



Berrigan Shire Strategic Framework + District Plans

Local Environmental Plan Review
September 2023

We acknowledge and pay our respect to the traditional custodians of the lands and waters of NSW, and all Aboriginal Elders, past, present and emerging.

We respectfully acknowledge the traditional custodians of the land and waters of New South Wales, and their continuing cultural, spiritual customs and practices.

Acknowledgements

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Town planning + Urban design consultants

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Introduction

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Executive Summary

The Berrigan Shire Local Environmental Plan (LEP) Review is a rare opportunity to consider the preferred futures of Berrigan Shire and empower the community to implement them.

It seeks to understand and contextualise the shire's community, built and living environments, future visions, and eventually put in place a key piece of local, enabling legislation.

This Strategic Framework and District Plans have been informed by a Strategic Context Review, which compiled and analysed data on Berrigan Shire's population, housing and employment, industry, tourism, infrastructure, and the effects on the living and natural environment.

Berrigan Shire is hosting a growing, ageing and changing population, and its inherent requirements put historically new pressures on land use, amenity and services, particularly around the four townships of Berrigan, Finley, Tocumwal and Barooga.

The exigencies of climate change will affect the shire in different ways - weather extremes of heat, drought, rain and flooding are beginning to take hold with unprecedented outcomes.

Retirees are migrating to Berrigan for its affordability and lifestyle and there may be a need to diversify housing choice by provide for a variety of flexible dwelling and accommodation types.

Community services, health care and social assistance, accommodation and service industries are all growing, broadly in line with the demographic changes.

Within the growing townships, there is a need to strengthen commercial cores and high streets, to provide ease of access to amenity and healthcare.

There is an opportunity to bring community closer together, by clustering services, amenities as well as infrastructure for tourism.

Though declining in employment numbers, agricultural production is still the economic powerhouse of the shire. Access to irrigation is lessening and there will be benefits from considering what the future of agriculture looks like and its land use requirements.

This strategy will culminate in a series of land use, and non land use planning recommendations to be considered by the community, Council and State Government.

Project Overview

The Berrigan Shire LEP Review is an expert led, community driven process.

The primary objectives of this project are to consolidate a strategic planning base for the Shire and review and update the LEP. Councils throughout NSW are typically required to review and update the LEP every five years.

Reforms to the NSW Planning Legislation in 2018 also introduced a requirement for all Councils to prepare a Local Strategic Planning Statement (LSPS) to provide the basis for strategic planning in a council's local government area (LGA).

The Berrigan Local Strategic Planning Statement was completed in May 2020 which sets out a 20 year vision for the Shire, including key priorities, objectives and broad actions to undertake.

Strategic documents prepared by Council also include a Land Use Strategy for the Berrigan Shire in 2018, setting out the strategic growth plans for each of the townships

The approach to the LEP Review project is to expand upon the strategic work carried out within the Land Use Strategy and LSPS.

Steering Committee

The project has been prepared collaboratively between the consultant team, Council, key stakeholders and the community.

A steering committee has been integral to the process, working as a conduit between the consultant team and the community, seeking and providing feedback at key stages.

Members representing each of the towns and rural areas, Councillors and business have taken part.



Project Approach + Stages

The project has been divided into four stages. This report ultimately represents the completion of stage three.

Project Inception

- Develop Consultation Plan
- Identify Key Stakeholders
- Establish Steering Committee
- Consolidate Key Strategies/Background

Strategic Context Report

- Gather the data and information and produce a snapshot of the current situation and the future direction
- Build upon analysis in LSPS and Land Use Strategy
- Narrowed focus on the current situation for the townships and rural areas.
- Information can be both objective and subjective but it all contributes to the understanding of the LGA.

Strategic Framework and District Plans

- Undertake preparation of a Strategic Framework for the LGA.
- Undertake more focussed strategic assessment of the LGA, and in particular the major townships.
- Critical analysis of the information obtained in earlier stages
- Additional investigation and information gathering through engagement.
- Prepare the overall strategic framework for the Shire
- Prepare District Plans for each township
- Ultimately summarise the key planning matters that will inform the new LEP

Planning Proposal

- Final delivery phase of the new LEP.
- Process is set out by Department of Planning and Environment.
- Planning Proposal document and recommendations informed and supported by the strategic work developed
- Incorporates feedback obtained during the community and stakeholder consultation.



Community Feedback

Throughout the development of the strategy, the community has been given the opportunity to say what's important to them, as well provide feedback on its progress.

There were open drop in sessions in Berrigan, Finley, Barooga and Tocumwal for community members to review the demographic research and to also contribute their vision for land use planning throughout the LGA.

Targeted feedback sessions were held with businesses, community groups and regular meetings with the steering committee to refine the strategy.

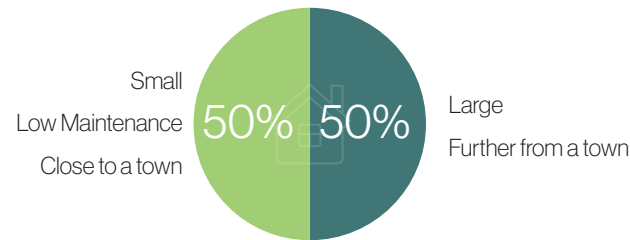
Finally, an online survey was distributed to the community seeking feedback on issues important to them, the results of which also helped to form the strategy. 50 responses were received.

People and place - the top three reasons for living in Berrigan Shire:

1. Family connections and support
2. A sense of community
3. The natural environment



Housing preference



Half of the respondents said they would prefer to live on a small, low maintenance lot, closer to a town and half would rather live on a larger lot further away from a town.

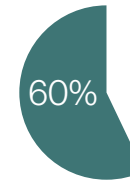
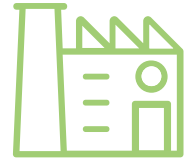
The top three requested improvements for residential areas:

Asked what they felt about what improvements could be made to residential areas, the top three community responses included:

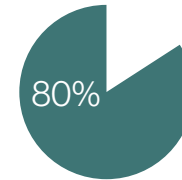
1. Access to services and amenity
2. Drainage improvements
3. Access to open space and recreation



Industry and Employment



60% of respondents said Council should set aside more land for industry



80% of respondents cited a lack of industry and employment as a key community issue.

Agriculture

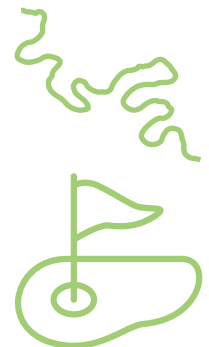
Agriculture is the biggest employer of people and is valuable to the community, though the scale sometimes presents difficulties.

“Without considerable funding, or land - agriculture is too hard to start a business in.”

Tourism and attractions:

The Murrumbidgee River environment is considered the most important and popular tourist attraction in the area...

...followed closely by sport and golf.



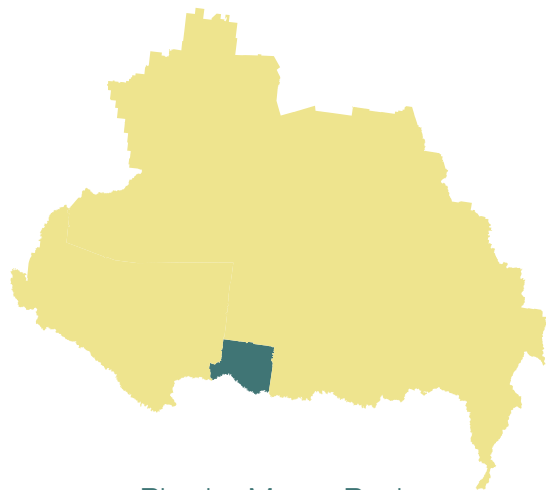
Study Area

The Study Area for this Strategy is the entire LGA of Berrigan Shire, which comprises a total area of 2065.8km² on the New South Wales and the Victorian border, 270 kilometres north of Melbourne and 670 kilometres south of Sydney.

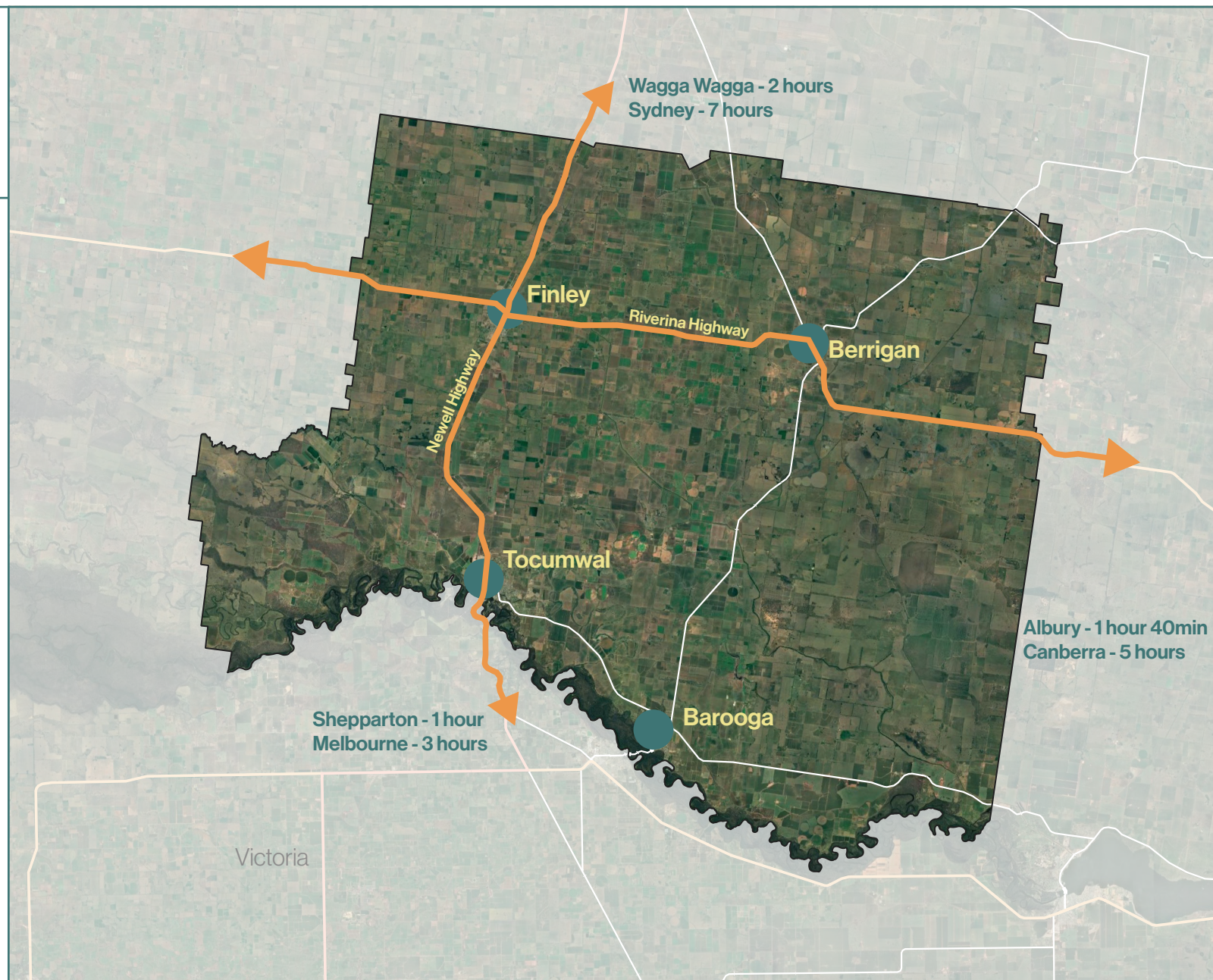
Administratively, Berrigan LGA is within the Riverina Murray region of NSW.

The LGA is made up of the four primary settlements of Barooga, Berrigan, Finley and Tocumwal.

The LGA is transversed by the north-south Newell Highway and east-west Riverina Highway.



Riverina Murray Region



Planning + Policy Context

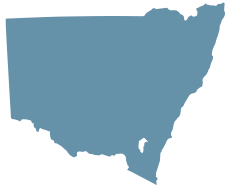
State Planning Policies

Regional Planning Policies

Local Statutory + Strategic Context

Berrigan Shire History

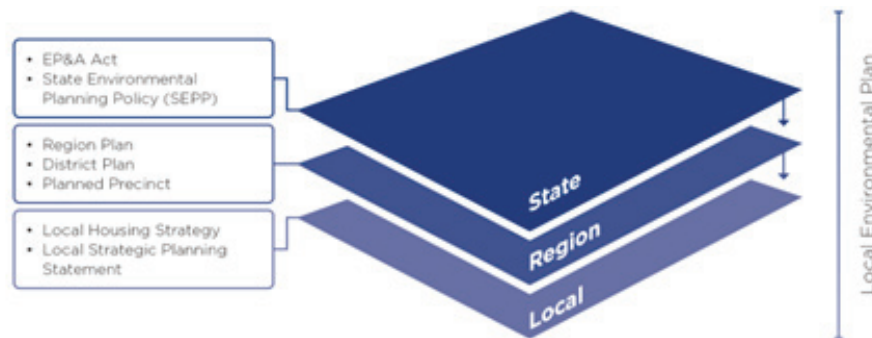




State Planning Policies

The LEP is informed and government by policies and strategies at State and Local levels.

The State planning context is provided by way of legislation, policies, directions (both under the EP&A Act and generally) as well as guidelines and practice notes.



Legislation

The principal planning legislation in NSW is the Environmental Planning and Assessment Act 1979 (EP&A Act, the objectives of which are:

- (a) to promote the social and economic welfare of the community and a better environment by the proper management, development and conservation of the State's natural and other resources,
- (b) to facilitate ecologically sustainable development by integrating relevant economic, environmental and social considerations in decision-making about environmental planning and assessment,
- (c) to promote the orderly and economic use and development of land,
- (d) to promote the delivery and maintenance of affordable housing,
- (e) to protect the environment, including the conservation of threatened and other species of native animals and plants, ecological communities and their habitats,
- (f) to promote the sustainable management of built and cultural heritage (including Aboriginal cultural heritage),
- (g) to promote good design and amenity of the built environment,

- (h) to promote the proper construction and maintenance of buildings, including the protection of the health and safety of their occupants,
- (i) to promote the sharing of the responsibility for environmental planning and assessment between the different levels of government in the State,
- (j) to provide increased opportunity for community participation in environmental planning and assessment.

Any planning document, statutory or otherwise, needs to be consistent with these objectives.



State Planning Policies

Crown Land Management Act

The Crown Land Management Act 2016 (NSW), sets out:

- (a) to provide for the ownership, use and management of the Crown land of New South Wales, and
- (b) to provide clarity concerning the law applicable to Crown land, and
- (c) to require environmental, social, cultural heritage and economic considerations to be taken into account in decision-making about Crown land, and
- (d) to provide for the consistent, efficient, fair and transparent management of Crown land for the benefit of the people of New South Wales, and
- (e) to facilitate the use of Crown land by the Aboriginal people of New South Wales because of the spiritual, social, cultural and economic importance of land to Aboriginal people and, where appropriate, to enable the co-management of dedicated or reserved Crown land, and
- (f) to provide for the management of Crown land having regard to the principles of Crown land management.

Council is responsible for the principled management of some Crown land reserves, particularly to protect and maintain the environment and natural resources of the land, to enhance its public use and enjoyment in a sustainable way.

Biodiversity and Land Management

The Biodiversity Conservation Act 2016 (“the BC Act”) is the principal legislation that identified and protects threatened species and threatened ecological communities in NSW. The purpose of the BC Act is to maintain a healthy, productive and resilient environment for the greatest well-being of the community, now and into the future, consistent with the principles of ecologically sustainable development.

The Local Land Services Act 2013 (LLS Act) operates alongside the BC Act and regulates the clearing of native vegetation on rural land when the activity is permitted without Council consent.

The State Environmental Planning Policy (Biodiversity and Conservation) 2021 (formerly known as the State Environmental Planning Policy – Vegetation in Non-Rural Areas 2017) regulates the clearing of native vegetation in non-rural zones across the state, where clearing does not otherwise require development consent under the Environmental Planning and Assessment Act.

Water Resources

The Water Management Act 2000 (“the WMA Act”) provides for the integrated and sustainable management of the State’s waters. The principles and objectives of the Act are to provide for:

- improved environmental health;
- shared government and community responsibility; and
- greater economic benefits for individuals and communities.

Water Management Plans are now to become statutory plans, i.e. plans with a legal standing. Plans can be developed on any aspect of water management – such as water sharing, environmental protection, drainage management and floodplain management – for a proclaimed water management area.

The Fisheries Management Act 1994 is relevant for consideration in areas where development is proposed along watercourses, such as the Murray River and associated waterways, as well as the use of the water for recreational purposes.



State Planning Policies

Environmental Protection

The Protection of the Environment Operations Act 1997 (PEO Act) commenced in 1999 and consolidated existing environment protection legislation as well as focusing on environmental management and strengthening the powers of authorities.

Cultural Heritage

The protection and management of Aboriginal cultural heritage in NSW is administered via the National Parks and Wildlife Act 1974 ("the NPW Act") and managed jointly by Heritage NSW and the Department of Planning and Environment (DPE). Part 6 of the NPW Act provides specific protection for Aboriginal objects and declared Aboriginal places by establishing offences of harm, which includes destroying, defacing or damaging an Aboriginal object or place, or moving an Aboriginal object from the land.

Some items of Aboriginal cultural heritage value are also afforded protection via listings in the State Heritage Register under the Heritage Act 1977.

European Heritage

The Heritage Act 1977 contains provisions to ensure that environmental heritage is properly identified and conserved. The Heritage Act established the Heritage Council of NSW, which makes recommendations to the Minister about whether to make conservation orders over places.

A heritage item that is protected by a conservation order cannot be demolished, redeveloped or altered without permission from the Heritage Council. The Heritage Act is used to protect buildings, relics, works or places.

Ministerial Directions

Section 91 of the EP&A Act allows the Minister for Planning to give directions to councils regarding the principles, aims, objectives or policies to be achieved or given effect to in the preparation of draft LEPs

Whilst it is not mandatory to address these directions during preparation of strategic documentation, it is considered appropriate to ensure that any recommendations made throughout the project have proper consideration for the directions.

NSW State Environmental Planning Policy

State Environmental Planning Policies (SEPPs) are guidelines and controls relating to specific issues significant to the State. Commencing in March 2022, the 45 existing SEPPs were consolidated into 11 new "thematic" SEPPs. The following are applicable to the Berrigan Shire:

- State Environmental Planning Policy (Biodiversity and Conservation) 2021
- State Environmental Planning Policy (Exempt and Complying Development Codes) 2008
- State Environmental Planning Policy (Housing) 2021
- State Environmental Planning Policy (Industry and Employment) 2021
- State Environmental Planning Policy (Primary Production) 2021
- State Environmental Planning Policy (Resilience and Hazards) 2021
- State Environmental Planning Policy (Resources and Energy) 2021
- State Environmental Planning Policy (Transport and Infrastructure) 2021



State Planning Policies

NSW State Plan 2011 - 2021

In planning for their community's future, councils must give due regard to other existing strategic plans including the NSW State Plan and relevant regional plans in order to identify issues that may affect the local area. NSW 2021 is a ten year plan for NSW focussed on rebuilding the economy, providing quality services, renovating infrastructure, restoring government accountability and strengthening local government and communities.

A 20-Year Economic Vision for Regional NSW

The NSW Government first released A 20 Year Economic Vision for Regional NSW in July 2018 to set out the Government's priorities and plans to achieve long-term social and economic success for regional communities across the state. The Plan was reviewed and refreshed in 2021 following a number of natural and health emergency events that impacted the State and the region.

Berrigan Shire is within the 'Inland' regional economy of NSW and specifically within the 'Murray' region, as defined by the Plan.

Future Transport 2056

The NSW Government has prepared the Future Transport 2056 Plan ("the Transport Plan") to guide infrastructure investment for the next 30-40 years. This includes the high-level objectives for NSW.

- Customer Focused
- Successful places
- A strong economy
- Safety and performance
- Accessible services
- Sustainability

NSW Right to Farm Policy 2015

The NSW right to farm policy relates to a desire by farmers to undertake lawful agricultural practices without conflict or interference arising from complaints from neighbours and other land users.

- Reinforcing rights and responsibilities
- Establishing a baseline and ongoing monitoring and evaluation of land use conflicts
- Strengthening land use planning » ensuring ongoing reviews of relevant environmental planning instruments include consideration of options to ensure best land use outcomes and to minimise conflicts
- Improving education and awareness on management of land use conflicts » considering potential future legislative options, should additional Government intervention be required.

Urban Design for Regional NSW

The Urban Design Guide for Regional NSW has been prepared specifically for regional NSW and provides guidance for creating healthy built environments. The guide recognises and celebrates the diversity of urban environments, natural landscapes, climates and communities that exist across this vast area.

It also acknowledges that the unique conditions are being challenged by external factors such as climate which impacts the communities and natural environment. The Guide plays a role to assist in developing sustainable approaches to mitigate these impacts.

The guide plays an important role in implementing the nine Regional Plans for NSW by responding to actions to prepare regional urban design guidelines for planning, designing and developing healthy built environments. The Guide also builds on the seven design objectives of Better Placed.

The preparation of the guide has been a collaboration between the Government Architect NSW and the Department of Planning, Industry, and Environment, and has been informed by a survey of councils in regional NSW issued in late 2017.



State Planning Policies

Better Placed

Better Placed has been developed by the Government Architect to deliver the strategic approach needed to ensure that as our cities and towns grow bigger they get even better. It responds to the concerns of communities and those involved in the development of our built environments about the impact of poor design but also defines how we can make the most of the opportunities that will arise as we develop new spaces and places.

Draft Greener Places Design Guide

The Draft Greener Places Design Guide provides information on how to design, plan and implement green infrastructure in urban areas throughout NSW. The draft guide provides strategies, performance criteria and recommendations to assist planning authorities, and design and development communities to deliver green infrastructure.

Design Guide for Heritage

The Design Guide for Heritage offers a resource to help ensure we have good design in heritage places. This is a shared responsibility, with many shared benefits. This guide will assist owners, architects, consultants and builders who are working on the buildings, sites and precincts that contribute to our heritage. It will help government, organisations and members of the community to understand the value and opportunity in our existing built environment and outlines the steps to ensure that our heritage places are conserved, maintained and enhanced through good design.

Developed as a collaboration between the Government Architect NSW and the Heritage Council of NSW, the guide draws on earlier publications developed by the Australian Institute of Architects NSW Chapter and Heritage Council of NSW. This guide incorporates material from the previous documents, and supplements them with further information.





Regional Planning Policies

The strategic planning framework for NSW has been broken down into District Plans relating to greater Sydney and Regional Plans which cover the remainder of the state.

Riverina Murray Regional Plan 2036

Berrigan Shire is included in the Riverina-Murray Region and within the Riverina-Murray Regional Plan 2036 ("the Regional Plan"). At the time of preparation, the Regional Plan is undergoing a periodic review, though it is expected that the substantive strategies and the effects on land use will be relatively similar.

The Riverina Murray Regional Plan 2036 is the overarching guide to land use planning in the area. The four major, regionally focussed goals are:

- A growing and diverse economy
- A healthy environment with pristine waterways
- Efficient transport and infrastructure networks
- Strong, connected and healthy communities

The identified priority actions from the Regional Plan for Berrigan Shire are considered to be:

- Identify opportunities for strategic investment and job creation.
- Partner with government and industry to renew and promote the development of council-owned land and assets.
- Develop and promote Berrigan Shire's regional transport and freight infrastructure.
- Protect the water quality and aesthetic values of the Murray River.

Draft Riverina Murray Regional Plan 2041

At the time of preparing this Report, the Riverina Murray Regional Plan is being reviewed and updated. The draft Plan is not yet on public comment however summary strategies have been identified and responded to by Council.

The draft regional plan also recognises other government strategic work undertaken in recent years, such as the Regional Economic Development Strategies, the NSW 2040 Economic Blueprint, Regional Water Strategies, State and the future Regional Transport Plan, renewable energy zones, regional housing reviews and policies and as well as many others.

The regional plan does not intend to duplicate NSW Government priorities, strategies or guidelines, rather it complements them with land use responses to aid in their delivery. The plan also supports the land use planning undertaken by councils and development proponents in the region.



Local Statutory and Strategic Context

Local land use planning is generally administered by LEPs, and supported by Development Control Plans (DCP).

Local Environmental Plan

A Local Environmental Plan is a type of Environmental planning instrument (EPI) and a statutory plan. It is one of primary planning tools for a Local Government Area (LGA) which sets out the planning regulations as well as the criteria to assess any proposed development. It is written in a standardised format, common to all LGAs across New South Wales.

The LEP is an instrument where strategic intent is applied. It is informed by a range of planning strategies and seeks to provide quantifiable criteria the whole community can understand and apply to their individual circumstances.

Berrigan Local Environmental Plan 2013 ("the LEP") was gazetted on 4 October 2013, replacing the previous Berrigan Local Environmental Plan 1992 ("the LEP 1992"). While in operation, the LEP has been amended on 5 occasions to either amend the land use zone, change permissible uses in the zone or to add a heritage item.

A key outcome of this Strategy is to review the currency of the LEP controls and make recommendations for changes where appropriate.

Development Control Plan

The Development Control Plan (DCP) is a non-statutory document produced by each LGA that that guides and facilitate development. The DCP contains local planning rules, developed by individual Councils, and assists in providing certainty on the aims and objectives set out in the EPIs

Unlike the SEPPS and LEP, The DCP is not a legally binding document and cannot be "enforced." Regardless, it is a fundamental part of the suite of documents that inform land use planning in NSW. As part of this LEP review process, the DCP is not being reviewed.

The Berrigan Shire DCP 2014 contains additional matters that are required to be considered for developments to reflect the objectives of the Environmental Planning & Assessment Act 1979, assist in the administration of the LEP and to provide good planning outcomes for development in the Shire.

Development Contributions Plan (2017)

Local contributions plans levy new developments to contribute to infrastructure and other community costs. The Berrigan development contributions plan was last amended in 2017.

Following the NSW Productivity Commission's "Review of Infrastructure Contributions", changes to the system will be progressively rolled out throughout the state in the coming years.

Berrigan Shire Land Use Strategy

The Berrigan Shire Land Use Strategy was completed in 2018 and considered town strategies, rural land use and tourism land use.

The structure plans for the four townships, Berrigan, Finley, Tocumwal and Barooga are quite contemporary. Extensive community consultation was undertaken between 2015 and 2018 when each was prepared and can be considered well researched and current visions for the respective townships.

This strategic context report will further consolidate the land use strategy by considering the most current demographic research and projections, regional strategic priorities and relevant planning policy.

Economic and Industry Development Strategy

The primary aim of the Berrigan Shire Economic and Industry Development Strategy is to "develop a framework for Council to assist business and industry to develop further."

The strategy identifies opportunities and constraints for the community and the businesses operating within it to thrive.

From a land-use planning perspective this means ensuring the townships and places are structured to support "diverse and resilient business".

Berrigan Shire Tourism Strategy

The Berrigan Shire Tourism Strategy sets out the shire's key attractions, and actions to build the industry. Tourism and related industries such as accommodation, retail and food were hugely impacted by COVID and are slowly recovering.

The tourism strategy framework broadly aligns with the four major goals of the 2027 Community Strategic Plan.

Council is seeking to balance the provision and maintenance of infrastructure with events that attract large groups of people, such as:

- Tocumwal Air Show
- Strawberry Fields.
- Sporting events
- Golf
- Tocumwal and Barooga Foreshores
- Murray River and environs
- National Parks



Local Statutory and Strategic Context

Berrigan Shire Local Strategic Planning Statement (LSPS)

As of 2018, all LGAs throughout NSW must prepare and endorse a Local Strategic Planning Statement (LSPS). The LSPS is a unifying strategic document that brings together the planning priorities and planned actions for a particular LGA. Importantly, the priorities and actions outlined in the Berrigan LSPS help to shape the LEP and this review.

The Berrigan Shire Local Strategic Planning Statement 2020 (LSPS) sets out a 20 year vision for land use planning throughout Berrigan Shire. It seeks to balance the principles and objectives of the higher order regional strategies with local plans and provide a contextual future-driven approach to planning within the Shire.

Berrigan Shire's LSPS has outlined some of the fundamental planning and land use issues that the region faces. It will align with strategic objectives from guiding documents and legislation.

LSPS Planning Priorities

- Agriculture and Agribusiness**
- Enabling Infrastructure**
- Transport and Logistics**
- Visitor Economy**
- Urban Amenity**
- Protect and Enhance Cultural and Natural Assets**



Berrigan Shire 2027 Community Strategic Plan

The Council endorsed 21 June 2017 our communities 10-year environmental, economic and social vision and plan: Berrigan Shire 2027.

Developed to meet New South Wales Local Government Integrated Planning and Reporting requirements the Shire's Community Strategic Plan Berrigan Shire 2027 describes the actions our communities, local business and other stakeholders will take to realise the Berrigan Shire 2027 vision:

"In 2027 we will be recognised as a Shire that builds on and promotes our natural assets and advantages to create employment and economic activity to attract residents, families and tourists."

Strategic Outcomes

- Sustainable Natural and Built Landscapes**
- Good Government**
- Supported and Engaged Communities**
- Diverse and Resilient Business**





Berrigan Shire History

Administrative History

Berrigan Shire Council was constituted on 7 March 1906 with the initial meeting of the temporary Council held in the local Court House on 13 June 1906. The first meeting of the Council was held on Friday 30 November 1906.

The Shire comprises an area of and includes the four townships of Barooga, Berrigan, Finley and Tocumwal.

Though the shire of Berrigan was established in 1906, European settlements, principally Tocumwal, Barooga, Berrigan and Finley were established well prior in the 1840s.

Historically, the population of the area fluctuated with the circumstances of climate, rainfall and water availability. Increasingly sustained populations were supported by railways (early 1900s), and more crucially for the region, agriculture supported by irrigation established in the 1930s, and substantially expanded in the 1960s



Evidence Base

Demographics

Population

Migration

Housing

Socio-economics

Employment





Population

The Berrigan LGA supports an estimated residential population of 8,665 people with an almost even split between males and females of 50.82% and 49.18% respectively.

Berrigan Shire's population is concentrated in the four townships of Berrigan, Finley, Tocumwal and Barooga.

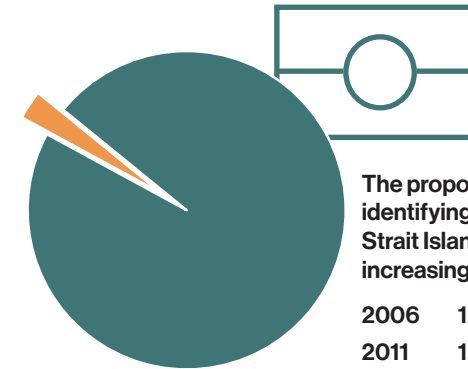
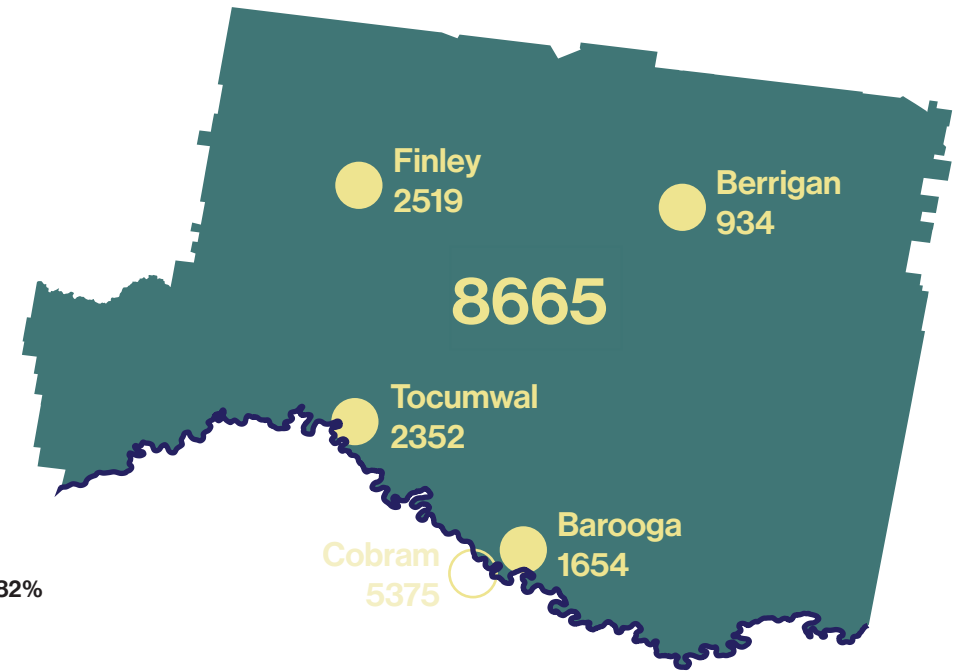
Of the total population, 3.1% of the Berrigan Shire identified as Aboriginal and Torres Strait Islander.

The population is projected to continue growing at a steady rate, estimated to reach almost 10,000 people by 2036.

The makeup of that growing population, their preferences and requirements will inform land use planning strategies and this LEP review.

The population forecast of an increase in Berrigan Shire will not be evenly distributed. The majority of future residents are expected to settle closer to the Murray for the lifestyle, the environment, access to regional Victoria, employment, services, healthcare and amenity.

This puts pressures on an area that is environmentally fragile and needs to be protected. It will be important to balance the residential growth and tourism pressures with the economic potential of the land for agriculture and importantly the ability of the environment to thrive under the pressure of those activities.



