

TEMORA RESIDENTIAL LAND USE STRATEGY

August 2019

FINAL



TEMORA SHIRE COUNCIL
RESIDENTIAL LAND USE STRATEGY



Premise

PREPARED FOR:

TEMORA SHIRE COUNCIL

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1. INTRODUCTION

1.1 BACKGROUND

Premise Australia Pty Ltd has been commissioned by Temora Shire Council to prepare the Residential Land Use Strategy (Strategy). The Strategy seeks to identify key land use planning objectives to guide the future development of residential and rural residential development over a 30-year timeframe (ie, to 2049) within the Temora Local Government Area (LGA).

The Strategy is expected to form the first stage of a whole-of-Council area strategy to be developed in the coming years that would also consider commercial, industrial, rural land and village land uses. The focus of the Strategy is on the adequate provision of residential land for Temora.

The Strategy is underpinned by community consultation completed by Temora Shire Council (TSC) as a component of preparation of a Strategy Issues Paper (SIP). This Strategy should be read in conjunction with the SIP.

The Strategy is supported by demographic analysis to determine the likely need for residential land (taken for the purposes of this report to also include rural residential) over the 30-year strategy timeframe, as well as carry out a constraints analysis to identify suitable land to accommodate this demand.

The Strategy also reviews the recommendations of the former Temora Local Environmental Study 2007, including the delivery of these recommendations.

The Strategy has also been prepared by reference to the provisions of the Riverina Murray Regional Plan 2036, prepared and released by the Department of Planning & Environment (DPE) in 2017.

1.2 STRUCTURE OF THIS REPORT

The Strategy is structured as follows:

- **Section 1** provides the background and basis for the preparation of the Strategy and defines the areas of the Local Government Area (LGA) to which the Strategy applies;
- **Section 2** provides the project overview and context;
- **Section 3** provides the outcome of the public consultation process
- **Section 4** sets out the objectives of the Strategy;
- **Section 5** summarises the main challenges facing the LGA, relying heavily on the findings and recommendations of the SIP;
- **Section 6** sets out the future directions for land use and development planning in the Strategy;
- **Section 7** identifies how the Strategy would be implemented, monitored and reviewed;

2. PROJECT OVERVIEW

2.1 INTRODUCTION

This section of the Strategy seeks to provide an overview of the current situation within the Temora LGA with respect to the overarching strategic planning framework, a summary of key demographic trends, growth opportunities, current residential land supply, recent development history, residential demand and constraints to development. These are discussed in the following sections.

2.2 REGIONAL CONTEXT

The Temora Shire is located approximately 400 kilometres south-west of Sydney and approximately 80 kilometres north of Wagga Wagga. This proximity to Wagga Wagga provides some locational advantages for the shire's economy. Major industries include agriculture, aviation, retail, tourism, health, education and training (DPE, 2017).

At the 2016 census, the population of Temora Shire was 6,110. ABS Estimated Resident Population (ERP) data puts this slightly higher in 2016 at 6,236 and also provides an updated ERP figure for 2017 of 6,258 (a 0.4% growth on the 2016 figure). The majority of this growth came from net migration within Australia (30 residents) and net overseas migration (9 residents) (ABS, 2018).

Key population centres within the LGA are the local centre of Temora and the villages of Aria Park and Springdale.

By reference to the *Riverina Murray Regional Plan 2036* (RMRP), the strategic priorities for Temora Shire are identified as:

- *Support the ongoing growth opportunities presented by agriculture and value-add manufacturing.*
- *Take advantage of tourism opportunities, focusing on heritage, aviation, agriculture, sport and recreation.*
- *Provide facilities, services and housing options to support diverse community needs, including for seniors.*
- *Grow awareness, appreciation and enjoyment of the shire's natural environment*

2.3 TEMORA LOCAL ENVIRONMENTAL STUDY 2007

The Temora Local Environmental Study 2007 was the first strategic document prepared by Council and formed the background to the preparation and adoption of the Temora LEP 2010, which is based on the standard instrument LEP.

The 2007 LES provides an excellent snapshot of the community at the time of adoption. In 2007 it was noted and acknowledged that the strategic focus for the Council must be in managing change rather than a need to respond to rapid growth. This was reflective of the historically low levels of population growth experienced in the years preceding the adoption of the valid and this strategic focus is equally relevant now. The minor growth in the last census period, whilst contrary to projections, remains very low.

Some key comparisons are provided in **Table 2.1** with respect to the community situation now as compared to 2007.

Table 2.1 – Community situation – then and now

	2007	2018
Population	5,977 (ERP)	6,236 (ERP-2017)
Persons aged 0-14 years	1482	1177
Persons aged 15-44 years	2254	1785
Persons aged 45-64 years	1471	1684
Persons aged 65+ years	1130	1468
Median age	38 yrs	46 yrs
People of indigenous origin	53	141
Largest employer by sector	Agriculture/Forestry/Fishing (507 persons)	Grain-Sheep or Grain-Beef Cattle Farming (160 persons)

Table 2.1 – Community situation – then and now

	2007	2018
Employed persons	2270	2333
Dwellings	1738	2816
Mean household size	2.6 persons	2.4 persons

Source: Temora LES 2007, DPE, 2017 and ABS, 2018

As it can be noted from the above, in 2019 the population has risen and is aging. Employment levels are very similar. The number of dwellings has risen significantly and the number of persons per dwelling has dropped.

The increase in population, together with the reduction in dwelling occupation levels and the aging nature of the population are likely points of reference for the increase in dwelling numbers.

The LES contained a number of specific recommendations for rezoning of land to provide additional supply of residential, village and rural residential land. These include:

- Area 1: Rezone 8.37 hectares of land from primary production to general residential providing the potential for between 50-70 lots. Reticulated water and sewer available.
- Area 6: Rezone 32 hectares of land from primary production to general residential, providing the potential for between 150-200 lots. Reticulated water available; an extension to sewer to be provided.
- Area 8: Rezone 28 hectares of primary production land to a mix of RU5 Village and R5 Large Lot Residential (8 hectares and 20 hectares respectively). Reticulated water available and on site sewer management required

The above areas are depicted on **Figure 1** and **Figure 2**.

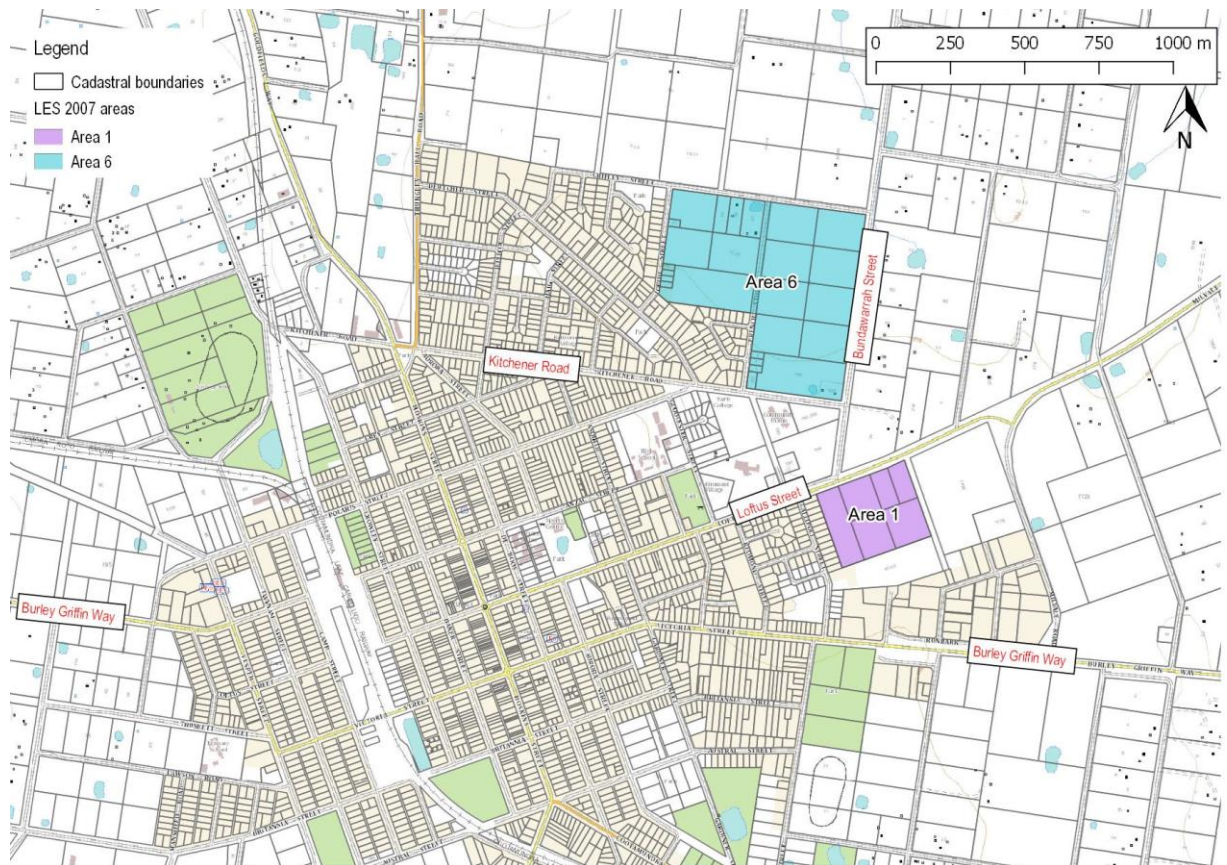


Figure 1: 2007 LES Areas 1 and 6 - Temora



Figure 2: 2007 LES Area 8 – Ariah Park

These areas recommended by the LES for rezoning were rezoned via gazettal of the 2010 LEP and therefore are within the short/medium term supply of available residential land – refer **Figure 3** and **Figure 4**.

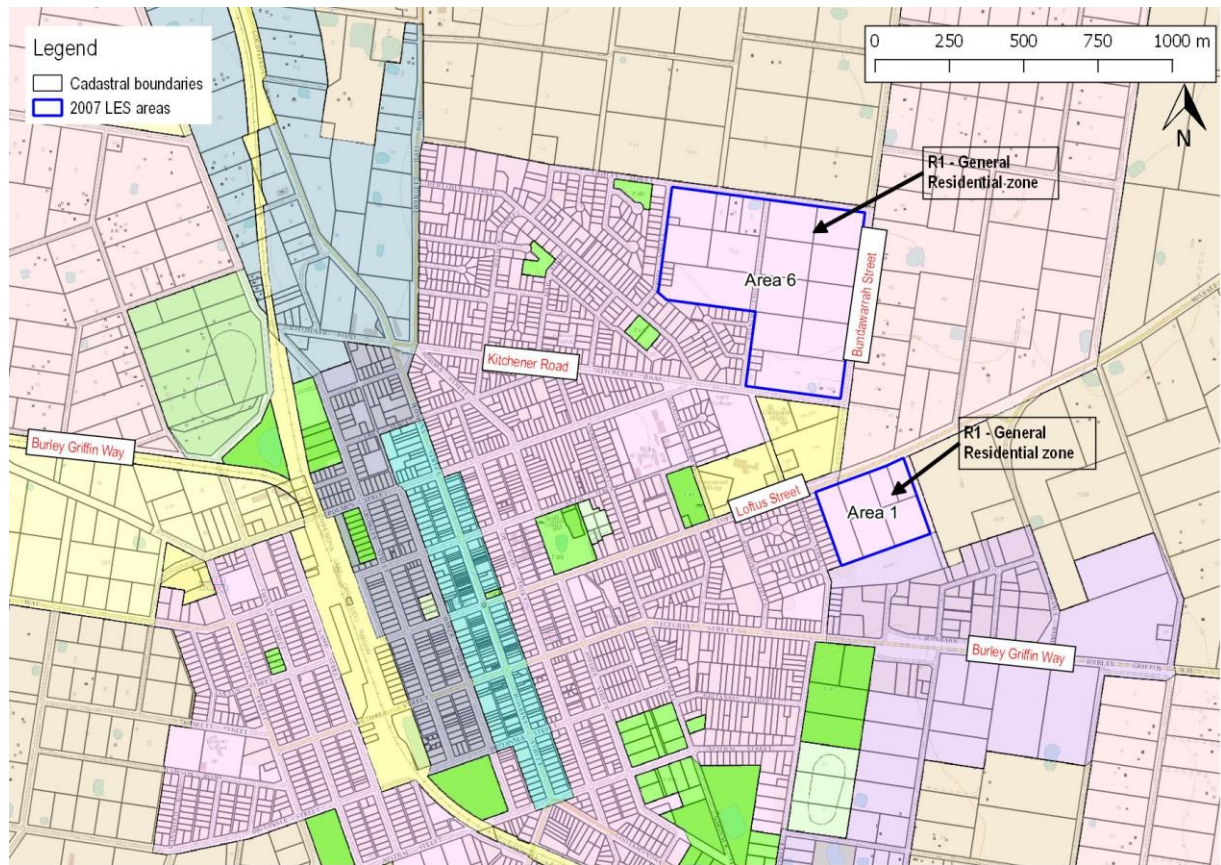


Figure 3: Zoning map as per the Temora LEP 2010 – LES 2007 Areas 1 and 6

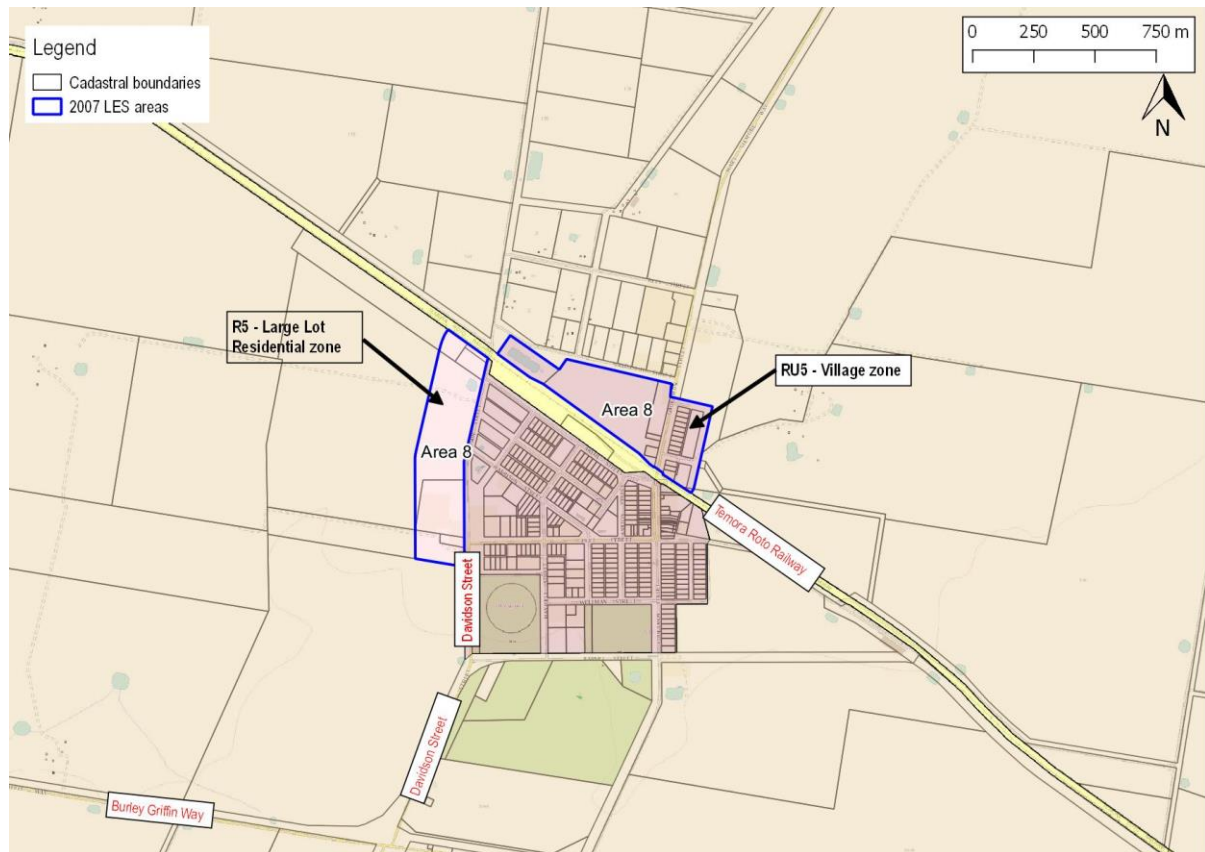


Figure 4: Zoning map as per the Temora LEP 2010 – LES 2007 Area 8

A review of these particular land areas via aerial mapping, and a site visit for areas 1 and 6, confirms that these areas are yet to see any meaningful commencement of development. Review of the Council's records confirms no significant subdivision applications have been lodged for these areas (one 3 lot subdivision has been approved in Area 6, providing significantly larger lot sizes than the minimum allows).

It is understood there are a number of reasons for the lack of development in Areas 1 and 6:

- Perceived high costs of providing trunk services by potential developers;
- The need for agreements on cost sharing of services installation between developers;
- Fragmented land ownership requiring joint development applications to provide the best planning outcome;
- An absence of overarching master planning to guide development of services including roads.

