

Draft

Medium Density Study

– POST EXHIBITION REPORT –



We're with you

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1. INTRODUCTION

1.1 Overview

Following the approval of grant funding from the NSW Department of Planning – Project Delivery Unit, Council commenced a review of the existing Medium Density Residential Development Controls in June 2022. The review aligns with Council's transition to a better place-based planning framework and additionally responds to priority actions identified within the adopted Wingecarribee Local Strategic Planning Statement (LSPS) and Local Housing Strategy (LHS), specifically –

LSPS:

- Planning Priority 4.1 (xi) - Introduce new development controls that ensure medium density development is in keeping with the desired future character of our towns and villages. (H).

LHS:

- Planning Priority 1 – Promote infill development and increased densities in appropriate locations and facilitate a greater mix of housing types to ensure our housing stock is reflective of the needs of our community.

Studio GL, who are a specialised urban design consultancy, were engaged to undertake this review. The Draft Medium Density Study (Draft Study) was developed in consultation with the community and industry, and the valuable feedback received from the various engagement opportunities directly informed the development of the Draft Study.

The Draft Study was placed on public exhibition for a period of four (4) weeks from 01 March to 31 March 2023. During this time, further targeted consultation occurred with the community and industry through a panel discussion session and formal written submissions. This report provides a comprehensive overview of outcomes from the exhibition period.

1.2 About the Draft Medium Density Study

The housing stock currently available in the Wingecarribee Shire is often characterised by relatively large lot sizes compared to neighbouring Local Government Areas to the north, east and south. However, there is an apparent disconnect between the long-term housing needs for the Shire and the available housing stock. This is primarily due to the shift in our demographics, namely our aging population, changing household structures, shrinking household sizes and increase in lone person households. The Wingecarribee Local Housing Strategy (LHS), therefore, proposes a pathway to meet the growing demand for a greater mix of housing products by setting a target of a 50/50 split of infill and greenfield residential development.



The Draft Medium Density Study (Draft Study) responds to Planning Priority 1 of the LHS, which seeks to promote infill development and facilitate a greater mix of housing types that are reflective of the needs of the community. To achieve this, the Draft Study reviewed the existing medium density development controls that apply to land zoned R3 Medium Density, being land situated in Mittagong, Bowral, Moss Vale and Bundanoon and proposes a suite of new development controls which will inform a new Medium Density DCP chapter.



The Draft Study was supported by spatial analysis and informed by feedback received from Council staff, the community and industry representatives. The proposed medium density development controls in the Draft Study therefore expand upon existing controls and additionally recommend the inclusion of new controls, such as controls relating to site amalgamation, street presentation, landscaped open space, materials and colours and setbacks. The objective of proposing a new set of development controls that apply to R3 Medium Density zoned land, is to ensure that when medium density development occurs, it respects local character, supports good design outcomes and is in keeping with the community's expectations.

2. PUBLIC EXHIBITION

The Draft Medium Density Study was placed on public exhibition for a period of four (4) weeks from 01 March to 31 March 2023. During the exhibition period, the Draft Study was available to be viewed via the 'Document Library' on Your Say Wingecarribee and a hard copy was available at Customer Service at Council's Civic Centre, Moss Vale. In addition, a community and industry consultation session was organised and a number of formal submissions were received during this time. Community and industry representatives were additionally encouraged to provide their feedback online via the submission entry form which was available on the Your Say Wingecarribee project page. All feedback received during the public exhibition period has directly informed the post-exhibition review of the Draft Study and a summary of the outcomes of the consultation that occurred is detailed below.

2.1 Community and Industry Consultation

A community and industry engagement session was held on Thursday 16th March 2023 between 5:00pm to 6:30pm in the Theatre, Civic Centre, Moss Vale. During the session a series of questions were directed to the three (3) panel members, which included Adan Davis – WSC Director Communities and Place, Diana Griffiths – Director Studio GL and Jennifer Macquarie – Director Fountaindale Group. In addition, participants were encouraged to ask the panel members their own individual questions and the discussion that occurred was centred around how to achieve “good” design outcomes and how the exhibited controls in the Draft Study will support greater housing diversity to meet the changing needs of the Shire.



