

## 2. CANOWINDRA

### 2.1. Location

Canowindra is located at the southern edge of Cabonne Shire on B81 Canowindra Rd between Cudal and Cowra. It is located ~22km from Cargo; ~32km from Cowra; ~34km from Cudal/Eugowra; & ~60km from Orange. Therefore, Cowra then Orange are the closest higher-level service centres.

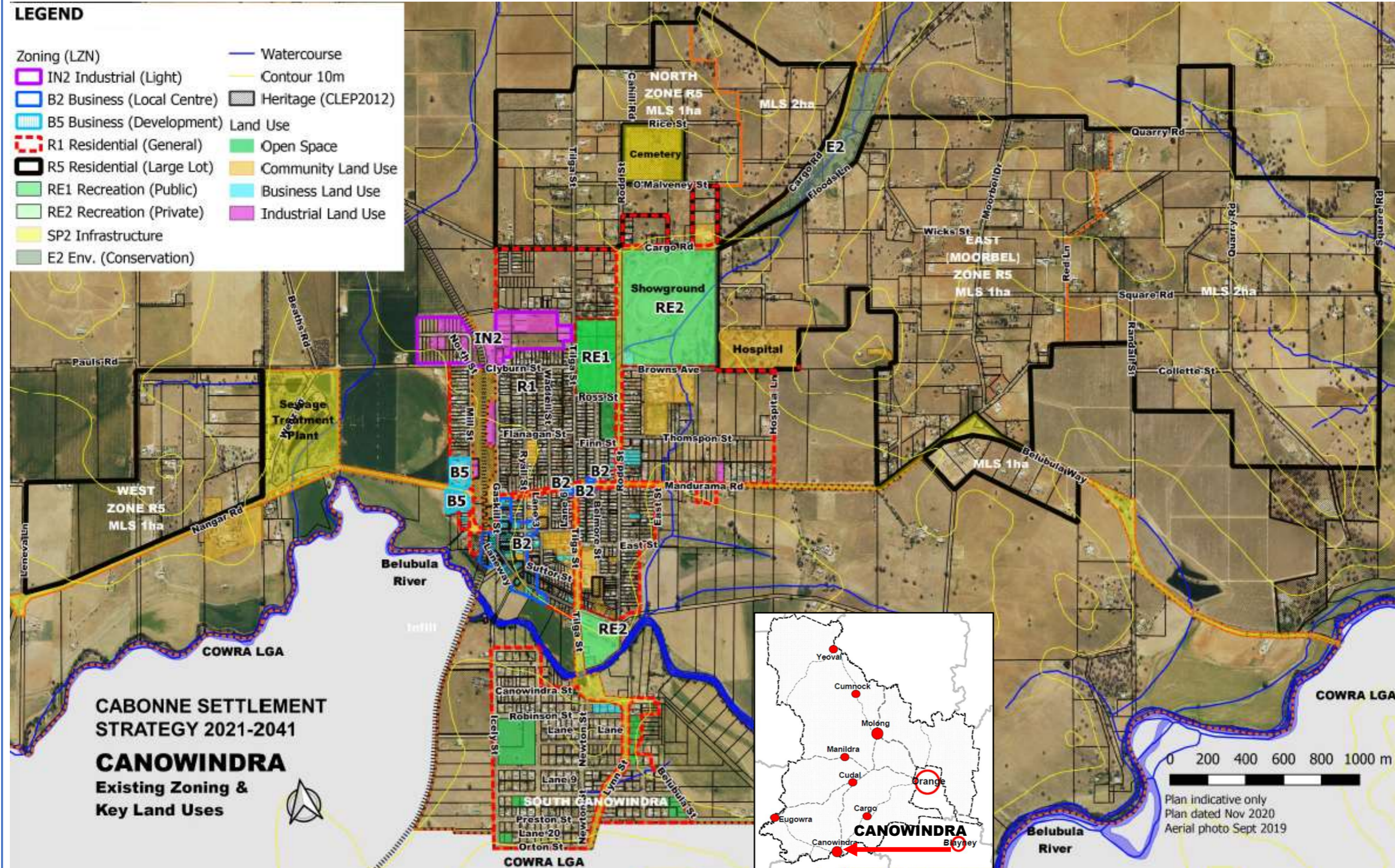
The settlement was covered in more detail in the 2012 *Cabonne Settlement Strategy* (CSS2012) so this Strategy focusses on the growth & recommendations for key land uses only. See the *Local Profile & Issues Paper (LPIP)* for more background.

Figure 1: Settlement location, zoning & lot size (CLEP2012).

### 2.2. Summary

CANOWINDRA	Total	Zone R1	Zone R5	Comment
Area	~991ha	~249ha	~713ha	Excl. Zone RE1/ RE2/ SP2. Incl. Bus.~12ha +Ind.~17ha.
Residential Zoned Lots	~1,165	~953	~212	+41 Zone IN2+94 Zone B2+8 Zone B5+8 Zone RE1/RE2
Other Uses	Community lots ~49; Business lots ~17 (some vacant); Industrial Lots ~3			
Dwellings	~861	~680+21	~146	+14 Business/Industrial zoned
Pop. 2016	2016 Census (~1,395) excl. Zone R5 LLR areas (where most growth)			
Est. Pop. 2019	~1,738 = 2016 Pop. 1,395 + (Occ.2.36*145 = 343) in LLR areas			
Pop. Growth	2009-2019 (-44 people) = -0.25%/year			
Future Growth	Pop. Min -0.5 %/year; AVERAGE +0.1%/year (LOW); Max. +0.5%/year.			

CANOWINDRA	Total	Zone R1	Zone R5	Comment
Vacant Lots	~144	~88	~56	Less constrained vacant lots
+ Subdiv. Pot.	~264	~118	~146	Add subdivision potential vacant
50% likely	~132	~59	~73	50% likely to be developed
Past Dwelling Demand	~7.8/year	~5.1/year (65%)	~2.7/year (35%)	Dwelling construction/approvals 2010-2020 (aerial + inspection)
Fut. Dwelling Est. Demand	~7/year (140)	~4.4/year= 88 (63%)	~2.6/year= 52 (37%)	~140 dwellings 2021-2041 (20 years) may be required
Supply/Demand		~59/88 = 13 years	~73/52 = 28 years	Zone RU5 < 20 years Zone R5 LLR > 20 years
Recommend	Council to consider alternative Strategy (Growth Investigation) Areas to expand Zone R5 LLR areas for urban residential use in next 5 years			



## 2.3. Existing Urban Area

### 2.3.1. Existing Planning Controls (CLEP2012)

Under CLEP2012, the existing land use zones for the urban area are:

- Zone R1 General Residential (~249ha) - urban dwellings on smaller lots;
- Zone R5 Large Lot Residential (~713.4ha) - dwellings on larger lots;
- Zone B2 Local Centre (~9.33ha incl. local roads) – main street business;
- Zone B5 Business Development (~2.68ha) – mostly rural service business;
- Zone IN2 Light Industrial (Wenz Lane/Clyburn St/Tilga St);
- Zones RE1 Public & RE2 Private Recreation (sports/showgrounds/pool);
- Zone SP2 Classified Road (Canowindra Rd & Nangar/Mandurama Roads).

Under CLEP2012, the Minimum Lot Size (MLS) for subdivision is:

- Zone R1 – 500m<sup>2</sup> (connected to reticulated sewer);
- Zone R5 – ranges from 1-2ha depending on CBD proximity/constraints.

### 2.3.2. Settlement Pattern

Canowindra is split across the Belubula River with different historic road, block & lot arrangement based on a modified grid pattern on either side. Standard block/lot sizes include (with a central lane 6m wide for many):

- North ~100-120m wide and ~150-300m long (generally longer north-south) with 15-20m wide by 40-60m deep lots (ranging from 600-1,200m<sup>2</sup>);
- South ~106m wide and 200m long (generally longer east-west) with 20-40m wide by 50m deep lots (~2,000m<sup>2</sup> or subdivided into 1,000m<sup>2</sup> lots).

Most street widths are ~20m wide except for the rear lanes & larger boulevards (e.g., Tilga/ Belmore/ Rodd Streets) that are ~30m allowing for wide parking areas each side of the two traffic lanes.

### 2.3.3. Open Space and Recreation

Canowindra has a reasonable level of open space including, but not limited to:

- Charles McCarron Baths (Swimming Pool) & Caravan Park ~4ha;
- Morris Park, Rodd Street ~1.86ha (playground, toilets, BBQ & formal plantings);
- Canowindra Memorial Park, corner Blatchford & Gaskill Streets ~0.2ha (park with playground and toilets);
- Canowindra Showground, Racecourse, Golf Course & Squash Courts, Rodd St & Cargo Rd ~30ha (track, horse arena, toilets, campground etc);
- 'The Oval' Sportsground, Tilga St ~8.48ha (3 formal playing fields, skate park);
- South Canowindra Crown Land, Robinson & Sutton Streets (playground);
- Other Crown Land (unutilised).

No significant change to the existing recreation areas or controls is needed to facilitate reasonable growth (see Future Investigation Areas for discussion on some re-utilisation of Crown land).

### 2.3.4. Community/Business Uses and Employment

The main commercial street is Gaskill St from Ferguson St down to Tilga St (& along part of Blatchford & Ryall Streets) with most of this area in Zone B2 Local Centre. There is also a small area of Zone B2 at the intersection of Tilga/Belmore St and Ferguson St and Zone B5 along Mill St for rural supplies.

Canowindra has a wide range of local businesses. However, over time some local services such as banks have reduced and replaced with services/shops. There has also been some vacancy of commercial premises. Some businesses sit outside the business zone in Zone R1 General Residential but these are assumed to have existing use rights.

Canowindra has a wide variety of community uses including both primary and secondary schools, emergency services, hospital, churches, museum(s) etc. These sit in a variety of land use zones. Growth is expected to be limited so land use zoning is less of an issue.

Unlike some smaller Cabonne settlements, Canowindra has a number of industrial operations including Canowindra Produce, Bryton Wool, cement, storage etc. and a number of local businesses that contribute significantly to employment and growth.

Outside of agriculture & rural industry, the largest local employers are likely to be the local industry, schools and retail shops. As a result, in 2016 Canowindra had a slightly higher unemployment rate (7.7%) compared to 6.3% average in NSW, and relatively high rates of part time employment (35.6%).

### 2.3.5. Utilities/Infrastructure

#### Sewer

Canowindra has had a Sewage Treatment Plant (STP) & reticulated sewerage since the early 1970s. The STP design loading is ~2,500 Equivalent Persons ('EP') (CSS2012). The projected population for Canowindra (see *Population & Growth* Section below) would need to exceed 1.5%/year from 2021-2041 to exceed its capacity which is unlikely. However, any significant growth may require upgrading of the STP so this should be monitored by Council. Connection to reticulated sewer allows connected lots to subdivide down to 500m<sup>2</sup> per lot in Zone R1.

