

2018

# Bathurst 2036 Housing Strategy

Volume 2: The Implementation Plan



Bathurst Regional Council  
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## FORWARD

The Bathurst 2036 Housing Strategy has been developed to guide the anticipated population growth of the City of Bathurst.

The Strategy is presented in two volumes:

Volume 1 – Background Information

Volume 2 – The Implementation Plan

Volume 1 – Background Information brings together the background research undertaken in the preparation of the Strategy. It provides detailed analysis in relation to:

- The planning and policy context
- The housing vision
- Demographic analysis
- The issue of affordability
- Housing demand and supply
- Housing Density/Lot Yield
- Visioning consultation

Volume 2 is presented as a stand alone document and includes a summary of the detailed research from Volume 1.

The Implementation Plan (Volume 2) identifies the strategic context for the future supply of housing, impacts for future infrastructure provision, and opportunities for growth and change. It establishes a strategy for growth through a series of planning precincts. The significant features, constraints and opportunities for each precinct are identified along with recommended objectives and actions to enable planned change.

The Implementation Plan seeks to achieve planning housing growth to:

- Extend the life of the existing vacant land stocks
- Improve housing diversity and choice, particularly as household size declines and the population ages
- Address the key messages identified by the community in the visioning process.

Volume 2 includes a timeframe for delivery of the Strategy as well as a process for ongoing monitoring and review.

# 1 INTRODUCTION

## WHAT IS THE BATHURST 2036 HOUSING STRATEGY?

The Bathurst 2036 Housing Strategy is a strategic document which will assist Council to encourage a range of housing that meets the existing and future housing needs of the city of Bathurst. The Strategy only considers the urban areas of the city zoned R1 General Residential, R2 Low Density Residential, B1 Neighbourhood Centre and B3 Commercial Core. Investigations relating to rural residential development (zone R5 Large Lot Residential) will be completed as part of a future review of the Bathurst Region Rural Strategy. The Housing Strategy will guide how residential development in Bathurst will be planned and managed until 2036 and identify the demand and likely supply of residential land to and beyond 2036.

Given Bathurst's proximity to metropolitan Sydney, Bathurst is predicted to experience increasing pressure for additional residential development. *NSW Department of Planning and Environment's population and housing projection (2016)* predicts that the Bathurst region's population will reach 55,250 by 2036, an additional 12,170 people. Based on a predicted declining household size to 2.32 people per dwelling in 2036, this equates to an extra 5,245 new dwellings to cater for the expected population growth, concentrated in the urban areas of the City.

The Strategy examines the location and type of residential development that could be provided to meet the changing needs of the Bathurst community, ensuring development is consistent with and enhances Bathurst's urban character, manages any associated environmental risk and is appropriately serviced.

The strategic objectives and actions contained within the Housing Strategy will form the cornerstone of planning for the future of Bathurst and its suburbs. In considering the future housing needs of the Bathurst community, it is also essential that Council consider the wider range of planning issues associated with the provision of housing in Bathurst.

## SUMMARY OF BACKGROUND RESEARCH

In developing the Strategy, Council has reviewed and considered the impacts of state and local strategy documents such as the Central West & Orana Regional Plan, Bathurst Region land use strategies, the Bathurst 2040 Community Strategic Plan, Bathurst Regional Heritage Plan 2017-2020 and the Bathurst CBD & Bulky Goods Business Development Strategy 2011.

An analysis of the building approvals from 2005 to 2017 was undertaken which identified the following new housing in that period:

	Single Dwellings	Dual Occupancy	Multi Dwelling Housing	Granny Flats
<b>Total of all suburbs</b>	1779	653	838	30
<b>% of total development</b>	59.4%	21.8%	17.8%	1.0%

**Table 2.1 – Housing type approvals**

Dual occupancy's and multi dwelling housing, combined, represent medium density housing. For the period above, 2005-17, 39.6% of all new housing development was for medium density housing as compared to 59.4% as detached dwellings.

The NSW Department of Planning and Environment developed an approval pathway called 'Complying Development' where applications were given a fast-track approval when development met a pre-defined set of criteria. Bathurst Regional Council developed its own criteria for single dwellings. For the period 2005-17, 86% of all development for detached housing utilised the local Complying Development criteria.

An analysis of the 2016 census data by suburb was undertaken to identify features such as household size, the dwelling size and age structure. The population forecast completed by the NSW Department of Planning and Environment has been used to identify the expected growth of the Bathurst Region. The population forecast has formed the basis of the assumptions in the Strategy.

A review of current literature has also been undertaken to ensure that the recommendations of the Strategy are consistent with current practice, taking into consideration the constraints and opportunities unique to Bathurst.

## **STAGE 1 CONSULTATION – THE COMMUNITY'S VISION FOR HOUSING**

Council undertook a community visioning process as the Stage 1 consultation for the development of the Bathurst 2036 Housing Strategy during March 2016. Council visioned the community through:

- A series of 4 workshops;
- 254 survey responses;
- 268 quick poll results; and
- Written submissions.

## **KEY MESSAGES:**

Key messages from the Stage 1 consultation process include (but are not limited to) the following:

### **1. Amenity and livability**

- a. Maintain Bathurst's rural feel (do not want the urban living feel of Sydney);
- b. Engender a sense of community;
- c. Protect the existing neighbourhood character;
- d. Protect Bathurst's heritage;
- e. Provide quality public and private open space areas;
- f. Provide new developments which are well connected;
- g. Ensure developments are serviced with appropriate infrastructure.

### **2. Housing choice**

- a. Improve housing choice;
- b. Encourage higher quality housing design;
- c. Ensure housing remains affordable into the future.

### **3. Housing density**

- a. Plan for density increases, particularly close to shops and services;
- b. Provide greater certainty of living densities at the zoning stage.

### **4. Sustainability**

- a. Reduce urban sprawl;
- b. Consider improved connectivity of housing to shops and services, to public transport and pedestrian access;
- c. Encourage more sustainable housing.

## **INTEGRATION OF CONSULTATION RESULTS INTO DRAFT STRATEGY**

The results of the Stage 1 consultation have been considered and incorporated into the strategic objectives and actions of the Strategy.



## 2 KEY DEMOGRAPHIC TRENDS

Recently, the Bathurst Regional Local Government Area has played two primary housing market roles, drawing both families and young adults to the area from the surrounding Local Government areas and from the fringe of Western Sydney. While the in-migration of families is driven by the ready supply of residential land in the outer suburbs of Bathurst, the young adults are more often attracted to the education, transport and employment opportunities available.

The importance of the Bathurst Regional Local Government Area as a destination for both families and young adults is expected to continue over the forecast period. New residential development opportunities in Kelso (North) - Laffing Waters, Abercrombie - Llanarth, Eglinton, and Windradyne will cater for an increase in families to the area while continued 'infill' development in Bathurst (Central) and West Bathurst will also drive household growth especially for young adults and the elderly.

NSW Department of Planning and Environment also predict that the Bathurst Regional LGA will experience one of the largest growth rates within Regional NSW together with Maitland, Queanbeyan and Yass Valley. For the Bathurst Region, this is linked to a high fertility rate and net internal migration (ie people moving to the Bathurst Region).

Table 1, below, indicates growth in all age categories. In particular, there is a significant increase expected in the 65+ age category. The percent of persons over 65 years is expected to increase from 14% of the population in 2011 to 22% in 2036.

Age	Number of people			Growth 2011-36	
	2011	2026	2036	No.	%
<15	8,250	9,250	10,050	1,800	21.8
15-24	6,650	7,400	7,950	1,300	19.5
25-64	19,650	23,300	25,200	5,550	28.2
65+	5,500	9,600	12,150	6,650	120.9
All ages	40,050	49,550	55,350	15,300	38.3

**Table 2.2 – Forecast population growth by age**

Table 3, below, highlights the continued decline in household size and the increasing median age. Whilst Bathurst's median age is likely to remain younger than the state average, the increase in the elderly population and the decline in household size supports the ageing population discussion nation-wide.

	1991	1996	2001	2006	2011	2016
<b>Household Size (persons)</b>	2.80	2.65	2.58	2.51	2.50	2.48
<b>Median age (years)</b>				33	34	37

**Table 2.3 – Time series data of household size and median age**

Importantly, for the housing strategy, these statistics highlight the importance of improving housing choice and diversity as household size reduces and the population ages. The 2016 census results show that the number of lone person households is increasing, currently at 25% of housing.

Table 4, below, illustrates the housing structure over the past four census periods. It is evident that there has been a decline in the 'flat, unit or other' category and a corresponding increase in the other two categories. This is likely to be the result of changes in the classification of the housing

when reporting in the census, rather than a wholesale shift in the types of housing being provided.

Dwelling type	2001	2006	2011	2016
Separate House (%)	78.6	81.0	82.5	85.1
Semi-detached house (%)	8.0	8.7	9.0	9.9
Flat, Unit or Other (%)	11.7	9.2	8.0	4.0

**Table 2.4 – Time series data illustrating historic dwelling structure**

Nonetheless, the statistics show the ongoing dominance of detached households in the City of Bathurst.



### 3 SUPPLY VERSUS DEMAND: WHAT COULD BATHURST LOOK LIKE?

One of the primary aims of the Housing Strategy is to determine the life span of the existing land stocks available for residential development and identify opportunities to better utilise those land stocks. The table below identifies the major statistics used within this section and have been sourced from the NSW Department of Planning and Environment's Population Forecast (2016) and a survey of current vacant land zoned for residential purposes.

	2016	2036	Difference
<b>Population</b>	43,080	55,250	12,170
<b>Household Size</b>	2.48 persons	2.32 persons	- 0.16 persons
<b>Implied new dwellings</b>			5,245
<b>Current vacant land stocks</b>			770 ha

Table 2.5 – Comparative statistics (id.com.au)

The table below provides an insight into how much land is required to house the anticipated population growth of 12,170 people if living densities are increased above the current level that is being achieved of 7.44 dwellings/ha. The table assumes a lot yield development area percentage of 70%, being the average currently being achieved and a household size of 2.32 persons. Non-residential land use is therefore assumed to stay unchanged (i.e. no shift to less public open space or narrower roads). The table shows how an increase in the number of lots per hectare decreases the amount of land needed to service the anticipated growth and the likely average lot size that will result.

	Lots per hectare						
	7.44	8	10	12	14	16	18
	Current lot yield			Average lot yield of lots created at 550m <sup>2</sup> (current minimum lot size)			
Area of land required for anticipated population increase (ha)	705.0	655.6	524.5	437.1	374.6	327.8	291.4
Estimated average lot size (m <sup>2</sup> )	940.8	875	700	583.3	500	437.5	388.9

Table 2.6 – Expected land required to house population growth based on varying lot densities

Table 6 highlights that if the current lot yields do not change, sufficient zoned land is available to cater for the population growth to 2036. Beyond 2036, however, new vacant land stocks would need to be available for longer term growth of the City.

It is interesting to note that the current minimum lot size standard of 550m<sup>2</sup> would achieve a lot density of 12 to 14 lots per hectare and require only about 50-60% of the vacant land stocks to cater for the expected population increase of 12,170 people by 2036.

The NSW Government has released “Housing diversity: Sydney’s growth areas, dwelling density guide”. Whilst this guide is focussed on metropolitan NSW, the principles are still relevant to regional NSW. The guide provides example subdivisions at different net residential densities. In the case of achieving 15 dwellings per hectare, the example below illustrates that the net density can be obtained using a range of lot sizes rather than a uniform lot size.

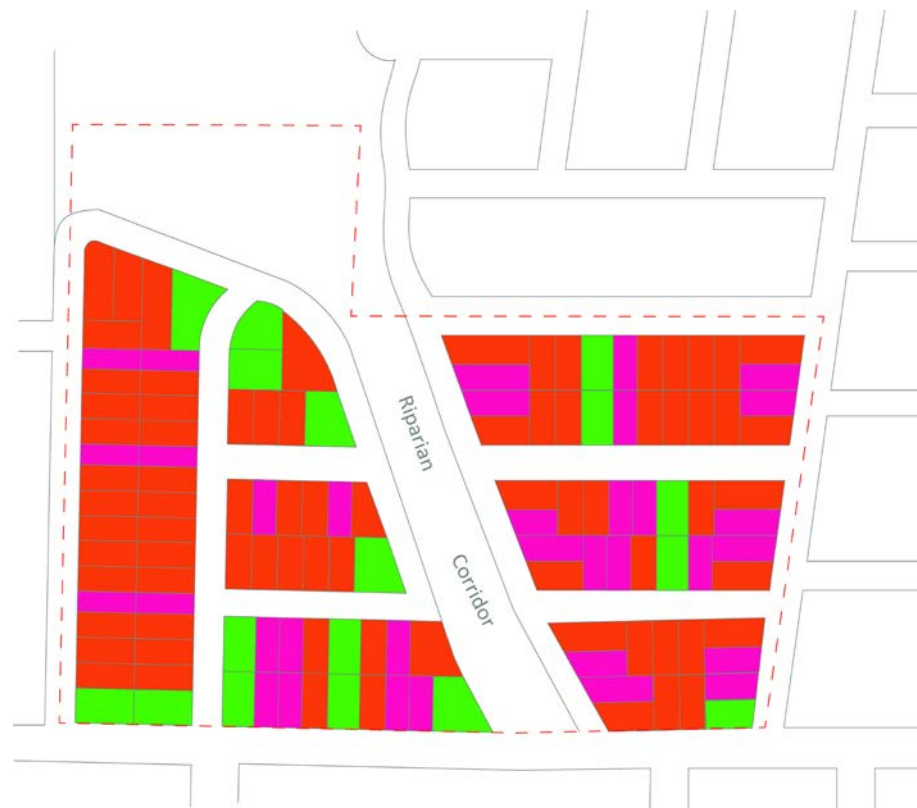


Figure 2.1 – Example subdivision illustrating a net lot density of 15 dwellings/ha using a mix of lot sizes

Lot Size sqm	House Type		Yield	Percent
375	12.5m x 30m		34	27%
450	15m x 30m		77	60%
540	18m x 30m		17	13%
Total Yield			128	100%

The example used in the diagram above assumes a uniform average lot size. In reality, a range of lot sizes can be achieved to deliver a range of housing types including dual occupancies, residential units and detached dwellings. The advantage of varying lot sizes at subdivision stage gives buyers greater certainty as to what their suburb will look like once developed.

