

Greater Taree City Council



# Rural Residential Strategy & Release Program

Endorsed by DUAP July 2000  
Adopted by Council 25 May 2000  
Reviewed February 2002  
Amended April 2002  
Amended September 2002

# **RURAL RESIDENTIAL STRATEGY & RELEASE PROGRAM 2000**

**(February 2002 Review)**

## **Disclaimer**

Council, with the support of DIPNR, has embarked on a comprehensive review of the strategies, including this one, through the Local Plan 2005. This document is not an accurate reflection of Council's current strategic vision and it is highly recommended to contact Council's Strategic Planning team to discuss any specific land.

# **RURAL RESIDENTIAL STRATEGY & RELEASE PROGRAM 2000 (February 2002 Review)**

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# **RURAL RESIDENTIAL STRATEGY & RELEASE PROGRAM 2000 (February 2002 Review)**

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# **Rural Residential Strategy & Release Program 2000 (February 2002 Review)**

## **Introduction from the Mayor**



**Councillor Mick Tuck  
MAYOR**

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# RURAL RESIDENTIAL STRATEGY & RELEASE PROGRAM 2000 (February 2002 Review)

## Executive Summary

The Rural Residential Strategy and Release Program was endorsed by The Department of Urban Affairs and Planning in July 2000 and provides a plan to preserve the valued identities of the many rural and urban communities in the Manning Valley. It determines the extent of growth of rural residential development for the next ten to twenty years and the relationship of any future development to surrounding agricultural uses. The Strategy translates community values gathered through a series of public meetings into positive outcomes, and develops a framework for future actions, short and long term.

The Strategy is also designed to convey Council's obligations under the Hunter Regional Environmental Plan for the development of rural residential land.

The Strategy has identified several guiding principles considered essential to planning and management. These are:

- Community vision;
- Land is a finite resource;
- Development decisions must consider potential and cumulative impacts and be based on the precautionary principle;
- Decision-making must ensure community consultation and participation; and
- Use of the environment must be based on the principles of Ecologically Sustainable Development.

The Strategy was prepared and has been reviewed with reference to the following documents:

- Department of Planning's Rural Settlement Guidelines for the North Coast;
- Department of Planning's Sustainable Urban Settlement Guidelines for Regional NSW;
- Greater Taree City Council's "One Future";

Community views remain divided between significant rural residential growth and minimal fragmentation of rural lands. The Strategy plans for moderate growth not beyond that which is ecologically, physically, economically and socially sustainable.

The outcomes of the Strategy cannot be guaranteed for a number of reasons. For example, landowners may not wish to take up development options available on their land, and investment-funded development may fluctuate with movements in financial markets. However, in order to plan infrastructure requirements, particularly relating to sewerage, it is necessary to assume a maximum potential level of development that could eventually be achieved given the maintenance of specific assumptions and values.

The analysis of ecological and physical constraints has determined areas of land that are suitable for future rural residential development. This analysis has shown the expansion of Rural Residential development is limited by environmental constraints and the economic provision of infrastructure and services. Analysis of infrastructure constraints has identified deficiencies in the provision of sewerage that need to be assessed prior to, and in conjunction with any future development.

The current review of the Strategy has found uptake of rural residential land over the past 18 months has been moderate and consistent with historic trends. The existing supply of zoned land for rural residential development has fallen only minimally and is expected to continue to yield approximately 400 lots. At the current growth rate this still represents approximately seven (7) years supply, more or less dependent on the rate of development.

The endorsed Strategy identifies future areas for rural residential growth and sets out an appropriate land release program to ensure sufficient land supply will be available for the next 15 to 20 years. To prevent possible social, economic and environmental costs of uncontrolled land development the Strategy will continue to implement a 10 year lot allocation.

The initial limit was set at 600 lots to be developed up to 1 July 2010. The 10 year allocation of lots would be reviewed every 2 years based on the lot uptake rates at the time. Should lot uptake grow faster than current estimated demand then the lot allocation may be increased for a further 10 years. Similarly, if lot uptake rates fall then the subsequent 10-year allocation may decrease. The current 2002 review has shown that lot uptake rates over the past 18 months have remained constant with 76 dwellings approved on rural residential lots in this period.

Whilst the current review does not propose implementing Stage 2 rezoning, it does include the addition of more lands identified for Stage 2 release. These lands comprise small areas located on the outskirts of Tinonee and Wingham. Whilst not adding significantly to the potential supply of rural residential land they do provide more rural residential choice across the city area.

In completing the current review of the Strategy it was believed the Strategy should further emphasise Council's support for sustainable development and how such development can be achieved. Therefore, three new sections have been incorporated into the Strategy. A new introduction outlines Council's commitment to sustainable development and clarifies these principles. A chapter has been added discussing criteria to assist in obtaining sustainable rural residential development. These criteria are already applied in assessing current rezoning proposals and are outlined in this review to better inform and guide council's customers. The criteria include:

- No development to occur on flood prone land without further detailed investigations;
- Land adjacent to existing urban development to be developed prior to other lands;
- Land to be preferably serviced by sewerage and water services. Land serviced by existing sewerage and water services to be developed prior to other lands;
- No development in areas containing Class 1,2 and 3 Acid Sulfate Soils;
- No development in areas containing or immediately adjacent to significant natural vegetation communities, including SEPP14 Wetlands;
- No development in Forestry land, industrial land and contaminated land;
- No development on land identified as "Coastal Lands Protection";
- No development on land having a high fire hazard classification;



- Preservation of aboriginal and European heritage;
- Development having regard to total catchment management principles;
- A staged release of identified development areas through the LEP and DCP process in consultation with the community;

Infrastructure and community facilities must reflect the level of usage placed upon them by residents of the town as well as surrounding rural areas. Inadequacies in this infrastructure have been identified and need to be overcome prior to further development occurring. This infrastructure is essential to achieving the outcome of environmentally sensitive estates.

A final chapter has also been added which sets out the procedures necessary to implement the findings of the Strategy and convert rural lands to rural residential.

The outcomes of this Strategy meet the visions of Council for the City as contained in its *One Future* publication. The Strategy also fulfils requirements of the Hunter Regional Environmental Plan and DUAP's Rural Settlement Guidelines for the North Coast.

### **Conclusion to February 2002 Review**

Greater Taree City Council confirms the endorsed Rural Residential Strategy and Release Program endorsed by (the then) Department of Urban Affairs and Planning in July 2000 and incorporates the matters included in this February 2002 Review as updates to the document.

# **1. INTRODUCTION – PATHWAY TO A SUSTAINABLE FUTURE**

The past decade has seen an evolution in the political status of the environment, both globally and locally.

In the context of environmental planning, this evolution has been marked by a number of key steps. In 1992, a conference of world governments was held in Rio de Janeiro. That conference led to the adoption of a United Nations charter referred to as Agenda 21, which acknowledges the need to develop strategic environmentally sustainable processes at the local level.

In 1993, the New South Wales Local Government Act was amended to include objectives relating to environmental sustainability. Various other legislation has also been amended. It has become quite clear that the NSW State government is providing local government with the power and responsibility to manage environmental issues in a more sustainable way.

Greater Taree City Council has shown its commitment to environmental sustainability by adopting the Greater Taree City Council Environmental Management Policy in 2000, followed by the completion of City-wide Vegetation Mapping in 2001.

The current Development Strategies for Old Bar, Harrington, Hallidays Point, Rural and Rural Residential Land are another step along the way to infusing environmental sustainability into planning and land use. The draft Taree and Cundletown Development Strategies will “complete the picture” in terms of sustainable strategies for the local government area.

Environmental sustainability has also been incorporated into Council’s annual report on the State of the Environment.

## **Council’s Environmental Management Policy**

In 2000 Council adopted its Environmental Management Policy which requires that, in carrying out its responsibilities, Council will seek to ensure the following:

1. Maintenance of biodiversity, habitat conservation and management of native vegetation will be incorporated into strategic plans for growth, development and conservation within the local government area.
2. Environmental impact assessments will include consideration of the maintenance of biodiversity, habitat conservation and management of native vegetation.
3. All operational activities undertaken by Council will have regard to the principles of ecologically sustainable development – these being the need to act quickly to avoid environmental harm, conserving the health, diversity and productivity of the environment for future generations; conserving biodiversity and attaching an appropriate value on the environment.
4. Comprehensive community consultation will be established to determine and prioritize community concerns relating to environmental resources, pressures and management actions.

5. The principles of Ecologically Sustainable Development will be included in Council's Management Plan.
6. Council will actively participate in community and government sponsored programs which investigate and address environmental management issues.
7. The resources and facilities which are available to the community to assist with environmental management will be actively promoted.
8. Environmental management issues and the controls applicable to each will be actively promoted.

### **Principles of Ecologically Sustainable Development**

Ecologically Sustainable Development (ESD) is development that aims to meet the needs of Australians today, while conserving our ecosystems for the benefit of future generations. Finding better ways to integrate environmental, economic and social concerns in decision-making is a key theme of Australian policy.

The goal of ecologically sustainable development is to ensure that any development improves the total quality of life, both now and in the future, in a way that maintains the ecological processes on which life depends.

