Local Planning Strategy
for
Heritage & Character

6 November 2007
**Foreword**

The draft City of Bunbury Heritage & Character Strategy was presented to the Bunbury City Council on 12 December 2006, and was adopted for the purposes of public consultation.

The City of Bunbury Local Planning Strategy for Heritage and Character was adopted by Council on 6 November 2007 and sets out the City’s directions and policy for the conservation of Bunbury’s built heritage.

It is a holistic approach to managing the City’s significant heritage values and assets by informing the preparation of the City’s Local Planning Strategy and Scheme review; guiding heritage relating decision-making and development of heritage places within the City through a new suite of Local Planning Policies and details a program for education and promotion of heritage values.

The City of Bunbury Local Planning Strategy for Heritage and Character is directed towards Council representatives and officers, owners, developers and industry representatives as well as interested community members.

Copies of the City of Bunbury Local Planning Strategy for Heritage & Character are available from the City of Bunbury offices at 4 Stephen Street, Bunbury. Alternatively, copies can be obtained by calling 97927000 or can downloaded from Council’s website.

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Executive Summary

The City of Bunbury’s rich and diverse cultural heritage is demonstrated by the places included on the City of Bunbury Municipal Inventory 2001. These 280 dwellings, commercial buildings, parks, precincts, gardens and sites have, in the opinion of the City of Bunbury, cultural heritage significance for the local government district. Of these, 172 have been assessed as being significant enough to warrant protection under the provisions of Town Planning Scheme No. 7, with 28 included on the State Register of Heritage Places as they are considered, by the Heritage Council of Western Australia, to have cultural heritage significance to the State.

Consistent with the objectives of State Planning Policy 3.5 Historic Heritage Conservation, the **City of Bunbury Local Planning Strategy for Heritage & Character** seeks to establish the methods by which the City of Bunbury:

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

In addition, this Strategy identifies how the City of Bunbury will:

- inform, educate and assist landowners and community with regard to heritage issues; and
- encourage and reward landowners for protecting heritage values.

The Strategy was developed through a logical sequence of research, investigation and consultation. Hence, the document is set out in a series of parts that step through the Strategy’s development process.

**Part 1** introduces and defines cultural heritage and its importance to the City of Bunbury and sets out the purpose, aims and objectives of the Strategy. This part outlines how the Strategy aligns with the goals and objectives of City Vision, and its relationship to the Local Planning Policy Framework (which statutorily includes a Local Planning Strategy, Local Planning Scheme and Local Planning Polices as required). Consequently, this section explains how the Strategy will inform the preparation of the Local Planning Strategy and future Scheme reviews.

**Part 2** puts the document into its legislative and policy context at federal, state and local levels, including a summary of the mechanisms used at the time of preparation of the Strategy, by the City of Bunbury to address heritage matters. Part 2 also provides an analysis of the current strengths, weaknesses,
opportunities and threats (SWOT Analysis) identified for the core areas of the City of Bunbury’s heritage management mechanisms. It is the information in this part that informs Part 3 of the Strategy.

**Part 3** translates the background, analysis and context information from the previous parts into the basic building blocks of the Strategy, by establishing the ‘Strategy Approaches’ that the City will employ to better manage its heritage and character values and assets. The Strategy Approaches can also be thought of as the core business services that the City will provide with its finite resources and time. Whilst the number and nature of Strategy Approaches is relatively constant over time, the actual operations of the City in implementing the Strategy Approaches will inevitably change with evolving circumstances.

**Part 4** then sets out a number of individual ‘Strategy Components’ for each correlating Strategy Approach. The various Strategy Components may be either statutory or non-statutory in nature, as detailed below:

- **Strategy Component 1** - Local Planning Policy – Assessment of Cultural Heritage Significance
- **Strategy Component 4** - Local Planning Policy — Stirling Street Heritage Area
- **Strategy Component 5** - Local Planning Policy – Variation to Local Planning Scheme and Residential Design Codes
- **Strategy Component 6** - Local Planning Policy – Application Fees for Planning Approval of Heritage Places
- **Strategy Component 7** - Local Planning Policy – Heritage Rate Concession
- **Strategy Component 8** - City of Bunbury Heritage Awards
Parts 5 and 6 of the Strategy detail the processes by which the implementation of the Strategy Approaches and corresponding Components will be implemented, monitored and reviewed.

The Strategy provides a comprehensive suite of mechanisms for the conservation and management of heritage values and assets within the City of Bunbury. It meets the requirements of the Heritage of Western Australia Act 1990, and is consistent with the provisions of State Planning Policy 3.5 Historic Heritage Conservation. It is also consistent with the 2005 recommendations made by the Local Government Heritage Working Party established by the Ministers for Heritage and Planning and Infrastructure. All of this will assist in protecting and conserving those places of cultural heritage significance within the City of Bunbury for current and future generations.

The Strategy was adopted by Council on 6 November 2007, and is to be regularly updated throughout the life of its implementation. A major review of the Strategy is to occur as part of future scheme reviews, and specifically should be undertaken prior to the review of the overarching Local Planning Strategy (LPS). The order of reviewing the documents is critical, as this Strategy inform the LPS, which in turn informs the statutory instruments such as the Local Planning Scheme and supporting Local Planning Policies.
Preface

Settled in January 1830, shortly following European settlement of Western Australia, the port city of Bunbury is now the regional centre of the southwest, and the focus for business, trade, sport, arts and entertainment. Located 175 kilometres south of Perth, there is a growing recognition of Bunbury as a desirable location to visit, live, work and invest. Indeed, this recognition has translated into the Bunbury-Wellington Region becoming one of the fastest growing urban centres nationally. However, by virtue of its historical growth, Bunbury’s considerable heritage assets and values are now under threat from urban development pressures. Despite the innovative retention of certain sites such as the Bunbury Silos development, the City now has an urgent need to respond to the challenges faced by all fast growing coastal centres in a comprehensive and innovative way.

In attempting to harness this rapid growth in a sustainable manner, the inaugural City of Bunbury Local Planning Strategy for Heritage and Character (LPS-HC) has been prepared in recognition of the City’s rich and diverse built heritage, and the contribution it makes to the City’s unique character and identity. The Strategy also recognises that the City of Bunbury’s heritage places make a significant contribution to the local economy, by enhancing the desirability of Bunbury as a destination for people to live and visit.

The growing complexity of legislation, planning practice and community expectations has meant that traditional or conventional ad hoc approaches are no longer effective. Consequently, the Strategy is designed to do not only what traditional or conventional strategies for heritage and character matters have done, but has been developed to work as part of the integrated Local Planning Policy Framework. This strategic framework is fundamentally based upon the triple-bottom-line methodology, which espouses the consideration and management of heritage and character values at all levels of planning and at all stages of the planning process.

In adopting the Strategy, the City of Bunbury establishes its own approach to conserving its character and heritage, and takes a positive step in securing its future in achieving its City Vision1. By doing so, the Strategy also acknowledges its responsibilities to current and future generations in conserving these inherent values. The Strategy has been developed as a means of ensuring that the City can best meet its statutory obligations and corporate commitments through the achievement of measurable outcomes across the following spectrum:

- data and information collection and provision to the general public and stakeholders (e.g. Municipal Inventory) for the documentation and research of historical records;
- advice and guidance to property owners, designers and developers on heritage conservation matters (e.g. Regional Heritage Advisor);
- land use and development policy formulation and associated development

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1 City Vision Strategy 2007, social objective 3.
assessment of applications for planning and building (including demolition) approval in accordance with statutory obligations;

- community participation in the identification and advancement of cultural heritage conservation issues through ongoing engagement processes (eg. City of Bunbury Heritage Advisory Committee); and

- promotion and education of cultural and built heritage values to visitors and the local community (eg. City of Bunbury Heritage Awards Program).
1.1 Purpose

The City of Bunbury Local Planning Strategy for Heritage & Character responds to the challenge of achieving City Vision by seeking to improve the means by which the City of Bunbury:

- manages and administers places of heritage value;
- requires landowners to protect heritage values;
- informs educates and assists owners with regard to heritage issues; and
- encourages and rewards landowners for protecting heritage values.

1.2 Aim

The identification, conservation and management of places and areas of cultural heritage significance that contribute to the unique identity and character of Bunbury.

1.3 Objectives

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

“He has been responsible for much of the improved architecture which now graces this thriving town … he is alive to the responsibilities of citizenship.”

Reported of F.W. Steere (prominent Bunbury architect) in Bunbury’s newspaper The Morning Herald on 1st of August 1903.
1.4 Background

1.4.1 What is Cultural Heritage?

The National Trust of Australia (WA) defines heritage as “something inherited from the past and valued enough today to leave for future generations”\(^2\). It “encompasses the qualities and attributes of places that have aesthetic, historic, scientific or social value for past, present or future generations. These values may be seen in a place’s physical features, but importantly can also be intangible qualities such as people’s associations with, or feelings for a place”\(^3\).

1.4.2 Why is it Important?

Managing heritage value is an important reflection of the local community's identity. The conservation of heritage value is vital to preserving the fabric of the City’s character, and as such, heritage places are valuable landmarks and distinguishing features in the City’s landscape. Places with established heritage and character not only beautify an area and enhance its amenity; they may also act as a tourist attraction and a valuable historical reminder.

1.5 Need for a Strategic Approach

In 2006, the City of Bunbury’s mechanisms to provide for the conservation and enhancement of heritage places were in need of review in order to provide a more integrated and coordinated strategy approach.

The City of Bunbury had in place, for a number of years, a series of *ad hoc* policies and incentives to provide for the conservation and enhancement of heritage places within the City.

In recent times, ever-increasing development pressures within the City’s Central Business District (CBD) and historical inner-city neighbourhoods in particular, highlighted the need to review existing policy and operational approaches to managing heritage and character matters. By implementing the Strategy, the City of Bunbury is seeking to advance the practice of integrated and coordinated heritage conservation, management and protection, which is innovative in its whole-of-city strategic and operational approach.

The City’s Local Planning Policy Framework\(^4\) will be informed by the Strategy to ensure it is consistent with best practice standards and supported by a range of statutory and non-statutory mechanisms for the encouragement of heritage conservation, such as a combination of development controls and incentive based schemes to encourage land owners to ensure that new

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\(^2\) Sharing Our Stories: Guidelines for Heritage Interpretation (2007), The National Trust of Australia (WA) and Museums Australia (WA) in partnership with Lottery West.

\(^3\) www.forest.nsw.gov.au/education/glossary/

\(^4\) Including the Local Planning Scheme, Town Planning Scheme and associated Local Planning Policies.
development does not compromise heritage values.

1.6 City Vision for Heritage & Character

The Local Planning Strategy for Heritage & Character sits beneath the umbrella of the City Vision statement (see Figure 1.1), which was adopted by Council at its meeting of 18 September 2007 as the primary plan for Bunbury’s sustainable development.

The City Vision Strategy establishes the City’s commitment to sustainable development management of its environment and resources. In doing so it translates the State Sustainability Strategy into a local expression of desired outcomes for the City’s local community. As such the City defines its local sustainability as:

Meeting the needs of the current and future generations through the integration of environmental protection, social advancement, economic prosperity and accountable and transparent governance.

The ultimate goal of all planning initiatives within the City of Bunbury is to seek to achieve the vision articulated within the City Vision Strategy:

A uniquely Western Australian international port city linked into the global economy, Bunbury will strive to become a sustainable community, offering a high quality of life, focused on balancing environmental, social and economic needs. As the capital of the South West, it will aspire to promote the region as one of the finest in Australia, recognised for its diversity in culture, lifestyle opportunity and economic strength.
For further details regarding City Vision the reader is referred to the City Vision Strategy and associated Action Plan, which is available from the City of Bunbury.

1.7 Relationship to other Local Planning Strategies

The Local Planning Strategy for Heritage & Character is one of a number of local strategies currently being developed and expanded by the City of Bunbury that together will comprise the Local Planning Strategy (LPS). The LPS and interrelated Council strategies, policies, plans and services sit beneath the umbrella of the City Vision Strategy, as illustrated in Figure 1.1.

The principle limitation of the Local Planning Strategy for Heritage & Character is that it has been prepared to advance its aims separately to other Local Strategies for each functional area, which are under varying degrees of development or implementation at any point in time. Therefore, whilst the triple bottom line approach to the development of this Strategy means that every effort has been made to consider the desired outcomes and impacts of this Strategy holistically, the desired outcomes have not been developed in context of the other Local Strategies. The purpose of the overarching LPS is then to consolidate the set of Local Strategies into an integrated and
coordinated sustainable land use and development plan for the City. Should the Local Planning Strategy for Heritage & Character vary from an adopted LPS, then the LPS shall prevail.

1.8 Scope

The City of Bunbury Local Planning Strategy for Heritage and Character applies principally to historic cultural heritage including heritage areas, buildings and structures, historic cemeteries and gardens, man-made landscapes and historic or archaeological sites with or without built features.

The Strategy will:

- Ensure the City of Bunbury meets the statutory requirements of the Heritage of Western Australia Act 1990;
- Improve the processes used by the City of Bunbury to assess the heritage value of individual places and areas and the means by which proposed development of such places are assessed for approval.
- Acknowledge and implement changes in best practice management.
- Provide greater clarity for, and assistance to, owners and developers of heritage places.
- Promote greater community awareness and ownership of the City of Bunbury’s heritage assets.

Consistent with State Planning Policy 3.5 Historic Heritage Conservation the City of Bunbury Local Planning Strategy for Heritage & Character will not:

- Apply to the conservation of Aboriginal heritage except in cases where Aboriginal heritage places or areas are entered in the Heritage List or are located within a designed area. Aboriginal heritage is protected by the Aboriginal Heritage Act 1972.
- Apply to the conservation of natural heritage except in cases where natural heritage forms part of a place of historic cultural heritage significance.

1.9 Methodology

1.9.1 Analysis

The Strategy seeks to quantify the state of Bunbury’s cultural heritage values in Part 2, and then identify those pressures that are currently being experienced that may affect those values (positively and/or negatively). Based on this analysis, a set of corresponding Strategy Approaches are then set out in Part 3, in response to the identified strengths, weaknesses, opportunities and threats. The purpose of this methodology (also referred to as the ‘pressure – state – response’ model) is that it seeks to feedback and target the pressures that are affecting cultural heritage values.
1.9.2 Principles & Philosophy

The Burra Charter\(^5\) has been generally adopted across Australia as the standard for best practice in the conservation of heritage places in Australia.

The Burra Charter principles are:

- There are places worth keeping because they enrich our lives – by helping us understand the past; by contributing to the richness of the present environment; and because we expect them to be of value to future generations.

- The cultural significance of a place is embodied in its physical material (fabric), its setting and its contents; in its use; in the associated documents; and in its meaning to people through their use and associations with the place.

- The cultural significance of a place, and other issues affecting its future, are best understood by a methodical process of collecting and analysing information before making decisions.

- The safeguarding of existing records, and keeping accurate records about decisions and changes to the place, helps in its care, management and interpretation.

In adopting this Strategy the City of Bunbury acknowledges and adopts the principles of the Burra Charter.

1.10 Preparation & Consultation

The Strategic & Environmental Planning team of the City’s Development Services Department has prepared the Strategy with the assistance of the Regional Heritage Advisor and other professional and executive staff at the City of Bunbury.

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\(^5\) Australia ICOMOS Charter for the conservation of cultural significance 1999 (the Burra Charter)
The stakeholder consultation process for the Strategy’s development included input from the following participants:

- City of Bunbury Heritage Committee;
- Staff of the City of Bunbury Development Services department;
- City of Bunbury Mayor and Councillors;
- Regional Heritage Advisor;
- Heritage Council of Western Australia; and
- three month preliminary public advertising period (December 2006 – March 2007).

Following the three month advertising period noted above, the draft Local Planning Strategy was amended where required and appropriate and presented to Council for adoption on 6 November 2007.

The seven component Local Planning Policies were subsequently advertised for public comment in compliance with Town Planning Scheme No7 to 21 December 2007. A public information session was held on 5 December 2007. These Local Planning Policies were endorsed by the City of Bunbury Heritage Advisory Committee on 20 February 2008 and adopted by Council on 26 February 2008.

For further details regarding the ongoing implementation, monitoring and review of the City of Bunbury Local Planning Strategy for Heritage & Character please refer to Part 5 of the document.
Part 2  Context & Analysis

2.1 Profile of Bunbury’s Cultural Heritage Values & Features

For a brief study of Bunbury’s rich history, the reader is referred to the thematic history contained within the City of Bunbury Municipal Inventory 2001 (attached at Appendix 1).

The City of Bunbury Municipal Inventory 2001 identified over 280 places within the City of Bunbury as having cultural heritage significance. The Burra Charter defines cultural significance as all the meanings (or values) that a place may have to people, beyond its utilitarian value. Commonly it refers to aesthetic, historical, scientific or social value for past or present generations, and for its likely value to future generations.

One hundred and seventy two of the places on the City of Bunbury Municipal Inventory 2001 were further identified as having a high level of significance and therefore warrant the protection of the provisions of the City of Bunbury Town Planning Scheme No. 7. The State Register of Heritage Places includes 28 places located within the City of Bunbury, which are considered to be of state significance and an additional 25 places have been included on the Heritage Council of Western Australia’s (HCWA) assessment program.

A list of places on the City of Bunbury Municipal Inventory 2001 and Heritage List is available from the City of Bunbury offices.

2.2 Legislative & Policy Framework

The four main stakeholder groupings involved in heritage identification and management include - commonwealth, state and local governments, as well as community and industry sectors⁶.

2.2.1 Commonwealth Government

The Commonwealth Department of Environment and Heritage (DEH) develops and implements national policy, programs and legislation to protect and conserve Australia’s natural environment and cultural heritage.


The Australian Heritage Council is an independent body of heritage experts

⁶ Information on the community, local, state and commonwealth agencies, and the heritage lists they maintain, is included in the Heritage Council of Western Australia’s Guide to Heritage Agencies and Assistance. The key points are summarised in this strategy.
established through the Australian Heritage Council Act 2003.

The Australian Heritage Council assesses the values of places nominated for the National Heritage List and the Commonwealth Heritage List, and advises the Commonwealth Minister for the Environment and Heritage on conserving and protecting listed values.

The National Heritage List was established in 2004 and comprises indigenous, natural and historic places that are of outstanding national heritage significance to Australia. The six Western Australia places included on the National Heritage List include Fremantle Prison and the Dampier Archipelago (including the Burrup Peninsula). Places listed in the National Heritage List are protected under the Environment Protection and Biodiversity Conservation Act 1999.

The Commonwealth Heritage list was also established in 2004 and comprises indigenous, natural and historic places owned, leased or controlled by the Commonwealth government, including the Cape Leeuwin Lighthouse, one of sixteen Western Australian places

2.2.2 State Government

The State Planning Framework now incorporates the State Planning Policy for Historic Heritage Conservation (SPP-3.5), which was gazetted in 29 May 2007 under part 3 of the Planning and Development Act 2005. The State Planning Policy sets out the principles of sound and responsible planning for the conservation and protection of Western Australia’s historic heritage.

The objectives of SPP-3.5 are:

- to conserve places and areas of historic heritage significance;
- to ensure that development does not adversely affect the significance of heritage places and areas;
- to ensure that heritage significance at both the State and local levels is given due weight in decision-making; and
- to provide improved certainty to landowners and the community about the planning processes for heritage identification, conservation and protection.

It is important to note that SPP 3.5 does not apply to the conservation of Aboriginal heritage or natural heritage. A copy of SPP-3.5 is attached at Appendix 2 for information purposes, but it must be remembered that the definitive and updated version of state planning policies are kept with the WAPC (refer to www.planning.wa.gov.au).

7 SPP3.5 Historic Heritage Conservation 29 May 2007
Figure 2.1: State Planning Framework as it relates to heritage and character.

The State Planning Strategy lists a number of core principles to guide future decision-making throughout government. The Strategy’s Environmental Principle is: “to protect and enhance the key natural and cultural assets of the State and deliver to all Western Australians a high quality of life which is based on environmentally sustainable principles”. Prior to the publication of the State Planning Strategy, a number of discussion papers were released. The Environmental and Natural Resources Discussion Paper states that “not only is there a statutory requirement to look after the heritage of WA, but an implied responsibility in town planning terms to recognise those parts of the built and natural environment that relate to our heritage”.

The Heritage of Western Australia Act 1990 has the following objectives:

- to identify, conserve and where appropriate enhance those places within Western Australia which are of significance to the cultural heritage;
- in relation to any area, to facilitate development that is in harmony with the cultural heritage values of that area; and
- to promote public awareness as to the cultural heritage, generally.

The Heritage Council of Western Australia (HCWA), established by the Heritage of Western Australia Act 1990, is the State Government’s advisory body on built heritage. Its mission is to identify, provide for and encourage the conservation of places that have significance to the cultural heritage of Western Australia.

The Heritage Council of Western Australia is responsible for the entry of places into Western Australia’s State Register of Heritage Places, which is a list of places that have been assessed by the Heritage Council as having cultural heritage significance to Western Australia. Places may include buildings, structures, gardens, cemeteries or archaeological sites. Entry in
the State Register has legal implications for all property owners including government departments, local governments, developers and individuals.

2.2.3 Local Government

Local Governments are required by the Heritage of Western Australia Act 1990 to compile a Local Government Inventory or Municipal Inventory, a comprehensive list of places, which, in the opinion of the local government, are of cultural heritage significance. Under the provisions of the Act the purposes of a Municipal Inventory are to:

- provide a cultural and historic record of the local district;
- assist in determining local heritage conservation policies; and
- provide information about local heritage that may be required under a Local Planning Scheme for that Local Government area.

Entry in an inventory does not provide any legal protection to, or development control over, a place. Only when places are specifically designated in a “Heritage List” under the Local Planning Scheme are they protected.

The Local Government Heritage Working Party was established in 2002 to investigate and make recommendations to the Minister for Heritage and the Minister for Planning and Infrastructure regarding necessary reforms to the local heritage protection systems in Western Australia. Membership of the Working Party comprised representatives from local government, WALGA, state government and private industry bodies as well as heritage practitioners. The Working Group determined that “an effective heritage protection system requires common standards across local government in heritage listing and planning control; tangible financial and planning incentives; advisory services for owners; and a strong focus on community outreach and education”. The recommendations of the Working Party as published in the Local Government Heritage Working Party Findings – Common Standards and Discussion Paper (April 2005) have provided guidance for the development of the City of Bunbury Local Planning Strategy for Heritage and Character and its components.
2.2.4 City of Bunbury

Prior to adoption of this Local Planning Strategy for Heritage and Character, the City of Bunbury applied the following mechanisms to provide for the conservation and retention of heritage places:

- Municipal Inventory 2001;
- Local Planning Policies;
- Provisions of Town Planning Scheme No. 7 (Part 7);
- Heritage Committee;
- Regional Heritage Advisor;
- Municipal Rate Rebate Policy; and
- Heritage Awards.
2.2.4.1 Municipal Inventory

In accordance with the Heritage of Western Australia Act 1990, the City of Bunbury has prepared and regularly reviewed its Municipal Inventory. The City of Bunbury Municipal Inventory 2001 identifies 288 places of cultural heritage significance.

A review of the Municipal Inventory was commenced in July 2006. This review in part prompted the preparation of this Strategy.

2.2.4.2 Town Planning Scheme No. 7

Part 7 Heritage Protection of the City of Bunbury Town Planning Scheme No. 7 (TPS7), consistent with the Model Scheme Text, requires, amongst other provisions, the preparation of a Heritage List to identify those places within the Scheme area that are of cultural heritage significance and worthy of conservation. The purpose and intent of these provisions are to “facilitate the conservation of places of heritage value” and to “ensure, as far as possible, that development occurs with due regard to heritage values”. Part 7 of the Scheme is attached at Appendix 3 for information purposes.

The City of Bunbury Heritage List comprises 172 places that are considered to have a higher level of cultural heritage significance and warrant protection, by the provisions of the Scheme. The Scheme also provides for the designation of “Heritage Areas” to allow for special planning control to conserve and enhance the cultural heritage significance and character of a whole area.

The “Stirling Street Heritage Precinct” was first identified through the inaugural Municipal Inventory in 1999. Due to its proximity to the City’s Central Business District (CBD) and the Leschenault Inlet, the area is under considerable development pressure resulting in demand for demolition of existing heritage housing stock and the construction of new dwellings. The current Residential Density Codes (R-Codes), ranging from R15 to R40, allow for higher density development than that which currently exists which, in some instances results in the desire to demolish existing heritage dwellings in order to develop the site to its fullest potential.

There are similar pressures on the area known as the Tree Streets. Some considerable negotiation has taken place between the City of Bunbury and the community with respect to the designation of a Heritage Area in the Tree Streets area although a determination has yet to be made.

2.2.4.3 Existing Local Planning Policy

The following policies have been adopted by Council and were applied where relevant.

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8 Statement of Planning Policy No. 3.1 Residential Design Codes.
Local Planning Policy – Heritage Building Design Guidelines provided guidance to developers, the community and Development Services staff in relation to conservation and extensions to properties on the Municipal Inventory, Heritage List or within a heritage area.

Local Planning Policy – Design Guidelines for Heritage Areas provided guidance to developers, the community and Development Services staff in relation to assessment of new developments and extensions to properties within heritage areas, Municipal Inventory and Heritage List properties.