The housing diversity guide discusses that the built form intensity should change across a neighbourhood, more intense around centres or fronting parks and less intense in quieter back streets. Whilst the guide does not illustrate lower densities, the principle could easily be adapted. The guide also provides some principles on subdivision generally, including services location, larger lot subdivision, smaller lot subdivision and narrow lot subdivision.

It should also be acknowledged that the growth of the city will be a mix of infill development within existing residential areas and greenfield development in new suburban locations. Using a range of lot sizes will increase housing choice within the City and will restrain some of the impacts of urban sprawl resulting from urban development.

## Summary

Based on population forecasts, Bathurst is expected in 2036 to have:

	2036	Expected change from 2016
<b>Population</b>	55,250	12,170
<b>Household Size</b>	2.32 persons	- 0.16 persons
<b>Number of dwellings</b>	23,814	5,245

It is estimated that there is currently 770 hectares of residentially zoned land available for future development and it is estimated that the land will cater for the expected population increase of 12,170 people by 2036.

	Available land stock	Predicted population forecast requirements
Vacant land available	770 ha	705 ha
Number of dwellings	5,728 dwellings	5,245 dwellings

Notwithstanding that there is sufficient land to cater for the expected growth at current lot yields and current consumption rates, growth will continue beyond 2036. Strategies to reduce the average lot size and increase living densities will delay the need to rezone additional land into the future to enable continued growth of Bathurst without causing unnecessary urban sprawl.

The graph below highlights how increasing the planned living density from 7.44 dwellings per hectare to a higher number of dwellings per hectare will expand the time horizon for the full development of the current vacant land stocks.

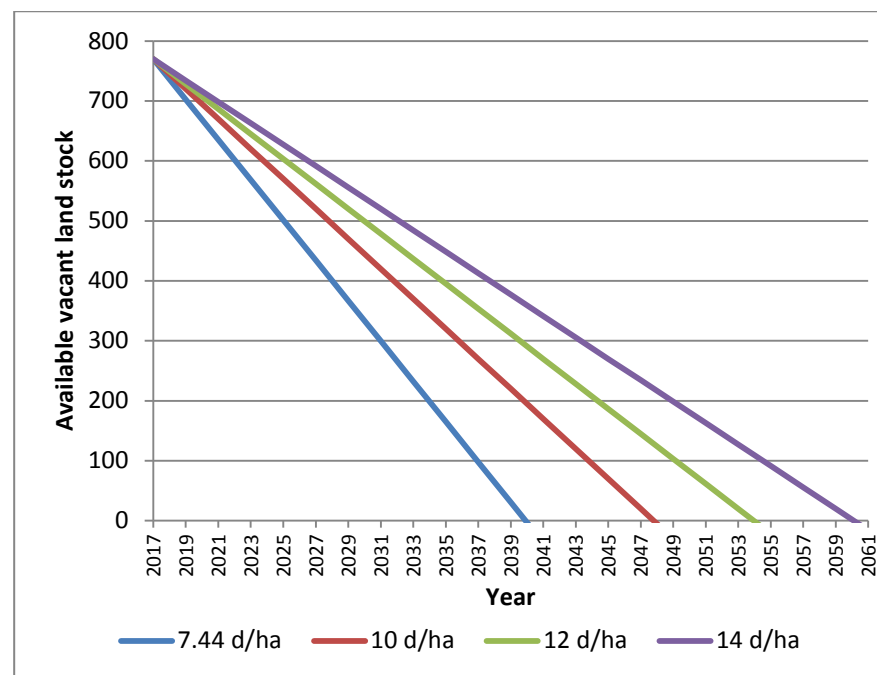


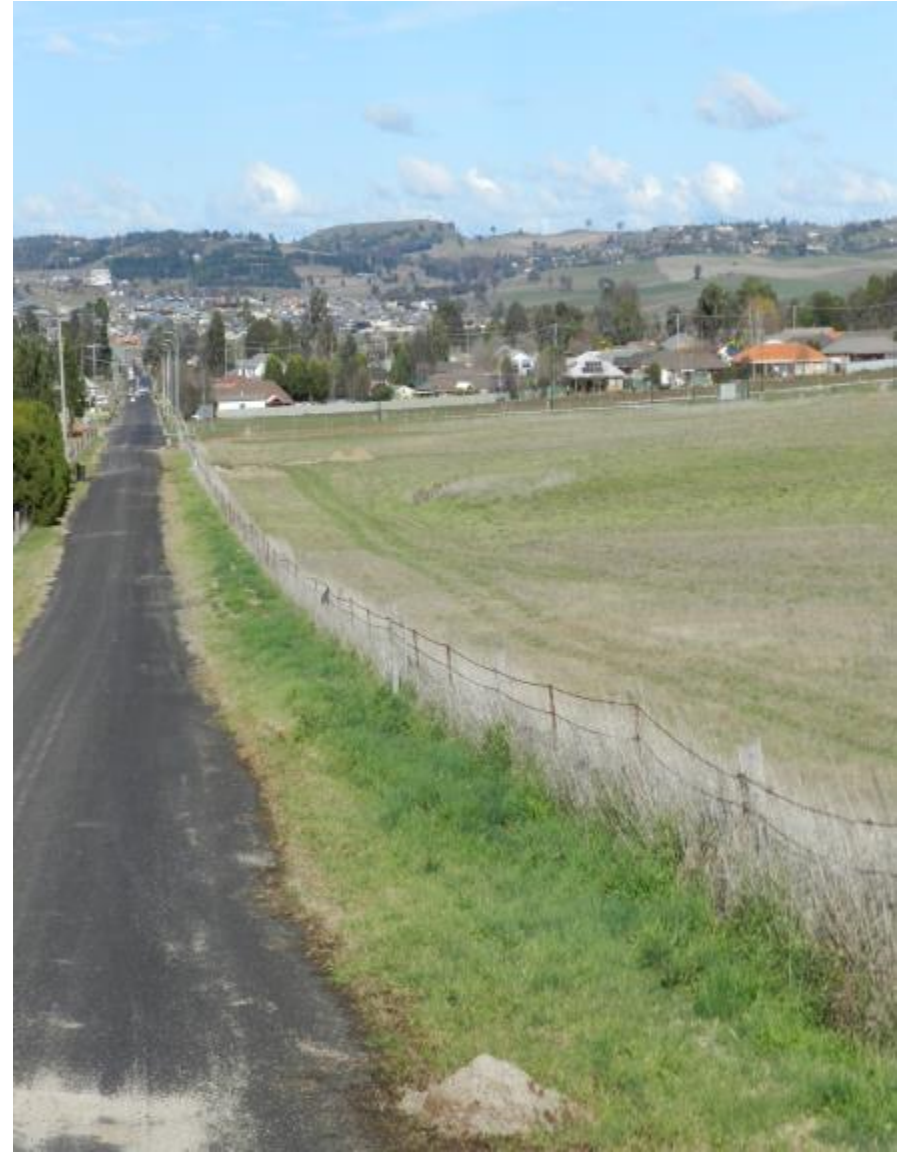
Figure 2.2 - Horizon of full development at varying dwelling densities

## 4 THE STRATEGIC CONTEXT

The Housing Strategy considers how adequate land and property can be provided to meet projected demand – the ‘supply’ side of the housing equation. This, in turn, requires consideration of the constraints that might prevent those opportunities being realised, and an assessment of the opportunities to meet demand. Council acknowledges that there are a number of constraints to the ongoing conversion of non-urban land for urban purposes and the intensification of living densities in existing locations.

There are many constraints, challenges and opportunities to meeting future housing needs, particularly with respect to the delivery of higher density, environmentally sustainable and affordable housing. It is acknowledged that Bathurst has traditionally been dominated by detached dwellings and a change towards increased levels of medium density housing or smaller lot sizes will be incremental and driven primarily by the housing market. Council’s planning controls should be flexible to allow for a range of housing types and lot sizes.

The following sections outline the strategic context that establishes the key opportunities and constraints by which the Housing Strategy is guided.



## BATHURST CBD & BULKY GOODS BUSINESS DEVELOPMENT STRATEGY 2011

The Bathurst CBD & Bulky Goods Business Development Strategy recommends that the Bathurst CBD<sup>1</sup> be the principal retail centre of Bathurst and its region. The Strategy also recommended that the CBD be supported by smaller NAC<sup>2</sup>s in the suburban locations. The retail strategy is therefore critical to the shape and form of the City into the future. If Bathurst supported two lesser CBDs (similar to Dubbo), planning for residential growth would be quite different.

A key outcome of the visioning process was the community's desire to plan for density increases, particularly close to shops and services and to improve connectivity to those shops and services. The Bathurst CBD, and both the existing and proposed new NACs, will therefore be key locations where Council may consider changes to living densities.

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<sup>1</sup> Central Business District

<sup>2</sup> Neighbourhood Activity Centre



## BATHURST CBD & BULKY GOODS BUSINESS DEVELOPMENT STRATEGY – RETAIL HIERACHY



## HERITAGE

Much of the Bathurst's inner city area is covered by a Heritage Conservation Area (HCA) which aims to protect and conserve the integrity of the buildings, sites and streetscapes of Bathurst. The community visioning highlighted the community's strong desire to protect the City's heritage.

Council has mapped the indicative age and significance<sup>3</sup> of all buildings within the Bathurst and West Bathurst HCAs. Based on this mapping, Council would encourage the redevelopment of sites that are intrusive or do not contribute to their street and/or are more modern buildings as a means to protect sites that are significant or contribute to the heritage significance of the City's streetscapes.

The HCA is currently zoned to permit the highest density of housing in the City. Its proximity to the CBD will continue to make it an attractive place to live and pressure for new development is expected to continue.

In discussing the way in which the housing landscape may change in the inner city precinct, consideration of heritage, and the potential impact of new development is critical. Council may exclude areas from development potential based on unacceptable impacts to heritage, however, development proposals that respond to a site's heritage significance and are sympathetic to the surrounding streetscapes may be supported.

The housing strategy actions also consider other appropriate strategies to try to reduce development pressures away from the Heritage Conservation Areas.

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<sup>3</sup> Whether or not a building contributes to its street relative to the neighbouring properties.



## BATHURST, KELSO AND WEST BATHURST HERITAGE CONSERVATION AREAS



## THE MACQUARIE RIVER FLOODPLAIN

Council has adopted the Bathurst Floodplain Management Plan. Under this Plan, Council actively discourages the construction of new dwellings on the Macquarie River floodplain. Council has progressively constructed a network of levees to protect residential areas from inundation. The existing 1%AEP flood level should continue to be used to discount the use of flood prone lands for more intensive urban purposes. A review should also be undertaken to determine whether the use of flood protected land for more intensive urban purposes is an appropriate approach. The NSW Department of Planning and Environment have advised Council that its Floodplain Management Plan should be updated. Council has also identified the need to review the current Plan. Concurrently, having a flood free access during flood events is an important aspect for resident's and may determine whether or not to discount a particular area from higher living densities into the future.



THE MACQUARIE RIVER FLOODPLAIN



## MOUNT PANORAMA NOISE CONTOUR AND SEWERAGE TREATMENT PLANT

The Mount Panorama Noise Assessment established the 50dBa noise contour for motor racing activities at Mount Panorama. The current zoning of lands within the 50dBa noise contour restricts developments to low-density developments only. In addition, Council has adopted a Policy not to rezone non-urban lands within the 50dBa noise contour for residential or rural residential purposes. With the future development of the Mount Panorama second circuit, a review of the 50dBa noise contour should be undertaken as part of the assessment process.

The 400 metre sewerage treatment plant buffer was established to reduce potential land use conflicts between residential development and the sewerage treatment plant. Again, only low density developments are permitted in the buffer and Council's Policy is not to rezone non-urban land for residential or rural residential purposes within the buffer.

The 50dBa noise contour and the 400 metre sewerage treatment plant buffers, therefore, exclude those lands for new or intensive housing development.



## MOUNT PANORAMA NOISE CONTOUR AND SEWERAGE TREATMENT PLANT (STP) BUFFERS



## BATHURST AIRPORT

The Bathurst Airport is located immediately north of Raglan. It serves as a regional hub for passenger air services particularly to Sydney. Council has an adopted master plan for the airport to ensure its ongoing growth with respect to air and related services.