#### Water

Canowindra is connected to the Central Tablelands Water (CTW) network via a pipeline from Blayney LGA/Cowra LGA that services some of the large lot residential areas. It is assumed there is sufficient capacity to allow for some population growth.

#### Electricity/Gas

Low voltage electricity is available in most formed streets and can be extended to allow for growth. There is no high voltage electricity lines or gas line present near Canowindra to facilitate energy-intensive uses such as industry.

#### Telecommunications

The NBN maps in 2020 suggest that all of Canowindra and surrounds has potential to connect to the fixed-wireless network for telecommunications/internet.

#### Waste

Canowindra has a local waste depot located off Nangar Rd towards Eugowra that provides landfill and recycling services.

## 2.4. Summary of Growth Potential

Some of the key demographic information is reviewed in the *Local Profile & Issues Paper* to this Strategy. Only key information is repeated here.

The key **POSITIVE** influences that may assist growth include:

- Population:** An estimated population in 2019 of ~1,738 is sufficiently high to sustain a range of local services & facilities if escape expenditure to larger centres is managed.
- Proximity to Cowra:** Proximity to Cowra/Olympic Highway and its location on a key connection to Orange and tourist route(s) are likely to contribute to some economic growth in the area.
- Agriculture:** Canowindra has some of the highest quality soils and intensive agricultural opportunities in Cabonne. Agriculture (and associated rural industry) is a significant economic driver & employer.
- Tourism & Character:** Potential for increased tourism due to its heritage main streets & buildings, Belubula River, the Age of Fishes Museum & fossil site, a range of local shops & attractions (food/wine/boutique goods/balloon rides), & a range of camping/ accommodation options.
- Health/Aged Care:** Canowindra has a local hospital with emergency services with local doctors, pharmacists and nurses that allows older citizens to remain & may attract families. In addition, it has a significant aged care facility (Moynes) and a limited supply of units & support services in the community.
- Education:** Canowindra has higher levels of education with both primary and public schools that may make it attractive for young families.
- Industrial Area:** Canowindra has a number of rural industries/businesses to provide local employment, a zoned industrial area (relatively unconstrained), and a supply of under-utilised land to attract smaller / low-impact businesses.
- Retail:** Compared to many villages, Canowindra has maintained a reasonable level of main street retail, services and activity that meet local & visitor needs (though there is still a degree of turn-over/vacancy of premises).

- Affordability:** Compared to other nearby regional cities, Canowindra offers affordable land and housing.
- Sewer:** Centralised sewage allows subdivision to smaller lot sizes.
- Water:** Central Tablelands Water (CTW) provides a relatively secure water supply to support limited growth (compared to some other Cabonne settlements).
- Telecommunications:** There is a reasonably good level of internet and mobile connectivity in and around Canowindra that would enable people to run businesses and work remotely.
- Recreation:** Access to a good range of recreation and sporting facilities.
- Community Spirit:** Good community associations foster community spirit and local solutions to community needs with a range of community and visitor events throughout the year.

The potential **NEGATIVE** influences on growth include:

- Flooding:** Canowindra is one of the larger settlements with flood prone land that constrains growth of the settlement with some urban land in the floodway & flood fringe. Affected areas are more difficult to develop & expensive to get flood insurance and this may restrict some development.
- Historic Population:** Canowindra continues to have consistent falls in its population in the urban area, and this does not appear to be offset by growth in the surrounding large lot residential population or significant growth in dwellings. Drought and other agricultural issues appear to have significant flow-on effects for Canowindra.
- Ageing:** In 2016, the median age in Canowindra was 48 years (up from 46 in 2011) and the equal 2<sup>nd</sup> highest of all Cabonne's settlements with 25.3% of the population over the age of 65 years. With an ageing population there is a real risk of population decline unless local health services and aged care housing (both limited) allows citizens to remain in Canowindra. An ageing population may also affect families to support the local schools.
- Dwelling Suitability:** In 2016, Canowindra had the 2<sup>nd</sup> highest level of single (or lone) person households (39.3%). Whilst it has a greater diversity of housing than many settlements with some units and smaller houses, most dwellings are still too large for some community needs and may reduce housing affordability. Canowindra had the greatest difference between dwelling & household size of the larger settlements.
- Employment/Income:** In 2016, Canowindra had an unemployment level of 7.7%, the 4<sup>th</sup> highest of the larger settlements and higher than NSW (6.3%). Local and agricultural employment is significant. Median personal weekly incomes are relatively low at \$495/week and still significantly lower than the Cabonne (\$631)/ NSW (\$664) average. This may affect housing affordability.
- Employment:** Local employment is likely to be concentrated in the local industries, agriculture and limited retail. This may cause issues if there is agricultural variability that flows through all these employers.
- Proximity to Regional Centres:** Canowindra is outside the 'commuter zone' (15-25 minutes' drive) of larger centres like Orange & Cowra where most significant growth, demand & employment is occurring. However, proximity to Cowra is likely resulting in 'escape expenditure' where people buy most of their goods outside Canowindra, reducing growth of local retail.
- Rental Availability/Affordability:** In 2016, Canowindra had 27.2% of dwellings that were rented, the 3<sup>rd</sup> highest of the larger Cabonne settlements. However, it had the highest levels of households under rental stress suggesting that there are insufficient rentals to reduce rent rates or lower incomes to afford it. This may affect availability/affordability for temporary employees/lower socio-economic groups.
- Public Transport:** Limited public transport restricts access to services / facilities / employment in regional centres for those without access to private vehicles.
- Energy:** Canowindra is not located near high voltage power lines or gas lines so it is less attractive for larger-scale renewable (solar) energy generation & energy dependent industries.

## 2.5. Population & Dwelling Demand

### 2.5.1. Census Boundaries

The 2016 ABS Census for Canowindra's Urban Centre/Locality includes all of the Zone R1 General Residential & business/industrial (urban) land, but only a small part of the Large Lot Residential (LLR) Zone and, therefore, the census data does NOT represent the entire settlement. The 2011 Urban Centre boundary is the same as the 2016 boundary and the 2006 boundary is slightly larger but still did not include the LLR areas so figures need adjustment and only urban areas can be compared.

We note that Canowindra is likely to have a rural catchment that utilises the services of this settlement but it is not possible to accurately estimate the influence of this wider population even though they are important to its growth.

### 2.5.2. Historic Population

The historic population of the urban area of Canowindra (excl. large lot residential areas) has been measured at each census and is set out in the Table below. It has decreased every census period generally by ~-0.5-0.8%/year. This is surprising considering the amount of recent dwelling growth (see below) but is likely related to reduced dwelling occupancy rates (2011 was 2.2; 2016 is now 2.1) & less occupied dwellings (Unoccupied - 2011 = 78; 2016 = 93) even if total dwellings increased.

Figure 2: Table of Canowindra urban areas population change 1976-2016 (ABS Census).

Year	1976	1981	1986	1991	1996	2001	2006	2011	2016
Pop.	1,743	1,720	1,717	1,715	1,656	1,516	1,499	1,424	1,395
Chg.	N/A	-23	-3	-2	-59	-140	-17	-75	-29
Period	Change	% Change from Previous Period		Average Annual % Change					
1976 - 2016	-348	-19.97%		-0.50%					
1986 - 2016	-322	-18.75%		-0.63%					
1996 - 2016	-261	-15.76%		-0.79%					
2006 - 2016	-104	-6.94%		-0.69%					

As the Census boundaries do not include the Large Lot Residential (LLR) areas, it is necessary to estimate population based on the number of dwellings. The Table below suggests that there has been an increase of ~26 dwellings over 10-11 years (2009-2019) across all the LLR areas - an estimated increase in population of ~60 people (see Table below - all new dwellings are assumed to be occupied).

Figure 3: Estimate of population in LLR areas from number of dwellings (2009 & 2019).

LLR Area	Est. 2009 Dwellings	Est. 2019 Dwellings	Change Dwellings	Est. Inc. Pop. @ 2.3people / dwelling
West LLR	8	14	+6	(13.8) 14
North LLR	25	29	+4	(9.2) 9
East LLR	90	106	+16	(36.8) 37
<b>Total</b>	<b>123</b>	<b>145</b>	<b>+26</b>	<b>(59.8) 60</b>

Unfortunately, the Table below shows the loss of population in the urban area of Canowindra (-104) is not offset by the estimated population growth in the LLR areas (+60) resulting in a net loss of an estimated 44 people (2006-2016) or -0.25%/year.

Figure 4: 2006-2016 estimated population growth Canowindra settlement.

Canowindra Settlement	2009 Pop. Est.	2019 Pop. Est.	Change
Urban Area	(2006) 1,499	(2016) 1,395	-104
West LLR	21	35	+14
North LLR	55	64	+9
East LLR	207	244	+37
<b>Total</b>	<b>1,782</b>	<b>1,738</b>	<b>-44</b>
<b>Av. Ann. %</b>			<b>-0.25%/year</b>

### 2.5.3. Population Projection

This Strategy makes an estimate of future population projection in order to be able to respond to growth or decline through appropriate land supply and planning controls. However, it is an estimate only and based upon a balancing of positive and negative growth factors at the time this Strategy is prepared. There may be future changes that affect growth that cannot be predicted at this time.

For example, the economic and health impacts of COVID-19 are still yet to be fully understood in late 2020 and the range of impacts could be large (though we have assumed that rural communities will continue to be less affected at this time).

For that reason, a range from minimum to average to maximum is provided.

**Based on the analysis in this Strategy, the projected population growth average for Canowindra 2021-2041 (20 years) is expected to range from:**

- Minimum: -0.5 %/year;
- AVERAGE: 0.1%/year (static to low population growth);
- Maximum: +0.5%/year.

It is interesting to note that in CSS2012, the population projection expected range 2016-2036 was MINIMUM +0.3%/year; AVERAGE +0.5%/year; MAXIMUM +0.7%/year. Unfortunately 2006-2016 experienced -0.3%/year loss.

The Table below projects the population based on this range and higher/lower figures to allow it to be tested at each census. It suggests that population will not vary greatly over 2021-2041 unless it has very high or low growth.

At such low historic growth rates, it would only take some minor changes in growth potential to increase or decrease this rate so it is important to ensure that a reasonable amount of vacant land is available to cater for potential growth opportunities (i.e., at the maximum growth rate).

Growth within the expected range is unlikely to place too much pressure on services but may affect dwelling demand (see below).

### 2.5.4. Estimated Dwelling Demand

#### Existing Dwellings

A review of dwellings from the late 2019 aerial photo + under construction by Oct 2020 found ~680 dwelling lots in Zone R1 (not counting individual units) +~14 dwellings in Zones B2/IN2=~694.

