

# 14. BORENORE

## 14.1. Location

The Borenore Large Lot Residential (LLR) area is located to the west of the City of Orange: ~6-7km to the Orange/Cabonne LGA boundary; ~10km to the Northern Distributor Rd; & ~13km to Orange CBD. Its primary access from is from Borenore Road just south of The Escort Way (formerly Forbes Rd). It is adjacent to the Orange-Broken Hill Railway Line via Molong & Manildra (see Figure.1).

## 14.2. Existing Zone R5 Large Lot Residential Area

### 14.2.1. Key Facts

2020	Zone R5 Large Lot Residential (LLR) Area
Area	~4.26ha / ~3.75ha private (includes Part Borenore Rd)
Lots	4 (3 dwelling lots + 1 vacant)
Av. Lot Size	~0.94ha (Range ~0.25-2.5ha)
Other Uses	1 dwelling used to be Borenore Store & another former hotel but both now converted to dwellings. Community uses (school, hall, park etc.) are located in surrounding rural land.
2016 Pop.	Census boundary not aligned to Zone R5 LLR area.
Est. 2019 Pop.	~7-10 = 3 dwellings * 2.36 occupancy
Future Growth	Insufficient supply/data to calculate growth.
Dev. Potential	Minimum Lot Size (MLS) prohibits further subdivision. One (1) vacant lot low likelihood of significant development.
Supply/Demand	1 lot available. Insufficient supply to calculate demand. Demand likely to exceed supply BUT no growth recommended whilst in the drinking water catchment.

### 14.2.2. Historical Area & Lot Size

Borenore is a historic locality with a number of scattered historic buildings on both sides of the rail line including, but not limited to, the Old Convent (1860s), Borenore Public School (1878), & Borenore Railway Station (1885) & the former hotel.

The Large Lot Residential (LLR) zoning predated CLEP1991 & was located between Borenore Road & the rail line, north of the former shop – an area of ~3ha. This has since been subdivided into two (2) lots:

- Former Hotel & chemical store (Lot 1 DP819199/ 600 Borenore Rd);
- Existing dwelling to the north (Lot 2 DP819199/ 618 Borenore Rd).

CLEP2012 adopted this original LLR area & extended it across Borenore Rd to include the two (2) lots on which the former Borenore Store sits (now a dwelling).

CLEP adopted a Minimum Lot Size (MLS) for subdivision of 2ha & none of the existing lots are large enough to support additional subdivision (most of the lots are ~0.5-0.7ha with the house lot to the north being ~2.5ha).

Therefore, there is now a total of four (4) lots in Zone R5 with three (3) dwellings. A number of historic dwellings on small lots exist along the rail line to the south of the LLR area but there is no need to include them in Zone R5 at this time.

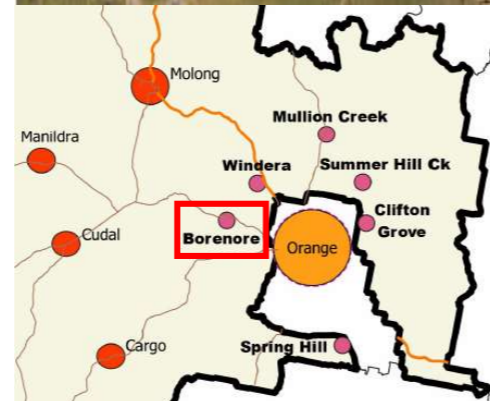
Borenore Railway Precinct is a local listed heritage item (No.8) adjacent to the Borenore LLR area. Borenore (former) Hotel at 600 Borenore Rd is also a listed local heritage item.

### 14.2.3. Demand & Vacant Land Supply

There is only one (1) lot without a dwelling & this is immediately adjacent to the former Borenore Store so it has a low likelihood of significant development.

Therefore, there is no significant additional dwelling potential on existing lots & no additional subdivision potential at the existing Minimum Lot Size (MLS). However, it is difficult to measure demand with no historical supply. Demand is expected to exceed supply but this Strategy is not currently recommending additional growth in this location at this time.

Figure 1: Existing Zone R5 Large Lot Residential area.



### LEGEND

- Contour 10m
- Watercourse
- Heritage (HER)
- Lot Size (LSZ)
- Zoning (LZN)
  - R5 Residential (Large Lot)
  - SP2 Infrastructure
  - RU2 Rural (Landscape)

#### 14.2.4. Existing Zone R5 - Opportunities & Constraints

See Figure.2 – Key Environmental Constraints map opposite.

