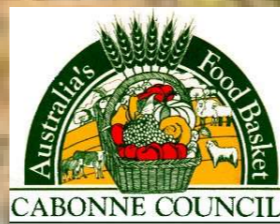


# CABONNE SETTLEMENT STRATEGY 2021-2041

# STRATEGY IMPLEMENTATION PAPER (SIP)

POST-EXHIBITION (FOR COUNCIL ADOPTION)

May 2021



# STRATEGY IMPLEMENTATION PAPER (SIP)

## 1. Vision

- A. Sustainable development that meets the needs of the present without compromising the ability of future generations to meet their own needs.
- B. Land uses are located where there is a suitable supply of land for growth, appropriate infrastructure, minimisation of land use conflicts, & opportunities to improve resilience, diversity of types, & affordability.
- C. Supporting infrastructure that enables sustainable development, connects people, production & markets, & is capable of efficient & cost-effective use & expansion.
- D. Equitable access to public & government services including health, education, local government & recreation.
- E. Diverse, robust & resilient local economies that prioritise growth in local employment & economic land uses & minimise land use conflicts.
- F. Protection & enhancement of the natural environment & heritage that improves ecological outcomes & enhances the distinct character & amenity of each settlement.
- G. Housing types that support suitable security, amenity & choice for all people at all stages of their lives.
- H. Housing supply that meets the demand for diverse, affordable & resilient housing & responds to environmental, cultural, social & economic contexts (NSW Housing Strategy Discussion Paper).
- I. Settlements that promote appropriate connectivity (for all modes of transport), legibility (way-finding), amenity, safety, existing & desired future local character, landscape & innovation.

## 2. Guiding Land Use Principles

This Strategy is built upon the following guiding objective(s)/land use principle(s):

### 1. Strategic Planning

- 1.1. Provide a clear land-use strategy that plans for growth & change & engages the community to guide future planning decisions.
- 1.2. Promote transparency & community support for Council's decision-making process with regards to land use planning & development decisions.
- 1.3. Provide strategic planning that is evidence-based/logical & demonstrates benefits to the broader community, not just individual land owners.
- 1.4. Investigate ways Council can facilitate growth whilst leveraging rate-payers funds in a transparent & accountable way.

### 2. Sustainable Growth/Change

- 2.1. Encourage the sustainable growth of settlements & localities.
- 2.2. Support the delivery of a range of land uses (including housing) in locations that enhance the community's ability to access jobs, services, transport, recreation & lifestyle.
- 2.3. Where there are development pressures, this may require additional land supply as well as suitable controls to manage growth & its impacts.
- 2.4. Where there are historic or potential future population losses then land use outcomes should encourage flexibility to adapt & minimise barriers to sustainable development.

### 3. Supply

- 3.1. Provide 10-20 years supply of land (ideally to the year 2041) for estimated growth in key land uses (predominantly housing) taking into account opportunities & challenges to growth.

- 3.2. The pipeline for housing should create a choice of housing types at different price points to live in a range of well-serviced locations (NSW Housing Strategy Discussion Paper).
  - 3.3. Ensure that growth strategies allow for future growth outside & beyond this Strategy i.e., don't compromise or constrain logical growth patterns (where possible).
  - 3.4. Growth optimism needs to be supported by evidence. Unduly conservative growth estimates need to be challenged to ensure sufficient land supply if growth outcomes suddenly change.
- ### 4. Hierarchy
- 4.1. Acknowledge that there is a logical hierarchy of settlements/ localities based in part on population but also on levels of servicing, infrastructure & growth.
  - 4.2. This hierarchy can be used to guide efficient resource allocation by ensuring that appropriate levels of service are allocated according to hierarchy & need.
  - 4.3. However, this does not avoid the need for equity & maintenance of existing public services in smaller or lower growth settlements.
- ### 5. Servicing/Infrastructure
- 5.1. Ensure future development leverages existing transport/utility infrastructure (where possible) & minimises the need for expensive infrastructure expansion & capacity.
  - 5.2. Promote logical & transparent growth that encourages infill development & urban consolidation (where possible) or growth in a logical & contiguous (connected) pattern.
  - 5.3. Design utility services for growth, safety & efficient maintenance.
- ### 6. Market/Land Supply/Infill Development
- 6.1. Promote opportunities for urban infill in priority to urban expansion.
  - 6.2. Encourage appropriate levels of density in close proximity to services, employment & transport to improve access.
  - 6.3. Ensure that land supply is responsive to the market. Failure to recognise & respond to growth pressures through a considered strategy is more likely to result in short-term solutions that are less sustainable/desirable.
  - 6.4. Provide planning & policy incentives for infill development in preference to urban expansion unless land supply (land owner desires), site constraints, settlement character, or high growth rates prevent it.
  - 6.5. Acknowledge that infill development of vacant land is sometimes not supported by the market or land-owner's needs & there may need to be a diversity of options/land owners to accommodate growth.
- ### 7. Environment
- 7.1. Locate growth to minimise conflicts with areas of potential natural hazards (flood, bushfire, etc. potential) to minimise risk of loss of human life & damage to property including economic cost.
  - 7.2. Locate growth to minimise impacts on areas of environmental or heritage significance or sensitivity. Identify ways to enhance & integrate local ecology & heritage as a key benefit to all settlements.
- ### 8. Land Use Conflicts
- 8.1. Locate growth areas to minimise land use conflict between sensitive uses (particularly residential uses & higher-impact rural & other industries), giving priority (where possible) to employment land uses.
  - 8.2. Minimise consumption of & interface with prime agricultural land & provide suitable urban buffers to protect the 'Right to Farm'.
  - 8.3. Acknowledges changing technology/impacts of land uses & potential to facilitate increased mixed-use outcomes for economic & social benefits.

## 9. Character & Good Urban Design

- 9.1. Maintain the important character & heritage of historic towns & villages whilst minimising barriers to sustainable growth.
- 9.2. Promote development that adopts best-practice urban design principles that protect & enhance the existing & desired settlement structure, character, land use pattern, connectivity, legibility (way-finding), landscape & amenity for all users.
- 9.3. Balance growth & the need to adapt existing heritage & landscape places so there is sustainable & viable development.

## 10. Housing Diversity/Affordability/Adaptability

- 10.1. Promote an increased diversity in lot sizes & housing types (in a range of suitable locations/sites) to address the changing demographic needs of the community. This includes, but is not limited to housing for people on low incomes, older & younger people, multi-generational households, people working in essential services, people with a disability or mobility issues, & culturally appropriate housing.
- 10.2. Promote support & opportunity for more affordable housing options across the housing continuum. People should be able to cope financially & live near local facilities, jobs & their networks.
- 10.3. Encourage housing with universal design & or adaptability to cater for a variety of levels of mobility &/or allow people to remain in the community.
- 10.4. Promote housing that is resilient & designed to respond to its natural environment including climate change, avoiding natural hazards, & providing suitable levels of comfort with minimal energy, water & material consumption.

## 11. Large Lot Residential

- 11.1. Recognise that large lot residential land supply is an important component of housing that attracts people (especially young families/working age people), predominantly in proximity to larger centres like Orange.
- 11.2. Ensure large lot residential growth does not unduly constrain future urban growth of settlements.
- 11.3. Promote the most efficient use of land with smallest Minimum Lot Sizes (MLS) supported/desired whilst minimising environmental/ land use conflicts.
- 11.4. Focus in this Strategy on incremental adjustment to existing large lot residential areas to accommodate logical growth rather than identification of new stand-alone areas for development that are more likely to take up agricultural land or increase land use conflicts with surrounding land uses.

Figure 1: Key themes - NSW (2020) Discussion Paper: A Housing Strategy for NSW.



### 3. Role(s) of Council & Key Stakeholders

#### 3.1. Stakeholders & Limitations

All development involves a number of stakeholders who have different roles & influence on the final outcome including, but not limited to:

- Federal & NSW Government;
- Key infrastructure agencies;
- Council(s);
- Industry (who designs, manages, finances, or builds);
- Community Housing Industry;
- Land Owners;
- Community.

Consultation &/or partnerships will be required with a wide-variety of stakeholders to achieve desired outcomes.

Land supply (and particularly associated housing affordability/suitability) is not an issue that can be addressed by Council alone. In recommending outcomes for future growth & development in each of the settlements, it is important to understand the limitations & options for Government & Council's involvement in achieving those desired outcomes. Council does not have the funding, power or authority to implement all outcomes & primarily acts as a facilitator.

Housing outcomes, for example are dependent on a range of outcomes (see Figure.2 opposite). Council's primary influence is through local 'policy levers' including local planning controls that affect land supply & development frameworks. Most key drivers are related to the market/economy, people & culture, liveability & amenity, development history & trends.

Land use policy is beyond the responsibility of a single State or local government agency & there are significant overlaps between different government policy areas, including environment, economy, infrastructure, social services & health. Integration between different levels of government policy is critical and the NSW Government has the responsibility for endorsement of this Strategy.

This Strategy is one tool used to seek community engagement on the desired outcomes for each settlement & the role Council plays (i.e., the level of intervention in the market). The primary aim of Council & this Strategy is to facilitate agreement on desired outcomes & discussion on the best way to achieve them.

