

# CARGO

## 8.1. Location

Cargo is located in the southern part of Cabonne Shire on Cargo Road between Orange and Canowindra. It is located ~20km from Cudal; 24km from Canowindra; ~34km from Manildra/Orange (~30 minutes' drive); & ~39km to Cadia Gold Mine (via Edinboro Ln). Therefore, Orange is the closest higher-level service centre and it has reasonable connections to other settlements and Cadia Gold Mine.

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.

## 8.2. Summary

CARGO (2020)	Total	Zone RU5 Village	Zone R5 LLR	Comment
Area	~207ha	~52.9ha	~154.4ha	incl. local roads but excl. Zone RE1/RE2/SP2 & Commons
Lots	~254	~58	~96	Community ~15 / Business ~4
Dwellings	~145	~99	~46	Est.~17 (12%) unoccupied=~128
Pop. 2016	2016 Census (252 people) Zone RU5 only. Need to add LLR pop.			
Est. Pop. 2019	~333 = 128 dwellings * 2.6 occupancy (2016 Census)			
Pop. Growth	2006-2016 (+55 people) = +1.98%/year			
Future Growth	Pop.Min +0.5%/year; AVERAGE +1.0%/year (HIGH); Max. +1.5%/year.			
Vacant Lots	~63	~28	~35	Less constrained vacant lots
+ Subdiv. Pot.	~142	~48	~94	Add subdivision potential vacant
50% likely	~71	~24	~47	50% likely to be developed
Past Dwelling Demand	~2.2/ year	~0.9/year (41%)	~1.3/year (59%)	Dwelling construction/approvals 2010-2019 (aerial + inspection)
Fut. Dwelling Est. Demand	~3.1/yr (62 dw)	~1.25/yr= 25 (40%)	~1.85/yr= 37 (60%)	~62 dwellings 2021-2041 (20 years) may be required
Supply/ Demand		~24/25 = 19 years	~47/37 = 25 years	Supply > 10 years demand but Zone RU5 < 20 years
Recommend	Council to consider Strategy (Growth Investigation) Areas if land owners do not develop infill land to full potential in next 5 years			

## 8.3. Existing Urban Area

### 8.3.1. Existing Planning Controls (CLEP2012)

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

- Zone RU5 Village (~52.9ha incl. local roads) permits a wide range of possible land uses (subject to merit assessment);
- Zone R5 Large Lot Residential (~154.4ha) primarily for dwellings on larger lots;
- Zones RE1 Public & RE2 Private Recreation (Sportsground, open space & Crown land reserves);
- Zone SP2 Classified Road (Cargo Rd);
- Zone SP2 Infrastructure (Cemetery).

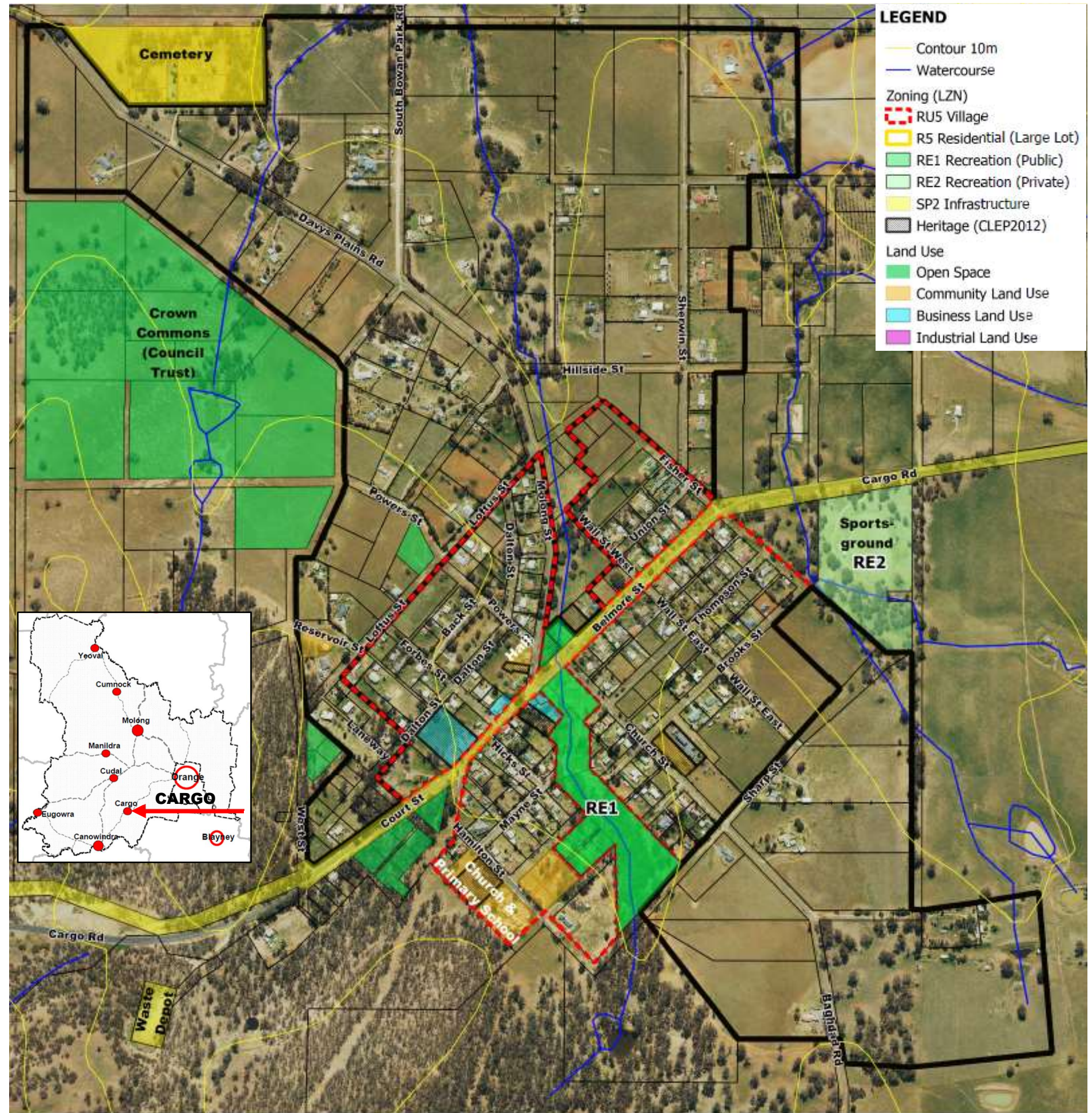
Under CLEP2012, the Minimum Lot Size (MLS) for subdivision is:

- Zone RU5 – 2,000m<sup>2</sup>, though some existing lots may be below this (there is no reticulated sewer or water to enable smaller subdivision in Cargo);
- Zone R5 - 4,000m<sup>2</sup> (1 acre) for all areas (assuming it is capable of supporting on-site effluent management).