The 2016 Census counted ~728 dwellings though ~93 dwellings were unoccupied leaving ~635 occupied urban dwellings. At an occupancy rate of 2.2 this is ~1,397 people (Census 1,395). We counted ~146 dwellings in Zone R5 (at an estimated occupancy rate of ~2.3 people/dwelling) = ~336 people.

Therefore, in Canowindra in 2019/2020 there were ~874 total dwellings, ~780 occupied dwellings, and (based on dwellings) an estimated population of ~1,733 (similar to the 2019 population estimate above of 1,738 people).

#### Dwelling Approvals 2010-2019

A review of Development Approvals from 2010-2019 (10 years) suggests there have been ~65 new dwellings approved in this time (an average of ~6.5 dwellings/year) including ~39 in Zone R1 and ~26 in Zone R5 Large Lot Residential (LLR).

#### Dwelling Construction 2010-2019

The Vacant Land Analysis Figure(s) on the following page(s) shows that from 2010-2020 (11 years) ~86 new dwellings constructed/under construction over 11 years, an average dwelling growth of ~7.8 dwellings/year including:

- a) ~56 dwellings in the Village Zone; 5.1/year (~65%);
- b) ~30 dwellings in the Large Lot Residential Zone; 2.7/year (~35%).

#### Projected Future Dwelling Demand

If this historical rate is used as an estimate of future dwelling growth, there may be need for up to ~156 dwellings from 2021-2041 (20 years).

Figure 5: This Strategy's population projection range for Canowindra 2021-2041.

Range of Potential Average Annual Pop. Growth Rates	Av. Ann. Growth Rate	Projected Population - 5Yr Census Dates						
		2016	2021	2026	2031	2036	2041	Δ pop. 2016-2041
VERY NEGATIVE GROWTH	-1.50%	1,729	1,599	1,479	1,368	1,266	1,171	-558
NEGATIVE GROWTH	-1.00%	1,729	1,643	1,560	1,482	1,408	1,338	-391
MINOR NEG. GROWTH (MINIMUM)	-0.50%	1,729	1,686	1,644	1,603	1,562	1,523	-206
LOW GROWTH (AVERAGE)	0.10%	1,729	1,738	1,746	1,755	1,764	1,773	44
LOW-MEDIUM GROWTH (MAXIMUM)	0.50%	1,729	1,772	1,817	1,862	1,908	1,956	227
HIGH GROWTH	1.00%	1,729	1,815	1,906	2,002	2,102	2,207	478
VERY HIGH GROWTH	1.50%	1,729	1,859	1,998	2,148	2,309	2,482	753

However, with an ageing population and more lone person households, dwelling occupancy is expected to decrease further and this will naturally increase demand for dwellings (assuming they are affordable) even with a low growth population.

Based on the maximum projected population growth in the next 20 years to 1,956 people (an extra 227 people) and assuming a household occupancy rate of 2.0 people/dwelling (2016 was 2.1-2.2) then the required amount of housing is:

- a) Max. total population (1,956)/occupancy of 2 = 978 dwellings - 780 existing occupied dwellings = ~198 new dwellings; OR
- b) Max. total population (1,956)/occupancy of 2 = 978 dwellings - 873 total existing private dwellings = ~105 new dwellings; OR
- c) Additional 227 people/occupancy of 2 per dwelling = ~114 new dwellings.

Therefore, this Strategy projects an AVERAGE future growth of ~140 new dwellings from 2021-2041 (20 years) or ~7 dwellings/year. This is similar to the historic dwelling growth (~7.8 dwellings/year) in the last 10 years and is supported by the Summary of Growth Potential Section.

Estimated allocation to each residential zone is the same as historical growth:

- a) ~88 new dwellings in Zone R1 General Residential (~63%); and
- b) ~52 new dwellings in the Large Lot Residential Zone (~37%).

## 2.6. Land Supply

### 2.6.1. Vacant Land Supply

Based on a review of developed sites in late 2020 (see the Figures opposite and the following page - sites coloured red), Canowindra had ~225 lots in residential zones without dwellings:

- a) ~164 lots in Zone R1 General Residential; and
- b) ~61 lots in Zone R5 Large Lot Residential (LLR).

The sites (or part sites) marked with black hatching are generally constrained from further development including flood prone lands, drainage issues, trees, or significant out-buildings. Those marked with purple hatching are usually owned by the immediately adjacent dwelling and are unlikely to be developed in the short term.

Removing constrained lots reduces the number of 'vacant' developable lots to a total of ~144 lots:

- a) ~88 lots in Zone R1 General Residential; and
- b) ~56 lots in the LLR Zone.

We note that there are larger parcels capable of further subdivision that could provide additional development potential (assuming viable) for ~264 vacant developable lots:

- a) ~30 lots in Zone R1 General Residential - Total ~118 vacant lots;
- b) ~90 lots in the LLR Zone - Total ~146 vacant lots.

It is important to note that many people who seek to live in a rural settlement do so with the expectation of having a larger holding/backyard and will often own the adjacent lot(s) just for a shed, storing equipment, or extended garden. It would be incompatible with the character of these settlements to assume that each and every vacant lot will be developed or subdivided to its minimum lot size.

Even assuming that 50% of the unconstrained vacant land were to be developed (assuming market demand and suitable land price), this may produce:

- a) ~59 lots in Zone R1 General Residential; and
- b) ~73 lots in the LLR Zone.

### 2.6.2. Residential Supply & Demand

Comparing the vacant land supply to projected demand for the next 20 years:  
 a) Zone R1: ~59 lot supply/ ~4.4 dwellings/year demand = ~13 years' supply;  
 b) LLR Zone: ~73 lot supply/ ~2.6 dwellings/year demand = ~28 years' supply.  
 It is important to note that 22/30 potential future lots (73%) in Zone R1 is owned by one (1) owner so if this is not subdivided the land supply in Zone R1 will run-out sooner than estimated above.

On this basis, Council should investigate additional Strategy (Growth) Areas in the next 5-10 years to provide additional urban residential land supply if the major landholders do not proceed to subdivision in this time. See the Section on *Strategy (Growth Investigation) Areas* below for more details.

### 2.6.3. Zone B2 Local Centre/ Zone B5 Business Development

Canowindra, as a larger settlement, has adopted two (2) business zones for its main business areas: Zone B2 Local Centre for the main retail shops; and Zone B5 Business Development for the rural supplies area.

The first question is whether these zones continue to be appropriate for the town. Zone B2 Local Centre is used regularly for regional settlements and provides sufficient flexibility in terms of permissible land uses. The query is whether Zone B5 Business Development is needed or it can be combined with Zone B2 Local Centre.

The key differences are that Zone B2 permits limited residential uses, tourist and visitor accommodation, and some commercial premises but these are prohibited in Zone B5. The original aim was to maintain the Zone B5 areas in Canowindra for larger-scale rural support (quasi-industrial) uses such as rural supplies, hardware & building supplies, or vehicle sales/hire premises. This would strengthen the main street by consolidating retail uses in Zone B2. It is suggested this distinction is still necessary and does not appear to have affected the owners of these lands. At this time, it is recommended to retain the two different business zones.

The second issue is whether the business zones need to expand to accommodate growth. In the last 10 years there have been ~35 development applications in Zone B2/B4 but most of these are for alterations/ additions or change of use. There were few new businesses. Zone B2 appears to have a reasonable level of vacancy of existing premises (though some have been converted to dwellings) to allow for some expansion of small businesses within this Zone. However, there is a lack of vacant land in Zone B2 to allow for new developments.

There are a limited number of businesses outside Zone B2 and it is assumed most of these would have existing use rights and don't require a business zone. It would appear many of these businesses have stopped operating (particularly in South Canowindra) or the 'home business' definition provides sufficient flexibility.

Similarly, Zone B5 has no significant vacant land for new developments. However, there is a relatively low likelihood of attracting new rural support or large footprint businesses/light industry to Canowindra at this time. In addition, a significant amount of vacant land in the industrial estate would be suitable for these types.

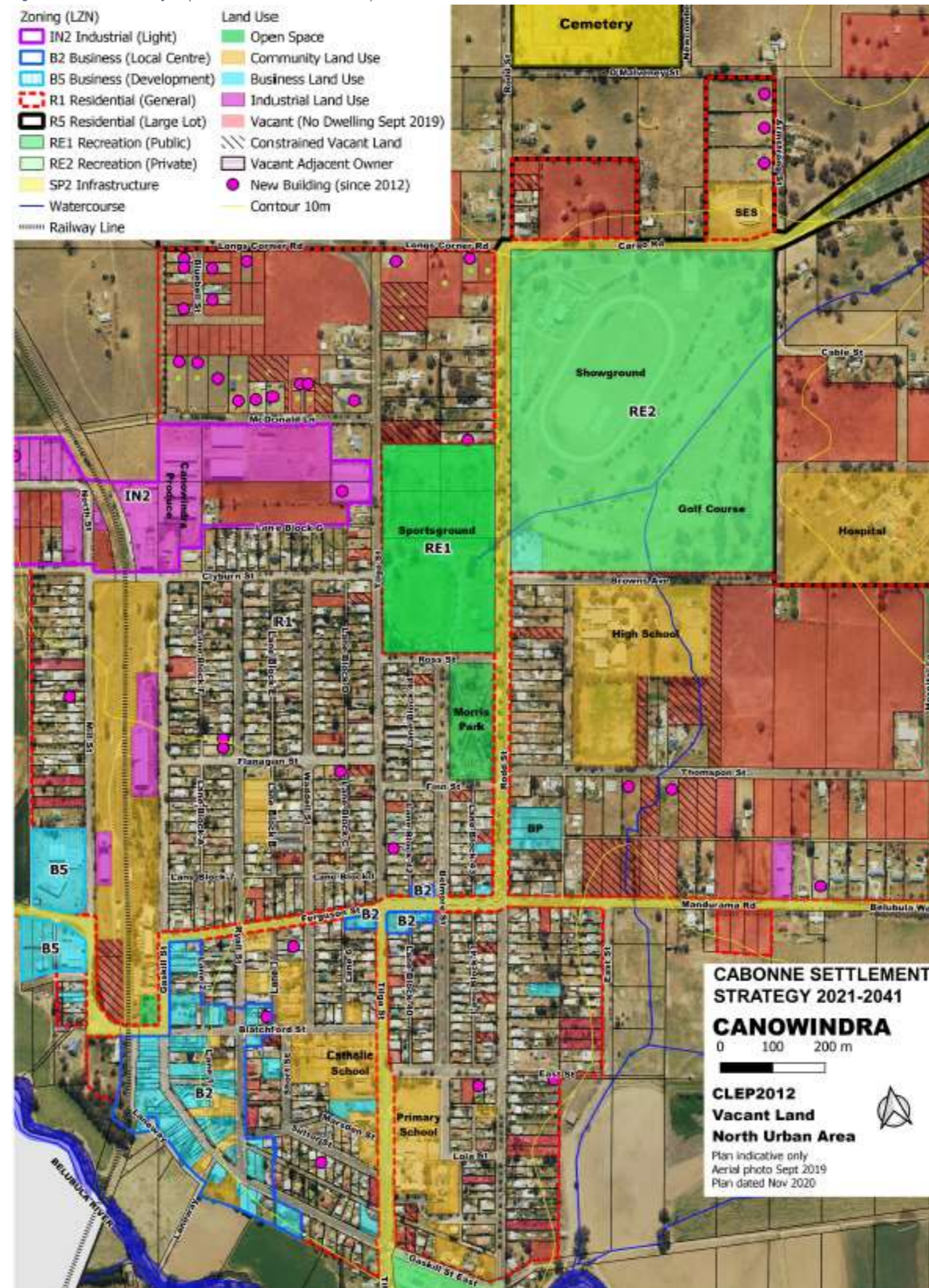
Therefore, Zone B2 and Zone B5 do not need to grow at this time. However, Council should monitor demand and potentially allow for both zones to expand to lots on the fringes of these zones, possibly using *CLEP2012 Clause 5.3 – Development near Zone Boundaries*. This clause currently applies to the business zones but limits the expansion distance to within 20m of the existing business zone. Council may wish to consider expanding this to a greater distance so that it can allow for reasonable expansion into surrounding zones whilst minimising impacts on residential amenity.