Only one heritage area (Stirling Street Heritage Precinct) has been designated in accordance with the Scheme. As noted above, discussion and consultation has taken place with respect to the designation as a heritage area of a portion of that part of Bunbury known as the ‘Tree Streets’.

Local Planning Policy – Development Process for the Assessment of Places of Heritage Value in the City of Bunbury provided guidance to developers, the community and Development Services staff in relation to the development processes for those places listed on the Municipal Inventory, Heritage List, within a heritage area or on the State Register of Heritage Places.

2.2.4.4 Heritage Committee

The City of Bunbury Heritage Committee was constituted by Council resolution on 4 April 2006. The Committee was previously constituted as the Heritage Working Group.

At present, the committee comprises two Bunbury City Councillors, three community representatives, and a representative of Council’s Built Environment Advisory Committee. The City’s Regional Heritage Advisor provides advice and recommendations to the Committee. The Committee is supported by an Executive Officer from the City’s Development Services department.

The current Terms of Reference of the Heritage Committee are set out at Appendix 4.9

2.2.4.5 Regional Heritage Advisor

The City of Bunbury, with funding assistance from the Heritage Council of Western Australia, employs the services of a Regional Heritage Advisor to provide professional advice on heritage conservation issues when required.

Owners, prospective purchasers, real estate agents and architects/designers are able to liaise with the Regional Heritage Advisor to obtain advice on proposed development of heritage places.

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9 Council periodically undertakes reviews of its committees and their structure. Whilst it is anticipated that the Heritage Committee will continue to operate, the Terms of Reference may be revised.
2.2.4.6 Incentives

The City of Bunbury provided one financial incentive to encourage the continuing conservation and restoration of heritage places within the City of Bunbury. The Municipal Rate Concessions policy provides for the granting of a rate rebate of 30% on the total rates payable on a place listed on either the State Register of Heritage Places on a permanent basis or identified on the Heritage List pertaining to TPS7. This rebate is directly linked to the undertaking of approved conservation works within a defined rate period.

2.2.4.7 Heritage Awards Programme

A Heritage Awards Programme was established in May 2005 by the City of Bunbury to raise awareness of the importance of the City’s unique built heritage, to advance conservation principles and practice and to acknowledge and encourage excellence in conservation of heritage places and sites such as those listed on the City of Bunbury Municipal Inventory.

2.2.5 Community & Industry

The National Trust is a non-profit community based organisation that plays a significant role in heritage education and advocacy as well as the management of heritage sites throughout Western Australia. The National Trust aims to encourage and educate the community on the existence and use of heritage assets, and promotes the value of conservation and interpretation.

The National Trust's List of Classified Places includes places of historic, natural and Indigenous significance. Classification by the National Trust has no legal implications, but can carry moral influence.

2.3 Key Issues & Emerging Trends

This section describes a number of key issues, in no particular order of priority or importance, which were considered in the preparation of the Strategy. Key issues include, but are not limited to, the following:

Natural Environment

• Need for greater awareness of heritage values within, and as a contributing factor to, the City’s landscapes, streetscapes and vistas.

Built Environment

• Need for greater awareness of heritage as a contributor to the attractiveness of Bunbury’s built environment as the capital (primary regional centre) of the South West.

Social Environment
• Lack of acknowledgment of the contribution made by places of heritage significance to the City’s social capital.

**Economic Environment**

• Lack of appreciation of the contribution of heritage values to the capital values of property within the City.

**Tourism Industry**

• Potential for greater capitalisation of heritage as a contributor to the attractiveness of Bunbury as the South West’s historical capital and tourism destination.

**Property & Development Industry**

• Need for greater appreciation of heritage as a contributor to the attractiveness of Bunbury’s built environment at the site (street), local area (neighbourhood) and regional (city-wide) scales.

**Infrastructure**

• Consideration of places of heritage significance with respect to planned major infrastructure projects (eg. port expansion, railway and main road developments).

**Governance & Regulatory Environment**

• State and local government awareness and understanding of heritage issues with respect to development assessment procedures and statutory responsibilities.

• Need for better consideration of heritage values through the land use planning process (strategic & statutory) through improved integration within the Local Planning Policy Framework.

### 2.4 Implications for Change

As can be appreciated from the issues identified above, there was a need to better identify, recognise and manage places of cultural heritage significance within the City of Bunbury’s boundaries.

In the absence of an integrated and coordinated strategy that brings together the disparate range of statutory and non-statutory processes governing heritage conservation there was a risk that the places and areas of heritage value within the City of Bunbury would continue to be lost leaving little to remind current and future generations of the City’s rich heritage.
2.5 Analysis of Strengths Weaknesses Opportunities & Threats

This section identifies a range of local and regional core matters that impact on Bunbury’s heritage & character values and features, which require preserving, maintaining, improving or promoting through the land use planning and management processes. Table 2.1 sets out the results of the SWOT analysis by core matters, values and features according to each element of the Local Sustainability Framework as it relates to heritage & character. The inputs to the SWOT analysis were derived from Part 2 – Context & Analysis, and tested and confirmed through the consultation processes. Responses to the identified strengths, weaknesses, opportunities and threats then inform Part 3 – Strategy Approaches.
Table 2.1: SWOT analysis of Bunbury’s Heritage & Character Values and Features.

<table>
<thead>
<tr>
<th>Core Matters</th>
<th>Leverage Strengths</th>
<th>Address Weaknesses</th>
<th>Maximising Opportunities</th>
<th>Responding to Threats</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Places</strong></td>
<td>• Demonstrate evolution of Bunbury as a regional capital.</td>
<td>• Levels of significance are inconsistent applied in MI and HL.</td>
<td>• Inclusion of additional places and areas on the City of Bunbury Heritage List.</td>
<td>• Landowners have responsibility for maintenance and conservation of heritage places in preventing their deterioration.</td>
</tr>
<tr>
<td></td>
<td>• 28 on State Register of Heritage Places.</td>
<td>• Majority of places are in private ownership.</td>
<td>• Opportunity to redevelop heritage places in a manner sympathetic to its heritage values to Bunbury’s economic and social advantage.</td>
<td></td>
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<tr>
<td></td>
<td></td>
<td>• Perception that heritage listing at any level impacts on property values.</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td></td>
<td>• Perception that heritage listing impacts on insurance premiums.</td>
<td></td>
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<tr>
<td></td>
<td></td>
<td>• Perception that properties cannot be developed to their full potential.</td>
<td></td>
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</tr>
<tr>
<td></td>
<td>• New SPP3.5 – Historic Heritage Conservation.</td>
<td>• Design Guidelines in need of review to become more relevant and applicable.</td>
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<tr>
<td></td>
<td></td>
<td>• MI needs review every 4 years and is overdue – administrative burden.</td>
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<td></td>
<td></td>
<td>• Perception that design guidelines prohibit design creativity and diversity.</td>
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<td></td>
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<td>• Perception that Council does not comply with its own policies.</td>
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</tr>
<tr>
<td>Core Matters</td>
<td>Leveraging Strengths</td>
<td>Addressing Weaknesses</td>
<td>Maximising Opportunities</td>
<td>Responding to Threats</td>
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</tr>
</tbody>
</table>
| Community Participation, Education & Awareness | • Heritage Committee.  
• Heritage Awards Programme endorsed by Council.  
• Property Industry Forum with assistance of HCWA well attended. | • Narrow scope of community participation – limited to Heritage Committee and statutory processes. | • Greater dialogue and broader community input generated by City Vision and then managed through this LPS.  
• Better marketing of our cultural heritage assets.  
• More diverse range of media for communication in plain language (eg. web site, brochures, etc.). | • Council’s commitment to better managing the City’s heritage assets in response to public perception that it doesn’t manage heritage values well, particularly its own assets. |
| Regional Heritage Advisory Service | • Regional Heritage Advisor providing a significant time contribution (16 hours per month). | • Heritage Advisor Service is Perth based and hence restricts interface opportunities to a scheduled timeframe (although telephone, email contact available at all times). | • Further potential for landowners and developers to seek professional guidance early in the design and development process.  
• Additional hours of Advisor’s time for specific project based work (eg. MI) supported by HCWA. | |
| Property & Development Industry | • Increasing awareness and communication between industry and Council officers. | • Potential lack of awareness and understanding of heritage and statutory responsibilities. | • Potential for further awareness raising and communication between industry and Council officers. | |
| Incentives | • Municipal Rate Concession Policy active. | • Perception is that Local Government is not providing sufficient financial and non-financial based incentives.  
• Rate concession can be difficult to obtain. | • Opportunity to access the Heritage Loan Subsidy Scheme (WALGA & HCWA) to financially support landowners undertaking conservation works. | • Financial incentive programmes are dependant upon Council budgeting. |
Part 3

Strategy Approaches

3.1 Strategy Components

This part translates the background, analysis and context information from the previous parts into ‘Strategy Approaches’ that the City will employ to better manage its heritage and character values and assets. The Strategy Approaches are the core business services that the City will provide in accordance with its legislative obligations, corporate commitments and accounting for constraints such as finite resources and time.

Whilst the number and nature of Strategy Approaches is relatively constant over time, the actual operations of the City in implementing the Strategy Approaches will inevitably change with evolving circumstances. Part 4 then sets out a number of individual ‘Strategy Components’ for each correlating Strategy Approach. The various Strategy Components may be either statutory or non-statutory in nature, as illustrated in Figure 3.1.

The following sections then provide a summary explanation of the functions and roles of each Strategy Component.
3.2 Municipal Inventory

Local governments are required by the *Heritage of Western Australia Act 1990* to prepare a local government inventory.

A local government inventory (commonly known as a municipal inventory) can best be described as a ‘local heritage survey’. The survey identifies local heritage assets in a systematic fashion, and provides the base information required for local heritage planning to achieve consistency, strategic direction and community support.

As detailed in the Local Government Heritage Working Party Findings 2005, the purposes of a local government survey are to:

- identify the places and areas that, in the opinion of the local government, are of cultural heritage significance for the local government district;
• to assist in determining local government conservation policies and other related policies;
• to provide a cultural and historic record of the local government district;
• to assist in the preparation of a heritage list under a town planning scheme that has effect in relation to the local government district;
• to assist in the designation of heritage areas under a local town planning scheme; and
• to assist in achieving the heritage conservation objectives of town planning in the state.

The Act also requires that the Inventory be reviewed every four years. The City of Bunbury Municipal Inventory was last reviewed in 2001. Preliminary stages of the current review commenced in July 2006 and upon completion of this review the ‘local heritage survey’ will be known as the ‘Local Government Inventory’ the correct title under the Heritage of Western Australia Act 1990.

3.2.1 Municipal Inventory Review

As noted above, the review of the City of Bunbury Municipal Inventory 2001 was commenced in July 2006 and will be carried out in accordance with the basic principles recommended by the Local Government Heritage Working Party.

The review will ensure that the Local Government Inventory will comprehensively identify the places and areas of cultural heritage significance in the City of Bunbury incorporating geographic coverage of all:
• areas of the City; and
• place types (eg. public and private buildings; residential and commercial places; streetscapes, parks and gardens, cemeteries, engineering structures etc) without arbitrary exclusions.

The Inventory will identify places and areas that retain significant physical fabric from the past and not encompass sites without remnant fabric (ie. vacant or redeveloped sites), unless they have historic associations of major importance to the City of Bunbury.

Wherever appropriate, the review will be undertaken in-house with the assistance of a Technical Advisory Group, however, accurate assessment and review of places proposed for, or currently included on, the Municipal Inventory will require the engagement of a suitably qualified heritage professional.

As it is not intended that the Local Planning Strategy for Heritage and Character be the means by which natural heritage and indigenous heritage is managed (consistent with the State Planning Policy 3.5 – Historic Heritage Conservation), the review of the Municipal Inventory will consider the appropriateness of continuing reference to the Significant Tree Register and
Aboriginal Sites Register as well as reference to other natural heritage features. As with heritage sites without remnant fabric, natural features will be included only if they have historic associations of major importance to the City of Bunbury.

3.2.2 Heritage Places

All heritage assessments of local heritage places within the City of Bunbury will be undertaken in accordance with Local Planning Policy – Assessment of Cultural Heritage Significance (see Strategy Component 1 below) in order that assessments are accountable, comparable and consistent. The assessment criteria are those published by the Heritage Council of Western Australia as required by the Statement of Planning Policy 3.5. Assessment will determine the values and level of significance of each place. Any place meeting one or more of the criteria as detailed in the Local Planning Policy will be included on the City of Bunbury Local Government Inventory. The extent of protection provided to each place under the provisions of the Local Planning Policy Framework will be determined by the level of significance of each place.

3.3.3 Heritage Areas

In some instances the City of Bunbury may wish to designate a ‘heritage area’ to promote the conservation of the heritage values of an extended group or precinct of buildings and places. Designation of a Heritage Area shall be in accordance with Part 7.2 of the City of Bunbury Town Planning Scheme No. 7 (TPS7).

Whilst it is not necessary to grade a heritage area as a whole in terms of its level of significance, it is important to assign a level of contribution to the individual places within each area to assist the assessment of any proposed development. Local Planning Policy – Assessment of Cultural Heritage Significance provides further detail with respect to the levels of contribution.

3.4 Land Use Planning & Urban Design

3.4.1 Heritage List under the Local Planning Scheme

As detailed in Local Planning Policy – Assessment of Cultural Heritage Significance, those places identified as having “Exceptional”, “Considerable” or “Moderate/Some” significance will be included on the Heritage List attached to the City of Bunbury Town Planning Scheme No. 7 (TPS7), subject to the provisions of Part 7.1 of the Scheme.

Places included in this list are protected by the provisions of TPS7 and by Local Planning Policies as outlined in Part 4 of this Strategy.

10 The Local Planning Policy Framework is the collective term given to the land use and infrastructure planning instruments, for example Local Planning Strategy, Town Planning Scheme and Local Planning Policies.
3.4.2 Local Planning Policies

Local Planning Policy – Assessment of Cultural Heritage Significance applies to all places on the Municipal Inventory (and subsequently the Local Government Inventory) or proposed for inclusion on the Inventory. The remaining Local Planning Policies will apply to those places included on the Heritage List (as described above) or the Stirling Street Heritage Area. It is important to note that they are not applied to those places included only on the Municipal Inventory/Local Government Inventory.

3.4.2.1 Local Planning Policy – Assessment of Cultural Heritage Significance

The City of Bunbury Local Planning Policy – Assessment of Cultural Heritage Significance details the manner in which places within the City of Bunbury will be assessed for heritage value. Compliance with this policy will ensure that assessments are accountable, comparable and consistent.

The criteria adhere to well established ‘best-practice’ in the identification and assessment of local heritage places in Western Australia and throughout Australia at a local, state and national level, and as noted above, are consistent with those published by the Heritage Council of Western Australia.

The cultural heritage significance of a place is determined through the assessment of aesthetic, historic, scientific and social values, rarity and/or representativeness. The physical condition, integrity and authenticity of a place is also taken into consideration in the assessment of cultural heritage significance. It is possible for a place of poor condition or integrity to be entered in the local government inventory or heritage list when other values such as historic or rarity values are high.

The full text of the Local Planning Policy – Assessment of Cultural Heritage Significance is attached at Strategy Component 1.

3.4.2.2 Local Planning Policy – Heritage and Conservation Development Policy - Heritage Places

The City of Bunbury Local Planning Policy – Heritage and Conservation Development Policy - Heritage Places applies to all places entered into the Heritage List pursuant to TPS7.

The objectives of this Local Planning Policy are:

- To conserve and protect places of cultural heritage significance within the City of Bunbury.
- To ensure that development does not adversely affect the significance of heritage places.
- To ensure that heritage significance is given due weight in local planning decision-making.
• To provide improved certainty to landowners and community about the planning processes for heritage identification and protection in the City of Bunbury.


The existing “Heritage Building Design Guidelines” form part of this policy and are attached to Strategy Component 2 at Attachment 2.1. Note, however that this is considered to be on an interim basis only. It is considered that a full review of the design guidelines for those places included on the Heritage List is required. This will require the engagement of a suitably qualified heritage professional to ensure that the resulting policy and design guidelines are clear, concise and accurate and provide appropriate information regarding potential development within the area for landowners, the Local Government and the Regional Heritage Advisor. It is anticipated that the revision of the guidelines will occur in conjunction with the Municipal Inventory review.

3.4.2.3 Local Planning Policy - Development Application Assessment Process for Heritage Places

A Local Planning Policy detailing the development application assessment process for heritage places or places within a heritage area has been prepared to provide guidance to owners, developers and Development Services staff.


3.4.2.4 Local Planning Policy — Stirling Street Heritage Area

The Stirling Street Heritage Precinct was identified as having cultural heritage significance in the draft Municipal Inventory of 1994, and was included in the Municipal Inventory of 1996. The City of Bunbury Municipal Inventory 2001 recommended the Precinct for listing on the State Register of Heritage Places and it was subsequently included on the Heritage Council of Western Australia’s assessment program in 2003. Council adopted the current boundary (as shown in Figure 4.1) in April 2003 in accordance with Part 7 of the Scheme, which allows for the designation of heritage areas consistent with the provisions of the Model Scheme Text (MST).

The Precinct is described in the City of Bunbury Municipal Inventory 2001 as containing “a broad cross-section of dwellings and other buildings from early in the history of settlement, which has the potential to yield information that will contribute to a better understanding of the natural and cultural history of Western Australia. The Statement of Significance for the area is as follows:

The allotments and buildings fronting Stirling Street and all those defined in the Location Details form a Precinct which contains
areas of high cultural significance illustrating the evolution of settlement in Bunbury. The period 1875 to 1925 is particularly well represented. The precinct contains areas of aesthetic characteristics highly valued by the community; cultural landscapes and notable streetscapes. For the most part, they are a collection of relatively harmoniously related buildings of similar scale and character. Illustrations of several major historic themes of human settlement are evident. The precinct is also important for a range of social, cultural, educational and spiritual associations. Molyneux’s study (1997) also identifies that currently the place contains several vacant sites, other sites of non-conforming use and multiple-dwelling developments which may erode the intention of preserving the heritage character of the area.

The Municipal Inventory further notes that “the fabric which remains from the days of early settlement to pre WWII is of particular note.”

The East Bunbury area, including the Stirling Street Heritage Precinct (now known as the Stirling Street Heritage Area), is under continuing development pressure and the City of Bunbury Heritage Committee, Regional Heritage Advisor (RHA) and Development Services are assessing increasing numbers of development proposals (including additions, demolitions and subdivisions) for places located within the Heritage Precinct.

The Heritage Council of Western Australia defines a heritage precinct as an area where the “relationship between various elements creates a special sense of place”. It is important that this relationship is not interrupted or impacted upon by intrusive or non-contributory development to such an extent as to make the Precinct discontinuous or to unduly impact on its authenticity and integrity. The aesthetic, historic and social values of a heritage area should be clearly and strongly represented through the current physical evidence that is, an area in which it can be clearly demonstrated that the collection of places has cultural heritage values relevant to the statement of significance. The core area of a heritage precinct should not be extended to include nearby streetscapes that comprise scattered examples of heritage properties interspersed by a more dominant, diverse collection of non-contributory and intrusive development. The heritage values of individually listed places outside of a precinct can be protected via other mechanisms.

The precinct boundary adopted in 2003 incorporated places which are not consistent with the assessed cultural heritage values of the Precinct. A preliminary assessment of the Precinct has been undertaken to determine a proposed rationalisation of its boundary, which would result in more consolidated aesthetic, historic and social values.

It is considered that a full review of the Stirling Street Heritage Precinct, including boundaries, assessment of the level of contribution of each place within the Area and a complete revision of the design guidelines is required. This will require the engagement of a suitably qualified heritage professional to ensure that the resulting policy and design guidelines are clear, concise and accurate and provide appropriate information regarding potential
development within the area for landowners, the Local Government and the Regional Heritage Advisor. Preliminary stages of this review were commenced in July 2007.

Figure 4.1: Former and new boundaries of the Stirling Street Heritage Precinct.\textsuperscript{11}

![Map of Stirling Street Heritage Precinct with former and new boundaries]

The plan in Figure 4.1 above shows the 2003 and new 2008 heritage area boundaries. It should be noted that the new boundary does not include any additional places.

This Local Planning Policy—Stirling Street Heritage Area provides for the protection of the heritage values of the area through detailed design guidelines.

The objectives of the Local Planning Policy are:

- To conserve and protect the cultural heritage significance of the Stirling Street Heritage Precinct.
- To ensure that new buildings, alterations and additions can be accommodated within the area without adversely affecting the area’s significance.
- To provide improved certainty to landowners and community about the planning processes for development within the area.

The full text of Local Planning Policy — Stirling Street Heritage Precinct is attached at Strategy Component 4.

\textsuperscript{11} A larger plan is shown at Strategy Component 4 Attachment 4.1.
The existing ‘Design Guidelines for Heritage Areas’ form part of this policy and are attached at Strategy Component 4 Attachment 4.2. Note that this is considered to be on interim basis only pending review.

3.4.2.5 Local Planning Policy - Variation to Local Planning Scheme and Residential Design Codes

In accordance with Part 7.5 of the Scheme, and subject to conditions as detailed in the Scheme, any site or development requirement specified in the Scheme or the Residential Design Codes may be varied in order to:

- facilitate the conservation of a heritage place entered in the Register of Heritage Places under the Heritage of Western Australia Act 1990 or listed in the abovementioned Heritage List; or
- enhance or preserve heritage values in a heritage area.

A Local Planning Policy has been developed to reiterate the provisions of the Town Planning Scheme. The full text of Local Planning Policy – Variation to Local Planning Scheme and Residential Design Codes is attached at Strategy Component 5.

3.4.3 Review of Residential Design Codes

The residential lots within the Stirling Street Heritage Area are coded between R15 and R40 which raises the potential for significant further subdivision within the area which may erode the aesthetic values and character of the area with additional crossovers and driveways, the construction of new garages/carports and higher density development. A greater demand for demolition of existing dwellings may also arise as owners seek to develop sites to their fullest potential.

As part of a review of the Stirling Street Heritage Area, reconsideration of the most appropriate R-Code to ensure the continued retention and enhancement of the Precinct will occur.

3.5 Incentive Programmes

Heritage listing and protection is a public interest issue driven by the broader community. As such there is a strong expectation in the community that all levels of government should accept a significant part of the responsibility to ensure that places of heritage value are conserved. That expectation extends not only to the regulatory side of listing and protection, but also to financial aid and assistance.

The following policy documents detail the incentives (both financial and non-financial) proposed.\[12\]

\[12\] Details of financial assistance available is included in “Guide to Heritage Agencies and Assistance: Information on local, state and commonwealth agencies and guide to grants and assistance schemes”, Heritage Council of Western Australia, August 2005.
3.5.1 Local Planning Policy - Application Fees for Planning Approval for Development of Heritage Places

The City of Bunbury will waive planning fees for places on the City of Bunbury Heritage List or located within a designated heritage area in the following circumstances:

- Development applications for a heritage place which would not normally require a planning application.
- Development application involving a change of use of a heritage listed building that does not involve any significant physical construction.
- Development application involving alterations and additions, which have no adverse affect on the heritage significance, associated with the heritage listed place.
- Development application involving partial demolition that has no adverse affect on the heritage significance associated with the heritage listed place.

The full text of Local Planning Policy – Reduction of Fees and Charges for Development Applications is attached at Strategy Component 6.

3.5.2 Local Planning Policy - Heritage Rate Concession

As noted in Part 2, the City of Bunbury has, for a number of years, operated a Municipal Rate Concession – Heritage Listed Buildings which allows for a 30% rate rebate on places included on the State Register of Heritage Places or City of Bunbury Heritage List subject to appropriate conservation works being undertaken.

It is proposed that this rate concession be continued in accordance with Local Planning Policy – Heritage Rate Concession. The full text of Local Planning Policy – Heritage Rate Concession is attached at Strategy Component 7.

3.5.3 City of Bunbury Heritage Awards Program

As previously noted in 2.2.4.7, a Heritage Awards Program has been established by the City of Bunbury to raise awareness of the importance of the City’s unique built heritage, to advance conservation principles and practice and to acknowledge and encourage excellence in conservation of heritage places and sites such as those listed on the City of Bunbury Heritage List.

Details of the City of Bunbury Heritage Awards Program are attached at Strategy Component 7.

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13 In May 2005 Council resolved to introduce a Heritage Awards Program and required the Built Environment Advisory Committee to form a working group to call for nominations and select award winners on behalf of Council.
3.5.4 Heritage Advisory Service

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

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

3.5.5 Heritage Loan Subsidy Scheme

The Heritage Loan Subsidy Scheme is an initiative of the Western Australian Local Government Association (WALGA) and the HCWA, which provides an interest rate subsidy to landowners undertaking heritage conservation works on an eligible property within a participating local government area. The available interest rate is currently 4% lower than that provided by the applicant’s loan provider and is available for a period of five years.

WALGA and HCWA administer this scheme on behalf of local governments, and loans are disbursed and managed by the financial institution of the applicant’s choice.

A local government may join the scheme by way of a once only payment of 0.5% of their rateable income or $25,000 which ever is the lesser amount. WALGA has advised that the City’s contribution would be $25,000. There are no further financial implications for Council. At present Council has not committed to the scheme, but the opportunity to do so may be provided for in the future.

3.6 Heritage Asset Management

It is imperative that the community is assured that the City of Bunbury is committed to ensuring the retention of its heritage assets as shown by this Local Planning Strategy for Heritage & Character.

