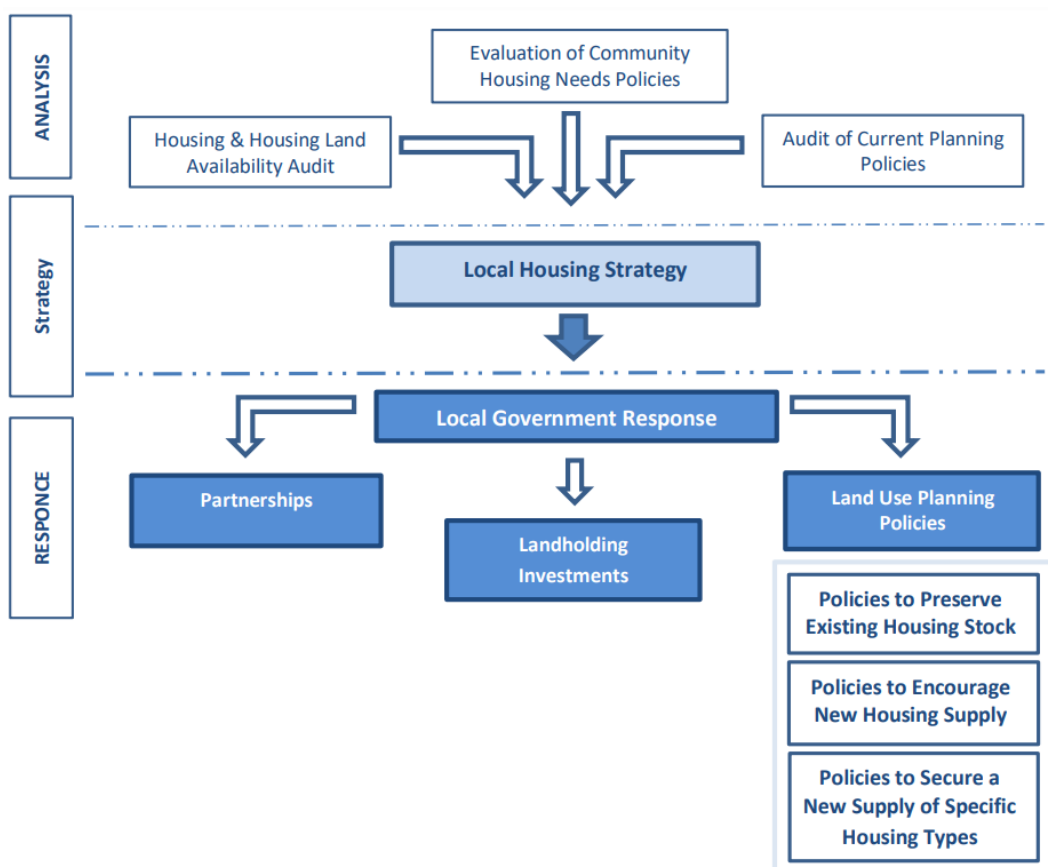
6. Identify locations which have the capacity to accommodate population growth and change, and
7. Support and identify the specific work required to review the City's Local Planning Scheme No. 8 (LPS8).

The Bunbury community were initially invited to complete a survey and/or provide comment via the City's social pinpoint platform in November 2020 and again in February/March 2021.

These comments have been considered and incorporated in the drafting of this Strategy.

The Local Housing Strategy will guide future decision making, including potential changes to the [Local Planning Strategy](#), LPS8, Local Planning Policies, scheme amendments and on major development proposals (refer Figure 1).

Figure 1 – Local Housing Strategy Components and Outcomes



2.0 Existing and Emerging Housing Considerations

2.1 General

The Local Housing Strategy is a strategy for addressing the housing needs of the City of Bunbury community over the next 15 to 20 years. This is chiefly done by encouraging a mix of housing types that are appropriate for the future Bunbury community. By ensuring that suitable housing is built in appropriate locations, the strategy will enable the City to preserve and enhance its character.

Bunbury is an area of predominantly low-density housing. Original consultation during the preparation of LPS8 and the Local Housing Strategy identified a preference that the City's low-density suburban areas remain relatively unchanged. In conjunction, the proposal for intensifying development in activity centres, major public transport corridors and transport nodes has been generally well received.

Transport corridors under consideration include Bussell Highway, Sandridge Road, Blair Street and Spencer Street. Major transport nodes include the city centre bus station, College Grove hospitals and education super campus and Bunbury train station.

A range of structure plans, activity centre plans, development plans and action plans, have been prepared for the city centre, Bunbury Centrepont, Tuart Brook, Glen Iris, the Racecourses precinct and South Moorlands area. The City is also working with the Department of Communities on the central Withers suburban revitalisation project and the Bunbury Development Committee on the Glen Iris District Structure Plan.

The Local Housing Strategy is an advisory, not a statutory, document intended to recommend and guide decisions and approaches to current and future housing needs and to flag issues for further investigation. This may require amendments to the Local Planning Strategy. LPS8 remains the principal instrument through which local planning and development control is exercised.

2.2 Regional Context

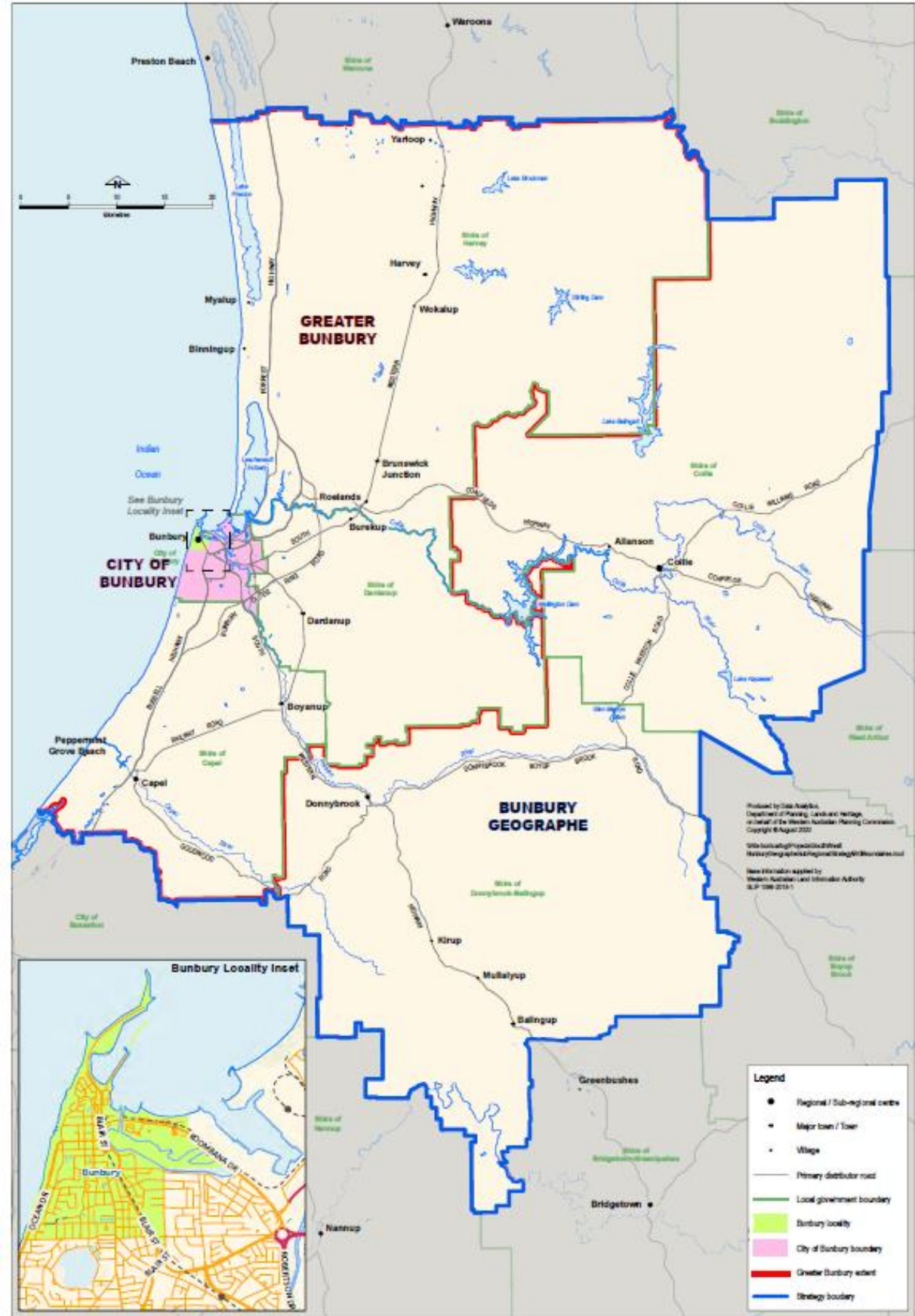
The Noongar Aboriginals have lived continuously in this area for at least 35,000 years. Prior to British settlement Noongar people maintained a stable and successful society. Since settlement the landscape and dominant society of the sub-region has transformed. Despite the challenges of change Noongar people in the region have maintained strong connection to boodja, kaartdijin and moort (country, knowledge and family).

The South West region is one of the 10 planning regions in Western Australia defined by the *Planning and Development Act 2005*. The South West region comprises the local governments listed below; the WAPC's South West Regional Planning and Infrastructure Framework groups these into three sub-regions, as follows.

| Sub-region | Local Governments |
|---------------------|---|
| Bunbury-Geographe | Bunbury, Harvey, Dardanup, Capel, Collie, Donnybrook-Balingup |
| Leeuwin-Naturaliste | Busselton, Augusta-Margaret River |
| Warren-Blackwood | Boyup Brook, Bridgetown-Greenbushes, Nannup, Manjimup |

The Bunbury-Geographe sub-region covers 6,146 square kilometres of land in WA's South West region. At 30 June 2019, the sub-region had an estimated resident population of 107,700 (refer Figure 2).

Figure 2 – Regional Context



(Source: Bunbury-Geographe Sub-regional Strategy – Bunbury Regional Extents)

2.2.1 Greater Bunbury

The City of Bunbury is Western Australia's second city and regional city for the South West region. The coastal port city is located 175km south of Perth, Western Australia.

Greater Bunbury is defined by the Western Australian Planning Commission's [Greater Bunbury Region Scheme](#) and comprises the local government areas extent of the City of Bunbury, Shire of Capel, Shire of Dardanup and Shire of Harvey.

The City of Bunbury occupies a land area of 66 square kilometres, which is 47% of the 139 square kilometres that currently comprises the Bunbury urban area (refer Figure 3). This contiguous urban area includes the City of Bunbury and adjoining suburban areas in the Shires of Harvey (Australind and Leschenault), Dardanup (Eaton) and Capel (Dalyellup).

Approximately half of all people living in the South West, the State's most populous region outside metropolitan Perth, reside in the Greater Bunbury region. The total population of the Bunbury urban area is around 72,000 people, 45% of whom reside in the City of Bunbury itself, which has reached a population of over 32,670 (ABS; 2016 Census).

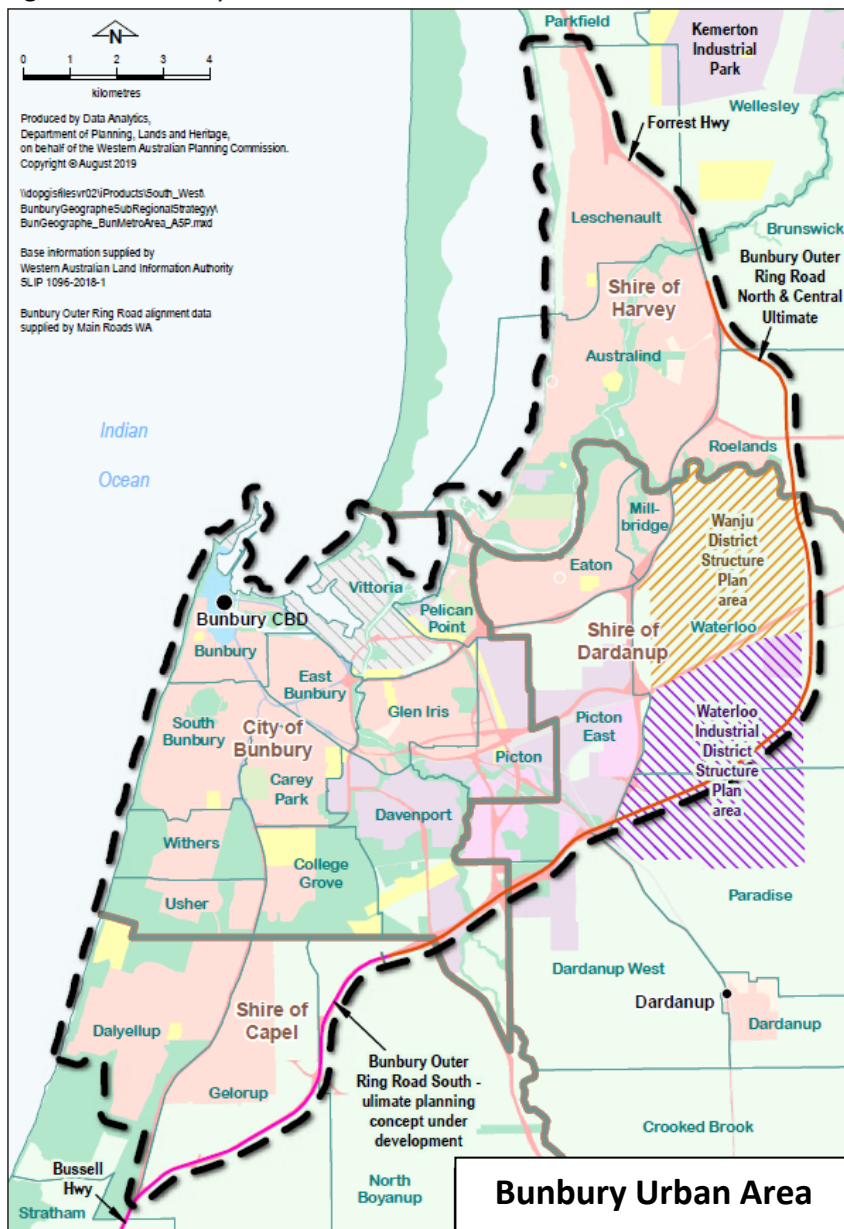
In addition to its established residential neighbourhoods, the City of Bunbury encompasses significant employment areas located in the city centre, port and industrial precincts. With the exception of the Shire of Dardanup, adjacent Shires within the broader Bunbury urban area mainly comprise dormitory suburbs with a smaller proportion of retail, commercial and industrial activities. The outlying rural areas are focussed on primary production, mining and tourist activities and all contribute to a diverse and robust economy.

Overall, new employment opportunities are expected to have the strongest bearing on population growth in Bunbury and its surrounds over the next 20 to 30 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.

The need for effective urban planning is driven in part by population growth. When the population 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 and can access education, services and facilities, so the most acute population growth pressures are frequently associated with a strong economy.

The City's [Local Planning Strategy](#) (CoB; 2018) states that the main strategic planning intention for managing population growth is to accommodate it in the most sustainable and practicable manner.

Figure 3 – Bunbury Urban Area



2.2.2 Bunbury-Geographe Sub-Region

The Bunbury urban area is the sub-region's largest urban settlement, covering 223 square kilometres of land. At 30 June 2020, the Bunbury urban area had an estimated resident population of 75,155, making it the most populous urban area in regional WA.

The Bunbury-Geographe sub-region has experienced major growth and change over the past few decades and Bunbury has grown into a major population centre and serves not only as the administrative hub for the South West region, but also as the State's second city. Since 2001, the development of new residential estates such as Dalyellup, Glen Iris and Treendale has driven an increase to Bunbury's population by approximately 65%.

New residents are attracted to the area by its economic opportunities, beautiful natural setting and strong communities. Together these characteristics comprise an attractive lifestyle.

Bunbury and other major centres are complemented by a diverse and productive rural hinterland, with a network of inland towns offering diverse lifestyle options and close linkages to the sub-region's broad economic base.

Bunbury-Geographe Sub-Regional Strategy

The draft [Bunbury-Geographe Sub-regional Strategy](#) (WAPC; 2020) was released by the Western Australian Planning Commission in November 2020 for public comment (refer Figure 4).

This overarching planning document sets out a coordinated and visionary approach to guide future planning within the local government areas of Bunbury, Dardanup, Capel, Harvey, Collie and Donnybrook-Balingup.

The Sub-regional Strategy promotes an intervention-led approach and plans for Bunbury-Geographe to reach its full potential in the years ahead and introduces a range of significant changes to the planning regime, largely focused around elevating Bunbury's status and increased population and job targets, including:

- Promote Bunbury as Western Australia's second city, offering a range of employment and services as a genuine urban alternative to metropolitan Perth
- Adopt a target population of 200,000 by 2050; to be used as a reference point by State agencies/authorities when considering the delivery of infrastructure and services
- Adopt an aspirational long-term population of 300,000
- Promote consolidation of the existing urban areas of Bunbury

It sets out to achieve this by including an aspirational vision of the place:

"In 2050 Bunbury-Geographe is a diverse, dynamic, creative, vibrant and connected region, that is recognised for its quality of life, environmental values and sustainability. The sub-region has a robust and diverse economy that is adaptive and offers enviable liveability."

To help arrive at this vision, the Sub-regional Strategy outlines a set of Principles to act as guideposts and to inform Strategic Directions that detail the specific steps to be taken.

In respect to housing, the Strategy establishes the principal to promote a diverse urban form to cater for a range of lifestyle options and affordable housing choices. Options include houses and units at varying densities and in a range of settings: inner urban, coastal suburban, hinterland towns and rural living. Additionally, it promotes a diverse urban form in order to maintain the areas lifestyle and retain the affordability benefits of living in regional WA.

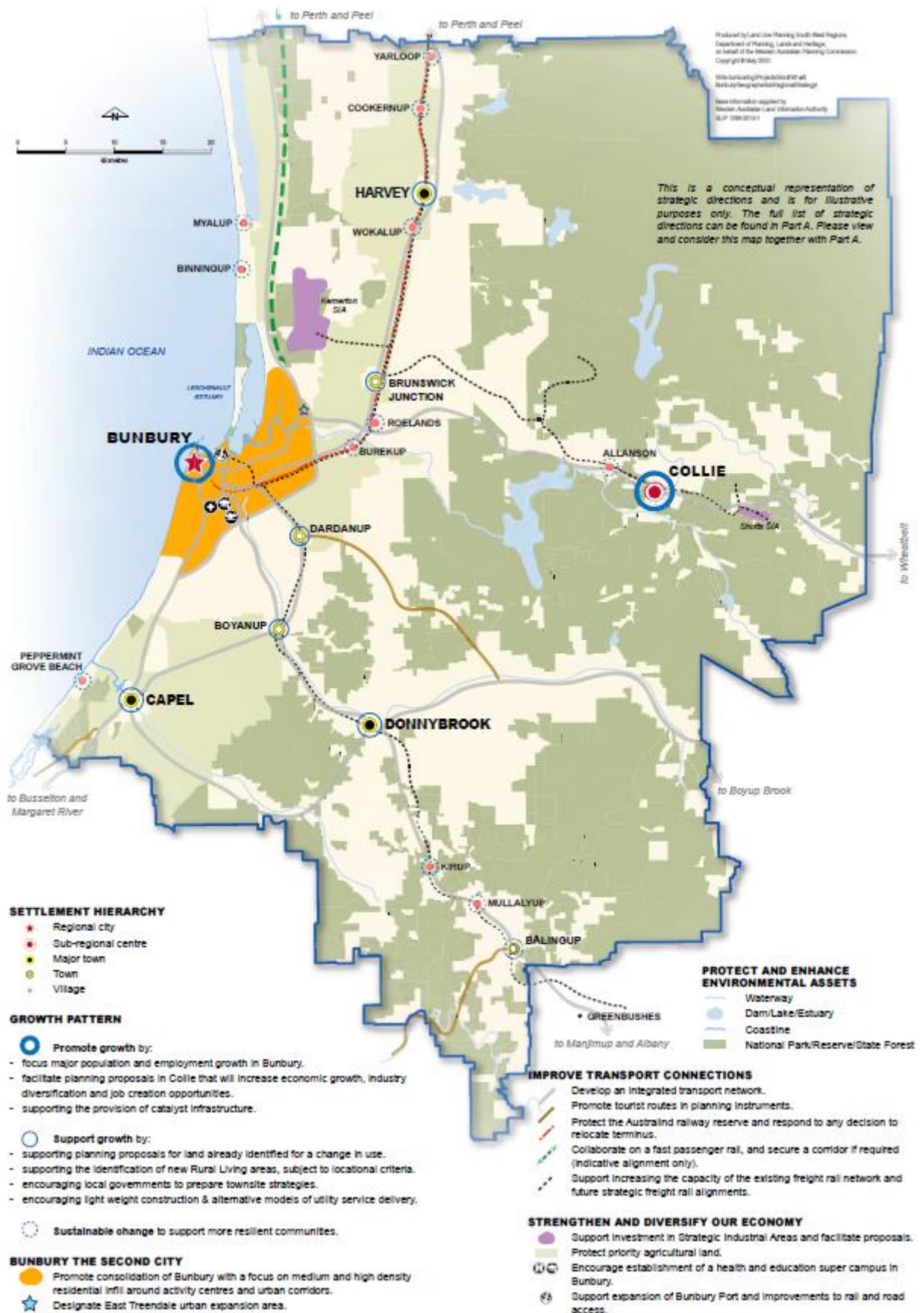
In order to achieve this the following strategic directions are established:

- Promote Bunbury as Western Australia's second city, offering a range of employment and services as a genuine urban alternative to metropolitan Perth
- Support a multi-government agreement such as a City Deal or Regional Deal for Bunbury-Geographe and potentially other parts of the South West region
- 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
- Recognise the broader aspiration for a population of 300,000 in the sub-region and respond to accelerated rates of growth by identifying additional residential and employment land, through regular monitoring.
- Promote the growth of Bunbury as a Regional City by focusing major population and employment growth in Bunbury
- Promote the consolidation of Bunbury with a focus on medium and high-density residential infill around activity centres, while respecting heritage values and the distinctive character of each

locality

- Support greenfield development in locations that have already been zoned or committed for residential purposes and have ready access to existing infrastructure and services
- Encourage and incentivise lightweight construction methods to reduce demand for sand fill
- Encourage new developments, including those in infill areas, to be more waterwise and create climate resilient public open space, sporting grounds and recreational venues
- Reinforce the activity centre hierarchy for Greater Bunbury outlined in the WAPC's Activity Centres for Greater Bunbury Policy
- Ensure an adequate supply of industrial and commercial land across the sub-region to facilitate local employment
- Adopt a presumption against planning proposals within areas identified to be affected by coastal hazards
- Adopt a presumption against planning proposals within areas identified to be affected by flooding
- Support intensification of land use only where bushfire risk can be understood to be low and/or capable of being appropriately mitigated
- Support initiatives to connect and link Bunbury to the hinterland towns to create an integrated network, including public transport and regional bike network connection
- Protect the Australind railway reserve and collaborate with State Government agencies on the potential relocation of the terminus to central Bunbury
- Collaborate with State Government agencies on planning for a potential fast passenger rail connecting Perth and the South West Region
- Support increasing the capacity of the existing freight rail network and future strategic rail network
- Encourage organisations to undertake a comparative analysis when deciding on the allocation of resources between Bunbury-Geographe and other areas of the State
- Direct future urban growth to locations that are well serviced by existing infrastructure networks
- Support the provision of sufficient utility, transport, health, education, and community infrastructure/services to cater for a growing population and economy across the sub-region
- Collaborate with infrastructure providers to audit current capacity of electricity, water and sewer infrastructure to help quantify existing growth capacity and thresholds for upgrades
- Acknowledge the cumulative impacts of individual land developments throughout the sub-region on the Bunbury-Geographe lifestyle
- Encourage local governments to protect local character by preparing and implementing design standards that require new development in existing urban areas to maintain and improve the streetscape and amenity of the locality. This can include the use of local planning schemes to vary the requirements of the R-Codes
- Embrace the Bunbury-Geographe lifestyle as a key attraction for new residents and visitors to the sub-region
- Recognise and value the sub-region's unique and connected communities
- Inclusively align with and respect Aboriginal and historic heritage.

Figure 4 - draft Bunbury-Geographe Sub-regional Strategy – Strategy Area



Local government also has the responsibility to implement the Strategy Directions through their respective local planning strategies. Once the Sub-Regional Strategy is finalised this Local Housing Strategy can be used to update the relevant sections of the City's Local Planning Strategy.

To address this [Bunbury-Geographe Sub-Regional Strategy](#) vision, direct Government and private sector intervention will be required to increase employment, infrastructure investment and make better use of urban land. All of this will be within a context of a maintaining the lifestyle of the region and a more sustainably balanced environment.

The Local Housing Strategy response therefore needs to critically review the planning framework around housing supply so that it can maximise the potential of appropriate housing. This is expected to result in changes to the local planning framework including the City's Local Planning Strategy, Local Planning Scheme No 8 and to the planning of integrated transport networks and services.

ACTION 1: City of Bunbury will work with the Department of Planning, Lands and Heritage to input into Bunbury-Geographe Sub-regional Strategy and to review and respond to the Strategy Directions through amendments to the City's Local Planning Strategy.

2.2.3 Growth of Regional Centres

In May 2020 the Australian Government released a response to the recommendations of the 2018 Parliamentary (Alexander) Inquiry into the Commonwealth's role in the development of cities. The Commonwealth Government have agreed in principle for a national settlement strategy incorporating a national vision for our cities and regions for the next 50 years, which will be a key plank to drive the growth of regional cities.

This Inquiry recognises that in the regions *"they support centre growth and catalytic investment where it contributes to decentralisation – specifically supporting investment in community infrastructure and improved rail links."*

This aligns with the direction of the draft Bunbury-Geographe Sub-regional Strategy and Bunbury's aspiration to be Western Australia's second city. The Sub-regional Strategy properly recognises that intervention is required at an all of government level to prioritise Bunbury for investment, infrastructure and growth. This effectively will mean that some of the State's projected population growth will be re-directed from metropolitan Perth and Peel.

Infrastructure WA released the 'A Stronger Tomorrow' State Infrastructure Strategy [Discussion Paper](#) (Infrastructure WA; 2020), which will facilitate ongoing collaboration with industry around the future strategic planning, funding and provision of major infrastructure projects across the State.

Historically, infrastructure funding and prioritisation has often been caught up in political cycles, without a coordinated and future-focused approach based on solid population growth forecasts and alignment with land use planning frameworks.

Strategic land use planning and the development of a State Infrastructure Strategy go hand in hand and will be critical in achieving the government's urban consolidation targets and maximising the value of infrastructure investment.

The State Infrastructure Strategy [Discussion Paper](#) says the following under major regional centres.

"Despite its size, Western Australia does not have any regional cities that are major secondary population centres of over 200,000 residents. Western Australia's two largest regional cities – Greater Bunbury and Mandurah – are both expected to exceed a population of 100,000 well before 2040...."

A second major city could be a feature of Western Australia's development over the next 20 years and beyond. For a region to support a major population centre, it needs to have an appropriate economic base, with associated employment opportunities. transportation links, essential infrastructure and access to health, education, justice and housing services, as well as environmental impacts, will all be important factors."

The City of Bunbury strongly supports Bunbury being recognised as Western Australia's second city.

ACTION 2: City of Bunbury continue to advocate for Bunbury to be recognised as Western Australia's second city.

2.2.4 Regional Lifestyle

'Lifestyle' is often identified as a major determinant as to why people choose to live in the South West and regional towns such as Bunbury. It is fundamental that the ultimate population levels and negative impacts of amenity, the environment, community and congestion do not undermine the reasons why people want to live and work in this region.



Koombana Foreshore and Marlston Waterfront

The following lifestyle factors and values are important in establishing individuals and business's decision making framework as to why they should establish / relocate into Bunbury and the South West.

