









16.5 PLANNING PROPOSAL - CBD AND SURROUNDS TRANSFORMATION PROJECT - AMENDMENT OF GOULBURN MULWAREE LOCAL ENVIRONMENTAL PLAN 2009

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- Attachments:**
1. Draft CBD & Surrounds Precinct Specific DCP Chapter (separately enclosed) 
 2. Demographic Analysis (separately enclosed) 
 3. Analysis of Place (separately enclosed) 
 4. Residential Heritage Colour Guide (separately enclosed) 
 5. Annotated Proposed CBD Core Height of Building Map (separately enclosed) 
 6. Permissible Zone Diagram (separately enclosed) 
 7. Current & Proposed Land Use & Zonings (separately enclosed) 
 8. CBD & Surrounds Transformation Survey Response Report (separately enclosed) 

Reference to LSPS:	Planning Priority 2: City, Town and Village Centres – Vision 2040 - Vibrant, accessible town centres which provide a range of services to meet the community’s needs.
	Planning Priority 4: Housing – Vision 2040 - A range and diversity in housing type, which is contextual and affordable and is primarily centred around Goulburn and Marulan.
	Planning Priority 9: Heritage – Vision 2040 – Goulburn Mulwaree’s cultural heritage is conserved, actively adapted for use (where appropriate) and celebrated.
Location:	CBD Core, Northern and Southern Gateway Precincts and Mixed Use Edge

RECOMMENDATION

That:

1. The report from the Senior Strategic Planner regarding the changes to the Goulburn Mulwaree Local Environmental Plan 2009 and Goulburn Mulwaree Development Control Plan 2009 be received.
2. Council resolve to prepare a planning proposal to amend the Goulburn Mulwaree Local Environmental Plan based upon the amendments presented in Attachment 7 of this report with additional refinement and further endorsement by Council prior to Gateway submission.
3. Council consult with State agencies and Stakeholders in relation to the planning proposal.
4. The Goulburn Mulwaree Residential Heritage Colour Guide in Attachment 4 of this report be adopted and associated amendments made to the Goulburn Mulwaree Development Control Plan 2009.
5. Council resolve to prepare an amendment to the Goulburn Mulwaree Development Control Plan in support of the proposed amendments to the Goulburn Mulwaree Local

Environmental Plan.

Section 375A of the *Local Government Act 1993* requires General Managers to record which Councillors vote for and against each planning decision of the Council, and to make this information publicly available.

INTRODUCTION

The purpose of this report is to introduce the CBD and Surrounds Transformation Project, outline draft proposed changes and seek endorsement to proceed with preparing a planning proposal and supporting Development Control Plan amendments.

Upon completion of the additional technical evidence and drafting of the CBD and Surrounds Transformation planning proposal a further report will be presented to Council to seek endorsement to proceed to a Gateway Determination.

The CBD and Surrounds Transformation project is Council-led and is seeking to meet the planning priorities and actions within Council's [Local Strategic Planning Statement \(LSPS\)](#) and [Urban and Fringe Housing Strategy \(UFHS\)](#).

This project is seeking to address the actions of these strategic documents through a series of amendments to the Goulburn Mulwaree Local Environmental Plan (GM LEP) and Development Control Plan (GM DCP). These amendments seek to enable and encourage residential development within the Central Business District (CBD) and medium density residential on its northern and southern peripheries.

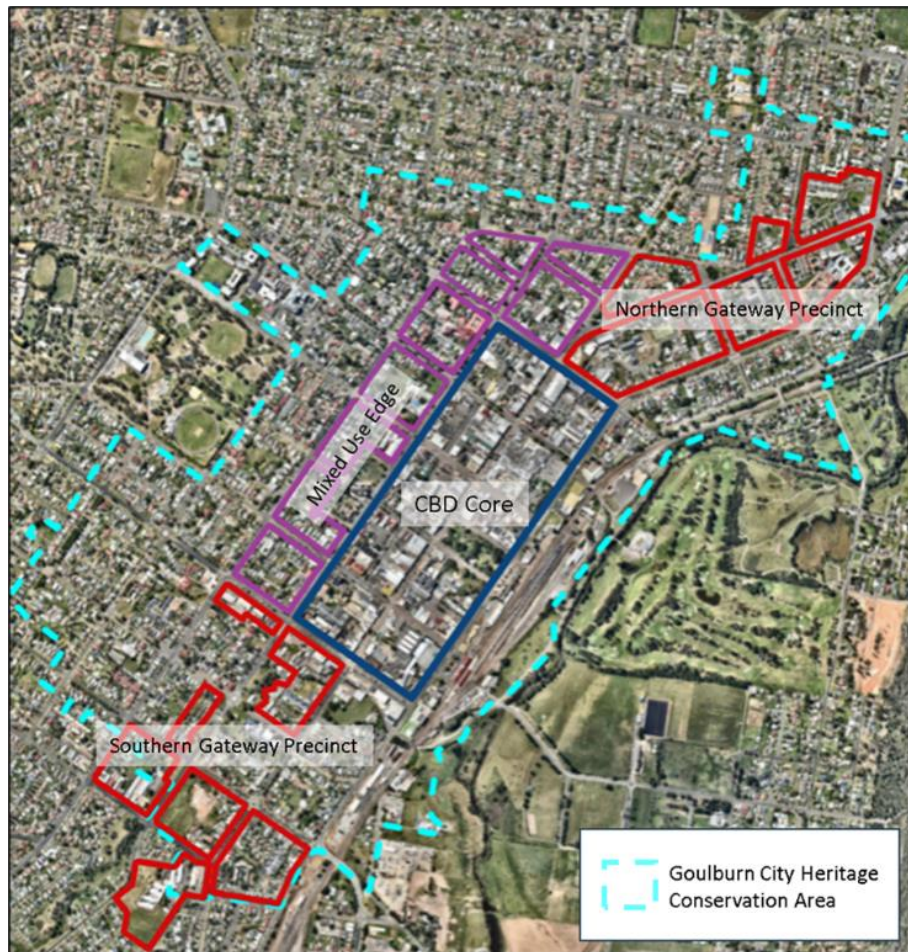
The aim is to increase footfall in the CBD to support existing and future businesses. This is sought through enlivening activity on the street in the day and evening, provision of a greater range of housing types, with a particular focus on smaller units and apartments and the facilitation of greater housing affordability.

The significant majority of the study area ([Figure 1](#)) is encompassed by the Goulburn City Heritage Conservation Area which includes numerous State listed, Locally listed and contributory heritage items which are integral to the character of the Conservation Area and the identity of Goulburn as Australia's first inland city.

The delicate balance between increasing residential density whilst maintaining the historic character of the Heritage Conservation Area is proposed to be achieved through a series of amendments to the GM LEP and GM DCP applied to four areas within and on the edge of Goulburn CBD, namely:

- The CBD Core (Goulburn Central)
- The Northern Gateway Precinct
- The Southern Gateway Precinct
- The Mixed Use Edge

Figure 1: Overall Site Boundaries and Heritage Conservation Area overlay



The changes to the GM LEP are supplemented by the new CBD and Surrounds Precinct Chapter in the emerging revision to the Development Control Plan.

The current Goulburn Mulwaree Development Control Plan is approximately 15 years old and has been incrementally modified to update its contents over the years. This has resulted in a patchwork of policies, objectives and guidance which poorly integrate with each other and with current State policy. Revision of the Development Control Plan is a high council priority with 6 actions within the Local Strategic Planning Statement identifying revisions to the Plan.

This project is currently progressing with chapters being drafted and reviewed by relevant Council Officers. The policy approach and format of the revised Development Control Plan differs significantly from the current format and includes a performance criteria and acceptable solutions approach. **Attachment 1** includes a diagram of the component parts of the revised policy format.

This new approach and format to the Development Control Plan seeks to:

- Remove duplication of policy provisions and guidance
- Create, delete and modify policy and objectives and apply the new policy format
- Align with and avoid repetition of State policy
- Update references to local and State policy guidance
- Provide a background and context to each policy and/or chapter
- Make the document more user friendly for both professionals and the public

The CBD and Surrounds Development Control Plan chapter is the first chapter of this new format development control plan to be presented to Council. The chapter is precinct-specific, and its application does not extend beyond their identified boundaries.

They form one small part of the wider policy provisions in the emerging plan and will rely on other chapters (not yet presented) for some broader controls, particularly around heritage and landscaping. This seeks to avoid repetition and integrate significant planning principles through primary subject-based chapters.

It is important to note that State Environmental Planning Policy - Housing (Housing SEPP) applies to any residential flat building and shop top housing which exceeds 2 storeys in height and includes 4 or more dwellings. The Housing SEPP sets out minimum standards for parking, internal floor area and ceiling height which cannot be varied. It also requires development to be compliant with the Apartment Design Guide which sets out various controls relating to privacy, solar access, private open space, ventilation storage and parking. These requirements supersede those within any Development Control Plan.

A copy of the Apartment Design Guide is available using the following link: <https://www.planning.nsw.gov.au/sites/default/files/2023-03/apartment-design-guide.pdf>

The proposed changes sought through this project are evidence based and grounded in a detailed understanding of the place. This has been drawn from existing studies and reference material and through a suite of in-house evidence documents prepared to support this project. The findings of the documents have directly informed the proposed changes and seek to balance increased density with maintaining historic character and significance. Given the tight linkage between the evidence and the suggested measures, it is crucial to verify the accuracy and completion of the supporting documents prior to finalising the policy controls.

Finalisation of the suite of supporting evidence and policy controls will be undertaken alongside preparation of the planning proposal report. This completed package will be presented back to Council before submission to the Department of Planning, Housing and Infrastructure for a Gateway Determination.

BACKGROUND

Strategic context - State

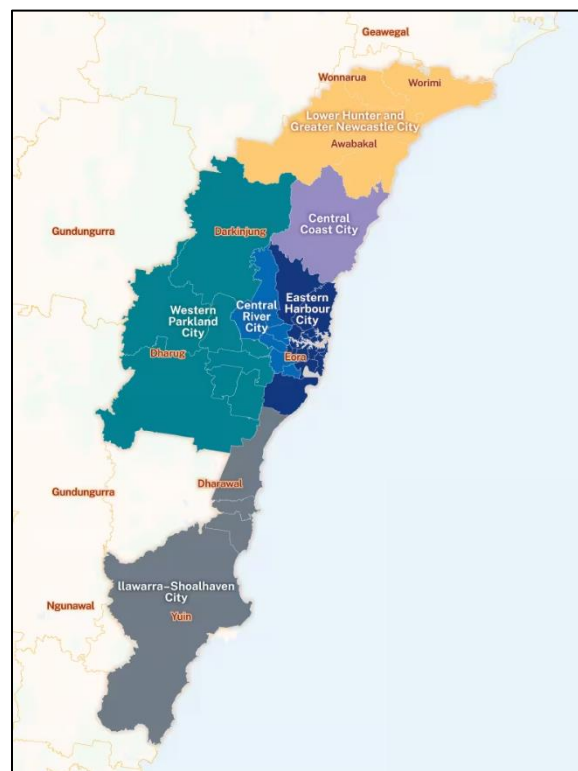
The NSW Department of Planning, Housing & Infrastructure has recognised the requirement for an extra 904,000 homes by 2041 to accommodate the expanding population and evolving demographic demands of NSW. The primary focus of this growth is Greater Sydney and the Six Cities region (**Figure 1**).

The State government have introduced several measures to encourage the construction of additional homes, particularly through increasing density to make the most efficient and sustainable use of existing infrastructure.

One of the measures to increase residential density and increase the supply of homes is the Transport Oriented Development Program. This program involves state-led rezonings on areas within 1200m of 8 priority transport hubs.

It also involves the introduction of a Transport Oriented Development State Environmental Planning Policy

Figure 1: Map of Six Cities Region source <https://www.nsw.gov.au/building-our-way-forward/what-were-building/six-cities-vision>



(SEPP). This SEPP permits residential flat buildings in residential zones R1, R2, R3 and R4 and E1 and E2 Commercial Centres when located within 400m of one of the 31 identified transport hubs and town centres in the six cities region.

Further information on the Transport Oriented Development Program is available on the NSW Government website at: <https://www.planning.nsw.gov.au/policy-and-legislation/housing/transport-oriented-development-program>

Goulburn **is not included** within the Six Cities region and the Transport Oriented Development Program **does not currently apply** to any area within the Goulburn Mulwaree Local Government Area (LGA).