A number of the places identified on the City of Bunbury Municipal Inventory and Heritage List are owned or vested in the City of Bunbury. Several are included on the State Register of Heritage Places.

The City of Bunbury will seek to lead by example by managing heritage places in the City’s ownership in accordance with this Strategy and the associated policies.

A review should be undertaken in conjunction with the review of the Municipal Inventory to assess the condition, authenticity and use of the City’s heritage assets. In addition to demonstrating the City’s commitment to
managing its own heritage places appropriately, such a review would assist the City to develop priorities for conservation actions. Such actions could include maintenance plans, conservation plans, interpretation plans, appropriate future use and development and identify funding sources (eg Lotterywest grants).

3.7 Communication & Education Programme

A program will be prepared detailing the means by which the City’s heritage policies and procedures will be communicated to the public.

Initially, a number of public seminars could be considered to advise the community of the requirements of the design guidelines and the incentives available to those undertaking works on heritage places.

A series of brochures will be produced outlining, amongst other things, the City’s policies, incentives available, what works can be done to a heritage place, and the implications of owning a heritage place or a property located within a heritage area.

In addition, a web page attached to the City of Bunbury website will be developed to incorporate the information contained within the abovementioned brochures, policies, the Local Government Inventory and the Heritage List.
Part 4  Strategy Components

1. Local Planning Policy – Assessment of Cultural Heritage Significance


4. Local Planning Policy - Heritage Conservation and Development Policy – Stirling Street Heritage Precinct

5. Local Planning Policy – Variation to Local Planning Scheme and Residential Design Codes

6. Local Planning Policy – Application Fees for Planning Approval of Heritage Places

7. Local Planning Policy – Heritage Rate Concession

8. City of Bunbury Heritage Awards
1 Purpose

1.1 The purpose and intent of this Local Planning Policy is to ensure that all heritage assessments conducted within the City of Bunbury are undertaken in accordance with the procedures outlined within this Local Planning Policy in order to ensure that assessments are accountable, comparable and consistent.

2 Objectives

In accordance with the aims of the Scheme, achievement of the following objectives is sought for all developments and land uses in designated Heritage Areas and Heritage Places throughout the Scheme Area -

1. To conserve and protect places of cultural heritage significance within the City of Bunbury.

2. To provide clear procedural guidelines for heritage assessments conducted within the City of Bunbury.

3. To provide certainty to landowners and the community regarding the procedures involved in heritage identification and protection in the City of Bunbury.
3 Application

This Local Planning Policy applies to any place being considered for inclusion, or retention, on the City of Bunbury Municipal Inventory, or any other place considered to have cultural heritage significance.

4 Heritage Assessment Criteria

The heritage value of a place will be assessed according to criteria relating to aesthetic, historic, scientific, cultural and social values. A place will be considered to have cultural heritage significance to the City of Bunbury if it meets one or more of these criteria.

The level of significance of a place will be determined according to criteria relating to rarity, representativeness, condition, integrity and authenticity.

4.3.1 Aesthetic Value

Criterion 1: It is significant in exhibiting particular aesthetic characteristics.

A place or area included under this criterion will have characteristics of scale, composition, materials, texture and colour that are considered to have value for the Local Government area. This may encompass:

• creative or design excellence;
• the contribution of a place to the quality of its setting;
• landmark quality; or
• a contribution to important vistas.

4.3.2 Historic Value

Criterion 2: It is significant in the evolution or pattern of the history of the Local Government area.

A place or area included under this criterion should:

• be closely associated with events, developments or cultural phases that have played an important part in the locality’s history;
• have a special association with a person, group of people or organisation important in shaping the locality (either as the product or workplace of a person or group, or the site of a particular event connected with them); or
• be an example of technical or creative achievement from a particular period.

4.3.3 Scientific Value

Criterion 3A: It has demonstrable potential to yield information that will contribute to an understanding of the natural or cultural history of the Local Government area.
A place included under this criterion should:
- be a standing structure or archaeological deposit;
- be an important benchmark or reference site; or
- demonstrate a likelihood of providing evidence about past activity.

Criterion 3B: It is significant in demonstrating a high degree of technical innovation or achievement.

A place included under this criterion should:
- show qualities of innovation or represent new achievement for its time;
- demonstrate breakthroughs in design or places that extend the limits of technology; or
- show a high standard of design skill and originality, or innovative use of materials, in response to particular climatic or landform conditions, or a specific functional requirement, or to meet the challenges of a particular site.

### 4.3.5 Social Value

Criterion 4: It is significant through association with a community or cultural group in Local Government area for social, cultural, educational or spiritual reasons.

A place included under this criterion should be:
- a place in which the community or a significant part of the community has held in high regard for an extended period; or
- be a public place or a place of distinction in the local landscape which makes a positive contribution to the local ‘sense of place’ and local identity.

### 4.3.6 Rarity

Criterion 5: It demonstrates rare, uncommon or endangered aspects of the cultural heritage of the Local Government area.

A place included under this criterion should:
- provide evidence of a defunct custom, way of life or process;
- demonstrate a custom, way of life or process that is in danger of being lost; or
- demonstrate a building function, design or technique of exceptional interest.

### 4.3.7 Representativeness

Criterion 6: It is significant in demonstrating the characteristics of a class of cultural places or environments in the Local Government area.
A place included under this criterion should:

- provide a good example of its type;
- be representative of a common building or construction type, a particular period or way of life, the work of a particular builder or architect, or an architectural style; or
- have a high degree of authenticity.

4.3.8 **Condition, Integrity and Authenticity**

**Condition:** the current state of the place in relation to the values for which that place has been assessed, and is generally graded on the scale of good, fair or poor.

**Integrity:** the extent to which a building retains its original function, generally graded on a scale of high, medium or low.

**Authenticity:** the extent to which the fabric is in its original state, generally graded on a scale of high, medium or low.

5 **Statement of Significance**

A “Statement of Significance” shall be prepared providing a concise description of the place’s significance with reference to the assessment criteria.

As detailed in Table 1 of this Local Planning Policy, a level of significance, with its associated management category, will be applied to each place identified as having cultural heritage significance.

| Table 1: Levels of Cultural Heritage Significance and Management. |
| --- | --- | --- |
| **Level of Significance** | **Description** | **Management Category** |
| Exceptional Significance | Essential to the heritage of the locality. Rare or outstanding example | The place should be retained and conserved unless there is no feasible and prudent alternative to doing otherwise. Any alterations or extensions should reinforce the significance of the place and be in accordance with a Conservation Plan (if one exists for the place). |
| Considerable Significance | Very important to the heritage of the locality. High degree of integrity/authenticity. | Conservation of the place is highly desirable. Any alterations or extensions should reinforce the significance of the place. |
### Categories of the Level of Significance

<table>
<thead>
<tr>
<th>Category</th>
<th>Description</th>
<th>Conservation Considerations</th>
</tr>
</thead>
<tbody>
<tr>
<td>Some/Moderate</td>
<td>Contributes to the heritage of the locality. Has some altered or modified elements, not necessarily detracting from the overall significance of the item.</td>
<td>Conservation of the place is desirable. Any alterations or extensions should reinforce the significance of the place and original fabric should be retained wherever feasible.</td>
</tr>
<tr>
<td>Little Significance</td>
<td>Does not fulfil the criteria for entry in the local Heritage List.</td>
<td>Photographically record prior to major development or demolition. Recognise and interpret the site if possible.</td>
</tr>
</tbody>
</table>

**Note:**

6. **Preparation of Heritage List**

6.1 The procedures for adding places to the Heritage List are set out in clause 7.1.3 of the City of Bunbury Town Planning Scheme No. 7.

6.2 The Heritage List will include all those places identified as having “exceptional”, “considerable” and “some/moderate” significance and any places entered in the State Register of Heritage Places.

6.3 The Local Government may consider amending the Heritage List over time according to the following circumstances -
<table>
<thead>
<tr>
<th>Circumstance</th>
<th>Outcome</th>
</tr>
</thead>
<tbody>
<tr>
<td>(a) A place is found to be significant in a new or reviewed local heritage survey</td>
<td>The Local Government will consider inclusion of a place in the Heritage List if the findings of a new or revised local government inventory support its inclusion.</td>
</tr>
<tr>
<td>(b) A place is nominated for inclusion in the Heritage List by the owner or a member of the public</td>
<td>The Local Government will consider inclusion of a place in the Heritage List if assessment documentation to the required standard is provided by the nominator. If not, consideration will be deferred until a review of the Heritage List is scheduled.</td>
</tr>
</tbody>
</table>
| (c) A heritage assessment is prepared in conjunction with a development proposal | The Local Government may consider inclusion of a place in the Heritage List if a heritage assessment is prepared -  
- as part of a Heritage Impact Statement submitted by an applicant; or  
- by the City at its own expense.                                                                                             |
| (d) A place is demolished, or substantially damaged or destroyed             | The Local Government will consider removing a place from the Heritage List if it is demolished or is damaged or destroyed, to the extent that its significance is lost.                                          |

The Local Government will retain a record of all places destroyed, demolished and/or removed from the Heritage List, to monitor the rate of loss over time.
1 Purpose

1.1 The City of Bunbury contains a significant collection of heritage assets as identified in the City of Bunbury Municipal Inventory that have been identified as having cultural heritage significance. Those places identified on the Heritage List attached to Town Planning Scheme No. 7 have been further identified as being worthy of conservation for present and future generations.

1.2 The purpose and intent of this Local Planning Policy is to -

- apply the development control principles contained in the State Planning Policy 3.5 for Historic Heritage Conservation;
- provide development and design guidance for development of places in the Heritage List established pursuant to the City of Bunbury Town Planning Scheme No. 7; and
- detail procedures for making applications for approval of heritage-related development.

2 Objectives

In accordance with the aims of the Scheme, achievement of the following objectives is sought for all developments and land uses in designated Heritage Places throughout the Scheme Area:
1. The conservation and protection of places of cultural heritage significance within the City of Bunbury.

2. To ensure that development does not adversely affect the significance of heritage places.

3. To ensure that heritage significance is given due weight in local planning decision-making.

4. To provide improved certainty to landowners and community about the planning processes for heritage identification and protection in the City of Bunbury.

3 Application

3.1 This Local Planning Policy applies to all places entered in the Heritage List pursuant to the City of Bunbury Town Planning Scheme No. 7.

3.2 Where specified, the Local Planning Policy also relates to other places of cultural heritage significance within the local government area, as identified from time to time.

4 Development Assessment

In considering any application for planning approval in relation to a place entered in the Heritage List, the Local Government will apply and have regard to the following:

- matters set out in section 6.5 and 6.6 of the State Planning Policy 3.5 – Historic Heritage Conservation;
- design guidelines set out in Attachment 2 of this Local Planning Policy;
- structural condition of a place, and whether a place is reasonably capable of conservation; and
- level of significance assigned to the place in accordance with the City of Bunbury Local Planning Policy – Assessment of Cultural Heritage Significance.

5 Accompanying Material

The City of Bunbury may require an applicant to provide one or more of the following to assist the local government in the determination of its application. This is additional to the requirement for accompanying material set out in clause 9.2 of TPS7.
5.1 **Heritage Impact Statement**

If a development proposal has the potential to substantially impact upon the exterior fabric of a place in the Heritage List, the Local Government may require a Heritage Impact Statement (prepared by a suitably qualified heritage professional) to be submitted as part of the accompanying material to an application for planning approval.

The contents of the Heritage Impact Statement must, at a minimum, address the following matters in sufficient detail to the satisfaction of the Local Government:

(a) how the proposed works will affect the significance of the place;

(b) what alternatives have been considered to ameliorate any adverse impacts; and

(c) how the proposal will result in any heritage conservation benefits that might offset any adverse impacts.

If a proposal affects a place that is entered in the State Register, or a large or complex place of “exceptional” significance, the Local Government may require a Conservation Plan to be prepared.

5.2 **Structural Condition Assessment in the Case of Demolition**

If structural failure is cited as a justification for the demolition of a place in the Heritage List, evidence should be provided from a registered structural engineer that the structural integrity of the building has failed, to the point where it cannot be rectified without removal of a majority of its significant fabric and/or prohibitive costs.

6 **Archival Recording in the Case of Demolition**

If a proposal is for the demolition of a place of “exceptional”, “considerable” or “some/moderate” significance, the Local Government may require the applicant as a condition of approval to submit an archival record of the place, prior to commencement of development.

The archival record is to be in accordance with the Heritage Council’s standard for archival recording. These are attached at Appendix 2.2.

7 **Local Government Owned and Vested Premises**

The City of Bunbury will seek to lead by example through the management of premises, either owned or vested, in accordance with this Local Planning Policy.
Heritage Building Design Guidelines

CITY OF BUNBURY
LOCAL PLANNING POLICY – ‘HERITAGE BUILDING’
DESIGN GUIDELINES

PURPOSE:
To provide guidance to Developers, the Community and Planning Services Staff in relation to conservation and extensions to properties on the Municipal Inventory, Heritage List or within Heritage Areas.

The guidelines can also be used as a general guide for conservation or extensions to other Heritage buildings throughout the City.

OBJECTIVE:
To enhance and maintain the character and value of Heritage buildings throughout the City of Bunbury.

To recognise the importance of all heritage residential buildings in the City of Bunbury.

GUIDELINES:
The guidelines provide advice to property owners for conservation and possible improvements and extensions to existing properties which are consistent with protection of the heritage value of the property.

Refer attached

COUNCIL DECISION NO/ DATE: 47/03 – 18 February 2003

SOURCE OF POLICY: City Planner

REVIEW DATE: June Annually

REVIEW RESPONSIBILITY: Executive Manager City Development

Disclaimer
While all care has been taken to portray an accurate depiction of the current Local Planning Policy, no responsibility shall be taken for any omissions or errors in this document.

It is advised that the City of Bunbury, Development Services be consulted in regard to an up-to-date interpretation of the Local Planning Policy.
DESIGN GUIDELINES

HERITAGE BUILDING DESIGN GUIDELINES

1.0 INTRODUCTION

1.1 The purpose of these guidelines is to recognise the importance of heritage buildings within the City of Bunbury. There are many heritage properties throughout the overall City of Bunbury area.

2.0 BASIC PRINCIPLES

2.1 Restore surviving building to their original condition. Adapt and add new in harmony but not in slavish imitation not faking the old.

2.2 In all cases, look about the locality for examples of designs, decoration, materials & colour schemes, with respect to each element of your building, before developing proposals. Also, look at original photographs and refer to books about places of similar style and period of construction.

2.3 Further details for the Stirling Street precinct are outlined in the Stirling Street Heritage Precinct Conservation and Design Guidelines prepared by Ian Molyneux, Architect in 1998.

2.4 Look for original photographs and refer to books about places of similar style and period of construction to ensure proposals are consistent with what was there or what was typical for a particular type of place.

2.5 Basic principles outlined in the Burra Charter for conservation of places of heritage significance.

2.6 Recognise differences in Regional development for building design, styles, materials and periods of construction.

3.0 STARTING FROM THE TOP: CHIMNEYS

3.1 Preserve chimneys, they are essential contributors to the roof spaces and housing character of the precinct.

3.2 They identify the period of the building below (& sometimes its architect since peculiar designs are personal trademarks), even if the building has been remodelled beyond recognition.

3.3 Resist the advice of roofing trades-persons to knock over that pesky obstruction. (Make sure the fireplace has a chimney before lighting a fire, & make sure the flue does not leak fumes and sparks into the roof space).
3.4 The sketches of chimney types shown below are examples only of chimney types. Chimneys of the turn of the Century often have classical mouldings and are of brick and cement. They reflect the gold boom in W.A.

3.5 Chimneys from between the World Wars (and then about) are often inventive or a revival of plain designs from the nineteenth century. Plain chimneys are characteristic of colonial and modern era.

4.0 ROOFS: PITCH (I.E. ANGLES OF SLOPE) IS ALL IMPORTANT

4.1 Roofs of additions should be to the same pitches as found on the existing; high pitches over main rooms, low over verandahs and service rooms. A variety of pitches can be successfully combined. Early twentieth century roofs were at pitches between 30° & 40°, reflecting early thatched & shingled designs. Corrugated iron allowed very low pitched verandahs & rear rooms between – wars designs used lower pitches (about 26½°), reflecting easy setting-out angles for carpenters. Roofs steeper than 30° today require special ladders & scaffolds.

4.2 Roof pitches to match existing original, except in the use of verandahs and lean-to’s where lower pitches of a minimum 25° may be acceptable. Prefer traditional short sheet “custom orb” profile corrugated metal, except when extending original tiled roofs. Prefer traditional colours of unpainted grey (all periods), red (early 20th century), apple green (between wars) & white (heat reflective). Use traditional half-round, “ogee” or “ovolo” pattern gutters & circular section downspipes.
Examples of side elevations
Mixed pitches are successful if harmoniously related to span and bulk.

Main roofs extended in low pitches, limiting further extensions.
Main roofs and verandahs extended to match existing pitches, infinitely expansible.

5.0 ROOFS: FORMS

5.1 There are many varieties of roofs but they are all a combination of only 6 simple components.

5.2 The pyramid is very common with gable-vents at the top, either facing the street & rear or the sides. Verandahs either are separate or are extensions of the main roof planes. Such roofs are characteristic of the 1910’s 1920’s, rather than the colonial era & are therefore lower than 30° pitch.

5.3 Such gables can be utilised as dormer windows for new first floor, or attic, additions, & are a model for first floors in new infill buildings.

i. Pyramid with front & rear facing gable-vents

ii. Pyramid with side facing gable vents and gables over front entry, also common over bay windows. (These gables can be harmoniously added to plain pyramids and converted to windows for attic rooms)
6.0 WALLS & COLUMNS

6.1 Walls are predominantly plain red clay brickwork (face brickwork), stone, timber weatherboard (stained or painted), or cement render (on brick or stone).

6.2 **Extend** main rooms in the material used in the original. Minor side & rear additions can be in weatherboard, as was a common habit.

6.3 Upper floors were uncommon, but harmonious additions can be achieved within roof spaces or where the addition is kept to the rear of the existing house so as not to be visible from the frontage.

6.4 Harmonious additions can be achieved with glass, in wall length combinations and bays, framed in consciously designed framing, as, for example, in conservatory-like structures.

6.5 Quoins (reinforcing of corners of walls & surrounds of openings, with hard stone, brick or cement render) are characteristic of the colonial era, whenever only soft stone and poorly burnt bricks were obtainable. They survive as decorative features (including mock-stone of timber) in gold-boom & later styles. They can be over-bearing in small areas of walls.

6.6 The use of columns or posts should be consistent with the original building materials, dimension and scale. The introduction of new materials such as steel columns should be avoided unless they were used in the original construction, are not visible from the street or are used internally in a new extension.
7.0 ROOFS & VERANDAHS: VARIATIONS

7.1 The potential variety of designs using the basic kit of parts found in the locality is infinite. This permits a wide degree of freedom in developing harmonious infill designs, & elaboration of existing simples houses, during expansion.

- M - Roofs
- Barn Roofed
- Gable framed (M-Roofs or Barn
  Roofs)
- Single room
  framed, barn
  roofed with gables.
- Plain and gabled
  pyramid roof
- Pyramid roofs with
  ridge gables

7.2 Main house form types in the locality varied by addition of gables to roofs & by verandahs detached from or integral with main roof.
8.0 WINDOWS & DOORS: PROPORTIONS & COLOURS

8.1 Windows are of 2 main varieties, both of vertical proportions:

- The vertical sliding, mid two pane, double- hung sash.
- The vertical sliding, two pane window.

8.2 Preservation & maintenance of such proportions in new work is vital to conservation of the character of the locality.

8.3 Sliding windows of vertical proportion tend to tilt in their frames & should be used with care for security & conservation reasons.

8.4 Doors are generally panelled, with the panels either of timber or glass or combinations of same. The common 4 panel varieties should be preferred, at a minimum, and mock beaded-flush varieties avoided in restoration work.

8.5 Frames should be consistent with the original building materials and scale. The introduction of new materials should be avoided unless they were used in the original construction, are not visible from the street or are used internally in a new extension.

8.6 The guidelines deal with colour combinations and light & dark contrasts which are more important than the actual hue in most situations. New innovative colour schemes should take into account the effect in the over-all townscape and lean toward harmony rather than discord.
9.0 WINDOWS & DOORS: ARRANGEMENT

9.1 Windows & doors are read as holes in wall surfaces, in most of the designs that are characteristic of the locality.

9.2 Designs in which walls of glass are counter balanced to solid masses, or in which glass fills-in between post & beam structures, must be skillfully handled in order to harmonise with the predominant aesthetic character of the locality. The harmony of pitched roof forms then becomes more critical; flat roofs becoming more problematic.

Glass walls under pitched roofs may relate to traditional forms whereas flat roofs do not.

9.3 Vertically proportioned windows are easily related to each other & the wall surface if arranged one above the other, although some dynamic vitality arises if they are arranged at random, but with centres of gravity in balance. A range of sizes & proportions can then be acceptable.

9.4 Proportions and balance aimed at rectful harmony are characteristic of the architecture of the precinct. Non-traditional methods of achieving this may be acceptable but unplanned random arrangements are commonly obtrusive.
10.0 DETAILS

10.1 Preserve all original authentic detail of decorated & decorative items. Use surviving intact items on houses in the locality as the models for reconstruction of missing items.

10.2 In new work decoration is not required but designs should use careful detailing to achieve the same richness of texture & modelling characteristic of the locality.

10.3 Decorated & decorative items are commonly chimney tops, roof edges (barge, verge & gutter boards, gutter moldings), gable finials, fretwork & patterning, verandah posts (turning, chamfering, routing & moulds), verandah beams (valance friezes & post brackets of timber), window & door surrounds & panels (architrave's, sills & stained glass), and fence posts, pickets, gates & wire mesh.

10.4 Preserve & enhance the general character of existing significant structures consistently throughout the site, taking the main style (as is generally represented in the street façade) as the model. Destruction of verandah character (for example, by brick in with arcades, or by substituting flat concrete roofs on pipe columns) is generally detrimental.

10.5 Traditional windows (left) and modern counter parts.

10.6 Heads (lintols) and sills in contemporary work should be defined with traditional richness.
11.0 GENERAL

11.1 Preservation of the traditional ambience, authenticity, uniqueness & unity, whilst permitting growth & change, revolve about reconciling new designs with a townscape of small houses with open garden fronts.

11.2 New floors may be introduced into existing significant dwellings provided the unharmonious alteration of doors & windows is not necessitated as a consequence.

11.3 Side fences shall be low & match the construction & colours of either of the street-front fences of the lots they divide. Side-fences may rake up to a higher screen-fence to provide privacy to front & side verandahs, as living spaces.

11.4 In the case of dwellings not having a verandah adjacent to the side fence, the fence may rake up to a screen-fence behind the front-setback of the dwelling.

11.5 Carports and garages are to be at the rear of properties wherever possible. Where it is not possible a garage could be constructed at the side of the property with a minimum setback at least 2m behind the buildings front façade (not including verandah). Where there is no alternative to parking in the front setback due to the location of the heritage building on the lot then an open paved standing area or open carport can be considered.

11.6 Street fences are preferred in order to unify the street reserve as a continuous space. Front fences should extend as side fences as in (except on corner lots), and have matching gates, to define front garden spaces. Street fences on the secondary side boundary of lots with dual street frontages may be screen fences of closed pickets or the like.

11.7 Fences should be of materials, colours & design to harmonise with the design of the house/s to which they relate, but also to harmonise with each other in the street. Designs for fences may be taken from the range of original period fences surviving in the locality. A fence type deemed to comply is the simple standard open-spaced diamond top, white-painted, timber picket & rail fence, nominally 900 mm high.

Fences should be to a common & consistent horizontal line at the top. In the case of sloping ground lines, they should be stepped in equal, regularly spaced increments.
Minimum Requirements for Recording Places

DEPARTMENT of
HOUSING AND WORKS

MINIMUM REQUIREMENTS
FOR RECORDING PLACES

prepared by
Heritage and Precinct Management Branch, DHW
in consultation with the Heritage Council of WA

October 2000

In the case of a proposed demolition, a state government owned place may need to be considered under the Government Heritage Property Disposal Process to determine if demolition is acceptable. Local planning processes may also apply.

This paper outlines the minimum requirements for recording places. If additional information is readily available this should be included also.
## 1. Minimum Requirements (explanations on next page)

<table>
<thead>
<tr>
<th>Requirement</th>
<th>Detailed Record</th>
<th>Standard Record</th>
<th>Photographic Record</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.2 Statement of Significance</td>
<td>✓</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.4 Location Plan</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>1.5 Reproduction of Archival Documents</td>
<td>✓</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.6 Heritage Assessment Documentation or Brief Written History</td>
<td>✓</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.7 Certificate of Title</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
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<tr>
<td>1.8 Photographs</td>
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<tr>
<td>- the place and its setting</td>
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</tr>
<tr>
<td>- all external elevations</td>
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<tr>
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<td>- noteworthy items</td>
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<td>1.9 Photographic Negatives</td>
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<td>1.10 Colour Slides (as per photographs)</td>
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<td>1.11 Measured Drawings</td>
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<td>1.12 Bibliography</td>
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</tbody>
</table>

- ✓ denotes minimum requirements
- * denotes additional requirements to be determined by Heritage Council or DHW on a case by case basis
1. EXPLANATION OF MINIMUM REQUIREMENTS

Categories: Generally, places are to be considered under the following categories when preparing the record. Note: DHW and/or Heritage Council will determine which category should be applied to a particular place.