The existing Zone R5 area has the following key opportunities:

- Proximity to Orange (~10 km to Northern Distributor/~13km to CBD) including its services, employment & recreational opportunities;
- Local community services include rail station (special events only); public primary school, hall, tennis courts, park & civic space;
- Adjacent to Borenore Field Days (Events) site;
- Proximity to Borenore Karst (Caves) Conservation Reserve, Lake Canobolas & Mount Canobolas for recreation;
- Large number of agri-tourism related businesses included orchards, cellar doors, wineries, tourist accommodation etc;
- Limited constraints from proximity to watercourses; vegetation or biodiversity, bushfire or slope with easy-to-develop lands;
- A degree of fragmentation of rural lands & mixed-uses in the area may limit impacts on agriculture.

The existing Zone R5 area has the following key constraints:

- Adjacent to Broken Hill Railway Line (noise/vibration/amenity);
- Class 2 & 3 agricultural land capability with a number of vineyards & orchards in the area creating potential land use conflict;
- Western edge of drinking water catchment (Borenore Creek) (noting that Borenore Dam is not currently used as a drinking water source);
- No reticulated water/sewer so reliant on on-site effluent systems;
- Groundwater vulnerability;
- Some drainage prone/low-lying lands;
- Potential conflict with Borenore Field Days Site during major events including helicopter traffic (limited periods).

#### 14.2.5. Infrastructure & Environment

This settlement does not have connection to reticulated water or sewer. It is unlikely that this would be provided in the near future as the nearest connections are in Orange LGA. Therefore, the existing lots will need to rely on on-site effluent management & rainfall collection/bore water.

Low voltage electricity & telecommunications are present along most public roads. There is a telecommunications tower on the Field Days Site that would provide fixed wireless technology to service this area.

#### 14.2.6. Open Space, Recreation & Community Uses

Borenore is unique (like Mullion Creek) in being a historic village with a current large lot residential area zoning. This has resulted in a number of community uses & some limited civic / recreation space in the Railway Precinct.

The current tennis courts are overgrown & do not appear well-used or maintained. The Borenore Public School has some recreation facilities it sometimes makes available to the general public. There are also high-level recreation facilities nearby in Orange. Additional recreation areas are not identified as a key priority at this time.

#### 14.2.7. Commercial & Industrial Uses

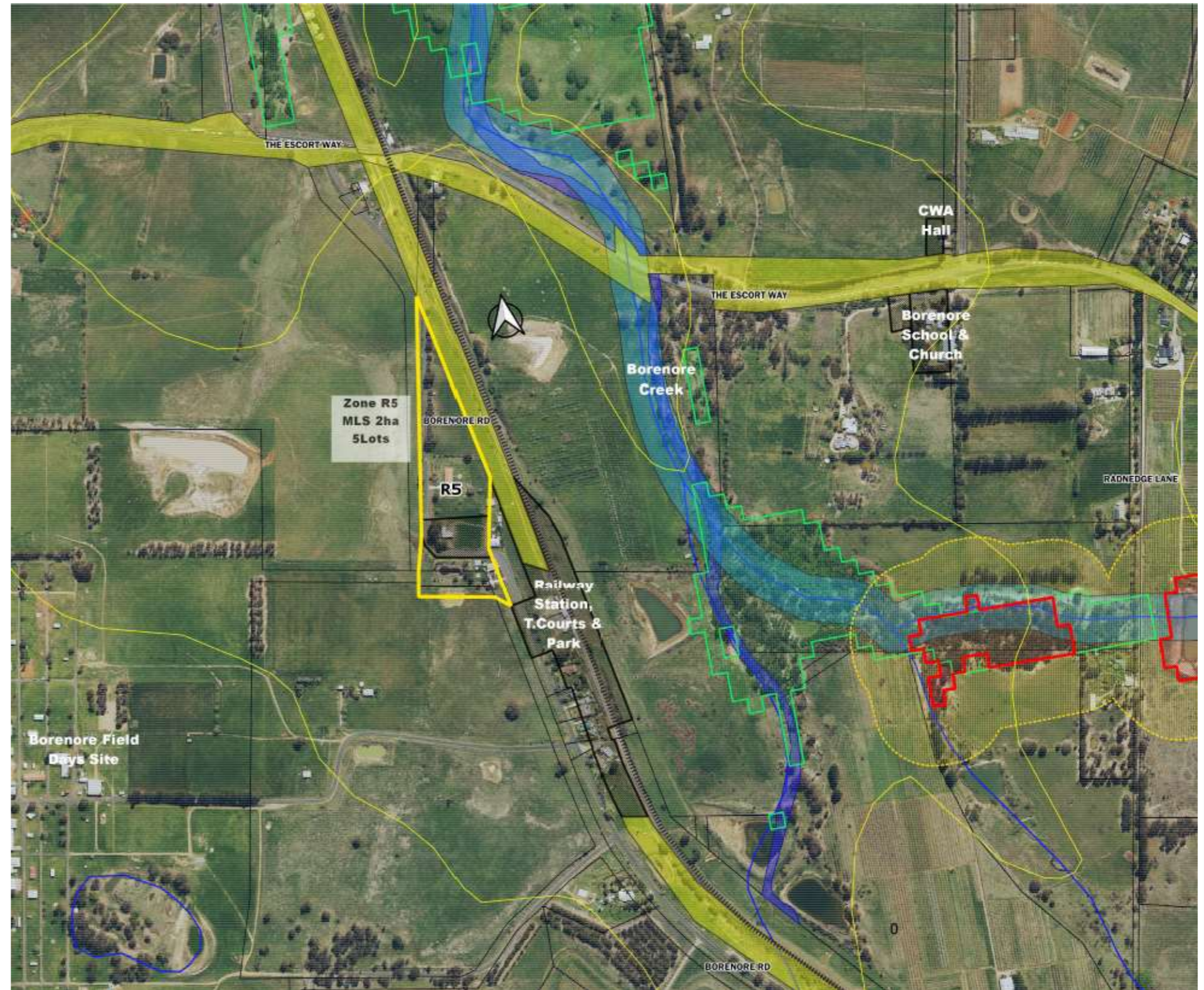
Historically, Borenore had a hotel & a store/post office. The post-office moved to Hillside Harvest on Radnedge Lane when the store shut. The hotel has been a dwelling for a significant period of time.

