

# Temora Shire Land Use Discussion Paper

## Purpose

The purpose of the Temora Shire Land Use Discussion Paper is to promote consideration of the most prominent land use issues identified by Council and the community.

The discussion paper provides a starting point for expanding on identified issues and highlighting additional issues that are important to the Temora Shire community now and into the future.

## Background

The Temora Shire Land Use Discussion Paper will support the drafting of the Draft Temora Shire Land Use Strategy, which will set out the process for change to support the needs of the community over the next 20+ years.

The Discussion Paper also reflects on the issues of importance from the last review in 2007.

It is positive to see that many of the issues identified by the community back in 2007 have been addressed, or are in the process of being addressed, by Council in conjunction with the community.

Trends in development also observed during this time are:

- Development of vacant infill lots
- Subdivision and development of new release residential and large lot residential land
- New unit development
- Diversification within local economy with new businesses being developed in this 10 year time period, for example Temora Medical Complex, Medical Imaging and accommodation, Temora High School Trade Training Schools, and McDonalds
- Investment in existing businesses including grain handling and piggeries
- Emerging industries including solar power and poultry farms
- Improvements to Council facilities including the Indoor Heated Pool, Temora Railway Station, Temora Agricultural Innovation Centre and Town Hall Theatre

However, although Temora Shire has been experiencing positive trends, it is timely that Council review the availability of various zoned land, availability of services, potential constraints to development due to land use prohibitions, and potential for expanding opportunities for investment in housing and business through new zoning.

### - Current situation

The current situation in relation to land zones and planning comments is presented in Table 1:

Land zone	Planning Comments
RU1 Primary Production	This is the farmland zone. Current minimum lot size is 40 hectares for a dwelling.
RU3 Forestry	This zone covers State Forest areas located at

	Gidginbung and Combaning
RU5 Village	This zone applies to Arian Park and Springdale.
R1 General Residential	This zone covers residential housing within Temora and related community uses such as schools. Some vacant lots within town, although these are gradually being utilised. At least 25 hectares of residential zoned land still available between Joffre Street and Bundawarra Road. Also, around 8 hectares of residential land zoned south of Milvale Road. Additional zoned residential land is located at the corner of Austral and Nicolson St, close to the cemetery.
R5 Large Lot Residential	This zone applies to land with a minimum lot size of either 1 or 2 hectares, with locations on all sides of Temora, as well as the western side of Arian Park village. Currently 75 hectares of land to potentially be developed on the southern fringe, with a 1 hectare minimum lot size. Further development potential of 63 hectares of land in the Rosella St estate, with reduction in minimum lot size from 2 hectares to 1 hectare. Also, further development potential of 131 hectares of land in the Bundawarra Rd estate, with reduction in minimum lot size from 2 hectares to 1 hectare. Both Rosella Street and Bundawarra Road estates were subject to soil testing to ensure suitability for additional development capacity, involving onsite sewer disposal.
B2 Local Centre	This zone applies to the business precinct of Hoskins Street
B4 Mixed Use	This zone applies to precinct covering Baker and Crowley Streets
B6 Enterprise Corridor	This zone applies to land north of Kitchener Road, along Airport St and Trungley Road. Minimum lot size is 2 hectares.
IN1 General Industrial	There is approximately 85 hectares of industrial zoned land in Temora. The zone includes developed land centred around Waratah and Melaleuca Streets, Industrial Avenue and vacant

	land located on the western side of Tewkesbury Road. Vacant land located west of Narraburra Street
SP1 Special Activities	This zone used for the airpark estate, which limits development Business Premises, Residential, Tourist and Visitor Accommodation, Incidental with Aviation. Zone also applies to stock and sale yards, grain handling facilities sites and sewage treatment works site.
SP2 Infrastructure	This zone is used for railway infrastructure facilities, airport, former Council depot, cemetery, waste management facility, hospital, Greenstone Lodge, and electrical infrastructure
RE1 Public Recreation	This zone applies to Council owned parks, sporting grounds and reserves
RE2 Private Recreation	This zone applies to the golf course, showground, Temora Ex Services Memorial Club, Temora Bowling Club and Greyhound track
E1 National Parks and Nature Reserves	This zone applies to Nature Reserves located at Ingalba, Pucawan, Narraburra and Quandary
W2 Recreational Waterways	This zone covers Lake Centenary

**Table 1: Current land zones in the Temora LEP and related comments**

### **Development trends**

Development in Temora Shire is predominantly focused on residential improvement and investment, with a small number of high value commercial developments annually.