The Discussion Paper: A Housing Strategy for NSW states that the future NSW Housing Strategy will seek to achieve the following & this is reflected in this Strategy & can be adapted to a variety of land uses, including:

- Proactively planning for future housing through robust strategies & policies;
- Providing & maintaining legislation, policies & data to enable the market to develop housing in the right locations & to an acceptable standard;
- Providing incentives & planning approval pathways to encourage a diversity of housing forms & types to maximise consumer choice & affordability;
- Investing in & co-ordinating the infrastructure, open space & services such as schools, hospitals & transport that people need;
- Directly intervening or providing appropriate housing when the market cannot or where this will promote best practice (for example, crisis & social housing);
- Improving how data is used & collected to better understand the needs & preferences of the housing market, & to respond proactively to opportunities & challenges;
- Establishing outcomes & indicators to measure progress.

#### 3.2. Levels of Council Intervention

Council has a range of opportunities to influence desired land-use outcomes that range from facilitation to direct intervention & should guide strategy recommendations (these are adapted from the Orange Local Housing Strategy – Local Profile 2019) including:

- Limited Intervention:** Council policy settings & land use strategies that set targets for delivery; provide housing policy; educate the community; & advocate to other levels of government to seek support.
- Facultative Intervention:** Amending planning controls to provide incentive clauses to meet targets/facilitate the market to meet desired outcomes in relevant zones.

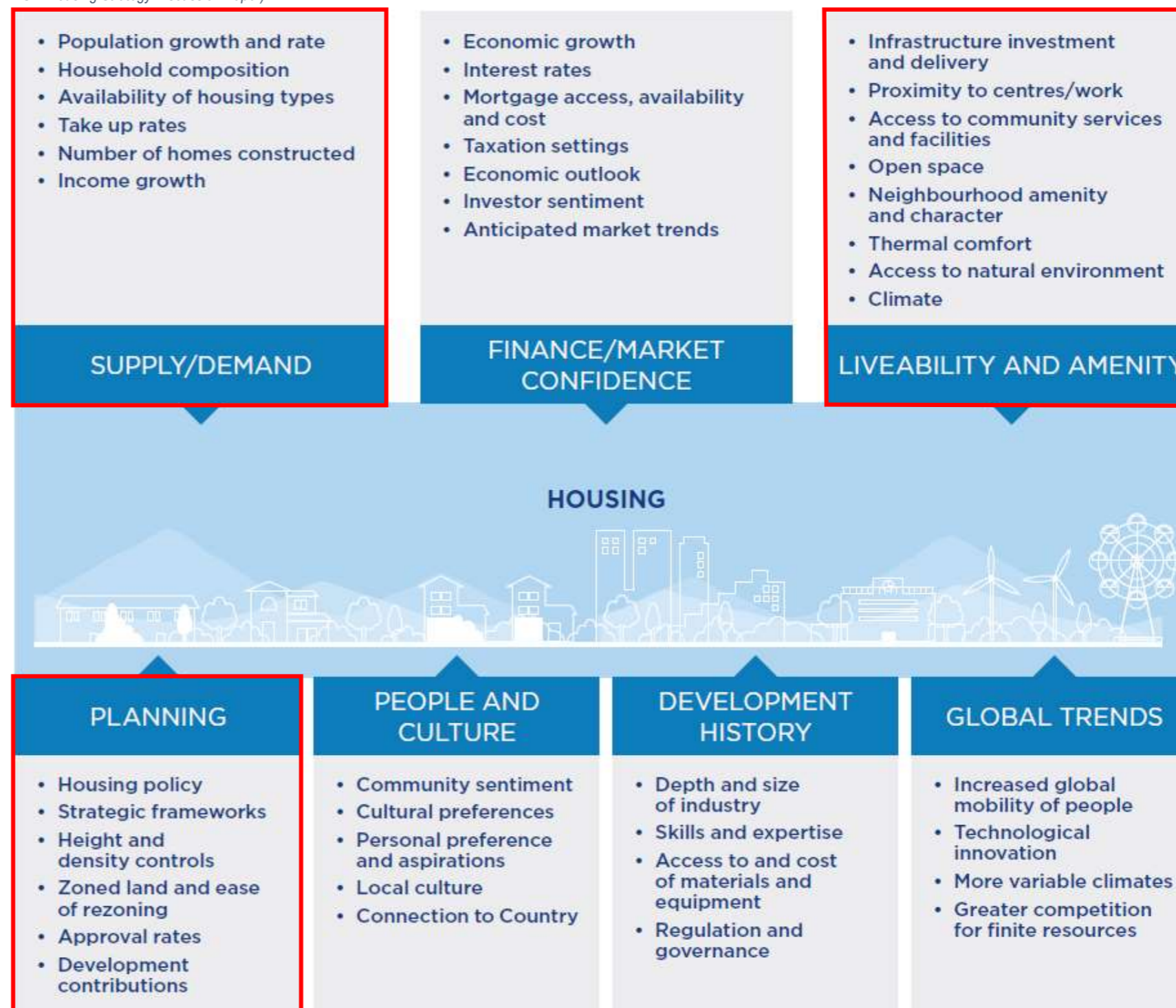
- Mandatory Intervention:** Council may introduce charges or penalties on less desired outcomes or to promote certain types of development.

**Note:** Council is less likely to promote mandatory intervention if the additional development costs further exacerbate market issues with delivery, there is no evidence the intervention will produce desired outcomes, or there are equity issues that cannot be justified.

- Direct Intervention:** This usually involves Council either being directly involved with development of land or intervening in/ facilitating private development of land.

**Note:** A key issue with this method is ensuring transparency so that there is equity amongst landowners & ratepayers & there is a clear community benefit from the investment that the market will not provide.

Figure 2: Factors that influence housing with the key planning, supply/demand & liveability/amenity factors that are most influenced by this Strategy highlighted in red (Fig.3 - NSW Housing Strategy Discussion Paper).



## 4. Options for Key (Housing) Issues

### 4.1. Infill Development

This Strategy has a priority for infill development (in existing settlements) over expansion of settlement areas unless land supply (including land owner desires), site constraints, settlement character, or high growth rates make it necessary for logical & progressive expansion.

It is a common finding in many of Cabonne's settlements (more prevalent in historic settlements) that people or communities appear to desire larger lots, even in well-served urban areas and, as a result, are less likely to make available under-developed or vacant land for growth.

Larger lots protect resident amenity & privacy & allow for space for storage, sheds, equipment & landscape/gardens. Lower land values can make it less economically rewarding to release this land. This Strategy accepts many people have grown up with or moved to these villages to enjoy the space & landscaped qualities. Communities value this space & its contribution to settlement character.

However, it also needs to be recognised that if there are low residential densities within settlements & for those with a significant growth demand that:

- Growth may require urban zones to expand into surrounding agricultural land - taking up higher quality soils/attributes for urban growth. This potentially increases land use conflict with surrounding agriculture, one of the key economic drivers for Cabonne & its settlements;
- Existing infrastructure (roads/utilities/services) need to be extended further to service new land, increasing the costs to Cabonne's ratepayers & developers, increasing the cost to develop land, & reducing the viability of development that can hamper growth & affordability;
- The NSW Government may restrict rezoning of new land for urban purposes if there is a large supply of under-utilised land & no evidence to demonstrate why it cannot be developed. This may impact growth in settlements;
- People may not move to a settlement (or may leave a settlement) if there is limited land availability or suitability so that settlement misses out on the increased demand for local services/growth, essential workers etc.

This Strategy needs to balance existing community & individual owner desires with Cabonne's need for sustainable growth that uses existing & future resources more efficiently. Therefore, Council needs to engage with each settlement to understand how to manage & facilitate growth whilst preserving the qualities that make it desirable to live there in the first place.

Often increasing land values (i.e., the market) will incentivise the development of land. However, where this doesn't occur or is insufficient, then Council may need to consider a wider range of tools to facilitate development

Based on *Section 3.2 - Levels of Council Intervention* above, the following are some examples of how affordable & adaptable housing could be promoted (not Council policy):

- Limited Intervention:** For example:
  - Council can engage with landowners (particularly larger land-owners) to assist them with understanding the development process & opportunities for development & encourage appropriate land release.
- Facultative Intervention:** This Strategy recommends reviewing CLEP2012, preparing a new Development Control Plan (DCP) & reviewing/ updating the Contribution Plan(s) to achieve desired outcomes. For example:
  - Planning controls could include built form incentives that promote higher densities in suitable locations. This may require specific mapping of areas. However, controls often have limited flexibility & often need site-specific assessment of conflict with heritage/ character guidelines.
  - This Strategy strongly recommends that Council prepare structure plans / master plans for the areas it would like to see developed & conduct sufficient site investigations to engage with the community on potential

outcomes, address key impacts, & refine the number/detail of consultant studies needed to support rezoning or development applications.

- Contributions Plan(s) could include waiving of certain fees for desired development or staging of contributions payments or fees to improve the viability of desirable development projects.
- Mandatory Intervention:** Council may introduce charges or penalties on less desired outcomes or to promote certain types of development. **Note:** *This is rarely Council preferred approach.* This could include, but is not limited to:
    - Contributions plan(s) that capture development value to allow for extensions of infrastructure or facilities.
    - Council rates could be set to penalise land owners with large holdings in urban areas & reduce rates for smaller lots of land.
    - Council could place a reasonable time-limit or set of conditions for people to development their land.