### 2.6.4. Zone IN2 Light Industrial

Industrial land supply has been investigated in the 2020 Subregional Strategy and Canowindra has not been identified for any additional industrial land. The existing Zone IN2 Light Industrial area has 21 vacant (but only small ~1,400m<sup>2</sup>) lots, 17 occupied industrial lots and 2-3 existing dwellings. This suggests there is some room for growth of small industrial users but limited areas for larger operations.

Therefore, consistent with the recommendations in CSS2012, the town should retain the opportunity to grow industrial land to the west of the railway line/along Wenz Lane where it would have minimal impact on residential uses (but may consume some agricultural land). See Section on *Future Investigation Areas* for details.

Figure 6: Vacant land analysis (Canowindra's North urban area).



## 2.7. Opportunities and Constraints

### 2.7.1. Natural Environment & Hazards

Urban infill & expansion is partly constrained by flood prone lands along the Belubula River, some significant vegetation & biodiversity, and the high quality of the surrounding agricultural land. See Constraints Mapping later in this Chapter.

#### Topography & Drainage

The urban area of Canowindra lies between approximately 300 metres and 380 metres above sea level. Blue Jacket Hill is located to the east of the urban area and south of Moorbel (East) LLR area. There is another high point to the south of Canowindra in Cowra LGA. There are steeper lands close to these hills that are not suitable for urban development. Land falls towards the Belubula River that runs through the centre of town with low-lying lands along the river.

#### Watercourses

The Belubula River is a significant watercourse that flows from east to west and splits the settlement. It has a large catchment that extends up into Blayney Shire and it drains down to the Lachlan River south of Egowra.

In addition, there are a number of unnamed watercourses/drainage lines through and surrounding Canowindra, draining towards the river. The most significant runs from the Showground down the eastern side of the settlement to the river.

#### Flooding

Canowindra has had a Flood Study (2004 SMEC) and Floodplain Risk Management Study (2007 Lyall & Assoc.) that sets flood levels along the Belubula River (confined to the urban area). The floodplain is capable of conveying most major floods without significant inundation of property and there is an effective warning time as it is lower in the catchment.

John Grant Bridge is sometimes cut by flooding, separating north and south Canowindra. The southern edge of the business zone along Gaskill St is partly in the high hazard floodway and this extends up to the Showground along the eastern side of the settlement. Low hazard flood fringe areas extend up to the Belubula Way in the east and Wenz Lane in the west. Most of the existing urban area is only affected by the Probably Maximum Flood (PMF). Vacant land affected by flooding has been deemed constrained and removed from future growth potential.

#### Vegetation & Biodiversity

Sensitive biodiversity usually aligns with significant vegetation, mostly along the Belubula River and in the Crown lands/travelling stock reserves/recreation areas. However, it does not significantly constrain the existing urban or large lot residential areas, though development must still address biodiversity, particularly on larger uncleared sites.

#### Bushfire

Based on the RFS (2003) *Bushfire Prone Land Maps* – Canowindra is not significantly affected by bushfire near the urban area. However, there are pockets of vegetation surrounding and through the urban area and there is a risk of grass fires. This is not currently a major constraint to development.

#### Geology

Geology does not appear to be a significant constraint for Canowindra with no significant karst (limestone) though there are rocky outcrops along ridges throughout some of the lands that might affect lot size and servicing. Naturally occurring asbestos is not mapped in the area.

#### Groundwater

The CLEP2012 Groundwater Vulnerability Map(s) for Canowindra show that a significant area both sides of the Belubula River is within the moderately-high to high groundwater sensitivity area, though the Large Lot Residential Zone is not greatly affected (except West/Nangar Rd). This is not a major constraint to land serviced with reticulated sewer & water (where bores are generally limited) and large lot residential land is unlikely to have a significant impact if bore consumption does not exceed supply.

Figure 7: Vacant land analysis (Canowindra South urban area).

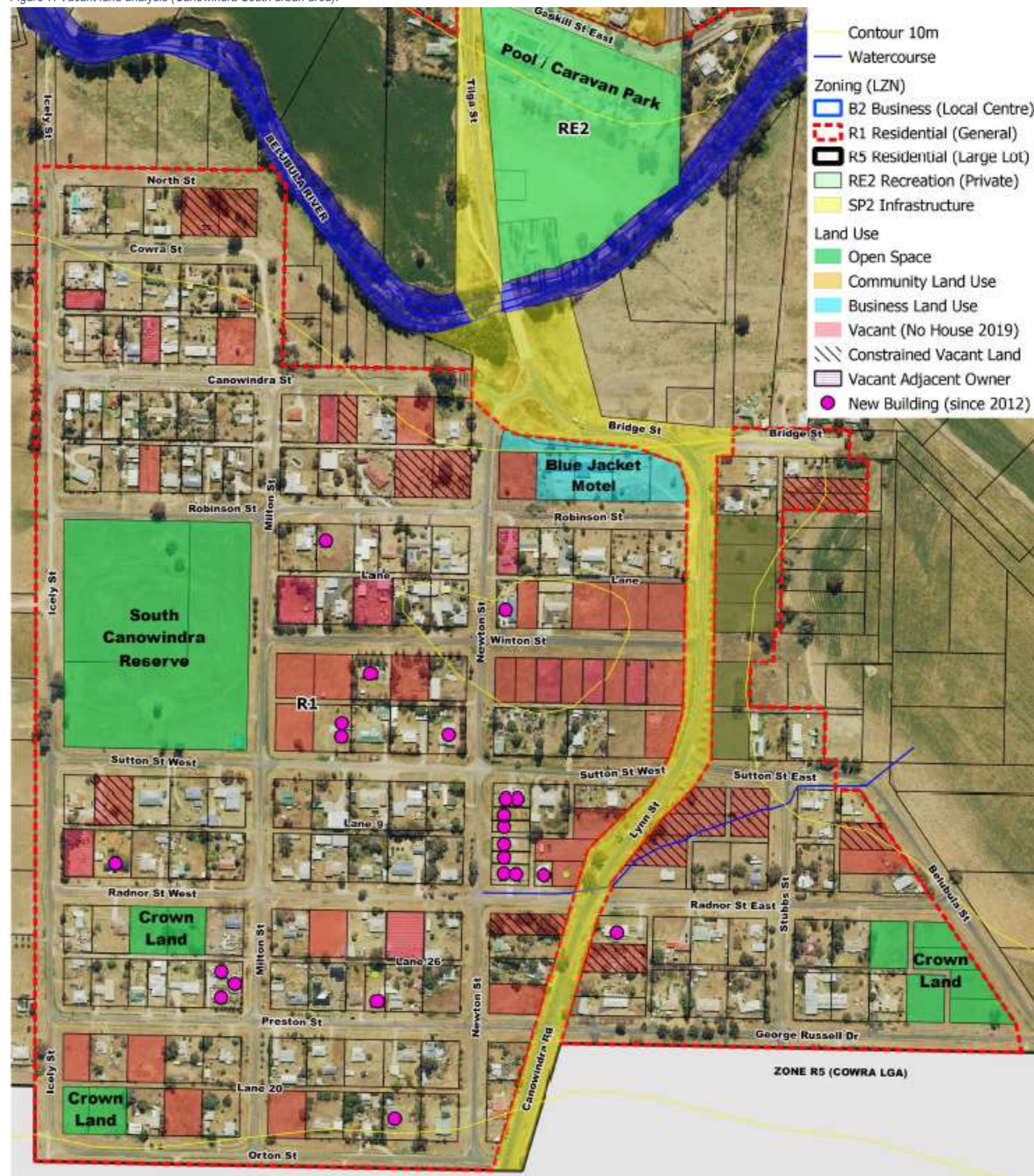


Figure 8: Canowindra Large Lot Residential Area (LLR) East (Moorbel).