These matters are common place in many rural areas. Some possibilities available to Council to address some of these matters include but are not limited to:

- Deferred payment of contributions;
- Council led infrastructure installation and cost recovery through contributions plans; and/or
- Council led master planning and DCP preparation to ensure development can occur independently but is strategically guided.

Even with these measures it must be acknowledged that private landowners cannot be forced to bring land to the market and that there will always be landowners benefitting from a rezoning (from a perceived improved valuation perspective) with no aspiration, capital or will to proceed to development. In such scenarios, a lack of progress towards development could prompt Council to consider back-

zoning of land from residential to primary production zone, thereby shifting the supply/demand balance. This then enables other alternative land to be identified as suitable for zoning for residential purposes. Whilst such an approach is unlikely to be supported by individually affected land owners, it may be supported by the general public and development industry if it is successful in releasing land for development that is able to be brought to the market. That it is to say, such an approach could be considered to be in the broader public interest.

At the time of preparation of the 2007 LES, the following development statistics are noted (all statistics for the period 1999-2005):

- Residential subdivision lots (general residential, village and rural residential) approved per year on average – 22 lots/year;
- Special uses subdivisions – 101 (~17/year)
- New dwelling approvals and additions and alterations – 235 (39/year) – Council staff estimate approximately 17 new dwellings/year during this time period

Statistics for the five year period to 2018 (inclusive) are provided in the following section by way of comparison.

2.4 RECENT DEVELOPMENT HISTORY

A review of data provided by TSC for development in the five years to 2018 (inclusive) reveals a number of key trends. These include:

- For the five years to 2018, there have been 133 new dwelling approvals (approximately 27 dwellings per year) constituting a mix of development applications to Council and complying development certificates;
- Estimated dwelling values range from \$80,000.00 to \$750,000.00, with the median price being \$280,000.00 and a total value of approximately \$36 million;
- 49% of new homes approved are located in the R1 – General Residential zone, with the next highest proportion of homes being RU1 zone - 21%, SP1 (airport) – 12%, R5 zone – 10.5% and RU5 - 8.5% (Ariah Park – 7% and Springdale – 1.5%).
- Within the same period, 161 approvals for dwelling alterations and additions (DA and CDC) were issued with an overall value of approximately \$7 million (approximately 32 applications per year);
- The majority of dwelling alterations were to properties within the R1 zone (67%). The next most popular zone was the RU1 zone with 13%;
- Dwelling alterations in Ariah Park and Springdale account for 5% and 0.6% of all alterations homes respectively;
- Multi dwelling housing makes up only a small proportion of the development sector, with just 11 approved DA's in the five years to 2018. The majority of these developments (73%) are in the R1 zone and all are located in the town of Temora;
- There have been 25 residential subdivisions approved in the last 4 years, creating 71 lots. These have the following characteristics:
 - Creation of 53 lots in the R1 zone;
 - Creation of 2 lots in the RU5 zone;
 - Creation of 8 lots in the R5 zone;
 - Creation of 8 lots in the SP1 zone;

This represents an average of 18 lots per year.

2.5 LAND DEVELOPMENT TRENDS

2.5.1 DEVELOPED RESIDENTIAL/RURAL RESIDENTIAL LAND

Available data has been reviewed to determine approximate figures of zoned and developed residential and rural residential land in the Temora LGA. This is summarised in **Table 2.2** and reflected in **Figure 1** and **Figure 2**.

The strategic status of each area is also identified, ranging from:

- Complete: Land subdivided and majority of lots developed. Minor opportunities for infill development.
- Short term: Subdivided and lots currently being developed or subdivision consent granted.
- Medium term: Zoned but not yet subdivided.
- Long term: Strategically identified but not yet zoned.

Table 2.2 – Zoned and development land in Temora LGA

Locality	Zoning	Area of land zoned	Minimum Lot Size	Current Development Level	Status
Temora township	R1 – General Residential	271.4 hectares (ha) – east of CBD (excludes Area 1 and 6 from LES 2007, rezoned via 2010 LEP)	750 sq.m (500 sq.m adjacent to CBD)	<ul style="list-style-type: none"> • Predominantly developed with interspersed vacant lots. • Provides future opportunities for redevelopment and consolidation as an alternative to future urban sprawl 	Complete
		98.9 ha - SW	750 sq.m	<ul style="list-style-type: none"> • Predominantly developed with interspersed vacant lots. • A number of larger lots in the south-west with the potential for subdivision or could provide for expansion of the cemetery site to the south-west • Provides a logical link to the Strategy investigation area. • For the purposes of this strategy, this area is considered to be developed and complete. • Provides future opportunities for redevelopment and consolidation as an alternative to future urban sprawl 	Complete
	R1 – General Residential	Area 1 from LES 8.4 ha	750 sq.m	<ul style="list-style-type: none"> • Zoned but no development currently occurring • Approximately potential 85 lots available 	Medium
	R1 – General Residential	Area 6 from LES 32 ha	750 sq.m	<ul style="list-style-type: none"> • Zoned but no development currently occurring • Approximately potential 320 lots available 	Medium
	R5 – Large Lot Residential [#]	169.6 ha – NE edge of town (A)	1 ha	<ul style="list-style-type: none"> • Majority of lots developed with housing. • 15 or less vacant lots • Limited potential for additional subdivision of larger lots could release an additional 10-12lots 	Complete

Table 2.2 – Zoned and development land in Temora LGA

Locality	Zoning	Area of land zoned	Minimum Lot Size	Current Development Level	Status
		79.6 ha – SE edge of town (B)	1 ha	<ul style="list-style-type: none"> 14 x 2 ha subdivided lots in western extent. 4 lots with the potential for further subdivision into 20-24 lots 	Short term
		100.4 – SW edge of town (C)	1 ha	<ul style="list-style-type: none"> 54 subdivided lots – majority less than 2 ha Less than 30% of lots are developed 8 potential lots if larger lots are further subdivided 	Short term
		207.6 – NE edge of town (D)	2 ha	<ul style="list-style-type: none"> Majority of lots developed with housing. 8 or less vacant lots Limited potential for additional subdivision of larger lots could release an additional 2-4 lots 	Complete
Ariah Park	RU5 – Village	123.3 ha (excludes Area 8 for LES)	2,000 sq.m	<ul style="list-style-type: none"> 82 vacant lots out of a total of 271 lots (30%) 12 potential lots* 	Short term
	R5 – Large Lot Residential	Area 8 from LES 20 ha	2 ha	<ul style="list-style-type: none"> 2 of 6 vacant lots 8 potential lots* to be created through subdivision 	Short/medium term
	RU5 – Village	Area 8 from LES 8 ha	2,000 sq.m	<ul style="list-style-type: none"> 8 vacant out of a total of 20 lots 50-55 potential lots* 	Short term
Springdale	RU5 – Village	34.9 ha	2,000 sq.m	<ul style="list-style-type: none"> 35 of 60 lots vacant (58%) 60-70 potential lots* 	Short/medium term
Airport	SP1 – Special Activities Zone	34 ha	750 sq.m	<ul style="list-style-type: none"> 28 of 104 lots vacant (27%) 	Short term

* For smaller lots with direct frontage, potential lots are calculated by a simple division of existing lot size by minimum lot size. For larger lots requiring development of new roads and provision of services including open space, potential lots determined through adoption of 25% reduction factor (to account for roads and open space) and by division of the resulting figure with the applicable MLS

See Figure 8

Based on the above assessment of supply, the following is an estimate of lots available in the R1, RU5, R5 and SP1 zones.

Table 2.3 – Supply Summary

Zone	Number of vacant lots	Number of potential lots	TOTAL
R1	Less than 10	405	415
RU5	35 (S) 90 (AP)	60-70 (S) 62-67 (AP)	262 (max)
R5	2 (AP) 74 (T)	8 (AP) 26-34(T)	118 (max)
SP1	28	0	28
TOTAL	239	584	823

Source: Six Maps

The 2007 LES was developed in part to assist with preparation of the 2010 LEP and the recommendations of that document with respect to future supply of additional zoned land are now in the short to medium delivery timeframe.

It is therefore necessary to consider the identification of additional suitable land for residential purposes to enable proper planning for the future to occur.

The current zoning of the Temora and village areas is reflected in **Figures 5 – 7**. **Figure 8** highlights those areas of land adjacent to the Temora urban area that are zoned R5.

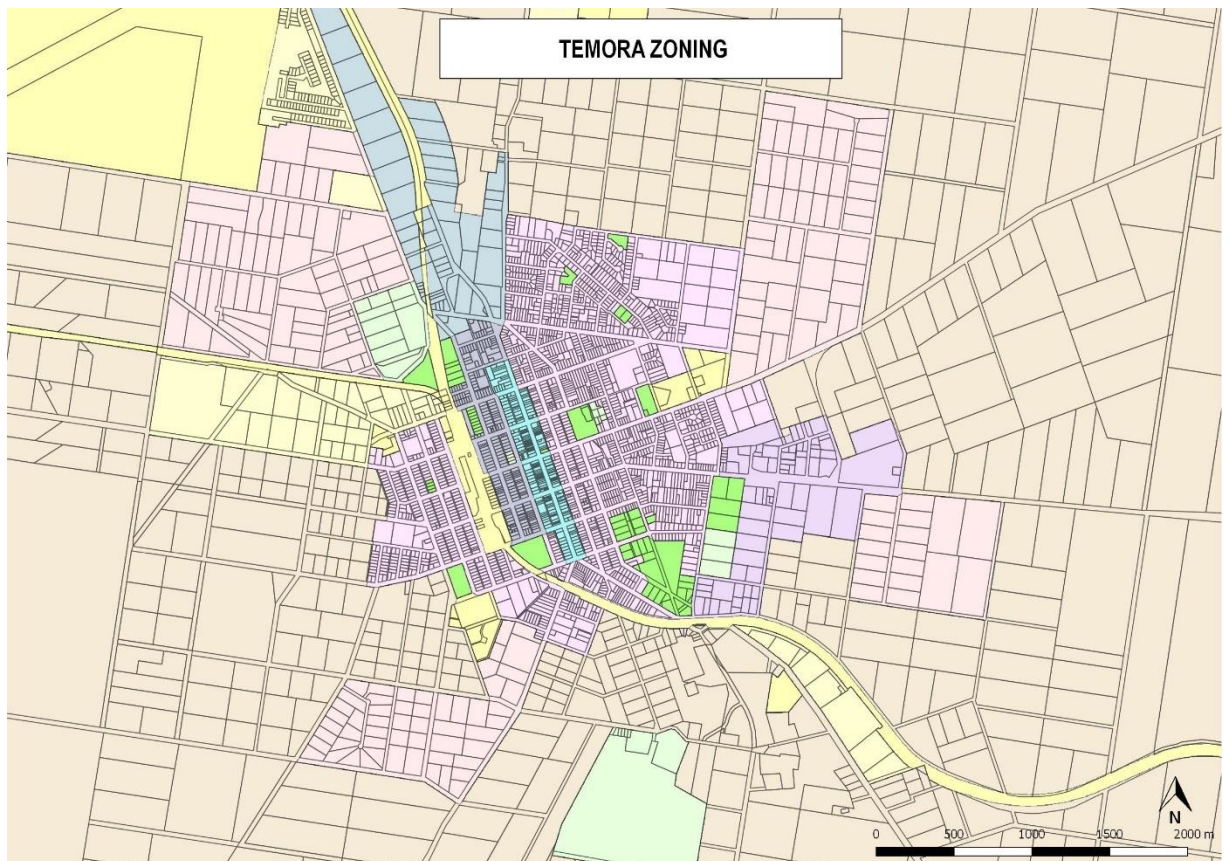


Figure 5: Current Temora Zoning

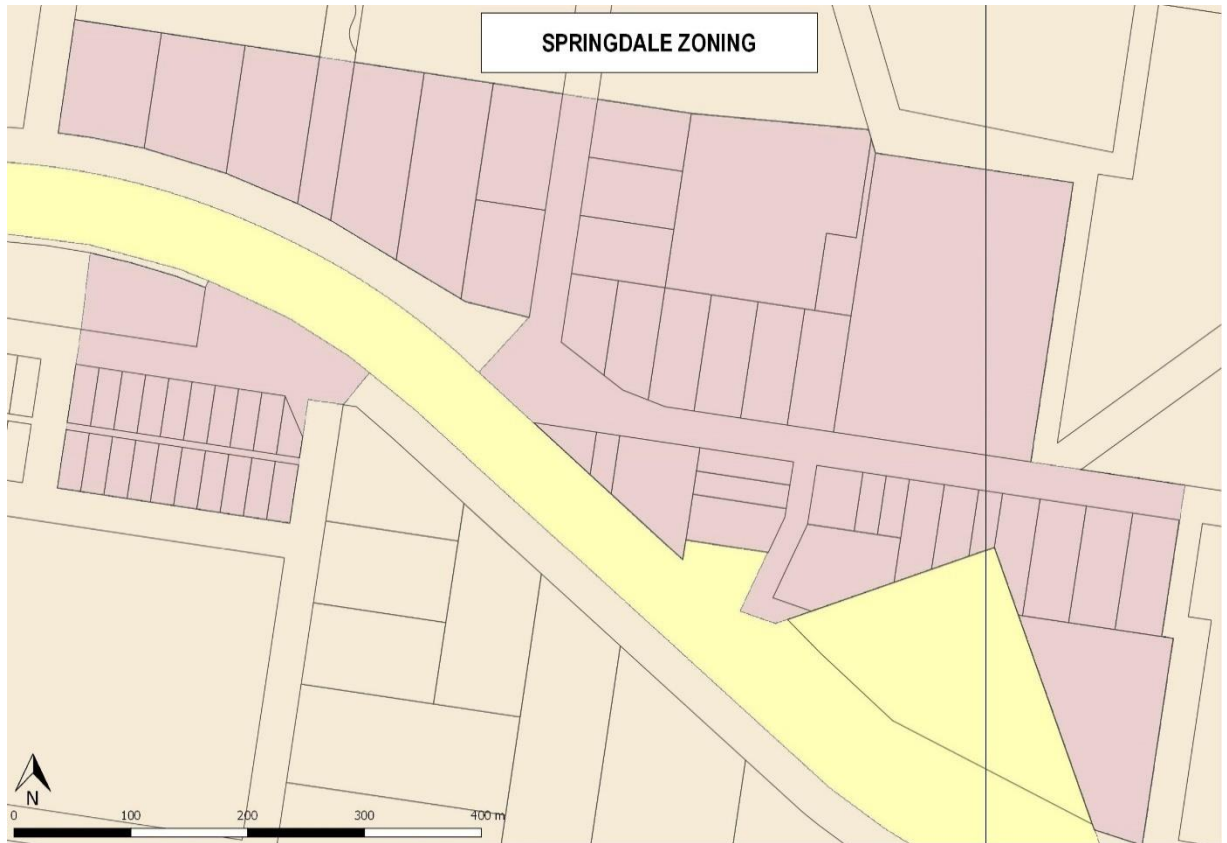


Figure 6: Current Springdale zoning



Figure 7: Current Ariah Park Zoning

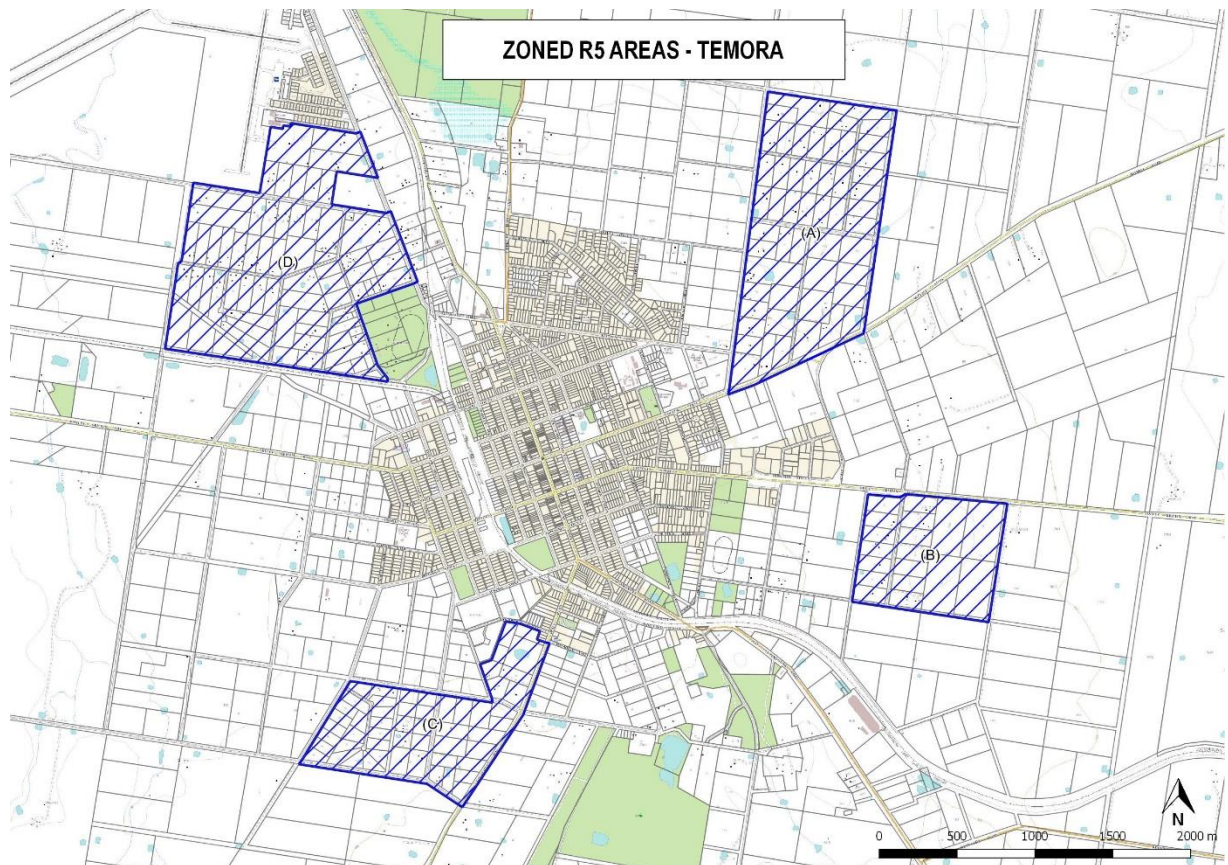


Figure 8: Temora zoned R5 areas

2.5.2 ZONED UNDEVELOPED RESIDENTIAL/RURAL RESIDENTIAL LAND

Areas within the Temora shire that are zoned but have not yet progressed for development (ie, the grant of subdivision approval) are demonstrated in the following figures. This is consistent with the land identified in the 2007 LES (Areas 1, 6 and 8) and rezoned in 2010 via the gazettal of the current Temora LEP – refer **Figure 3** and **Figure 4**.

