Draft Urban and Fringe Housing Strategy - Summary Report

Summary Report

Client: Goulburn Mulwaree Council
Date: 18 September 2019
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1 Introduction

This document provides a summary of the key elements, outcomes and actions contained within the Draft Urban and Fringe Housing Strategy.

The Urban and Fringe Housing Strategy (Strategy) investigates and identifies areas suitable for the provision of additional housing to assist Goulburn Mulwaree Council (Council) meet the housing demands generated by expected continued population growth. The Strategy has been prepared in response to both the limited supply of residential land available to meet the short and medium terms needs of the community and the directions of South East and Tablelands Regional Plan 2036.

The scope of the Strategy includes looking at the urban areas of Goulburn and Marulan and identifying opportunities for an additional recommended 3,500 dwellings over the next 18 years to 2036.

In the first draft the Strategy focused on the delivery of serviced urban land for the supply of land for housing.

Identification of land for large lot residential development (typically greater than 2ha and often referred to as rural residential development) was initially excluded from the Strategy based largely on the capacity within the existing urban fringe and the inefficient use of land. However, the feedback received during the Public Exhibition reflected a strong desire for the inclusion of more land for larger lots within the urban fringe, particularly in Goulburn.

In response, the Strategy now identifies opportunity areas for:

- **urban residential land** – General or Low Density Residential, serviced with reticulated water and sewer and a minimum lot size of 700 sqm
- **future urban land** – investigation areas for future urban residential land that will be critical in the delivery of housing in the very long term in both Marulan and Goulburn
- **large lot residential land** – land suitable for the development of rural residential housing, typically un-serviced and with a minimum lot size of 2 ha

The preparation of the Urban and Fringe Housing Strategy has been overseen by Councils Planning and Development Directorate, the General Manager and Senior Staff.
1.1 Housing Vision and Guiding Principles

The housing vision and principles reflect the outcomes of the early community consultation undertaken by Council and submissions received during the Public Exhibition period. The priorities and principles support delivery of the vision, underpin the Strategy and inform the housing actions outlined in the Strategy.

The Strategy consultation informed a vision of the delivery of housing that:

» encourages higher density residential development closer to the Goulburn CBD
» relies on the already zoned land to continue to deliver infill and medium density housing in suitable locations
» considers sites on a merits-basis where serviced lots within the existing urban footprint become surplus to needs, or the land uses change
» maximises the use of existing infrastructure and minimises the cost of development to Council and the community
» encourages and meets the demand for a range of lot sizes and dwelling types
» provides adequate open space, green linkages, and opportunities for walking and cycling
» considers opportunities for larger lots, especially around Marulan, with a suitable supply of land for this purpose provided for to 2036, identified within the Strategy
» recognises that rural residential subdivision is land intensive, therefore proposals to rezone to urban residential or to reduce minimum lot sizes outside the areas nominated in this Strategy will generally not be considered by Council
» avoids environmentally sensitive areas and areas of high value conservation and natural hazards
» meets the strategic direction articulated in the Regional Plan
## LGA Snapshot

### Dwellings Growth Forecast Goulburn Township 2016-2036
- 2016: 10,038
- 2036: 12,674
- Growth: +2,636

### Dwellings Growth Forecast Goulburn Mulwaree LGA 2016-2036
- 2016: 13,739
- 2036: 17,098
- Growth: +3,359

### Population Growth Forecast Goulburn Township 2016-2036
- 2016: 22,840
- 2036: 28,938
- Growth: +6,098

### Population Growth Forecast Goulburn Mulwaree LGA 2016-2036
- 2016: 30,261
- 2036: 37,202
- Growth: +6,941

*Growth Rings in intervals of 5,000 or 10,000 people of proportion thereof*
### Population

- **Estimated Resident Population (ERP)** for the whole LGA as of 2016 census:
  - 30,261

- **Projected population** for the whole LGA to 2036:
  - 37,202 (+6,941)

- **Projected number of single person households** for whole LGA to 2036:
  - 4,633 (+1,128)

- **Median age** as of the 2016 census:
  - 40 years old

- **Projected annual growth rate**:
  - 1.15% per year

### Property

- **GOULBURN**
  - R1 General Residential Land – 693.7ha
  - R2 Low Density Residential Land – 621.3ha

- **MARULAN**
  - R1 General Residential Land – 131.4ha
  - R2 Low Density Residential Land – 14.9ha

- **Median Residential Land Value**: Median house price
  - Goulburn – $425,000
  - Marulan – $460,000

- **Total Private Dwellings for the Whole LGA as of the 2016 Census** – 13,562
  - % of detached dwellings – 85.9%
  - % of medium density dwellings* – 11.0%
  - % of high-density dwellings* – 0.7%
  - Number of dwellings approved in 2017/18 – 241

* includes dual occupancy attached, villa and town house development
* residential flat buildings, shop top housing

### Employment

- **14,031 residents employed** as of June 2017

- **22.5% (2,852)** of residents **work outside of the Goulburn Mulwaree LGA**

- **77.5% (9,842)** of residents **work within the Goulburn Mulwaree LGA**

- **6.9% (882)** of residents **travel to the ACT for work**

- **The largest industry** is the Health Care and Social Assistance industry employing
  - **17.4% (2,295)** of residents
Legend

- Goulburn Marulan LGA
- Major urban areas
- Major Airports
- Major roads
- Railways

Railway corridor Sydney to Canberra including proposed faster rail link

Note: VFF Routes under investigation not mapped
2 Population and Demographics

Growth across the LGA has been strong over the past decade increasing by 14%. In Marulan population growth has been significant with an increase in population between 2006 and 2016 of 27%.