The above State government changes to permit more housing in areas that are well connected to transport, is a sound sustainable planning approach to address demand.

The changes proposed through the CBD and Surrounds Transformation Project also focus on increasing residential density in proximity to the concentration of services and facilities in and around Goulburn CBD. However, the proposed changes to the GM LEP and GM DCP take a more place-based approach than that proposed by the State for other LGA's.

Proposed land use zoning, heights of building limits, floor space ratios, and minimum lot sizes have all been tailored to reflect the heritage significance of heritage items and the Heritage Conservation Area whilst balancing increasing residential density in sustainable locations.

The strategy proposed by the Council promotes increased density while preserving heritage, which will contribute to the State Government's overall housing goals without necessitating direct intervention from the State, as observed in the Six Cities region.

Strategic Context - Local

There are four fundamental strategic documents which have informed and driven the principal changes proposed through this project, namely:

- [Goulburn CBD Masterplan](#)
- [The Employment Land Strategy](#)
- [The Urban and Fringe Housing Strategy](#) (UFHS), and
- [The Local Strategic Planning Statement](#) (LSPS)

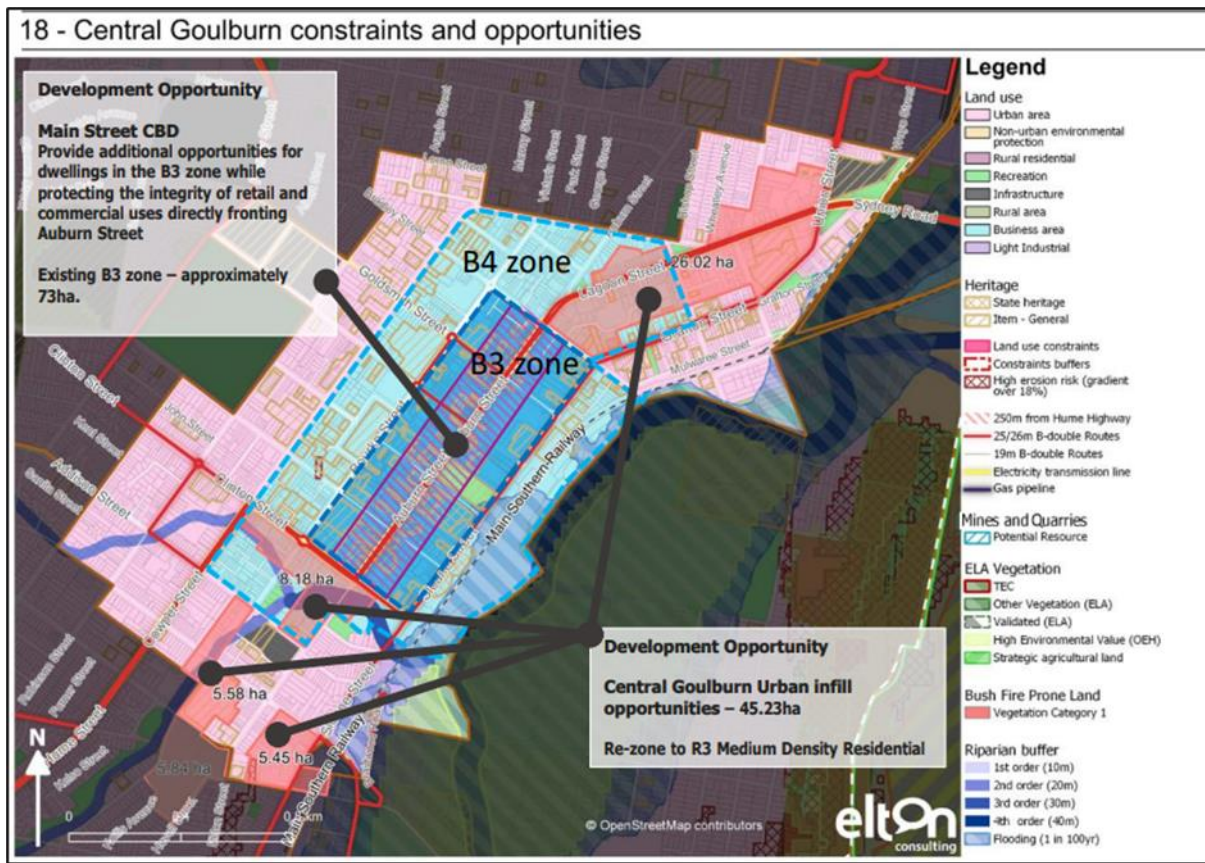
Collectively these documents seek:

- A mix of development in the CBD
- An increase in residential occupancy in the CBD
- A broader range of housing types to increase housing choice, diversity and affordability
- A vibrant night-time economy
- Higher density development in around the CBD
- Opportunity areas for medium density housing
- Minimise the cost of development
- The adaptive reuse of heritage buildings

In particular, the UFHS identifies areas suitable for medium density housing near Goulburn CBD as illustrated in **Figure 3**.

These areas were further explored and refined through the CBD and Surrounds Transformation Project. Areas proposed for increased density are located within the broad areas identified in the *UFHS*.

Figure 3: Extract from the Urban and Fringe Housing Strategy



In addition, the LSPS specifically identifies that additional residential development within and around the CBD will assist to revitalise the centre, make better use of existing infrastructure, and provide a greater range of dwelling types which are less reliant on private transport.

The *LSPS* includes three planning priorities which are of relevance to this project:

- Planning Priority 2: City, Town and Village Centres, and
- Planning Priority 4: Housing
- Planning Priority 9: Heritage

These priorities are accompanied by the following 8 related planning actions:

- Review LEP and DCP provisions including height, FSR and car parking controls to facilitate urban renewal of the Goulburn CBD.
- Review Council’s Development Control Plan, to include character precincts to emphasise individual character areas.
- Consider and implement a range of urban design and land use planning strategies to create healthy built environments.

- Implement and monitor an Urban and Fringe Housing Strategy
- Review planning provisions to improve aged, social and affordable housing supply.
- Monitor the take up of shop top housing, and housing supply/demand in the CBD.
- Review Goulburn Main Street Study.
- Review LEP and DCP provisions to ensure sufficient incentives available to encourage the adaptive reuse of heritage items.

The proposed changes to the GM LEP and the introduction of the new format precinct specific chapter to the GM DCP seek to directly address the above planning priorities and meet the associated planning actions in the *LSPS*.

Demographics

The *Urban and Fringe Housing Strategy* alongside the *Local Strategic Planning Statement* utilise census data, Forecast ID and house price data to provide an analysis of:

- Population and household change,
- The overall number of new homes needed
- The size and type of new homes needed currently and in the future
- Residential land values
- Employment and Income levels

This information has determined the level of housing growth, the type of homes needed and their locations. Both strategies are four years old, and the data utilised is largely sourced from 2016 and 2018 data sources.

To ensure a robust and up-to-date evidence base for the project, demographic and house type and price data sourced from 2021 and 2022 data sources including census, Forecast ID and house price data have been collated and analysed. **Attachment 2** presents the updated data which reinforced and expanded upon the findings of the *LSPS* and *UFHS*.

Evidence

The revised controls proposed through this report are based upon a detailed understanding of the area subject to change. Before change is proposed, it is central to understand the components of an area such as access to services and facilities, public open space and transport provision. It is also vital to understand and appreciate what makes an area special and where has the greatest capacity for change.

A series of evidence gathering documents are currently in production by the Strategic Planning Team to provide a basis and justification for the proposed changes. The following is a list of documents produced or updated to support the CBD and Surrounds Transformation Project.

- Analysis of Place
- Conservation Area Catalogue
- Northern & Southern Gateway Character Assessment
- Materials Schedule

- Tailored Street setbacks- Northern & Southern Gateway Precinct
- Tailored Street setbacks- CBD Core
- Building Style & Era Mapping
- Goulburn Shop Fronts Inventory
- CBD Health Check
- CBD Parking Survey
- Residential Heritage Colour Guide
- Main Street Study update
- CBD Massing Study

A short summary of the new and updated documents and how they support the project is provided below. A copy of the above working drafts are available on the Council's website at: <https://www.goulburn.nsw.gov.au/Development/Plans-Strategies#section-12>

Analysis of Place

An assessment of the Northern and Southern Gateway Precinct's attributes has been undertaken through the *Analysis of Place* document in **Attachment 3**. This assessment examined:

- Land use and land use zones
- Applicable GM LEP controls such as Floor Space Ratio, Minimum Lot size, Height of Building
- Proximity to shops and services
- Availability and proximity to public open space
- Access to public transport
- Parking availability
- Current Heritage and Contributory Items
- Potential Contamination
- Flooding
- Topography
- Key redevelopment opportunity sites
- Lot Size Range

This analysis confirmed the locational advantages of the two precincts for medium density residential development.

Conservation Area Catalogue

To ensure a detailed and up-to-date record of the Goulburn City Heritage Conservation Area and provide a reference point for heritage significance, a catalogue has been compiled of all buildings within the Heritage Conservation Area.

A high-resolution photograph has been taken of the front elevation of every property within the City Heritage Conservation Area. The Catalogue presents properties by street and identifies whether the property is Heritage listed or a Contributory item. It also includes details regarding the historic significance of a property where available, sourced from the local heritage group and their historic sources, the Heritage Strategy and from the Heritage NSW Statement of Significance.

Goulburn Heritage Group reviewed a draft version of the catalogue between October and December 2023 and suggested 130 additions to the contributory list and 17 removals. All suggestions have been compiled and reviewed by the Senior Strategic Planner, the Landscape and Conservation Officer and Council's Heritage Consultant.

The group also provided valuable input into historic details which help tell the story of a place including details on previous owners and occupiers, who built and designed the buildings. These details have been identified in blue within the updated version of the Conservation Area Catalogue.

Northern & Southern Gateway Character Assessment

The Northern and Southern Gateway Precincts are the areas subject to the greatest level of change and as a result require the greatest level of understanding. This is particularly the case when considering the balance between maintaining heritage significance whilst allowing for increased residential densities.

The Character Assessments are split into northern and southern sections with each street block identified and individual lots and properties examined in detail. Each property within each precinct has been reviewed with the following information recorded:

- A high-resolution photograph has been taken of the front elevation of every property to provide a visual indication of the property's contribution to streetscape character.
- An aerial image of the lot to help assess property position, setbacks, site coverage, landscape features etc.
- Lot characteristic table which identifies lot area, width, depth, front and rear setbacks and approximate floor space ratio. This information was sourced from the Analysis of Place document.
- Commentary on building type, characteristics, contribution to the Conservation Area character and other additional information derived from the Heritage NSW Statement of Significance record and Council's Heritage consultant.
- Identification of the building era based upon background information on construction date and a review of the architectural characteristics as identified through the Building Style and Era Mapping.
- A feature review of the building's presentation to the street frontage identifies architectural characteristics and building features such as iron work detailing, brick type and detailing, window structure etc. These identified features have been placed into 3 categories:
 - **Green Listed features** - enhancing elements which positively contribute to the character and significance of the Heritage Conservation Area and should be retained, conserved and restored.

- **Orange Listed features** - neutral elements, which neither detract from nor make a significant contribution to the character and significance of the Heritage Conservation Area
- **Red Listed features** - Intrusive elements, which detract from the character and significance of the Heritage Conservation Area and should be removed and/or replaced.
- Identification of the status of significance in the Conservation Area streetscape. Properties listed within Schedule 5 of the GM LEP have been identified as heritage items. Properties identified as those contributing positively to the character of the Conservation Areas streetscape, but not of a higher enough quality of significance for formal listing, have been identified as Contributory Items.

Upon completion, this document is intended for both Council and public use to help guide the decision making of council officers and property owners. The information in this document provides detailed and property specific information which can inform the appropriate alterations and additions to a property which would serve to enhance the character of the Heritage Conservation Area streetscape. This document has also been directly referenced within the emerging Northern and Southern Gateway chapter of the GM DCP.

A draft version of this document has also been reviewed by the Goulburn Heritage Group.