### 8.3.2. Settlement Pattern

Cargo has a historic road, block & lot arrangement based on a modified grid pattern that is rotated to align with Cargo Rd (for the Village Zone) and adjusts to the north-south (unnamed) watercourse through the middle of the village and the alignment of Davys Plains Rd. Standard blocks in the south-eastern area are ~200m long and ~105m deep (with a central lane 6m wide) but there are a range of block sizes.

Figure 1: Settlement location, zoning, key land uses & heritage.





Standard lots are generally 40m wide by 50m deep (~1,800-2,000m<sup>2</sup>) or have been subdivided to 20m wide (~900-1,000m<sup>2</sup>), noting that larger lots are generally required for on-site effluent management. Local street widths are slightly narrower than some settlements at ~20m but still provide sufficient traffic and parking areas.

### 8.3.3. Open Space and Recreation

Cargo has a good level of open space and recreation including, but not limited to:

- Cargo Village Green, corner of Belmore & Church Streets – Area ~1.59ha including tennis courts, toilet facilities & BBQ (Council land);
- Crown land along watercourse, south of Belmore St - Area ~3.56ha including pedestrian paths;
- Cargo Recreation/Sportsground, Cargo Rd – Area ~5.26ha with sports oval, seating stand & amenities (Council land);
- Cargo Common (off Greenslopes Place & Powers St – Area ~28.8ha for passive recreation only/grazing) but limited access/facilities.

No significant change to the existing recreation areas or controls is needed to facilitate reasonable growth at this time.

### 8.3.4. Community/Business Uses & Employment

The main commercial street is Cargo Rd. Current businesses include, but are not limited to the Cargo Store (post office/newsagent – 2 Forbes St); Cargo Inn (pub only – 34-38 Belmore St); & Timber Tales Coffee (café/gift store – 23 Belmore St).

Community uses include, but not limited to: Cargo Public School (Hamilton St); Cargo Community Centre/Hall (Belmore/Molong St); Rural Fire Service (RFS); Men's Shed; and Churches. There are no Police or Ambulance services in Cargo.

There are no significant industries except for some small depots and/or home business/industries.

The largest local employers are the school and local retail, so there is limited local employment opportunity (outside of agriculture) but proximity to Cadia Mine and Orange is likely to provide employment.

### 8.3.5. Utilities/Infrastructure

#### Sewer

Cargo elected not to have reticulated sewerage systems as part of the 4-Town Sewerage Scheme. Therefore, all sites must be of sufficient size to support on-site effluent management and this limits subdivision lot size.

#### Water

Cargo is connected to the Central Tablelands Water (CTW) network via Canowindra. It is assumed there is sufficient capacity within this network to allow for moderate population growth.

#### Electricity/Gas

Low voltage electricity is available in most formed streets and can be extended to allow for growth. There are no high-voltage electricity lines to promote renewable energy generation in the area. There is also no gas line present near Cargo to facilitate energy-intensive uses such as industry.

#### Telecommunications

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

#### Waste

Cargo has a local waste depot to the south-west of the village that handles household waste and recycling.

## 8.4. 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:** The population of Cargo has been consistently growing since the 1990s at a rate of between 1.2-3% per annum and is the fastest growing settlement in Cabonne. Its population now eclipses Yeoval & Cumnock.
- Growth:** Dwelling growth has been spread between the Village Zone (40%) & Large Lot Residential areas (60%) with ~22 new houses constructed in the last 10 years (average of ~2.2 dwellings/year).
- Services/Employment/Income:** The proximity of Cargo to Orange, Manildra, Cadia Mine & some significant agricultural operations provides opportunities for growth & employment, though local employment is limited. In 2016, Cargo had (compared to the larger settlements):
  - the lowest rate of unemployment at 2.7% (Cabonne average of 4.3%);
  - a median personal weekly income of \$515 (Cabonne average of \$631);
  - a significant number of households with income above \$650 (86.2%);
  - high car ownership (2) and dwelling internet connectivity (71.6%) (Cabonne average slightly higher including rural areas).
- Education:** Access to a local primary school with secondary schools in Canowindra & Orange may make it attractive for families.
- Age:** Cargo has the youngest average age of all of the larger settlements at 39 years (lower than the Cabonne average of 43 years).
- Housing:** In 2016, Cargo (compared to the larger Cabonne settlements) had:
  - the lowest number of single (or lone) person households (20.7%) and largest numbers of families (79.3%);
  - with nearly all houses detached and larger 3 or 4 bedrooms;
  - high dwelling occupancy rate at 2.6 people/dwelling;
  - the 3<sup>rd</sup> highest unoccupied dwelling rate suggesting dwelling availability.
- Affordability/Housing Stress:** Compared to other nearby regional cities and larger Cabonne settlements, Cargo offers affordable land and housing with low levels of rental stress. There is a reasonable amount of vacant land that is relatively unconstrained to develop (assuming land owners are willing to subdivide/sell their land).
- Constraints:** Whilst there are number of constraints to growth in Cargo, this generally does not preclude a significant amount of infill development and growth within the existing urban and large lot residential areas.
- Water:** Central Tablelands Water (CTW) provides a relatively secure water supply to support limited growth (compared to Molong, Cumnock & Yeoval).
- Sewer:** There may be a perception that because Cargo doesn't require connection to a reticulated sewer system this may reduce the cost of development with no headworks charges and limited ongoing fees (though on-site effluent systems are a significant upfront cost and require maintenance).
- Telecommunications:** There is a reasonably good level of internet and mobile connectivity in and around Cargo that would enable people to run businesses and work remotely.
- Recreation:** Access to a reasonable range of recreation and sporting facilities with higher level facilities in Orange nearby.
- Local Character & Community Spirit:** The village has an attractive rural character with larger lot sizes and good residential amenity. Good community associations foster community spirit and local solutions to community needs.

