

# Bowral Township Precinct Plan

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**BOWRAL (including BURRADOO)** is identified in the Sydney Canberra Corridor Regional Strategy (Regional Strategy) as a Major Regional Centre, noting that “although Bowral, Mittagong and Moss Vale together function largely as one urban centre for the northern part of the Region, Bowral remains the major centre providing higher order retail and commercial services. This important role for Bowral should be reinforced by consolidating regional scale retail and commercial development and services in Bowral. Mittagong will continue to have an important role as a local retail and service centre with Moss Vale maintaining its administrative and rural service centre role. All three centres should play a complementary role.

## Community Profile

The 2011 census records a population for Bowral, including Burradoo of 12,830 residents, comprising 6,073 males and 6,757 females. The median age was 50.8 years.

Of the 12,830 residents only 4,147 were at the same address five years previously and only 906 of those were elsewhere in Wingecarribee Shire. Just over 1,800 were elsewhere in NSW excluding Wingecarribee. The highest interstate representation was Queensland where some 105 residents were located five years previously.

There were 1,655 businesses, but only 245 employ 5 or more staff. In order of prominence, the following industries are represented in the workforce resident in Bowral and Burradoo – construction, manufacturing, retail trade, professional, scientific & technical services, accommodation & food services and education & training.

## Land Use Profile

The Bowral urban area is contained within the red boundary shown on Map 1 following. The colours represent the various zonings across the town at the time of printing. A legend follows the map.

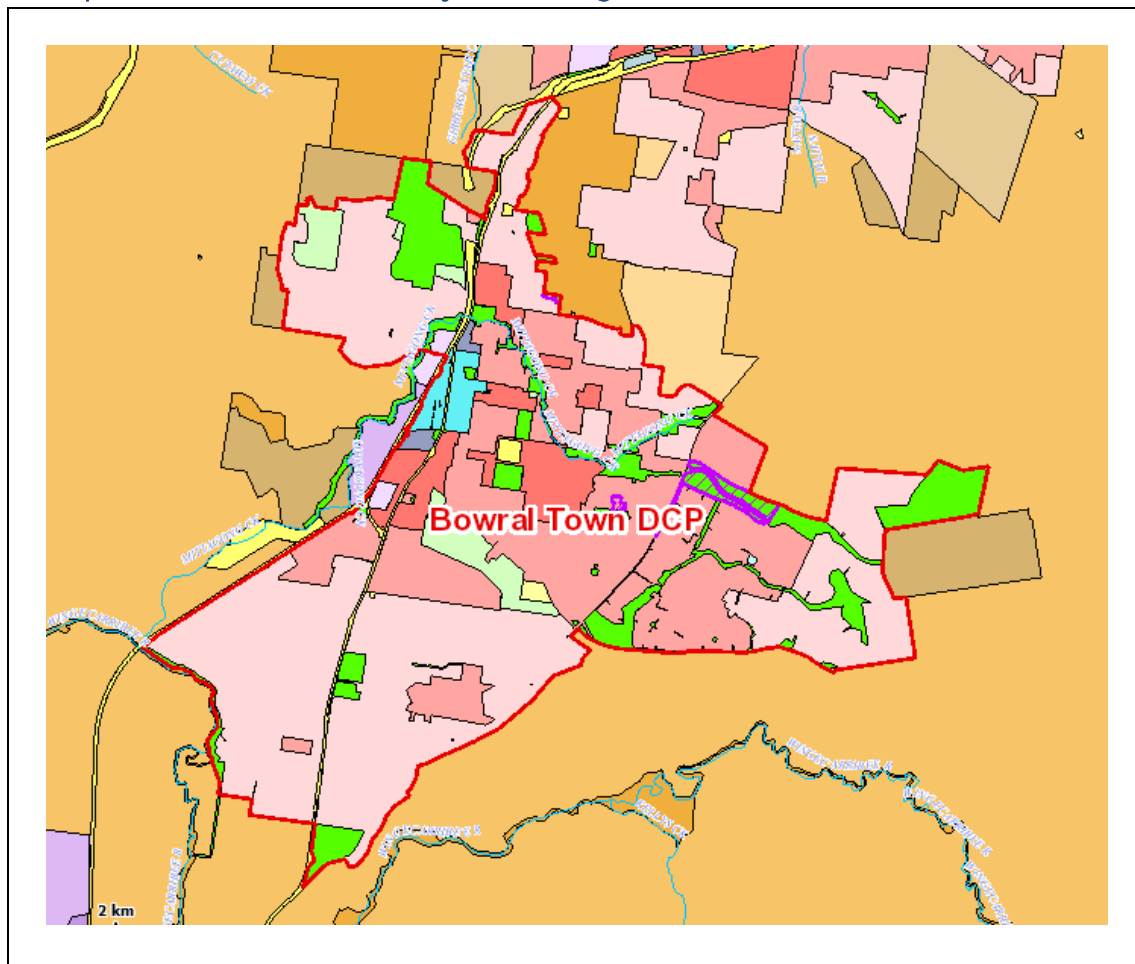
The most dominant zone is R5 Large Lot Residential comprising almost 47% of the township, most of it located within Burradoo. The R2 Low Density residential zone comprises 28%. The R3 Medium Density zone comprises some 5.5%. Public open space comprises some 12%.