#### **The Core Objectives are:**

- to enhance individual and community well-being and welfare by following a path of economic development that safeguards the welfare of future generations
- to provide for equity within and between generations
- to protect biological diversity and maintain essential ecological processes and life-support systems

The Guiding Principles to be included in Council's Management Plan are:

- decision making processes should effectively integrate both long and short-term economic, environmental, social and equity considerations
- where there are threats of serious or irreversible environmental damage, lack of full scientific certainty should not be used as a reason for postponing measures to prevent environmental degradation
- the global dimension of environmental impacts of actions and policies should be recognised and considered
- the need to develop a strong, growing and diversified economy which can enhance the capacity for environmental protection should be recognised
- the need to maintain and enhance international competitiveness in an environmentally sound manner should be recognised
- cost effective and flexible policy instruments should be adopted, such as improved valuation, pricing and incentive mechanisms
- decisions and actions should provide for broad community involvement on issues which affect them

These guiding principles and core objectives need to be considered as a package. No objective or principle should predominate over the others. A balanced approach is required that takes into account all these objectives and principles to pursue the goal of ESD.

## **1.1 The Need for the Rural Residential Strategy & Release Program**

The need for this Strategy arose from the following issues:

### **1.1.1 Statutory requirements**

The Hunter and North Coast Regional Environmental Plans (REPs) require Council to consider various criteria for rural residential development. This criteria can best be addressed by incorporating into a rural residential strategy and release program prior to permitting significant rural residential development.

### **1.1.2 Landowner Demand for Rural Residential Development**

Over the past few years Council has received a number of rezoning proposals for rural residential development of existing rural land in the Manning Valley. To ensure ecologically sustainable development it was necessary to suspend processing of all proposals until an adopted Rural Residential Strategy and Release Program was in place.

## **1.2 Regional Context**

Greater Taree City Council comes under the administration of the North Coast office of the Department of Planning (DOP). Prior to 1999 Council came under the administration of DUAP's Hunter Region Office. As a result, and being somewhat of an anomaly, Council still directed by the provisions of the Hunter Regional Environmental Plan.

## **1.3 Regional Issues**

Issues of regional interest include:

### **Tourism**

The Manning Valley has many features that attract tourists. Tourists can access attractions such as the excellent surf beaches, Nature Reserves and National Parks, the Manning River and the shops and cafes within Taree and the many towns and villages scattered throughout the valley.

### **Tertiary Education Opportunities**

Taree accommodates many higher education institutions. It is appropriate that population centres should be located closer to this sub-regional centre, which has those regional-level services. The rural residential release areas identified in this Strategy are well located for people to work in Taree. A desired outcome of this Strategy is also to provide employment opportunities within future rural residential estates to reduce the number of car trips.

### **Pacific Highway Upgrade**

With the upgrading of the Pacific Highway Council is increasingly promoting the Manning Valley as an attractive tourist, work and retirement destination and is actively seeking to attract visitors travelling along the highway.

### **Regional Environmental Issues**

This Strategy aims to protect rare or significant vegetation and rare or threatened flora and fauna. The Strategy seeks to maintain, re-establish or enhance wildlife corridors and links between environmentally significant areas.

The Greater Taree Vegetation Mapping has identified vegetation, including rare and threatened species, which are significant on a local, regional and national basis. This Strategy advocates environmental protection to maintain fauna habitat values, and links environmental preservation to development opportunities.

### **Timing of Implementation**

The outcomes envisioned in this Strategy require continued implementation through new LEPs and DCPs.

## **2. DEVELOPMENT OF THE STRATEGY**

### **2.1 Adoption**

The Rural Residential Release Strategy was adopted by Council at its meeting held on 21 July 1999. The written document was prepared by staff and submitted to the Department of Planning for endorsement in December 1999. The Department requested clarification of a number of issues in April 2000. These primarily concerned timing of land release phases and ensuring consistency with the Hallidays Point Development Strategy. Following a meeting with the Department on 25 May 2000, the following Strategy was forwarded for endorsement. A more detailed history of the development of the Strategy, including DOP's letter of endorsement, is produced in Appendix 1.

### **2.2 Application**

The plan applies to all land within the Greater City of Taree. The Strategy is a guide for informing the community and for Council's consideration in making future decisions on rural residential development within the city area up to the year 2015.

### **2.3 Relationship to Other Plans**

The Rural Residential Release Strategy is designed to implement Council's responsibilities under the Environmental Planning and Assessment Act, 1979. All of Council's regulatory instruments (namely the Greater Taree LEP 1995 and associated DCP's) will act as mechanisms to further implement the concepts and direction of this draft Strategy.

### **3. DEMAND AND SUPPLY ANALYSIS**

In order to quantify the perceived pressure on rural land for rural residential development within the local government area a demand and supply analysis was undertaken.

Details of the original demand and supply analysis are located in Appendix 2. In summary the demand model estimated, in July 2000, that there would be a demand of approximately 987 rural residential lots within the City over the next 17 years. This is equivalent to approximately 58 lots per year required to meet demand up to 2017.

The supply model indicated, in July 2000, there was only a potential supply of 432 rural residential lots within the City. With a demand of 58 lots per year, the existing supply of land would provide an estimated 7.45 years supply of lots. To supply sufficient lots over 17 years, supply availability needed to be increased by 555 lots.

Therefore, in July 2000, there was a shortfall of approximately 555 lots.

This shortfall in supply needed to be drawn from future rezonings to permit rural residential development.

The trend in rural residential development since July 2000 and it's impact on previous supply and demand calculations are analysed in Section 5 of this review, "2002 Review of Lot Uptakes and Rezonings".

Prior to discussing these impacts the adopted Rural Residential Release Program is outlined in the following section. This provides background to the development of rural residential estates discussed in Section 5.

## 4. RURAL RESIDENTIAL RELEASE PROGRAM

Details of the original adopted Rural Residential Release Program is provided in Appendix 3. In summary the release program involves three phases. Phase 1 includes 412 lots, Phase 2 originally included 159 lots and Phase 3 was likely to be 164 lots. This would account for up to 735 lots over the next 17 years.

In the current review additional land has been included in identified Phase 1 releases. This land is described as:

- Lots 118-121 DP 753202, Bull Hill Road, Tinonee (6.22 ha)
- Lot 11 DP 242163 Skyline Drive, Wingham (3.4 ha)
- Lot 15 DP 777261 Cedar Party Road, Taree (41 ha)

Council has rezoning applications for these lands dating back to 1998 and their inclusion in the initial Release Program was overlooked.

The inclusion of these lands will add an additional 38 potential rural residential lots to Phase 1 Release. Whilst not adding significantly to the potential supply of rural residential land they do provide more rural residential choice across the City area.

The areas in which these lots would be developed are identified in the following table:

<b>Staging Program – Land Subject to Current Zoning Proposals</b>						
	<b>RA #</b>	<b>Property</b>	<b>No. Lots</b>	<b>Phase 1</b>	<b>Phase 2</b>	<b>Phase 3</b>
1. Taree	12/97	6942 The Bucketts Way, Taree South	25	25	0	0
	4/94	Lot 15 DP 777261 Cedar Party Road	26	26	0	0
2. Wingham	Youngs Road Candidate Area (no formal rezoning application)	No specified properties identified	130	0	0	130
	2/93	Bungay Road, Wingham	103	103	0	0
	1/98	Skyline Drive	8	8	0	0
3. Hallidays Point	19/96	245 Tallwood Dr, Rainbow Flat	35	35	0	0
	10/96	North Diamond Beach	16	16	0	0
	4/95	Diamond Beach Road	9	9	0	0
	13/96	2 Diamond Beach Road	40	40	0	0
	9/95	Old Soldiers Road, Rainbow Flat	29	29	0	0
	5/97	467 Tallwood Drive, Rainbow Flat	88	46	42	0
4. Bohnock	11/97	159 Red Gum Road	68	0	68	0
5. Oxley Island	10/97	118 Ferry Road, Oxley Island	24	24	0	0
6. Rainbow Flat	8/97	2017 The Lakes Way, Rainbow Flat	10	10	0	0
	3/97	2090 The Lakes Way, Rainbow Flat	24	24	0	0
7. Harrington	17/93	Lots 1 & 2, DP 621005 and Lot 31, DP 847223 Manor Road,	80	40	40	0



		Harrington (Billings, Clifton & McDonald)				
8. Koor- ainghat	18/94	Lot 2, DP 546689 Old Pacific Highway, Koorainghat	9	0	9	0
9. Old Bar	8/94	Lot 10, DP 801616 Saltwater Road, Old Bar	11	11	0	0
10. Lansdowne Road	Lansdowne Road area (no formal rezoning application)	No specified properties identified	34			34
11. Tinonee	2005/99	Bull Hill Road, Tinonee	4	4	0	0
<b>TOTAL</b>			<b>773</b>	<b>450</b>	<b>159</b>	<b>164</b>

In summary, the number of lots proposed in each phase will be as follows:

Phase 1 : 450  
 Phase 2 : 159  
 Phase 3 : 164

Given the anticipated shortfall of approximately 555 lots over the next 17 years (based on demand and supply model) it appeared that the 450 lots proposed in Phase 1 represented an over supply of zoned rural residential land. However, the potential 450 lots in Phase 1 are to be spread across the main regions within the city, being Taree, Wingham, Hallidays Point, Old Bar, Oxley Island, Rainbow Flat and Harrington. Development of lots will also be restricted to a 10 year lot allocation.