The proportion of the population identifying as Aboriginal or Torres Strait Islander has been steadily increasing - to 3.1% in 2021

2006	1.3%
2011	1.92%
2016	2.34%
2021	3.1%



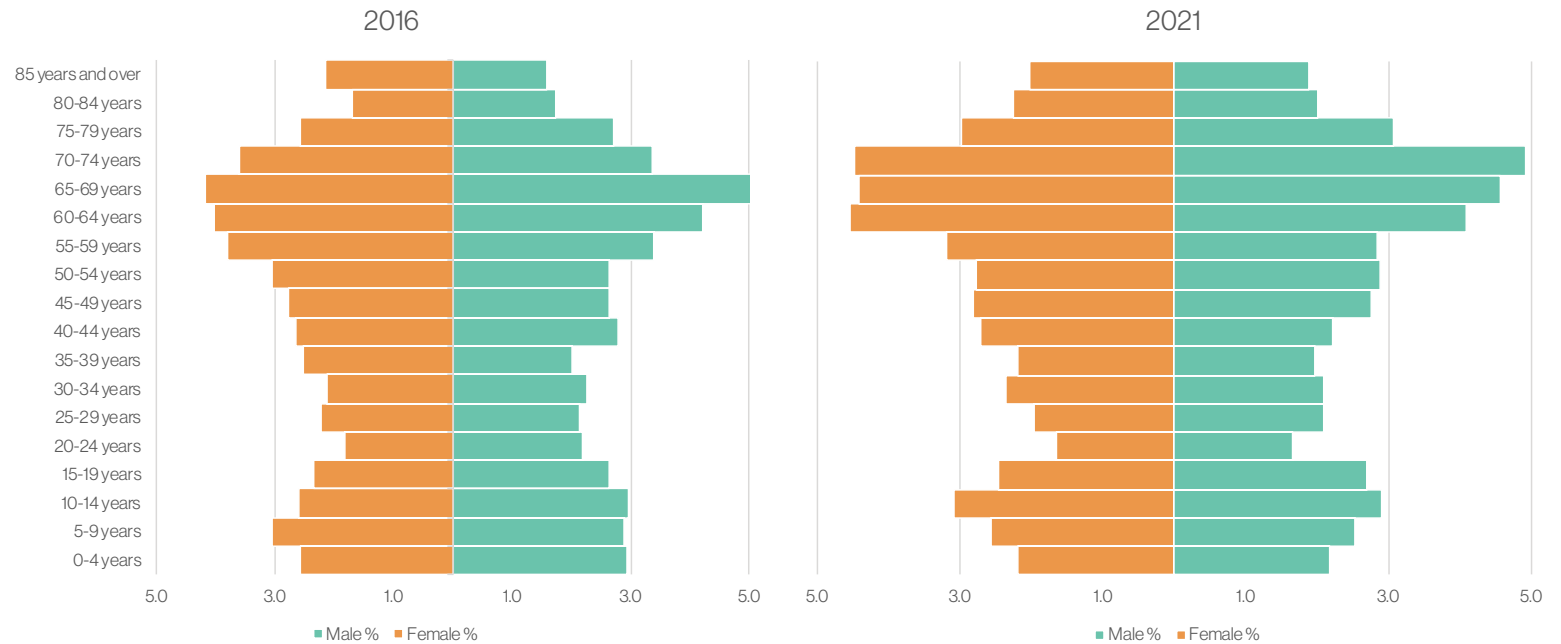
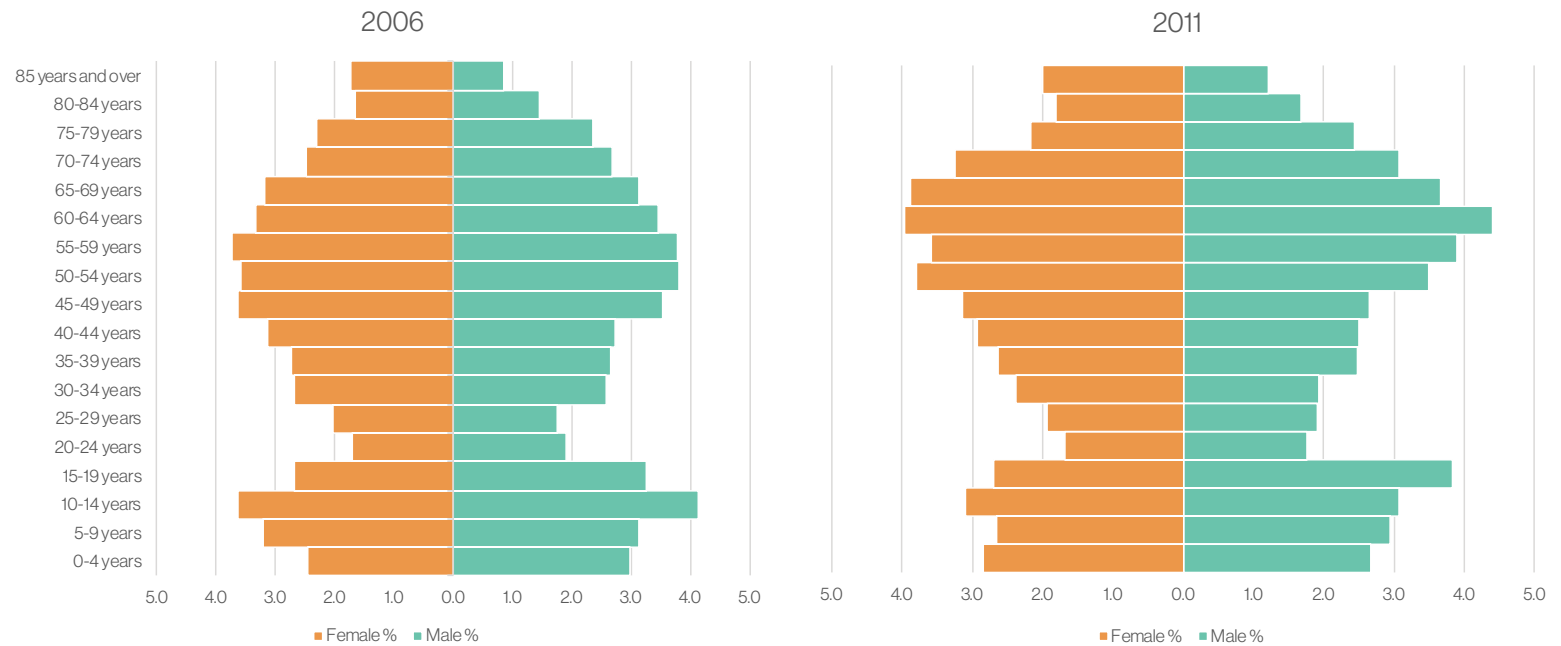
Population Changes

Overall, Berrigan Shire's population has been growing fairly consistently, despite some fluctuations, though the rate of change has slowed in the past ten years.

Early demographic research on the effects of COVID are that regional populations have experienced net growth.

The demographic profile of Berrigan is changing, particularly a shift in age distribution toward an aging population, which is a trend not uncommon to regional Australia.

Shown in the series of Population Pyramids, Berrigan Shire has an aging population, which will affect community requirements for healthcare, amenity and land use planning.





Population Migration

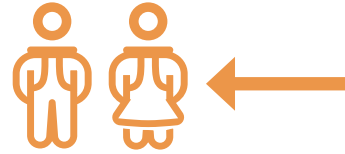
Migration patterns show age groups 55 years and over migrating to Berrigan Shire. Older people are aging in place as well as moving to Berrigan.

A loss of young adults (18-25 year cohort) is the most significant outward migration trend, which may reflect a lack of opportunity, employment or education. Again, the effects of COVID may be felt here – while net population will likely increase, it may not address the reasons that particular cohort chooses to leave.

While young family groups are slightly declining across the shire, they are notably moving to areas in the south near Tocumwal, Barooga and the Murray River. This popularity can be expected to continue and land use pressures increase nearer the Murray River.

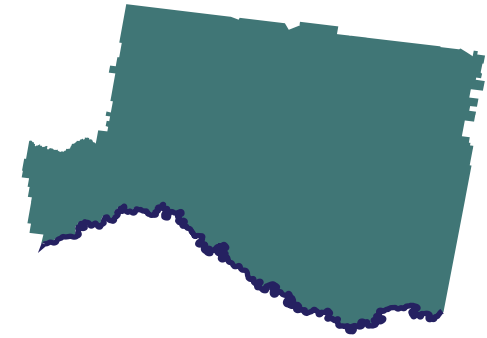
Outward migration

18 to 24 years

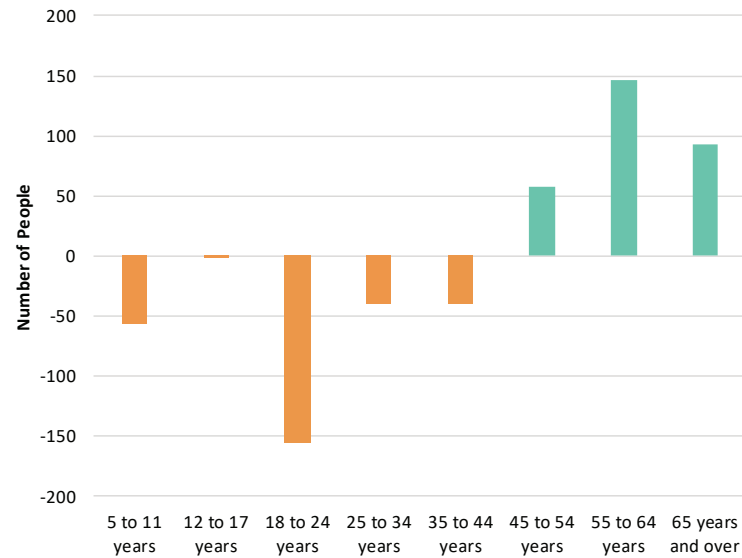


Inward migration

55+ years



Net migration by Age Group (2021)





Population Forecast

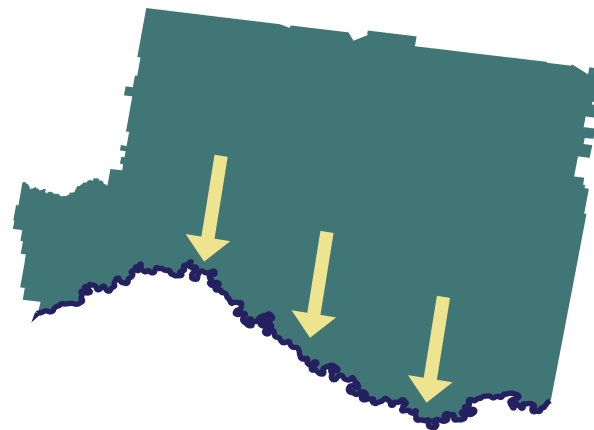
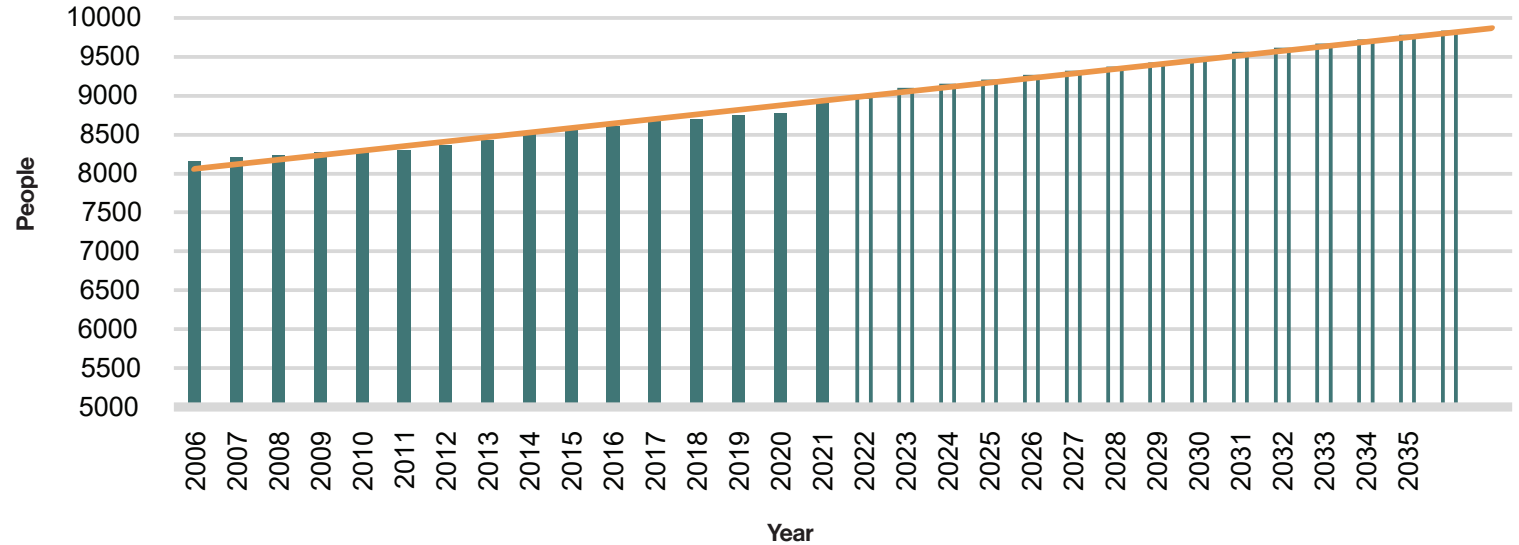
The population forecast of an increase in Berrigan Shire will not be evenly distributed.

The vast majority of future residents are expected to settle closer to the Murray for the lifestyle, the environment, access to regional Victoria, employment, services, healthcare and amenity.

This puts pressures on an area that is environmentally fragile and needs to be protected. It will be important to balance the residential growth and tourism pressures with the economic potential of the land for agriculture and importantly the ability of the environment to thrive under the pressure of those activities.

The largest increase to 2026 is expected to be in ages 75-79. The largest age group in 2026 is expected to be 65-69 (736 persons)

Population Forecast (LGA)



Population pressure is expected to be greatest towards the Murray River



Age group 75-79 is expected to experience the largest increase by 2026



Housing

Housing is one of the most influential factors in determining how the planning instruments should be framed for the future.

Demand for housing is high in the main townships (Barooga, Berrigan, Finley and Tocumwal) with particularly strong demand for rental stock and affordable housing. Housing activity is not necessarily a result of historical planning or decisions made by Council though is more likely linked to larger scale migration flows locally, regionally and nationally.

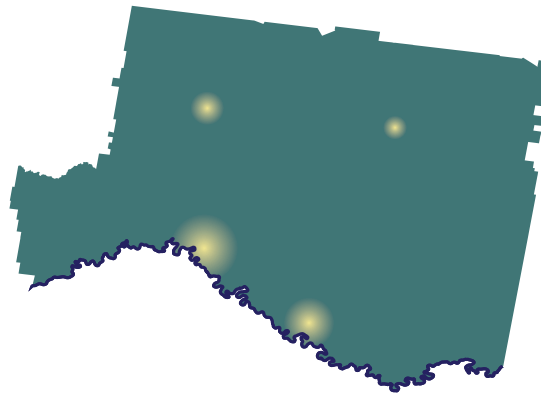
The changes to the makeup of the population will place significant demands on housing stock in the future, particularly;

- The capability of the existing dwelling types to cater to changing household types
- The rise of lone person households
- Smaller family units and one parent families
- Housing stock suitable for an aging population
- The suitability of the minimum lot sizes, and lack of medium density developments

At the 2016 Census, there were 4,450 occupied private dwellings recorded in Berrigan Shire: 85.3% were separate houses, 3.3% were semi-detached, row or terrace house, townhouse etc, 7.8% were flat, unit or apartment and 3.6% were other dwellings.



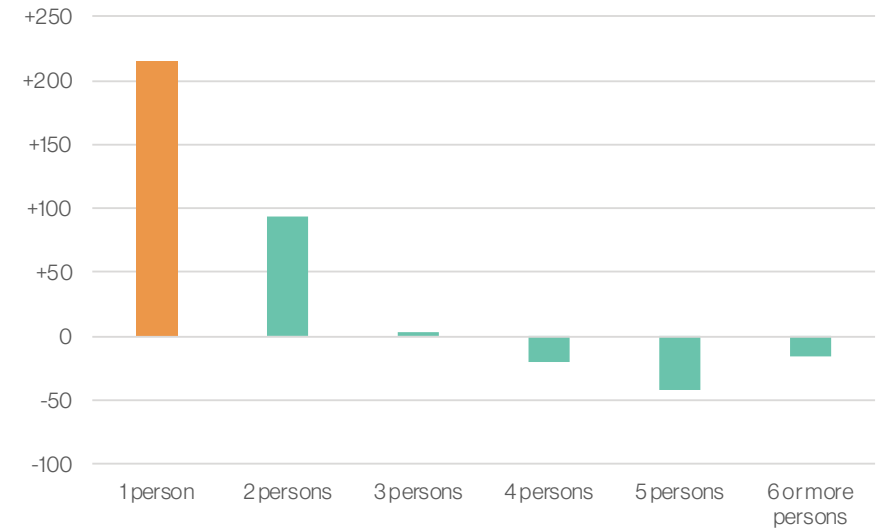
Lone person households have grown by over 200 households between 2006 and 2021



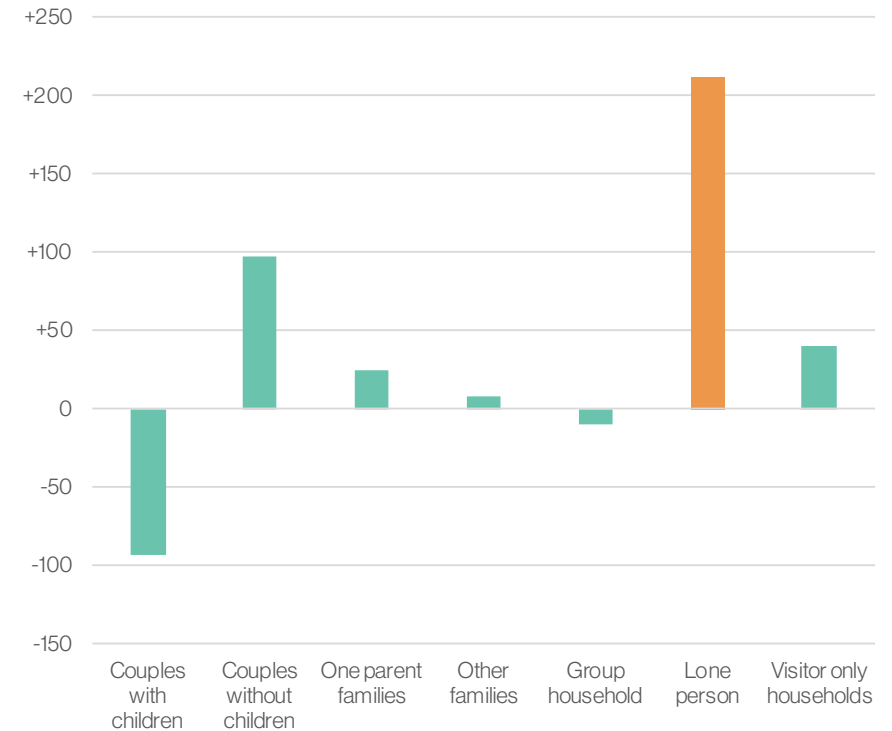
Changes in 'older lone persons' between 2011 and 2016 show that cohort is concentrating around the four townships, particularly toward Tocumwal and Barooga.

The other recent change worth noting is the rise in 'visitor only' households, indicating an increase in dwellings used for short term and holiday accommodation

Change in Household Size 2006 to 2021



Change in Household Type





Housing

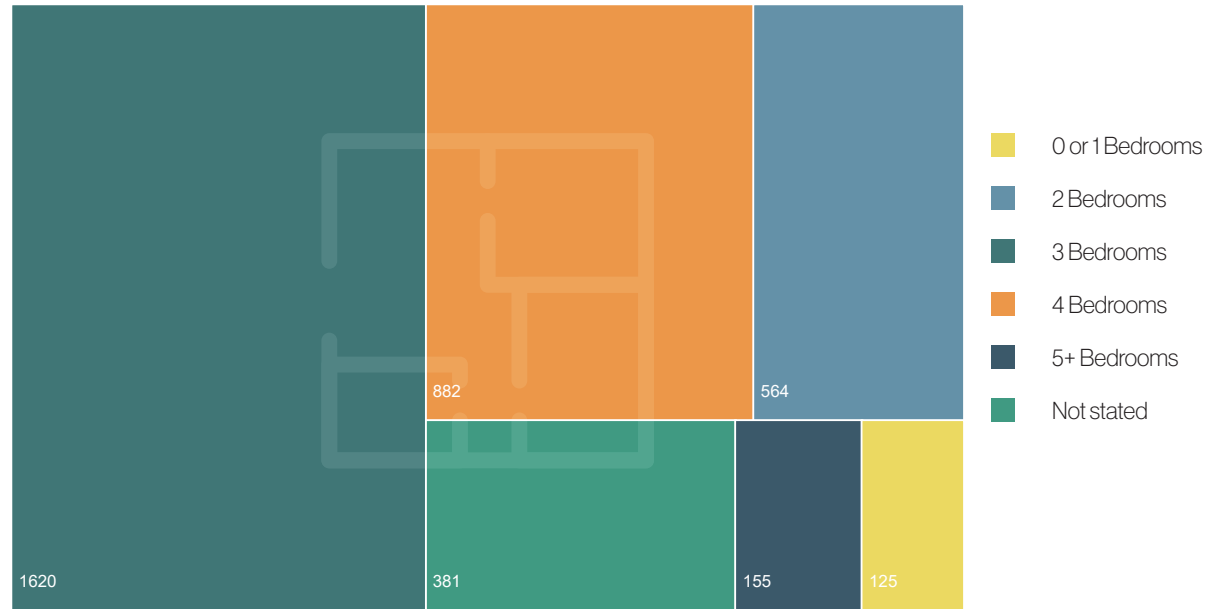
In Berrigan Shire, the dominant housing type is detached three-bedroom dwelling.

There is also a higher proportion of 2 and 4 bedroom houses, with very few 1 bedroom dwelling sizes noted in the Shire.

At the time of the 2016 census – there were 850 lone person households, residing in separate dwellings. In 2021, of a total of 3894 private dwellings, 524 are considered unoccupied – 13.46%

The change in population has occurred relatively rapidly compared to the pace of construction, housing turnover and urban development throughout Berrigan Shire.

Bedrooms per Dwelling



Dwelling Structure





Housing Tenure

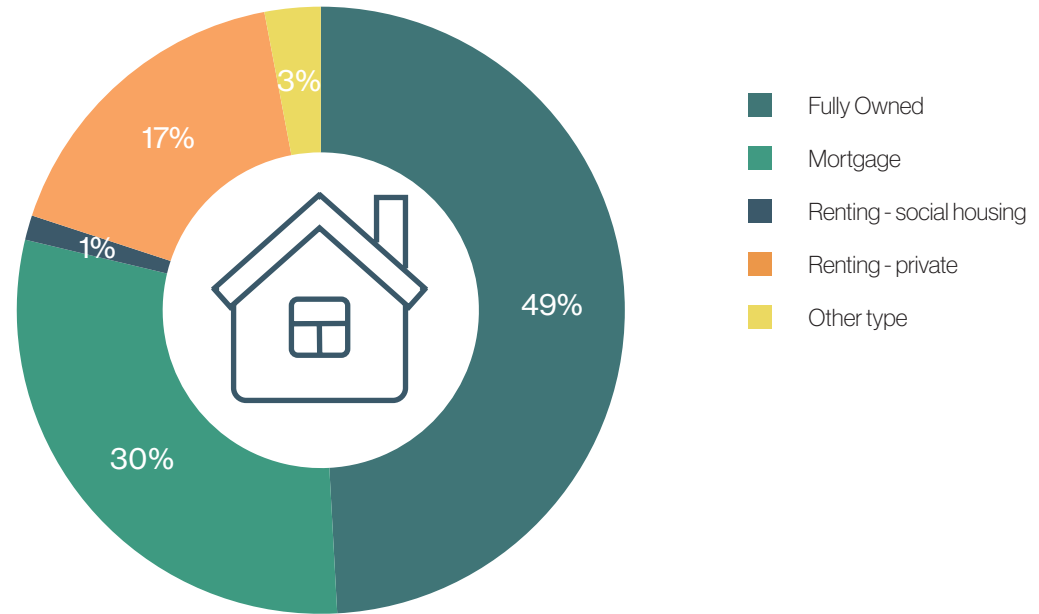
Due to the low population numbers, it can be hard to identify clear trends in housing tenure, though it may be instructive to analyse them in conjunction with population dynamics.

Changes between 2006 and 2016 show the number of fully owned properties has increased, and mortgages has increased.

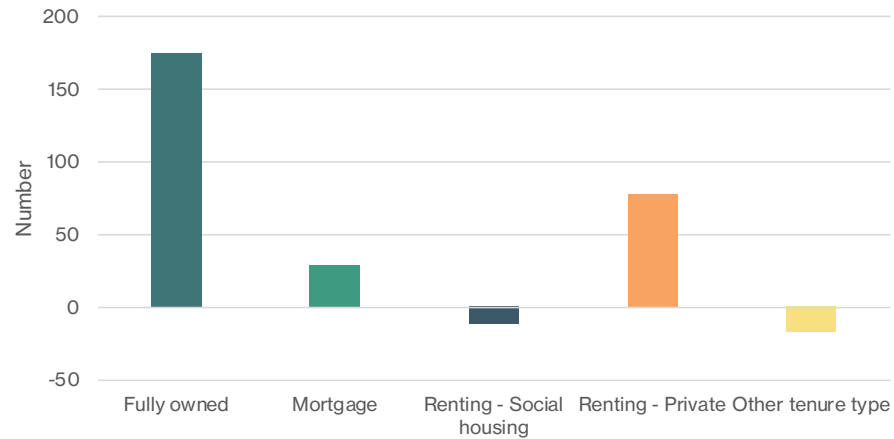
A substantial rise in renting, as well as a decline in social housing,

Factoring in an ageing population, security of tenure for older cohorts may be an area of concern for the future.

Housing Tenure 2021



Change in Housing Tenure 2006-2016





Housing Sales + Rentals

Access to affordable housing is perhaps as important culturally as it is economically, in Australian society.

As a fundamental human right, housing is important for shelter as well as security. This often clashes with property's standing as asset class, due to its potential for capital gains.

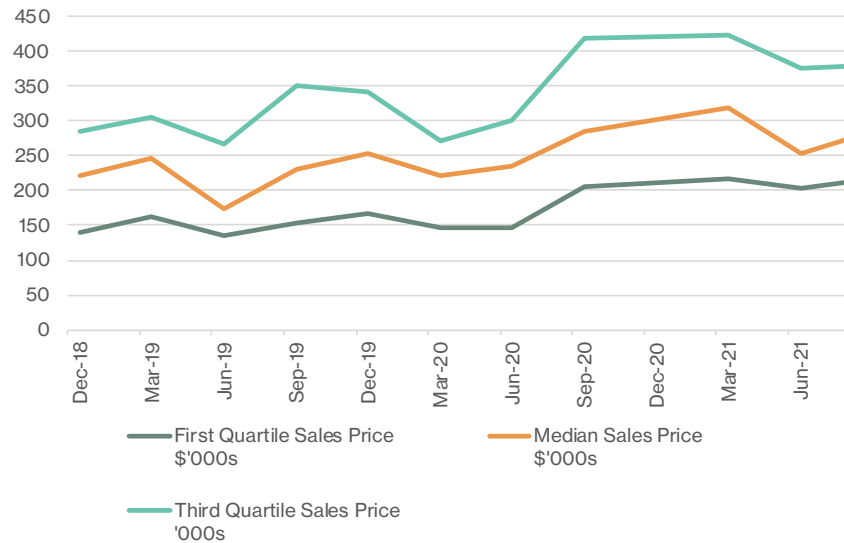
Within Berrigan Shire, house prices have risen over the past few years, which also has flow on effects to rental markets.

The number of houses sold per month is increasing steadily, particularly since the periods of COVID lockdowns.

The increase of renting throughout Berrigan Shire as a proportion of housing tenure is rising as well as the cost to rent those houses.

Figures held by the NSW Dept of Communities and Justice show what while the number of new bonds are decreasing the total number of bonds held is increasing which is an indicator that people are staying in their rental properties, and there is less housing stock available for rent.

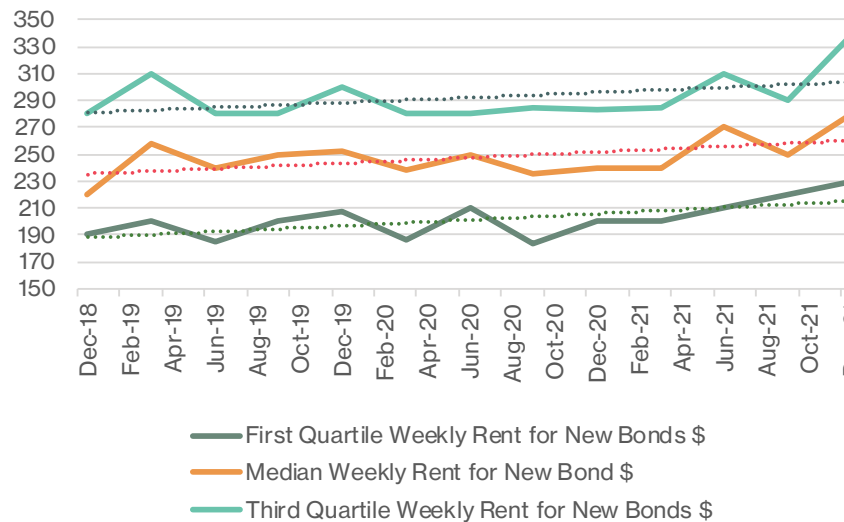
Housing Sales Prices 2018 - 2021



House Sales



Weekly Rental Prices 2018 - 2021



New Rental Bonds Lodged are Decreasing

Total Rental Bonds Held are Increasing



Indicating less rental properties available to lease



Employment + Socio-Economics

The Agriculture, Forestry and Fishing sector has for a long time been the most populous employer in Berrigan, though this is steadily declining.

The reasons for this include:

- Farm lot consolidation
- Decrease in the proportion of irrigated land, requiring less employees.
- General improvements in technology and efficiency

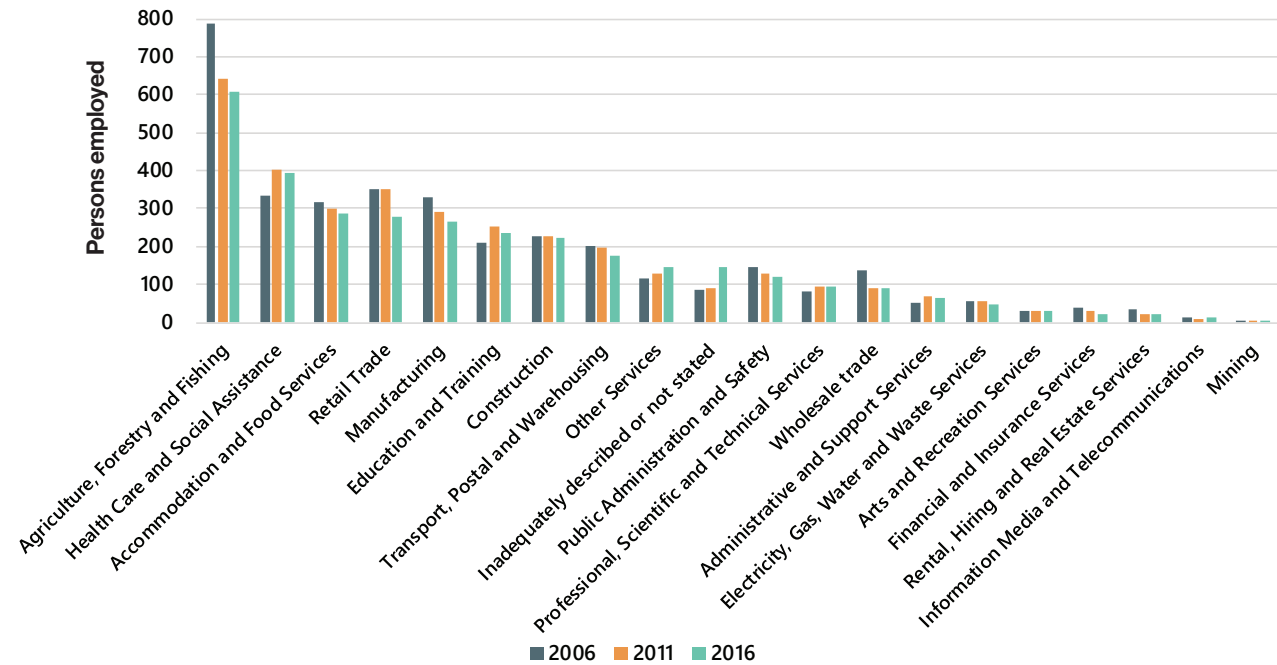
Just as agriculture is declining, there has been an emergence of other industries including Health Care and Social Services, Professional and Domestic Services and Accommodation and Food Services (which have been heavily impacted by COVID).

Where people are employed has an impact on land use planning. The emerging industries benefit from co-location with other amenities and services in town centres.

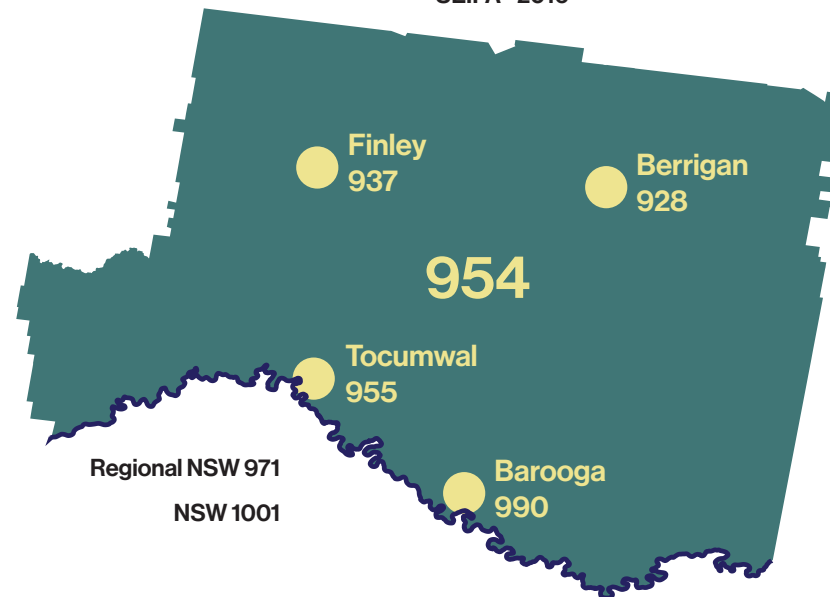
The Socio-Economic Indexes for Areas (SEIFA) is a measure of relative advantage and disadvantage. It's not an absolute figure and can be a good indicator of accessibility to employment, education, amenity, healthcare, higher order regional towns, or where funding might be required.

Berrigan Shire is relatively disadvantaged compared to Regional NSW and the whole state of NSW and there is also some variation within the shire. The townships of Barooga and Tocumwal score higher (more advantaged) according to this measure, compared to Finley and Berrigan.

Employment Fields (2006 - 2016)



SEIFA - 2016



Jobs in
health care
and social
assistance



Jobs in
agriculture,
forestry and
fishing

Land Use + Zoning

Land Use Zoning

- RU1** Primary Production
- SP2** Infrastructure
- W2** Recreational Waterways
- C1** National Parks + Nature Reserves
- C3** Environmental Management
- E4** General Industrial
- RU5** Village
- R5** Large Lot Residential



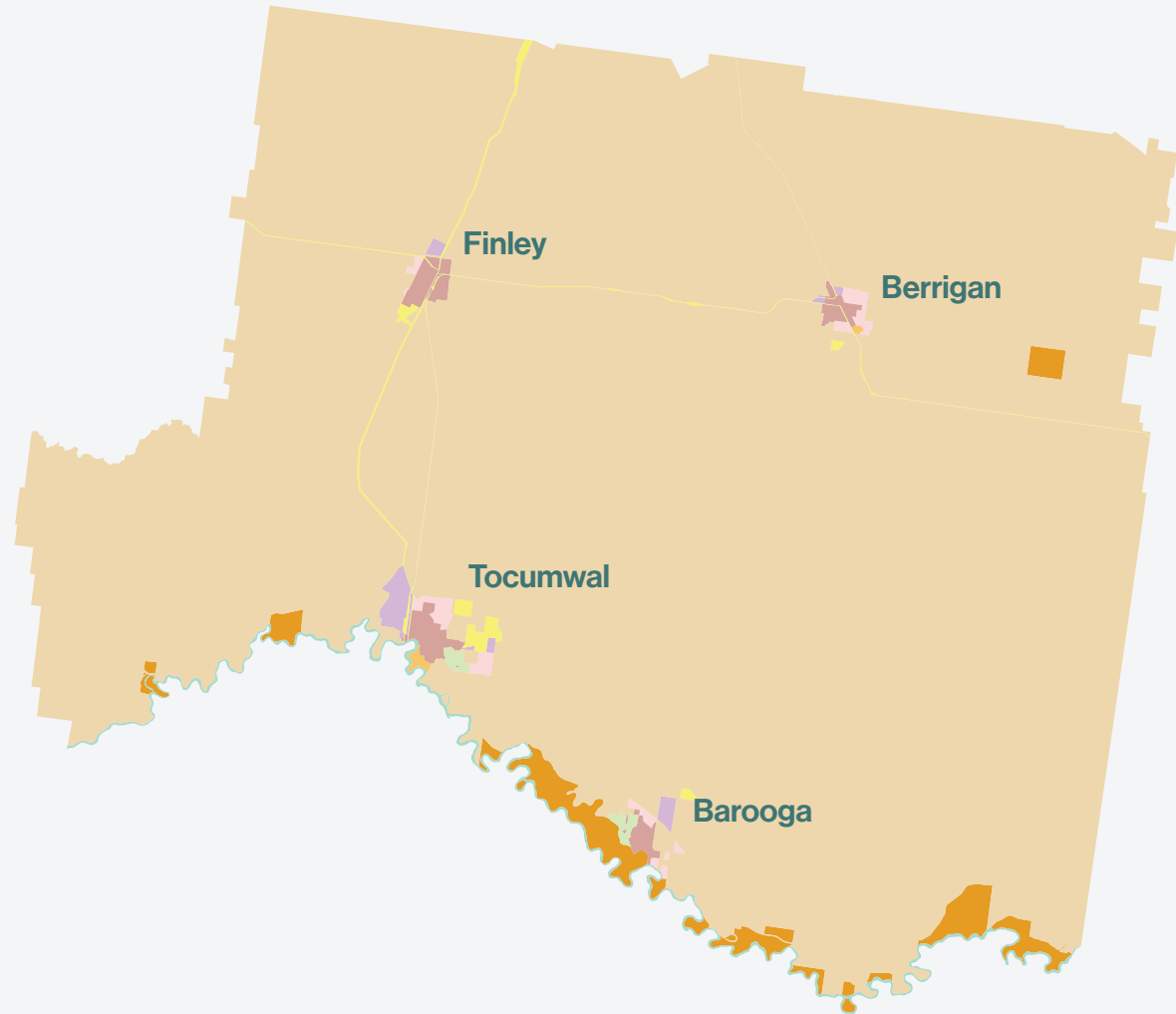


Land Use Zoning

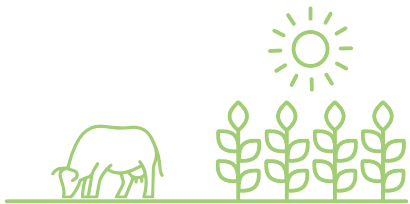
95.54% of the land throughout Berrigan Shire is zoned for Primary Production, reflecting the importance of agriculture to the shire.