Council's Local Environmental Plan (LEP) currently protects the airport lands and restricts development in the vicinity of the airport with respect to noise and the penetration of the airport's Operations or Limitation surface by buildings or structures. The 20dBa Noise Exposure Forecast contour extends south into Raglan and north onto rural lands.

New residential rezonings or the intensification of living densities in close proximity to the airport should be avoided, particularly where:

1. New development might penetrate the Operations or Limitation Surface, or
2. Land is in an ANEF contour of 20dBa or greater.



BATHURST AIRPORT NOISE EXPOSURE FORECAST



## 5 INFRASTRUCTURE

Council requires new residential subdivisions to be connected to reticulated water and sewer services. Currently, water supply is generally limited to the 708m contour. However, in the City's eastern suburbs, the new Kelso reservoir, off Limekilns Road, will service land to the 730m contour and is expected to be online by June 2018.

Development at Perthville is limited to the 690m contour.

Sewerage reticulation is generally not seen as a limiting factor to the future growth of the City. During the visioning workshops, developers indicated that the progressive construction of sewer mains posed a problem when landowners were not ready to develop. This reduced the ability of a landowner to develop 'out of sequence'.

Further investigation will need to be undertaken by Council to determine the ability of the water and sewer infrastructure to cater for higher infill densities and longer term urban expansion. The results of the investigations may exclude land from a more intensive urban form.

Investigation of Council constructing trunk mains to service a whole area should also be undertaken to allow multiple owners to develop at once.

As part of the expansion of Kelso, Council commissioned a traffic study which made recommendations for various works. Council has subsequently inserted these into a Section 94 Development Contributions Plan to collect funds towards these works. Road infrastructure is likely to be a contentious issue and future expansion will require significant upgrades to intersections and roads. Longer term growth will also require new roads, intersections and bridges. Council will need to continue to monitor the demand for the upgrading of the infrastructure and seek funding when available.

With the Bathurst CBD to remain as the principle retail centre of the City, Council will need to consider the impacts of growth pressures on access into and out of the CBD. An integrated transport plan is required to consider these issues.

The potential of increasing living densities restricts the ability for people to store their belongings, boats, caravans, additional cars on their own land. This is likely to add increasing pressure on the on-street parking resource within the suburbs, particularly with an increased number of driveways. It is likely there will be resistance to reducing the width of road reserves, particularly within the vicinity of medium density developments and this may create a case for formed rear laneways in some locations.

Higher living density and urban expansion will also create an increased demand for waste collection services. Multi unit developments, due to their nature, have multiple waste collection bins located at the kerb on their collection night. This can impact on both the ease of collection by Council's contractor and the availability of on-street parking for that night. The impact of higher density living may require Council to investigate alternative methods of collection or require developments to have a commercial arrangement with a third party contractor.

The 'finishing' of subdivisions with footpaths and street trees adds to the neighbourhood character, adds to the amenity and contributes to reducing the heat island effect within the suburbs. It is acknowledged that in the intervening 10 -15 year period, whilst trees are maturing, the landscape can look particularly barren. Street trees are generally planted by Council post development on a seasonal basis once construction activities within the subdivision are nearing completion. Footpaths and cycleways are constructed in planned locations based on the priorities set

in Council's adopted Pedestrian and Cycling Access Plan. Ongoing review of the Plan will be required.

#### Public & Private Open Space

Proximity to open space is important for all age groups and Council recognises the benefits that a quality open space network has for the health and livability of the City's residents.

As the living density of the City increases, the provision of public and private open space is critical. There is an increasing role for the public realm and public landscaping to promote visual appeal and ensure opportunities for recreation.

Historic State planning guidelines established the provision of open space at a rate of 2.83 hectares per 1000 people. A comprehensive study for Bathurst is underway to determine whether or not this standard is appropriate or relevant to Bathurst or an alternative rate is appropriate. An open space study was last completed in 1993. The preparation of a new study is expected to be completed during the 2017/18 financial year. The study will address the strategies for growth and change proposed by the Housing Strategy.

#### Water, Waste and Sewerage Infrastructure

To support the sustained growth of the City, it is important that sufficient water, waste and sewerage assets are maintained. The population that each of the assets is able to cater for is explored further below.

##### *Chifley Dam*

The Chifley dam is a non-potable water supply on the Campbell's River. It has a capacity of 30,800 ML. Water is discharged from the dam and

pumped out of the Macquarie River at the Bathurst Water Filtration Plant. Based on current water consumption data, it is expected that the dam can cater for a population of approximately 50,000 people.

Council continues to investigate opportunities to protect the City's water security as the population increases including the provision of a secure pipeline from the Dam to the water filtration plant and options to raise the dam wall.

##### *Bathurst Water Filtration Plant*

The Bathurst Water Filtration Plant is located south of the Bathurst CBD on the Macquarie River. It occupies an area of 8.8 hectares. The plant is designed to cater for a population of approximately 60,000 people.

##### *Winburndale Dam*

Winburndale dam is a non-potable water supply on the Winburndale Rivulet. It has a capacity of 1,700 ML. The Winburndale pipeline traverses rural land and terminates within the City limits as a raw water supply for use in parks and gardens and sporting facilities.

There are currently no plans to use Winburndale Dam as an alternative water supply. Council is undertaking major dam safety upgrades which have commenced in the 2017/18 financial year.

##### *Bathurst Sewerage Treatment Plant*

The Bathurst Sewerage Treatment Plant is located north of the Bathurst CBD on the Macquarie River. It occupies an area of 12.6 hectares. The plant is designed to cater for an equivalent population of 80,000 people.

### *Bathurst Waste Management Facility*

The Bathurst Waste Management Facility is located to the south of the City. It occupies an area of 27.3 hectares. It is expected that the waste management facility has a life expectancy of at least 35 years based on current trends.

Council continues to investigate opportunities to extend the life of the waste management facility such as the recent introduction of the green waste service.



**Figure 2.3 - Waste Water Treatment Plant, © David McKellar**

## 6 OPPORTUNITIES AND OPTIONS FOR GROWTH AND CHANGE

There are three main ways in which the City will be able to cater for new housing growth.

1. Conversion of land used for non-urban purposes (agricultural land) to urban purposes. If nothing changes, this will need to occur before 2040 to cater for growth beyond 2040.
2. Increase the lot yield and living densities in the existing suburban greenfield sites.
3. Increase living densities in existing neighbourhoods, and particularly in close proximity to shops and services.

In determining how best to:

1. extend the life of the existing vacant land stocks,
2. improve housing diversity and choice as the population ages and as household size decreases, and
3. address the key messages identified by the community in the visioning process,

it is considered that a combination of these growth options be employed to challenge the status quo of housing and subdivision choice and design to provide for the City's future housing needs.

### CONVERSION OF LAND FROM NON-URBAN TO URBAN PURPOSES

Agriculture is an important contributor to Bathurst's economy. In 2010/11 agriculture contributed \$56 million to Bathurst's economy, making agriculture the 10th largest sector within the region. Animal slaughtering made up over 44% of total agricultural outputs. The

conversion of grazing land for urban purposes will ultimately impact on the contribution of agriculture to Bathurst's economy. The NSW Department of Primary Industries, as part of the consultation for the Bathurst Regional Local Environmental Plan (LEP) 2014, raised concern with the continued loss of highly productive agricultural land (Class I, II and III land), to urban purposes.

Council's Urban Strategy identified three key localities for longer term urban expansion:

1. West of Sawpit Creek
2. North of Eleven Mile Drive
3. East and South of Perthville

Extending the life of the City's existing vacant land stocks will delay the need to rezone additional lands for urban expansion and minimise the conversion of agricultural lands for urban purposes. Nonetheless, Council will need to commence detailed investigations now to determine which of these locations (or if there are other alternative sites) is the optimal location for the expansion of the City beyond 2040.

## **EXISTING SUBURBAN GREENFIELD SITES**

There is approximately 770 ha of vacant greenfield suburban land available for residential development at Kelso, Eglinton, Windradyne and Llanarth. The population forecasts indicate that Bathurst is expecting a population increase of 12,170 people by 2036.

If nothing changes, these vacant land stocks will meet the expected growth with existing land stocks exhausted by 2040. Figure 1 (see page 9) illustrates the ability to extend the life of those vacant land stocks by decreasing the average lot size. It is important to note that to increase the livability of the neighbourhood, the creation of a mix of lot sizes can achieve the planned density and prioritise greater buyer certainty. Council's planning controls should not impede the creation of smaller lots to increase the living density in a planned way. Perhaps those planning controls should be used to force the creation of lots at a higher density, particularly if the market does not change. Council, as a land developer, has the opportunity to create showcase estates and demonstrate that an increased density can achieve quality outcomes.

## **EXISTING NEIGHBOURHOODS**

### **NEIGHBOURHOOD ACTIVITY CENTRES AND BATHURST CBD**

The walkability of a neighbourhood and the provision of services within a 400m radius of an activity centre (representing about a 5 minute walk) represents a key opportunity for increased living close to shops and services. The neighbourhood activity centres need to be planned to cater for the needs of the local community together with community facilities.

State and Local Planning Policies call for more diverse and more intensive housing to be located close to public transport, shops and other services.

This is supported by the community's visioning for the housing strategy that identified a desire to increase housing close to shops and services.

Locations close to the CBD and Neighbourhood Activity Centres are generally accepted as more accessible locations and offer benefits for sustainability. Residents in such areas can conveniently walk or cycle to shops, services and transport, therefore providing further benefits in terms of health and convenience. There are also benefits for the service providers who can attract a stronger local market.

In terms of identifying suitable areas for more intensive, diverse housing it is important to understand walkable catchments and the distances people are willing to walk to services. A 400m distance equates to about a five-minute walk and an 800m distance is equivalent to about a ten-minute walk. These are generally taken as an acceptable distance for people to walk to quality public transport and shops. Detailed mapping considers the genuine walkability for existing pedestrian connections, typology and physical barriers.

The Housing Strategy has taken distances of 400m and 800m from shops and services and used this to identify accessible locations. This translates to preferred locations for more intensive and more diverse housing both in existing neighbourhoods and in the newer suburban greenfield sites.

## 400 AND 800 METRE RADIUS TO THE BATHURST CBD AND NEIGHBOURHOOD ACTIVITY CENTRES



### **INNER CITY NEIGHBOURHOODS**

The inner urban area of Bathurst has a number of potential vacant sites that, if consolidated, would create sites for multi dwelling development. These are often located in the centre of the city blocks and are often in multiple ownership. The development potential of these sites may not be realised for decades to come.

Within the Bathurst CBD, there are sites that may be suitable for a mixed use development, that is, a mix of shopping, office and residential development on the one site. This style of development has not previously occurred within Bathurst and may be an opportunity for future regional level shopping centres within the CBD's central carparks or the redevelopment of an existing centre.

### **INNER FRINGE NEIGHBOURHOODS**

There are existing neighbourhoods, located on the fringes of the Bathurst Heritage Conservation Area, that are still within reasonable proximity to the CBD. These neighbourhoods might be targeted for longer term urban renewal, that is the replacement of the existing low density housing with new housing at a higher living density. Investigations of opportunities to renew these areas might reduce the development pressures on the more historic sites in the Bathurst Heritage Conservation Area and provide opportunities for increased living densities closer to the CBD.

These opportunities, and opportunities for one-off density increases across the City, will be discussed in the action tables to follow. These opportunities would allow for new housing to be provided with an increased density, utilising the existing services, subdivision patterns and

reducing the demand for greenfield housing developments. Council might be able to seek concurrent one-off increases in sustainability and affordability outcomes as part of requests for one-off site density increases.



## 7 A STRATEGY FOR GROWTH AND CHANGE

In developing the strategy, Council has considered the current housing stock and planning controls, demographic trends, community views and opportunities to encourage housing choice and the better utilisation of land. Balancing these factors will ensure Council can effectively manage change to the existing residential character, historic qualities and environmentally sensitive lands into the future.

The housing strategy does not examine what the future housing should look like but makes recommendations for Council to undertake urban design investigations before the planning controls are changed.

Council has identified a number of features and constraints that will guide the recommendations of the strategy. The Bathurst CBD and neighbourhood activity centres, Mount Panorama 50dBa noise contour, Sewerage Treatment Plant buffer, Bathurst Floodplain, Bathurst airport and the Bathurst and West Bathurst Heritage Conservation Areas are important strategic considerations to the development of the land for intensive urban purposes.

Council is mindful of the community's desire to retain the existing neighbourhood character and heritage qualities of the City and improve certainty of development that can occur on land. The community also sought to increase housing close to shops and services, reduce urban sprawl, increase housing choice and quality and provide good connections to quality open spaces. The community also expressed a desire for Bathurst not to become 'Sydney' in terms of living densities.

To cater for the forecasted growth of the City and changes in the population (particularly smaller household size and an ageing population),

and to more efficiently use the existing land resources, it is suggested that a balanced approach is required that:

- Does not unnecessarily convert rural land to housing (i.e. unrestrained urban sprawl);
- Increases lot yield and living densities of new subdivisions; and
- Increases living densities in both existing and new residential areas in a managed and appropriate way.