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

- Services:** Proximity to Orange is likely resulting in 'escape expenditure' where people buy most of their goods outside Cargo likely resulting in limited services/shops in Cargo to meet community needs.
- Constraints:** Cargo's growth is significantly constrained (particularly to the west) by vegetation, biodiversity, bushfire, mineral potential and buffers, proximity to watercourses, and agricultural potential.
- Dwelling Types:** Like most Cabonne settlements, the existing dwelling types are 100% detached houses, generally larger and on larger lots than the household composition would suggest is needed, i.e., dwelling types may poorly match the diversity of housing types needed and this may affect their affordability.
- Affordability/Housing Stress:** In 2016, Cargo had the highest levels of people who owned their houses with a mortgage and highest levels of housing stress where mortgage payments exceed 30% of household income (9.5% of households). It appears to have low levels of rental housing and this may not meet the demand for lower income families and temporary workers.
- Land Availability:** Whilst there are reasonable levels of vacant land in the urban area, there has been very limited additional subdivision in the last 10 years and anecdotal evidence people tend to want/hold onto larger holdings (i.e., not sell adjacent vacant lots). This limits the availability of land for growth and puts pressure on expansion into agricultural areas. Land value increases in the last 10 years may change this slowly.
- Employment:** There is limited local employment, other than the school & limited retail, necessitating travel to surrounding areas or to Orange/Cadia.
- Road Conditions:** Cargo Road has a lower speed limit due to some of the difficult terrain, road conditions, and safety issues. It is not a major freight route.
- Public Transport:** Limited public transport restricts access to services / facilities / employment in regional centres for those without access to private vehicles.
- Sewerage:** Cargo is the only larger settlement with a Village Zone that has elected not to have a reticulated sewerage system. This prevents subdivision below 2,000m<sup>2</sup> and more efficient use of land & infrastructure.
- Flooding:** The village has a number of intermittent watercourses that create potential drainage, inundation and overland flow issues during heavy rainfall events that affect significant portions of the urban area and may constrain further development in these areas.
- Health:** There are no local health services to meet the needs of the community requiring travel to health services in Orange. This may affect desirability for families and older citizens.
- Ageing/Aged Care:** There is no aged care provision in Cargo. Even though Cargo has the lowest average age, its population is still ageing and loss of older citizens will affect population growth (but probably less than other settlements).
- Energy:** Cargo is not located near any high voltage power lines or gas lines that can promote renewable energy generation or energy-intensive industrial activity.
- Tourism:** Limited items of tourist interest to act as major destination & generate longer stays compared to some other larger settlements in Cabonne.

## 8.5. Population & Dwelling Demand

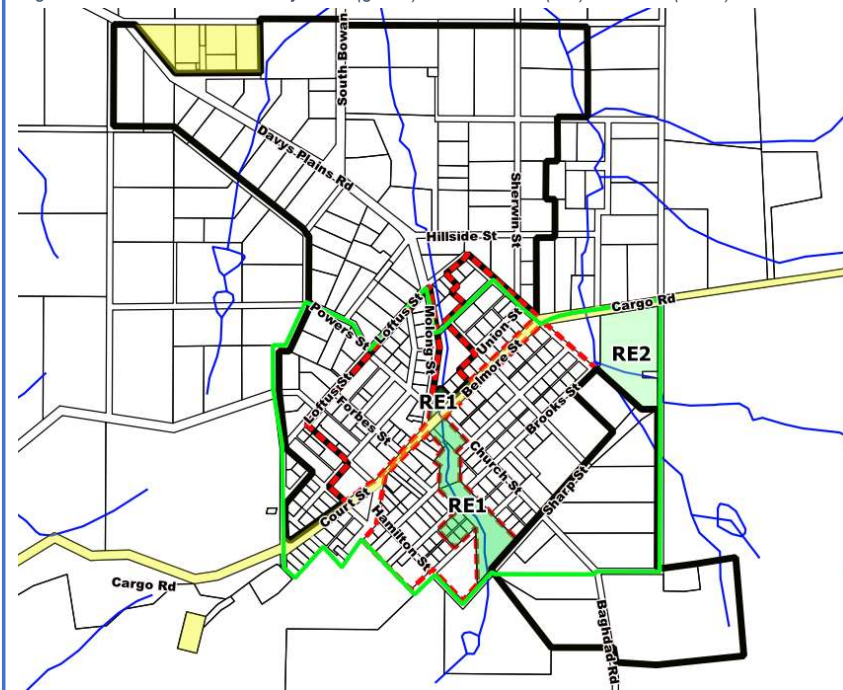
### 8.5.1. Census Boundaries

The Figure below shows how the 2016 ABS Census Urban Centre boundary (green) for Cargo compares to urban zone boundaries - Zone RU5 Village (red) & Zone R5 LLR (black). The Census boundary includes most of Zone RU5 Village but little of the Zone R5 LLR areas to the north and south of the Village Zone.

A similar Census boundary was used in 2011 so the Census populations in 2011 & 2016 need to be supplemented with the additional 'mesh block' data for the settlement, particularly as a significant part of the growth is occurring outside the Village Zone in the Large Lot Residential Areas (see below).

We note that Cargo is likely to have a rural catchment that utilises the limited 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.

Figure 2: ABS Census boundary 2016 (green) vs Zone RU5 (red)/Zone R5 (black).



### 8.5.2. Historical Population

The historic population of the settlement is set out in the Table below and has generally grown every year (except 1991) over 30 years with an average growth rate of +2.8%/year, the highest settlement growth rate in Cabonne.

**Note:** The census boundary has changed over time (particularly pre-2011) so it is important to note that comparing figures over different census periods just using Urban Centre boundary may not always be accurate. It has been adjusted below.

Figure 3: Table of Cargo's historic population change 1986-2016 (ABS Census).

Year	Population	Change	% Change from Previous Period	Average Annual % Change
1986	180	N/A	N/A	N/A
1991	175	-5	-2.77%	-0.55%
1996	242	+67	+38.28%	+6.65%
2001	260	+18	+7.43%	+1.48%
2006	278	+18	+6.92%	+1.39%
2011	(Adjusted) 295	+17	+6.12%	+1.22%
2016	(Adjusted) 333	+38	+12.88%	+2.58%
<b>1986 - 2016</b>	<b>+153</b>	<b>+85.00%</b>	<b>+2.83%</b>	
<b>1996 - 2016</b>	<b>+91</b>	<b>+37.60%</b>	<b>+1.88%</b>	
<b>2006 - 2016</b>	<b>+55</b>	<b>+19.78%</b>	<b>+1.98%</b>	

The table above shows that the adjusted population for Cargo has varied from a low of 175 people in 1991 to a high of 333 people in 2016, with positive growth since 1991. From 1986-2016 it averaged +2.8%/year and from 2006-2016 +2%. This is one of the highest growth rates in the Shire and this is supported by the dwelling construction rate discussed below.

### 8.5.3. 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 Cargo 2021-2041 (20 years) is expected to range from:**

- **Minimum: +0.5%/year;**
- **AVERAGE: +1.0%/year (high population growth);**
- **Maximum: +1.5%/year.**

It is interesting to note that in CSS2012, the population projection expected range 2016-2036 was MINIMUM +0.5%/year; AVERAGE +0.7%/year; MAXIMUM +1%/year (based on 2006 population as 2011 data was not available at that time). In reality, from 2006-2016 the population increased at nearly 2%/year. However, there are queries around the ability to maintain this high-level of growth over the next 20 years. Cargo has been one of the fastest growing settlements (%/year) in Cabonne and is expected to sustain reasonable future population growth for the next 20 years driven by growth in/around Orange and continued operations at Cadia. However, as land prices increase this growth may decrease slightly so the 2% historic growth rate may not be sustainable.

The Table below projects the population based on this range and higher/lower figures to allow it to be tested at each census. At the average and maximum growth rates this will have a significant impact on local population and need for land/services.