It is not expected that there would be sufficient demand to open additional stand-alone retail stores in this location due to the proximity of this settlement to Orange (10-13km) & its competing opportunities, assuming locals have access to private vehicles. Home businesses may be sufficient for this purpose.

The Borenore Field Days Site is located not far from the Borenore LLR area. This is an events site. It has its own temporary facilities for food & drink premises & retail/commercial uses during those events. It is important to note that the Field Days Site effectively buffers the Borenore LLR area and precludes large scale

farming on land near the LLR area. This may minimise land use conflicts with the area. However, the events site may have its own short-term conflicts if residential uses were located closer to the events site.

Figure 2: Key environmental constraints.



#### LEGEND

- Watercourse
- Sensitive Water (NRW)
- Biodiversity (NRB)

#### Bushfire Prone Land (2003)

- Veg. Cat. 1
- Veg. Cat. 2
- Buffer

#### Zoning (LZN)

- R5 Residential (Large Lot)
- SP2 Infrastructure
- RU2 Rural (Landscape)

Zone R5 Large Lot Residential generally discourages commercial activity to prioritise residential amenity & this could prevent adaptive re-use of existing buildings (unless they are heritage listed). It is important to note the surrounding Zone RU2 Rural Landscape permits a wider variety of complementary agri-tourism business opportunities (some listed above) that could provide more future flexibility). See discussion of Planning Control amendments at end of this chapter.

### 14.3. Population & Dwellings

ABS Census District (Mesh Block 10149210000) covers the Borenore LLR area but also extends well-beyond this area to the north-west along The Escort Way (nearly to Cheesemans Creek) & south towards Cargo Rd. At mesh block level only a population & dwelling estimate is available.

The Borenore Mesh Block had 149 people & 60 dwellings in 2011 & 151 people & 64 dwellings in 2016 (an average occupancy rate of ~2.36 people/dwelling), with little change in population/dwellings over the five (5) census years.