Materials & Feature Schedule

The Materials and Feature Schedule applies to the Northern and Southern Gateway Precincts, as the areas with the greatest anticipated change. The Schedule is a record of the number of occurrences within a street or part of a street demonstrating a particular feature or material on a property including:

- **Form**- such as whether the building is asymmetrical or symmetrical in character
- **Façade materials**- such as weatherboard or red facing brick
- **Roofing material**- such as whether tiled or utilising corrugated iron
- **Verandah or porch**
- **Boundary treatment**- such as low brick wall or wooden picket fence
- **Window material and emphasis**- such as wooden or aluminum with a vertical or horizontal emphasis
- **Garage and car ports** including their position in relation to the front and rear building lines
- **Development type**- such as detached or attached.

This record has also been compiled for individual heritage and contributory items to understand their individual characteristics.

The Schedule has provided the opportunity to identify prevailing characteristic along a street or part of a street and those of heritage and contributory items.

This database of information has directly informed policy provisions within the Precinct DCP chapter through the prescription of the mix of materials and features desired within parts of the Precincts.

Tailored Street setbacks- Northern & Southern Gateway Precinct and the CBD Core

An assessment of current and proposed front building setbacks has been undertaken for the properties and streets of both the CBD Core and Northern and Southern Gateway Precincts.

The assessment reviewed the current front building setback of each property along the streets of the CBD Core and Gateway Precincts to determine a predominant building character. This predominant building character has been reflected in the proposed building setback maps with proposed setbacks also heavily influenced by the character of the heritage and contributory buildings.

A set of proposed front setbacks has been developed based upon the existing predominant character, demonstrated by heritage and contributory items and the desired future character of the precincts. This has directly informed the Precinct GM DCP chapter through the Setback policy.

Building Style & Era Mapping

The Building Style and Era Mapping has sought to group buildings within the Northern and Southern Gateway precincts into broad historical categories (**Table 1**) to inform our understanding of the areas historical development and character.

Table 1: Broad Era Category & Date

Broad Era Category		Approximate era date range
	Georgian	1788-1840
	Victorian	1840-1890
	Federation	1890-1915
	Inter-war	1915-1940
	Post-war	1940-1960
	1960'-1990's	1960-1999
	Post 2000's	2000- present

These categorisations have been based upon background information on construction date and a review of the architectural characteristics primarily as viewed from the primary street frontage. They approximate a broad stylistic architectural period which aims to assist in determining suitable alterations and addition to existing heritage and contributory items. Identification of broad era categories also helps ensure new development is sympathetic with the prevailing character of the Conservation Area streetscape by providing an easily accessible data source to the public and professionals.

Once this document is finalised and endorsed by Council it will be placed on Councils website for public use. There is opportunity in the future to expand the scope of this document to include the entirety of the Goulburn City Heritage Conservation Area.

Goulburn Shop Fronts Inventory

The Goulburn Shop Fronts Inventory is a draft photographic record of all the individual shops fronts lining Auburn Street. It identifies each shop front, the address and occupier and provides commentary on the colour scheme, shopfront design, signage placement and architectural features of note. The Inventory also highlights good examples of traditional shop front design to be retained and good contemporary examples of shop fronts which are more sympathetic to the historic CBD streetscape.

The Inventory has been prepared by the Strategic Planning Team with input from Council's Heritage Consultant and serves as background evidence for decision making in relation to suitable shopfront alterations and replacements. The Inventory is directly linked into the new Shopfronts policy in the CBD GM DCP chapter.

The Inventory is still in development with additional streets in the CBD to be included, refinement in categorisation and further annotation of shop detailing.

Goulburn CBD Health Check

The CBD Health Check is a document prepared by the Strategic Planning Team every 2 years to record key information relating to the vitality and vibrancy of the CBD Core. This data driven report which primarily focuses on vacancy rates, provides fine grain, written and spatially represented information on:

- The number of commercial units present in Goulburn CBD Core
- The occupiers of each unit and any known change
- The number of vacant units and overall vacancy rates
- Heritage item vacancy rate

A map of all CBD Core occupiers is provided within the CBD Occupancy Map within Appendix A of the Health Check Report.

To ensure a more robust assessment of vitality and vibrancy going forwards, future editions of the CBD Health Check will expand upon the above indicators to include:

- Pedestrian activity
- Number of units with Active Street Frontages
- Number of units with outdoor dining facilities
- A record of business movements
- Business opening hours
- Detailing public realm improvements

The first edition of the CBD Health Check (2023) was endorsed by Council on 19 December 2023, based upon data collected in early 2023. This report, alongside future editions, will provide data to inform and monitor the health and vibrancy of Goulburn CBD and can be used as one tool to determine progress towards councils' strategic aims.

The Health Check is one mechanism in which to monitor potential effects of the changes sought through the CBD and Surrounds Transformation Project.

Goulburn CBD Parking Survey

The Goulburn CBD Parking Survey is a document prepared by the Strategic Planning Team every 2 years to record information on the level of parking occupancy on the streets of the CBD and Council car parks within the CBD Core.

Two parking Surveys have been completed to date which are the Parking Survey- Interim Update June 2022 and the Parking Survey December 2020. These surveys comprise the first two in an on-going, parking occupancy review for the CBD to understand and keep a rolling record of parking availability. The Parking Surveys were endorsed by Council on 20 December 2022.

The findings of the parking surveys have informed the Parking policy and requirements of the CBD Core GM DCP chapter.

Residential Heritage Colour Guide

The Residential Heritage Colour Guide has been prepared by the Strategic Planning Team in collaboration with Council’s Heritage Consultant. The document provides a guide to the appropriate external paint colours when undertaking works to a heritage listed building or a building within a Heritage Conservation Area.

The Guide includes the following:

- Directions on how to use the guide.
- Outlines the periods and dates for each broad architectural style generally found in the LGA.
- Guidance on whether paint is suitable and if so how to select an appropriate paint colour.
- Recommended colour swatches (inclusive of widely used coloured references) for each broad architectural style and separated by those colours suitable for external walls and those suitable for architectural detailing.
- Guidance on roofing material and colour choices.

The Guide is intended to provide advice and guidance to the public, property owners and developers on the appropriate application and choice of colour on external walls and detailing. It also provides a consistent reference point for Council officers when determining relevant applications or Council works on a listed building or within a Heritage Conservation Area.

The Goulburn Heritage Group have reviewed the Guide and generally supported the document. The Group provided some additional comment for improvement which are detailed later in this report.

The current GM DCP Chapter 3.3.12 includes a heritage colour guide in the form of a table illustrated in **Figure 2**.

The print quality is relatively poor, the build periods comparatively broad and provides no delineation between external walls and architectural detailing.

The Residential Heritage Colour Guide provides greater detail and refinement compared to the current heritage colour table.

This report seeks Council endorsement to adopt the Residential Heritage Colour Guide as an evidence document to be published on Council’s website. This report also seeks Council endorsement to replace the current heritage colours table in Figure 3.6 of the GM DCP and affiliated references throughout the document with reference to the Residential Heritage Colour Guide.

This ensure the most up-to-date, detailed, and relevant guidance is available to officers and the public at the earliest opportunity.

A copy of the Residential Heritage Colour Guide is available in **Attachment 4**.

Main Street Study Update



Figure 2: Current GM DCP Heritage Colour Table

The Goulburn Main Street Study is a report commissioned by Council and published in 1992. The aim of the report was to provide advice, information, and guidance to building owners and occupiers and to Council to enable the appropriate conservation, colour schemes, infill and streetscape conservation advice. The Report undertook a comprehensive building and item survey which included a photographic record of shopfront and building facades along the streets of the CBD Core and provided recommendations for improvement.

This document is now over 30 years old and was published prior to the opening of the Hume Highway bypass around Goulburn CBD. The original document is now dated with black and white photos, outdated building information and irrelevant recommendations. The *LSPS* includes the review of this document as a planning action.

The Strategic Planning Team have been working on a revised and updated version of the original Main Street Study to bring it into the 21st century and furnish it with updated information, coloured photographs and recommendations which will enhance the historic streetscape character of the CBD.

This document provides one piece of evidence to inform the decision making of building occupiers and owners by clearly presenting historic information on the property and recommendations for its enhancement on the historic streetscape. It also guides the decision-making of Council officers when determining the suitability of proposed changes to shopfront and or building facades in the CBD.

Reference to the Updated Main Street Study will be incorporated into the emerging Precinct-specific chapter of the GM DCP with officers and applicants required to have regard to the

Goulburn CBD Massing Study

The Goulburn CBD Massing Study is a project commissioned by Council and developed by a local architect to identify and evaluate the potential impacts arising from the development of taller buildings in the CBD Core.

This study was tasked with examining the potential impacts of additional building height on 16 test sites to assess overshadowing, impacts on views into and out of the CBD and views to landmarks. The consultant developed a 3D computer model of the existing built form of the CBD Core. This model was then modified with example buildings on 16 test sites to illustrate and evaluate the impacts of overshadowing and views for the following four height ranges:

- 15 metres
- 21 metres
- 27 metres
- 33 metres

The Study, based upon the evaluated impacts, provided recommendations and justifications for potential heights for the 16 test sites, usually within a range, rather than a specific number.

These test sites were chosen to provide a range of sites across the CBD to provide examples of sites in proximity to important landmarks, sites on more elevated areas and less elevated areas and areas which have the potential to create adverse overshadowing impacts. This targeted approach provided an understanding of the various potential impacts arising from increased building height in the CBD. It was important to identify sites for the 3D modelling rather than modelling increased height for the entire CBD to ensure specific impacts could be individually assessed and reviewed. **The chosen test sites do not indicate Council's support for the redevelopment of any given site, nor does it discount any other site not identified for**

potential redevelopment. Any redevelopment proposal would be assessed in accordance with local and state policy and will be assessed on its individual merits.

The recommendations of the CBD Massing Study informed the further refinement of building heights and their application beyond the test sites and across the wider CBD Core discussed further in this report.

Report

The Subject Area

Figure 5 illustrates the overall areas in and around Goulburn CBD subject to the CBD and Surrounds Transformation Project and where tailored changes to the GM LEP and GM DCP are proposed. The Goulburn City Heritage Conservation Area encompasses most of the overall subject site.

Figure 5: Overall Site Boundaries and Heritage Conservation Area overlay



These areas are derived from the broader areas identified for change through the *Urban and Fringe Housing Strategy* and refined through this project. An assessment of the Northern and Southern Gateway Precinct's attributes has been undertaken through the *Analysis of Place* document in **Attachment 3**. This assessment confirmed the locational advantages of the two precincts for medium density residential development including:

- Several large under utilised or derelict lots

- The proximity to the concentration of retail, services, and facilities of the CBD Core.
- The proximity to primary schools
- The relatively easy access to existing public open space
- Available existing bus route
- Relatively high-capacity central road network
- Additional capacity for on-street parking

This analysis confirmed the locational advantages of the two precincts for medium density residential development.

The CBD Core

The CBD Core is a defined area between Sloane Street to the east, Bourke Street to the west, Bradley Street to the north and Clinton Street to the south with Auburn Street running through the centre and serving as the commercial spine of the CBD, illustrated in **Figure 3**.

The CBD Core is currently zoned as E2 Commercial Core which primarily permits commercial and retail development but also includes permissibility for shop top housing and residential flat buildings. The current height of building limit for the entire CBD Core is 15m and includes a Flood Space Ratio of 2:1.

Figure 3: Boundary of CBD Core

The CBD Core serves as the commercial heart of the Goulburn Mulwaree LGA and includes a significant concentration and variety of commercial and public services alongside a range of retail to serve the needs of the population. The CBD Health Check 2023 provides a list of existing uses within the boundaries of the CBD Core accompanied by an illustrative map. The edge of the CBD also includes a train station with direct routes into Sydney, Canberra, and Melbourne.



The CBD Core is the most sustainable location in the local government area and increasing the areas vitality and vibrancy is one the central aims of this transformational project.

The Northern and Southern Gateway Precincts

The Northern and Southern Gateway precincts are located on the northern and southern edges of the CBD Core as illustrated in **Figure 7** and **Figure 8**.

Currently the precincts have a mix of MU1 Mixed Use and R1 General Residential zoning, alongside a Height of Building limit of 10m in areas closest to the CBD and 8m elsewhere. Only areas zoned as MU1 Mixed use have an accompanying 1.5:1 Floor Space Ratio (FSR) with no FSR applicable elsewhere.

