

3. MANILDRA

3.1. Location

Manildra is located in the central part of Cabonne Shire on Henry Parkes Way between Orange and Parkes. It is located ~15km from Cudal; 22km from Molong; ~46km from Orange; ~50km from Canowindra; and ~55km from Parkes. Therefore, Orange/Molong/Parkes are likely to be its 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 and recommendations for key land uses only. See the *Local Profile & Issues Paper (LPIP)* for more background.

3.2. Summary

MANILDRA (2020)	Total	Zone RU5 Village	Zone R5 LLR	Comment
Area	~208ha	~99.7ha	~85.6ha	Incl. Zone IN1~23.1ha/excl. Zone RE1/RE2/SP2/Commons
Lots	~374	~324	~50	Incl. 18+10 lot app. subdivisions
Other Uses	Community lots ~19; Business lots ~19 (some vacant); Industrial Lots ~13 (within Zone RU5 – rest in Zone IN1 not counted)			
Dwellings	~229	~204	~25	2016 Census ~236
Pop. 2016	2016 Census (~500 people) includes Zone RU5 & Zone R5 LLR +7 dw.			
Est. Pop. 2019	~504 = 2016 Occ. 2.2 * 229 dwellings			
Pop. Growth	2006-2016 (-3 people) = -0.06%/year			
Future Growth	Pop. Min -0.3 %/year; AVERAGE +0.2%/year (LOW); Max. +0.7%/year.			
Vacant Lots	~51	~43	~8	Less constrained vacant lots
+Subdivision	~90	~50	~40	Add subdivision potential vacant
50% likely	~45	~25	~20	50% likely to be developed
Past Dwelling Demand	~2.6/ year	~2.3/year (89%)	~0.3/year (11%)	Dwelling construction/approvals 2010-2019 (aerial + inspection)
Fut. Dwelling Est. Demand	~2.5/yr (50 dw)	~2/year= 40 (80%)	~0.5/year= 10 (60%)	~50 dwellings 2021-2041 (20 years) may be required
Supply/ Demand		~25/40 = 13 years	~20/10 = 40 years	Supply Zone RU5 10-15 years but Zone R5 >20 years
Recommend	Council to consider alternative Strategy (Growth Investigation) Areas if land owners do not develop infill land to full potential in next 5 years			

3.3. Existing Urban Area

3.3.1. Existing Planning Controls (CLEP2012)

Under CLEP2012, the existing land use zones for the urban area are (see Figure.1):

- Zone RU5 Village (~99.7ha incl. local roads) permits a wide range of possible land uses (subject to merit assessment);
- Zone R5 Large Lot Residential (~85.6ha) is primarily for dwellings on larger lots;
- Zones RE1 Public & RE2 Private Recreation (Sportsground, Showground & some Crown land reserves);
- Zone SP2 Classified Road (Henry Parkes Way);
- Zone SP2 Infrastructure (Orange-Broken Hill Railway Line).

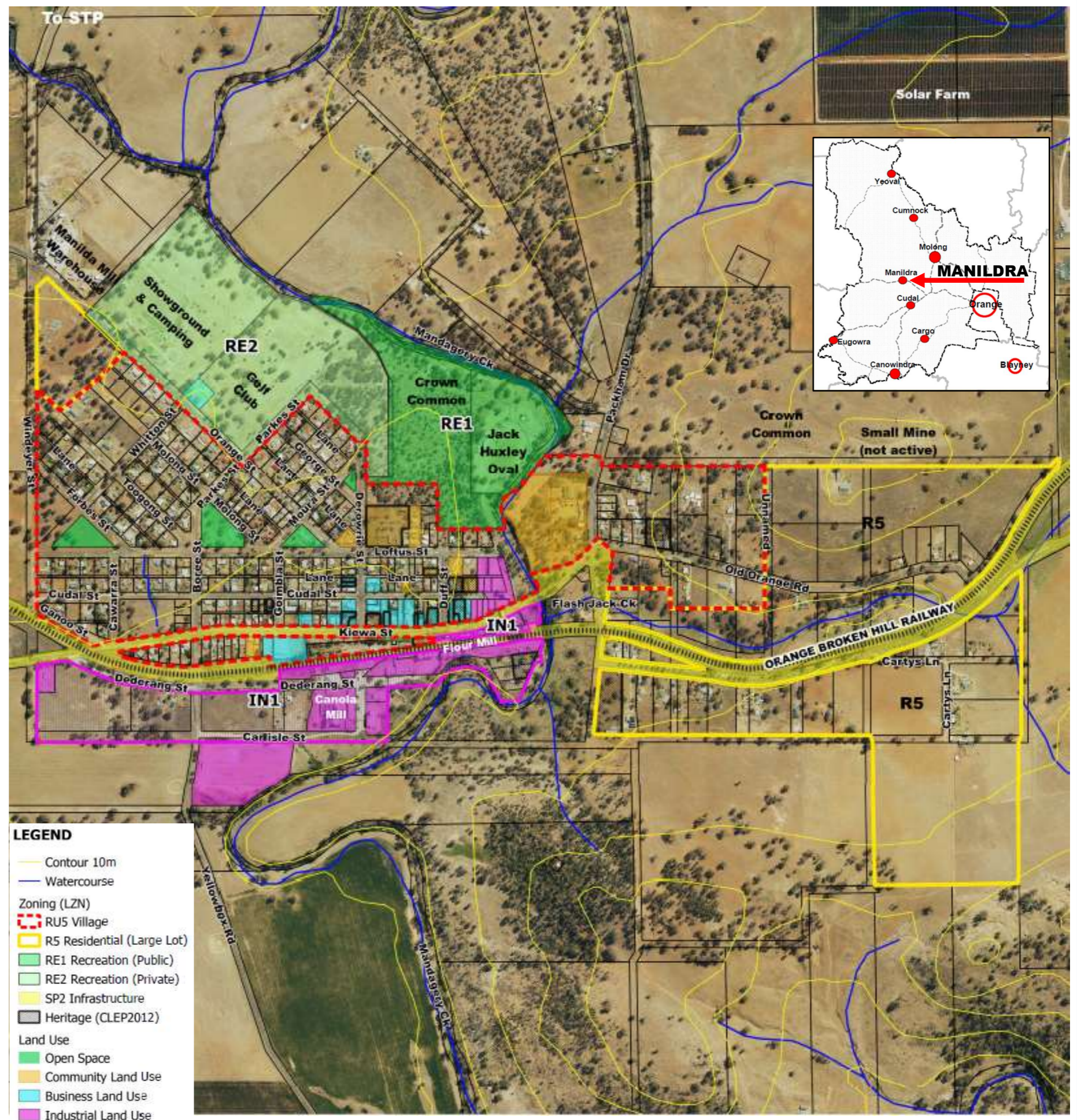
Under CLEP2012, the Minimum Lot Size (MLS) for subdivision is:

- Zone RU5 – 2,000m² – but reduced to 900m² if connected to reticulated sewer (which was connected around 2012);
- Zone R5 - 4,000m² (1 acre).

3.3.2. Settlement Pattern

Manildra has a historic road, block & lot arrangement based on a modified grid pattern that adjusts around Mandagery Creek and the railway line. Standard blocks in the western Village Zone are ~200m long and ~96m deep (with a central lane 6m wide). Therefore, standard lots are generally 40m wide and 40-50m deep (~1,600-2,000m²) or have been subdivided to 20m wide (~800-1,000m²). However, there are variable lots sizes ranging from ~600m² up to ~1-2ha. Street widths are usually the standard ~30m allowing for wide parking areas on each side of the two traffic lanes.