- Bunbury has comparative incomes to Perth (Perth average weekly income of \$1,589 compared to Bunbury average weekly income of \$1,429), but with significantly lower house prices (Perth Metro average of \$478,000 compared to Greater Bunbury average of \$348,000) ([REIWA Market Update December 2019 Quarter](#)). That means that residents have a significantly greater disposable income compared to the metropolitan area
- Employment: Bunbury has a diverse \$5 billion economy supporting an estimated 37,800 jobs
- Housing choice: Bunbury has a wide range of housing choices that cover off affordable, heritage, apartments, canal, suburban living, residential lifestyle lots, rural-residential and rural land options. Across the wider Bunbury-Geographe region there are small to large settlements with access to the countryside, the ocean, waterways and the natural environment
- Connectivity: Bunbury has a deep-water port with freight and rail networks and only 2 hours

from Perth. Bunbury is 40 minutes from the Busselton-Margaret River Regional Airport. Broadband connectivity can be improved with higher speed connections. Owing to the relatively small urban footprint people have small commutes/travel for daily trips and lower household transport costs

- Interconnected to regional hinterland of interconnected towns and the Busselton-Margaret River Region
- Natural environment: Bunbury-Geographe has internationally significant natural areas, sport and recreation infrastructure and networks, clean air, a good climate and within the SW biodiversity hotspot, which are all natural attractors
- Tourism/Events: In addition to its natural attractions, Bunbury has access to regional cycle and walk trails, national and state forests, beaches and surfing
- Social capital and infrastructure: retail, services, art, quality education (public/private primary, secondary and tertiary options) and health services contribute to Bunbury's community closeness and cohesion and opportunities to immerse into local culture.

In the context of the Bunbury-Geographe Sub-regional Strategy needing to *“retain, protect and leverage our regional character and the Bunbury-Geographe lifestyle”*, greater consideration needs to be given with how we balance the societal and environmental values and attributes with significant economic growth and development within this sub-region and the wider South West. This is particularly important for the Bunbury urban area as it is for the relationship to the rural hinterland and supporting network of towns.

The City and its community also need to carefully consider and incorporate Bunbury's regional character and sense of place so as to avoid it replicating the suburbanisation failures of Perth.

It is recognised that Bunbury's residents are closely connected to their town and are sensitive to change. Bunbury can be characterised by heritage buildings, compact city centre, large open spaces and gardens, and low-density housing – and residents want to maintain many of these aspects that make Bunbury special in the first place. For this reason, there can be resistance to change and new development, which is why it is essential to seek community input early in any planning and development process.

2.2.5 Covid-19 Impacts on Housing and Urban Form

COVID-19 potentially could have a lasting impact on urban life. There is a cultural shift to working from home that could reinvigorate suburban centres and a renewed focus on 20-minute walkable neighbourhoods. Movement systems are also being challenged with public transport patronage being replaced by other modes of transport including cycling and scooters.

The economic downturn and social distancing measures are also changing the way we interact with others and the places we frequent in our community. The impacts of the pandemic and long-term lasting change on the ways our city and suburbs operate is largely unknown.

Across Australia, thousands of people used to commuting to bustling city business districts each day are now working from their suburban homes and in regional areas.

It is expected a sustained cultural shift towards locally sourced goods and services combined with an increased presence of on-line goods and services. Working from home will also continue even after the pandemic had passed.

For Bunbury a much higher expectation will be placed on quality affordable housing with good access to high amenity areas and local services, recreation areas and café/restaurants. This will require

investment into digital technology, improvements to the public realm, accessibility and public transport, together with flexibility and mixed-use zoning to allow for a greater level of local diversity and vibrancy.

There is a massive change in technology which has been building up. The fourth industrial revolution will be based around technology in the home and workplace. Cities such as Bunbury will transform yet again with remote working, automated and smarter workplaces, renewables and electric vehicles and trackless trams. This will translate to city centre areas providing less space to car parking and what should be a further lowering of the minimum parking required for new development.

Government COVID-19 recovery financial incentives, such as WA's building bonus scheme for new home builds, and changes to taxation have a potential to disrupt housing supply and demand.

2.3 State Policy Context

The State policy context relevant to the Local Housing Strategy and housing related matters is contained in Appendix 1 State Planning Context.

2.4 Housing Market Influences and Perceived Needs

2.4.1 Housing Growth Projection - WA Tomorrow

Over the last 15-20 years the population for the City of Bunbury increased from 28,564 people in 2001 to 32,670 people in 2016 ([ABS Census](#)). Over this period the city and suburbs have been witness to incremental change and infilling of new houses (see aerial below illustrating infill in Carey Park over 20 years).

Carey Park - 2000



Carey Park 2020



In 2020 Department of Planning, Lands and Heritage released revised [WA Tomorrow](#) (2020) population estimates for Western Australia, including breakdowns for Local Government Authorities. Using WA Tomorrow mid-range 'Band C' projection the City of Bunbury's estimates is as follows:

Table 1 - WA Tomorrow Population Estimates

| Population Estimates | 2016 | 2021 | 2026 | 2031 |
|-----------------------------------|---------|---------|---------|---------|
| City of Bunbury Population | 32,670 | 32,780 | 34,030 | 34,640 |
| % change | - | 3.3% | 3.8% | 1.8% |
| Annual Growth (averaged P/A) | - | 0.92% | 1.21% | 0.80% |
| Bunbury Dwellings | 13,613 | 13,658 | 14,179 | 14,433 |
| Greater Bunbury Region Population | 100,390 | 104,985 | 112,500 | 120,420 |

Previous WA Tomorrow estimations projected a population of 34,600 by 2026 – and this figure has been revised down to 34,030. That is 4.1% growth over 10 years and 6% growth over 15 years, which is well below the State average.

WA Tomorrow projections over a consecutive 5-year period translate to adding between 9-104 new dwellings per year to meet these population projections.

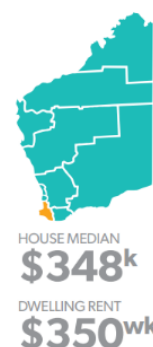
The City's building department have issued building permits for around 98 new dwellings per annum (over the last 5 years (2015-2020), which regularly exceeds these WA Tomorrow projections.

These above estimates are also well below the City's Local Planning Strategy projections of a resident population of 36,800 by 2026.

2.4.2 Housing Costs

The median Bunbury sale price in 2019 was \$348,000 ([REIWA.COM Market Update December 2019 quarter](#)). This represented a growth of 0.9% to the median sale prices from the latest quarter and a 22% fall in sales activity.

The overall median weekly rent in the area was at \$350 per week, which is \$10 higher than the September 2019 quarter.



2.5 City of Bunbury Strategy Framework

2.5.1 City of Bunbury Strategic Community Plan 2018-2028

The City of Bunbury [Strategic Community Plan](#) outlines the long-term vision, values, aspirations and objectives of our community over the next ten years.

The Plan is part of the integrated planning and reporting framework legislated under the Local Government Act 1995. The framework requires each local government to engage with its community to understand local priorities and aspirations, and subsequently develop a plan for the future. The Plan reflects the community's aspirations and priorities established through various community engagement strategies, which have been mapped into four key themes and goals and 19 high-level objectives.

Theme 1: Our community and culture

Goal: A safe, healthy and cohesive community, with a rich cultural life, and supportive social environment.

Objectives:

- 1.1 A community where people are safe and feel safe
- 1.2 An active community, able to access a wide range of sporting, recreation and leisure options
- 1.3 A welcoming community, where diverse cultures are valued, and residents have a sense of belonging
- 1.4 Arts, culture, heritage and events that enrich our understanding and enjoyment of life, celebrate our identity and bring the community together

- 1.5 Establish Bunbury as the most accessible regional city in Australia
- 1.6 A community that provides for the particular needs of the young and the old

Theme 2: Our economy

Goal: A thriving and dynamic economy, that plays to its strengths, and confidently presents to the world.

Objectives:

- 2.1 Bunbury builds on its competitive advantages, supports innovation and celebrates business success
- 2.2 Bunbury is known far and wide for its strengths as a place to live, visit and do business

Theme 3: Our places and spaces

Goal: A natural and built environment that reflects Bunbury's core values.

Objectives:

- 3.1 A city that is easy to get around with attractive streetscapes and pathways
- 3.2 An irresistible city centre, with thriving businesses and a vibrant inner-city residential community
- 3.3 High-quality urban design, well-planned neighbourhoods with housing choice, and appropriate provision for diverse land uses to meet the community's needs
- 3.4 Minimised risk of flooding through effective management that has regard to the impacts of climate change
- 3.5 Efficient use of resources, particularly water and energy, with minimum waste and efficient disposal
- 3.6 The public health and amenity of the community is protected
- 3.7 Management of significant natural areas which provides for human enjoyment while protecting habitat and environmental values for generations to come

Theme 4: Our City

Goal: Civic leadership, partnerships and sound governance in delivering with and for the community.

Objectives:

- 4.1 A passionate advocate for the community, with strong partnerships to amplify the outcomes that can be achieved
- 4.2 A highly-engaged and involved community, working together on strategy development and implementation
- 4.3 Trusted leadership and robust decision-making
- 4.4 A skilled organisation, which exercises responsible asset stewardship, sound financial management, and exemplary customer service

2.5.2 Second City / Digital City

Australia is being transformed by a vastly changing digital landscape that is redefining economies, how we live and work as well as the social fabric of our communities. Those countries and regions with the technological infrastructure to support automation are forging ahead at the expense of traditional practice economies. The concentration of population, employment and education opportunities in a single capital city is contributing to a growing inequity in outcomes for regional Western Australia.

The City is seeking State government commitment to accelerate investment in the City of Bunbury as the state's Second City and the first regional Digital City of Western Australia in order to deliver jobs and industries of the future.

Through foundations of lifestyle and affordable living, regional Western Australia, and Bunbury specifically, has a unique capacity to compete when attracting talent, investment and industries where the quality of life for workers is a key driver. The co-location of technology infrastructure,

industries in need of transformation, and the workforce able to create new opportunities through artificial intelligence (AI) and digital solutions, will establish Bunbury as the first Digital City of Western Australia.

This will require government and industry to work together to diversify State and regional economies, to transform traditional industries and establish Bunbury as a hub for creating jobs of the future. This Digital City strategy has many lasting benefits, including:

- Diversify the Western Australian economy away from traditional industries prone to automation towards new industries, creating future jobs for regional communities
- Accelerate the translation of research and innovation into applied outcomes by co-locating those able to solve new and old world problems with AI, automation and digital technologies
- Extend new technology and infrastructure requirements into a regional 'hub-and-spoke' model to enable future AI and cloud-edge compute capabilities where they are most needed
- Reverse the rural-urban drift towards capital cities, creating a more sustainable, affordable and diversified Western Australia.

This is significant in respect to the Local Housing Strategy, as job growth will directly translate into an increased demand for housing. This is consistent with the interventionist approach set out in the draft [Bunbury-Geographe Sub-regional Strategy](#) (WAPC; 2020).

2.5.3 Local Planning Strategy

The City of Bunbury [Local Planning Strategy](#) (CoB; 2018) was adopted in 2018, along with the gazettal of [Local Planning Scheme No. 8](#). These planning instruments guide the City framework for growth and decision making for at least the next 10 years, or until they are reviewed.

Residential modelling and planning in the Local Planning Strategy was underpinned by the [Activity Centres and Neighbourhoods Strategy](#) (LSP-ACN, 2010) which sought to facilitate a network of mutually supportive residential neighbourhoods and activity centres that contribute to the economic, social and environmental sustainability of Bunbury.

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

- The total number of dwellings in the City is likely to increase by 24% from 13,444 to some 16,670 by 2026 (a 24% increase), or from 32,300 to 40,000 people 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 forecast of future demand as it was designed to be sufficiently flexible to respond to whatever actual situation unfolds. It was the intent of the Local Planning Strategy to consolidate this established approach, which was regarded as well placed to address relevant 'challenges' identified within the [Greater Bunbury Strategy](#) (WAPC; 2013) and draft [Bunbury-Geographe Sub-regional Strategy](#).

In addition to the city centre and three activity corridors, the LPS-ACN illustrates a hierarchical pattern of existing and proposed district, neighbourhood and local activity centres. 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 to Housing

The LPS-ACN also identified and sought to capitalise on the complementary and 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 (including housing for the aged) was located within the walkable catchments of activity centres – and nowhere else.

This approach will also increase the number of households within easy walking distance of activity centres, with commensurate reductions in car dependency, to the benefit of both residents and business operators in and around those centres.

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 Bunbury urban area (refer Figure 3). As such, Bunbury's demographics and housing characteristics are somewhat different to those of the wider region.

The Local Planning Strategy summarises the prevailing trends most relevant to housing in Bunbury as follows:

- steady population and dwelling growth over time
- ageing of the population
- 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.

Relevant Local Planning Strategy Objectives

The following relevant housing-related intentions and strategies have been adapted from the Local Planning Strategy:

| Intention | Strategy | Detailed Description |
|---|--|--|
| 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. | 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 (including City Centre) and the mixed use activity corridors (and nowhere else). |
| | Base R20 coding | Apply a base R-Code of R20 over all residential areas, except those areas in the vicinity of activity centres to which an appropriate higher R-Code will apply. |
| 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. | Activity centre planning information | Support initiatives geared towards the provision of special needs housing including affordable housing, social housing and housing for the aged. |
| | Housing need consideration in structure planning | Consider housing need, including adaptability and affordability in the preparation of local structure plans. |
| | Support for aged persons accommodation | Introduce provisions into the Scheme that addresses housing for aged persons and guides opportunities for appropriate housing development within community purpose zoning. |
| | Assist housing needs | Assist the State government in their preparation |

| | | |
|---|--|---|
| | assessment projects | of housing need studies and implementation of 2B-4.1 related projects, as identified ('actions') within the Greater Bunbury Strategy. |
| 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. | Residential design standards and guidance | 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. |
| | Appropriate R-Coding in new residential neighbourhoods | 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 of activity centres is always coded for medium or high residential density. |

These intentions and objectives remain contemporary in the context of this Local Housing Strategy.

The Local Planning Strategy proceeds to describe the following housing trends.

Residential Units

The City's fairly modest population growth of some 1,360 persons projected for the period 2016 – 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 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 was one of the key strategic tasks for the Local Planning Strategy and Scheme.

How housing density is to be controlled under the LPS and the Scheme is indicated in the Housing Strategy map (refer Figure 5).

Housing Need

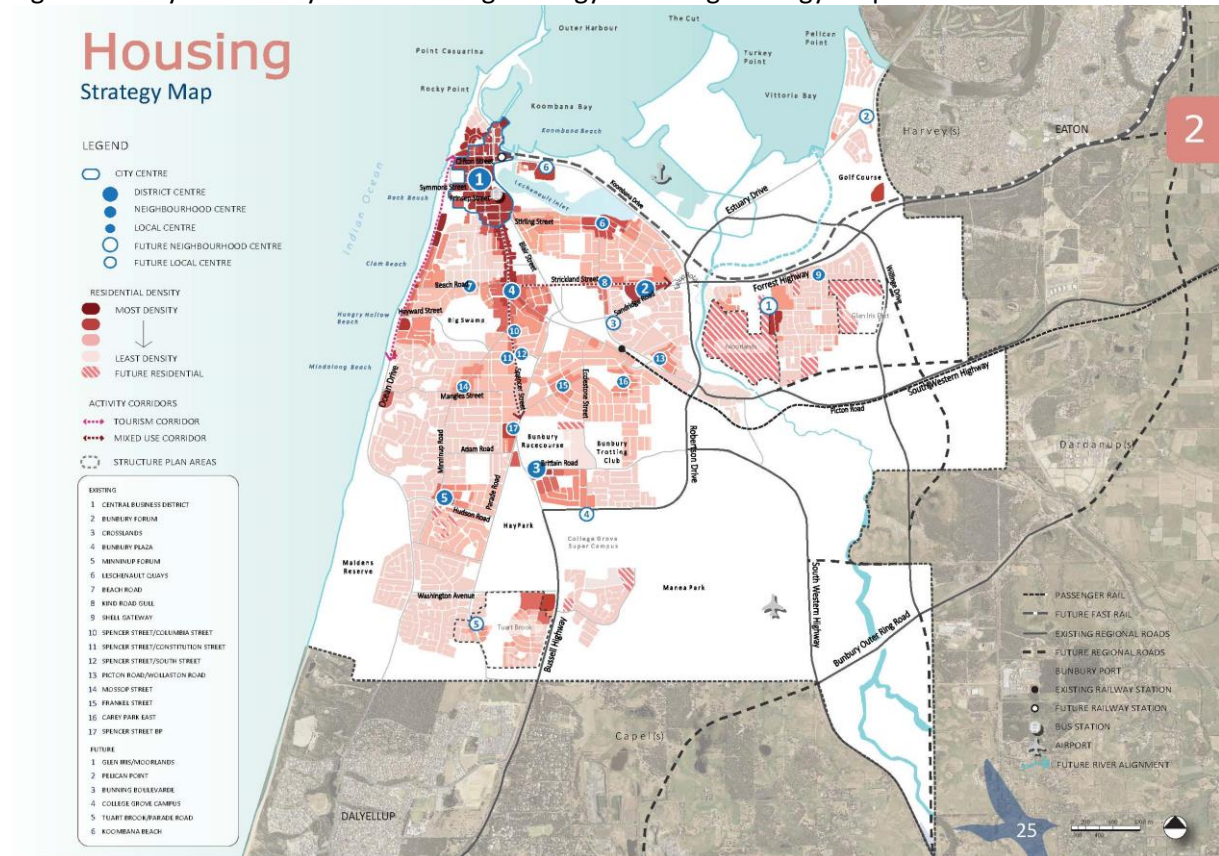
The [Greater Bunbury Strategy](#)² (WAPC; 2013) identifies three strategic priorities to create 'liveable' communities:

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

The various sub-strategies incorporated in the Local Planning Strategy are complementary to this approach and the efforts by State government to directly address special housing needs such as homelessness, affordable housing, social housing and housing for the elderly. This is reflected in the Local Planning Strategy's overarching spatial framework of intended residential growth and neighbourhood development.

² The Greater Bunbury Strategy will be replaced by the Bunbury Geopraphe Sub-Regional Strategy.

Figure 5 – City of Bunbury Local Planning Strategy - Housing Strategy Map



3.0 Land and Housing Supply

3.1 Land available for Housing

The analysis of residential land and dwelling supply (section 3.3.1 of the [Bunbury-Geographe Sub-Regional Strategy](#)) identified that approximately 37,330³ additional dwellings can be delivered through greenfield and major infill. Of the 37,330 additional dwellings, 19,200 are within the new Wanju urban area (WAPC; [Wanju District Structure Plan](#); 2020).

The supply of 37,330 additional dwellings could support a population of approximately 93,000, based on an average household size of 2.5 persons and a dwelling occupancy rate of 86.7 per cent. If the dwelling occupancy rate was increased to 100 per cent, then the supply of 41,340 additional dwellings could support a population of approximately 107,480.

Table 2 shows the adequacy of the residential land and dwelling supply against the five population scenarios identified by the draft Sub-regional Strategy. It shows that the identified supply of additional dwellings to be delivered is sufficient⁴ to accommodate the aspirational population target of 200,000 (Scenario 4).

Table 2 – Bunbury-Geographe Sub-region - Adequacy of residential land and dwelling supply

| | Scenario 1 | Scenario 2 | Scenario 3 | Scenario 4 | Scenario 5 |
|--|--------------------------------|-----------------------------------|---------------------------------|--|--|
| | Baseline | | | Growth | Boom |
| | WA Tomorrow Band A (low) | WA Tomorrow Band C (median) | WA Tomorrow Band E (high) | Aspirational Population Scenario A | Aspirational Population Scenario B |
| Population forecast/ target | 115,205 by 2031 | 126,850 by 2031 | 138,530 by 2031 | 200,000 | 300,000 |
| Population change from 2016 | 8,875 (8%) | 20,520 (19%) | 32,200 (30%) | 93,670 (88%) | 193,670 (182%) |
| Estimated dwelling requirement | 3,410 | 7,890 | 12,390 | 36,030 | 74,490 |
| Identified dwelling supply | 41,340 | | | | |
| Surplus/deficit from estimated dwelling requirement | Surplus of 37,930 | Surplus of 33,450 | Surplus of 28,950 | Surplus of 5,310 | Deficit of 33,150 |

(Source: [Draft Bunbury-Geographe Regional Land Supply Assessment](#) WAPC; 2021)

It should be noted that the identified dwelling supply shown in Table 2 does not yet include additional dwellings that can be delivered through background infill, as identified in this Strategy (section 3.2), as this infill assessment has not yet been assessed by other local governments.

The land supply assessment estimates that planning is in place for the delivery of an additional 37,330 to 41,340 dwellings in the sub-region. Of this, 30,350 (73%) is in the Bunbury urban area (Source: DPLH 2020 Urban Growth Monitor). The supply of 41,340 additional dwellings is sufficient to

³ Updated to 41,340 in the DPLH 2020 Urban Growth Monitor

⁴ Although it has been argued that a number of future urban areas in other rural townsites and settlements have significant constraints to the extent that they may not be able to be developed.

support an increase in the sub-region's population to 200,000.

There is not, however, sufficient land to reach a population of 300,000 and land for an additional 33,150 dwellings would need to be identified (to accommodate up to 86,190 people). Some of this, for example, can be met through infill housing, and Bunbury has the greatest capacity of any local authority to meet this need.

Section 3.2.2 of this Strategy identifies that up to 16,616 dwellings is already planned to be accommodated in Bunbury under Local Planning Scheme No. 8 existing zoning, and of that 60% or 9,969 dwellings will be via urban infill. This 'business as usual' to Bunbury's housing supply would therefore account for around 30% of the additional dwellings required to achieve a ultimate population of 300,000 for the sub-region.

Under the [Greater Bunbury Region Scheme](#) (GBRS), the City of Bunbury has 2,310 hectares of land zoned Urban and 10 hectares of land zoned Urban Deferred (total of 2,330 hectares). Of this 2,330 hectares, 77% or 1,790 hectares is urbanised and 540 hectares is non-urbanised (ie. vacant land or developed at very low residential densities).

The WAPC's annual Urban Growth Monitor reports on several key stages of the land supply process of land zoned for urban development in the Perth metropolitan, Peel and Greater Bunbury regions. The Urban Growth Monitor also reports on the consumption rates of urban zoned land, how long the current supply of urban zoned land will last, and residential dwelling density trends.

The latest Urban Growth Monitor (presents information relating to land supply calculated to the end of 2018) reported a stock of 8,270 hectares of Urban zoned land, and 720 hectares of Urban Deferred zoned land under the GBRS.

At the end of October 2020, there was a stock of 8,320 hectares of Urban zoned land, and 712 hectares of Urban Deferred zoned land under the GBRS.

The following active GBRS amendments constitute the transfer of land to the Urban or Urban Deferred zone in Bunbury:

- Amendment No. 0051/57, Various Lots Jubilee and Jeffrey Roads, Glen Iris. The amendment seeks to transfer 8.25 hectares of land from the Urban zone to the Regional Open Space reserve; and 2.65 hectares of land from the Regional Open Space reserve to the Urban zone.
- Amendment No. 0054/57, Lot 29 Jeffrey Road, Glen Iris. The amendment seeks to transfer 6.5 hectares of land from the Public Purposes – Special Uses reserve to the Urban Deferred zone.

Overall, there are approximately 39,600 lots on land zoned for residential purposes⁵ in the Bunbury-Geographe sub-region, covering a total land area of 7,010 hectares. Approximately 4,620 hectares (66%) was classified as developed; 1,330 hectares (19%) was classified as undeveloped; and 1,050 hectares (15%) was classified as unrated (refer Table 3).

⁵ This does not include Regional Centre, Tourist, Local Centre, Neighbourhood Centre or District Centre zones, that also permit residential development

Table 3 - Development status of lots on land zoned for residential purposes

| | Lot Count | | | Area (Ha) | | |
|-----------------------|-----------|-------------|----------------------|-----------|-------------|----------------------|
| | Developed | Undeveloped | Unrated ⁶ | Developed | Undeveloped | Unrated ⁶ |
| Residential | 11,560 | 390 | 190 | 960 | 40 | 10 |
| Urban Development | 20 | 30 | 20 | 60 | 120 | 40 |
| Mixed Use residential | 390 | 30 | 10 | 40 | - | - |
| Total | 11,970 | 440 | 220 | 1,050 | 160 | 50 |

Source: DPLH; Integrated Regional Information System (2020)

3.2 Infill Housing Review (2020)

A infill housing review was undertaken by the City in 2020, which quantified the potential supply of all new residential development if all land in the City of Bunbury was built to its capacity under the existent local planning framework of Local Planning Scheme No.8, adopted (or draft) Structure Plans and Local Development Plans. This infill housing review also investigated the potential of developed residential land which under the R-Codes could be redeveloped to provide additional housing units.

The following sets out the outcomes of this study.

3.2.1 Infill Housing Review - Study Methodology

The City's geographical information system was used to determine the following factors for each individual lot:

1. assess lots that had a residential capability
2. determine the applicable density code (R-Code)
3. assess if the lot was developed or vacant
4. assess if it was strata titled
5. assess if it was heritage listed or within a heritage area
6. determine the applicable Local Planning Policy, Structure Plan or Local Development Plan
7. determine if reticulated sewerage was available.

Owing to the nature of these factors the assessments of development potential were required to be manually and individually assessed.

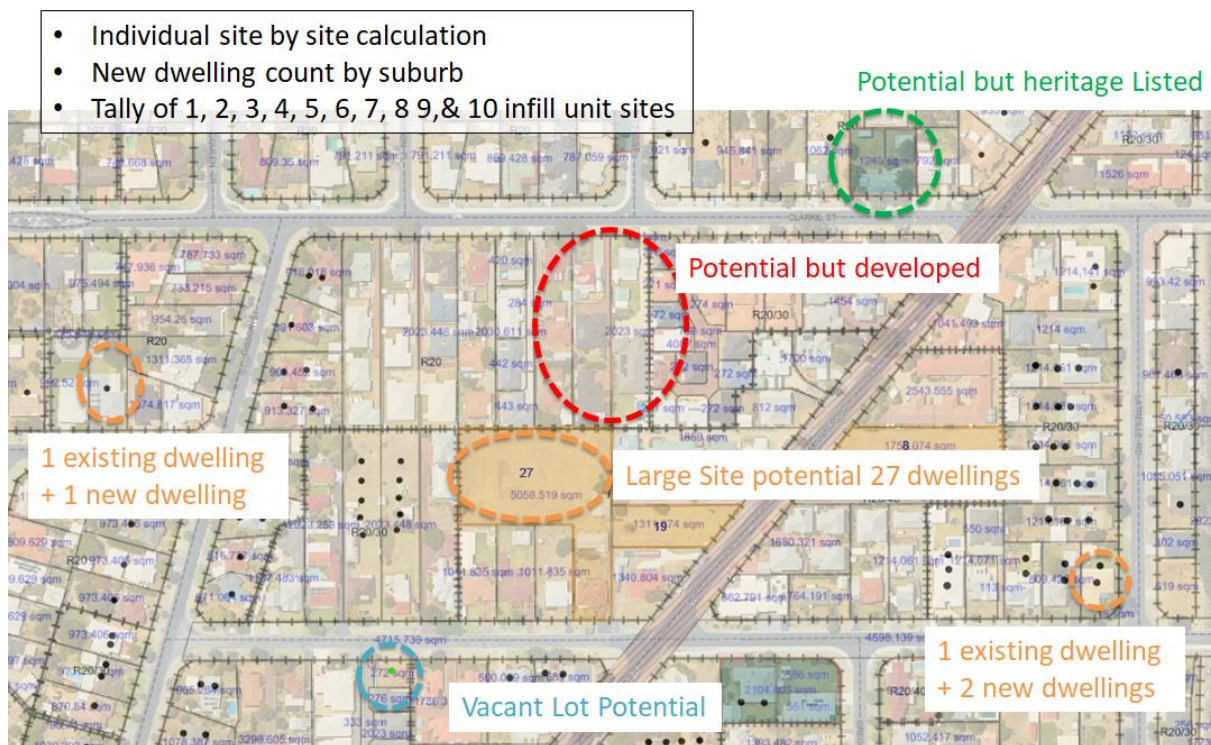
Sites were categorised and analysed across these 5 types of lot types:

1. Large Development Sites: Subject to Structure Plans & vacant greenfield sites with development potential (7 and above lot yield). Tourism sites were assessed to be capable for unrestricted stay accommodation, and therefore contributed to the dwelling stock. Current structure plan yields were calculated as approved.
2. Vacant Infill Dwellings: Small vacant lots in built up areas (under 7 lot yield)
3. Urban Infill Dwellings: Developed lots with redevelopment potential (current dwelling is not included, therefore additional dwelling count only). Based on full R-Code potential, unless fully developed or limited by current strata lots. Heritage buildings had a moderated potential. Dual Coded land was assessed at the higher R-Code.