### PLANNING PRECINCTS – ACTION TABLES

The Housing Strategy establishes a number of different planning precincts reflective of the opportunities and constraints that may occur in that locality. The tables below will establish a set of suggested criteria to guide the future provision of housing by Council during the implementation phase and to inform the amendment of Council's planning instruments.

#### GENERAL ACTIONS

A number of general actions have been identified that apply to all of the planning precincts. These actions are as follows:

	Action	Description	Priority
1	Undertake a review of the open space needs of the Bathurst community.	Planning literature indicates that increased living densities make public and private open space more important to the residents.  Some of the primary aims of the study are to:	Study underway. Due for completion in 2018.

		<ul style="list-style-type: none"> <li>review the amount of open space required for Bathurst;</li> <li>review the amount of local open space provided as part of new subdivisions;</li> <li>review appropriate embellishment standards of local and regional level open space.</li> </ul>	
2	Undertake a review of the appropriateness of the 50dBa noise contour and 400m sewer treatment plant buffer.	The 50dBa noise contour and the 400 metre sewerage treatment plant buffers exclude land for intensive urban development. With the development of the Mount Panorama second racing circuit, a review of the 50dBa noise contour is particularly relevant. A review of both buffers aims to determine the ongoing suitability of these lands for urban purposes.	Study underway with respect to Mount Panorama.  Sewerage Treatment Buffer review - Medium
3	Undertake an Integrated CBD Transport Study.	Given the ongoing dominance of the	Short

		Bathurst CBD as the principle retail centre of Bathurst, one of the primary aims of this study should be to investigate and improve the private and public transport linkages between the Bathurst CBD, the NAC's and the residential areas of the City.	
4	Undertake a review of the Bathurst Heritage Conservation Area.	<p>This review is important to identify any significant buildings that have not previously been identified and make recommendations for their protection.</p> <p>Importantly, the review should consider the existing heritage conservation areas and review their boundaries to determine the value of the City's 40s, 50s, 60s and 70s building stocks on the fringe of the existing HCAs.</p>	Study Commenced
5	Undertake a Social Impact Assessment for identified Investigation Areas and a	Affordable housing is an important consideration of the ongoing provision	Short

	broader affordable housing strategy	<p>of housing in the City as it grows. Those areas in an identified investigation area may experience gentrification of the area over time, which may result in a loss of affordable housing stock.</p> <p>A Social Impact Assessment is a method for predicting and assessing the social consequences of a proposed action or initiative before a decision is made. It relates to impacts on affected groups or people and on their way of life, life chances, health, culture and capacity to sustain these.</p> <p>Some of the primary aims of the study are to:</p> <ul style="list-style-type: none"> <li>• identify housing affordability for the City</li> <li>• support sustainable development and decision-making, contributing to the</li> </ul>				<p>determination of best policy or development alternatives;</p> <ul style="list-style-type: none"> <li>• identify impacts that are directly related to the proposed redevelopment.</li> <li>• Be informed by the things that are likely to impact on the community's wellbeing.</li> </ul>	
				6	Undertake a review of the Bathurst Cycle and Pedestrian Access Plan.	Ongoing reviews of this Plan should be undertaken to ensure that the precincts that may change over time as a result of this Housing Strategy have appropriate pedestrian and cycling access.	Medium
				7	Undertake ongoing reviews of infrastructure capacity and service delivery to determine capacity to achieve the outcomes proposed in this strategy. The	The reviews should identify any infrastructure works that are required to cater for the planned growth. The reviews should also consider:	Short, Medium and Long

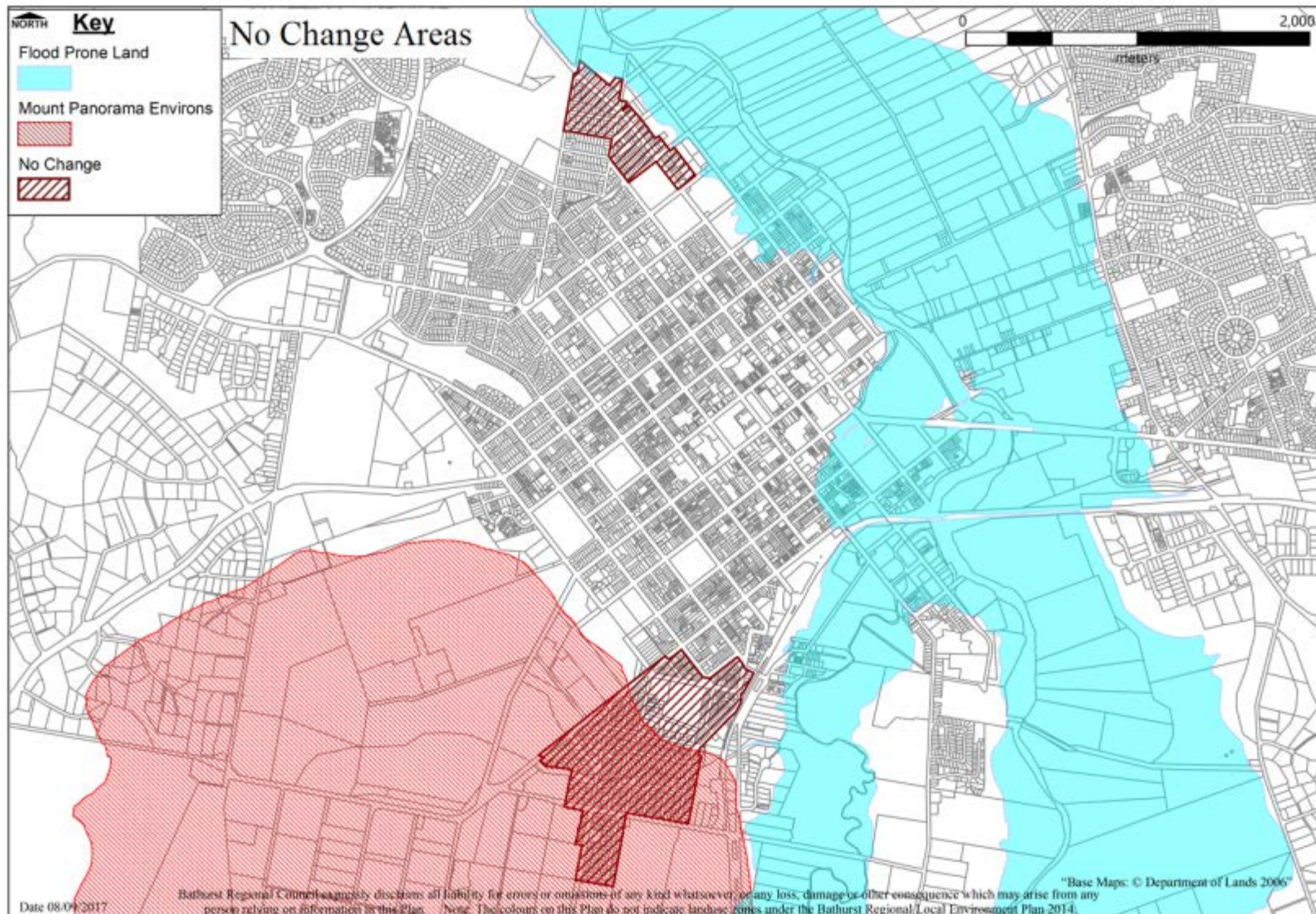
	<p>reviews should include:</p> <ul style="list-style-type: none"> <li>• Water;</li> <li>• Sewer;</li> <li>• Roads; and</li> <li>• Waste collection.</li> </ul>	<ul style="list-style-type: none"> <li>• alternative methods of providing the infrastructure or service;</li> <li>• identify the works required to adequately service the area; and</li> <li>• identify a timeframe for the upgrade/augmentation to occur.</li> </ul> <p>Any areas identified with significant infrastructure constraints that are unable to be overcome should ultimately be excluded from future development.</p> <p>Longer term infrastructure investigations should also be undertaken with respect to the City's urban expansion areas.</p>	
8	Undertake a new Floodplain Management Plan for the Macquarie River.	One of the primary aims of a new Floodplain Management Plan should be to determine whether	Short

		the use of flood protected land for more intensive urban purposes is appropriate.	
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## **PRECINCT ACTIONS**

The following tables outline the intent of each proposed planning precinct, their significant features, constraints and opportunities. Objectives and actions are suggested to enable or prevent planned change to occur into the future. The planning precincts identified are:

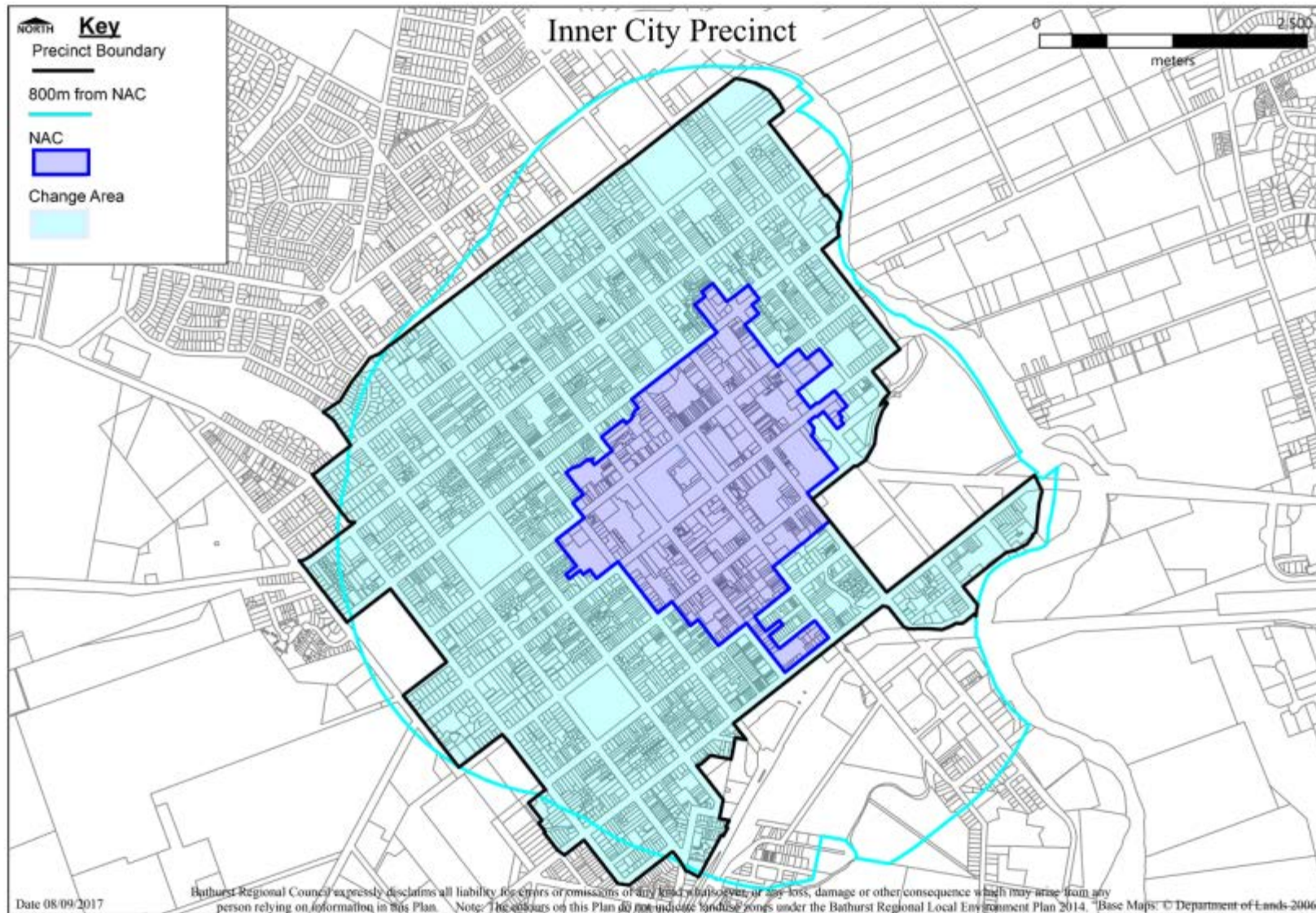
1. No change areas
2. Inner city
3. Westpoint, Trinity Heights and Kelso Centrepont
4. Laffing Waters
5. Eglinton
6. Inner fringe investigation areas
7. Urban expansion areas
8. Other residential lands (not elsewhere identified)



## NO CHANGE AREAS

**Intent:** To prevent new residential living opportunities, including increased living densities, on environmentally sensitive lands, where **no change** should prevail.