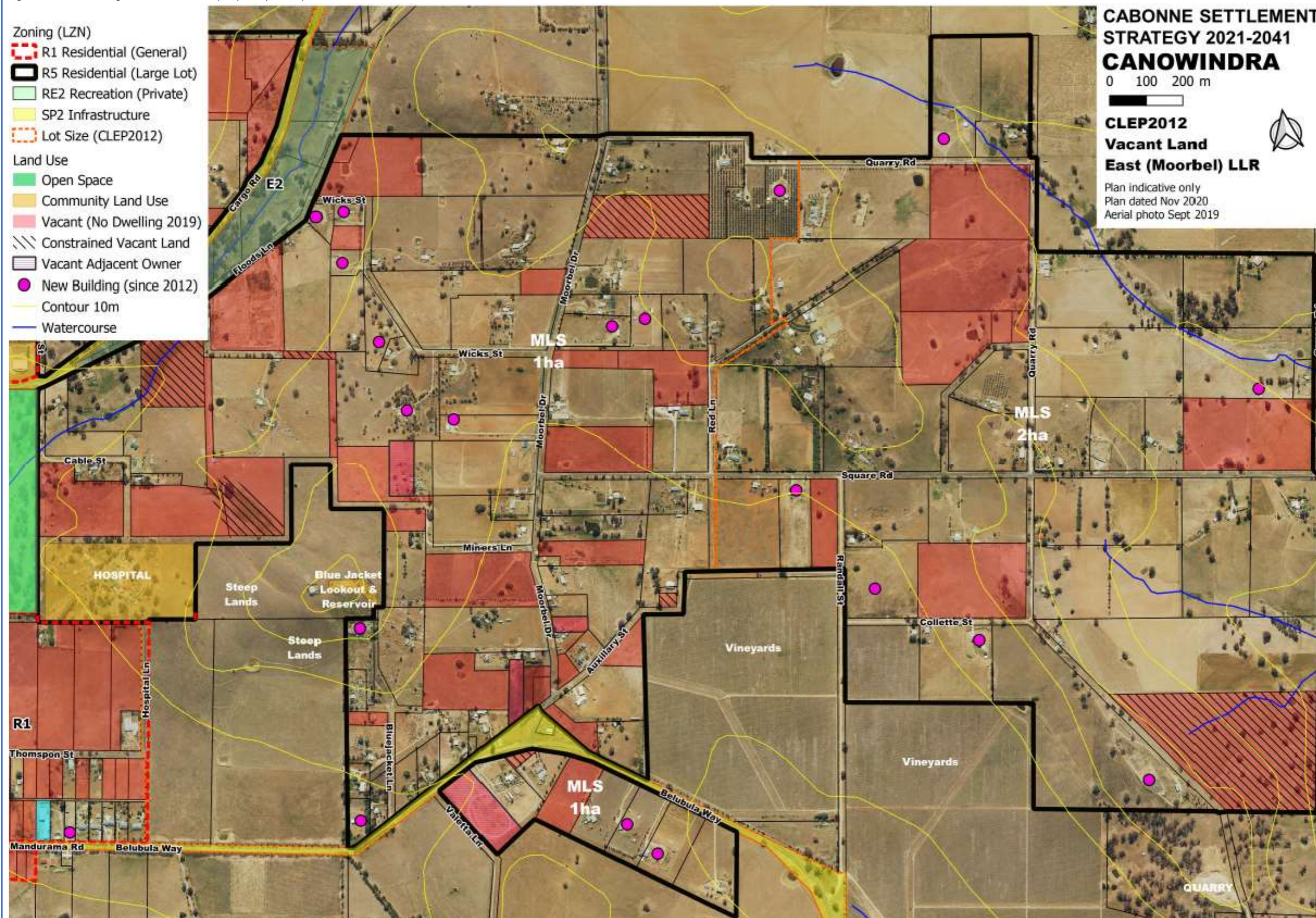


Figure 9: Canowindra Large Lot Residential Area (LLR) North.

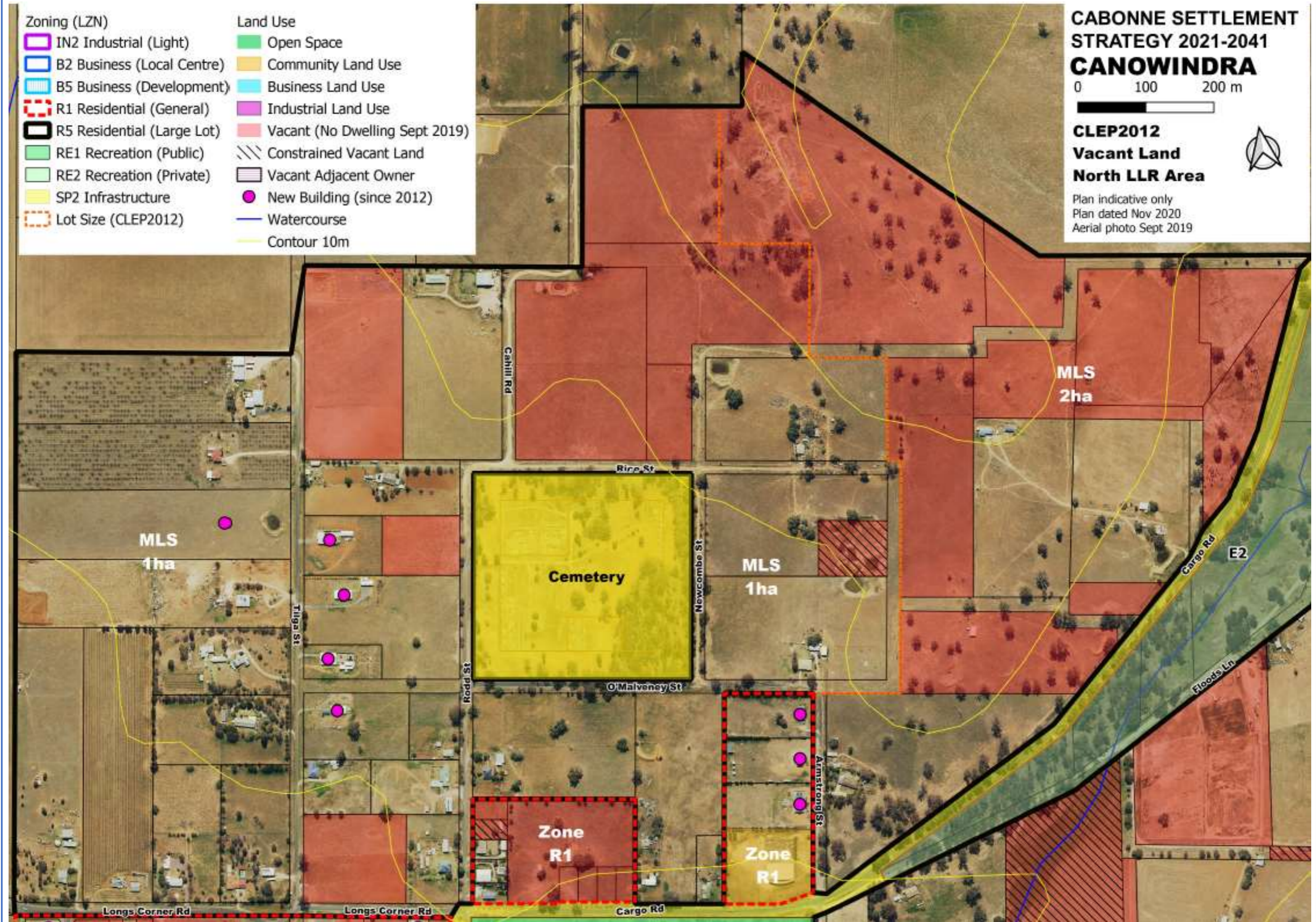
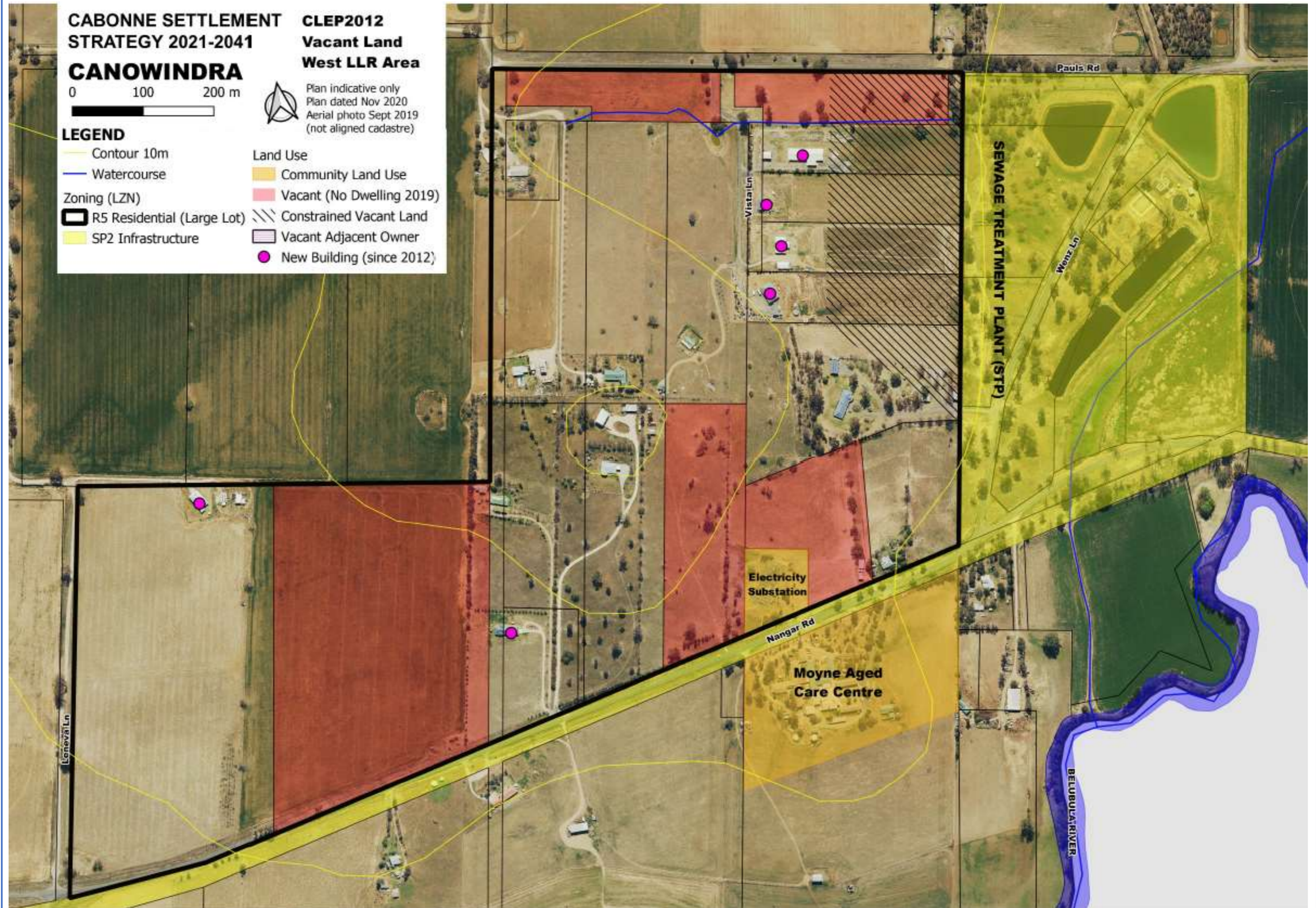


Figure 10: Canowindra Large Lot Residential Area (LLR) West.





### 2.7.2. 2008 Subregional Strategy

Whilst the 2008 Subregional Strategy did not make recommendations for individual settlements, it did provide constraint analysis for the entire Shire that is unlikely to have changed significantly in 2020.