Approximately thirty-six participants attended the engagement session and an overview of the topics discussed include, but were not limited to:

- Relationship between Draft Study and the Local Housing Strategy
- Responding to changing demographics and understanding the Shire’s response to the population forecast.
- What is medium density and why is it important?
- What is meant by good design and how the development presents to the street?
- What other design considerations influence the delivery of successful medium density (e.g. function, privacy, amenity, landscaping, etc).
- Proposed landscape requirements and how these will promote quality open space.
- Other infrastructure planning that has been identified to support our towns and villages.
- How will the proposed controls in the Draft Study encourage smaller housing products?
- Feasibility and market appetite for developing smaller housing products.

2.2 Written Submissions

Five (5) written submissions were received during the public exhibition period from a number of community groups and residents. A summary of the written submissions has been provided below.

Name	Submission Summary	Staff Response
Friends of Bowral	<p>The submission raises a series of concerns, including:</p> <ul style="list-style-type: none"> • The threat that medium density development poses to the preservation of character and the need for character statements to be prepared in order to not compromise the identity of the towns. • The Draft Study does not consider the New Living Areas, business centres or seniors housing. 	<p>Noted.</p> <ul style="list-style-type: none"> • The purpose of the recommended controls is to ensure that when future medium density development occurs that it respects local character, supports good design outcomes and is in keeping with the community's expectations. • The project brief required the review of existing R3 Medium Density zoned land, therefore the Draft Study does not take into

	<ul style="list-style-type: none"> • Questions the rationale for more intense development in the Shire's R3 zones, other than to assist the Government to meet housing targets. • The effects of the proposed R3 changes on other planning instruments. • The impact of increasing Floor Space Ratios in particular areas and negative consequences this will have on amenity, visual appearance, density, liveability, heritage values and the balance of residential and commercial needs. • Limited community consultation, with only two community consultation sessions being conducted. • The final draft Planning Proposal should be re-exhibited before progressing to a Gateway Determination. 	<p>consideration Employment Zones or the six new living areas identified in the Local Housing Strategy. In regards to seniors housing, such development is permitted with consent in R3 Medium Density zones and development controls are available the existing DCPs. In addition, it is important to note that seniors housing can also be achieved through a separate planning mechanism called the Housing State Environmental Planning Policy (SEPP), which overrides local development control plans and therefore has not been included as part of this project.</p> <ul style="list-style-type: none"> • The exhibited Draft Study recommended the increase of the FSR of land zoned R3 Medium Density north of the Mittagong Rivulet from 0.5:1 to 0.6:1. Post public exhibition, this recommendation has been changed and the existing FSR of 0.5:1 has been proposed to be retained to limit the impact of views to Mount Gibraltar. • More information regarding the public exhibition of the Draft Study is available in section two (2) of this Post-Exhibition Report. • The adopted recommendation from the 15 February 2023 Ordinary Meeting of Council, states that the Planning Proposal reflect recommendations from the Study and progress to a Gateway Determination. However, as the Draft Study has not yet been adopted by Council and its intent is to inform
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		<p>a new Medium Density DCP chapter, it is proposed that the Planning Proposal form part of the next body of strategic work and be presented to Council at a later date.</p>
<p>Bundanoon Community Association</p>	<p>The submission expresses that the Draft Study provides a strong guidance for appropriate medium density development and identify that they are generally supportive of a number of elements, including:</p> <ul style="list-style-type: none"> • The expression of the character of Bundanoon. • Deep Soil Controls • Active Transport Facilities • Electric Vehicle Charging Capacity <p>A number of concerns with the Draft Medium Density Study have been referenced through the submission and include:</p> <ul style="list-style-type: none"> • There are important community facilities adjacent to and within the study area that have been missed. • Bundanoon is not shown in the General Recommendations section of the Draft Study. • The overall compatibility of medium density with the current village character. • Questions the retainment of the existing FSR in Bundanoon. • Proposes that when amalgamation occurs that a masterplan be prepared. • Concerned regarding the potential future use of two identified lots, being Quest for Life 	<p>Noted.</p> <ul style="list-style-type: none"> • The Local Character section of the Draft Study has been updated to reference the community facilities available in Bundanoon. • Bundanoon is not featured in the General Recommendations section of the Draft Study as there are no proposed changes to the existing FSR or building heights. • The FSR controls for Bundanoon are considered appropriate given the context, size and available amenities of the centre. • The identification of the Quest for Life and 7-11 Burgess Street lots being as 'unconstrained lot' was determined through the application of an assessment matrix that took into consideration lot width, heritage, conservation areas, strata, flooding and slope. Existing community facilities will remain and Council is not proposing any development at this point in time. Despite these properties being identified as unconstrained lots with potential medium density opportunity, they are subject to further investigation and community engagement.