DETAILED RECORD
Places listed by the Heritage Council of WA in the Register of Heritage Places.

STANDARD RECORD
Places listed in one or more of the following heritage registers: Australian Heritage Commission, National Trust of Australia (WA) and/or local Municipal Heritage Inventory or believed eligible for entry in a register.

PHOTOGRAPHIC RECORD
Places assessed by the Heritage Council but considered to be below the threshold for entry in the Register of Heritage Places.

1.1. Background:
Inclusive of a title page, outline why the record has been made, when it was prepared, study team, methodology and details to accurately identify and locate the place. This should also include the date of construction (approximate where unknown), the previous use(s) of the place and any relevant approval processes undertaken prior to demolition.

1.2. Statement of Significance:
Where a statement has been prepared for a heritage listing or conservation study, this should be included.

1.3. Location Plan:
Clearly locating the place in its regional and/or state context, north point to be included.

1.4. Base Plan:
Sketch standard (i.e. approximately to scale) showing the place in relation to its land boundaries, all buildings/structures/features and north point. Structures and features (including spaces) to be named and cross-referenced to photographs/drawings. Arrows and numbers should be included to indicate the angle from which photographs were taken.

1.5. Reproduction of Archival Documents:
Include any readily available information such as historical drawings and photographs.

1.6. Heritage Assessment Documentation or Brief Written History:
Provide a brief historical description of the place.
Where a previous assessment has been completed, this must be reproduced in full.

1.7. Certificate of Title:
This should include a cadastral plan showing surveyed land boundaries.

† For the preparation of a detailed record a practitioner with conservation experience is required.
1.8. **Photographs:**
Clear black and white photocopies of photographs are to be included in the report. While it is preferred that the original photographs are in black and white, colour or digital photographs will be acceptable provided that high quality black and white reproductions are produced.
Reflecting the current state of the place, each photograph is to be clearly labelled with details of the place, date of the photograph and a caption of what is depicted. Terminology should be consistent with that used in the base plan. Where necessary a scale rod should be used to enhance the readers understanding of the photograph. Building details should be clear. Where elevations are obscured by objects, sketches should be considered.

1.9. **Photographic Negatives:**
Photographic negatives may be retained by the author unless otherwise specified. If the negatives are requested, they should include a list of what each photograph depicts.

1.10. **Colour Slides:**
Each slide is to be clearly labelled with details of the place and date the slide was taken.

1.11. **Measured Drawings:**
   a) **Sketch Standard**
      Frehand drawings are acceptable if they are neatly and clearly presented. All drawings should be to approximate scale with key dimensions shown
   b) **Architectural Standard**
      Full measured drawings which are orthogonally correct and to an accurate scale

1.12. **Bibliography:**
A list of all sources examined during the preparation of the place record. It is anticipated that any known conservation reports/previous assessments will be examined and referenced in the bibliography.

2. **ELEMENTS TO INCLUDE IF AVAILABLE/RELEVANT**
In addition to the minimum requirements mentioned above, other elements which may form part of a place record are:
- Photogrammetric Drawings & Negatives
- CAD Drawings
- Samples/Details of Furnishings & Finishes/Materials
- Machinery and Service Details
- Remote Sensing
- Archaeological Research Design
- Full Archaeological Report
- Archaeological Zoning Plans
- Record or Process/Custom/Site Conditions
- Video or Film Records
- Oral History
- Aerial Photography/Satellite Imagery/Photomosaic
- Topographical Mapping
3. REPORT FORMAT

The report should be in A4 portrait format with A3 drawings incorporated if necessary. Each page of the report should be numbered and contain a header/footer denoting the title of the report and date. Original survey photographs, processed to archival standards, are to be included in the original copy. Photographs in other copies may be laser quality copies on archival paper.

Drawings may be greater than A3 when true to scale. Consideration may need to be given for separate binding of any drawings larger than A3. Where material has been bound separately, the main report should clearly state that additional information is contained in a separate volume.

4. TIME FRAME

It is generally expected that the preparation of the report will take approximately four (4) weeks to draft stage.

5. PUBLIC RECORD REQUIREMENTS

Under the Library Board of Western Australia Act 1951-1983, government agencies and instrumentalities are required to lodge public records with the State Records Office. Other documents produced in Western Australia should be lodged with the Battye Library of Western Australian History. In order to assist with this process, the Heritage Council of Western Australia (HCWA) has agreed to become a central collection point for place records.

6. STUDY TEAM

For places under the ‘detailed record’ requirements, a practitioner with conservation experience is required.

No specialist skills are required for photography; however, it is expected that photos will be of reasonable quality.

The skills of an architect or draughtsperson will be necessary if architectural standard measured drawings are required.

The skills of an archaeologist may be required if it is believed the place has archaeological potential.

7. THIS PAPER IS BASED ON:


Department of Housing and Works (formerly CAMS), Archival Recording Standards (Draft), June 1997.
Strategy Component 3
Local Planning Policy – Development Assessment Process for Heritage Places

1 Purpose

The purpose and intent of this Local Planning Policy is to provide guidance to land owners, applicants, the community and the Local Government in relation to the development assessment processes for those places listed on the Heritage List, located within a Heritage Area or included on the State Register of Heritage Places.

2 Objectives

In accordance with the aims of the Scheme, achievement of the following objectives is sought for all developments of heritage places or in heritage areas throughout the Scheme Area -

1. To provide clear steps in the process of assessing development applications of places with heritage value.

2. To enable efficient and effective processing of planning applications involving the demolition of places of heritage value.

3. To inform landowners, developers and builders that heritage is an issue considered by the City of Bunbury when determining planning applications.
3 Application

This Local Planning Policy applies to any place included on the:

(a) City of Bunbury Municipal Inventory;

(b) City of Bunbury Heritage List established under Part 7 Heritage Protection of the City of Bunbury Town Planning Scheme No. 7;

(c) any other place considered to have cultural heritage significance in accordance with Local Planning Policy – Assessment of Cultural Heritage Significance; or

(d) any other place considered to have cultural heritage significance in accordance with the Heritage of Western Australia Act 1990.

4 Development Assessment of Places on the Municipal Inventory

4.1 With the exception of an application for demolition, development applications for places included on the City of Bunbury Municipal Inventory shall be assessed as for other places within the City.

4.2 Applications for demolition of a place included only on the City of Bunbury Municipal Inventory shall be assessed as for other places within the City, but shall require that an archival record be made and submitted to the local history collection at the City of Bunbury library.

The archival record is to be in accordance with the Heritage Council of Western Australia’s standard for archival recording (see Attachment 3.1)

5 Development Assessment of Places on the Heritage List

5.1 Development of places included on the Heritage List will require an application for planning approval to be determined by the Local Government. Subject to the Local Planning Scheme, development includes:

(a) demolition of premises;

(b) development of a single house, grouped dwellings and any associated extensions, ancillary outbuildings and swimming pools in the “Residential Zone”; and

(c) internal and external works to the building.

5.2 Upon submission, all applications will be forwarded to the Regional Heritage Advisor for assessment having due regard to any design guidelines which may apply and the associated level of significance as detailed in the Municipal Inventory.

5.3 Prior to processing the application further, Development Services (in
conjunction with the Executive Officer of Council’s Heritage Committee and/or the Regional Heritage Advisor) may require the submission of an independent heritage assessment (Heritage Impact Statement) in accordance with clause 7.4.1 of the City of Bunbury Town Planning Scheme No. 7.

5.4 Except in the case of proposed demolition (see below), if the planning application is assessed as being consistent with the relevant design guidelines and level of significance, the Manager Development Services and/or Senior Planner (in consultation with the Executive Officer of Council’s Heritage Committee) may proceed to determine the application.

5.5 If the application proposes demolition or part-demolition or is not consistent with the relevant design guidelines and level of significance, the application shall be referred to Council’s Heritage Committee for comments to assist in the decision-making process. If the recommendation of the Heritage Committee is consistent with that of the Regional Heritage Advisor, Development Services shall determine the application accordingly. Should the recommendation of the Heritage Committee be inconsistent with the advice of the Regional Heritage Advisor, the matter shall be referred to Council for consideration.

5.6 Building licences and demolition licences for places on the Heritage List cannot be issued until planning approval has been obtained and any relevant conditions of the planning approval have been complied with.

6 Development Assessment of Places in a Heritage Area

6.1 Development of places included in a Heritage Area will require an application for planning approval to be determined by the Local Government. Subject to the Local Planning Scheme, development includes:

(a) demolition of premises;

(b) development of a single house, grouped dwellings and any associated extensions, ancillary outbuildings and swimming pools in the “Residential Zone”; and

(c) internal and external works to the building.

Note: Development Assessment Process for Places on the Heritage List

Subject to the Local Planning Scheme, places located within a Heritage Area and included on the Heritage List will be assessed according the clause 5.2 of this Local Planning Policy.

6.2 Upon submission, all applications will be forwarded to the Regional Heritage Advisor for assessment having due regard to any design guidelines which may apply (eg. Design Guidelines for Heritage Areas) and the associated Level of Significance as detailed in the Municipal Inventory.
6.3 Prior to processing the application further, Development Services (in conjunction with the Executive Officer of Council’s Heritage Committee and/or the Regional Heritage Advisor) may require the submission of an independent heritage assessment (Heritage Impact Statement) in accordance with clause 7.4.1 of the City of Bunbury Town Planning Scheme No. 7.

6.4 Except in the case of proposed demolition (see 6.5 below), if the planning application is assessed as being consistent with the relevant design guidelines and level of significance, the Manager Development Services and/or Senior Planner (in consultation with the Executive Officer of Council’s Heritage Committee) may proceed to determine the application.

6.5 If the application proposes demolition or part-demolition or is not consistent with the relevant design guidelines and level of significance, the application shall be referred to Council’s Heritage Committee for comment to assist in the decision-making process. If the recommendation of the Heritage Committee is consistent with that of the Regional Heritage Advisor, Development Services shall determine the application accordingly. Should the recommendation of the Heritage Committee be inconsistent with the advice of the Regional Heritage Advisor, the matter shall be referred to Council for consideration.

6.6 Building licences and demolition licences for places on the Heritage List cannot be issued until planning approval has been obtained and any relevant conditions of the planning approval have been complied with.

7 Development Assessment of Places on the State Register of Heritage Places

7.1 The Heritage of Western Australia Act 1990 requires Local Governments to seek the advice of the Heritage Council of Western Australia (HCWA) when a planning application for a place entered on the State Register of Heritage Places is submitted to Council. Consequently all such applications shall be referred by Council to HCWA.

7.2 Development Services will determine the application in accordance with the advice provided by Heritage Council of Western Australia.

8 Additional Material for Heritage Matters

8.1 In accordance with clause 9.3 of the City of Bunbury Town Planning Scheme No. 7, the Local Government may require an applicant to provide one or more the following (in addition to the requirements set out in clauses 9.2.1 and 9.2.2 of the Scheme) to assist in the determination of an application -

(a) Street elevations drawn to a scale not smaller than 1:100 showing the proposed development and the whole of the existing development on each lot immediately adjoining the subject land, and drawn as one continuous elevation.
(b) A detailed schedule of all finishes, including materials and colours of the proposed development and, unless Council exempts the applicant for the requirement or any part of it, the finishes of the existing developments on the subject lot and on each lot immediately adjoining the subject premises.

9 Preparation of a Heritage Impact Statement

When required under clause 7.4.1 of the City of Bunbury Town Planning Scheme No. 7, Heritage Impact Statements are to be prepared by a suitably qualified heritage professional and in accordance with *Heritage Impact Statements – A Guide*, published by the Heritage Council of Western Australia (see Attachment 3.1).

10 Preparation of a Heritage Record

A heritage record must be prepared, when required, in accordance with the Archival Record for Heritage Places – Standard Form (see Attachment Strategy Component 2 Attachment 2.2)
MINIMUM REQUIREMENTS FOR RECORDING PLACES

prepared by
Heritage and Precinct Management Branch, DHW
in consultation with the Heritage Council of WA

October 2000

In the case of a proposed demolition, a state government owned place may need to be considered under the Government Heritage Property Disposal Process to determine if demolition is acceptable.

Local planning processes may also apply.

This paper outlines the minimum requirements for recording places. If additional information is readily available this should be included also.
<table>
<thead>
<tr>
<th>1. MINIMUM REQUIREMENTS (explanations on next page)</th>
<th>DETAILED RECORD</th>
<th>STANDARD RECORD</th>
<th>PHOTOGRAPHIC RECORD</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.1 Background</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>1.2 Statement of Significance</td>
<td>✓</td>
<td>✓ (if prepared)</td>
<td></td>
</tr>
<tr>
<td>1.3 Location Plan</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>1.4 Base Plan</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>1.5 Reproduction of Archival Documents</td>
<td>✓</td>
<td></td>
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</tr>
<tr>
<td>1.6 Heritage Assessment Documentation or Brief Written History</td>
<td>✓</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.7 Certificate of Title</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>1.8 Photographs</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- the place and its setting</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>- all external elevations</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>- significant/representative external &amp; internal spaces</td>
<td>✓</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- noteworthy items</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
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<tr>
<td>1.9 Photographic Negatives</td>
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<tr>
<td>1.10 Colour Slides (as per photographs)</td>
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<tr>
<td>1.11. Measured Drawings</td>
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<tr>
<td>a) to sketch standard</td>
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<td></td>
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<tr>
<td>b) to architectural standard</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>- site plan (1:500 or 1:200)</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>- floor plans (1:100 or 1:50)</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td>- roof plans (1:100 or 1:50)</td>
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<tr>
<td>- external elevations (1:100 or 1:50)</td>
<td>✓</td>
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<tr>
<td>- internal elevations (1:100 or 1:50)</td>
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<tr>
<td>- sections (1:100 or 1:50)</td>
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</tr>
<tr>
<td>- ceiling and joinery details (1:20 or 1:10)</td>
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<td></td>
</tr>
<tr>
<td>- other significant details</td>
<td>✓</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.12. Bibliography</td>
<td>✓</td>
<td>✓</td>
<td>✓</td>
</tr>
</tbody>
</table>

✓ denotes minimum requirements
* denotes additional requirements to be determined by Heritage Council or DHW on a case by case basis.
1. EXPLANATION OF MINIMUM REQUIREMENTS

Categories: Generally, places are to be considered under the following categories when preparing the record. Note: DHW and/or Heritage Council will determine which category should be applied to a particular place.

DETAILED RECORD
Places listed by the Heritage Council of WA in the Register of Heritage Places.

STANDARD RECORD
Places listed in one or more of the following heritage registers: Australian Heritage Commission, National Trust of Australia (WA) and/or local Municipal Heritage Inventory or believed eligible for entry in a register.

PHOTOGRAPHIC RECORD
Places assessed by the Heritage Council but considered to be below the threshold for entry in the Register of Heritage Places.

1.1. Background:
Inclusive of a title page, outline why the record has been made, when it was prepared, study team, methodology and details to accurately identify and locate the place. This should also include the date of construction (approximate where unknown), the previous use(s) of the place and any relevant approval processes undertaken prior to demolition.

1.2. Statement of Significance:
Where a statement has been prepared for a heritage listing or conservation study, this should be included.

1.3. Location Plan:
Clearly locating the place in its regional and/or state context, north point to be included.

1.4. Base Plan:
Sketch standard (i.e. approximately to scale) showing the place in relation to its land boundaries, all buildings/structures/features and north point. Structures and features (including spaces) to be named and cross-referenced to photographs/drawings. Arrows and numbers should be included to indicate the angles from which photographs were taken.

1.5. Reproduction of Archival Documents:
Include any readily available information such as historical drawings and photographs.

1.6. Heritage Assessment Documentation or Brief Written History:
Provide a brief historical description of the place.
Where a previous assessment has been completed, this must be reproduced in full.

1.7. Certificate of Title:
This should include a cadastral plan showing surveyed land boundaries.

1 For the preparation of a detailed record a practitioner with conservation experience is required.
1.8. Photographs:
Clear black and white photocopies of photographs are to be included in the report. While it is preferred that the original photographs are in black and white, colour or digital photographs will be acceptable provided that high quality black and white reproductions are produced.
Reflecting the current state of the place, each photograph is to be clearly labelled with details of the place, date of the photograph and a caption of what is depicted. Terminology should be consistent with that used in the base plan. Where necessary a scale rod should be used to enhance the readers understanding of the photograph. Building details should be clear. Where elevations are obscured by objects, sketches should be considered.

1.9. Photographic Negatives:
Photographic negatives may be retained by the author unless otherwise specified. If the negatives are requested, they should include a list of what each photograph depicts.

1.10. Colour Slides:
Each slide is to be clearly labelled with details of the place and date the slide was taken.

1.11. Measured Drawings:
   a) to Sketch Standard
      Freehand drawings are acceptable if they are neatly and clearly presented. All drawings should be to approximate scale with key dimensions shown
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1.12. Bibliography:
A list of all sources examined during the preparation of the place record. It is anticipated that any known conservation reports/previous assessments will be examined and referenced in the bibliography.

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In addition to the minimum requirements mentioned above, other elements which may form part of a place record are:
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6. STUDY TEAM

For places under the 'detailed record' requirements, a practitioner with conservation experience is required.

No specialist skills are required for photography; however, it is expected that photos will be of reasonable quality.

The skills of an architect or draughtsman will be necessary if architectural standard measured drawings are required.

The skills of an archaeologist may be required if it is believed the place has archaeological potential.

7. THIS PAPER IS BASED ON:

- Department of Housing and Works (formerly CAMS), Archival Recording Standards (Draft), June 1997.
1 Purpose

1.1 The Stirling Street Heritage Area is significant to the cultural heritage of the City of Bunbury as it illustrates the evolution of settlement in Bunbury, and contains areas of cultural landscapes and notable streetscapes highly valued by the community.

1.2 The Stirling Street Heritage Area is designated under the Heritage Protection provisions of the City of Bunbury Town Planning Scheme No. 7.

1.3 The purpose and intent of this Local Planning Policy is to provide development and design guidance for development within the heritage area.

2 Objectives

In accordance with the aims of the Scheme, achievement of the following objectives is sought for all developments and land uses in the Stirling Street Heritage Area:

1. To conserve and protect the cultural heritage significance of the Stirling Street Heritage Area.

2. To ensure that new buildings, alterations and additions can be accommodated within the area without adversely affecting the Stirling Street Heritage Area’s cultural heritage significance.
3. To provide improved certainty to landowners and community about the planning processes for development within the Stirling Street Heritage Area.

3 Application

This Local Planning Policy applies to all premises within the existing Stirling Street Heritage Precinct, as detailed in the Plan at Attachment 4.1 to this Local Planning Policy until such time as the proposed modifications (as shown in Attachment 4.1) are adopted.

4 Development Assessment

In considering any application for planning approval in relation to a place located within a Heritage Area, the Local Government will apply and have regard to the following:

- matters set out in section 6.5 of the State Planning Policy 3.5 – Historic Heritage Conservation.
- development control principles set out in section 6.6 of the State Planning Policy 3.5 – Historic Heritage Conservation.
- design guidelines set out in Attachment 4.2 to this Local Planning Policy;
- structural condition of a place, and whether a place is reasonably capable of conservation;
- level of significance (if any) assigned to the place in accordance with the City of Bunbury Local Planning Policy – Assessment of Cultural Heritage Significance; and
- The level of contribution provided to the area by each individual place within the area.

5 Levels of Contribution

The level of contribution that a place makes to the significance of an area is one of the matters considered in determining an application.

Whilst the area as a whole is considered to be significant, places within the area will fall into one of the following categories detailed in Table 1. Following review of the precinct, levels of contribution will be depicted on the plan of the Stirling Street Heritage Area.
Table 1: Levels of Cultural Heritage Contribution

<table>
<thead>
<tr>
<th>Level of Contribution</th>
<th>Description</th>
<th>Management Category</th>
</tr>
</thead>
<tbody>
<tr>
<td>Considerable Contribution</td>
<td>Very important to the significance of the Heritage Area. Recommended for entry in the Heritage List.</td>
<td>Conservation of the place is highly desirable. Any external alterations or extensions should reinforce the significance of the area in accordance with the Design Guidelines.</td>
</tr>
<tr>
<td>Some/Moderate Contribution</td>
<td>Contributes to the significance of the Heritage Area.</td>
<td>Conservation of the place is desirable. Any external alterations or extensions should reinforce the significance of the area in accordance with the Design Guidelines.</td>
</tr>
<tr>
<td>No Contribution</td>
<td>Does not contribute to the significance of the Heritage Area.</td>
<td>Existing fabric does not need to be retained. Any new (replacement) development on the site should reinforce the significance of the area in accordance with the Design Guidelines.</td>
</tr>
</tbody>
</table>

5 Accompanying Material

The City of Bunbury may require an applicant to provide one or more of the following to assist the local government in the determination of its application. This is additional to the requirement for accompanying material set out in clause 9.2 of TPS7.

5.1 Heritage Impact Statement

If a development proposal has the potential to substantially impact upon the exterior fabric of a place in the Heritage List, the Local Government may require a Heritage Impact Statement (prepared by a suitably qualified heritage professional) to be submitted as part of the accompanying material to an application for planning approval.

The contents of the Heritage Impact Statement must, at a minimum, address the following matters in sufficient detail to the satisfaction of the Local Government:

(a) how the proposed works will affect the significance of the place;
(b) what alternatives have been considered to ameliorate any adverse impacts; and

(c) how the proposal will result in any heritage conservation benefits that might offset any adverse impacts.

If a proposal affects a place that is entered in the State Register, or a large or complex place of “exceptional” significance, the Local Government may require a Conservation Plan to be prepared.

5.2 Structural Condition Assessment in the Case of Demolition

If structural failure is cited as a justification for the demolition of a place in the Heritage List, evidence should be provided from a registered structural engineer that the structural integrity of the building has failed, to the point where it cannot be rectified without removal of a majority of its significant fabric and/or prohibitive costs.

6 Local Government Owned and Vested Premises

The City of Bunbury will seek to lead by example through the management of premises, either owned or vested, in accordance with this Local Planning Policy.
Map of Stirling St Heritage Precinct
CITY OF BUNBURY
LOCAL PLANNING POLICY
"DESIGN GUIDELINES FOR HERITAGE AREAS"

PURPOSE:
To provide guidance to Developers, the Community and Development Services Staff in relation to assessment of new developments and extensions to properties within Heritage areas, Municipal Inventory and Heritage List properties.

OBJECTIVES:
To enhance and conserve the character of heritage areas under Town Planning Scheme No 7 and the Municipal Inventory.

Encourage developments that are in harmony with the existing character and appearance of the Heritage area.

Ensure new development and alterations or additions to existing buildings within the Heritage area are in keeping with the character and integrity of the area.

GUIDELINES:
Refer attached.

Additional guidelines for conservation and extensions to Heritage properties are contained within the Heritage Building Design Guidelines policy.

COUNCIL DECISION NO/DATE: 47/03 – 18 February 2003

SOURCE OF POLICY
City Planner

REVIEW RESPONSIBILITY:
City Planner

REVIEW DATE:
June Annually

Disclaimer:
While all care has been taken to portray an accurate depiction of the current Local Planning Policy, no responsibilities shall be taken for any omissions or errors in this document.

It is advised that the City of Bunbury, Development Services be consulted in regard to an up-to-date interpretation of the Local Planning Policy.
1.0 APPLICATION OF GUIDELINES

1.1 The Design Guidelines apply to the defined Heritage Areas as follows:

a) Stirling Street
b) South Bunbury, Tree Streets (proposed)

Attached plans indicate the precinct policy areas.

1.2 Development in accordance with these Design Guidelines is deemed to comply. However, alternative designs may be considered subject to demonstration that the proposed development is in keeping with the objective and intent of the Design Guidelines and subject to Council approval.

2.0 GENERAL PRINCIPLES

2.1 In assessing the impact of a new proposal on the character and amenity of the area, Council has two principles to consider. Firstly, how the proposal affects the streetscape and adjoining houses, and secondly a less rigorous approach to matters that do not intrude into the public domain of set back, building bulk and materials.

The criteria in these principles are as follows:

- The effect of the proposal in terms of conserving and enhancing the architecture and character of:
  - the area as a whole
  - streetscape
  - adjoining residences
  - the subject house
- The need for accommodation to reflect present day standards.
- The need to prevent over-development of the site.
- Over-development is assessed by the degree of bulk, which could cause an overbearing effect; by greater scale of new buildings; reduction in gardens (open space) and availability of car parking.
- the particular characteristics of each site (property) which require a specific design response.
3.0 SETBACKS

3.1 Building setbacks from the streets, which are an essential factor in setting the spatial character of Bunbury need to maintained and reflect the existing established pattern in the street.

3.2 If existing houses in the street are setback a standard distance, new development should also follow that setback.

3.3 The setbacks should also take account of the rhythm and pattern of development in the street.

4.0 SCALE

4.1 Bunbury was traditionally large single storey bungalows with the occasional large two storey residence. With recent new development, this was eroded, however, any new proposal must be balanced carefully with the adjoining residents as to the scale, especially alterations and additions.

4.2 Corner blocks require special consideration but should maintain the pattern and service areas of these houses and must not have an unsympathetic impact on the streetscape.