⁶ Lots classified as unrated are those that are zoned for development for the purpose of the specified primary land use category, for which no vacant land or premises valuation information has been captured. Lots classified as unrated typically include State or local government owned lots or premises exempt from rates, Crown allotments, common property within lots on survey, newly created lots on survey, land otherwise exempt from rates and some public roads which are zoned for the primary land use category under the local planning scheme.

4. Mixed Use Infill Dwellings: Mixed Use Commercial Zone. Calcs based on plot ratio of 70m² average unit size. No Neighbourhood or Local Centres were reviewed.
5. Regional Centre Dwellings: Regional Centre Zone redevelopment potential (based on DPLH 2013 study – City Centre - moderate scenario: 50% of RAC zoned land developed for residential dwellings with 3 storeys of residential (total 4 storey).

Figure 6 - Methodology example for infill calculations



3.2.2 Infill Housing Review - Study Outcomes

The infill housing review showed a relatively more limited housing potential than previously calculated, with a maximum of around 16,600 new dwellings. This roughly translates to an additional population in Bunbury of around 34,177 (based on an average household size of 2.4 persons per dwelling and an occupied private dwelling rate of 85.7%) (refer Table 4).

Table 4 - Total Combined Housing Potential

| Redevelopment Sites | Additional New Dwellings | Total Bunbury Dwellings (Existing and New Combined) | Additional Population * & ** | Total Bunbury Population (Existing and New Combined) |
|-------------------------|--------------------------|---|------------------------------|--|
| Large Development Sites | 6,278 | - | 15,067 | - |
| Vacant Infill | 379 | - | 909 | - |
| Urban Infill | 5,063 | - | 12,151 | - |
| Mixed Use Commercial | 2,238 | - | 5,371 | - |
| Regional Centre | 2,658 | - | 6,379 | - |
| TOTAL DWELLINGS | 16,616 | 32,005 | 34,177 | 66,026 |

* assuming a household size of 2.4 persons per dwelling (Census 2016)

** applying an occupied private dwelling rate of 85.7% (Census 2016)

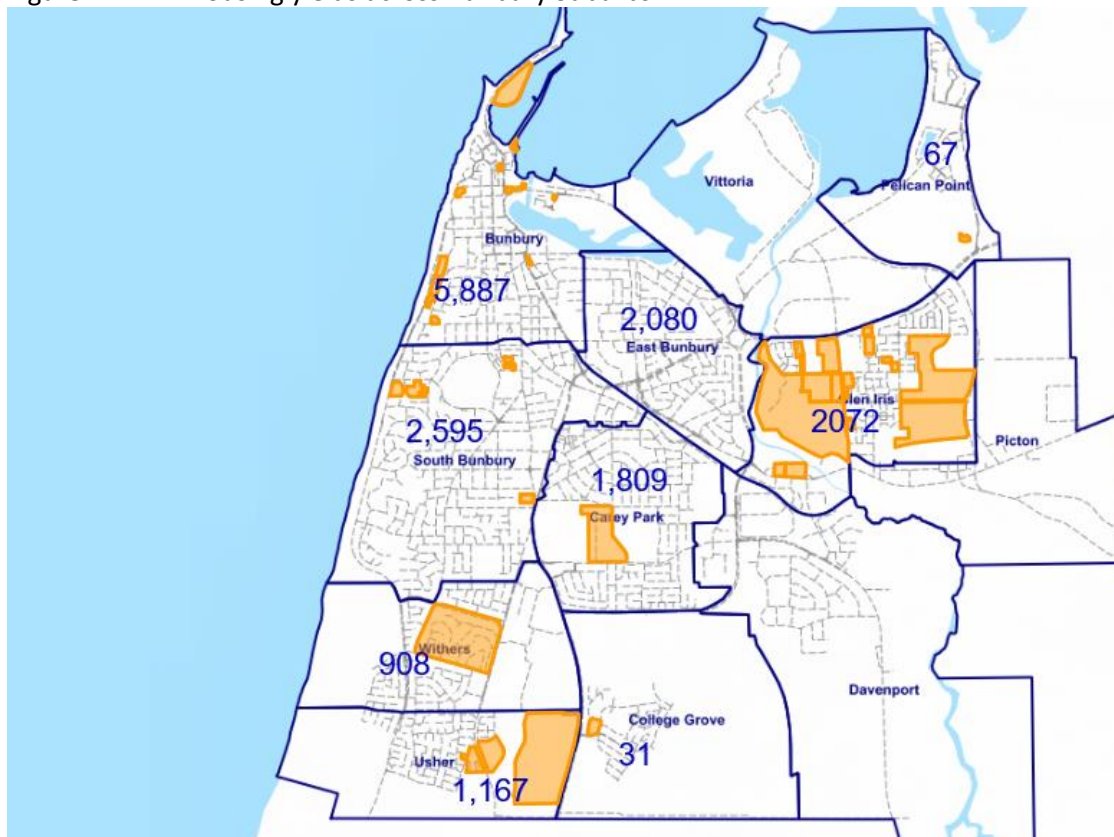
Table 5 - Urban Infill Results (by Suburb)

| Infill | Large Dev't Sites | Vacant Infill Sites | Urban Infill Sites | Mixed Use Infill Sites | Regional Centre | Total Dwellings |
|-----------------|-------------------|---------------------|--------------------|------------------------|-----------------|-----------------|
| Bunbury | 1,087 | 55 | 307 | 1,780 | 2,658 | 5,887 (35%) |
| East Bunbury | 134 | 35 | 1,812 | 98 | - | 2,080 (12%) |
| South Bunbury | 651 | 156 | 1,428 | 360 | - | 2,595 (16%) |
| Carey Park | 772 | 29 | 1,008 | - | - | 1,809 (11%) |
| Withers | 419 | 21 | 468 | - | - | 908 (5%) |
| Usher | 1,142 | 11 | 14 | - | - | 1,167 (7%) |
| Glen Iris | 1,996 | 51 | 25 | - | - | 2,072 (12%) |
| College Grove | 30 | - | 1 | - | - | 31 (>1%) |
| Pelican Point | 47 | 20 | | | | 67 (>1%) |
| TOTAL DWELLINGS | 6,278 (38%) | 379 (2%) | 5,063 (30%) | 2,238 (13%) | 2,658 (16%) | 16,616 (100%) |

The new housing stock would yield around 40% from greenfield land (undeveloped), 44% from urban infill / mixed use sites and 16% from infill in the regional centre.

About 2/3 of infill housing will be within the older inner suburbs of Bunbury, East Bunbury and South Bunbury (refer Table 5).

Figure 7 – Infill housing yields across Bunbury Suburbs



The WAPC's *Directions 2031 and Beyond* (WAPC; 2010) set some hard targets to achieve a more compact and accessible city. Key among these was the goal of 47% urban infill. Whilst the intention is to seek higher yields from larger undeveloped greenfield sites, the City of Bunbury will be close to meeting that metropolitan infill goal.

Table 6 - Urban Infill Results (for presently developed sites)

| Infill | Duplex Sites | Triplex Sites | Quadraplex Sites | Total Dwellings |
|-----------------|--------------|---------------|------------------|-----------------|
| Bunbury | 136 | 31 | 19 | 307 |
| East Bunbury | 396 | 296 | 222 | 1,812 |
| South Bunbury | 455 | 193 | 70 | 1,428 |
| Carey Park | 522 | 172 | 17 | 1,008 |
| Withers | 179 | 113 | 3 | 468 |
| Usher | 14 | - | - | 14 |
| Glen Iris | 11 | 4 | 2 | 25 |
| College Grove | 1 | - | - | 1 |
| Pelican Point | - | - | - | 1 |
| TOTAL DWELLINGS | 1,714 | 1,618 | 1,000 | 5,063 |

Within the urban infill category, it is clear that 66% of the 5,063 dwellings will be in the form of (generally) rear duplex and triplex developments, and if quadraplex sites were included, this accounts for 86% of all new infill. This is often referred to as the 'missing middle' and will account for 30% of Bunbury's total new housing stock.

For any infill analysis it is safe to assume that not all Infill housing will be 100% delivered, so the study assessed three scenarios based around a low (25%) uptake, a medium (50%) uptake and a high (75%) uptake of the urban, mixed-use infill and regional centre sites (refer table 5). For these scenarios, however it is assumed (over time) that the economic conditions behind the vacant sites would result in them being developed to their maximum potential.

The conservative low uptake scenario of 25% of small infill sites (and the city centre) being redeveloped would yield around 9,147 new dwellings and 18,813 new people (based on a household size of 2.4); bringing Bunbury's population potential to around 50,662 people (or 63% more).

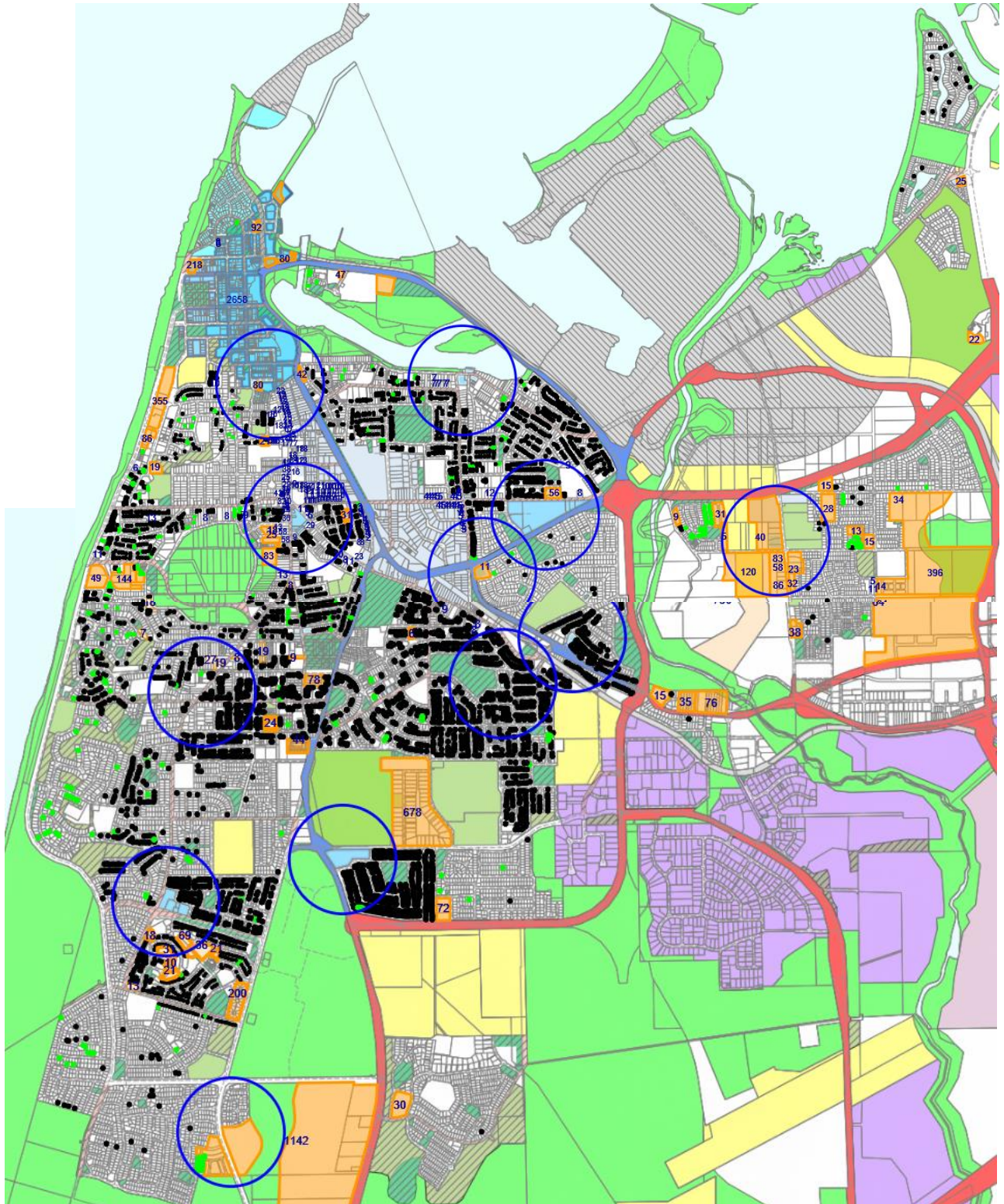
The high uptake scenario would yield 14,126 new dwellings and 29,054 new people, noting that the ultimate yield was calculated to be 16,616 new dwellings (refer Table 4).

Table 7 - Total Housing Results (with infill growth scenario)

| Suburb | Low Uptake (25%) | Medium Uptake (50%) | High Uptake (75%) |
|-----------------|------------------|---------------------|-------------------|
| Bunbury | 2,328 | 3,515 | 4,701 |
| East Bunbury | 648 | 1,125 | 1,603 |
| South Bunbury | 1,254 | 1,701 | 2,148 |
| Carey Park | 1,053 | 1,305 | 1,557 |
| Withers | 557 | 674 | 791 |
| Usher | 1,157 | 1,160 | 1,164 |
| College Grove | 30 | 31 | 31 |
| Pelican Point | 67 | 67 | 67 |
| Glen Iris | 2,053 | 2,060 | 2,066 |
| Vittoria | 0 | 0 | 0 |
| Davenport | | 0 | 0 |
| TOTAL DWELLINGS | 9,147 | 11,637 | 14,126 |

Figure 8 illustrates infill housing across the residential areas in Bunbury. Each black dot represents a single new dwelling, green dots represent small vacant sites and orange sites and numeric represent the potential yield from larger development sites. The blue circles represent a 400m Ped-Shed to existing and planned activity centres.

Figure 8 – Infill Housing Viewed Spatially



From this spatial analysis the following observations can be made:

1. Higher residential densities under LPS8 and therefore new dwellings are focussed around the walkable catchment of regional, district and neighbourhood centres (400m Ped-Shed⁷ shown in blue circles)
2. Residential infill around the city centre is limited
3. Older areas in Bunbury and East Bunbury have lower densities and limited infill potential, despite being located closest to the city centre
4. Some activity areas have limited infill potential
5. Large development sites are on the periphery of central Bunbury within Usher and Glen Iris
6. Carey Park provides for a substantial area of urban infill housing
7. Low density areas such as College Grove and new housing areas such as Pelican Point, Marlston Hill have limited infill potential.

Opportunities for review and change emanating from these results are discussed below.

3.2.3 Infill Housing Supply - Study Observations

The infill housing review generally confirms that the residential density coding and infill opportunities are consistent with the overall planning approach to concentrate housing around existing activity centres and corridors.

New residential development generally will be developed into three priority groups, being:

1. Presently developed land that has additional development potential, such as behind existing houses and the redevelopment of commercial sites
2. New housing in the Bunbury city centre (Regional Centre Zone) where the City's highest density codes have been allocated (eg. R-AC1 – R-AC3)
3. Vacant land, from vacant suburban blocks to large land holdings subject to structure plans.

The Local Housing Strategy response varies in each of these three scenarios and this is explored further below.

1. Infill or comprehensive redevelopment of presently developed land

The design standards are key for all infill and the planning barriers to infill need to be addressed so that the economic conditions behind infill compare to new greenfield sites. Flexibility in housing policy and assessments should be given to increase the diversity of housing choices.

2. Residential development in the city centre

All planning strategies and contemporary planning documents seek to increase vibrancy and diversity in the city centre through encouraging additional residential development to support economic activity.

3. Subdivision and/or development of vacant land

The emphasis on these sites is to ensure that they are developed to their maximum capacity and for larger sites to encourage the planning framework (such as structure plans) to be reviewed to potentially increase appropriate, and well designed, residential development yields. For some areas, such as Tourism Zoned land, LPS8 may require amendments to facilitate residential development.

⁷ Ped-Shed is defined as the area covered by a 5-minute walk or about 400m.

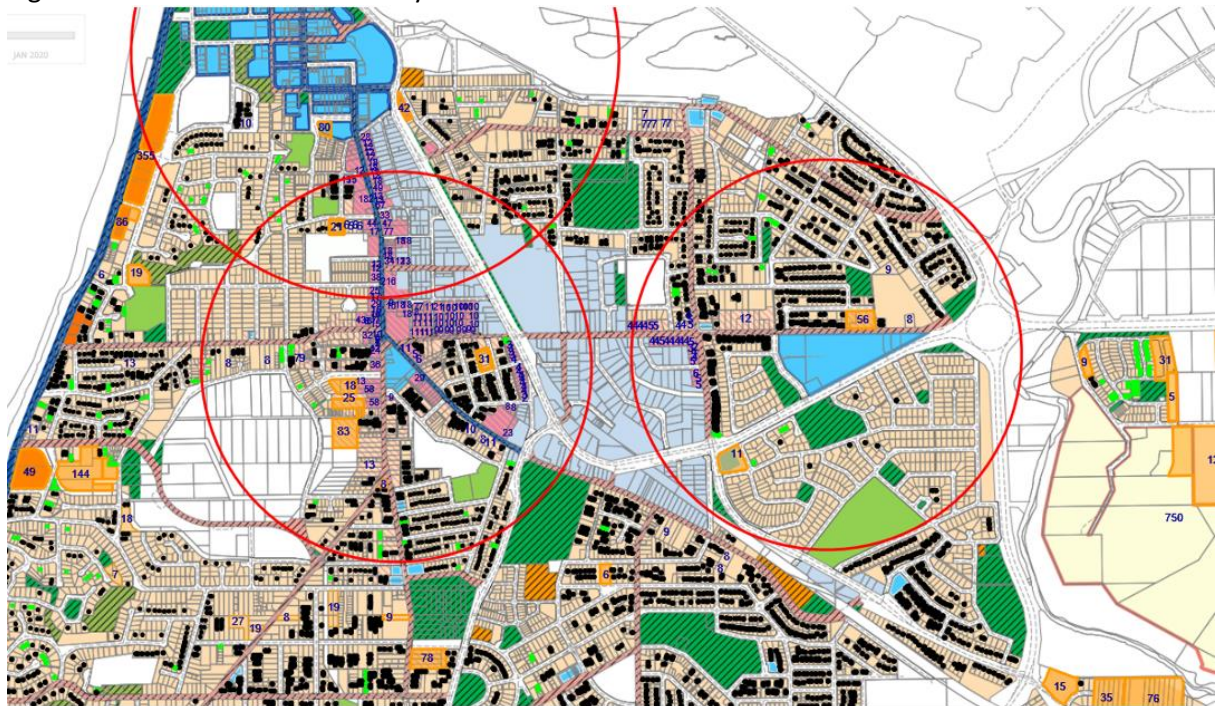
Regional Centre

The planning framework for the Regional Centre Zone, enacted through LPS8, is pro-development with much of the area coded R-AC1 or R-AC2, and plot ratio and setbacks facilitating significant forms of new development. New development investment has however largely been limited to the Koombana North precinct and further investigation into the reasons why needs to be addressed. This would extend to considering potential barriers and disincentives related to:

- the economics behind developing city centre sites
- the prevalence of small, fragmented and irregular sized lots and obstacles to amalgamation
- car parking standards (and a conducive system of cash-in-lieu) and
- unfulfilled opportunities such as conversion of upper floor offices into residential units (referred to as ‘shop-tops’)
- National Building Code costs (e.g. for fire suppression)
- limitations in service infrastructure.

The potential for conflict to arise between city centre commercial activities and increased urban living also needs to be considered, particularly in light of the WAPC’s draft Position Statement [Special Entertainment Precincts](#) (2019).

Figure 9 - Densities around the City Centre and District Centres



Regional Centre Frame and Around Activity Centres

The residential infill analysis within 1 kilometre of the city centre, Bunbury Forum and Bunbury Plaza show that many inner-city pockets of land have limited urban infill potential (refer Figure 9). Further investigation at a local planning area scale is required to review and establish if these priority areas are suitable for additional appropriate infill (refer section 4.1 Focus Areas).

Transit Corridors

The City of Bunbury is working with the Public Transport Authority, Main Roads WA and the Department of Planning, Heritage and Lands to prioritise medium and long terms plans for inter and intra-regional public transport to Bunbury, inclusive of fast rail between Perth and Bunbury and other

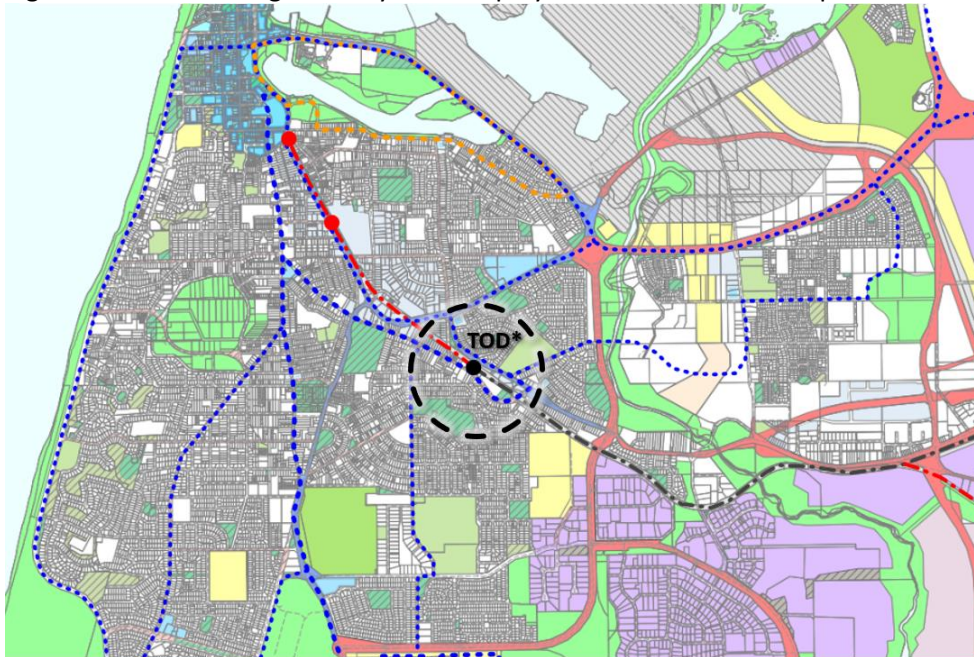
such medium to long term initiatives. This transport work also aligns with Main Roads modelling and road capacity analysis associated with the Bunbury Outer Ring Road and Glen Iris District Structure Plan and includes the large urban and industrial extensions of Wanju and Waterloo in the Shire of Dardanup.

In keeping with the approach applied in shaping the Local Planning Strategy, higher residential densities should be focussed on planned and established activity centres and along priority transit routes. Accordingly, new routes and proposed transit hubs should be primed for the co-location of intensive mixed use and higher density residential development.

Figure 10 illustrates potential higher frequency / commuter public transport routes (i.e. city centre rail connection, transit-orientated development locations, fast train, trackless-tram and bus routes). Whilst these routes are aspirational and are not committed projects it demonstrates the significance of aligning land use and transport planning outcomes.

In addition to contributing to activity and vibrancy in these centres, more people will be located where they can access public transport options to connect to places of employment, health, education, recreation, social and tourism opportunities.

Figure 10 - Need to align density with employment areas and future possible transit routes



The corridors along Spencer Street, Blair Street/Sandridge Road and Strickland Street, for example, where commuter public transport can be established, represent real opportunities for redevelopment and to capture the value of such infrastructure (refer Figure 11).

The City of Bunbury has proposed ideas of electro-mobility which will be examined by Curtin University's Sustainable Built Environment National Research Centre on how emerging transit technologies can be integrated with urban development, as well as local micro-mobility (e-bikes and e-scooters). The study as it relates to Bunbury has two parts:

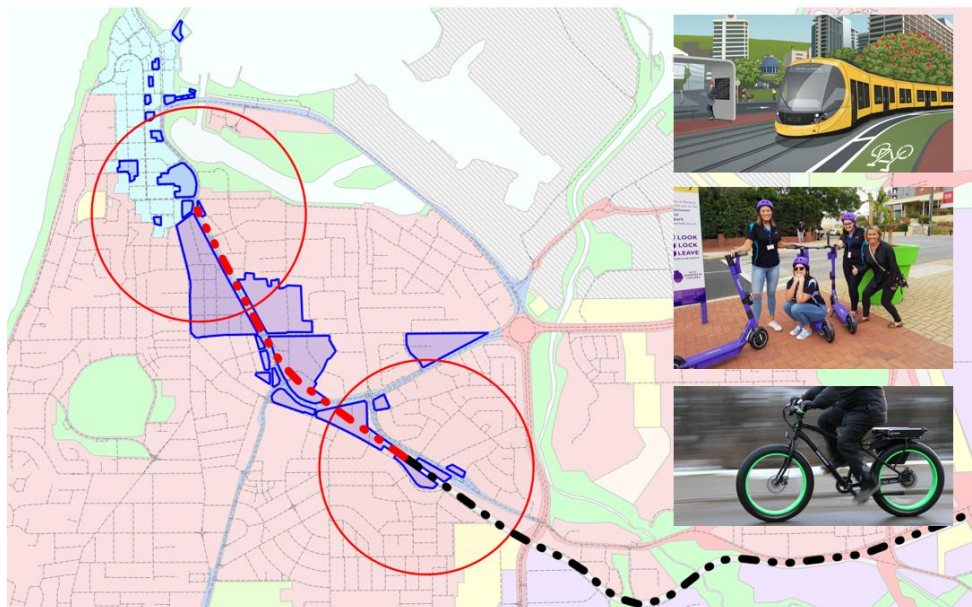
1. An electric trackless-tram system within the Bunbury urban area will be investigated that links the existing Bunbury railway station (for the 'Australind' train) to the Bunbury city centre and main services and employment areas. This will be used as a way to attract urban regeneration

projects at station points. This will be supplemented with an integrated bike network and existing e-scooter system that reinforces non-car dependent travel.

2. To utilise the corridor between Bunbury and Busselton, which contains an unused rail reserve, as the basis of a fast-electric transit-way and an electric (or manual) bike-way that links these two fast growing urban areas and provides an iconic tourist experience as well as a transport system. Key station precincts along the route would be major urban development sites with 21st century solar-based development and a recharge hub for the electro-mobility servicing the local area and the new electric transport corridor.

Such a project would incorporate a high level feasibility of various options for how this concept could work, how it could be funded and financed using private sector sources together with government sources, how a partnership could be established to enable this to be procured and managed, what would be the likely costs and what are the multiple benefits in terms of potential employment and services.

Figure 11 - Future Rail – value capture areas



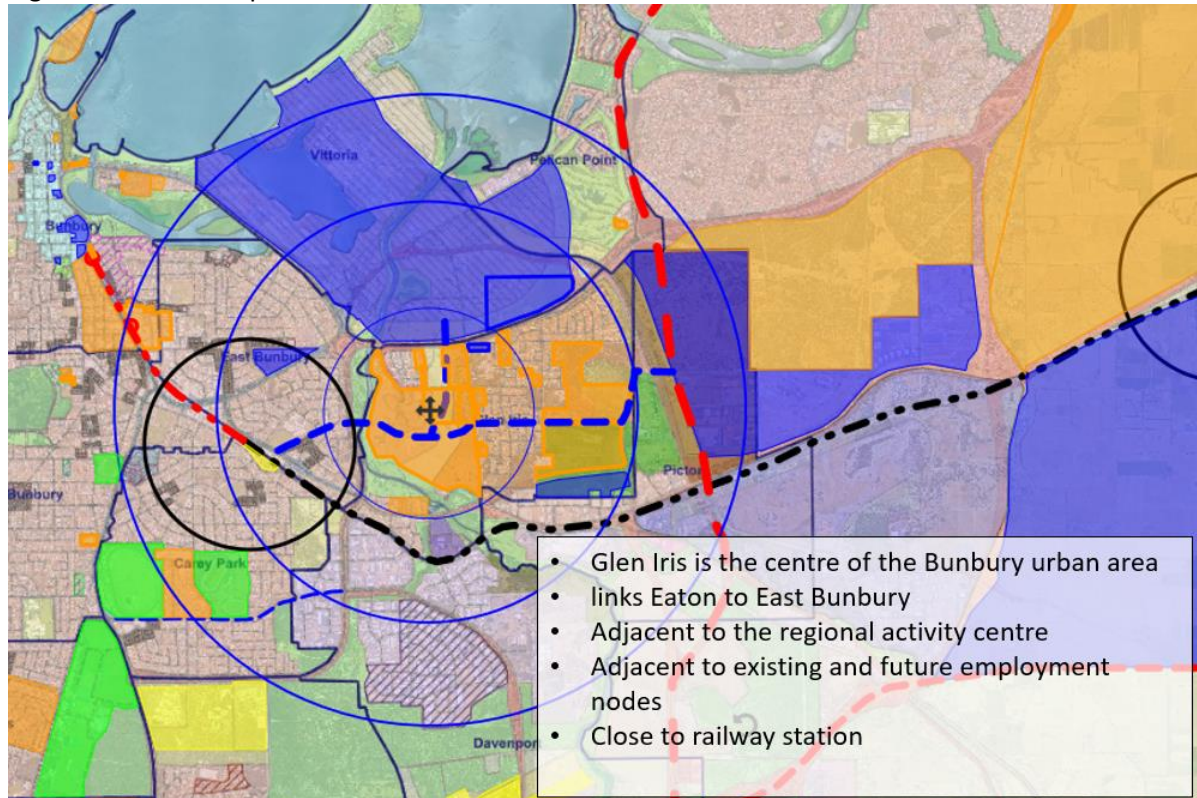
Glen Iris Expansion Area

Glen Iris is being reviewed through a joint agency District Structure Plan. The area is also covered by a number of local structure plans, inclusive of South Moorlands which has the potential for around 750 new dwellings (refer Figure 12).