With the Goulburn Mulwaree LGA expected to reach between 33,350 and 37,202 residents by 2036, approximately 5,000 to 7,000 additional residents are expected. Given the drivers of growth include proximity to economically viable regions and affordable housing, these growth rates may increase over time if prices in Sydney and the ACT continue to rise. Advances in technology and improvements in transport, for example higher speed rail may further stimulate growth.

Of particular note, between 2016 and 2036, the 35 to 49 and 70 to 84 year old service age groups will be the largest growing groups within the Goulburn Mulwaree LGA. In addition, childless households will make up 59.1 per cent of all households by the year 2036, which is likely to generate an increase in demand for smaller dwellings.

Families with children will continue to reside within the current development front in Goulburn’s north as evidenced by the forecast occupancy ratio of 2.60 people per dwelling by the year 2036, the highest of all Goulburn areas.

To provide sufficient appropriate housing through to 2036, population growth, demographics and expected household sizes needs to be compared with current housing supply to determine the expected housing and residential needs of Goulburn and Marulan.

Further housing appropriate for families is required in the short to long term. Housing appropriate for the aging population will be required to allow current residents to age in place. Additionally, housing appropriate for ageing populations can be appropriate for residents seeking affordable and efficient living options.

3 Housing Demand

The majority of recent growth has been through residential subdivisions in Goulburn and Marulan. These new subdivisions have typically provided R2 Low Density Residential zoned land with a minimum lot size of 700sqm. The market responded well to these releases driving demand for additional land as the currently zoned land nears full utilisation.

Further to the demand for the typical 700sqm house block, there is an emerging trend for more compact living close to the urban core. Recent development activity and increasing supply in this form of higher density development indicate the acceptance of the market to sacrifice large block sizes for more compact living with improved proximity and access.

Anecdotal evidence gained through the initial community and stakeholder engagement process indicated demand for large lot residential blocks (2ha). These products offer diversity in lifestyle choice. The relatively low subdivision costs associated with creating these lots has resulted in this form of development being the preference of proponents looking to rezone land. Given the current and expected demand for residential land in Goulburn and Marulan it would be anticipated that small volumes of large lot residential land will be absorbed by the market, however, the actual annual demand is difficult to determine.
Given that household sizes are expected to decline and population will continue to grow. It is estimated that an additional 3,359 dwellings will be required to meet demand to 2036. If a 10% surplus is maintained to provide a buffer to accommodate fluctuation in the market, this could be as high as 3,695 dwellings.

For the purposes of analysis, the housing demand has been assumed to be midway at 3,500 dwellings (195 dwellings per year assuming 18 years).

4 Dwelling Approvals

In the 10 years to 2017, Council and private certifiers issued approvals for 1,303 dwellings, which is an average of 130 residences per annum. The majority of approvals were for single detached dwellings (820), of which 105 were located in Marulan. Approvals for multi-dwelling housing accounted for 474 dwellings over the same period, all of which were in Goulburn.

During this 10 year period, Goulburn has experienced significant subdivision activity, particularly in the area around Marys Mount. A total of 1,279 lots have been approved under subdivision applications in Goulburn to 2017. Marulan has also experienced growth in the development of land for housing with an additional 82 lots approved to 2017. Between 2009 to 2017 (8 Years) 583 lots were approved in the Marys Mount in Goulburn alone (72 lots per annum).

4.1 Dwelling approvals – Infill

Analysis of development approvals for Goulburn over the financial years 2014/2015 to 2017/2018 shows that the rate of infill and intensification has been increasing per annum. The redevelopment of existing residential land has increased from 15 dwellings in 2014/2015 to 75 dwellings in 2017/2018. These redevelopments have typically been on underdeveloped large land holdings within the existing urban area. These have been approved for more compact dwellings or a subdivision with community titles to permit a multi dwelling occupancy of new lots. The redevelopment of land generally correlates with the increasing growth within the Goulburn City.

Dwelling Approvals

<table>
<thead>
<tr>
<th>Dwelling Type</th>
<th>Total Number of Dwellings / Lots</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Goulburn</td>
</tr>
<tr>
<td>Detached Dwelling*</td>
<td>715</td>
</tr>
<tr>
<td>Dual Occupancy</td>
<td>90</td>
</tr>
<tr>
<td>Secondary Dwelling</td>
<td>24</td>
</tr>
<tr>
<td>Multi-Dwelling Housing</td>
<td>474</td>
</tr>
<tr>
<td>Subdivision</td>
<td>1279</td>
</tr>
</tbody>
</table>

Data sourced from Council. *Includes large lot residential approvals
4.2 Large Lot Residential Demand

Large lot residential lots (also referred to as rural residential) are those lots that are not connected to both reticulated water and sewer.

The overall dwelling approval data has not been sensitised for the split between approvals on 1-2ha large lot residential lots, compared to approvals for serviced residential lots. However, a review of Council data suggests that there is reasonable demand for rural residential development on the fringe of the study area. Within the LGA, rural residential development is typically located in areas zoned R5 Large Lot Residential, RU6 Transition and E4 Environmental Living and with minimum lot sizes ranging from 2,000sqm to 10 hectares depending on zoning and minimum lot size.

For Goulburn, the majority of recent rural residential development has been on the western and south-western fringe. In the past decade, 290 lots have been created through subdivision of existing properties in this area, of which approximately 200 dwellings have been approved or had a development application lodged. This represents an approximate uptake of 70 per cent and demonstrates a consistent demand for larger blocks on the urban fringe.

5 Housing Supply

Goulburn and Marulan have residentially zoned land available for immediate needs, however, Goulburn is set to exhaust the supply of greenfield residential land within the next 2-5 years if current development trends continue. Both settlements have been analysed for their supply in regard to the current demographic and market trends.