4.3 New development should reflect the prevailing height of existing buildings in the street. It should be sympathetic to the existing pattern of development in the street.

4.4 If two storey dwellings are proposed in a predominantly single storey street their impact should be carefully considered and if necessary reduced by placing the two storey section to the rear.

4.5 Development of residences of more than two storeys is not generally supported unless particular site characteristics or the individual design indicate that this form of development can be constructed in a manner that will have no unacceptable impact upon the amenity of the locality and the adjoining properties.

5.0 MASS

5.1 Building mass or bulk is the apparent massiveness of a building in relation to its surroundings. To complement the scale of the existing streetscape new houses should be designed to blend with, rather than dominate, that space. "Oversize" buildings, which overwhelm existing houses and dominate the streetscape will be discouraged.

5.2 Council may also require applicants to submit models of proposed developments so that the design and impact on streetscapes can be assessed.
6.0 ARCHITECTURAL STYLE

6.1 It is Council’s wish to maintain Bunbury’s ambience and Council will encourage the use of traditional architectural styles which predominate the City.

6.2 Whilst Council encourages traditional materials, mock “historic” building styles will be discouraged. The following information indicates some of the periods, and some of the related appropriate styles and details, which should be used as a guide for assessing new development proposals.

1888 – 1899

Layout and Form –
- Commonly rectangular, with a central passage
- Back to back fireplaces
- Iron roofs and bull-nosed verandahs

Finish/Materials –
- Elaboration and decoration
- Brick or render
- Mass-produced elements – cast iron details, plaster moulding etc.
- Leadlight coloured glazing
- Decorated chimneys
- Terracotta roof tiles/Iron roofs

External Colours –
- Dark brick, untreated or rendered to give a ‘stone’ effect
- Render painted in ‘stone’ colours – buff, rich creams, ochres
- Deeper or lighter contrast colours on mouldings, cornices and other ornamentation
- Joinery and other trim in deep greens, Indian reds, dark brown and dark bronze greens

1900 – 1918

Layout and Form –
- Appearance of “L” shaped floor plans
- Gabled roofs
- Bay windows
- Verandah sometimes reduced to entry porch
- ‘Eyebrows’ over windows

Finish/Materials:
- Ornamental woodwork, e.g. under verandahs, replacing cast iron
- Iron roofs, or terracotta tiling with decorative ridges and finials
- Tuck pointed brickwork, or roughened render
- Brickwork detailing and ornamentation
- Increased use of pictorial leadlighting and ‘diamond’ panes
Design Guidelines

External Colours
- Render commonly pale cream, ochre or off-white
- Weatherboards e.g. in gables, in rich creams and pale mid-browns
- Joinery in browns and mid-blue and mid-yellow, greens (window joinery often two-tone)
- Verandahs as for joinery
- Timber half-gables in contrast colours

1938 - 1939

Form and Layout
- Appearance of the “Californian Bungalow”
- Broad hipped roofs and gables
- Extended entry porch rather than full verandah
- Pillars rather than posts to support porches
- Other notable styles were Tudor Revival and Spanish mission

Finish/Materials
- Tiled roofs
- Half-timbered or shingled gable ends
- Brick detailing around chimneys, sills and pillars
- Timber detailing under porches and around windows
- ‘Paned’ clear glass leadlights
- Small ‘feature’ windows
- Rendered brick/Unpainted stone

External Colours
- Natural materials often left unpainted
- Rough-cast render or stucco in off-white
- Weather-boards stained and oiled, or in creams and buffs
- Joinery in dark brown and greens, and later in whites and off-white

7.0 AMENITY

7.1 The Council promotes a high quality public environment both through its own activities and by encouraging owners of private properties to contribute to the amenity of public spaces.

7.2 The Council supports the reinforcement of the traditional character of the domestic streets of Bunbury.

7.3 New developments should reflect these qualities and add to the enjoyment of walking in the street by designing houses which minimise environmental impacts on adjacent or nearby public spaces.
DESIGN GUIDELINES

7.4 In assessing the environmental impact of new development the Council will pay particular attention to:

- Retention and enhancement of the existing landscaped areas in the street.
- Retention and enhancement of pedestrian shelter and the pleasant environment created by existing mature trees, attractive front fences, and visible (open) front gardens as well as the settings of the existing house on the lots. The latter may include elements such as glimpses of the ocean seen from the street through the gap between houses, long and closed vistas or the attractive landform or topography of the street.
- On private land, the retention of existing mature trees, and visual intrusion on the neighbouring properties.
- The impact upon neighbouring properties in respect of the extent of overshadowing of outdoor spaces, and the potential for the new development to unreasonably deprive adjacent dwellings of sunlight.

8.0 MATERIAL

8.1 Consistency in the materials used in existing developments should be reflected in new dwellings. Even if no overall consistency is apparent, sharp contrasts of form, colour and texture should be avoided.

9.0 ROOFS

9.1 The materials, colours and pitch of new roofs should be similar to those on adjacent existing houses or the pattern in the street. Sharp contrasts in materials, colours and pitch should be avoided.

10.0 PARKING AREAS

10.1 Landscaping and layout should be used to minimise the apparent area given over to parking.

10.2 Carports and garages should be grouped or included as one structure, but access to them from dwellings should be direct and sheltered.

10.3 Some parking can be included in the street setback area if it will not be out of keeping with the rest of the area.

10.4 The size of driveways and turning spaces should be the smallest which still allow effective operation. These areas, carports and garages should use similar materials to the rest of the development, to make them appear part of the total design.
11.0 **STREETSCAPES**

11.1 One of the features of Bunbury is the pleasant streetscape. Council is keen to preserve this feature of the area and when considering applications for planning approval shall encourage quality of streetscape.

11.2 In order to fulfil the objection Council shall have regard to the following when considering applications for planning approval –

- Preserve an open outlook from the street reserve so that front gardens and buildings are visible;

- Provide setback appropriate to the width, height and bulk of the proposed building in relation to adjoining buildings;

- Minimise the effect of the proposal on the amenity of the area by taking account of outlook, overlooking and overshadowing; and

- Consider the position and size of crossovers in relation to street trees, crossovers on adjoining properties, proximity to right of ways and streets to preserve safety and achieve a good appearance.

11.3 The following guidelines are given to assist applicants –

- Street boundary fencing should have an open aspect.

- The design, method of construction and appearance shall be in character with the building on the site and be in harmony with the character of the area.

- The setbacks from street boundaries shall take account of adjoining buildings.

11.4 Applicants should document the pattern of development down the street in terms of height, width of the building in relation to width of block, side and rear setbacks, roof types and pitches, design, colours and materials. Applications should show front facades of the two adjoining buildings as seen from the street and applicants should demonstrate how proposed developments contribute to and do not detract from the streetscape in terms of the established pattern of development and the adjoining buildings.

12.0 **APPLICATIONS PROCESS.**

12.1 Applications are to be assessed in accordance with Council's Local Planning Policy 'Development Process for the Assessment of Places of Heritage Value in the City of Bunbury'.
1 Purpose

1.1 The City of Bunbury contains a significant collection of cultural heritage assets, as detailed in the City of Bunbury Municipal Inventory, which have been identified as having cultural heritage significance and are therefore worthy of conservation for present and future generations.

1.2 Subject to this Local Planning Policy, the Local Government will consider variations to the provisions of the City of Bunbury Town Planning Scheme No. 7 and/or the Residential Design Codes if the proposed development facilitates the conservation of a heritage listed place or enhances or preserves heritage values in a heritage area.

1.3 The purpose and intent of the Local Planning Policy is to provide guidance in the exercising discretion for variations to development requirements of the City of Bunbury Town Planning Scheme No. 7 and/or the Residential Design Codes.

2 Objectives

In accordance with the aims of the Scheme, achievement of the following objectives is sought for all developments and land uses in designated Heritage Areas and Heritage Places throughout the Scheme Area -

1. To encourage the conservation and enhancement of the City of
Bunbury’s cultural heritage, including individual buildings and streetscapes.

2. To set out the instances in which variations to the provisions of the Local Planning Scheme will be considered.

3. To set out the instances in which variations to the Residential Planning Codes will be considered.

3 Application

3.1 This policy applies to all places entered in the Heritage List pursuant to the City of Bunbury Town Planning Scheme No. 7.

3.2 Where specified, the Local Planning Policy also relates to other places of cultural heritage significance within the Local Government area, as identified from time to time.

4 Variation of Development Requirements

4.1 Subject to section 5.5 of the City of Bunbury Town Planning Scheme No. 7, and in accordance with clause 7.5.1 of the Scheme, the Local Government may approve a variation to a development requirement prescribed under the Scheme or the Residential Design Codes, with or without conditions, based on the merits of the development proposal and site specific conditions, where desirable to -

(a) facilitate the conservation of a heritage place included on the State Register of Heritage Places or the City of Bunbury Heritage List; and/or

(b) enhance or preserve cultural heritage values in a Heritage Area.

4.2 In exercising any discretion the Local Government must ensure that the variation will not contravene the following provisions of the Scheme -

(a) section 1.6 The Aims of the Scheme;

(b) section 4.2 Zone Objectives; and

(c) section 10.3 Matters to be Considered by Local Government.

Note: Variations to Provisions of the Local Planning Scheme

Refer to section 5.5 and relevant provisions of each zone with respect to the applicable matters for consideration and scope of variations permitted under the Scheme for the development or use of land designated as a Heritage Place.

4.3 Determination of the variation will be on a case-by-case basis and will depend on the impact of the proposed development on the heritage significance of the place, and will be assessed by conducting an independent
heritage assessment.

4.4 Prior to the granting of any approval for an application for planning approval seeking a variation to a development requirement of the Scheme and/or Residential Design Codes, the Local Government will consult with affected parties in accordance with clause 5.5.2 of Town Planning Scheme No. 7.
1 Purpose

1.1 The City of Bunbury contains important heritage assets, as detailed in the City of Bunbury Municipal Inventory, that have been identified as having cultural heritage significance and are therefore worthy of conservation for present and future generations. The development (including additions, renovations and demolition) of places on the Heritage List requires the submission of an application for planning approval, which may incur a fee for the assessment of development proposals.

1.3 The purpose and intent of the Local Planning Policy is to set out the circumstances and conditions by which the Local Government will waive fees and charges associated with the making of application for planning approval for development and/or use of heritage places.

2 Objectives

In accordance with the aims of the Scheme, achievement of the following objectives is sought for all developments and land uses in designated heritage places throughout the Scheme Area -

1. To encourage the conservation and enhancement of the City of
Bunbury’s cultural heritage, including individual buildings and streetscapes.

2. To set out the circumstances and conditions where the Local Government will waive fees and charges associated with the making of application for planning approval for development and/or use of Heritage Places.

3 Application

3.1 This policy applies to all places entered in the Heritage List pursuant to the City of Bunbury Town Planning Scheme No. 7.

3.2 Where specified, the Local Planning Policy also relates to other places of cultural heritage significance within the Local Government area, as identified from time to time.

4 Application Fees for Planning Approval

Land owners (or “applicants”) of premises included on the City of Bunbury Heritage List will have application fees for planning approvals waived under the following circumstances -

(a) Development of a Heritage Place that would not normally require an application for planning approval, as prescribed under section 8.2 of the Scheme.

(b) Development involving a change of use to a Heritage Place that does not involve any significant building or operational works.

(c) Development involving alterations and additions that have no adverse affect on the heritage significance associated with a Heritage Place.

(d) Development involving demolition non-original fabric which has no adverse affect on the heritage significance associated with the heritage listed place.
Strategy Component 7
Local Planning Policy – Rate Concession for Heritage Places

1 Purpose

1.1 The City of Bunbury contains a significant collection of heritage assets as identified in the City of Bunbury Municipal Inventory that have been identified as having cultural heritage significance. Those places identified on the Heritage List attached to Town Planning Scheme No. 7 have been further identified as being worthy of conservation for present and future generations.

1.2 The purpose and intent of this Local Planning Policy is to -

- acknowledge and encourage conservation works undertaken on places included on the City of Bunbury Heritage List pursuant to Town Planning Scheme No 7 or located within a heritage area designated under Part 7 of the Scheme.

2 Objectives

In accordance with the aims of the Scheme, achievement of the following objectives is sought for all developments and land uses in designated Heritage Places throughout the Scheme Area:

1. The conservation and protection of places of cultural heritage significance within the City of Bunbury.

2. Acknowledgement contribution to heritage values within the City of Bunbury through appropriate conservation works to heritage places.
3 Application

3.1 This Local Planning Policy applies to:

• all places entered in the Heritage List pursuant to the City of Bunbury Town Planning Scheme No. 7;

• located within a heritage area designated under Part 7 of Town Planning Scheme No. 7; or

• included on the State Register of Heritage Places.

3.2 Where specified, the Local Planning Policy also relates to other places of cultural heritage significance within the local government area, as identified from time to time.

4 Eligible Works

4.1 Works will generally comply with the principles for heritage conservation as set out in the *Australia ICOMOS Charter for the Conservation of Places of Cultural Significance (Burra Charter)* and applicable local planning policies.

4.2 In accordance with the Burra Charter, the following definitions will apply:

**Conservation** - all the processes of looking after a place so as to retain its cultural significance including preservation, restoration and reconstruction.

**Preservation** - maintaining the fabric of a place in its existing state and retarding deterioration.

**Restoration** - returning the existing fabric of a place to a known earlier state by removing accretions or be reassembling existing components without the introduction of new materials.

**Reconstruction** - returning a place to a known earlier strate, distinguished from restoration by the introduction of new material into the fabric which may include recycled material from another place but not to the detriment of a place of cultural significance.

**Maintenance** - the continuous protective care of the fabric and setting of a place, distinct from repair which involves restoration or reconstruction.

**Fabric** - all the physical material of the place, including structural elements and finishes.
4.3 Proposed works must be directly related to the conservation of the cultural heritage significance of the place.

4.4 Eligible works include:

- Preservation, restoration and reconstruction (as defined above) to both the interior and exterior of the place;
- Conjectural reconstruction of external elements where original details have been previously removed (e.g., works for which there is no documentary or physical evidence but which replace unsympathetic alterations and are consistent with the original character of the place);
- Works to protect significant fabric from deterioration and damage (e.g., treatment of damp, repair of drainage, replacement of roof with appropriate materials, re-pointing brickwork);
- Painting – paint schemes shall be based on physical evidence of the original paint colours, historical photographs and/or paint schemes typical of the style and period of the place. The proposed works must not include surfaces which were originally unpainted.

4.5 Ineligible works include:

- General maintenance;
- Works that relate primarily to health and safety and/or modernisation to meet current standards unless it can be clearly demonstrated that conservation of significant fabric is also a key outcome of the proposed works;
- Works that relate to new additions or new fit-outs (e.g., kitchens/bathrooms);
- Conservation works associated with other works that would detract from the significance of the place (e.g., treatment of rising damp carried out in conjunction with the rendering of face brick walls).

5 Details of Rebate

5.1 All eligible places will be provided with a rate concession of 30% per annum on the rates payable on the subject property for a period of five years to a maximum of $1000 per year (maximum total $5000).

5.2 Total concession received is not to exceed 50% of the total costs of eligible works.

5.3 Rate concession will be commence with the next year’s Rates Notice.

6 Accompanying Material

6.1 All applications for the Heritage Rate Concession must be accompanied by the following:

- completed application form; and
• copies of receipts for completed eligible works or quotes for proposed eligible works. Note that in the case of proposed works, the concession will not be processed until works are completed, in the case of major works, substantially commenced.
1 Introduction

A Heritage Awards Programme has been established by the City of Bunbury to raise awareness of the importance of the City’s unique built heritage, to advance conservation principles and practice and to acknowledge and encourage excellence in conservation of heritage places and sites such as those listed on the City of Bunbury Municipal Inventory.

2 Award Categories

A maximum of one award and three certificates of merit will be awarded in each of the following categories -

<table>
<thead>
<tr>
<th>Category 1:</th>
<th>City of Bunbury – Award for Excellence in Heritage Conservation</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>For preservation / restoration / reconstruction / adaptation of residential, commercial, industrial and/or mixed use heritage places.</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Category 2:</th>
<th>City of Bunbury – Award for Excellence in Infill Development</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>For harmonious infill development of a heritage place or in a heritage area.</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Category 3:</th>
<th>City of Bunbury – Award for Excellence in Contribution to Cultural Heritage</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>For significant contribution to the social, cultural, built or natural heritage of Bunbury.</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Category 4:</th>
<th>City of Bunbury – Award for Outstanding Heritage Achievement</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>In 2007 an additional award will be presented to acknowledge works undertaken between 1980 and 2008, which are not eligible for Awards 1 – 3.</td>
</tr>
</tbody>
</table>
3 Criteria for Award Categories

**Category 1:** City of Bunbury – Award for Excellence in Heritage Conservation

All nominations in this award category will be assessed against the following criteria -

(a) That the nominee has shown an exemplary level of commitment to heritage in the City of Bunbury and has produced a heritage outcome of lasting benefit to the community.

(b) That the project be based on the conservation principles of The Burra Charter.

(c) That the project is generally in accordance with the relevant Local Planning Policies.

(d) That the project achieved specific conservation outcomes. For example:

- conservation of heritage fabric;
- conservation of the setting of the place (eg. landscaping, open space, significant outbuildings, fencing etc); and
- development that is sympathetic to cultural heritage significance, including new additions to an existing building.

In assessing the above, consideration will be given to a range of issues including, but not limited to, the preparation of comprehensive background research and documentation (such as advice sought from conservation professionals), the impact of work on the cultural heritage values of place and the treatment of new fabric/works.

**Category 2:** City of Bunbury – Award for Excellence in Infill Development

All nominations in this award category will be assessed against the following criteria:

(a) That new infill development clearly demonstrates a reinforcement and enhancement of the built heritage environment and cultural landscape of Bunbury;

(b) That new infill development shall be sympathetic to both the adjacent heritage place(s) and the site/streetscape/townscape context, including, but not limited to, compatibility of old and new and the impact of new infill development on the important views and landmarks; and

(c) That the project is generally in accordance with the relevant local planning policies.
**Category 3: City of Bunbury – Award for Excellence in Contribution to Cultural Heritage**

This award category seeks to acknowledge individuals, groups or projects that have made a significant contribution to the social, cultural, built or natural heritage of Bunbury.

Any community/not for profit group, local government, State Government agency, business or individual can apply or be nominated for the Award.

Nominations that may be considered in this category include:

(a) Conservation of a heritage place by a committed individual owner or community group, which may or may not meet the criteria of Awards 1 and 2 but is in the best interests of adding to the story of Bunbury.

(b) Interpretive displays, collections or publications.

(c) Commemorative events

(d) Restoration/recreation of a historic garden (for example, a herb or cottage garden).

(e) Conservation of moveable heritage items (for example, cars or musical instruments).

(f) Interpretation or creation of features which may enhance a heritage place (such as saving an original dunny or the production of an innovative garden feature or artwork).

(g) An educational tool for school aged children to promote history or heritage.

**Category 4: City of Bunbury – Award for Outstanding Heritage Achievement**

Nominations in this award category, to be awarded in 2008 only, and will be those works otherwise eligible for inclusion in Awards 1-3 but undertaken between 1980 and 2003.

4 **General Terms & Conditions of Entry**

The general terms and conditions for the entry of projects into any award category is governed by the following -

(a) City of Bunbury staff and current Councillors are ineligible for nomination.

(b) Projects and work undertaken must be based within the City of Bunbury.
(c) A person or organisation may enter more than one nomination into an award category.

(d) A person or organisation may enter the same nomination into more than one category.

(e) A maximum of one award and three certificates of merit shall be awarded in each category.

(f) The judging panel may, if it believes that the nominations are not of an award winning standard, recommend that no award be granted in a category.

(g) The decision of the judging panel is final and no correspondence will be entered into.

(h) Except with reference to Award 4, works on nominated places shall have been completed within 5 years of the closing date for applications.

(i) Nominations should be presented on A3 black paper as follows -
   - a title block or heading detailing the name and address of the heritage place, the owner, builder and architect responsible for the project;
   - three to five photographs depicting the project before and after the conduct of works (showing similar perspective of views if possible);
   - scaled drawings showing the project before and after the conduct of works (showing similar perspective of views if possible);
   - a completed nomination form; and
   - maximum of two typed A4 pages of additional and supporting information if required

(j) Nominees are advised that the judging panel may request to visit a particular heritage place so as to allow a better understanding of the project.
Part 5  Implementation

5.1 Process for Implementation

The City’s corporate Strategic Plan, Five Year Financial Plan and Budget provide a framework for both decision-making and management that is intended to ensure appropriate allocation of resources to meet service delivery obligations both:

- in accordance with strategically set goals; and
- in response to conditions as they evolve.

The City’s activities in relation to planning and sustainable development of built cultural heritage and character are factored into the corporate strategic planning and budgeting process. Annual reviews of the Five Year Financial Plan ensure activities remain relevant and continue to achieve strategic intentions. Strategy implementation and review processes are illustrated at Figure 5.1.

Figure 5.1: Process for implementation and review of the Strategy.
5.2 Programming & Prioritisation

The City’s activities in relation to planning and sustainable development of built cultural heritage and character are listed by strategy component in the following Operational Program table. The activities have not been differentiated by priority, as all activities listed are progressed within the full operational capacity and resourcing of the City at the present time (a 100% plan).

Activities identified according to the timeline of greater than (> ) 5 or 10 years, are not presently identified on the City’s Five Year Financial Plan and Budget, but are notionally indicated for future consideration. Typically, such activities are of a lower priority or are not feasible or practicable within a five-year time frame. The addition or change in the priority of activities relating to planning and development of cultural heritage assets and values will necessitate consequential amendment to the Operational Program.

The Operational Program table is designed to focus the City’s directed efforts in achieving the Strategy’s objectives whilst reinforcing its alignment with the City Vision Strategy. The Strategy’s Operational Program is subservient to, but informs, the City’s Five Year Financial Planning and Budgetary processes in accordance with the corporate Strategic Plan.

As such the Strategy provides a framework for decision-making for the allocation of Council resources to meet service delivery requirements. Annual review of the Strategy’s Operational Program is to occur in conjunction with the Five Year Financial Plan cycle to ensure services remain current and continue to achieve strategic intentions.
## 5.3 Operational Programme

<table>
<thead>
<tr>
<th>Projects</th>
<th>Activities &amp; Tasks</th>
<th>Priority</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Municipal Inventory</strong></td>
<td></td>
<td></td>
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</tr>
</tbody>
</table>
| Municipal Inventory Review: | • In house review commenced.  
• Consultant to be engaged to undertake assessment where required.  
• Reviewed Municipal Inventory to be adopted by Council in accordance with section 45 of the Heritage of Western Australia Act 1990. | High priority | July 2006 - ongoing |
| **Significant Tree Register:** |                       |          |                   |
| • Review to be undertaken in conjunction with Municipal Inventory. | High priority | July 2006 - ongoing |
| **Aboriginal Sites Register:** |                       |          |                   |
| • Review to be undertaken in conjunction with Municipal Inventory. | High priority | July 2006 - ongoing |
| **Stirling Street Heritage Area Review:** |                       |          |                   |
| • Review to be undertaken in conjunction with Municipal Inventory.  
• Review to include determination of levels of contribution and impact of development at increased residential densities.  
• Consultant to be engaged to undertake assessment where required. | High priority | July 2007 - ongoing |
<p>| <strong>Land Use Planning &amp; Urban Design</strong> |                       |          |                   |
| Heritage List: | • Review to be undertaken following review of Municipal Inventory. | High priority | Medium term |
| <strong>Local Planning Policy – Assessment of Cultural Heritage Significance:</strong> |                       |          |                   |
| • To be adopted by Council in accordance with section 2.3 of the City of Bunbury Town Planning Scheme No. 7. | High priority | Adopted February 2008 |</p>
<table>
<thead>
<tr>
<th>Projects</th>
<th>Activities &amp; Tasks</th>
<th>Priority</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>Local Planning Policy – Heritage Conservation and Development Policy – Heritage Places:</td>
<td>• To be adopted by Council in accordance with section 2.3 of the City of Bunbury Town Planning Scheme No. 7. • Design Guidelines to be reviewed.</td>
<td>High priority</td>
<td>Adopted February 2008</td>
</tr>
<tr>
<td>Local Planning Policy – Development Assessment Process for Heritage Places:</td>
<td>• To be adopted by Council in accordance with section 2.3 of the City of Bunbury Town Planning Scheme No. 7.</td>
<td>Medium priority</td>
<td>Adopted February 2008</td>
</tr>
<tr>
<td>Local Planning Policy – Heritage Conservation and Development Policy – Stirling Street Heritage Precinct:</td>
<td>• To be adopted by Council in accordance with section 2.3 of the City of Bunbury Town Planning Scheme No. 7. • Design Guidelines to be reviewed.</td>
<td>High priority</td>
<td>Adopted February 2008</td>
</tr>
<tr>
<td>Local Planning Policy – Variation to Local Planning Scheme and Residential Design Codes:</td>
<td>• To be adopted by Council in accordance with section 2.3 of the City of Bunbury Town Planning Scheme No. 7.</td>
<td>Medium priority</td>
<td>Adopted February 2008</td>
</tr>
<tr>
<td>Local Planning Policy – Application Fees for Planning Approval of Heritage Places:</td>
<td>• To be adopted by Council in accordance with section 2.3 of the City of Bunbury Town Planning Scheme No. 7.</td>
<td>Medium priority</td>
<td>Adopted February 2008</td>
</tr>
<tr>
<td>Local Planning Policy – Heritage Rate Concession:</td>
<td>• Modifications to policy to be adopted by Council in accordance with section 2.3 of the City of Bunbury Town Planning Scheme No. 7.</td>
<td>Low priority</td>
<td>Adopted February 2008</td>
</tr>
</tbody>
</table>

**Incentive Programmes**

<table>
<thead>
<tr>
<th>Projects</th>
<th>Activities &amp; Tasks</th>
<th>Priority</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>City of Bunbury Heritage Awards:</td>
<td>• Membership of the Heritage Awards Working Group to be reformed under the Heritage Committee.</td>
<td>Low - Medium priority</td>
<td>Short term</td>
</tr>
<tr>
<td>Projects</td>
<td>Activities &amp; Tasks</td>
<td>Priority</td>
<td>Timeframe</td>
</tr>
<tr>
<td>--------------------------------</td>
<td>------------------------------------------------------------------------------------</td>
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<tr>
<td></td>
<td>• Call for nominations to be made through local media and public notification processes in 2008.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Communication &amp; Education Programmes</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Heritage Committee</td>
<td>Continuing, subject to Council’s review of advisory committees and their terms of reference.</td>
<td>High priority</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Heritage Advisory Service</td>
<td>Continuing.</td>
<td>High priority</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Heritage page on website</td>
<td>• Technical and creative assistance in the design of a heritage dedicated web page as part of City’s new home page, subject to adoption of the Strategy.</td>
<td>Low priority</td>
<td>Medium term</td>
</tr>
<tr>
<td>Publications &amp; brochures</td>
<td>• Production of brochures subject to adoption of the Strategy and its various components.</td>
<td>Low priority</td>
<td>Medium term</td>
</tr>
<tr>
<td>Community engagement events</td>
<td>• Seek the continuing assistance of HCWA in the conduct industry forums as required.</td>
<td>High priority</td>
<td>Ongoing</td>
</tr>
</tbody>
</table>

Notes:
- High priority means that the project is critical to meeting the statutory obligations of the City and/or which address a significant risk to the City’s cultural heritage values.
- Low to medium priority means that the project does not address a critical statutory obligation, but is necessary for the better management of the City’s cultural heritage values.
- Short timeframe means that the project is expected to be completed in the next 1 to 2 years.
- Medium to long timeframe means that the project is expected to be completed in the next 2 to 4 years.
Part 6  Monitoring & Review

6.1 Constant Improvement

The basic attribute of a good strategy is that it remain a ‘living’ or working document, which is constantly utilised as the source of strategic and operational decision making and activity by the City (including other stakeholders where formalised partnerships are established through mechanism such as memorandums of understanding, service agreements, etc). What this means for the organisation(s) responsible for the implementation of the strategy is that they need to ensure that business processes both inform the plan formulation and align with the implementation stages, but also includes monitoring and review in an ongoing iterative cycle as illustrated in Figure 6.1.