The precincts were derived from the broad investigation areas identified in the *UFHS* (**Figure 3**) because of their proximity and relative walkability to the CBD, its concentration of services and facilities and the availability of vacant and larger lot sizes. This high concentration of services and facilities largely meets a person's day to day needs and reduces the need to travel. These areas are also included due to the presence of some larger lots which better lend themselves to medium density residential development, but also the location of several vacant lots and/or derelict sites where development or redevelopment could lead to an overall enhancement in the quality of the streetscape.

Figure 7: Northern Gateway Precinct Boundary



Figure 8: Southern Gateway Precinct Boundary



The Mixed Use Edge

The Mixed Use Edge wraps around the western and north western boundary of the CBD Core encompassing approximately 10 street blocks as illustrated in **Figure 9**. The area is zoned as MU1 Mixed Use which includes a wide range of commercial, retail and residential permissible land uses including shop top housing and residential flat buildings. The area has a current height of building limit of 10m and a Floor Space Ratio of 1.5:1.

The character of these street blocks varies depending on the distance from the edge of the CBD Core with most commercial uses focused in areas closest to the CBD Core boundary. However, the significant majority of the Mixed Use Edge comprises a low density historic residential character. **Attachment 7** provides a list of existing uses within the boundaries of the Mixed-Use Edge accompanied by an illustrative map.

The current MU1 Mixed use zoning and zone objectives are not considered to appropriately reflect the areas low density historic residential character. This project provides an opportunity to achieve a better balance between heritage character and future growth through bespoke changes to the GM LEP and GM DCP.

Figure 9: Mixed Use Edge Precinct Boundary



Proposed Changes

Proposed Changes to the GM LEP - **CBD Core**

The central focus of the CBD Core is retail and service provision which is reflective of its current E2 Commercial Core land use zoning. The current zoning fulfils the function and purpose of the CBD, and this is not proposed to be changed.

The current E2 zone permits both shop top housing, serviced apartments and residential flat buildings with all other residential property types excluded from this central zone. This permissibility enables the provision of apartments within the heart of Goulburn’s retail and service centre. However, the development of residential flat buildings is hampered by other controls in both the GM LEP and GM DCP including:

- Active Street Frontages,
- Floor Space Ratio,
- Height of Building controls and objectives
- Parking controls.

Active Street Frontages

Active Street Frontages are the parts of buildings which face a primary street frontage and provide visibility between the street and activity inside the ground floor of a building. Active street frontages are designed to provide visual interest and engagement for the pedestrian and contribute to the area's vibrancy and safety. **Figure 10** illustrates an example of an active and non-active street frontage in Goulburn CBD.

Figure 10: Example of Active & Non-Active Street Frontages in Goulburn CBD



Active street frontages are identified in the [GM LEP - Active Street Frontages Map](#) and include the entirety of Auburn Street and the length of most side streets. Areas identified as Active Street Frontages restrict ground floor use to business and retail uses only.

The currently identified active street frontages are proposed to be revised to more accurately reflect the areas with existing active street frontages. The proposed area has refined the extent of active street frontages to remove areas not serving an active function, whilst maintaining a core of active street frontages along Auburn Street and side streets directly adjacent. Overall, approximately 2.5km of Active Street Frontages are proposed to be retained. The revision of the Active Street Frontages map also provides opportunities for the erection of residential flat buildings in areas not identified as Active Street Frontages.

In addition, the GM LEP clause 7.5 Objective (1)(a) refers to active street frontages applying to both the E2 Commercial Centre and to the MU1 Mixed Use zone. Current and proposed Active Street Frontages do not extend into the existing Mixed Use zone and this reference is proposed to be removed.

Floor Space Ratio

Floor Space Ratio relates to the allowable floor space in relation to the area of a lot. It serves as one measure to control building density by encouraging a balance between built development and open space. However, floor space ratio controls which are too restrictive can lead to higher costs, poor utilisation of land and can stifle development potential.

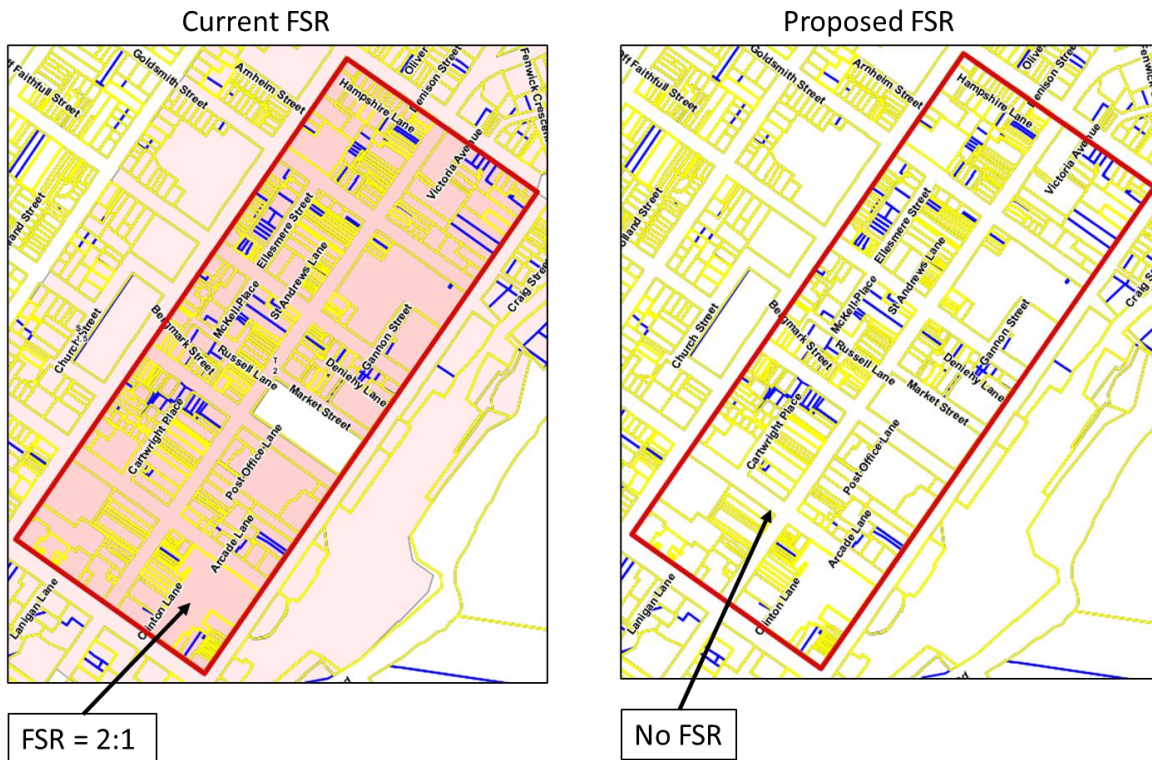
The CBD Core currently has a floor space ratio of 2:1 alongside a height of building limit of 15 metres. These controls have been applied to the area for over 15 years and have not resulted in significant development/redevelopment of areas of the CBD, with no contemporary buildings exceeding 4 storeys in height.

To increase flexibility in development opportunities, incentivise investment and encourage higher density growth within the CBD Core, it is proposed to remove the current 2:1 floor space ratio and

rely on the height of building control, revised GM DCP provisions and the Apartment Design Guide to address density impacts such as bulk and scale, open space, and overall site coverage.

Figure 11 illustrates the current and proposed floor space ratio in the CBD Core.

Figure 11: Current & Proposed Floor Space Ratio in the CBD Core



A larger scale map of the current and proposed Floor Space Ratio is presented in **Attachment 7**.

Height of Building

The GM LEP Height of Building limit is one of the primary levers to encourage greater density. Greater height of building limits incentivises development and provides the opportunity for more floorspace within the CBD Core. This in turn can contribute to vibrant, active streets where people can live, work and be entertained in close proximity.

The GM LEP Height of Building limit is established at 15 metres across the entirety of the CBD Core, this roughly aligns with the ridgeline of the Post Office building (not the tower). As noted above in relation to floor space ratio, the current controls have not resulted in any contemporary development exceeding 4 storeys in the CBD Core.

Increasing the allowable height of buildings in the CBD Core can incentivise and encourage greater building height and density. However, the CBD Core is a Heritage Conservation Area and includes some of Goulburn’s most important historic landmarks. It has therefore been vital to seek a balance between increased height of buildings and maintaining the historic fabric and significance of the heart of Goulburn.

To ensure a thorough assessment of potential impacts from an increase in building height, including bulk and massing, a consultant was engaged to prepare the Goulburn CBD Massing Study, as noted above.

The Study, based upon the evaluated impacts, provided recommendations and justifications for potential heights for the 16 test sites, usually within a range, rather than a specific number.

The recommended height of building limits for the test sites were then evaluated by the Strategic Planning Team to apply height of building limits across the CBD based upon the principles underpinning the recommendations of the Study.

The proposed height of building limits for the CBD Core varies depending on where the lot or street block is located to ensure the worst impacts of overshadowing are avoided, views to landmarks are respected and the character of the historic fabric is maintained.

The proposed Height of Building limits have safeguarded the current 2-3 storey character of the streets of the CBD Core through maintaining the current 15m limitation along most frontages. This 15m height limit applies to a depth of 5 metres from the front lot boundary and seeks to ensure the notable rhythm and pattern of development along the historic streets of the CBD is retained in perpetuity.

Height limits have largely increased towards Sloane Street due to the lower elevation and minimal impacts from overshadowing. Height limits have largely been lowered around historic landmarks such as St Peter and Paul's Cathedral, the Post Office and Courthouse, with special consideration given to areas adjacent Belmore Park. Most sight lines to important landmarks follow the line of Goulburn's grid-like street pattern, one notable exception is the view of the Uniting Church spire on the approach to the CBD from Lagoon Street. The more elevated position of Lagoon Street and slight angle to the CBD provides a clear view of the Uniting Church spire as the visitor enters the historic heart of the city. To ensure this important aspect is retained, a viewing corridor, limiting heights of buildings to 15m, has been proposed through the GM LEP Height of building limits and reinforced through the Precinct- specific DCP chapter.

The variable approach to height of building limits is based upon an understanding of the potential impacts of additional bulk and massing resulting from increased building heights, including overshadowing, views to landmarks and views into and out of the CBD. These impacts alongside an appreciation of the areas historic character balanced with the aim of enabling greater residential density have determined the most appropriate height of building limits for the CBD Core.

Attachment 7 illustrates the current and proposed GM LEP Height of Building Limit in the CBD Core.

Attachment 5 provides an annotated version of the proposed CBD Core Height of Building Map.

Proposed Changes to the GM DCP - [CBD Core](#)

The above proposed changes to the GM LEP are supported by the new CBD Chapter of the GM DCP to ensure fine grain detail is considered through the development assessment process. It aims to provide complementary policy controls as summarised below:

- Revised residential and commercial parking requirements which reduce parking for smaller residential units and evening CBD uses;
- Establishes building setbacks which are bespoke to the CBD and assigned by street.
- Identification and safeguarding of Significant Shop Fronts;
- Signage and advertising controls sensitive to the Heritage Conservation Area location
- Noise controls with the onus placed on developers to mitigate existing noise impacts within their design;
- Detailed controls relating to Active Street Frontages to build upon the CBD's vibrant public realm, and

- A visual impact assessment requirement for buildings over 3 storeys to ensure the potential impact of taller buildings on the character of the Conservation Area is appropriately considered. This is in addition to the requirements of the Apartment Design Guide.
- A requirement for a higher ratio of smaller units to larger units for residential flat buildings and manor houses.

A copy of the Draft CBD and Surrounds GM DCP Chapter is presented in **Attachment 1**.

*Proposed Changes to the GM LEP - **Northern & Southern Gateway Precincts***

The prevailing character of the Northern and Southern Gateway Precincts is one of low-density residential development and includes a number of heritage and contributory items. The precincts do however include a few examples of 2 storey residential flat buildings or manor houses. There are several commercial uses interspersed along the central thoroughfares of Lagoon Street, Bradley Street and Clinton Street. The State classified road and historic route into Goulburn, Grafton Street runs along the southeastern boundary of the northern precinct and the State classified road Cowper Street runs along the western edge of the southern precinct.