The four towns of Berrigan, Finley, Barooga and Tocumwal contain the vast majority of people, businesses, amenity and community facilities, and are each zoned RU5 Village. As such, these towns can represent the most densely populated and competed areas of study.

As each of the towns continue to grow, part of this strategy seeks to investigate more 'discretionary' zoning through the introduction of commercial and mixed use zones in areas of high amenity and accessibility.



- | | | |
|---|--------------------------|-----------------------------|
| C1 - National Parks and Nature Reserves | RE2 - Private Recreation | W2 - Recreational Waterways |
| C3 - General Industrial | RU1 - Primary Production | |
| IN1 - General Industrial | RU5 - Village | |
| R5 - Large Lot Residential | SP2 - Infrastructure | |



RU1 - Primary Production

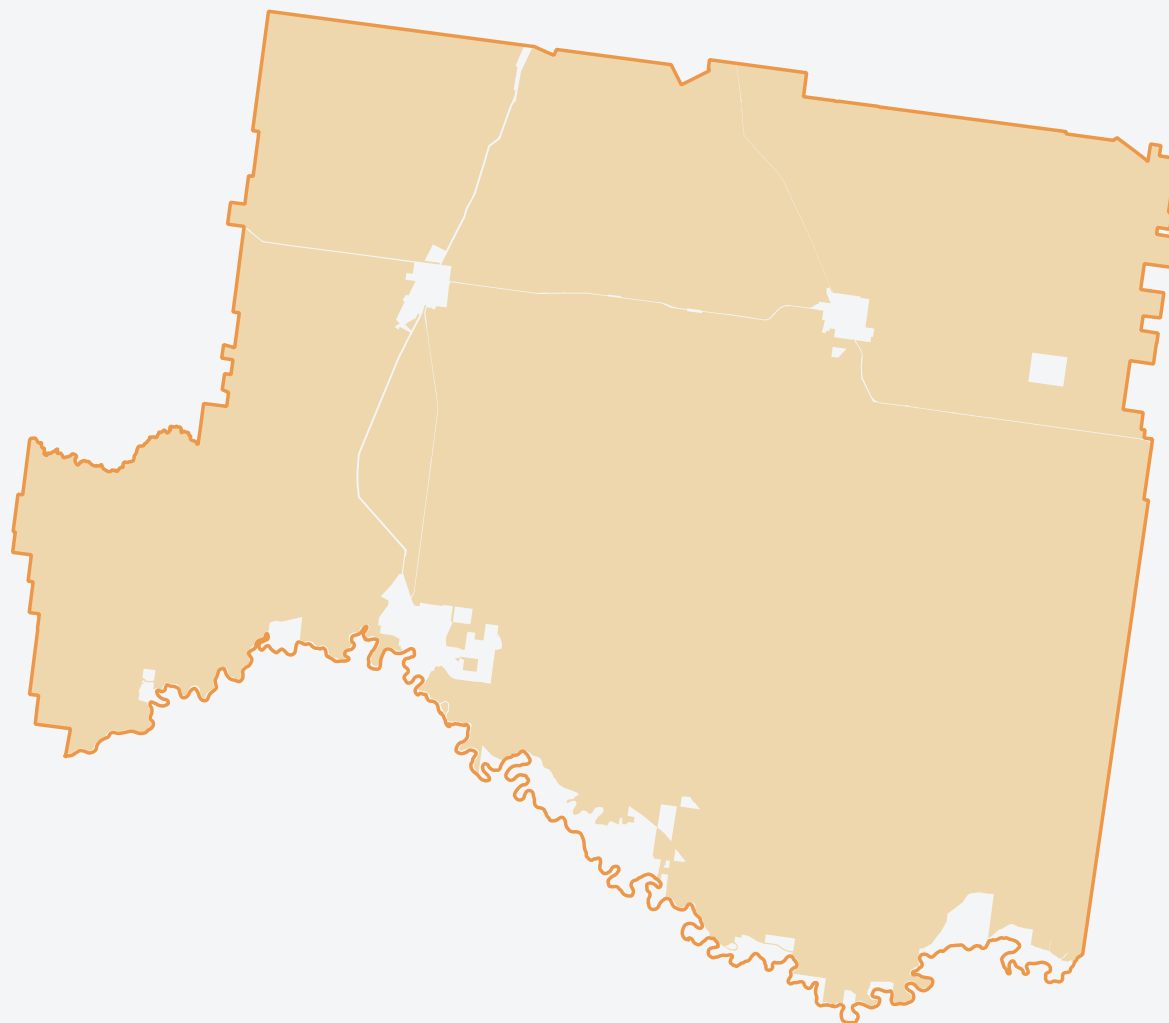
The RU1 Primary Production zone represents the areas of the Shire which are intended for use as primary industry production, including extensive agriculture, intensive livestock and intensive plant agriculture, aquaculture, forestry, mining and extractive industries. The zone is aimed at utilising the natural resource base in a sustainable manner.

The zone is not a default zone for non-urban land. The zone is allocated to land where the principal function is primary production.

Primary Production forms 95.52% of the zoned land throughout Berrigan shire. The vast majority of this land is used for agriculture, which is also the largest economic driver in Berrigan Shire, underlining its importance for both land use and the local economy, employment

In absolute numbers, agriculture is the largest employer in the LGA, though it is declining as farms consolidate and become more efficient.

Agriculture and Agribusiness are Planning Priority 1 in the Berrigan Shire LSPS. Crucial issues that can be addressed in this review include safeguarding productive land from fragmentation and the encroachment of less productive land uses.



■ RU1 - Primary Production

— LGA Boundary



SP2 - Infrastructure

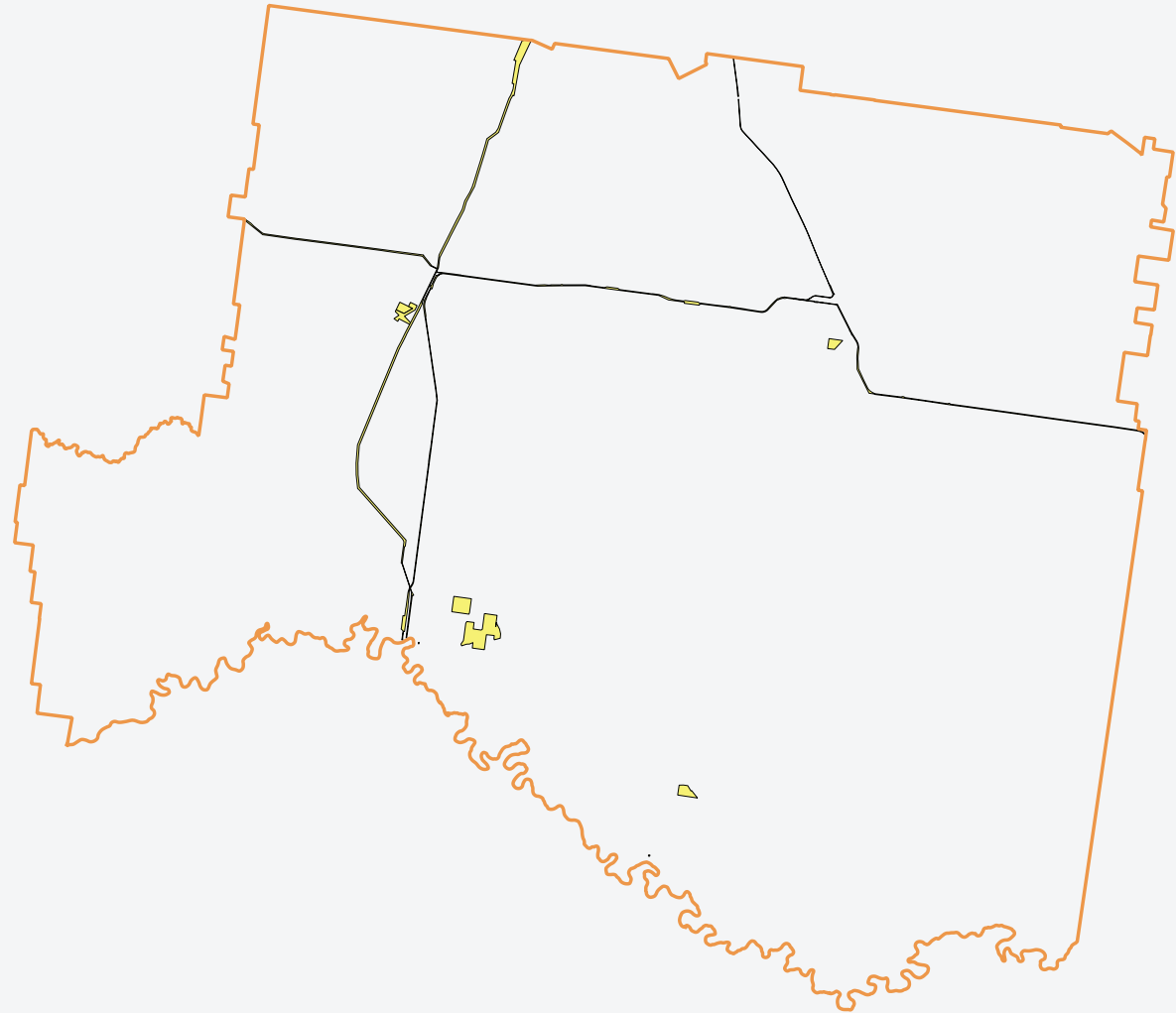
This zone generally applies to essential infrastructures, and includes the major roads, railway infrastructure, electrical and servicing facilities

The objectives of the zone are:

- To provide for infrastructure and related uses.
- To prevent development that is not compatible with or that may detract from the provision of infrastructure.

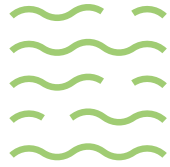
Land zoned for specific infrastructural uses throughout Berrigan support the following uses:

- Sewage Treatment
- Water Treatment Plants
- Rail
- Renewable Energy Production
- Airport, including the Tocumwal aerodrome
- Classified Roads (Federal, State roads)



■ SP2 - Infrastructure

— LGA Boundary



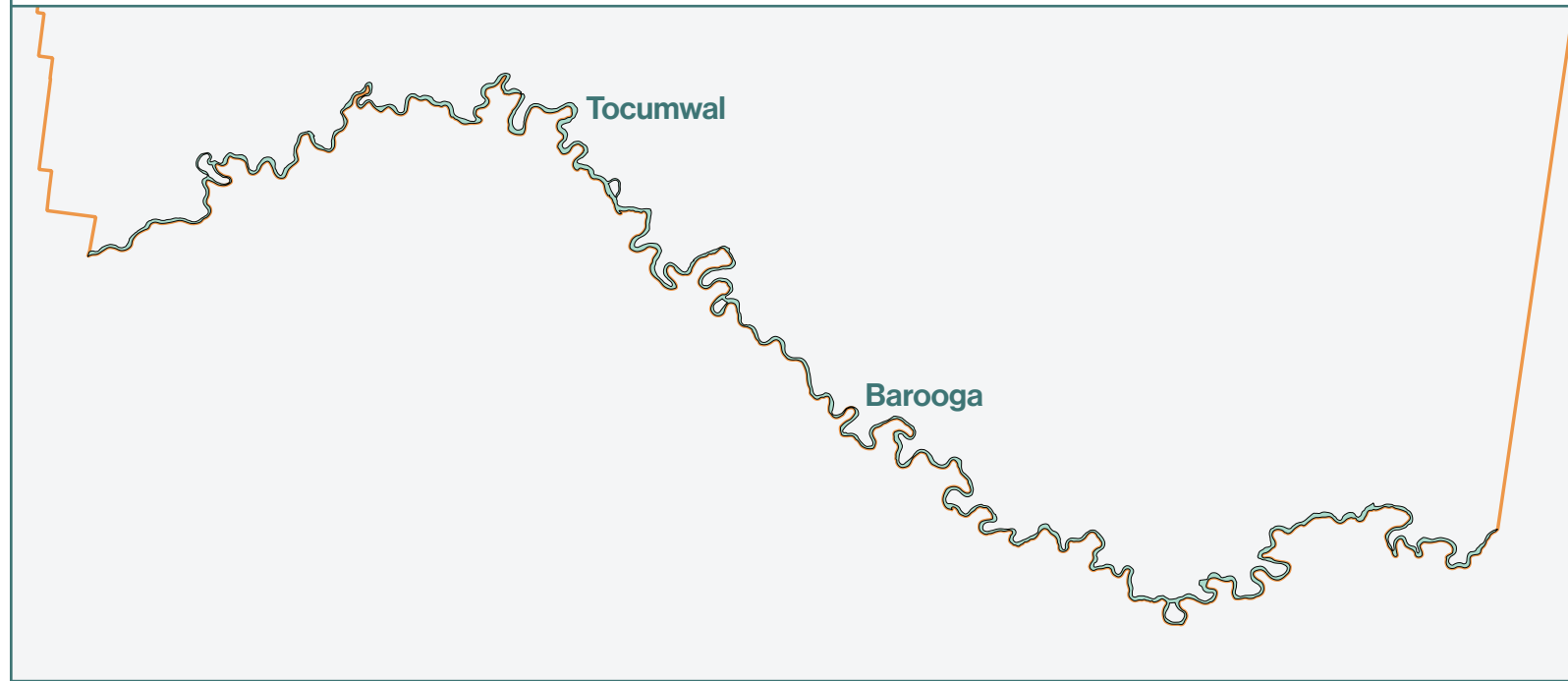
W2 - Recreational Waterways

Recreational Waterways include water-based recreation, boating and water transport, and development associated with fishing industries, such as natural water based aquaculture and recreational fishing.

In Berrigan Shire, this is the Murray River, which extends along the entire southern boundary of the shire and forms a major part of the cultural, tourism, environmental and economic identity of the region.

When zoning adjoining land, council must consider whether the land uses are compatible with uses in the waterway and should make sure that uses complement and support uses in the W2 zone where necessary.

Tocumwal and Barooga both adjoin the W2 zone and it will be important to consider the relationship between the W2, C1 zones, and inhabitable zones.



 W2 - Recreational Waterways

 LGA Boundary



C1 - National Parks + Nature Reserves

The C1 zone is generally intended to cover existing national parks and nature reserves, and new conservation areas proposed for reservation that have been identified and agreed by the NSW Government. All uses currently authorised under the National Parks and Wildlife Act 1974 will continue to be permitted without consent in this zone.

The Murray Valley National Park and Murray Valley Regional Park both sit within the Murray River environment and highlight its ecological importance to the area. Increasingly, it is becoming a more popular tourism destination which has steadily added to the pressures on land use and the fragile environment.



■ C1 - National Parks and Nature Reserves

— LGA Boundary

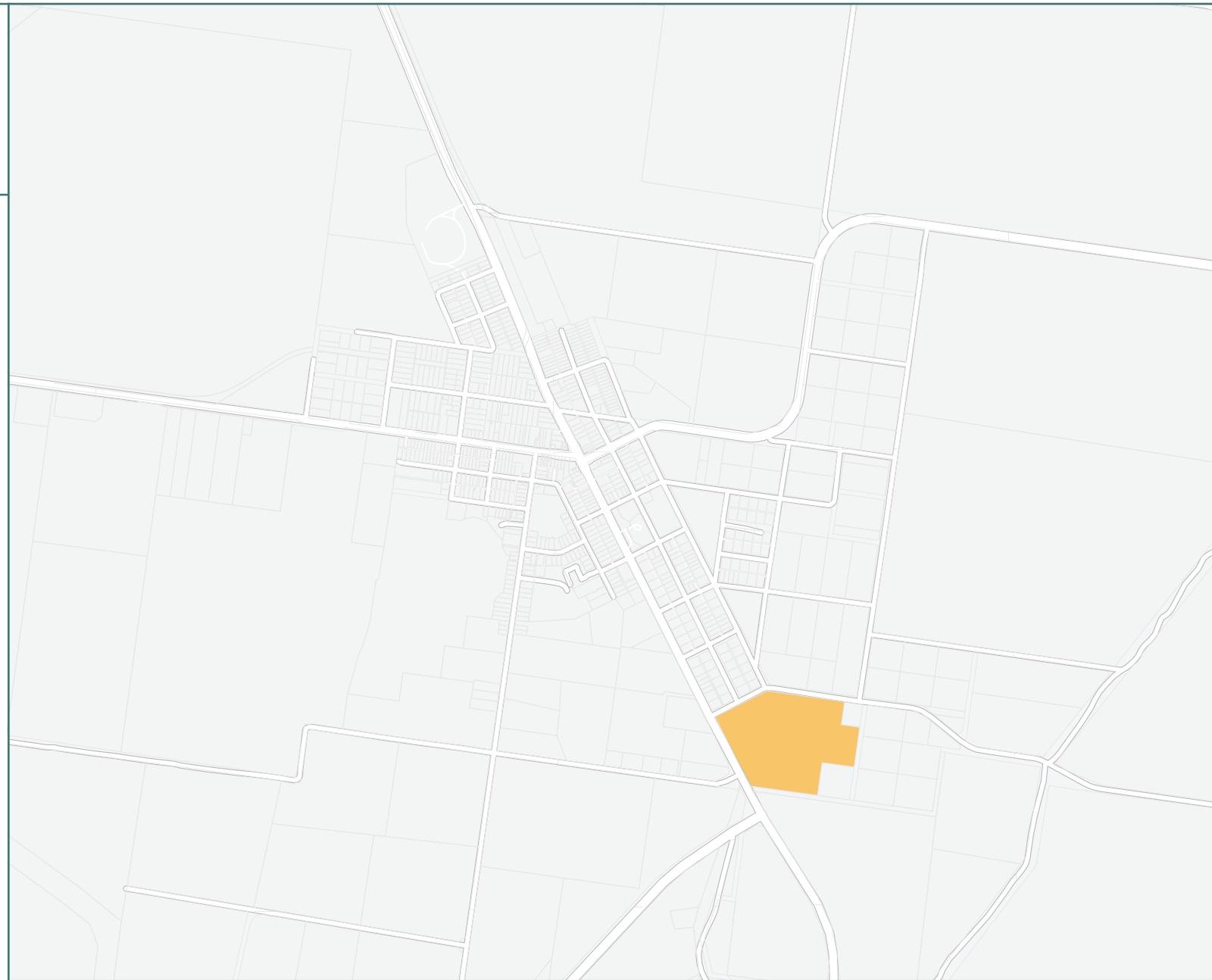


C3 - Environmental Management

The C3 zone is generally intended to be applied to land that has special ecological, scientific, cultural or aesthetic attributes, or land highly constrained by geotechnical or other hazards.

A limited range of development including 'dwelling houses' may be permitted, however, in both instances, (Tocumwal and Berrigan) the land is flood prone and likely not be suited for future development.

A flood study is being undertaken currently, in Berrigan Shire to better identify future flooding risks



 C3 - Environmental Management

Berrigan

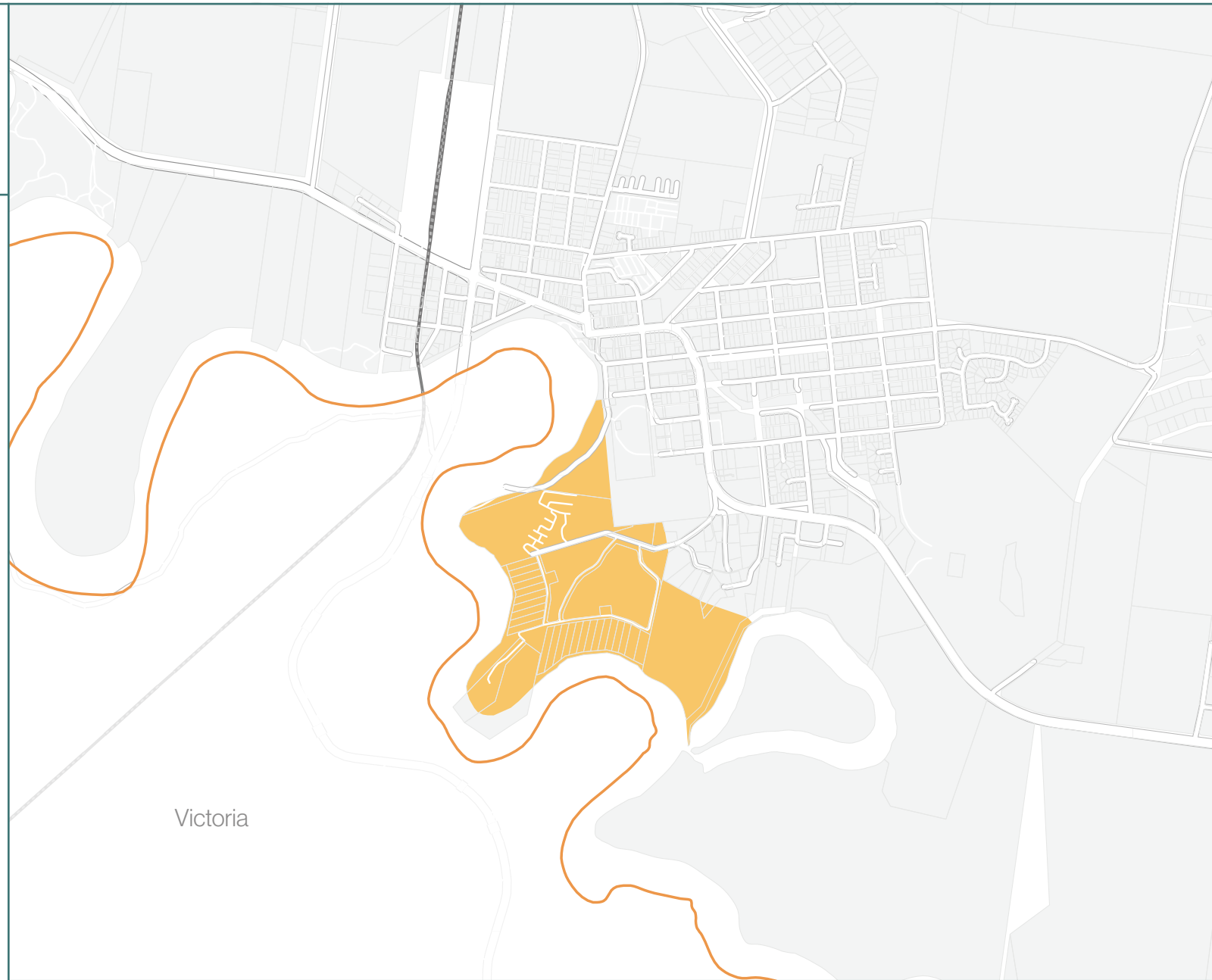




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-  C3 - Environmental Management
-  LGA Boundary

Tocumwal



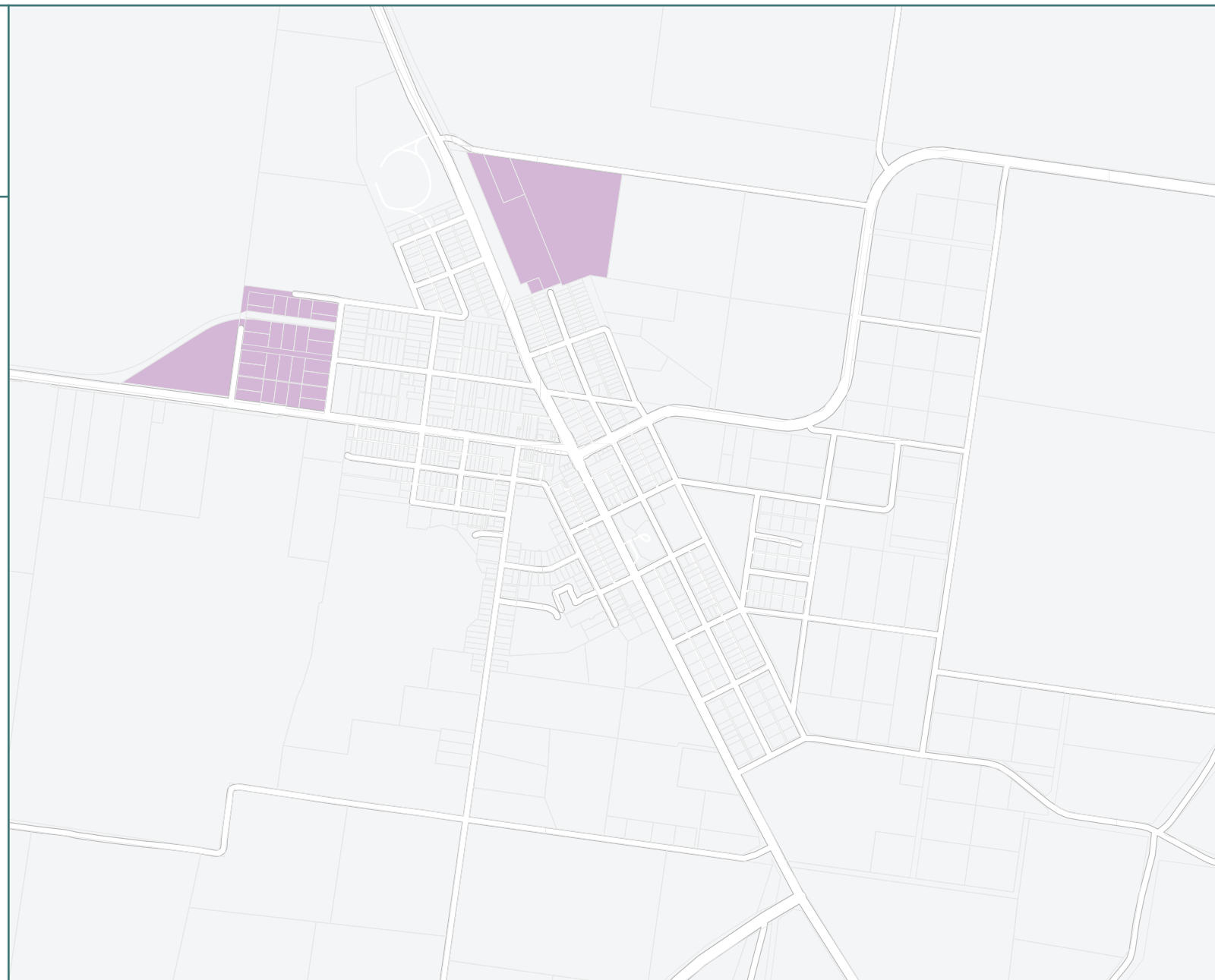
E4 - General Industrial - Berrigan

This zone is generally intended to accommodate a wide range of industrial and warehouse uses and includes 'general industry,' 'high technology industries,' 'industrial training facilities' and 'depots.' This zone is suitable where a council wishes to have a range of industrial land uses and other compatible land uses generally catered for in an industrial zone.

Each town; Berrigan, Barooga, Tocumwal and Finley contain peripheral industrial zones, which provide important opportunities for employment and economic growth.

Industrial land should be suitably separated from other uses to avoid adversely affecting amenity. Conversely, industrial zones need to be protected from encroachment by other uses that may be vulnerable to the noise or hazards that come with industrial land use.

Industrial Land Use is also firmly tied to transport networks to facilitate the efficient ingoing and outgoing of goods. Access to regional and strategic networks is paramount; and logically tends toward Finley and Tocumwal on the Newell and Riverina Highways.



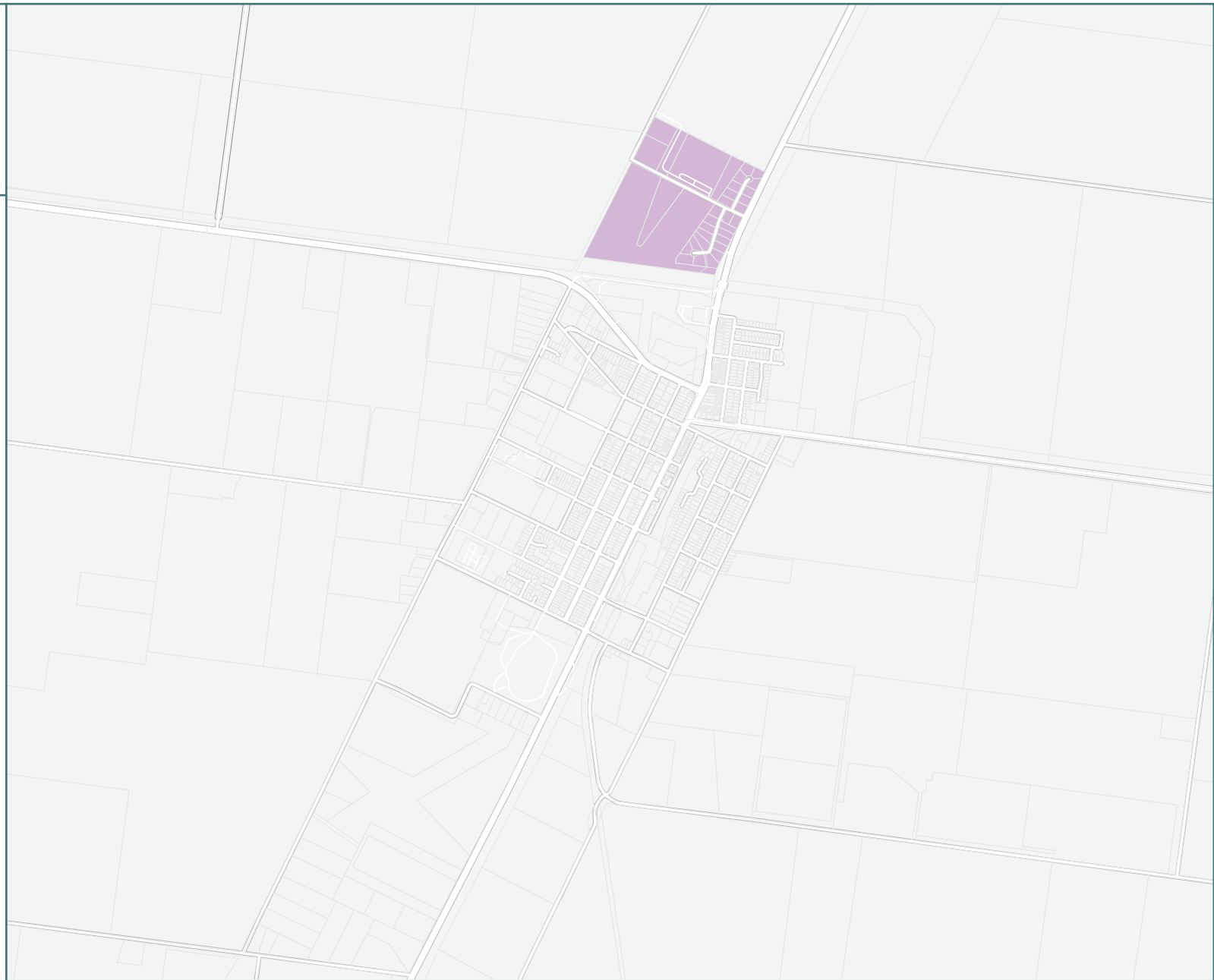
 IN1 - General Industrial



E4 - General Industrial - Finley

There is a strong demand for industrial land in Finley. The currently zoned lot is subject to competing interests, and is not a viable short term option for businesses wishing to operate in Finley.

Finley's location at the crossroads of the Newell and Riverina Highways make it an important place in the broader strategic road network, as well as a regional hub for local agriculture.



 IN1 - General Industrial



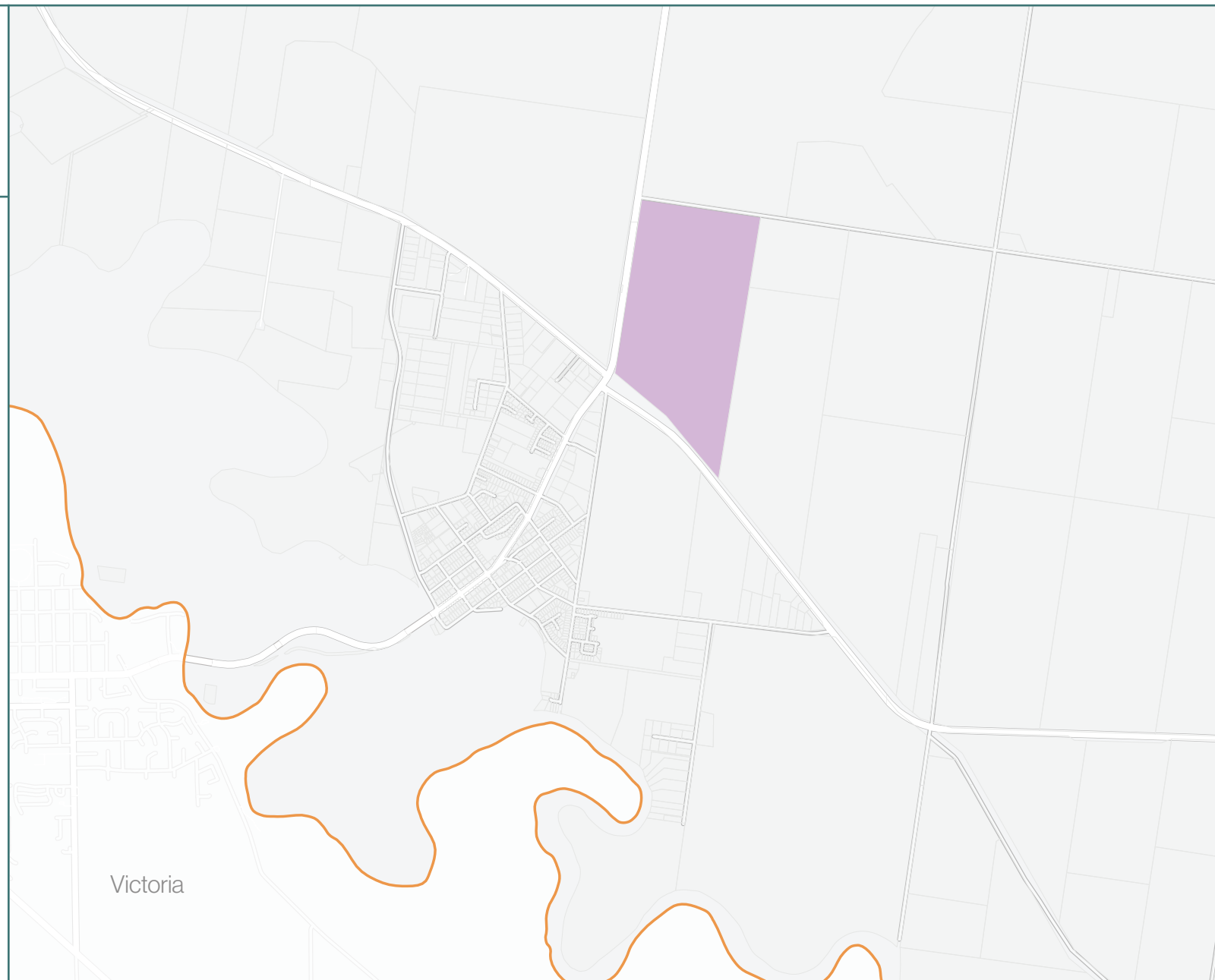
E4 - General Industrial - Barooga

There is strong anecdotal demand for industrial land throughout Barooga.

While it doesn't benefit from the immediate access to the strategic transport networks as Tocumwal and Finley do, some of the largest employers in the LGA are located in Barooga.

Its interdependent relationship with Cobram is a consistently important factor and in that respect, it hasn't historically developed as an independent town.

Much like Finley, Cobram has only one lot zoned for industry which is not likely to be developed in the short to medium term.