This requires people to understand that development potential is a privilege, not a right. If a land-owner chooses to retain a larger land-holding for amenity then they may lose the privilege of additional development potential. If there are not good reasons why land has not been developed then it could potentially be down-zoned & lose development potential in favour of alternative sites where land owners are positioned to take it to market. However, it is sometimes difficult to force people to develop land, the market is often the reason development was unviable, & it can face significant landowner opposition from a perceived loss of land value.

- Direct Intervention:** This usually involves Council either being directly involved with development of land or intervening in/ facilitating private development of land. The issue with this method is transparency so that there is equity amongst landowners & ratepayers & there is a clear community benefit from the investment that the market will not provide. For example:
  - A major barrier to development can often be multiple land owners or staging required & significant up-front capital costs for infrastructure. Council may elect to prepare site-specific contributions plans to provide some of the initial roads & servicing & then claim the costs back from land owners as the land is developed/sold (effectively acting as 'bank' for the initial stages of the development).
  - Council may also partner with developers & community housing providers; or become directly involved with the purchase & subdivision of land.

### 4.2. Affordable & Adaptable Housing

An objective of this Strategy is to facilitate more affordable & adaptable housing in Cabonne's settlements. However, these are areas where regional Councils do not traditionally have a significant amount of influence, information, funding or community support for higher levels of intervention. Currently there is a lack of clearly defined issues/targets/responses to justify this level of intervention.

Based on the *Levels of Council Intervention* Section above, the following are some examples of how affordable & adaptable housing could be promoted:

- Limited Intervention:** This Strategy is the first step in prioritising affordable & adaptable housing. However, there is currently insufficient evidence to set targets for delivery so this is an action task.
  - Council should engage with the *NSW Centre for Affordable Housing (CAH)* (business division within Housing NSW) as well as local providers (like UPA) to examine issues & options for key settlements.
  - The next level would be for Council to prepare an **Affordable & Adaptable Housing Policy** (see discussion below) to guide decision-making. The Strategy provides the basis to educate the community & advocate to other levels of government to seek support.
  - Council should continue to work with community housing providers & NSW Government to facilitate affordable & adaptable housing provision.

- Council should engage with landowners (particularly larger land-owners) to assist them with understanding the development process & opportunities for development & encourage a diversity of housing supply.
- Facultative Intervention:** This Strategy recommends reviewing CLEP2012, preparing a new Development Control Plan (DCP) & reviewing/ updating the Contribution Plan(s) to achieve desired outcomes. At this stage there do not appear to be any major planning controls acting as a barrier to affordable/ adaptable housing provision. It is mostly market forces & suitable site availability. However, planning controls can incentivise delivery. There is potential to include incentive clauses for affordable & adaptable housing & promote suitable dwelling types in relevant zones.
  - Mandatory Intervention:** Amended LEP, DCP or Contributions Plan(s) could seek to provide mandatory minimum requirements and/or introduce charges or penalties for failure to provide affordable/adaptable housing. For example, there is provision under the EP&A Act (Division 7.2) to apply conditions for affordable housing contributions. However, without a clear understanding of the economic impact of these controls on housing provision in general, this is less likely to be supported in the short to medium term (next 10 years). If Council were to prepare an **Affordable & Adaptable Housing Policy** then this may inform more concrete targets & controls.
  - Direct Intervention:** This usually involves Council either being indirectly or directly involved with development of land or intervening in/ facilitating private development of land. Cabonne Council has only sparingly been involved with land development (e.g., Molong/Canowindra). However, where the market is not responding, Council may be able to demonstrate a clear community benefit to its rate-payers to warrant investment in key growth settlements.

It is recommended Council partner with community housing providers & developers with the experience in this area. A key area Council should facilitate is the provision of increased public housing in larger settlements. Council could purchase land & charge minimal rents/fees to facilitate delivery of affordable or adaptable housing products. Council could start by identifying suitable land parcels for development including Council land.

On the basis of the above Options, it is recommended that **Limited, Facultative & Direct Intervention** are more likely to be acceptable to the community & have direct results with **Mandatory Intervention** only as a last resort.

The first step is for Council to research & adopt an **Affordable & Adaptable Housing Policy**. Whilst it is more common that metropolitan councils are addressing this issue, it is growing in regional areas, for example, with Mid-Western Regional Council adopting a (simple) Policy in June 2020.

The Policy should be targeted at the range of issues facing Cabonne including housing affordability, rental affordability, seniors & aged care housing, public housing & crisis accommodation. The Policy needs to be supported by robust data & monitoring to more clearly refine issues, options, impacts of policy changes, & value-for-investment including:

- No. of residential lots approved / median property prices;
- No. of construction certificates approved for affordable housing dwellings;
- No. of rental properties available / no. of bedrooms / median rental rate;
- Specific community groups that may be experiencing high levels of inequality in access to housing.

Seniors housing & aged care provision are highlighted as key priorities in the *Regional Plan (CWORP)*, *Local Strategic Planning Statement (LSPS)*, & *Council Strategic Plan (CSP)* – so perhaps this should be the initial focus/key targets.

There are several key sites in Molong, Canowindra, Manildra & Eugowra that should be investigated for provision of seniors housing in these higher-level centres & barriers removed where it benefits the community.

**References:** CAH NSW *Local Government Affordable Housing Kit*  
Mid-Western Regional Council (June 2020) *Affordable Housing Policy*  
UWS (2008) *Models of Sustainable & Affordable Housing for Local Government*

## 5. Local Character & Context

The NSW Government has a number of guidelines for the protection & enhancement of local character, urban design & place-making including, but not limited to:

- TfNSW/NSW Government Architect *Movement & Place Framework*
- GANSW (June 2020) *Urban Design for Regional NSW*
- NSW Government (Feb. 2019) *Local Character & Place Guideline*
- GANSW (2017) *Better Placed: An integrated design policy for the built environment of NSW* - supplemented by - Strategy for Action, Evaluating Good Design, & Implementing Good Design
- GANSW (2017) *Greener Places* – to guide the design, planning & delivery of green infrastructure across NSW
- GANSW (2018) *Good Urban Design* (draft)
- GANSW (2019) *Design Guide for Heritage*

The **Local Character & Place Guideline** states (p.7):

*'Character is what makes a neighbourhood distinctive & is the identity of a place. It encompasses the way it looks & feels. It is created by a combination of land, people, the built environment, history, culture & tradition including Aboriginal & non-Aboriginal, & looks at how they interact to make a distinctive character of an area.*

*Local character is distinctive, it differentiates one area apart from another. It includes the sense of belonging a person feels to that place, the way people respond to the atmosphere, how it impacts their mood, their emotional response to that place & the stories that come out of peoples' relationship with that place.*

*Local character should guide how to manage a changing urban environment so that any changes are sympathetic to the valued characteristics.*

**Places which develop in response to an identified local character & agreed desired future character are likely to be more sustainable, contribute to good quality of life & attract investment.**

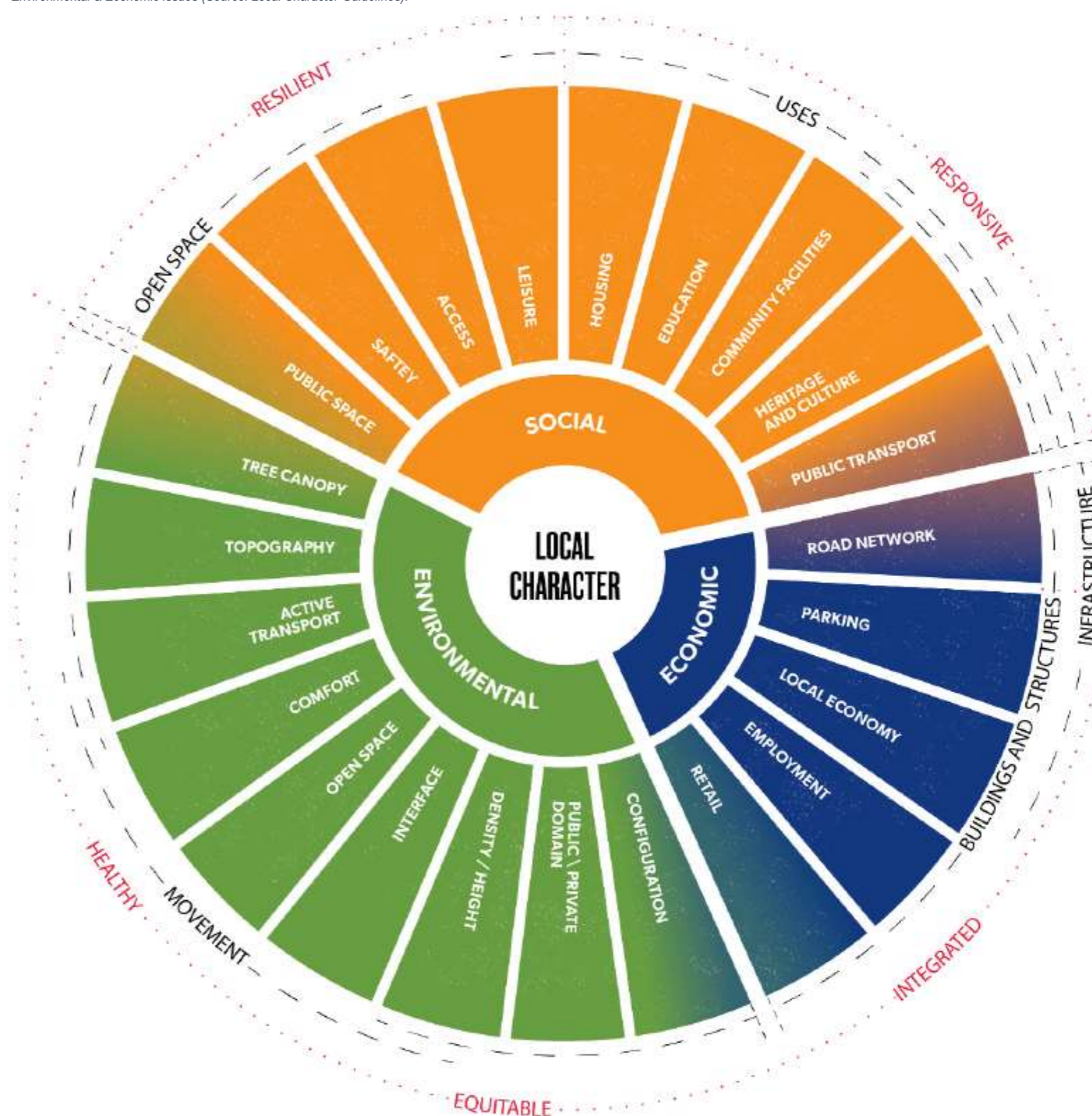
*Heritage is distinct from local character, although there are often common elements between a conservation area & a place with a valued or distinctive local character. In this guideline, references to local character are not areas to be preserved; it is not an alternative form of heritage listing where an area does not change or evolve. Heritage & the preservation of places or specific items is dealt with under the NSW planning system as heritage conservation areas or heritage items.'*