The proximity of the precincts to the CBD, the capacity of the existing road network, alongside large underutilised lots, derelict sites and existing residential flat buildings, indicate the areas capacity for an increased level of medium density residential development.

A few changes to the GM LEP are proposed to encourage and incentivise the development of medium density housing options such as residential flat buildings. The proposed changes to GM LEP have applied a lot-by-lot approach based upon the heritage significance of a building (or group of buildings). This bespoke approach to zoning aims to safeguard the buildings, spaces, and streetscapes with historic significance from over development whilst encouraging areas with a lesser significance to be redeveloped for medium density housing.

The following amendments to the GM LEP are proposed:

- Land Use Zoning & Zoning objectives
- Introduction of an Additional Local Provision clause
- Height of Building
- Floor Space Ratio
- Minimum Lot Size

Land Use Zoning

The land use zone applied to land largely determines what type of development is permissible as defined by the GM LEP. It is a key planning tool to determine in-principle what is and is not permitted and enables planning to guide the appropriate mix of uses and development types within a given area. The land use zoning of both precincts is predominantly R1 General Residential except for street blocks immediately adjacent the CBD Core which are zoned MU1 Mixed Use.

The proposed land use zoning changes seek to remove the current R1 General Residential and MU1 Mixed use zoning from the Northern and Southern Gateway precincts except for lots lining Clinton Street in the Southern precinct. This will be replaced by a mix of R2 Low Density Residential applied to lots with heritage and contributory items and R3 Medium Density Residential applied to lots unencumbered by heritage constraints.

This approach provides a clear residential focus for the Gateway precincts. It also seeks to reflect and maintain the low-density character of lots with heritage and contributory items and reduce redevelopment pressures whilst focusing the provision of medium density housing in adjacent areas.

Attachment 7 illustrate the proposed land use zoning for the Northern and Southern Gateway Precincts.

Amending the land use zoning of the precincts to a R2 and R3 zone will change what is permitted, largely reducing commercial permissibility's in the MU1 zone. It will in turn provide a greater emphasis on the importance of Goulburn`s historic environment whilst directing investment away from commercial development and single-family homes in proximity to the CBD and towards more medium density housing products.

Attachment 15 includes diagrams which aim to summarise the change in permissible uses because of the proposed change in land use zoning.

Introduction of an Additional Local Provision

Whilst the precincts are of a predominant residential character there are a few existing businesses located within the precinct boundaries. A list of all business within the Precincts alongside a map identifying their locations is provided in **Attachment 7**.

The introduction of an Additional Local Provisions clause into the GM LEP seeks to address any loss of permissible uses for existing commercial enterprises both in the Gateway precincts and wider Local Government Area. The provision permits the continued operation of small-scale businesses and enables the use of existing commercial buildings for office premises, business premises, restaurants or cafes and shops within R2 Low Density Residential and R3 Medium Density residential zones. The introduction of this additional clause supplements existing use rights provided under the *Environmental Planning and Assessment Act 1979*, is more permissive and reduces ambiguity.

This clause will apply generally to all R2 and R3 present within the LGA. This will benefit sites with commercial buildings (such as old general stores) in residential areas find an appropriate use whilst providing for site suitability to be considered.

A copy of the proposed additional Local Provisions Clause is presented below:

Part 7 Additional Local Provisions

7.7 Business premises, office premises, restaurants or cafes and shops in residential zones

(1) the objective of this clause are as follows-

(a) to provide for the continued operation of small-scale business development in residential zones, used in conjunction with dwellings or otherwise,

(b) to enable the use of existing commercial buildings for office premises, business premises, restaurants or cafes and shops in residential zones

(2) This clause applies to the following-

(a) in Zone R2 Low density residential and Zone R3 Medium Density Residential-development for the purposes of business premises, office premises, restaurants or cafes or shops,

(3) Development consent must not be granted to development to which this clause applies unless-

(a) the development relates to a building that existed when this plan commenced and was designed or constructed for the purpose of commercial premises, and

(b) the consent authority is satisfied that-

- (i) the development will not adversely affect the amenity of any residential component of the development and the surrounding locality, and*
- (ii) the intensity of development is suitable for the building, and*
- (iii) the degree of modification of the footprint and façade of the building is consistent with the scale and desired attributes of surrounding development*

Zoning Objectives

Each land use zone within the GM LEP includes a series of objectives which establish the principles and outcomes development in the zone should meet. The residential land use zones in the GM LEP are:

- R1- General Residential
- R2- Low Density Residential
- R3- Medium Density Residential
- R5- Large Lot Residential.

None of the above zoning objectives relate to preserving historic significance. It is proposed to amend the zone objectives of the R2 zone to include one new objective. The additional objective seeks to protect and conserve the historic significance of heritage items and Conservation Areas. This amendment seeks to differentiate between the objectives of the R1 General Residential zone and the R2 Low Density Residential zone and provide a heritage focus for the zone. The revised objectives are presented below with the red text denoting the additional objective:

1 Objectives of R2 Low Density Residential zone

- *To provide for the housing needs of the community within a low density residential environment.*
- *To enable other land uses that provide facilities or services to meet the day to day needs of residents.*
- *To maintain the economic strength of commercial centres by limiting the retailing of food and clothing.*
- *To protect and conserve the historic significance of heritage items and Conservation Areas*

Height of Building

As previously noted, the GM LEP Height of Building limit is one of the primary levers to encourage greater density. However, the less central location, the low-density residential character, the Heritage Conservation Area alongside the significant number of heritage and contributory items in these precincts requires more conservative height limits than the CBD Core.

The current height of building limit in the precincts is established at 8 metres for areas currently zoned R1 General Residential and 10 metres for areas currently zoned MU1 Mixed Use. The low height of building limit serves as a significant constraint to the viability and delivery of medium density housing and fails to recognise the additional capacity the area has for increased residential density.

The low height of building limit can serve to reduce development pressure on buildings with heritage significance, but this is currently applied through a blanket approach regardless of heritage significance.

The proposed Height of Building limits takes a more nuanced, detailed approach which is more reflective of the areas heritage significance whilst encouraging greater height and density in suitable areas.

The proposed Height of Building approach in the Northern and Southern Gateway precincts is based upon whether a lot includes a heritage or contributory item. The proposed approach is summarised in [Table 2](#) below:

Table 2: Height of Building approach summary- Gateway Precincts

HOB Limit	Land Use Zone	Height of Building Limit Categories
8m	R2	Heritage & Contributory Items <i>Seeks to reflect the existing built form of those lots</i>
10m	R2	Transitions- Lots adjacent (side by side) a Heritage or Contributory Item <i>To provide a transition with adjacent heritage & avoid their over dominance whilst enabling slightly greater height.</i>
	R3	
15m	R3	Additional Height Lots <i>Areas considered suitable for greater height & density.</i>
	MU1	

This more variable approach to height limits seeks to balance increased height and density with the character of heritage items and the Conservation Area more generally. It is based upon a detailed understanding of the area and its characteristics as presented in the Northern and Southern Gateway Character Assessments.

Attachment 7 illustrates the current and proposed GM LEP Height of Building Maps.

Floor Space Ratio

As previously noted, Floor Space Ratio relates to the allowable floor space in relation to the area of a lot and serves as one measure to control building density.

The Northern and Southern Gateway precincts currently have a floor space ratio based upon their current zoning. The current Floor Space Ratio for areas zoned MU1 Mixed use is 1.5:1 (allowable floor space is 150% of the site area) with no applicable limit applied to areas zoned R1 General Residential.

The current approach restricts floor space in the Mixed-Use zone but applies no restriction in all other areas of the precincts, including areas with a concentration of heritage and contributory items. The current approach is not considered to have appropriate regard to the historic character and significance of heritage items and the Conservation Area.

The proposed approach seeks to better reflect the historic significance of heritage items and the Conservation Area whilst enabling greater flexibility and density. Proposed floor space ratios have been based upon lot characteristics, particularly whether a lot includes a heritage or contributory item. The approach is summarised in **Table 3** below:

Table 3: Floor Space Ratio approach summary- Gateway Precincts

FSR	Land Use Zone	Floor Space Ratio Categories
0.5:1	R2	Heritage Items <i>Seeks to reflect the existing built form and density of these lots</i>
0.8:1	R2	Contributory Items <i>To provide a density transition & avoid over development</i>
None applicable	R3	Additional Density Lots <i>Areas considered suitable for greater height & density.</i>
	MU1	

A detailed survey of every individual lot within the precinct's has been undertaken to provide a basis for understanding lot dimensions, current zonings, site coverage and approximate floor space ratio's. This survey is included within the *Analysis of Place* document in **Attachment 3**.

It was through this understanding of the areas scale, massing and density that underpins the proposed floor space ratio's for Heritage items. The majority of Heritage items, particularly those on smaller lots, demonstrated a floor space ratio of approximately 0.5:1, reflecting the low-density character of heritage items within the City Conservation Area. Based upon the existing character of heritage items in the precinct, a floor space ratio of 0.5:1 (allowable floor space is 50% of the lot area) is proposed for lots which include listed heritage items.

Contributory items also demonstrated a similar average floor space ratio; however, these properties hold less historical significance than listed heritage items and have greater capacity for some limited additional development. To reflect this balance whilst not facilitating over development, a floor space ratio of 0.8:1 (allowable floor space is 80% the lot area) is proposed. This provides opportunities for some additional development of underutilised lots, particularly the rear of contributory item lots with long rear gardens to assist with increasing density in a sympathetic way.

Lots which have not been identified as heritage or contributory are proposed to have no applicable floor space ratio (this only changes for areas currently zoned MU1). The removal of the floor space ratio applies to all proposed R3 Medium Density Residential zoned areas and remaining MU1 Mixed use areas to provide additional flexibility in design, incentivise investment and redevelopment and encourage medium density growth.

Attachment 7 illustrates the current and proposed GM LEP Floor Space Ratio Map for the Northern and Southern Gateway Precincts.

The proposed approach has provided a floor space ratio to hundreds of heritage and contributory items which currently have no such restriction. It also lifts any existing floor space ratio, where applied, to lots unencumbered by heritage and areas proposed to be zoned R3 Medium Density Residential and MU1 Mixed Use. This is considered a more balanced and locally appropriate approach to the application of a floor space ratio restriction.

Minimum Lot Size

A Minimum Lot Size restricts the ability of a lot to be subdivided into parcels beyond a prescribed size. The minimum lot size restriction applied to the majority of residential Goulburn is 700m², although smaller lots can be achieved through other planning mechanisms.

Generally both precincts have a minimum lot size of 700m² which corresponds with its current R1 General Residential zone. Areas currently zoned MU1 Mixed use have no applicable minimum floor space ratio.

A significant number of heritage and contributory items within the precincts demonstrate existing lot sizes below the current 700m² limit, preventing further subdivision. More contemporary developments in the precinct have demonstrated layouts with lots at 150m² (albeit via Strata or Community title). Intermingled with these smaller lots are pockets of relatively large lots or groups of lots which are under-utilised and suitable for redevelopment to medium density housing options.

The proposed approach seeks to only apply a minimum lot size restriction to heritage and contributory items with all other areas (areas zoned R3 Medium Density Residential) having no minimum lot size applied. A 700m² minimum lot size is proposed for heritage and contributory items to reduce pressure for subdivision and maintain the current historical lot pattern. It is important to note that the R3 zone does not permit separate dwellings i.e., single dwelling houses.

The removal of the minimum lot size elsewhere seeks to reduce restrictions and provide for innovation, increase affordability, provide greater opportunities for smaller dwellings, and create a more attractive environment to encourage redevelopment to higher densities.

Attachment 7 illustrates the current and proposed GM LEP Minimum Lot Size Map for the Northern and Southern Gateway Precincts.

*Proposed Changes to the GM DCP - **Northern & Southern Gateway Precincts***

The above proposed changes to the GM LEP are supported by the new Precinct Chapter of the GM DCP to ensure fine grain detail is considered through the development assessment process.

The policy provisions within this chapter and the wider DCP are considered particularly important to ensure the right balance between heritage and growth, particularly in areas where some GM LEP restrictions have been eased.