The central Bowral area east of Bendooley Street is identified as the Bowral Conservation Area as indicated on Map 2 following.



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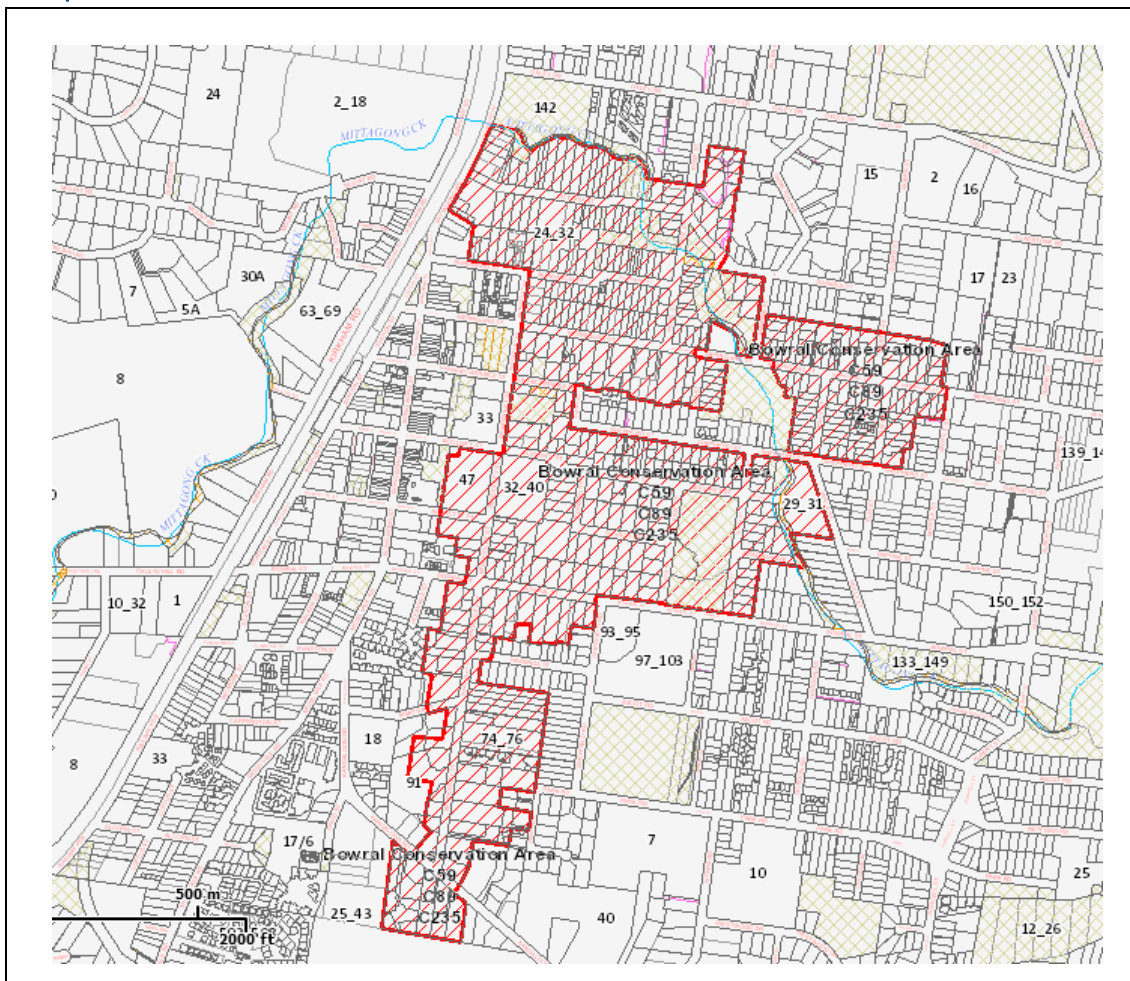
Map 1 – Bowral Town Boundary and Zoning