■ IN1 - General Industrial

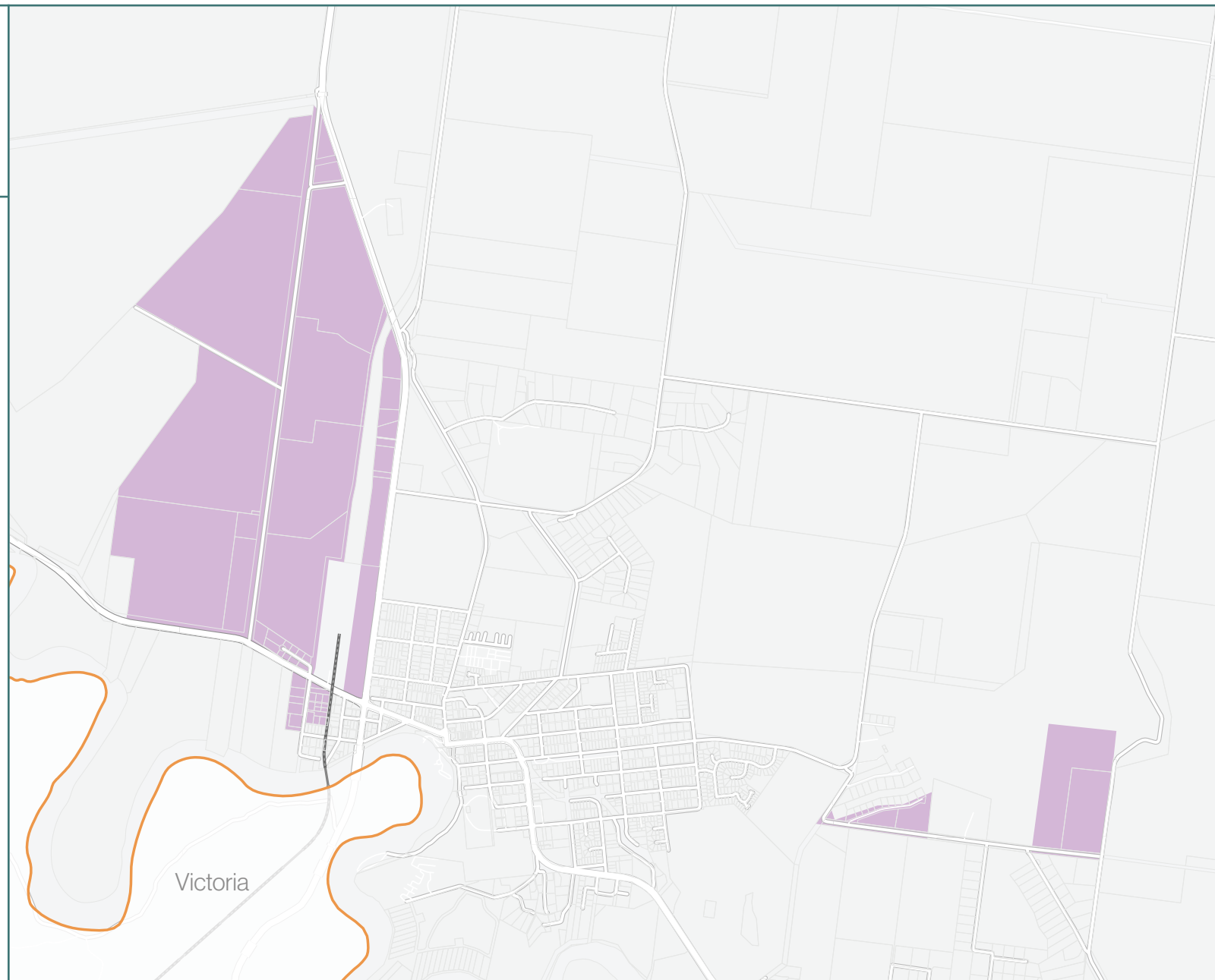
— LGA Boundary



E4 - General Industrial - Tocumwal

Tocumwal has the most industrially zoned land in Berrigan shire, with a grain hub, a rail hub, and with its advantageous position at the beginning of the Newell Highway.

The suitability of the existing industrial land and its supply will be reviewed, including that which is adjacent to the Newell Highway and the Tocumwal aerodrome.



■ IN1 - General Industrial

— LGA Boundary



Urban Zones

RU5 - Village Zone

R5 - Large Lot Residential

The urban areas of Berrigan Shire are assigned either as RU5 Village zone ("the RU5 zone") or R5 Large Lot Residential zone ("the R5 zone").

The RU5 zone typically applies to small rural villages within rural areas. The RU5 zone represents only 0.65% of the zoned land in Berrigan, being the centres of Finley, Berrigan, Tocumwal and Barooga.

It contains the most intensely utilised, densely developed and varied assortment of land uses which can also make it the most contested areas of the Shire.

This zone is a flexible zone for centres where a mix of residential, retail, business, industrial and other compatible land uses may be provided to service the local rural community.

The RU5 zone caters for uses such as:

- Residential
- Commercial
- Health
- Retail
- Amenity
- Accommodation and Tourism
- Education

The R5 zone is intended to cater for development that provides for residential housing in a rural setting, often adjacent to towns or metropolitan areas. The allocation of large lot residential land should be justified by council's housing settlement strategy prepared in accordance with planning principles set out in regional and local strategies.

Access to reticulated sewerage and water systems should be considered when determining appropriate minimum lot sizes. Lot sizes can be varied within the zone depending on the servicing availability and other factors such as topography, native vegetation characteristics and surrounding agricultural land uses.

One of the major attractions of regional and rural living is the desire to live on more spacious lots. That demand in Berrigan Shire needs to be balanced with primary production (avoiding its fragmentation and encroachment by residential use), as well as capitalising on the environmental, infrastructural and socio-economic benefits of compact urban forms.

The relationship between the RU5 zone and R5 zone is important, as both cater for residential use, which means proximity to services and amenity is vital to both.

Key Issues for Discussion

The key issues in relation to zoning for the Shire are as follows:

Transition townships from village zoning to discretionary zoning (i.e. separated zoning rather than all inclusive zoning for townships).

Identification of township boundaries to avoid encroachment on productive land

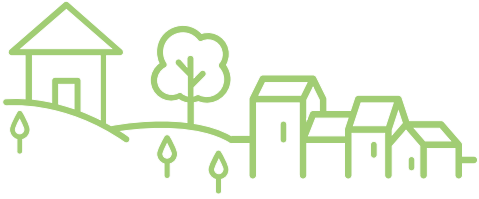
Locations for the R5 land to be utilised for most efficient existing infrastructure and access.

Considering productive and non-productive rural areas and whether there is opportunity for enabling rural dwellings in appropriate areas.

Consider minimum lot sizes to reflect the nature and context of each township and the rural areas.

Zoning need to consider emerging industries that "value add" to agricultural and primary production.

Ensuring industrial land in the right place, to take advantage of strategic transport networks and catchment areas for potential employees base.

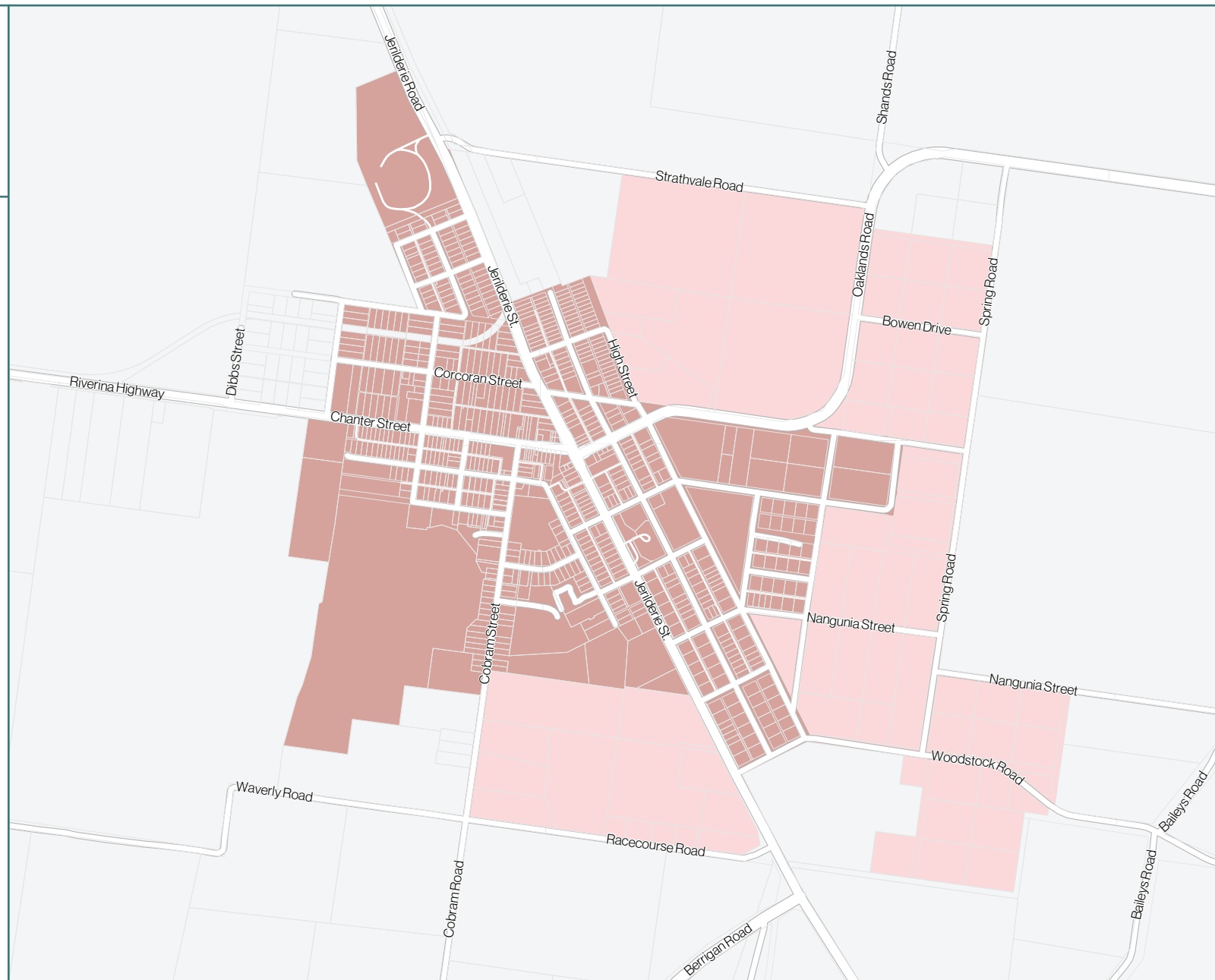


Urban Zones - Berrigan

Berrigan has been zoned as RU5 Village, which reflects its small, rural character.

Areas of R5 Large Lot Residential surround the town, generally to the east.

As part of this review, the implementation of a Local Centre to concentrate amenity and a commercial centre will be investigated.



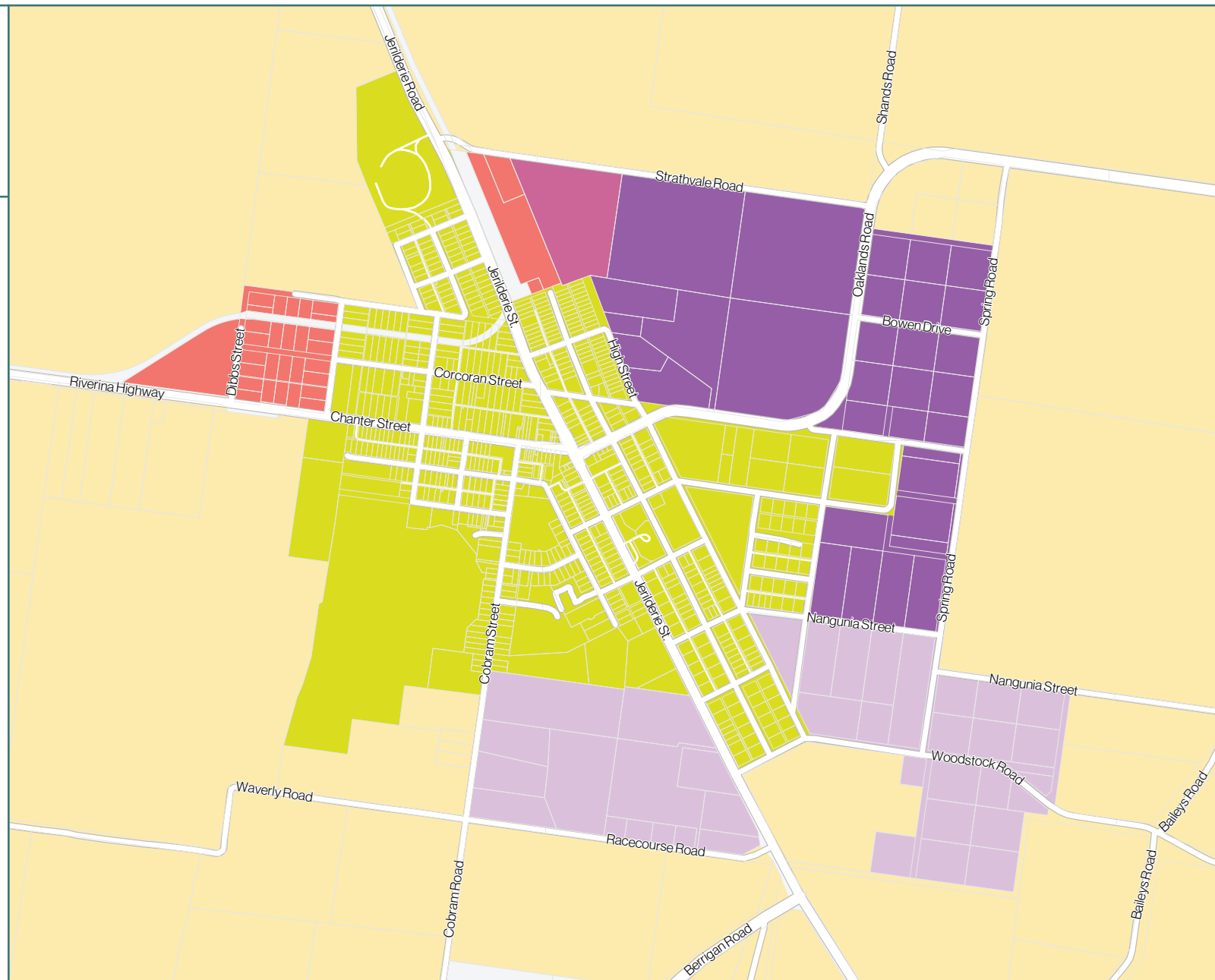
- RU5 - Village
- R5 - Large Lot Residential



Minimum Lot Size - Berrigan

The minimum lot size throughout the village zone is 600m² which is somewhat smaller than the typical residential lot size, which are often 800m² to 2,000m².

R5 Large Lot Residential, at the periphery of the town range from 5000m² to 2 hectares, and often need to consider terrestrial biodiversity and flooding as part of any development.

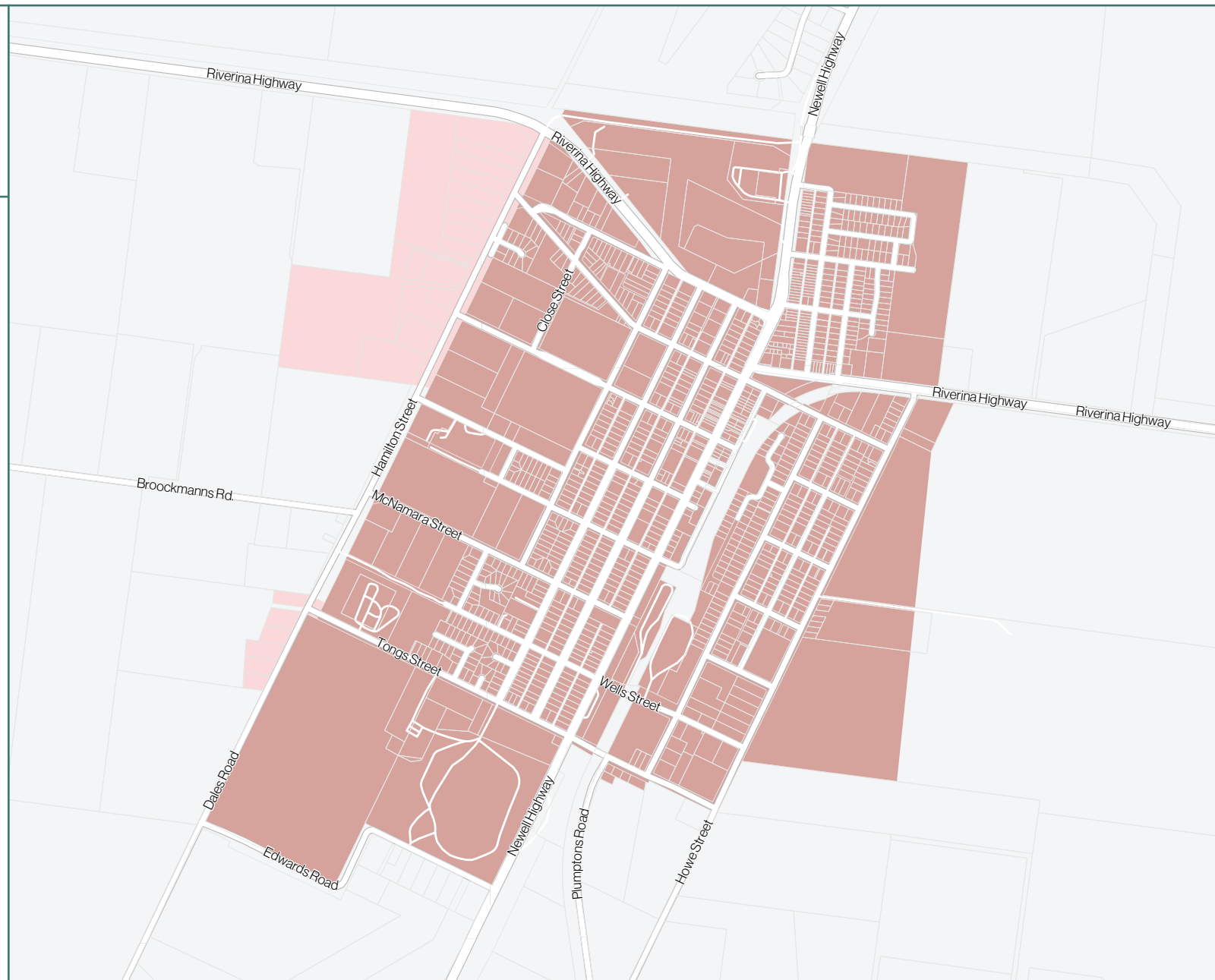




Urban Zones - Finley

The majority of Finley has been zoned as RU5 Village, which reflects its character, historically, as a small rural town.

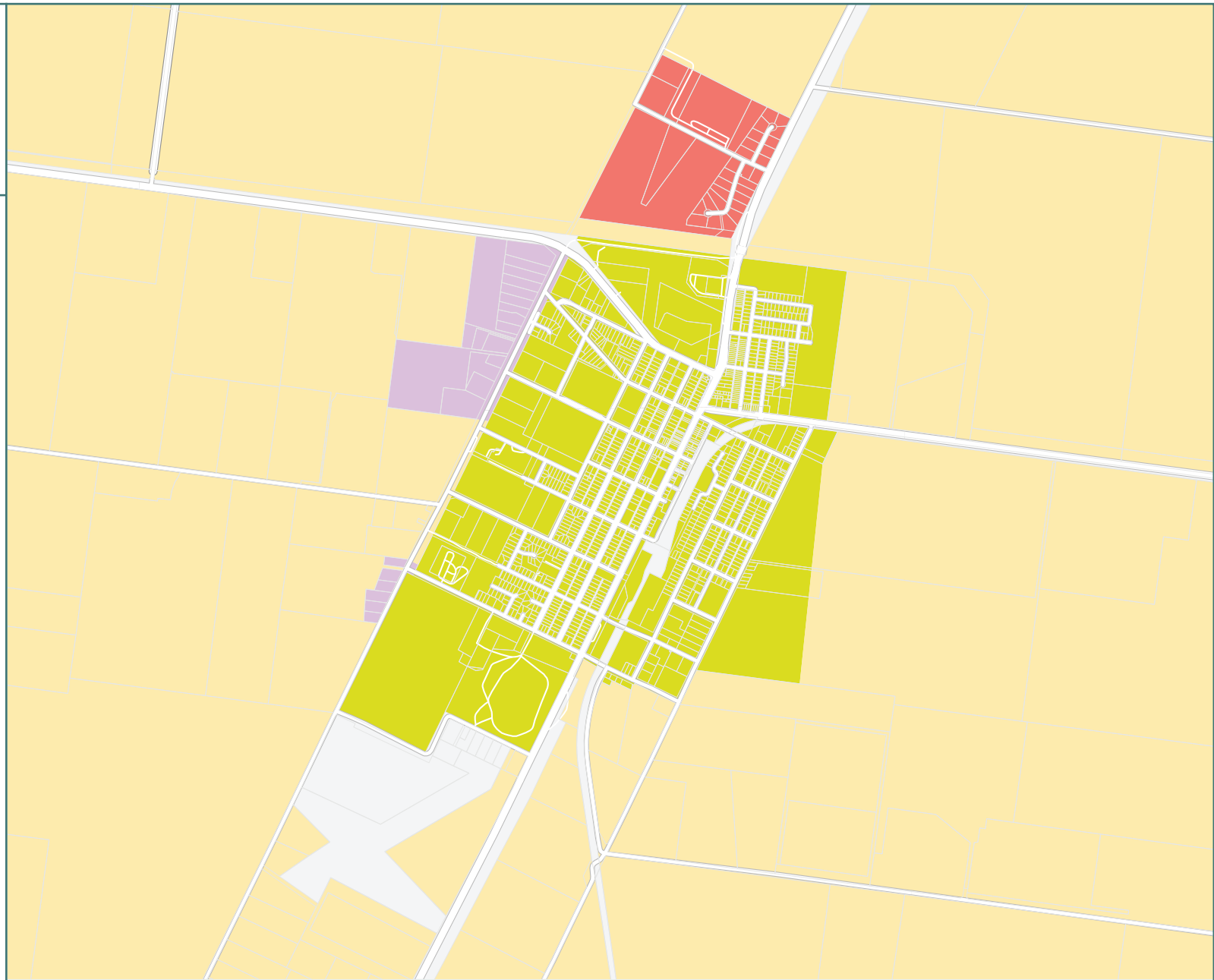
Feedback from the community has indicated a demand for further R5 Large Lot Residential Land, which is currently confined to the western edge of the town and the supply has been exhausted.



- RU5 - Village
- R5 - Large Lot Residential



Minimum Lot Size - Finley

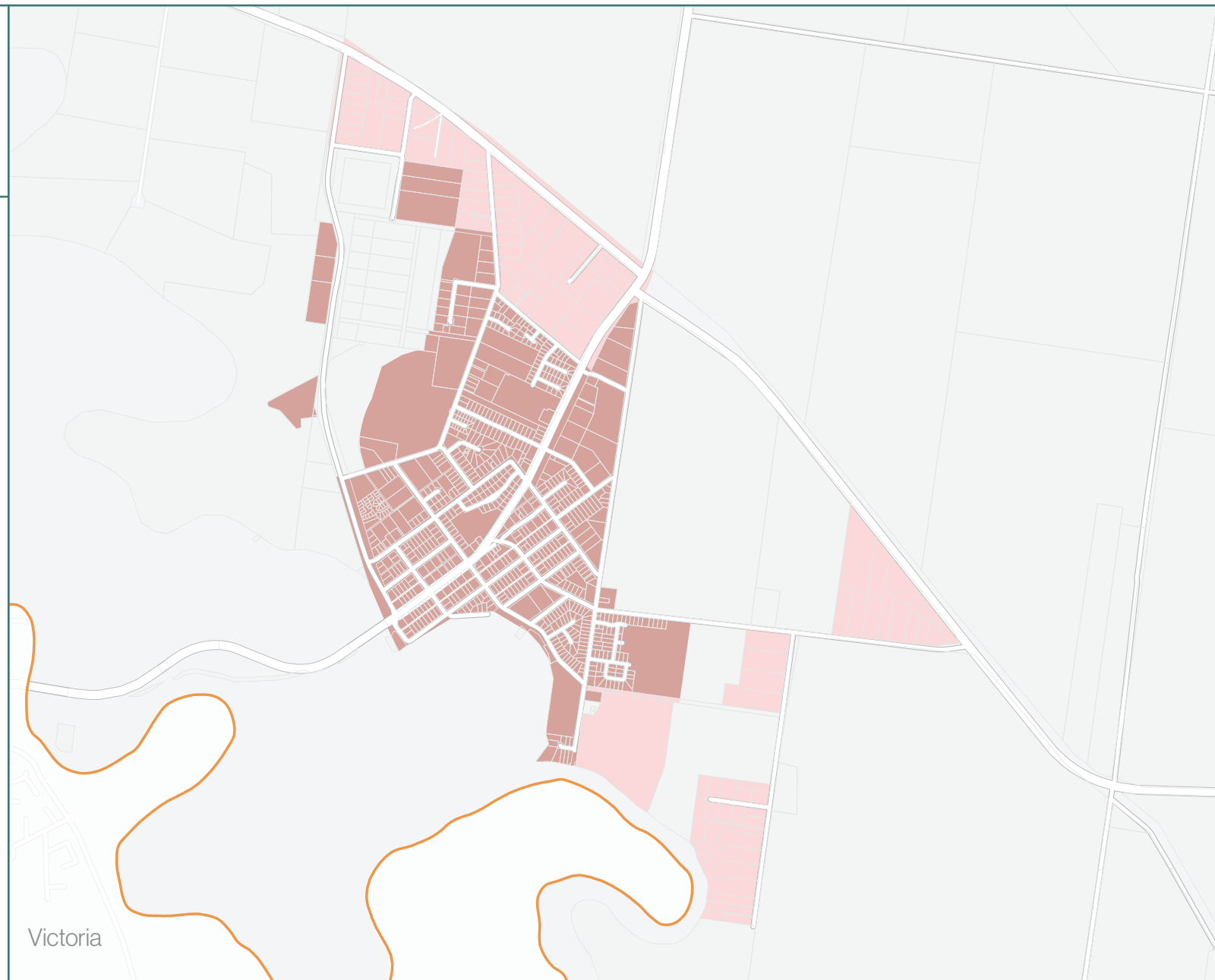




Urban Zones - Barooga

Barooga

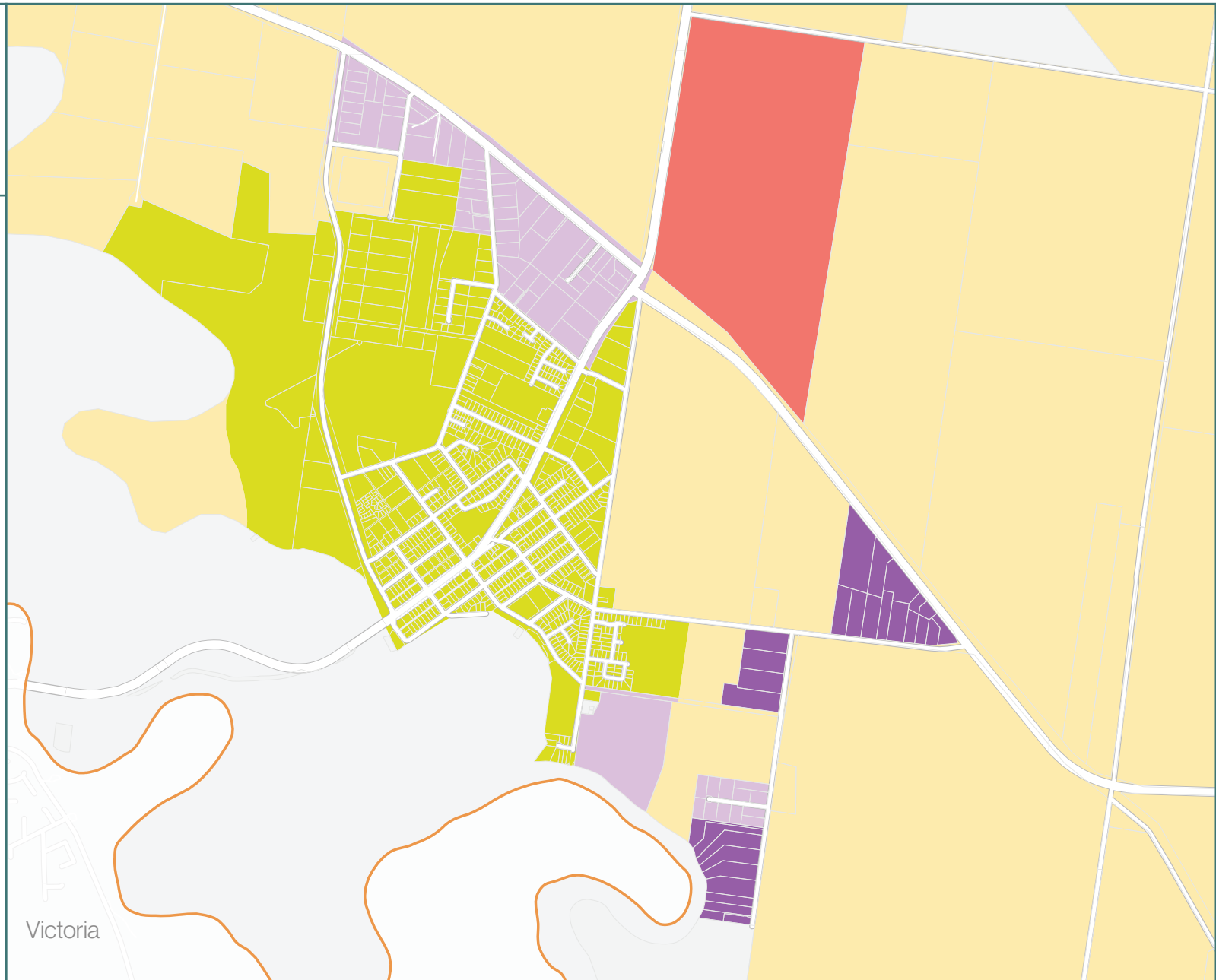
As well as being one of the four towns within Berrigan, Barooga must also be considered in the cross-border context to Cobram, across the Murray River to the south.



- RU5 - Village
- R5 - Large Lot Residential
- LGA Boundary



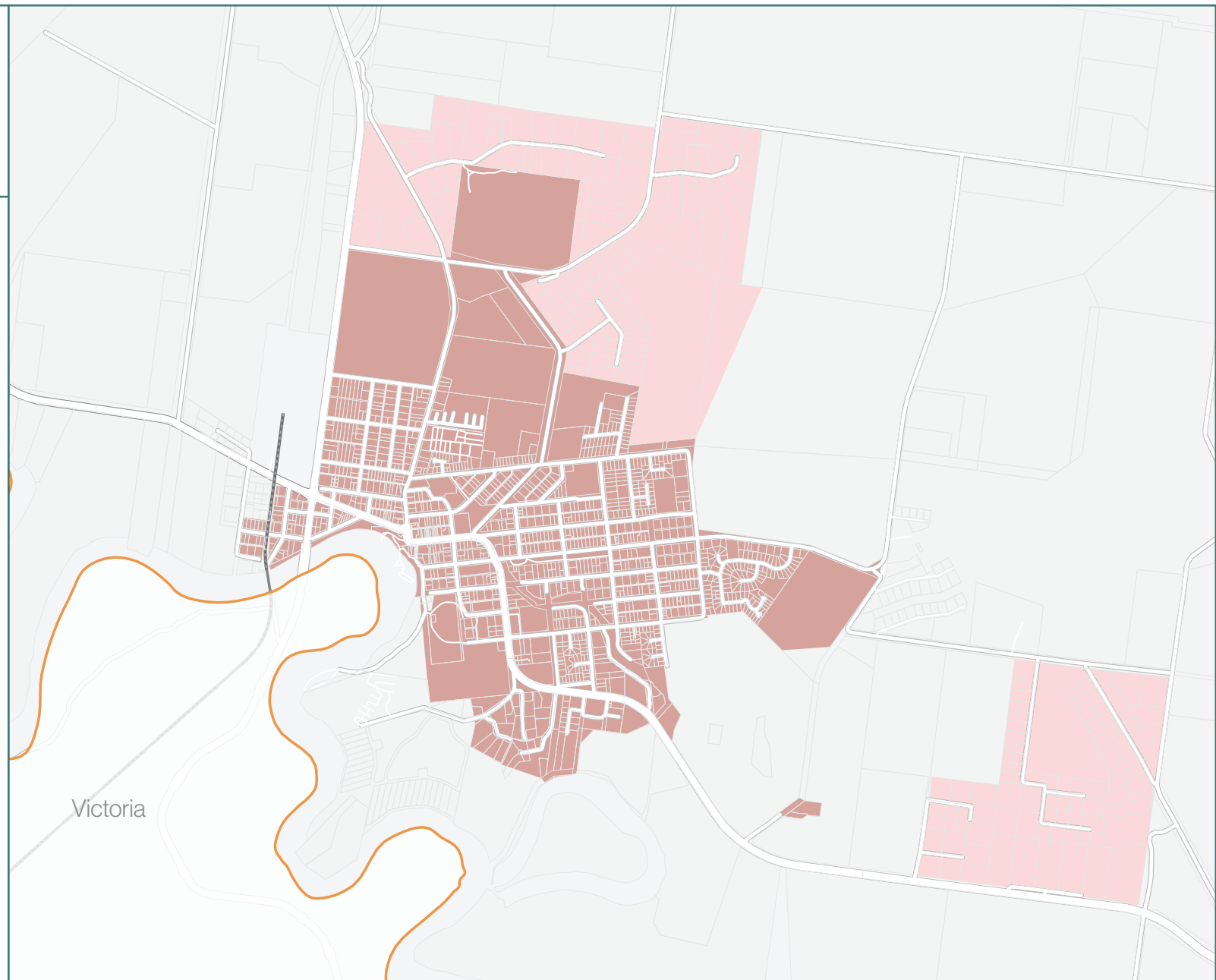
Minimum Lot Size - Barooga



- 600m²
- 1000m²
- 5000m²
- 2 hectares
- 10 hectares
- 120 hectares
- LGA Boundary



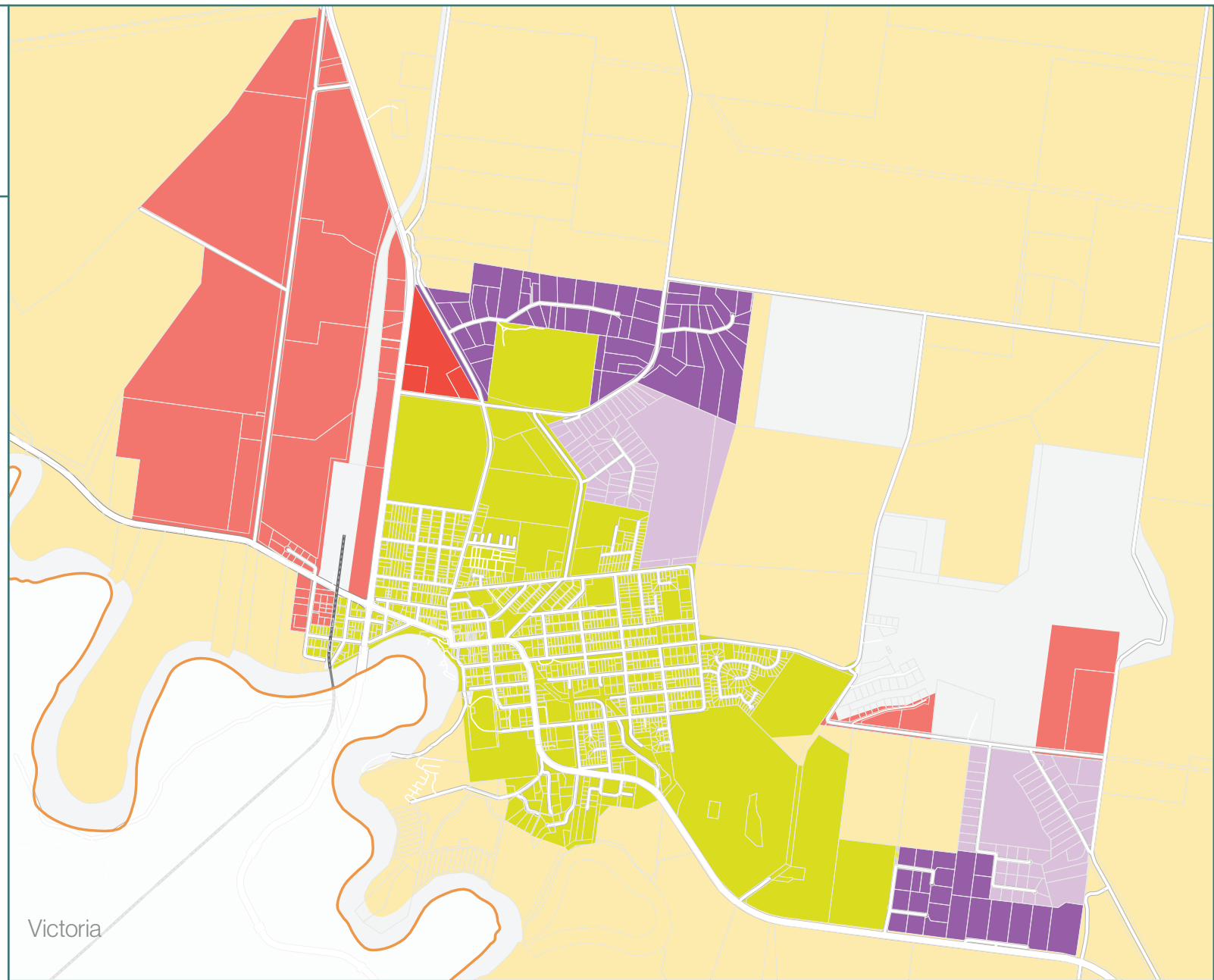
Urban Zones - Tocumwal



- RU5 - Village
- R5 - Large Lot Residential
- LGA Boundary



Minimum Lot Size - Tocumwal



- 600m²
- 1000m²
- 2000m²
- 5000m²
- 2 hectares
- 10 hectares
- 120 hectares
- LGA Boundary

Constraints Analysis

Environment + Biodiversity

Waterways

Bushfire

Flooding

Public Land

Heritage

Land Use Conflicts





Environment + Biodiversity

Biodiversity

Berrigan LGA is located in the NSW Riverina Bioregion, which lies in mid to south NSW, extending into central-north Victoria.

