Draft Urban and Fringe Housing Strategy

Client: Goulburn Mulwaree Council
Date: 26 November 2018
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Executive Summary

This Urban and Fringe Housing Strategy (Strategy) investigates and identifies areas suitable for the provision of additional housing to assist Goulburn Mulwaree 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 the identification of opportunities for an additional recommended 3,500 dwellings over the next 18 years to 2036. The preparation of the Urban and Fringe Housing Strategy has been overseen by Councils Planning and Development Directorate, the General Manager and Senior Staff.

An objective based approach has been taken in determining the options for urban expansion. 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 compliment 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.

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 there is a change in the structure of households and importantly that Council will need to provide housing choice in the form of multi dwelling housing to assist older people downsize and younger couples and families enter 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 the Council indicted more certainty is required about the location of multi-dwelling housing rather than the seemingly ad hoc approach facilitated by the current controls.

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

The urban fringe area identified is based on dwelling yields. Dwelling yields have been calculated using a combination of historic growth data and projected population growth. Opportunities for an additional 3,500 dwellings on the northern and western fringe of Goulburn. In Marulan there is currently sufficient supply of residential land available to accommodate growth, however, the preservation of land to the north and south is important beyond this Strategy. In Marulan, the Hume Highway will continue to operate as a logical containment to growth. Similarly, in Goulburn, the extension of the urban footprint should be contained to the north and west by the Hume Highway, the Bumana Creek, Wollondilly River and biodiversity corridors.
Figure 1  Urban Expansion Recommendations Goulburn

Figure 2  Urban Expansion Recommendations Marulan
1 Introduction

The Urban and Fringe Housing Strategy (Strategy) has been prepared in response to residential land pressure continuing from sustained population growth in the Goulburn Mulwaree Local Government Area (LGA) and an increasing shortage of available, zoned residential land, particularly in the township Goulburn.

The Strategy seeks to identify the future housing needs for Goulburn and Marulan and provide recommendations to guide land use decisions and local policy.

The Strategy has been developed in two phases with the first phase being the initial community and stakeholder engagement undertaken by Council in April and May 2018. This phase of the project established the issues and tested these with stakeholders and the community. This initial stage built on the vision of the LGA that has been adopted in the Regional Community Plan to:

“To build and maintain sustainable communities while retaining the region’s natural beauty.”

The Strategy has been developed having regard to the direction provided in the South East and Tablelands Regional Plan 2036 and the draft Housing Strategy Guidelines prepared by the Department of Planning and Environment (DPE). The Strategy will guide land use and planning decisions and inform amendments to the Goulburn Local Environmental Plan in the immediate and medium term.

The document is structured into four sections as follows:

Section 1 – Introduction

Section 2 – Planning Policy and Context - examines the planning framework in which the Housing Strategy needs to be considered.

Section 3 – The Evidence - includes the demographic and population analysis, housing demand and supply, the opportunities and constraints to the delivery of housing and identification of areas that have capacity for further development.

Section 4 – Constraints and Land Suitability – includes the identification of environmental and infrastructure constraints, objectives for identifying land and the constraints and opportunities assessment

Section 5 – The Housing Vision - looks at the historic development pattern and desired future character.

Section 6 - The Priorities - an accumulation of the evidence and sets out the objectives for the Strategy, planning approach mechanisms for delivery and options.

Section 7 – Actions and Recommendations - presents strategies and actions in line with the relevant Policy Directions identified in the Regional Plan and in response to the priorities identified in the Strategy. This section also identifies the planning proposal process to rezone land and how the Strategy will be monitored and reviewed.

1 The Tablelands Regional Community Strategy Plan 2016-2036.
1.1 LGA Snapshot

Goulburn Mulwaree LGA is centrally located on the fringe of the ACT within a one hour drive from Canberra and less than two hours from Sydney providing access to employment and global markets. The LGA is dissected by the Hume Highway, one of the most significant and trafficable transport corridors in Australia. It is connected by Canberra and the ACT by the Federal Highway. The LGA offers a lifestyle founded on historic agricultural and pastoral enterprises, as well as an emerging urban centre with the attributes and amenities of a sophisticated regional City.

It is estimated that around 2,000 people currently commute daily from Goulburn to Canberra or Sydney. It is likely that this number will increase in the future due to constrained land supply in these major cities and significant housing affordability issues, increased transport options from Goulburn, and the introduction of the NBN, making Goulburn and Marulan attractive places to reside. The DPE population projections (2016) forecast that the population of Goulburn will reach 33,550 by 2036. This population growth will further increase the demand for housing within Goulburn Mulwaree LGA.

In 2016 the usual resident population of Goulburn Mulwaree was 30,261, living in 13,739 dwellings with an average household size of 2.39. Consistent with regional NSW, people aged between 50 and 60 represent the highest proportion of Goulburn Mulwaree’s population.

In 2017 a significant majority of all residential building approvals was for detached houses. However, the proportion of other housing types is increasing and in 2017, 31 percent of all residential building approvals was for other forms of residential development.

Connectivity to the two major capital cities and surrounding region means that a key proportion of Goulburn residents travel outside the LGA for employment. As transport infrastructure improves and technology evolves, it is anticipated that this trend will continue. In response, Goulburn provides an attractive and affordable option for lifestyle or tree changers seeking reprieve from high property prices and congestion while still benefiting by having access to a strong and growing region and the global economy for employment.

The high-quality natural assets and biophysical attributes of the region area also providing opportunities for economic development and in turn generating growth in population and driving demand for housing. The region has seen continued growth particularly in the renewable energy sector in the form of wind and solar farms.

Recent announcements by both state and federal governments in relation to improving the rail commute between Sydney, Melbourne and Canberra are promising and will further drive housing demand in the LGA through improved access to markets, employment, higher order services and recreation. It will also drive improved tourism through counter flow to Goulburn and the LGA.
LGA Snapshot

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

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

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

Population Growth Forecast Goulburn Mulwaree LGA 2016-2036
30,261
2016
37,202
2036
+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**

- Goulburn – $425,000
- Marulan – $460,000

[www.realestate.com.au/neighbourhoods/]

**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

### 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