A review of Council approval data confirms that limited subdivision approvals have been issued or are currently pending for this land. The exception is an approval granted in French and Chifley Streets, creating three (3) lots within the R1 zone. It is noted that the lots created area around 6,000 square metres and are significantly larger than the minimum lot size of 750 square metres. If this land release pattern continues, the available land would be developed at a much faster rate than if smaller lots were created. This also has implications for the supply of land.

Engagement by Council staff with the landowners of LES Areas 1 and 6 land identifies that barriers to bringing this land to market are primarily influenced by the costs of providing services to these areas and the need for developers to share the costs of servicing.

As discussed elsewhere, and despite the absence of approvals for development, given their zoning and capacity for development, these parcels of land are considered to be in the short term to medium term supply. This means that there is no land in the long-term supply chain.

If land is developed with larger lot sizes than anticipated, as has occurred on Chifley Street, this has negative implications for supply availability.

One objective of this strategy document is to identify suitable general residential, village and rural residential land to ensure the availability of land to long term needs of the Shire.

2.6 DEMOGRAPHICS

To provide a baseline for demographic data, a review of the most recent census periods has been completed. The following information about the LGA of Temora is noted:

Table 2.4 – Temora LGA - Summary of important demographic characteristics (2016 census)

Characteristic	Data
Total population	The resident population of the Temora LGA in 2016 via the ABS census was 6,110 persons. The town of Temora is the largest urban centre, with a population of 4,054. The next largest towns are Aria Park (252) and Springdale (150).
Key characteristics of the Temora LGA 2016 population	Most residents are Australian born, comprising 88% of the population, with England being the next highest (1.2%). About 2.4% of the population identified themselves as being of indigenous origin. 68% of households were families, and 30% were single (lone person) households and 1.9% were group households. Of household families, 46% comprised couples without children and 38% comprised couples with children. 14.7% were one parent families. The proportion of single person households is expected to increase in the future in line with state projections.
Spatial variation in population characteristics 2016	Given the size of Temora township, and the proportion of the population that resides there, there is very little spatial variation between centres.
Dwellings	In 2016 there were 2,348 dwellings in the LGA of which 89.6% were separate houses. Of the total number of dwellings about 12% were unoccupied. The occupancy rate was 2.4 persons per dwelling for the LGA. It is projected, via DPE statistics, that lone person households will be the largest household group by 2036 and this also does not account for the aging population and sideways migration (including people up and down sizing – noting the population mobility statistic below).
Age dependency 2016-2036	In 2016 18.7% of the total population was aged 14 and under, a slight decline since 2011, whereas people aged 65 and over rose by 1.8% to 15.8%.
Population mobility	About 15% of the population had moved to a different address within the previous 5 years.
Drivers of population change	The key drivers of population change in Temora were internal migration loss (intra and interstate migration), high fertility rate and an aging population.
Workforce	The labour force grew by 153 people from 2006 to 2016. In 2016 a total of 130 people were identified as unemployed out of a total labour force of 2,641 (3.6%).
Employment by sector	The agriculture, forestry and fishing sector employs around one fifth of the overall working population with retail trade being the next largest employer. Health care and education also account for approximately 20% of the workforce by sector.
Changes in employment by industry sector 2006-2016	Sheep, beef cattle and grain farming dropped significantly as an industry employer from 19.6% of the population in 2006, to 17.8% in 2011 and to 6.5% in 2016.

Source: Australian Bureau of Statistics, 2016

Internal demographic trends for Temora for the period 2006-2011 shows intrastate and interstate migration both played a role in shaping the demographic profile of Temora (data is not yet available for the 2011-2016 period).

As shown via **Figure 9**, net intrastate migration was -142, with 371 moving in and 513 moving out. The top origins for incoming people were the nearby Council areas of Bland, Wagga Wagga and Cootamundra.

As shown via **Figure 10**, net interstate migration was -61, with 211 moving in and 272 moving out. The top origins for incoming people were Queensland and the ACT.

International arrivals totalled 46 for the period.

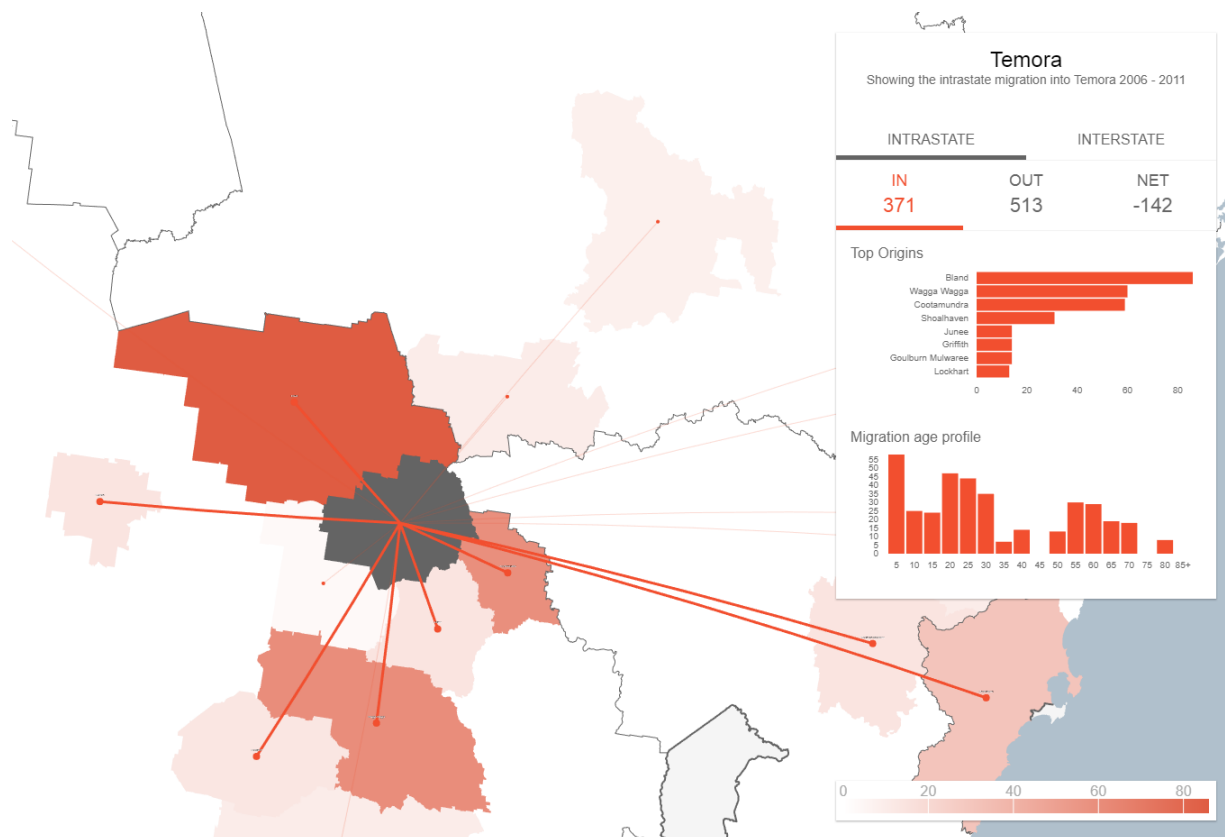


Figure 9: Intrastate migration (Source: Migration.arup.digital. 2019)



Figure 10: Interstate migration (Source: Migration.arup.digital. 2019)

Low levels of growth are expected to continue and as a result stimulate demand for housing within Temora.

Sideways mobility, the trend towards reduced house occupation rates and an ageing population will also generate demand for new housing, with local people moving within the LGA, older residents moving from farms into towns or downsizing to more manageable properties, or into retirement sites, and single and two person homes becoming more common. All of these aspects, even without population growth, will generate demand for new housing.

These trends also reinforce the need to provide for the long term identification and delivery of additional land for housing purposes. The current strategic planning framework in NSW emphasises the need for a strategic picture that allows for the identification and structured release of suitable land. This approach seeks to ensure that future re-zonings are strategically identified and supported, thereby enabling proper planning to occur with full knowledge of planned growth areas.

2.7 DEMAND

A key component of strategic planning, especially as it relates to the provision of land for urban (residential) development purposes, involves projecting likely levels of demand. To do this it is necessary to consider a range of scenarios.

Table 2.5 – Estimate resident population data

Category	2001	2006	2011	2016	Annual % Change
Population	5969	5853	5776	6,110	0.16%
Dwellings	1823	2705	2746	2186	1.33%
People/dwelling	2.3	2.4	2.3	2.4	0.29%
Unoccupied dwellings	183	380	392	348	6.01%

Source: ABS, 2019

Notably, the population has risen , with the annual rate of change per year for the period 2001-2016 currently sitting at 0.16%. Condensing the comparison periods, demonstrates the following:

Table 2.6 – Population rates of change

Period	Annual % change
2001-2016	0.16%
2006-2016	0.44%
2011-2016	1.16%

Source: ABS, 2019

It is therefore apparent that there has been a change in direction for the LGA in the last five year period, with higher growth being experienced.

As well as the noted (low levels of) growth, new lots are also required in the following set of specific circumstances, such as:

- New dwelling development for local people looking to upsize or improve their quality of dwelling;
- New dwelling development for aged care purposes;
- New dwelling development to address a growing demand for single and two person households (this may include people downsizing from rural properties or larger dwellings located town)

Notwithstanding the above, the recent burgeoning forms of industry that have occurred in Temora over the last few years suggest that the low levels of population growth over the last two census periods suggest continued, low levels of growth in the LGA can be expected.

To determine the likely levels of demand for new housing in the LGA, an analysis has been completed assuming a number of levels of growth. Those are determined based on adopting two scenarios, being:

1. The low growth rate consistent with the 2006-2016 period (0.44%); and

2. Adopting the slightly higher 1.16% growth rate figure experienced between the period 2011-2016.

This analysis is provided in **Figure 11**.

Based on this analysis, under the low growth rate (representing the consistent growth rate for the period 2006-2016) 275 additional dwellings would be required across the life of the strategy, or approximately 15 per year.

Under the high growth rate (representing the consistent growth rate for the period 2011-2016), 1027 additional dwellings would be required across the life of the strategy, or approximately 57 per year.

It is interesting to note that the dwelling demand under the low growth scenario is lower than the actual average dwelling approvals granted per year for the last five years (average 27/year) and for the period informing preparation of the 2007 LES (which saw an average of 39 dwellings/year). This suggests that population growth is in fact just one driver to dwelling demand and that as much as 100% again can exist to drive the demand for new dwellings. This is expected to be attributed to the range of factors discussed earlier in this section.

	Year	2006-2016 growth (0.44%)	2011-2016 growth (1.16%)
	2016	6110	6110
	2017	6137	6181
	2018	6164	6253
	2019	6191	6325
	2020	6218	6398
	2021	6246	6473
	2022	6273	6548
	2023	6301	6624
	2024	6328	6701
	2025	6356	6778
	2026	6384	6857
	2027	6412	6936
	2028	6441	7017
	2029	6469	7098
	2030	6497	7181
	2031	6526	7264
	2032	6555	7348
	2033	6583	7433
	2034	6612	7520
	2035	6642	7607
	2036	6671	7695
	2037	6700	7784
	2038	6730	7875
	2039	6759	7966
	2040	6789	8058
	2041	6819	8152
	2042	6849	8247
	2043	6879	8342
	2044	6909	8439
	2045	6940	8537
	2046	6970	8636
	2047	7001	8736
	2048	7032	8837
	2049	7063	8940
Change 2016-2049		953	2830
Occupancy Rates (2016)		2.4	2.4
Occupied Dwellings reqd 2049		2942.74	3724.96
Vacancy Rates 2016		12.9	12.9
Occupied Dwellings reqd 2049		2943	3725
Unoccupied Dwellings reqd 2049		44	55
Total dwelling reqd 2049		2986	3780
Existing dwellings (2016)		2696	2696
Dwellings reqd (2016-2035)		290	1084
Average Annual Dwellings reqd		15.3	57.1
Dwellings reqd 2017-2035		275	1027

Figure 11: Project population rate of change for the life of the strategy (ie, to 2049)

2.8 STATE PLANNING FRAMEWORK

2.8.1 RIVERINA MURRAY REGIONAL PLAN

The Riverina Murray Regional Plan 2036 (RM2036) provides a strategic framework for development within the Riverina Murray region.

The vision for the RM2036 is:

A diversified economy founded on Australia's food bowl, iconic waterways and a network of vibrant connected communities

The vision is supported by four regionally focussed goals:

- *A growing and diverse economy*
- *A healthy environment with pristine waterways*
- *Efficient transport and infrastructure networks*
- *Strong, connected and healthy communities*

These goals are in turn supported by a range of local directions that provide context and detail to the overarching goals.

Of particular relevance to the development of this Strategy are the following regionally focussed directions, discussed in the context of the project in **Table 2.7**.

Table 2.7 – Riverina Murray Regional Plan

Direction	Assessment
1: Protect the region's diverse and productive agricultural land	Focus future development on areas of low agricultural capability, land already in fragmented ownership and land close to existing urban centres to limit impact to productive and viable land.
5: Support the growth of the health and aged care sectors	Provide land in areas that supports the future development of services for housing for seniors and those with disabilities (ie, in close proximity to services or with access to transport to central services)
6: Promote the expansion of education and training opportunities	Ensure adequate consultation occurs with Department of Education such that new growth areas are adequately serviced by education opportunities
7: Promote tourism opportunities	Provide additional low cost housing to support the tourism sector through short stay accommodation, especially during larger tourism events like the air show
10: Sustainably manage water resources for economic opportunities	Ensure equitable access to water services for all new development, and adequate capacity of Council supplies to meet the current and future demands of the community
12: Sustainably manage mineral resources	Avoid developing residential land on land of strategic importance for mineral exploration/extraction
13: Manage and conserve water resources for the environment	Avoid residential development on sensitive riparian land Ensure provision of adequate buffers to provide protection Develop and enhance riparian areas for passive recreation
14: Manage land uses along key river corridors	As above
15: Protect and manage the region's many environmental assets	Conduct a thorough environmental constraints analysis to ensure avoidance of areas of sensitivity

Table 2.7 – Riverina Murray Regional Plan

Direction	Assessment
16: Increase resilience to natural hazards and climate change	Ensure future residential land is located in areas not unduly constrained by natural hazards (flooding, bushfire, salinity etc) and not located in areas that are likely to be impacted by the effects of climate change
17: Transform the region into the eastern seaboard's freight and logistics hub	Ensure residential development does not detract from opportunities to develop the Temora heavy vehicle bypass
18: Enhance road and rail freight links	As above
20: Identify and protect future transport corridors	As above
21: Align and protect utility infrastructure investment	Ensure staging and release of residential land is logical to minimise capital costs. Where development seeks to 'leapfrog', ensure the developer bears the full cost and there is no cost to the community
22: Promote the growth of regional cities and local centres	Ensure there is adequate land available to develop for residential purposes to respond to development trends
23: Build resilience in towns and villages	Achieve an appropriate balance of supply and demand
25: Build housing capacity to meet demand	Support local and regional developers and businesses to ensure, alongside the appropriate release of land, the development of dwellings remains affordable.
26: Provide greater housing choice	Ensure a healthy mix of housing types
27: Manage rural residential development	Ensure release of land is strategically supported Ensure conflict with primary production is minimised through appropriate buffers and land management
28: Deliver healthy built environments and improved urban design	Work with developers at early stages of development to promote the adoption of best practice urban design principles
29: Protect the region's Aboriginal and historic heritage	Ensure all development that takes place occurs in areas of low sensitivity and in full recognition of the obligations associated with the protection of historical significance

On the basis of the above, it is concluded that the Strategy is generally consistent with the vision of the RM2036.