Figure 4: This Strategy's population projection range for Cargo 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
<b>NEGATIVE GROWTH</b>	<b>-1.00%</b>	333	316	301	286	271	258	-75
<b>MINOR NEG. GROWTH</b>	<b>-0.50%</b>	333	325	317	309	301	293	-40
<b>LOW GROWTH (MINIMUM)</b>	<b>0.50%</b>	333	341	350	359	368	377	44
<b>MEDIUM GROWTH (AVERAGE)</b>	<b>1.00%</b>	333	350	367	385	405	425	92
<b>HIGH GROWTH (MAXIMUM)</b>	<b>1.50%</b>	333	358	385	414	445	478	145
<b>VERY HIGH GROWTH</b>	<b>3.00%</b>	333	383	440	506	582	670	337

### 8.5.4. Estimated Dwelling Demand

#### Existing Dwellings

A rough count of dwellings in Cargo from the late 2019 aerial photo is ~99 dwellings in the Village Zone within the Census District (compared to the 2016 Census of 109 private dwellings that includes some Zone R5 land) plus ~46 dwellings in Zone R5 Large Lot Residential = ~145 dwellings.

#### Dwelling Approvals 2009-2019

A review of Development Approvals from 2009-2019 (10-11 years) shows ~18 new dwellings approved including: 7 in Zone RU5 Village and 11 in the Zone R5 Large Lot Residential area, an average of ~1.8 dwellings/year.

#### Dwelling Construction 2010-2019

The Vacant Land Analysis Figure(s) on the following page(s) shows that from 2010-2020 (10 years) ~22 new dwellings were constructed or commenced construction at an average of ~2.2 dwellings/year including:

- ~9 new dwellings in the Village Zone; ~0.9/year (40.9%);
- ~13 new dwellings in the Large Lot Residential Zone; ~1.3/year (59.1%).

#### Project Future Dwelling Demand

If this historical dwelling construction rate continues as an estimate of future dwelling growth, there may be need for ~44 new dwellings from 2021-2041 (20 years). However, with an ageing population and more lone person households, dwelling occupancy is expected to decrease 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 478 people (by 2041 - an extra 145 people) and assuming a household occupancy rate of 2.3 people/dwelling (2016 was 2.6) then the required amount of housing is:

- Max. total population (478)/occupancy of 2.3 = ~208 dwellings – 145 existing dwellings = ~63 new dwellings; OR
- Additional 145 people/occupancy of 2.3 = ~63 new dwellings.

Therefore, this Strategy projects an **AVERAGE future growth** of ~62 new dwellings from 2021-2041 (20 years) or ~3.1 dwellings/year (slightly higher than the historic rate of the last 10 years). Estimated allocation to each residential zone is:

- ~25 new dwellings in the Village Zone; ~1.25/year (40.9%); and
- ~37 new dwellings in the LLR Zone; ~1.85/year (59.1%).



## 8.6. Land Supply

### 8.6.1. Vacant Land Supply

Based on a review of developed sites in late 2019 (see the Figure opposite – vacant sites coloured red), Cargo had ~86 lots without dwellings possibly capable of further development (subject to a number of factors):

- ~38 lots in Zone RU5 Village; and
- ~48 lots in Zone R5 Large Lot Residential (LLR Zone).

The sites marked with black hatching are generally constrained from further development by drainage issues, trees, or significant out-buildings and there are also a number immediately adjacent to existing dwelling lots that are unlikely to be developed in the short term (purple hatching). Removing these reduces the number of 'vacant' (possibly) developable lots to:

- ~28 lots in the Village Zone; and
- ~35 lots in the LLR Zone;

With a rough estimate of additional subdivision potential, the unconstrained vacant land increases to a total of ~142 potential vacant lots:

- ~48 lots in the Village Zone (mostly from Brooks St land);
- ~94 lots in the LLR Zone (mostly from Sherwin St land).

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, particularly in the Village Zone, will be developed or subdivided to its minimum lot size.

Even assuming that 50% of the unconstrained vacant land were to be developed in the next 20 years (assuming market demand and suitable land price), this results in ~71 lots in the settlement:

- ~24 lots in the Village Zone; and
- ~47 lots in the LLR Zone.

### 8.6.2. Residential Supply & Demand

Comparing the vacant land supply to projected demand for the next 20 years:

- Village Zone: ~24 lot supply / ~25 demand = supply may run out in 15-20 years;
- LLR Zone: ~47 lot supply / ~37 demand = >20 years supply (but significant risk that land owners do not release land to meet demand).

Therefore, this Strategy recommends that a small amount of additional Village Zone and Large Lot Residential land is identified for future investigation. See the Section on *Strategy (Growth Investigation) Areas* below for more details. Council should also track the population and dwelling demand rates every 5-years and test against this Strategy to determine if the projections are correct.

### 8.6.3. Non-Residential Uses

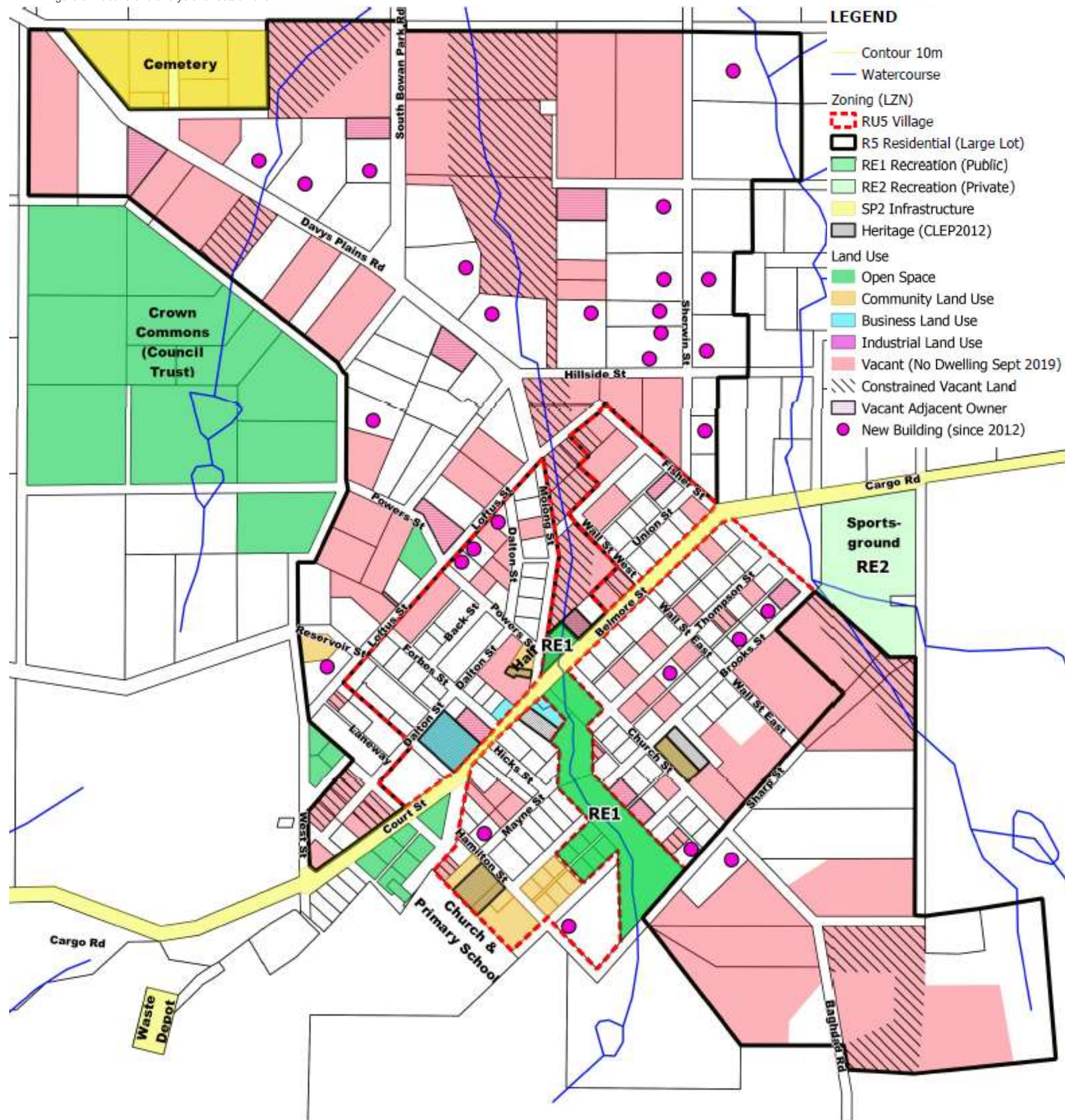
As the urban area of Cargo is currently within Zone RU5 Village under CLEP2012, a wide variety of commercial, industrial, and community land uses are permissible with consent across the settlement, subject to merit assessment of impacts.