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



3.3.3. Open Space and Recreation

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

- a) Railway/Lions Park, Kiewa St ~0.1ha (playground with toilet block);
- b) Griffith Memorial Park/Swimming Pool, Orange, Loftus & Molong Sts ~0.42ha;
- c) Montana Park Crown Reserve No.2016, Loftus, Molong & Boree Sts ~1.04ha (skate park & open space);
- d) Jack Huxley Oval, Derowie St ~5.73ha (sportsground, grandstand, tennis courts, cricket nets, walking trails, toilets etc.);
- e) Showground, Orange St ~13.66ha (track, horse arena, toilets, campground etc);
- f) Golf Club, Orange St ~14.62ha (golf club and golf course);
- g) Park, Derowie, George & Moura St ~0.11ha (open space);
- h) Crown Reserve No.2014, Loftus, Forbes & Whitton Sts ~0.84ha and adjacent Council land ~1.1ha (open space);
- i) Bowling Club, Kiewa Street;
- j) Commons, North of Old Orange Rd & east of Packham Drive.

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

3.3.4. Community/Business Uses and Employment

The main commercial street is Henry Parkes Way / Kiewa St with some businesses extending up Derowie St. Current businesses include, but are not limited to: Manildra Store/Post Office/Credit Union, Café, Medical & Community Health Centre, Pharmacy, Butcher, Hair Salon, Gift & Antiques Shop, CRT Rural Centre, Imperial Guesthouse, Royal Hotel, smash repairer, service station, craft cottage, and depots. Community uses extend up Derowie St, Loftus St & Cudal St including, but not limited to: Manildra Public (Primary) School; Catholic Primary School; aged care units; pre-school; museum/Amusu theatre; Police; Rural Fire Service (RFS); and churches. However, in recent years there has been an increase in vacancy of commercial buildings and/or conversion to dwellings that is impacting on the level of local services, employment and streetscape presentation/activity.

Unlike many Cabonne settlements, Manildra has a significant number of industrial operations including Manildra (Flour) Mills; MSM (Canola) Mill; GrainCorp; and a number of local businesses that contribute significantly to employment and growth. The largest local employers are the flour mill, the canola mill, the schools, and some limited retail so there is some local employment opportunity (outside of agriculture).

3.3.5. Utilities/Infrastructure

Sewer

Around 2011/2012 a new Sewage Treatment Plan (STP) was constructed to the north-west of the village with reticulated (low-pressure) sewerage system connected to existing dwellings that requires individual macerators/pumps at each lot. Replacement of the on-site effluent systems reduces environmental issues and allows connected lots to subdivide down to 900m² per lot instead of 2,000m² to facilitate growth. However, the new system is expensive (with significant ongoing maintenance costs) so the Council charges can affect development viability.

The Manildra STP design loading was ~740 Equivalent Persons ('EP') or ~308 Equivalent Tenements (ET). The projected population for Manildra would need to exceed 1.5%/year from 2021-2041 (see *Population & Growth* Section below) which is unlikely so it is not currently a constraint to growth.

Water

Manildra is connected to the Central Tablelands Water (CTW) network via Canowindra, Cargo & Cudal to the Grays Hill/Manildra Reservoir and pump stations. 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. Unlike most settlements, Manildra benefits from being located near 132kv high-voltage electricity lines connecting to Molong. This supports local industry and has also enable the construction of a significant solar farm to the north-east on

Packham Drive for renewable energy generation. However, there is no gas line to facilitate energy-intensive uses like industry.

Telecommunications

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

Waste

Manildra has a local waste depot located off Yellowbox Road that provides landfill and recycling services.

3.4. 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:

- a) **Population:** A population in 2016 of ~500 has remained in the 470-570 people range over the last 40-years suggesting resilience. It is high enough to support a range of local services and facilities if escape expenditure to Orange is managed & local workforce maintained.
- b) **Services/Infrastructure:** The proximity of Manildra to Parkes, Orange and Molong and its location on a key regional road (Henry Parkes Way) and Orange-Broken Hill Railway Line provides significant opportunities for economic growth driven by local industry, proximity to the Parkes Special Activation Precinct (SAP)/Inland Rail/Newell Highway, proximity to Orange for higher-level services, and regional tourism attractions. Henry Parkes Way & the rail sidings may be upgraded for improved freight access. Manildra is also close to Parkes Airport. The bridge over Mandagery Creek is currently being upgraded. There are plans to add an additional rail siding for freight.
- c) **Industry:** Manildra is unique in being the industrial centre for Cabonne with the Manildra (Flour) Mill and Canola Mill growing. It is uniquely placed to leverage growth in rail freight & proximity to Parkes SAP. There are lands identified for future industrial growth to the south of the settlement (less land use conflict) & if these are developed it will grow and significantly increase dwelling demand.
- d) **Employment/Income:** In 2016 Manildra had one of the lowest unemployment rates of the larger settlements (4.9% compared to 6.9% average in Australia), though it still had high rates of part time employment (29.1%). Median personal weekly income is higher than at least four (4) of the settlements.
- e) **Dwelling Growth:** In the last few years there has been significant dwelling growth, particularly in a recent zoning extension showing demand for new land. Anecdotally, there are insufficient dwellings to meet the needs of local industry.
- f) **Retail:** Compared to many Cabonne settlements, Manildra has maintained a lot of its main street retail, services and activity that meet local needs.
- g) **Electricity:** Manildra's location near high voltage power lines has made it attractive for renewable (solar) energy generation with an existing solar farm.
- h) **Education:** Access to two local primary schools with secondary schools at Molong, Orange & Parkes may make it attractive for families.
- i) **Tourism & Character:** Potential for increased tourism due to its location on route to Parkes, the Amusu theatre and museum, the village's character and heritage, and the camping/accommodation options.
- j) **Affordability:** Compared to other nearby regional cities and larger Cabonne settlements, Manildra offers affordable land and housing with lower levels of rental/ mortgage stress.
- k) **Aged Care:** There is some limited aged care housing in Manildra to enable ageing-in-place in the community and retain older citizens.
- l) **Attraction/Constraints:** Manildra is an attractive and well-laid-out settlement with significant local pride. Most of the settlement is not affected by any significant environmental constraints so this reduces the cost of development (see following section for details).
- m) **Sewer:** Centralised sewage now allows subdivision to smaller lot sizes.

- n) **Water:** CTW provides a relatively secure water supply to support limited growth (compared to some other Cabonne settlements).
- o) **Telecommunications:** A reasonable level of internet/mobile connectivity in and around Manildra would enable people to run businesses and work remotely.
- p) **Recreation:** Access to a good range of recreation and sporting facilities.
- q) **Community Spirit:** Good community associations foster community spirit and local solutions to community needs.