By far the major amount of Phase 1 rural residential lots were proposed for Hallidays Point, being 175. To recognise and protect the special character of the Hallidays Point community, Council also prepared the Hallidays Point Development Strategy. This Strategy incorporates development and settlement patterns within the villages and the rural hinterland.

In order to maintain the recognition of Hallidays Point as a unique locality, the rural residential figures related to this area have been incorporated in the Hallidays Point Development Strategy. Rural residential rezonings and lot releases for Hallidays Point are separately monitored within that strategy.

The figures used in this Rural Residential Strategy were only used as base figures to assist in estimating general lot requirements relating to Hallidays Point release numbers and 10 year lot allocations.

The following review analyses the progress of Phase 1 rezonings and assesses the need for additional rezonings. That is, whether Phase 2 of the Release Program needs to be brought forward.

## 5. 2002 REVIEW OF LOT UPTAKES AND REZONINGS

### 5.1 Lot Uptake in Rural Residential Estates During 2000 to 2002

The following figures provide details on the development (ie dwelling approvals) that has occurred on rural residential lots from July 2000 to December 2001.

#### Analysis of Recent Development in Rural Residential Estates

Locality	Estate Name or Road	Lots	Dwellings (pre July 2000)	Dwellings (post July 2000)
Taree urban fringe	Sorrento Close	45	40	0
	Potoroo Drive	47	39	4
Cedar Party	Leigh/Ironbark Cl	20	14	0
	Stacey Drive	25	23	0
	Cedar Party Estate	100	83	10
Cundletown Urban Fringe	Lansdowne Road	0	0	0
	Clovernook/Meadowview	70	56	4
	Kundle Kundle	7	0	0
South Taree	Forest Downs	80	70	8
	The Bucketts Way	0	0	0
Wingham Urban Fringe	Riverview Drive	25	23	0
	Marchfield Road	65	58	2
	Bungay Estate	73	67	3
Hallidays Point	Youngs Road	0	0	0
	Diamond Beach	116	86	4
	Homestead Estate	63	60	3
	Heritage Estate	25	13	7
	Idlewoods	55	45	0
	Nth Diamond Bch		0	0
	467 Tallwood Dr		0	0
	245 Tallwood Dr		0	0
	Diamond Bch Rd		0	0
Blackhead Basin		0	0	
Old Bar	Old Soldiers Road		0	0
	Malcolms Road	36	0	7
	Warwiba Road	66	53	8
	Kolinda Estate	40	35	0
	Bohnock		0	0
Mitchells Island	Saltwater Road		0	0
	Manning Waters	43	25	3
Coopernook		0	0	0
Johns River		3	0	2
Nabiac		6	1	2
Tinonee		0	0	0
Rainbow Flat	Kiwarra Heights Estate	83	69	8
	2017 Lakesway	3	0	1
	2090 Lakesway		0	0
Koorainghat	Old Pacific Highway		0	0
Lansdowne Road			0	0
Oxley Island			0	0
Harrington			0	0
<b>TOTAL</b>		<b>1096</b>	<b>860</b>	<b>76</b>

In summary 76 new dwelling approvals have been issued on rural residential lots during the period July 2000 to December 2001.

## **5.2 Phase 1 Rezoning Implemented During 2000 to 2002**

The following information provides details on the location of land that has been rezoned to 1(c1) during the period July 2000 to December 2001. Details are also provided on the current status of all other Phase 1 rezonings identified in the Release Program (as at 31 December 2001):

### **R 12/97 – The Bucketts Way, Taree South (Illidge)**

A Local Environmental Study (LES) is currently being prepared. Expected completion March 2002.

### **R 2/93 – Bungay Road, Wingham (Greenhalgh)**

Land rezoned to 1(c1). Gazetted on 29 June 2001. No subdivision of land has been approved.

### **R 10/97 – Oxley Island**

LES still to be commenced. Owners considering whether to proceed.

### **R 17/93 – Manor Road, Harrington (Clifton, Billings & McDonald)**

The LES is currently being prepared. Expected completion January 2002.

### **R 8/94 – Saltwater Road, Wallabi Point (Peet)**

Land rezoned to 1(c1). Gazetted on 10 August 2001. No subdivision of land has been approved.

### **R 8/97 – The Lakesway, Rainbow Flat (Greenaway)**

Land rezoned to 1(c1). Gazetted on 2 February 2001. 10 lot subdivision approved. 3 lots created in stage 1. One (1) dwelling has been approved.

### **R 3/97 – The Lakesway, Rainbow Flat ( Gilfillan)**

Planning Study for Rainbow Flat being prepared. Owners awaiting outcome of this study before proceeding.

## **5.3 Summary of Findings**

In summary, the number of rural residential lots existing prior to July 2000 which have subsequently had new dwellings approved on them is 76.

Since July 2000 only 3 new rural residential lots have been created. Of the seven (7) phase 1 rezoning applications, three (3) rezonings have been gazetted. However only one (1) subdivision application has been approved. This is for ten (10) lots. Only three (3) of these lots have been created and only one (1) dwelling approval has been issued.

Therefore, in the past 2 years the development of rural residential lots, in terms of new dwelling approvals, has been limited to 76 lots.

Average demand has therefore been approximately 50 lots per year. As discussed above the average demand up to July 2000 was 58 lots per year. Given average demand over the past 18 months appears to have been very similar to the average up to July 2000 there is no need to alter the prescribed 10 year lot allocation. Phase 1 rezonings still have the potential to provide a further 447 lots. With current trends of 50-58 lots per year it appears that phase 1 rezonings may provide adequate supply of rural residential land for the next 7 years. There is therefore no immediate need to initiate phase 2 rezonings.

The next review of the Strategy will now be in 2004.

## **6. LAND MONITOR**

### **6.1 General**

Monitoring the effectiveness of the rural residential strategy assists in determining its success and when it requires review. Monitoring of land supply and environmental impacts of rural residential development are areas that require particular attention. The established land monitor is a data base of the stock of land available for rural residential development and indicates the rate at which dwellings are built or lots taken up.

The land monitor is updated continuously and comparisons made annually with previous demand and supply figures. It is also designed so that results may be evaluated in the light of data from surrounding Local Government areas.

Monitoring and recording of environmental impacts, especially cumulative impacts, of rural residential development occurs annually through Council's State of the Environment Report.

The land monitor, as provided in the spreadsheet below, incorporates current and future rezoning.

### **6.2 February 2002 Review**

The results of the current review discussed in the previous section have been incorporated into the land monitor and the appropriate adjustments made.

Rural Residential Strategy & Release Program 2000  
(February 2002 Review with Amendments April & September 2002)

General Monitor - Phase 1

Location of Rezoned Land (RZ File)  (1)	Est. Lot Yield  (2)	Total Lot Yield App'd by Subd'n Appl'n - All Stages (DA File)  (3)	No. Lots Approved in DA for Release in Current 10 Yr Period  (4)	No Lots Created (Post Linen Release)  (5)	No Lots Still to be Created  (6)	No Lots Transferred from Developers ownership  (7)	No Lots with Dwell'g Built on  (8)	No Lots Vacant  (9)	Potential No Lots Still to be Dev'pd  (10)	Potential Lot Supply Left In Phase 1 (9)+(10)  (11)	Est. No Years Remaining Supply **  (11)/45  (12)
Taree (12/97)	25	N/A	N/A	N/A	N/A	N/A	N/A	N/A	25	25	0.55
Wingham (2/93)	103	N/A	N/A	N/A	N/A	N/A	N/A	N/A	103	103	2.28
Oxley Is (10/97)	24	N/A	N/A	N/A	N/A	N/A	N/A	N/A	24	24	0.53
Harrington (17/93)	40	N/A	N/A	N/A	N/A	N/A	N/A	N/A	40	40	0.88
Old Bar (8/94)	11	N/A	N/A	N/A	N/A	N/A	N/A	N/A	11	11	0.24
Rainbow Flat (8/97)	10	10	2	8	N/A	N/A	N/A	N/A	8	8	0.17
Rainbow Flat (3/97)	24	N/A	N/A	N/A	N/A	N/A	N/A	N/A	24	24	0.53
Existing No. of Vacant lots within 1(c) Zones (01/07/00)	197	197	197	197	0	197	0	197	0	197	4.37
Existing Rezoned Land (01/07/00)	337	N/A	N/A	N/A	N/A	N/A	N/A	N/A	337	337	7.48
<b>Totals</b>	771	197	197 (Max 465 in current 10 year period)	197	-	-	0	197	574	771	17.03

\*\* Based on estimated 2000 lot emand of 45 lots per year

NOTE: When Total of column 12 <= 3 then Phase 2 may be implemented

NOTE: Hallidays Point is being separately monitored as per Section 2-3.

## **7. CRITERIA FOR URBAN DEVELOPMENT**

In reviewing the July 2000 Strategy it was noted that criteria used to assess rezoning proposals was not made clear to potential developers. A number of criteria have been applied by Council in assessing future rezoning proposals. These criteria are now set out below.