A common misconception is that if land is zoned, vacant and undeveloped, then it is available for immediate development. In practice, this may not be the case. In fact, there is often a ‘disconnect’ between the amount of zoned land and actual delivery of housing lots.

Land that is rezoned for residential development may not necessarily be delivered to the market. This could be due to a variety of reasons, including planning constraints (e.g. statutory requirements, difficulties with infrastructure provision, fragmentation of ownership, etc.), capacity constraints (e.g. bushfire, flooding, slope and landslip, etc.) and commercial pressures. Each has the potential to severely impede the supply response to demand pressures.

The adequacy of land release is therefore crucial for the supply of housing. From first principles the supply of housing directly impacts the price of housing. A constrained supply of land will drive up landowner expectations making site assembly a high risk and high resource activity for Planning controls within the Goulburn Mulwaree Local Environmental Plan 2009 (GMLEP 2009) provide an opportunity for infill development for R1 General Residential and R2 Low Density Residential zoned land. Clause 4.1A allows an exception to the minimum lot size for the subdivision of land for a dwelling, either detached or semi-detached, to create a lot not less than 350sqm. The provision also allows subdivision to create five or more lots with an area of at least 300sqm. R1 and R2 land is the most common zoning of Goulburn, with a corresponding minimum lot size of 700sqm. While infill development is not expected to provide a substantial stream of future housing supply, it does present an opportunity to contain some growth within the existing urban footprint.

5.1 Large Lot Residential Supply

Based on the current data, 290 lots have been created in the R5 Large Lot Residential zone in the past ten years in Goulburn. Over this same period, approvals have been granted for 200...
dwellings. This indicates that there are at least another 90 vacant lots in the R5 zone. Based on the historic conversion or take up rate (lots to approved dwellings) of 20 per annum, this would suggest around 4.5 years supply of large lots in Goulburn.

Marulan has a much more limited supply of R5 Large Lot Residential zoned land. Supply in Marulan has been driven by demand for standard, serviced residential land, rather than unserviced lots. The constraints to development in Marulan (discussed in more detail later in the Strategy) may contribute to the supply of this form of development.

5.2 Current and Planned Housing

As noted above, for the purposes of analysis, the housing demand has been assumed to be midway at 3,500 dwellings (195 dwellings per year assuming 18 years).

Based on the evidence, which includes stronger growth in Marulan than Goulburn and an assumption that at least a proportion of housing will be delivered in the form of large lot residential development on the urban fringe, the forecast demand scenario as to the distribution of the dwelling and land requirements is summarised in the following table.

5.2.1 Goulburn

Goulburn currently accommodates 13,739 dwellings.¹

The majority of subdivision and development for housing in Goulburn is occurring on existing zoned land in Goulburn at Mary’s Mount. This area is currently zoned R2 Low Density Residential with a 700sqm minimum lot size. The zoned land has been largely developed with around 91 ha remaining of undeveloped residential zoned land. Of this undeveloped land, approvals are in place for approximately 500 additional lots at Marys Mount. When developed for housing, this represents around two to five years of supply of dwellings.

¹ ABS Community Profiles 2016.
### Dwelling Assumptions

<table>
<thead>
<tr>
<th>Area</th>
<th>No. Dwellings</th>
<th>% of total</th>
<th>Minimum Lot Size</th>
<th>Yield dwellings/ha</th>
<th>Land Requirement (ha)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Goulburn Infill</td>
<td>250</td>
<td>7%</td>
<td></td>
<td>12-20</td>
<td>-</td>
</tr>
<tr>
<td>Goulburn Serviced Residential</td>
<td>2,435</td>
<td>70%</td>
<td>700sqm</td>
<td>8.5</td>
<td>276</td>
</tr>
<tr>
<td>Goulburn Urban Fringe (large lot)</td>
<td>360</td>
<td>10%</td>
<td>1-2ha</td>
<td>0.35</td>
<td>1,029</td>
</tr>
<tr>
<td>Marulan*</td>
<td>355</td>
<td>10%</td>
<td>700sqm</td>
<td>8.5</td>
<td>53</td>
</tr>
<tr>
<td>Other Rural#</td>
<td>100</td>
<td>3%</td>
<td></td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Total</td>
<td>3,500</td>
<td>100%</td>
<td></td>
<td>-</td>
<td>1,358</td>
</tr>
</tbody>
</table>

*Marulan has experienced strong growth. There are a number of approvals in place that will yield up to 130 residential lots which is up to 6.5 years supply based on current trends.

#Assumption based on change over time.

**At present, residentially zoned land is being developed at an average 8.5 dwellings per ha. If this trend is continued Goulburn will require around 276 hectares of serviced residential land to meet the required demand by 2036.**

Taking a conservative approach based on historic approvals data, coupled with the projected change in populations, the LGA will generate demand for an additional 170-195 dwellings per annum.

Goulburn is likely to provide the majority of these, historically around 70 per cent (up to 137 dwellings per annum) with the balance being provided in Marulan and limited amounts provided elsewhere throughout the LGA.

If an assumed 2,435 of the required 3500 dwellings are provided in Goulburn through greenfield development, approximately 276 hectares would be required.