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

- a) **Limited Land Supply:** In 2016, Manildra had the 2nd highest level of occupied dwellings of all of the larger settlements and the community has clearly raised that there is a lack of land available to buy or rent. What little land is available may be either constrained, taken up for industry and its employees, or not been placed on the market. If a number of subdivision approvals are not made available in the short term (1-5 years) this will place pressure on housing availability and affordability & push growth to other settlements.
- b) **Resilience/Population:** Manildra continues to have fairly significant rises and falls in population making it more difficult to invest and cater for growth. Employment is highly dependent on agriculture/industry which can be cyclical and impact on resilience.
- c) **Industry Impacts:** Manildra is an industrial town with its key industrial operators adjacent to the main street with a number of potential impacts including night-time operations, heavy vehicle and heavy rail movements, odour, noise, light and other potential land use conflicts that affect residential amenity in Manildra. Whilst residents appear to be generally accepting of some impacts, it places limits on industrial growth/impacts & may affect the desirability for new residents.
- d) **Proximity to Regional Centres:** Manildra is 35-40 minutes' drive from Orange & Parkes where most significant growth and demand is occurring and there are increased employment opportunities. However, proximity is likely resulting in 'escape expenditure' where people buy most of their goods outside Manildra, reducing growth of local retail.
- e) **Ageing:** In 2016, the median age in Manildra was 44 years – higher than the Australian and Cabonne's average but not as high as some other Cabonne settlements with 21.6% 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 Manildra & there is attraction for younger families.
- f) **Health:** Manildra has a Community Health Service but no local hospital and limited access to health professionals. This may make it more difficult to retain older citizens and families in Manildra.
- g) **Dwelling Types:** Like most Cabonne settlements, the majority of existing dwelling types are detached houses, though it does have some limited units for aged care. Manildra has a relatively high number of single (or lone) person households and a high discrepancy between household size and people/dwelling that suggests dwelling types poorly match community needs at affordable prices.
- h) **Public Transport:** Limited public transport restricts access to services / facilities / employment in regional centres for those without access to private vehicles.
- i) **Sewer:** The cost of new connections to the reticulated sewerage scheme is a significant development cost and may restrict further subdivision and growth.
- j) **Flooding:** The village has a number of intermittent and significant watercourses that create potential drainage, inundation and overland flow issues during heavy rainfall events that affect significant portions of mostly the large lot residential area and may constrain further development in these areas.
- k) **Tourism:** Limited items of tourist interest to act as major destination & generate longer stays compared to some other larger settlements in Cabonne.

3.5. Population & Dwelling Demand

3.5.1. Census Boundaries

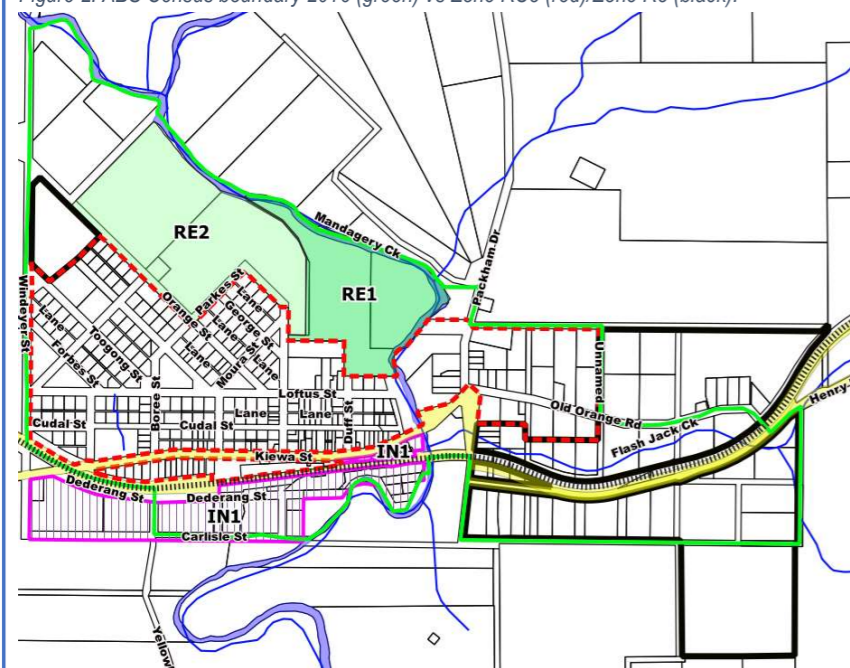
Figure.2 below shows how the 2016 ABS Census Urban Centre boundary (green) for Manildra compares to urban zone boundaries - Zone RU5 Village (red) & Zone R5 LLR (black). The Census boundary includes all of Zone RU5 Village and most of the Zone R5 LLR areas except for ~5 dwellings to the north-east and 2 to the south-west (industrial area). Therefore, the Census population is a reasonable approximation for the Settlement with minor adjustment.

7 additional dwellings at a 2016 dwelling occupancy rate of 2.2 people/dwelling = ~15 additional people + 2016 Census population of 485 = ~500 people.

(Note: we have assumed that due to dwelling demand the unoccupied dwellings have reduced significantly from 17 in 2016).

We note that Manildra 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.

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



3.5.2. Historical Population

Figure 3: Table of Manildra's historic population change 1976-2016 (ABS Census).

Year	Population	Change	% Change from Previous Period	Average Annual % Change
1976	557	N/A	N/A	N/A
1981	520	-37	-6.64%	-1.33%
1986	520	0	0.00%	0.00%
1991	512	-8	-1.54%	-0.31%
1996	533	+21	+4.10%	+0.82%
2001	513	-20	-3.75%	-0.75%
2006	503	-10	-1.95%	-0.39%
2011	478	-25	-4.97%	-0.99%
2016	496	+22	+4.60%	+0.92%
1976 - 2016		-57	-10.23%	-0.26%/yr
1986 - 2016		-20	-3.85%	-0.13%/yr
1996 - 2016		-33	-6.19%	-0.31%/yr
2006 - 2016		-3	-0.60%	-0.06%/yr

Figure.3 above shows that the Census population for Manildra (Village Zone + adjusted Large Lot Residential/Industrial area) has varied from a low of 478 people in

2006 to a high of 557 people in 1970 with a slight decrease to ~496 people in 2016 (adjusted to ~500 people).

At the 2016 Census, this correlates with ~229 estimated dwellings times by the household occupancy rate of 2.2 people/dwelling = ~504 people.

Over the long term (1976-2016) the average annual growth rate was ~-0.26% but in the last decade the population has stayed relatively stable ~500 people (with variation between censuses). This suggests a degree of resilience.

With a number of new dwellings constructed since 2016, there is expected to be a population increase at the 2021 Census.

3.5.3. 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 impact 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 Manildra 2021-2041 (20 years) is expected to range from (Fig.4):

- Minimum: -0.3 %/year;
- AVERAGE: +0.2%/year (low population growth);
- Maximum: +0.7%/year.

It is interesting to note that in CSS2012, the population projection expected range 2016-2036 was MINIMUM -0.1%/year; AVERAGE +0.3%/year; MAXIMUM +0.5%/year (based on 2006 population as 2011 data was not available at that time).

In reality, from 2006-2016 the population growth was effectively static at -0.06%/yr so the CSS2012 projection was slightly optimistic but above the minimum projection.

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).

3.5.4. Estimated Dwelling Demand

Existing Dwellings

A rough count of dwellings in Manildra from the late 2019 aerial photo is ~204 dwellings in the Village Zone plus ~25 dwellings in Zone R5 Large Lot Residential = ~229 dwellings (there are 2 or 3 in the Industrial Zone that are not counted).