Significant Feature	Constraints and Opportunities	Objectives	Actions	Priority
These areas have been identified as areas where significant constraints restrict the further development of the area for residential development. These areas include the 50dBa noise contour for Mount Panorama, lands within the 400m Sewerage Treatment Plant Buffer, the Macquarie River floodplain and lands within the vicinity of the Bathurst airport.	<p><u>Constraints</u></p> <ul style="list-style-type: none"> <li>• Mount Panorama 50dBa noise contour.</li> <li>• Development of second motor racing circuit for Mount Panorama.</li> <li>• Odour from Sewerage Treatment Plant.</li> <li>• Macquarie River floodplain.</li> <li>• Noise and height limitations at the Bathurst airport.</li> </ul> <p><u>Opportunities</u></p> <ul style="list-style-type: none"> <li>• Secondary dwellings as infill development.</li> </ul>	<ul style="list-style-type: none"> <li>• Maintain the status quo.</li> <li>• Maintain the existing neighbourhood character.</li> <li>• Ensure higher living densities and new residential development opportunities are not permitted.</li> <li>• Protects environmentally sensitive lands.</li> <li>• Protect the Mount Panorama precinct as an international motor racing circuit.</li> <li>• Protect the Macquarie River floodplain.</li> <li>• Protect the Bathurst Regional airport as a regional air hub.</li> </ul>	<ol style="list-style-type: none"> <li>1. Do not support the rezoning of land for new or intensified residential purposes.</li> <li>2. Maintain the status quo density provisions to prohibit higher density living options.</li> <li>3. Review the planning standards, controls and permissible development that apply to the land to minimise new housing opportunities.</li> <li>4. Undertake a review of relevant planning documents to incorporate the recommendations from the studies/reports outlined in general actions 1-8 above.</li> </ol>	Medium



## INNER CITY PRECINCT

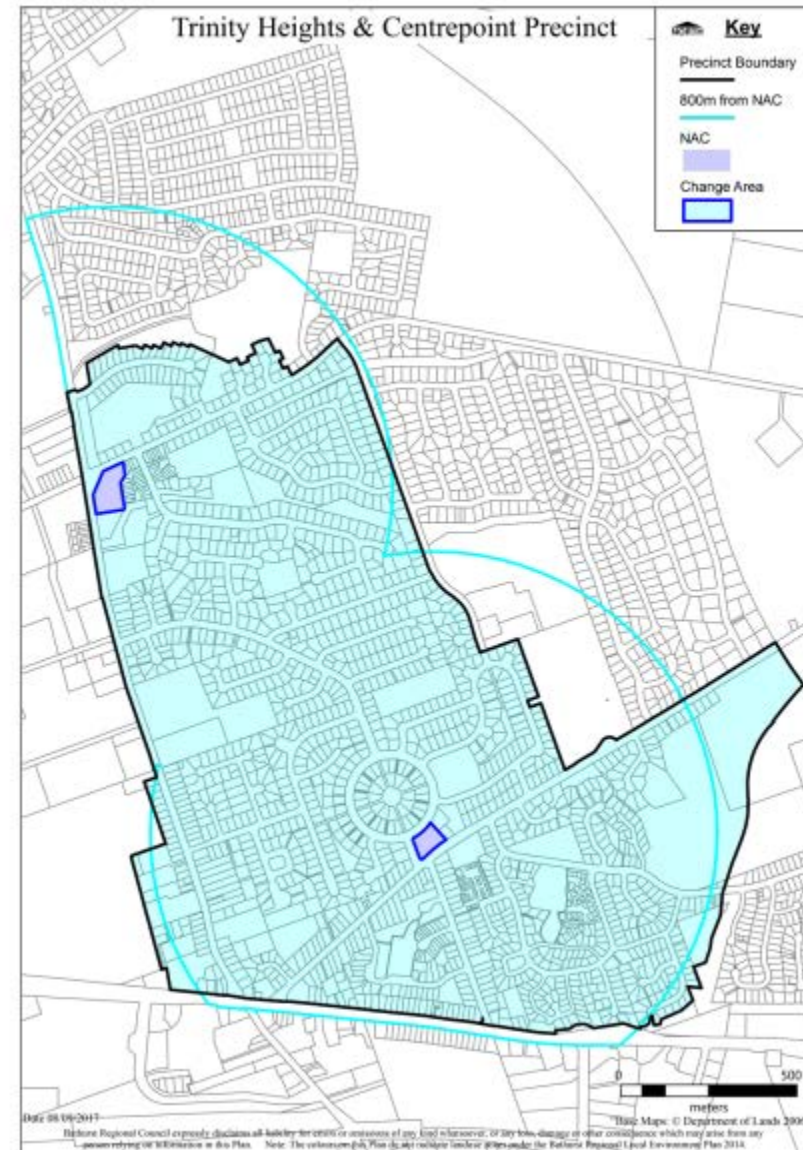
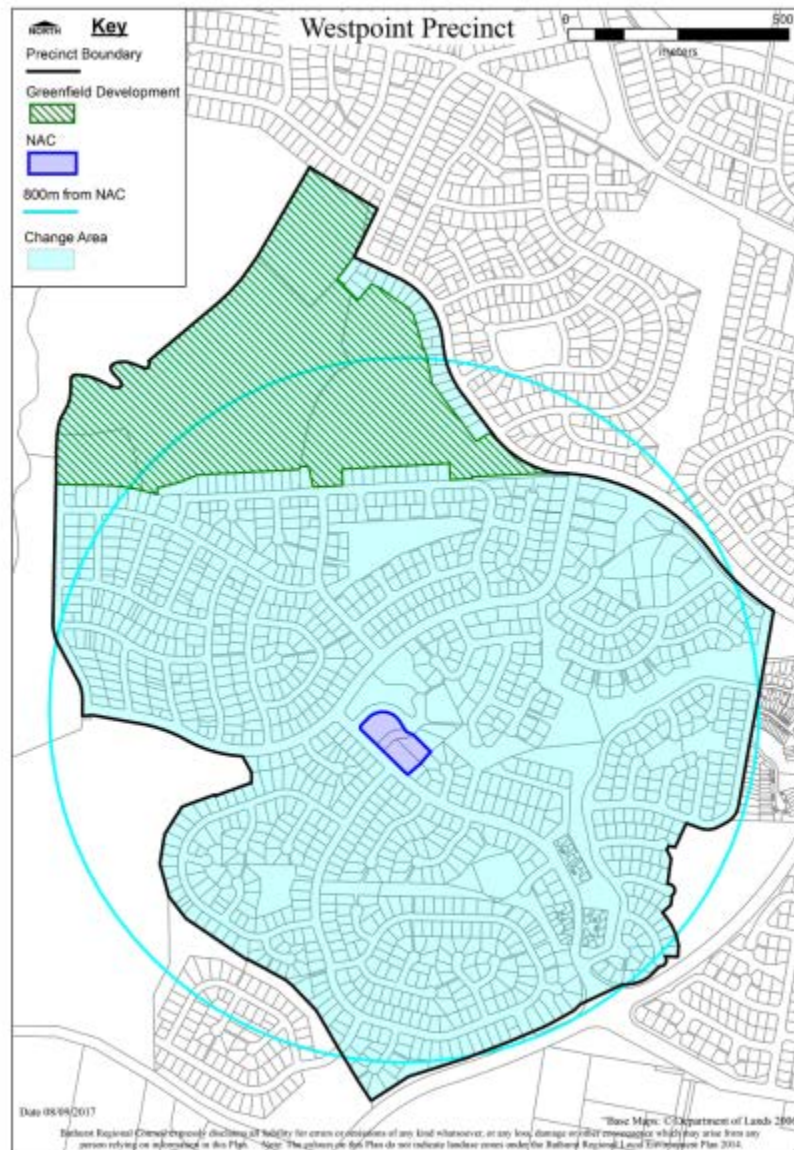
**Intent:** To enable managed **change and growth** within the inner city areas of Bathurst that might be appropriate within the Bathurst Heritage Conservation Area (HCA) largely through new infill development.

Significant Feature	Constraints and Opportunities	Objectives	Actions	Priority
<p>This precinct incorporates the Bathurst CBD and inner city residential areas, located up to 800m from the Bathurst CBD. This precinct is largely within the Bathurst HCA. It is well connected by a network of collector and local roads.</p>	<p><u>Constraints</u></p> <ul style="list-style-type: none"> <li>• Heritage Conservation Area and significant heritage streetscapes, sites and buildings.</li> <li>• Existing subdivision pattern, particularly long narrow blocks.</li> <li>• Difficult to acquire new public open space.</li> <li>• Land difficult to ‘package’ together to form a development lot.</li> <li>• Loss of residential buildings to small scale commercial developments particularly within 400m of the CBD.</li> <li>• Little vacant land available as greenfield sites. Most of the development potential is as infill development.</li> </ul> <p><u>Opportunities</u></p> <ul style="list-style-type: none"> <li>• Reuse of vacant or underutilised land, especially the public carparks and land behind existing houses.</li> </ul>	<ul style="list-style-type: none"> <li>• Respect the heritage significance of Bathurst’s streetscapes, sites and buildings.</li> <li>• Maintain existing living densities but enable opportunities for increased living densities on targeted sites, whilst balancing the identified constraints of the locality.</li> <li>• Encourage high quality urban design principles.</li> <li>• Encourage adaptable reuse of larger vacant or disused heritage sites.</li> <li>• Use building age and significance mapping to encourage the redevelopment of non-contributory sites and to discourage the redevelopment of contributory sites.</li> <li>• Encourage mixed use developments.</li> </ul>	<ol style="list-style-type: none"> <li>1. Identify and target key sites within the Bathurst CBD suitable for a higher living density and mixed use development opportunities.</li> <li>2. Consider landowner initiated requests to enable higher living densities on appropriate sites taking particular account of building age and significance ratings.</li> <li>3. Retain living densities generally as already permitted for, except for sites identified under (1) and (2) above.</li> <li>4. Investigate amendments to the existing planning instruments to enable one-off higher living densities where appropriate, in respect of (1) and (2) above.</li> <li>5. Investigate amendments to the existing planning instruments to require applications for one off increases in density to achieve better design outcomes through a master plan process which addresses topics such as, but not limited to, housing affordability, housing sustainability, accessibility and ageing in place, beyond those outcomes that might</li> </ol>	Short to Medium

	<ul style="list-style-type: none"> <li>• Adaptable reuse of large disused heritage sites.</li> <li>• Walkability to the CBD.</li> <li>• Public transport is readily available.</li> </ul>	<ul style="list-style-type: none"> <li>• Utilise agreed development principle outcomes to encourage one-off higher densities on vacant or non-contributory sites or underutilised land (eg public car parks).</li> <li>• Improve accessibility and walkability to the CBD.</li> <li>• Maintain the existing open space and enhance living opportunities close to open spaces.</li> </ul>	<p>otherwise be achieved under the normal planning and legislative arrangements.</p> <p>6. Establish agreed development principles for new development and to protect existing contributory sites and streetscapes (on a streetscape or precinct basis) that achieve the following:</p> <ul style="list-style-type: none"> <li>• Retention of contributory and heritage buildings, streetscapes, views and vistas.</li> <li>• Higher density housing on key development sites, including as mixed use developments.</li> <li>• Maintain existing streetscape heights but provide opportunities to increase heights central to the block.</li> <li>• Contemporary building designs which reflect the traditional building materials and styles within the local area.</li> <li>• Provide adequate protection and transition from higher density developments to remaining lower density developments (e.g. appropriate setbacks and the like).</li> <li>• Infill standards to the street.</li> <li>• Retain an appropriate curtilage to original dwellings.</li> <li>• Protect existing, provide new</li> </ul>	
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			<p>(where possible) and make good use of open space not just for public/private recreation but also to aid future climatic stress as a result of increased built form.</p> <ul style="list-style-type: none"> <li>• Car parking requirements, both on and off street.</li> <li>• Lot consolidation.</li> <li>• Provide connections to and from the site.</li> </ul> <p>7. Seek expert Urban Design advice to guide the actions above with emphasis on:</p> <ul style="list-style-type: none"> <li>• Retention of the historic nature of the precinct.</li> <li>• Mixed use developments.</li> <li>• The achievement of design outcomes for matters such as housing affordability, sustainability and accessibility beyond existing legislated standards.</li> </ul> <p>8. Undertake a review of relevant planning documents to incorporate the recommendations from the studies/reports outlined in general actions 1-8 above.</p>	
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## WESTPOINT, TRINITY HEIGHTS AND KELSO CENTREPOINT PRECINCTS