Neighbourhood character is not limited to the prevailing architectural style or era of development. The layout & form of the area is critical, as is the relationship of the natural environment & topography in the public & private domain to built-form. Settings, vistas, sensory delight & a sense of place can be created through thoughtful urban design responses.

The Local Character 'Wheel' (Figure.3 opposite) highlights the range of factors that **should** be considered when addressing local (existing or desired future) character of a site or area. Applicants may need to address broader issues identified below in relation to Social (Orange), Economic (Blue) and/or Environmental (Green) impact(s) to support their application in response to the **Character Guidelines**.

The first step is for the **desired character of each settlement** to be more clearly defined based on the character guidelines. Planning controls can then be prepared that seek to influence how development responds to desired local character. The priority is to consider these for any new development that is larger-scale or significantly different in character to the existing context (not standard application as this may increase complexity/development cost).

Figure 3: Local Character 'Wheel' showing key characteristics & overlap with Social, Environmental & Economic issues (Source: Local Character Guidelines).



## 6. Planning Actions & Implementation

### 6.1. Planning Goals

The following are the key planning goals that provide the structure for the implementation of this Strategy (& references where these are similar or the same as goals in relevant higher-level plans).

<b>1. STRATEGIC (LAND-USE) PLANNING – Land use planning based on transparent &amp; evidence-based strategic planning.</b>	NSW Housing Guidelines
<b>2. ENVIRONMENT, HERITAGE &amp; CHARACTER - Support &amp; promote sustainable development within our villages &amp; celebrate our history.</b>	LSPS Goal 4
<b>3. INFRASTRUCTURE &amp; FACILITIES - Ensure that infrastructure &amp; facilities cater for the changing needs of our community.</b>	LSPS Goal 6
<b>4. ECONOMY &amp; LAND USE CONFLICT – Grow robust, diverse &amp; resilient local economies.</b>	CWORP LG1
<b>5. COMMUNITY &amp; HOUSING - Provide opportunities to ensure a variety of housing types are available across our shire.</b>	LSPS Goal 5

### 6.2. Planning Implementation Table

The following table sets out the key Goals, Directions, Actions, Stakeholders, Timing (*Short Term 0-5 years; Medium Term 5-10 years; Long Term >10 years; Ongoing*) & Reference Plans (see dictionary in *Local Profile & Issues Paper* for acronyms below).

Direction(s)	Action(s)	Timing	Comment	Stakeholder	Other Plans
<b>GOAL 1: STRATEGIC (LAND USE) PLANNING – Land use planning based on transparent &amp; evidence-based strategic planning.</b>					
a) <b>Build the sustainability &amp; resilience of settlements.</b>	This is covered by <b>Directions/Actions</b> in all of the Sections below. It includes the environment, economy, society & cultural sustainability with inter-generational equity as a key outcome. It requires long-term balanced benefits rather than short-term outcomes, whilst being flexible enough to adapt to change.	Ongoing	Resilience will be a key characteristic needed to manage ever increasing change, threats & taking advantage of opportunities for improved sustainability.	All Stakeholders	CWORP Dir. 23 All of Council's Strategies
b) <b>Ensure sufficient supply of land for the sustainable growth of all settlements.</b>	<ol style="list-style-type: none"> <li>Ensure this Strategy enables (or allows for) a suitable supply of land for all relevant settlement land uses (except industrial uses) for the period 2021-2041 (10-20 years). Finalise &amp; adopt this <i>Settlement Strategy 2021-2041</i>. NSW Government to endorse this <i>Settlement Strategy 2021-2041</i>. Implement the recommendations of this Strategy.</li> <li>Continue to identify &amp; pursue new &amp; missing information to inform appropriate land use supply with a starting focus on affordability &amp; rental availability, seniors living &amp; aged care, &amp; retail floor space levels.</li> <li>Work with key land owners of under-developed land within settlements that could be made available for infill development. Discuss opportunities with key land owners of identified Strategic Growth (Future Investigation) Areas to confirm interest in pursuing the necessary studies &amp; rezoning.</li> <li>Educate the community on land development opportunities &amp; seek support for appropriate development through community engagement.</li> </ol>	<p>Short</p> <p>Ongoing</p> <p>Ongoing</p> <p>Ongoing</p>	<p>The key aim of this Strategy is to ensure sufficient sustainable supply of land to meet demand in each of the settlements from 2021-2041.</p> <p>Please see the Elton Consulting (2020) Draft <i>Subregional Strategy</i> for details on industrial land uses (though these may be supplemented in this <i>Settlement Strategy</i>).</p>	Council, Community, NSW Gov./DPIE	CWORP Dir. 22, 25, 26, 27, 28 All of Council's Strategies Community Engagement Plan
c) <b>Update Planning Controls &amp; Council Policies that affect land uses to align with strategic land use policy &amp; facilitate appropriate types of development.</b>	<ol style="list-style-type: none"> <li>Finalise &amp; adopt the Elton Consulting (2020) <i>Draft Subregional Strategy</i>, ensure integration with this <i>Settlement Strategy</i>, &amp; implement the recommendations.</li> <li>Prepare a new comprehensive shire-wide <b>Cabonne Development Control Plan (DCP)</b> to support &amp; provide detail to CLEP2011 &amp; facilitate appropriate development in line with the objectives/principles of this Strategy.</li> <li>Review &amp; update <b>Council's Contribution Plan(s)</b> under the EP&amp;A Act (at a minimum, apply a Section 7.12 Fixed Contribution Plan).</li> <li>Review &amp; update the <b>Cabonne Local Environmental Plan 2011 (CLEP2011)</b> (see Section.7 for details).</li> <li>Review &amp; update Council's <b>Developer Servicing Plans (DSPs) &amp; Section 64 LGA Contribution Plan(s)</b>.</li> </ol>	<p>Short-Ongoing</p> <p>Short</p> <p>Short</p> <p>Medium</p> <p>Medium</p>	See <i>Section 7 – Improved Policy &amp; Process</i> for details on the policies & process that Council is looking to update to align with the Strategic Land Use Policy set out in this Strategy. Some of these are also mentioned specifically in this Table below.	Council, Community, NSW Gov./DPIE, Economic & tourism stakeholders	LSPS ALL Priorities