An additional 250 dwellings could be provided through further urban infill and intensification. The assumption for infill is deliberately very low. Recent development approvals indicate a spike in housing approvals for multi dwellings housing with up to 36 percent being for residential accommodation other than single detached dwellings. However, this spike has not been reflective of the trend set by other years, and may be more reflective of a couple of larger infill developments which may not be likely to be replicated on yearly basis. However, should a trend develop on this basis, Goulburn could see between 360-700 dwellings delivered as multi-dwelling housing over the life of the Strategy in both greenfield and infill areas. Given the potential for fluctuation of demand and in trends for infill development, accurately monitoring dwelling approvals will be a key element of the implementation of the Strategy.
5.2.2 Marulan

It is expected that Marulan will continue to grow as projected. If an assumed 355 dwellings are required to meet the estimated demand, around **53 hectares** of residential zoned land is required. Marulan currently has around 20 hectares of undeveloped residential land. The land requirement for additional serviced land is **38 hectares** across the life of the Strategy to 2036.

Marulan will need to ensure that sufficient land is identified and preserved for future urban residential zoning. Council could consider rezoning this area with an Urban Release Area provision and concept plan that demonstrates the arrangement of larger lots (>2 ha) such that they can be efficiently re-subdivided in the medium/long term.

Given the constraints to development to the south and west and physical barrier created by the Hume Highway to the east, the land area to the north should be reserved for this purpose. Based on the positive growth experienced by the town over the past 10 years, it will be important to monitor the take-up of existing urban land. Should Marulan’s growth accelerate the area in the north will provide sufficient land for future growth.
6 Constraints to Development

The revised Strategy includes greater clarity in the representation of constraints. The combined mapping highlights the constraints to development (refer Figures A and B Maps showing Goulburn Constraints and Marulan Constraints below). The maps sieve out that land that presents a challenge to development and in doing so identifies the land that is least constrained. It is these areas that have been priorities for urban development.

Biodiversity

The consideration and approach to biodiversity proved to be a challenge with conflicting data and limited scope to undertake property level vegetation assessments. The constraints mapping includes three biodiversity data layers; the High Environmental Value (HEV) land provided by the Office of Environment and Heritage (OEH), HEV data that has been validated by Ecological Australia Pty Ltd (ELA) in specific areas, and other vegetation which includes areas of known Threatened Ecological or Endangered Ecological Communities (TEC and EEC).

In some cases, the information available may be sufficient to rezone land, in others, may require further assessment.

Other Constraints

The other change in terms of the assessment of constraints is the acknowledgement of built physical constraints to urban development. These include infrastructure; gas pipeline, high voltage transmission lines, particular haulage routes, the Hume Highway, Goulburn aerodrome, abattoir and extractive industries. While the existence of these land uses does not in every case prohibit residential development from occurring nearby, they do all require a degree of consideration in any assessment process.

Site Suitability

Finally, one of the areas of uncertainty in the exhibited draft Strategy related to the use of criteria as a tool to determine development suitability. This has been clarified to the extent that simply meeting the capability criteria, particularly for large lot residential development, does mean that the land is suitable for development. This is particularly the case for land immediately north of both Marulan and Goulburn, currently zoned RU6 Transition. These areas will be critical in the long term sustainability of urban growth and need to be protected from fragmentation as a priority. It is recommended that minimum lot sizes in these areas do not fall below 10 ha.
Figure A Goulburn Constraints
Figure B Marulan Constraints
7 Precinct Approach

In order to enable the consideration of both Goulburn and Marulan in sufficient detail, the study area has been divided into precincts (refer Figures C & D). Each precinct has been considered having regard to the existing planning controls and environmental and physical constraints to further development. This approach enabled the identification of the opportunity areas described above.

An objective based approach has been taken in determining the opportunity areas. The principles are largely constraints based and include environmental and servicing constraints, sequencing of development and maximising existing and future infrastructure. They also seek to complement and enhance elements of the existing settlements and physical locations.

The principles have also been applied to a number of sites historically identified by Council and individual land owners as sites that could be considered for more intensive residential development. These were the sites identified in the Site Assessment – Opportunity Sites (included in the Consultation Report under separate cover). Where specific submissions included comment in relation to this aspect of the Strategy, these have been addressed in the Consultation Report. In many instances, feedback during the exhibition process has also led to key inclusions or exclusions of opportunity areas in some precincts, for example around Gorman Road, Run ‘O’ Waters and North and South Marulan.

To ensure a sound evidence-based approach, the Strategy includes analysis of the demographic characteristics of the Local Government Area (LGA), housing demand and housing supply, again having regard to the land use planning policy framework in place. This analysis found that the LGA can expect a change in the structure of households, and importantly, that Council will need to provide for a range of different dwelling typologies to accommodate housing choice to assist older people downsizing and younger couples and families entering the housing market.

The existing planning controls in both the Local Environmental Plan (LEP) and Development Control Plan (DCP) have also been considered in the context of their operation and effectiveness in delivering appropriate housing and housing diversity, particularly in relation to multi-dwelling and infill development. While the LEP controls are sufficiently flexible, feedback from Council indicated more certainty is required about the location of higher density housing rather than the seemingly ad hoc approach facilitated by the current controls.

The location of multi-dwelling and higher density housing has been carefully considered. Opportunities for intensification of the existing urban area, within close proximity to the Goulburn City Centre and rail station was preferred. The most significant constraint to the redevelopment of land in this precinct is the Heritage Conservation Area. Incentives such as relaxing the car parking and open space standards may be required to encourage and facilitate greater development. While accessing public transport per se is not a major consideration, proximity to services, shopping and opportunity for social connectivity continues to be important.

The opportunities for development of the urban fringe have been based on the forecast yield apportioned between serviced and un-serviced land requirements. These assumptions are discussed in detail in the Evidence section of the Strategy.
7.1 Opportunities for Development

The key areas identified for growth area illustrated in Figures C & D and shown in the table below.