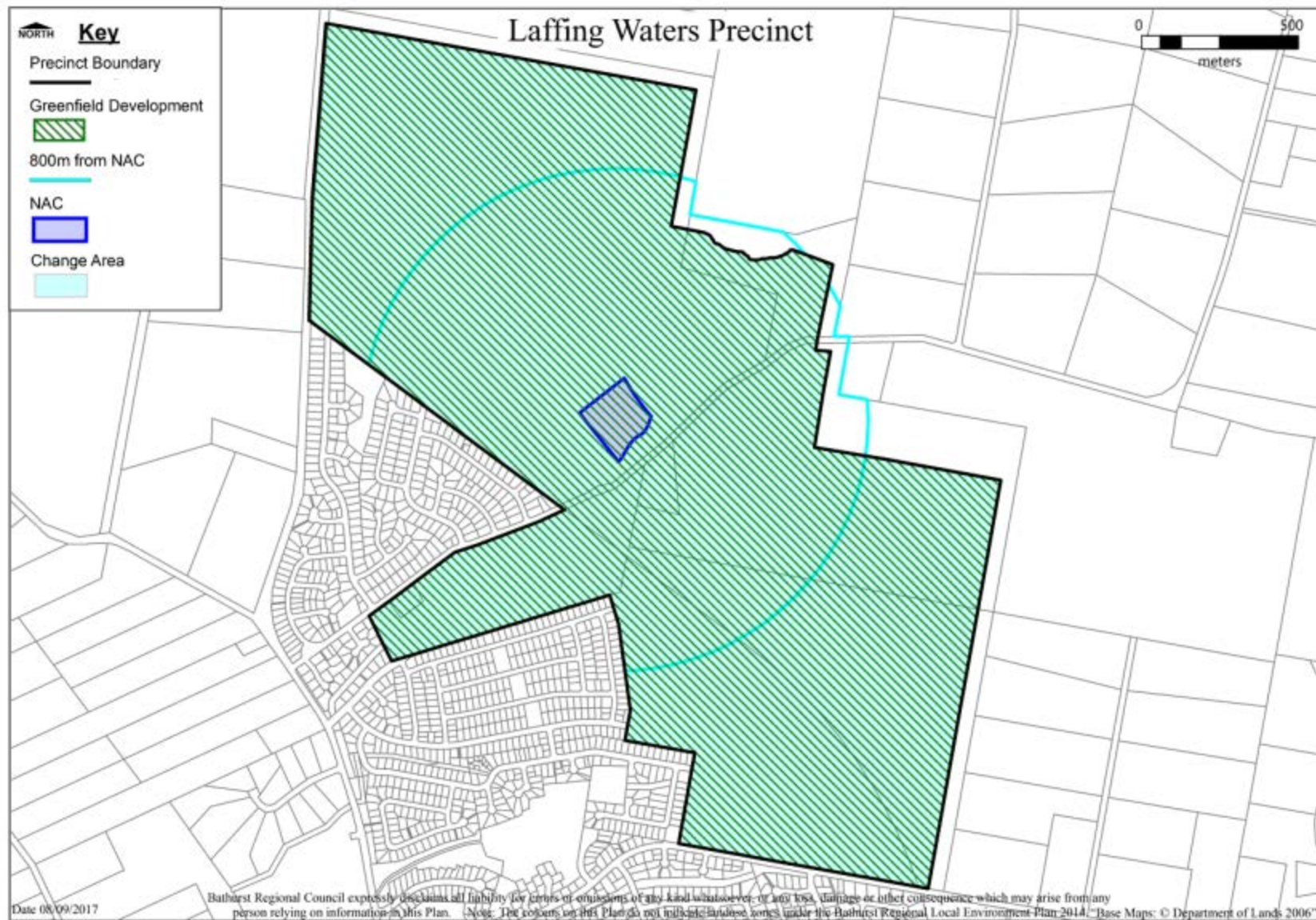
**Intent:** To enable managed **change and growth** within close proximity to the City's existing Neighbourhood Activity Centres (NACs) through both greenfield and urban renewal developments in the long term.

Significant Feature	Constraints and Opportunities	Objectives	Actions	Priority
These areas incorporate land located up to 800m from the existing NACs of Westpoint, Trinity Heights and Kelso Centrepoint. These areas have existing 1970s, 80s and 90s housing stock that as it ages may provide a longer term opportunity for lot consolidation and renewal at higher living densities to take advantage of their proximity to shops and services.	<p><u>Constraints</u></p> <ul style="list-style-type: none"> <li>Existing subdivision pattern and housing stock.</li> <li>Most of the development potential is as infill development in the short term.</li> <li>Protecting amenity of the remaining dwellings when urban renewal occurs.</li> </ul> <p><u>Opportunities</u></p> <ul style="list-style-type: none"> <li>Walkability to the NACs.</li> <li>Vehicle connectivity to the Bathurst CBD and NAC.</li> <li>Integrated public transport to residential areas and Bathurst CBD.</li> <li>Greenfield development of some vacant land.</li> <li>Demolition and renewal of housing stock (in the long term) at increased living densities.</li> </ul>	<ul style="list-style-type: none"> <li>Encourage higher living densities.</li> <li>Manage change from the old to new housing stock and the impacts of this change on the existing neighbourhood character.</li> <li>Plan for the future expansion of the NACs.</li> <li>Encourage high quality urban design principles to manage increased living densities and to manage change between the old and new housing stock.</li> <li>Ensure quality access to the NAC and CBD through walking and integrated public transport.</li> <li>Maintain the existing open space and plan for new open space taking into consideration local environmental constraints and access.</li> <li>Encourage lot consolidation.</li> </ul>	<ol style="list-style-type: none"> <li>Review existing living densities to enable higher living densities and encourage smaller average allotment size.</li> <li>Identify and target key sites (especially vacant land) within these precincts suitable for a higher living density.</li> <li>Consider landowner initiated requests to enable higher living densities on appropriate sites.</li> <li>Investigate amendments to the existing planning instruments to enable higher living densities where appropriate in respect of (1), (2) and (3) above.</li> <li>Investigate amendments to the existing planning instruments to require applications for one off increases in density to achieve better design outcomes through a master plan process which addresses topics such as, but not limited to, housing affordability, housing sustainability, accessibility and ageing in place, beyond those outcomes that might otherwise be achieved under the normal planning and legislative arrangements.</li> <li>Establish agreed development principles for new living densities that</li> </ol>	Short to Medium

			<p>achieve the following:</p> <ul style="list-style-type: none"> <li>• Provide adequate protection and transition from higher density developments to remaining low density developments (e.g. appropriate setbacks and the like) so as to minimise the impact on the existing neighbourhood character.</li> <li>• Higher density housing on key development sites, including as mixed use developments within the NACs.</li> <li>• Maintain existing residential streetscape heights and provide opportunities to increase heights in the NACs as mixed use developments.</li> <li>• Contemporary building designs which reflect the traditional building materials and styles within the local area.</li> <li>• Mix of lot sizes (particularly on greenfield or vacant sites) that achieve a higher lot yield.</li> <li>• Provide and make good use of open space not just for public/private recreation but also to aid future climatic stress as a result of an increased built form.</li> <li>• Car parking requirements, both on and off street.</li> </ul>	
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			<ul style="list-style-type: none"> <li>• Retention of any contributory and heritage buildings.</li> <li>• Lot consolidation.</li> <li>• Retain appropriate curtilage to the existing dwelling (if retained).</li> <li>• Provide connections to and from the site.</li> </ul> <p>7. Identify appropriate development standards to achieve those actions above and which support urban renewal of existing sites at a higher density.</p> <p>8. Seek expert Urban Design advice to guide those actions above with emphasis on:</p> <ul style="list-style-type: none"> <li>• How to appropriately transition between the old and new housing stock.</li> <li>• Mixed use developments in the NACs.</li> <li>• The achievement of design outcomes for matters such as housing affordability, sustainability and accessibility beyond existing legislated standards.</li> </ul> <p>9. Undertake a review of relevant Planning documents to incorporate the recommendations from the studies/reports outlined in general actions 1-8 above.</p>	
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## LAFFING WATERS PRECINCT

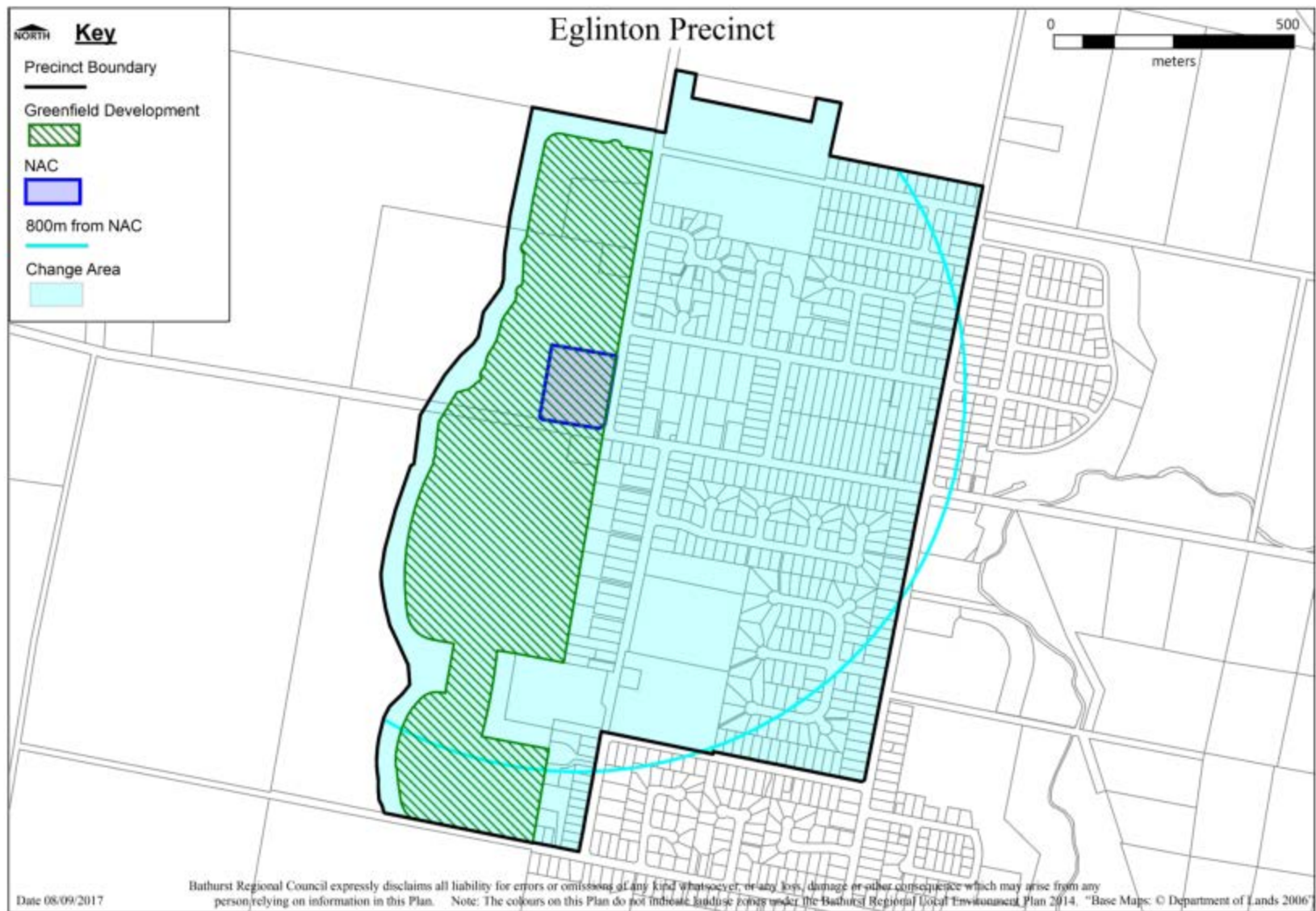
**Intent:** To plan for and enable *significant change and growth* within close proximity to the future Laffing Waters Neighbourhood Activity Centre.

Significant Feature	Constraints and Opportunities	Objectives	Actions	Priority
<p>This area incorporates land located up to 800m from the future Laffing Waters NAC. The area is adjacent to existing 1990s and 2000s housing stock. The area is a greenfield site and will be connected to the existing residential areas by a network of collector and local roads.</p>	<p><u>Constraints</u></p> <ul style="list-style-type: none"> <li>• The current market forces influencing subdivision design.</li> <li>• Environmental features such as drainage lines.</li> </ul> <p><u>Opportunities</u></p> <ul style="list-style-type: none"> <li>• Greenfield sites with no existing neighbourhood character.</li> <li>• Walkability to the future NAC.</li> <li>• Proximity to the proposed new School site.</li> <li>• Vehicle connectivity to the Bathurst CBD and NAC.</li> <li>• Integrated public transport to residential areas and Bathurst CBD.</li> <li>• Potential for new open space.</li> </ul>	<ul style="list-style-type: none"> <li>• Establish a new subdivision and neighbourhood character.</li> <li>• Establish a new built form within the subdivision.</li> <li>• Significantly increase the number of people living up to 400 metres of the new NAC.</li> <li>• Increase the number of people living between 400 and 800 metres of the new NAC.</li> <li>• Masterplan the residential suburb and the NAC to provide for: <ul style="list-style-type: none"> <li>○ Medium density housing close to the NAC.</li> <li>○ A mix of low and medium density living opportunities including a mix of lot sizes.</li> <li>○ High quality urban design principles, including consideration of principles for sustainability, accessibility and affordability.</li> <li>○ Quality access to the NAC and the surrounding residential neighbourhood.</li> </ul> </li> </ul>	<ol style="list-style-type: none"> <li>1. Develop a master plan for the Laffing Waters NAC and surrounding suburb that identifies appropriate preferred living densities in the precinct.</li> <li>2. Identify and target key sites within the precinct through the master plan process for a higher living density and smaller lot sizes.</li> <li>3. Consider landowner initiated requests to enable higher living density opportunities on appropriate sites.</li> <li>4. Investigate amendments to the existing planning instruments to enable higher living densities and to drive a smaller average lot size where appropriate in respect of those actions above.</li> <li>5. Investigate amendments to the existing planning instruments to require applications for one off increases in density to achieve better design outcomes through a master plan process which addresses topics such as, but not limited to, housing affordability, housing sustainability, accessibility and ageing in place, beyond those outcomes that might otherwise be achieved under the</li> </ol>	Short