The bioregion is a diverse area, approximately 9,576,964 ha, with 7,090,008 ha or 74.03% of it lying in NSW.

Common vegetation types comprise of Plant Community Type (PCT)

River Red Gum

Black Box

Yellow Box

Western Grey Box

White Cypress Pine

Other vegetation comprises exotic vegetation over non-native pasture grasses.

The LEP maps areas of “terrestrial biodiversity” within which Clause 6.2 requires Council to consider the impact of development on flora and fauna as well as “any appropriate measures proposed to avoid, minimise or mitigate” those impacts.

Within the urban areas of Berrigan, Finley, Barooga and Tocumwal, mapped biodiversity is generally found around the peripheries. Future development into those areas may be environmentally as well as financially unviable, due to their potential significance as well as the biodiversity offsets that may be required for the loss of vegetation.

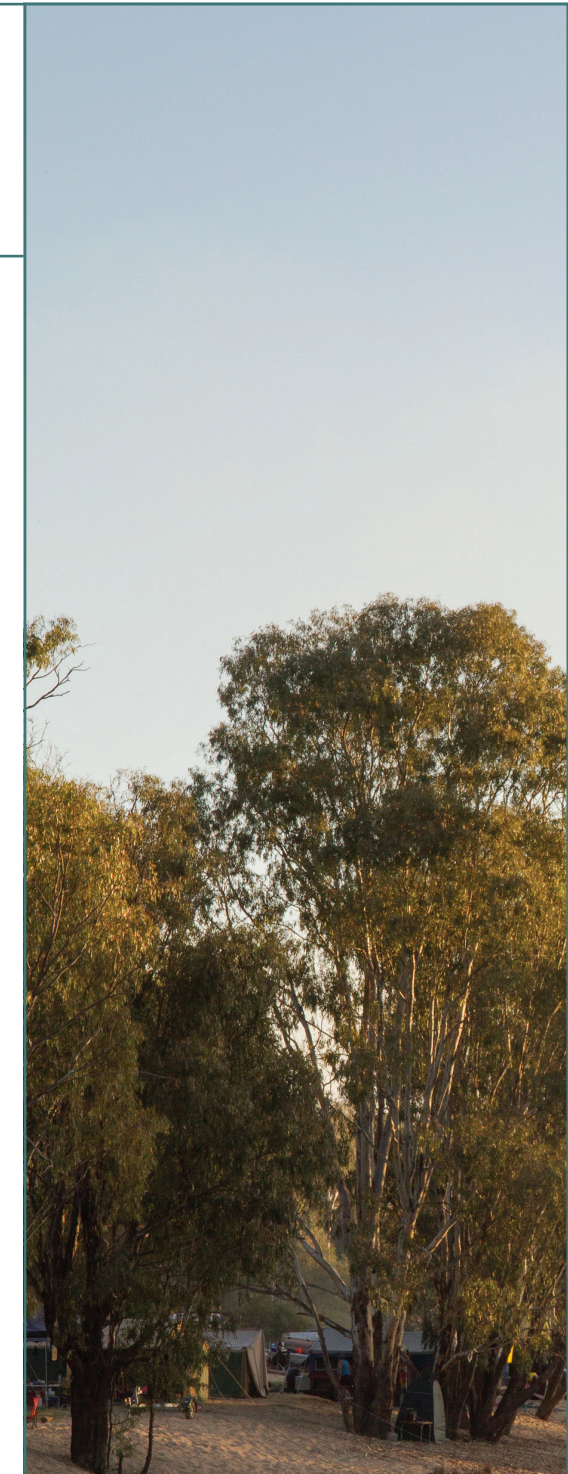
Biodiversity Values Map

The NSW Biodiversity Values Map shows land with high biodiversity value that is particularly sensitive to impacts from development and clearing.

While areas of mapped Biodiversity Values may not trigger the local provision within the LEP, many of these areas of significance are already largely protected and are zoned appropriately within:

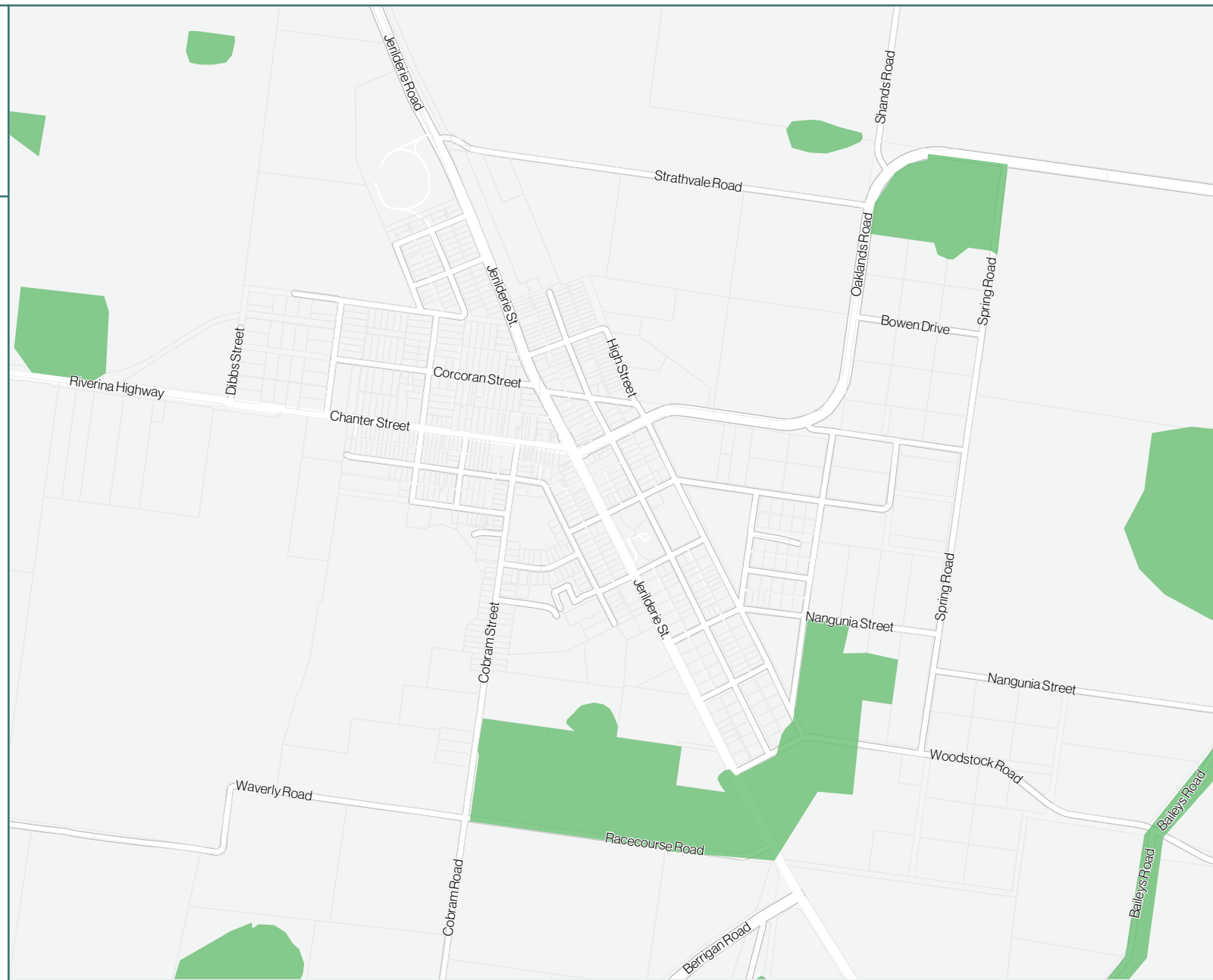
- C1 National Parks and Nature Reserves;
- C3 Environmental Management
- W2 Recreational Waterways

Within Lockhart, areas of mapped Biodiversity Values are also identified as Riparian Lands and Watercourses, which are subject to consideration under the LEP.





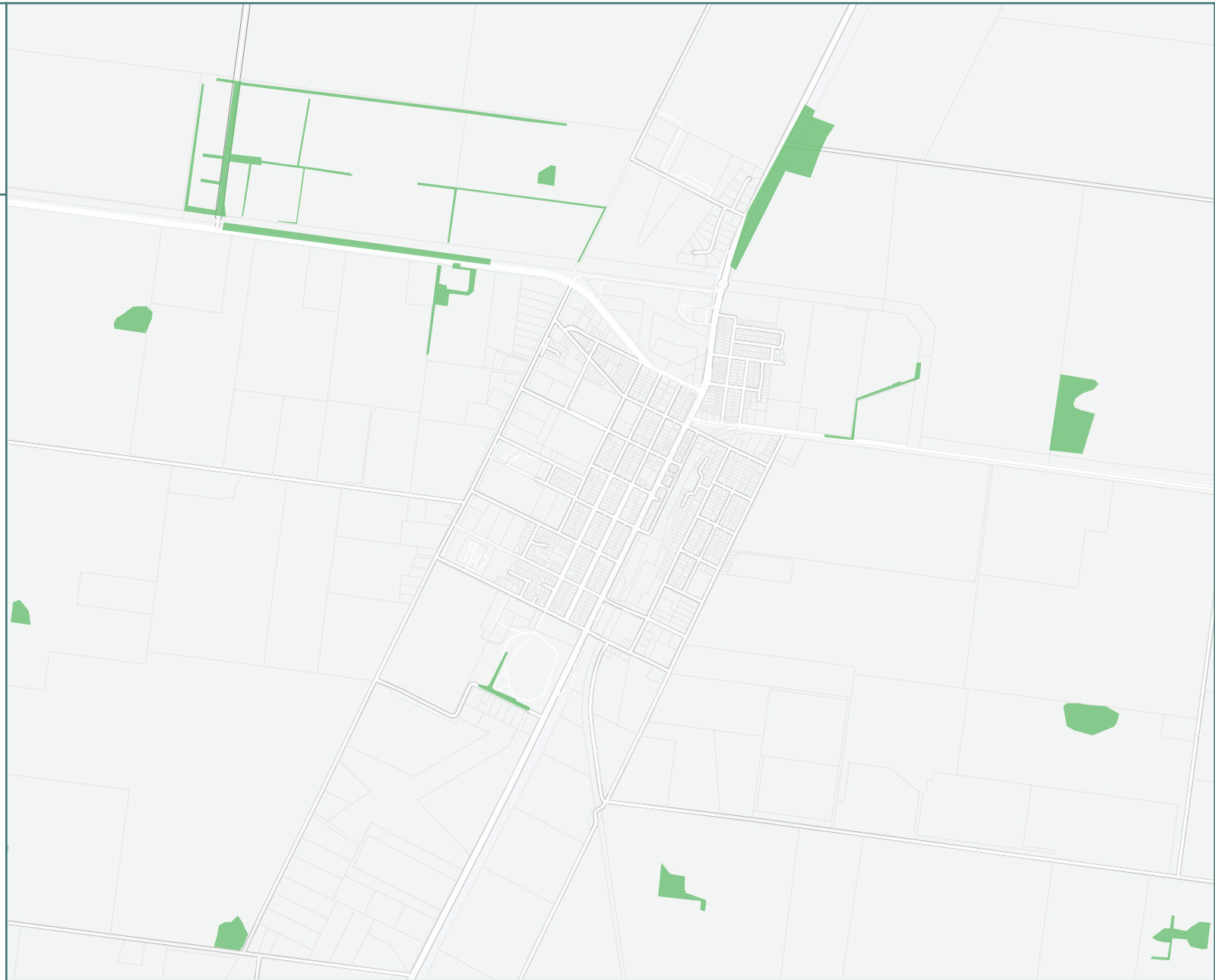
Terrestrial Biodiversity - Berrigan



 Terrestrial Biodiversity



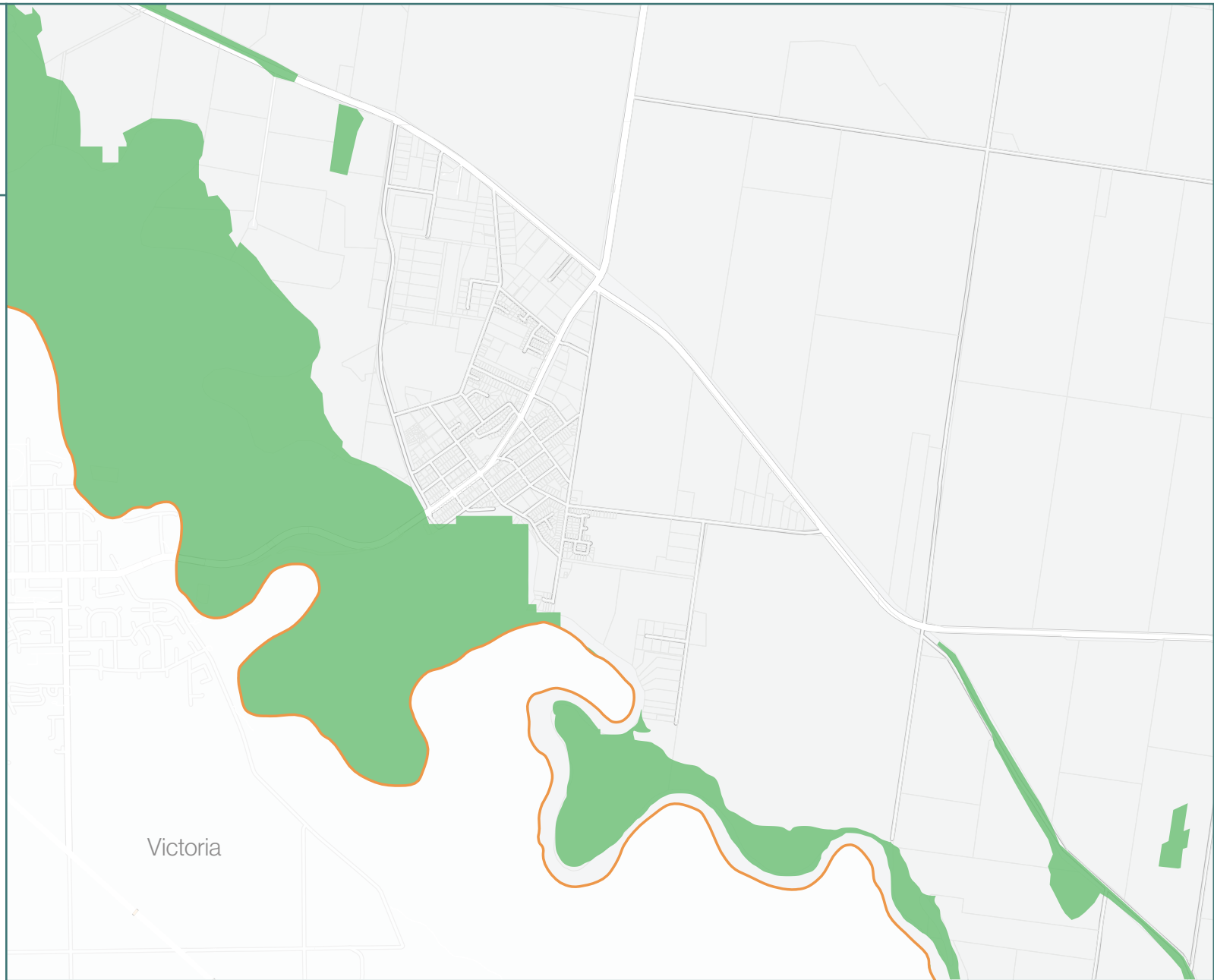
Terrestrial Biodiversity - Finley



 Terrestrial Biodiversity



Terrestrial Biodiversity - Barooga

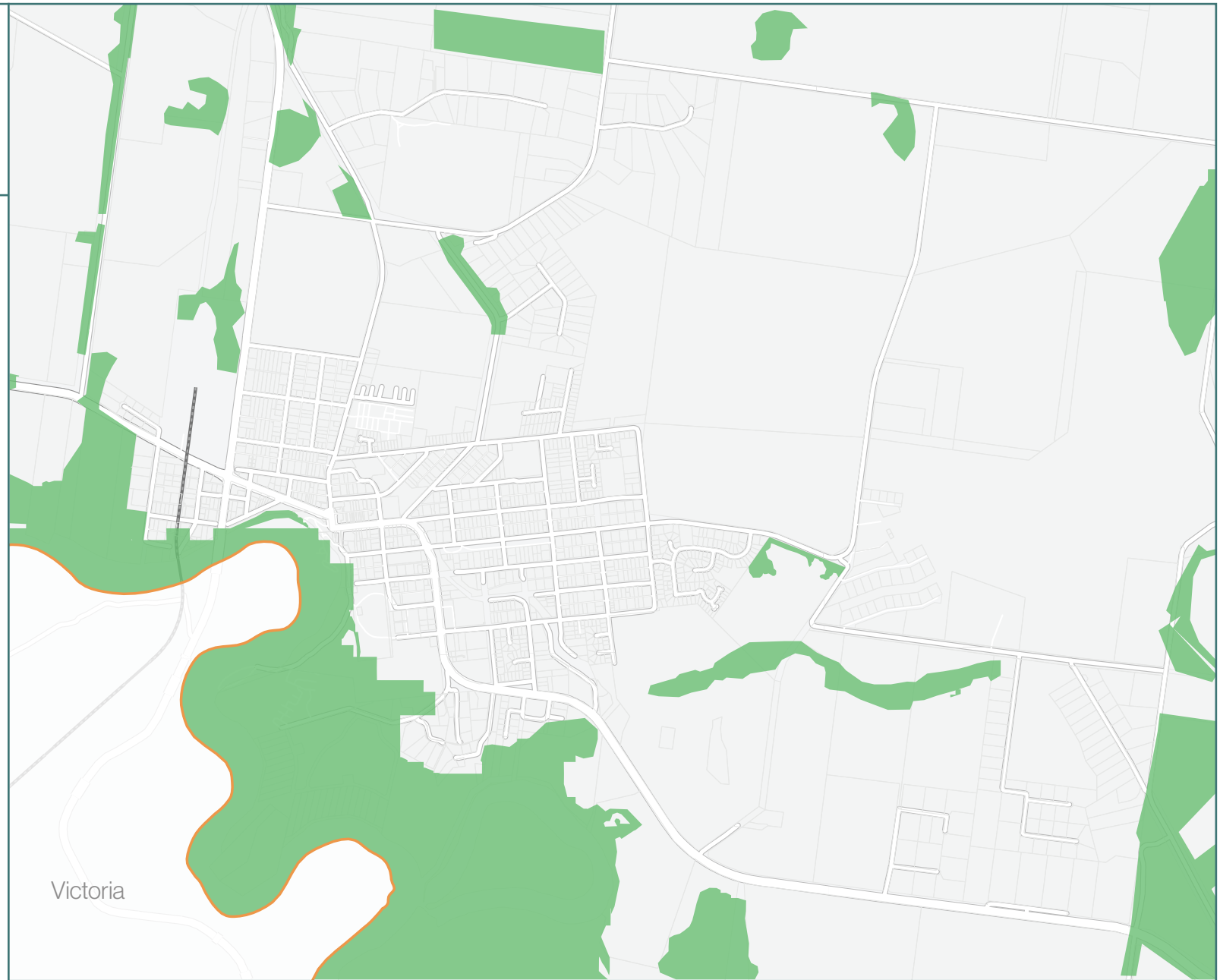




■ Terrestrial Biodiversity

— LGA Boundary



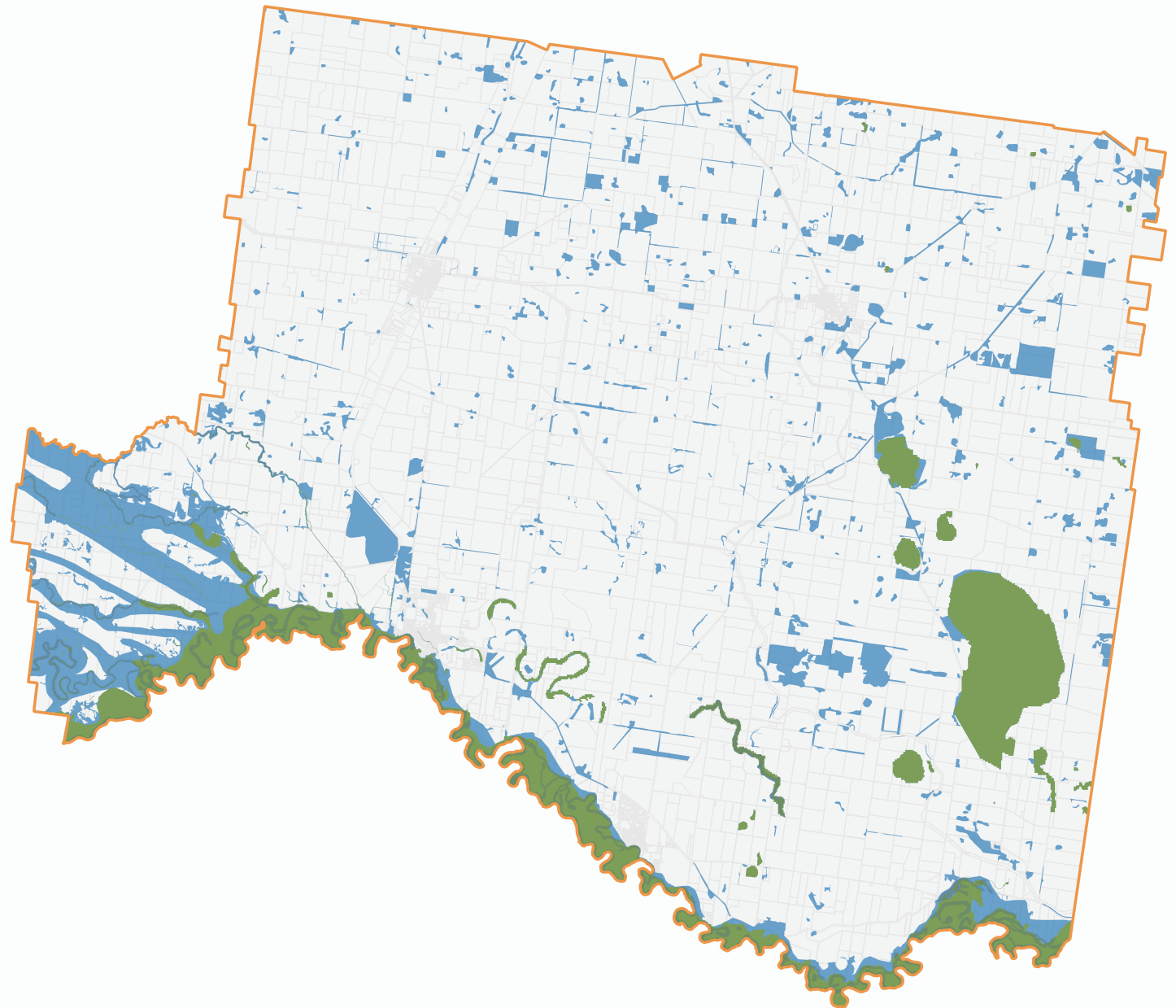
Terrestrial Biodiversity - Barooga



-  Terrestrial Biodiversity
-  LGA Boundary



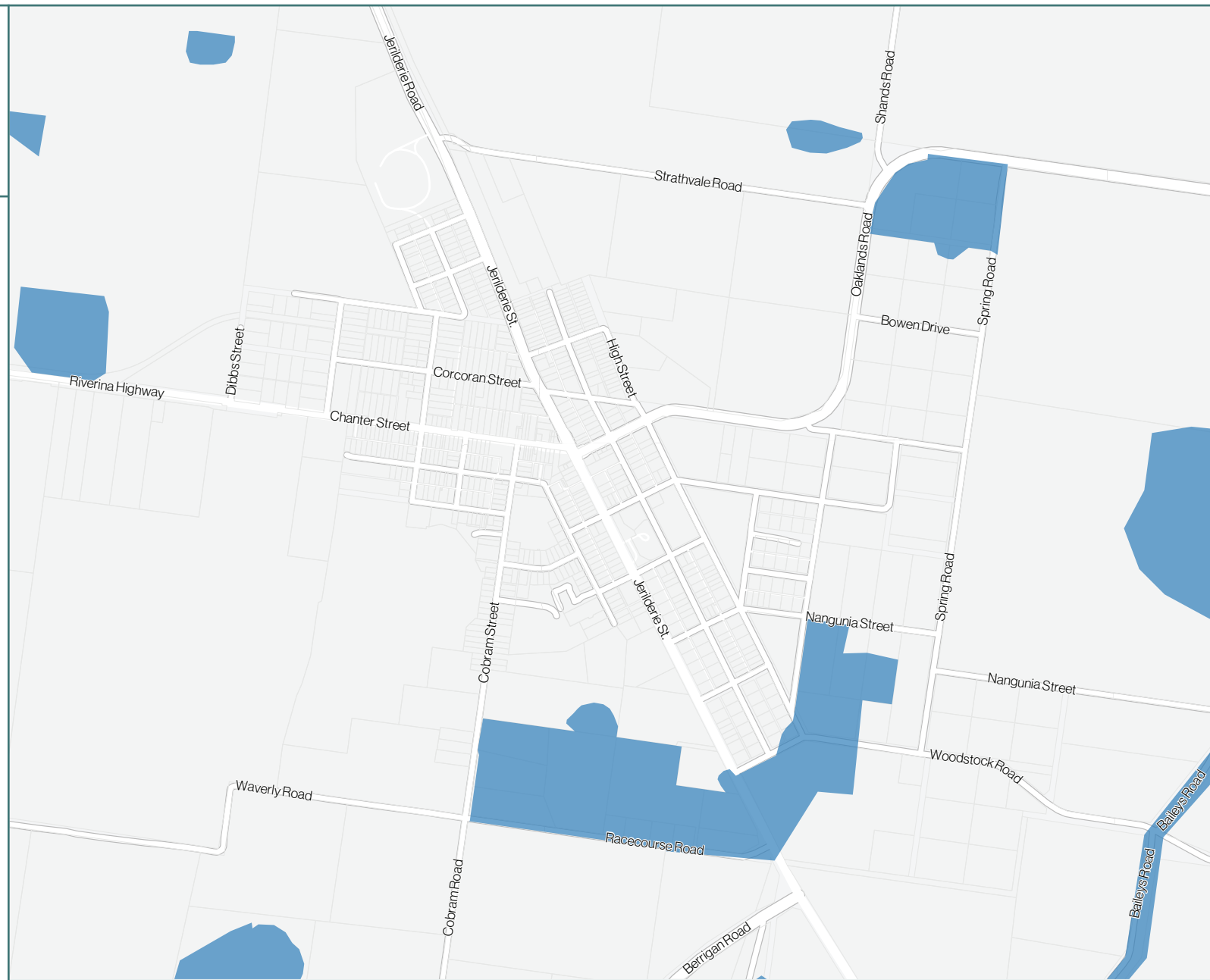
Water + Flooding





-  Riparian Lands and Watercourses
-  Wetlands
-  Flooding Risk
-  LGA Boundary



Water + Flooding - Berrigan






-  Riparian Lands and Watercourses
-  Wetlands
-  Flooding



Water + Flooding - Finley






-  Riparian Lands and Watercourses
-  Wetlands
-  Flooding



Water + Flooding - Barooga




-  Riparian Lands and Watercourses
-  Wetlands
-  Flooding
-  LGA Boundary



Water + Flooding - Tocumwal



-  Riparian Lands and Watercourses
-  Wetlands
-  Flooding
-  LGA Boundary



Bushfire

Bushfire

A bushfire prone area is any land that can support a bush fire or is likely to be subject to bush fire attack.

In general, a bush fire prone area is mapped and identifies the vegetation types and associated buffer zones. These are generally areas located close to bushfire hazards such as forests, woodlands or grasslands.

Bushfire mapping is classified into four different categories:

Vegetation Category 1 is considered to be highest risk for bushfire (red);

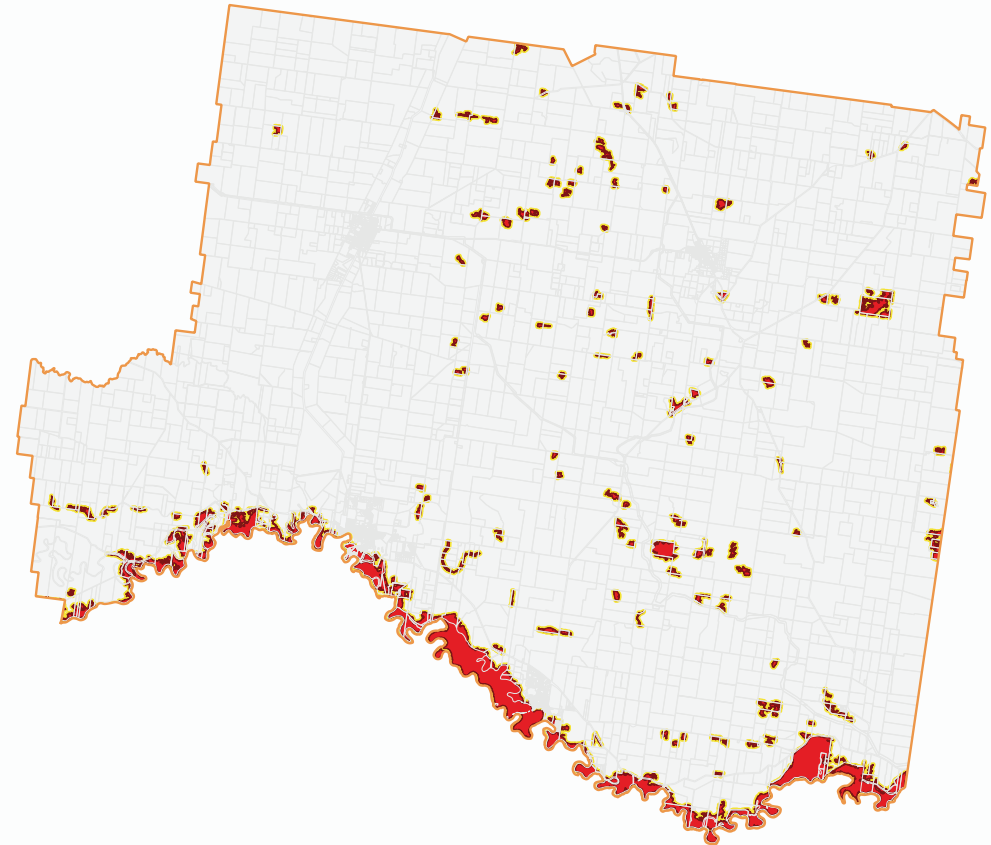
Vegetation Category 2 is considered to be the lowest bushfire risk (light orange); and

Vegetation Category 3 is considered to be a medium bushfire risk (dark orange).

Vegetation Buffers, which apply around a bushfire hazard (yellow).

Planning for Bushfire Protection 2019 (PBP) now provides a broader definition of grassland than previous versions with any undeveloped land now considered to be 'grassland vegetation'.

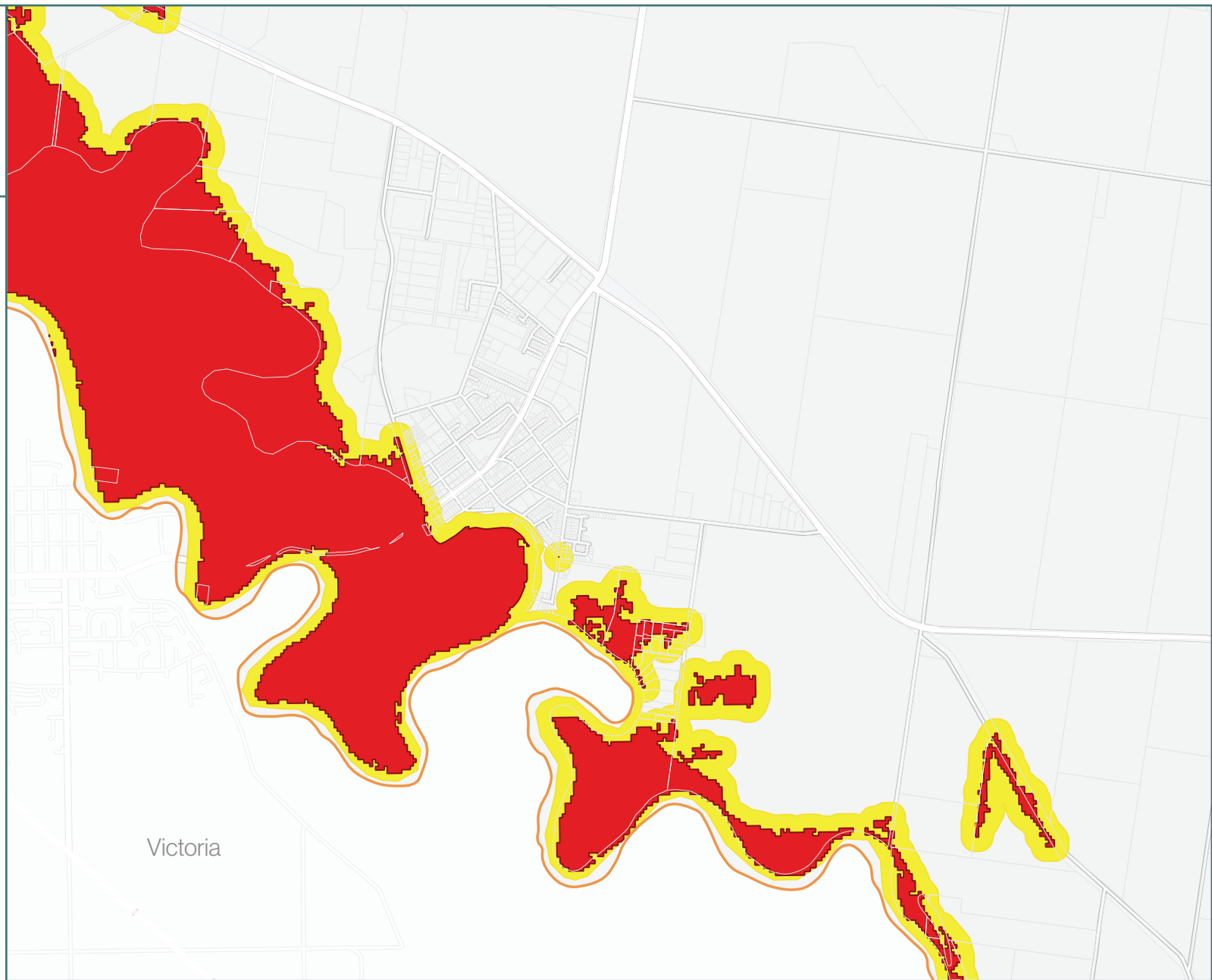
Consequently, further development of land shall have regard to Council's bushfire prone land map, as well as the broader grassland bushfire hazard. Where necessary, any future subdivisions shall incorporate relevant bushfire provision measures such as Asset Protection Zones in accordance with the requirements of PBP.