Additional Residential Land Goulburn - Serviced

<table>
<thead>
<tr>
<th>Precinct</th>
<th>Area Identified (ha)</th>
<th>No. Dwellings /lots*</th>
<th>% total new dwellings</th>
<th>Priority*</th>
<th>Years Supply</th>
</tr>
</thead>
<tbody>
<tr>
<td>Serviced Residential Land</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1/2 Run 'O' Waters</td>
<td>199.13</td>
<td>1,693</td>
<td>44</td>
<td>High</td>
<td>12.4</td>
</tr>
<tr>
<td>4 Sooley</td>
<td>28.38</td>
<td>241</td>
<td>6</td>
<td>Low</td>
<td>1.7</td>
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<tr>
<td>5 Middle Arm West</td>
<td>144.22</td>
<td>1,228</td>
<td>32</td>
<td>High/Medium</td>
<td>9</td>
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<tr>
<td>6 Middle Arm East</td>
<td>26.55</td>
<td>225</td>
<td>6</td>
<td>High/Medium</td>
<td>1.7</td>
</tr>
<tr>
<td>16 Bradfordville</td>
<td>13.1</td>
<td>111</td>
<td>3</td>
<td>High/Medium</td>
<td>0.8</td>
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<tr>
<td>7 Kenmore</td>
<td>38.3</td>
<td>326</td>
<td>9</td>
<td>High/Medium</td>
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<tr>
<td>Sub-Total</td>
<td>456.51</td>
<td>3,824</td>
<td>100</td>
<td>-</td>
<td>27.9</td>
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<tr>
<td>Urban Release Areas Long Term (beyond 2036)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3 Baw Baw</td>
<td>110.6</td>
<td>940</td>
<td>27</td>
<td>Long</td>
<td>6.9</td>
</tr>
<tr>
<td>5/6 Middle Arm</td>
<td>299.96</td>
<td>2,550</td>
<td>73</td>
<td>Long</td>
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<tr>
<td>Sub-total</td>
<td>410.46</td>
<td>3,490</td>
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<td>-</td>
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<tr>
<td>Total</td>
<td>869.97</td>
<td>7,368</td>
<td>-</td>
<td>-</td>
<td>53.7</td>
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</table>

*Priority is - Short term/High 12 months, Medium 5-10 years, Long 10 years plus. Timeframes may vary as priorities change in response to growth.
Additional Residential Land Large Lots – Goulburn

<table>
<thead>
<tr>
<th>Precinct</th>
<th>Area Identified (ha)</th>
<th>No. Dwellings /lots^</th>
<th>% total new dwellings</th>
<th>Priority*</th>
<th>Years Supply</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Large Lot Residential</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2 Run ‘O’ Waters</td>
<td>50.5</td>
<td>11</td>
<td></td>
<td>High</td>
<td>0.6</td>
</tr>
<tr>
<td>8 Gorman Road</td>
<td>86.84</td>
<td>30</td>
<td>9</td>
<td>High</td>
<td>1.5</td>
</tr>
<tr>
<td>9 Mt Gray</td>
<td>72.89</td>
<td>26</td>
<td>7</td>
<td>High</td>
<td>1.3</td>
</tr>
<tr>
<td>10 Mountain Ash</td>
<td>467.45</td>
<td>164</td>
<td>47</td>
<td>High</td>
<td>8.2</td>
</tr>
<tr>
<td>11 Brisbane Grove</td>
<td>376.13</td>
<td>132</td>
<td>38</td>
<td>High</td>
<td>6.6</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>1003.31</strong></td>
<td><strong>352</strong></td>
<td><strong>100</strong></td>
<td></td>
<td><strong>17.6</strong></td>
</tr>
</tbody>
</table>

*Priority* is - Short term/High 12 months, Medium 5-10 years, Long 10 years plus. Timeframes may vary as priorities change in response to growth.

^based on MLS of 2ha. Lots may be larger which will impact yields.

Additional Residential and Large Lots Marulan

<table>
<thead>
<tr>
<th>Marulan</th>
<th>Area Identified (ha)</th>
<th>No. Dwellings /lots*</th>
<th>% total new dwellings</th>
<th>Priority*</th>
<th>Years Supply</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Serviced Residential</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3 Marulan North</td>
<td>86.81</td>
<td>694</td>
<td>96</td>
<td>Medium/Long</td>
<td>35</td>
</tr>
<tr>
<td><strong>Large Lot Residential</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2 Marulan South</td>
<td>85.5</td>
<td>30</td>
<td>4</td>
<td>High</td>
<td>1.5</td>
</tr>
<tr>
<td><strong>Sub-Total</strong></td>
<td><strong>172.3</strong></td>
<td><strong>724</strong></td>
<td><strong>100</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Urban Release Areas Long Term (beyond 2036)</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3 Marulan North</td>
<td>74.26</td>
<td>631</td>
<td>100</td>
<td>Long</td>
<td>32</td>
</tr>
</tbody>
</table>

*Priority* is - Short term/High 12 months, Medium 5-10 years, Long 10 years plus. Timeframes may vary as priorities change in response to growth.
Figure C Precincts and Opportunities for Development - Goulburn

- **Middle Arm West** (1,228 dwellings)
- **Middle Arm URA** (2,550 dwellings)
- **Bradfordville** (111 dwellings)
- **Middle Arm East** (225 dwellings)
- **Sooley** (241 dwellings)
- **Kenmore** (326 dwellings)
- **Baw Baw URA** (940 dwellings)
- **Gorman Road** (24 large lot dwellings)
- **Mt Grey East** (26 large lot dwellings)
- **Run ‘O’ Waters** (1,693 dwellings)
- **Brisbane Grove** (132 large lot dwellings)
- **Mountain Ash** (164 large lot dwellings)