Direction(s)	Action(s)	Timing	Comment	Stakeholder	Other Plans
<b>GOAL 2: ENVIRONMENT, HERITAGE &amp; CHARACTER - Support &amp; promote sustainable development within our villages &amp; celebrate our history.</b>					Same as LSPS Goal 4
a) Adapt to climate change & avoid, minimise or mitigate land use conflicts with natural hazards.	<ol style="list-style-type: none"> <li>Avoid new development in high-hazard flood-ways (where possible) &amp; minimise or design to mitigate new larger-scale development in lower-hazard floodplains.</li> <li>Update <b>Eugowra Flood Risk Management Study &amp; Plan (FRMSP)</b> with the outcomes from Puzzle Flat Creek Levee to identify suitable land for development above the <i>Flood Planning Level (FPL)</i>.</li> <li>Seek grant funding (where possible) to prepare and/or update flood and/or drainage studies for key settlements affected by mainstream &amp; overland flooding to guide future land use decisions.</li> <li>Minimise or mitigate new development on bushfire prone lands &amp; balance the need for <i>Asset Protection Zones (APZs)</i> around development with retention of significant vegetation.</li> <li>Work with RFS to identify the implications of including grasslands in bushfire prone land mapping on land use planning to balance protection with promoting suitable development with minimum cost.</li> <li>Update Council's <b>Climate Change Risk Assessment / Adaptation Report</b> to provide guidance on how settlements, not just agriculture, can adapt &amp; mitigate climate change impacts.</li> </ol>	<p>Ongoing</p> <p>Short</p> <p>Ongoing</p> <p>Ongoing</p> <p>Short</p> <p>Medium/Ongoing</p>	<p>Part of resilience is adapting settlements to the increasing risk of climate change, natural hazards &amp; its social, economic &amp; environmental implications.</p> <p>Flood &amp; bushfire are the current two short-term threats with drought &amp; water security longer term threats.</p> <p>These risks need to be identified &amp; mapped so that sensitive land uses &amp; investment can avoid or minimise/mitigate impacts to maximise safety &amp; reduce damage.</p>	Council, Community, NSW Gov./DPIE, RFS, SES	LSPS Goals 4, 8, 9 CWORP Dir.13,14,15, 23 CSP Dir.2.1, 2.3, 2.4, 4.1, 4.3
b) Protect & enhance sensitive &/or significant environmental areas.	<ol style="list-style-type: none"> <li>Identify, map &amp; prioritise <i>environmentally sensitive areas (ESAs)</i>, particularly those associated with sensitive biodiversity in &amp; around settlements to guide land use policy &amp; decisions.</li> <li>Identify opportunities to protect &amp; enhance ESAs &amp; integrate them into the design of settlements so they become an important part of the character &amp; amenity of each settlement. Link key ecological areas through riparian corridors, open space &amp; street tree master-plans (where possible).</li> <li>Consider whether ESAs are best protected through the <b>Local Environmental Plan (LEP), Development Control Plan (DCP)</b>, or other <b>Council policies</b> ensuring flexibility doesn't significantly reduce enforceability.</li> </ol>	<p>Ongoing</p> <p>Ongoing</p> <p>Ongoing</p>	Other than ESA mapping from 2008-2012 & recent biodiversity vegetation mapping there is a lack of accurate information on ESAs in & around settlements. ESAs can become assets that are valued by communities for their ecological value, visual & amenity benefits, & contribution to local character.	Council, Community, NSW Gov./DPIE	CWORP Dir.13 LSPS Goals 7, 8, 9
c) Protect & enhance heritage values & assets.	<ol style="list-style-type: none"> <li>Update Council <b>Heritage Study</b> to identify &amp; enhance heritage buildings &amp; places &amp; provide guidance on the best mechanisms/tools for protection &amp; enhancement of those items.</li> <li>Include heritage controls in a new Cabonne <b>Development Control Plan (DCP)</b> to support &amp; provide detail to CLEP2011 &amp; facilitate appropriate development.</li> <li>Ensure that development of heritage places has had appropriate review of heritage &amp; streetscape impacts.</li> <li>Promote sensitive adaptive re-use of under-utilised heritage assets.</li> </ol>	<p>Short</p> <p>Short</p> <p>Ongoing</p> <p>Ongoing</p>	In 2012 there was a significant increase in listed heritage items but there is still an opportunity to capture more significant items for protection, enhancement & adaptive re-use. The benefits of heritage listing need to outweigh the restrictions so it should be used where urban design outcomes cannot achieve the same protections.	Council, Community, NSW Gov./DPIE	CWORP Dir.16, 17, 24 LSPS Goal 4
d) Protect, manage & respect Aboriginal objects & places.	<ol style="list-style-type: none"> <li>Investigate potential for an <b>Aboriginal Heritage Study</b> for Cabonne Local Government Area to guide land use planning decisions. Integrate this with other sub-regional &amp; regional studies.</li> <li>Ensure appropriate studies for development areas likely to have Aboriginal cultural and/or archaeological significance, particularly for growth areas around each settlement.</li> </ol>	<p>Medium-Long</p> <p>Ongoing</p>	Whilst the importance of Aboriginal culture & history to the area is recognised, there is only limited identification of important places/sites/items & protections in the current planning system.	Council, LALCs, Aboriginal Elders, Heritage Council, NSW Gov./DPIE	CWORP Dir. 16 LSPS Goal 4
e) Protect & enhance the desired character of settlements & ensure appropriate contextual analysis & response of new development.	<ol style="list-style-type: none"> <li>Ensure that larger-scale new development, particularly where it is different to its existing context, has prepared a detailed site &amp; contextual analysis that identifies the desirable attributes of the area (existing &amp; desired future character) &amp; protects or enhances those elements whilst encouraging innovation &amp; infill development.</li> <li>Council to review the potential to identify key local (existing &amp; desired future) character attributes for key settlements, particularly in those with significant growth or development pressures – using input from heritage, urban design, landscape &amp; community principles.</li> <li>Encourage development that: <ol style="list-style-type: none"> <li>Is responsive &amp; sympathetic to the surrounding existing &amp; desired context in scale, massing, orientation, siting, form, construction, materials &amp; landscape;</li> <li>Defines the street &amp; public domain &amp; encourages a vibrant, safe &amp; attractive place for activity &amp; community interaction;</li> <li>Achieves a cohesive relationship between new &amp; existing urban fabric &amp; (where relevant) retains &amp; enhances heritage/cultural significance;</li> <li>Maintains the character of small traditional main streets &amp; commercial strip development, with filtered access to rear parking areas &amp; secondary areas.</li> </ol> </li> </ol>	<p>Ongoing</p> <p>Short-Medium</p> <p>Ongoing</p>	<p>Character can be difficult to identify &amp; measure/protect but it is what contributes to the individual identity &amp; values of each settlement (see the 'Character Wheel' in the Section above). Whilst there are many subjective elements, ideally Council should work with the community to try to define the important qualities that contribute to local character &amp; need protection.</p> <p>Whilst character should not be used to stop all growth, larger-scale or non-conforming development should have to clearly address local character, show how it contributes to/enhances local character &amp; mitigate impacts.</p>	Council, Community, NSW Gov./DPIE	CWORP LG2 LSPS Goal 4