- Category 1
- Buffer
- LGA Boundary



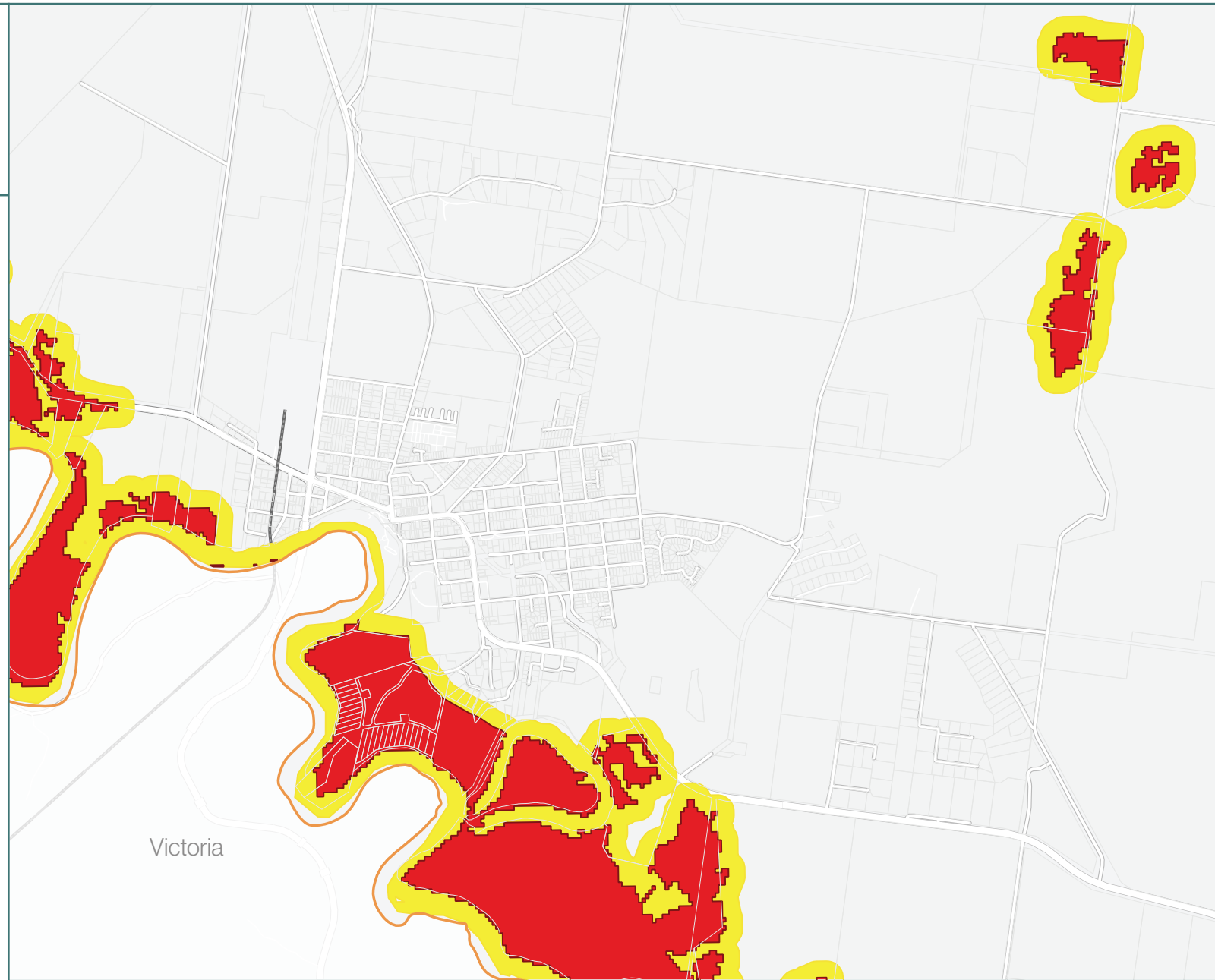
Bushfire - Barooga



- Category 1
- Buffer
- LGA Boundary



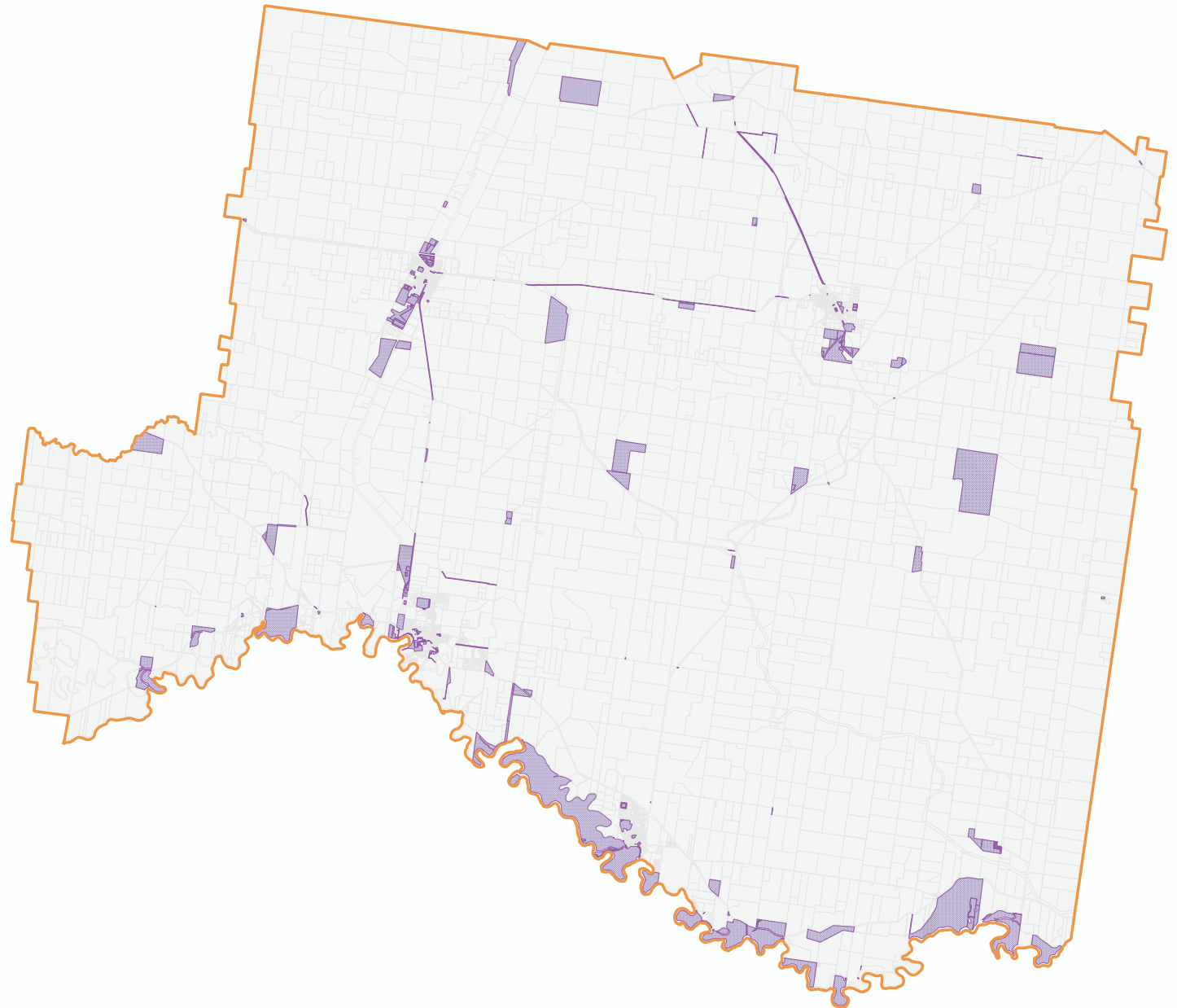
Bushfire - Tocumwal





- Category 1
- Buffer
- LGA Boundary



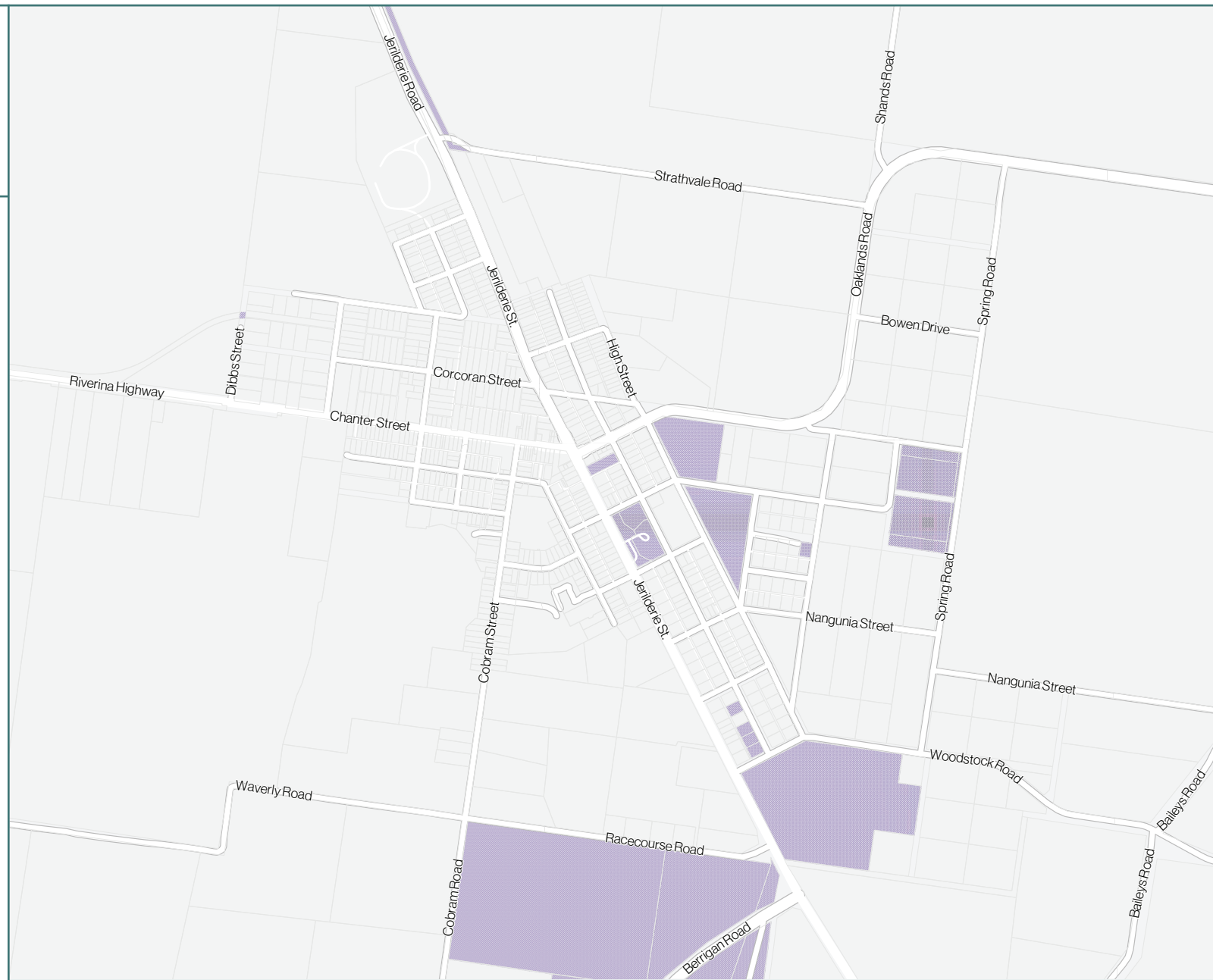
Public Land - Berrigan



-  Crown Land
-  LGA Boundary



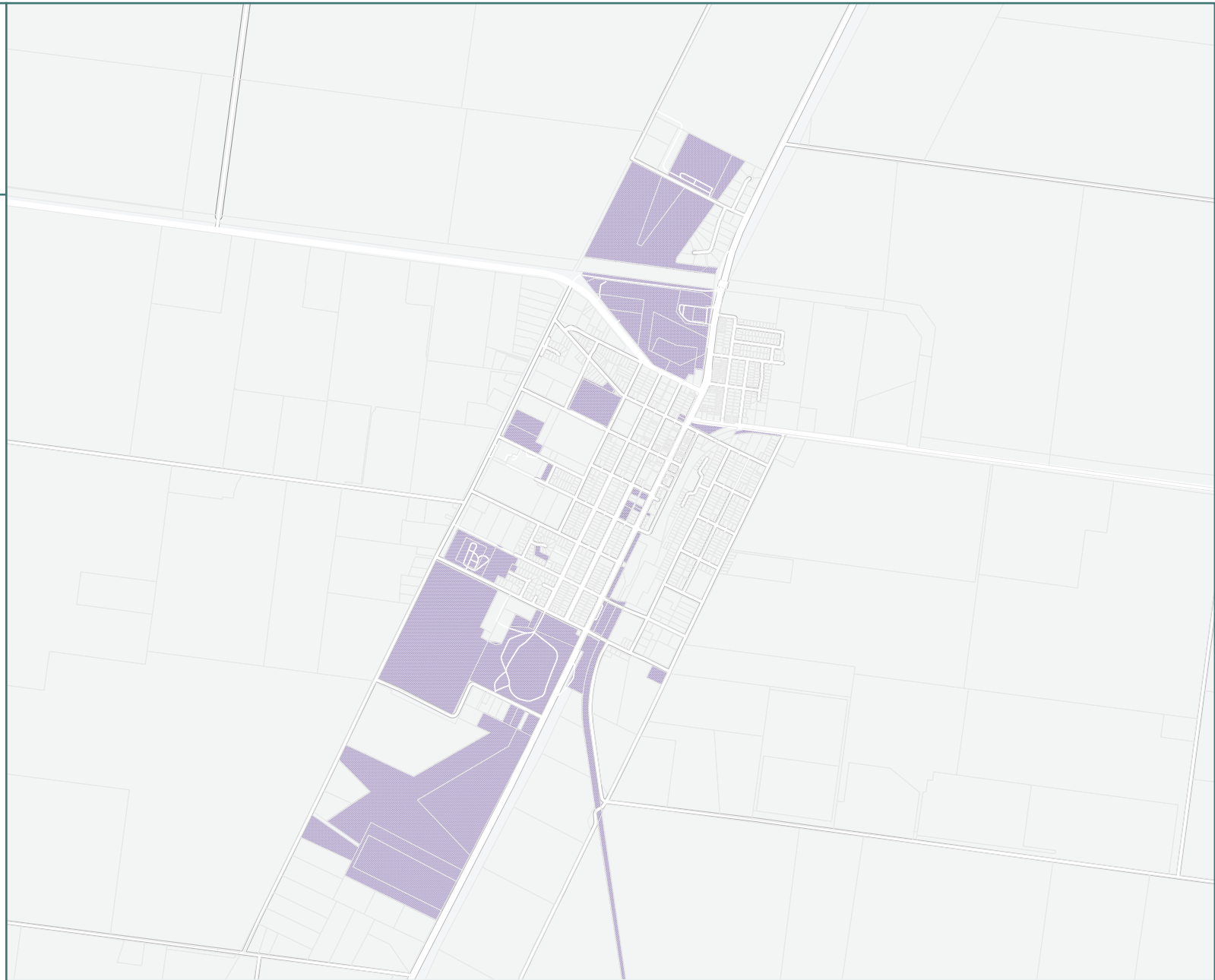
Public Land - Berrigan



 Crown Land



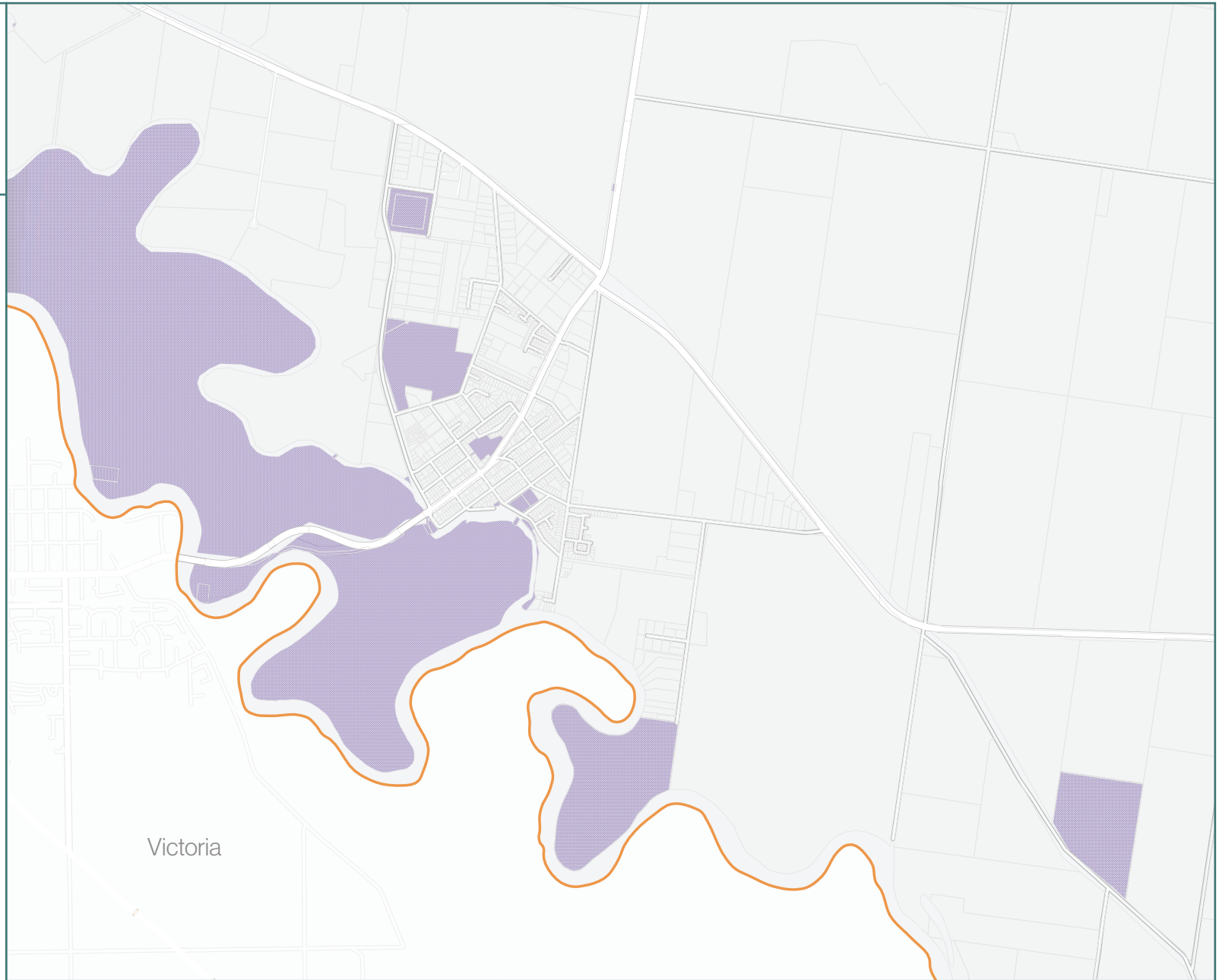
Public Land - Finley





■ Crown Land



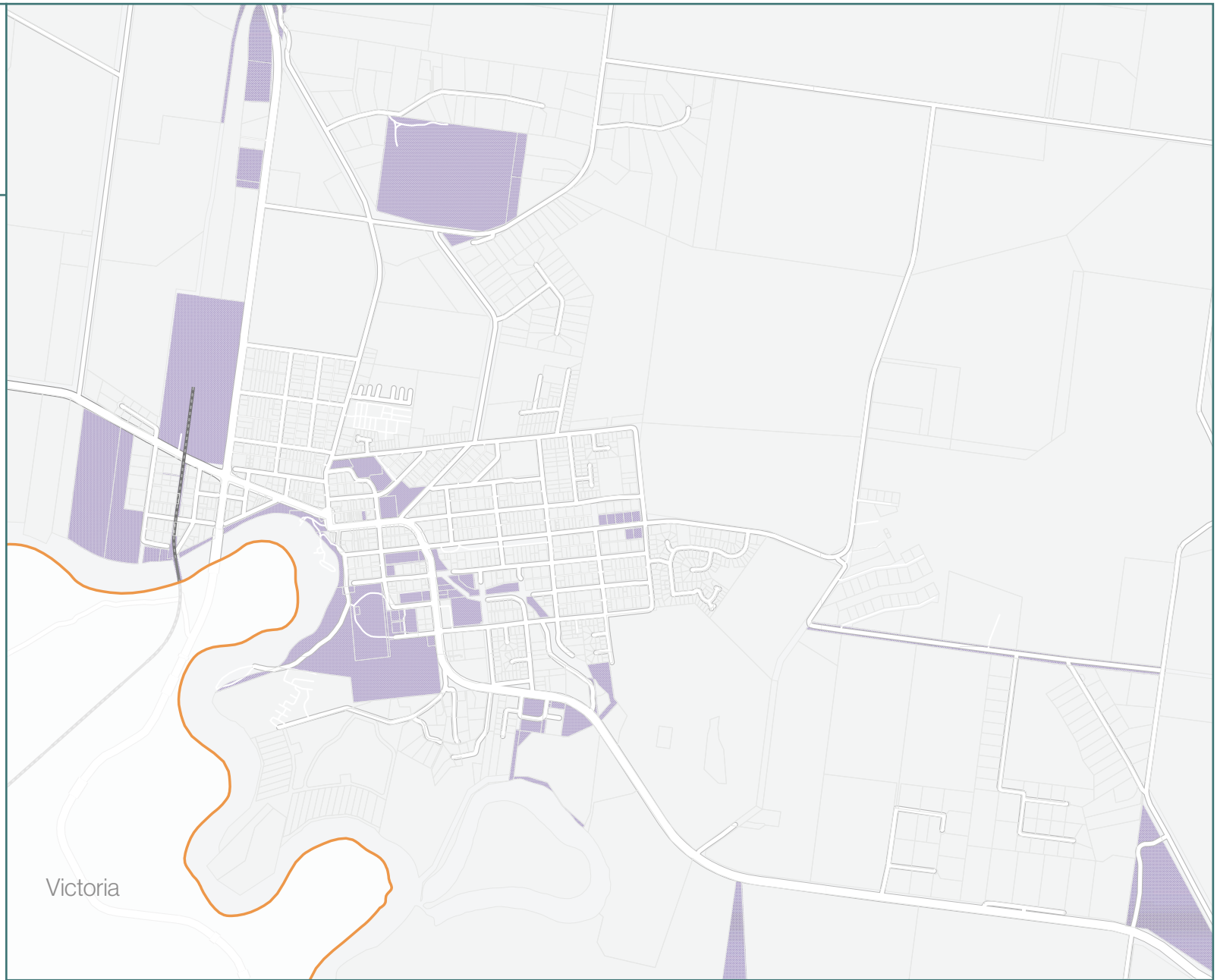
Public Land - Barooga





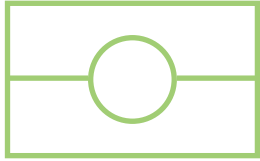
-  Crown Land
-  LGA Boundary



Public Land - Tocumwal



-  Crown Land
-  LGA Boundary



Cultural Heritage

Berrigan shire straddles the lands of the Yorta Yorta Nation and the Wiradjuri Nation. The Local Aboriginal Land Council is the Cummeragunga LALC.

The Wiradjuri nation is the largest cultural footprint in NSW and geographically the second largest Aboriginal nation in Australia.

The river Murray and its floodplains were originally utilised by indigenous Australians to find food, shelter and materials and it has long been important for sustenance and spirituality for its people.

The river Murray was utilised as a thoroughfare for transport and the trees were utilised for bark canoes. The banks of the Murray today still have a relatively large number of older trees, some with the wood exposed where bark for canoes was cut out in the early 19th century or before (symbolised as scar trees).

Significant Aboriginal sites within the Berrigan Shire LGA including the Blowhole in Tocumwal, sacred to the Ulupna and Bangarang Aboriginal people, and Boat Rock Reserve between Berrigan and Savernake, a unique site in Aboriginal history containing ancient engineering with identified water catchments.

Within Berrigan Shire, there is limited documented knowledge or mapping of indigenous sites.

A predictive model has been established for the study area based on other known Aboriginal items listed in the NSW Aboriginal Heritage Information Management System (AHIMS), as well as previous archaeological assessments prepared for the area.

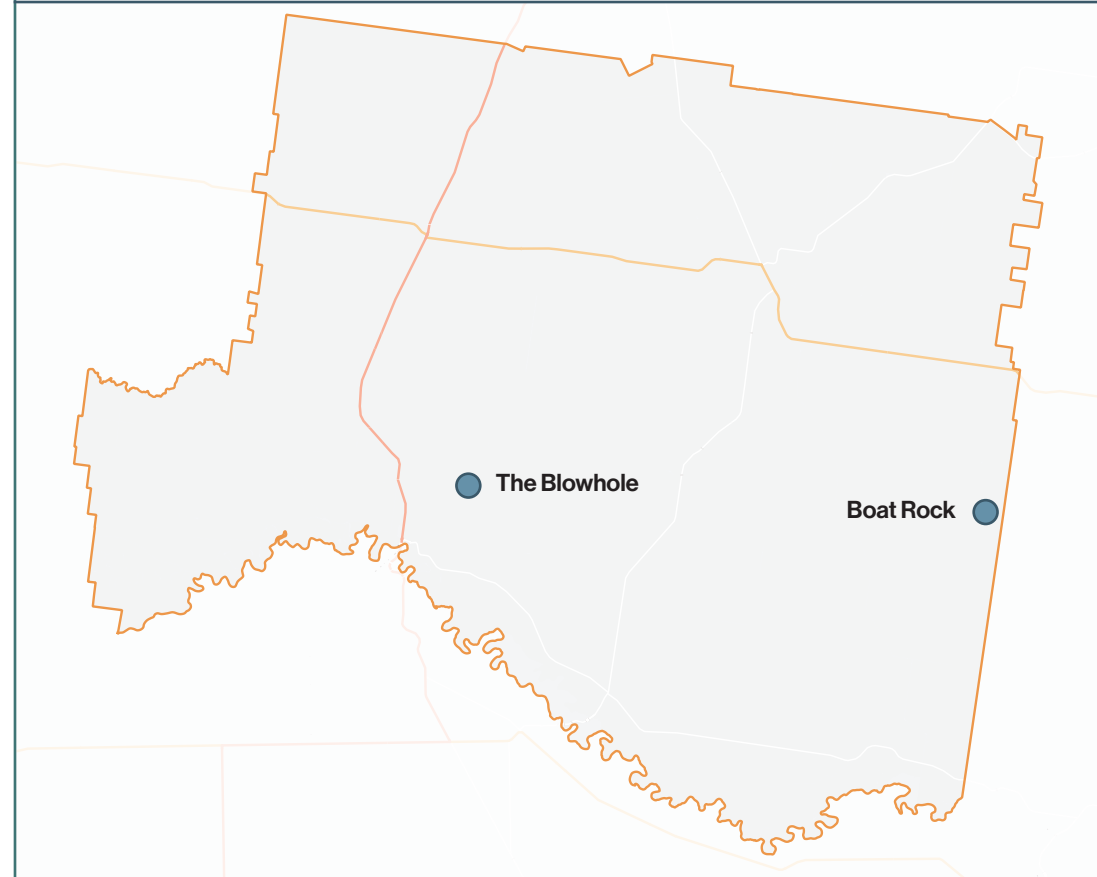
Sites have been identified and documented within AHIMS, and are particularly prevalent near Tocumwal and Barooga.

The NSW Government Architect has published an introductory guide for understanding the value of Aboriginal knowledge in the design and planning of places.

“Connecting with Country will support design and planning industry engagement with Aboriginal culture and heritage. Its principles for action will help to realise projects that:

- protect the health and wellbeing of Country and therefore of Aboriginal communities, and by extension all communities
- embed Aboriginal knowledge into the design and planning of our built environment to make NSW a better place for all its citizens”

Considering the importance of natural systems to supporting the economic and environmental welfare of Berrigan Shire (ie agriculture, the Murray River), it is an extraordinary opportunity to incorporate different systems of knowledge and understanding of place.



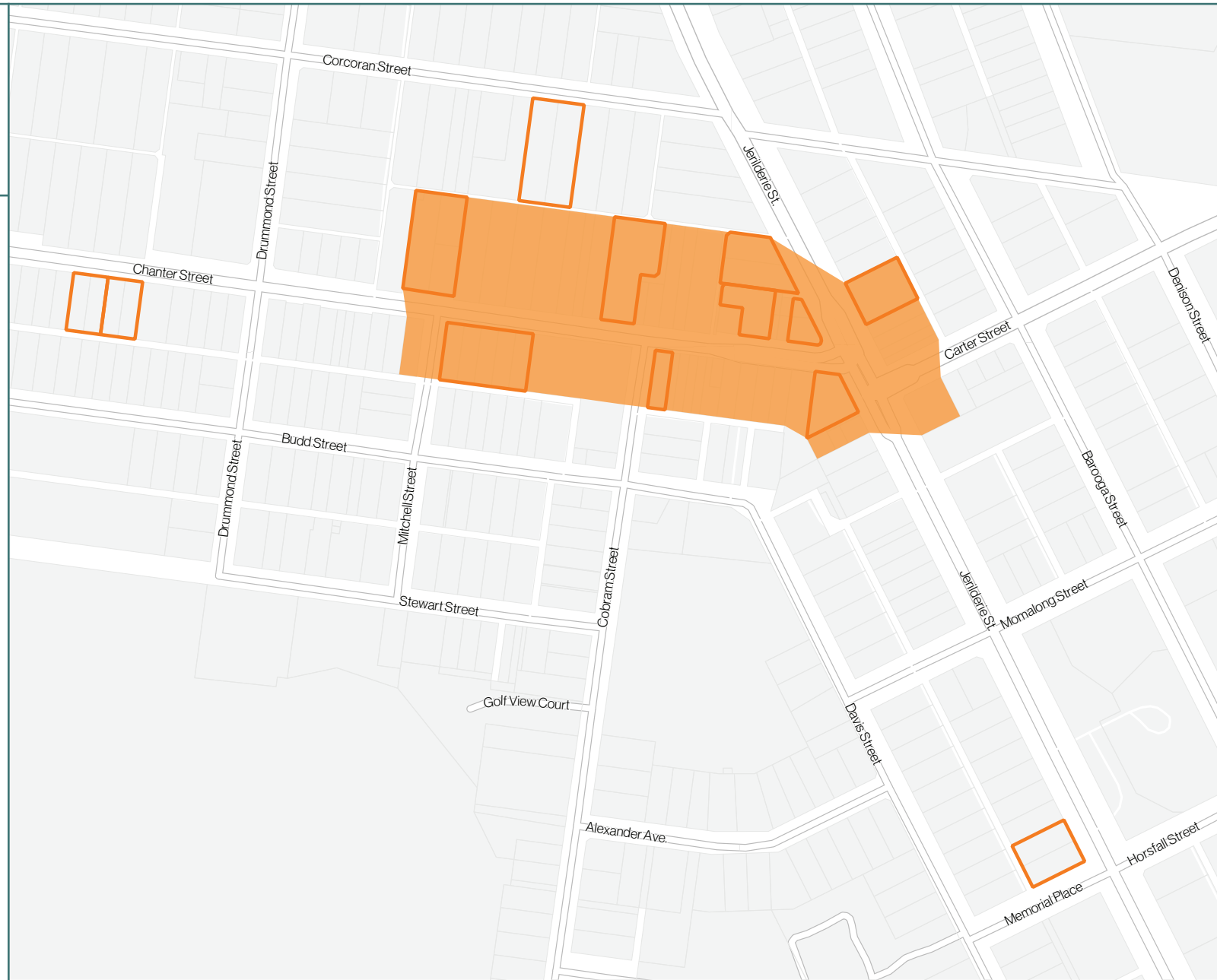




European Heritage

European Settlement and Heritage

The significant eras of European settlement include early pastoralists, rail heritage, Murray River transport, World War 2 soldier settlements, pioneer irrigation establishment, Tocumwal Aerodrome World War 2 and general aviation history and travelling stock routes.

Particularly relevant to this plan are the Conservation areas in Tocumwal and Berrigan which located are within the commercial precincts of the respective towns.



-  Heritage Item
-  Conservation Area

Berrigan Conservation Area

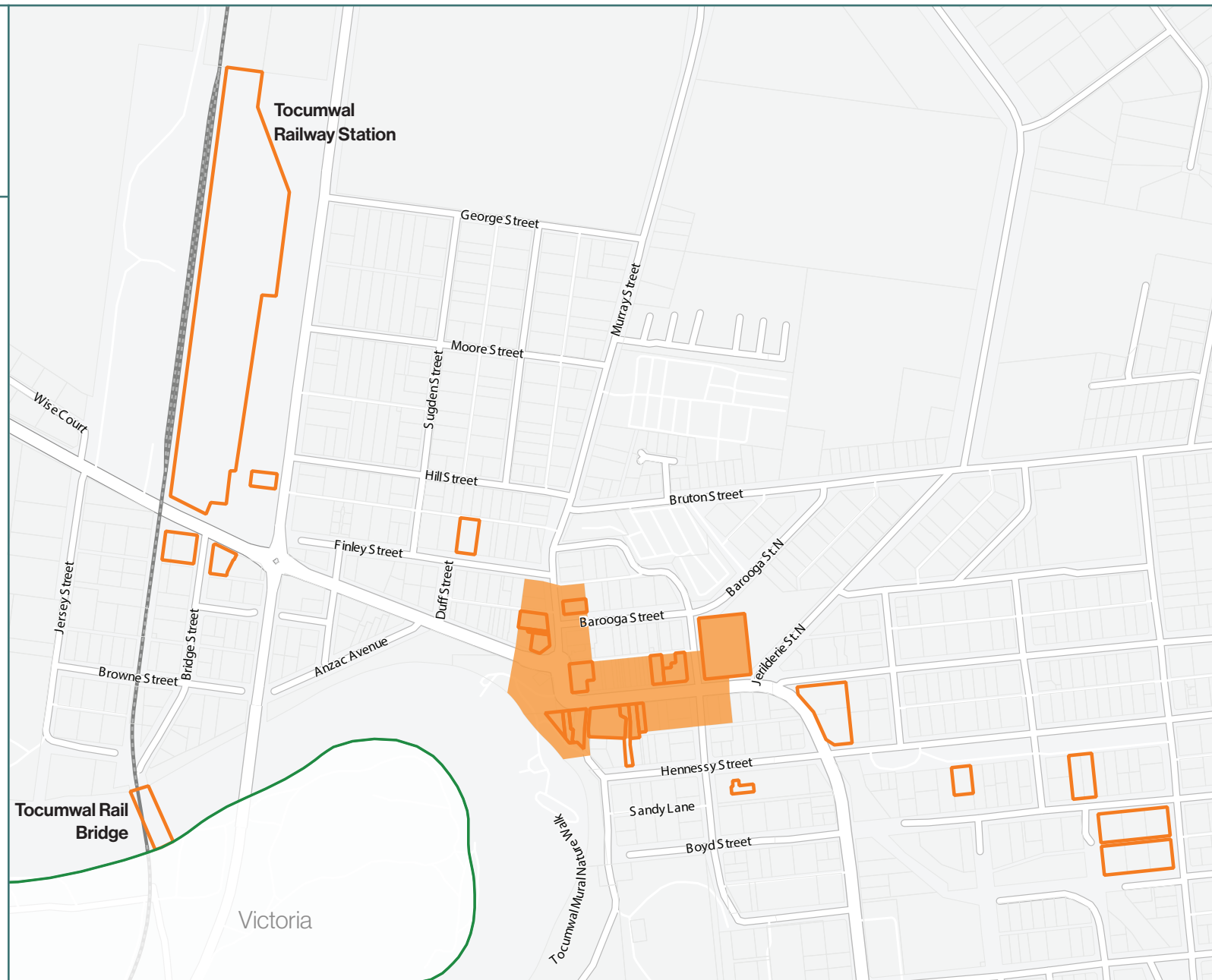


European Heritage

In addition to the controls set out in the LEP, Council's Development Control Plan provides guidelines for respectfully developing within the built fabric of the conservation areas.

The Tocumwal Railway Station (now a museum) and Rail Bridge are State Heritage Listed, noted for their point in the network where the conflicting gauges of the Victorian and New South Wales rail systems met.

Further north, the Finley Pioneer Railway Station and Surrounds is also listed as a Heritage Item of State significance.