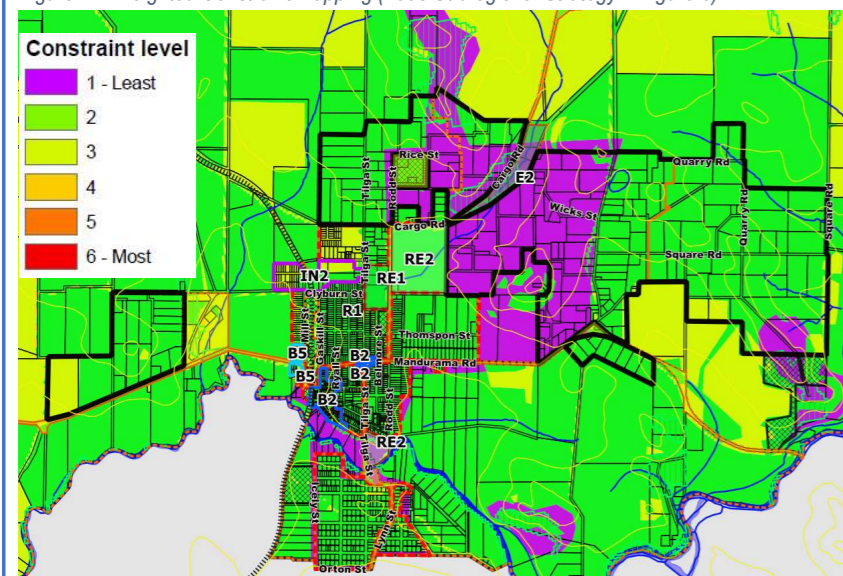
The Soft Constraints Analysis provided a weighting to various constraints and represented them as levels from 1 (least) to 6 (most) constrained. However, we suggest that this mapping did not factor in all of the constraints and requires site specific testing.

The Constraints Mapping around Canowindra (see Figure below) shows that the least constrained land (Level 1) is mostly located in the Moorbel East LLR area and eastern part of the North LLR area, or along some river frontages (however this is a flood prone land).

Most of the existing urban area is in Level 2 Constraint area and this extends out to include most of the remaining LLR areas. Beyond the existing LLR areas constraints tend to increase to Level 3, most likely because of agricultural land.

At this stage, additional infill development within the existing Urban Area including the Large Lot Residential areas and some future investigation of lands to the east and north-west is consistent with the 2008 Subregional Strategy and does not encroach on Level 4 or above land.

Figure 11: Weighted Constraint Mapping (2008 Subregional Strategy – Figure.6).



### 2.7.3. Agriculture

The NSW Government agricultural policy is to try to protect higher quality land from unnecessary urban encroachment or land use conflict (e.g., 'Right to Farm' policy). Agricultural land (outside urban areas) has historically been classified according to land capability Class 1 (high quality) though to Class 6 (low quality) though this system is limited in its application and isn't verified at the property level.

The mapping below suggests that there are Class 1 lands along the floodplains of the Belubula River. Class 1 lands are not common in Cabonne and warrant a higher level of protection. Class 2 lands extend out along the rail corridor/Longs Corner Rd to the north-west and Belubula Way to the south-east. The Large Lot Residential lands mostly sit in Class 3.

More recently, the NSW Government has also produced mapping of Biophysical Strategic Agricultural Lands (BSAL) across NSW (see Figure below - though this mapping is for the purpose of preventing land use conflict with extractive industries, not urban growth). BSAL lands mostly align with the Belubula River floodplain/Class 1 lands where urban development is already constrained.

In the Central West Pilot (2012) Agricultural Study – mapping for Cabonne suggests that land immediately around Canowindra is also important cropping land (though interestingly NOT horticulture/viticulture, or wool producing land even though these are present and quite important to agriculture in the area).

Therefore, there are some of the highest quality agricultural lands around Canowindra and expansion of urban areas should seek to protect these where possible.

Figure 12: Indicative map of Agricultural Land Capability Classes around Canowindra.

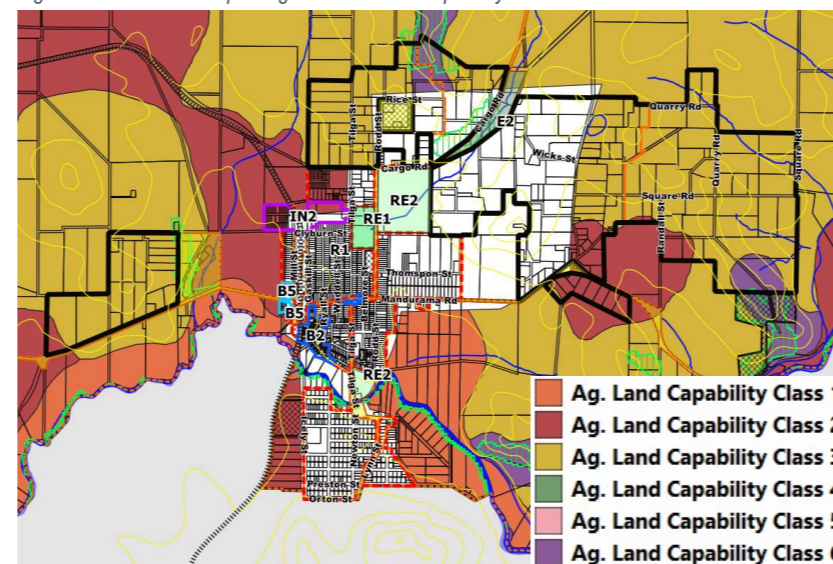
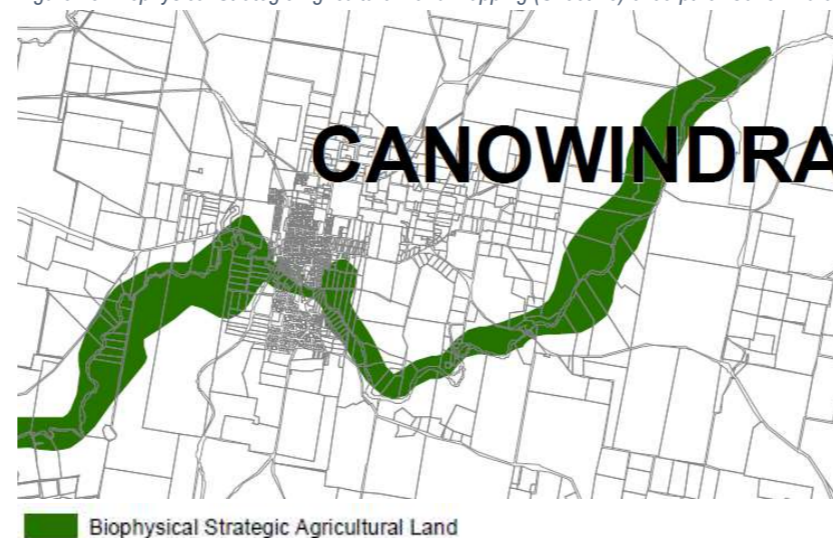


Figure 13: Biophysical Strategic Agricultural Land mapping (Sheet 23) excerpt for Canowindra.



### 2.7.4. Mineral Resources

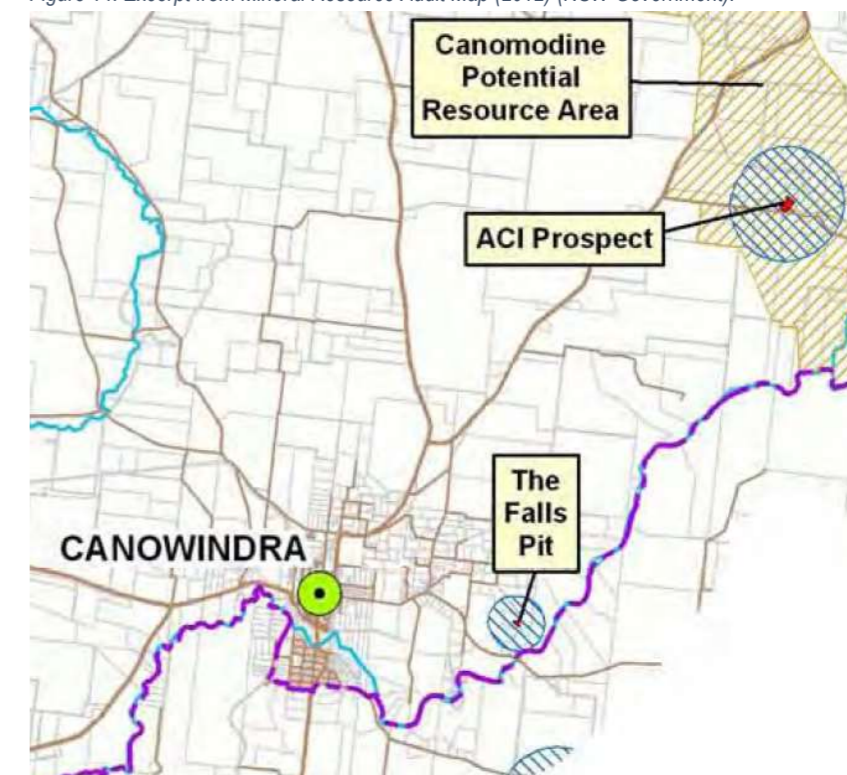
Growth of urban and residential uses should seek to avoid or minimise impacts on known existing extractive industries or areas with potential mineral resources.

The Figure below is an excerpt from the 2012 Mineral Resource Audit mapping for Cabonne. It shows that there are no existing quarries or potential resource areas whose buffers extend over the Canowindra urban area.

The closest quarry is 'The Falls Pit' (no Council approval record) on the Belubula Way to the east. The 500m buffer for this quarry overlaps the Moorbel (East) LLR area slightly along Collett St. However, this area has a Minimum Lot Size for subdivision of 2ha so significant dwelling growth is unlikely to promote land use conflict.

Therefore, any urban growth around the fringes of Canowindra (excluding extension of Moorbel East LLR area) is unlikely to significantly increase land use conflict.

Figure 14: Excerpt from Mineral Resource Audit Map (2012) (NSW Government).