B1 Neighbourhood Centre	R2 Low Density Residential
B2 Local Centre	R3 Medium Density Residential
B4 Mixed Use	R5 Large Lot Residential
B5 Business Development	RE1 Public Recreation
B7 Business Park	RE2 Private Recreation
E1 National Parks and Nature Reserves	RU1 Primary Production
E2 Environmental Conservation	RU2 Rural Landscape
E3 Environmental Management	RU3 Forestry
E4 Environmental Living	RU4 Primary Production Small Lots
IN1 General Industrial	SP1 Special Activities
IN2 Light Industrial	SP2 Infrastructure
IN3 Heavy Industrial	SP3 Tourist

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Map 2 – Bowral Conservation Area



## Residential Lot Capacity

Council's estimate of vacant land potential as at 2012 indicates there is the potential for a further 878 dwellings in the Bowral residential areas with a further 272 dwellings in the Burradoo residential areas. In addition there is potential for a further 26 in surrounding rural residential zones. Details of these estimates follow.

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Bowral Total		Burradoo	
Property Type	Total	Property Type	Total
Vacant Single Lots	111	Vacant Single Lots	46
Vacant Multiple Lots	114	Vacant Multiple Lots	30
Occupied Single Lots	233	Occupied Single Lots	59
Occupied Multiple Lots	393	Occupied Multiple Lots	137
Dual Occupancy	27	Dual Occupancy	0
<b>Total Potential</b>	<b>878</b>	Total Potential	272
Existing Dwellings	4225	Existing Dwellings	1007
<b>Potential + Existing Total</b>	<b>5103</b>	Potential + Existing Total	1279

Some lots have been developed since 2012 but there remains potential for at least 15% growth in dwelling supply within Bowral township and a further 20% in Burradoo without any variation to current residential zones or minimum lot sizes. In addition, there is further dwelling capacity in the business zones which total just under 2% of all land within Bowral township. These business zones, together with the R3 Medium Density Residential zone provide opportunity for redevelopment to provide more compact housing for which the Demographic and Housing Study indicates there will continue to be a particular need in Bowral.

It is noted that an amendment to WLEP2010 was recently completed to permit the development of 151 low density residential lots to the west of heritage item known as Retford Park and 21 large lot residential lots to the east. Retford Park is located to the north of East Bowral.

## Development Control Plans (DCPs)

Specific development controls for Bowral and Burradoo, with a specific precinct for Retford Park, are contained within the Bowral Township DCP with the exception of industrial zoned land which is covered by the Industrial Lands DCP.

For development controls on land surrounding the Bowral urban area, the Rural Lands DCP covers land zoned RU1 Primary Production, RU2 Rural Landscape and E3 Environmental Management. The Rural Living DCP covers land zoned RU4 Primary Production Small Lots and E4 Environmental Living. A review of all DCPs will occur in 2016 and Bowral and Burradoo property owners will have the opportunity to contribute to that review.

## Local Planning Strategy Workshop

During 2010 and 2011 a series of workshops was held across the Shire involving all towns and villages. The purpose of the workshops was to obtain feedback from participants as to what they considered to be the current Strengths and Weaknesses of their locality and what they perceived to be the main Opportunities and Threats for the future. This type of analysis is known by the acronym SWOT.

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Some 120 property owners attended the Bowral workshop on 14 April 2011 at the Bowral Memorial Hall. The table below summarises the key comments. Some comments may appear inconsistent, but are included to reflect the full range of opinions expressed. Council appreciates the contribution made by all workshop participants.