New areas for rural residential development should be located having regard to the following principles:

### Existing Urban Development

- Rural residential zoning of land adjacent to existing urban development should be carefully considered so as not to hinder or prevent future expansion of urban development.

### Sewerage and Water Reticulation

- Rural residential land should be serviced by sewerage and water services. Land serviced by existing sewerage and water services should be developed prior to other lands.

### Infrastructure (Roads, Power, Telephone)

- Areas should not create demands for uneconomic provision of infrastructure and community services. Where demand is created it is to be satisfied by the developer.

### Flood Liable Land

- Flood liable land should be excluded from initial consideration. Further consideration may only be given following detailed investigations

### Acid Sulfate Soils

- Areas containing Class 1, 2 and 3 Acid Sulfate Soils should be excluded from consideration.

### Flora and Fauna

- Areas containing or immediately adjacent to significant natural vegetation communities, including SEPP 14 Wetlands, areas with Threatened Species and known Critical Habitats should be excluded from consideration.

### Mineral and Extractive Resources

- Known extractive material/mineral resources should be avoided.

### Sewerage Treatment Plants and Irrigation Buffer Zones;

- Land within any Sewerage Treatment Plant Buffer Zone and Effluent Irrigation Buffer Zone should be avoided.

### Forestry Land, Industrial Land and any Contaminated Land;

- Known forestry land, industrial land and contaminated land should be avoided.

### Land Identified as "Coastal Lands Protection"

- Land identified as "Coastal Lands Protection" should be avoided.

### Land Identified as "Open Space"

- Land identified as "Open Space" under Great Taree LEP 1995 should be avoided.

#### Fire Management

- Land with a high fire hazard classification should be avoided. On land adjoining State Forests a 50 metre buffer zone should be provided to dwelling setbacks.

#### Aboriginal and European Heritage

- Areas of aboriginal and European heritage are to be preserved.

#### Catchment Protection

- Regard should be had to total catchment management principles.
- Environmentally significant lands should be excluded from consideration.
- Hazard areas should be avoided.
- Assessment of potentially contaminated land will be required.

These criteria are to form the basis for any rezoning submission for rural residential development.



## **8. PROCEDURES FOR REZONING**

### **8.1 General**

This new section to the Strategy is also designed for the assistance of potential developers and council's other customers. Council will only consider applications to rezone land for rural residential development that are consistent with the areas identified in this Strategy for such development and in accordance with the identified land release phasing.

### **8.2 Environmental Study**

The majority of applications will need to be accompanied by an individual environmental study before any consideration will be given to rezoning the subject land. The range of issues which may be required to be covered in an environmental study are suggested below:

#### **8.2.1 Soil, landscape and land use characteristics**

- Current and/or previous use of the land and surrounding land uses
- Soil types and geology
- Any part of the land subject to risk of erosion
- Known mineral resources and proximity to existing or potential access routes

#### **8.2.2 Water**

- Natural drainage patterns of the land
- Natural wetlands or land subject to flooding, seasonal waterlogging, high water table, acid sulfate soils or salinity.

#### **8.2.3 Flora and Fauna**

- Vegetation, the presence (and protection) of remnant vegetation, outstanding communities of native vegetation, potential wildlife corridors, koala habitat
- Threatened species, populations or ecological communities (Threatened Species Conservation Act 1995).

#### **8.2.4 Social**

- Likely conflicts between rural residential development and surrounding rural and/or pursuits and how these may be resolved
- Views to and from the site
- Any part of the land subject to a risk of bushfire
- Any notable features on the site (natural or historic)
- Any heritage items, including known items of Aboriginal heritage, relics, sites and their curtagas
- Direction and distance to local shops, schools, community facilities and the like
- Standard and capability of existing road network.

The environmental study will also need to:

- Examine the capacity of the land to sustain development for rural residential purposes and without impacting on other land uses and environmental quality (soils, water, waste and vegetation management) of the area.
- Assess how the proposed rezoning fits with council's (and other utility providers) planned services for the area and if and when these may be installed.
- Examine how the provision of these lots will satisfy housing demand within the wider context of housing needs for the locality and link the provision of housing to population trends.
- Examine the strategic location of infrastructure to maximise its current and future use

The environmental study apart from examining the suitability and viability of the site for rural residential use will also help determine the most appropriate lot sizes and orientation and the management of vegetation and soil erosion.

### **8.3 Consultation with Public Authorities**

Consultation is required under section 62 of the Environmental Planning and Assessment Act 1979. In regard to public authorities it is advisable to consult with the following authorities prior to undertaking any environmental study:

- National Parks and Wildlife Service
- Roads and Traffic Authority
- Environmental Protection Authority
- Department of Land and Water Conservation
- MidCoast Water
- North Power
- Heritage Office, Department of Urban Affairs and Planning
- Coastal Council of NSW
- NSW Agriculture
- State Forests
- Department of Mineral Resources
- NSW Fisheries

## **Appendix 1.**

### **History of Rural Residential Strategy & Release Program**

#### **Rural Residential Estates**

Rural growth is part of the Manning regions character. This has resulted in considerable spread of settlement across the local government area. However, Greater Taree needs a planned approach to future rural settlement to avoid degrading rural areas, both functionally and visually.

Rural residential estates are just one form of rural growth that provides lots for rural living. They provide opportunities for people seeking a rural location for residential purposes. Estates in this zone are usually designed with similar road and lot plans to their urban equivalent.

In addition to this, rural residential estates should convey a sense of community. Many of these rural residential subdivisions have a similar population base to that of a rural village, therefore, more consideration should be taken in providing community areas. Examples of community centres/community focus include open space, parks, picnic and barbecue areas, playgrounds, sports field, community notice boards, community halls, etc.

However, rural residential estates and other nearby land uses can result in conflict. Conventional rural residential development with minimal area lots across the landscape has in the past created many problems. It has resulted in visual degradation of many rural landscapes, consumed land at a high rate and created environmental problems resulting from inadequate effluent disposal systems. It has also deprived land for other land uses, especially residential and industrial.

Future rural residential areas need careful planning so that conflicting land uses do not compete for the same land. Each of the many land uses is legitimate, so each must take into account others in the locality.

A structured approach to settlement will address these factors, taking into account location as well as the timing of releases.

#### **Recent History of Rural Residential Development within City**

##### **Rural Lands Study –1984**

In 1984 Council prepared a Rural Lands Study under advice from the then Department of Environment and Planning. The Rural Lands Study was used by Council to develop options for rural living. Issues such as multiple occupancy on farms and staged release of Rural Residential land were addressed in the Study.

##### **Rural Residential Strategies – 1986, 1991 & 1997**

Following the initial rezoning and Rural Residential land releases in 1986, Greater Taree City Council prepared a Rural Residential Strategy. The 1986 Rural Residential Strategy was to be used to review available land for rural residential living. Following the 1986 Rural Residential Strategy, Council decided to prepare a new strategy every five years. A further Strategy was prepared in 1991 and then again in 1997. However, these Strategies did not comprehensively address a balance of supply and demand. This issue was addressed in the Rural Residential Study 1997.

## **Rural Residential Study 1997**

### **Thrust of Study**

The 1997 Rural Residential Study identified 5 candidate areas for Rural Residential development. The candidate areas identified were different to those outlined in previous studies. The Study also addressed issues associated with Rural Residential living. The aims of the study were to:

- Analyse existing supply and demand for Rural Residential Living.
- Assess the issues relevant to this form of lifestyle.
- Identify preferred locations overall and,
- Outline principles for various areas.

Details of the supply and demand were comprehensive and have been included in Section 8.1.3 of this strategy.

- The identification of suitable candidate areas was achieved by applying a set of
- Near subdivided areas or those used for rural living;
- With sealed road access;
- With access to water, electricity and telephone services;
- Where ground water contamination will not be a problem;
- With low bushfire risk;
- Scenically attractive or with attractive views
- Not suitable for productive agriculture; and
- Above the 1% flood level.

### **Candidate Areas**

Following exhibition and consideration of the 1997 Study, eight (8) locations were adopted by Council as candidate areas for consideration for future Rural Residential development. The candidate areas were within the localities of: -

- Wingham
- Bohnock
- Bucketts Way (near Taree)
- Harrington
- Koorainghat
- Rainbow Flat
- Old Bar
- Oxley Island

Council also resolved to:

- (i) Prepare a draft Local Environmental Plan 1995 to facilitate cluster development.
  - (a) by setting standards for lot areas,
  - (b) by revising provisions for alternative means of on-site effluent disposal.
- (ii) Amend Development Control Plan 1995 to facilitate cluster development.
  - (a) by setting standards for this type of development; and by revising requirements for Development Principles Plans.

The location of the candidate areas are shown in Figure 1 and are briefly described below:

## **Wingham**

The proposal was for a rural residential estate in close proximity to Wingham incorporating several larger rural farmlet allotments surrounding a commercially operating dairy farm on prime agricultural land. The estate would comprise approximately 100 lots and cater for a different market to the traditional rural residential buyer. It would offer special opportunities for both the owners and the local government area.

## **Bohnock**

Bohnock south had been rezoned for a number of years without much progress of subdivision. A 2 stage subdivision had previously been approved with 26 lots in Stage 1 and 27 lots in Stage 2.