Direction(s)	Action(s)	Timing	Comment	Stakeholder	Other Plans
<b>GOAL 3: INFRASTRUCTURE &amp; FACILITIES - Ensure that infrastructure &amp; facilities cater for the changing needs of our community.</b>					Same as LSPS Goal 6
a) Support the connectivity of the local, regional & state transport network.	<ol style="list-style-type: none"> <li>Grow the agribusiness sector &amp; supply chains consistent with the <b>2020 Draft Subregional Strategy</b>.</li> <li>Encourage co-location of related advanced &amp; value-added manufacturing industries to maximise efficiency &amp; infrastructure use, decrease supply chain costs, increase economies of scale &amp; attract further investment.</li> </ol>	Ongoing	Whilst infrastructure & agriculture is largely outside the scope of this Strategy it may still be relevant to settlements where employment lands are identified & facilitating key economic/employment outcomes.	Council, NSW Gov./DPIE, TfNSW, Industry, Community	CWORP LG5 CWORP Dir.2, 3
b) Develop sustainable infrastructure & facilities that adapt to climate change & improve water management.	<ol style="list-style-type: none"> <li>Continue to develop regional approaches towards increased water security for settlements with reticulated water supply that facilitates sustainable growth.</li> <li>Work with CTW to update the <b>Joint Integrated Water Cycle Management (IWCM) Evaluation Study</b>.</li> <li>Review the potential to upgrade the Molong Water Filtration Plant (WFP) or alternative ways to provide cost-effective potable water supply to relevant Cabonne's settlements.</li> <li>Seek to minimise water consumption &amp; maximise water re-use in existing/proposed infrastructure, facilities &amp; landscape selection (e.g., Molong Sewage Treatment Plant).</li> <li>Improve stormwater management &amp; water quality run-off in all settlements.</li> <li>Enhance urban waterways with riparian &amp; wetland plantings (where possible &amp; doesn't conflict with flooding).</li> <li>Reduce urban 'heat-island' effects by maximising street &amp; public landscape &amp; minimising hardscape (where possible) in accordance with agreed street tree master-plans.</li> </ol>	Ongoing Short Short-Medium Ongoing Ongoing Ongoing Ongoing	Water security, sustainable water consumption, stormwater management & climate change will be key challenges for Cabonne's settlements. This also creates opportunities to develop innovative approaches that consider long-term sustainability & resilience. Grant funding should be sought (where possible) to investigate ways to partner with industry leaders to investigate these areas.	Council, NSW Gov./DPIE, Water Authorities, Industry, Community	
c) Avoid, minimise or mitigate land use conflicts with infrastructure.	<ol style="list-style-type: none"> <li>Ensure suitable development setbacks/buffers/access to key infrastructure (including classified roads, active rail lines &amp; utilities) to reduce land use conflict &amp; enable efficient use, access &amp; maintenance in accordance with government &amp; agency guidelines. Where possible identify these constraints/opportunities on master plans for growth areas. Work with relevant agencies to identify requirements.</li> </ol>	Ongoing	Protection of classified roads, active rail lines & high voltage electricity networks will minimise conflicts & improve safety & maintenance.	Council, NSW Gov./DPIE, Utility Agencies, Community	
d) Maximise efficient use of existing infrastructure & co-ordinate sustainable infrastructure investment.	<ol style="list-style-type: none"> <li>Leverage existing infrastructure to minimise cost &amp; expand only where there are efficient/logical/cost-effective approaches that do not significantly increase the cost to infrastructure authorities &amp; the community.</li> <li>Complete <b>Plans of Management (PoMs)</b> for all Crown Lands managed by Council &amp; identify surplus lands.</li> <li>Review &amp; update Council's <b>Developer Contribution Plan(s)</b> to ensure equitable capture of development burden on existing &amp; proposed infrastructure including roads &amp; utilities.</li> <li>Review the potential for reticulated water &amp; sewer extensions to improve the feasibility of urban development in agreed Strategy Growth Area(s), particularly: Molong East along Euchareena Rd; Molong South; Eugowra – both west &amp; east; Cudal north-east areas.</li> <li>Review <b>Council's policy</b> for entering <b>Voluntary Planning Agreements (VPAs)</b> that may address requirements for new infrastructure outside of Contribution Plan(s).</li> <li>Review &amp; update Council's <b>Development Servicing Plan(s) (DSPs)</b> to reflect capacity &amp; upgrades needed to address this Strategy.</li> </ol>	Ongoing Short-Medium Short-Medium Short-Medium Medium Medium	Council needs to strike a balance between aligning developer contributions with the demands development places on infrastructure/facilities & facilitating desired development. Updates to the plan(s)/policies should make this transparent, accountable & effective to ensure rate-payers are getting desired outcomes.	Council, NSW Gov./DPIE, Water Authorities, Developers, Community	CWORP Dir. 21
e) Adaptively re-use disused infrastructure.	<ol style="list-style-type: none"> <li>Work with Transport for NSW (TfNSW) &amp; key stakeholders to prepare master-plans to adaptively re-use railway corridors that have a low probability of being reconstructed/commissioned for rail transport (e.g., Canowindra, Eugowra, Yeoval &amp; Cumnock) to improve connectivity across these spaces &amp; integrate land uses with the existing settlement.</li> </ol>	Medium	Disused rail corridors are an opportunity for adaptive re-use including pedestrian & bicycle connections, & adaptive or temporary use of buildings for the arts/ pop-up businesses, camping & accommodation, recreation etc.	Council, NSW Gov./DPIE, TfNSW, Community	
f) Ensure appropriate levels of infrastructure/ facilities to meet community needs & settlement size.	<ol style="list-style-type: none"> <li>Review Crown Lands in each settlement for enhanced recreational use or (if surplus) possible future development opportunities. Review pathways for development of Crown Lands.</li> <li>Maintain reasonable levels of public services &amp; facilities (health, education &amp; training, aged care, local government access, etc.) to address settlement population &amp; needs. See <i>CWORP Direction 5 (Health/Aged Care); Direction 6 (Education) &amp; associated Actions for more details.</i></li> </ol>	Medium Ongoing	The larger settlements depend on adequate access to public services, facilities & recreation according to their size/hierarchy & connectivity to larger centres.	Council, NSW Gov. – Health, Education, Sport, Crown Lands etc., Community	CWORP LG5 CWORP Dir.5, 6, 29 LSPS Goal 6 CSP Dir. 1.1, 3.1, 3.3, 4.2
g) Deliver healthy built environments & better urban design.	<ol style="list-style-type: none"> <li>Build on &amp; implement Council's <b>Pedestrian &amp; Bicycle Plans</b> for healthy, safe &amp; connected settlements.</li> <li>Prepare &amp;/or implement <b>Village Enhancement Plans (VEPs) &amp;/or Main Street Strategies</b> for all larger settlements &amp; those experiencing growth that improve connectivity, landscape, recreational opportunities, amenity &amp; safety for the community.</li> <li>Build on NSW Government Guidelines for urban design, character, heritage &amp; appropriate built form &amp; landscape within Council's budgets. Integrate opportunities for environmental/ecological benefits alongside improved resilience, amenity &amp; character.</li> </ol>	Ongoing Short-Medium Ongoing	The character, amenity, connectivity & safety of the larger settlements is critical to their identity & attraction. Subject to Council/grant funding there is a need for a master-planned/consistent approach to incrementally improve the urban design of settlements consistent with NSW Government guidelines.	Council, Community, NSW Gov./DPIE, TfNSW, Tourism, Industry	CWORP Dir. 29
h) Increase renewable energy generation & usage.	<ol style="list-style-type: none"> <li>Build on opportunities around Molong &amp; Manildra &amp; near existing high-voltage electricity lines to support renewable energy generation &amp; facilitate connections for energy-intensive industries to improve sustainability.</li> <li>Facilitate small-scale renewable energy projects in appropriate locations.</li> </ol>	Ongoing Ongoing	Molong & Manildra are the only settlements currently located on or near high-voltage electricity networks enabling larger-scale renewable energy generation. Renewable generation should be balanced with the take-up/impacts on agricultural land.	Council, Community, NSW Gov./DPIE, Essential Energy	CWORP Dir.9





Direction(s)	Action(s)	Timing	Comment	Stakeholder	Other Plans
<b>GOAL 4: ECONOMY &amp; LAND USE CONFLICT – Grow robust, diverse &amp; resilient local economies.</b>					<b>CWORP LG1</b>
a) <b>Protect prime agricultural land from land use conflict &amp; fragmentation.</b>	<ol style="list-style-type: none"> <li>1. Work with DPI Agriculture to identify strategically important agricultural lands (IAL).</li> <li>2. Review &amp; adapt DPI Agriculture <i>Buffer Zones to Reduce Land Use Conflict with Agriculture – Interim Guideline</i> to determine appropriate setbacks between higher-impact agricultural/rural industry uses &amp; sensitive (residential) uses in Council's policies taking into account biosecurity setbacks &amp; the need to minimise land use conflicts (possible inclusion in Council's <b>DCP</b>).</li> <li>3. Encourage infill development within existing settlements in priority to expansion of settlements (unless there are no suitable alternatives).</li> <li>4. Avoid or minimise impacts on higher quality agricultural lands or those with strategic industry value.</li> <li>5. Continue to educate settlement land owners on Council's support &amp; enforcement of the 'Right to Farm' policies.</li> </ol>	<p>Short</p> <p>Short</p> <p>Ongoing</p> <p>Ongoing</p> <p>Ongoing</p>	Agriculture & agricultural industries are the main economic & employment generating activity in Cabonne. Prime agricultural lands are a limited resource & the 'Right to Farm' & suitable land buffers are vital to the industry. Current agricultural mapping is focussed mostly on biophysical factors but there is a move towards Important Agricultural Land (IAL) mapping. Urban growth should seek to minimise impacts & land use conflicts with agriculture.	Council Community NSW Gov./DPIE DPI Agriculture	CWORP LG4 CWORP Dir. 1, 2, 3
b) <b>Maintain &amp; enhance the economic diversity of Cabonne's towns, villages &amp; commercial centres.</b>	<ol style="list-style-type: none"> <li>6. Prepare a shire-wide <b>Economic Development Strategy (EDS)</b> to foster development &amp; economic growth.</li> <li>7. Identify each settlement's areas of economic advantage &amp; opportunities to diversify for improved sustainability.</li> <li>8. Leverage economic growth from nearby major cities/centres such as Orange, Blayney, Parkes (&amp; Special Activation Precinct/Inland Rail), &amp; Dubbo.</li> </ol>	<p>Medium</p> <p>Ongoing</p> <p>Ongoing</p>	In addition to promoting agricultural industries & value-add manufacturing there is a diversity of economic enterprise in Cabonne that needs to be identified & supported.	Council, NSW Gov./DPIE, DPI, RDA, Community	CWORP LG1, 2 LSPS Goal 4
c) <b>Promote business &amp; industrial activities in employment lands.</b>	<ol style="list-style-type: none"> <li>9. Implement the recommendations of the Elton Consulting (2020) <b>Draft Subregional Strategy</b> with suggested minor amendments in this Strategy.</li> <li>10. For all employment lands, minimise land use conflicts &amp; maximise growth opportunities consistent with the desired character &amp; environmental requirements of each settlement.</li> <li>11. Protect &amp; enhance main street retail. Accommodate future commercial &amp; retail activity in existing commercial centres, unless there is a demonstrated need or social &amp; economic benefits to locating this activity elsewhere (e.g., heritage or other constraints do not allow for efficient development).</li> <li>12. Review flexibility for growth of business activities around existing main street(s), particularly in Molong with the potential to expand permissibility for business uses around the perimeter of Zone B2/B5.</li> <li>13. Prepare a master plan for future employment lands at Manildra &amp; identify environmental studies needed to fast-track future development. Update flow-on effects for land supply in Manildra &amp; nearby settlements.</li> </ol>	<p>Ongoing</p> <p>Ongoing</p> <p>Ongoing</p> <p>Short-Medium</p> <p>Short-Medium</p>	<p>Larger settlements need to build on existing employment lands &amp; identify new lands for expansion. Main streets need protection &amp; enhancement to manage the changing nature of retail.</p> <p>The land use/planning system needs to facilitate these uses through controls &amp; incentives. Some additional flexibility may be required for growing centres (like Molong) with separate business/industrial/residential zoning.</p>	Council, NSW Gov./DPIE, Industry, Community	CWORP Dir.10
d) <b>Prioritise employment land uses (including agricultural &amp; mineral potential) &amp; its future growth to minimise conflict with sensitive (residential) land uses.</b>	<ol style="list-style-type: none"> <li>14. Consider adopting suitable setbacks/buffers to higher impact land uses in a new <b>Development Control Plan (DCP)</b> informed by the DPI <i>Buffer Zones to Reduce Land Use Conflict with Agriculture - An Interim Guideline</i>.</li> <li>15. Review the mineral resource potential, future operations &amp; impacts of the Molong Limestone Quarry to assist in land use decisions for West Molong.</li> <li>16. Work with the NSW Government in further identification &amp; protection of Important Agricultural Lands (IAL) &amp; industry clusters important to Cabonne's economy.</li> <li>17. Avoid consumption of high-quality agricultural lands (e.g., Class 1 &amp; possibly Class 2 soils) for urban growth &amp; minimise encroachment &amp; interface with urban lands (where possible).</li> <li>18. Ensure that land-use decision making considers existing &amp; potential future land use conflicts &amp; prioritises employment/infrastructure lands over residential development (where possible).</li> </ol>	<p>Short</p> <p>Short</p> <p>Short</p> <p>Ongoing</p> <p>Ongoing</p>	<p>Resources are usually limited in location &amp; supply. Therefore, where possible, settlements should seek to minimise conflicts with existing or likely future resource areas &amp; provide suitable buffers.</p> <p>Further investigation (along with responsible government agencies) is required to understand where high-value resources and/or associated industry are likely to be located. Molong Limestone Quarry needs a particular review to determine potential, operations &amp; impacts to minimise impacts on West Molong &amp; growth.</p>	Council, NSW Gov./DPIE, DPI, MEG, Industry, Community	CWORP LG3 CWORP Dir.1, 2, 3, 8, 10, 12 LSP Goals 1, 3
e) <b>Promote &amp; diversify regional tourism markets</b>	<ol style="list-style-type: none"> <li>19. Review &amp; integrate an updated shire-wide <b>Tourism &amp; Visitor Plan</b> that integrates with the regional <b>Destination Management Plan</b> &amp; addresses regional &amp; local opportunities, challenges &amp; actions.</li> <li>20. Ensure adequate tourist &amp; visitor accommodation whilst protecting supplies of resident housing &amp; rentals (see <i>COMMUNITY &amp; HOUSING below</i>).</li> </ol>	<p>Short-Medium</p> <p>Ongoing</p>	Tourism is an important contributor to the shire economy & an opportunity to diversify for improved resilience. There are opportunities to deliver high-quality experiences but it needs to be supported with appropriate infrastructure & facilities that integrate with settlements.	Council, NSW Gov./DPIE, NSW Tourism, Industry, Community	CWORP LG6 CWORP Dir. 4
f) <b>Enhance the economic self-determination of Aboriginal communities.</b>	<ol style="list-style-type: none"> <li>21. Work with Local Aboriginal Land Councils (LALCs) to review development potential for LALC land in each of the settlements.</li> <li>22. Discuss potential pathways for LALCs to be involved in ownership &amp; partnerships for development of surplus Crown lands.</li> </ol>	<p>Ongoing</p> <p>Ongoing</p>	LALCs may need assistance to realise the potential of their lands & may offer a pathway for the redevelopment of Crown Lands (further review required).	Council, LALCS, Aboriginal Elders, NSW Gov./DPIE, Crown Lands	CWORP Dir.7