- Heritage Item
- Conservation Area
- LGA Boundary

Tocumwal Conservation Area

Land Use Conflicts - Berrigan

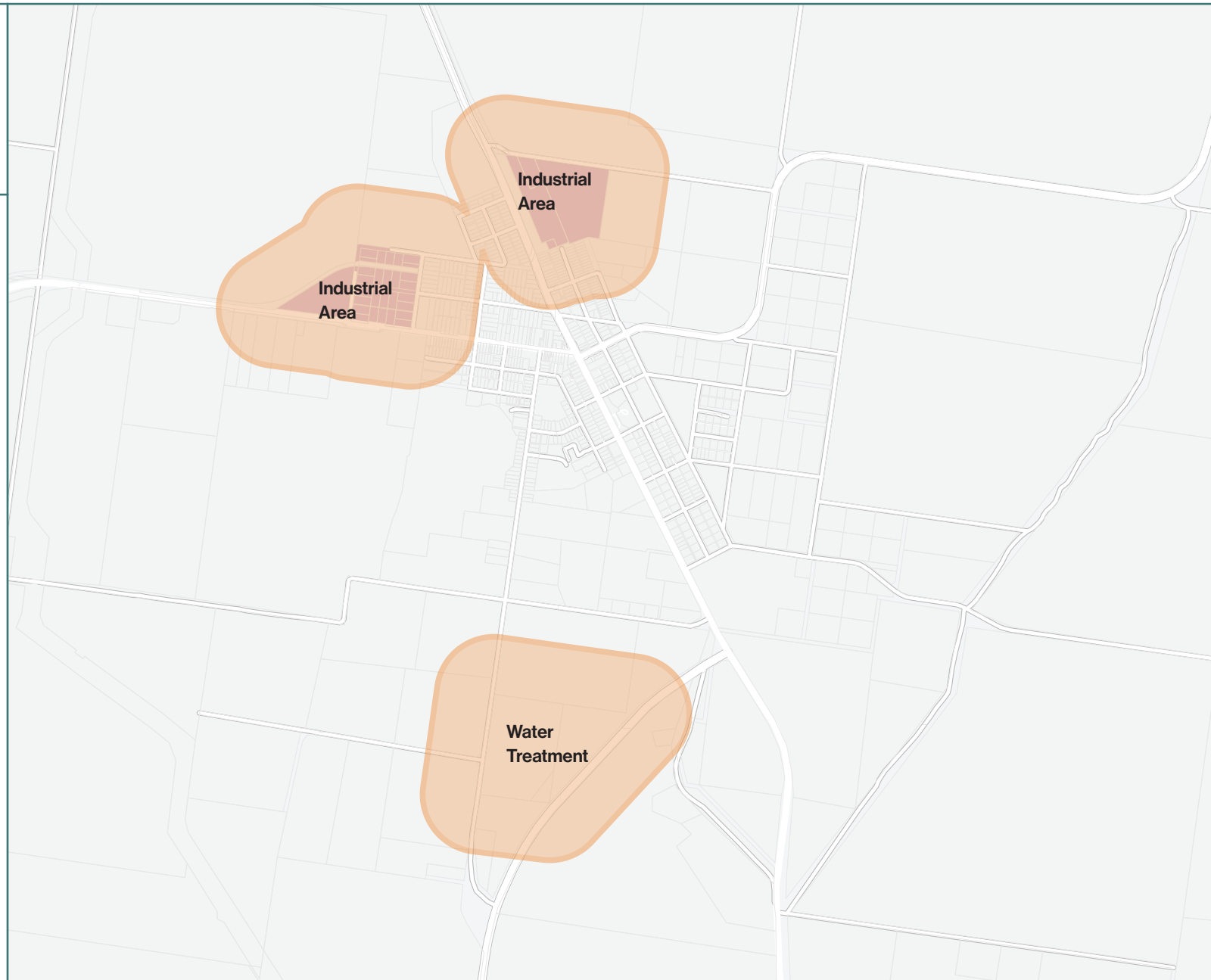
Land use conflicts can arise when incompatible uses are too close to each other. To protect residential amenity, it is useful to consider which land uses may affect it. Currently, New South Wales has no prescribed buffers around sources of odour, dust, noise or vibration.

Industrial Land (300m buffer applied)

The currently zoned industrial land is sited well away from residential land and can be a source of noise, dust and sediment.

Water Treatment (300m buffer applied)

The Rock's water treatment ponds, located to the north-west of the town can be a source of malodour and should not be located too close to residential land.



Berrigan Land Use Conflicts

Land Use Conflicts - Finley

Industrial Land (300m buffer applied)

The currently zoned industrial land is sited well away from residential land and can be a source of noise, dust and sediment. It is unlikely to be further developed for industrial land due to a range of diverse interests on the land.

Water Treatment (300m buffer applied)

Finley's water treatment ponds, located at the south-western edge of the town can be a source of malodour and should not be located too close to residential land.

Major Highways (Newell, Riverina) (100m buffer applied)

The Newell Highway is a major north-south inland highway. Consideration should be given to how close new residential development (as well as other sensitive uses such as aged care and child care) might be sited, as it will likely be an increasing source of noise, dust and vibration, particularly as there is no bypass through the centre of Finley.

Dairy, Saleyards (300m buffer applied)

The livestock saleyards, while used periodically are a source of noise, dust and odour, particularly close to residential uses in Finley. The Dairy has recently received planning approval and will be intensively utilised.



Finley Land Use Conflicts

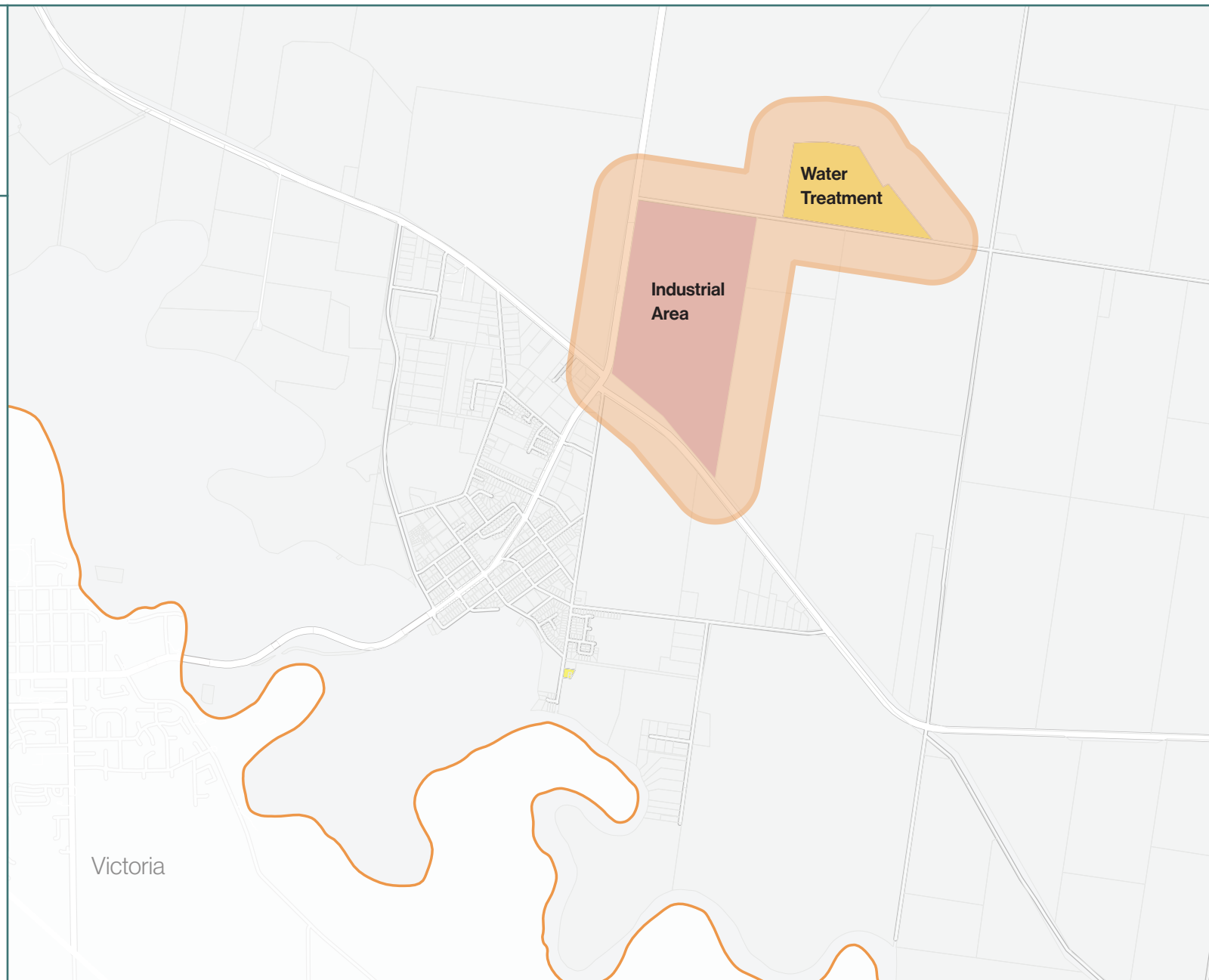
Land Use Conflicts - Barooga

Industrial Land (300m buffer applied)

The currently zoned industrial land is sited well away from residential land and can be a source of noise, dust and sediment. While it is suitably sited, the industrially zoned land is being used for agricultural purposes and is unlikely to be developed for industrial use in the near future.

Water Treatment (300m buffer applied)

Barooga's water treatment ponds, located to the north-west of the town can be a source of malodour and are suitably distanced from residential land.



Barooga Land Use Conflicts

Land Use Conflicts - Tocumwal

Industrial Land (300m buffer applied)

The currently zoned industrial land is sited along the Newell highway, well away from residential land and can be a source of noise, dust and sediment. The two parcels at the Tocumwal Aerodrome have not been used and will likely be backzoned to avoid constraining the airport's operation.

Water Treatment (300m buffer applied)

Tocumwal's water treatment ponds, located to the north-east of the town can be a source of malodour and should not be located too close to residential land. Consideration should be given to the necessary expansion should the town continue to grow.

Major Highways (Newell) (100m buffer applied)

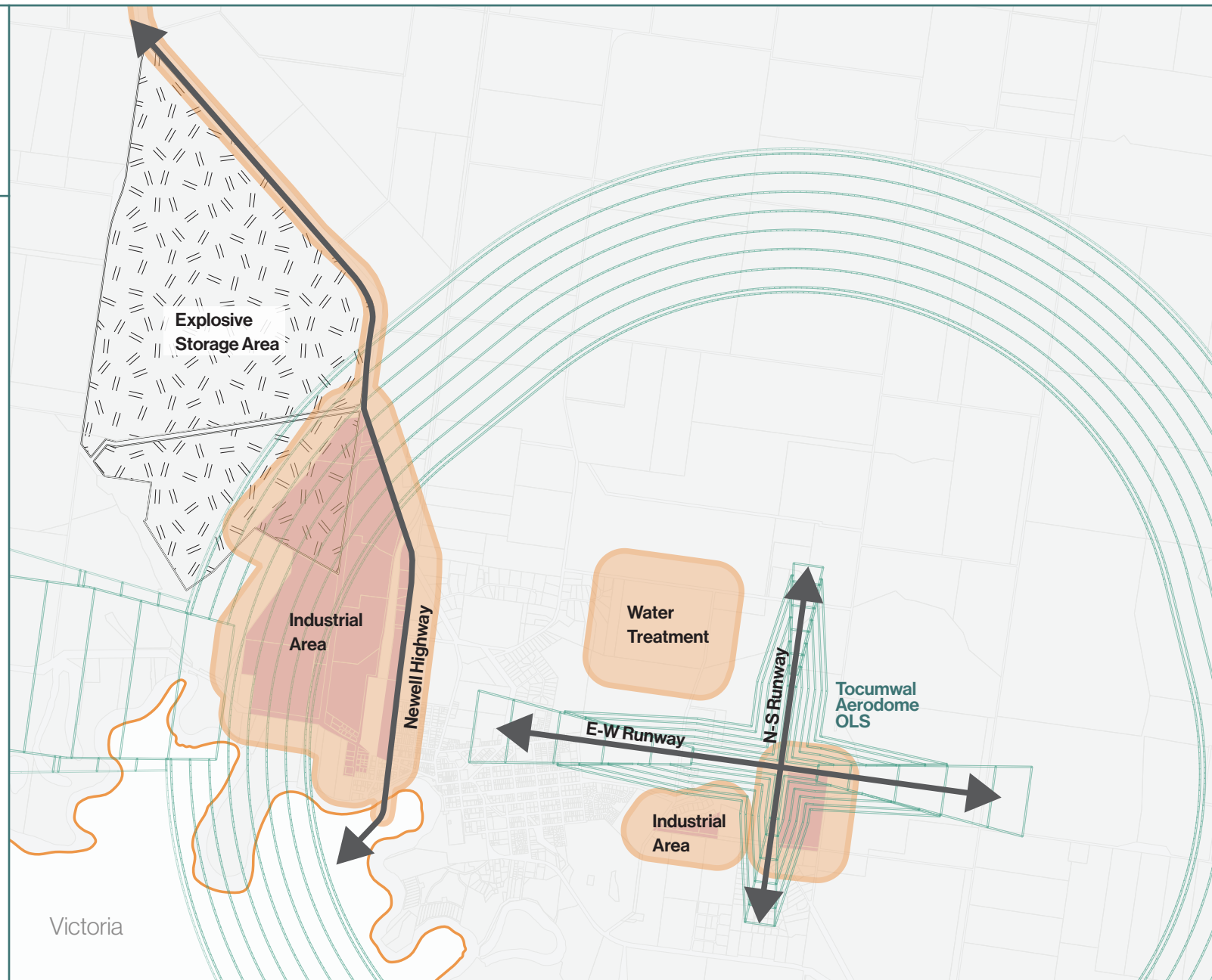
The Newell Highway is a major north-south inland highway. Consideration should be given to how close new residential development (as well as other sensitive uses such as aged care and child care) might be sited, as it will likely be an increasing source of noise, dust and vibration.

Explosive Storage Area

The explosive storage area is mapped in the Berrigan LEP (Clause 6.11), to ensure the protection of any proposed development as well as the protection of the storage area from that development.

Tocumwal Aerodrome

The Aerodrome Noise Forecast Plan (2013) should be upgraded to reflect its increased use and the impact of the east-west runway to the town.



— LGA Boundary

Tocumwal Land Use Conflicts

Land Use Conflicts - Agriculture

The NSW Land Use Map (2017) is based on aerial imagery and satellite imagery available for the state

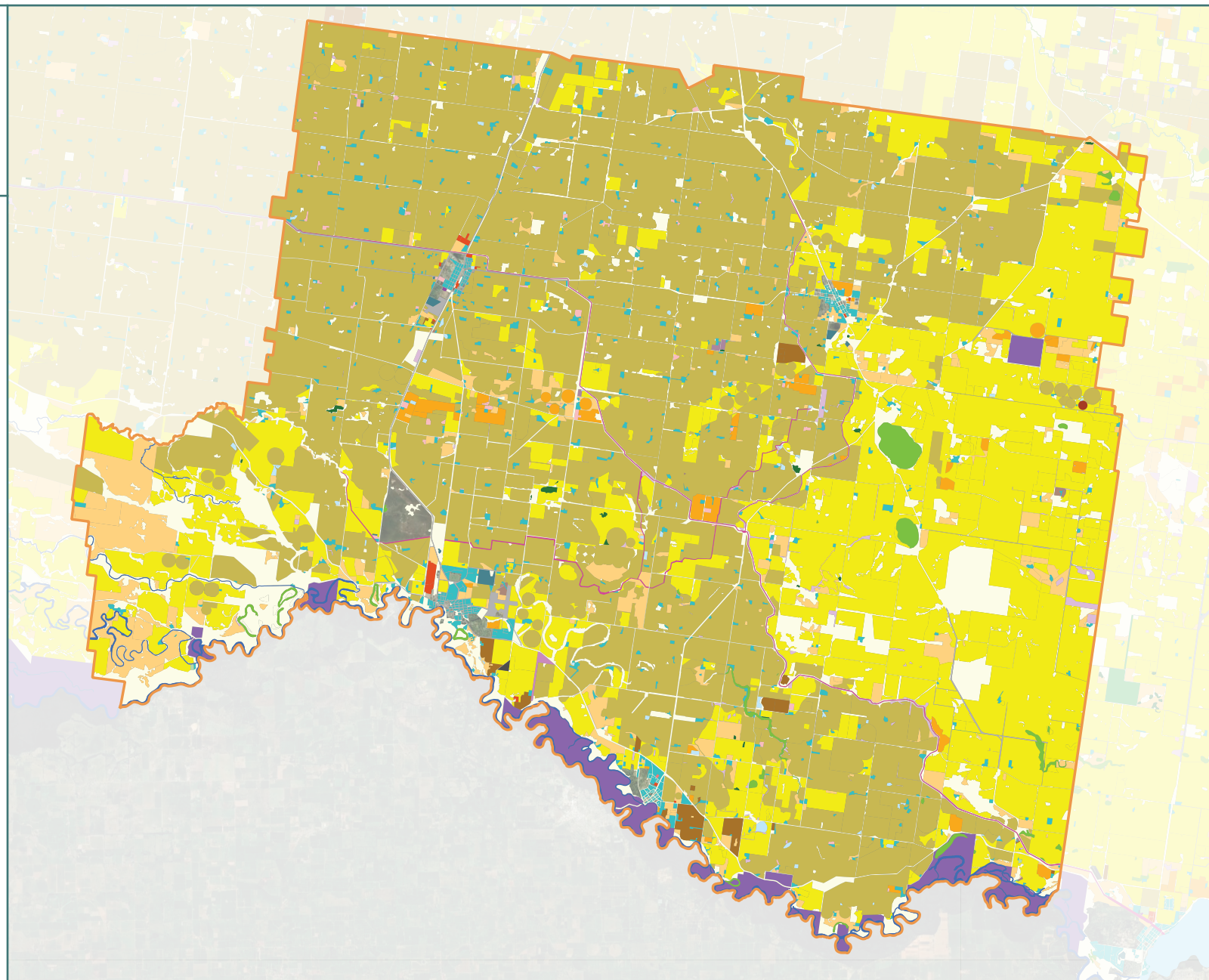
While the map shows complex patchwork of land use, it does show the relationship between the different use types and particularly the extent of irrigation infrastructure throughout the LGA.

Over 75% of the LGA is serviced by irrigation infrastructure - the most intensively irrigated LGA in the Riverina Murray region.

While the land within the map and throughout the shire is primarily zoned as RU1 Primary Production, the need to avoid fragmentation and land use conflicts is reinforced by the spatial data.

Feedback from community consultation indicated a desire to utilise land, adapt and innovate to new technology and agricultural contexts.

This would involve, where merited, agricultural uses on lots smaller than the 120ha minimum and enable a dwelling entitlement for that lot, which is not currently permitted.



- LGA Boundary
- Irrigated Cropping
- Cropping (Non-irrigated)
- Residential and farm infrastructure

Berrigan Land Use Map

Recommendations

Priorities

Land Use Recommendations + Maps

Berrigan

Finley

Barooga

Tocumwal

Actions

Monitoring + Review



Key Strategic Directions + Priorities

This section analyses evidence and data in relation to housing and employment lands identified in previous sections.

It aims to identify any gaps between expected population growth, housing supply trends, and identify types of housing that are required to address particular needs. In relation to employment lands, the analysis considers the need for industry and the inhibitors and opportunities for attracting investment and business in the Shire. This section also summarises the key actions that will be taken in relation to housing and employment land for the Shire.

The actions within this Strategy identify how they will be delivered, which stakeholders will be responsible and the timeframes for each. This plan is intended to provide the framework and roadmap for how these actions are to be carried out and reviewed.

Within the growing townships of Berrigan, Finley, Barooga and Tocumwal, there is a need to strengthen commercial cores and high streets, to provide ease of access to amenity and healthcare. There is an opportunity to bring community closer together by clustering services, amenities as well as infrastructure for tourism.

By addressing the structures of land use planning, the LEP can assist to address housing affordability, access to amenity, employment and the goals of the community.



An ageing population

The population is ageing - this will have effects on the workforce population, the types of housing required, as well as services and amenity.



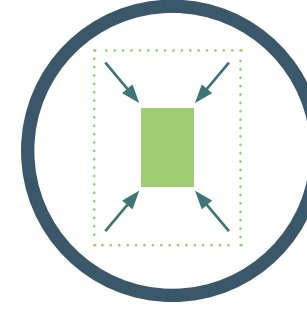
Changing Family Groups

Family groups and household compositions are changing. There has been a rise in lone persons and couples, and a decline in two parent families.



Development Pressures

Tocumwal and Barooga, the towns along the Murray River are experiencing more pressure for development than Berrigan and Finley, due to the environment, proximity to higher order regional towns in Victoria and the lifestyle offered.



Minimum Lot Size

The current minimum lot size within the RU5 Village Zone is 600m². While many lots within the urban areas are around 1000m², the existing MLS obstructs a gentle increase in density through allowing dual occupancies and subdivisions. A reduction to 450m² is recommended to allow infill opportunities.



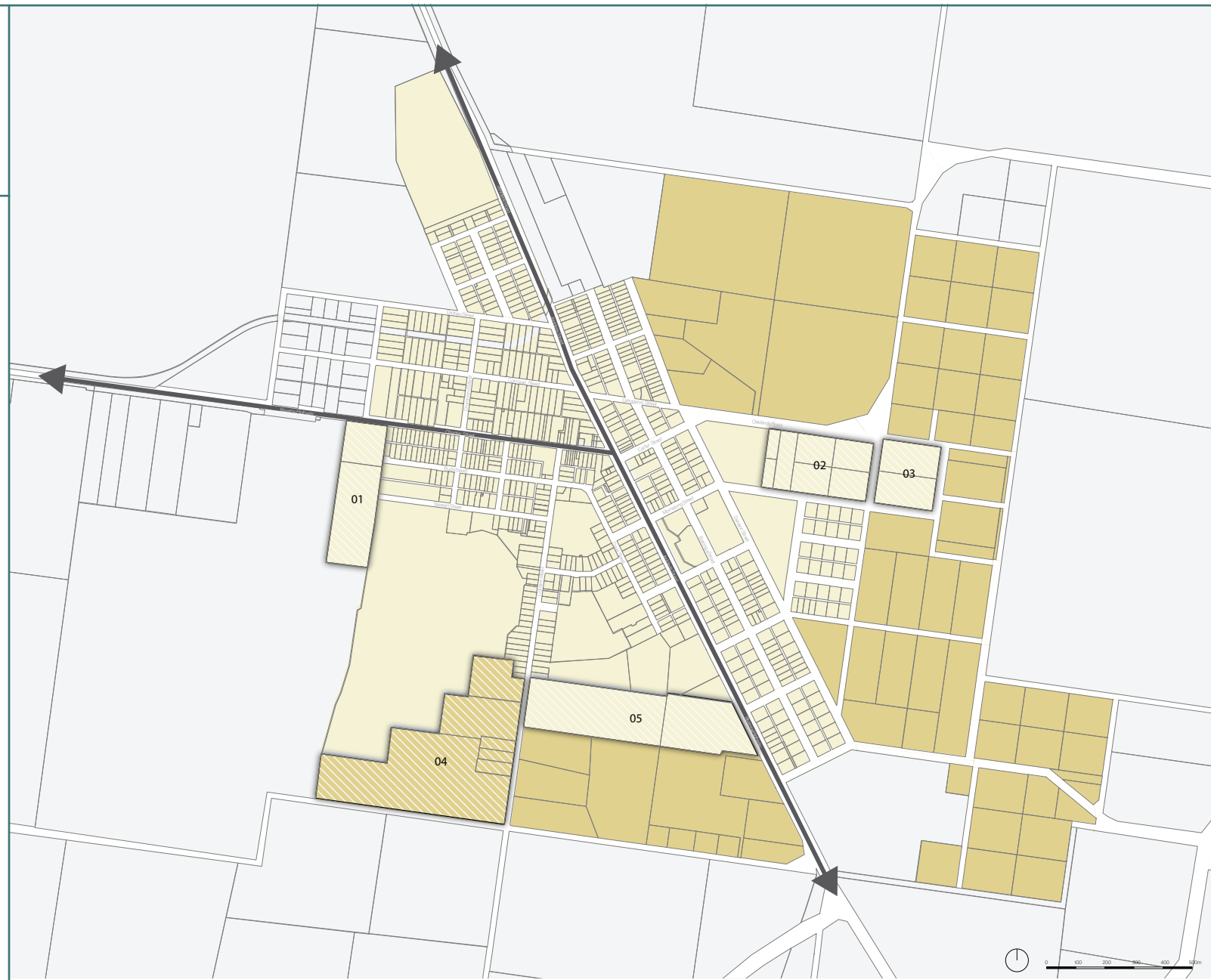
Housing Stock Mismatch

As is occurring throughout much of regional New South Wales, there are population changes occurring that are gradually exposing a mismatch between family groups and the housing stock, which doesn't reflect the community profile. A surfeit of detached, three bedroom + dwellings are dominating the supply.

Berrigan - Residential Investigation Sites

Future residential land can largely be supplied within the currently zoned urban areas. While demand for residential land has been relatively slow compared to the other towns within the LGA, there is pressure both smaller, low maintenance lots as well as larger 'lifestyle' lots, further from the town centre.

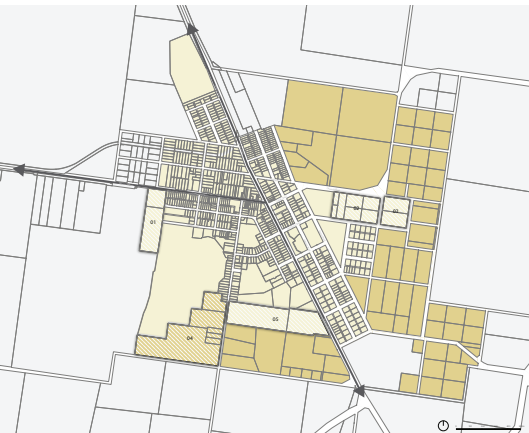
Shrinking family units and the subsequent underutilisation of housing stock can also add to the pressure for extra dwellings.



- Existing residential
- Existing large lot residential
- Key residential investigation site
- Key large lot residential investigation site

Berrigan - Residential Investigation Sites

*The assumptions built into the potential lot yield include a 1000m² lot size, larger than the 600m² minimum lot size. The approach reflects the general character of the area, and the typical existing lot size and layout, which often exceeds 2000m².



Site No.	Proposed Zone + Minimum Lot Size	Timeframe	Constraints/Comments	Area (ha)	Potential Yield*	Years' Supply (Common Growth)	Year's Supply (High Growth)
1	RU5 Village 450m ²	Short Term	Council to work with landowners to assess development potential	7.04 ha	70 lots	17.6 years	11.7 years
2	RU5 Village 450m ²	Short Term	Council to work with landowners to assess development potential	7.28 ha	73 lots	18.2 years	12.1 years
3	RU5 Village 450m ²	Short Term	Council to work with landowners to assess development potential	4.46 ha	45 lots	11.1 years	7.4 years
4	R5 Large Lot Residential 5,000m ²	Medium Term	Rezone from RU1 - Primary Production	21.69 ha	43 lots	10.8 years	7.2 years
5	RU5 Village 450m ²	Short Term	Investigate rezoning from R5 - Large Lot Residential. Potential to integrate with future health and aged care precinct	13.21 ha	132 lots	33 years	22 years
Totals				53.7 ha	363 lots	90.8 years	60.6 years

Assumptions

R5 Large Lot - 5000m² lots
20% reserved for infrastructure (roads, services)

R1 General Residential - 1000m² lots
30% reserved for infrastructure (roads, services)

Common growth scenario - 4 lots/year
High growth scenario - 6 lots/year

Berrigan - Employment Investigation Sites

Industrial Land

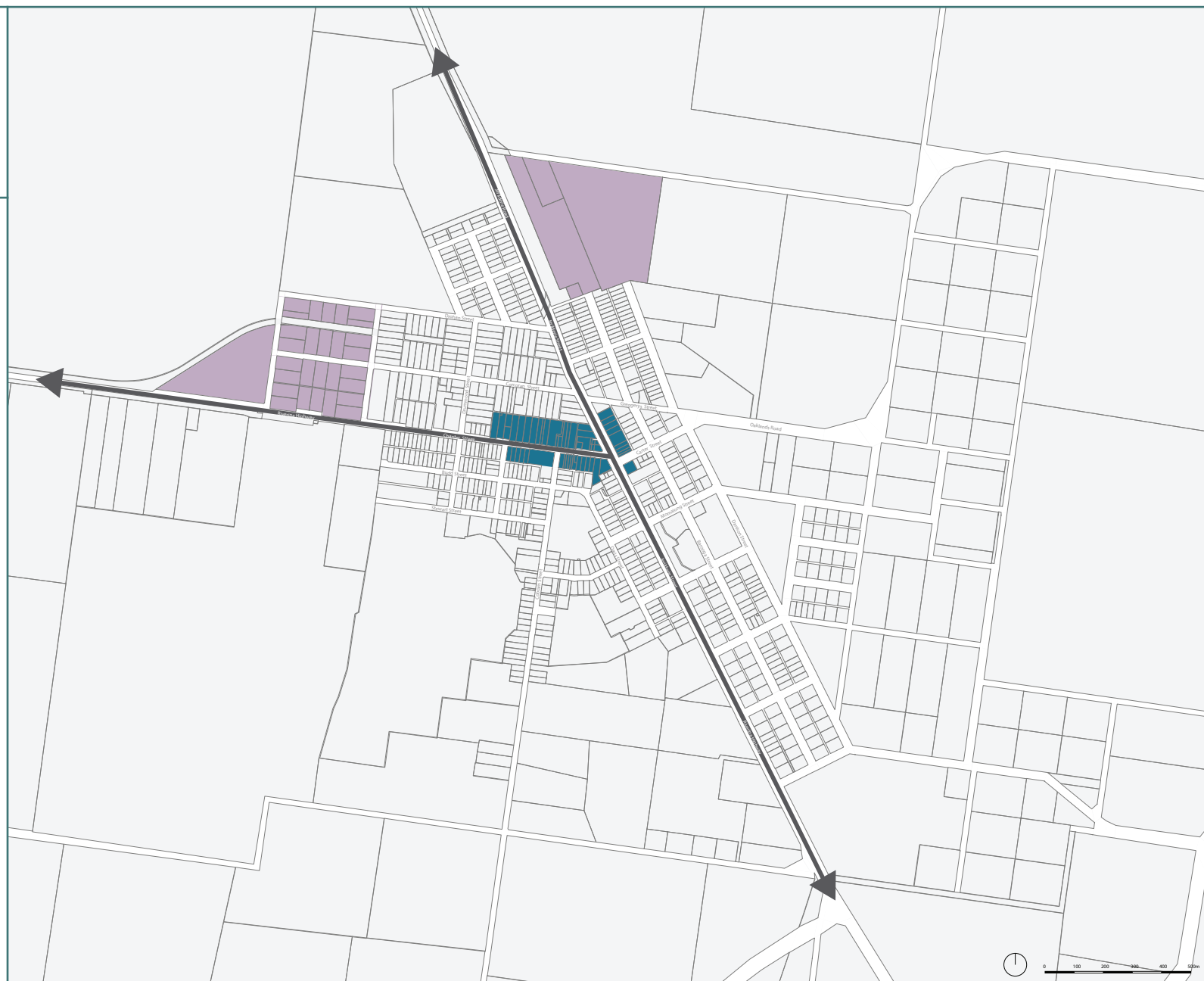
The rate of approved development applications for industrial land is 0.66 lots per year (2013 to 2022).

Within the already zoned land, is a supply for approximately twenty years. While the demand is low, this should be reassessed periodically to ensure enough supply.

Proposed Employment Zone

E1 - Local Centre

Berrigan has been zoned RU5 Village, which historically has reflected the size and scale of the built environment. While population growth is expected to be reasonably slow, this review presents a timely opportunity to consolidate the existing urban conservation area and cluster any new commercial or retail development in the town centre.



- Existing industrial
- Proposed Local Centre

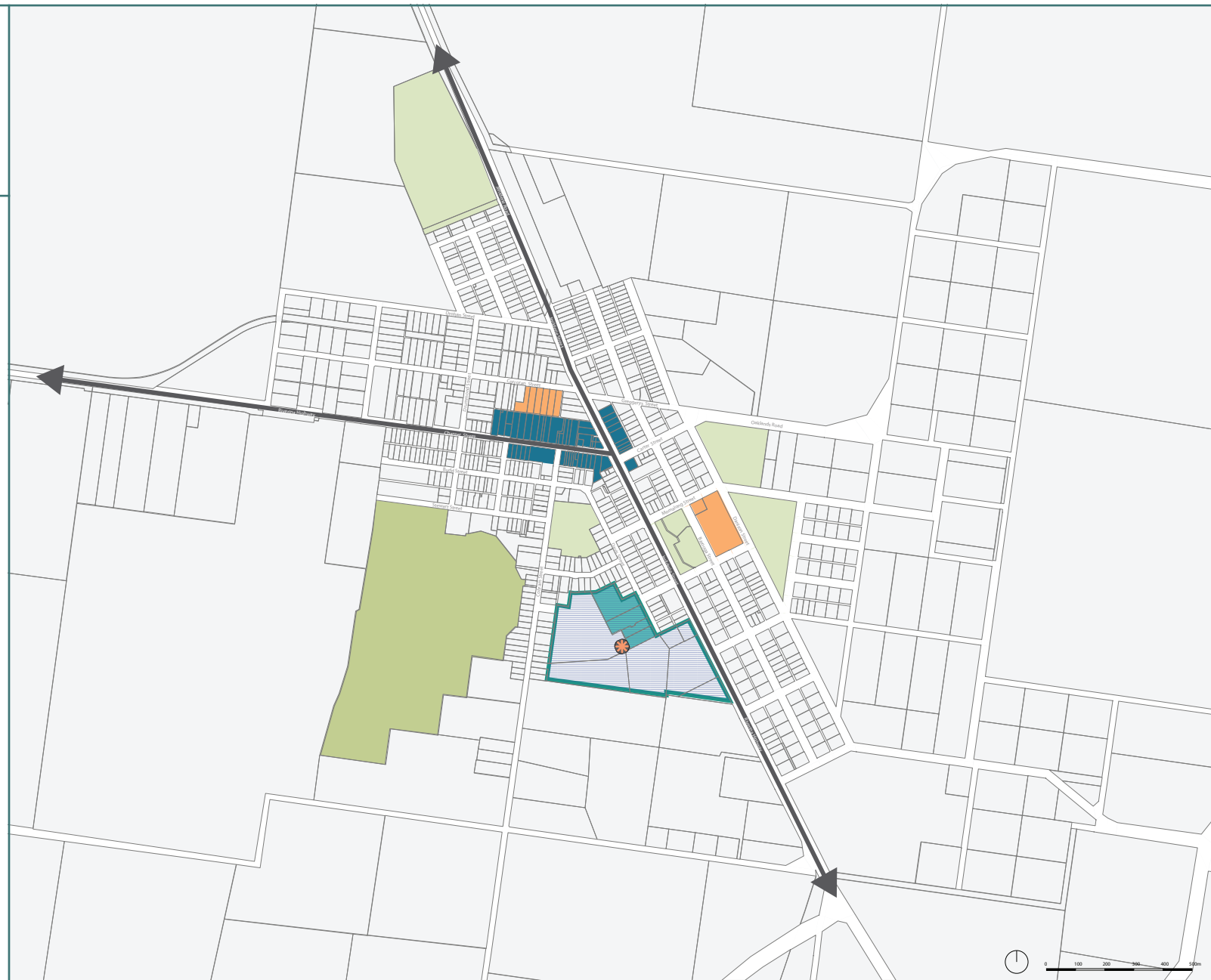
Berrigan - Community








Education

Berrigan supports a state primary school, and students travel for secondary education. The catholic primary school closed in 2020 due to a lack of enrolments.

Hospital and Aged Care

The Berrigan Multipurpose Service is colocated with aged care in the town and adjacent land represents an opportunity to cluster future related developments as the population ages.