KEY ISSUE	COMMENTS
<b>STRENGTHS</b>	
Rural character in town and surrounding area, but also close to Sydney's facilities	Character of the town, low density, sense of community.
	Proximity to Sydney so that Bowral does not have to provide all services as some can be accessed from Sydney – retail, light industry etc.
	Surrounding rural lands and landscape.
<b>WEAKNESSES</b>	
Inadequate public transport.	No public transport from Bowral to other part of Highlands.
	No public transport from Highlands to Sydney.
Inadequate pedestrian and cycleway access.	More footpaths improving residential access to town centre.
	Need more cycle ways closer to centre of Bowral.
Inadequate infrastructure.	Lack of infrastructure.
	Infrastructure for flood protection may not be adequate.
<b>OPPORTUNITIES</b>	
More pedestrian & cycle way accessibility	Good cycle ways around town.
	Make Bowral more pedestrian friendly. More street closures. Better footpaths.
	Cycleway connecting all towns and villages.
	Provide footpaths on Moss Vale Road near Links Road.
	Extend cycle track from Burradoo Station along railway line to connect with Railway Parade.
	Improve connection over railway line.
More public transport & improved traffic management	More public transport.
	Buses from all over town to railway station.
	Mini buses to supplement other forms of public transport.
	More efficient use of buses for school pickups.
	Close Bong Bong and Wingecarribee Streets to traffic.
	Upgrade roads on periphery of town.
	Provide parking on edge of town & shuttle buses to provide access from parking areas to centre of town.
More housing choice & more strategic	More housing style flexibility.

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KEY ISSUE	COMMENTS
planning for future housing options.	
	Utilise skills and professional knowledge of retirees to help council achieve goals at lower costs.
	Strengthen DCP to provide improved quality housing.
	Should be making better use of existing developed areas rather than developing open space.
	Develop new release areas to take pressure of town.
	More accommodation for smaller households.
	More affordable housing for young families.
	Better designed new housing to make better use of solar access.
	Could locate new dwellings more on the periphery of the Shire (such as Wombeyan Caves Road area) to make better use of those areas. Improved roads would benefit existing residents.
	Chance for council to set a vision of its own on behalf of the community, not just being led by market. Vision should reflect accessibility and sustainability goals.
	Increase housing density around public parks. Better amenity, security and usage.
Improved facilities & services	New cultural centre in Bowral incorporating art gallery, theatre, library, concert hall. Adequate seating. Audio and sound recording equipment.
	Indoor heated pool
	Build leisure centre at Eridge Park instead of wasting money on existing pools.
	Provision for higher education facilities.
	Recycling depot in Bowral as a way of discretely handing on used items to needy people in the community.
	Recycling stations – different bins for different items.
	Green waste bin collection.
	Pressure state government to upgrade hospital & other community-needed facilities.
	Improved medical and dental services.
	Improved town traffic flows.
	Double storey car park at Oxley Mall.
	Upgrade Bowral Street and Oxley Hill railway bridge.
Development of economic and employment opportunities	We need a Council with some entrepreneurial initiative to make some money to improve facilities. (note corresponding concern under Threats).
	Tourist growth through improved cycleways and better transport.
	More industry to keep young people in the area.
	More local jobs.
	Some property owners may receive windfall from rezonings.
	Shops, housing over railway line.
Improved environmental management	Retain green spaces around town boundary.



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KEY ISSUE	COMMENTS
	More land for native bushland regeneration and wild life corridors.
	Rubbish on side of highway coming into Highlands. Not a good look. Need to pressure RTA to improve.
THREATS	
	Rural land is a target for greedy developers.
	Redevelopment potential is a target for greedy developers seeking high density.
	Council borrowing money to do own development – GFC implications.
	Increased population will generate more traffic and danger to pedestrians. Don't have enough footpaths now. Don't exist at all in some streets.
	Pedestrian malls may come at the price of improved traffic flows. Not always a good idea.
	Residents who are adversely affected by future development won't receive compensation.
	Increased state government intervention in planning process threatens effectiveness of Council's policies and controls.
	Pedestrian malls don't work in Western Sydney, why would they work here.
	Too many telecommunication towers. Being approved on ad hoc basis.
	Too much development is a threat to tourism industry.
	Don't focus on tourism at expense of residents. Area will be spoilt. Will then lose tourists as well.
	Will be spoilt and end up like Sydney.
	Main street of empty shops – happening already.
	Ugly housing, over development.
	Not enough infrastructure.
	Lack of infrastructure because council lacks ability to generate income to pay for it. Need to think outside the square.
	Loss of sense of community.
	People wanting development should move back to Sydney.