Direction(s)	Action(s)	Timing	Comment	Stakeholder	Other Plans
<b>GOAL 5: COMMUNITY &amp; HOUSING - Provide opportunities to ensure a variety of housing types are available across our shire.</b>					Same as LSPS Goal 5
a) Address growth implications from metropolitan & regional cities & strategic centres.	<ol style="list-style-type: none"> <li>Explore opportunities for Council to capitalise on the Parkes <b>Special Activation Precinct (SAP)</b> / Inland Rail / Newell Hwy / Logistics growth in regard to industry &amp; flow on benefits.</li> <li>Promote growth in Cabonne settlements with adequate land supply, affordability, amenity &amp; services/ infrastructure in reasonable proximity to Orange/Bathurst/Blayney/Parkes where there is a higher cost of land/housing.</li> </ol>	<p>Short-Medium</p> <p>Ongoing</p>	Key growth drivers outside Cabonne include Orange, Bathurst & Blayney to the east & Parkes SAP/Inland Rail/Newell Hwy to the west. Further study may be needed to identify opportunities to leverage this growth (particularly from Parkes)	Council, Real Estate Agents, RDA, Industry, Community	CWORP Dir. 22.
b) Provide sufficient land supply for housing growth in suitable locations.	<ol style="list-style-type: none"> <li>Focus on infill development in suitable locations in preference to new (greenfield) urban growth areas (where possible &amp; with ongoing consultation with land-owners &amp; the community to protect desired character).</li> <li>Identify strategic areas for growth around existing settlements that minimise conflict with the environment, natural hazards, agriculture, employment land uses, &amp; allow for future growth building on existing/proposed infrastructure.</li> <li>Educate settlement communities of the benefits of encouraging infill development consistent with the character of settlements &amp; the risks that under-utilised lands may be down-zoned if not developed within reasonable timeframes to enable other suitable lands to be rezoned for development.</li> </ol>	<p>Ongoing.</p> <p>See Strategy recommendations</p>	Whilst there are opportunities for infill development in most settlements (except some Large Lot Residential areas), there may be significant reasons why this is unlikely to be made available. Council should work with landowners to identify & confirm land supply with expansion used when infill opportunities cannot be realised.	Council, Land Owners, Community, NSW Gov./DPIE	
c) Encourage a range of lot sizes & housing types suited to community needs & site suitability.	<ol style="list-style-type: none"> <li>Encourage increases in suitable housing sizes/types to address the needs of a broader range of the community including, but not limited to: seniors living; aged care; lower socio-economic groups &amp; essential workers; temporary workers etc.</li> <li>Develop examples of successful medium-density housing projects (both within &amp; outside Cabonne) to educate landowners, key stakeholders, banks &amp; the community on the benefits &amp; viability of these development types &amp; ensure planning controls address key impacts &amp; maintain local character.</li> <li>Prepare an <b>Affordable &amp; Adaptable Housing Policy</b></li> <li>Review barriers to medium-density housing development &amp; smaller lot sizes.</li> <li>Encourage more affordable housing options &amp; increase the supply of public housing in larger settlements.</li> </ol>	<p>Ongoing</p> <p>Short-Medium</p> <p>Medium</p> <p>Ongoing</p> <p>Ongoing</p>	There is a need to ensure planning controls are facilitating a diversity of lot/housing sizes/types whilst not impacting on the desired character/densities of settlements.	Council, Land Owners, Community, NSW Gov./DPIE, Housing Providers	CWORP Dir. 21, 22, 23, 25, 26, 27 LSPS Goal 5 CSP Dir. 3.2, 4.1
d) Focus on opportunities for ageing-in-place, seniors living & aged care in larger settlements.	<ol style="list-style-type: none"> <li>Build on case-studies of regional aged care facilities to build a business case to facilitate growth.</li> <li>Improve universal design &amp; adaptability of new housing to enable ageing-in-place.</li> <li>Identify suitable land in larger settlements, near services &amp; facilities, for seniors living &amp; aged care &amp; work with housing providers to maximise the feasibility of these options &amp; remove planning barriers.</li> </ol>	<p>Medium</p> <p>Ongoing</p> <p>Ongoing</p>	This Strategy seeks to facilitate ageing-in-place & allowing older citizens to remain in their existing towns & villages for as long as possible. This requires several outcomes including the ability to adapt existing housing, the provision of new appropriately sized & designed housing, & provision of support services & access to higher-level medical care.	Council, NSW Gov./DPIE, Housing NSW, Housing & Aged Care Providers	CWORP Dir.26
e) Deliver a range of accommodation options for tourists & work-forces.	<ol style="list-style-type: none"> <li>Review the NSW Government <b>Short Term Rental Accommodation</b> regulatory framework &amp; guidelines &amp; understand &amp; respond to the implications for local accommodation &amp; impacts on the residential housing market.</li> <li>Identify if tourism &amp; temporary work-forces are placing pressures on local housing &amp; rental supply.</li> <li>For major projects identify appropriate supply of housing in well-serviced areas that minimises impacts on existing &amp; future residents including temporary worker's camps (where required).</li> </ol>	<p>Short</p> <p>Ongoing</p> <p>As required</p>	Tourists & temporary workforces can take-up valuable housing at a higher price than local residents. Where there are high impacts there may be a need to control use of local housing for these purposes.	Council, Industry, NSW Gov./DPIE, Community, Housing Providers	CWORP Dir.27
f) Manage large lot (rural) residential development.	<ol style="list-style-type: none"> <li>Discuss with NSW Government/DPIE the potential for LLR areas to reduce minimum lot size for subdivision down to 0.8-1ha where appropriate environmental outcomes (including on-site effluent management) can be achieved for more efficient use of land &amp; reduced consumption of agricultural lands.</li> <li>Enable new rural residential development only where it has been identified in this (local housing) strategy (with limited flexibility for minor changes consistent with the principles in this Strategy).</li> <li>Prioritise Large Lot Residential (LLR) development in close proximity to existing settlements addressed in this Strategy to maximise the efficient use of roads &amp; infrastructure, minimise take-up of agricultural land &amp; minimise environmental impact.</li> <li>Manage land use conflicts that can result from cumulative impacts of successive development decisions including increase proximity to agriculture, vegetation protection, protection of water systems from development &amp; on-site effluent management systems, etc.</li> </ol>	<p>Short-Medium</p> <p>Ongoing</p> <p>Ongoing</p> <p>Ongoing</p>	Council favours residential development in or near serviced larger settlements over stand-alone large lot residential areas. However, it also recognises there is a demand for large lot residential areas, particularly near Orange. This Strategy supports incremental growth of these areas where environmental & agricultural conflicts can be minimised or mitigated. To achieve more efficient use of land & less consumption of agricultural land it may be worth seeking NSW Government agreement to slightly reduced minimum lot sizes for subdivision.	Council, Industry, NSW Gov./DPIE, DPI Agriculture, Environmental Agencies, Landowners, Community,	CWORP Dir. 28

## 7. Improved Policy & Process

### 7.1. Improved Data Collection, Access & Analysis

This Strategy recognises the limits of available & trusted data to guide decision-making for land uses, including housing, in Cabonne. This is particularly acute in identifying rental & housing stress, affordable housing requirements, special needs groups, & economic feasibility of different development controls & planning policy so additional information should be sourced & tested for these issues.