Legend:
- G - 1 Run ‘O’ Waters (existing)
- G - 2 Run ‘O’ Waters (rural north)
- G - 3 Baw Baw
- G - 4 Sooley
- G - 5 Middle Arm West
- G - 6 Middle Arm East
- G - 7 Kenmore
- G - 8 Gorman Rd
- G - 9 Mt Gray East
- G - 10 Mountain Ash
- G - 11 Brisbane Grove
- G - 12 Abattoir
- G - 13 Garfield
- G - 14 West Victoria Park
- G - 15 Mary’s Mount
- G - 16 Bradfordville
- G - 17 Eastgrove
- G - 18 Central Goulburn
- G - 19 Ifield
- G - 20 Infrastructure

Draft Urban and Fringe Housing Strategy - Summary Report
Figure D Precincts and Opportunities for Development - Marulan

Marulan North
(694 dwellings)

Marulan North URA
(631 dwellings)

Marulan South
(30 dwellings)

Legend
Opportunity area
- Serviced Urban Residential
- Large Lot Residential
- Urban Release Area
- Long Term
- Existing Residential Zone

M - 1 Marulan Town Centre
M - 2 Marulan South
M - 3 Marulan North
M - 4 Marulan West
8 Actions

Notes: The Overarching Policy Directions Correspond to the relevant Directions of the South East and Tablelands Regional Plan (eg. SETRP Direction 24) and the reference is made after the direction is cited. This has been done to provide direct correlation between the SETRP and the Strategy.

The Strategy is overarching and it has a corresponding Action or series of Actions.

Implementation Outcomes provides a simply measure of the success in delivery of the Action.

Timeframe is in Short term 12 months, Medium 10-5 years, Long 10 years plus. Timeframes may vary as priorities change in response to growth.

Responsibility, predominately Council but some Actions require collaboration.

Direction A Deliver greater housing supply and choice (SETRP Direction 24)

<table>
<thead>
<tr>
<th>Number</th>
<th>Description</th>
<th>Implementation Outcome</th>
<th>Timeframe</th>
<th>Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>A-1-1</td>
<td>Complete and endorse the Local Housing Strategy</td>
<td>Strategy adopted</td>
<td>Short</td>
<td>Council/DPIE</td>
</tr>
<tr>
<td>A-1-2</td>
<td>Review the Land use tables for the R1 General Residential and R2 Low Density Residential zones to reflect the expectation of residents.</td>
<td>Strategy Adopted by Council and DPIE Planning controls provide for housing choice. Community have more certainty as to the likelihood of the type of development in their street Amendment to the GMLEP made</td>
<td>Short</td>
<td>Council/DPIE</td>
</tr>
<tr>
<td>A-1-3</td>
<td>Amend the DCP to include controls for adaptable housing in the R1, R2 and R3 zones.</td>
<td>DCP revised and commenced</td>
<td>Medium</td>
<td>Council</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Number</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>A-2</td>
<td>Provide a range of housing typologies to suit the demands of the changing demographic of the current population and the incoming population.</td>
</tr>
</tbody>
</table>

A-2-1 Amend the DCP to include controls for adaptable housing in the R1, R2 and R3 zones. | DCP revised and commenced | Medium | Council |
<table>
<thead>
<tr>
<th>Strategy</th>
<th>Action</th>
<th>Implementation Outcome</th>
<th>Timeframe</th>
<th>Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>A-4</td>
<td>Provide opportunities for increase in densities closer to the town centre of Goulburn</td>
<td>An increase in the number of infill development, including multi dwelling housing within 400m of the City Centre</td>
<td>Medium</td>
<td>Council</td>
</tr>
<tr>
<td>A-4-1</td>
<td>Consider an amendment to the GMLEP to provide for additional R3 Medium Density zone in the Central Goulburn Character Area</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
| A-4-2  | Consider a planning proposal to support the development of land at 31-33 Goldsmith Street subject to an assessment of the heritage and economic impact of the development on the town centre | | Short | Landowner/
Council |
| A-4-3  | Include local provisions to encourage multi dwelling housing closer to the Goulburn CBD | | | Council |
## Direction B Focus housing growth in locations that maximise infrastructure and services (SETRP Direction 25)

<table>
<thead>
<tr>
<th>Strategy</th>
<th>Action</th>
<th>Implementation Outcome</th>
<th>Timeframe</th>
<th>Responsibility</th>
</tr>
</thead>
</table>
| B-1 | Provide suitable Urban Release Areas that can be readily serviced and infrastructure accommodated into a local contributions plan as part of the planning process for the Structure Plan | B 1-1 strategy identifies areas that are in sequence and suitable for rezoning for residential development  
B1-2 Recognises the need to extend the urban footprint into areas that are readily accessible and can be connected to existing infrastructure | A development footprint that demonstrated sequential release of land | Short | Council/Community/Landowners |
| B2 | Ensure Social and Community Infrastructure is available to meet the needs of the incoming population | B2-1 review Community and Recreation Plans and Strategies to support the delivery of infrastructure to new development  
B2-2 Review the Local Contributions Plan | Local Infrastructure delivered by the developer and apportioned to new development with no cost to the community.  
Plan complete and updated | Short | Council |
| B3 | Maximise the efficient of hard Infrastructure (water and Sewer) | B3-1 Ensure that DSP are up to date  
B3-2 Provide flexibility in the Planning Controls to encourage infill development in suitable locations  
B3-3 Review Council’s planning resources and update/create information sheets or on-line resources to assist mum and dad developers understand the controls | Up to date DSP  
Increase in infill development  
Local Contribution Plan reflects additional demand and local infrastructure delivery | Medium | Council |
| B4 | Encourage residential development around Marulan to promote growth | B4-1 Prepare a Planning Proposal to provide additional opportunities for low density residential development at Marulan consistent with the Strategy | Additional land identified for large lot residential development in Marulan | Medium | Council/Landowners |
## B5 Avoid and Manage Land Use Conflict