In the same area, Warwiba Road and Malcolms Road rural residential subdivisions had also been previously approved. The total supply in this locality with approved was already 79 lots.

The new proposal was for a further 68 lots.

## **Bucketts Way (near Taree)**

This proposal was to create 25 rural residential lots on the northern side of Bucketts Way opposite Forest Downs Estate and within close proximity to South Taree. The subject land fell within the provisions of the Coastal Policy.

## **Harrington**

The subject land occurred to the west of the current residential limit of the Coastal Village of Harrington. The initial proposal was for 29 rural residential lots. This was increased following submissions from adjoining landowners. The area would provide approximately 80 rural residential lots. The subject land also fell within the provisions of the Coastal Policy.

## **Koorainghat**

The subject land adjoined the Old Pacific Highway, on the northern side of the existing Kiwarrak Heights Rural Residential Estate in the Rainbow Flat locality. This area was approximately 10 km south of Taree. The proposal was to create a further 9 rural residential lots covering a total area of approximately 20 hectares. This would involve a northern extension of the Kiwarrak Heights estate.

## **Talabah Park**

The subject land adjoined the southern side of the Lakesway Drive between Taree and Forster and was adjacent to the Rainbow Flat locality. The proposal was to create a further 11 rural residential lots.

## **Rainbow Flat**

The Rainbow Flat locality had an existing focus in the service station/general store, just south of Kiwarrak Heights Estate. It adjoined the Lakesway Drive just off the Pacific Highway, approximately 12 km south of Taree. It was considered advantageous to focus some rural residential demand in such existing village areas. Initial proposals before Council would provide an additional 34 rural residential lots to the south of the village.

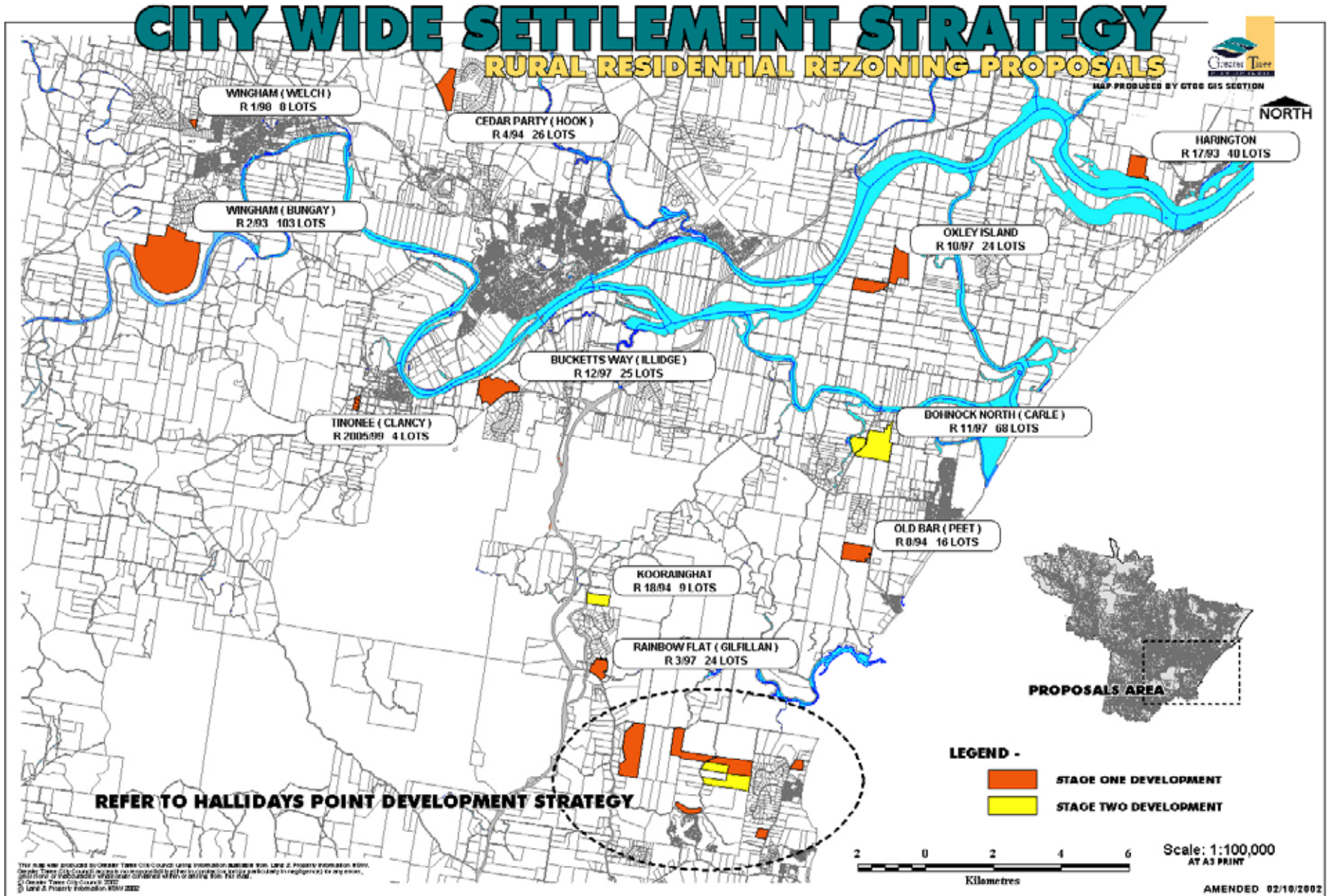
Further development of the Rainbow Flat area is being assessed in a Local Area Development Strategy. This will initially entail the carrying out of an Environmental Study. The willingness of landowners to fund the study is currently being sought.

### **Old Bar**

The subject land was adjacent to existing industrial land between the coastal villages of Old Bar and Wallabi Point. Rather than rezone the land for rural residential development, it was proposed to maintain the existing 1(a) General Rural zoning but by way of an enabling clause in the LEP to allow small lot subdivision of the land for factory/industry purposes in association with residential accommodation.

### **Oxley Island**

The subject land was adjacent to the Oxley Island village on the Manning River and would allow village expansion and rural residential type development. The proposal would provide 24 rural residential lots and would cater for a different market to the traditional rural residential buyers with the area well serviced with a community hall, school, tennis courts, church and cemetery.



## **Department of Urban Affairs and Planning**

The Department of Urban Affairs and Planning did not endorse any of the Rural Residential Strategies (1991, 1997). The Department advised Council in January 1999 that they had concerns about the amount of supply proposed through the Strategies and rezoning applications, being well in excess of demand. The Department recommended that Council reconcile proposed supply with demand in a land release program. The Department would not support any rezoning applications for Rural Residential until the Director General of DUAP had endorsed this Release Program.

## **Workshop 1999**

In May 1999 a workshop was held between developers, representatives from DUAP and Council and the community to discuss the phasing of rural residential land releases. The findings were analysed and in July 1999 Council resolved that a rural residential release program be implemented as outlined in Section 2. The following Demand and Supply Analysis provides justification for the Release Program.

As part of the rural residential release program, Council would also maintain a land monitor to keep track of land releases and ensure a balance between supply and demand. This would include an annual review of the rural residential release program.





Mr G Trevaskis  
General Manager  
Greater Taree City Council  
PO Box 482  
TAREE NSW 2430

Contact:  
Our Reference: G98/00223  
Your Reference: GT3010-4

Department of  
**Urban Affairs and Planning**

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12 JUL 2000

Dear Mr Trevaskis

I have considered Council letter of 20 June 2000, and the accompanying draft Rural Residential Release Strategy for the City.

Firstly, I would like to congratulate Council on the preparation of an extensive release Strategy that addresses the expected demand for rural residential development in the City, and the procedure for meeting this demand. The comprehensive analyses and the procedure for addressing demand as set out in the Strategy will provide for an appropriate release of land into the future.

In accordance with Clause 26 (6) of the Hunter Regional Environmental Plan 1989, the Director-General endorses the Greater Taree Strategy and the accompanying release program. This agreement is on the basis that the Council will limit the release of lots to a ten-year supply, equivalent to no more than 600 lots. It is also on the understanding, as outlined in the Department's letter of 13 June 2000, that Council will require the developers to provide a staging program with their subdivision applications.

It is understood that Council proposes to monitor the take-up of land and review the Strategy every two years to determine whether the supply of lots is meeting demand. Should Council need to amend the release program, the Department is prepared to consider any such amendment.

Again, I congratulate Council on the preparation of a comprehensive strategy for the rural area of the City. I am sure it will provide for the well-planned release of land in Greater Taree.

Yours sincerely

Malcolm Imrie  
Assistant Director  
(North Coast)

Planning for a better environment, jobs and livable communities

L. Howson

## Appendix 2.

### July 2000 Demand and Supply Analysis of Rural Residential Land

#### Demand Analysis

While a quantitative analysis of demand cannot hope to take into account all the factors affecting demand, it is a simple means of gaining a general understanding of the number of lots required to meet future demand. The DUAP guidelines for estimating the requirements for rural residential land recommend the following seven step land demand model:

1. projection of rural population increase from general population projection;
2. estimation of future average household size based on historic trends;
3. computation of number of occupied rural dwellings required;
4. adjustment upwards to allow for unoccupied dwellings;
5. adjustment upwards to allow for unoccupied lots;
6. division of estimated demand into types or rural residential lots; and
7. computation of land requirement.