There is a limited number of existing businesses and no significant vacancy at this time. However, other vacant Village Zone lots could support business growth. Since CSS2012 there have been limited applications for new community or business uses so demand is unlikely to consume significant areas of vacant land.

There is no industry in Cargo other than home industry/businesses such as truck repairs/depots etc. Demand appears low at this time and Cargo is unlikely to have the same attraction for larger industry due to its proximity to Orange and other settlements in Cabonne (particularly Manildra) for this purpose.

For these reasons, there is sufficient supply of land for non-residential uses for the foreseeable future.

Figure 5: Vacant land analysis for settlement.





## 8.7. Opportunities and Constraints

### 8.7.1. Natural Environment & Hazards

Cargo's existing urban area and potential growth areas have a number of constraints from environmental hazards or environmentally sensitive areas (See Figure opposite).

#### Topography & Drainage

The main ridges are to the south-west and north-east of Cargo so the land falls/drains towards the centre of the village and then north. Most of the existing urban land is slightly undulating but it doesn't pose a significant constraint to development except near watercourses and to the south-west.

#### Watercourses

There is an unnamed watercourse running south to north through the middle of the urban area and another along the eastern edge (sensitive riparian watercourse) that runs into Warree Creek. These join Boree Creek north of Cargo that then joins the Mandagery and flows to the Lachlan River near Eugowra. Most of the watercourses are intermittent and have a limited catchment extending into the hills to the south and south-east.

#### Flooding

Cargo does not have an adopted Flood Study or mapped Flood Planning Level (usually 1% Annual Exceedance Probability + 500mm freeboard). It is recommended that when grant funding is available that this is completed, though it may be a lower priority than other villages that have wider flooding/ more affected urban zoned lands. This Strategy shows an indicative area with flood potential (based only on contours with no detailed historical or hydrological analysis) and should NOT be relied upon. It is used only as a tool for determining growth potential for the settlement until a Flood Study is prepared. Flood impacts along the unnamed watercourse(s) are unlikely to affect a significant area of the Village Zone (due to amendments in CSS2012/ CLEP2012) but do affect some large lot residential and recreational lands.

Overland flow during peak rainfall events in drainage lines through Cargo are more likely to result in intermittent flood issues, resulting in a number of vacant lots that have less development potential (see black hatching). Flooding is more likely to be a constraint for Zone R5 Large Lot Residential expansion to the south-west.

#### Vegetation & Biodiversity

Sensitive biodiversity areas usually align with significant vegetation, mostly along the unnamed watercourses & in the recreation grounds, with the majority outside the urban area to the south-west. Outside these areas there is only light vegetation, likely to have limited biodiversity significance.

With appropriate buffers/lot sizes it is not a major constraint to development, though there could be improvement of riparian vegetation along the watercourses in recreation zones for ecological connections.

#### Bushfire

The heavily vegetated areas to the south-west of Cargo have significant bushfire risk and this extends up to and partly into the urban areas (RFS 2003). This generally precludes urban growth to the south-west. If grassland risk is included in the future it will affect most of Cargo.