		<ul style="list-style-type: none"> <li>○ Open space taking into consideration local environmental constraints and access.</li> <li>○ Integration with the existing adjoining suburban land.</li> <li>○ Quality access to the NAC and CBD through walking and integrated public transport.</li> <li>○ A NAC that encompasses the following principles: <ul style="list-style-type: none"> <li>▪ The creation of pedestrian focal spaces and externally placed shopfront environments</li> <li>▪ Defined retail core</li> <li>▪ Diversity of supporting services</li> <li>▪ Social role of the NAC as a central social place</li> <li>▪ Neighbourhood access.</li> </ul> </li> </ul>	<p>normal planning and legislative arrangements.</p> <p>6. For areas within the precinct, especially those identified as suitable for higher living densities, establish agreed development principles that achieve the following:</p> <ul style="list-style-type: none"> <li>• Appropriate higher density housing on key development sites, including mixed use developments in the NAC.</li> <li>• Maintain existing residential streetscape heights and provide opportunities to increase heights in the NAC as mixed use developments.</li> <li>• Provision of appropriate levels of new open space.</li> <li>• Contemporary building designs which reflect the traditional building materials and styles within the local area.</li> <li>• Mix of lot sizes (particularly on greenfield or vacant sites) that achieve a higher lot yield.</li> <li>• Provide adequate protection and transition from higher density developments to low density developments (e.g. appropriate setbacks and the like).</li> <li>• Provide and make good use of</li> </ul>	
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			<p>open space not just for public/private recreation but also to aid future climatic stress as a result of an increased built form.</p> <ul style="list-style-type: none"> <li>• Car parking requirements, both on and off street.</li> <li>• Retention of any contributory and heritage buildings.</li> <li>• Lot consolidation.</li> <li>• Connections to and from the site.</li> </ul> <p>7. Identify appropriate development standards to achieve the actions above.</p> <p>8. Seek expert Urban Design advice to guide the development and implementation of the Masterplan.</p> <p>9. Undertake a review of relevant Planning documents to incorporate the recommendations from the studies/reports outlined in general actions 1-8 above.</p>	
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## EGLINTON PRECINCT

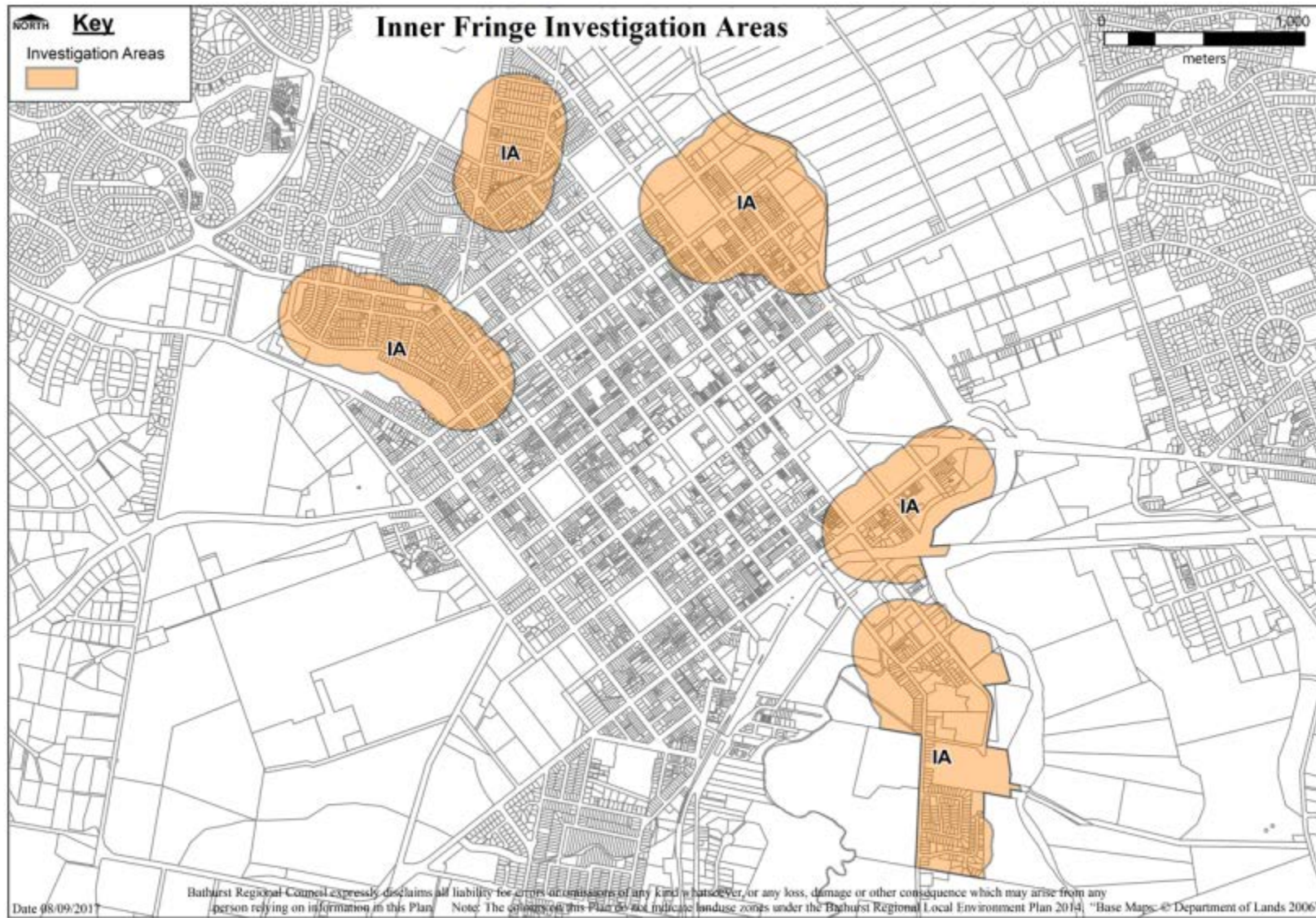
**Intent:** To plan for and enable managed **change and growth** within close proximity to the future Eglinton Neighbourhood Activity Centre through both greenfield and urban renewal developments in the long term.

Significant Feature	Constraints and Opportunities	Objectives	Actions	Priority
<p>This area incorporates land located up to 800m from the future Eglinton NAC. The area largely includes existing 1970s, 1980s and 1990s housing stock as well as a substantial greenfield site. It will be connected to the existing residential areas by a network of collector and local roads.</p> <p>The Eglinton village has a special village character that has been maintained over time through a larger minimum lot size.</p>	<p><u>Constraints</u></p> <ul style="list-style-type: none"> <li>• The current market forces influencing subdivision design.</li> <li>• Environmental features such as drainage lines.</li> <li>• Protecting amenity of the existing dwellings and the village character of the precinct as urban renewal happens in the long term.</li> <li>• Radio towers located on the site.</li> </ul> <p><u>Opportunities</u></p> <ul style="list-style-type: none"> <li>• Walkability to the future NAC.</li> <li>• Proximity to Eglinton Public School.</li> <li>• Some development potential is as infill development.</li> <li>• Development of greenfield sites at planned living densities.</li> <li>• Vehicle connectivity to the Bathurst CBD and NAC.</li> <li>• Integrated public transport to residential areas and Bathurst</li> </ul>	<ul style="list-style-type: none"> <li>• Plan for low to medium living densities that complement the existing village character.</li> <li>• Manage change from old to new housing stock and ensure the impacts of change are managed to complement the existing village character.</li> <li>• Encourage higher density living on greenfield sites including a mix of lot sizes, particularly in close proximity to the new NAC.</li> <li>• Encourage high quality urban design principles to manage increased living densities.</li> <li>• Ensure quality access to NAC and CBD through walking and integrated public transport.</li> <li>• Encourage lot consolidation and medium density on larger lots.</li> </ul>	<ol style="list-style-type: none"> <li>1. Encourage the landowners of the greenfield sites to develop master plans for the NAC and surrounding subdivisions, particularly with respect to (2) below.</li> <li>2. Identify an appropriate preferred living density, lot size, and lot yield for the greenfield sites within the village, and particularly in close proximity to the NAC.</li> <li>3. Investigate amendments to the existing Planning Instruments to enable appropriate higher density living opportunities and smaller lots on the greenfield lands.</li> <li>4. Investigate amendments to the existing planning instruments to require applications for one off increases in density to achieve better design outcomes through a master plan process which addresses topics such as, but not limited to, housing affordability, housing sustainability, accessibility and ageing in place, beyond those outcomes that might otherwise be achieved under the normal planning arrangements.</li> <li>5. Consider landowner initiated</li> </ol>	Short to Medium

	<p>CBD available.</p> <ul style="list-style-type: none"> <li>• Walkability to the NAC.</li> </ul>		<p>requests to enable higher living density opportunities on appropriate sites within the existing village.</p> <p>6. Establish agreed development principles that achieve the following:</p> <ul style="list-style-type: none"> <li>• Appropriate higher density housing or smaller lot sizes on the greenfield development sites, including mixed use developments within the NAC.</li> <li>• Maintain existing streetscape heights and provide opportunities to increase heights within the NAC.</li> <li>• Provide adequate protection and transition from higher density developments to adjacent low density developments (e.g. appropriate setbacks and the like).</li> <li>• Provide new and make good use of green space not just for public/private recreation but also to aid future climatic stress as a result of increased built form.</li> <li>• Provide for a mix of lot sizes (particularly on greenfield lands) that achieve a higher lot yield.</li> <li>• Car parking requirements, both on and off street.</li> <li>• Retention of any contributory and heritage buildings.</li> <li>• Lot consolidation.</li> <li>• Provide connections to and from the site.</li> </ul>	
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			<p>7. Identify appropriate development standards to achieve the actions above and that:</p> <ul style="list-style-type: none"> <li>• support urban renewal of existing sites at an appropriate higher living density on smaller lots, and/or</li> <li>• smaller average lot sizes on greenfield land.</li> </ul> <p>8. Seek expert Urban Design advice to guide those actions above with emphasis on:</p> <ul style="list-style-type: none"> <li>• Retention of the existing village character.</li> <li>• The achievement of design outcomes for matters such as housing affordability, sustainability and accessibility beyond existing legislated standards.</li> </ul> <p>9. Undertake a review of relevant planning documents to incorporate the recommendations from the studies/reports outlined in general actions 1-8 above.</p>	
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## INNER FRINGE INVESTIGATION AREAS

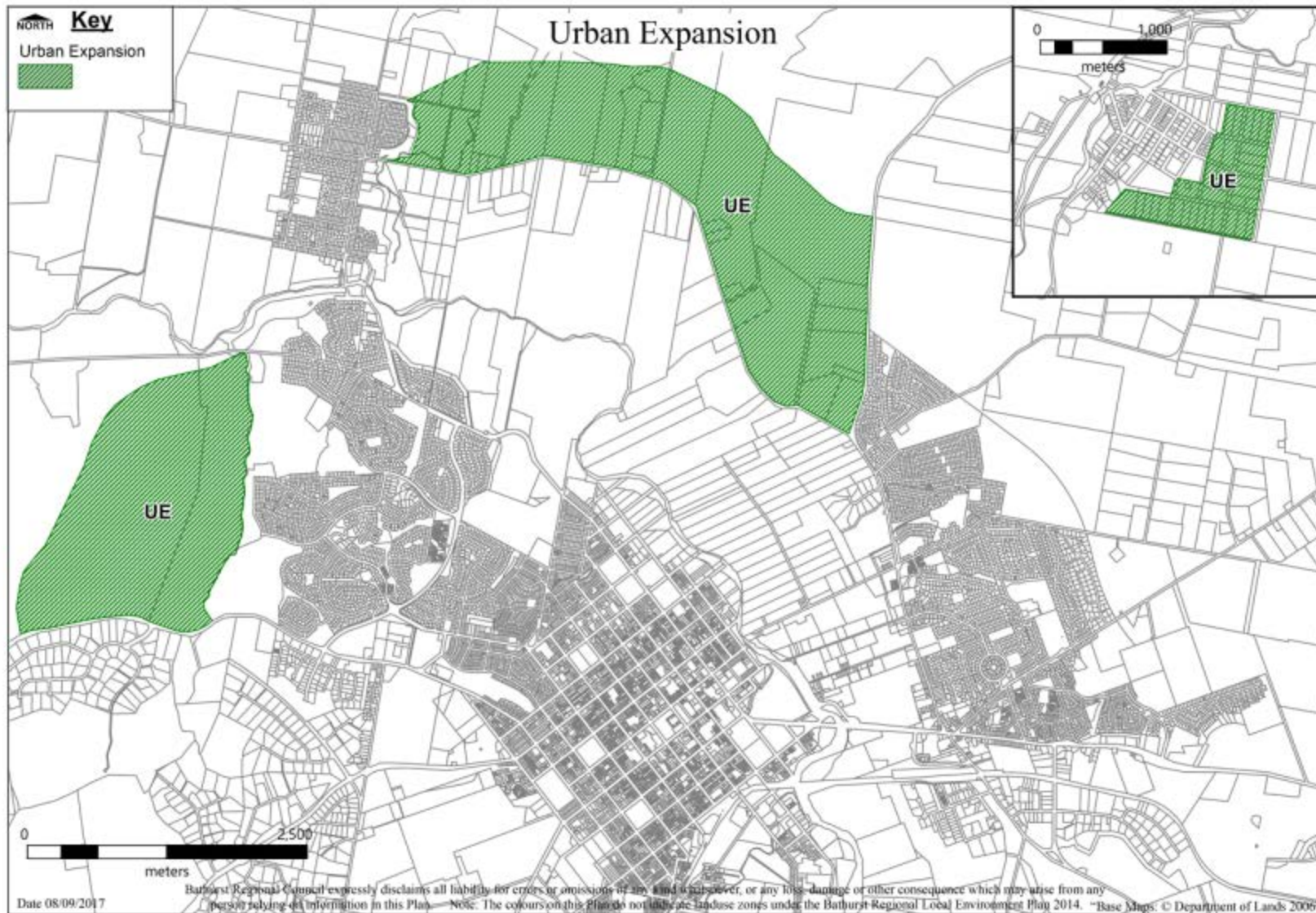
**Intent:** To investigate opportunities for managed **change and growth** of key locations within reasonable proximity of the Bathurst CBD, where higher density urban renewal and/or higher density living on vacant sites might be appropriate.