Whilst the City Wide Settlement Strategy covers the period up to 2020, the demand and supply analysis has been limited up to 2016. It is considered that extrapolation of figures, such as population growth, beyond 2016 would lead to significant errors. Of course demand and supply analysis will be reviewed regularly over the next 20 years.

#### Data Source

Data used in the model was obtained from the 1991 and 1996 Census, DUAP's publication titled 'Population Trends', and Greater Taree City Council's Facts and Figures publication.

#### Step 1. Population Projection

Details on current and projected population are provided in the following table:

Centre	Esti- mates Total 1991	Male 1996	Female 1996	Total 1996	Fore- casts Total 2001	Total 2006	Total 2011	Total 2016
Taree	15 100	7 530	8 170	15 700	16 000	16 250	16 500	16 800
Wingham	4 500	2 150	2 450	4 600	4 680	4 750	4 850	4 950
Old Bar	1 950	1 290	1 310	2 600	3 000	3 350	3 750	4 200
Cundletown	1 800	880	950	1 830	1 850	1 860	1 880	1 910
Harrington	1 400	730	720	1 450	1 480	1 490	1 500	1 520
Hallidays Point	870	520	530	1 050	1 300	1 550	1 750	2 000
Tinonee	590	340	350	690	770	850	940	1040
Lansdowne	380	220	210	430	460	490	510	540
Cooperook	360	190	190	380	390	400	420	440
Moorland	120	160	150	310	320	330	340	350
Manning Point	300	160	140	300	300	300	300	300
Wallabi Point	180	130	140	270	310	350	380	420
Mount George	170	90	80	170	175	180	185	185
Krambach	140	70	70	140	140	145	150	155
Johns River	110	70	60	130	135	135	135	140
Crowdy Head	80	40	40	80	80	80	80	80
Rural Balance	12 760	6 830	6 640	13 470	14 510	15 290	15 930	16 170
Greater Taree	40 810	21 400	22 200	43 600	45 900	47 800	49 600	51 200

This table shows estimated resident populations of urban centres for 1991 and 1996, plus preliminary estimates for 2001, 2011 and 2016. These are future census years.

The preliminary estimates are derived using the rural balance as a reasonable overall check, together with the numbers of dwelling approvals for the previous five years for each centre.

They may be reviewed later on with additional information from ABS or with any significantly changing rates for dwelling construction.

By the Year 2016 the rural population is likely to be in the order of 16,170.

### Increase in Rural Population

The increase in rural population from 1996 to 2016 will be in the order of 2,700 (ie 16,170 – 13,470)

### Step 2. Estimated Future Average Household Size

In 1991 the City Wide population was 40,810 and the total number of occupied dwellings was 14,560. Thus in 1991 average household size was 2.8. In 1996 the City wide population was 43,600 and the total number of occupied dwellings in the city was 16,006. Thus in 1996 average household size was 2.72. These figures are summarized in the table below. The decrease in average household size is consistent with the general trend in reduced average household sizes across most rural and regional centres.

Average Household Size (no. persons)			
	1991	1996	Change (%)
GTCC	2.8	2.72	-2.71

Using the average household size decrease of 2.71 per cent during 1991 to 1996, the following estimates are provided for 2001,2010 and 2016:

Average Household Size (no. persons)					
	2001	2006	2010	2016	Change (%)
GTCC	2.65	2.58	2.51	2.44	-2.71

Thus, the estimated average household size by 2016 will be 2.44.

### Step 3. Number of Occupied Rural Dwellings Required

With an estimated rural population of 16,170 and average household size of 2.44, the number of occupied rural dwellings required by 2016 will be 6,627.

### Step 4. Adjustment Upwards for Unoccupied Dwellings

The following figures for unoccupied dwelling rates were extracted from Census data:

Unoccupied Dwellings (%)			
	1991	1996	Change (%)
GTCC	11.0	11.4	0.4

Using the 0.5 per cent increase in unoccupied dwellings between 1991 and 1996 the following estimates were obtained for 2001, 2006, 2010 and 2016.

Unoccupied Dwellings (%)					
--------------------------	--	--	--	--	--

	2001	2006	2010	2016	Change (%)
GTCC	11.8	12.2	12.6	13.0	0.4

An unoccupied dwelling rate of 13.3 per cent will be equivalent to approximately 990 unoccupied rural dwellings by 2016. Thus the total number of rural dwellings required by 2016 is likely to be in the order of:

No. of occupied rural dwellings required	=	6627
<u>No. of unoccupied rural dwellings</u>	=	<u>990</u>
<b>Total rural dwellings required</b>	=	<b>7617</b>

### Step 5. Adjustment Upwards for Unoccupied Lots

It is difficult to establish the number of vacant rural lots that have dwelling entitlements within the City boundaries. Therefore analysis has been undertaken using the number of vacant rural residential lots as an estimate of the number of vacant rural lots. While this is not ideal it does provide a general indication of the likely number of vacant rural lots.

The estimated number of vacant rural residential lots in the City is appropriately 197. The total number of dwellings erected on rural residential land is 860. Thus the unoccupied lot rate is  $197 / (197 + 860) \times 100\% = 18.63\%$ .

Given the estimated dwelling requirements of 7,617 the number of vacant lots will be in the order of 1,744.

Therefore the total number of rural lots required by 2016 is likely to be in the order of:

Number of rural dwellings required	-	7,617
<u>Number of vacant lots</u>	-	<u>1,744</u>
<b>Total number rural allotments</b>	-	<b>9,361</b>

### Step 6. Future Rural Residential Requirements

From the 1996 Census, the total number of private rural dwellings in the city is approximately 6814. With an unoccupied lot rate of 18.63%, there is likely to be in the order of 8374 rural allotments in the City. Thus, with an anticipated rural dwelling requirement of 9,361 by 2016, there will be a demand in the order of 58 lots per year (ie  $(9,361 - 8,374) / 17$ ).

### Summary of Demand Model

Item	Result
Rural population projection (2016)	16 170
Estimated av. Household size (2016)	2.44
No. of occupied rural dwellings required by 2006	6,627
Adjustment for unoccupied dwellings	7,614
Adjustment for unoccupied lots	9,361
Balance after subtracting existing stock	987
Av. No. of additional lots required per year	58

### Growth Rates in Current Rural Residential Estates

Table 1 shows the development that has occurred in existing estates within the city. The data provides an indication of the growth that has occurred in rural residential development and provides some indication of past demand.

The information for the annual number of lots occupied each year was obtained by dividing the number of occupied lots within each subdivision by the number of years since the subdivision was registered. The take up rate figure represents the percentage of lots occupied (lots with a dwelling) within each subdivision.

Nearly all estates are more than 80% developed. Allowing for a constant unoccupied lot rate of 19.28% most of the estates are generally considered fully developed.

Table 1 – Development within Existing Rural Residential Estates

Area	Estate	Year of Deposited Plan	Number of Occupied Lots	Lots Occupied per Year	Percentage of Subdivision Occupied
<b>Hallidays Point</b>	Idlewoods	1990	45	5	82%
	Heritage	1989	13	1.2	52%
	Homestead	1975	60	2.4	95%
<b>Old Bar</b>	Kolinda	1984	35	2.2	87.5%
	Warwiba	1972	53	1.9	80.3%
<b>Cundletown</b>	Clovernook	1986	56	4.0	80%
	Kundle Kundle Rd				0%
	Lansdowne Rd				0%
<b>Taree</b>	Cedar Party	1984	145	9.4	90.3%
	Sorrento Pl	1982	40	2.5	88.8%
	Potoroo Dr	1990	39	4.9	83%
<b>Wingham</b>	Helmich Cl	1984	58	4.1	89.2%
	Bungay	1982	89	5.6	98.8%

Table 2 shows the number of dwelling approvals in existing rural residential estates over the past 5 years.

It is noted that average annual dwelling approvals in the rural residential estates within the City over the past 5 years has been 35. Given an unoccupied lot rate of 19.12%, this equates to the development of approximately 44 lots per year. Taking into account annual fluctuations this number is generally consistent with the findings of the demand model.

Table 2 - Rural Residential Dwelling Approvals

Locality	1994	1995	1996	1997	1998	Average
Hallidays Point	13	8	8	9	10	9.6
Old Bar	3	1	1	1	3	1.8
Taree South	1	6	7	4	2	4.0
Wingham	8	4	2	3	2	3.8
Mitchells Island	3	1	2	8	2	3.2
Cundletown	3	2	2	0	1	1.6
Taree	7	8	6	10	9	8.0
Rainbow Flat	3	0	0	3	5	2.2
<b>TOTAL</b>	<b>41</b>	<b>30</b>	<b>28</b>	<b>38</b>	<b>34</b>	<b>34.2</b>

## Supply Analysis

### Estimated Supply of Rural Residential Lots

The supply of rural residential lots is calculated by estimating the stock of rural residential lots within the city based on:

- Vacancy rate on rural lots
- Existing number of lots zoned for rural residential purposes
- Potential additional number of lots which may be subdivided in existing rural residential zones
- Estimating number of alternative potential rural residential lots, ie concessional lots

### Data

Data used in the model was obtained from the 1991 and 1996 Census and from Council records.