Figure 6.1: Ongoing cyclic nature of the planning process.

6.2 Measuring Progress

The purpose of this section is to establish Key Performance Indicators (KPIs) for heritage planning, development and operation within the scope of this Strategy. That is, measuring how well the City is progressing towards the achievement of the above aim and objectives of this Strategy specifically. This is vital to understanding how the monitoring and review section will need to respond to both potentially positive and negative outcomes.

High-level KPIs that assist in measuring progress against the Strategy’s objectives will be developed where relevant existing data is not available. The indication of changes in the condition or state of the urban environment as it relates to heritage and character will be measured by the KPIs, which will establish baseline information that is monitored and revised every five years through the Scheme Review process.

This section is necessary to ensure overall integration and coordination of all of the respective Local Planning Strategies with respect to balancing and
trading off ultimate desired outcomes for the total environment now and into the future as expressed in the Local Planning Strategy.

The Key Performance Indicators (KPIs) for this Strategy have not been fully developed as yet. However, a set of trial KPIs has been proposed, which will then be used during the initial implementation period of this Strategy. Ideally, the range of KPIs used should encompass all of the Strategy Approaches and correlate with each Strategy Component.

The trial KPIs used during the initial implementation period will include, but may not be limited to, the following quantitative and qualitative measures:

KPI 1  The assessed change in the number and level of significance of places and areas included on the Municipal Inventory.

KPI 2  The measured change (ie. loss through demolition) in the number of Heritage Places.

KPI 3  The number of applications for planning approval or preliminary advice that is referred to the Regional Heritage Advisor.

KPI 4  The assessed change (ie. degradation or improvement through redevelopment) in the value of Heritage Areas.

KPI 5  Change in the number of places registered on the Heritage List, and the number of registered Heritage Areas.

KPI 6  The annual number of entries lodged for each category of the Bunbury Heritage Awards (including the correlating number of awards conferred).

KPI 7  The annual number of applications for the Heritage Rate Concession Scheme (including the annual disbursement).
6.3 Land Use Planning & Urban Design

6.3.1 Local Planning Strategy - Town Planning Scheme – Heritage List

The Planning and Development Act 2005 requires a review of the Town Planning Scheme every five years. The Heritage List attached to the Scheme should however be reviewed every four years in conjunction with the Municipal Inventory.

6.3.2 Local Planning Strategy for Heritage & Character

The Strategy itself will be reviewed from time to time as needed, but will be specifically reviewed prior to the Scheme Review. This Strategy then informs the Local Planning Strategy.

6.3.3 Municipal Inventory

Under the provisions of the Heritage of Western Australia Act 1990, the Municipal Inventory requires review every four years or as required.

6.3.4 Local Planning Policies

Local Planning Policies are automatically reviewed as part of the Scheme review, but may be individually reviewed as required.
Aboriginal Heritage  Sites, places and objects of importance and significance to Aboriginal people, past and present, which are connected to their cultural life. Aboriginal heritage includes sacred, ceremonial and traditional sites, places and objects of historical, archaeological and ethnographic interest.

Aboriginal Sites Register  The City of Bunbury Municipal Inventory 2001 includes an Aboriginal Sites Register which identifies a number of sites of indigenous heritage value within the City of Bunbury.

Adaptation  The modification of a place to suit proposed compatible uses.


City Vision  The City of Bunbury City Vision Strategy, and associated Action Plan, is a high level community visioning document for the long-term (25 year horizon) sustainable development of the City. The Strategy sets out triple-bottom-line goals, objectives and strategies within the context of the Greater Bunbury Region. The Strategy represents the City’s expression of the State Government’s own Hope for the Future: The Western Australia State Sustainability Strategy at the local government level.

Compatible use  Use of a heritage place that involves no change to the structurally significant fabric, changes that are substantially reversible, or changes that require a minimum impact.

Condition  The current state of a place in relation to each of its cultural heritage values. Condition reflects the cumulative effects of management and environmental events.

Conjectural reconstruction  Alteration of a place to simulate a possible earlier state that is not based on documentary or physical evidence. This treatment is outside the scope of the Burra Charter’s conservation principles.

Conservation  All the processes of looking after a place so as to retain its cultural significance. It includes maintenance and may, according to circumstances, include preservation, restoration, reconstruction and adaptation. Conservation will commonly involve a combination of more than one of these.
<table>
<thead>
<tr>
<th>Term</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>Conservation Plan</td>
<td>A document establishing the significance of a place or heritage conservation area and policies to retain that significance. A conservation plan should include guidelines for additional development or maintenance associated with the place or area.</td>
</tr>
<tr>
<td>Cultural heritage</td>
<td>Evidence of the past: places, buildings, structures and sites. It can also refer to objects and artefacts, documentary records, works of art, and furniture, although these are more commonly referred to as moveable (cultural) heritage or material cultural heritage. Cultural heritage can also include folklore, ideas and memories, skills and practices.</td>
</tr>
<tr>
<td>Cultural heritage significance</td>
<td>The value of a place in terms of its aesthetic, historic, and scientific and social significance for the present community and future generations. Rarity, representativeness, condition, integrity and authenticity determine the place’s degree of significance. Also referred to as cultural significance or heritage significance.</td>
</tr>
<tr>
<td>Demolition</td>
<td>Damage, destruction or defacement of all or part of a place.</td>
</tr>
<tr>
<td>Fabric</td>
<td>All the physical material of a place.</td>
</tr>
<tr>
<td>Heritage Agreement</td>
<td>A contract under section 29 of the Heritage of Western Australia Act 1990, which is undertaken on a voluntary basis by owners of a heritage place. The agreement binds current and successive owners to a set of conservation conditions and may provide compensating benefits in some circumstances. Essentially, the purpose of a Heritage Agreement is to secure the long-term conservation of a heritage place.</td>
</tr>
<tr>
<td>Heritage of Western Australia Act 1990</td>
<td>The statutory framework for the identification and conservation of places that have significance to the cultural heritage of Western Australia. The Act also describes the composition and powers of the HCWA and requires Local Governments to undertake Municipal Inventory programs.</td>
</tr>
<tr>
<td>Heritage Area</td>
<td>An area which has a distinctive character of heritage significance and which is desirable to conserve.</td>
</tr>
<tr>
<td>Heritage Council of WA</td>
<td>The Western Australian Government’s heritage advisory body established under the Heritage of Western Australia Act 1990. It provides advice to the Minister for Heritage on heritage issues; identifies and conserves places of cultural heritage significance; facilitates development that is in harmony with cultural heritage values; and promotes awareness and knowledge of cultural heritage.</td>
</tr>
<tr>
<td>Heritage Precinct</td>
<td>See heritage area.</td>
</tr>
<tr>
<td>Term</td>
<td>Definition</td>
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<tr>
<td>-------------------------------------------</td>
<td>----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Heritage Study</td>
<td>A conservation study of an area. The study usually includes a historical context report, an inventory of heritage items within the area and recommendations for conserving their significance.</td>
</tr>
<tr>
<td>International Council on Monuments and Sites (ICOMOS)</td>
<td>An international organisation linked to UNESCO that brings together people concerned with the conservation and study of places of cultural significance. Australia also has a national committee (Australia ICOMOS).</td>
</tr>
<tr>
<td>Integrity</td>
<td>Measure of present and likely long term viability or sustainability of the values identified (aesthetic, historic, scientific, social, rarity and representativeness), or the ability of the place to restore itself or be restored, and the time frame for any restorative process.</td>
</tr>
<tr>
<td>Level of Contribution</td>
<td>Refers to the contribution to the cultural heritage values of a heritage area made by an individual place within the area.</td>
</tr>
<tr>
<td>Level of Significance</td>
<td>How important the place is to the heritage of the City of Bunbury. For the purpose of the Local Government Inventory, each place will be graded as being exceptional, considerable, moderate or little significance with reference to its rarity, representativeness, integrity and authenticity.</td>
</tr>
<tr>
<td>Local Government Heritage Working Party</td>
<td>The Local Government Heritage Working Party was established in 2003 to investigate and make recommendations to the Minister for Heritage and the Minister for Planning and Infrastructure regarding necessary reforms to the local heritage protection system in Western Australia. The Findings of the Working Party were published in April 2005.</td>
</tr>
<tr>
<td>Model Scheme Text</td>
<td>Model clauses for use by Local Governments in Western Australia in the preparation of schemes for the zoning or classification of land.</td>
</tr>
<tr>
<td>Moveable (Cultural) Heritage</td>
<td>Any heritage item that is not affixed to land (eg furniture, locomotives, archives, museum collections). May also be called material cultural heritage.</td>
</tr>
<tr>
<td>Municipal Inventory</td>
<td>A list of heritage places and structures which in the opinion of a local council are, or may become, of cultural heritage significance. Each Local Government is required under section 45 of the Heritage of Western Australia Act 1990 to compile a Municipal Inventory.</td>
</tr>
<tr>
<td>National Trust of Australia (WA)</td>
<td>Independent community organisation established under the National Trust of Australia (WA) Act 1964 and is part of a world-wide movement of National Trusts. The Trust identifies and maintains a list of properties of heritage significance to the State and is custodian of heritage assets vested in it. The Trust also has a traditional educational</td>
</tr>
</tbody>
</table>
role in promoting community concern for and understanding of the State’s heritage.

### Place
A surveyed area of land, foreshore, estuary or watercourse. A place may be a site, area, group of works or landscape, together with its associated structures, contents and surrounds.

### Preservation
Maintaining the fabric of a place in its existing state and retarding deterioration.

### Reconstruction
Returning a place as nearly as possible to a known earlier condition by the introduction of materials, new or old, into the fabric. Not to be confused with conjectural reconstruction.

### Register of Heritage Places
A statutory list of places which are of significance to Western Australia; maintained by the HCWA. Places of cultural heritage significance may be entered in the Register on the advice of the Heritage Council, or at the direction of the Minister for Heritage.

### Register of the National Estate
List of natural, Aboriginal and European heritage items of significance to the nation. The Register is maintained by the Australian Heritage Commission and includes both interim and permanent listings.

### Residential Design Codes (R-Codes)
Statement of Planning Policy 3.1 Residential Design Codes (or R-Codes) is an adopted State Planning Policy of the Western Australian Planning Commissions (WAPC). The R-Codes set out the regulations for the designating of residential densities under Local Planning Schemes (eg. TPS7), which are shown as an overlay on the underlying zones of the Scheme Map. As a guide, the R-Code value of “R15” means that the locality should have a density of 15 dwellings per hectare. The R-Codes also set out performance-based development requirements for the designing and assessment of applications for planning approval for single houses, grouped and multiple dwellings.

### Restoration
Returning the existing fabric of a place to a known earlier state by removing accretions or by reassembling existing components without the introduction of new material.

### Significant Tree Register
The City of Bunbury Significant Tree Register is included on the City of Bunbury Municipal Inventory 2001 and provides details of trees which are considered to have cultural heritage significance to the City of Bunbury.

### Sustainability
The State Government’s Hope for the Future: The Western Australia State Sustainability Strategy
References

City of Bunbury City Vision Strategy – Scoping and Positioning Paper 10 January 2005

City of Bunbury City Vision Strategy – Shaping the Future of Bunbury 2007

City of Bunbury Municipal Inventory 2001

City of Bunbury Town Planning Scheme No. 7

City of Perth policies

Heritage Council of Western Australia August 2005

Heritage of Western Australia Act 1990

A Heritage Manual for Local Government
WA Municipal Association and Heritage Council of Western Australia

Local Government Heritage Working Party Findings: Common Standards and Discussion Papers
For the Minister for Heritage and Minister for Planning and Infrastructure April 2005

Local Government Heritage Working Party Findings: Summary
For the Minister for Heritage and Minister for Planning and Infrastructure April 2005

Regional Heritage Advisor

Sharing our Stories: Guidelines for Heritage Interpretation (2007) National Trust of Australia (WA) and Museums Australia (WA) in partnership with Lottery West

State Planning Policy 1 State Planning Framework Policy February 2006

State Planning Policy 3.5 Historic Heritage Conservation May 2007

Town of Vincent website and policies

Understanding The Burra Charter: A guide to the principles of heritage conservation in Australia
Australia ICOMOS 1999


www.forest.nsw.gov.au/education/glossary
Appendices

1. City of Bunbury Municipal Inventory 2001 – Thematic History
2. State Planning Policy 3.5 Historic Heritage Conservation
3. Part 7 of Town Planning Scheme No. 7
4. Heritage Committee Terms of Reference
Appendix 1

City of Bunbury Municipal Inventory 2001 – Thematic History

BUNBURY MUNICIPAL INVENTORY FRAMEWORK
Compiled by Tony Barker (1994)

Pre 1829
Aboriginal occupation of the South West corner of W.A. [Documented by WA Museum studies in Bunbury National Estate Study for the National Estate of Australia (WA) in 1978].

1828-49
On the eve of convict transportation in 1850, Bunbury was a nondescript collection of wooden buildings and unpaved streets alongside a treacherous harbour. It had a combined church-and-school building, lock-up, bonded store, post office and hotel. Tracks led to nearby Picton - where Revreend John Wollaston had founded the district’s first church in 1842 - and further afield to Mandurah and the Vasse. A mere 66 people lived in town, while the white population of the surrounding district of Wellington was only 358.

Neither glowing exploration reports in late 1829, nor the establishment of a small Military Station for six months in 1830 led to swift development. Huge grants to absentee landlords hindered settlement, even after the townsite was formally named in 1836 in honour of Lieutenant Henry St Pierre Bunbury. The largest landlord was Governor Stirling, who settled John Scott on his grant in 1838 to fulfill the development condition. Another was C.R. Prinsep, whose horse-breeding venture introduced the Little family as managers and a number of Indian coolies as workers. In 1838 neither the arrival of these small groups nor the appointment of the first Government Resident fulfilled official hopes that the planned survey of the townsite would ‘facilitate the occupation of grants assigned but not occupied’.

Significant progress came only when the failure of the Australind project of 1841 provided the newly designated townsite of Bunbury with its first substantial group of settlers. Soon marriage between Resident Magistrate George Elliot and Louisa, daughter of the Australind leader, Marshall Waller Clifton, laid the foundations of a political dynasty that would last nearly forty years.

The period saw improved local communications for riders and horse-drawn carriages, with ferries then bridges over the Preston, Collie and Brunswick rivers and a causeway across swampy ground on the track to the Vasse. "By government economies following a colony-wide depression prevented more ambitious improvements.  Relays of Aboriginals carrying mail along the Mandurah Road symbolised the swift absorption of some..."
Aboriginal people into menial jobs rather than a civilising mission. While race relations were never a threat to the permanency of settlement, friction made policing of the Aboriginal frontier a significant local priority: So was the relationship with Americans who had been pursuing whales, suffering shipwrecks, trading with the Aborigines and even briefly settling in the area years before Bunbury was founded. Attempts by the Colonial government to exclude the whalers were less threatening to Americans - who found alternative anchorages rather south - than they were to settlers dependent on American contacts for the bartering and smuggling that were significant elements in the primitive local economy.

Whaling was prominent in the plans of those hoping to make the economy less primitive. Although whales were sought, hopes for a lasting local industry were not fulfilled. Neither were those that centred on the eventually important timber industry and on the more specialised export of sandalwood to Asia. By the mid-1840s, a predominantly farming community was also coming to terms with the realities of unproductive soil and the aridity of summer drought and winter storms. Hopes of large scale commercial crops were clearly unrealistic for the foreseeable future.

Competition in all areas of economic activity was more a symptom of meagre opportunities than a stimulus to progress. Success came mainly to a few craftsmen who secured government contracts to erect the handful of public buildings. Many of the same people competed vigorously to establish whaling, to open retail stores and to secure liquor licences, but even the promise of liquor retailing soon faded. The number of hotels dwindling from four in 1842, to just one two years later, as the population of the district fell.

That trend did not prevent Wollaston, the district’s first Anglican cleric, from attributing his small congregations in Picton and Bunbury to the secular attractions of ‘the drinking end of Bunbury’. His comments were symptomatic of a class consciousness shared by the Cliftons and others controlling the local magistracy and the last meetings of the Town Trust. Yet religion itself was divisive within this elite, which included Congregationalists, Quakers, Plymouth Brethren and the Catholicism of the Little family. Temporarily more unifying were sporting occasions such as horse and foot races, cricket matches and ploughing competitions. At the end of the period the greatest consensus of all came with the realisation that convict transportation offered the best opportunity to secure the future of the town and its immediate hinterland.

**Major theme for this period: Pioneering struggles in impoverished isolation.**
1850-89

As one of the few favoured country centres for the dispersal of the new labour force, Bunbury was changed physically by convict transportation. The hiring Depot and cottages for the pensioner guards appeared very soon. In the 1860s a long-desired harbour jetty and improvements to the town’s streets were the products of convict labour, which was also employed to clear land and improve communications with other centres through roadwork and bridge-building.

The social impact of the newcomers was less beneficial. While most public works were undertaken by closely supervised gangs of convicts, the ticket-of-leavers, who passed through the Hiring Depot to work on local farms and even in urban domestic service, were an unsettling new element in the population. Crime rates - mainly for petty theft and disorderly drunkenness and occasionally for highway robbery and murder - rose demonstrably. Many former convicts achieved comfort and respectability and a few achieved fame. However, James Hislop, the local schoolmaster who first taught John Forrest, and John Boyle O’Reilly, whose escape was a prelude to international achievement, were less typical than those who formed a depressed labouring class. The parallel introduction of female, often Irish, indentured servants, and the eventual arrival of some convicts’ wives, also tended to poverty, in an era of minimal welfare services, even as the fortunes of a few were enhanced.

Those who benefited most directly were the already influential elite. Marshall Waller Clifton used his appointment to the Legislative Council in 1851 to establish a monopoly of family and close associates over the bureaucratic positions associated with the convict regime in Bunbury. With the Resident Magistracy in the hands of his son-in-law until 1870; and then his son Pearce until the mid-1880s; the ascendancy established by the senior Clifton extended long after his death in 1861 - and even after the end of convict transportation in 1868 cleared the way for elected local government.

Municipal status in 1870 and the establishment of a Mayorality in 1887 broadened local leadership. Those who achieved office were among the more well-to-do of the community; but their backgrounds, as tradesmen, chemists, bank-managers, land agents, retailers and other small businesses, were evidence of modest growth and diversification rather than spectacular transformation of the local economy. Some, such as William Spencer, were descendants of old-established families, but current status was the major qualification. The many newcomers even included one or two who had arrived as convicts.
It was always clear what was needed to make Bunbury a major regional centre and port. Agricultural and mineral products from its hinterland; adequate lines of communication to move them to the docks; and, improved harbour facilities to speed up the loading and unloading of ships and provide greater protection from dangerous seas during the strong north westerly wind. In the 1870s and 1880s progress in all these areas was too limited to produce major change. The best hopes for a productive hinterland lay with timber. Although Robert Forrest's Koombana flour mill remained open throughout the period, red rust blight had set back production of wheat in the 1870s. Both sheep and dairy farming were established but with only modest production, while vines and other fruit crops remained largely experimental and mineral deposits in the shape of Greenbushes tin and Collie coal were only just being discovered. The South West's notable hardwoods, on the other hand, had already found markets in the Eastern colonies and overseas before the 1870s - while the colony's total exports of sandalwood reached a new peak in 1870.

The colony as a whole enjoyed steady growth in the export of forest produce for a decade from the mid-1870s. Yet although most timber was cut in the South-West, Bunbury suffered from problems of transport and inadequate port facilities. In a period of bullock-team haulage over rutted roads occasional major shipments from the port raised hopes but also drew attention to the fundamental problems. In 1877, for instance, 20,000 jarrah sleepers awaited export at the jetty, while all available horse and bullock teams were fully employed carting more. Five years later, however, consignments of jarrah to Hong Kong and the Cape were delayed because no haulage was available during harvest time. Soon conflict between two timber companies (both with Bunbury connections) faded because timber exports moved beyond a peak in 1883 into profound slump. For the rest of the decade very little timber passed through Bunbury, while only one of several smaller ports closer to the forests showed a profit.

At the same time as Bunbury was demanding a rail link to the forests it was also demanding improvements to the jetty, which only with the greatest difficulty could accommodate two ships at a time. Nor had the jetty solved a basic problem of ship safety. In the continuing absence of an extended breakwater - and notwithstanding the erection of a lighthouse - the fear of shipwreck was constant and actually fulfilled. Twenty-nine (29) ships were wrecked before the Breakwater commenced in 1897.

Despite the opening of a new post office in 1864 and telegraph communications in the 1870s, Bunbury in the late 1880s remained in many ways isolated, its spokesmen insisting that government in Perth could spend more to soften the rigours of still rough roads and a sea voyage from Fremantle often nauseous and occasionally dangerous. A more positive side was the wide range of religious, sporting and social activities - and even
cultural ones following the opening of the Mechanics Institute in 1867. A minor boom in public building in the 1880s was a sign of civic progress satisfying to more than the contractors who made money from it. A new court-house was finished in 1885 and in the following year a Wesleyan church, a Freemason's Lodge and a Catholic school. The Lodge was a meeting place for a small-business class already strong in local politics, often comfortable in its isolation and as much threatened as heartened by the greater opportunities for Bunbury to develop wider commercial links that would follow in the next decade.

In 1888 the launching of the *Southern Times* was both a symptom and a precursor of change. At last the town had a newspaper that was a window into a wider world and a blunt instrument for assaulting authority in Perth. And its steam-driven printing presses were symbolic of technological changes that were about to erode isolation.

*Majors themes for this period:* Public works, social problems and the entrenchment of a political elite, all associated with convict transportation; the development of a small business community and its involvement in municipal government; slow growth of primary produce and inadequate communications hindering ambitions for Bunbury as a regional centre.

**1890-1913**

In these years Bunbury underwent its most rapid change in any period until the 1960s, as it benefited from the political and economic transformation of the whole state. The coincidence of the achievement of responsible government in 1890 and the gold rush soon afterwards set the stage for West Australian control of an economy that expanded rapidly at a time of depression elsewhere in Australia. As gold exports established the international credit to finance a major programme of public works, Bunbury was the beneficiary of improved links with its rural hinterland and government expenditure to make the harbour safer and the waterside movement of goods more efficient. Relative prosperity also introduced some, but by no means all, of the urban amenities necessary for a growing town.