Glen Iris has the potential to be better integrated into East Bunbury and connect to the city centre through new road connections and potential public transport routes. Rather than progressing a standard urban pattern there is an opportunity to review the planning framework and deliver a higher yielding and more innovative and sustainably planned community in this area.

This aligns with early engagement with the Glen Iris community over 2019 and 2020.

Figure 12 - Urban Expansion Area – Glen Iris

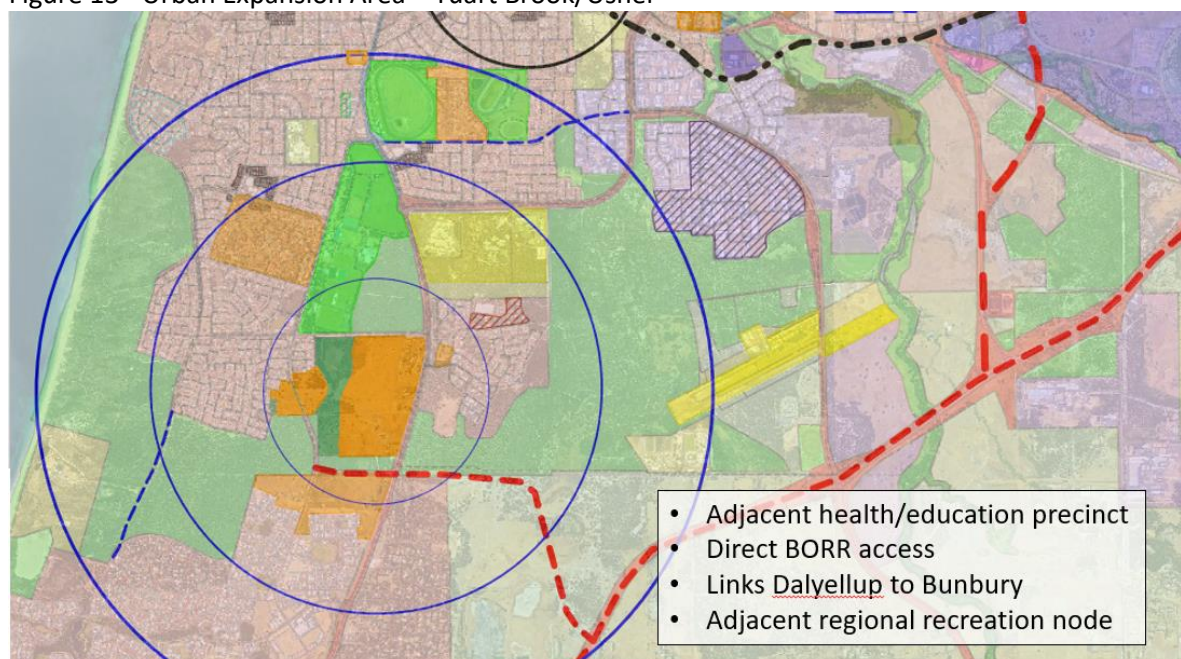


Tuart Brook Expansion Area

The Tuart Brook Local Structure Plan area represents a strategic link between Dalyellup in the Shire of Capel, the education and health campus, the redevelopment precincts of central Withers and the Hay Park regional sports facility. The additional Centenary Road link proposed to the Bunbury Outer Ring Road also increases the strategic significance of this locality (refer Figure 13).

With the Department of Communities/Development WA being a majority landowner and preparing to review the draft Local Structure Plan, there is an opportunity to review the planning framework and deliver a higher yielding and more innovatively planned community in this area.

Figure 13 - Urban Expansion Area – Tuart Brook/Usher



4.0 Housing Strategy Key Elements

The assessment of the City's housing stock and household and population forecasts has identified a range of spatial planning, statutory planning controls and advocacy issues that require further investigation.

The Housing Strategy recognises five key elements (refer below) and the success of these will primarily be monitored through the National Cities Performance Framework relating to housing (refer Chapter 6).

The following Key Elements are addressed below:

1. Focus Areas
2. Quality Design and Streetscape
3. Character and Heritage
4. Housing Choice and Affordability
5. Sustainability and Environment

4.1 Focus Areas

The Strategy identifies the following 9 'Focus Areas' as being suitable for further investigation and review as to their potential to increase the housing yield, range and diversity (refer Figure 14).

- Focus area 1 - Regional Centre
- Focus area 2 - Regional Centre frame area:
 - 2.1 Contained between Spencer Street, Blair Street, Cornwall Street and Strickland Street;
 - 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

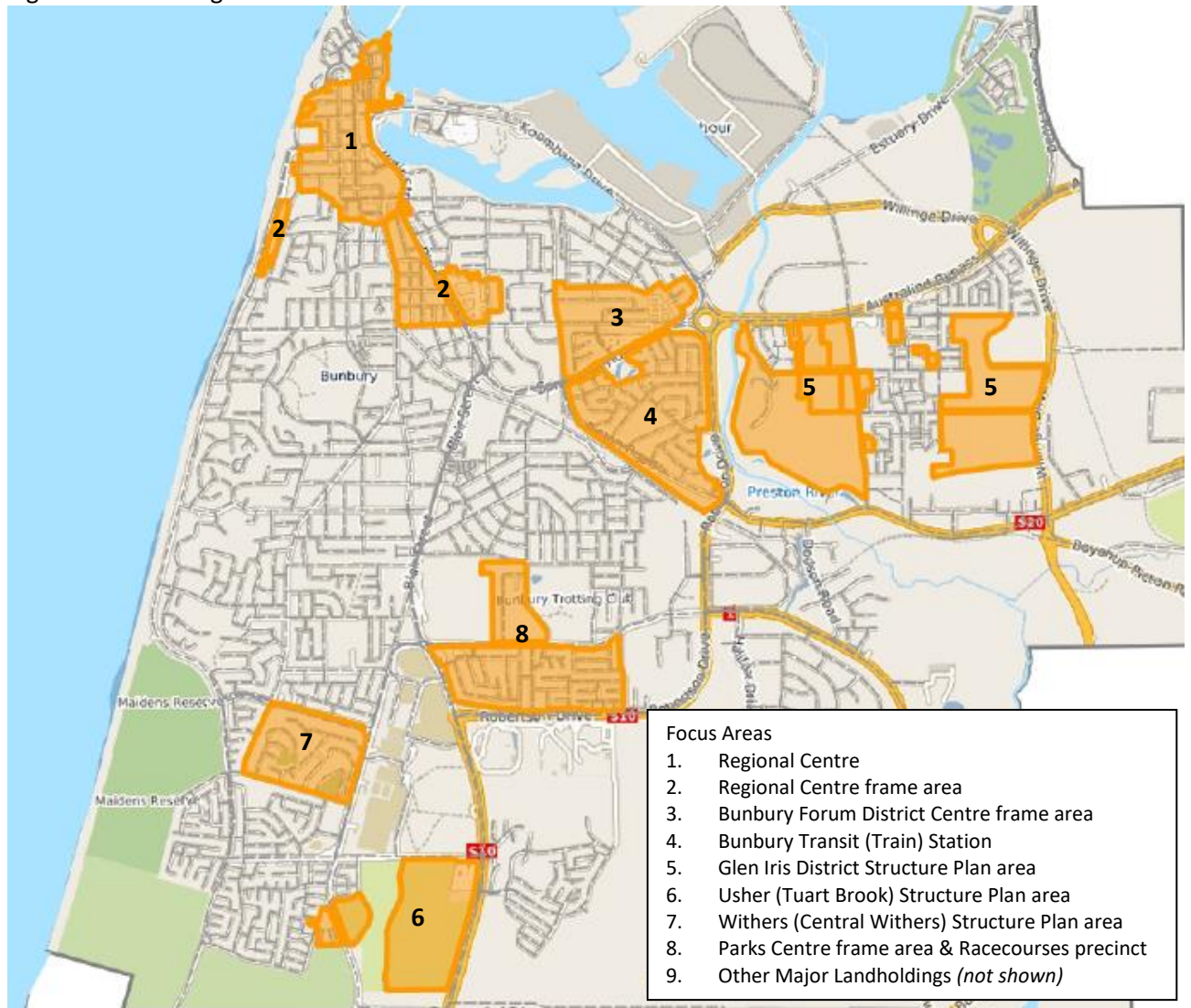
Minimal change is proposed to the planning framework outside these areas. Specific studies into traffic and transport, detailed zoning changes and development controls will be undertaken to guide future development in each of the 'Focus Areas'.

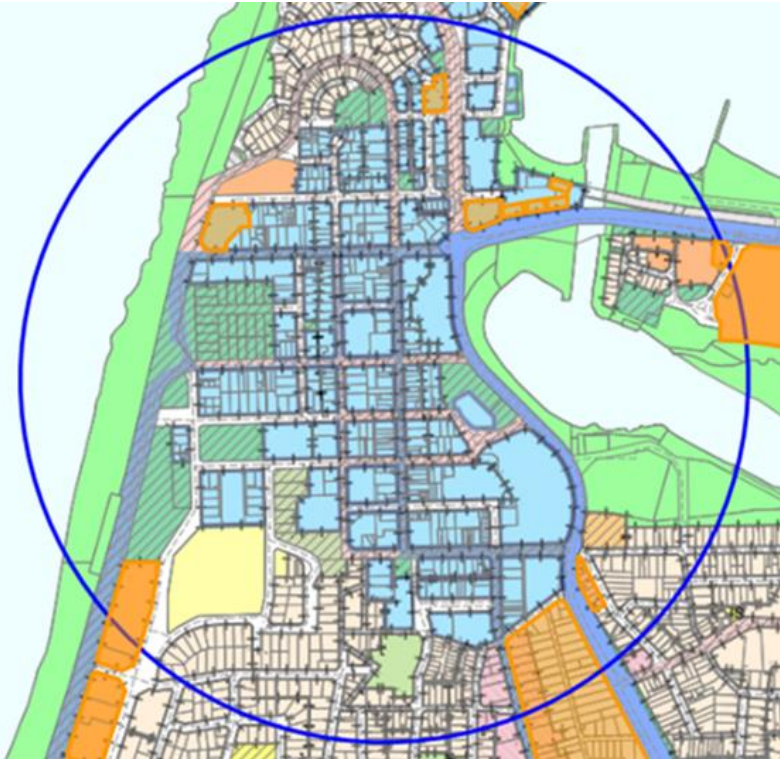
Activity centres (regional and district centres) and major structure planning areas will be the subject of further review in order to maximise the housing yield and to focus on making better communities.

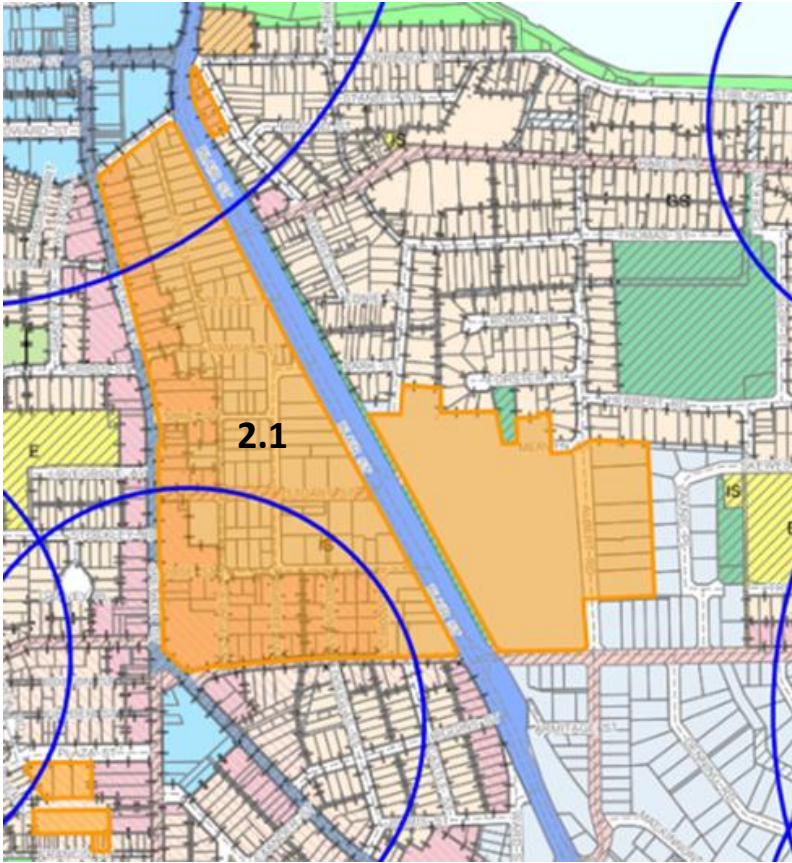
The intent, potential interventions and scope of the planning responses for each of the Focus Areas identified are addressed in a provisional manner below. The planning response(s) will be further informed following consultation with the community/stakeholders, and the completion of future scheduled local planning strategies (notably the Integrated Transport Strategy and the Employment and Productivity Strategy) and local area/precinct based investigations.

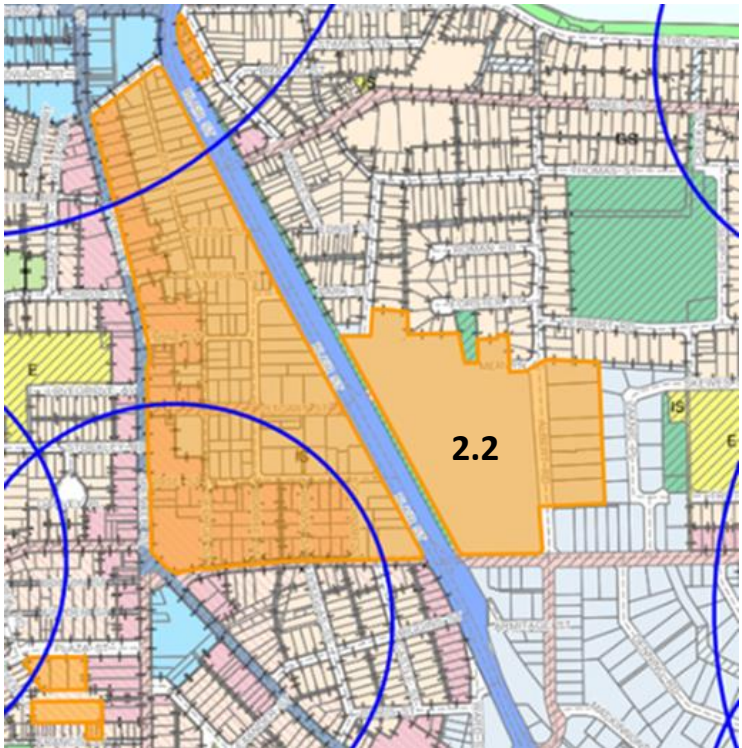
| |
|--|
| ACTION 3: City of Bunbury will commence planning reviews into all designated Focus Areas. |
|--|

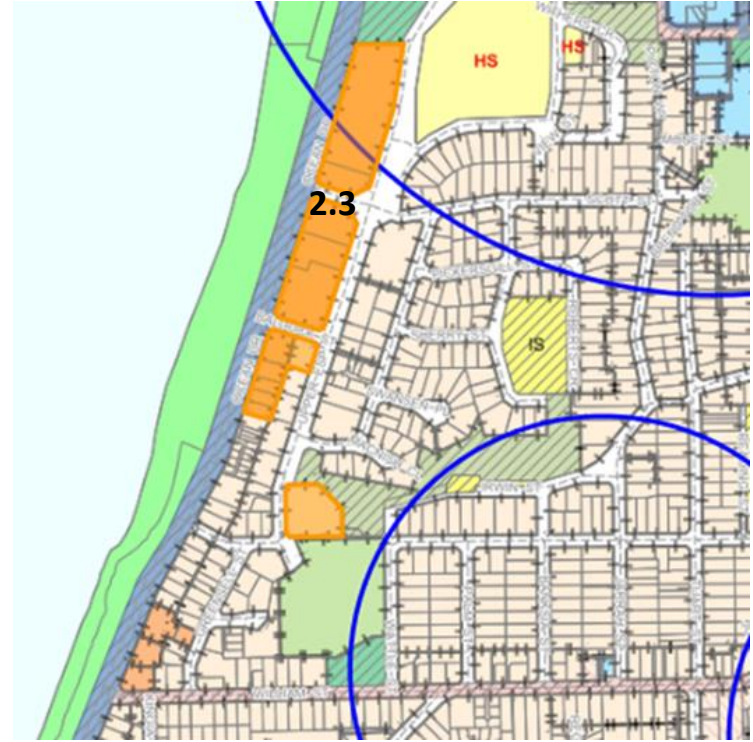
Figure 14 – Housing Focus Areas

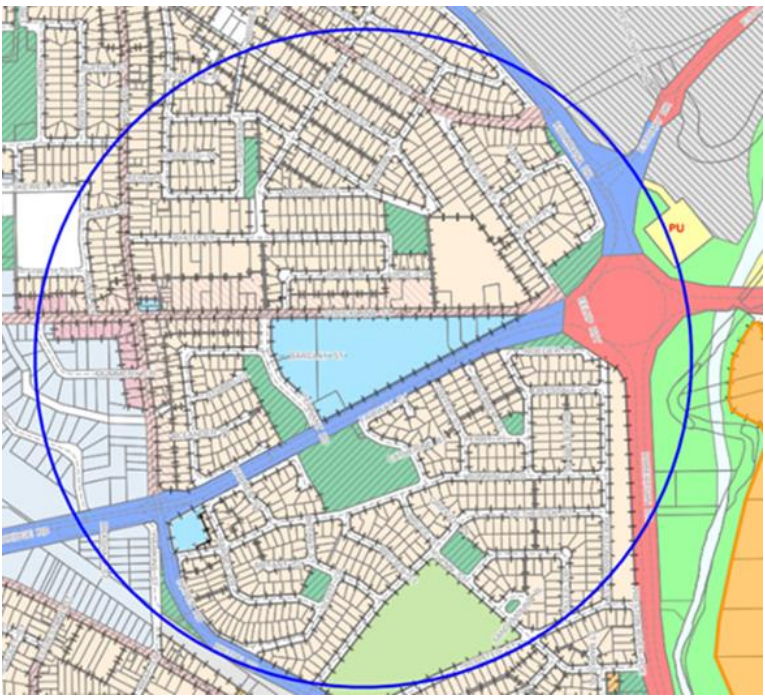


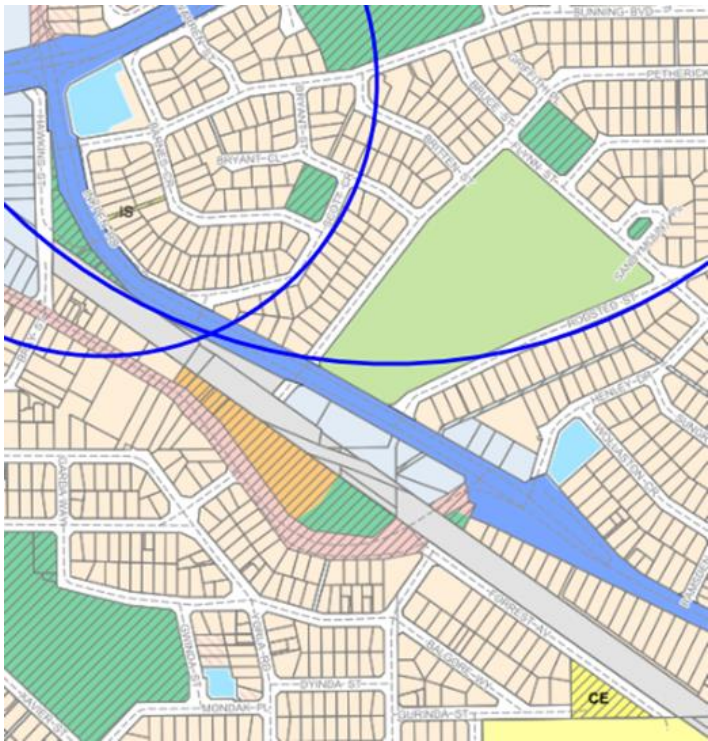
| Focus Area 1 - Regional Centre | Aim |
|--|---|
|  | Significantly increase the resident population of the city centre |
| | Objective |
| | Incentivise new residential development, particularly affordable mixed-use and multiple dwelling outcomes |
| | Options / Potential Interventions |
| Scope of Land Use Planning Response (Actions): | Address the barriers: |
| | <ul style="list-style-type: none"> • Critically review existing development requirements • Ensure utility providers / infrastructure capacity keeps pace service demand • Align with City Centre Action Plan |
| | Employ incentives: |
| | <ul style="list-style-type: none"> • Consider time-limited rates relief / reduced fees and charges for desirable forms of residential development • Improve the quality of the public realm and pedestrian movement / walkability (within the ped-shed generally) • Proactively manage noise and potential for land use conflict between entertainment venues and residential properties • Work with service infrastructure providers to allow new development to be able to be developed / planned without significant cost imposts on developers. |
| | Engage in advocacy and develop partnerships: |
| | <ul style="list-style-type: none"> • Promote the objectives of the housing strategy to all stakeholders and engage with / provide support to: <ul style="list-style-type: none"> – landowners of small fragmented lots and seek innovative solutions that could stimulate lot amalgamation / increased redevelopment opportunities; and – property owners of underutilised upper floors in pursuit of facilitating shop-top living |
| <ol style="list-style-type: none"> 1. Commence and act upon findings of investigative studies 2. Review LPP Zone Development Requirements relevant to Regional Centre 3. Review LPP Access and Parking for Bicycles and Vehicles 4. Prepare a Scheme Amendment identifying Special Control Area-Special Entertainment Precinct | |

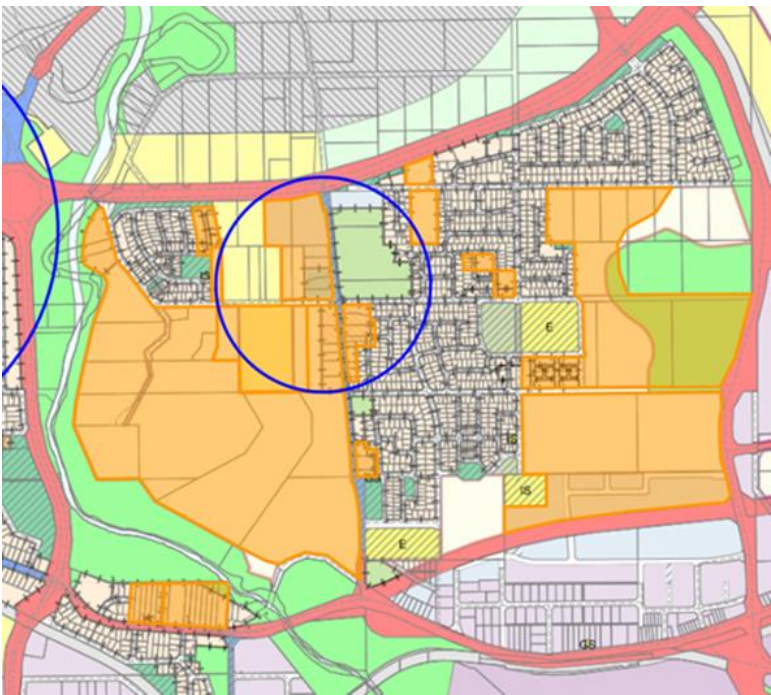
| Focus Area 2.1 - Regional Centre Frame – Spencer / Blair Precinct | Aim |
|--|--|
|  | Substantially increase the number of residents living in areas adjacent to / nearby the city centre |
| | Objective |
| | Broaden opportunities for affordable and diverse housing to occur at the fringes of the city centre within areas capable of supporting a mix of compatible uses |
| | Options / Potential Interventions |
| Scope of Land Use Planning Response (Actions): | <p>Address the barriers:</p> <ul style="list-style-type: none"> • Critically review the traditional service commercial primacy of the Spencer/Blair precinct with a view to expanding mixed use development opportunities • Ensure utility providers / infrastructure capacity keeps pace service demand <p>Employ incentives:</p> <ul style="list-style-type: none"> • Utilise a ‘precinct plan’ approach to develop desirable outcomes for the precinct that: <ul style="list-style-type: none"> – increases residential opportunities within compatible mixed-use development – enhances the residential amenity of the area – improves movement and flow for pedestrians and vehicles alike – manages car parking and reduces the reliance on the car – manages on-going potential for land use conflict – appropriately caters for any ‘non-conforming’ uses over the period of transition – allows new development to be planned with limited infrastructure / utility cost imposts on developers. • Seek opportunities to promote innovative, affordable and sustainable housing types, including the reuse or adaption of existing buildings, warehouse conversions etc to provide student accommodation, work live studio type apartments and other forms of mixed use development <p>Engage in advocacy and develop partnerships:</p> <ul style="list-style-type: none"> • Promote the objectives of the housing strategy to all stakeholders • Assist/ support the relocation of ‘non-conforming’ commercial businesses |
| | 1. Commence and act upon findings of investigative studies / strategies |
| | 2. Establish precinct area and undertake an investigative survey of prevailing conditions and engage with landowners |
| | 3. Pursue a contemporary ‘precinct structure plan’ approach to guide future planning and to inform the preparation of potential amendments (e.g. rezoning) to the local planning scheme |

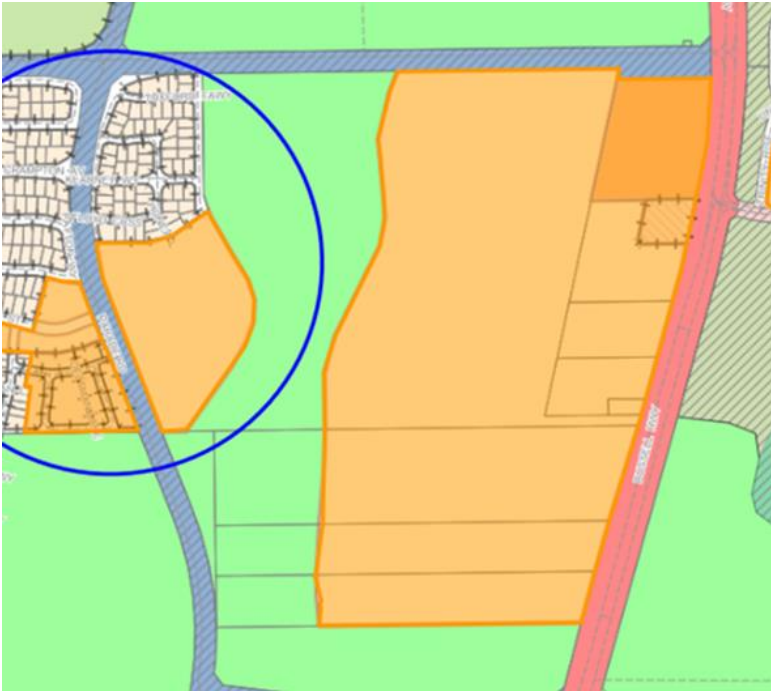
| Focus Area 2.2 - Regional Centre Frame – Homemaker Precinct | Aim |
|--|---|
|  | Objective |
| | Broaden opportunities for affordable and diverse housing to occur at the fringes of the city centre within areas capable of supporting a mix of compatible uses |
| | Options / Potential Interventions |
| | <p>Address the barriers:</p> <ul style="list-style-type: none"> • Critically review the commercial primacy of the precinct with a view to expanding mixed use development opportunities • Ensure utility providers / infrastructure capacity keeps pace service demand <p>Employ incentives:</p> <ul style="list-style-type: none"> • Utilise a ‘precinct plan’ approach to develop desirable outcomes for the precinct that: <ul style="list-style-type: none"> – increases residential opportunities within compatible mixed-use development – enhances the residential amenity of the area – improves movement and flow for pedestrians – manages on-going potential for land use conflict – appropriately caters for any ‘non-conforming’ uses over the period of transition – integrates with any emerging public transport initiatives (along the activity corridor) <p>Engage in advocacy and develop partnerships:</p> <ul style="list-style-type: none"> • Promote the objectives of the housing strategy to all stakeholders |
| Scope of Land Use Planning Response (Actions): | <ol style="list-style-type: none"> 1. Commence and act upon the findings of investigative studies / strategies (including Employment Strategy and Integrated Transport Strategy). 2. Engage with landowners and encourage a ‘precinct structure plan’ approach to guide future planning / land use transitioning to inform the preparation of potential amendments (e.g. rezoning) to the local planning scheme |