	Foundation and 7-11 Burgess Street, as both properties were identified as unconstrained lots.	
J. Davenport	Queries why the Draft Study is restricted to Mittagong, Bowral, Moss Vale and Bundanoon and why there has been no medium density housing proposed for Burradoo.	Noted. The objective of the Draft Study was not to consider the identification of new areas for medium density development to occur in the Shire. The scope was therefore focused on the review of the existing development controls that apply to existing R3 Medium Density zoned land in Mittagong, Bowral, Moss Vale and Bundanoon.
J. Human	Expresses disappointment at the rate of medium density housing developments occurring in Bowral currently and raises concerns regarding the loss of local character. Further identifies that when development occurs that there should be a requirement for upgrades to occur to infrastructure.	<p>Noted. The overall objective of the Draft Study was to review the existing controls that apply to areas currently zoned R3 Medium Density.</p> <p>Further, the purpose of the recommended controls is to ensure that when future medium density development occurs that it respects local character, supports good design outcomes and is in keeping with the community's expectations.</p> <p>There are several key infrastructure upgrades currently underway or scheduled to commence, that will contribute to the delivery of priority actions, such as the upgrade to the capacity of the three sewerage treatment plants (STP) and the review of development contributions, which has been identified in the strategic works program.</p>
N. Corbett	The submission expresses a number of general concerns in regards to medium density development in the Shire, including:	<p>Noted.</p> <ul style="list-style-type: none"> The Draft Study responds to Planning Priority One (1) of the Local Housing Strategy which seeks to <i>'Promote infill development and</i>