<table>
<thead>
<tr>
<th>Action</th>
<th>Implementation Outcome</th>
<th>Timeframe</th>
<th>Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>B5-1 Consider adjoining land uses, including agricultural land as part of the assessment criteria for urban expansion.</td>
<td>Rezoning occurs only where consistent planning principles apply.</td>
<td>On-Going</td>
<td>Council/Landowners</td>
</tr>
<tr>
<td>B5-2 Adopt the development principles that can be applied to future unsolicited Planning Proposals as part of the adoption of the strategy.</td>
<td>Ready supply of land to the market to meet demand. A range of housing types available. Reduction in wait times for rental accommodation.</td>
<td>Medium</td>
<td>Council</td>
</tr>
</tbody>
</table>

### Direction C: Deliver more opportunities for affordable housing SETRP Direction 27)

<table>
<thead>
<tr>
<th>Strategy</th>
<th>Action</th>
<th>Implementation Outcome</th>
<th>Timeframe</th>
<th>Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>C1 Facilitate affordable housing</td>
<td>C1-1 Retain planning controls in the LEP that allow a range of residential accommodation across some residential zones. C1-2 Prepare an affordable housing strategy C1-3 Investigate the incorporation of affordable housing targets in new release areas C1-4 Ensure development is readily able to be connected to services and devoid of high value biodiversity thereby reducing the cost of development. C1-5 Retain planning controls that encourage the delivery of one and two bedroom dwellings</td>
<td>Ready supply of land to the market to meet demand. A range of housing types available. Reduction in wait times for rental accommodation.</td>
<td>Medium</td>
<td>Council</td>
</tr>
</tbody>
</table>
### Direction D: Build socially inclusive, safe and healthy communities (SETRP Direction 22)

<table>
<thead>
<tr>
<th>Strategy</th>
<th>Action</th>
<th>Implementation Outcome</th>
<th>Timeframe</th>
<th>Responsibility</th>
</tr>
</thead>
</table>
| D1 Deliver well planned suburbs and communities | D1-1 Include Neighbourhood Planning Principles in the consideration of the future development of Urban Release Areas under the Planning Proposal  
D1-2 Consider connectivity in preparing Neighbourhood Structure Plans and development concept plans for Urban Release Areas | Urban Release Areas identified with corresponding guidelines to facilitate development in the short term.                                                                                                         | On-Going  | Council/Developer/Landowner   |
| D2 Support adaptable housing                  | D2-1 Include Liveable Housing controls into DCPs that support Urban Release Areas  
D2-2 Amend the DCP to include adaptable and liveable housing | DCP amended to reflect adaptable and liveable housing                                                                                                                                                                | Medium    | Council                        |
| D3 Promote Sustainable Communities            | D3-1 Support sustainability principles in the DCP  
D3-2 Include energy efficiency and sustainable design principles into DCPs | DCP amended to reflect sustainability principles                                                                                                                                                                  | Medium    | Council                        |
### Direction E: Manage rural lifestyles (SETRP Direction 28)

<table>
<thead>
<tr>
<th>Strategy</th>
<th>Action</th>
<th>Implementation Outcome</th>
<th>Timeframe</th>
<th>Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>E1 Support the strategic location of lifestyle development</td>
<td>E1-1 Development of criteria for rezoning applications including a set of development principles that can be applied to future unsolicited Planning Proposals.</td>
<td>Criteria adopted and being applied</td>
<td>Short</td>
<td>Council</td>
</tr>
</tbody>
</table>

### Direction F: Protect important agricultural land (SETRP Direction 8)

<table>
<thead>
<tr>
<th>Strategy</th>
<th>Action</th>
<th>Implementation Outcome</th>
<th>Timeframe</th>
<th>Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>F1 Support Important Agricultural Land Mapping</td>
<td>F 1-1 Work with Department of Primary Industry to support the preparation of important agricultural land mapping for the South East and Tablelands Regional Plan area.</td>
<td>Future urban land excludes, where practical, important agricultural land. The Planning Proposal for urban land considers important agricultural land mapping.</td>
<td>Medium</td>
<td>Council/ DPI Ag</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Strategy</th>
<th>Action</th>
<th>Implementation Outcome</th>
<th>Timeframe</th>
<th>Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>F2 Manage incompatible land use activities on the urban fringe</td>
<td>F1-1 Consider the implementation of buffers; natural and built to protect productive agricultural land from the impact of urban development. F-2 Reduce fragmentation for rural land by retaining suitable MLS and the Transition Zone.</td>
<td></td>
<td>On-Going</td>
<td>Council/Landowners/Developers</td>
</tr>
</tbody>
</table>
## Direction G: Manage the ongoing use of mineral resources (SETRP Direction 13)

<table>
<thead>
<tr>
<th>Strategy</th>
<th>Action</th>
<th>Implementation Outcome</th>
<th>Timeframe</th>
<th>Responsibility</th>
</tr>
</thead>
</table>
| G1 Protect valuable mineral resources | G1-1 Consultation with NSW Division of Resources and Geosciences during exhibition of Strategy  
G1-2 Manage land use conflict around Marulan by reducing the number residential lots that potentially encroach on extractive operations | Consultation completed. Future urban land does not encroach on existing mineral resources. | Short and ongoing | Council/Dept. Industry |
| G2 Avoid identification of additional urban land adjacent to extractive industries around Marulan | G2-1 Identify extractive industries in planning documentation and ensure that urban expansion into these areas in minimised | Important mineral resources protected | On-going | Council/Dept Industry |