Figure 4: This Strategy's population projection range for Manildra 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%	500	463	428	396	366	339	-161
NEGATIVE GROWTH	-1.00%	500	475	451	429	407	387	-113
MINOR NEG. GROWTH (MINIMUM)	-0.30%	500	493	485	478	471	464	-36
LOW GROWTH (AVERAGE)	0.20%	500	505	510	515	520	526	26
LOW-MEDIUM GROWTH (MAXIMUM)	0.70%	500	518	536	554	574	594	94
HIGH GROWTH	1.00%	500	525	551	579	608	638	138
VERY HIGH GROWTH	1.50%	500	538	578	621	668	718	218

Dwelling Approvals 2010-2019

A review of Development Approvals from 2010-2019 (10 years) suggests there have been ~26 new dwellings approved in this time including: 23 in Zone RU5 Village and 3 in the Zone R5 Large Lot Residential area, an average of ~2.6 dwellings/year.

Dwelling Construction 2010-2019

The Vacant Land Analysis Figure(s) on the following page(s) shows that from 2010-2020 (10 years) there have been ~26 new buildings constructed/or started construction visible on the 2019 aerial photograph, an average dwelling growth of ~2.6 dwelling/year including:

- ~23 dwellings in the Village Zone; 2.3/year (~88.5%);
- ~3 dwellings in the Large Lot Residential (LLR) Zone; 0.3/year (~11.5%).

Projected Future Dwelling Demand

If this historical rate is an estimate of future dwelling growth, there may be need for ~46 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 594 people (an extra 94 people) and assuming a household occupancy rate of 2.1 people/dwelling (2016 was 2.2) then the required amount of housing is:

- Max. total population (594)/occupancy of 2.1 = 283 dwellings – 229 existing dwellings = ~54 new dwellings; OR
- Additional 94 people/occupancy of 2.1 = ~45 new dwellings.

Therefore, this Strategy projects an **AVERAGE future growth** of ~50 new dwellings from 2021-2041 (20 years) or ~2.5 dwellings/year. This is comparable to the historic dwelling growth (~2.6 dwellings/year) in the last 10 years and is supported by the *Summary of Growth Potential* Section above.

Estimated allocation to each residential zone is:

- ~40 new dwellings in the Village Zone (~80%); and
- ~10 new dwellings in the Large Lot Residential (LLR) Zone (~20%).

It is expected dwelling development in the Village Zone will dominate demand though lack of supply in the Village Zone may create some additional development potential in the LLR area above the historical growth rate.

3.6. Land Supply

3.6.1. Existing /Approved Subdivisions

Council has approved two (2) significant subdivisions of land in Manildra's Village Zone in the last eight (8) years including:

- DA2012/193** – 18 lot subdivision (all lots vacant) on the block between Kiewa/ Boree/Cawarra/Cudal Streets. Lots 990-1330m² in size. This is an entire block within 500m of the village centre. It is relatively flat/unconstrained land. Discussions with the owner suggests they may be interested in developing them for community housing (leasehold) but not selling the lots but development costs may be a hurdle.

- b) **DA2018/77** – 10 lot subdivision (2 dwellings/8 vacant lots) on 2 lots known as 6 Old Orange Road. Lots 1,028-2,006m² in size. It is unclear if these lots are on the market in 2020 but some current development work is taking place. These lots are on slightly sloping land. There may be potential for additional subdivision of this land holding on an adjacent large lot in the future.

The extension of the Village Zone in CLEP2012 north-west between Orange & Molong Streets has resulted in an additional 6 dwellings on this block but Molong Street extension (Lot 2 DP722107) north of Whitton St is in private ownership preventing development of land to the north-west.

3.6.2. Vacant Land Supply

Based on a review of developed sites in late 2019 (see Figures 5 & 6 – vacant sites coloured red), Manildra had ~88 lots without dwellings capable of further development:

- a) ~63 lots in Zone RU5 Village (including the 10-lot & 18-lot subdivisions); and
- b) ~25 lots in Zone R5 Large Lot Residential (LLR).

The sites (or part sites) marked with black hatching are generally constrained from further development by 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 these reduces the number of 'vacant' developable lots to a total of ~51 lots:

- a) ~43 lots in Zone RU5 Village; and
- b) ~8 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 ~90 lots:

- a) ~7 lots in the Village Zone – Total ~50 lots;
- b) ~32 lots in the LLR Zone - Total ~40 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) ~25 lots in the Village Zone; and
- b) ~20 lots in the LLR Zone.

3.6.3. Residential Supply & Demand

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

- a) Village Zone: ~25 lot supply; ~2 dwellings/year demand = ~12 years supply;
- b) LLR Zone: ~20 lot supply; ~0.5 dwellings/year demand = ~40 years supply.

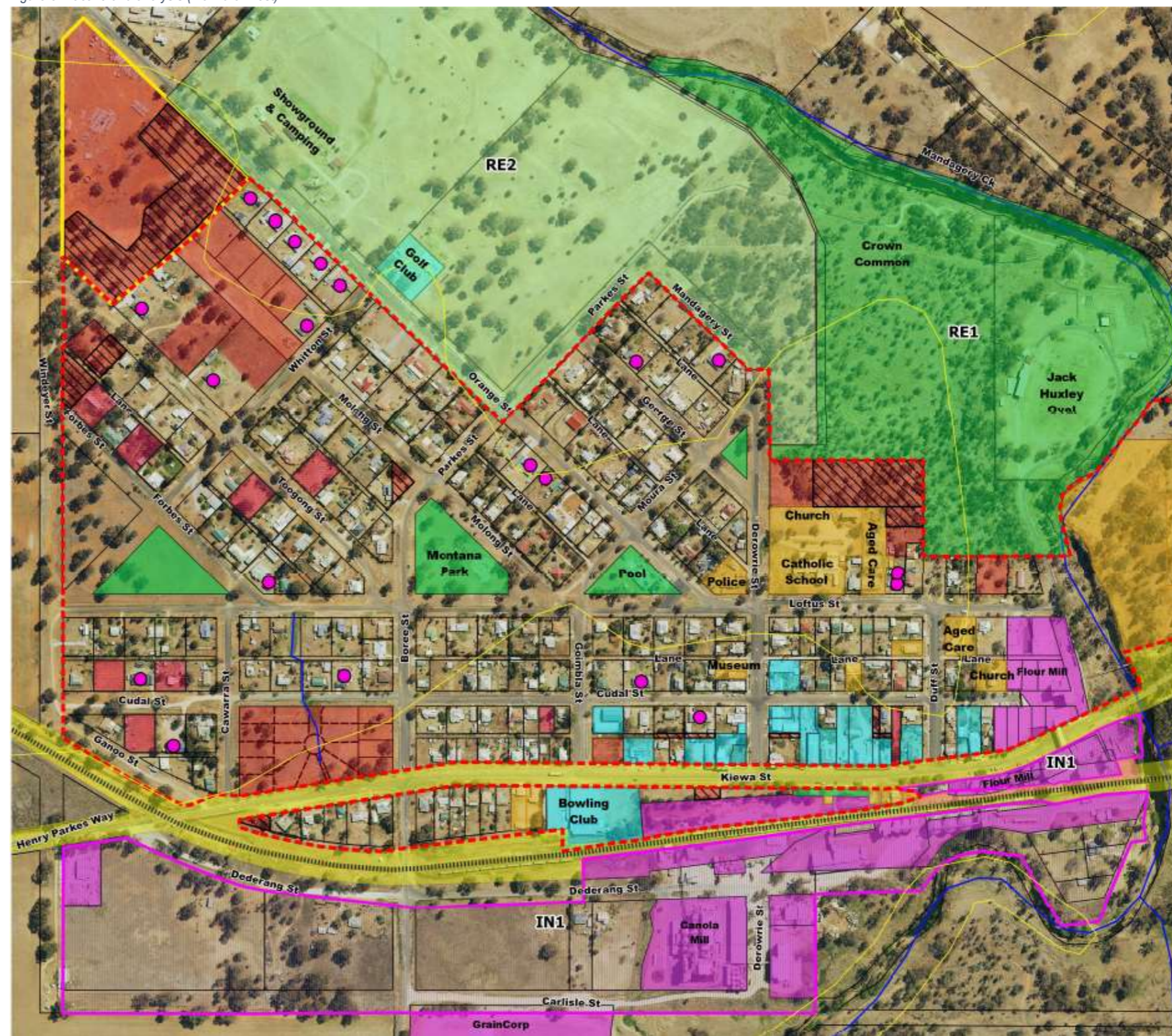
Therefore, there is sufficient supply at projected growth rates in the Large Lot Residential areas, but there is less than 20 years' supply in the Village Zone.