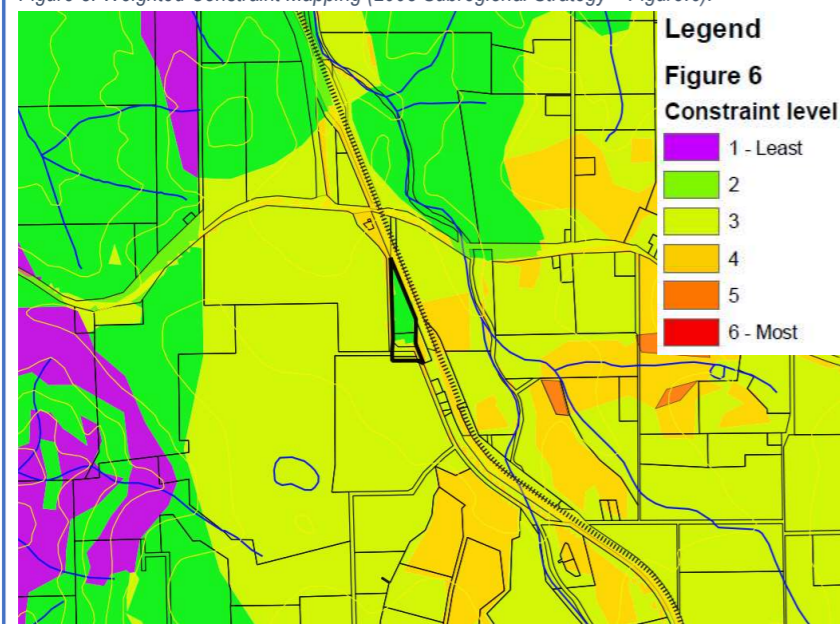
With only three (3) dwellings within the Zone R5 area at this occupancy rate there is an estimate ~7 people but this does not reflect the larger settlement area with dispersed dwellings & community facilities around the area.

### 14.4. Constraints to Growth

#### 14.4.1. 2008 Subregional Strategy

In the 2008 Subregional Strategy, Borenore was not identified for additional large lot residential growth at the time. As Figure.3 below shows, the weighted soft constraints analysis in the 2008 Subregional Strategy placed the Borenore LLR area at Constraint Level 2 (for majority) with immediately surrounding area to west/south at Constraint Level 3. Land to the east of the rail line reaches Constraint Level 4 most likely as a result of its higher agricultural land capability.

Figure 3: Weighted Constraint Mapping (2008 Subregional Strategy – Figure.6).



#### 14.4.2. Agricultural Land

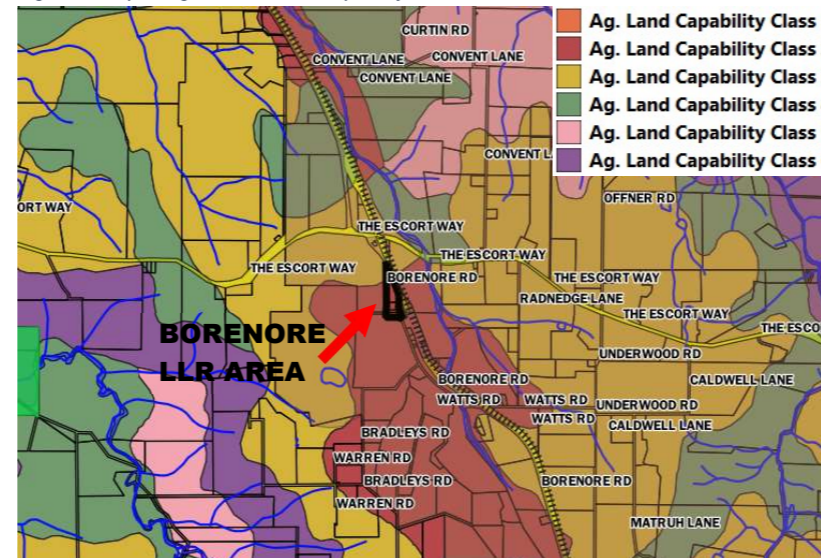
Figure.4 below shows that the existing Borenore LLR area and land to the south is mostly in Class 2 & 3 agricultural land capability areas with a higher potential for agricultural productivity than most other stand-alone large lot residential areas. There are very limited areas of Cabonne with Class 2 land capability.

This is supported by the number of intensive horticulture pursuits in the area including historical orchards & growth in vineyards around Borenore, particularly to the south along Borenore Road over to Cargo Road.

Growth of large lot residential in this area may create additional land use conflicts with intensive agriculture & limit its economic potential. It is important to note that

much of the surrounding land is already fragmented into smaller lots, with an ongoing reduction in horticultural pursuits (especially orcharding), & increased pressure for dwellings & lifestyle lots (see 2020 Draft Subregional Strategy – Figure.4 Dwellings on Mt Canobolas & discussion below). The question is whether that fragmentation/conflict should be increased in a specifically allocated Zone R5 LLR area.

Figure 4: Map of Agricultural Land Capability Classes around Borenore.