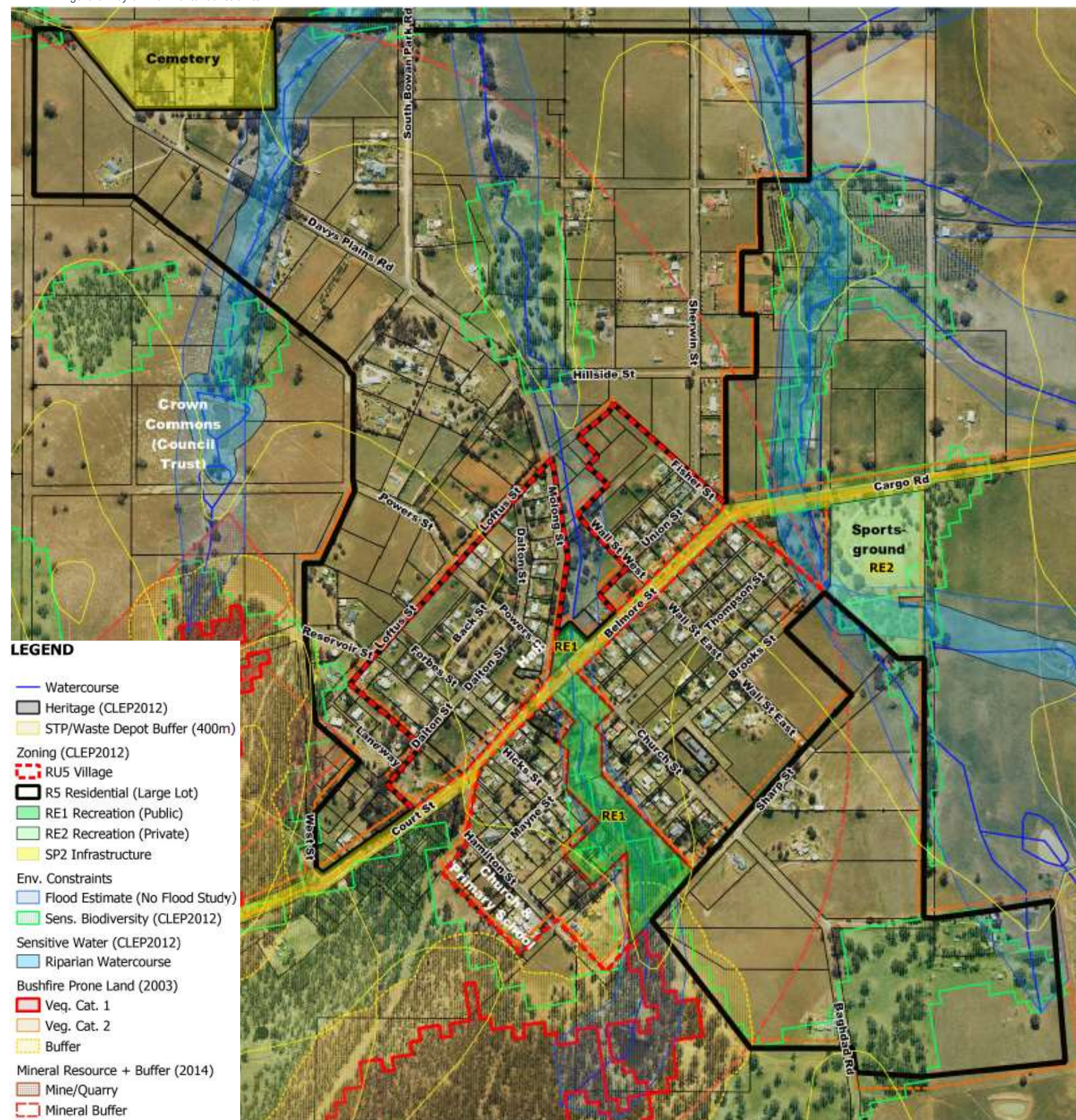
#### Geology

Geology does not appear to be a significant constraint for Cargo. Karst (limestone) mapping is not mapped but rocky outcrops throughout some of the lands might affect development. Naturally occurring asbestos is not mapped in the area.

#### Groundwater

The urban area of Cargo is outside of the mapped groundwater sensitive areas (that predominantly occur to the west of the village). Cargo does not have reticulated sewer and relies on on-site effluent management. However, care should still be taken to avoid conflicts with bores through appropriate on-site effluent management. Due to water security issues, there may be a number of bores and care should be taken not to deplete groundwater or risk its contamination.

Figure 6: Key environmental constraints.





### 8.7.2. 2008 Subregional Strategy

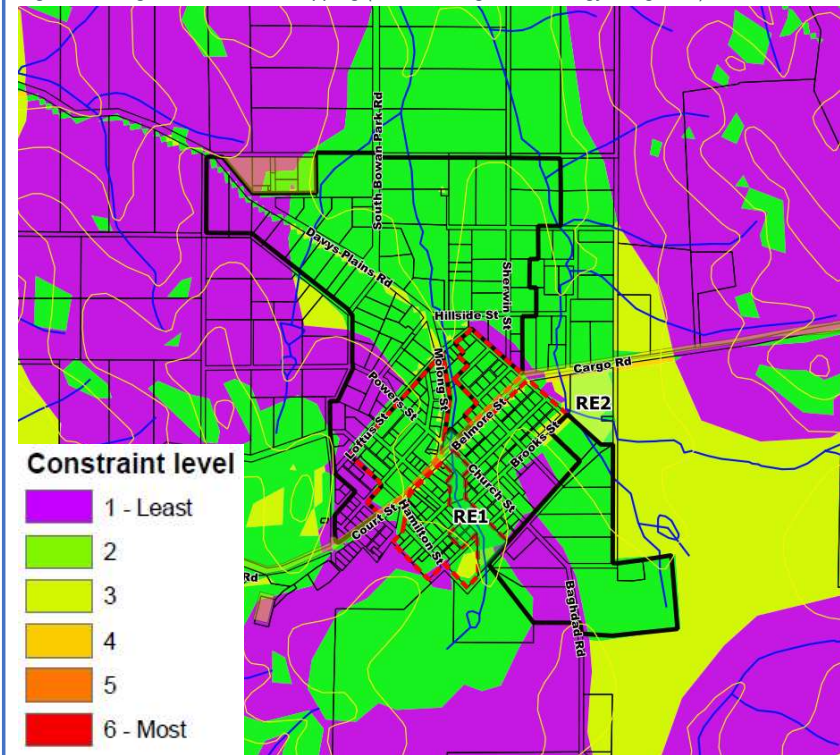
Whilst the 2008 Subregional Strategy did not make recommendations for individual settlements, it did provide constraint analysis for the entire Shire that is unlikely to have changed significantly in 2020.

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 Cargo (see Figure below) shows the land that is easiest to develop (Level 1-purple) corresponds mostly with land to the north-west and west of the urban area. However, this does not take into account the mineral potential, vegetation and terrain of this area that makes this direction less suitable. Instead, there is Level 2 Constraint land to the east and north of the Large Lot Residential Areas that would also be suitable and connected to the existing urban area. Development to the south-east is in Class 3 lands, due in part to Class 3 soils (see below).

At this stage, some minor expansion of the existing urban area to the east is consistent with the 2008 Subregional Strategy.

Figure 7: Weighted Constraint Mapping (2008 Subregional Strategy – Figure.6).



### 8.7.3. Agriculture

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 accurate at the property level.

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).

The mapping below suggests that land immediately surrounding Cargo to the north, east, and south-east is mostly in Class 3 lands whereas lands to the west and south-west are mostly in Class 4 lands. Whilst expansion into Class 3 lands is not ideal, the Class 4 lands to the west are mostly aligned with mineral potential and heavier vegetation so they are less suitable for growth.

Cargo is not identified as having Biophysical Strategic Agricultural Land (BSAL) (see Figure below) immediately adjacent to the urban area though there are pockets to the north-east that are not likely to be affected by any urban growth (though this mapping is for the purpose of preventing land use conflict with extractive industries, not urban growth).

In the Central West Pilot (2012) Agricultural Study – mapping for Cabonne suggests that land immediately around Cargo is important grazing land with potential for medium wool production. To the east it also has some potential for horticulture/viticulture. This is likely to align with future Important Agricultural Land mapping.

The recommendation of this Strategy is that future growth investigation areas are largely looking to expand urban development within the existing large lot residential areas or immediately on the fringe of the existing urban area. There is no new extension into Class 2/BSAL lands so there should be limited impact on agriculture except at existing urban interfaces. Generally, larger lot residential (Zone R5) provides a partial buffer to large agricultural holdings.

Figure 8: Indicative map of Agricultural Land Capability Classes around Cargo.