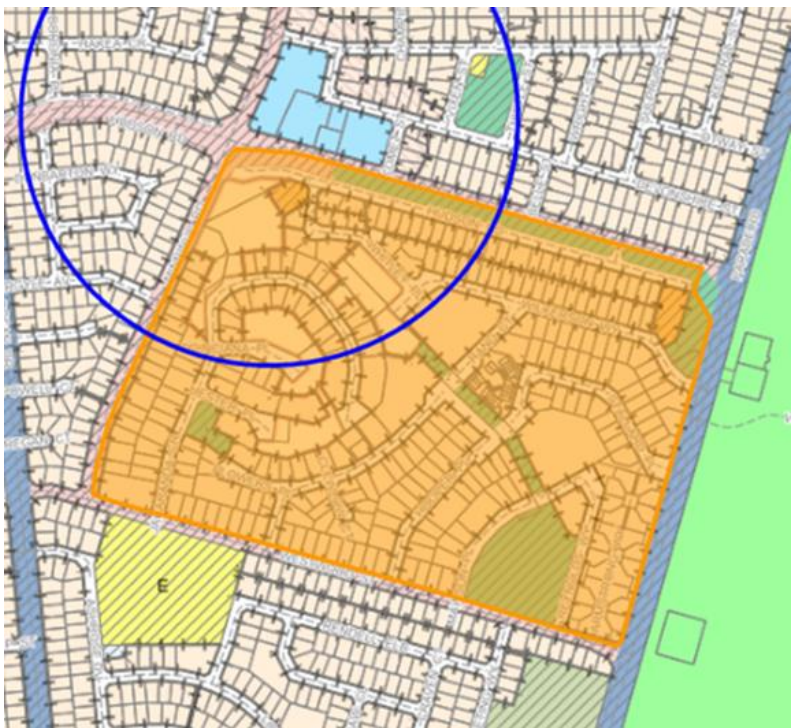
| Focus Area 2.3 - Regional Centre Frame – Back Beach Precinct | Aim |
|--|--|
|  | Substantially increase the number of residents living in areas adjacent to / nearby the city centre |
| | Objective |
| | Broaden opportunities for affordable and diverse housing to occur at the fringes of the city centre within areas capable of supporting a mix of compatible uses. |
| | Options / Potential Interventions |
| Scope of Land Use Planning Response (Actions): | <p>Address the barriers:</p> <ul style="list-style-type: none"> • Critically review the tourism exclusivity of the precinct with a view to expanding opportunities available to residential and mixed use developments whilst retaining short stay options and elements of commercial development consistent with the high amenity / tourism corridor setting. • Ensure utility providers / infrastructure capacity keeps pace service demand <p>Employ incentives:</p> <ul style="list-style-type: none"> • Proactively manage potential for land use conflict between short stay, commercial and residential properties. • Capitalise on the amenity / facilities / lifestyle offered by the area and invest in improvements to the public realm • Improve pedestrian movement generally and walkability (within the ped-shed and to nearby services) <p>Engage in advocacy and develop partnerships:</p> <ul style="list-style-type: none"> • Promote the objectives of the housing strategy to all stakeholders • Re-engage with key landowners to establish intentions / scope development opportunities • Consider opportunities to retain existing communities in place |
| | 1. Re-imagine outcomes and revisit opportunities for the Back Beach precinct generally (including indigenous heritage and culture, ocean pool, surf club, access, parking, movement and planning of future facilities generally) |
| | 2. Review the Back Beach General Structure Plan (and related structure plans) in light of potentially changing the tourism zoning of the precinct to a combination of residential and mixed use zoning |
| | 3. Continue to recognise the designated tourism corridor identified along this section of Ocean Drive |
| | 4. Seek general support from the Department of Planning Heritage and Lands. |

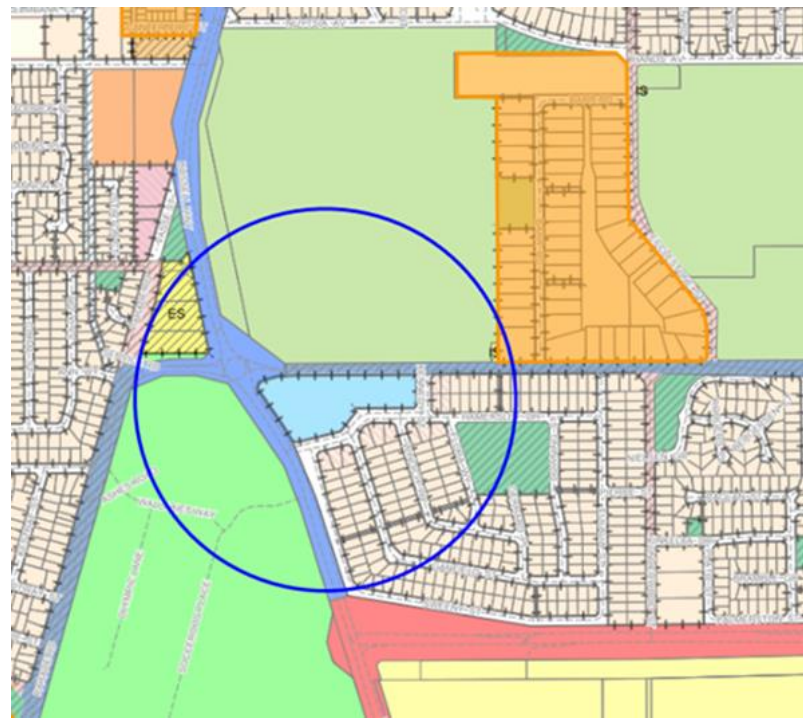
| Focus Area 3 - Bunbury Forum District Centre Frame | Aim |
|---|--|
|  | Increase the number and diversity of residents living in areas adjacent to the district centre |
| | Objective |
| | To supplement the housing stock by increasing the choice, availability and affordability of residential property types available in the area |
| | Options / Potential Interventions |
| Scope of Land Use Planning Response (Actions): | Address the barriers: |
| | <ul style="list-style-type: none"> • Easing limitations of current residential density coding • Ensure utility providers / infrastructure capacity keeps pace service demand • Address potential flooding impacts |
| | Employ incentives: |
| | <ul style="list-style-type: none"> • Investigate and adopt innovative measures – similar to the ‘Freo Alternative’ trialled model that facilitates the introduction of small dwellings within selected established housing areas • Capitalise on the presence / opportunities provided by rear laneways • Improve pedestrian movement and walkability (within the ped-shed) and quality of the public realm generally |
| | Engage in advocacy and develop partnerships: |
| | <ul style="list-style-type: none"> • Promote the objectives of the housing strategy to all stakeholders • Promote within the neighbourhood the opportunities available / requirements for the introduction of special purpose dwellings (e.g. aged and single bedroom dwellings) |
| | 1. Undertake investigations to establish opportunities that would facilitate increases in the local residential density / population within the ped-shed and engage with the local community to gauge level of support / appetite to progress various options. |
| | 2. Investigate the appropriateness / feasibility of adopting the ‘Freo Alternative’ trialled model |
| | 3. Prepare amendments to the local planning scheme and guiding planning instruments as appropriate (e.g. Special Control Area / Local Planning Policy) |
| | 4. Employ variations to minimum lot sizes (residential subdivision) in appropriate circumstances |

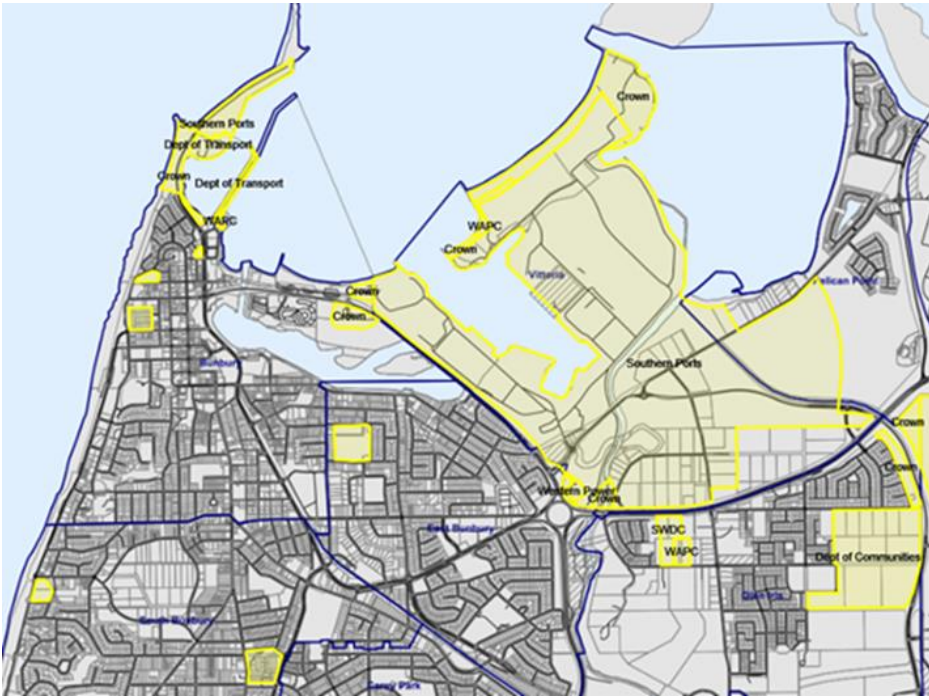
| Focus Area 4 - Bunbury Transit (Train) Station | Aim |
|---|--|
|  | Co-locate higher density residential development alongside major planned (future) transport hubs in keeping with recognised transport orientated development (TOD) principles. |
| | Objective |
| | Facilitate new residential development / increased densities near to a future, revamped Bunbury train station. |
| | Options / Potential Interventions |
| Scope of Land Use Planning Response (Actions): | <p>Address the barriers:</p> <ul style="list-style-type: none"> • Seek to clarify State rail development and investment plans for Bunbury • Determine the broader role of Bunbury train station over the short, medium and long term • Act upon outcomes from informing studies / analysis • Ensure utility providers / infrastructure capacity keeps pace service demand <p>Employ incentives:</p> <ul style="list-style-type: none"> • Utilise (at the appropriate time, such as when there is Government commitment to rail into the city centre) a 'precinct structure plan' approach to guide the realisation of a new transit station and TOD. <p>Engage in advocacy and develop partnerships:</p> <ul style="list-style-type: none"> • Engage with key stakeholders (e.g. PTA) and consider the appropriateness / feasibility of adopting a 'Metronet' type approach to precinct planning • Promote the objectives of the housing strategy to all stakeholders |
| | <ol style="list-style-type: none"> 1. Have due regard to the current and potential future role of the train station (and its immediate setting) in planning discussions and decision making. 2. Subject to findings from investigations, develop concepts and progress to formulation of a 'precinct structure plan' |

| Focus Area 5 - Glen Iris (District Structure Plan Area) | Aim |
|---|--|
|  | Significantly increase net residential yield and diversity of housing product |
| | Objective |
| | To cater for a larger number and broader range of affordable housing needs consistent with best practice / contemporary neighbourhood planning approaches |
| | Options / Potential Interventions <p>Address the barriers:</p> <ul style="list-style-type: none"> • Seek to address / satisfactorily overcome the various physical and environmental constraints, buffers, flooding, access, and bushfire constraints that encumber the full and efficient development of land through the district structure planning process • Ensure utility providers / infrastructure capacity keeps pace service demand <p>Employ incentives:</p> <ul style="list-style-type: none"> • Improve quality of the public realm generally • Improve movement and flow generally, and walkability (within the ped-sheds and nearby facilities / services) • Preserve and integrate the key environmental areas into the urban environment <p>Engage in advocacy and develop partnerships:</p> <ul style="list-style-type: none"> • Promote the objectives of the housing strategy to all stakeholders • Re-engage with key landowners to establish intentions / broaden opportunities |
| Scope of Land Use Planning Response (Actions): | 1. Revisit land use zoning, density coding, infrastructure and services provision at the district and local levels. |
| | 2. In conjunction with landowners /key stakeholders review/revise outstanding structure planning documents with a view to increasing residential yield / diversity and provide commensurate infrastructure, community services and facilities. |
| | 3. Foster general support from the Department of Planning Heritage and Lands and State agencies generally. |

| Focus Area 6 - Tuart Brook (Structure Plan Area) | Aim |
|---|---|
|  | Significantly increase net residential yield and diversity of housing product commensurate with its location |
| | Objective |
| | To cater for a larger number and broader range of affordable housing needs consistent with best practice / contemporary neighbourhood planning approaches |
| | Options / Potential Interventions |
| Scope of Land Use Planning Response (Actions): | <p>Address the barriers:</p> <ul style="list-style-type: none"> • Seek to address and overcome the various physical and environmental constraints that encumber the full and efficient development of available land • Ensure utility providers / infrastructure capacity keeps pace service demand |
| | <p>Employ incentives:</p> <ul style="list-style-type: none"> • Improve movement and flow generally, and walkability (within the ped-sheds and nearby facilities / services, and the health and education super-campus in particular) |
| | <p>Engage in advocacy and develop partnerships:</p> <ul style="list-style-type: none"> • Promote the objectives of the housing strategy to all stakeholders • Re-engage with key landowners to establish intentions / broaden opportunities • Moderate, where appropriate and possible, shared development costs, to ensure that development is feasible |
| | <ol style="list-style-type: none"> 1. Revisit land use zoning, density coding, infrastructure and services provision at the district and local levels. 2. In conjunction with landowners /key stakeholders review/revise structure planning documents with a view to increasing residential yield / diversity and provide commensurate infrastructure, community services and facilities. 3. Guide/contribute to the preparation and implementation of a Development Contribution Plan |

| Focus Area 7 - Withers (Central Withers Structure Plan Area) | Aim |
|---|--|
|  | Facilitate new residential development in tandem with improvements to the urban setting |
| | Objective To supplement the housing stock by increasing the choice, availability and affordability of residential property types available in the area whilst enhancing the level of residential amenity and services afforded to the area. |
| | Options / Potential Interventions Address the barriers: <ul style="list-style-type: none"> • Easing limitations of current residential density coding • Ensure utility providers / infrastructure capacity keeps pace service demand Employ incentives: <ul style="list-style-type: none"> • Improve movement and flow generally, and walkability (within the ped-sheds and nearby facilities / services) • Improve quality of the public realm generally Engage in advocacy and develop partnerships: <ul style="list-style-type: none"> • Promote the objectives of the housing strategy to all stakeholders • Work with key landowners (notably the Department of Communities to realise / desirable outcomes • Deliver road connections to improve permeability • Consider opportunities to retain existing communities in place and to avoid the negative effects of urban gentrification |
| Scope of Land Use Planning Response (Actions): | 1. Amend statutory planning instruments in keeping with the endorsed Withers Central Area Structure Plan 2. Implement / support development consistent with the endorsed Withers Central Area Structure Plan |

| Focus Area 8 - Parks District Centre, Racecourses and Super-campus Precincts | Aim |
|---|---|
|  | To increase the number and diversity of residents living within each precinct |
| | Objective |
| | To supplement the housing stock by increasing the choice, availability and affordability of residential property types appropriate to the particular housing needs of each precinct |
| | Options / Potential Interventions |
| | <p>Address the barriers:</p> <ul style="list-style-type: none"> • Easing limitations of current residential density coding • Ensure utility providers / infrastructure capacity keeps pace service demand <p>Employ incentives:</p> <ul style="list-style-type: none"> • Improve movement and flow generally, and walkability (within the ped-sheds and nearby facilities / services) • Improve quality of the public realm generally • Introduce contemporary approaches/mechanisms/incentives that encourages diversification in housing type and affordability. • Work with service infrastructure providers to allow new development to be able to be developed / planned without significant cost imposts on developers. <p>Engage in advocacy and develop partnerships:</p> <ul style="list-style-type: none"> • Promote the objectives of the housing strategy to all stakeholders • Work with key agencies (DevelopmentWA) to realise / desirable outcomes (e.g. former depot site) |
| Scope of Land Use Planning Response (Actions): | 1. Undertake investigations to establish opportunities that would facilitate increases in the local residential density / population within the ped-shed of the district centre, and engage with the local community to gauge level of support / appetite to progress various options |
| | 2. Address the appropriateness / feasibility of adopting the 'Freo Alternative' trialled model within proximity to Campus (i.e. parts of Kinkella Park). |
| | 3. Review and the appropriate introduction of residential 'short stay' opportunities in proximity to the Campus. |
| | 4. Progress and implement actions associated with the adopted Racecourses Local Area Plan |
| | 5. Prepare amendments to the local planning scheme and guiding planning instruments as appropriate. |

| Focus Area 9 - Other Major Landholdings | Aim |
|--|---|
|  | Realise development opportunities upon underutilised pockets of urban zoned land |
| | Objective |
| | To supplement the existing housing stock by increasing the choice, availability and affordability of residential property types appropriate to location |
| | Options / Potential Interventions |
| Scope of Land Use Planning Response (Actions): | Address the barriers: |
| | <ul style="list-style-type: none"> Identify and seek solutions Ensure utility providers / infrastructure capacity keeps pace service demand |
| | Employ incentives: |
| | <ul style="list-style-type: none"> Capitalise on the presence / opportunities provided by rear laneways Improve movement and flow and quality of the public realm generally Employ mechanisms that funds and/or enhances community facilities. Work with service infrastructure providers to allow new development to be able to be developed / planned without significant cost imposts on developers. |
| | Engage in advocacy and develop partnerships: |
| | <ul style="list-style-type: none"> Promote the objectives of the housing strategy to all stakeholders Work in collaboration with Government Agencies, NGOs and private landowners on larger sites with a residential development potential to review the planning framework to maximise the yields. |
| | 1. Undertake land use analysis investigations as appropriate, including City of Bunbury owned land with a residential development potential |
| | 2. Review the planning framework with a view to maximising residential yields and delivering a mix of adequately serviced affordable homes in desirable settings. |
| | 3. Prepare amendments to the local planning scheme and guiding planning instruments as appropriate |

4.2 Quality Design and Streetscape

Quality built form and streetscapes are characterised by strong interactions between buildings and the street, articulated buildings and pedestrian friendly environments. High quality development and retention / creation of tree canopies contribute to the character and amenity of an area and may be addressed through design guidelines as is the case in many redevelopment precincts in Bunbury. New urban design standards in the form of structure plans or local development plans will be developed particularly for the 'Focus Areas' and local planning areas to promote high quality design and streetscapes.

[State Planning Policy 7.0 Design of The Built Environment](#) (SPP7.0) sets out the objectives, measures, principles and processes which apply to the design and assessment of built environment proposals through Western Australian. It also provides the overarching framework for a range of supporting State Planning Policies that provide design quality guidance for specific types of planning and development proposals.

The Western Australian Planning Commission's [Precinct Design Guidelines](#) give greater weight to urban design and there could be a wider role outside of the development application process to input however initially it is considered that this would remain development application focussed.

4.2.1 Design Review Panel

The City will investigate establishing a Design Review Panel in line with [SPP 7.3's Design Review Guide](#). The City's adopted Local Planning Strategy, under the Urban Design section 11A-2.1, advocates for the establishment of an Urban Design Advisory Service (refer below), although at this stage Bunbury has not formally resolved to establish either its own or a joint Design Review Panel.

"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)."

The City has a Heritage Advisory Committee with external heritage experience, including engineers, architects and community ambassadors, but its remit is focussed on heritage related matters. The City of Bunbury has also established a co-design panel that looks specifically at disability access and inclusion in civil design and the planning process.

The role and benefits of design review panels is set out in [SPP7.0 Design of the Built Environment](#) and the [Design Review Guide](#). The focus for the design review panel is on pre-lodgement advice, so that the design review panel can influence the thinking before an applicant is committed through fully worked up drawings. This early engagement with applicants and developers is important in order to initiate discussions around what is an appropriate design and also to raise other matters in this Strategy.

SPP7.0 states that planning authorities, including local government, should establish or arrange access to design review processes to review complex planning proposals, those proposals identified as benefitting from design review, or as set out in the *Planning and Development (Local Planning Schemes) Regulations 2015* or recommended in the WAPC's *Design Review Guide*.

Design review is an independent and impartial evaluation process through which a panel of experts on the built environment assesses the design of a proposal.

DRPs can be used for major residential development applications, major commercial and mixed-use developments, major public works and also other elements of the planning framework such as structure plans and precinct structure plans, local; development plans, design guidelines and design related local planning policies.

At an individual development scale the establishment of a Design Review Panel on major development sites is supported.

Augusta-Margaret River, Boyup Brook, Bunbury, Busselton, Bridgetown, Capel, Collie, Dardanup, Donnybrook Balingup, Harvey, Nannup are a collective group of Local Governments within the South West Region who recognise the potential to establish a joint design review panel to assist in the assessment of development applications, structure plans and local planning policy. These discussions are now advanced with a number of local governments committed to establish a South West Joint Design Review Panel.

ACTION 4: City of Bunbury to work with other South West local governments to establish a South West Joint Design Review Panel.

4.2.2 Laneways and Rights of Way

The City has undertaken a comprehensive audit of around 200 rights-of-way (ROW) in order to establish a framework for the retention, acquisition, development or closure of these laneways.

Public laneways and some older drainage reserves in Bunbury and East Bunbury provide the potential for a secondary means of access for many older and larger lots, and in turn are ideally located for higher density infill development. Whilst costs associated with formalising ownership, access rights and construction of laneways needs to be resolved for each laneway on an individual basis, they create the opportunity for a sustainable means of infill that has the potential to maintain quality streetscapes and retain the existing housing stock.

The City also recognises these laneways as sites of opportunity, where development adjacent can assist (through CPTED⁸ principles and passive surveillance) to reduce anti-social behaviour and add to the City's movement network.

This can be achieved in three ways:

- Widening of ROWs to create safer thoroughfares
- Facing development towards the ROW to provide passive surveillance
- Creation of new streetscapes and reduced solid fencing.

In return for increased development potential, a constructed and widened laneway offers the developer the opportunity to produce green title subdivisions and street frontage homes. In most cases the lots adjacent to laneways have higher R-codes to encourage development.

⁸ CPTED: Crime Prevention through Environmental Design (refer WAPC; [Designing Out Crime Planning Guidelines](#); 2006)



Undeveloped Laneway – Strickland Street, South Bunbury

To successfully implement this provision into the strategy, a policy measure in the form of a Dual Residential Code may need to be introduced to require a widening adjacent to the laneway to achieve these outcomes. However, the required width of the widening will need to be determined by the City through the investigation of factors such as traffic management, neighbourhood impact, sealing/drainage/lighting of the laneway and servicing of lots. Until such a study has been conducted, rezoning of identified lots adjacent to laneways will not be initiated.

ACTION 5: City of Bunbury to complete review and recommendations in respect to all laneways.

4.3 Character and Heritage

One important way by which the local community identifies itself is through its cultural heritage, mainly represented by the built environment but significantly also Aboriginal cultural heritage. It is important to ensure that further development is sympathetic to the local heritage and valued character of an area, as well as contributing to the Aboriginal culture wherever possible.

In new urban areas, for example, the historic heritage and Aboriginal language / names / words can be included into street names and places to contribute to the understanding of cultural heritage.

Older inner-city areas also contain the majority of buildings with heritage qualities. Residential densities are generally lower in these areas in order to preserve and protect these heritage buildings from demolition. Sensitive infill development that retains and incorporates heritage buildings however is able to be supported. Other 'incentives' and R-Code variations that achieve the primary aim of conserving heritage buildings and heritage areas should be explored through the review of the City's Heritage List.



ACTION 6: City of Bunbury, on completion of its review of the Local Heritage Survey (including the Heritage List) and preparation of the Heritage Strategy, shall review residential densities on heritage listed properties and within heritage areas to ensure that they are consistent with the heritage objectives. Aboriginal heritage and cultural opportunities shall also be integrated.

The City of Bunbury is committed 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 has invested resources on a range of supporting initiatives, including:

- reviewing the Local Heritage Survey (including the Heritage List) and preparing a Heritage Strategy
- preparing and implementing local planning policies to help guide development and offer incentives to look after heritage assets
- managing heritage assets under its care and control, including the preparation of conservation management plans (leading by example)
- raising the profile of heritage to visitors and the community through heritage awards
- providing advice and guidance to property owners, designers, developers and the community at large on heritage conservation matters through an independent heritage advisor
- supporting community participation in cultural heritage conservation issues through engagement processes such as the City of Bunbury Heritage Advisory Committee
- promoting heritage and educating the community through events such as the Bunbury Heritage Forum and creation of heritage trails

The [Local Planning Strategy](#) deliberately seeks to protect the integrity of heritage areas and individual heritage listed buildings. Additional flexibility is required to the R-Codes where suitable infill residential development can be accommodated so that the building and a suitable curtilage can be maintained. This could include variations to minimum lot sizes in order to achieve this aim.

In particular, in making any recommendations to the WAPC on subdivision applications, the City will consider applying a 5% variation to the minimum and average lot size specified in Table 1 of the R-Codes, as specified under the WAPC's [DC Policy 2.2 Residential Subdivision](#). Grounds to allow this 5% variation are set out as Design Principles in the R-Codes.

ACTION 7: In addition to considering applying the 5% variation to the minimum and average lot size specified in Table 1 of the R-Codes where it can be demonstrated to be consistent with the relevant design principles, the City will explore extending its application to advance the aspirations of this Strategy whilst maintaining satisfactory built form outcomes.

Consideration of new sensitive and appropriate infill within East Bunbury Heritage Area and the Tree Street precinct south of the city centre should be investigated where the existing housing stock, landform and significant trees can be retained. This will require specific special control area type controls to be introduced in LPS8 (refer section 5.1).

ACTION 8: City of Bunbury to review East Bunbury Heritage Area and the Tree Street precinct south of the city centre, though the preparation of the Heritage Strategy, where the existing housing stock, landform and significant trees can be retained.

4.4 Housing Choice and Affordability

There is a need for a range of housing types to cater for different household types and lifestyles. The 'Focus Areas' and land around activity centres will help to deliver greater diversity of housing choice whilst leaving much of the City as suburban residential areas under current zonings.

4.4.1 Housing Stock Mismatch

The City's current housing stock does not match the projected smaller household size and will not provide an adequate range of housing choices for future households. For example, 74% of the housing is in the form of single dwellings and 82% of the dwellings are larger with 3+ bedrooms, however over 30% of homes have only one person in them (refer tables 8 to 11). A greater number of smaller dwellings will be required to meet the needs of smaller households and an aging population.

It is acknowledged that over time there will be some industry adaptation to high housing costs and larger dwellings and dwellings will be utilised differently. For example, there is likely to be more home working, shared housing arrangements and more than one household per dwelling. However, such arrangements will not suit all households and given the significance of the projected mismatch, it is considered appropriate that an increase in the number of smaller dwellings types should be encouraged across the City, and in particular around activity centres, high amenity areas and along transit routes. This can be achieved through increases to residential densities in appropriate locations and seeking adequate higher residential yields in the new urban greenfield areas.

Facilitating a greater number of smaller dwellings will assist in providing options for residents and single person households seeking to downsize or move to more appropriate housing, while staying in the local area while they are still able to live independently. It is acknowledged that many older Australians living in large homes consider that the dwelling meets their needs. However, studies also indicate that a proportion, particularly those with disabilities, will want to downsize or move to a more appropriately designed dwelling. Most of these people will want to remain in their local area, and this Strategy aims to facilitate the housing options for those who wish to downsize, or whose homes no longer suit their needs. An assessment of the housing stock in the City of Bunbury indicates that these options are limited in many areas and this issue needs to be addressed.