In the Village Zone:

- a) Assuming the 10-lot subdivision (8 vacant) in East Manildra comes to market shortly, it may meet demand in the Village Zone for 4-5 years;
- b) If the 18-lot subdivision is made available either for purchase or lease of new houses then this may meet a further 8-10 years demand. However, availability of this land is not guaranteed at this time.

On this basis, Council should investigate additional Strategy (Growth) Areas in the next 2-3 years (worst case) to provide additional supply for urban residential growth or in 7-8 years (if both recent subdivisions go to market). See the Section on *Strategy (Growth Investigation) Areas* below for more details.

Figure 5: Vacant land analysis (Manildra West).



LEGEND

Contour 10m	Land Use
Watercourse	Open Space
Zoning (LZN)	Community Land Use
RU5 Village	Business Land Use
R5 Residential (Large Lot)	Industrial Land Use
RE1 Recreation (Public)	Vacant (No Dwelling Sept 2019)
RE2 Recreation (Private)	Constrained Vacant Land
SP2 Infrastructure	Vacant Adjacent Owner
Heritage (CLEP2012)	New Building (since 2012)

3.6.4. Non-Residential Uses

As the urban area of Manildra 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 also a reasonable rate of vacancy of existing commercial properties to enable some expansion of community or business uses, assuming that demand increases. Since CSS2012 there have been limited applications for new community or business uses. For these reasons, there is likely to be sufficient supply of land for commercial/business for the foreseeable future.

There is Zone IN1 General Industrial land available for larger industrial growth or the potential to investigate and rezone land identified in the 2008 Subregional Strategy Area SAC that has been brought across to the 2020 Subregional Strategy. Light industry can also occur within the Village Zone. Therefore, there is an identified future growth area for industrial uses (outside the scope of this Strategy).

3.7. Opportunities and Constraints

3.7.1. Natural Environment & Hazards

Urban expansion is constrained partly by topography, flood prone lands, vegetation and surrounding industrial and agricultural land. See Figure.7 - Key Environmental Constraints Map.

Topography & Drainage

Manildra west sits on a slight ridge near Loftus St that falls to the north, east and south with Kiewa St sitting on the lower land along the rail line. Manildra east is compressed by the ridge to the north-east (former mine/quarry) and a ridge to the south that limits the extension of the Village Zone to the east. The Orange Broken Hill Railway winds between these ridges on the lower lying land.

Watercourses

Mandagery Creek is a sensitive (riparian) watercourse that flows from north to south and splits the settlement. Manildra Creek joins it just north of Gumble Road. It then flows into the Lachlan River near Eugowra. Flash Jack Creek runs from east to west through the large lot residential area. Most of the other watercourses are intermittent drainage channels.

Flooding

Manildra 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 more affected urban zoned lands.

The Constraints Map shows an indicative flood potential area (based only on contours with no detailed historical or hydrological analysis) and should NOT be relied upon. It is only a tool for growth assessment until a Flood Study is prepared.

Flood impacts along Mandagery Creek are likely to only impact a relatively small part of the existing Village Zone as the Floor Mill/Jack Huxley Oval/ Public School act as buffers on either side. However, Flash Jack Creek is likely to constrain a significant amount of the large lot residential land to the east as it is low-lying/drainage prone (see black hatching).

Vegetation & Biodiversity

Sensitive biodiversity usually aligns with significant vegetation, mostly along Mandagery Creek and in the Crown lands/commons/recreation areas. It also sits on ridgelines around the settlement. Development of some urban land is likely to be constrained by the significance and cost of off-setting removal of some of this vegetation, particularly Crown land that may also have native title significance.

Bushfire

Manildra has a pocket of mapped bushfire prone land (RFS 2003) to the south of the settlement on the ridge and to the north of the settlement/Mandagery Creek. Neither overlap the existing urban area, though there is contiguous vegetation to the creek and recreation grounds that could pose a risk. In addition, bushfire prone land may increase if it includes grasslands.

Geology

Geology does not appear to be a significant constraint for Manildra with no significant karst (limestone) though there are also 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

Manildra urban area is outside the areas of groundwater vulnerability.

LEGEND

- | | |
|------------------------------|----------------------------------|
| — Contour 10m | Land Use |
| — Watercourse | ■ Open Space |
| Zoning (LZN) | ■ Community Land Use |
| ⋯ RU5 Village | ■ Business Land Use |
| ■ R5 Residential (Large Lot) | ■ Industrial Land Use |
| ■ RE1 Recreation (Public) | ■ Vacant (No Dwelling Sept 2019) |
| ■ RE2 Recreation (Private) | ▨ Constrained Vacant Land |
| ■ SP2 Infrastructure | ■ Vacant Adjacent Owner |
| ■ Heritage (CLEP2012) | ● New Building (since 2012) |

Figure 6: Vacant land analysis (Manildra East).