	<ul style="list-style-type: none"> • The threat to protected cultural heritage values. • Depriving future generations of experiencing places of great cultural significance. • Capacity of existing infrastructure. • Preserving not demolishing existing house stock as this poses greater environmental implications. • Affordable housing is unattainable. • Loss of local habitat. <p>The submission further presents specific feedback in response to the proposed controls in the Draft Medium Density Study, including:</p> <ul style="list-style-type: none"> • The location of R3 zoned areas are outdated and need review. Medium density should only be planned for green field sites. • The Bowral, Moss Vale and Mittagong conservation areas should be extended. • Vigorously opposes the increase in building height in Bowral's Zone B, due to visual impact and overshadowing concerns. • The character of Bowral is lost when footpaths are constructed, street trees are removed, and narrow streets are widened. • Proposes that the minimum side setback for medium density developments should be 5 metres. • The reduction of open space from 50% to 40% diminishes the planning outcomes of Bowral. 	<p><i>increased densities in appropriate locations and facilitate a greater mix of housing types to ensure our housing stock is reflective of the needs of our community.'</i> The purpose of the Draft Study is, therefore, to ensure that when medium density development occurs that it respects local character, supports good design outcomes and is in keeping with the community's expectations.</p> <ul style="list-style-type: none"> • There are several key infrastructure upgrades underway or scheduled to commence that will contribute to the delivery of priority actions, such as the upgrade to the capacity of the three sewerage treatment plants (STP) and the review of development contributions, which has been identified in the strategic works program. • The exhibited Draft Study recommended the increase of the FSR of land zoned R3 Medium Density north of the Mittagong Rivulet from 0.5:1 to 0.6:1. Post public exhibition, this recommendation has been changed and the existing FSR of 0.5:1 has been proposed to be retained to limit the impact of views to Mount Gibraltar. • The existing minimum side setbacks were deemed appropriate, however where upper storeys are permissible, a 45-degree angled plane is recommended in order to minimise bulk and scale. Diagram available on page 60 of the Draft Study.
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	<ul style="list-style-type: none"> • Recommends external exhaust systems not be permitted. • Expresses the importance of ensuring pedestrian access. • The bulk and scale of low-rise apartments need to be taken into consideration. 	<ul style="list-style-type: none"> • The Draft Study proposes that the minimum percentage of open space required to be reduced to 40% of any site developed for multi dwelling housing and recommends an additional control that defines minimum dimensions (1.5m). This is to ensure that open spaces are larger and not just the 'left over' spaces. • A number of draft controls have been proposed as a means to ensure pedestrian access, such as the promotion of active transport and the requirement for all ground floor dwellings facing the street to have individual pedestrian entries to the street. • The Draft Study recommends new controls that address character, bulk, scale and site setbacks. However, in response to low-rise apartments, this is achieved via the Housing State Environmental Planning Policy (SEPP) and the Apartment Design Guide (ADG). The design outcomes relating to bulk and scale of low-rise apartments are therefore influenced by the criteria referenced within the two State planning policies.
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2.3 Your Say Wingecarribee Submission Entry

Six (6) submissions were received online via the submission entry form which was available on the Your Say Wingecarribee project page during the public exhibition period. A summary of the online submissions has been provided below.

Name	Submission Summary	Staff Response
A. Poppelwell	Queries the reason as to why the brief was confined to the three main town centres and Bundanoon.	Noted. The scope of the project was focused on the review of development controls that applied to existing R3 Medium Density zoned land in the Shire and was therefore restricted Mittagong, Bowral, Moss Vale and Bundanoon, which have existing R3 Medium Density zoned land.
B. Townsing	Supports the recommendation on page 48 to reduce the FSR in the Shepherd Street, Bowral medium density area from 0.5:1 to 0.4:1, due to the proximity of this area to the Bowral heritage conservation area (HCA). Further proposes that all the Shepherd Street medium density area should be captured in the Bowral HCA.	Noted. The extension of Bowral's Heritage Conservation Areas (HCA) did not form part of the scope of the project.
C. Pearce	<p>Raises concern for the over development of residential areas in the Shire and wants to avoid the outcomes of metro Sydney. In particular, the submission recognises the concern of medium density resulting in parking congestion, overcrowding, noise pollution, loss of privacy, visual impacts and overshadowing.</p> <p>Further emphasises the importance of maintaining the existing character of the Southern Highlands. Suggests that this can be achieved by enforcing controls in the Development Control Plans (DCP) that ensure that when development occurs that it reflects the style and character of neighbouring</p>	<p>Noted. The scope of the project was to review the Medium Density Controls that apply to existing Medium Density (R3) zoned land, being land situated in Mittagong, Bowral, Moss Vale and Bundanoon.</p> <p>The purpose of the review is therefore to support a greater diversity of housing types and ensure that when future medium density development occurs that it respects local character, supports good design outcomes and is in keeping with the community's expectations. To achieve this, the Draft Study proposes a series of controls that relate to design, street presentation, materials and colours and landscaping.</p>