## Direction H: Protect important environmental assets and Enhance biodiversity connections (SETRP Directions 14 & 15)

<table>
<thead>
<tr>
<th>Strategy</th>
<th>Action</th>
<th>Implementation Outcome</th>
<th>Timeframe</th>
<th>Responsibility</th>
</tr>
</thead>
</table>
| H1 Protect Biodiversity | H1-2 Identification of land with high biodiversity value in the Strategy study area verified by EcoLogical for the Planning Proposal. Where such land cannot be avoided, development will be minimised and or offset.  
H1-1 Urban development will avoid identified biodiversity corridors | Future urban land excludes land with high environmental value. Biodiversity corridors avoided | Short            | Council /LLS/OEH     |
### Direction I: Secure water resources (SETRP Direction 18)

<table>
<thead>
<tr>
<th>Strategy</th>
<th>Action</th>
<th>Implementation Outcome</th>
<th>Timeframe</th>
<th>Responsibility</th>
</tr>
</thead>
</table>
| I1 Protect the Sydney Drinking Water Catchment | I1-1 Consider the impact of urban development on the Sydney Drinking Water Catchment in the Planning Proposal.  
I1-2 Review water cycle management strategies to include the additional urban areas identified in the Strategy as part of the Planning Proposal process.  
Include WSUD in corresponding Development Controls Plans for Urban release areas | No adverse impact on the water catchment. All development in the SWC must have a neutral or beneficial effect on water quality | On-going | Council/Water NSW |

### Direction J: Protect the Regions Heritage (SETRP Direction 23)

<table>
<thead>
<tr>
<th>Strategy</th>
<th>Action</th>
<th>Implementation Outcome</th>
<th>Timeframe</th>
<th>Responsibility</th>
</tr>
</thead>
</table>
| J1 Undertake and implement heritage studies to inform local strategies. | J1-1Consult with Aboriginal people during the exhibition of the Strategy  
J1-1Undertake detailed Aboriginal Cultural Heritage Assessment to inform the Planning Proposal prior to public exhibition. | Sites identified/impact mitigated | Short | Council/developers/Aboriginal Groups |
| J2 Protect and Conserve Significant European Heritage | J2-1Consider the opportunities for adaptive re-use of Heritage Buildings, particularly in relation to providing incentives for redevelopment within the Goulburn Town Centre for higher density development | Increase in the number of adaptations of heritage item leading the restoration and use | On-going | Council/Landowners |
8.1 Planning Proposal

The Strategy will require changes to the GMLEP and DCP in order that it be implemented to the extent that land is rezoned to accommodate additional residential growth in the short to medium term. The Planning Proposal process can be long and Council has indicated support for the preparation of a Planning Proposal concurrent with the finalisation of the Strategy.

The Planning Proposal will address the issues raised by agencies and others as the Strategy evolves. This approach has been discussed with DPIE and has been supported in principle.

The Planning Proposal will consolidate the constraints analysis and further refine the land and options that are endorsed. It will need to provide a detailed infrastructure and servicing assessment based on estimated yields and relative to specific areas. Traffic and access will also be key considerations.

Land that is up-zoned to residential development falls within the Urban Release Area provisions of the Standard Instrument LEP and a DCP is required to be prepared prior to the subdivision of land in an Urban Release Area. The provisions have been put in place to ensure the orderly development of land as follows (extract from GMLEP).

6.2A Development control plan

(1) The objective of this clause is to ensure that development on land in an urban release area occurs in a logical and cost-effective manner, in accordance with a staging plan and only after a development control plan that includes specific controls has been prepared for the land

(2) Development consent must not be granted for development on land in an urban release area unless a development control plan that provides for the matters specified in subclause (3) has been prepared for the land

(3) The development control plan must provide for all of the following:

(a) a staging plan for the timely and efficient release of urban land, making provision for necessary infrastructure and sequencing,

(b) an overall transport movement hierarchy showing the major circulation routes and connections to achieve a simple and safe movement system for private vehicles, public transport, pedestrians and cyclists,

(c) an overall landscaping strategy for the protection and enhancement of riparian areas and remnant vegetation, including visually prominent locations, and detailed landscaping requirements for both the public and private domain,

(d) a network of active and passive recreation areas,

(e) stormwater and water quality management controls,

(f) amelioration of natural and environmental hazards, including bush fire, flooding and site contamination and, in relation to natural hazards, the safe occupation of, and the evacuation from, any land so affected,

(g) detailed urban design controls for significant development sites,

(h) measures to encourage higher density living around transport, open space and service nodes,

(i) measures to accommodate and control appropriate neighbourhood commercial and retail uses,

(j) suitably located public facilities and services, including provision for appropriate traffic management facilities and parking.
Further details as to the requirements for the Planning Proposal will need to be discussed with DPIE and relevant state agencies, however, given the investment in infrastructure required, the Planning Proposal will seek to re-zone sufficient land for a minimum of 10 years supply.

Council may consider staging the Planning Proposal, for example dealing with Goulburn fringe areas separately from large lot residential and/or the city centre controls, particularly if it becomes apparent that one aspect is likely to cause a delay in delivering another.

8.2 Monitoring and Review

Council will continue to monitor the release of land and dwelling approvals to track the actual delivery of housing against the projected demand.

The following monitoring and review will be adopted:

- annual review against the anticipated demand with particular focus on number and location of higher density housing and the implementation outcomes identified above
- five yearly reviews of the evidence base, demographic profiles and housing stock against the broader aims of the Regional Plan
- a ten year review to ensure that the vision, evidence base and strategic planning context are aligned with the goals of the community, Regional Plan and implementation outcomes.