Details of recent development history in Temora Shire showing similar trends in levels of development over rent years, with around 130 – 140 development applications and complying development applications determined each year. Typically, this development would total between \$15 million and \$16 million.

The vast majority of these progress to the construction certificate stage and are completed. The most frequent types of development assessed within Temora Shire are residential dwelling alterations and additions, residential storage sheds/garages and new dwellings. There are around 30 new dwellings constructed each year, in recent years. This does not include development works that are exempt from requiring Council approval, such as new kitchens and bathrooms that do not involve structural changes.

Table 2 shows a summary of the number of different categories of development in 2015 and 2016.

<b>Development Category</b>	<b>2015</b>	<b>2016</b>
Dwelling House	29	28
Residential Storage Shed/Garage	25	38
Residential Alterations & Additions	21	17
Swimming Pool	6	11
Storage premises	9	10
Carport	8	6
Subdivision	5	7
Business/Office/Food & Drink Premises	13	18
Other	18	4
<b>Total</b>	<b>134</b>	<b>139</b>

**Table 2: Number of development applications in 2015 and 2016 by development category**

Development included in the category of 'Other' include depots, place of public worship, school purposes, tourist and visitor accommodation, telecommunications structures and temporary structures.

These trends show confidence by the community in residential improvement and investment, which indicates a strong local economy.

### **Land Use Review**

It is important though that, although recent development levels are encouraging, Council must continue to ensure that development zones and controls are appropriate to support new development, whilst protecting existing landowners from inappropriate land uses and development impacts.

A review of the zones and controls used to consider new developments is warranted, to ensure a wide variety of potential land uses may be considered by Council, in order to support a strong and diverse local economy.

Equally important is that sufficient and suitable land is available to meet development needs in the short-medium term. Further, identifying where future opportunities exist and monitoring demand levels, will enable other land to become available for development opportunities in a timely manner.

Protecting items of local heritage is also a high priority for Council, given the importance of heritage in local identity and culture. Therefore, consideration of the formal recognition of additional items of

local heritage through their listing within the Temora Local Environmental Plan is appropriate as part of the land use review process.

This broad review of the Temora LEP ensures that Council is well placed to support the lifestyle enjoyed by its existing residents, and attract new residents.

- **Land Use Table**

The land use table sets out, for each zone, the objectives of the zone, land uses that are:

- permitted without consent,
- permitted with consent, or
- prohibited.

At the time of developing the current Temora LEP 2010, NSW Planning and Environment required that Council allocate land uses to be listed as either permitted with or without consent, and all other land uses are prohibited. This has caused some issues for Temora Shire, with proposed new developments that potentially should be considered as permitted with consent, rather than prohibited.

The LEP review process will seek to redress this situation by either listing specific uses as being prohibited and allowing all other uses to be permitted either with or without consent.

Alternatively, there is the option to expand the list of permitted uses, however this does limit the listing to known uses, and new types of development may not fit easily into written definitions. This issue will be explored further as part of the LEP Review in consultation with NSW Planning and Environment.

Potential changes to uses permissible with consent are attached at Appendix 1 for preliminary consultation.

- **Demand Analysis**

The demand analysis considers the availability of land to meet development needs over the short, medium and longer term. Table 3 provides initial comments of the demand for review of the existing land use zones in the Temora LEP.

Land zone	Demand Analysis
RU1 Primary Production	<i>There is no evidence of a need to change the minimum lot size of 40 hectares for a dwelling in the RU1 Primary Production.</i> Land prices, obviously subject to market forces, remain high and encourage consolidation of operations. Permissible uses are considered to be expanded to encourage diverse uses. Rural land can be subdivided to any lot size for agricultural purposes.