2.8.2 SECTION 9.1 DIRECTIONS

The Ministers Section 9.1 Directions (formerly Section 117 Directions) provide guidance in the preparation of planning proposals. They provide directions to relevant planning authorities preparing planning proposals on or after the date a particular direction was made.

An outcome of the preparation of this strategy will be to facilitate the preparation of planning proposals by either TSC or private developers to rezone land.

An overarching intent of the section 9.1 directions is to ensure that planning proposals are justified by a strategy which gives consideration to the objectives of the relevant directions. The directions considered in the following table are relevant to the land the subject of this strategy.

Table 2.8 – Section 9.1 Directions

Direction	Objective	Applicability	Strategy Assessment
1.2 – Rural Zones	The objective of this direction is to protect the agricultural production value of rural land.	Applicable when a planning proposal affects land within an existing or proposed rural zone.	As the Strategy recommends the future rezoning of land from primary production to urban zones, Direction 1.2 is applicable. The Strategy Investigation Area is proximal to the urban areas of Temora and in fragmented ownership making it suitable for future subdivision without affecting the viability of neighbouring primary production land. It represents only a very small area of primary production land in the context of the Council area and is already constrained by its proximity to existing urban zones.
1.3 - Mining, Petroleum Production and Extractive Industries	The objective of this direction is to ensure that the future extraction of State or regionally significant reserves of coal, other minerals, petroleum and extractive materials are not compromised by inappropriate development.	Applicable where a planning proposal would have the effect of: i. Prohibiting the mining of coal or other minerals, production of petroleum, or winning or obtaining or extractive resources; or ii. Restricting the potential development of resources of coal, other minerals, petroleum or extractive materials which are of State or regional significance by permitting a land use that is likely to be incompatible with such development.	The land recommended for further investigation and potential future rezoning is not affected by any exploration licences and is very close to the existing urban areas of Temora, with R1 land to the east and R5 land to the south. The likelihood of mining activity occurring in such close proximity to an urban settlement is low. Any impacts to the potential future extraction of state or regionally significant reserves of coal, other minerals or extractive industries are unlikely to be significant.
1.4 - Rural Lands	(a) protect the agricultural production value of rural land	Applicable where a planning proposal seeks to rezone primary production land.	The land in the Strategy Investigation Area is highly fragmented and unlikely to be put to any viable primary production purpose. It is also very close to existing urban zoned areas including local schools and services, leading to a strong likelihood of conflict at the zone interface which would impinge on the right to farm of any operators.
	(b) facilitate the orderly and economic development of rural lands for rural and related purposes.		No impact to this given the very small area of primary production land affected within the Strategy Investigation Area, given its proximity to the urban development centre and its highly fragmented nature.
2.1 – Environment and heritage	The objective of this direction is to protect and conserve	(4) A planning proposal must include provisions that facilitate the protection and conservation of environmentally sensitive areas.	No change to existing environmental protection layers proposed.

	environmentally sensitive areas.	(5) A planning proposal that applies to land within an environment protection zone or land otherwise identified for environment protection purposes in a LEP must not reduce the environmental protection standards that apply to the land (including by modifying development standards that apply to the land). This requirement does not apply to a change to a development standard for minimum lot size for a dwelling in accordance with clause (5) of Direction 1.5 "Rural Lands".	No reduction in standards is proposed.
2.3 - Heritage Conservation	The objective of this direction is to conserve items, areas, objects and places of environmental heritage significance and indigenous heritage significance	Applicable to all land.	There is an acknowledged and important need to consider the potential impacts sites or locations of heritage value. This would include the carrying out of appropriate investigations as to the likelihood of impacting previously unrecorded sites prior to land being rezoned. Existing controls within the LEP would not be diminished as a result of the Strategy. The Strategy merely identifies potentially suitable land. A future planning proposal would be required to ensure the suitability of the land in a heritage context.
3.1 - Residential Zones	The objective of this direction is to ensure that urban structures, building forms, land use locations, development designs, subdivision and street layouts achieve the following planning objectives: (a) improving access to housing, jobs and services by walking, cycling and public transport, and (b) increasing the choice of available transport and reducing dependence on cars, and (c) reducing travel demand including the number of trips generated by development and the distances travelled, especially by car, and (d) supporting the efficient and viable operation of public transport services, and (e) providing for the efficient movement of freight.	Applicable to all planning proposals seeking to rezone land for residential purposes.	<p>The Strategy seeks to ensure that there is adequate land zoned and available for future residential purposes and thereby provide appropriate levels of housing choice and provide housing at a density that makes efficient use of existing infrastructure and services. Any future planning proposal must ensure that the subdivision of residential land must be carried out in a manner that reduces the excessive consumption of land for housing and associated urban development on the urban fringe and represents good design.</p> <p>Any future planning proposal may not proceed unless the subject land is adequately serviced (or arrangements satisfactory to the council, or other appropriate authority, have been made to service it).</p> <p>No reduction in residential density would be permitted as a result of this Strategy or future planning proposal. MLS is to be consistent with the current arrangements.</p>

5.10 – Regional Plans	The objective of this direction is to give legal effect to the vision, land use strategy, goals, directions and actions contained in Regional Plans.	Applicable to all planning proposals	Planning proposals must be consistent with a Regional Plan released by the Minister for Planning – refer Section 2.8.1 .
6.1 – Local Plan Making	The objective of this direction is to ensure that LEP provisions encourage the efficient and appropriate assessment of development.	Applicable to all planning proposals	The Strategy does not promote any future rezoning that would require the concurrence of any Minister or public authority.
6.2 – Reserving Land for Public Purposes	The objectives of this direction are: (a) to facilitate the provision of public services and facilities by reserving land for public purposes, and (b) to facilitate the removal of reservations of land for public purposes where the land is no longer required for acquisition.	Applicable where a planning proposal seeks to reserve land for a public purpose.	It is proposed to identify land for future expansion of the Temora lawn cemetery. The approval of the Director-General of the Department Planning and Environment would be sought prior to the reservation of this land via any future planning proposal.

On the basis of the above, the strategy is generally consistent with the intent of the applicable Section 9.1 Directions.

2.9 DEVELOPMENT TRENDS

Through consultation and discussion with TSC staff, it is possible to identify a range of development sectors that offer the potential for growth and economic development, and with it, increased demand for housing.

In the last five years, a number of significant developments have commenced in Temora that have influenced growth in the town, are significant employers and have the potential to generate further growth in the coming years. These include:

- Development of large scale grain storage facilities, including supporting businesses;
- Rural industries, including livestock processing (in part leveraging off the available grain being stored within the region as mentioned above);
- Development of a local honey processing facility;
- Development of a number of large scale, poultry farms;
- A number of large scale solar developments; and
- The ongoing tourism benefits associated with the Temora Aviation Museum and the regular air shows, particularly the bi-annual show, which attracts a large number of tourists from outside the local region.

3. PUBLIC CONSULTATION

3.1 INTRODUCTION

In preparing the SIP that underpins this strategy, TSC prepared and publicly exhibited the Temora Shire Land Use Discussion Paper. This paper identified:

- *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.*

3.2 SUMMARY OF SUBMISSIONS

As a result of the public exhibition period, a number of submissions from members of the public were received. Generally, comments related to suggestions for inclusion of land in a new strategy document to enable additional development opportunities to occur. Land suggested for inclusion in the strategy, and future rezoning for residential purposes are graphically represented on **Figure 12**. One submission also sought the rezoning of existing village zoned land at Aria Park for commercial purposes (or a mix of commercial and residential purposes) – marked as Area 8 on **Figure 2 (page 4)**.

The submissions received suggested a range of varied land holdings, although generally these are close to the urban fringes of Temora and Aria Park. The exception being Area 2, which is further north of town and would be wholly surrounded by existing zoned primary production land.

The reasons supplied by the various submissions to justify inclusion of the various land areas in the strategy are summarised as follows:

- Area 1: 10-12 Britannia Street (rezone to R1 – General Residential);
 - *Site has a direct interface with urban zoned land;*
 - *Good access to existing urban facilities;*
 - *Site does not feature any significant environmental constraints;*
 - *Access to existing services is available;*
- Area 2 – Thanowring Road (rezone to R5 – Large Lot Residential);
 - *Existing small allotments in this area;*
 - *Poor land capability better suited to smaller hobby farms;*
 - *40 hectare minimum lot size that currently applies is too small for primary production but too large for maintenance for hobby purposes. A small lot size of 5 – 10 hectares would be lower maintenance and better suited for hobby farm purposes;*
 - *Services to the area are existing, including Thanowring Road being a sealed road and power and water being available to the area;*
 - *Subject to all lots in the first release having a frontage to Thanowring Road;*
- Area 3: Aria Park, north and west of Rees St (rezone to R5 – Large Lot Residential);
 - *Land is already highly fragmented and further subdivision is justified;*
 - *Less impact to future residents compared to the existing zoned but not yet development land west of Davidson Street;*
- Area 4 : Aria Park, land between Rees St and Mandamah Street (rezone to RU5 – Village zone);
 - *Most land owners in this area already view themselves as being within the village zone due to the access services (roads, water, electricity and waste collection);*

- Area 5: Ariah Park, land between railway line and Mandamah Street (re-zone to part commercial and R5 - large lot residential);
 - *Provides flexibility and allows developers and land owners to 'think outside the square';*
 - *Currently land is not well utilised;*
- Area 6: 7854 Burley Griffin Way (rezone to R5 – Large Lot Residential);
 - *Subdivision was previously permissible under former planning instrument;*
 - *Surrounding land is highly fragmented;*
 - *Adjacent land to south is zoned for residential;*
 - *On a main entry route to town; development would improve perception of town on entry;*
 - *Services available;*
 - *Existing zoned R5 land within the township is not being developed despite zoning;*
- Area 7: 10 Airport Street (rezone to allow further subdivision);
 - *Seeks capacity to further subdivide;*
 - *No specific justification provided;*
- Area 8: 92 Goldfields Way (rezone to allow further subdivision);
 - *Seeks capacity to further subdivide;*
 - *No specific justification provided;*
- Area 9: 23 Lawson Road (rezone to allow further subdivision);
 - *Seeks capacity to further subdivide;*
 - *No specific justification provided;*
- Area 10: 40 & 54 Macauley Street (rezone to R5 – Large Lot Residential);
 - *Adjoins existing zoned urban land;*
 - *Good access to essential services;*
 - *No significant environmental constraints affect the land;*
 - *Proposed zoning reflects character of surrounding locality;*

Each of the land areas suggested, and reflected in **Figure 12**, are discussed in **Table 3.1** including the recommendation for inclusion or exclusion.

Table 3.1 – Public submission – areas for inclusion in Strategy

Area	Description	Size	Current Zoning	Proposed Zoning	Recommendation	Reason
1	Land south of Britannia St formed of: <ul style="list-style-type: none"> • Lot 26 DP750587 • Lot 178 DP750587 • Lot 179 DP750587 	10.2 hectares	RU1 – Primary Production	R1 – General Residential	Include in Strategy	<ul style="list-style-type: none"> • Close to existing urban zoned land • Good access to services • Highly fragmented lot pattern in locality limits likelihood of conflict with primary production land to the west • Not environmentally constrained
2	Land either side of Thanowring Road; approximately from Glynburn Road to Campbells Lane	~950 hectares	RU1 – Primary Production	R5 – Large Lot Residential	Exclude from Strategy	<ul style="list-style-type: none"> • Significant land area would saturate market with large lots, not in high demand • Surrounded by primary production land potentially leading to land use conflicts • Adjacent to heritage affected land • Requires further detailed consideration before any identification for potential future zoning
3	Ariah Park – land to the north and west of Rees Street and north of the railway line	27.4 hectares	RU1 – Primary Production	R5 – Large Lot Residential	Further investigations	<ul style="list-style-type: none"> • Is perhaps better suited for use for R5 purposes than the existing, undeveloped R5 zoned land west of the village and south of the railway line (refer Figure 2) • May be suitable in conjunction with the back-zoning of the existing R5 land to RU1
4	Ariah Park - Land between Rees, Coolamon and Mandamah Street	39.4 hectares	RU1 – Primary Production	RU5 - Village	Further investigations	<ul style="list-style-type: none"> • As for Area 3
5	Ariah Park - Land between Mandamah Street and the railway line	13.5 hectares	RU5 - Village	Commercial (non-specific)	Exclude from Strategy	<ul style="list-style-type: none"> • Rezoning this land for purely commercial purposes would inhibit the current flexibility provided by the RU5 zoning • Contrary to the intent of what is proposed in the village areas

Table 3.1 – Public submission – areas for inclusion in Strategy

Area	Description	Size	Current Zoning	Proposed Zoning	Recommendation	Reason
6	Land on the corner of Burley Griffin Way and Rosella Street, consisting of: <ul style="list-style-type: none"> Lot 571 DP750587 Lot 572 DP750587 	8.7 hectares	RU1 – Primary Production	R5 – Large Lot Residential	Exclude from Strategy	<ul style="list-style-type: none"> One-off land zoning not strategically supported Any rezoning should be considered in regards to the wider context Adjacent to industrial zoned land could lead to undesirable conflicts at zone interface Not sufficient room on site to accommodate necessary buffers
7	Land on the corner Airport and North Streets <ul style="list-style-type: none"> Lot 649 DP750587 	2.1 hectares	R5 – Large Lot Residential	Not specifically stated	Exclude from Strategy	<ul style="list-style-type: none"> One-off land zoning not strategically supported Any rezoning should be considered in context of wider area and in terms of capacity to support services extensions Smaller lots in this area not supported Could set undesirable precedent in this locality High cost of service extension would inhibit development
8	Land on the corner of Goldfields Way and Gidgee Street: <ul style="list-style-type: none"> Lot 1100 DP750587 	2 hectares	B6 – Enterprise corridor	Not specifically stated	Exclude from Strategy	<ul style="list-style-type: none"> Existing minimum lot size reflects prevailing character of surrounding area Opportunities for commercial redevelopment currently exist; a one-off rezoning for residential or similar purpose not supported Consideration of subdivision to allow denser commercial development would be subject to service provision
9	Land between Truskett St and Lawson Road <ul style="list-style-type: none"> Lot 208 DP750587 	1.7 hectares	RU1 – Primary Production	R1 – General Residential	Included	<ul style="list-style-type: none"> Close to existing urban zoned land Good access to services Highly fragmented lot pattern in locality limits likelihood of conflict with primary production land to the west



Table 3.1 – Public submission – areas for inclusion in Strategy

Area	Description	Size	Current Zoning	Proposed Zoning	Recommendation	Reason
10	Land east of Goldfields Road, south of MacAuley Street and Kurrajong Street	10.9 hectares	RU1 – Primary Production	R5 – Large Lot Residential	Exclude from Strategy	<ul style="list-style-type: none"> • Close to pocket vegetation, potentially resulting in increased likelihood of interface conflicts • Direct frontage to classified road triggers RMS concurrence role, access direct from classified road unlikely to be supported • Partly mapped as containing sensitive terrestrial biodiversity



Following the completion of the public exhibition process Council staff also identified the following matters of strategic relevance:

- Opportunity to support use of existing surplus rural dwellings through Council controlled subdivision;
- Need to protect land required for future cemetery purposes;
- Need to examine western fringe of Temora for future development, with regard to access to existing infrastructure and facilities, improvement of existing services, such as roads, and management of development in relation to proposed Temora Heavy Vehicle Alternate Route, through the development of a South-Western urban release strategy;
- Future Airpark Estate development requires further investigation of ability to access former saleyards land, cost of infrastructure and economic viability of project. It is expected that this will occur as part of the Temora Airport Master Plan and is therefore not dealt with further via this Strategy.

Public submissions received, together with the above comments from Council staff, have been carefully considered in the context of this strategy document.

The need for proper planning of the locality has been weighed against the specific desires of individual land owners. The recommendations outlined for inclusion or exclusion of land suggested have been considered with Council staff and a final Strategy investigation area has been identified – refer **Section 6.3**.

4. OBJECTIVES

4.1 STRATEGY OBJECTIVES

As a result of the background analysis completed above and the review of the results of the public exhibition process, the following key objectives for the Strategy were identified:

- To ensure the LGA has sufficient supply of land zoned and serviced for urban development to meet projected housing needs up to 2049.
- To facilitate the provision of housing to meet changing household formations and the needs of an ageing population (e.g. varying size and form).
- To provide a strategic framework that assists to guide in the making of strategic decisions about the Council area without prejudicing future development.
- To cater for the greatest levels of population growth in the LGA to be accommodated in Temora.
- To support the role of Temora as providing the primary residential areas within the LGA
- To support the role of the villages in providing for alternative forms of residential development, albeit with lower levels of servicing.
- To provide lands that are available for residential development and are able to meet anticipated long term demands for housing, in line with population change, population structure, mobility levels and movement patterns.
- To support the timely and cost-effective delivery of infrastructure required to service new residential development.
- To create cohesive and attractive residential areas.
- To support the efficient use of existing urban land and infrastructure.
- To support the coordinated release and development of new urban lands and infrastructure.
- To indicate the preferred long-term locations for urban growth in towns and villages.
- To prioritise development in preferred, strategically identified locations
- To provide some flexibility to enable the consideration of proposals that are inconsistent with the Strategy, where justified on merit.
- To support a fair and transparent assessment of the suitability of alternative sites for rezoning.
- To maintain 5 to 15 years' supply of zoned residential lands in each key urban area
- To ensure the identification of 15-30 years supply of residential lands in the LGA and thereby support and facilitate proper planning in the Council area.