Mixed-use units, Marlston Waterfront, Bunbury

Table 8 – Dwelling Structure (2016 Census)

| Dwelling Structure | Bunbury | % | Western Australia | % |
|--------------------|---------|------|-------------------|------|
| Separate House | 9,324 | 74.3 | 685,824 | 79.1 |
| Semi-Detached | 2,173 | 17.6 | 122,562 | 14.1 |
| Flat/Apartments | 710 | 5.7 | 49,086 | 5.7 |
| Other | 147 | 1.2 | 6,314 | 0.7 |

Table 9 – Number of Bedrooms (2016 Census)

| # of Bedrooms | Bunbury | % | Western Australia | % |
|---------------------------|---------|------|-------------------|------|
| 0-2 | 2,238 | 18.1 | 139,530 | 16.1 |
| 3-4 | 9,854 | 79.6 | 708,981 | 81.8 |
| 4+ | 4,051 | 2.4 | 18,272 | 2.1 |
| Av. bedrooms per dwelling | 3.2 | | 3.3 | |
| Av. people per household | 2.3 | | 2.6 | |

Table 10 – Household Composition (2016 Census)

| Household Composition | Bunbury | % | Western Australia | % |
|--------------------------|---------|------|-------------------|------|
| Family households | 8,151 | 65.8 | 629,882 | 72.7 |
| Single person households | 3,771 | 30.4 | 204,202 | 23.6 |
| Group households | 468 | 3.8 | 32,692 | 3.8 |

Table 11 – Family Composition (2016 Census)

| Family Composition | Bunbury | % | Western Australia | % |
|-------------------------|---------|------|-------------------|------|
| Couple without children | 3,642 | 44.1 | 247,841 | 38.5 |
| Couple with children | 2,912 | 35.2 | 292,133 | 45.5 |
| One parent family | 1,603 | 19.4 | 93,344 | 14.5 |

Taking these factors into consideration, it is clear that without any intervention in the housing market in Bunbury:

- The proportion of medium density housing types (semi-detached/ row/terrace and flat/ unit/ apartments) is on a clear upwards trend, consistent with Bunbury's relative attractiveness within the region for couple families with no children and lone person households
- The proportion of single houses is on a downwards trend in line with couple families with children, although single houses clearly will remain the dominant housing form for the foreseeable future
- Single houses remain the preferred option for the majority of couple families with no children and lone person households. It is reasonable to assume that an increase in the supply of well located, good quality flats, units, and apartments will further encourage such households to choose medium density housing over single housing, within the City of Bunbury.

ACTION 9: City of Bunbury will advocate for a greater diversity of housing types and demonstration projects in Bunbury so that there is a better alignment between housing supply and demand.

4.4.2 Declining Housing Affordability

The number of Australian households in housing stress has increased dramatically in the last ten to twenty years, and this is a trend that is likely to continue into the future. For 'very low', 'low' and 'moderate' income earners this means that owning a property is likely to be out of reach.

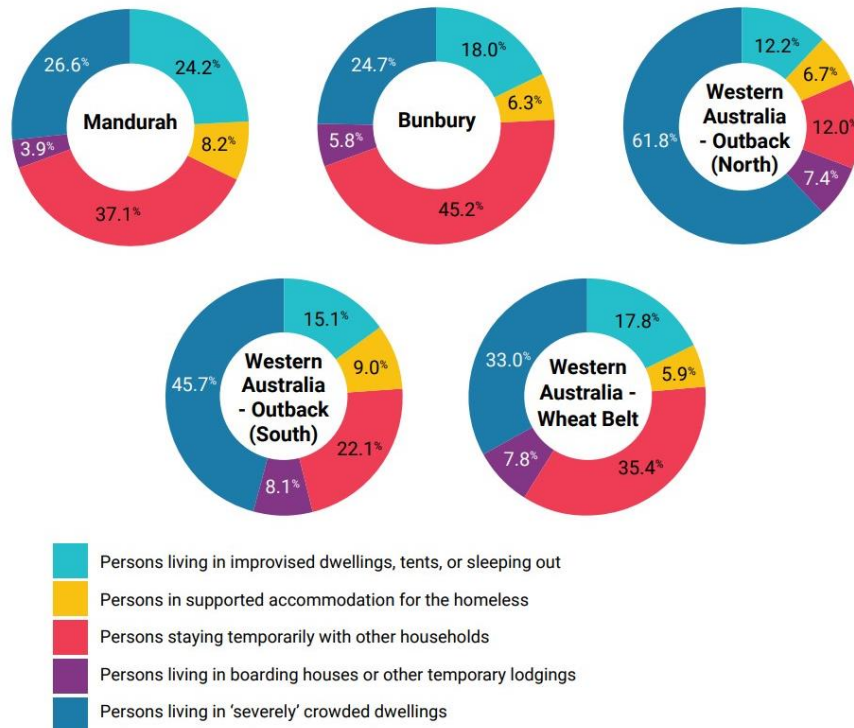
Table 12 – Housing tenure (2016 Census)

| Housing tenure | Bunbury | Western Australia |
|--|-----------------------|---|
| Owned outright | 3,625 (29.2%) | 247,050 (28.5%) |
| Owned with mortgage | 3,936 (31.8%) | 344,014 (39.7%) |
| Rented | 4,332 (34.9%) | 245,705 (28.3%) |
| Other/not stated | 503 (4.1%) | 30,004 (3.5%) |
| Homeless (nightly) | Figures not available | 9,005 |
| Crisis and transitional beds | Figures not available | 1,144 |
| Social housing properties (source: Shelter WA "Housing in Need Western Australia; 2019) | Figures not available | 44,000 (4.1%): 76% public 24% community |
| Social housing waitlist applicants (source: Shelter WA "Housing in Need Western Australia; 2019) | Figures not available | 14,000 |

Households susceptible to housing stress are low income renters, low income households with children, older people renting, and people with disabilities. Shelter WA (2019) estimate that 48% of low-income households are in rental stress and that 98% of open market rentals were not affordable for a person on minimum wage.

The Department of Communities report [Homelessness in Western Australia](#) - A review of the research and statistical evidence (2018) established that the number of homeless in the Bunbury region represented 443 homeless persons and 503 marginally housed persons (persons by region - statistical area level 4, Census, 2016) (refer Figure 15).

Figure 15 - Structure of Homelessness across Statistical Area Level 4 regions in regional WA



(Source: Homelessness in Western Australia - Figure 5 based on 2016 Census)

It is considered that provision of a greater number of smaller dwelling types, including ancillary dwellings, which have been found to be the most affordable rental accommodation, across the City will assist in providing more affordable housing.

The City will continue to work with the State Government agencies responsible for housing and land delivery (e.g. Department of Communities, DevelopmentWA), non-government organisations, not-for-profit housing providers and the private sector to facilitate the development and redevelopment of specific sites with the aim of facilitating development and the provision of a more diverse range of housing, including affordable, aged and crisis accommodation. Projects have included:

- Withers urban revitalisation (Department of Communities)
- Racecourse precinct revitalisation (private landowners, City of Bunbury, Bunbury Turf Club, Bunbury Trotting Club)
- Punchbowl (DevelopmentWA)
- Tuart Brook Structure Plan, Usher (now DevelopmentWA)
- Glen Iris District Structure Plan (now DevelopmentWA)
- Step Up Step Down mental health recovery facility, Glen Iris (Department of Communities/Alliance Housing)
- Dependant aged housing, South Bunbury (Signature Care).

ACTION 10: City of Bunbury will work with all public and private housing providers to facilitate a diverse range of housing, including affordable, aged and crisis accommodation.

4.4.3 Cost of Living Impacts for Low Income Households

While all households are impacted by increasing costs of living, low income households are the most affected. Single parent families and lone person households are most susceptible to living cost increases. Housing affordability is a particular issue for family households who have a

variety of living expenses that make them more susceptible to financial hardship, in addition to having high housing costs through the requirement in many cases for larger dwellings that have higher rental costs.

Increasing the stock of smaller dwellings and providing more dwellings within close proximity to public transport and services will assist greatly in providing housing options that have lower transport costs. Encouraging more sustainable dwellings and providing information regarding sustainable living options will also assist households.

4.4.4 Shortage of Crisis Accommodation

There is a trend of increased homelessness, particularly for vulnerable households such as people with disabilities and with mental health issues. Compounding the problems associated with greater incidence of homelessness in the community has been the breakdown of the affordable housing system.

There has been increasing pressure on crisis accommodation. This is because in addition to more people seeking crisis accommodation, the average length of stay has increased due to longer waiting times for social housing.

Addressing the lack of affordable housing will go some way to reducing vulnerability to homelessness for some households. However, provision of crisis accommodation is still important to ensure that there is adequate accommodation for people waiting for social housing.

The City is supportive of alternatives such as tiny house options and the State Government responding via crisis accommodation options.

4.4.5 Need for Adaptable Housing

In the City of Bunbury there is an older and ageing population (27% are over 55. [ABS 2016](#)) and around 18% of people have a disability. The number of private and public dwellings that have been built to incorporate universal access design elements or adaptable housing (refer [Australian Standards: AS4299 Adaptable Housing](#); 1995) is very low, therefore for many of these people their home may not have a level of accessibility to suit their needs, either now or in the future.

Inaccessible housing leads to social disadvantage and has negative effects for social integration and participation. Modifications to dwellings to improve accessibility, such as installation of ramps, are often expensive and unsatisfactory. These costs place increased financial pressure on such households, and moving house to find a better house design suited to their specific needs is not a viable option.

A large proportion of the public housing stock is physically inappropriate for people with disabilities, and there is only a small amount of public housing stock that has already modified. People with disabilities have been found to spend longer periods on the public housing waiting list than people without a disability, due to requiring accessible housing.



Adaptable kitchen design (Source: kitchen-a.com)

The [Liveable Homes](#) initiative was developed by the Disability Services Commission (now Department of Communities) to increase the number of private and public homes in Western Australia that are built with universal access. Liveable Homes are easy to move around in and easy to use. They are open-plan and designed to maximise space in key areas of the home. Some of the design features include flat level thresholds, larger rooms and passages for wheelchair access, low kitchen benches etc. Liveable Homes ensure people of all ages and abilities can live in or visit with comfort.

Improving the supply of affordable housing that is accessible and conforms to the principles of universal housing design would be a significant positive step towards reducing rates of poverty and providing increased opportunities for economic and social inclusion for people with disabilities.

ACTION 11: The City of Bunbury will advocate for Adaptable Housing and Liveable Homes to be incorporated into all new housing and aged and dependant housing in particular.

4.4.6 Demand for Aged Care Facilities

The ageing population, particularly the increase in people over 70 years of age, will see an increased demand for aged care facilities for those whose care needs can no longer be met within their own homes. The demand for low and high care facilities, in addition to respite care, will continue to increase across the Greater Bunbury region. There will also be a demand for affordable aged care.



Traditionally such facilities have been located on sites of 6-8 hectares, however it is becoming increasingly difficult to find such sites, and a more flexible approach will be required. The lack of suitable locations raises concerns regarding the shortfall of accommodation in the near future. It will be crucial that the City of Bunbury actively advocates for and targets supported accommodation development in the Focus Areas, in particular, in order to meet the identified needs.

The Southern Development Assessment panel approval of a 144-bed facility on a 2.7 hectare consolidated site in Hollywell Street, South Bunbury, demonstrates that the private sector market can respond to this particular housing accommodation need.

ACTION 12: The City of Bunbury will advocate for aged housing and dependent care facilities in order to meet the aged housing need.

4.5 Sustainability and Environment

4.5.1 Sustainable Buildings

Built form sustainability is widely encouraged through the planning frameworks of many local governments, however the resultant new housing stock typically falls short of achieving sustainable outcomes. The City has a responsibility to facilitate the delivery of housing which is environmentally responsible and comfortable to occupy.

The predominant housing stock in Bunbury is not suited to the area's climatic conditions. Building orientation, materials and structural elements such as shading and thermal mass are rarely considered from a broad energy efficiency perspective, and the prevalence of project home designs created to fit on most lots means that creative approaches to sustainable design are less financially attractive. Simple design intervention, such as the orientation of a building and its internal spaces and appropriately designed shading, can serve to eliminate artificial lighting and cooling requirements for most of the year. Coupled with energy generation devices

such as solar energy arrays, intelligently designed housing can significantly minimise ongoing operation costs and imported energy.

Sustainability rating tools like the Green Star system and NABERS contain comprehensive criteria to ensure that rated developments achieve the highest level of sustainability possible, however the accreditation process and requirements typically make these tools acceptable for significant development in key sites. They are not suitable for standard suburban residential development, although revisions to the R-Codes such as SPP 7.3 Residential Design Codes [Vol .2 Apartments](#) (2019) and the Building Code of Australia has and will progress a long way to address such issues.

For sustainability to really become prevalent in the housing stock, mechanisms and incentives need to be focused around smaller scale residential development, such as single houses and grouped dwellings, as well as significant built form.

This Strategy is underpinned by sustainable development principles, including but not limited to, sustainable building designs, local living and water-wise gardens. Further examination into sustainable options and design will be undertaken in order to develop an information sheet and other promotional tools to facilitate sustainable residential design.

ACTION 13: The City of Bunbury will advocate for the development of sustainable housing design and construction that properly considers materials, construction methods, energy use, water conservation and insulation.

4.5.2 Need for a Compact Urban Form

In recent years the City has moved towards more compact and sustainable urban development, reflected in the Bunbury regional centre and Bunbury Waterfront transformation, urban revitalisation strategies (for the Racecourse precinct in Carey Park and Central Withers revitalisation area), the planning for Back Beach, and various local structure plans that seek to achieve a range of residential densities.

However the City is still characterised by predominately low density residential codings that have resulted in a housing stock of large detached dwellings, and many dwellings that in general do not have high levels accessibility.

Table 13 – Travel to Work (2016 Census)

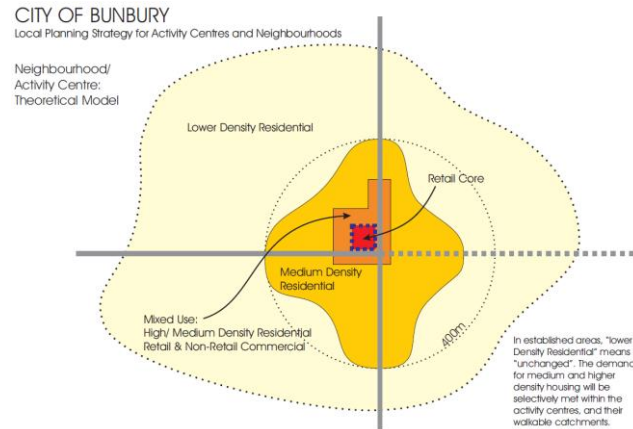
| Mode of Travel | Bunbury | Western Australia |
|-----------------------------|----------------|-------------------|
| Car, as driver or passenger | 10,633 (77.4%) | 815,077 (70.4%) |
| Public Transport | 320 (2.3%) | 106,764 (9.2%) |
| Walked only | 425 (3.1%) | 31,914 (2.8%) |
| Worked at home | 369 (2.7%) | 44,742 (4.3%) |

Continuing to identify opportunities for higher densities, particularly in areas with high levels of accessibilities will provide opportunities for smaller dwellings and a greater number of dwellings with good access to services and public transport.

Living within easy access to public transport is particularly important for lower income households who may not have access to a car. Individuals on lower incomes indicate a stronger preference for easy access to public transport than other income groups. Providing affordable housing with good access to services and public transport is particularly important for young people and people with disabilities, who are high users of public transport.

The Local Planning Strategy and program of urban growth and revitalisation provide the opportunity to achieve a more compact and sustainable urban form consistent with the Greater Bunbury Strategy and draft Bunbury-Geographic Sub-regional Strategy (refer Figure 16).

Figure 16 – Neighbourhood/Activity Centre Theoretical Model - Activity Centres and Neighbourhoods Local Planning Strategy



Existing residential living opportunities within and in close proximity to the city centre are limited, notwithstanding that the Regional Centre Zone is predominantly coded R-AC1 and R-AC2 for higher density urban centres and allows a plot ratio between 2.5 – 3.0, nil setbacks and graduated maximum building heights ranging between 21 – 50 metres (refer Figures 17, 18 and 19).

Mixed use developments, such as that being built in Koombana North, will be developed in time and will form part of the long-term range of housing opportunities.

In the future, upgrades to service infrastructure will be required by the relevant service authorities (including reticulated water, reticulated sewer, power and telecommunications) so that the capacity of the system is capable of meeting the future demands, and so that new development is not constrained by such services. This also requires the local government to communicate the planning framework so that these authorities can factor this into their own service planning processes.

ACTION 14: The City of Bunbury will communicate the outcomes of the Infill Housing Review with service authorities to better inform their infrastructure planning processes.

New development in Bunbury and East Bunbury is also subject to flooding impacts from flooding, climate change (sea level rise) and storm surge which impacts on the need to fill existing land and the new building design. Whilst the City has taken many steps to mitigate these impacts further study is still required to properly determine minimum finished floor levels and to plan for long terms impacts.

Figure 19 – Local Planning Policy No. 3 Zone Development Requirements – Regional Centre Building Height Map

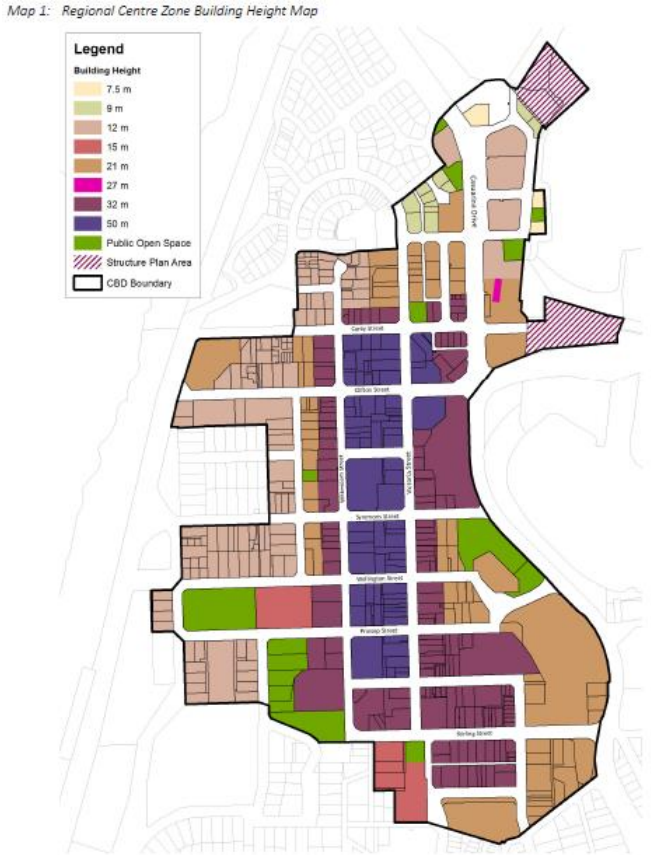
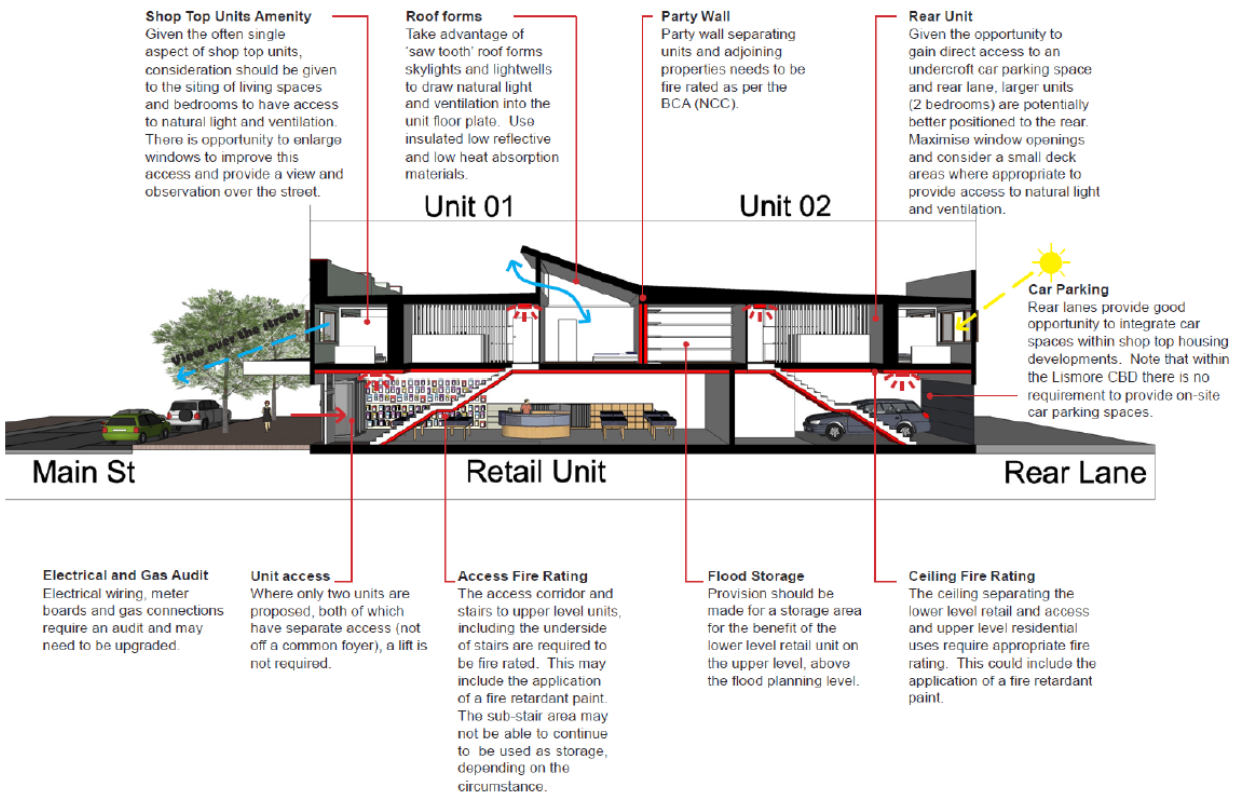


Figure 20 – Shop Top Housing Example (source: City of Lismore)



4.5.3 Shop Top Housing

Shop top housing is where one or more dwellings are located above ground floor retail or business premises. Shop top housing offers an alternative to more traditional housing types and contributes to the economic and social vitality of activity centres (refer Figure 20).

Shop top housing should be encouraged, particularly in the city centre, as it:

- Contributes to the vibrancy of the city centre by creating more activity, particularly in the evenings
- Renovates disused floor space above shops and offices, improving the overall appearance of buildings
- Increases the supply of housing and the choice of housing options for residents
- Allows people to live close to public services and facilities. It is ideally suited for people without cars
- Increases casual surveillance of the streets, which provides a sense of safety and security and helps to reduce antisocial activities
- Improves the viability of shops, allowing them to stay open for longer.

The key issues that have discouraged building owners from pursuing shop top housing relate to the at times prohibitive costs of meeting car parking requirements, fire and accessibility standards, an inflexible approach with Building Codes of Australia requirements, planning controls, addressing flood issues and paying infrastructure contributions.

In the city centre the City should consider waiving off-street car parking to be provided for shop top housing in existing buildings.

There are a number of key requirements for renovating existing buildings:

1. Accessible access is generally required where more than one dwelling is proposed. This may include the requirement for a lift
2. On-site car parking is not required for shop top housing in the Bunbury city centre
3. All habitable floor areas have to be at or above the flood level (for the Preston River and Five Mile Brook).
4. The Building Code of Australia (BCA) details specific requirements for the construction and installation of fire safety measures in new building work. However, complying with these requirements for uses in a building constructed before the introduction of the BCA can involve considerable expense, thus making the proposal economically unviable and unattainable
5. Other matters that you need to consider include:
 - adequate waste minimisation and disposal
 - availability of utility services, and
 - BASIX, or the Building Sustainability Index, which is a certificate confirming that the building complies with state water and energy consumption targets
6. A range of other planning requirements include building height limits, heritage impact and building setbacks.

ACTION 15: The City of Bunbury will prepare planning guidance in the form of a fact sheet around the key issues relating to developing new 'shop top' housing.

4.6 Public Open Space and Housing

4.6.1 State Requirements for Public Open Space

Providing access to quality public open space (POS) is essential to healthy, liveable communities. The Western Australian Planning Commission's (WAPC) [Liveable Neighbourhoods](#) (2009) and [Development Control Policy 2.3 Public Open Space in Residential Areas](#) establishes that for residential subdivision, 10% of the gross subdivisible area shall be given up by the subdivider for POS. This is to ensure that the provision of POS allows for a reasonable distribution of land for active and passive recreation.

In certain circumstances the WAPC may agree that that cash-in-lieu of POS can be given for the following reasons:

- In small subdivisions, the provision of POS may result in a small unusable area of land
- There may be sufficient POS already available in the locality for current and future needs
- POS may have been provided in earlier subdivisions
- POS is planned in another location via a structure plan.

4.6.2 Bunbury's Key Open Space 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.

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.

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.

Many factors now determine and/or influence how public spaces will be provided into the future, these include:

Population Growth and Demographic Changes

Population growth over the past 2 decades has resulted in increasing demand for existing open space. This manifests itself through an increased number of people seeking to utilise existing spaces as population densities increase and an increase in demand for new and better public spaces.

Additionally, changing population demographics are resulting in changes in the type of use demands for public spaces across a range of areas including sporting trends, the change to more natural/nature-based play spaces to an ageing population with different recreation demands. All of these require adjustments to management and resourcing of public spaces and the establishment of accepted planning principles that will be used for new developments and subdivisions.

Taking into consideration [Liveable Neighbourhoods](#) which recommends that all residential

properties be located within 400m of public open space, there are areas within Bunbury that are very well supplied but others that are less well serviced by accessible POS (draft City of Bunbury Open Space Strategy 2017), refer Figure 21.

| | |
|-----------------|--|
| Bunbury: | Areas in southern and western parts of the suburb lack provision of neighbourhood and local parks |
| South Bunbury: | Areas to the north of the suburb lack provision of neighbourhood and local parks (note however that the Big Swamp Playground provides local and neighbourhood function within the relevant buffers). |
| Glen Iris: | Parts of the northern area of the suburb lack access to open space facilities of any kind. |
| Pelican Point: | The suburb's small parks coverage is adequate; however, it lacks the facilities provided by local and neighbourhood parks, particularly the Lakes Estate and Golf Estates although it should be noted that these are managed by residents associations rather than the City. |
| Sports Grounds: | The City's sports grounds are evenly distributed across the urban area along a north south axis. The suburbs of Pelican Point and Glen Iris are the only areas that do not sit within the 2km buffer for sports grounds; however when taking into account the sporting facilities provided by neighbouring local governments Pelican Point is serviced by the sporting facilities at Pratt Road (Shire of Dardanup) meaning only Glen Iris lacks access to these facilities. <i>Note. The structure planning for the ongoing development of Glen Iris should include provision of sporting facilities which will satisfy this requirement.</i> |

POS Strategies, Opportunities and Priorities

The City will need to adapt its management of open spaces to meet the challenges presented by increasing population density, population growth and drying climate.

Strategic decisions to change existing management practices and types of space, made selectively throughout the City, would enable reductions in water usage and an increase in the urban tree canopy and nature spaces. These, along with other adjustments within the hierarchy and functions, will allow the City to provide better, more sustainable open spaces for the benefit of the community of Bunbury and the wider region now and into the future.

The acquisition of land to adjust the distribution of open space throughout the City is an option that the City may wish to consider, particularly in areas where residential densities are higher. In accordance with LPS8 developers may have opportunities to provide cash in lieu contributions in lieu of physical works in instances where development proposals meet the City's established criteria.

New subdivisions in Tuart Brook and Glen Iris will present opportunities for the City to ensure that future open space is provided in line with this strategy.