The Chapter aims to provide complementary policy controls as summarised below:

- Provides both existing and desired future character statements to provide context and guide future development.
- Tailored residential parking requirements which incentivise the development of smaller residential units and reflect the Conservation Areas historic character.
- Bespoke building setbacks and materials schedule based upon on an exhaustive place-based assessment.
- Private and communal open space standards which seek to balance required residential amenity with historic character and the objective to increase residential density.
- The application of minimum lot size requirements for certain dwelling types to incentivise development towards residential flat buildings and manor houses.
- Design guidance in relation to fencing, landscaping, public domain interface, solar access, storage and outbuildings.

A copy of the Draft Gateway Precinct Chapter for the GM DCP is presented in **Attachment 1**.

*Proposed Changes to the GM LEP - **Mixed Use Edge***

As identified in **Figure 9** the Mixed Use Edge is located on the western and north western boundary of the CBD Core.

The Councils strategic planning documents encourage and seek to increase residential density within and in proximity to the CBD but also seeks to balance growth with maintaining Goulburn's heritage character and strong sense of place. Maintaining the heritage character of Goulburn was identified as one the central themes emerging from consultation on the *Urban and Fringe Housing Strategy*.

The current MU1 Mixed use zoning which applies across the area is highly permissive which alongside its proximity to the CBD can place development pressures on this historic area.

The Mixed Use Edge is predominantly of an historic low density residential character which is not currently reflected through the areas current zoning or zoning objectives.

A number of changes to the GM LEP are proposed to better reflect the historic low density residential character of the Mixed Use Edge through an R2 zoning, whilst still providing a mixed

use zoning for the concentration of existing commercial enterprises operating along central routes through maintaining the MU1 zone.

The following amendments to the GM LEP are proposed:

- Land Use Zoning & Zoning objectives
- Floor Space Ratio
- Minimum Lot Size
- Height of Building

Land Use Zoning

As previously noted, the land use zone applied to land largely determines what type of development is permissible as defined the GM LEP and can significantly influence the character of an area.

Whilst the entire Mixed Use Edge is zoned as MU1 Mixed Use (**Figure 9**), the prevailing character of the area is one of low density historic residential character. The area includes a high concentration of heritage and contributory items and provides the visual backdrop from the western side of the CBD Core but also to St Saviours Cathedral.

The area includes a relatively small number of commercial enterprises which are mapped and listed within **Attachment 7**. These are primarily focused directly along the central routes of Bourke Street, Clinton Street and Bradley Street.

The current zoning approach is not considered the most appropriate to safeguard the low density, historic residential character on the edge of the CBD Core and in proximity to an important historical landmark. The permissive MU1 zoning encourages the redevelopment of residential lots within the Heritage Conservation Area to a range of alternative non-residential uses.

The proposed approach to zoning seeks to retain the commercial mixed use function lining Bourke Street, Clinton Street and Bradley Street whilst rezoning adjacent areas to reflect the existing historic low density residential character. This approach will also sit alongside other development pathways available for small-scale commercial uses in residential zones such as home occupations and home businesses.

The lots lining the central routes with existing commercial development are proposed to retain their MU1 Mixed Use zoning. All other areas currently zoned MU1 within the Mixed Use edge are proposed to be rezoned to R2 Low Density Residential to more appropriately reflect the areas current and future desired low density character.

Attachment 7 illustrates the current and proposed GM LEP Land Use Zoning Map for the Mixed Use Edge.

Zone Objective

Amending the land use zone objective for the R2 Low Density Residential Zone has been previously addressed earlier in this report. This amendment would apply to all areas proposed to be zoned R2 Low Density Residential, including the changes to the Mixed Use Edge.

Introduction of an Additional Local Provision

Whilst the precincts are of a predominant residential character there are several existing businesses located within the precinct boundaries which may fall outside of the retained MU1

zoning. A list of all business within the Precincts alongside a map identifying their locations is provided in **Attachment 16**.

As addressed earlier in this report, the introduction of an Additional Local Provisions clause into the GM LEP which addresses any loss of permissible uses for a range of existing commercial enterprises is proposed. The aim is to prevent any adverse effects to existing commercial operators because of amendments to land use zoning.

Floor Space Ratio

As previously noted, Floor Space Ratio relates to the allowable floor space in relation to the area of a lot and serves as one measure to control building density.

The Mixed-Use Edge currently has a blanket floor space ratio of 1.5:1 (allowable floor space is 150% the lot area) which is applied regardless of character or heritage significance. This blanket approach is not considered the most appropriate method to safeguard the low density historic residential character of the Mixed Use Edge.

As explained earlier in this report under changes to the Northern and Southern Gateway Precincts, the *Analysis of Place* document (**Attachment 3**) provided an understanding of the general built form and lot characteristics in the project area. This confirmed an average floor space ratio of approximately 0.5:1 for heritage items with contributory items also demonstrating a similar average floor space ratio.

Based upon the existing character of heritage items in the precinct, a floor space ratio of 0.5:1 (allowable floor space is 50% of the lot area) is proposed for lots which include listed Heritage Items. Lots which include Contributory Items are proposed to have a floor space ratio of 0.8:1 (allowable floor space is 80% of the lot area) which reflects their greater capacity for change. This seeks to apply a tailored approach to areas of heritage significance which reflect and seek to maintain their existing low-density character and mirrors the approach applied to the Northern and Southern Gateway Precincts.

This reduction in allowable floor space ratio for heritage and contributory item lots is balanced with the retention of the existing Floor Space Ratio of 1.5:1 for all other lots unencumbered by heritage. Retaining the current floor space ratio for lots without heritage significance would apply to both the retained MU1 Mixed use zone and the proposed R2 Low Density Residential zone.

The approach to Floor Space Ratio for the Mixed Use Edge is summarised in **Table 4** below:

Table 4: Proposed approach to Floor Space Ratio Summary- Mixed Use Edge

FSR	Land Use Zone	Floor Space Ratio Categories
0.5:1	R2	Heritage Items <i>Seeks to reflect the existing built form and density of these lots</i>
	MU1	
0.8:1	R2	Contributory Items <i>To provide a density transition & avoid over development</i>
	MU1	
1.5:1	R2	Additional Density Lots <i>Areas without heritage significance considered suitable for greater density.</i>
	MU1	

This approach seeks to apply a floor space ratio based upon an item's heritage significance and contribution to the Conservation Area, rather than just accompanying a blanket zoning approach.

A copy of the proposed Floor Space Ratio controls for the Mixed Use Edge are presented in **Attachment 7**.

Height of Building

As previously noted, the area includes a high concentration of heritage and contributory items and provides the visual backdrop from the western side of the CBD Core and frames St Saviours Cathedral. Parts of the Mixed Use Edge are particularly sensitive to additional building height due their elevated position above the CBD Core.

The current Height of Building limit for the area is a blanket 10 metres which largely reflects the more low-rise, low-density historic character and sensitive position of the Mixed Use Edge.

The current height limit reflects the height of building limit proposed for contributory items in the Northern and Southern Gateway precincts. However, lots with heritage listed items in these precincts are proposed to have an 8m height of building limit to maintain the low-rise character of these lots and ensure heritage items are not visually dominated by new development on the lot.

The principal aim of the proposed changes to the Mixed Use Edge is to better reflect the historic low density residential character and balance this alongside increased densities in both the CBD Core and Northern and Southern Gateway Precincts.

As such an 8m height of building limit is proposed for lots with heritage items in the Mixed Use Edge to correspond to the adjacent Northern and Southern Gateway Precincts. All other lots within the Mixed Use edge, including those with contributory items are proposed to retain their current 10m height of building limit.

This revised approach is a small refinement on the existing height of building controls which alongside proposed changes to the Land Use zoning and Floor Space Ratio seek to better reflect the areas historic low-rise residential character.

Attachment 7 illustrates the current and proposed GM LEP Height of Building Map for the Mixed Use Edge.

Minimum Floor Space

As previously noted, a Minimum Lot Size restricts the ability of a lot to be subdivided into parcels beyond a prescribed size. The minimum lot size restriction applied to the majority of residential Goulburn is 700m², although smaller lots can be achieved through other planning mechanisms.

The Mixed Use Edge currently has no applicable Minimum Lot Size which is reflective of its current MU1 Mixed Use zoning. This enables lots to be further divided into smaller parcels, including heritage and contributory items. Most residential lots in this historic area, particularly heritage and contributory item lots, are under 700 square metres in size. Additional subdivision of this already finely grained area is unlikely to enhance the character of this part of the Heritage Conservation Area.

In response, the proposed approach seeks to apply a 700m² Minimum Lot Size to all lots proposed to be rezoned to R2 Low Density Residential. This is more reflective of the desire to maintain the current residential character and reduce opportunities for further subdivision, particularly of heritage and contributory items in the Mixed Use Edge.

Areas along the central routes which are proposed to retain their current Mixed Use zoning will have no change applied to their current minimum lot size.

Attachment 7 illustrates the current and proposed GM LEP Minimum Lot Size Map for the Mixed Use Edge.

Proposed Changes to the GM DCP - Mixed Use Edge

The changes to the GM LEP controls proposed for the Mixed Use edge above are tailored to reduce development pressures and better reflect the low-rise, low density historic residential character of this part of the Heritage Conservation Area. This reduced flexibility in the Mixed Use Edge is balanced alongside the increased flexibility afforded to the CBD Core and Northern and Southern Gateway Precincts where greater residential density is sought.

As a result of the proposed changes to the GM LEP controls for land use zoning, floor space ratio, height of building and minimum lot size, little change to the built form is anticipated. Despite this the General policy controls within the Precinct DCP Chapter also apply to the Mixed Use Edge. In addition, the area is within the Goulburn City Conservation Area and development controls around maintaining heritage significance are also addressed by the current GM DCP Heritage Chapter.

Special Entertainment Precinct

The CBD and Surrounds Transformation Project is Stage 1 of a two-stage process to assist in meeting the strategic objectives to enliven the CBD in the day and evening. The focus of the first stage is to facilitate greater residential density in and around the CBD to increase footfall and activity.

The focus of the second stage is to foster a flexible policy environment which encourages greater diversity in evening entertainment and dining options in the CBD. Stage 2 of the project is at the very early conceptual phase with the potential application of a Special Entertainment Precinct designation being applied to the CBD currently being considered.

A Special Entertainment Precinct is an area designated in the GM LEP for its concentration of live music and entertainment venues where allowable external and internal sound levels are established. The designation allows for extended trading hours for live music venues. It also provides certainty for business owners and current and future residents as to acceptable sound limits and reinforces the area as a focus for live music and entertainment.

A Special Entertainment Precinct is part of the NSW Government's 24-hour Economy Vibrancy Reforms and further information can be found using the following link: <https://www.nsw.gov.au/business-and-economy/24-hour-economy/vibrancy-reforms>

Constraints

The Analysis of Place document identifies that the transformation area is subject to limited constraints. The primary issues are identified as potential flood inundation during the worst flood events and potential land contamination from previously historic contaminating land uses. It is also considered that additional proposed residential capacity and associated traffic generation could require further analysis through a Traffic Impact Assessment.

Flooding

The Mulwaree River runs in proximity to the western boundary of the CBD Core and has historically served as a boundary to the CBD. This proximity results in areas of riverine flood

inundation encompassing parts of the CBD Core, and Gateway precincts to vary extents depending on the severity of the event. The more elevated position of the majority of the Mixed Use edge prevents riverine flooding during all possible flood events with the exception of one street block.

The [Goulburn Flood Risk Management Study and Plan \(2022\)](#) has identified and mapped the extent of flood inundation over the project area with details on flood inundation levels and durations during different flood events provided.

Figure 12 illustrates the extent of the 1% Annual Exceedance Probability (AEP) (1 in 100 yrs) and the worst possible Probable Maximum Flood (PMF) extent in relation to the project area.

The extent of flood inundation during a 1% event does not extend to the boundaries of the project area and would remain flood free during the most frequent flood events.

Flood inundation starts to encroach into the boundaries of the CBD Core and Northern Gateway precinct during rarer 0.2% AEP (1 in 500yr) and 0.05% AEP (1 in 2000yr) flood events but with minimal depths and velocities.

The project area only becomes heavily affected by riverine flood inundation during the worst possible PMF event as illustrated **Figure 12**.