	<p>houses, are recycled brick and weatherboard, have front verandas, gardens of exotic plants rather than natives, post and rail and picket fences, deciduous trees and front hedges.</p>	
<p>S. Blacker</p>	<p>Identifies a number of concerns, including:</p> <ul style="list-style-type: none"> • Existing character of the Shire as a regional, bushland and heritage centre. • The requirement of areas for soft landscaping should be a minimum of 50% to ensure the bushland and garden setting and to provide sufficient screen. • Maximum building height to not exceed two storeys to maintain local character but this does not include basement parking or attic space. • Building height to be limited where views occur (e.g. Mount Gibraltar). • Setbacks should be sufficient to allow landscape screening. • Native plantings encouraged with maintenance regularly scheduled. • No demolition of older houses or buildings, even if it is not a heritage item or falls outside of a heritage conservation area. 	<p>Noted.</p> <ul style="list-style-type: none"> • The Draft Study proposes that the minimum percentage of open space required to be reduced to 40% of any site developed for multi dwelling housing and also recommends an additional control that defines minimum dimensions (1.5m). This is to ensure that open spaces are larger and not just the 'left over' spaces. In addition to this, it is recommended that 50% of the required open space / landscaped area allow for deep soil landscaping to support mature trees. • The Draft Study identifies the three (3) maximum building height sub-zones that apply to R3 Medium Density zoned land in Mittagong, Moss Vale, Bowral and Bundanoon, being sub-zones A (6 metres), B (9 metres) and C (11 metres). It is recommended that development must confirm to the respective sub-zone. Additional controls have been proposed that suggest that any additional storey in sub-zones A and B must be set within the roofline and conform with maximum building envelopes.

		<ul style="list-style-type: none"> The exhibited Draft Study recommended the increase of the FSR of land zoned R3 Medium Density north of the Mittagong Rivulet from 0.5:1 to 0.6:1. Post public exhibition, this recommendation has been changed and the existing FSR of 0.5:1 has been proposed to be retained to limit the impact of views to Mount Gibraltar.
T. O'Meara	<p>Recognises that the focus on amalgamation is a good start, however, recommends that minimum lot width and site size for medium density developments need to be increased not relaxed or bonuses proposed. Identifies that the diagram on page 55 of the Draft Study is a poor example of how medium density should occur, as they do not retain existing vegetation, present poor layouts, lack of landscaping along the driveway and do not promote a sense of place.</p> <p>Other concerns and suggestions include:</p> <ul style="list-style-type: none"> Battle axe developments should be discouraged. Site amalgamation should increase street frontage to over 50m. 45-degree planning controls for setbacks will create a monotonous built form. Ensure privacy and limit overlooking. Communal open space cannot be located next to a dwelling, as shown on Page 72. Mock heritage discouraged and a variety of architectural styles desirable. 	<p>Noted.</p> <ul style="list-style-type: none"> The Draft Study identifies that where appropriate for site amalgamation to occur that there is an opportunity to reduce the number of driveways and increase the potential area for landscaping and pedestrian pathways. The purpose of the recommended 45-degree angled plane is to reduce the bulk and scale of new development. The Draft Study proposes a number of controls that look to strengthen privacy, such as identifying new qualitative controls to increase setbacks between neighbours and living spaces. The purpose of the Draft Study is to encourage good design outcomes that align with the expectations of the community. For example, a control has been recommended to be added which promotes the use of high quality and durable materials that are suitable for the local climatic conditions.

	<ul style="list-style-type: none"> Promote high quality design and bonuses should be available to encourage high quality design, amenity, community spaces and sustainability. 	
R. & T. Morrow	Expresses disappointment in the lack of inclusion of other villages for medium density residential zones, particularly Yerrinbool. Seeking Council to include Yerrinbool in the process.	Noted. The objective of the Draft Study was not to consider the identification of new areas for medium density development to occur in the Shire. The scope was focused on the review of development controls that apply to existing R3 Medium Density zoned land, being land in Mittagong, Bowral, Moss Vale and Bundanoon.