### Analysis

#### Step 1. Vacancy Rate on Rural Lots

The vacancy rate for rural lots within the city as calculated in the previous demand analysis is estimated 19.28%.

#### Step 2. Existing number of unoccupied lots zoned for rural residential purposes

This is current stock of existing vacant lots within land zoned 1(c1) Rural Residential and 1(c2) Rural Farmlets under Council's LEP. The size of this stock is estimated in the following table.

Location	Estimated no. of vacant lots
Taree Urban Fringe	13
Cedar Party	25
Cundletown Urban Fringe	21
South Taree	10
Wingham Urban Fringe	15
Hallidays Point	55
Old Bar	21
Mitchells Island	18
Coopernook	0
Johns River	0
Nabiac	5
Tinonee	0
Rainbow Flat	14
Lansdowne Road	0
Oxley Island	0
Harrington	0
<b>Total</b>	<b>197</b>

**Step 3. Potential additional number of lots which may be subdivided in existing rural residential zones**

Location	Estimated no. of potential lots
Taree Urban Fringe	0
Cedar Party	49
Cundletown Urban Fringe	22
South Taree	0
Wingham Urban Fringe	12
Hallidays Point	0
Old Bar	157
Mitchells Island	0
Copernook	27
Johns River	19
Nabiac	0
Tinonee	44
Rainbow Flat	0
Lansdowne Road	7
Oxley Island	0
Harrington	0
<b>Total</b>	<b>337</b>

**Step 4. Estimated number of alternative potential rural residential lots, ie concessional lots**

No concessional lot provisions exist within Greater Taree Local Environmental Plan 1995.

**Estimated Supply**

With the above information it is estimated that the current available supply of rural residential lots in the city area is approximately 432, as summarised in the following table:

Estimated Vacancy Rate	19.28
Estimated no. unoccupied lots within existing 1(c) zones	197
Estimated potential lots in existing 1(c) zone	337
Estimated potential number of concessional lots available	0
<b>Total No. Potential Lots</b>	<b>534</b>
Minus vacancy rate (19.28%)	102
<b>Estimated No. of potential rural residential lots</b>	<b>432</b>

**Comparison With Demand Model Results**

The demand model estimated that there will be a demand of approximately 987 rural residential lots within the City over the next 17 years. This is equivalent to approximately 58 lots per year required to meet demand over the next 17 years.

The supply model indicates there is only a current potential supply of 432 rural residential lots within the City. With a demand of 58 lots per year, the existing supply of land will provide an estimated 7.45 years supply of lots. To supply sufficient lots over the next 17 years, supply availability needs to be increased by 555 lots.

Therefore there is a shortfall of approximately 555 lots.

This supply needs to be drawn from future rezonings to permit rural residential development.

## Current Rezoning Applications

Council is currently assessing a number of rezoning proposals for each of the Candidate Areas identified following the 1997 Rural Residential Study. Details of these proposals are summarised in the following table, along with the other supply data referred to in the analysis above. The total number of proposed additional lots is 735. This is approximately 1.3 times the estimated supply needed to meet demand shortfall over the next 17 years. There is therefore a need for Council to phase the release of such land.

Discussion and analysis of a proposed release program are provided in Section 2.

### Analysis of Supply Rural Residential Estates

Locality	Estate Name or Road	Lots	Dwell-ings	Pot-ential lots	Rezoning Applications/ Strategies
Taree urban fringe	Sorrento Close	45	40	0	
	Potoroo Drive	47	39	0	
Cedar Party	Leigh/Ironbark Cl	20	14	0	
	Stacey Drive	25	23	0	
	Cedar Party Estate	100	83	49	
Cundletown Urban Fringe	Lansdowne Road	0	0	7	
	Clovernook/Meadowview	70	56	0	
	Kundle Kundle	7	0	15	
South Taree	Forest Downs	80	70	0	
	The Bucketts Way				25 (R12/97)
Wingham Urban Fringe	Riverview Drive	25	23	0	
	Marchfield Road	65	58	12	
	Bungay Estate	73	67	0	103 (R2/93)
Hallidays Point	Youngs Road	0	0	0	130(Future)
	Diamond Beach	116	86	0	
	Homestead Estate	63	60	0	
	Heritage Estate	25	13	0	
	Idlewoods	55	45	0	
	Nth Diamond Bch				16 (R10/96)
	467 Tallwood Dr				88 (R5/97)
	245 Tallwood Dr				35 (R19/96)
Diamond Bch Rd				9(R4/95)	
Old Bar	Blackhead Basin				40(R13/96)
	Old Soldiers Road				29(R9/95)
	Malcolms Road	3	0	33	
	Warwiba Road	66	53	124	
	Kolinda Estate	40	35	0	
Mitchells Island	Bohnock				68(R11/97)
	Saltwater Road				11(R8/94)
Mitchells Island	Manning Waters	43	25	0	
Coopernook		0	0	27	
Johns River		0	0	19	
Nabiac		6	1	0	
Tinonee		0	0	44	
Rainbow Flat	Kiwarra Heights Estate	83	69	0	
	2017 Lakesway				10(R8/97)
	2090 Lakesway				24(R3/97)
Koorainghat	Old Pacific Highway				9(R18/94)
Lansdowne Road				7	34
Oxley Island					24 (R10/97)
Harrington					80 (R17/93)



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<b>TOTAL</b>	<b>1057</b>	<b>860</b>	<b>337</b>	<b>735</b>
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**Note:** Potential lots include those lots which are zoned Rural Residential, identified in a Development Principles Plan Road and not subdivided, as well as those lots which are zoned rural residential, not yet subdivided.

Potential lot yields from resubdivision of existing rural residential estates, Kiwarrak Heights, Manning Waters Estate, Idlewoods and Heritage Estate, were not included in the above estimates.

#### Summary

* Total number of Rural Residential Lots in LGA	=	1 057
* Total number of Rural Residential lots with house	=	860
* Supply of vacant lots (subdivided but no house)	=	197
* Supply within land zoned 1(c1) not subdivided	=	337
* Total current supply	=	534
* Proposed supply through Rezoning Applications and strategies	=	735
<b>Total Potential Supply</b>		<b>1 269</b>

#### Balancing Supply & Demand

The Department of Urban Affairs and Planning have suggested that Council limit supply of rural residential land to 5 years. The reasons for this included:-

1. **Oversupply** – Ensuring that the market is not suppressed by an oversupply of rural residential land which means that demand may be “Spread too thinly” for critical development thresholds to be crossed.
2. **Land Speculation** – To discourage land speculation, which can result in inflated land values (especially for surrounding agricultural land) and land degradation.
3. **Suitability of Rural Residential** - A number of studies and guidelines (for example: Department of Urban Affairs and Planning Rural Settlement Guidelines 1995) question the efficiency and sustainability of Rural Residential subdivisions. Rural Residential subdivisions generally consume more energy in terms of transport and service provision (roads, electricity, telephone, and garbage). Studies have shown for example, that Council’s commitment to road maintenance for dedicated public roads for certain rural residential ratepayers could be as much as 600% more than urban ratepayers (RDM 1993 cited in Department of Urban Affairs and Planning Rural Settlement Guidelines 1995).

However, as highlighted in the Demand and supply analysis there are at least 16 individual areas within the city which accommodate rural residential development. Each area has its own attraction and ability to support rural residential development. In balancing supply and demand it was considered by Council that a proportionate number of lots should be allocated to these areas. Rather than limiting supply to 5 yearly intervals it is considered land should be released in phases based on number of lots developed and not years of development.

#### Future Directions

Greater Taree Local Environmental Plan 1995 outlines a minimum lot size for rural residential estates. For an unsewered subdivision, the minimum lot size is 8000m<sup>2</sup> and for a sewered subdivision, the minimum lot size is 4000m<sup>2</sup>.

However, estates which are unsewered can cause land to be wasted. In order for sewage to be disposed of effectively on site, the individual lots need to be larger than sewered lots (as outlined above). Larger lots mean larger estates and land within these estates is often not used efficiently. Consequently, Council is keen to see future Rural Residential Estates located close to subdivided areas where the likelihood of access to the sewer is increased as well as lessening potential for land wastage.

Rural Residential estates will provide lots for rural living. They will provide opportunities for people seeking a rural location for residential purposes. Estates in this zone will generally be designed with similar road and lot plans to their urban equivalent.

Council is also keen to see residential estates with variable lot sizes to cater for varying demands and provide increased lifestyle opportunities.

In addition to this, rural residential estates will need to convey a sense of community. Many of these future Rural Residential subdivision will have a similar population base to that of rural villages, therefore more consideration will need to be taken in providing community areas. Examples of community centres/community focus include open space, parks, picnic and barbecue areas, playgrounds, sports fields, community notice boards, community halls, etc.