It is important (for consistency) to note that Spring Hill has similar agricultural land capability & growth areas are proposed in this Strategy. A point of difference is that Spring Hill is an existing larger settlement (than Borenore) & the proposed growth areas do not substantially increase this conflict.

More recent Biophysical Strategic Agricultural Land (BSAL) mapping (see Figure.5 below) shows that land south of The Escort Way, including Borenore LLR area, is considered to be high-value for agricultural purposes (noting maps are for the purpose of preventing land use conflict with extractive industries, not urban growth).

In the DPI (2012) Central West Region - Pilot Agricultural Study, the Borenore area was mapped as important land for grazing, horticulture/viticulture, & medium wool land. DPI Agriculture is currently preparing updated Important Agricultural Land (IAL) mapping for NSW and, subject to approval, this may further support the above arguments regarding agricultural potential in the area. As a result, it is expected DPI Agriculture may have significant opposition to LLR growth in this area.

Figure 5: Excerpt from Biophysical Strategic Agricultural Land Map STA\_023.



#### 14.4.3. 2020 Subregional Strategy

In the 2020 Draft Subregional Strategy, the area around Mount Canobolas (including Borenore) is noted as being in an area of contested land use where there is potential for significant conflicts between agricultural, lifestyle, & rural tourism uses. Mt

Canobolas has a unique geological & soil landscape plus slope, orientation & elevation that contribute to its agricultural & economic importance.

As a result, the 2020 Draft Subregional Strategy has a number of strategies/recommendations that are relevant to the Borenore LLR area including, but not limited to (see Local Profile & Issues Paper for more detail):

- A3-Prioritise agriculture & associated economic development over rural lifestyle development;
- A4-Reduce long term fragmentation of agricultural land (including A4-2- Consider removing additional opportunities for subdivision for the purpose of dwellings in the RU2 zone land, especially around Mt Canobolas);
- B1-Recognise the value of managing contested landscapes of Mt Canobolas across rural living, agriculture, the wine industry, tourism & environmental resources investigating option to better manage competing land uses;
- B2-Identify a range of land use planning controls to manage the Mt Canobolas landscape.

In order to align this Settlement Strategy with the 2020 Draft Subregional Strategy, particularly in the existing Zone RU2 Rural Landscape area around Mt Canobolas then growth of LLR around Borenore needs careful consideration.

#### 14.4.4. Drinking Water Catchment

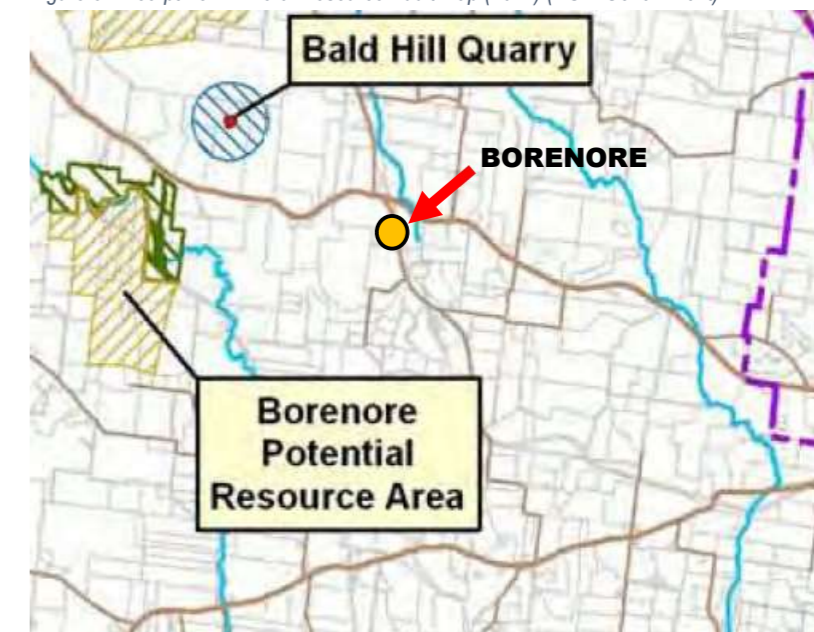
The Borenore LLR area is currently within the Drinking Water Catchment mapping in CLEP2012 and, as a result, this has placed it in Zone RU2 Rural Landscape. However, it is important to note that Borenore Creek runs to Borenore Dam and this Dam is not currently utilised for providing drinking water to Molong or other settlements. The dam is significantly silted-up/has limited capacity and the cost of remediation and dam wall safety works currently is understood to be prohibitive to upgrades.