## SWOT Analysis

The key strength of Bowral and Burradoo is its traditional village character within a low density setting surrounded by rural landscapes. This was a strength recognised by virtually all town and village communities. Its relative proximity to Sydney was also noted, although the lack of public transport was considered a weakness. Poor infrastructure in the form of public transport within the Shire, poor roads and footpaths, and lack of cycleways were the

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key weaknesses reflected in one of the key opportunities being to redress this problem. Bowral could be more pedestrian friendly.

Town traffic flows are being constantly monitored and when funds permit improvements are introduced.

On the one hand, more housing choice was seen as a definite opportunity, but an equally concerning threat was the potential for increased density. The style and quality of housing was recognised as the key to addressing this potential conflict. It is noted that Council is about to undertake a review of all town and village DCPs to ensure that appropriate standards are in place.

A particular threat is that the rural land surrounding the town can be a target for residential development to the detriment of the landscape and the wider community. Rather, better use should be made of existing developed areas. It is noted that the draft Local Planning Strategy recommends not considering any redevelopment for residential purposes of rural or environmental land outside of existing towns and villages.

Improved facilities and services was considered to be another key opportunity. Some specific suggestions, such as a double story car park and an indoor heated pool (albeit at Moss Vale rather than Bowral) have been achieved in recent years. Recycling depots have been improved by welfare organisations and now offer a valuable service to the whole community. Medical facilities have improved through a new medical centre in Bowral Street and a proposal to create a second one next door. These initiatives indicate that Council can play a valuable facilitating role rather than being an actual provider. Initiatives continue to provide improved regional and local arts and cultural facilities. Details may be found in the Arts and Culture Strategic Plan.

Tourism was seen as an opportunity to improve the economic base of the Shire generally and the town in particular. Improved pedestrian and cycleways were considered integral to encouraging local tourism. A corresponding threat was that tourism could be promoted at the expense of residents to the detriment of both.

Population growth was seen as both an opportunity and a threat. Which it is depends on proper management. It is noted that there is already sufficient capacity in the residential zones for anticipated population growth, offering opportunities for more housing choice, particularly redevelopment for compact housing in the R3 Medium Density zone.

The SWOT Map which follows nominates potential locations for improvement nominated by workshop participants.

## Bowral Town Centre Master Plan

The following Master Plan diagram demonstrates the strategic urban improvement guidelines that could be delivered through a series of catalytic projects over time. It is proposed that the Master Plan document will provide a guide that may be adapted to suit specific development opportunities and circumstances. The legend follows.