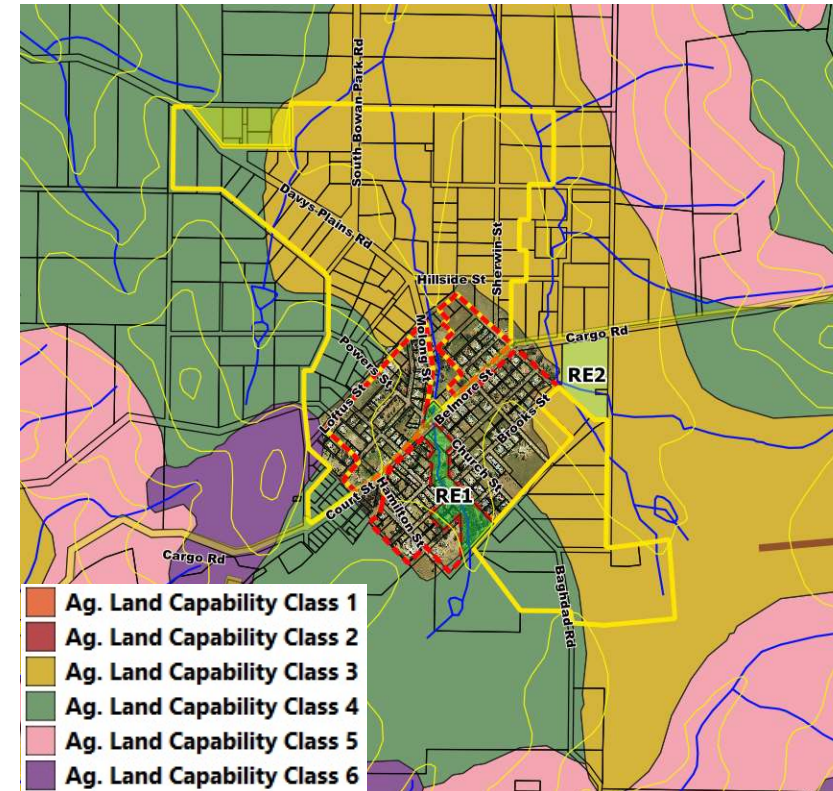


Figure 9: Biophysical Strategic Agricultural Land mapping (Sheet 23) excerpt for Cargo.



### 8.7.4. Mineral Resources

Generally, 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 showing that Cargo's entire urban area sits in the Fairbridge South/Cargo Creek Potential Resource Areas and is largely within the historic Golden/Iron Clad Mines and Cargo Prospect that sit to the west of the village.

Whilst there is no way to avoid expansion in mineral potential areas, based on the historic mining to the west, any urban growth should probably occur to the north and east around the fringes of Cargo to minimise the potential for land use conflict.

Figure 10: 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.



## 8.8. 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*.

The rough supply/demand calculations above suggest there may just be enough Village Zone land for the next 20 years (though due to a number of variables, additional land should be identified) and Large Lot Residential land will run out sometime after 10 years (so new land should be identified) as set out below. Large lot residential land is identified as an earlier priority due to historic demand, but some additional Village zoned land may also be required.

### 8.8.1. 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 RU5 Village 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 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 Cargo, in particular, the following land should be encouraged for additional (infill) development:

- a) The south-east of Brooks St (Village Zone);
- b) The north-west of Wall St (Village Zone);
- c) The south-east of Sharp St (LLR Zone);
- d) The south-west of Davys Plains Rd (LLR Zone); and
- e) The north of Hillside St/Davys Plains Rd (LLR Zone).

### 8.8.2. CAR1 – North East Cargo (North of Cargo Rd)

Strategy Area CAR1 is located to the north-east of Cargo and north of Cargo Rd and is a logical extension immediately adjacent to the existing Zone R5 Large Lot Residential (LLR) area.

It consists of up to 5 lots/owners with ~4.86-6.54ha of land, mostly vacant, as follows:

- a) Lot 202 DP750145 (3474 Cargo Rd) ~1.48ha;
- b) Lot 203 DP750145 (Cargo Rd) ~1.5ha;
- c) Lot 42 DP750145 (8 Sherwin St) ~1.08ha;
- d) Lot 30 DP750145 (12 Sherwin St) ~0.8ha (one (1) existing dwelling or shed);
- e) Possibly Lot 108 DP750145 & Lot 33 DP750145 (12 Sherwin St) ~1.63ha (though this may be better in Strategy Area CAR2 – see below).

There is an unnamed watercourse running up the eastern edge of (and partly through) this land that requires addressing to ensure water quality protection and suitable drainage and may need a flood study. There is also some limited vegetation with biodiversity sensitivity that could be enhanced along this watercourse.

It potentially has access along Hillside St (east of Sherwin Rd not formed) to minimise traffic impacts on Cargo Rd. Access from Hillside St would enable at least three (3) of the owners to develop independently and avoid/minimise new access points to Cargo Rd (a classified road). Hillside St should be extended, if possible, to cross the watercourse so it opens up Strategy Area CAR2 (see below).

Whilst co-ordinating four (4) land owners is more complex, an integrated (master planned) approach is more likely to get a better yield and development outcome because the lots are narrow/small.

The land has very limited agricultural potential as it is already fragmented into lots <2ha with four separate owners, some of which own adjacent land in the urban area. Whilst the land is Class 3 Agricultural Land Capability, it is a natural extension of the existing urban area, buffered by a creek to the east, and does not increase the length of interface to agricultural land or increase potential future land use conflict.

However, the interface with some historic intensive agriculture (olive farms) to the north-east would need to be addressed if this is still active.

This traditional LLR lot size in/around Cargo is 0.4ha (1 acre). We would suggest that slightly larger lots may be more acceptable to the NSW Government but that 2ha would be an inefficient use of the land. Therefore, 0.4-0.8ha is the preference (subject to on-site effluent management and setbacks from the watercourses/bores).

### 8.8.3. CAR2 - North East Cargo (North of Cargo Rd)

Strategy Area CAR2 is a natural extension of CAR1 to the north-east of Cargo but on the eastern side of the unnamed watercourse. CAR2 should only proceed to rezoning when CAR1 has reached 60% subdivision or it replaces CAR1 in terms of priority if CAR1 is not likely to proceed.

It consists of up to 4 lots/ owners with ~7ha of land, as follows:

- a) Lot 198 DP750145 (3474 Cargo Rd) ~1.67ha;
- b) Lot 199 DP750145 (3474 Cargo Rd) ~1.85ha;
- c) Lot 200 DP750145 (Cargo Rd) ~1.8ha;
- d) Lot 201 DP750145 (3474 Cargo Rd) ~1.7ha.

There is an existing gravel road up the eastern edge of this land connecting to Cargo Rd or an unformed road on the western side (if safe access to a classified road could be managed). However, the traffic safety may be improved if Hillside St is extended (after Strategy Area CAR1) to provide access.

Three (3) of the land owners may be family members and the land appears to be run co-operatively as part of a larger farm (to be confirmed). However, land to the west of the unnamed gravel road is isolated/buffered from the larger agricultural holdings to the east.