- | | |
|--|---|
|  Proposed Local Centre |  Medical |
|  Education |  Future Health and Ageing Precinct |
|  Private Recreation (Golf, Bowls Clubs) |  Opportunity Site (Health) |
|  Public Open Space, Parkland | |

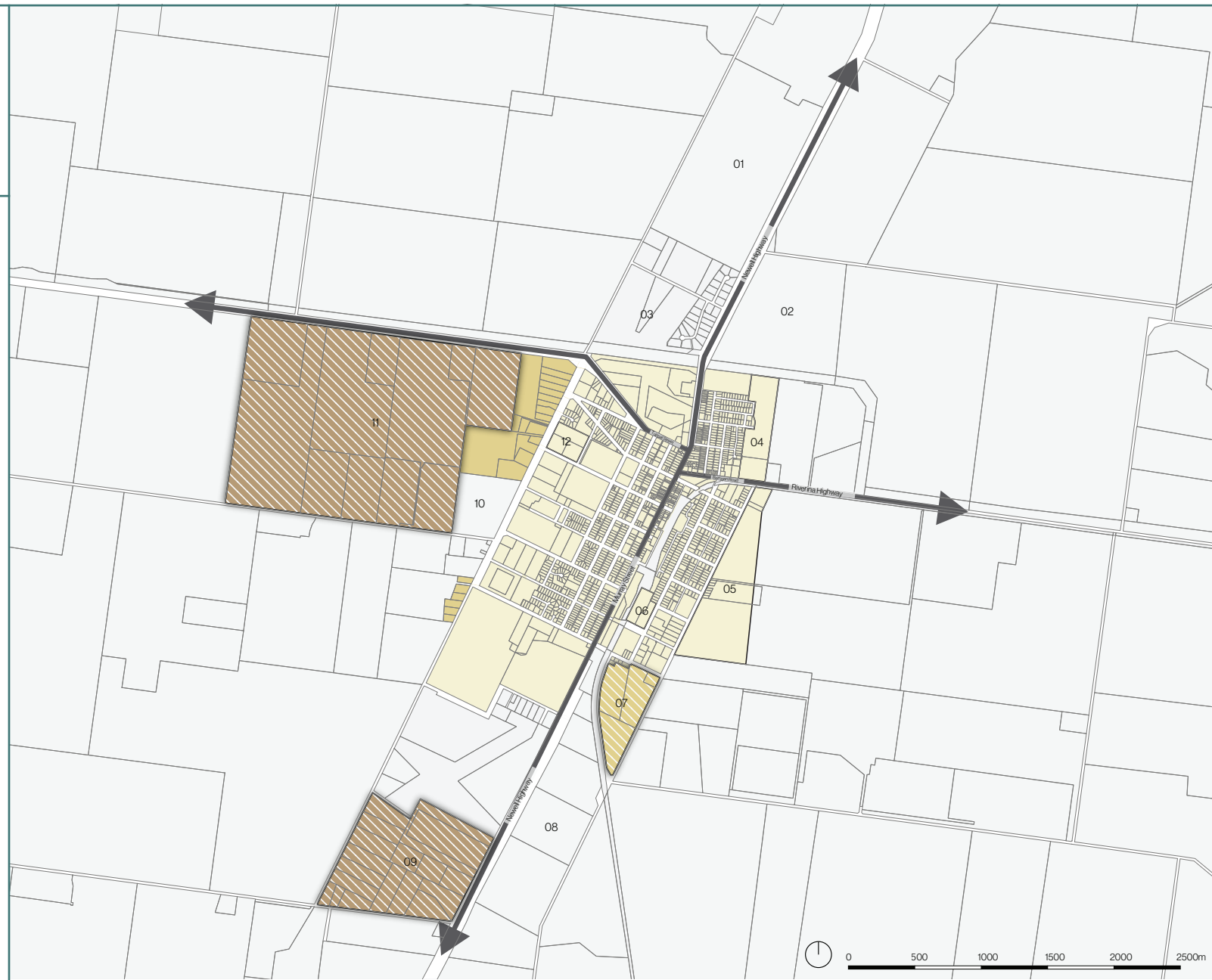
Finley Residential Investigation Sites

Finley has an urban form stretched along the north-south axis of the Newell Highway.

It is anticipated future residential development will be able to be contained within the currently zoned land.

Anecdotally, there is pressure for small lot primary production (with a dwelling), smaller than is currently allowed in the RU1 zone, which has a 120 hectare lot size minimum.

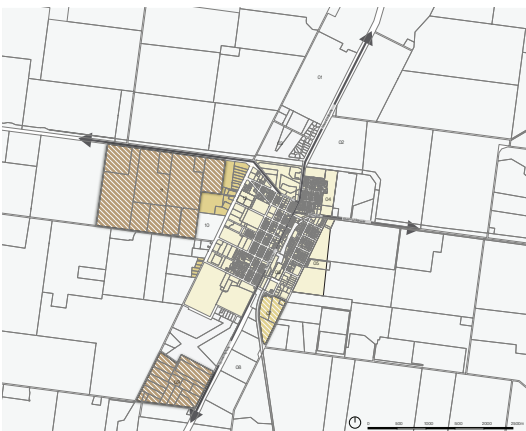
While it is beyond the scope of this strategy to comprehensively assess the viability of rezoning RU1 Primary Production to RU4 Primary Production Small Lots, a future Rural Lands Strategy will be able to take undertake a focused study.



- Existing residential
- Existing large lot residential
- Key residential investigation site
- Key large lot residential investigation site

Finley Residential Investigation Sites

*The assumptions built into the potential lot yield include a 1000m² lot size, larger than the 600m² minimum lot size. The approach reflects the general character of the area, the typical existing lot size and layout.



Site No.	Proposed Zone + Minimum Lot Size	Timeframe	Constraints/Comments	Available Area (ha)	Potential Yield*	Years' Supply (Common Growth)	Year's Supply (High Growth)
4	R1 General Residential 450m ²	Short Term	Rezone from RU5 Village	14.93	105	17.4 years	10.5 years
5	R1 - General Residential 450m ²	Medium Term	Rezone from RU5 Village To be investigated after infill opportunities have been exhausted to better utilise existing infrastructure.	41.18	288	48.0 years	28.8 years
6	R1 - General Residential 450m ²	Short Term	Rezone from RU5 Village Analyse interface with SP2 Infrastructure Zone	3.86	27	4.5 years	2.7 years
7	R5 - Large Lot Residential 5000m ²	Short Term	Rezone from RU1 Primary Production Partially Developed	21.71	35	5.8 years	3.5 years
9	RU4 - Rural Living 2 ha	Short Term	Rezone from RU1 Primary Production Rezoning to reflect current use	80.34	n/a	n/a	n/a
11	RU4 - Rural Living 5ha -10ha	Medium Term	Rezone from RU1 Primary Production Subject to Rural Lands Strategy	262.73	26x10ha lots or 52x5ha lots	n/a	n/a
12	R1 - General Residential 450m ²	Short Term	Rezone from RU5 Village	5.45	38	6.4 years	3.8 years
Totals				87.13 ha	493 lots	82.1 years	49.3 years

Assumptions

R5 Large Lot - 5000m² lots

20% reserved for infrastructure (roads, services)

R1 General Residential - 1000m² lots

30% reserved for infrastructure (roads, services)

Common growth scenario - 6 lots/year

High growth scenario - 10 lots/year

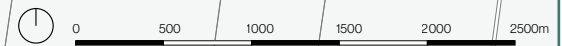
Finley - Employment Lands Investigation Sites

The town is at the crossroads of the Newell and Riverina Highways, both strategically important parts of the road transport network.

Industrial land is in high demand throughout Finley. The currently zoned lot (site 03) at the north of the town is unlikely to be further developed in the near term, due to a range of competing interests.



- Existing industrial
- Industrial Investigation Site
- Proposed Local Centre



Finley Employment Investigation Sites

Assumptions based on prior development application approvals (approximately three, per annum) are unlikely to give a clear indication of a rate of take-up, should more lots become available. In this instance, higher rates have been assumed to better accommodate growth potential.

5000m² represents a nominal, and moderate lot size. More expansive operations may also reduce the supply of lots, in absolute terms.



Site No.	Proposed Zone + Minimum Lot Size	Timeframe	Constraints/Comments	Available Area (ha)	Potential Yield	Years' Supply (Common Growth)	Year's Supply (High Growth)
1	E4 General Industrial 5000m ²	Long Term	Rezone from RU1 Land is currently being utilised for crop production. Council to work with current and prospective landowners.	105.47 ha	169 lots	28.1 years	16.9 years
2	E4 General Industrial 5000m ²	Short Term	Rezone from RU1 Council may investigate developing land	66.22 ha	106 lots	17.7 years	10.5 years
3	E4 General Industrial 5000m ²	Long Term	Partially developed Diverse interests on property Cultural Heritage Study should be completed and include this area.	29.79 ha	48 lots	7.9 years	4.8 years
8	E4 General Industrial 5000m ²	Medium Term	Rezone from RU1 Partially developed Council to work with current and prospective landowners	40.2 ha	64 lots	10.7 years	6.4 years
10	E4 General Industrial 5000m ²	Short Term	Rezone from RU1 Rezoning to reflect current use.	18.14 ha	29 lots	4.8 years	2.9 years
Totals				229.82 ha	416 lots	69.3 years	41.6 years

Assumptions

5000m² lots

20% reserved for infrastructure (roads, services)

Common growth scenario - 6 lots/year

High growth scenario - 10 lots/year

Finley - Community

A future upgrade to the Finley Hospital is being undertaken which will increase the capacity of health services in the town. Aged care services are colocated with the hospital and represent a preferred location for any similar future developments.

As the area grows, the suitability of the saleyards to remain in an urban area should be assessed, as the site could be better utilised for health and aged care as the population ages.

Many students travel to Finley from surrounding areas for secondary and tertiary education.

Finley Lake, at the northern end of the town is disconnected from the commercial centre. A non-planning based, urban design strategy could seek to better connect amenity, services, open space, health and education land uses.



- | | |
|---|---|
| Proposed Local Centre | Medical |
| Education | Future Health and Ageing Precinct |
| Private Recreation (Golf Club) | ★ Opportunity Site (Health) |
| Public Open Space, Parkland | |



Barooga - Residential Investigation Sites

In distinction to the other towns in the LGA, is Barooga. Fundamental to Barooga's subsistence is the relationship to Cobram on the south side of the Murray River. While Barooga may not need to develop as a wholly independent township, the COVID border closures highlighted its dependence on a local network of higher order regional towns.

There is an opportunity to consolidate and create a strip of local amenity, which will increasingly be able to be supported by the growing population.

Barooga is largely able to cater to general residential demand within the currently zoned land.

The changing and ageing population will have more diverse and likely smaller dwelling requirements than the current dwelling housing stock



- Existing residential
- Existing large lot residential
- Key residential investigation site
- Key large lot residential investigation site

Barooga Residential Investigation Sites

*The assumptions built into the potential lot yield include a 1000m² lot size, larger than the 600m² minimum lot size. The approach reflects the general character of the area, the typical existing lot size and layout.



Site No.	Proposed Zone + Minimum Lot Size	Timeframe	Constraints/Comments	Available Area (ha)	Potential Yield	Years' Supply (Common Growth)	Year's Supply (High Growth)
1	R5 - Large Lot Residential 5000m ²	Medium Term	Rezone from RU1 Primary Production Servicing/reticulated water supply to be investigated	80.80 ha	129 lots	9.2 years	7.2 years
2	R1 - General Residential 450m ²	Medium Term	Servicing/reticulated water supply to be investigated	515 ha	36 lots	2.6 years	2 years
3	R1 - General Residential 450m ²	Medium Term	Servicing/reticulated water supply to be investigated	8.66 ha	61 lots	4.3 years	3.4 years
4	R1 - General Residential 450m ²	Medium Term	Key opportunity site - council to work with landowners	14.12 ha	99 lots	7.1 years	5.5 years
5	R1 - General Residential 450m ²	Short Term	Infill opportunity - council to work with landowners	8.12 ha	57 lots	4.1 years	3.2 years
6	R1 - General Residential 450m ²	Short Term	Infill opportunity - council to work with landowners	3.50 ha	24 lots	1.7 years	1.4 years

Assumptions

R5 Large Lot - 5000m² lots

20% reserved for infrastructure (roads, services)

R1 General Residential - 1000m² lots

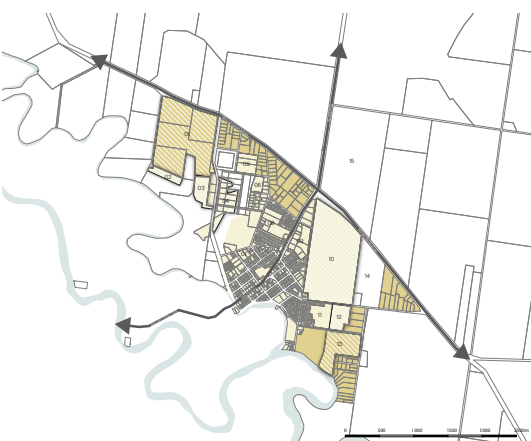
30% reserved for infrastructure (roads, services)

Common growth scenario - 14 lots/year

High growth scenario - 20 lots/year

Barooga Residential Investigation Sites

*The assumptions built into the potential lot yield include a 1000m² lot size, larger than the 600m² minimum lot size. The approach reflects the general character of the area, the typical existing lot size and layout.



Site No.	Proposed Zone + Minimum Lot Size	Timeframe	Constraints/Comments	Available Area (ha)	Potential Yield	Years' Supply (Common Growth)	Year's Supply (High Growth)
7	R1 - General Residential 450m ²	Short Term	Infill opportunity - council to work with landowners Partially developed	2.03 ha	14 lots	1 year	0.8 years
8	R1 - General Residential 450m ²	Short Term	Infill opportunity - council to work with landowners Partially developed	11.92 ha	83 lots	6 years	4.6 years
9	R1 - General Residential 450m ²	Short Term	Infill opportunity - council to work with landowners Partially developed	10.90 ha	76 lots	5.5 years	4.2 years
10	R1 - General Residential 450m ²	Long term	Land is currently being utilised for agricultural purposes. Council to work with landowner.	93.37 ha	149 lots	10.7 yeras	8.3 years
11	R1 - General Residential 450m ²	Short term	Land is currently being developed.	9.43 ha	66 lots	4.7 years	3.7 years
12	R1 - General Residential 450m ²	Medium term	Land development should be staged, to follow the completion of site 11.	9.41 ha	15 lots	1.1 years	0.8 years
13	R5 - Large Lot Residential 5000m ²	Medium term	Infill opportunity, council to work with landowner to assess viability	22.33 ha	36 lots	2.6 years	2 years
Totals				297.78 ha	846 lots	60.4 years	47 years

Assumptions

R5 Large Lot - 5000m² lots

20% reserved for infrastructure (roads, services)

R1 General Residential - 1000m² lots

30% reserved for infrastructure (roads, services)

Common growth scenario - 14 lots/year

High growth scenario - 20 lots/year

Barooga - Employment Investigation Sites

By virtue of its absence, the desire for industrially zoned land is high. The currently zoned lot (site 14) is not likely to be available to develop in the short to medium term.

While it doesn't benefit from the immediate access to the strategic transport networks as Tocumwal and Finley do, some of the largest employers in the LGA are located in Barooga.

Site 14 represents an opportunity to consolidate the current land use and provide some availability and certainty to prospective businesses seeking suitable lots.

A reported shortage of industrial land in adjacent Cobram may also increase pressure for industrial land in Barooga.

The implementation of a local centre will help to focus future commercial and retail development in the Vermont Street strip.

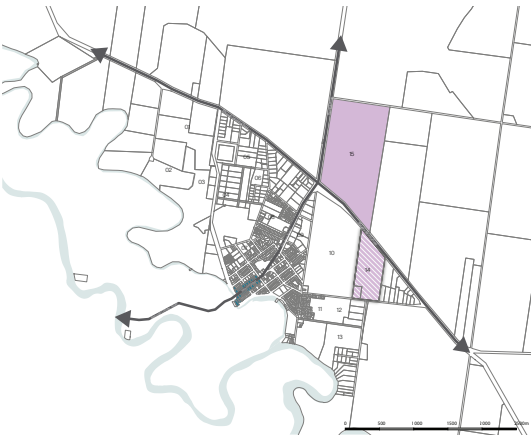


- Existing industrial
- Industrial Investigation Site
- Proposed Local Centre

Barooga Employment Investigation Sites

Assumptions based on prior development application approvals (approximately three, per annum) are unlikely to give a clear indication of a rate of take-up, should more lots become available. In this instance, higher rates have been assumed to better accommodate growth potential.

5000m² represents a nominal, and moderate lot size. More expansive operations may also reduce the supply of lots, in absolute terms.



Site No.	Proposed Zone + Minimum Lot Size	Timeframe	Constraints/Comments	Available Area (ha)	Potential Yield	Years' Supply (Common Growth)	Year's Supply (High Growth)
14	E4 - General Industrial 5000m ²	Short Term	Rezone from RU1 Primary Production Appropriate buffers should be implemented between future, neighbouring residential development.	52.88 ha	52	8.81 years	6.61 years
15	E4 - General Industrial 5000m ²	Long Term	The land is currently utilised for agriculture, and may not be available to develop in the short to medium term.	126.07 ha	201	21.01 years	15.76 years
Totals				159.12 ha	253 lots	29.82 years	22.37 years

Assumptions

5000m² lots
20% reserved for infrastructure (roads, services)

Common growth scenario - 6 lots/year
High growth scenario - 8 lots/year

Barooga - Community

Barooga benefits from large sections of open and accessible land, along the Murray River as well as the Recational Reserve (currently being upgraded), Adventure Playground and Botanical Gardens.

Health services and amenity are provided at Cobram, or Tocumwal.

Recreational activities, particularly golf and related accomodation make up a large part of Barooga's economy and land use.



- Proposed Local Centre
- Education
- Private Recreation (Golf Club)
- Public Open Space, Parkland
- ✱ Opportunity Site

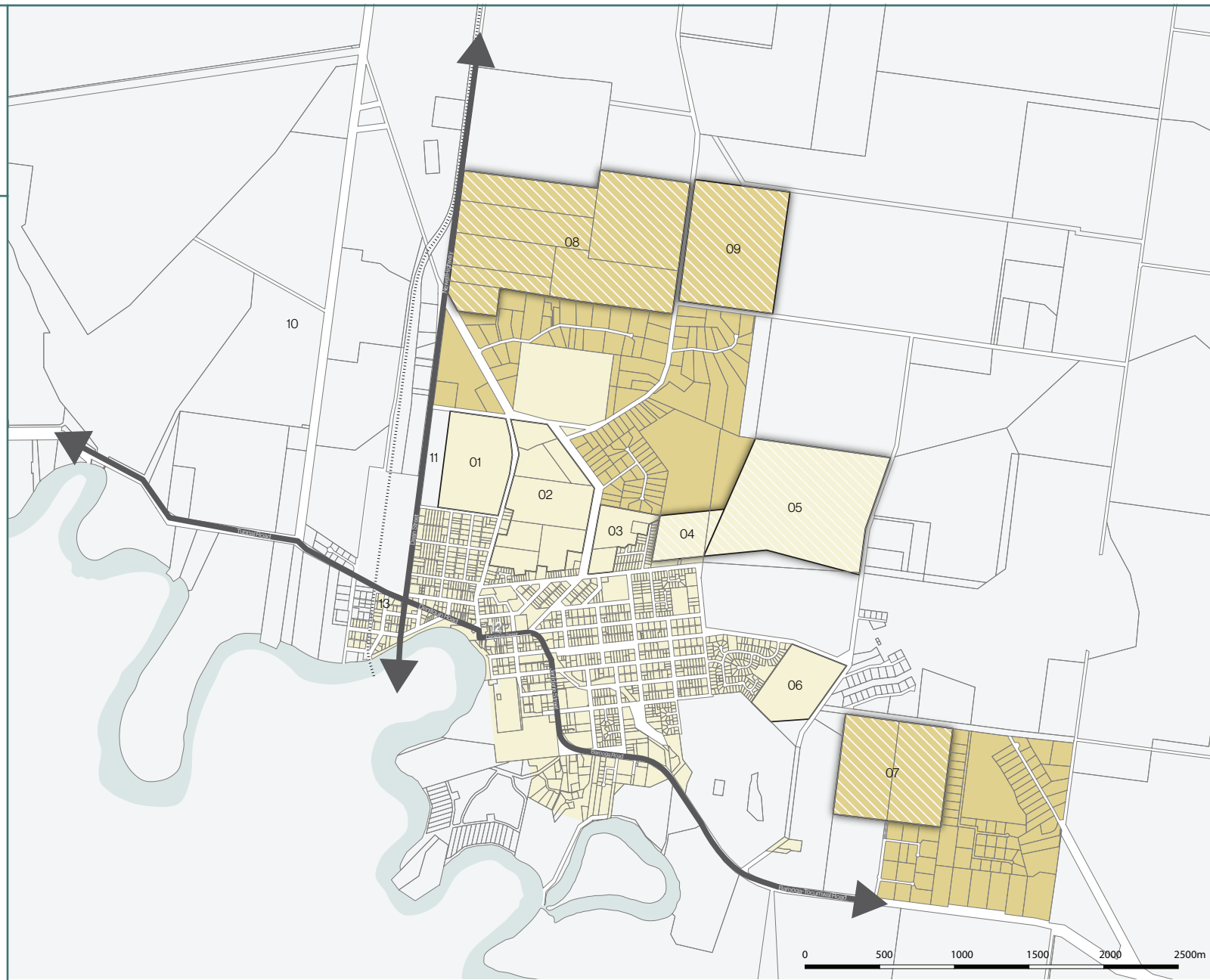
Tocumwal - Residential Investigation Sites

Demand for residential land throughout Berrigan LGA is the greatest in the Tocumwal, for its relative affordability, location, proximity to higher order regional centres as well as Melbourne.

Tocumwal requires a balance of smaller lots, closer to the commercial centre and larger 'lifestyle' lots, typically upwards of 5000m².

Berrigan Shire's Development Control Plan hasn't been updated since 2014. New development, particularly higher density, urban housing will benefit from a review to ensure the provision of usable open space, amenity and active transport networks.

The proximity of the Tocumwal Aerodrome, takeoff and approach paths should be considered when considering available land, for noise, amenity and safety.



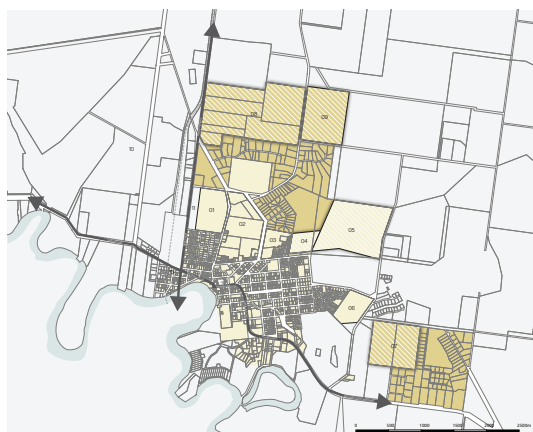
- Existing residential
- Existing large lot residential
- Key residential investigation site
- Key large lot residential investigation site

Tocumwal Residential Investigation Sites

The potential yield has been calculated with 800m² lots in general residential zones, reflecting the general character of the area.

Smaller minimum lot sizes should be considered closer to the town centre, to encourage smaller dwellings, reflecting the demographic changes, walkable neighbourhoods, access to amenity and efficient infrastructure provision.

Growth scenarios are based on historical dwelling approvals.



Site No.	Proposed Zone + Minimum Lot Size	Timeframe	Constraints/Comments	Available Area (ha)	Potential Yield	Years' Supply (Common Growth)	Year's Supply (High Growth)
01	R1 - General Residential 450m ²	Short Term	Rezone from RU5 Village Council to work with landowner to determine viability	26.15 ha	327 lots	15.6 years	10.9 years
02	R1 - General Residential 450m ²	Short Term	Rezone from RU5 Village Council to work with landowner	46.13 ha	577 lots	27.5 years	19.2 years
03	R1 - General Residential 450m ²	Short Term	Rezone from RU5 Village Council to work with landowner	11.46 ha	143 lots	6.8 years	4.8 years
04	R1 - General Residential 450m ²	Medium Term	Rezone from R5 Large Lot Residential Airport noise and safety should be thoroughly assessed prior to land development	11.78 ha	147 lots	7 years	4.9 years
05	R1 - General Residential 450m ²	Long Term	Rezone from RU1 Primary Production Airport noise and safety should be thoroughly assessed prior to land development	71.38 ha	892 lots	42.5 years	29.7 years
06	R1 - General Residential 450m ²	Long Term	Rezone from RU5 Village Environmental constraints to be assessed prior to development.	19.18 ha	240 lots	11.4 years	8 years
07	R5 - Large Lot Residential 450m ²	Medium Term	Rezone from RU1 Primary Production Environmental constraints to be assessed prior to development	48.35 ha	97 lots	4.6 years	3.2 years
08	R5 - Large Lot Residential 5000m ²	Long Term	Land to be analysed as part of Rural Land Strategy	128.03 ha	256 lots	12.2 years	8.5 years
09	R5 - Large Lot Residential 5000m ²	Long Term	Land to be analysed as part of Rural Land Strategy	42.94 ha	86 lots	4.1 years	2.9 years
Totals				405.4 ha	2765 lots	131.6 years	92.2 years

Assumptions

R5 Large Lot - 5000m² lots

20% reserved for infrastructure (roads, services)

R1 General Residential - 800m² lots

30% reserved for infrastructure (roads, services)

Common growth scenario - 21 lots/year

High growth scenario - 28 lots/year

Tocumwal - Employment Investigation Sites

The large swathe of industrial land along the Newell Highway is a

Developable industrial land is, according to community feedback, in short supply.

While land is



- Existing industrial
- Industrial Investigation Site
- Not suitable for industrial land to be backzoned (SP2 Infrastructure)
- Proposed Local Centre
- Proposed Mixed Use Zone

Tocumwal Employment Investigation Sites

Site No.	Proposed Zone + Minimum Lot Size	Timeframe	Constraints/Comments	Area (ha)	Potential Yield	Years' Supply (Common Growth)	Year's Supply (High Growth)
10	E4 General Industrial	Short Term	Council to work with landowner to determine timeframe and viability	230.76 ha	369 lots		
11	E4 General Industrial	Medium Term	Rezone from RU5 Village Council to work with landowner to determine timeframe and viability	9.27 ha	14 lots		
Totals				297.78 ha	360 lots		

Assumptions

5000m² lots

20% reserved for infrastructure (roads, services)

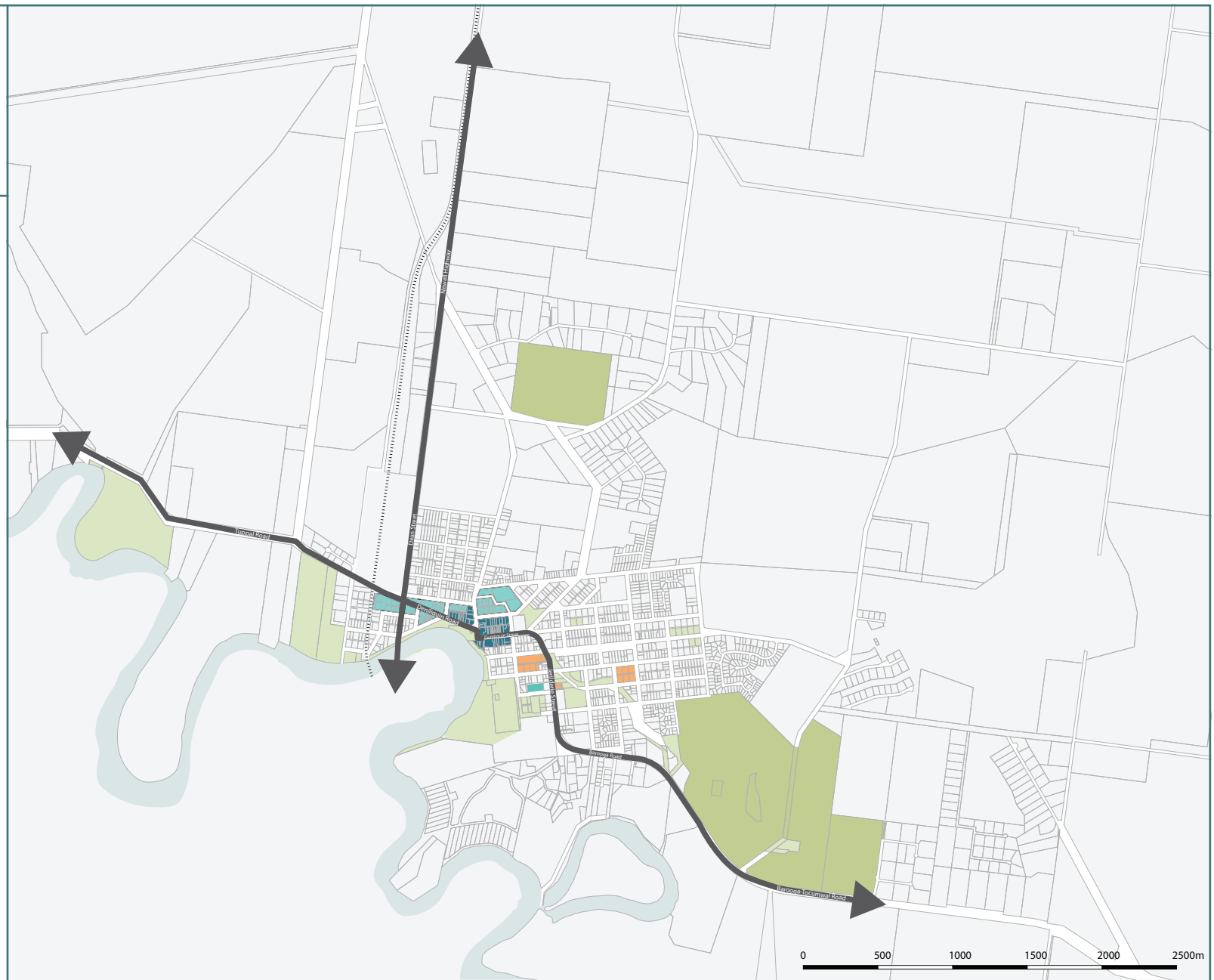
Common growth scenario - 4 lots/year

High growth scenario - 6 lots/year

Site No.	Proposed Zone + Minimum Lot Size	Timeframe	Constraints/Comments	Area (ha)	Potential Yield	Years' Supply (Common Growth)	Year's Supply (High Growth)
12	E1 Local Centre	Short Term	Reflect the current use and seek to further entrench commercial use in the area, avoiding future land use conflict		n/a	n/a	n/a
13	MU1 Mixed Use	Short Term	Reflect the current use, and allow for greater flexibility with the area to encourage commercial use, shop top housing, higher density development.				



Tocumwal - Community, Amenity and Open Space





Priorities

This strategy has developed a range of priorities and actions which reflect the community's vision for the future, the demographic changes happening, and projected to happen throughout the shire.

Actions are broadly themed into priorities which lay the foundational principles of the strategy.

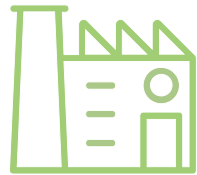
Housing



Housing is a crucial priority in this strategy. The population growth, as well as its distribution has resulted in the housing stock throughout the Berrigan LGA being fundamentally mismatched with the community demographic (as it exists now, as well as future growth projections).

Berrigan's Development Control Plan will require updating to better implement controls for community outcomes, environmentally sustainable and resilient housing outcomes.

Employment + Industry



Land zoned for employment and industry across a range of scales is also crucial to this strategy. The shortage of appropriately zoned land throughout Barooga and Finley is particularly stark. Berrigan, Tocumwal are more comfortably situated, though not without constraints.

This strategy also includes the implementation of Local Centres in Finley, Barooga and Tocumwal to focus commercial and retail development as they grow and experience development pressure.

Environment and Heritage



Environmentally zoned land, particularly along the Murray River is under increasing pressure from development and use, as well as the escalating effects of climate change and weather extremes.

While European and colonial heritage has been well documented, little is known about Aboriginal cultural heritage. Efforts are necessary to better engage with the community, and to protect places of significance.

Community + Urban Amenity



Community functions and open spaces are the areas that tie a town together - including parks, environmental land, footpaths and an open space network.

Convenient access to amenity, health, education and open spaces through an equitable and accessible active transport network is important for the social, economic and environmental benefits.

These can be developed through the planning of open spaces, and implemented through a comprehensive Development Control Plan.

Agriculture



This strategy has developed a range of priorities and actions which reflect the community's vision for the future, the demographic changes happening, and projected to happen throughout the shire.

The scope of this strategy has limited much of the study to urban areas, where most of the growth pressure is being felt. A key recommendation of this strategy is the completion of a rural land strategy to develop a vision for agriculture throughout the shire as well as manage the complex interface between urban and rural land uses.

Housing

Action	Timeframe	Comments	Responsibility
Infill strategies	Short Term	Encouraging medium density housing, close to amenity and services.	Council, with landowners
Infill strategies	Short Term	Develop key housing opportunities sites with short to medium term potential	
Aged Care Housing	Medium Term	Council to work with housing providers to develop aged care facilities co-located with health and community amenity.	Council, with landowners, aged care providers
Key Worker Housing <i>Government</i>	Medium Term	Police, Teachers, Medical professionals. Investigate State Government incentives to provide key worker housing for community service providers and occupations.	Council, with NSW Government
Key Worker Housing <i>Agricultural/Industrial</i>	Medium Term	Seasonal agricultural key worker housing. Short term industrial/commercial workers, including construction projects or renewable energy projects.	Council, with NSW Government
Development Control Plan	Short Term	Update Development Control Plan, to achieve better built form outcomes in new subdivisions, commercial areas and infill zones.	Council
Infrastructure Contributions Plan	Short Term	Review Infrastructure Contributions Plan to consider potential future funding requirements for new key development sites.	Council
Affordable housing strategies	Short Term	Undertake engagement and consultation with NSW Land and Housing Corporation around development/revitalisation of public housing stock and other forms of housing.	Council, with NSW Government
Crown Land	Medium Term	Review urban zoned Crown Land parcels with development potential and undertake engagement with relevant authorities to determine potential use and/or acquisition.	Council, with NSW Government
Housing adaptability	Medium Term	Encourage and promote newer and/or the refit of housing stock to be adaptable and able to better support and ageing population and smaller family/household units.	Council with community/housing developers

Actions

This strategy has developed a range of priorities and actions which reflect the community's vision for the future, the demographic changes happening, and projected to happen throughout the shire.

Actions are broadly themed into priorities which lay the foundational principles of the strategy.

Employment + Industry

Action	Timeframe	Constraints/Comments	Responsibility
Industrial rezonings	Priority	Investigate key industrial sites identified in Tocumwal, Finley and Barooga to understand their viability and short term potential.	Council, with landowners
Commercial rezonings	Short Term	Investigate key, proposed business/commercial zones in Finley, Tocumwal and Barooga, to better focus commercial and retail development.	Council, with landowners
Tocumwal Aerodrome	Short Term	Rezone unsuitable industrial land to infrastructural, to better support aerodrome operations and focus key development opportunities.	

Environment and Heritage

Action	Timeframe	Constraints/Comments	Responsibility
Flood Study	Short Term	Complete flood study, particularly to understand threats to Barooga, Tocumwal, properties near the Murray River and any risk from overland and riverine flooding.	Council
Bushfire Planning	Medium Term	Review bushfire mapping to ensure any new development is suitably protected, with a view to risk aversity and climate adaptation.	Council
Aboriginal Cultural Heritage Study	Short Term	Cultural Heritage Study should be undertaken to identify and protect sites of Aboriginal significance.	Council

Actions

This strategy has developed a range of priorities and actions which reflect the community's vision for the future, the demographic changes happening, and projected to happen throughout the shire.

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Community + Urban Amenity

Action	Timeframe	Constraints/Comments	Responsibility
Open Space Strategy	Medium Term	Complete an open space strategy to understand the requirements and provision of community spaces throughout the LGA.	Council
Development Control Plan	Medium Term	Complete a development control plan to better realise urban form, encourage a variety of residential developments and improved urban design outcomes.	Council
Town Masterplans	Medium Term	Consolidate and build upon earlier work completed for towns, incorporate into development control plan.	Council

Agriculture

Action	Timeframe	Constraints/Comments	Responsibility
Rural Housing Entitlements	Short Term	Changes to LEP Clause 4.6 will allow Council to consider merits based applications to allow dwellings on undersized lots. While the changes do not extend to the subdivision of RU1 Primary Production zoned land, there may be an opportunity to introduce some flexibility while avoiding fragmentation and land use conflict.	Council
Rural Land Strategy	Short Term	While this strategy has looked in detail at the urban areas of the LGA, it is beyond the scope to analyse the whole of the RU1 Primary Production area and its future use. Feedback provided during the consultation process has indicated community sentiment for a range of different uses and intensities of production within agricultural areas which will necessitate the undertaking of a comprehensive rural land strategy.	Council

Monitoring and Review

Council will undertake regular monitoring and reporting of this Strategy as follows:

- Annual reviews of housing delivery and supply against the implementation and delivery plan to ensure that the Strategy and the LEP are delivering the Strategy's objectives in a timely manner;
- Five-yearly reviews of the evidence base and housing stock against the broader aims of the Riverina Murray Regional Plan to ensure that the Strategy is aligned with the housing needs; and
- Ten-year review of the Strategy to ensure the community vision statement, the evidence base and the strategic and planning contexts are aligned with the goals of the community, the broader aims of the Riverina Murray Regional Plan and the Strategy implementation and delivery plan.