Whilst it is outside the scope of this Strategy, there could be consideration of removal of the catchment along Borenore Creek from Zone RU2 Rural Landscape and/or the Drinking Water Catchment overlay.

#### 14.4.5. Mineral Resources

Figure.6 below shows the 2012 Mineral Resource Audit mapping near Borenore. The nearest existing quarry is Bald Hill to the north-west several kilometres away. Borenore is outside the Borenore Potential Resource Area (around the Borenore Caves) & the Fairbridge North Potential Resource Area up Amaro Rd. Therefore, mineral resources are not a major constraint to LLR growth.

Figure 6: Excerpt from Mineral Resource Audit Map (2012) (NSW Government).



## 14.5. Nearby Growth Areas

It is important to note that Orange LGA has large lot residential areas located to the north-west (e.g., Ammerdown/ Murphys Lane) with MLS 2ha that could also meet some of the demand to the west of Orange. Orange City Council are currently preparing their housing strategy and this may provide additional growth in these areas.

It is also important to note that growth of LLR areas closer to Orange (e.g., Borenore) may impact on the growth of existing or proposed LLR areas in settlements in Cabonne including Molong, Cargo, Cudal & Manildra.

## 14.6. Recommendations

### 14.6.1. Summary of Recommendations

In summary, this Strategy finds that the existing Borenore Zone R5/LLR area is nearly fully developed but site constraints (particularly agricultural land capability & compatibility with 2020 Draft Subregional Strategy recommendations for the Mt Canobolas / Zone RU2 Rural Landscape area) suggest that no further growth of large lot residential is recommended in this Strategy.

This could possibly be reviewed again (in the future) if:

- The Borenore Creek catchment was removed from the drinking water catchment overlay in CLEP2012;
- There were changes in the use of the Borenore Field Days Site to mitigate conflicts with special events and residential uses (if growth west of the rail line); and
- It could be demonstrated that an increased large lot residential area at Borenore would reduce other dwelling growth in the high-quality agricultural lands around Mt Canobolas and avoid or mitigate agricultural land use conflicts with nearby existing or potential horticulture or agricultural land uses.

### 14.6.2. Land Use Zone Review

The Borenore LLR area is a historic large lot residential area – probably created to allow some minor subdivision in this location. Subsequently, in 2012/2013 the (former) Borenore Store was added to reflect that this was an important settlement. However, there are several reasons why Council should consider removing Zone R5 from this area & converting to surrounding Zone RU2 Rural Landscape, as follows:

- a) Zone RU2 permits a broader range of compatible rural businesses such as restaurants/cafes, plant nurseries, cellar doors & farm-stays. This could enable the former Borenore Store or former Hotel to be reactivated as businesses if the landowners/market supported this;
- b) The Minimum Lot Size (MLS) for subdivision of 2ha in Zone R5 means there is no further subdivision potential so no additional dwellings can be created. Subdivision potential would be unaffected by a change to Zone RU2 / Minimum Lot Size (MLS) of 100ha;
- c) There is currently no proposal to expand the large lot residential zoning for growth in this area (see more detail below) so retention of the zone for the existing area is unnecessary.
- d) The dwelling permissibility between Zone R5 & Zone RU2 is similar – so alterations & additions to existing dwellings are unaffected.

However, it is important to note that the 100ha minimum lot size means the vacant lot adjacent to the former Borenore Store (no existing dwelling) would lose its dwelling potential unless a Development approval for a dwelling is gained before the zoning is changed.

Council should engage with the owner of this land to determine the impact of this proposal on their desired use of the land.

### 14.6.3. Minimum Lot Size Review

We suggest that noting the issues & constraints above, the existing Minimum Lot Size (MLS) for subdivision of 2ha is not recommended for change if the area remains in Zone R5 Large Lot Residential. If the zoning changes to Zone RU2 Rural Landscape it would be increased to 100ha to be compatible with surrounding lands. The impacts of this change are addressed above.

### 14.6.4. Planning Controls

The only DCP that applies to the Zone R5 land currently is *DCP 6 – Rural Small Holdings* that is substantially out-of-date. A new comprehensive DCP should be prepared covering large lot residential development (or Zone RU2 Rural Landscape – if the zone is changed).

### 14.6.5. Additional Studies

It is important to note that this Strategy is NOT a comprehensive investigation of the suitability of any infill or Strategy (Growth) Areas for future development.