The land is relatively clear of trees/significant vegetation and setback from the unnamed watercourse so it is relatively unconstrained. The olive farm to the north appears to be for sale/not fully active.

This traditional LLR lot size in/around Cargo is 0.4ha (1 acre). We would suggest that slightly larger lots may be more acceptable to the NSW Government but that 2ha would be an inefficient use of the land. Therefore, 0.8-1ha is the preference (subject to on-site effluent management and setbacks from the watercourses for bores).

### 8.8.4. CAR3 – South East Cargo (South of Brook St)

Strategy Area CAR3 is part Lot 1 Section 35 DP758226 & Lot 1 DP521772 (~2.18 ha). The holding has frontage to Brook St & Wall St (East) to facilitate access/servicing.

CSS2012/ CLEP2012 split-zoned the larger lot so the western portion is in the Village Zone & eastern portion (near the unnamed watercourse) is in the Large Lot Residential zone. The smaller lot in the same ownership was left in Zone R5. The original intent of the split-zoning was that larger lots near the watercourse may facilitate improved setbacks and ecological outcomes.

This Strategy suggests that split zoning can sometimes create unintended consequences and reduce flexibility with how a landowner develops the lots/ addresses environmental constraints.

There may be some pressure on Village zoned land in the next 20 years and this is the largest available vacant lot/holding partly in the Village Zone. Placing the entire holding in the Village Zone may improve its chance of efficient development.

If this land is not rezoned and subdivided within the next five (5) years (by 2026), then Council may change the zoning back to large lot residential (Zone R5) so that development potential can be relocated elsewhere.

### 8.8.5. CAR4 – North Cargo (Sherwin/Fisher/Hillside Streets)

Strategy Area CAR4 is a potential extension of the existing Village Zone to the north of Cargo into the existing LLR Area as, in 2020, this land is still vacant/undeveloped and it forms a logical extension with good access.

However, the land adjacent within the Village Zone should be developed before or at the same time as this land with the potential for Fisher St to be extended for access.

It consists of 3-4 lots and 2 owners with an area of ~2.52ha, as follows:

- a) Lots 205 & 206 DP750145 (3 Fisher St) ~1.94ha;
- b) Part Lots 221 & 312 DP750145 (28 Molong St) ~0.6ha.

It has frontage to Sherwin St & Hillside St (sealed), and Fisher St (part sealed, rest unformed) providing good access for smaller village lots but requiring some investment to upgrade (probably the key reason this land has not developed). A new road/lot layout with the pattern to the south may reduce development costs and improve yield.

The unnamed watercourse through Cargo runs through the western edge of this land and may sterilise some of this land though appropriate buffers can be provided.

There is very little significant trees/vegetation on this land from aerial photograph.

### 8.8.6. CAR 5 – North-West Cargo (Molong/Loftus/Powers Sts)

Strategy Area CAR5 is a potential extension of the existing Village Zone to the north-west of Cargo into the existing LLR Area as, in 2020, this land only has two (2) dwellings and it forms a logical extension with good access. The land adjacent within the Village Zone (south of Loftus St) has had a number of recent new dwellings.

It consists of 5 lots and 2 owners with an area of ~3.15ha, as follows:

- a) Lots 152, 153 & 154 DP750145 (Loftus St) ~1.78ha;
- b) Lots 150 & 151 DP750145 (9 Misty Close) ~1.38ha.

It has frontage to four (4) streets including Molong St (sealed), Loftus St (sealed), Powers St (part sealed), and Misty Close (part sealed, rest unformed) providing good access for smaller village lots. However, part of Misty Close appears to be private land so it would require agreement to connect and some investment to upgrade.

There is some limited significant trees/vegetation on the north-eastern end of this land (from aerial photograph) that may require some protection.

### 8.8.7. CAR6 – South-East Cargo (Baghdad Rd/Sharp St)

Strategy Area CAR6 is a longer-term extension of the existing Village Zone to the south-east of Cargo into the existing LLR Area. In 2020, this land only has three (3) dwellings and it forms a logical extension on relatively flat land with good access. Strategy Area CAR5 should proceed before CAR6.

It consists of the parts of several lots (~5.3ha) that have frontage to Baghdad Rd & Sharp St as these would provide the cheapest extension of smaller village lots with limited need for additional roads.

The subdivision plan would just need to demonstrate that suitable access was provided to the adjacent Large Lot Residential land to enable it to be developed to its full potential. Alternatively, all of the land to the south-east of Sharp St in Zone R5 should be subdivided for increased dwelling yield.



### 8.8.8. CAR7 – South-East Cargo (Baghdad Rd) – Remove

Strategy Area CAR7 contains two lots (~13.4ha) with address 71-73 Baghdad Rd that has been in the Large Lot Residential Zone for considerable time with no significant development.

It has a number of constraints including, but not limited to: a large perimeter/interface with surrounding agricultural land, significant vegetation and bushfire potential across the western half and a number of farm buildings. It appears to be held by two (2) land owners.

This, and the fact that a lot of land along Baghdad Rd is under-developed, suggests that it has a low-likelihood of producing a suitable large lot residential yield in the short to medium term.

If this land is not subdivided to produce a reasonable yield in the next five (5) years then it should be considered for rezoning back to the surrounding rural zone so the development potential can be relocated to other suitable land.

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

The Strategy (Growth Investigation) Areas are only varied slightly from what was recommended in CSS2012 with:

- a) A slight increase in the area for Strategy Areas CAR1 & CAR2;
- b) CAR3 was originally part of the Village Zone but was removed to promote larger lots along the watercourse. However, the split-zoning was less desirable so the original recommendation is retracted;
- c) CAR4 is reduced in area;
- d) CAR5 is new (but only an extension into an existing LLR area);
- e) CAR6 is similar;
- f) CAR7 (for removal) was also highlighted for removal in CSS2012.

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

It is not recommended to change the Minimum Lot Size (MLS) for subdivision in existing Zone RU5 Village or Zone R5 Large Lot Residential lands. Until there is a reticulated sewer system for Zone R5 then the lot sizes should not reduce.

There is no clear evidence that on-site effluent management is failing at the existing minimum lot (subdivision) sizes. Generally, landowners and the community appear to want larger lot sizes for dwellings so there is little pressure to subdivide to the minimum.

However, any new large lot residential areas may seek to apply for an MLS of no greater than 1-2ha to minimise consumption of land (assuming that the land can support on-site effluent systems/bores and the NSW Government agrees).

### 8.10. Planning Control Recommendations

Rezoning recommendations are in accordance with the Strategy Area recommendations above. Minimum Lot Size (MLS) is reviewed in Section 8.8 above.

There is currently no comprehensive DCP for Cargo though there are DCPs for general LLR areas (DCP6) and relocatable homes (DCP15) – mostly out-of-date.

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.

### 8.11. 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.

Figure 11: Strategy (Growth Investigation) Areas – CARGO.