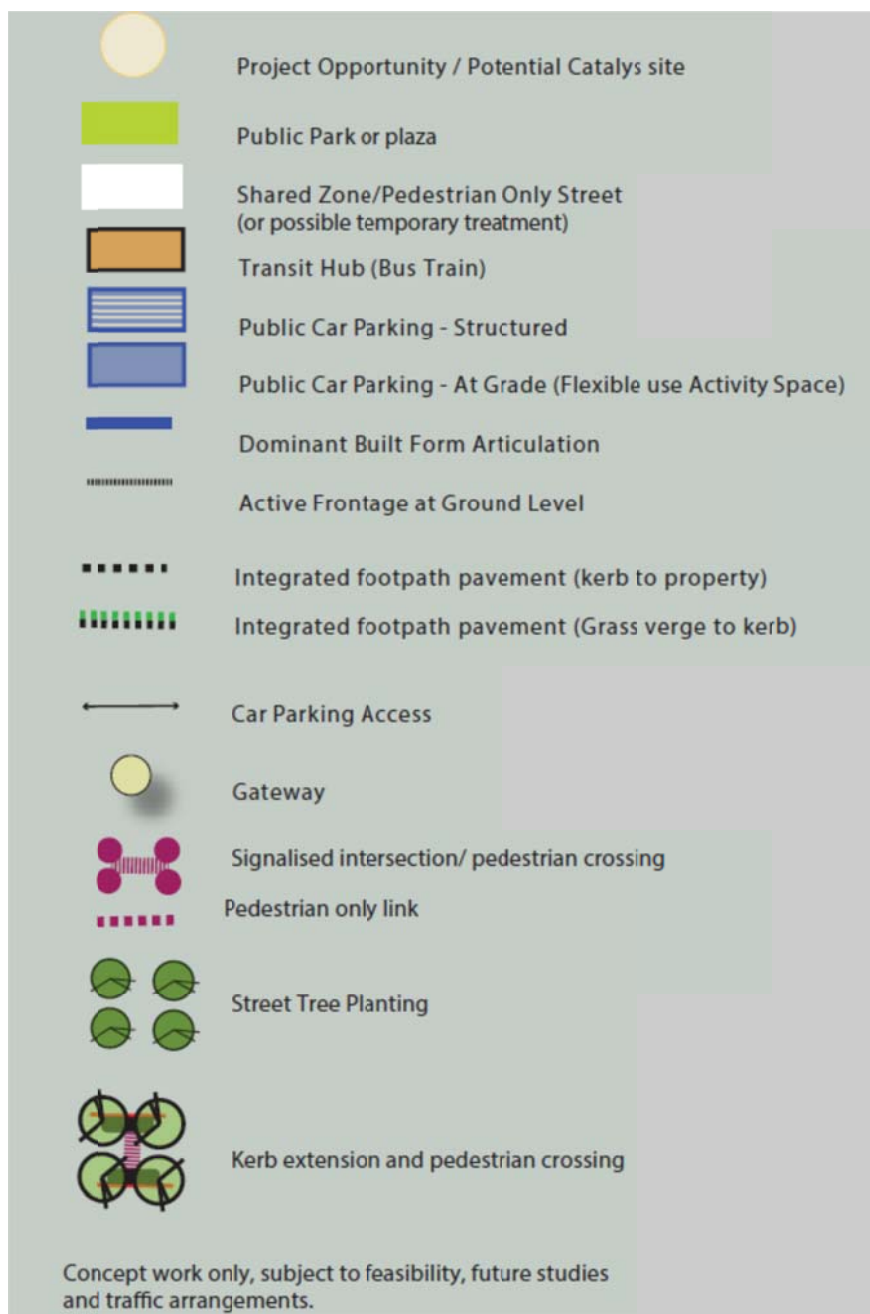
# Bowral Township Precinct Plan



(Key over)



# Bowral Township Precinct Plan



Further detail from the Bowral Town Centre Master Plan may be viewed on Council's website under the 'Development' tab.

## Submissions to Amend WLEP 2010

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During the preparation of the Draft Local Planning Strategy 2015-2031, Council received and assessed a number of submissions to amend Wingecarribee Local Environmental Plan 2010. The assessment of all submissions was reported to Council on 24 June 2015.

Those submissions supported for inclusion in the Bowral Township Precinct Plan prior to exhibition of the draft Wingecarribee Local Planning Strategy 2015-2031 are presented below. Each has been updated to reflect any responses to the public exhibition of the draft Strategy with regard to these submissions.

All exhibited submissions were reported to the Ordinary Meeting of Council on 23 March 2016. Council's resolution from that meeting with regard to each submission is included in the summaries below.

## Wyeera, Kangaloon Road

While no formal submission was received regarding this property, Council has been in discussions with representatives from the Bong Bong Picnic Race Club Ltd with regard to the more efficient management of approvals for the various activities which occur on the site throughout the year.

Council recognises that the site is an important regional venue and understands the difficulties of organising and holding events under the current approval arrangements. In order to address this situation the following RECOMMENDATION was included in the Local Planning Strategy:

THAT Wyeera, Lot 22 DP 792646, 460 Kangaloon Road, Bowral be considered for rezoning to RE2 Private Recreation in the 2016 review of Wingecarribee Local Environmental Plan 2010.

<b>RESOLUTION OF COUNCIL 23 MARCH 2016</b>
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In adopting the Wingecarribee Local Planning Strategy on 23 March 2016, Council effectively adopted the above recommendation, RESOLVING:

***THAT Wyeera, Lot 22 DP 792646, 460 Kangaloon Road, Bowral be considered for rezoning to RE2 Private Recreation in the 2016 review of Wingecarribee Local Environmental Plan 2010.***

# Bowral Township Precinct Plan

**BOWRAL - 1**

**PN: 373300**

**ADDRESS:** Lot 50 DP 556644, 2A Cliff Street, BOWRAL NSW 2576



## SITE ANALYSIS

Zoned R5 Large Lot Residential with a minimum lot size of 4000m<sup>2</sup>. The site covers an area of approximately 750 m<sup>2</sup>.