RU3 Forestry	<i>No additional zoned forestry land is proposed</i>
RU5 Village	Existing vacant village zoned land located in Aria Park and Springdale is considered suitable to meet demand into the future with a range of development options. <i>No additional rezoning proposed. Review permissible uses</i>
R1 General Residential	<p>Recent development trends have seen many new dwellings constructed within the established residential area, involving use of previously vacant sites or the demolition and replacement of dwellings either with new single dwellings or unit development. This supports access to existing facilities and infrastructure, as well as strengthening neighbourhoods and improving streetscapes.</p> <p>There are three areas of vacant, unsubdivided residential zoned land, being between Joffre St and Bundawarra Rd, south of Milvale Rd and south of Austral Street. Development costs and slow market forces are likely factors in land remaining unsubdivided and undeveloped. Council will continue to be open to these landowners considering developing their residential zoned land and will pursue discussions regarding development timeframes and any concerns or constraints.</p> <p>Vacant subdivided land also available in Timmins Street and John Rands Place, to meet immediate needs.</p> <p>These options are considered suitable to meet market demands in the short – medium term.</p> <p>Future potential residential land may be considered where development potential is not constrained by infrastructure limitations or land use conflict, on land that complements the existing residential environment and to an extent that reflects the expected future demand for new residential development.</p> <p><i>Small additional areas may be considered to assist the market and provide choice for housing</i></p>

	<i>location and budgets.</i>
R5 Large Lot Residential	<p>There are five estate areas of large lot residential zoned land. Vacant land is located at Bundawarra Road, Rosella Street and the southern fringe around Mansfield Road. The established large lot residential area located south of Temora Airport, is fully developed. Reducing the minimum lot size in this area is not supported due to proximity of this area to Temora Airport. There is also large lot residential land located on the fringe of Arian Park.</p> <p>Development of land at Mansfield Road is expected to meet short term needs for this type of development.</p> <p>Servicing and development costs, potentially slow rate of return on investment, along with the reluctance of some landowners to develop their land has slowed new development in Bundawarra Road and Rosella Street. This issue may require Council involvement to find out about any restrictions that may be behind the slow development pace and use this information to guide future development decisions.</p> <p>There is always interest in providing more of this type of development and Council officers have been noting sites highlighted by landowners as being suitable for this land zone.</p> <p><i>Due to development and servicing costs, small, incremental development, considered as part of an overall strategic plan, offers additional potential to cumulatively provide short term development potential in this market. To be considered further as part of the development of Land Use Strategy.</i></p> <p>Council must consider ongoing Council servicing costs, potential for land use conflict and encouragement of residential living when additional large lot residential sites are proposed.</p>

B2 Local Centre	The business precinct of Hoskins Street is satisfactory. <i>No changes are proposed.</i>
B4 Mixed Use	The precinct covering Baker and Crowley Streets is predominantly used for residential purposes. This zone provides additional options for commercial purposes compatible with residential uses. <i>No changes are proposed.</i>
B6 Enterprise Corridor	The land north of Kitchener Road, along Airport St and Trungley Road has received many enquiries for residential uses rather than business or light industrial purposes. The intention of the zone is to support employment uses. This intention still remains. Other land is available to meet large lot residential needs. <i>Zone requires additional assistance to encourage uptake of land for employment purposes.</i>
IN1 General Industrial	Large areas of vacant industrial land is available around Tewkesbury Road and Narraburra Street. <i>No identified need for additional land in the short – medium term.</i> Cost of servicing limits capacity to create additional sites. Consider expanding other land uses on RU1 zone to accommodate larger scale developments that require buffer separation.
SP1 Special Activities	<p>The next stage of the Airpark estate, Spitfire drive, is scheduled to be released later this year, which will meet short term demand for development in the airpark estate.</p> <p>Propose add Caravan Park to list of permitted uses incidental to aviation. The Airpark Caravan Park has existed for many years and has existing uses rights, however the listing, not currently included under Tourist and Visitor Accommodation, will be formalised with this listing.</p> <p>The Stock and Sale Yards is currently subject to review. To be monitored as part of the LEP review process.</p> <p><i>To be monitored for demand as the LEP review</i></p>