5. CHALLENGES

5.1 INTRODUCTION

This section of the report provides a summary of the key challenges facing the Shire of Temora, and references the findings and recommendations of the SIP.

5.1.1 CHARACTERISTICS

The key characteristics of the Temora LGA and township are captured in the below table:

Table 5.1 – Temora key characteristics

Characteristic	Description
Rural land use and character	Land is predominantly used for rural production (generally grazing and cropping). Parts of the LGA are affected by natural hazards, including bushfire. Some conflict within the rural land uses between traditional forms of agriculture and emerging permissible primary production land uses, such as solar farms, intensive livestock operations, mining and rural industries.
Diverse economy	Developments in recent years have assisted in diversifying the economy with growth in newer industries including grain storage facilities, poultry farms and solar developments.
Urban population	The majority of the LGA population is centred within the town of Temora. Approximately 66% of the population live in Temora town (ABS, 2016).
Ageing population	Like much of regional Australia, Temora is experiencing an aging population, with persons aged 65 and over making up 24% of the population in 2016, up from 21.6% in 2011. It is however also noted that the 0-14 year age group has also experienced minor growth in the same period, although not at the same level as the older generations (1% increase between 2011 and 2016).
Transport	Temora enjoys excellent connectivity, being located on intersection the Burley Griffin Way and Goldfields Way, and located a short distance to the Mid-Western Highway (to the north), Newell Highway (west) and Olympic Highway (east). Wagga Wagga is located approximately 80 km to the south, Canberra is two hours to the east and Griffith 1.5 hours to the west. The Temora Roto Railway Line runs on a general east-west alignment through the LGA. Temora Airport does not receive any scheduled services but has an active level of private usage, including conducted regular air shows. An alternate heavy vehicle route to avoid the CBD has long been discussed and a number of alternative routes have been the subject of recent debates by Council.
Servicing	<ul style="list-style-type: none"> • Temora township, and the villages of Aria Park, Springdale and Reefton, all benefit from mains water supply. • Temora township has access to a reticulated sewage disposal system. Rural areas and villages rely on on-site management methods. • Temora township has access to a reticulated gas system supplied by Jemena
Rural balance	Population in 2011 was 5,776 and 6,110 in 2016 (ABS). Agriculture and rural activities underpin the LGA economy. Rural roads and accessibility are a key issue. A stable but ageing population is projected into the future. Demand for further rural residential and lifestyle development in rural areas is anticipated, primarily around Temora. Rural lot sizes and minimum dwelling entitlements for dwelling houses are important planning issues and increasing absentee landownership is likely. New dwellings continue to be built in rural areas, although a significant number of dwellings in the rural area have been identified as vacant. Development impacts on agricultural land, climate change, water availability and maintaining biodiversity are likely to be important long term issues for land use planning in rural areas.
Tourism	Tourism in Temora is supported by activities including the Temora Aviation Museum and both the annual and regular air shows and aircraft showcases. The Temora Rural Museum provides an excellent and wide ranging list of exhibits showcasing the best of the rural environment,

5.2 ENVIRONMENTAL AND OTHER FACTORS

A review of land use planning constraints has been completed via review of available spatial data and interrogation utilising Geographic Information System (GIS) software for the area around Temora township and across the LGA more broadly. These are set out in **Drawings EV01-EV09**.

Across the LGA, constraints include land affected by:

- Drawing EV01 – Title Sheet
- Drawing EV02 – Zoning
- Drawing EV03 - Sensitive terrestrial biodiversity
- Drawing EV04 – Minimum lot size
- Drawing EV05 - Heritage
- Drawing EV06 – Flood planning and surface water
- Drawing EV07 - Land capability
- Drawing EV08 – Bushfire prone land
- Drawing EV09 – Sensitive land

Council reticulated servicing across the LGA is depicted in **Drawing EV10**.

Drawing EV11 reflects the land areas identified via the public consultation process as land that could be suitable for inclusion in the current strategy document.

Drawing EV12 represents the land recommended as the Strategy Investigation Area.

It is a recommendation of this Strategy that a servicing strategy be developed for the Strategy Investigation Area that guides provision of services, whether this is Council led or privately provided. In either scenario, it is important to identify an appropriate framework to ensure integration between separate developers.

5.3 DEMOGRAPHIC CHALLENGES

Section 2.5 identified the areas of land available for development within the Temora LGA, including both zoned and developed, and unzoned land.

As outlined in **Section 2.5**, the majority of zoned is in the short to medium term delivery timeframe, with capacity to be brought to market now. No land is identified in the long term delivery timeframe. This provides a challenge for Council, as without this long range strategic framework, Council is limited in its capacity to properly plan.

A key example of this is the recent attempts to identify a suitable alternative heavy vehicle route. Options being considered are close to existing urban land, in some case directly affecting it, and if implemented, there is limited opportunity to provide meaningful land use planning protections to ameliorate any impacts from the redistribution of traffic from the CBD to the urban fringe.

By identify the long term needs of the community with respect to the future release of residential land, capacity exists to properly plan for this infrastructure, including the need for, placement of and design of, appropriate buffers.

Section 2.7 discusses demand for housing.

Based on comparison of available residential lots (R1, RU5, R5 and SP1 zones) in **Table 2.3** there is currently approximately 823 available or potential lots for use for residential purposes.

Based on the demand summary in **Figure 11**, a low growth scenario would require an additional 275 houses over the life of the strategy and a high growth scenario (based on the 2011-2016 growth rate) would require 1027 dwellings over the life of the strategy. As discussed elsewhere, population growth is only one indicator of dwelling demand and does not take account of reducing dwelling occupation rates, the aging population or sideways mobility within the Council area (ie, up and down sizing). This can account for as much as double the project growth rate (as discussed in **Section 2.7**).

Based on growth alone, current supply is considered to be sufficient to accommodate the low growth scenario. There would be a shortfall of at least 204 houses over the life of the strategy in the high growth scenario and conceivably a shortfall of closer to 400 when sideways mobility, the aging population and the reduction in household size is taken into account.

A key driver for the preparation of this plan is the need for proper planning and the provision of a focussed strategic plan that provides a clear direction for the growth of the Council area. Equally, it is important to acknowledge that identification of land as an investigation area within the strategy is not the end of the story for potential developers. Further investigations will be required at planning proposal stage to ensure the rezoning of land is justified. In short, identification within the strategy is not an automatic guarantee of rezoning, but simply an acknowledgement of the general suitability of the land and the need for further investigations, and justification, at the point of rezoning.

Providing this strategy also ensures Council has capacity to adequately respond in the event a major developer were to present an opportunity in town that drove growth and demand for residential housing beyond anticipated growth levels.

6. FUTURE DIRECTIONS

6.1 INTRODUCTION

The Strategy seeks to respond to the objectives of the project, including the need for proper planning of the Temora area and the need to respond to population change.

It is acknowledged that population growth is only one indicator of housing demand.

Proper planning means the clear identification of suitable land for future residential development to ensure land use conflict is controlled and minimised.

In the context of the future directions, the Strategy seeks to:

- Reflect the Community and Council vision, the strategic objectives of other plans applying within the LGA, and the objects of the *Environmental Planning and Assessment Act 1979* (EP&A Act); and
- Respond to relevant State and Regional planning provisions, current Local planning provisions, and key issues identified in the SIP.

This part of the Strategy sets out future directions for the LGA. These will provide a basis for decision making and to guide further investigations.

6.2 GENERAL DIRECTIONS

The following general directions are recommended.

Table 6.1 – General directions

Direction	Response
Settlement pattern	The focus of residential development is to remain in the township of Temora, with the outer villages of Ariaiah Park and Springdale providing alternative locations at a lower density within the context of currently zoned land. There may be an opportunity for identification of additional R5 land at Ariaiah Park but this should only proceed concurrent to the backzoning of existing undeveloped R5 land.
Housing lands and dwellings	<ul style="list-style-type: none"> • Necessary to ensure land is available to accommodate future growth, predominantly in the high growth scenario • Ensure that land is available to accommodate changes in population that generate demand for additional dwellings, including reducing dwelling occupation rates, an aging population and sideways mobility
Strategic planning	Identify land as suitable for future general residential and large lot residential in close proximity to Temora township to ensure land use conflicts with future development are minimised
Investigation areas	The area in the south-west of the town is identified as the key investigation area (Strategy Investigation Area). Planning Proposals for rezoning out of this investigation area are generally not supported.
Servicing	Investigations in the Strategy investigation area will be necessary to determine serviceability including development of an overarching trunk servicing plan.
Infill development	As well as identifying the investigation area for future re-zonings, the Strategy also promotes infill development within existing zoned areas. This represents a more efficient use of existing services through consolidation rather than sprawl.
Biodiversity	Future investigations must ensure the appropriate protection of significant biodiversity and may need to incorporate appropriate zones for buffers and the like
Surface waters	Future investigations must ensure the appropriate protection of sensitive riparian areas and may need to incorporate appropriate zones for buffers and the like

6.3 STRATEGY INVESTIGATION AREA (SIA)

Through a review of responses received during the public exhibition process, site constraints and other key characteristics, the area in **Figure 13** is identified as the recommended area for further investigations for future residential and rural residential development in close proximity to the township of Temora. The rezoning of land near Temora outside of this identified SIA is not supported at this time.

It is also recommended, due to the proximity of the strategy investigation area to the existing Temora cemetery, that the strategy also identify suitable land for the dedication as public land for provision of additional land for future cemetery purposes. **Figure 14** provides an indicative location for future SP2 zoning to safeguard the future operation of the cemetery.

The SIA is approximately 25 hectares in size. Not all of this land would be suitable for rezoning in the short term and Council will not support ad hoc or out of sequence developments that would result in the need to install costly reticulated services. Council supports the sequential development of land to ensure the provision of services is cost effective and proportionate. The area of the SIA is considered to represent a logical rezoning focus, given ready access to existing services and facilities, including the primary school and sports ground.

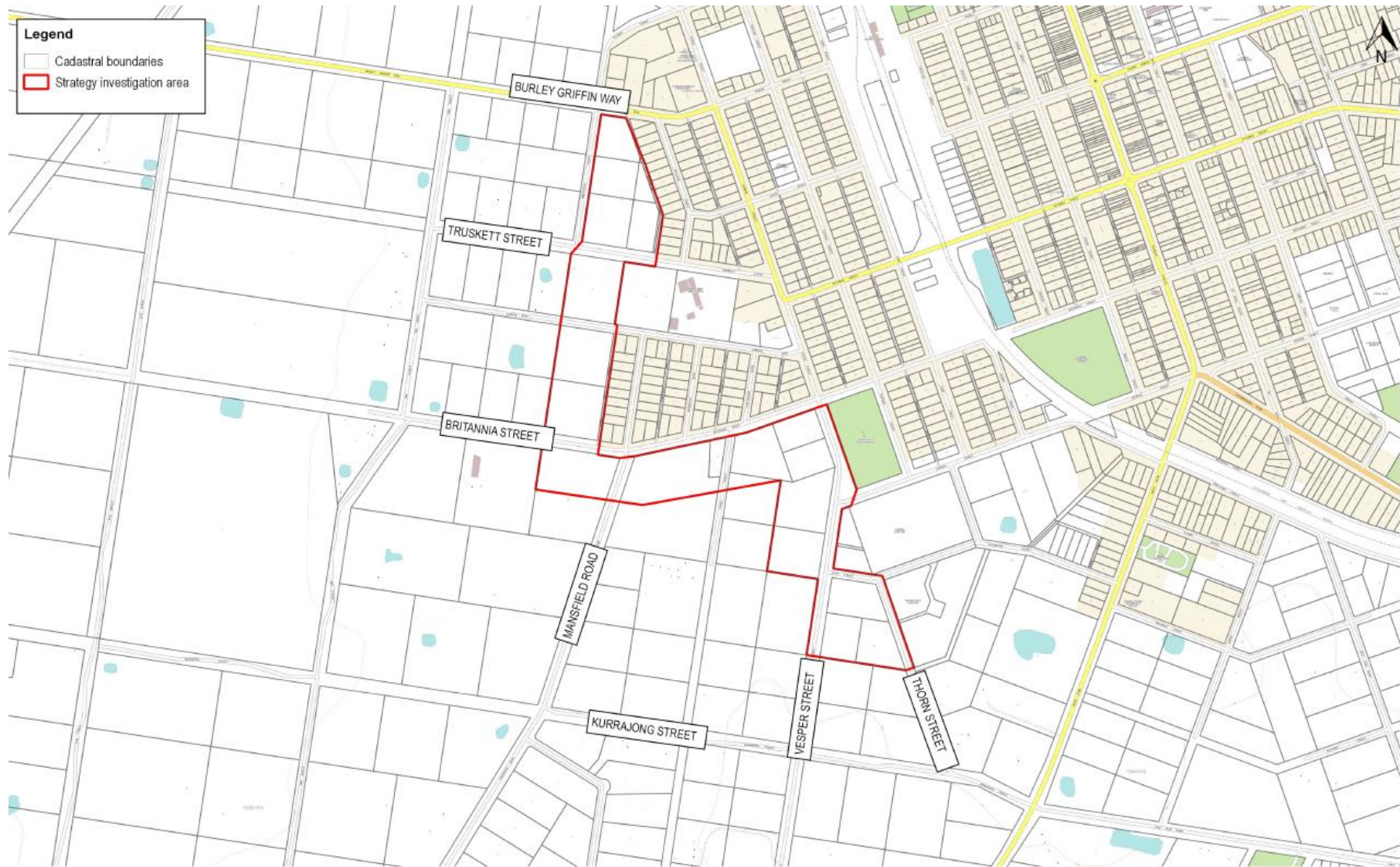


Figure 13: Recommended Strategy Investigation Area

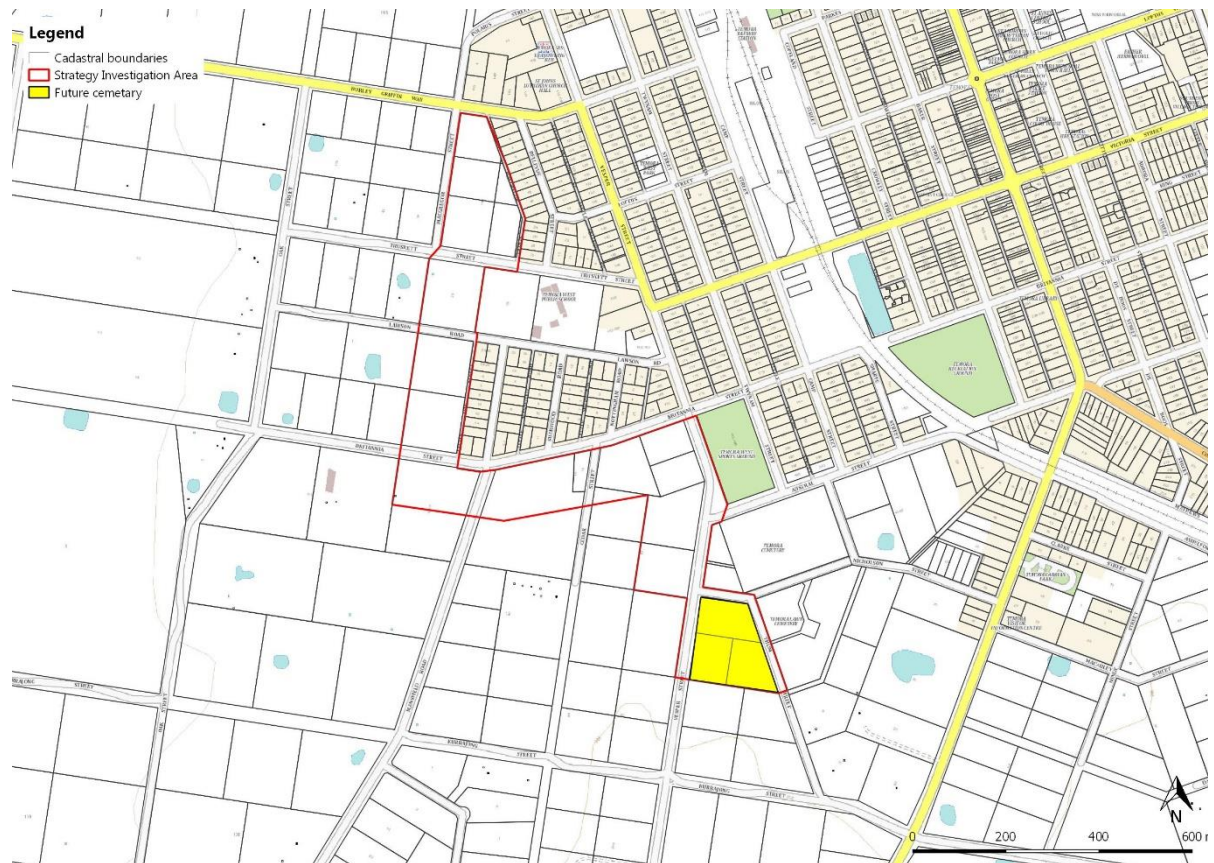


Figure 14 – Land identified for future cemetery use

6.4 SERVICING

Servicing of the Strategy Investigation Area would require more specific and targeted engineering investigations, both to determine capacity more broadly in the Temora trunk infrastructure and in the methods of connection to service the area adequately.