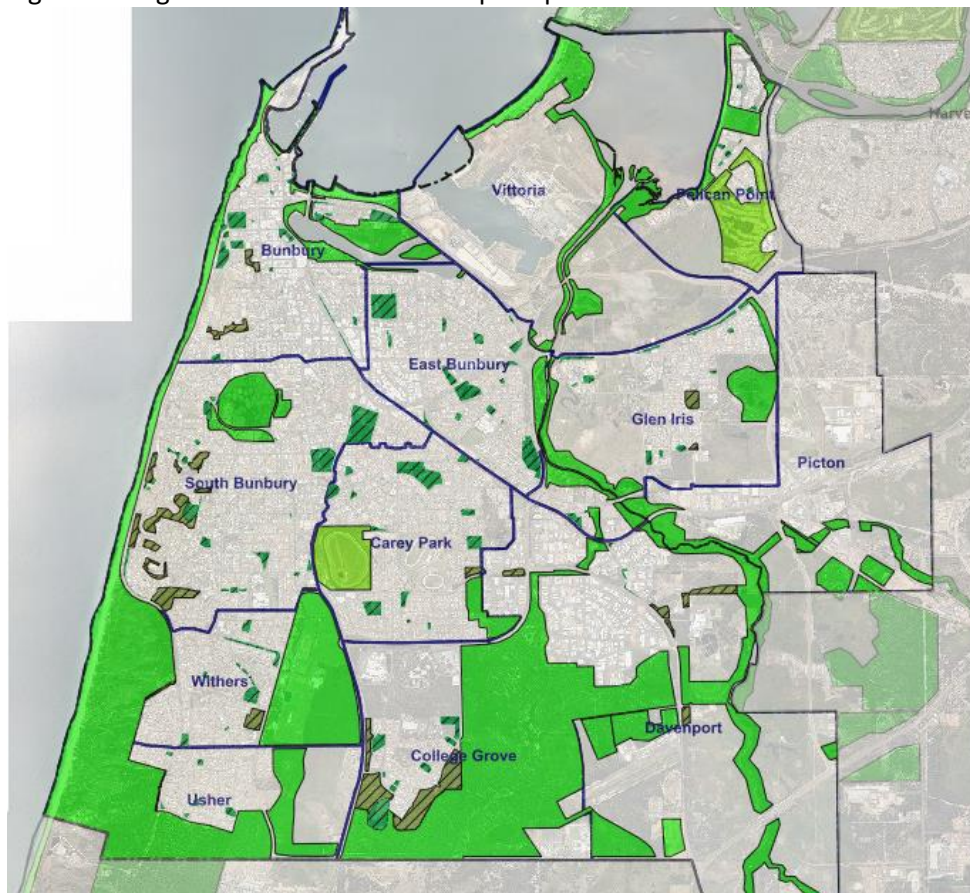
There may also be options for the City to investigate the strategic subdivision of areas of open space where it is deemed appropriate and where it is currently underperforming. Possible opportunities exist in areas surrounding some of the City's larger sports grounds including Hands Oval, Payne Park and Kelly Park.

Acknowledging that the projected additional population will increase pressure on existing POS it is important that the City can adequately plan and respond to future open space needs of the future population. The City should consider a Local Planning Policy on Public Open Space which considers the following:

- No POS condition will be required in respect of a plan of subdivision that creates less than 3 residential lots (unless subject to structure plans or developer contribution scheme), as per s153 (2) and subsection (1) (a) of the [Planning and Development Act 2015](#).
- For suburban residential (infill/redevelopment), subdivision/strata proposals creating 3 to 5 new lots, the City will recommend to the WAPC that a provision of 10% POS or 10% cash in lieu be applied, where:
 1. The subdivider has not demonstrated or cannot demonstrate that the full 10% POS (relative to gross subdivisible area) was previously provided under subdivision of the parent/original lot; or
 2. The subdivider has not demonstrated that there is sufficient useable POS of a minimum size of 0.5 hectares (suitable for local recreation) in the locality, within 400 metres of the subject land.
- For infill subdivision/strata proposals creating 5 residential lots or more, the City will recommend to the WAPC that 10% POS or 10% cash in lieu be applied, where the subdivider has not demonstrated or cannot demonstrate that the full 10% POS (relative to gross subdivisible area) was previously provided under the subdivision of the parent/original lot.
- Residential built strata applications delegated to the City will be required to provide POS / cash in lieu contributions in line with the above requirements.

ACTION 16: Following the completion of the Public Open Space Strategy and audit, the City of Bunbury will develop a Local Planning Policy on public open space contributions to widen the circumstances where it will be required for new residential development.

Figure 21 Regional and Local Areas of Open Space



5.0 Strategies for Action

This chapter discusses the various mechanisms that are available to address the key housing supply, demand and need issues that have been identified:

- Housing stock mismatch
- Need for a compact urban form
- Declining affordability
- Demand for aged care facilities
- Cost of living impacts for low income households
- Shortage of crisis accommodation
- Need for adaptable housing.

5.1 Planning Mechanisms

This section will provide an overview of the available mechanisms, and their appropriateness within Bunbury to address the key issues identified. It should be noted that none of these mechanisms alone are considered sufficient to address any one issue.

5.1.1 Housing Barrier Reduction Strategies

In some circumstances there may be elements of the planning framework which either individually or used in combination may discourage or constrain the provision of affordable housing in new developments.

Such barriers can include:

- Restrictive planning controls which prevent diverse or low-cost housing forms (such as ancillary dwellings, grouped/multiple dwellings, boarding houses).
- Lack of flexibility on minimum lot sizes, minimum frontage widths etc.
- Excessive building costs by mandating inclusions of expensive finishes/materials, design features.
- Restrictive covenants such as provisions limiting the use of property or prohibiting certain uses, such as boarding houses, or covenants that mandate high-cost finishes which add to the cost of development.

Changes to the Planning and Development (Local Planning Schemes) [Regulations](#) 2015 as part of the State's [Planning Reform](#) agenda has introduced a wide range of exemptions for many forms of compliant housing, including minor additions and ancillary structures.

The City of Bunbury LPS8 has flexibility to vary requirements in a variety of circumstances, including parking standards.

Dual Codes

Clause 26 of LPS8 relates to extensive areas of Residential Zoned land and seeks to support more intensive forms of housing on larger (frontage) sewered lots, promote mixed use and multiple dwellings in certain circumstances. These scheme provisions could be modified/expanded to provide additional flexibility under the R-Codes.

LPS 8 Clause 26. Modification of R-Codes

Dual Residential Density Codes -

- (1) Where, a lot/development site has a dual residential density, for the purposes of assessing and determining applications for development approval and/or when making a recommendation to the Commission in respect of subdivision, the lower R-Code shall prevail as the maximum permissible residential density.*
- (2) Despite subclause (1), when considering an application for development approval, or when making a recommendation to the Commission in respect of subdivision, the local government is to apply the lower of the two R-Codes unless -*
 - (a) the development is determined to be consistent with all relevant R-Codes provisions, parts of the Scheme, local planning policies, structure plans, and local development plans to the satisfaction of the local government; and*
 - (b) the development retains the heritage values of the premises where included on the Heritage List in accordance with this Scheme and any relevant local planning policy to the satisfaction of the local government; and*
 - (c) reticulated sewerage is or becomes available to the land subject to the provisions of the Government Sewerage Policy, as amended; and*
 - (d) for development of more than two dwellings on a lot, the minimum development site frontage is 25 metres.*
- (3) Despite subclause (2)(d), the local government may support development of a lot or recommend support for a subdivision with a development site frontage of less than 25 metres, up to the maximum permissible residential density of the applicable dual density code, subject to -*
 - (a) reciprocal rights of access being secured over the approved vehicle accessway to allow for shared use of this accessway by the adjoining lot to the satisfaction of the local government and/or Commission; and/or*
 - (b) the proposal is facilitating the development of a mixed-use development where the land is included within either the Mixed Use - Residential Zone, Mixed Use - Commercial Zone or Tourism Zone; or*
 - (c) the proposal is facilitating the development of multiple dwellings where the land is included within the Residential Zone, Mixed Use - Residential Zone, Mixed Use - Commercial Zone or Tourism Zone.*

Clause 26 for dual density codes establishes that the default lower density code prevails unless certain criteria can be met, including the requirement for a minimum 25m frontage. This 25m frontage requirement can be waived where an access agreement is put in place (to facilitate future shared access with a neighbour) or for mixed use development in certain zones, or for multiple dwellings in certain zones.

Figures 22 and 23 illustrate how a dual coding requirement for lots with less than a 25 metres frontage can be subdivided and/or developed in accordance with Clause 26 that yields simple but inherently superior urban design outcomes. This is achieved by permitting residential development on a lot up to the upper maximum R-Code density number subject to the requirement for a shared accessway being provided along an existing common property boundary.

Normally, this is accommodated by incorporating a portion of the shared accessway as common property on any newly created titles. Such an approach does not require the lots to be amalgamated prior to re-subdivision or development. Nor do both original parent lots need to be developed at the same time, as a subject lot can proceed to subdivision and development ahead of its neighbouring lots - which would then determine which of the adjoining lots would subsequently need to subdivide in a corresponding fashion.

Figure 22: Dual Coding Concept.

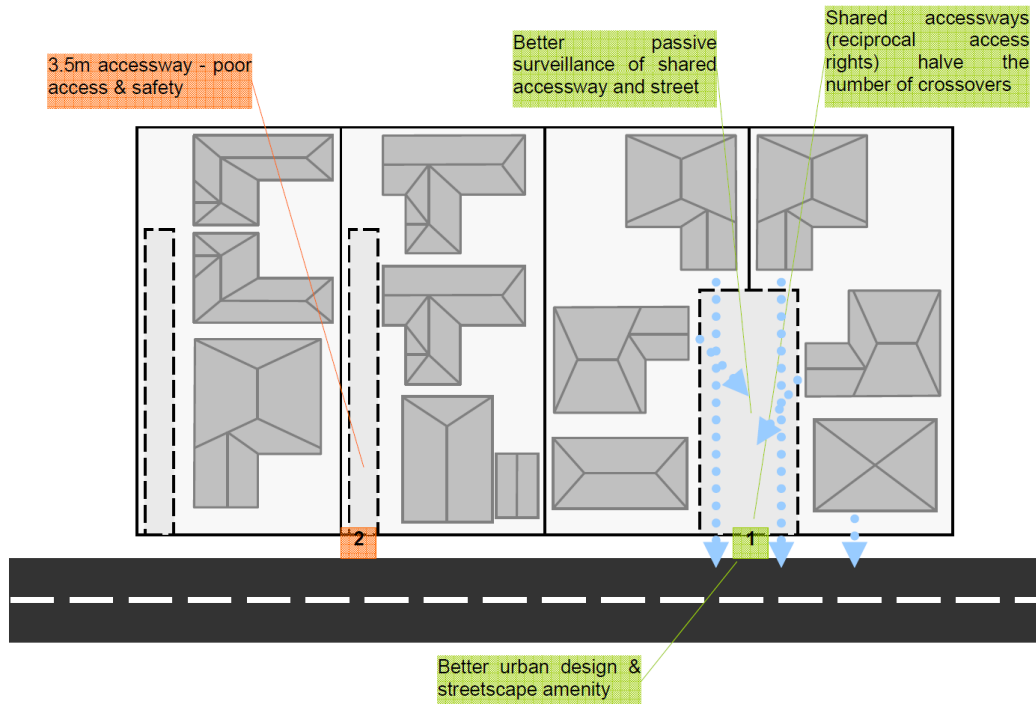


Figure 23: Beach Road Examples of Shared Accessways within Medium Density Housing.



The minimum frontage requirement sought to encourage the amalgamation of lots into consolidated land parcels, although this has not been successfully taken up in Bunbury. Clause 26 moreover does not establish any built form outcomes and does not encourage new development to retain existing housing, retain significant trees nor require driveway crossover points to be consolidated.

Finally, Clause 26(3)(a) does not require an access easement to be secured or agreements sought with adjoining neighbours, or even identify the potential long-term access opportunity for it to apply. The clause should be reviewed to remove provisions relating to the 25m minimum frontage requirement and instead replace it with a set of provisions that seek to achieve a better urban design outcome.

Dual coding has been successfully applied in other Western Australian Local Governments in circumstances where infill development in established residential areas is required to achieve the following outcomes:

- 'adequate' frontages
- minimisation of accessways / driveway crossovers
- maintenance of character and amenity
- minimisation of excessive battle-axe subdivision lots
- retention of heritage sites, and
- provision of reticulated water and sewerage.

The above measures should be incorporated into the review of Clause 26.

ACTION 17: The City of Bunbury will review Clause 26 relating to dual coded land in LPS8 to increase the range of residential infill whilst maintaining streetscapes, heritage values and ensuring a quality urban form.

Land Use Permissibility

Land use permissibility under each zone are also considered to be flexible, providing the City with discretion to consider a wide range of uses in each zone.

| TABLE 3 Use and Development Class | Zones | | | | | | | | | | | | |
|--------------------------------------|-----------------|-----------------|----------------------|--------------|------------------------|-------------------------|---------|-------------|-------------------|--------------------|----------------|------------------|-------|
| | Regional Centre | District Centre | Neighbourhood Centre | Local Centre | Mixed Use – Commercial | Mixed Use – Residential | Tourism | Residential | Private Community | Service Commercial | Light Industry | General Industry | Rural |
| Single House | D | X | X | X | D | D | X | P | X | X | X | X | P |
| Ancillary Dwelling | D | X | X | X | D | D | X | P | X | X | X | X | D |
| Single Bedroom Dwelling | D | X | X | X | D | D | X | D | X | X | X | X | X |
| Grouped Dwelling | D | X | X | X | D | D | X | P | X | X | X | X | X |
| Multiple Dwelling | P | D | A | A | D | D | X | D | X | X | X | X | X |
| Residential Aged Care | D | D | X | X | A | A | X | A | D | X | X | X | X |
| Residential Building | D | X | X | X | D | D | X | A | D | X | X | X | X |
| Caretaker's Dwelling | X | X | X | X | X | X | X | X | X | D | A | A | D |
| Short Term / Tourist Accommodation | | | | | | | | | | | | | |
| Holiday Accommodation | D | D | X | X | D | X | D | X | X | X | X | X | D |
| Holiday House | D | X | X | X | D | D | D | X | X | X | X | X | D |
| Bed and Breakfast | D | X | X | X | D | D | D | A | X | X | X | X | D |

Land use permissibility should be reviewed to ensure consistency in approval requirements and allow for mixed use type developments in activity centre zones and to promote appropriate land uses and a more compact urban form. Consideration should be given to the following changes:

(a) Limiting the permissibility of:

- 'Single House' within the Region Centre Zone

(b) Extending the permissibility of:

- 'Ancillary Dwelling' within the Region Centre Zone and Mixed-Use Residential Zone
- 'Multiple Dwelling' within the Neighbourhood Centre Zone and Local Centre Zone
- 'Holiday House', 'Holiday Accommodation' and 'Serviced Apartment' generally

ACTION 18: The City of Bunbury will review land use permissibility in Table 3 – Zoning Table of LPS8 to ensure consistency in approval requirements and allow for mixed use type developments in activity centre zones and to promote appropriate residential land uses and a more compact urban form.

R-Code Variations - Special Purpose Dwellings

The following Local Planning Policies (adopted under LPS8) have particular relevance to the provision of affordable and diverse housing:

- Unrestricted Residential Accommodation (URA) - [Policy No. 2.8](#)
- Unrestricted Residential Occupation (URO) - [Policy No. 2.9](#)
- Zone Development Requirements – [Policy No. 3](#)

It is considered that in general the scope and content of these policies are appropriate in achieving diverse housing types, however there a number of areas where more could be done to encourage affordable and diverse housing types and to reduce additional building costs that arise from land use planning outcomes.

The draft [Medium Density Codes](#) provide an expanded opportunity for greater housing diversity through revised provisions relating to Ancillary Dwellings, Small Dwellings and Aged or Dependent Dwellings.

As for all development under the R-Codes, approval for these special housing types can be obtained in two ways:

1. Compliance with the 'deemed to comply' provisions, or
2. Demonstrated consistency with the 'design principles'.

Where proposals demonstrate superior/quality built form outcomes the City will consider the application of the Design Principles to vary the Deemed-to-Comply requirements.

5.1.2 Student Accommodation

The proximity of the College Grove super campus to the City of Bunbury, as well as transport linkages throughout the City to other significant learning centres, results in ongoing demand for student housing, particularly in the suburbs of Carey Park, Withers, Usher and Bunbury.

The provision of student accommodation on the campus site is supported, although better pedestrian and cycling connections to shopping and recreation facilities need to be provided.

It is also important to ensure that future development in these areas results in a built form which is appropriate for a transient community, but still provides a strong contribution to the amenity of streetscapes and surrounding properties.

Community concerns typically focus around overcrowding of the properties, insufficient and haphazard car parking, and poorly maintained gardens. All of these issues can be addressed appropriately through planning mechanisms. Increased development potential may provide the impetus for redevelopment of properties into a more appropriate form.

5.1.3 Planning Incentives

Planning incentives can be used to encourage developers to provide affordable or more diverse housing. They can directly and indirectly reduce costs and increase profits for developers, and also lead to favourable outcomes for housing. Planning incentives can include graduated planning standards, bonus systems and planning process incentives.

The City of Fremantle is leading this through challenging traditional residential density coding and to provide greater flexibility in infill housing. Termed 'The Freo Alternative – big thinking about small housing', and applied over a number of specifically identified trial areas within White Gum Valley, Hilton, O'Connor, Beaconsfield and Fremantle, this could also be considered for Bunbury.

The Freo Alternative – big thinking about small housing

In February 2019, new planning scheme provisions for Freo Alternative were finalised and enacted as a Special Control Area to create a fresh approach to infill housing in suburban areas. (highlighted in blue on the map below).



This amendment provides an alternative housing option to landowners, without impacting or changing the current zoning or residential density. The purpose of these controls is to allow for an alternative development type, in select areas, that provides for smaller dwelling options to what would normally be available under the conventional zoning and density. The Freo Alternative also had benefits around preserving existing housing and mature trees, encouraged sustainable buildings, decreased building footprints and increased open space.

The provisions apply in specific sections of White Gum Valley, Hilton, O'Connor, Beaconsfield and Fremantle and include:

- *Only applies to lots larger than 600m² and located within Special Control Area.*
- *New dwelling(s) shall have a maximum floor area of 120m².*
- *Maximum of three dwellings on lots of 750m² or less.*
- *Minimum of 30m² of outdoor living area per dwelling.*
- *Developments to have higher than standard energy efficiency ratings.*
- *Minimum 70% of the entire development site to be open space, with some variation allowed to 60% open space.*
- *At least one mature tree to be retained or planted on site.*
- *A maximum of one parking bay per dwelling.*
- *All developments to be referred to the City's Design Advisory Committee to consider design quality.*

Consideration of these provisions, as a trial study, in the older housing areas adjacent to the city centre should be pursued. The older housing areas in Bunbury and East Bunbury have many larger lots and locations benefits being so close to public transport and bike networks and facilities associated with the city centre and along Spencer Street.

ACTION 19: The City of Bunbury will review LPS8 to consider housing incentives or bonuses for alternative housing options.

5.1.4 Referencing Affordable Housing in the Scheme

Currently the Scheme does not specifically refer to affordable housing; rather it only references the concept of housing diversity. The City will consider how affordable housing may be positively addressed as part of the next Scheme review.

5.1.5 Minimising Additional Building Costs

In certain circumstances additional building costs arise from requirements identified at the local structure planning stage of development. This includes building within proximity to bushfire prone areas where additional building costs are incurred by future purchasers of land. In many circumstances the need to build to a higher Building Attack Level (BAL) pursuant to [Australian Standard AS3959 \(Building in Bushfire Prone Areas\)](#) can be 'designed out' at the structure planning stage, through the provision of adequate separation distances. The same principle applies to requirements for 'quiet-house-design' – often the need for these higher building standards could be avoided through better design and appropriate buffers/bunding.

The City should ensure that proposed structure plans and subdivisions are designed to minimise the imposition of additional dwelling construction costs by minimising the requirement for dwellings built to a BAL; and 'quiet-house-design' wherever possible. This may include the subdivider providing adequate mitigation or buffers to fire and noise sources rather than factoring this into the build cost.

ACTION 20: The City of Bunbury will ensure that proposed structure plans and subdivisions are designed to minimise the imposition of additional dwelling construction costs by minimising the requirement for dwellings.

5.1.6 Voluntary Negotiated Agreements

Voluntary negotiated agreements for affordable housing are made between a developer and local planning authority on a case by case basis.

Even though they are not required for planning approval, a developer may seek to negotiate affordable housing goals for a concession or subsidy. They work like incentives, but on a case by case basis. In particular they can be successful in large developments which generally involve much negotiation which can provide the opportunity to fit an affordable housing contribution into the process.

Incentives can include the following:

- Reduction of other infrastructure payments
- Concessions in other development application fees
- Pre-purchase commitments (for example, the local government can purchase housing to be managed by a social housing provider)
- Assistance with financing costs
- Promotional or marketing assistance.

Further investigation into these agreements should be made into considering their application to Bunbury.

5.1.7 Facilitating Housing Diversity

The Western Australia planning framework has focused on encouraging housing diversity as an indirect means of achieving housing affordability. In Western Australia, and in the City of Bunbury this has seen an increase in housing diversity, reflected in the gradual change in the housing stock.

However, there is still a current mismatch between the housing stock and households, and projections indicate that the trend for smaller households will increase at a greater rate than construction of smaller dwellings.

Increases to residential density codes (substantially applied through a major housing and density review to Local Planning Scheme No.7 via Amendment 38 in 2011 and transferred to LPS8) will assist in the supply of smaller dwellings, and this has been seen in the areas of East Bunbury, South Bunbury and Carey Park as a result of residential zoning and coding changes since the gazettal of LPS8. The continuation of urban revitalisation strategies across the City of Bunbury that examine the potential for residential zoning changes will provide an opportunity to encourage small dwelling types, particularly in areas within close proximity to activity centres and with high levels of amenity and accessibility.

More could be done to encourage diverse housing types in the City, not just smaller housing types. For example, flexibility to encourage 'tiny houses' (see section 5.1.9 below) and the provision of dwellings in mixed use developments can contribute to housing diversity by providing smaller dwelling units in areas that have good levels of accessibility by reason of their proximity to centres.

The City has seen more of these occurring in recent years, however there is an opportunity to actively encourage more such forms of housing.

The review of Service Commercial zoned land west of Blair Street (identified in this Strategy a Focus Area 2.1 – refer section 4.1) to provide for a greater range of mixed-use development, incorporating housing, is a priority.

5.1.8 Tiny Houses and Small Dwellings/Apartments

Tiny Houses

Tiny houses have existed in the form of cabins, cottages, chalets, huts, wagons, tents and caravans. While tiny houses are not a new concept, it is new in the context of Australian contemporary housing design.

In Western Australia a tiny house may be considered to have a floor area less than the maximum size for an ancillary dwelling in a residential zone, which is 70m². There are two major types of tiny houses, permanent and portable. Permanent tiny houses are relatively easy to address under the current statutory framework by introducing a local planning policy or local planning scheme amendment allowing tiny sized dwellings as a variation to the R-Codes. As such permanent tiny dwellings can be dealt with reasonably promptly with higher density areas, policies, reductions in minimum lot size, minimum floor area, or adjustment of the current building construction minimum requirements.

Portable tiny houses, often referred to as THOW (tiny houses on wheels) are habitable dwellings which are built with the character and functionality of a permanent house, but are built on a trailer and not permanently fixed to the land. Sometimes taking the form of retrofitted buses, wagons, sea containers, houseboats or handcrafted houses on trailers able to be towed, because of their portable nature THOW are challenging to regulate under current law as they may not necessarily require development approval. As such THOW fall into a 'grey area' of

planning and are therefore often considered a caravan and subject to the [Caravan and Camping Grounds Regulations 1997](#) and not the R-Codes.



Tiny house on wheels (Source: [Interiors Addict](#): Häuslein Tiny House Co's 'Sojourner' model)

The City of Bunbury considers THOW caravans and are subject to the requirements of the Caravan and Camping Grounds Regulations. Under these Regulations, people are limited to 3 nights in a period of 28 days or 3 months in a 12-month calendar period. However, if the wheels are removed, making the home a permanent fixture, it would then be classified as a Class 1 building and the requirements of the Building Code of Australia (BCA) (being part of the National Construction Code Series) and the [Residential Design Codes of WA](#) would apply.

There are four different scenarios in which a tiny home could be proposed.

1. Wheeled tiny home on vacant residential lot:
 - Permitted but would be restricted as per the Caravan and Camping Grounds Regulations (3 nights in a 28-day period)
2. Wheeled tiny home on residential lot with existing dwelling:
 - Permitted but would be restricted as per the Caravan and Camping Grounds Regulations (3 nights in a 28-day period)
3. Permanent tiny home on residential lot with existing dwelling:
 - Would be treated as an ancillary dwelling
 - Would need to comply with Residential Design Codes Clause 5.5.1 – Ancillary Dwellings
 - Need to comply with health requirements (connection to sewer, laundry facilities)
 - Permitted, dependent on compliance with R-Codes and any other relevant controls specific to the property
 - Building permit would be required
 - Planning application could be required, depending on compliance with the R-Codes

4. Permanent tiny home on vacant residential lot:

- Permitted dependent on compliance with R-Codes and the requirements of the Local Planning Scheme
- Need to comply with health requirements (connection to sewer and laundry facilities)
- Building permit would be required
- Planning application could be required, depending on compliance with the R-Codes.

To live in a THOW permanently you would have to remove the wheels and upgrade it to meet the health, BCA and R-Codes requirements. The house would also need to meet the requirements of the Local Planning Scheme in regard to protecting the amenity of the neighbourhood. For example, the appearance would need to be upgraded with cladding, painting etc.

If considered in the same way as a permanent structure a single tiny house on a residential lot can be relatively simple to assess under the R-Codes as a single house, or where a house already exists on the property, as ancillary accommodation.

The emergence of 100m² lots in Western Australia may be conducive to tiny house arrangements where owners purchase or lease individually titled freehold, or survey strata lots. Alternatively, when adopted in WA, [community schemes](#) could also be applied.

The WA statutory planning framework should be modified to consider tiny houses as a new housing typology to provide a consistent approach to how THOW are able to be supported on individual private lots and for purpose built cooperative housing communities. Following this the Local Planning Scheme could be amended to include Individual Tiny Houses, and Tiny House Communities as a housing typology under the Land Use Table where provisions can be modified to suit the local context. Additionally, the Building Construction Authority will need to investigate amending the National Building Construction Codes to create provisions for THOW, so that certificates of occupancy can be issued.

Small Dwellings/Apartments

The size of dwellings and apartments are controlled by the R-Codes (State Planning Policy 7.3 Volume 1, 2 and draft Medium Density Codes). Variations to these 'deemed to comply' requirements can be considered through a development application via consideration to the 'design principles' of the respective R-Code.

| <u>SPP7.3 Volume 1</u> | <u>Maximum Plot Ratio Area</u> |
|--|---|
| Aged or dependent persons' dwellings: | |
| • single houses or grouped dwellings | 100m ² |
| • multiple dwellings | 80m ² |
| Single bedroom dwellings | 70m ² |
| Ancillary dwellings | 70m ² |
| <u>SPP7.3 Volume 1 (draft Medium density codes)</u> | <u>Minimum Internal Floor Area</u> |
| Studio | 36m ² |
| 1 bed | 47m ² |
| 2 bed × 1 bath* | 67m ² |
| 3 bed × 1 bath* | 90m ² |
| <u>SPP7.3 Volume 2 (Apartment Codes)</u> | <u>Minimum Internal Floor Area</u> |
| Studio | 37m ² |
| 1 bed | 47m ² |
| 2 bed × 1 bath* | 67m ² |
| 3 bed × 1 bath* | 90m ² |
| *An additional 3m ² can be added for a second or separate toilet, and 5m ² for designs that include a second bathroom. | |

The City will give considerations to varying these minimum internal floor areas on the basis of whether the size and layout of dwellings is functional and allows for flexible use, the ability to flexibly accommodate furniture settings and personal goods, appropriate to the expected future household size.

ACTION 21: The City of Bunbury will advocate for amendments to the WA planning system to better accommodate alternative housing types such as tiny houses and small dwellings and apartments.

5.2 Local Housing Strategy – Summary of Actions

The Local Housing Strategy has identified a range of actions that require further investigation and work. These are listed below and following the adoption of the final Strategy will be detailed into a separate Action Plan for a detailed assessment of priority, responsibility, resourcing and budgets. This can then be properly considered in the City's future business planning cycles.