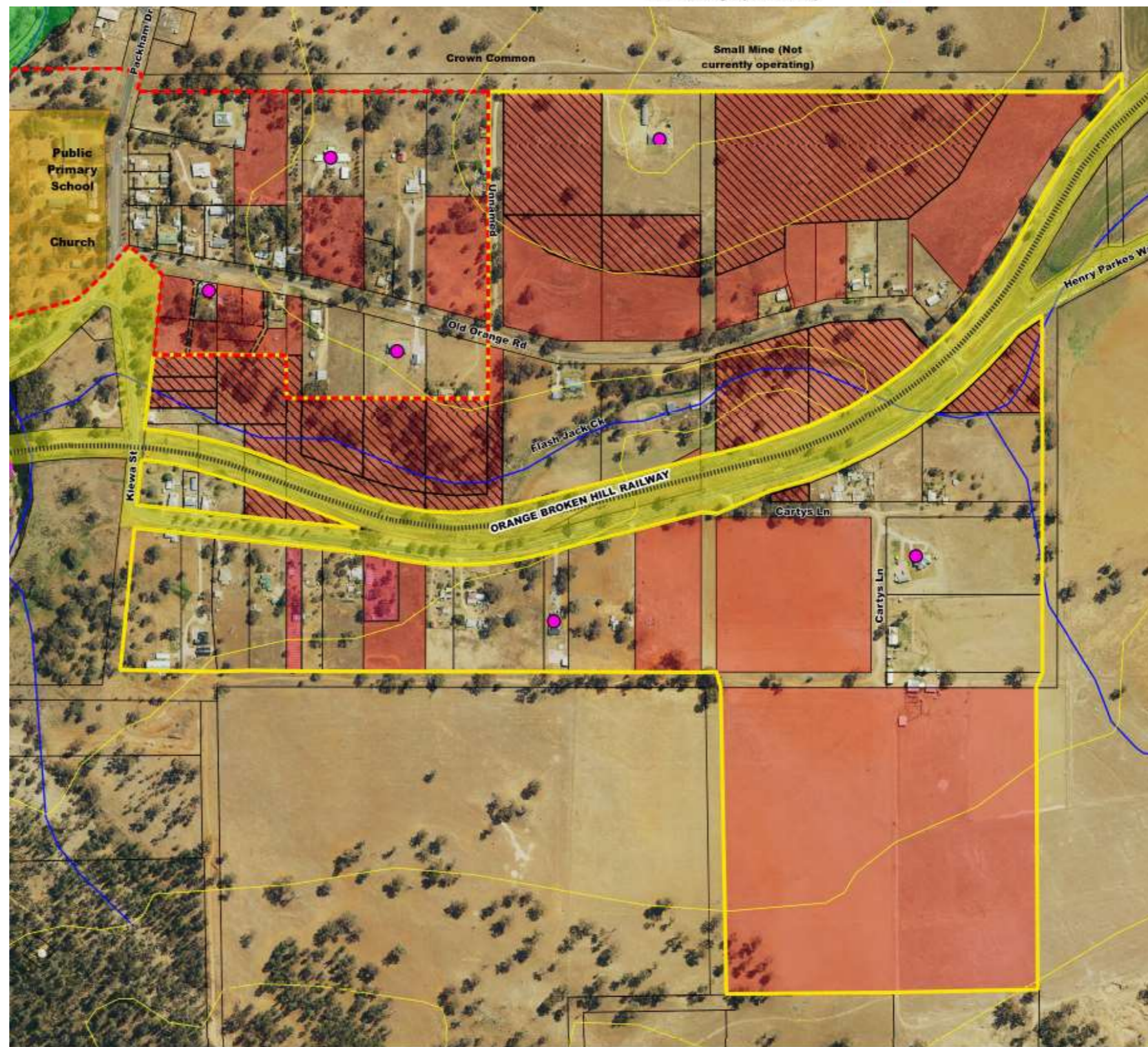
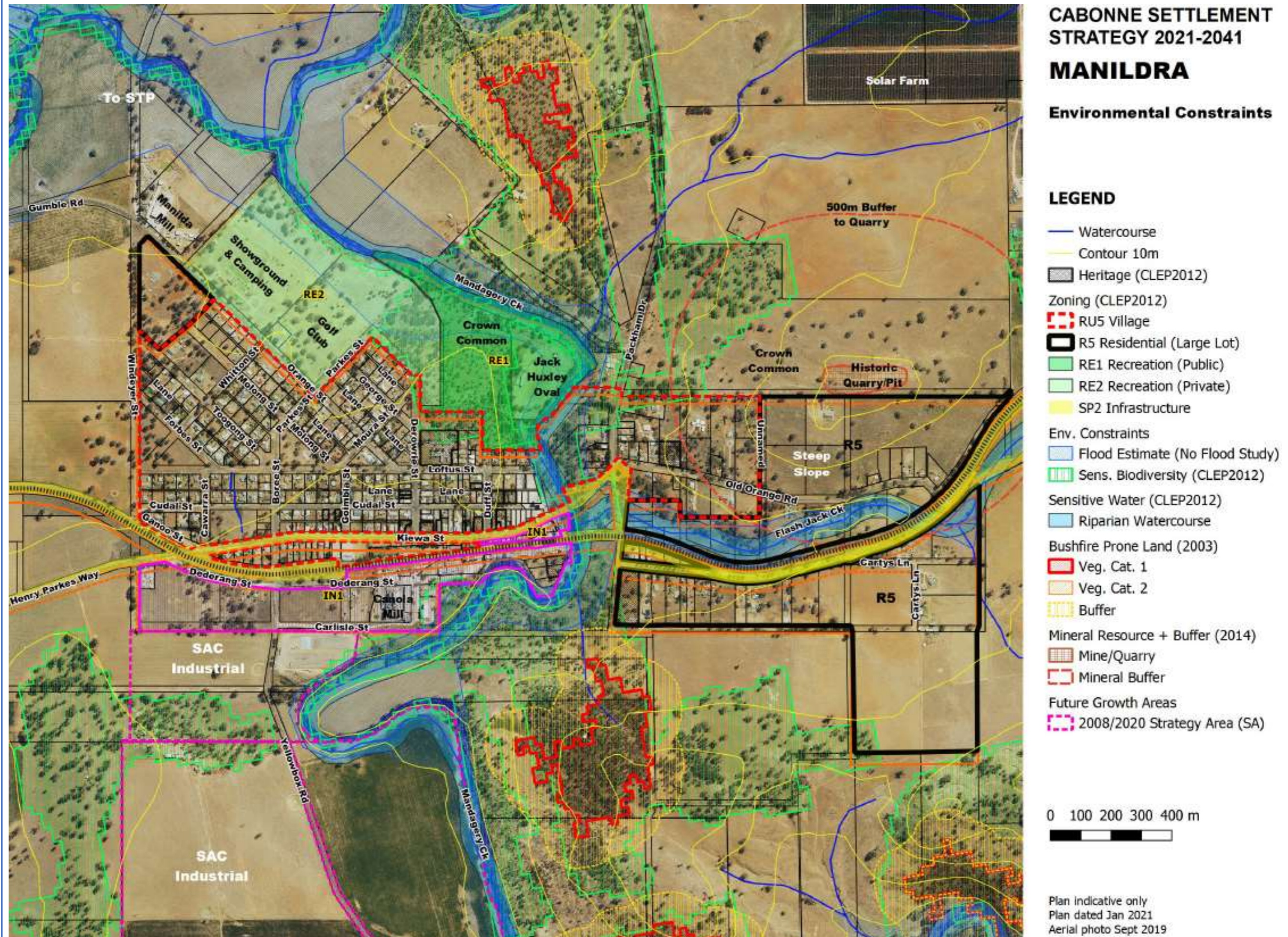


Figure 7: Key environmental constraints.



3.7.2. 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.