Again, the potential alignment of the HVAR route provides a logical boundary for extension of services and potentially provides an alignment to carry trunk services.

7. IMPLEMENTATION

Implementation of the Strategy will occur through normal Council administrative and planning processes. The following strategic actions are proposed in relation to the implementation:

- Ensure future service demands are integrated with Council's financial and infrastructure planning;
- Develop and maintain a monitor of housing and land availability, with particular focus on residential, rural residential and village zones;

The Strategy is one document within a suite of documents that supports the vision for future development in the Temora LGA. It is important to ensure that the recommendations of the Strategy are effectively integrated with other relevant Temora Shire Council and external strategic documents, including the Community Strategic Plan, Delivery Program and Operational Plan, the LEPs of adjoining LGAs, catchment action plans, road and infrastructure planning, tourism development and state of the environment reports.

Table 7.1 shows the method by which the implementation of the Strategy can be supported in relation to relevant strategic and local planning documents.

Table 7.1 – Future strategic work program priorities

Plan	Priority Actions
LEP	Support re-zonings in the Strategy investigation area
Development Control Plan	Prepare local guidelines and standards for incorporation within the Development Control Plan to address: <ul style="list-style-type: none"> • Infill residential subdivision outside of the investigation area • Development adjacent to the HVAR • Site specific plans for development within the Strategy investigation area
Local contributions plan or developer servicing plans	Review and update plans to reflect growth forecasts and directions outlined in the Strategy.
Planning agreements	Prepare guidelines for use of planning agreements within the LGA
Servicing strategy	Develop a trunk servicing strategy to support release of the Strategy investigation area

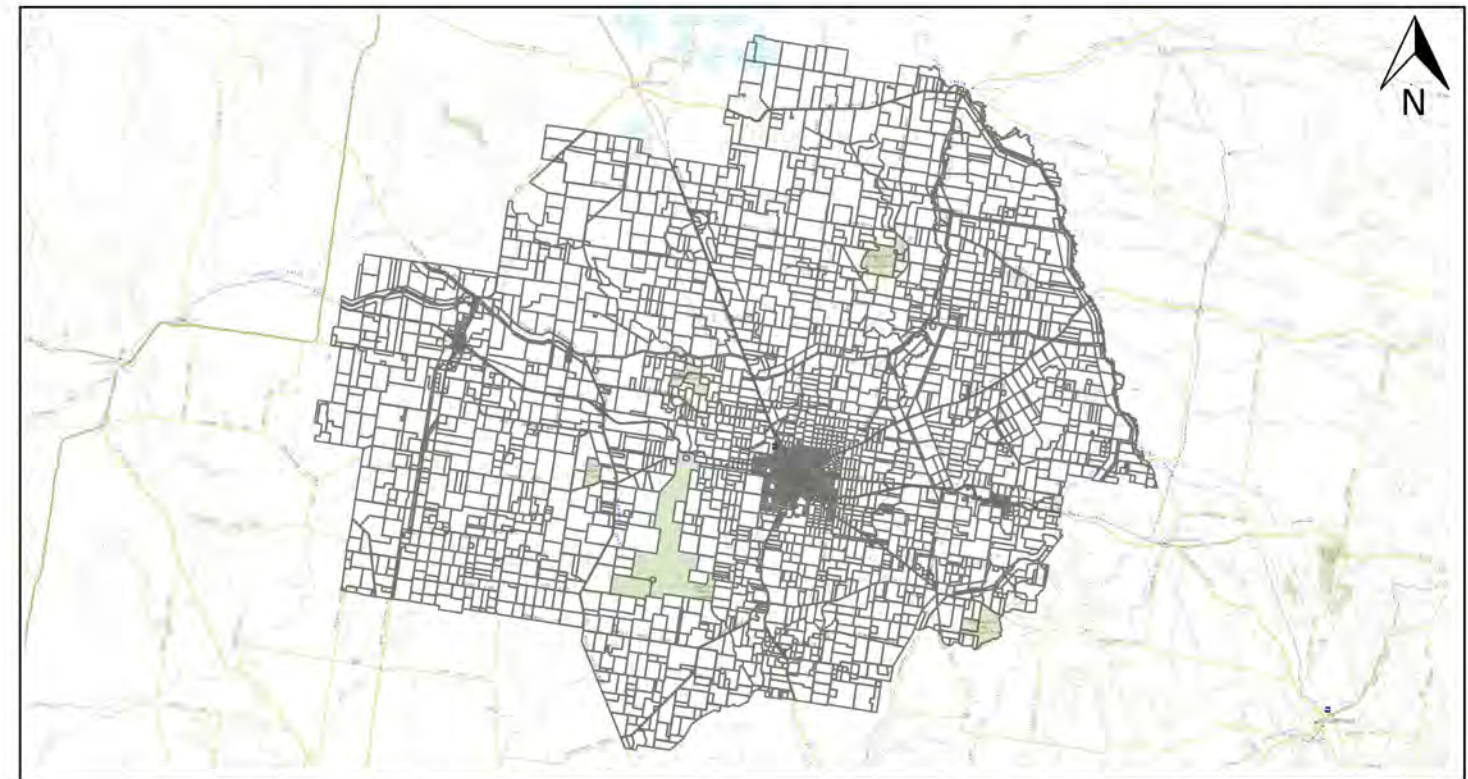
8. REFERENCES

REFERENCES
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Migration.arup.digital. 2019, <i>Population Explorer NSW Planning</i>. [online] Available at: https://migration.arup.digital [Accessed 21 Jan. 2019].
Abs.gov.au. (2019). <i>Census</i>. [online] Available at: http://abs.gov.au/websitedbs/D3310114.nsf/Home/Census?OpenDocument&ref=topBar [Accessed 28 Jan. 2019].

Drawings

TEMORA RESIDENTIAL LAND USE STRATEGY

SCHEDULE OF DRAWINGS	
DRAWING	TITLE
EV01	TITLE SHEET & LOCALITY MAP
EV02	ZONING
EV03	SENSITIVE TERRESTRIAL BIODIVERSITY
EV04	MINIMUM LOT SIZE
EV05	HERITAGE
EV06	FLOOD PLANNING AND SURFACE WATER
EV07	LAND CAPABILITY
EV08	BUSHFIRE PRONE LAND
EV09	SENSITIVE LAND
EV10	SERVICES
EV11	STRATEGY SUBMISSION AREAS
EV12	STRATEGY INVESTIGATION AREA



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\Projects\218440\Out\GIS\218440.qgs
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Project Number: 218440

Revision	Date
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B	08/03/2019
C	28/03/2019
D	20/07/2019




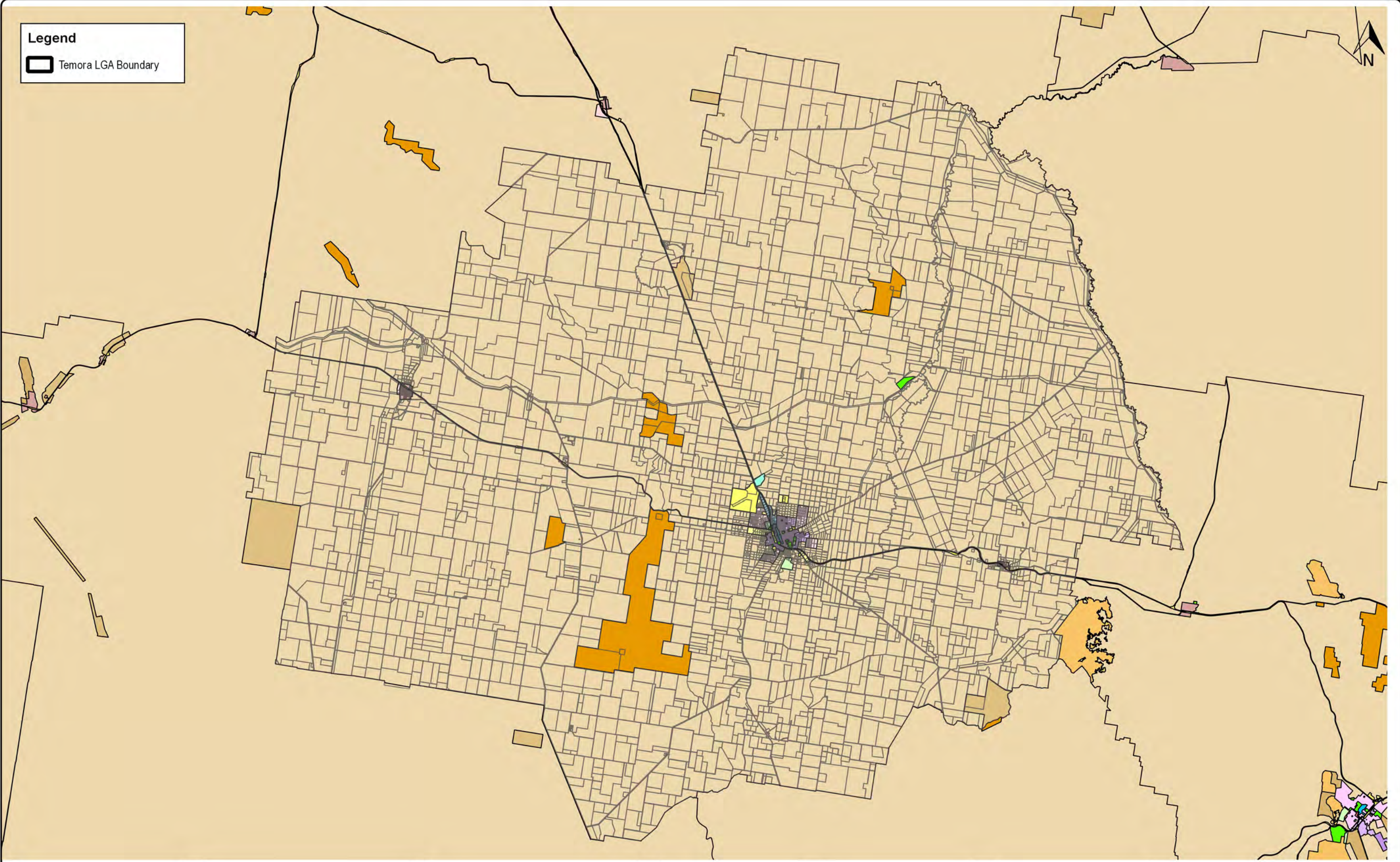
CLIENT
TEMORA SHIRE COUNCIL

PROJECT
**TEMORA RESIDENTIAL
STRATEGY**

DRAWING
Name: Title Sheet & Locality Map
Reference: 218440_01D_EV01-EV12
Date: 20/07/2019
Sheet: EV01 of EV15
Status: FINAL

Legend

 Temora LGA Boundary




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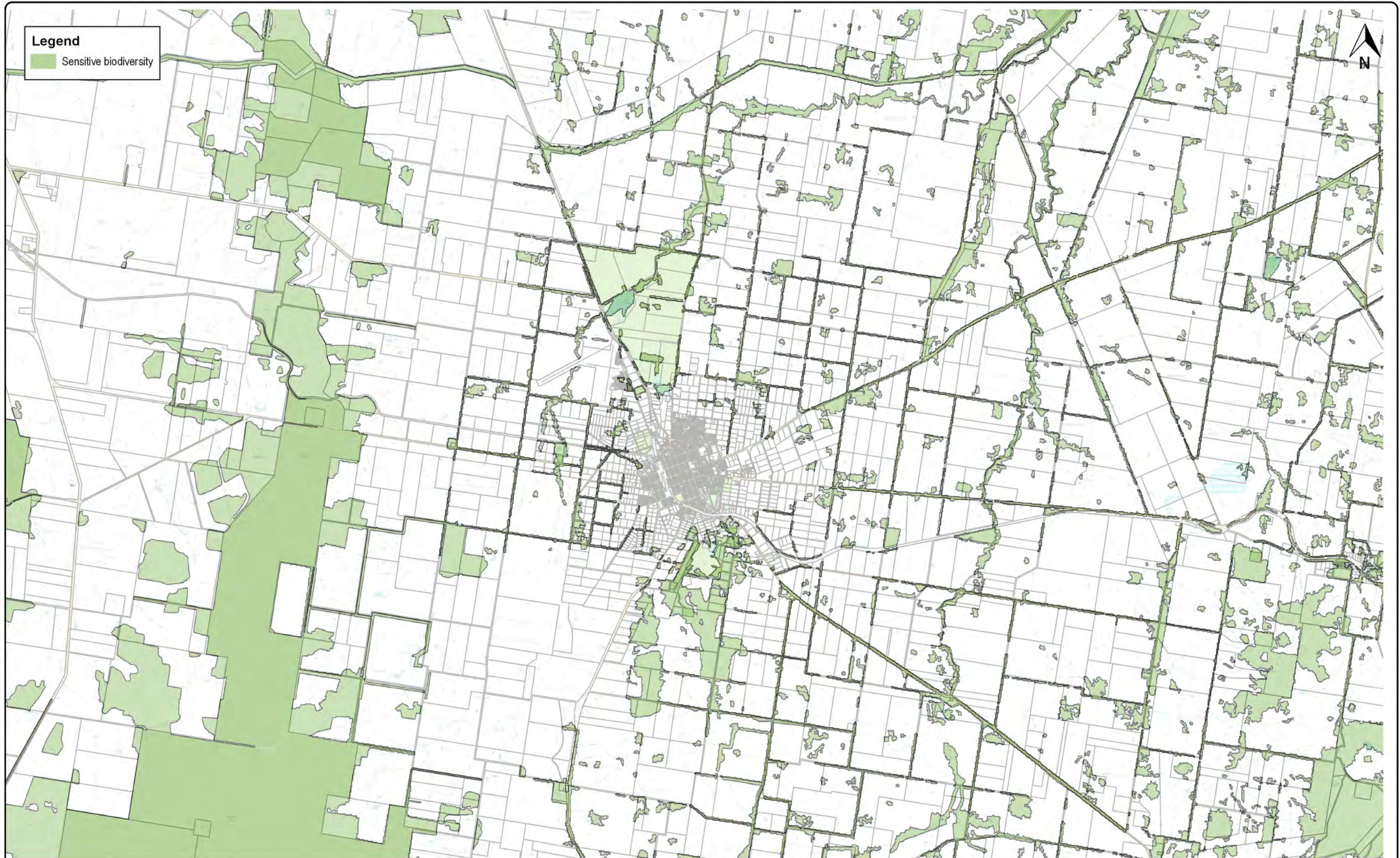
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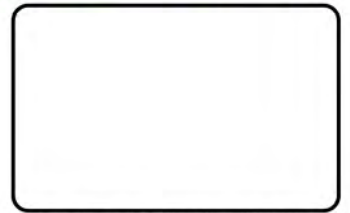
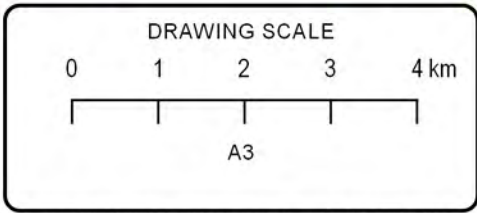
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Legend
Sensitive biodiversity