Significant Feature	Constraints and Opportunities	Objectives	Actions	Priority
These areas have been identified generally as areas where urban renewal or intensification of vacant greenfield sites might occur, subject to further investigations. They are within reasonably close proximity to the Bathurst CBD and its significant infrastructure. The sites are generally not within a HCA and contain 1950s, 60s and 70s building stock at a low density that is ageing.	<p><u>Constraints</u></p> <ul style="list-style-type: none"> <li>• Current housing is affordable and within close proximity to the CBD.</li> <li>• Heritage Conservation Area and significant heritage streetscapes, sites and buildings.</li> <li>• Existing subdivision pattern and housing stock.</li> <li>• Land may need to be 'packaged' together to form a development lot.</li> <li>• Most of the development potential is as infill development or through the longer term demolition of the existing housing stock (urban renewal).</li> <li>• Protecting amenity of the remaining dwellings as urban renewal happens.</li> <li>• Macquarie River floodplain.</li> </ul> <p><u>Opportunities</u></p> <ul style="list-style-type: none"> <li>• Adaptable reuse of vacant or</li> </ul>	<ul style="list-style-type: none"> <li>• Plan for higher living densities on greenfield sites or as housing stock is renewed.</li> <li>• Ensure new housing stock includes replacement housing that is affordable, sustainable, accessible and enables people to age in place.</li> <li>• Manage change from old to new housing stock and the impacts of this change on the existing neighbourhood character.</li> <li>• Encourage high quality urban design principles to manage increased living densities and to manage change from old to new housing stock.</li> <li>• Maintain the existing open space and plan for new open space where possible.</li> <li>• Encourage lot consolidation.</li> <li>• Improve accessibility and walkability to the CBD and NACs.</li> <li>• Respect the heritage</li> </ul>	<ol style="list-style-type: none"> <li>1. Investigate the opportunities to change the lands generally identified as investigation areas for medium density living. These investigations include, but are not limited to: <ul style="list-style-type: none"> <li>• Infrastructure capacity;</li> <li>• Significance of existing building stock;</li> <li>• Flooding and flood free access.</li> <li>• Social Impact Assessment</li> </ul> </li> <li>2. Investigate amendments to the existing Planning Instruments to enable longer term higher density living that is affordable, sustainable, accessible and enables people to age in place.</li> <li>3. Investigate amendments to the existing planning instruments to require applications for one off increases in density to achieve better design outcomes through a master plan process which addresses topics such as, but not limited to, housing affordability, housing sustainability, accessibility and ageing in place, beyond those</li> </ol>	Medium to Long

	<p>underutilised land.</p> <ul style="list-style-type: none"> <li>• Demolition and renewal of housing stock at an increased living density in the longer term.</li> <li>• Reasonable proximity to the Bathurst CBD.</li> <li>• Public transport available.</li> <li>• Some greenfield sites available.</li> <li>• Reduce development pressure on the Bathurst HCA.</li> </ul>	<p>significance of Bathurst's streetscapes, buildings and sites.</p> <ul style="list-style-type: none"> <li>• Use building age and significance mapping to encourage the redevelopment of non-contributory sites and discourage the redevelopment of contributory sites.</li> <li>• Ensure access is maintained during flood events.</li> </ul>	<p>outcomes that might otherwise be achieved under the normal planning and legislative arrangements.</p> <p>4. Establish agreed development principles that achieve the following:</p> <ul style="list-style-type: none"> <li>• Higher density housing, including as mixed use developments.</li> <li>• Maintain low streetscape heights and provide opportunities to increase heights behind existing streetscapes.</li> <li>• Provide adequate protection and transition from higher density developments to adjacent medium and low density developments (e.g. appropriate setbacks etc)</li> <li>• Provide and make good use of green space not just for public/private recreation but also to aid future climatic stress as a result of increased built form.</li> <li>• Car parking requirements, both on and off street.</li> <li>• Retention and protection of heritage buildings, sites and streetscapes.</li> <li>• Lot consolidation.</li> <li>• Provide connections to and from the site.</li> <li>• Opportunities to maximise the</li> </ul>	
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			<p>existing built forms so as to reduce waste.</p> <ul style="list-style-type: none"> <li>• Maximise access to sunlight, views and other environmental and amenity characteristics of the land.</li> <li>• Provide connections to the CBD and NACs.</li> <li>• Access to transport.</li> </ul> <p>5. Identify appropriate residential density standards and development standards to achieve those actions above.</p> <p>6. Seek expert Urban Design advice to guide those actions above and in particular with respect to achieving new housing that is affordable, sustainable, accessible and enables people to age in place.</p> <p>7. Undertake a review of relevant planning documents to incorporate the recommendations from the studies/reports outlined in general actions 1-8 above.</p>	
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## URBAN EXPANSION AREAS

**Intent:** Land identified as having the potential for future residential expansion under the Bathurst Region Urban Strategy 2007. Detailed investigations should be undertaken prior to changes being implemented.

Significant Feature	Constraints and Opportunities	Objectives	Actions	Priority
These areas have been identified, under the Bathurst Urban Strategy 2007 as areas where urban expansion may be suitable. These areas may provide residential land to cater for residential growth beyond 2036. Detailed investigations still need to be completed to determine the most suitable location for the City's next growth area.	<p><u>Constraints</u></p> <ul style="list-style-type: none"> <li>Detailed investigations to be undertaken to determine land suitable for residential development.</li> <li>The land is largely unable to be serviced by existing water and sewer infrastructure.</li> </ul> <p><u>Opportunities</u></p> <ul style="list-style-type: none"> <li>Long term opportunity for growth beyond 2036.</li> <li>Vehicle connectivity to the Bathurst CBD and NAC.</li> <li>Greenfield development with new planned living densities and smaller lot sizes.</li> </ul>	<ul style="list-style-type: none"> <li>Maintain the status quo until detailed investigations have been completed.</li> <li>Establish a new subdivision and neighbourhood character.</li> <li>Establish a new built form within the subdivision.</li> <li>Significantly increase the number of people living up to 400 metres of any new NAC.</li> <li>Increase the number of people living between 400 and 800 metres of a NAC.</li> <li>Plan for appropriate infrastructure and service provision.</li> </ul>	<ol style="list-style-type: none"> <li>Review the general suitability of each location with respect particularly to infrastructure and service requirements.</li> <li>Identify and determine any other locations that should be considered for urban expansion.</li> <li>Develop comparative cost-benefit analysis of the different localities.</li> <li>Develop a preferred locality timeline for development.</li> <li>Plan for the preferred next growth area.</li> <li>Incorporate outcomes in the future Rural and Urban land use strategies.</li> </ol>	Medium to Long

## OTHER URBAN PRECINCTS (OTHER RESIDENTIALLY ZONED LAND NOT SPECIFICALLY IDENTIFIED)

**Intent:** To protect the existing neighbourhood character of the existing suburban residential areas or areas of environmental sensitivity or generally maintain the status quo where **minimal change** should prevail.

Significant Feature	Constraints and Opportunities	Objectives	Actions	Priority
These lands are generally greater than 800m from a NAC or the Bathurst CBD. The land is dominated by a range of existing housing connected by a network of collector and local roads. Some development may occur as infill development, however, most is likely to occur as new development on any remaining greenfield sites.	<p><u>Constraints</u></p> <ul style="list-style-type: none"> <li>• The current market forces influencing existing subdivision design and lot size.</li> <li>• Environmental features such as drainage lines.</li> </ul> <p><u>Opportunities</u></p> <ul style="list-style-type: none"> <li>• Vehicle connectivity to the Bathurst CBD and NACs.</li> <li>• Integrated public transport to residential areas and Bathurst CBD available.</li> <li>• Some opportunity for infill or urban renewal projects and/or increased living densities on any remaining greenfield sites.</li> </ul>	<ul style="list-style-type: none"> <li>• Maintain the status quo, but support the urban renewal of housing where appropriate.</li> <li>• Encourage one-off higher densities on vacant sites or underutilised land.</li> <li>• Manage change to complement the existing neighbourhood character.</li> <li>• Where available, use building age and significance mapping to encourage the redevelopment of non-contributory sites.</li> <li>• Encourage high quality urban design principles to manage change where increased living densities are proposed.</li> <li>• Ensure quality access to NAC and CBD through walking and integrated public transport.</li> <li>• Plan for open space taking into consideration local environmental constraints and access.</li> </ul>	<ol style="list-style-type: none"> <li>1. Review the Planning standards, controls and permissible development that apply to the land in particular to encourage a mix of lot sizes.</li> <li>2. Consider landowner initiated requests to enable higher living opportunities where appropriate.</li> <li>3. Investigate amendments to the existing planning instruments to require applications for one off increases in density to achieve better design outcomes through a master plan process which addresses topics such as, but not limited to, housing affordability, housing sustainability, accessibility and ageing in place, beyond those outcomes that might otherwise be achieved under the normal planning and legislative arrangements.</li> <li>4. Undertake a review of relevant Planning documents to incorporate the recommendations from the studies/reports outlined in General actions 1-8 above.</li> </ol>	Short to Medium

## 8 SUMMARY

Council commenced the development of the Bathurst 2036 Housing Strategy in 2016. The Bathurst 2036 Housing Strategy aims to guide how residential development in Bathurst will be planned and managed. In particular, it aims to identify the existing and future housing needs of the City of Bathurst and how a range of housing types can be encouraged.

Council recognises that the City is growing at an average of 1.4% annually, with a need to house an additional 12,170 people by 2036. Council considers that the City will sustain further growth beyond 2036 at least at a similar growth rate. The Housing Strategy seeks to identify actions that Council could implement to better utilise the existing residential zoned land to cater for the expected population increase.

The growth strategies proposed seek to:

- Increase living densities and lot yields in appropriate locations;
- Respect the heritage significance of Bathurst's streetscapes, buildings and sites, and take some development pressures off the City's key heritage areas.
- Encourage adaptable reuse of larger heritage sites.
- Maintain the existing open space and plan for new open space where possible.
- Improve accessibility and walkability to the CBD and NACs and increase the housing stock in close proximity to those centres.
- Encourage higher density living and lot yields on greenfield sites.
- Manage change from old to new housing stock and ensure the impacts of change are managed to complement the existing neighbourhood character.
- Ensure the development of quality access to NACs and CBD through walking and integrated public transport.

- Encourage master planning of different precincts.
- Encourage the development of high quality urban design principles to manage increased living densities and to manage change between the old and new housing stock.
- Offset increases in living densities with higher design standards relating to matters such as sustainability, accessibility, affordability and ageing in place.

The Strategy recognises that there are a number of methods that could be used to increase the living density of the City with the aim of reducing unrestrained urban sprawl. The identified actions will assist in delaying the zoning of additional land contributing further to the City's urban sprawl.

Bathurst's population will continue to age and household size will continue to decrease. The identified actions in the Housing Strategy also seek to encourage housing choice and diversity, particularly with respect to lot and household size.

The actions within the Housing Strategy seek to map a balanced approach to managing increasing living densities within the City whilst addressing the identified constraints and the community's desire to maintain the character of the existing neighbourhoods and maintain the rural feel of the City.

Based on current development trends, the Housing Strategy identifies that no further land is required to be zoned prior to 2036 to cater for the expected population growth.

## IMPLEMENTATION OF THE PLAN

The Bathurst 2036 Housing Strategy is a long term strategic plan that will guide the provision of housing into the future. Importantly, the Strategy identifies a number of actions that will, when combined, deliver the aims of the Strategy.

The identified actions of the Strategy have been divided into three categories, short, medium and long term actions. This recognises that not all actions are able to be delivered immediately.

Short	1-4 years
Medium	5-10 years
Long	10 or more years

A priority for the commencement of the identified actions of the precincts above has been identified in the associated table.

## MONITORING AND REVIEW

A review of the plan will be undertaken periodically including, but not limited to, the following periods:

- the release of ABS Census data
- five-yearly reviews of the evidence base and housing stock against the broader aims of district and regional plans to ensure that the Local Housing Strategy (LHS) is aligned with the housing needs and targets;
- ten-yearly reviews of the LHSs to ensure the vision statement, the evidence base and the strategic and planning contexts are aligned with the goals of the community, the broader aims of district and regional plans, and the LHS implementation and delivery plan;

However if any of the following circumstances occur, a major review of the Strategy is required.

- A sustained increased growth rate, higher than the established trend.
- A significant change to the forecasted population increase for the Bathurst region.
- A significant change in the social, cultural, economic or environmental condition within the region.