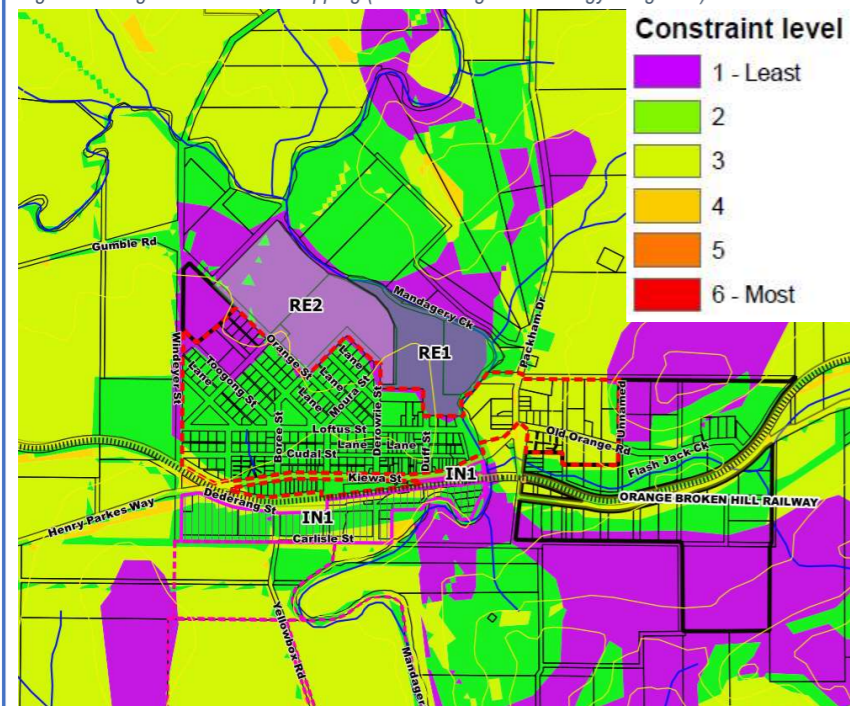
The Constraints Mapping around Manildra (see Figure.8 below) shows that most of the easy to develop land is already within the existing urban area – so this should be considered before any expansion of the urban area into rural lands.

Outside the existing urban area, the land that is easiest to develop (Level 1-purple) corresponds mostly with land immediately to the south-east of the Orange Rd – though this terrain becomes steep and has a number of access issues and is part of a larger agricultural holding.

To the west, there is an area near the railway line outside the Village Zone that is only Constraint level 2 that is a future investigation area to be considered (below). Beyond this the Constraint Level increases to Level 3 (less desirable for development), probably due to the need to protect higher quality soils for agriculture (see below).

At this stage, additional infill development within the existing Village Zone and Large Lot Residential areas and some future investigation of conversion of some of the Crown land adjacent is consistent with the 2008 Subregional Strategy. However, if infill development is unsuccessful then the only reasonable extension of the Village Zone is to the west.

Figure 8: Weighted Constraint Mapping (2008 Subregional Strategy – Figure.6).



3.7.3. 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 verified 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). Figure.9 map below suggests that land immediately surrounding Manildra's urban area ranges from Class 2 to the north-west to Class 3 to the west, south and east, and Class 4 to the north-east.

Manildra is identified as having Biophysical Strategic Agricultural Land (BSAL) (see Figure.10 below) as only a narrow strip along Mandagery Creek north of Gumble Rd (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 around Manildra is important cropping and grazing land and pockets may also have pockets suitable for medium wool production. This is likely to align with Important Agricultural Land mapping.

Figure 9: Indicative map of Agricultural Land Capability Classes around Manildra.

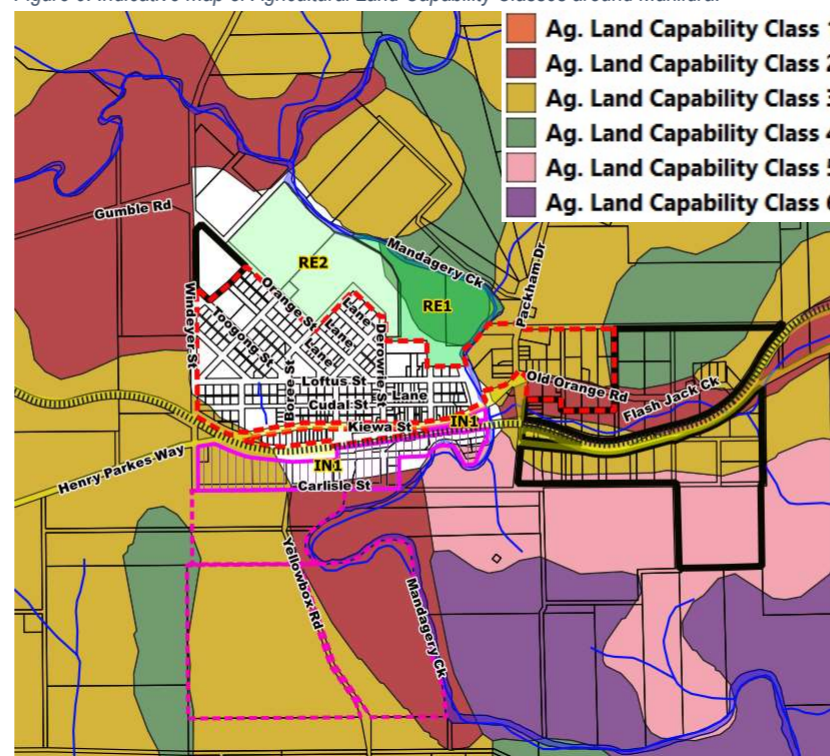


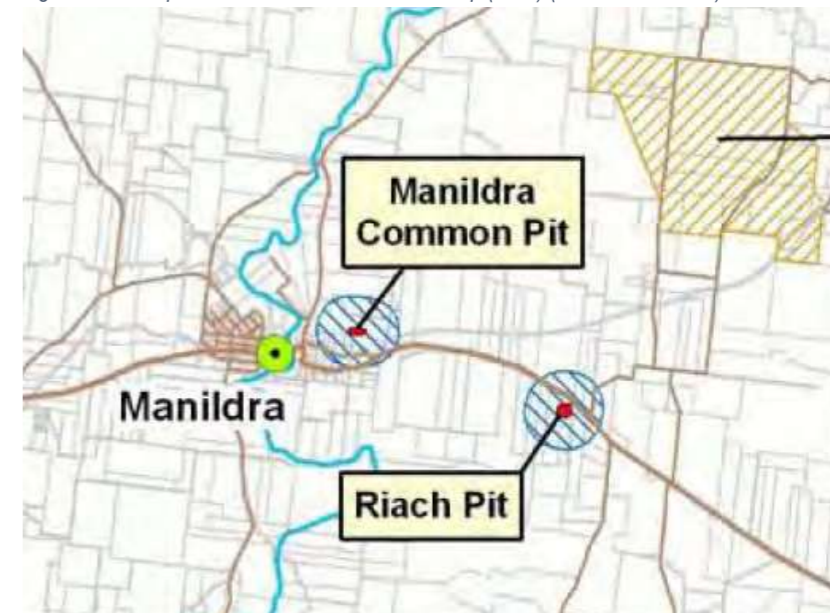
Figure 10: Biophysical Strategic Agricultural Land mapping (Sheet 23) excerpt for Manildra.






3.7.4. 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. Figure.11 below is an excerpt from the 2012 Mineral Resource Audit mapping for Cabonne showing that the only existing extractive area close to Manildra's urban area is the Manildra Common Pit (located to the north of the large lot residential area). This quarry appears to be historic and no longer operational (though if the resource is still present it could restart in the future). Therefore, any urban growth around the fringes of Manildra, particularly to the west and south-west is unlikely to significantly increase land use conflict.

Figure 11: 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.

3.8. 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 *Figure 12 - Strategy Growth Areas*.

Residential Land – Infill

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

3.8.1. MA1 – Molong St Extension (Zone RU5-Infill)

As stated in Section 3.5.1 above, the private ownership of the extension of Molong St (Lot 2 DP722107 ~2.5ha) is acting as a blockage to the development of under-utilised land between Orange St and Toogong St. If this owner were to develop the former road reserve then it could sterilise a significant amount of land or cost more to find access to develop. This land does NOT require rezoning so it is available for development as soon as access is resolved.