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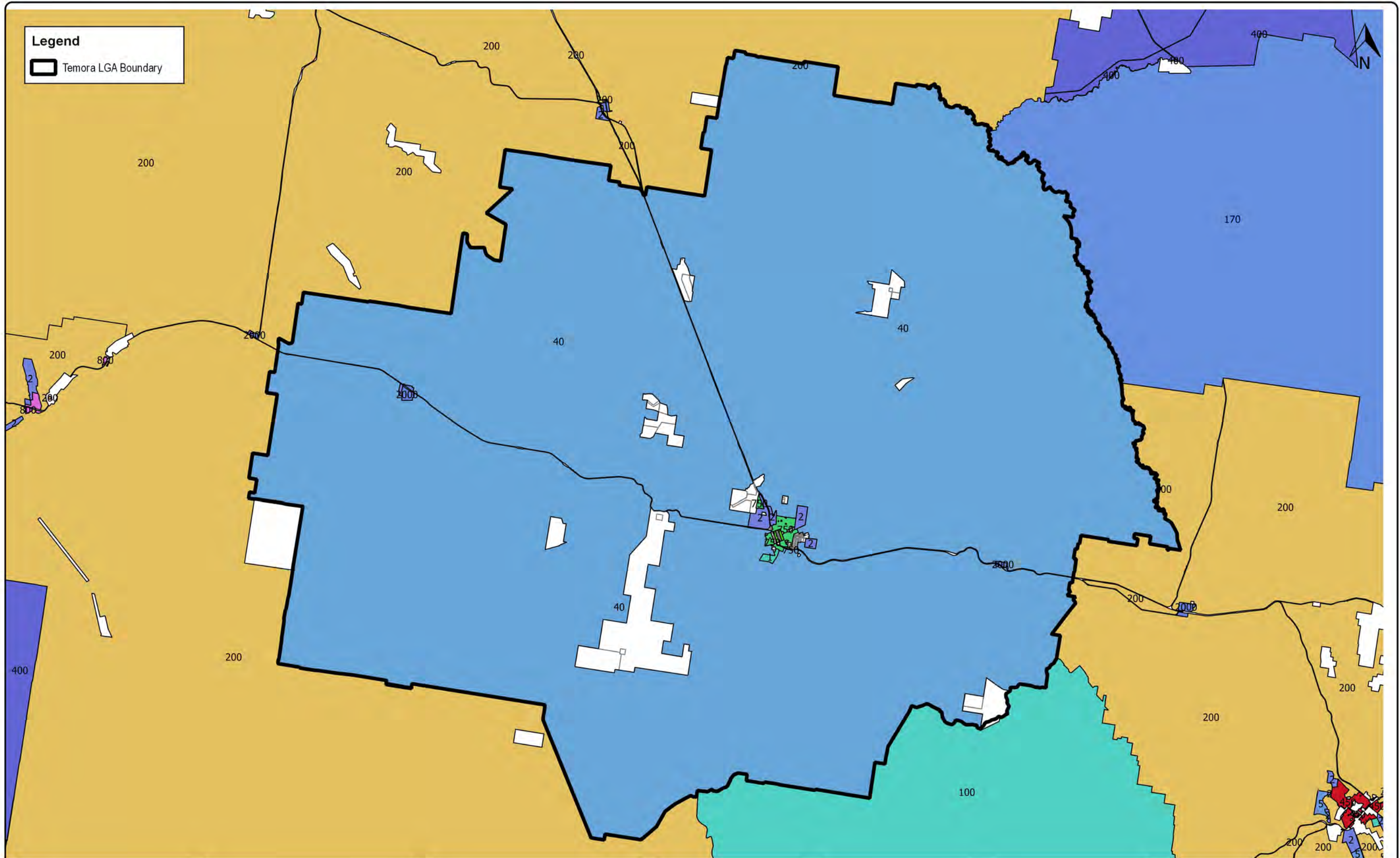
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Date: 20/07/2019
Sheet: EV03 of EV12
Status: FINAL

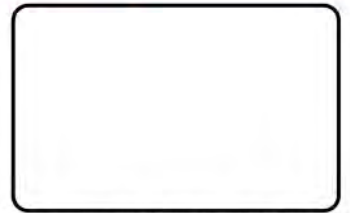
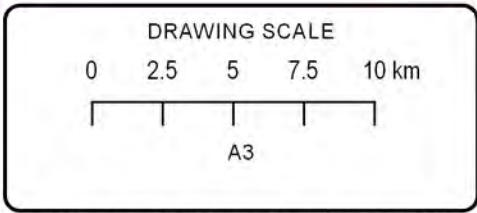
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Legend
 [Black outline] Temora LGA Boundary



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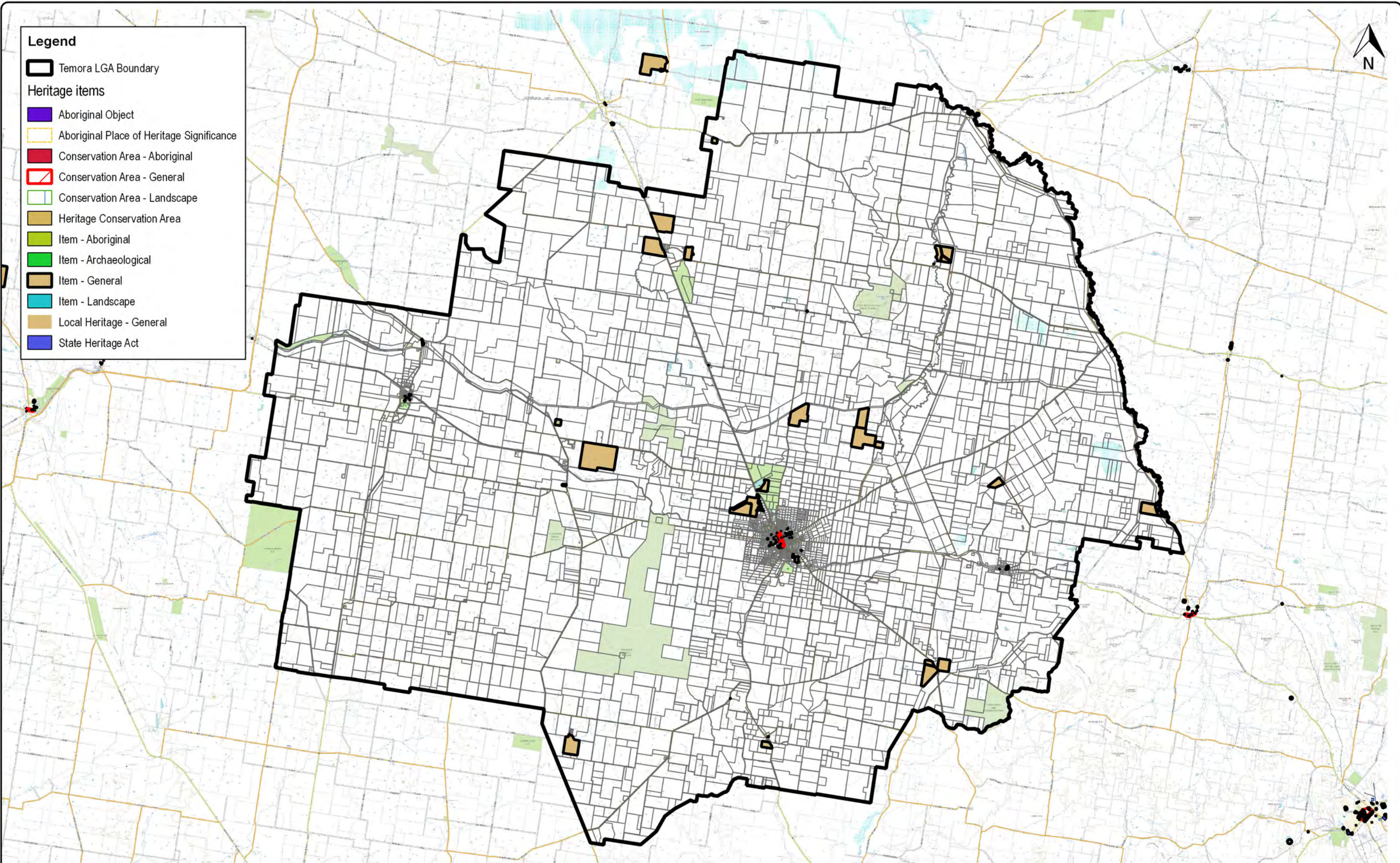
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 Date: 20/07/2019
 Sheet: EV04 of EV12
 Status: FINAL

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Legend

-  Temora LGA Boundary
- Heritage items**
-  Aboriginal Object
-  Aboriginal Place of Heritage Significance
-  Conservation Area - Aboriginal
-  Conservation Area - General
-  Conservation Area - Landscape
-  Heritage Conservation Area
-  Item - Aboriginal
-  Item - Archaeological
-  Item - General
-  Item - Landscape
-  Local Heritage - General
-  State Heritage Act



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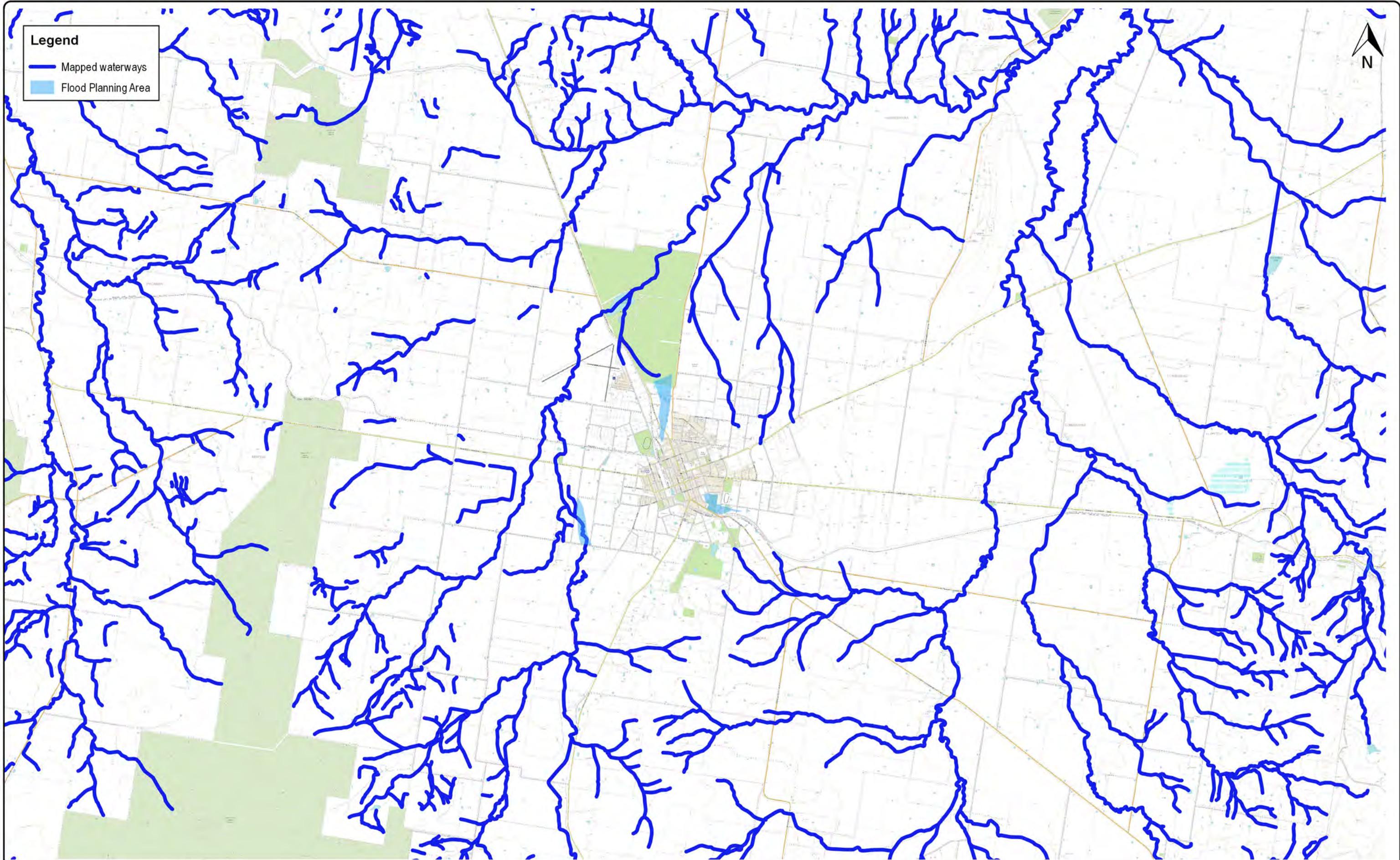
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Name: Heritage
Reference: 218440_01C_EV01-EV12
Date: 20/07/2019
Sheet: EV05 of EV12
Status: FINAL

Legend

- Mapped waterways
- Flood Planning Area



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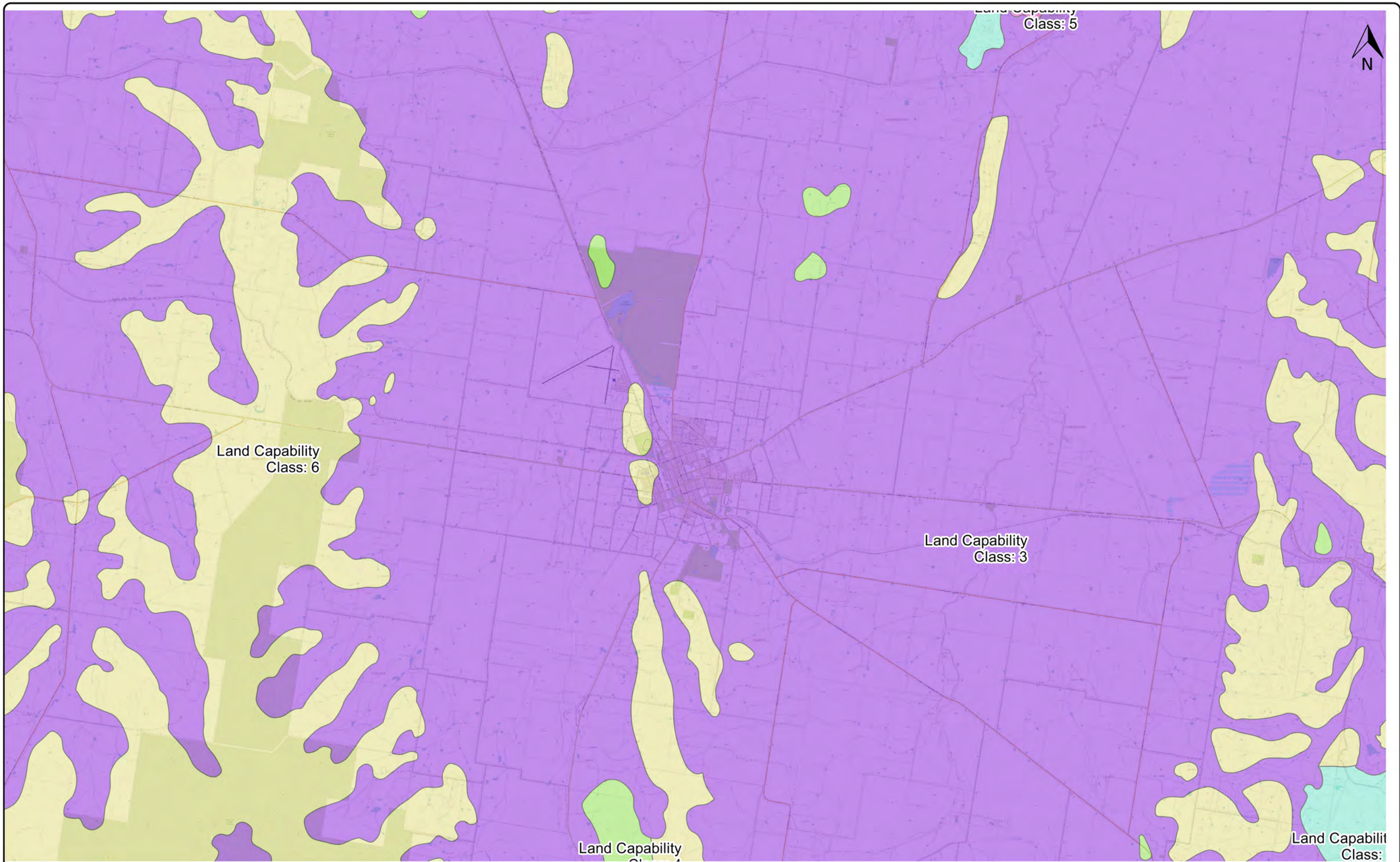
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Sheet: EV06 of EV12
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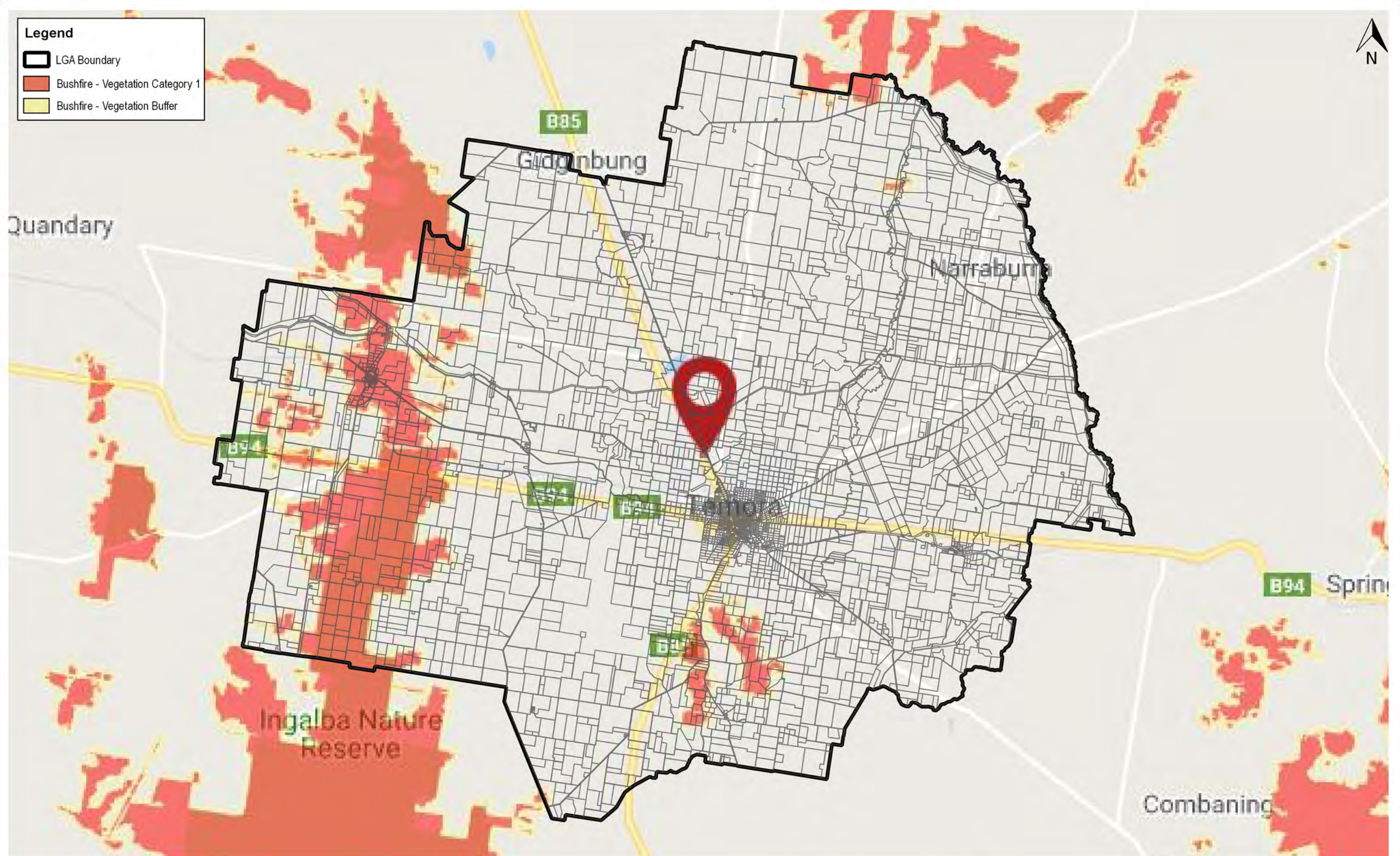
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-  Bushfire - Vegetation Category 1
-  Bushfire - Vegetation Buffer