Figure 12: PMF Flood inundation extent, depth and duration CBD & Gateway Precinct Map

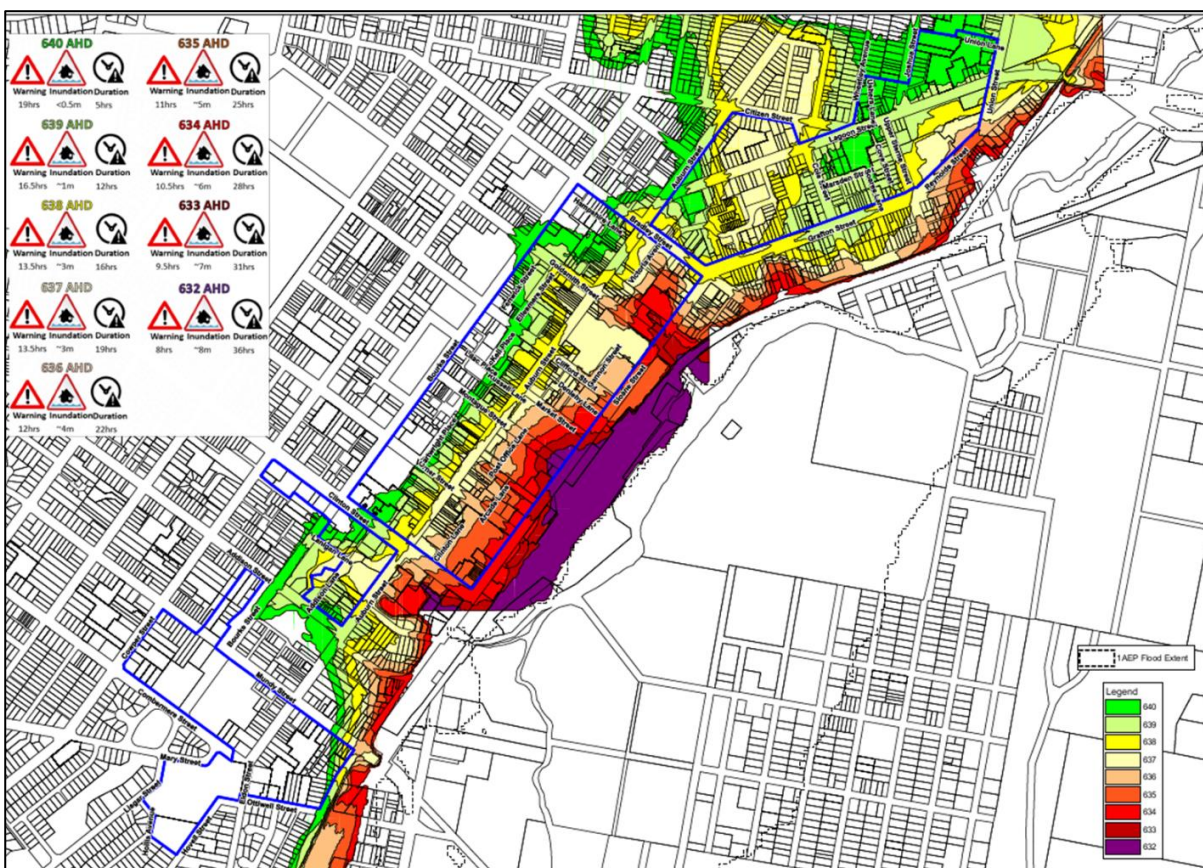


Figure 12 illustrates the progression in the extent of flood inundation over the course of a PMF event, its relative depths and duration of inundation, alongside approximate warning times. Warning times of potential flood inundation vary between 8 hours closer to the river to a maximum of 19 hours on more elevated areas. Flood waters rise approximately 1m every 90 minutes during this very rare event. The depths of flood water also vary depending on the elevation and proximity to the river. Areas on the fringe identified in green in **Figure 12** would expect flood levels of less than 50cm whereas areas along Sloane Street would experience depths of approximately 8

metres. The duration of flood inundation reflects the varying depths of flood waters with a range of between 5 hours to 36 hours for the worst affected, low lying areas.

The project area is only significantly affected by the effects of flooding during the worst possible PMF event which has a statistically negligible probability of occurring. Despite this, Ministerial Direction 4.1- Flooding, requires proposals for rezoning to demonstrate consistency with the Flood policy, Flood Risk Manual and Toolkit. These documents and Direction 4.1 require consideration of the safe occupation and efficient evacuation of residents during the full range of flood events including the Probable Maximum Flood event with any rezoning proposal.

Whilst the majority of the project area would be either flood free or inundated to relatively low levels during a PMF event, the flood levels indicate many current 2 to 3 storey buildings closer to the river would become inundated.

The CBD and Surrounds Transformation Project is seeking to rezone areas for greater residential density which, in the rarest case, could become inundated by flood waters to a depth up to 8 metres. As such current State policy requirements dictate specific consideration must be given in a rezoning planning proposal for the safe occupation and efficient evacuation of residents during a PMF event.

This is most appropriately addressed through a Flood Impact and Risk Assessment which is prepared by a suitably qualified flood specialist.

The preparation of the FIRA is anticipated to be on-going during the preparation of the planning proposal report. A completed FIRA will then accompany the Report to Council for final endorsement to proceed to a Gateway Determination.

Contamination

The Transformation area, particularly around the historic routes into Goulburn, are some of the oldest parts of the city, with a range of historic land uses. There are a number of historic land uses which have the potential to result in land contamination such as service stations and car repair facilities amongst others.

The Analysis of Place document identifies a total of 12 potentially contaminated sites in the Northern Gateway Precinct, 7 in the Southern Gateway precinct and approximately 25 in the CBD Core.

Potential land contamination is proposed to be addressed through a general policy in the emerging new format GM DCP which stipulates the process and general requirements for managing the development assessment process. In addition, the precinct-specific chapter will require all proposals in the CBD involving a residential component to submit a supporting Preliminary Site Investigation report (and further, more detailed reports if required) to determine whether the site is contaminated, the extent, and suitable recommendations measures where applicable. The Precinct-specific DCP chapter explicitly identifies all potentially contaminated sites (based on previously known potential contaminating land uses) and requires the submission of a contamination report for all proposals involving a change of use to residential in the gateway precincts.

This approach ensures the land upon which a residential proposal is sought is suitable for its proposed use in accordance with the *Managing Land Contamination Guidelines*.

Traffic Impact Assessment

The proposed amendments to land use zoning, height of building, floor space ratio and minimum lot size in the CBD Core and Gateway Precincts are tailored to facilitate greater residential density. Planning controls are however only one consideration by the development and finance industry and the amended controls in no way guarantee additional density will be delivered on the ground.

The current proposed approach is to request a Traffic Impact Assessment with each development application for shop top housing and residential flat buildings (and any other significantly traffic generating development). These assessments will ensure the site-specific impacts from a detailed development proposal are assessed individually to ensure appropriate avoidance and mitigation are applied where relevant.

This approach may not be considered sufficient by Transport for NSW or the Department of Planning, Housing and Infrastructure (DPHI) and a Traffic Impact Assessment maybe required in support of the planning process. The need for and the scope of a Traffic Impact Assessment will be discussed in greater detail through the initial stages of the planning proposal process.

Consultation

Engagement so far

Through the development of the initial proposed changes to the GM LEP and GM DCP and the preparation of the above-mentioned supporting evidence some early engagement has been undertaken as follows:

Presentation of the draft proposed changes to DPHI

The City of Goulburn is identified as a strategic centre in both the current and emerging South East and Tablelands Regional Plans. Council's approach is considered consistent with the approach to Strategic centres.

A presentation was provided by the Council's Senior Strategic Planner on 12th May 2023 to Senior staff at DPHI. The presentation outlined the proposed change in GM LEP and GM DCP controls, alongside outlining evidence gathered to date.

The response was positive with the principle of the controls supported but further work on justifying the change in building height was suggested.

In response, Council commissioned the Goulburn CBD Massing Study to provide background supporting evidence and recommendations for appropriate height of building limits.

Early stakeholder and community engagement and engagement with the Aboriginal Community were also identified as requirements for the proposal of this scale.

An initial community survey on the principle of the proposed changes has been made available to the community with further explanation provided below. Engagement with the Aboriginal community will also be undertaken through the planning proposal process.

Presentation of supporting evidence - Goulburn Heritage Group

A presentation was provided by Council's Senior Strategic Planner on 6 July 2023 to six members of the Goulburn Heritage Group to outline the evidence produced to achieve the balance between safeguarding heritage and increasing density. This included an introduction to the Conservation Catalogue, the Gateway Character Assessments, the Building Era Mapping, the Materials Schedule, the Main Street Study update, and the CBD Massing Study.

The presentation was designed to introduce the Heritage Group to the background works and request their advice and assistance on refinement of the collated evidence.

A further meeting was held on 20th July 2023 with the Heritage group to organise how they could most effectively contribute. A draft version of the Conservation Catalogue and the Gateway Character Assessments were provided to the group for their review and comment.

Annotated versions of these documents were returned in December 2023 which included additional historic detail on many properties within the Conservation Area including details on architects, builders, cost, previous owner or occupant. These details are considered to significantly enrich the project. The Group also identified errors, omissions and made comment on whether a property should be considered contributory.

The group considered an additional 130 contributory items were suitable for contributory listing. The proposed additions were reviewed by Council's Heritage Consultant with a total of 33 additional contributory items included from the original 130 proposed.

The Heritage Group also reviewed the Residential Heritage Colour Guide in March 2024 and generally supported the document. The Group commented that the document should be simpler and dark roof colours should be discouraged due to heat gain. Council officers have carefully balanced the desire for simplicity with the need for sufficient detail and further simplification would serve to omit important and relevant information. The need for climate mitigations through design is recognised and encouraged. However, whilst darker roofs can lead to greater building heat gain, these can be offset through other heat mitigation measures. Where darker roofs are more historically appropriate, as prescribed by the Heritage Colour Guide, these should be deployed to ensure the historical significance and streetscape appeal of heritage items and Heritage Conservation Areas are retained.

Presentation of the draft proposed changes to Development Assessment Officers

A presentation was provided by Council's Senior Strategic Planner on 9th August 2023 to the Development Assessment Team to introduce proposed changes to the GM LEP to assist in the delivery of greater density. A summary of the comments are provided below:

- Consideration of utilising developer contributions as a mechanism to incentivise the delivery of smaller units.
- Careful consideration of parking required to balance parking need and the desire for increased density.
- Important to maintain prominent sightlines when increasing building height.
- Access to public open space must be considered.
- The potential for a market feasibility assessment which examines potential developer profitability based upon the proposed controls should be explored.
- The management of land use conflict, particularly sound related issues must be addressed.

Presentation of the draft proposed changes to Councillors

A presentation was provided by Council's Senior Strategic Planner on 3rd October 2023 to Councillors to introduce proposed changes to the GM LEP and GM DCP, alongside evidence prepared to date. This presentation also related to the State governments wider vibrancy reforms and how they could apply to Stage 2 of the CBD and Surrounds Transformation Project. This included the potential for the introduction of a Special Entertainment Precinct to encourage live music and entertainment within Goulburn CBD. Special Entertainment Precincts are a new planning mechanism and State government guidance and assistance is scheduled for later this year.

Councillors were generally supportive of the principle of the changes and reinforced the importance and benefits of establishing a Special Entertainment Precinct as soon as reasonably practicable.

Strategic planning is currently awaiting the scheduled State guidance on Special Entertainment Precincts before making substantial progress toward establishing the designation.

Initial Community Survey - April/May 2024

An initial community survey titled *Have Your Say- The CBD and Surrounds Transformation project* was published on 26 March 2024 with the survey closing at 5pm on Friday 3 May 2024.

The survey was in electronic format and presented 11 survey questions to provide an insight into what the community of Goulburn consider important in relation to the four following themes:

- A Diversity of Housing Types
- Density in the City
- Achieving Greater Affordability, and
- Maintaining a Balance

The survey was placed on Council's website, Staff intranet and an email sent to the Planning Stakeholder list inviting comment on the survey.

The *Your Say* page received 308 visits with a maximum of 70 visitors on a single day with a total of 53 complete online surveys and 2 directly emailed comments.

The following lists the questions and a summary of the responses presented in the survey:

1. *Do you agree or disagree with the following statement: You or someone you know would benefit from smaller 1 or 2 bedroom accommodation?*

Most respondents agreed that they or someone they know would benefit from smaller accommodation at over 71% with 24% considering they or someone they know would not benefit from smaller accommodation.