## SUMMARY OF REQUEST

Reduce the minimum lot size to permit the subdivide two existing dwellings.

## PLANNING ASSESSMENT

ESSENTIAL ASSESSMENT CRITERIA	ASSESSMENT
Proposed use is consistent with current State government policy or practice. <ul style="list-style-type: none"> <li>Efficient use of residential land</li> </ul>	Yes
Proposed use is consistent with current Local policy or practice: <ul style="list-style-type: none"> <li>Location within an existing town or village boundary.</li> </ul>	Yes
Proposed use is consistent with most relevant Precinct Plan.	Yes
Site is outside of any zone or infrastructure buffer.	Yes
Site is free of any Endangered Ecological Community.	Yes
Site is free of significant flood or bushfire affectation.	Yes
Site has access to reticulated water and sewer.	Yes
Site has no other constraints relevant to the proposed development.	Yes

The site is located opposite the existing R3 Medium Density Residential zoning under Wingecarribee LEP 2010 which contains a number of small lot (or Strata) medium density developments (5 within 450 linear metres). Any further reduction would be consistent with the efficient use of residential land. As stated, the request was to permit subdivision of the two existing dwellings. This would be of minor significance on the existing urban environment and would result in no change to the existing fabric of the urban area and the approach to the Township of Bowral.

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Further to this, the provision of small lot housing in close proximity to Bowral Township is consistent with Council's Community Strategic Plan.

There was no amendment to the R5 Large Lot Residential zoning proposed or required to effect the proposed amendment.

Support for any proposed amendment to the Wingecarribee LEP 2010 would be subject to a detailed Planning Proposal being submitted to Council and consideration of the impacts assessed by way of the Gateway process.

## CONCLUSION

The site area is already well below the current minimum lot size and contains two existing dwellings in a form consistent with the existing streetscape. The subdivision can be supported from a strategic perspective.

## RESOLUTION OF 24 JUNE 2015

***THAT the reduction in the minimum lot size of Lot 50 DP 556644, 2A Cliff Street, Bowral, to permit the subdivision of the two existing dwellings be supported and included in the Bowral Precinct Plan prior to public exhibition of the draft Local Planning Strategy 2015-2031.***

## POST EXHIBITION ASSESSMENT

No submissions were received for this property during the exhibition of the draft Local Planning Strategy, therefore it is RECOMMENDED:

***THAT the reduction in the minimum lot size of Lot 50 DP 556644, 2A Cliff Street, Bowral, to permit the subdivision of the two existing dwellings be supported for inclusion in the Bowral Precinct Plan of the adopted Wingecarribee Local Planning Strategy 2015-2031.***

## RESOLUTION OF COUNCIL 23 MARCH 2016

***THAT the reduction in the minimum lot size of Lot 50 DP 556644, 2A Cliff Street, Bowral, to permit the subdivision of the two existing dwellings be supported for inclusion in the Bowral Precinct Plan of the adopted Wingecarribee Local Planning Strategy 2015-2031.***