The NSW Government Draft *Housing Strategy*, as an example, will be looking to expand data collection, access & analysis so it has:

- easily accessible & user-friendly platforms;*
- a broader & deeper set of data that accords with the NSW Open Data Policy;*
- enhanced data analytics, including predictive analysis;*
- greater ability to share data between State agencies & delivery partners;*
- better partnerships with academic & industry-based research & analytics groups;*
- understanding about what the data is saying & how decisions made now may influence the future of the housing system;*
- better modelling of local solutions & impacts.*

It is important to note that all councils will use ePlanning by June 2021 to allow electronic lodgement of documents, improve communication/notification/engagement, reduce determination times, & improve data collection.

### 7.2. State Environmental Planning Policies

Council can only influence State Environmental Planning Policy (SEPPs) through feedback to the NSW State Government on what is working/not working in the region. Council supports the SEPP review program that is looking to simplify the number & operation of SEPPs.

There are a number of draft SEPPs that need review & feedback. This includes the Draft *Housing Diversity* SEPP that may offer additional pathways for infill & medium density development & may require review of suitability for Cabonne.

### 7.3. Local Environmental Plan

CLEP2012 was prepared in 2009-2012 & is based on the Standard Instrument LEP Template prepared by the NSW Government.

It has been updated over the last 8 years with new standard clauses by the NSW Government, & by a limited number of site-specific Planning (Rezoning) Proposals. Generally, CLEP2012 appears to be achieving its objectives/desired outcomes though there is ongoing discussion about flexibility to adapt to changing demands.

Minimum Lot Sizes (MLS) for Torrens Title subdivision in villages (generally 900m<sup>2</sup> if serviced) & towns/Zone R1 (500m<sup>2</sup> if serviced) appear to still be accepted by the community & facilitate some smaller lot development. There is little pressure for smaller lot sizes for detached housing & there are pathways to use community & strata title subdivision below the MLS.

There may be some opportunity to investigate suitable Minimum Lot Sizes (MLS) for medium density housing types to ensure that they do not result in over-development of sites & are acceptable to the community in terms of their impacts. However, at this stage there is not significant pressure from medium density housing.

The NSW Government has made (or is likely to make) a number of changes to the Standard Instrument but some of these changes require local adoption by Councils. For example, areas requiring review may include:

- Amendments to **retail land use definitions** to promote more flexibility & addressing the changing nature of retail. This includes *'artisan food & drink industry'* that is permissible where *'light industry'* is permitted but Council may wish to consider its permissibility in other zones.
- Amendments to **'local distribution premises'** where it is permitted in some business & industrial zones but warrants review for Zone B2 along with suitable maximum floor space requirements;

- Short term rental accommodation** may require approval of maximum night stays outside metropolitan areas for exempt or complying pathways. There may be opportunities to clarify controls for other accommodation to minimise impacts on residential neighbourhoods.
- Review of need for more diversity in **residential zones**, for example, suitability of Zone R2 Low Density Residential or specific areas for medium density residential development.
- Review of suitability of certain **medium density residential housing types & affordable housing types** (e.g., boarding houses) in key settlements/zones & how this may be affected by proposed State Policies (SEPPs).

### 7.4. Rezoning Policy & Voluntary Planning Agreements

This Strategy suggests areas where Planning (Rezoning) Proposals may be supported to enable growth (or improved environmental outcomes) in each of the key settlements.

Council's policy position is to only encourage rezoning of land consistent with its land-use strategies unless there are clear market & policy drivers for a change in direction. It sets higher fees for Planning Proposals that are inconsistent with its adopted Strategies.

### 7.5. Development Control Plan

The current Development Control Plans (DCPs) in Cabonne date back to the 1990s. Many are out-of-date or no longer enforced & they no longer integrate well with the current planning framework (particularly CLEP2012). Whilst there are some good generic controls (particularly around land use conflicts & site suitability), there is little detail or guidance on a variety of more modern planning issues.

They mostly address large lot (rural) residential development, rural development, industrial development in specific locations, heritage conservation areas, & some specific issues (flooding in Molong/Eugowra, relocatable homes etc.) but do not provide comprehensive controls for settlement or modern development types.

Therefore, Council has identified the need for a new comprehensive shire-wide DCP. This should integrate with CLEP2012 & provide more detailed controls for specific development types that are common in Cabonne.

The new DCP will need to strike a balance between comprehensive controls on all major land uses & flexibility to adapt to changing circumstances. It is likely to be more performance based for most non-residential land uses & should only include prescriptive standards where these have been well-tested & accepted.

The NSW Government is currently preparing guidelines for a standard-format DCP but as of early 2021 this had not been resolved. If this is available in time, the DCP should seek compatibility with the standard but ensure that it is not governed by metropolitan-centric controls and is easy to use/apply for regional issues.

There are opportunities for more detailed local character statements, site-specific structure/master planning, & detailed controls to be added over time with a focus on key growth areas & as funding becomes available.

### 7.6. Contributions Plan(s)

#### Amenities & Services

Under Section 7.11 & 7.12 of the EP&A Act for contributions towards provision or improvement of amenities or services, Council only currently has a *Road Contributions Plan* (2007) prepared that applies only to rural zones. There is no mechanism to capture contributions in settlements other than through Section 64 of the *Local Government Act 1993* (see below) for water & sewer contributions.

Council is looking to prepare new Contributions Plan(s) that enable capture of funding from the impacts of new development on community infrastructure & facilities.

#### Water & Sewer

Under Section 64 of the *Local Government Act 1993* & the *Water Management Act 2000*, Council can require a certificate of compliance that can levy contributions for

water, sewer & stormwater infrastructure. This includes 'headworks' charges. Council must have a Developer Servicing Plan (DSP).

Where growth areas are being suggested in this Strategy, then ideally Council would update its DSPs to investigate the estimated cost, capacity, routes & impacts from extensions of the infrastructure to service new development.

#### Impacts & Exemptions

Contributions add cost to development. Council needs to be careful to ensure that contribution payments do not significantly reduce the feasibility of desired development (e.g., housing).

The introduction of contribution payments in settlements is likely to be controversial but is necessary to support local infrastructure, character & amenity.

Where there is a direct 'nexus' between a development & increased need for services or utilities then this can more easily be justified.

One solution is to apply fixed development consent levies that impose a fixed percentage of the proposed cost of carrying out the development (often with a minimum threshold before the charge commences to minimise impacts on smaller developments). This avoids the need for a direct nexus between development & services but may be more difficult to justify.

Council may also identify key exemptions from Contributions Plan(s) for desired development. This may include social housing, aged care & seniors living, social services & facilities, agriculture or key economic drivers, or key locations where affordability is low. The NSW Productivity Commission is currently considering reform options.

#### Voluntary Planning Agreements (VPAs)

This may also involve detailed Council's policies on Voluntary Planning Agreements (VPAs) & how these integrate with Council's Contributions Plans to produce site-specific but consistent outcomes that demonstrate clear benefits for community infrastructure, facilities, services & amenity.

### 7.7. Regional & Local (Land-Use) Planning Policy Integration

A key objective of current NSW (land-use) planning policy is to ensure integration between NSW Government state policy, regional plans & local land use strategies & planning controls.

This Strategy has attempted to demonstrate consistency with higher-level or complementary plans including Council's *Local Strategic Planning Statement (LSPS)*, Draft (2020) *Subregional Rural & Industrial Strategy* (Subregional Strategy) & *Central West & Orana Regional Plan 2036 (CWORP)*. However, there may be opportunities to update these plans for consistency with this Strategy & identify sub-regional/regional planning opportunities & constraints that can better guide this Strategy.

### 7.8. Local Strategies & Policies

Council will continue to update its **Community Strategic Plan (CSP) & Integrated Planning & Reporting Framework (IP&R) Plans**. There should be broad compatibility & alignment between goals/directions/actions in this Strategy & other Council policies. This Strategy recommends the preparation &/or update of a number of additional strategies/plans that relate to land-use planning in Cabonne.

### 7.9. Surrounding Councils

Cabonne Local Government Area (LGA) is intricately tied to the fortunes of its neighbours in the sub-region/region. Cabonne should continue to work with surrounding Council's to identify flow-on effects between land-use strategies & opportunities to address challenges & maximise opportunities that are common across LGA boundaries.

As identified in the LPIP, there needs to be particular focus on Orange & Parkes LGAs for economic growth & drivers in housing demand – but also work for settlements that sit close to boundaries to ensure consistent data & planning strategies.