	<i>process progresses.</i>
SP2 Infrastructure	<p>Review site of former Council depot. Propose to rezone to Mixed Use Zone, including dwelling. Add Storage Premises to list of uses permitted with consent.</p> <p>Crown land site Quartz Street to SP1 zone Intensive Plant Agriculture/Rural Supplies/Freight Transport Facility, rather than SP2 Depot. Review cemetery land for future expansion. Review zoning of Greenstone Lodge.</p> <p><i>Include changes as part of draft LEP.</i></p>
RE1 Public Recreation	<p>Review Council owned parks, sporting grounds and reserves as part of asset management plan. May be some potential to remove or reduce some sites to provide for additional investment and upgrades in locations with multiple uses and existing facilities with capacity for improvement.</p> <p><i>Review as part of asset management plan and open space policy.</i></p>
RE2 Private Recreation	<i>No changes proposed for golf course, showground, Temora Ex Services Memorial Club, Temora Bowling Club and Greyhound track land</i>
E1 National Parks and Nature Reserves	<i>No changes proposed to nature reserves</i>
W2 Recreational Waterways	<i>No changes proposed to Lake Centenary site</i>

**Table 3: Demand Analysis of Land Use Zones**

**- Heritage items**

Temora Shire's heritage items are listed as part of the Temora LEP. This provides these items with special protection and consideration in relation to proposed development relating to the sites, as well as for development adjoining these sites.

Council officers have reviewed the list of heritage items are developing a draft of potential changes. For preliminary discussion with Temora's Heritage Committee prior to landowner consultation.

**- Other LEP clauses**

A review of the other existing LEP clauses has found them to be suitable for their intended purpose and no changes are proposed.

**- Constraints analysis**

The capacity to support new development is constrained, to some extent, by the availability of existing infrastructure and the cost of extending service infrastructure to new development.

Some general constraints comments:

- There is existing capacity within the Temora sewage treatment plant to receive and treat additional effluent. Council is continually monitoring the sewage system for opportunities to improve efficiency and quality assurance of operations.
- Consultation, as part of the Discussion Paper public exhibition, will occur with Goldenfields Water relating to the capacity to supply additional urban areas of Temora with reticulated water
- The supply of gas, electricity and water is a constraint to the development of new industry, with currently only the eastern section of Temora Shire able to be readily serviced and this is reaching capacity
- Existing vacant residential zoned land, located on the north and eastern fringes, is challenged in its ease of development potential due to the ability and cost to access servicing infrastructure, or requires agreement between adjoining landowners to share the costs of servicing. Council may be able to facilitate discussions with landowners in order to improve the likelihood of new residential land being made available in the medium term. Council officers remain supportive of this location for future residential growth due to its connection with the existing urban fringe and infill between existing large lot residential development
- Additional reticulated sewer services are available along Britannia Street and Oak Street. This supports the potential for part of this area to be developed for residential purposes in the future, as may be needed. This would provide an additional urban growth area, providing an alternative to the northern growth area and supporting housing choice. This would provide an extent of balance to concentrating growth to the north, although this western fringe would be intended to focus on a much smaller growth area. Complemented by current development of large lot residential development located at Mansfield Road, this would support existing community infrastructure located in Temora West, including school, sportsfield and park.
- Arian Park village remains unsewered. There is potential for Council to seek grants to support the provision of sewer infrastructure. However, residents have not been identifying this as an area of concern and have previously not supported the provision of a household contribution to such infrastructure. LEP review process to assess if this position may have changed.
- Some areas of land have been zoned for the purposes of large lot residential development for over 20 years, but are yet to be developed. Alternative sites for large lot residential development have not been identified. However, this may need to occur to meet future demand for this type of residential development if current landowners remain unable or unwilling to develop their land for such purposes. Due to the restriction on this type of development by the Department of Planning and Environment, for efficiency reasons, Council may need to consider alternate zones for the existing vacant R5 zoned land in order to rezone other land to be developed for this purpose.

## **Conclusion**

The Temora Shire Land Use Discussion Paper has provided a basis for highlighting the most important land use planning issues identified by Council officers. The consultation process is intended to involve:

- the general community,
- targeted consultation with those landowners identified by Council with the most significant interest in future land use planning,
- infrastructure stakeholders
- other stakeholders including business groups
- Council's Heritage Committee

to enable broad ranging input to the evaluation these issues, identify concerns, and ensure any additional needs or changes are considered.

Outcomes of the community consultation will be used to guide the development of the Draft Temora Land Use Strategy 2030 and amendment to Temora LEP 2010.