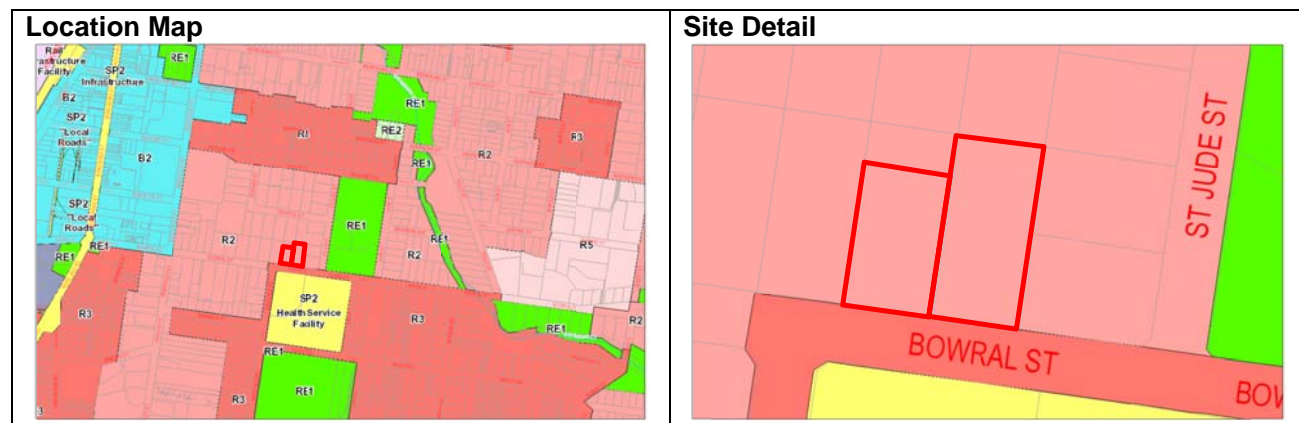


# Bowral Township Precinct Plan

BOWRAL - 2

PN: 230400, 230500

ADDRESS: Lot 1 DP 323163, 104 Bowral Street & Part lot 13 Section C, DP 11838, 106 Bowral Street, BOWRAL NSW 2576



## SITE ANALYSIS

Zoned R2 Low Density Residential with a minimum lot size of 2000m<sup>2</sup>. The site covers an area of approximately 3500m<sup>2</sup> and currently contains two residential dwellings each on its own lot. It is adjacent to an existing medical centre fronting St Jude Street and opposite Bowral Private Hospital on the other side of Bowral Street.

## SUMMARY OF REQUEST

Rezone to R3 Medium Density Residential to permit a Medical Centre.

## PLANNING ASSESSMENT

ESSENTIAL ASSESSMENT CRITERIA	ASSESSMENT
Proposed use is consistent with current State government policy or practice. <ul style="list-style-type: none"><li>Efficient use of urban land</li></ul>	Yes
Proposed use is consistent with current Local policy or practice: <ul style="list-style-type: none"><li>Location within an existing town or village boundary.</li></ul>	Yes
Proposed use is consistent with most relevant Precinct Plan.	Yes
Site is outside of any zone or infrastructure buffer.	Yes
Site is free of any Endangered Ecological Community.	Yes
Site is free of significant flood or bushfire affectation.	Yes
Site has access to reticulated water and sewer.	Yes
Site has no other constraints relevant to the proposed development.	Yes

The request is to amend the Wingecarribee LEP 2010 to R3 Medium Density to permit the use of the site for the purpose of a medical centre. The subject site is opposite Bowral Hospital and is currently occupied by two well maintained dwellings. The existing R2 Low Density Residential zoning permits development as *Health Consulting Rooms* (that allows for up to 3 health consulting rooms) with consent however it is considered that the more intensive use of the site is a suitable and appropriate in the location. The further



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intensification of the use would also permit a commensurate intensification of off-street car parking. The site is also adjacent to an existing 'Lavery' pathologists that is located in a building designed to be consistent with the existing urban fabric and providing suitable car parking facilities for the use at the rear.

Support for any proposed amendment to the Wingecarribee LEP 2010 would be subject to a detailed Planning Proposal being submitted to Council and consideration of the impacts assessed by way of the Gateway process.

## CONCLUSION

The subject site is located within an existing and growing medical 'precinct' adjacent to and opposite existing medical facilities.

## RESOLUTION OF COUNCIL 24 JUNE 2015

***THAT the rezoning to R3 Medium Density Residential of Lot 1 DP 323163, 104 Bowral Street & Part Lot 13 Section C, DP 11838, 106 Bowral Street, Bowral be supported for inclusion in the Bowral Precinct Plan prior to public exhibition of the draft Local Planning Strategy 2015-2031.***

## POST EXHIBITION ASSESSMENT

No submissions were received for this property during the exhibition of the draft Local Planning Strategy, therefore it is RECOMMENDED:

THAT rezoning of Lot 1 DP 323163, 104 Bowral Street & Part Lot 13 Section C, DP 11838, 106 Bowral Street, Bowral to R3 Medium Density Residential to permit an application for development of a Medical Centre be supported for inclusion in the Bowral Precinct Plan of the adopted Wingecarribee Local Planning Strategy 2015-2031.

## RESOLUTION OF COUNCIL 23 MARCH 2016

***THAT rezoning of Lot 1 DP 323163, 104 Bowral Street & Part Lot 13 Section C, DP 11838, 106 Bowral Street, Bowral to R3 Medium Density Residential to permit an application for development of a Medical Centre be supported for inclusion in the Bowral Precinct Plan of the adopted Wingecarribee Local Planning Strategy 2015-2031.***