The Local Housing Strategy actions are:

- ACTION 1: City of Bunbury will work with the Department of Planning, Lands and Heritage to input into Bunbury-Geographe Sub-regional Strategy and to review and respond to the Strategy Directions through amendments to the City's Local Planning Strategy.
- ACTION 2: City of Bunbury continue to advocate for Bunbury to be recognised as Western Australia's second city.
- ACTION 3: City of Bunbury will commence planning reviews into all designated Focus Areas.
- ACTION 4: City of Bunbury to work with other South West local governments to establish a South West Joint Design Review Panel.
- ACTION 5: City of Bunbury to complete review and recommendations in respect to all laneways.
- ACTION 6: City of Bunbury, on completion of its review of the Heritage List and preparation of the Heritage Strategy, shall review residential densities on heritage listed properties and within heritage areas to ensure that they are consistent with the heritage objectives. Aboriginal heritage and cultural opportunities shall also be integrated.
- ACTION 7: In addition to considering applying the 5% variation to the minimum and average lot size specified in Table 1 of the R-Codes where it can be demonstrated to be consistent with the relevant design principles, the City will explore extending its application to advance the aspirations of this Strategy whilst maintaining satisfactory built form outcomes.
- ACTION 8: City of Bunbury to review East Bunbury Heritage Area and the Tree Street precinct south of the city centre, though the preparation of the Heritage Strategy, where the existing housing stock, landform and significant trees can be retained.
- ACTION 9: City of Bunbury will advocate for a greater diversity of housing types and demonstration projects in Bunbury so that there is a better alignment between housing supply and demand.
- ACTION 10: City of Bunbury will work with all public and private housing providers to facilitate a diverse range of housing, including affordable, aged and crisis accommodation.

- ACTION 11: The City of Bunbury will advocate for Adaptable Housing and Liveable Homes to be incorporated into all new housing, and aged and dependant housing in particular.
- ACTION 12: The City of Bunbury will advocate for aged housing and dependent care facilities in order to meet the aged housing need.
- ACTION 13: The City of Bunbury will advocate for the development of sustainable housing design and construction that properly considers materials, construction methods, energy use, water conservation and insulation.
- ACTION 14: The City of Bunbury will communicate the outcomes of the Infill Housing Review with service authorities to better inform their infrastructure planning processes.
- ACTION 15: The City of Bunbury will prepare planning guidance in the form of a fact sheet around the key issues relating to developing new 'shop top' housing.
- ACTION 16: Following the completion of the Public Open Space Strategy and audit, the City of Bunbury will develop a Local Planning Policy on public open space contributions to widen the circumstances where it will be required for new residential development.
- ACTION 17: The City of Bunbury will review Clause 26 relating to dual coded land in LPS8 to increase the range of residential infill whilst maintaining streetscapes, heritage values and ensuring a quality urban form.
- ACTION 18: The City of Bunbury will review land use permissibility in Table 3 – Zoning Table of LPS8 to ensure consistency in approval requirements and allow for mixed use type developments in activity centre zones and to promote appropriate residential land uses and a more compact urban form.
- ACTION 19: The City of Bunbury will review LPS8 to consider housing incentives or bonuses for alternative housing options.
- ACTION 20: The City of Bunbury will ensure that proposed structure plans and subdivisions are designed to minimise the imposition of additional dwelling construction costs by minimising the requirement for dwellings.
- ACTION 21: The City of Bunbury will advocate for amendments to the WA planning system to better accommodate alternative housing types such as tiny houses and small dwellings and apartments.

6.0 Monitoring of Housing Performance Indicators

The supply and demand of housing in Bunbury needs to be monitored given that the success, or otherwise, of the Strategy will occur over a long period of time.

The housing performance indicators are to be based on the National Cities Performance Framework 'Smart Cities Dashboard' (Performance Framework) (Department of Infrastructure, Transport, Regional Development and Communications; 2017) and measure housing supply and affordability. The indicators will help all levels of government, industry and the community to develop policies to deliver more affordable housing that is located near jobs, services and transport connections.

The monitoring of relevant housing indicators in line with the Performance Framework will also help with providing evidence consistent with the wider City aspirations to secure a Regional Deal. The National Performance Framework is useful to:

- Select and prioritise locations for Regional Deals and allocate resources to the areas of greatest need, or where policies are likely to have the greatest effect
- Shape the focus and content of Regional Deal and provide a starting point for considering policy options
- Monitor and evaluate Regional Deals — the Performance Framework can be used to guide performance evaluation and to help identify if agreed Regional Deals commitments are achieving the desired effect or where changes may be needed.

The Performance Framework contains a select set of indicators for which nationally consistent, comparable and reliable data is available. The Performance Framework does not seek to canvas all the unique features of each city or region and Regional Deals may have their own tailored indicators in addition to relevant Performance Framework indicators.

| National Performance Indicators | |
|---|---|
| <u>Jobs and Skills</u> <ul style="list-style-type: none"> • Employment growth (New) • Unemployment rate • Participation rate • Educational attainment | <u>Innovation and Digital Opportunities</u> <ul style="list-style-type: none"> • Knowledge services industries • Broadband connections • New business entrants and exits • Patents and trademarks |
| <u>Infrastructure and Investment</u> <ul style="list-style-type: none"> • Jobs accessible in 30 minutes • Work trips by public and active transport • Peak travel delay | <u>Governance, Planning and Regulation</u> <ul style="list-style-type: none"> • Governance fragmentation |
| <u>Liveability and Sustainability</u> <ul style="list-style-type: none"> • Adult obesity rate • Perceived safety (New) • Access to green space • Green space area • Support in times of cri • Suicide rate • Air quality • Volunteering (New) • Greenhouse gas emissions per capita • Office building energy efficiency (New) • Access to public transport (New) | <u>Housing</u> <ul style="list-style-type: none"> • Public and community housing • Homelessness rate • Rent stress • Mortgage stress • Housing construction costs • Dwelling price to income ratio • Population change per building approval |

The City of Bunbury will monitor the Local Housing Strategy based on the National Cities Performance Framework 'Smart Cities Dashboard', including the Housing Performance Indicators set out in Table 13 in order to see positive trends.

Table 13 - City of Bunbury Housing Performance Indicators

| | Performance Indicators | Perth | Bunbury Urban Area | City of Bunbury (Aspiration) |
|-----------------------|--|---|--------------------|--|
| Housing Affordability | Dwelling price to household income ratio | 5.95 | | Keep steady or lower |
| | Public and community housing | 3.1% | | Keep similar levels or increase |
| | Median annual household income | \$85.4k | | Keep similar levels or increase |
| | Average housing construction costs | \$1,065 | | Lower |
| | Proportion of households under mortgage stress | 9.3% | | Lower |
| | Average house price | \$619k | | Monitor |
| | Average unit price | \$472.3k | | Monitor |
| | Building approvals per 100k people | 674.1 | | Monitor |
| Living Affordability | Average persons per dwelling | 2.6 | | Keep steady |
| | Homeless per 100k people | 277 | | Lower |
| | Proportion of households under rent stress | 9.9% | | Lower |
| | Dwelling type breakdown | House - 74.8% Semi-Detached - 16.7% Flat/Apartment - 8% Other - 0.5% | | Reduce Increase Increase Increase |
| | Housing tenure | Rented - 26.7% Mortgage - 42.3% Owned Outright - 28.7% Other - 2.3% | | Monitor |
| Population | Population (2016) | 1,943,858 (2016) | | 31,919 (2016) |

7.0 Acronyms and Abbreviations

| | |
|----------|---|
| ABS | Australian Bureau of Statistics |
| ASS | acid sulfate soils |
| Ave. | average |
| BCA | Building Code of Australia |
| BDC | Bunbury Development Committee |
| BORR | Bunbury Outer Ring Road |
| CoB | City of Bunbury |
| City | City of Bunbury |
| DAA | Department of Aboriginal Affairs |
| DBCA | Department of Biodiversity, Conservation and Attractions |
| DCP | development contribution plan |
| DPLH | Department of Planning, Lands and Heritage |
| Dwelling | (taken from the R-Codes) A building or portion of a building being used, adapted, or designed or intended to be used for the purpose of human habitation on a permanent basis by a single person, a single family, or no more than six persons who do not comprise a single family. |
| DWER | Department of Water and Environmental Regulation |
| DSP | district structure plan |
| EPA | Environmental Protection Authority |
| GBRS | Greater Bunbury Region Scheme |
| MOU | memorandum of understanding |
| MRWA | Main Roads Western Australia |
| NBN | national broadband network |
| NGO | non-government organisation |
| Pop. | population |
| PAW | pedestrian-access-way |
| POS | public open space |
| ROW | right-of-way |
| R-code | Residential Design Codes of Western Australia |
| ROS | regional open space |
| SWDC | South West Development Commission |
| SPP | State Planning Policy |
| THOW | tiny houses on wheels |
| WALGA | Western Australian Local Government Association |
| WAPC | Western Australian Planning Commission |

APPENDIX 1 STATE POLICY CONTEXT

1.0 State Policy Context

The State policy context relevant to the Local Housing Strategy and housing related matters is contained in Appendix 1.

1.1 State Planning Strategy 2050 (WAPC, 2014)

The Western Australian [State Planning Strategy 2050](#) (WAPC, 2014) aims to guide sustainable development of the state for the next four decades. It supports [Perth and Peel @ 3.5 million](#) (WAPC, 2015), [Directions 2031 and Beyond](#) (WAPC, 2010), the [State Planning Policy 3 Urban Growth and Settlement](#) (WAPC, 2006) and the various recent planning reform initiatives of the WAPC. One of the fundamental goals is to facilitate co-ordinated and sustainable economic development. To achieve this goal a suitable and affordable supply of land needs to be made available for development to meet the long-term needs of people across the State.

The stated Vision of Western Australia is expressed by the [State Planning Strategy](#) makes reference to Bunbury as follows:

“The 2.7 million total population will be concentrated in the area of relative comfort and amenity south-west of a line between Lancelin and Albany. Here the growth of Perth will have been managed to see its population grow to two million in 2029, slowed by deliberate policies to develop a number of smaller towns and communities through the Avon Arc, down the foothills of the Darling Range to Bunbury and building on the existing small towns and hamlets of the South-West. Busselton and Albany will be significant cities with in excess of double their current populations and the focus of development in and around Bunbury will have resulted in it cementing its status as the State’s second city.”

Planning also must respond to the growing desire to discourage contiguous growth and facilitate the development of separate, sustainable towns.

1.2 Planning and Development (Local Planning Schemes) Regulations 2015

The [Regulations](#) came into effect on 19 October 2015 and have been significantly amended in 2020.

The Regulations govern the way local planning strategies and local planning schemes are prepared, consolidated and amended.

1.3 State Planning Policies

State Planning Policies are prepared and adopted by the WAPC under statutory procedures set out in Part 3 of the Planning and Development Act 2005. The WAPC and local governments must have 'due regard' to the provisions of State Planning Policies (SPP) when preparing or amending Local Planning Schemes and when making decisions on planning matters. The principal State Planning Policies relevant to the Housing Strategy are:

1. Liveable Neighbourhoods (2009)
2. SPP 1.0 State Planning Framework Policy
3. SPP 2.6 State Coastal Planning Policy (2013)
4. SPP 3.0 Urban Growth and Settlement (2006)
5. SPP 3.6 Development Contributions for Infrastructure (Draft 2016)
6. SPP 3.7 Planning in Bushfire Prone Areas (2015)
7. SPP 5.4 Road and Rail Noise (2019)
8. SPP 7.0 Design of the Built Environment (2019)

9. SPP 7.2 Precinct Design (Draft 2019)
10. SPP 7.3 Residential Design Codes Vol .1 (2019)
11. SPP 7.3 Residential Design Codes Vol .2 Apartments (2019)

SPP 1 State Planning Framework Policy (WAPC, 2016)

The [State Planning Framework](#) unites existing State and regional policies, strategies and guidelines within a central framework which provides a context for decision-making on land use and development in Western Australia. It informs the Commission, local government and others involved in the planning process on those aspects of State level planning policy which are to be taken into account, and given effect to, in order to ensure integrated decision-making across all spheres of planning.

SPP 3 Urban Growth and Settlement (WAPC, 2006)

The objectives of [SPP 3](#) are:

- to promote a sustainable and well-planned pattern of settlement across the State, with sufficient and suitable land to provide for a wide variety of housing, employment, recreation facilities and open space.
- to build on existing communities with established local and regional economies, concentrate investment in the improvement of services and infrastructure and enhance the quality of life in those communities.
- to manage the growth and development of urban areas in response to the social and economic needs of the community and in recognition of relevant climatic, environmental, heritage and community values and constraints.
- to promote the development of a sustainable and liveable neighbourhood form which reduces energy, water and travel demand while ensuring safe and convenient access to employment and services by all modes, provides choice and affordability of housing and creates an identifiable sense of place for each community.
- to coordinate new development with the efficient, economic and timely provision of infrastructure and services.

SPP 3.6: Development Contributions for Infrastructure (WAPC, 2009)

[SPP 3.6](#) sets out the principles and consideration applying to development contributions for the provision of infrastructure required to accommodate new development.

SPP 3.7 Planning in Bushfire Prone Areas (WAPC, 2015)

[SPP 3.7](#) sets out the planning hierarchy and information required at each stage of the planning process in relation to development in bushfire prone areas and for areas identified as bushfire prone areas a bushfire hazard level assessment is required.

SPP 4.2 Activity Centres for Perth and Peel (WAPC, 2010)

[SPP 4.2](#) specifies broad planning requirements for the planning and development of new activity centres in Perth and Peel. However, for regional centres where it is applicable and relevant, such as in Greater Bunbury, the policies set out in the SPP can be used.

SPP 7.3 Residential Design Codes (WAPC, 2020)

[SPP 7.3](#) Residential Design Codes of Western Australia (Residential Design Codes or R-Codes) provides uniform requirements throughout the State for the design of residential housing. The foremost control is in relation to guiding housing density whereby each code depicts the number of houses or units per hectare. That is, in the case of say the R20 density code, approximately 20 dwellings per hectare of site area is permissible, or two dwellings per 1,000m².

The Residential Design Codes also provide controls for setbacks, open space, access and parking, site works, building heights, privacy, climate design and incidental development requirements. Certain elements of the Residential Design Codes requirements can be varied by Local Planning Policy requirements or a Detailed Area Plan, subject to the WAPC's endorsement.

Liveable Neighbourhoods (WAPC, 2009)

[Liveable Neighbourhoods](#) is the WAPC's primary design guideline and policy document for structure plans and subdivisions on greenfield and large infill sites. It promotes an urban structure of walkable neighbourhoods accessed through an efficient and interconnected movement network. An updated draft version of Liveable Neighbourhoods was published by the WAPC in 2015 for public comment.

Liveable Neighbourhoods was originally prepared in order to implement the sustainability objectives of the State Planning Strategy. It currently operates to supplement development control policy or codes in order to facilitate the development of sustainable communities and is also used as an assessment tool for structure plans and subdivision proposals for new peri-urban development or large urban infill sites within developed areas.

Of significance to the Strategy is that Liveable Neighbourhoods provides the accepted best practice guidelines for good urban design of residential neighbourhoods - advocating for the creation of walkable neighbourhoods serviced by activity centres at their core, which provide appropriate levels of servicing through employment, education, recreation and commercial activities.

This Strategy is in keeping with Liveable Neighbourhoods, which is reflected by higher density codes for residential development adjacent to commercial and community facilities, and along public transport routes. As such the further investigations into the Focus Areas should reflect the objectives of Liveable Neighbourhoods.

1.4 Planning Reform

In 2019 the WAPC revised the [Residential Design Codes](#) (R-Codes) and released State Planning Policy 7.3 Residential Design Codes Volume 1 and Volume 2 (the latter addressing apartments) and [State Planning Policy 7.0 Design of the Built Environment](#), that is focussed on universal design principles.

The WAPC released new [planning guidance](#) (draft Medium Density Codes as a further modification to State Planning Policy 7.3 Residential Design Codes Volume 1) to address design and related matters covering this 'missing middle' form of medium density infill housing, which could account for over 40% of new housing in Bunbury and obviate the need for the City to prepare its own separate local planning guidance.

It is recognised that future infill needs to come with a much greater focus on design, amenity, and placemaking in order to gain community support.

One significant step in this process was the release of the WAPC's DesignWA's guidelines for [medium density housing](#), [State Planning Policy 7.2 Precinct Design](#) and accompanying [Precinct Design Guidelines](#). Further work on Design WA will consist of a Neighbourhood Design State Planning Policy (revision of Liveable Neighbourhoods), amendments to [State Planning Policy 4.2 Activity Centres for Perth and Peel](#) and a further revision to State Planning Policy 7.3 Residential Design Codes Volume 1 to specifically target [medium density codes](#) (generally between R30 and R60).

1.5 Other State and Regional Housing Strategies

Other State and regional housing strategy initiatives are set out below:

| Title | Approach / Impetus | Strategy Objectives / Plans |
|--|--|--|
| <p>WA Housing Strategy 2020-2030</p> <p>Department of Communities</p> | <p>The Strategy intends to connect 150,000 WA households to safe, stable and sustainable homes by 2030.</p> <p>The strategy requires all housing sectors to work together to improve housing choices and pathways. It considers how to improve access to suitable and affordable homes and respond to current and future need.</p> | <p>The Strategy sets clear targets to create a more agile housing system that can respond to current and future need. It commits to:</p> <ul style="list-style-type: none"> • a 6% net increase in social homes over the next 10 years (2,600 homes) • diversifying the rental sector • continuing to responsibly support home ownership opportunities for people on low to moderate incomes • improving the availability of liveable designed housing • building liveable, inclusive and connected communities that improve social and economic participation • improving outcomes through a more integrated approach to housing and service assistance and • creating jobs and contributing to the State's economy. <p>The strategy will set the 10-year direction for the next 10 years, creating a more sustainable and responsive housing system for WA.</p> <p>The strategy will be supported by three implementation plans to guide effort and future investment.</p> <ul style="list-style-type: none"> • affordable housing • regional and remote housing • social housing framework. <p>The affordable housing plan will build on the previous affordable housing action plans. Affordable rentals will be a key focus as well as continuing to enable affordable home ownership.</p> <p>The regional and remote housing plan will consider the diverse nature of each region and the remote communities. Economic and housing market conditions will be considered in tailoring housing responses.</p> <p>The social housing framework will redefine the future for the WA Government and community housing organisations. It will address housing for people with greater needs, and those currently locked out from accessing a home.</p> |
| <p>Ageing with Choice - Future directions for Seniors Housing 2019-2024 (2019)</p> | <p>Sets the direction for responding to the changing housing needs of older Western Australians</p> | <p>The priorities established in Ageing with Choice informed the WA Housing Strategy 2020-2030.</p> <p>Ageing with Choice recognises that everyone ages differently. Housing needs in older age are driven by changes in health, financial or</p> |

| Title | Approach / Impetus | Strategy Objectives / Plans |
|---|---|---|
| Department of Communities | | <p>family circumstances, rather than numerical age.</p> <p>The strategy aims to create vibrant, inclusive communities with a range of housing and living options that meet people's needs as they age.</p> |
| <p>All Paths Lead to a Home – WA's 10-Year Strategy on Homelessness 2020-2030 (2019)</p> <p>Department of Communities</p> | <p>Sets out a 10 year vision for how all levels of government, the community sector and the wider community can work together in Western Australia towards ending homelessness.</p> | <p>The vision <i>"Everyone has a safe place to call home and is supported to achieve stable and independent lives"</i> Is directed towards 4 main outcomes, being:</p> <ol style="list-style-type: none"> Improving Aboriginal wellbeing <ul style="list-style-type: none"> Aboriginal people have safe, secure and stable housing that is culturally appropriate Aboriginal communities and organisations design and deliver services primarily affecting Aboriginal people Social housing policies and practices are flexible and culturally responsive Providing safe, secure and stable homes <ul style="list-style-type: none"> Chronic homelessness is ended Diverse and appropriate housing options are available and accessible Access to safe and permanent housing is the first priority for people experiencing homelessness Individualised support services are available to help people maintain long term housing and achieve their goals Preventing homelessness <ul style="list-style-type: none"> People at risk of homelessness are supported to continue living in their homes Young people at risk are identified early and connected to appropriate supports People exit government services with stable housing and support Strengthening and coordinating our responses and impact <ul style="list-style-type: none"> Responses are flexible to accommodate individual need Services are coordinated and easy to access <p>Responsibility for preventing and responding to homelessness is shared across all levels of government and the community sector</p> |
| <p>Greater Bunbury Age-Friendly Strategy (2016)</p> <p>City of Bunbury Shire of Dardanup Shire of Harvey</p> | <p>Seniors represent are a large group within the community (27% of Bunbury's population; ABS), and the City is committed to ensuring they are welcomed, included and valued in all that our community has to offer.</p> <p>The City works with community groups to deliver information and</p> | <p>The following recommendations set out the key strategic directions for Greater Bunbury to achieve age-friendly outcomes:</p> <ul style="list-style-type: none"> Transport - Improve connectivity between places and better support the movement of older people in line with the Department of Planning, Lands and Heritage's Integrated Transport Strategy Framework. Housing - Encourage the provision of a |

| Title | Approach / Impetus | Strategy Objectives / Plans |
|-------|---|--|
| | seniors events and programs, such as supporting the Seniors Week. | <p>range of affordable housing options that support older people to 'age-in-place.'</p> <ul style="list-style-type: none"> • Communication and information - Continue to support the capacity of older people to improve their technology skills in order for them to access information. • Social networks / relationships / inclusion - Advance the principle of universal access and inclusion to encourage participation of older people. • Community participation / volunteerism - Foster and encourage volunteerism among older people in the community. • Health and support services - Encourage an integrated approach to service delivery to support 'ageing-in-place' across Greater Bunbury. • Outdoor spaces / buildings - Encourage the principles of universal access and inclusion into the design of public places and buildings. |

APPENDIX 2 ACTION PLAN

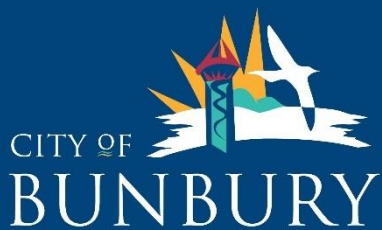
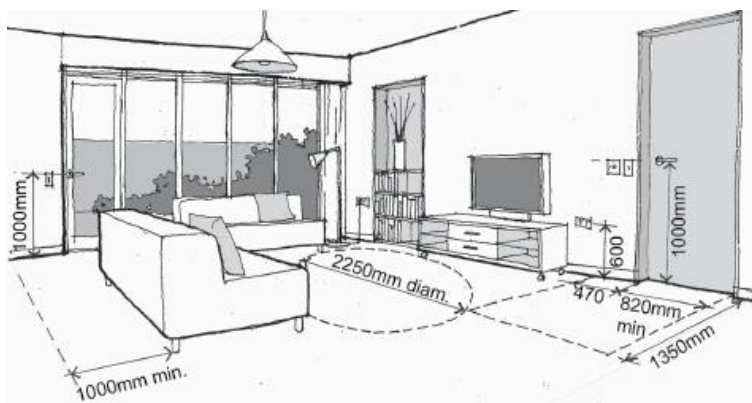
| Strategy Actions | Short term | Short – Medium term | Medium-Long term | Responsibility |
|---|------------|---------------------|------------------|---|
| 1. City of Bunbury will work with the Department of Planning, Lands and Heritage to input into Bunbury-Geographic Sub-regional Strategy and to review and respond to the Strategy Directions through amendments to the City's Local Planning Strategy. | ✓ | ✓ | | CoB |
| 2. Advocate for Bunbury to be recognised as Western Australia's second city. | ✓ | ✓ | ✓ | CoB, BDC, SWDC, WAPC |
| 3. Commence planning reviews into all Focus Areas: | | | | |
| Focus area 1 - Regional Centre | | ✓ | | CoB |
| Focus area 2 - Regional Centre frame area: | | | | |
| 2.1 Contained between Spencer Street, Blair Street, Cornwall Street and Strickland Street | ✓ | | | CoB |
| 2.2 Homemaker Centre | | | ✓ | CoB, Landowner |
| 2.3 Back Beach precinct | | ✓ | | CoB, DWA, Landowner |
| Focus area 3 - Bunbury Forum District Centre frame area | | | ✓ | CoB |
| Focus area 4 - Bunbury Transit (Train) Station | | | ✓ | CoB, PTA, DoT, DWA |
| Focus area 5 - Glen Iris District Structure Plan Area | ✓ | ✓ | | CoB, BDC, MRWA |
| Focus area 6 - Usher (Tuart Brook) Structure Plan Area | | ✓ | | CoB, DWA |
| Focus area 7 - Withers (Central Withers) Structure Plan Area | ✓ | ✓ | | Withers Working Group (including CoB, DoC, BDC) |
| Focus area 8 – (a) Racecourses Precinct & (b) Parks Centre frame area | ✓ (a) | ✓ (a) | ✓ (b) | CoB |
| Focus area 9 - Other major land holdings or consolidated sites | | ✓ | ✓ | CoB, Various |
| 4. Work with other south west local governments to establish a South West Joint Design Review Panel. | ✓ | | | CoB, SWLGAs |
| 5. Complete review and recommendations in respect to all laneways. | | ✓ | | CoB |
| 6. City of Bunbury, on completion of its review of the Heritage List and preparation of the Heritage Strategy, shall review residential densities on heritage listed properties and within heritage areas to ensure that they are consistent with the heritage objectives. Aboriginal heritage and cultural opportunities shall also be integrated | | | ✓ | CoB |
| 7. In addition to considering applying the 5% variation to the minimum and average lot size specified in Table 1 of the R-Codes where it can be demonstrated to be consistent with the relevant design principles, the City will explore extending its application to advance the aspirations of this Strategy whilst maintaining satisfactory built from outcomes. | ✓ | ✓ | ✓ | CoB |
| 8. City of Bunbury to review East Bunbury Heritage Area and the Tree Street precinct south of the city centre, though the preparation of the Heritage Strategy, where the existing housing stock, landform and significant trees can be retained. | | | ✓ | CoB |

City of Bunbury Local Housing Strategy

| | | | | |
|---|---|---|---|----------------------------|
| 9. City of Bunbury will advocate for a greater diversity of housing types and demonstration projects in Bunbury so that there is a better an alignment between housing supply and demand. | ✓ | ✓ | ✓ | CoB |
| 10. Work with all public and private housing providers to facilitate a diverse range of housing, including affordable, aged and crisis accommodation. | ✓ | ✓ | ✓ | CoB, Servicing Authorities |
| 11. Advocate for Adaptable Housing and Liveable Homes to be incorporated into new housing, and aged and dependant housing in particular. | ✓ | ✓ | ✓ | CoB, DoC |
| 12. Advocate for aged housing and dependent care facilities in order to meet the aged housing need. | ✓ | ✓ | ✓ | CoB, DoC |
| 13. Advocate for sustainable housing design and construction that considers materials, construction, energy use, water conservation and insulation. | ✓ | ✓ | ✓ | CoB |
| 14. Communicate the outcomes of the Infill Housing Review with service authorities to better inform their infrastructure planning processes. | ✓ | | | CoB |
| 15. Planning guidance in the form of a fact sheet around the key issues relating to developing new 'shop top' housing. | | ✓ | | CoB |
| 16. Following the completion of the Public Open Space Strategy and audit, the City of Bunbury will develop a Local Planning Policy on public open space contributions to widen the circumstances where it will be required for new residential development. | | ✓ | | CoB |
| 17. Review LPS8 Clause 26 (dual codes) to increase the range of residential infill whilst maintaining streetscapes, heritage values and ensuring a quality urban form. | | ✓ | | CoB |
| 18. Review land use permissibility in Zoning Table to allow for mixed use development in activity centre zones and to promote residential uses and a compact urban form. | | ✓ | | CoB |
| 19. Review LPS8 to consider housing incentives or bonuses for alternative housing options. | | | ✓ | CoB |
| 20. Ensure that proposed structure plans and subdivisions are designed to minimise dwelling construction costs for new dwellings. | ✓ | ✓ | ✓ | CoB, DPLH |
| 21. Advocate for amendments to the WA planning system to better accommodate alternative housing types such as tiny houses and small dwellings and apartments. | ✓ | ✓ | ✓ | CoB, Doc |

Agency Abbreviations

| | | | |
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| BDC | Bunbury Development Committee | DWA | DevelopmentWA |
| CoB | City of Bunbury | PTA | Public Transport Authority |
| DoC | Department of Communities | SWDC | South West Development Committee |
| DoT | Department of Transport | SWLGAs | South West Local Government Authorities |
| DPLH | Department of Planning, Lands and Heritage | | |



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