Although the population increase of the 1890s, from 572 to 2970 was in almost exactly the same proportions as that of the whole State, there was nothing inevitable about Bunbury's progress. The town's claims on government were pursued through determined lobbying by local politicians and - after the foundation of the *Bunbury Herald* in 1892 - by two newspapers. Almost certainly decisive was the fact that Sir John Forrest was the local member, elected unopposed, and the Premier through the 1890s. At a time of major government development of Fremantle harbour this special relationship was vital in securing the quarter of a million pound
commitment to build up the Bunbury Breakwater. Not quite as beneficial, but still very special, was the later relationship between the town and another locally born member and Premier, Newton Moore.

A rail line to carry timber from the Dardanup area was constructed in 1887 but was not fully operational for four years owing to the lack of necessary rolling stock - then closed when railways from Bunbury to Perth and Busselton were opened in 1893 and 1895. These were important in the eyes of those determined to consolidate Bunbury as the regional centre of the South-West as there were new rail links to Collie and to Bridgetown. The revolution in communications also saw the opening of a new Post and Telegraph office in 1894 and the first telephone exchange in 1903. In addition to the breakwater, harbour improvements included extension of the jetty and the advent of a power plant meant electric cranes and the upgrading of the lighthouse to electricity. Although development of the Collie mines combined with these improvements to allow the introduction of coal bunkering in 1908, the output of the regional hinterland remained a dubious source of prosperity. Exports of wool, wheat and other agricultural products remained a matter of hope rather than reality. Timber production boomed in the 1890s but slumped in the early 1900s.

Technological change both demanded and brought improvements within the town. An unsightly and malodorous lagoon was drained at government expense to make way for the railway station; and in 1903 decades of kerosene street lighting gave way to electricity. These two changes, however, highlight a mixture of environmental and political issues that would hamper the full development of urban amenities for years. The lagoon was a visible symptom of Bunbury's high, and easily polluted, water table. Private bores had been a ready source of water but an increasingly dubious one that gave a market for rival aerated water plants established in the 1890s. As population grew in the still unsewered town, so did demands for a public water supply. Controversies over the electricity plant had seen first the council, then the voters, reject municipal, in favour of private ownership. While similar disputes had a different outcome - with a new municipal Water Board pumping water from its own plant into mains running beneath Prinsep and Victoria Streets from August 1906 - but this was far from the end of the town's problems with water supply.

Many of the local politicians who debated such issues were small businessmen also active in the Chamber of Commerce and the Traders' Association. However they had mixed backgrounds. Some were descendants of the Australind settlers - notably the frequent mayor, E.M. Clarke - and others were newcomers, among whom Charles Fraenkel was remarkable both for his energy as a modernising mayor and for his German birth. They were performing on an enlarged stage from 1895, when the Bunbury Road Board was established and South
Bunbury was included in the municipality. In 1897 local government was divided into North, South and Central wards and administered from new municipal offices.

While these changes were products of a growth that was ending isolation, local independence was asserted when Bunbury resisted the state-wide trend and voted strongly against Federation in 1900. The election and re-election unopposed of the conservative Newton Moore in 1904, 1905 and 1908 and the sustained community support for a timber strike in 1907 can give a misleading impression of consensus. These trends merely hid the reality of growing social division, as trade unions, especially on the waterfront and in the timber industry, flexed stronger muscles and as the state and national political landscape was changed for ever with the growth of the Labor party.

There were many other ways in which the community survived, grew and yet also became more divided. To established sporting activities of every kind was added a strong commitment to music through a town band and an orchestral society. Women were active in many charities, especially the Christian Temperance Union and its favourite project, a Sailor's Rest for distressed seamen whose drunken behaviour was often distressing to others. Live and cinematic entertainment offered at the Lyric Theatre had wide appeal. So too no doubt did the first motor cars, although ownership remained beyond the reach of most, as did membership of the exclusive South West Club. Most excluded of all, by state legislation in 1905, were the remnants of an Aboriginal population long since reduced and marginalized by white intrusion and disease.

Neither social and racial divisions nor ambivalence about Australian, State and national relationships seriously threatened imperial loyalties. In 1901, Queen Victoria's death was marked with civic solemnity; and an extravagant welcome to the Boer War soldiers was issued by Henry Reading's Southern Times. Certainly the only significant non-English-speaking immigrants, a small group of Greeks, were too concerned with their fishing and establishing families in a new land to raise larger issues.

Concerted attempts were made to counter the lure of the goldfields for young workers by attracting holidaymakers, especially from the Goldfields themselves. It was a tribute either to the skill of its advertising or the desperation of conditions on the goldfields that the Fresh Air League, which offered low cost accommodation, survived in spite of potential and actual outbreaks of typhoid, smallpox and bubonic plague.

... was not only tourism that survived doggedly but also a wide range of commercial enterprizes in a town that by the eve of the First World War had a population of just under 4,000, and an economy typical of a country
regional centre that happened also to be a minor seaport. As well as enterprises processing some of the products of the hinterland, notably timber, butter and flour, there was a growing small business community, with livery stables, wine and spirits merchants, and a range of hotels and boarding houses and some forty retail shops. While some, such as T. Hayward and Son and H.E. Rooding, prospered, most retail enterprises remained small. Local business remained dependent on flourishing maritime activity that imported goods, provided work for the railways that serviced it and also for the thousands of seamen who came to the port, thus boosting the local economy. Although the business community included several shipping and stevedoring agents, Bunbury had no exclusive maritime merchant class. It was simply too close to Fremantle to act either as a centre for West Australian enterprise or as a local branch of some major international concern.

**Major themes for this period:** Rapid modernisation of communications with the hinterland and of urban amenities; favoured status as the constituency of two Premiers; the hardening of political and social divisions.

1914-45

Not surprisingly a period of major depression framed by the two World Wars brought little growth. A town population of roughly 4,000 in 1914 had risen to only 5,700 in 1945. In both Wars population had actually fallen; but even the peak figure of 6,058 at the start of the Second World War scarcely represented significant growth.

Naturally there had been many physical changes, some of them reflecting new community services and even work opportunities. The 1920s brought the opening of St John of God Hospital in W Spencer's old home on Bury Hill, several infant health care facilities, and Bunbury Senior High School. Meanwhile the Round House, new offices, and a repair shop completed long-awaited improvements to the locomotive yards. From 1932 a state Development Act made planning in Bunbury and elsewhere subject to the approval of a Town Planning Commissioner and led to clashes with council over several issues, such as development of a new Cemetery to phase out the old one in Wellington Street. The opening of an airfield in 1937 and the introduction of the first car races in 1938 were symbols of a transport revolution which had transformed Bunbury's relations with the outside world. Even during the Second World War a dynamic local politician, Percy Payne, was envisaging a post-war world of rapid industrialisation.

The disruption of international trade in the 1914-18 war created widespread hardship. The failure of the group and soldier settler schemes in the South West area over the next few years, dashed hopes of strong development.
in the rural hinterland. The inception in January 1921 of a regular Bunbury to Fremantle shipping schedule was
ur less significant than the simultaneous contraction of overseas and eastern states markets, which ended a brief
revival in the timber industry. A major rail strike in the same year further damaged the economy of the
South-West. Although there were record wheat crops in 1928 and 1930, the regional economy was struggling
well before the conventional starting point of the world-wide Great Depression in 1929. By then the timber
industry had reached depths from which there would be no recovery for almost ten years. Its decline naturally
affected economic activity in Bunbury.

Timber exports in 1932 were the lowest since 1896. Coal output at Collie declined steeply, with complaints
about price and quality from the main customer, the Railways Department. Increased needs of Bunbury's new
power station were more than offset by the almost complete cessation of coal bunkering in the port in 1931.
Wheat declined through a contraction of markets rather than productivity. It was ironic that the South-West was
struggling to sell its produce at a time when the region's most fundamental agricultural problem was being
overcome with the extensive use of artificial fertilisers. The Bunbury economy did benefit from this trend
through the opening in 1930 of a fertiliser factory at Picton which was to maintain full production of
superphosphate throughout the 1930s.

The deepest point of depression came in mid-1932. The slow state-wide recovery that followed was stimulated
most notably by the gold industry. However in the South-West improvement was also due to development
projects undertaken by state and federal governments to provide relief for the unemployed. Roughly 5,000 men
were employed on drainage, irrigation, harbour, roads and other forms of construction, also in the forestry
industry. Within Bunbury, Council public works schemes employed local builders and road gangs.

Such schemes helped the economy in several ways. The Council upgraded and realigned several roads within
its boundaries, while outside links were enhanced through road works and in 1932 the building of a new bridge
over the Brunswick. Government programmes also increased demand for raw materials and transport services.
The relief workers' camps needed locally supplied food, buildings and transport. A large proportion of wages
paid to those in camps close to Bunbury, such as Harvey, Waroona and Collie, circulated in town.

In one important agricultural area there was improvement. An enormous expansion of the dairy industry was
already well under way even in the early 1930s, following large government and private investment in the
1920s. Supply of dairy products had caught up with state demand as early as 1932 and the first exports had
been made the previous year. This expansion had a rapid impact on the Bunbury economy. There was a 40 per
cent increase in output from the butter factory from 1930 to 1931 and a growth in local employment, when companies set up offices and depots in the town. These activities stimulated a minor but protracted building boom; but the lack of cold storage facilities in the port meant that all local butter exports had to be railed north and shipped from Fremantle.

Such deficiencies in basic facilities added to the stagnation of port activity caused by the collapse of worldwide trade. If cool storage and freezer facilities had been available, much of the regional exports of butter, fruit and fat lamb might have been diverted through Bunbury. Unfortunately it was uneconomic to dredge the harbour and install cold storage facilities without the assurance that large numbers of ships would call. For their part shipping companies were unwilling to reschedule their services until such facilities were in place. In 1937 the introduction of bulk handling facilities for wheat improved the potential of the port. However neither extensions to the jetty nor spasmodic dredging had solved the problem of siltation in the harbour. Its deterrent effects on shipping were still hidden only by the general slump in maritime activity.

The decline in port activity had a wider economic impact on the town. By 1931 it was claimed that only six out of 266 lumpers in the port had earned the basic wage. With many non-unionists far worse off, commercial activity contracted and numbers of small independent firms disappeared. Others were either absorbed by, or became agencies for larger Perth firms.

Although the period may have seen surprising success stories in some areas of the regional economy and the foundations of future efficiency laid in others; the story of the Depression was above all a matter of individual and community response to profoundly disturbing social change caused by loss or insecurity of employment. The most significant community response throughout Western Australia was the electorate's simultaneous vote for secession from the Commonwealth and election into state government of a Labor party that had opposed secession. Bunbury followed this trend, which is usually seen as a repudiation of state and federal governments for failing to solve the problems of the Depression, so completely, that the local pro-secession vote was strongest in Labor's most solid constituency, South Bunbury.

The hard times that had begun in 1914 were marked by numerous expressions of community solidarity. There was widespread enthusiasm for the First World War, a less naive but no less determined support for the second, and charitable good works at all times. During the 1914-18 war, while much effort was expended, especially by women, to support those fighting in Europe, organizations such as the Benevolent Society, Nursing Association and Citizens Emergency Fund concentrated on unemployment and poverty at home. The community celebrated
the Armistice in 1918 with huge public parades it mobilized impressively in 1919 amid fear of a devastating influenza epidemic which never arrived. In 1924 it unveiled its memorial to the 124 Bunbury men who had died in the Great War. In the 1930s and early 1940s the Country provided good works. Women's Association, Apex and Rotary, as well as new benevolent societies and a sustenance committee formed especially to succour the casualties of the Depression. However none of these worthy and often effective efforts - nor even the exuberance with which the town's Centenary was celebrated in 1936 - should obscure the fact that hard times brought division as well as community spirit.

The First World War saw conflict between employers and the trade unions; between very different views about community responsibility to alleviate unemployment and poverty; and eventually, though less bitterly than in the eastern states, between supporters and opponents of the referenda on conscription. Trade unionists had been at odds with those advocating employment preference for returned servicemen. Community solidarity often meant prejudice against any foreign born resident with remote connections in Germany, whether humble timber worker, or the recently popular mayor Charles Fraenkel, or unemployed transients.

Competition between two cinemas, the Lyric and the Princess, was the result of a dwindling audience, as opportunities grew for more private forms of entertainment. By 1924 radio sets in the South-West were getting good reception. The growing popularity of the motor-car enabled some to enjoy their leisure much further afield than the town's theatres. In the last year of the decade, there were 330 registered cars and 100 motor cycles in the population of 5100. Improvements to roads and the development of country bus services were enabling the less affluent to move further afield more easily, a trend that reached a climax of sorts with the bitumenizing of the Bunbury-Perth road in 1937.

Under the leadership of people such as George Reading, who was unique in being both Mayor on several occasions in the 1920s and proprietor-editor of the now solitary and renamed South Western Times; Council upgraded community services with mixed success. Summer drought had been felt most acutely in South Bunbury, where water was still carted in cans for domestic use, problems of supply affected the whole town. They undermined Bunbury's credibility as a port, since ships could not be assured of their full quota of water before leaving, and greatly increased the hazards of fire and hence the costs of insurance - to businessmen in the town. In 1926 a new reservoir with a capacity of half a million gallons and new pumping equipment promised solutions to such problems.
Controversies over water supply had always been associated with those over electricity, since the whole town depended on round-the-clock pumping from the municipal bores. In 1930 this problem was also at last addressed with the opening of a new power plant. Neither electricity nor dams, however, could solve the opposite problem of surplus water. It was ironic that South Bunbury, so parched in summer, was also, along with the central section of the town, the area hardest hit by winter flooding. A natural underground drainage system to the sea proved quite inadequate in times of heavy rain and there were major floods in 1923, 1926 and 1929. There was also a major flood in 1945 but by then of course Bunbury, in common with much of the rest of the world, had faced far more unsettling problems. Rationing of some commodities, including petrol, and restriction of drinking hours were inconveniences. The stimulus of war may have tempered the worst effects of the depression but there continued to be unemployment and shortage of housing and problems in relation to schools, hospitals and other public amenities.

Government demand and controls were new factors in the performance of many primary industries. On the whole, Bunbury benefited little from measures which included the deployment of conscientious objectors in forestry work, and of women and even prisoners-of-war on the land. The price paid for improved exports of dairy produce to Britain was rationing for the local consumer, without any benefit to the port because exports continued to flow through Fremantle. The disruption of shipping, rather than production shortfalls, continued to depress coal bunkering throughout the war. The new wheat bulk-handling facilities had never been particularly good news to union labour on the wharf: now even worse was the stockpiling of vast quantities in Bunbury’s outlying areas because of the disappearance of markets.

The urgency with which Bunbury leaders were looking to the development of secondary industry was clearly premature. During the war the only serious prospect for new industry lay with the South-West Woollen Mills, incorporated in January 1941 with government assistance. An early sign of war-time social progress was the opening of a new St John of God Hospital wing in October 1940 on the same hilltop location as the greatly altered original building. Its modern operating and nursing facilities, however, served to emphasise the continuing inadequacies of the government hospital, adding to a long list of problems for the immediate post-war years.

**Major themes for this period:** Stagnation, economic and social problems amid wars and major depression; community divisions and intolerance of outsiders, despite the proliferation of community organisations; further technological change, especially in relation to communications.
1945-69

In this period the appearance of Bunbury changed more rapidly than at any time since the 1890s. A trebling of population from 5700 in 1945 to 17600 in 1970 produced suburban sprawl, traffic problems, and the transformation of residential blocks into commercial ones. A far more industrial environment also meant that Bunbury's role as a port was at last linked to local production. These were eagerly sought developments since fluctuating fortunes in both the coal industry of Collie and the timber industry kept the prospects of exports from the South-West hinterland as uncertain as ever.

Even before the return of ex-servicemen in 1945, Bunbury had an acute housing shortage, and this continued until the early 1950s. The major initial influence on suburban growth was the State Housing Commission. Already by 1949 it had developed an area of seventy acres transferred from the Road Board to the Municipal Council. In 1950, as the Road Board was being formally incorporated in an enlarged Bunbury, the SHC acquired a further fifty acres from the WA Railways Department. This area became Carey Park, a suburb of six thousand people - or almost half the population of Bunbury - by 1960.

Housing programmes - but especially Council plans to develop 190 acres of the Big Swamp announced in 1962 - involved an extension of existing services and attempts to solve historic problems of water supply, drainage and sewerage - not to mention improvement of health care and educational facilities. In all these areas of social concern there was progress, if not complete solutions. The opening of a water filtration plant in 1963 and announcement of plans to build a new reservoir on Boulter's Heights were followed in 1964 by the first stage of Bunbury's £1,000,000 sewerage scheme. Hospital improvements included the opening of St Vincent's Hospital in 1964 and an extension to St John's in 1972. Overcrowding and low standards in Bunbury's schools were partly addressed by extensions to the Marist Brothers College, which had been opened in 1954 - and the opening in 1966 of the Newton Moore High School is South Bunbury. The Cathedral Grammar School was opened in 1972, while the Catholic College, formed from a union between the Marist Brothers and St Joseph's Girls School, took its first pupils in 1973.

Population growth meant commercial changes in town. The modernized and renamed Highway (formerly Federal) Hotel was only one of many conversions and additions in the 1950s making the formerly residential Spencer Street a rival to Victoria Street as the centre of small business. Although most growth was in the retailing and service area, by 1956 there were four timber mills in town and in the same year plans were announced to build a new factory for South-West Woollen and Textile Mills Limited. The appearance of the
*South Western Times* on a twice weekly basis from June 1958 was another sign of growth, as was the opening of a modern Woolworths store in the following year.

Bunbury’s population increase was aided by immigration from diverse European sources, although the proportion of British migrants probably remained higher than in many other industrializing urban communities in Australia. Despite the ministrations of migration committees and the Good Neighbour Council, many immigrants struggled to succeed and only the longest-established group, the Greeks, had the collective resources to develop a strong community presence. The local Hellenic Association erected a hall in the 1950s from land donated from within the community and held religious services there until the building of St Nicholas church in 1968. Less significant numerically than European immigration - but a reversal of historic trends - was the process, which by 1968 had seen Bunbury replace Collie as the main centre for South-West Aborigines.

If a more varied population further eroded Bunbury’s isolation, so did continuing development of communications. By 1960/61 there was one licensed motor vehicle for slightly fewer than every three people. There was also easier electronic access to the outside world from 1964, with the completion of the coaxial cable, which greatly improved trunk telephone calls as well as radio and television coverage. ABC television arrived in 1965 and commercial TV two years later.

Important though all of these developments were, undoubtedly the major formative influence in Post War Bunbury was the push for secondary industry. A broad spectrum of Bunbury’s business and civic leaders were committed to an industrialization that involved reiteration of one traditional aim - harbour development – which sat uneasily with another - tourism.

Progress was slow at first. A new coal-fired power station on the North Shore took three years to complete in the early 1950s. In the same period the state government decision to lavish expenditure on the Kwinana industrial strip was bad news for those seeking similar development elsewhere. As late as 1955 the major industry in Bunbury was building, employing 10 per cent of the workforce; and a succession of failed negotiations with major international concerns raised and dashed hopes through the rest of the decade. One of these was the British chemical company, La Porte Titanium Limited, which considered establishing a plant to manufacture titanium oxide - a paint pigment from ilmenite, a product of recently developed local mineral sands mining.
The blow of such setbacks was partly softened by the installation of bulk fuel tanks near the port for BP Australia Limited. So tall were the tanks that it was necessary to raise the height of the Lighthouse by twenty feet. Such change, however, was greeted as essential progress rather than a threat to the harbour’s scenic attractions and tourism. Soon it was confidence in such priorities that encouraged La Porte to return and open the first major industrial enterprise in 1960. Bunbury, so often bemoaning government neglect, received strong support in the form of generous land purchase conditions and major infrastructure facilities. Equally important to La Porte was government tolerance in allowing the company to ‘discharge effluent without hindrance’.

In February 1964, as the first bags of titanium oxide from the new plant left Bunbury. Twelve square miles of ocean were discoloured. It required little imagination to understand what the La Porte venture might do to the sheltered waterways of the harbour and the estuary, where already algal pollution was a problem. Such issues, however, did not deflect any of the town’s influential figures from wholehearted emphasis on the development of secondary industry. This was a priority that otherwise bitter rivals Percy Payne and Barney Hay could agree on. It was one shared by Dr Ern Manea who emerged in the later 1960s as an equally strong local politician.

In that period several new ventures in the South-West promised to accelerate the development trend. In 1967 a shipment of Collie coal to Japan stimulated interest, not only in that export possibility but also in the feasibility of shipments to the Hamersley iron ore venture in the North West of the state. 1968 produced a government offer to Bunnings to set up an $11,000,000 woodchip export industry at Manjimup. Although the establishment by Alcoa of a new alumina refinery at Pinjarra disappointed those who had hoped that this second refinery after Kwinana might be established near Bunbury, the projected export of alumina through the port was nevertheless a significant asset to the local economy.

All of the development projects mooted since the war demanded upgrading of the harbour. The early 1950s had seen the completion of another breakwater extension and the construction of a new wheat berth, while concrete silos, constructed by the State Government and operated by the Bunbury Harbour Board, had been handed over to Co-operative Bulk Handling under licence in 1953. The La Porte negotiations stimulated belated action on recommendations in 1956 by the South-West Zone Development Committee for the construction of land-backed berths. The first of these, including reclamation work, approach roads, power and water supply, was completed in December 1963. By the time it was opened in April 1964, plans were already on the drawing-board for a necessary second berth.
Further improvements essential to the later 1960s projects were duly promised by the Brand government on the eve of the 1968 election in the form of a $20 million inner harbour development plan. Major dredging operations were necessary if ships capable of carrying woodchips, coal and alumina were to use Bunbury on a regular basis. In 1969 Alcoa agreed to pay for dredging in return for use of part of the port for its exports from the Pinjarra refinery. The following year brought the announcement of a $400,000 rail link between Picton and the new inner harbour area. Amid general community enthusiasm these plans also provoked opposition, especially from trade unionists, who from the mid-1960s had seen mechanization on the wharf as a threat to jobs. They now expressed similar fears in relation to the projected coal and woodchip exports to Japan; and they greeted the award of a dredging contract to a Korean firm with a black ban.

Less threatening than union militancy to the proponents of development were defenders of the environment. Perhaps those who regretted the threat to tourism might have been a stronger force if tourism itself had not been languishing before this. After the long years of depression and war, facilities for accommodation and entertainment in the Post-War years were run down. Improvements to accommodation, the end of petrol rationing in 1950, the upgrading of the 'Australind' rail service a year later, and improved bus services all helped make Bunbury more accessible without making tourism a serious economic alternative to industrial development.

Far more controversial than threats to the environment and tourism were attempts to address problems of planning created by urban growth and industrialization. Council had engaged a professional planning consultant as early as 1951. By the late 1950s traffic into Bunbury was already a problem, thanks to large suburban development to the south. Industrial development could only make it worse. Town Planning Scheme Number Four was a comprehensive plan for virtually the whole Greater Bunbury area, involving inner and outer ring roads and estimated to take from twenty to forty years to complete. Although the plan was generally regarded favourably as a real solution to Bunbury's traffic problems, that part of it involving the extension of Blair Street northwards to the wharf split the community and the Council. A new Progress Association argued that other, more immediate improvements, especially the outer ring road, would offer relief for La Poite traffic to the wharf and be less expensive. Believing that the inner ring road and the Blair Street extension could wait, such critics felt that Council had already resumed properties which might never be needed.

Major themes for this period: Rapid push for industrialization with little heed for environmental costs; harbour development; a bigger, more diverse population; problems of health, education and the provision of urban amenities tackled but not solved.
1970-87

In 1979 the proclamation of Bunbury as the first city outside the Perth metropolitan area was the climax of a decade of development that had been more than merely industrial. It was prelude to another, which would see the acquisition of major cultural, educational and hospitality facilities, thanks to energetic local leadership and a state government regional development plan.

Bunbury had expanded its cultural resources with the opening of a new purpose built Public Library in 1974 and its administrative ones with the modern Council building in October 1978 on the site of the old Post Office. By the time this building was ready to be used in October 1979 such amenities were vital. Bunbury needed ‘a distinct and sufficient civic centre with adequate halls and cultural facilities’ to meet one of the criteria for recognition as a city. One of the proudest aspects of the ceremonies marking this achievement was the opening of Hay Park as the biggest sporting and recreational complex in the southern hemisphere, comprising 130 hectares which had once been the Aerodrome.

It was ironic that Bunbury was celebrating major achievement amid the destruction of an architectural heritage at more mature cities would regard as highly as new civic centres and amenities. The building of the new St Boniface Anglican cathedral meant that the beautiful but small St Paul’s pro cathedral, built in 1866, was seen as dispensable and demolished in 1963. Soon other churches would destroy their own heritage for economic gain from the real estate value of their sites. Outrage in the early 1980s at the demolition of the Congregational church, and the sale of its site to a grocery chain, was a sign of increased public concern, which was focusing on the natural as well as the man-made environment.

In the 1970s, after frustrating delays to the Alwest project at Worsley and the multi-million dollar woodchip industry were finally overcome, completion of the first stage of the inner harbour in April 1976 allowed for much increased exports. Even though the second stage was not completed until 1980, already by 1978 alumina was the major export, justifying the impetus its potential had given to harbour development. Woodchipping finally began at Manjimup in 1975 and the first shipment left Bunbury for Japan in 1976. By 1979 the yearly tonnage was over half a million.