#### RESOURCE CLASSIFICATION




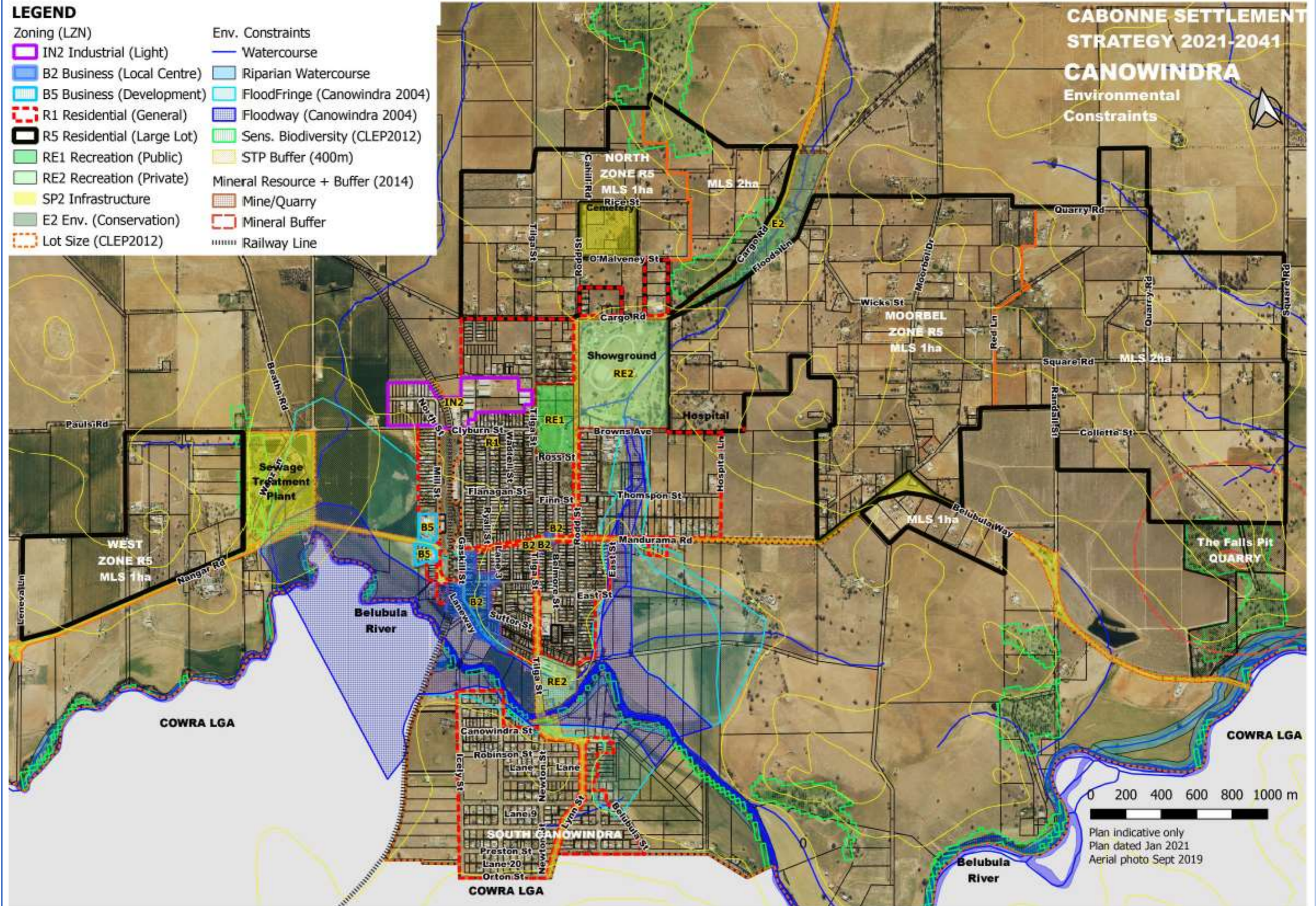
-  **Identified Resource - areas containing existing quarries, mines, and/or identified resources**  
Industry & Investment NSW would generally object to any proposed zoning changes or developments that may prohibit mining or quarrying in these areas. Any proposed zoning changes or developments that may prohibit mining or quarrying in these areas should be referred to Industry & Investment NSW for comment.
-  **Potential Resource - areas containing potential mineral and/or extractive resources**  
Development within these areas could adversely affect or be affected by future mining and/or extractive resource operations. Any proposed zoning changes or developments that may prohibit mining or quarrying in these areas should be referred to Industry & Investment NSW for comment.
-  **Buffer Zone**  
Development within these areas could adversely affect or be affected by adjacent mining and/or extractive resource operations. Any proposed zoning changes or developments that may conflict with mining or quarrying on adjacent lands should be referred to Industry & Investment NSW for comment.

Figure 15: Key environmental constraints.



## 2.8. Strategy (Growth Investigation) Areas

The aim of this Strategy is to identify up to 20-years' supply of urban and large lot residential land supply for each settlement where growth is sustainable and ensure planning decisions do not constrain future growth or increase land use conflict. This Section sets out the identified Strategy Areas in rough order of priority (subject to market feasibility & detailed site studies). See the following Figure(s): *Growth Areas*.

### 2.8.1. Infill Development within Existing Urban Zones

This Strategy encourages infill development within existing zones in preference to expansion of the urban area into agricultural lands to meet dwelling demand.

The Vacant Land analysis above suggests that there are a significant number of vacant/under-developed existing lots (usually forming part of a larger holding) as well as some additional subdivision potential in both Zone R1 General Residential and Zone R5 Large Lot Residential (LLR).

Therefore, before the following Strategy (Growth) Areas are investigated and NEW land is rezoned, reasonable attempts should be made to develop this infill land.

However, it is common in Cabonne's villages for people to desire a larger holding for privacy/amenity and release of land for development is limited. As land values increase it is expected that this position may change slightly. This is covered in more detail in this Strategy in the **Local Profile & Issues Paper Section 2.3 – Tools/ Incentives to Achieve Desired Outcomes**. Should infill areas not be put on the market within a reasonable timeframe then additional areas may need to be rezoned.

**Warning:** If significant areas of existing vacant/under-developed urban/LLR zoned land is not developed in the next 10 years (by 2031) then Council may rezone part or all of these areas to rural use to allow the identification of alternative areas.

In Canowindra, in particular, the following land should be encouraged for additional (infill) development:

#### a) Zone R1 - Tilga St / Longs Corner Rd / Rodd St (North Canowindra)

Council has already been involved with the new subdivision along Bluebell St & Candlebark Close with access of Longs Corner Rd. This subdivision created 27 new lots, of which eight (8) new dwellings have already been built (as of Oct 2020). There are another 19 lots that are vacant (though some may already be sold) that can provide short-term (1-5 year) supply.

The land immediately to the east is a large lot of a similar size with one (1) single dwelling. This land owner should be approached to facilitate an approved subdivision that extends Candlebark Close across to Tilga St and creates a new internal road to the north to provide approximately 20-22 new urban lots (1000-1200m<sup>2</sup> area each). This land is relatively free of constraints with limited vegetation and several road frontages. It could provide an additional five (5) years of urban residential growth.

Likewise, there are some larger lots between Tilga St & Rodd St up to Longs Corner Rd that are vacant and/or capable of further subdivision to produce another 10-16 dwellings / 2-3 years' growth.

#### b) Zone R1 – Thompson St/Hospital Lane (East Canowindra)

There is a large area of under-developed land to the east of Canowindra, on both sides of Thompson St. One reason this area may not have grown significantly is that a floodway flows across Thompson St from the Showground that may affect access to this area from town in heavy rainfall events. Council may need to consider improving drainage under Thompson St/Mandurama Rd to reduce this risk.

The lots south of Thompson St are already subdivided to ~4,000m<sup>2</sup> lots and are unlikely to have significant additional subdivision. However, the four large lots north of Thompson St (with just two dwellings) has an area of ~12.5ha. It has frontage to both Thompson St & Hospital Lane but would require additional internal roads to produce an efficient yield. Higher land has good views to the south over the Belubula River.

#### c) Zone R1 – South Canowindra

There are a significant number of vacant lots in South Canowindra and a number of parcels for sale (though many of these are on steeper land along Winton St). In recent years there have been a number of new dwellings constructed suggesting there are not major constraints to growth.

Assuming that existing private land reaches a reasonable level of take-up in the next 10 years, then Council could approach the NSW Government to discuss development of some of the under-utilised Crown lots. For a start, there are two lots on Radnor St West, two lots on Orton St, and six lots on Belubula St that do not appear to have any recreation function and may be capable of development. The South Canowindra Reserve was originally identified in CSS2012 but it is a well located central open space for this area so it is less likely to be partly developed.

#### d) Zone R5 – All (Reduce Lot Size in preference to additional expansion)

As Canowindra has over 700ha of Zone R5 Large Lot Residential land, it would be difficult to justify increasing this area to provide additional growth unless the majority of the existing zoned area had been subdivided to the minimum lot size & developed.

If additional growth is necessary then Council should discuss with the NSW Government the potential to reduce the Minimum Lot Size (MLS) for subdivision in existing areas. The two-step process recommended would be to reduce the MLS:

- a) Step 1 - for the 2ha areas to 1ha (East & North LLR Areas); then if required,
- b) Step 2 - for the 1ha areas to 0.4ha (where on-site effluent can be supported).

Most of the existing LLR areas previously had a 0.4ha MLS so the suggestion would be this is reinstated in areas with good road access/lot frontages where a suitable yield of additional lots can be generated with minimal impact on adjoining residential or agricultural areas.

### 2.8.2. CAN1 – Hospital Site (Rezone for Urban Use)

It is noted that the Canowindra Soldiers Memorial Hospital is located in Zone R5 Large Lot Residential. It consists of two (2) lots with ~8.74ha but the hospital only takes up roughly 1.5ha (leaving ~7.2ha) so the Site is under-utilised (though there is some vegetation).

Whilst 'health service facilities' including 'hospitals' are permitted in Zone R5 under SEPP (Infrastructure) 2007, opportunities for significant additional development, possibly including 'seniors housing', residential care facilities' or support businesses are likely to be prohibited unless they are ancillary to the primary function.

Therefore, it is suggested to investigate alternative urban zones to provide more flexibility for supporting residential and some limited commercial facilities.

### 2.8.3. CAN2 – Thompson St (Rezone for Urban Res.)

Once there has been some infill as discussed above, particularly north of Thompson St/west of Hospital Lane (unless there is a good reason why this cannot be developed) then Canowindra should consider extending the urban area to the east of Hospital Lane between the current Zone R1 and Zone R5 boundaries, north of Mandurama Rd with an extension of Thompson St.

This area sits in Zone RU1 Primary Production and consists of two (2) large lots. The land closer to Blue Jacket Hill is quite steep so it is less suited to development. The remaining land is ~30ha in area but ~19.8ha has flatter lands. Therefore, it has limited agricultural potential and it is separated from the higher quality agricultural floodplain by Mandurama Rd.

This Strategy would prefer that the flatter land (~19.8ha) between Thompson St & Mandurama Rd/ Belubula Way (noted as Strategy Area CAN2) is utilised for urban residential lots 1,000-2,000m<sup>2</sup> in area with reticulated water & sewer. It is one of the last directions the urban area can grow in reasonable proximity to the main street without significantly impacting agriculture or rezoning LLR land. This land is outside the flood fringe and has no significant vegetation though there are some drainage paths/dams.