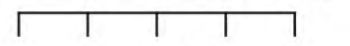
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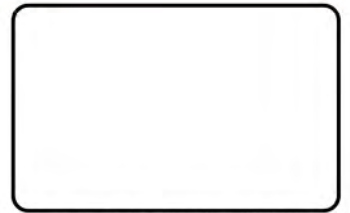


Ingalba Nature Reserve

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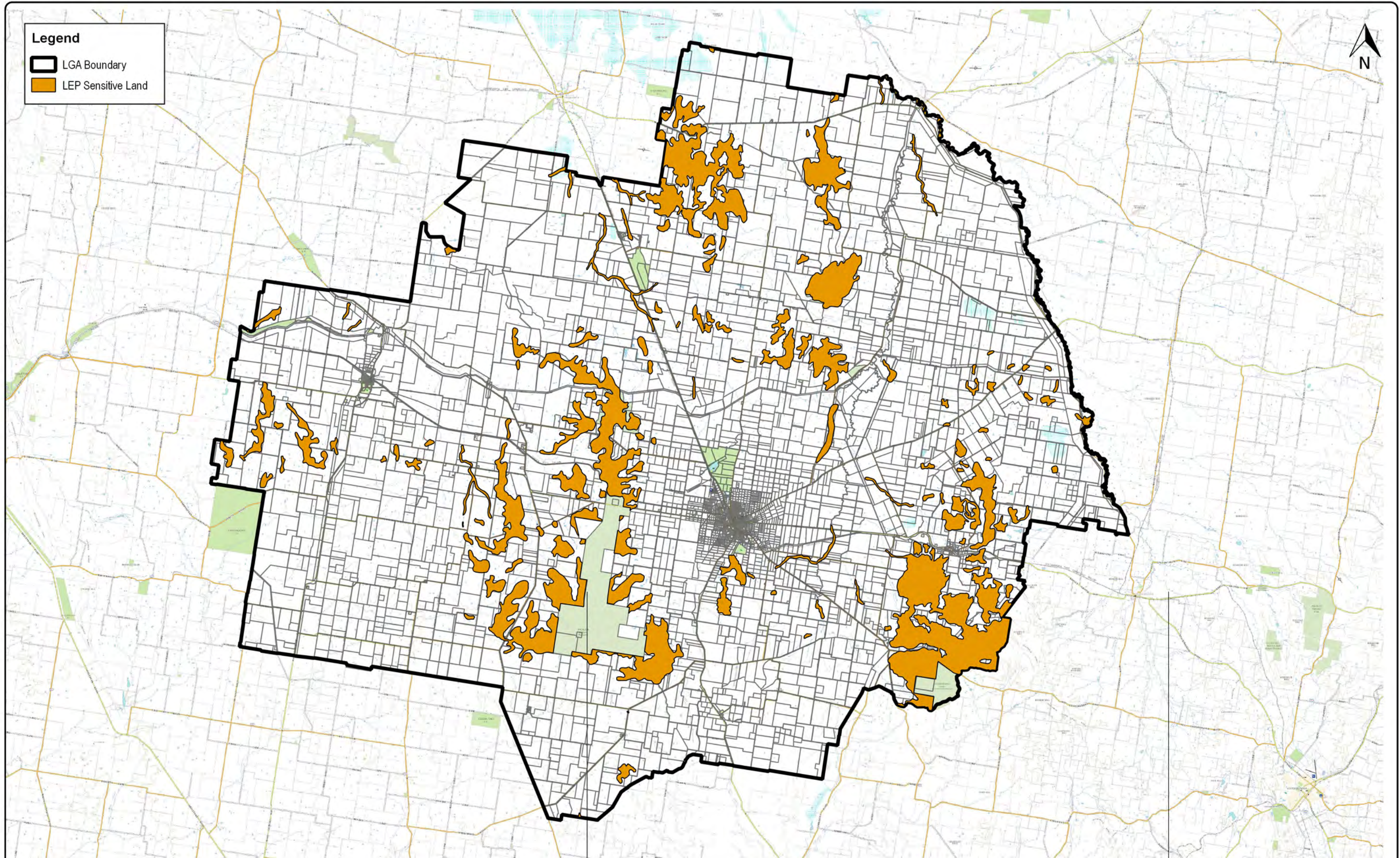
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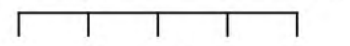
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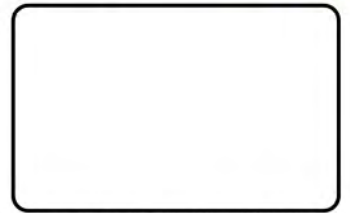
-  LGA Boundary
-  LEP Sensitive Land



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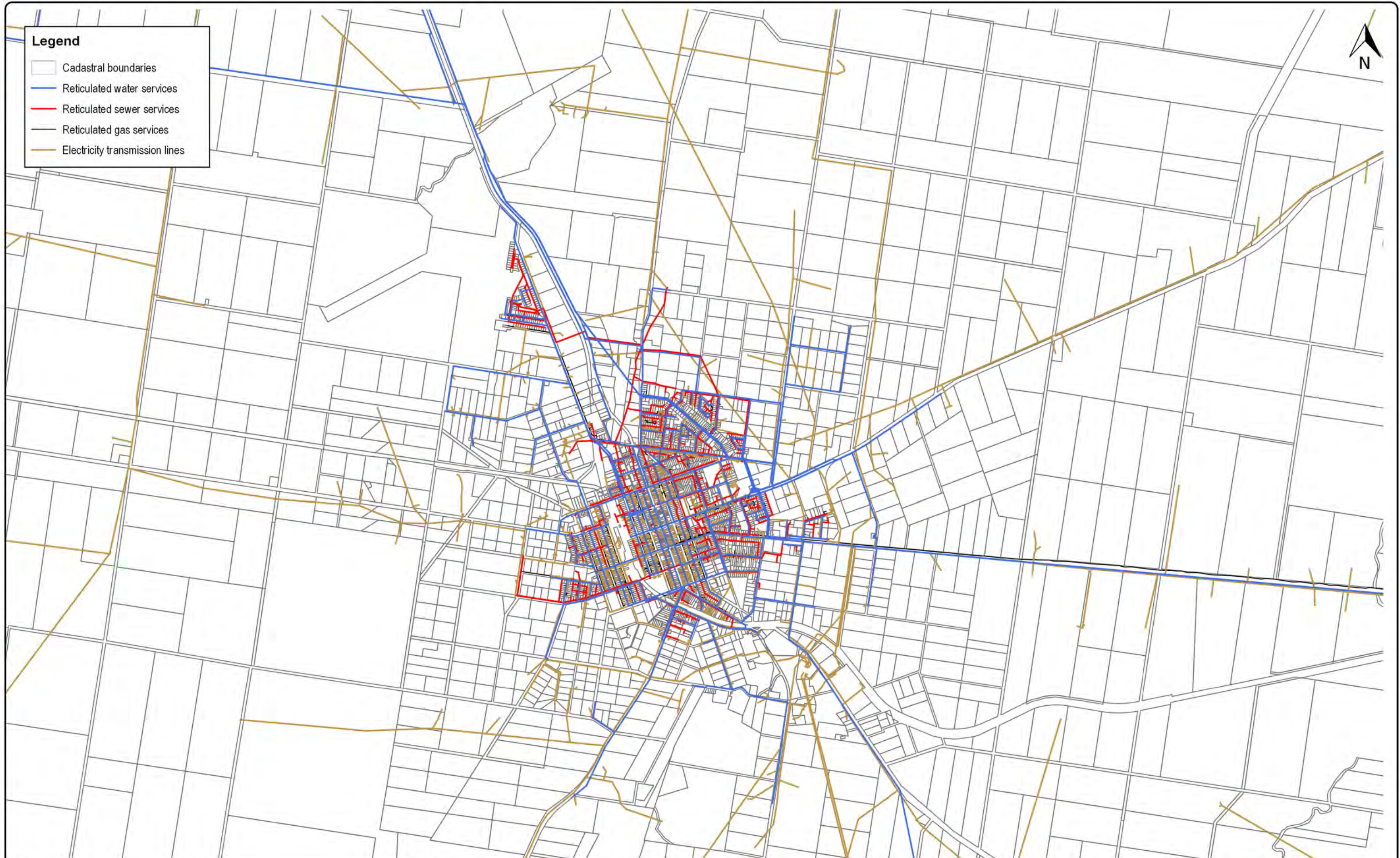
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 Date: 21/07/2019
 Sheet: EV09 of EV12
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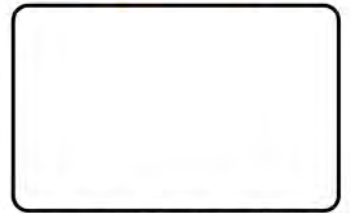
- Cadastral boundaries
- Reticulated water services
- Reticulated sewer services
- Reticulated gas services
- Electricity transmission lines



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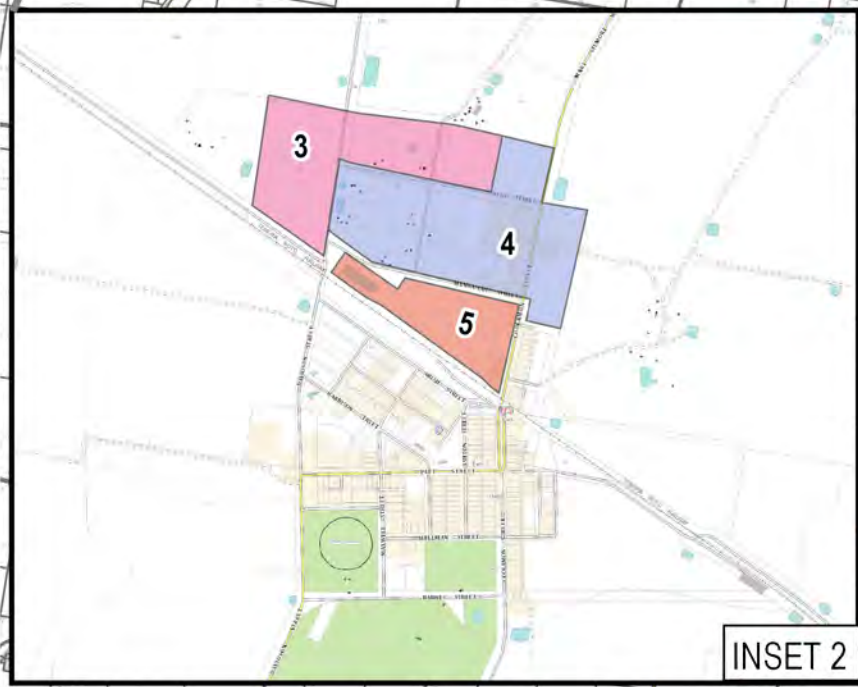
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PROJECT
TEMORA RESIDENTIAL STRATEGY

DRAWING
Name: Reticulated services
Reference: 218440_01C_EV01-EV12
Date: 20/07/2019
Sheet: EV10 of EV12
Status: FINAL

Legend

- Cadastral boundaries
- 1 - Large lot residential
- 2 - Large lot residential (10 ha)
- 3 - Large lot residential
- 4 - Village
- 5 - Commercial or Large lot residential
- 6 - Large lot residential
- 7 - Large lot residential
- 8 - Large lot residential
- 9 - Large lot residential
- 10 - Large lot residential (4,000m²)



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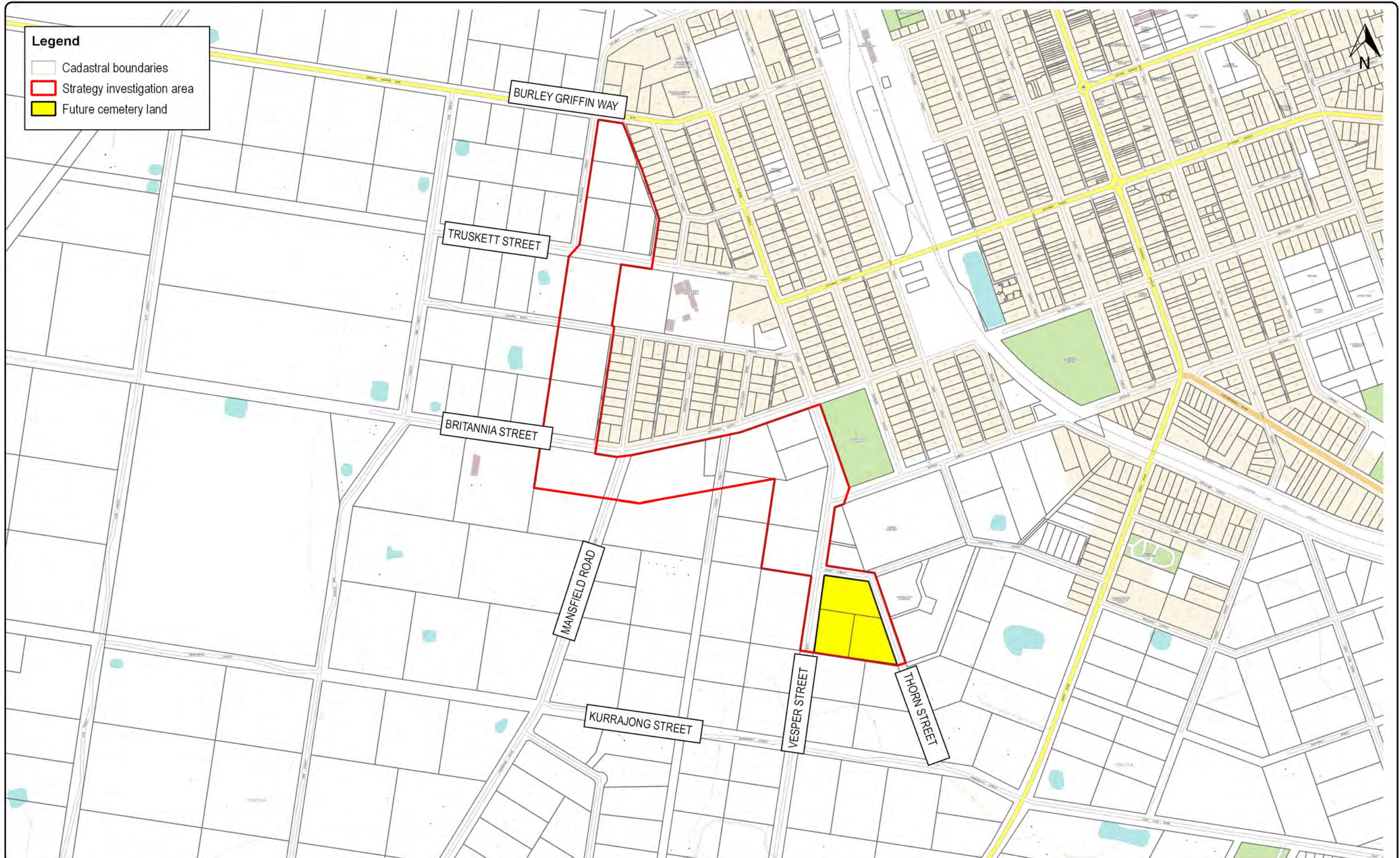
PROJECT
TEMORA RESIDENTIAL STRATEGY

DRAWING
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Reference: 218440_01C_EV01-EV12
Date: 20/07/2019
Sheet: EV11 of EV12
Status: FINAL

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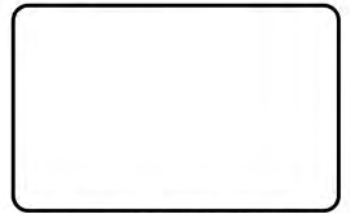
-  Cadastral boundaries
-  Strategy investigation area
-  Future cemetery land



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DRAWING SCALE
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Sheet: EV12 of EV12
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