**Appendix 3.**

**July 2000 Endorsed Rural Residential Release Program**

**General**

Considering the requirement under the Local Government Act 1995 for Council to consider ecologically sustainable development principles, especially the long term impacts of decisions and taking into account the previous supply and demand analysis the following release program was adopted by Council in July 1999. The release program involves three phases. Phase 1 will include 412 lots, Phase 2 will include 159 lots and Phase 3 is likely to be 164 lots. This will account for up to 735 lots over the next 17 years.

<b>Option 1 Staging Program – Land Subject to Current Zoning Proposals</b>						
	<b>RA #</b>	<b>Property</b>	<b>No. Lots</b>	<b>Phase 1</b>	<b>Phase 2</b>	<b>Phase 3</b>
1. Taree	12/97	6942 The Bucketts Way, Taree South	25	25	0	0
2. Wingham	Youngs Road Candidate Area (no formal rezoning application)	No specified properties identified	130	0	0	130
	2/93	Bungay Road, Wingham	103	103	0	0
3. Hallidays Point	19/96	245 Tallwood Dr, Rainbow Flat	35	35	0	0
	10/96	North Diamond Beach	16	16	0	0
	4/95	Diamond Beach Road	9	9	0	0
	13/96	2 Diamond Beach Road	40	40	0	0
	9/95	Old Soldiers Road, Rainbow Flat	29	29	0	0
	5/97	467 Tallwood Drive, Rainbow Flat	88	46	42	0
4. Bohnock	11/97	159 Red Gum Road	68	0	68	0
5. Oxley Island	10/97	118 Ferry Road, Oxley Island	24	24	0	0
6. Rainbow Flat	8/97	2017 The Lakes Way, Rainbow Flat	10	10	0	0
	3/97	2090 The Lakes Way, Rainbow Flat	24	24	0	0
7. Harrington	17/93	Lots 1 & 2, DP 621005 and Lot 31, DP 847223 Manor Road, Harrington (Billings, Clifton & McDonald)	80	40	40	0
8. Koorainghat	18/94	Lot 2, DP 546689 Old Pacific Highway, Koorainghat	9	0	9	0
9. Old Bar	8/94	Lot 10, DP 801616 Saltwater Road, Old Bar	11	11	0	0
10. Lansdowne Road	Lansdowne Road area (no formal rezoning application)	No specified properties identified	34			34
<b>TOTAL</b>			<b>735</b>	<b>412</b>	<b>159</b>	<b>164</b>

In summary, the number of lots proposed in each phase will be as follows:

Phase 1	:	412
Phase 2	:	159
Phase 3	:	164

Given the anticipated shortfall of approximately 555 lots over the next 17 years (based on demand and supply model) it would appear that the 412 lots proposed in Phase 1 represents in an over supply of zoned rural residential land. However, the potential 412 lots in Phase 1 will be spread across the main regions within the city, being Taree, Wingham, Hallidays Point, Old Bar, Oxley Island, Rainbow Flat and Harrington. Development of lots will also be restricted to a 10 year lot allocation as outlined in Section 2.3.

### **Hallidays Point**

By far the major amount of Phase 1 rural residential lots is proposed for Hallidays Point, being 175. Hallidays Point is a unique location. Known as the "City of Villages" the area comprises the three small coastal villages of Diamond Bach, Red Head and Black Head and the rural hinterland. To recognise and protect the special character of the Hallidays Point community, Council has also prepared the Hallidays Point Development Strategy. This Strategy incorporates development and settlement patterns within the villages and the rural hinterland.

In order to maintain the recognition of Hallidays Point as a unique locality, the rural residential figures related to this area have been incorporated in the Hallidays Point Development Strategy. Subsequent monitoring and lot releases for Hallidays Point will be monitored within that strategy. A review of the Strategy will be undertaken in June 2002.

The figures used in this Rural Residential Strategy will be used only as base figures to assist in estimating general lot requirements relating to Hallidays Point release numbers and 10 year lot allocations.

### **Balance of the City Area**

The balance of Phase 1 rural residential lots (being 237) will be spread across the 6 regions of Taree, Wingham, Rainbow Flat, Harrington, Old Bar and Oxley Island. Subject to development consent this should provide a good spread of land release throughout the City, rather than limiting rural residential growth to just one area.

It is the balance of the city area (which excludes Hallidays Point) to which the current Rural Residential Strategy applies.

### **Timing of Proposed Phasing**

#### **Principles**

There are two general thoughts on how phasing of land release should be implemented. One is a regulatory, interventionist approach, whereby Council may set quotas for the number of lots to be created in each phase. The other approach is to allow market forces to dictate the number of lots created. These are obvious extremes and there are, of course, various compromises in between.

In practical terms, Council sees any attempt to set annual quotas and limit the creation of lots to a specific number in the short-term (1-3 years) as an artificial constraint on supply which would be difficult for Council to manage. Such an interventionist approach would raise the problem of how to equitably distribute the quota amongst a number of owners. Even given a 'reasonable quota distribution' it is still likely that land supply would be dictated by a small number of developers.

For this reason Council believes it is important to allow a number of players to get into rural residential land development. This can be achieved more efficiently by allowing market forces and general economic circumstances to have more influence on the conversion of zoned Rural Residential land to registered lots capable of sale. Land supply provision should be influenced by market demand in addition to government intervention. Relief from short-term quota restrictions will also be of benefit where large subdivisions involving several land holdings are being planned, or where staging to provide cash flow for subsequent lot release is intended. Thus, a degree of 'market forces' approach is the preferred option.

Council acknowledges that there may be concern that a totally "uninterventionist" approach to lot creation may result in an oversupply of Rural Residential land. This in turn may have a flow on effect where the remaining zoned Rural Residential land remains undeveloped for extensive periods due to a "glut" of lots available for sale. However, with a flexible approach that has some minor interventions in the land supply market, it is believed that such a "glut" would not occur.

Such a flexible approach would involve two main processes:

- 1 Rezoning land in Phases, with each new phase commencing when less than 3 years potential supply of land left in each phase;
- 2 Developing rezoned land in accordance with long-term, 10 yearly, quotas based on historic development figures.

"Market forces" will be able to operate and "allocate" subdivisions within these time frames.

### **Implementation**

A flexible approach to land release as discussed above will require that upon sufficient uptake of lots in Phase 1 then Phase 2 could be commenced. Specifically, Phase 2 and subsequent rezoning of rural land to rural residential will occur only when less than 3 years potential Rural Residential land lot supply is available in the Phase 1 release. Lot supply will be determined as the average of new lots sold in a year (i.e. lots registered and transferred to a purchaser other than the original englobo landowner). The annual supply will be recognized as the average of these sold lots in the full three year period from when lots are linen released out of land in the Phase 1 Release, or the three year period before the Strategy Review process commences.

The 412 potential lots indicated in Phase 1 of the release strategy together with the existing supply of 534 rural residential lots gives a potential total of 946 lots within the phase 1 release timeframe. With current uptake of 58 lots per year, three years supply of land is likely to be approximately 180 lots.

This would mean that approximately 766 lots (946 - 180) will need to be developed before phase 2 release. At 58 lots per year, phase 1 may last up to 13 years. This, of course, assumes that demand levels stay the same as current levels. However, demand figures may change with changing land markets. Thus, this approach to land

release may lead to review of this aspect of the Strategy in an early period if rural residential proves successful.

### **Ten Year Lot Allocation**

Whilst rezoning will occur outlined above, a restriction will be placed on the number of lots that may be developed over 10 year periods. With an estimated demand for rural residential lots over the next 17 years of 58 lots per year an initial limit will be set of 600 lots to be developed from the period 1 July 2000 to 1 July 2010.

The 600 lots may be developed from current rezoning proposals and/or the existing supply of land already zoned for rural residential development.

The 10 year allocation of lots will be reviewed every 2 years based on the lot uptake rates at that time. Should lot uptake grow faster than the estimated demand of 58 lots per year then the lot allocation may be increased for a further 10 years. Similarly, if lot uptake rates fall then the subsequent 10-year allocation may decrease.

The initial 10 year allocation of 600 lots may be developed in any of the Phase 1 Rezoning locations across the Local Government Area. However, given the unique catchment of Hallidays Point and that uptake rates in this locality have been historically determined at approximately 13 lots per year, the initial 10 year allocation of 600 lots will be divided as follows:-

- \* Hallidays Point            135 Lots
- \* Balance of City Area    465 Lots

Note: Lot development of Hallidays Point will be monitored in the Hallidays Point Strategy. Refer to this document for details on rural residential development in Hallidays Point.

In this regard the estimated demand for rural residential lots in the remainder of the Council area will be in the order of 45 lots per year, i.e.

Total Estimated demand for Local Government area	- 58 lots / year
Estimated demand for Hallidays Point	- 13 lots / year
Estimated demand for remainder of Local Government area	- 45 lots / year

### **Subdivision Designs and Staging Plans**

To administer the 10 year lot allocation Development Applications for Subdivision should, in addition to providing a detailed lot layout, specify any proposed staging of development.

Subdivision plans will be initially assessed in terms of number of proposed lots and checked against the current 10-year lot allocation. If proposed lot yield exceeds the balance of the lot allocation for the current 10-year period, the proposed subdivision plans will need to be amended so that number of lots does not exceed the balance. Alternatively, the Development Application should be withdrawn and resubmitted when the 10-year allocation is revised and adequate balance is available.