### 2.8.4. CAN4 – Thompson St (Rezone for Large Lot Res.)

The steeper land to the north of this (noted as Strategy Area CAN4 ~9.7ha) further up Hospital Lane and closer to the reservoir may only be capable of supporting larger residential lots of 4,000-8,000m<sup>2</sup>. However, dwellings should be setbacks from the highest land towards the top of Blue Jacket Lane near the reservoir to minimise visual impact and reduce cut and fill on the steeper land. These lot sizes may still require reticulated water & sewer (to be confirmed with Council).

### 2.8.5. CAN3A – O'Malveney St (Rezone for Urban Res.)

Strategy Area CAN3 (~15.4ha) is located to the north of Longs Corner/Cargo Roads up to O'Malveney St in the existing Zone R5 LLR area with a Minimum Lot Size of 1ha. There are already pockets of Zone R1 General Residential land above Cargo Rd and utilities along Longs Corner Rd/Cargo Rd so this is a natural extension of those urban areas into the LLR area.

Most of this land is only subdivided to 1-3ha and relatively under-developed so it may be more efficient to put it in an urban zone to facilitate an internal road network & achieve a reasonable lot yield. Therefore, this is a short-term proposal before it is too fragmented/developed.

Ideally (from a planning perspective) the urban residential area would expand into the large lot residential area (close to services) to consume less agricultural land. The reduction in lot size could facilitate the construction of new internal roads that would open up this land for subdivision (even in the existing Zone R1 areas).

However, it is recognised that this area may have a significant number of land owners (making development difficult to co-ordinate) and any subdivision could impact on their large lot residential amenity and building setbacks. This would require the majority of owners support the road/utility connections to make this work.

### 2.8.6. CAN3B-Tilga St (Rezone for Large Lot Residential)

If CAN3A (above) consumes Large Lot Residential (LLR) land then there is potential to offset this with some limited growth of LLR at the northern end of Tilga St (Lot 3 DP10595 ~8ha). Tilga St is formed up close to the boundary and it would not significantly increase perimeter with surrounding agricultural land. It is assumed that the horticulture on the lot to the south would not have a conflict (to be addressed).

### 2.8.7. CAN5 – South Canowindra (Rezone for Residential)

Strategy Area CAN5 consists of seven (7) lots (~16ha) between Cobley Rd and McNeilly Rd west of Icely St and adjacent to the defunct railway line immediately adjacent to the urban development of South Canowindra.

There is a heritage item to the north. However, this land would appear to be outside the flood planning level. It appears (in 2020) to have two dwellings and a shed on 3 of the 7 lots. It appears relatively isolated from high quality agricultural land (by the rail line) and has limited agricultural potential immediately adjacent to urban land.

This land could be considered as a future growth area for either urban residential (1,000-2,000m<sup>2</sup> lots) or more likely smaller large lot residential (~0.4ha-1ha lots – possibly serviced). It forms a natural extension of the existing urban zone.

This area should only be considered for rezoning once South Canowindra reduces its vacant land down to ~15-20 suitable lots for development.

### 2.8.8. CAN-IND1 & IND2

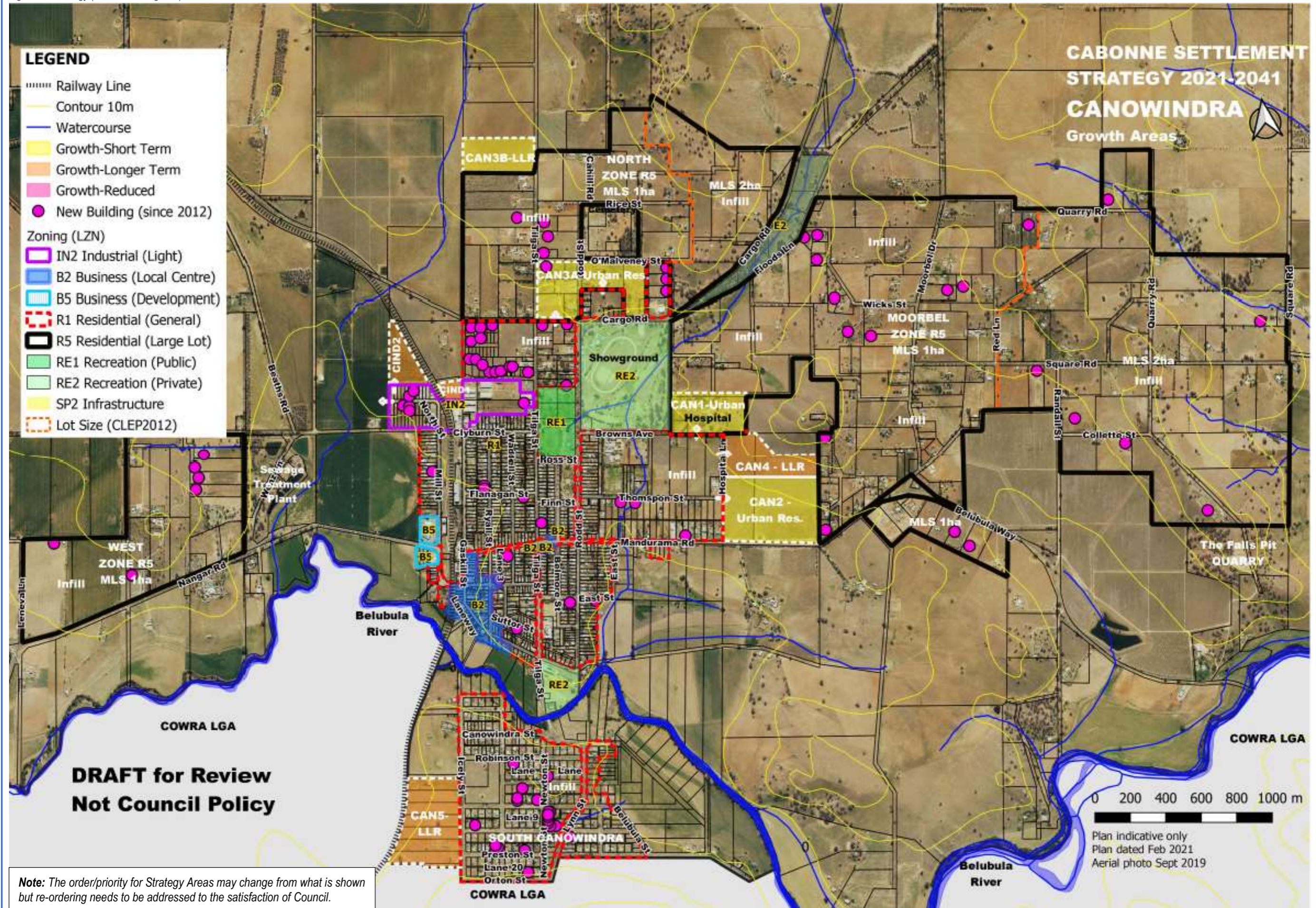
Whilst industrial land uses were covered by the *2020 Subregional Strategy*, this Settlement Strategy wishes to highlight areas for potential industrial growth to demonstrate that it will not conflict with future residential/urban growth areas.

Strategy Area CAN-IND1 (~1.2ha) forms a natural gap in the existing Zone IN2 Light Industrial area. Whilst it has some access issues as it is between the railway line, drainage channel and existing industrial land – it could be accessed from McDonald Ln or allow existing adjacent industrial premises to extend with minimal impact. Rezoning could happen at any time (or even as a house-keeping amendment) as it is relatively minor.

Strategy Area CAN-IND2 (~4.6ha) is a Council block of land located to the north of the existing Zone IN2 Light Industrial area and west of the railway line. This should be preserved for future industrial growth once the existing light industrial area has increased take-up OR if there was a need for a new larger site that could not be met in the existing industrial area. Council needs to preserve access through one of the lots of the existing industrial estate to this land.

In the longer term, the industrial area could potential grow west along Wenz Lane using North St as another access point.

Figure 16: Strategy (Growth Investigation) Areas – CANOWINDRA.



### 2.8.9. Business Zones

It is not proposed to extend the business zones in Canowindra, particularly Zone B2 Local Centre at this time. Unlike Molong, Canowindra has a slightly higher degree of vacancy of former business premises, particularly away from the main street. Ideally these should be filled before additional expansion of the business zones occurs in order to maintain main street activation. However, should this position change then the suitability of a 50m extension of the business zone (see Molong Chapter) may be the next step to investigate.

### 2.8.10. Cabonne Settlement Strategy 2012 (CSS2012)

The Strategy (Growth Investigation) Areas are broadly consistent with the recommendations in CSS2012 with the only key addition the land east of Hospital Lane and west of Icely St & CAN3B. Dwelling growth since CSS2012 indicates a need to plan for some additional urban and minor large lot residential growth whilst continuing to focus on infill development.

### 2.9. Minimum Lot Size for Subdivision (CLEP2012)

There has not been any evidence submitted that the current minimum lot size (MLS) in Zone R1 General Residential of 500m<sup>2</sup> (connected to reticulated sewer) is a major constraint to development so it is not recommended for change at this time. However, if there is increasing demand in the future for dual occupancies & multi-dwelling housing it may be worth implementing minimum lot sizes for these uses in CLEP2012 (not currently an issue).

CLEP2012 did increase the MLS for most large lot residential areas from 0.4ha to either 1-2ha per lot. There is no evidence submitted that this is unduly constraining development and the larger lot sizes seem to protect the residential amenity and allow some livestock (particularly horses) that is desired by many, particularly in the Moorbel area.

However, in the future if large lot residential take-up starts to reach capacity, it is worth investigating whether the NSW Government would permit an MLS reduction of 2ha land to 1ha where on-site effluent is appropriately managed) to minimise consumption of agricultural land and produce easier-to-maintain lots.

### 2.10. Planning Control Recommendations

Rezoning recommendations are in accordance with the Strategy Area recommendations above. Minimum Lot Size (MLS) is reviewed in *Section 2.8* above. There is currently no comprehensive DCP for Canowindra though there are DCPs for West Canowindra LLR area (DCP2); Longs Corner LLR area (DCP4); general LLR areas (DCP6); North Street Canowindra Industrial (DCP7); advertising signage in the heritage conservation area (DCP13); and relocatable homes (DCP15) – most of which are out-of-date or have limited application.

A new comprehensive DCP covering all major forms of urban and large lot residential should be prepared. In addition, for any Strategy (Growth) Areas, there should ideally be DCP site-specific controls, potentially including a structure plan guiding access & connections & responses to site constraints to deliver the best outcomes.

### 2.11. Additional Studies

It is important to note that this Strategy is NOT a comprehensive investigation of the suitability of any Strategy (Growth) Areas for future development. The land owners or Applicants will need to prepare a Planning (Rezoning) Proposal, potentially supported by a number of environmental & other studies to justify any rezoning and/or development.