There are existing services in Whitton St that can be extended relatively easily. The road reserve seems relatively unconstrained and the adjacent land has some limited vegetation that may require protection.

This Strategy recommends Council engage with this land owner to either purchase this former road reserve and/or assist with its construction and dedication to Council so it can open up at least four existing (4) lots east of the street and up to 4-6 lots by additional subdivision to the south. An additional 8-10 lots could provide 3-4 additional years' housing supply. See also benefits of opening up Molong St to Strategy Area SA3 below.

3.8.2. MA2 – Kiewa St 18-Lot Subdivision (Zone RU5-Infill)

Strategy Area MA2 does NOT require rezoning and has an approved 18-lot subdivision (4 lots already registered with 1 large remnant parcel Lot 5 DP1187720 ~2.1ha).

The land is relatively flat and close to the village centre. It is relatively unconstrained except for some limited vegetation and the need to manage a drainage corridor through the centre of the site, possibly within the proposed internal road.

We are unsure of the full reasons why this land has not been developed or sold for housing but we are aware the current owners run the Buddhist retreat outside of Manildra. Preliminary discussions suggest there is an intention to release land for leasehold only which is a good outcome for the rental market. However, we query if the cash flow will be sufficient to enable re-investment for construction of new dwellings across the site in the next 5 years.

This Strategy recommends that Council engage with this owner to determine how to facilitate its development or partial release or offer a suitable price to purchase and make at least some of the land available for dwellings in the next few years.

3.8.3. MA3 – Orange St / North-West (Zone R5-Infill)

This land (Lot 255 DP750155/ ~5.25ha) at the north-western edge of the village between Orange St and Windeyer St (unformed) is currently in Zone R5 Large Lot Residential (LLR) with a Minimum Lot Size for subdivision of 0.4ha (1 acre) lots.

The owner is currently using it for some industrial storage but otherwise it is vacant/ under-utilised and reasonably close to existing utilities/services in Orange St.

It has some constraints from significant vegetation (particularly in the southern half), proximity to the Manildra Mill warehouse north of Orange St, and Windeyer St is unformed for access and significantly vegetated. These constraints suggest that it is more suited to a large lot (1 acre) subdivision rather than urban residential (¼ or ½ acre lots) – but due to the demand for urban residential land the Village Zone could also be extended to this area.

Under its current zoning it could achieve possibly 8-10 lots (with internal road), though constraints may reduce this slightly. If it were to be included in the Village Zone and some vegetation removed then it could achieve 15-20 lots (at 0.2ha each) – ideally with an extension of Molong St providing access (subject to vegetation).

This Strategy recommends Council engage with this owner to assess future development potential of this land, any significant impacts from the adjacent warehouse facility, the extent of significant vegetation, and potential to rezone the land for urban residential uses.

If the land is too highly constrained then it should remain in Zone R5 Large Lot Residential and facilitate subdivision at the current minimum lot size.

Whilst this land may appear difficult to develop, we suggest it would be easier than extending into agricultural land to the west (see Strategy Areas below).

Residential Land - Rezoning

3.8.4. MA4 – Extension of Loftus St West (Rezone Urban Res.)

If Strategy Areas MA1-MA3 are not successfully developed within 5-years to achieve a reasonable yield to meet demand, then Council should consider extending the urban area into the rural lands to the west of Manildra. Extension to the east is more constrained by topography and drainage issues.

The first choice for this extension would be into Strategy Area MA4 with an extension of Loftus St/Windeyer St to the west into Lot 263 DP750155 (and possibly the southern half of Lot 51 DP133088 ~18ha) that extends down to the railway line.

This land appears to form part of a larger agricultural holding that is cultivated so it will take up agricultural land but this appears unavoidable. It will require a buffer to promote 'Right to Farm' on adjacent lands, setbacks from the rail line to minimise noise/vibration, and the scattering of significant trees may require protection.

However, it is two titles immediately adjacent to the existing urban edge. Its removal from agricultural production shouldn't compromise the viability of the larger farm as its holding size is >100ha. The land has a low slope with no drainage issues or other major constraints visible from a desktop review.

This Strategy recommends Council engage with this land owner to pursue a rezoning once infill has been maximised. An urban (residential) zoning is suggested because this is most in demand and it would be the more efficient use of land/consume less agricultural land for a higher yield. However, larger lots may be required around the south and west boundaries to reduce land use conflicts.

3.8.5. MA5 – Gumble Road (Rezone Large Lot Res.)

If Strategy Area MA4 was rezoned and subdivision reached ~60% of capacity then Council could also consider rezoning Strategy Area MA5 which is the rest of Lot 51 DP133088 ~15.5ha) for Large Lot Residential (LLR) use extending from the telecommunications tower access road down to Gumble Road.

It requires a more detailed study, but a large lot residential zoning is suggested because the northern section near Gumble Road is fairly low-lying and needs assessment for flood impacts from Manildra Creek and buffers for the Manildra Mill warehouse along with suitable access. This land is relatively cleared of trees and cultivated.

Industrial/Business Land

3.8.6. MA-IN2 – Manildra Mill Warehouse – Orange St

It is noted that the Manildra Mill warehouse at 94 Orange St (~6.2ha) to the north-west of Manildra currently sits in rural zoned land. It is unclear if the Mill will continue in this location or consolidate with industrial land to the south. Regardless, this land has significant sheds & infrastructure that could be re-utilised/ expanded to promote employment with limited residential impact.

Part of this land is undeveloped, though there may be flood or drainage issues towards the north-east of the lot that restrict growth.

We have not reviewed the development approval for this facility to understand whether it would allow for additional expansion, but it is assumed the zoning may limit this growth. This Strategy seeks to facilitate existing industrial/business uses where they will have minimal impact on surrounding residential uses.

Therefore, Council could engage with the land owner to discuss the needs for this Site and future expansion potential and, if required, could investigate the land suitability for rezoning to either a business or (more likely) an industrial zone.

Whilst this land was not identified in the 2008 or 2020 *Subregional Strategy*, this merely reinforces an existing use and Manildra's role as the primary industrial centre for Cabonne.

3.8.7. Cabonne Settlement Strategy 2012 (CSS2012)

The Strategy (Growth Investigation) Areas are consistent with what was recommended in CSS2012 in the following areas:

- MA1 (Molong St) was included in Village Zone in CSS2012 (so infill consistent);
- MA2 (Kiewa St) was already in Village Zone but infill recommended in CSS2012;
- MA3 (village or large lot infill) was previously recommended in CSS2012;
- MA-IN2 (north-west light industry) was previously recommended in CSS2012.

The new areas in this Strategy include:

- MA4 (Urban Residential – Loftus St West) to west of Manildra;
- MA5 (Large Lot Residential - Gumble Rd) to north-west of Manildra.

Therefore, this Strategy is mostly consistent with CSS2012 except for the need to now consider some additional lands to the west of Manildra should the infill areas identified either not proceed or be consumed in the lifespan of this Strategy.

3.9. 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. 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.

3.10. Planning Control Recommendations

Rezoning recommendations are in accordance with the Strategy Area recommendations above. Minimum Lot Size (MLS) is reviewed in *Section 3.8* above.

There is currently no comprehensive DCP for Manildra 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.

3.11. 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 12: Strategy (Growth Investigation) Areas – MANILDRA.