In this same period two controversial episodes highlighted new trends. Very few conservationists indeed would have condoned the bombing of the woodchip berth at the new Bunbury harbour in 1976: but resistance to industrial development was mounting. Equally, few advocates of development would have condoned the
confidence trickery of the mysterious Paraguayan, Dr Oscar, as he gained state and federal finance for an edible oil factory near the shore of the Leschenault Estuary, but controversial associations between business and government would be a feature of the next decade.

As Bunbury came of age as a city, local opinion about environmental and economic priorities was mixed. Lions Club funding in 1979 for Mrs Evelyn Smith, who had voluntarily created a tourist attraction as 'the dolphin lady', was followed four years later by the resignation of the manager of the city's travel information centre because of lack of Council and small business support for tourism. Meanwhile the conservation movement was seen to be threatening jobs through its opposition to local sand mining.

In the 1980s many such conflicts were pushed into the background by the state Labor government's Bunbury 2000 scheme. The plan to make Bunbury an 'alternative capital' may have been a political move in a Greater Bunbury which now had two state electorates. Its substantial implementation by the new South West Development Authority [SWDA] involved major changes that smoothed the friction between environmental and developmental priorities.

Fears of other frictions between SWDA and the city council were probably initially stronger because of the lost leadership of the long-serving mayor, Pat Usher, who died shortly after the Authority was launched in May 1983. Misgivings had been largely overcome by the time of the next state election in 1986, when Bunbury celebrated its 150th anniversary - visibly changed by SWDA initiatives. The city had acquired high rise buildings, the eleven storey office tower in Victoria Street and the luxury Lord Forrest Hotel nearby in Symmons Street. The marshalling yards of the government railways had been shifted to Picton on the fringe of the city to clear a seven hectare site that had been both eyesore and barrier to development between the inner city area and the harbour foreshore, and, the Bunbury Institute of Advanced Education had been opened on the outer ring road next to the existing South-West Technical College.

These changes had not all been easy nor did they represent complete success for their advocates. The office tower project, initiated by the Alan Bond-owned Austmark International, proceeded only with SWDA's insistence that the company also build the Lord Forrest Hotel. In return the government guaranteed the extensive lease of the office building. For years in the future its many empty floors would be a monument to the failure of the decentralization plans of Bunbury 2000, as public servants resisted the attempt to relocate government departments from Perth.
This failure was an irritation rather than a defeat to SWDA's director, former mayor Ern Manea, whose vision of Bunbury was typical of changes that had overtaken many people's attitudes. No longer an advocate of industrial development at all costs, Manea represented adjustment rather than frontal resistance to the accelerating environmental movement. The Lord Forrest was vital to a man now convinced that, of all economic activities in the South-West, only tourism had the capacity for significant expansion. By providing a venue for wining, dining and dancing equal to those in the nation's capital cities, it also enriched the quality of Bunbury's social and cultural life. Similarly the Institute of Advanced Education was a means of keeping Bunbury's youth at home for tertiary studies; training them in some of the skills needed in a more sophisticated small city; and attracting well educated academic and ancillary personnel.

These new priorities made it easier for people to accept the failure to secure various industrial projects, such as the mooted location of an aluminium smelter at Kemerton or a $350 million ammonia and urea fertiliser plant. A month after this project collapsed in July 1986 the Lord Forrest Hotel was welcoming its first guests.

Not all innovations were due to SWDA. The locally-based Golden West TV network, which was claimed to have the most extensive geographical coverage of any private enterprise station in the world had been formed in 1979. Expansion by Coles and Boans and the out of town Forum Shopping Centre. Other innovations, such as the 1985 conversion of St Patrick's Convent into Regional Art Galleries, had already involved considerable local expenditure. However the focus of SWDA's activities shifted to the wider South West region, a trend eventually acknowledged by the Bunbury-focused Manea when he left SWDA and regained the city's mayoralty.

As Bunbury's population grew to 25,000 by the end of the 1980s, it also shared the national trend towards greater awareness and tolerance of cultural difference. The opening of the city's Italian club in 1976 was a multicultural occasion, attended by nearly 600 people from diverse backgrounds, and a triumph for many immigrants who had faced hardship in the 1930s and 1940s. Still much further from acceptance, but growing in numbers and confidence, was the aboriginal community. As the media noted occasional inter-racial tensions in Carey Park and elsewhere, support from white welfare workers and community leaders helped Aboriginal people confront the challenges of the 1970s and 1980s. Even more important was growing Aboriginal pride and self-help, particularly evidenced in the work of the already established Aboriginal Progress Association and a Bunbury branch of the Southern Aboriginal Corporation (SAC), which became the focal point for an attempt to revive the Nyoongah language.
Major themes for this period: City status; the development of a more varied economy thanks to the partial implementation of the 'Bunbury 2000' plan; new emphasis on the environment for reasons of economic growth and enhanced lifestyle.

1988-1994

Bunbury's progress on a broad front in this period has been marked by continuing public works developments, such as the opening of the Australind by-pass in 1988; Koombana Drive and bridge a year later; further expansion to the port in 1992; by commercial growth through the Centrepiece Shopping Centre in 1989; by cultural innovation with the opening of the Entertainment Centre in 1990; and, by enhanced educational prestige with the acquisition of a University campus, following the Tertiary Institute's incorporation into the West Australian College of Advanced Education a year before it became the new Edith Cowan University in 1991.

The huge and popularly acclaimed Harbour City project announced in 1988 was blueprint for still further change. Taking advantage of the removal of the railway yards to integrate Bunbury with its harbour, the proposed redevelopment promised to transform parts of the outer harbour and the foreshore nearest to the central business district into a mixture of residential, leisure and cultural uses. A new form of conservationist debate centred on the grain silos that some saw as a vital part of the city's industrial archaeology but others dismissed as an eyesore out of place in the middle of an aspiring luxury resort. While this debate ended with demolition of the 1967 silos in 1992, other problems remained, as did the 1917 silos. The removal of bulk fuel storage tanks and the massive overall costs of the project had to be addressed. Certainly most of the cost would have to be met by state government; and, equally certainly, the sale of endowment lands, which had helped the local council to finance the Entertainment Centre and other developments, could not continue indefinitely.

Undoubtedly the changes of recent years have helped to soften Bunbury's image as an industrial centre easily bypassed on the way to other holiday centres. Initiatives such as the Bunkury Dolphin Trust, established in 1988 to build on the work of Mrs Smith, and special events, such as 'Aqua Spectacular', first held in 1990 and attended by thousands, produced increases in tourism demonstrable in the high occupancy rate of the Lord Forrest hotel. Already in the late 1980s the loss of the alumina project had not prevented people from living in Bunbury and commuting to Collie. In 1990 an even more important stage had been reached with the removal of part of the SCM (formerly La Porte) titanium dioxide plant from Australind to Kemerton after a quarter of a century of mounting concern about its air, noise and water pollution.
Major theme for this period: While uncertainty inevitably surrounds many aspects of Bunbury's future growth, by the mid-1990s the city has achieved a more mature balance between the competing priorities of industry and lifestyle than at any time in its past.

1995-2001

Steady growth in population from 1995-2001 can be attributed to the improved cultural image of the Bunbury CBD and is due in part to industrial growth in surrounding shires. This has resulted in new residential estates such as Glen Iris, Vittoria Heights, College Grove, Brook Village and Pelican Point.

Streetscape improvements including street furniture, art sculptures, pavement treatments, landscaping and street lighting show a distinctive cultural fabric improvement to the Bunbury Central Business District.

The removal of the former BP storage tanks on Lighthouse Hill enabled the redevelopment of the land into a mixed business/residential precinct known as Marlston Hill. The creation of the Marlston Hill precinct was instrumental in the northern extension of Victoria Street. A ‘cappuccino’ restaurant strip and conversion of the former Captain Bunbury Hotel now The Reef Hotel into a modern hotel and nightclub revitalised this area which enticed tourists and residents back into the central business district. Many other new buildings and entertainment venues have since appeared at the northern end of Victoria Street and surrounding areas.

When the Bunbury Regional Hospital in Blair Street was demolished and the St John of God Hospital in Spencer/Edward/Parkfield Streets was decommissioned, it facilitated another major change for the City. These two major hospitals co-located to a new South West Health Campus site south of Bunbury at the intersection of Robertson Drive and Bussell Highway, linking the new facility to the neighbouring Edith Cowan University and South West College of TAFE.

The former Bunbury Regional Hospital site allowed redevelopment jointly by LandStart and Pindan Developers to incorporate aged care facilities and a nursing home with a new residential concept. The former St John of God hospital now belongs to a private consortium who seek to revitalise the property.

Major Themes for this Period: This period reflects a distinctive period of change in the cultural image of the Bunbury Central Business District which is being revitalised by factors such as the Marlston Hill precinct; improved public open spaces; and new enterprises to the north of the city. The redevelopment of major sites for which land use has altered is also encouraging a new vitality for older suburbs within the city boundaries.
Appendix 2

State Planning Policy 3.5 Historic Heritage Conservation

WESTERN AUSTRALIAN PLANNING COMMISSION

STATE PLANNING POLICY 3.5

HISTORIC HERITAGE CONSERVATION

Prepared under Part 3 of the
Planning and Development Act 2005
by the Western Australian Planning Commission
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20 May 2007

 GOVERNMENT GAZETTE, WA

1 CITATION
This is a State Planning Policy made under part 3 of the Planning and Development Act 2005. This policy may be cited as State Planning Policy 3.5 Historic Heritage Conservation.

2 INTRODUCTION AND BACKGROUND
This policy sets out the principles of sound and responsible planning for the conservation and protection of Western Australia’s historic heritage.

Aboriginal heritage is protected by the Aboriginal Heritage Act 672. This policy does not apply to the conservation of Aboriginal heritage except in cases where Aboriginal heritage places or areas are entered in the State register, a local heritage list or are located within a designated area.

The conservation of natural heritage is protected by other Acts. This policy does not apply to the conservation of natural heritage except in cases where natural heritage forms part of a place of historic cultural heritage significance.

This policy applies principally to historic cultural heritage including heritage areas, buildings and structures, historic cemeteries and gardens, man-made landscapes and historic or archaeological sites with or without built features, such as Cape Le Grand at Dirk Hartog Island. This policy applies to places and areas of significance at both State and local level.

Western Australia has a rich historic heritage that is a significant asset for the State. The protection and management of that heritage is important to our social, environmental and economic prosperity.

Heritage supports urban and rural amenity by providing familiarity and the presence of landmarks, by underpinning our ‘sense of place’, and by enhancing the quality of our built environment generally.

Heritage conservation can aid economic prosperity by contributing to the attractiveness of the living and working environment, and encouraging investment in a locality or region from homeowners, investors and tourists. The avoidance of loss of buildings through demolition and neglect is a waste of economic as well as environmental resources.

As set out in the State Sustainability Strategy, heritage conservation and sustainable economic development should be seen as complementary rather than conflicting objectives. Most heritage places can be put to good economic use for commercial, residential or other purposes. Adaptation of buildings for new uses will often be the key to conservation of heritage places that no longer serve their original function, and will often require imagination and flexibility. Exercising effective controls over land use, density and plot ratios through town planning schemes and other planning controls is an important practical way in which the planning system can contribute to heritage conservation outcomes.

Tensions between those committed to retaining the best from the past, and those committed to building the new or optimising property investments, are common to most modern societies. The planning system provides one of the mechanisms by which these tensions can be resolved.

Effectively conserving, using and managing State and local heritage assets, therefore, requires a balanced, integrated and imaginative approach which properly takes into account the views of landowners, the community, and State and local governments. The Historic Heritage Conservation policy promotes and facilitates such an approach.

3 APPLICATION OF POLICY
The policy applies throughout Western Australia.

4 OBJECTIVES
The objectives of this policy are—
- To conserve places and areas of historic heritage significance.
- To ensure that development does not adversely affect the significance of heritage places and areas.
- To ensure that heritage significance at both the State and local levels is given due weight in planning decision-making.
- To provide improved certainty to landowners and the community about the planning processes for heritage identification, conservation and protection.

5 THE STATUTORY FRAMEWORK
The identification, conservation and protection of places and areas of State heritage significance are provided for in the Heritage of Western Australia Act 1990. The Act provides for the compilation of the state heritage register by the Heritage Council and Heritage Minister.

Any development to a state-registered place requires approval from the responsible planning authority, usually the Western Australian Planning Commission (WAPC) or a local government, on the advice of the Heritage Council.

The identification of places and areas of local heritage significance is provided for in the Heritage of Western Australia Act 1990, which requires all local governments to identify heritage places in local government inventories (formerly ‘municipal inventories’).
The conservation and protection of places and areas of local heritage significance is provided for in the Planning and Development Act 2005, which enables local governments to protect heritage places and objects in local planning schemes.

Model provisions for local heritage are set out in the Model Scheme Text contained in the Town Planning Amendment Regulations 1998. All new schemes or amendments prepared since gazettal of the Model Scheme Text are required to conform to the model provisions, including those for heritage. Schemes that predate the Model Scheme Text may contain heritage provisions that vary from the standard model.

The Model Scheme Text provides that the normal permitted development rights do not apply in respect of a place entered in a heritage list, or located in a heritage area. This means that planning approval is required for the demolition of, or in specific circumstances, internal alteration to, a place entered in a heritage list or in the state register. Planning approval is also required for the demolition of any building, or the erection or extension of a single house within a heritage area.

Additional information may be required by a local government to accompany applications that relate to a place entered in a heritage list or located within a heritage area.

The additional information may include street elevations, details of building materials and other finishes, and details of adjacent buildings. The effect of a proposal on a heritage place or heritage area becomes a relevant matter to be considered by a local government in considering an application for planning approval.

6 POLICY MEASURES

6.1 Identification and assessment

The Heritage Council is responsible for the identification, assessment and registration of places of State significance.

Local governments should identify places of local significance through the compilation and review of local government inventories, in accordance with assessment criteria and other relevant guidelines published by the Heritage Council. The local government inventory is a survey that may be used to identify places for inclusion in heritage areas and a heritage list under the local planning scheme. The inventory does not have statutory force and effect in terms of planning controls.

6.2 Designation of heritage areas

Heritage areas are designated under local town planning schemes.

A heritage area should always be designated on the basis of a clear statement of significance, and the clear identification of the significant physical fabric in the area. This information may be provided within a local government inventory or in other supported assessment documentation.

In designating a heritage area, the local government is required to adopt a local planning policy that sets out the objectives and guidelines for conserving the significant heritage fabric of the area.

6.3 The difference between heritage areas and urban character areas

It is important to distinguish between "historic heritage significance" and "urban or neighbourhood character". Not all areas of urban or neighbourhood character have a level of historic heritage significance which warrants protection.

Urban character is essentially identified by built form and age, topography, open space, streetscape, land use and activity, and all areas exhibit some form of urban character. However planning controls in urban character areas do not necessarily require restrictions on demolition or building design.

6.4 Establishment of heritage lists

A heritage list established pursuant to a local planning scheme should be compiled having regard to the places identified in the inventory. A local government may elect to include all of these places in its heritage list, or may include a smaller sub-set of places.

The standard procedures for the compilation of a heritage list are set out in the Model Scheme Text.

The inclusion or exclusion of places from a heritage list should be based on their degree of historic heritage significance, supported by the findings in the inventory, irrespective of whether they are privately or publicly owned.

6.5 Relevant considerations for development assessment

The Model Scheme Text provisions require local governments in considering applications for planning approval to have regard, amongst other things, to—

- The conservation and protection of any place or area that is entered in the register of heritage places under the Heritage Act or is the subject of a conservation order under the Act, or which is included in the heritage list under clause 7.1 of the scheme, or which is designated as a heritage area under clause 7.2 of the scheme.
- Whether the proposed development will adversely affect the significance of any heritage place or area, including any adverse effect resulting from the location, bulk, form or appearance of the proposed development.
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In addition to these broad considerations, local governments should also have regard to the following specific matters.

Alterations, extensions, change of use or demolition affecting a heritage place (including a place within a heritage area)

- The level of heritage significance of the place, based on a relevant heritage assessment.
- Measures proposed to conserve the heritage significance of the place and its setting.
- The structural condition of the place, and whether the place is reasonably capable of conservation.
- Whether the place is capable of adaptation to a new use which will enable its retention and conservation.

Development within a heritage area

- Whether the proposed development responds sympathetically to the heritage values of the area as a whole and that part of the heritage area in the vicinity of the proposed development.
- Whether the siting, scale, style and form, materials and finishes of the proposed development respond sympathetically to the heritage values of the area.
- The local planning policy for the heritage area including any places designated of heritage significance and the objectives and guidelines for conservation and enhancement of the heritage area.

6.6 Development control principles

The following development control principles should be applied in considering planning applications in relation to a place entered in a heritage list, a place or area entered in the state register, or a heritage area designated pursuant to a local planning scheme.

The weight given to heritage as a consideration will vary, depending on the degree of significance of a place or area, and relevant economic, social or environmental factors that may apply.

Alterations, extensions or change of use affecting a heritage place

- Development should conserve and protect the cultural significance of a heritage place based on respect for the existing building or structure, and should involve the least possible change to the significant fabric.
- Alterations and additions to a heritage place should not detract from its significance and should be compatible with the siting, scale, architectural style and form, materials and external finish of the place. Compatibility requires additions or alterations to sit well with the original fabric rather than simply copying or mimicking it.
- In some cases, the conservation and protection of a heritage place may require a change of use to ensure a reasonable beneficial use or return. Sympathetic adaptation and change of use should be supported in such cases.
- Development should be in accordance with any local planning policies relating to heritage.

Demolition of a heritage place (including a place within a heritage area)

- Demolition of a State heritage place is rarely appropriate and should require the strongest justification. Demolition of a local heritage place should be avoided wherever possible, although there will be circumstances where demolition is justified. The onus rests with the applicant to provide a clear justification for it.
- Demolition approval should not be expected simply because redevelopment is a more attractive economic proposition, or because a building has been neglected. Consideration of a demolition proposal should be based upon the significance of the building or place: the feasibility of restoring or adapting it, or incorporating it into new development; the extent to which the community would benefit from the proposed redevelopment; and any local planning policies relating to the demolition of heritage places.

Development within a heritage area

- Development within a heritage area should respect and complement the heritage significance of the area as identified in the local planning policy. A respectful design approach gives special consideration to the siting, scale, architectural style and form, materials and finishes of the proposed development in relation to its neighbours.
- Alterations and additions to existing buildings should be designed and sited in a manner that respects and complements the heritage significance of the area.
- A general presumption should apply in favour of retaining buildings that make a positive contribution to the significance of the area.
- Approval for demolition, if granted, may be accompanied by a requirement for an acceptable redevelopment proposal to avoid gap sites. If redevelopment is unlikely to be delayed, consideration should be given to the interim use of the land including a temporary structure.
requirement for sympathetic treatment such as facade retention, landscaping or boundary treatment.

- Any new buildings erected in heritage areas should be designed and sited in a way that respects and complements the heritage significance of the area. New construction that is imaginative, well designed and harmonious should not be discouraged.

6.7 Planning schemes and strategies

The WAPC and local governments should have regard to heritage places and areas in formulating planning schemes and strategies. Care should be taken to minimise the extent to which land use zoning and other planning controls conflict with, or undermine, heritage conservation objectives.

Effective heritage protection requires an integrated approach involving not only regulation, but also promotion and incentives.

The Model Scheme Text provides for flexibility in the application of planning controls to realise positive heritage outcomes while also helping meet the expectations and aspirations of property owners. Incentives may include the relaxation of planning requirements in relation to land use, density, plot ratio, car parking or other works.

7 IMPLEMENTATION

This policy deals with those aspects of heritage that interact most directly with the planning system. The policy advocates a positive approach, and emphasises the importance of reconciling heritage protection with property owners' expectations and the demand for new development opportunities.

The State Government has a role in support of this policy through—

- establishment of the State heritage register
- giving advice, support and information to local government in relation to heritage surveys, planning schemes and other conservation matters
- issued heritage management of public buildings by State government agencies
- ensuring that due regard is given to heritage significance in development assessment, planning schemes and planning strategies.

Local government has a role in support of the policy through—

- ensuring that heritage provisions in local planning schemes are consistent with the Model Scheme Text
- ensuring that heritage places and areas are carefully identified consistent with the common standards provided by the Heritage Council
- ensuring that due regard is given to heritage significance in development assessment, planning schemes and planning strategies
- adopting local planning policies affecting places entered in heritage lists.
Part 7 of Town Planning Scheme No. 7

7.1 Heritage List

7.1.1 The local government is to establish and maintain a Heritage List to identify those places within the Scheme Area which are of cultural heritage significance and worthy of conservation under the provisions of the Scheme, together with a description of each place and the reasons for its entry.

7.1.2 In the preparation of the Heritage List the local government is to –

(a) have regard to the Municipal Inventory prepared by the local government under section 45 of the Heritage of Western Australia Act 1990; and

(b) include on the Heritage List such of the entries on the Municipal Inventory as it considers to be appropriate.

7.1.3 In considering a proposal to include a place on the Heritage List, the local government is to –

(a) notify in writing the owner and occupier of the place and provide them with a copy of the description proposed to be used under clause 7.1.1 and the reasons for the proposed entry;

(b) invite submissions on the proposal from the owner and occupier of the place within 21 days of the day the notice is served;

(c) carry out such other consultations as it thinks fit; and

(d) consider any submissions made and resolve to enter the place on the Heritage List with or without modification or reject the proposal after consideration of the submissions.

7.1.4 Where a place is included on the Heritage List, the local government is to give notice of the inclusion to the Commission, the Heritage Council of Western Australia and to the owner and occupier of the place.

7.1.5 The local government is to keep a copy of the Heritage List with the Scheme documents for public inspection.

7.1.6 The local government may remove or modify the entry of
a place on the Heritage List by following the procedures set out in clause 7.1.3.

7.2 **Designation of a Heritage Area**

7.2.1 If, in the opinion of the local government, special planning control is needed to conserve and enhance the cultural heritage significance and character of an area, the local government may, by resolution, designate that area as a Heritage Area.

7.2.2 The local government is to –

(a) adopt for each Heritage Area a Local Planning Policy which is to comprise -

(i) a map showing the boundaries of the Heritage Area;

(ii) a record of places of heritage significance; and

(iii) objectives and guidelines for the conservation of the Heritage Area;

and

(b) keep a copy of the Local Planning Policy for any designated Heritage Area with the Scheme documents for public inspection.

7.2.3 If a local government proposes to designate an area as a heritage area, the local government is to -

(a) notify in writing each owner of land affected by the proposed designation and provide the owner with a copy of the proposed Local Planning Policy for the Heritage Area;

(b) advertise the proposal by –

(i) publishing a notice of the proposed designation once a week for two consecutive weeks in a newspaper circulating in the Scheme Area;

(ii) erecting a sign giving notice of the proposed designation in a prominent location in the area that would be affected by the designation; and

(iii) such other methods as the local government considers appropriate to ensure widespread notice of the proposal;
and

(c) carry out such other consultation as the local government considers appropriate.

7.2.4 Notice of a proposal under clause 7.2.3(b) is to specify –

(a) the area subject of the proposed designation;

(b) where the proposed Local planning Policy which will apply to the proposed heritage area may be inspected; and

(c) in what form and in what period (being not less than 21 days from the day the notice is published or the sign is erected, as the case requires) submissions may be made.

7.2.5 After the expiry of the period within which submissions may be made, the local government is to –

(a) review the proposed designation in the light of any submissions made; and

(b) resolve to adopt the designation with or without modification, or not to proceed with the designation.

7.2.6 If the local government resolves to adopt the designation, the local government is to forward a copy of the designation to the Heritage Council of Western Australia, the Commission and each owner of land affected by the designation.

7.2.7 The local government may modify or revoke a designation of a heritage area.

7.2.8 Clauses 7.2.3 to 7.2.6 apply, with any necessary changes, to the amendment of a designation of a heritage area.

7.3 Heritage Agreements

7.3.1 The local government may, in accordance with the Heritage of Western Australia Act 1990, enter into a heritage agreement with an owner or occupier of land or a building for the purpose of binding the land or affecting the use of the land or building insofar as the interest of that owner or occupier permits.

Note:
1. A heritage agreement may include a covenant intended to run with the land relating to the development or use of the land or any part of the land.

2. Detailed provisions relating to heritage agreements are set out in the Heritage of Western Australia Act 1990.

7.4 Heritage Assessment

7.4.1 Despite any existing assessment on record, the local government may require a heritage assessment to be conducted.
carried out, at the expense of the applicant, prior to the approval of any development proposed in a Heritage Area or in respect of a heritage place included on the Heritage List.

7.5 Variations to Scheme Provisions for a Heritage Place and Heritage Area

7.5.1 Where desirable to -

(a) facilitate the conservation of a heritage place entered in the Register of Places under the Heritage of Western Australia Act 1990 or listed in the Heritage List under clause 7.1.1; or

(b) enhance or preserve heritage values in a heritage area designated under clause 7.2.1,

the local government may vary any site or development requirement specified in the Scheme or the Residential Planning Codes, by following the procedures set out in clause 5.5.2.
City of Bunbury Heritage Committee

Terms of Reference

1. To identify and examine requirements for Heritage Precincts throughout the City of Bunbury;

2. To consider matters referred to the Committee by officers of Council which would assist the decision-making process of Council;

3. To develop policies for inclusion in the current Town Planning Scheme and be a reference point (where needed) for various planning matters; and

4. To undertake a self-review to determine effectiveness at annual intervals.