2. *On a scale of 1 to 5 how important is providing a mix of housing types in Goulburn?*

Over 67% of respondents considered the provision of a mix of housing types to be very important or extremely important with 3 respondents answering not important at all. This question was also accompanied by written comments summarised under '*Additional Comments*'.

3. *Do you think that Goulburn CBD could accommodate taller buildings?*

Most respondents at over 66% agreed that Goulburn CBD could accommodate taller buildings but a substantial 30% considered that the CBD could not accommodate taller buildings.

4. *What would you consider a suitable height of building limit for buildings in Goulburn CBD- 3-4 storeys, 5-6 storeys, 7-8 storeys, 9-10 storeys, 11-12 storeys, 14-15 storeys or 16+ storeys.*

There was a varied response to what height limit would be considered suitable in Goulburn CBD. Answers ranged from 3-4 storeys up to the maximum 16+ but these were the minority. Most responders at 54% considered Goulburn CBD could accommodate 3-4 storeys. This result contradicts that of the previous question where most respondents agreed the CBD could accommodate taller buildings. The current CBD height limit is 3-4 storeys with many existing buildings demonstrating this height limit. This inconsistency maybe due to a lack of a reference point to existing building height in the CBD within the survey. This question was also accompanied by written comments summarised under '*Additional Comments*'.

5. *Do you think areas directly adjacent Goulburn CBD could accommodate taller buildings?*

Like question 3, over 69% of respondents agreed that areas directly adjacent Goulburn CBD could also accommodate taller buildings.

6. *Have you or someone you know struggled to buy a property in Goulburn due to rising property prices?*

Respondents generally confirmed that they or someone they know has struggled to buy a property in Goulburn due to rising property prices at over 64%. This is countered by 30% of respondents who didn't consider that they or someone they know has struggled to buy a property in Goulburn due to rising property prices. This question was also accompanied by written comments summarised under '*Additional Comments*'.

7. *Do you live in a property in Goulburn which has more bedrooms than your current needs?*

The majority of respondents at over 71% considered that they did not have more bedrooms than their current needs. This question is considered more emotive than the others and open to interpretation with spare bedrooms potentially considered to be needed by the respondent, even if not occupied fully.

8. *On a scale of 1 to 5 how important is maintaining Goulburn's Heritage?*

Over 79% of respondents considered that maintaining Goulburn's heritage was extremely or very important which highlights the value heritage holds for the local community.

9. *Do you think that Auburn Street's commercial shop fronts should be retained for retail and commercial uses?*

Most respondents at over 71% considered Auburn Street's shop fronts should be retained for retail and commercial uses with 10 responses identifying they should not be retained.

10. *On a scale of 1 to 5 how important is maintaining the continuous row of shop fronts along Auburn Street?*

Maintaining the continuous row of shop fronts along Auburn Street was identified as important (to varying degrees) by most respondents. 47% considered it extremely important, 15% as very important and 26% as moderately important.

11. *Would you or someone you know consider moving in or around Goulburn CBD if accommodation of a suitable size and price became available?*

This concluding question attempts to reveal support for the principle of residential development in and around Goulburn CBD should the right type of accommodation at the right price be available. Over 77% of respondents agreed that they or someone they know would consider moving in or around Goulburn CBD for the right type of property.

Additional comments:

- Reduce retail zoning in the CBD and along Auburn Street. This will in turn provide the opportunity for higher residential land values and serves to locate residents within a convenient walking distance of the shopping malls.
- Regional towns need to go up but accompanied by safeguards in environmental design.
- Energy efficiency, the urban heat island effect, stormwater, and community open space require consideration alongside suitable native planting and wildlife corridors to foster urban biodiversity.
- Housing diversity is important to retain and attract young people and young professionals, provide housing choice, reduce competition, address changing demographics, and assist in providing more affordable accommodation.
- It is important to ensure new buildings include high quality design (with sustainable construction, green space and off-street parking) which is sympathetic to the areas historic character. General support for 3-4 storey height limit with a suggestion for 5-6 storeys at landmark sites.
- A number of concerns raised in relation to the provision of taller buildings including:
 - Overshadowing.
 - loss of Goulburn's country charm.
 - impact on views.
 - visual domination.
 - taller development should be confined to the CBD.
 - taller development should be limited to outside the heritage conservation area and the current height restriction in the CBD retained.
 - high rise buildings not suitable.
 - not all sites will be appropriate for tall buildings.
- Many causes of housing unaffordability are beyond Council's control.
- The GPAC is a great example of blending new architecture with heritage to revitalise existing buildings.
- Housing should be provided above shops.
- Sydney units are ugly and should not be replicated in a historical country town.

Overall, the responses indicate a general level of support for the four themes of the project. Most respondents identified they (or someone they know) would benefit from smaller accommodation and that a mix of housing is important. Most respondents thought both the CBD and surrounds could accommodate taller buildings but most identified that the current height limit of 3-4 storeys

would be most suitable. A slight majority knew someone who struggled to buy a property in Goulburn due to rising property prices, but most people consider the number of bedrooms in their home suited to their needs. Maintaining Goulburn's heritage significance was of particular importance to respondents. Retaining the commercial and retail operation of the CBD and Auburn Street and the continuous row of shop fronts was favored by most respondents.

A copy of the Survey Response Report summary is presented in **Attachment 8** which includes an analysis of survey responses and comments made.

Future Engagement

The CBD and Surrounds Transformation Project has already started the engagement process with further stages of consultation required as part of the statutory planning proposal process as follows:

- **Engagement with State Agencies**, Stakeholders and representatives of the Aboriginal community based upon the content of this report and associated attachments. This aims to identify and resolve any high-level issues which may serve as an impediment to the progression of a planning proposal. It provides opportunity for change and refinement based upon agency and stakeholder advice.
- **Report to Council** to endorse the submission of the final draft suite of evidence, draft GM DCP and Draft GM LEP controls alongside the complete draft planning proposal report and any additional supporting technical evidence required for Gateway determination.
- **Post Gateway consultation** with all agencies prescribed through the Gateway Determination. This provides State agencies such as Water NSW and the Rural Fire Service an opportunity to look at the proposed changes in detail and provide tailored advice and recommendations for improvement. They may also request additional supporting studies which can slow the process considerably.
- **Public Exhibition** is a minimum 28 day public consultation period in which all those affected by the proposed changes are invited to provide comment. This always involves placing the planning proposal report and associated documents onto the Council's website for public scrutiny.

Due to the scope and scale of the proposed changes and the range of stakeholders, a wider consultation approach is proposed for this project. An exhibition is proposed for the Council- Civic Centre foyer which will present the proposed changes to zoning, heights of building, floor space ratio etc. through maps and visual displays. This exhibition will be accessible to the public during council operating hours and provides the public an opportunity to review supporting evidence or ask officers relevant questions.

- **Report to Council** to present the findings of the public exhibition and engagement with state agencies, stakeholders, and the Aboriginal community. Subsequent amendments will be reported to council and final endorsement of the amended planning proposal report and finalised GM DCP chapters and supporting evidence will be sought.

Conclusion

The CBD and Surrounds Transformation project seeks to address several of the challenges, aims, objectives, planning principles and actions within the Council's overarching strategic documents including the LSPS and UFHS. The project area builds upon and refines the locations identified for medium density housing in the UFHS whilst balancing the impacts of increased density, particularly relating to heritage significance, and facilitating greater footfall and vibrancy on the streets of the CBD.

In Stage 1, this is proposed to be achieved through changes to the GM LEP to encourage greater building height and density with impacts addressed through detailed controls in the emerging GM DCP chapters.

The proposed changes to the GM LEP include the following:

- Revision to the GM LEP Active Street Frontages Map
- Revision of Active Street Frontages objectives to remove reference to the MU1 Mixed Use Zone
- The insertion of an Additional Local Provisions clause to address a potential loss of permissible land uses as a result of land use zoning changes
- Introduction of an additional objective to the R2 Low Density zone in relation to heritage preservation.
- Proposed Land Use Zoning (Table 5):

Table 5: GM LEP Land Use Zone Change Summary Table

CBD Core	No change
Gateway Precincts	R2 Low Density- Lots including Heritage & Contributory items
Mixed Use Edge	R2 Low Density- areas with an historic residential character MU1 Mixed Use- Areas with a genuine mix of commercial premises

- Proposed Height of Building Limits (Table 6):

Table 6: GM LEP Height of Building Limits Change Summary Table

CBD Core	Variable Height limit ranging between 15m and 33m depending on the location within the CBD and the relationship with heritage items and landmarks.
Gateway Precincts	8m- Lots including Heritage & Contributory items. 10m- Transitional lots adjacent Heritage & Contributory items 15m- Additional height lots unencumbered by heritage
Mixed Use Edge	8m- Lots including Heritage items. 10m- all other lots

- Proposed Floor Space Ratio Limits (Table 7):

Table 7: GM LEP Floor Space Ratio Change Summary Table

CBD Core	No applicable FSR
Gateway Precincts	0.5:1- Lots including Heritage items 0.8:1- Lots including Contributory items No applicable FSR for lots unencumbered by heritage
Mixed Use Edge	0.5:1- Lots including Heritage items 0.8:1- Lots including Contributory items 1.5:1- Lots unencumbered by heritage

- Proposed Minimum Lot Size (Table 8):

Table 8: GM LEP Minimum Lot Size Change Summary Table

CBD Core	No applicable MLS
Gateway Precincts	700m ² - Lots including Heritage & Contributory items. No applicable MLS for lots unencumbered by heritage
Mixed Use Edge	700m ² - R2 Low Density zoned lots. No applicable MLS for MU1 zoned lots

The proposed changes to the GM LEP involve the creation of a precinct-specific chapter for the emerging new format Development Control Plan, namely the CBD and Surrounds Precinct DCP chapter. The new DCP chapter will include the following provisions:

- Current and future desired character statements.
- Revised residential and commercial parking standards.
- Bespoke building setbacks.
- Safeguarding significant shopfronts.
- Signage and advertising controls.
- Sound management controls for residential development.
- Detailed controls around Active Street Frontage.
- A requirement for a visual impact assessment for buildings over 3 storeys.
- Guidance around materials and colour schemes.
- Open space standards.
- Design requirements in relation to fencing, landscaping, public domain interface, solar access, storage and waste management.
- An apartment mix policy which requires a greater number of smaller units than larger units.

The above changes have been supported through a suite of supporting evidence which has identified constraints, determined heritage significance, and revealed suitable locations for additional residential density. This suite of evidence requires further refinement prior to submission to Gateway and Councillors will be provided an additional opportunity for review prior to Gateway submission.

The Residential Heritage Colour guide has been completed and serves as a stand-alone document supporting public and Council decision making in relation to suitable heritage colour schemes. It is recommended this document be adopted by Council and placed on Council's website as a source of guidance and information.

Additional technical evidence is also likely to be required by DPHI to support a planning proposal and meet State policy and guidance. Due to flood impacts during the worst possible PMF flood event, a Flood Impact and Risk Assessment will be required to support any zoning changes in the project area. A Traffic Impact Assessment may also be required to support the planning proposal and this potential requirement will be investigated further.

Overall, this report introduces the suite of proposed changes to the GM LEP, the emerging precinct specific chapter to the GM DCP and the range of supporting evidence to Councillors, Stakeholders, and the public. This enables further engagement and refinement of the detail of the proposed changes and the supporting evidence before an additional report is presented to Council to request submission of the completed planning proposal report.

Upon completion of the additional technical evidence and drafting of the CBD and Surrounds Transformation planning proposal a further report will be presented to Council to seek endorsement to proceed to a Gateway Determination.

Recommendation

This report recommends that a planning proposal and associated development control plan provisions be prepared alongside the refinement of the supporting evidence, through further consultation with stakeholders and evidence as required.

FINANCIAL IMPLICATIONS

This report identifies that further costs associated with the need to potentially engage consultants for additional supporting technical advice such as a Flood Consultant to prepare a Flood Impact and Risk Assessment. Specific costs are not available at this time and will be dependent on the range and scope of further work required.

There are no other known financial implications arising because of this report.

LEGAL IMPLICATIONS

There are no known legal implications arising as a result of the contents of this report.