



HAY SHIRE COUNCIL

Local Strategic Planning Statement



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Foreword

The Hay Shire Council Local Strategic Planning Statement establishes a 20 - year vision for land use planning in the Hay Shire, outlining how growth and change will be managed to maintain the high levels of environmental amenity, liveability and landscape quality that characterises the Hay Shire.

The Statement identifies the special characteristics that contribute to the local identity of the towns and villages within the Shire and recognises the shared community values to be maintained and enhanced.

This Statement identifies Council's vision for the Hay Shire, along with actions and the means for monitoring and reporting on the delivery of the actions.



Acknowledgement of Country

Hay Shire Council acknowledges the Wiradjuri and Nari Nari people as the Traditional Custodians of the land and pays respect to all Elders past, present and future.

Our Vision, Our Future

**A sustainable future
for us and our children.
And their children.**



Local Strategic Planning Statement Policy Context

This Local Strategic Planning Statement (LSPS) sets the framework for Hay Shire’s economic, social and environmental land use needs over the next 20 years. The LSPS outlines clear planning priorities describing what will be needed, where these are located and when they will be delivered. The LSPS sets short, medium and long-term actions to deliver the priorities for the community’s vision.

This LSPS has been prepared in accordance with section 3.9 of the *Environmental Planning and Assessment Act 1979* (EP&A Act). The LSPS brings together and builds on the planning work found in Council’s other plans, studies and strategies, such as the Local Environmental Plan (LEP) and Community Strategic Plan (CSP). The LSPS also gives effect to the Riverina Murray Regional Plan 2036, implementing the directions and actions at a local level. The LSPS planning priorities and actions provide the rationale for decisions about how we will use our land to achieve the community’s broader land use vision.

Consultation and Review

Hay Shire Council has collaborated with the local community and Department of Planning, Industry and Environment to develop this LSPS.

The LSPS was put on exhibition, and a wide variety of comments were received.

This LSPS will be reviewed every seven years to ensure it remains current with the communities needs and strategic direction at the local, regional and state level.



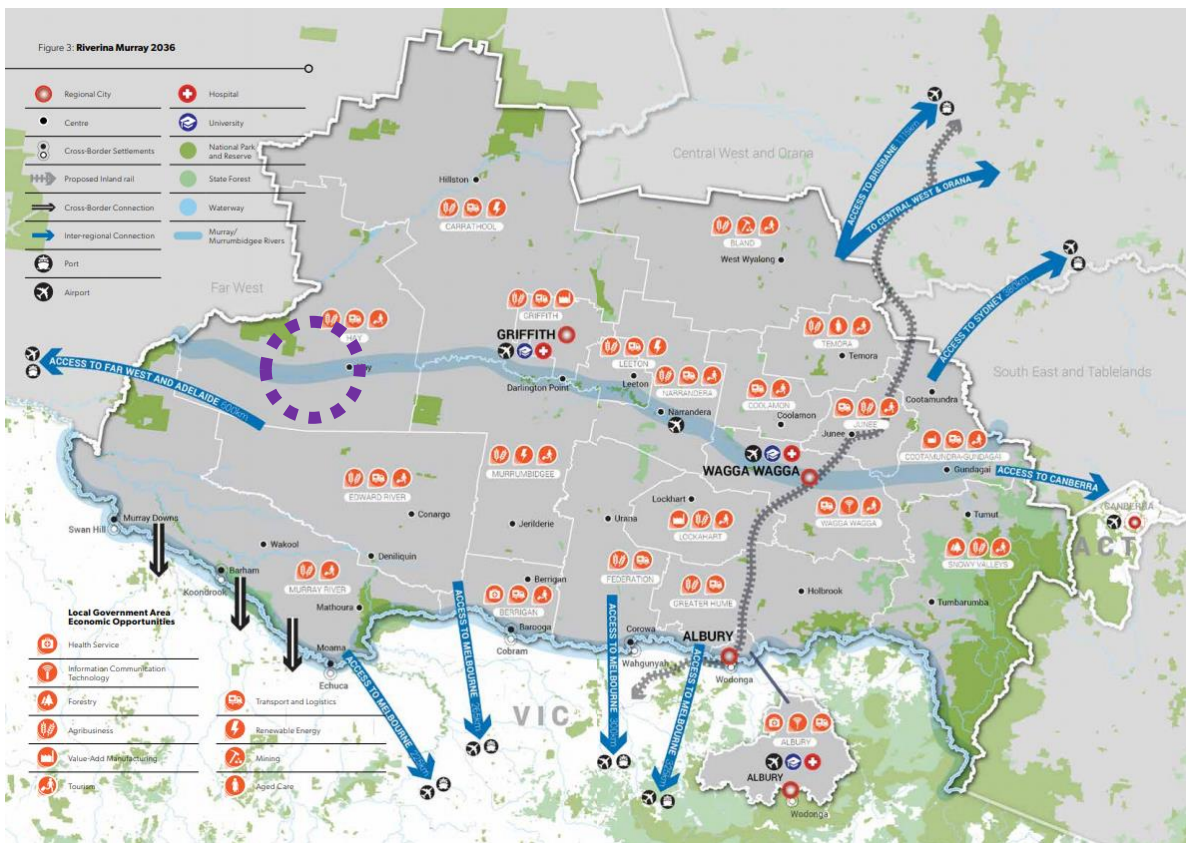
Alignment of the LSPS to other strategic planning documents

Strategic Context

Riverina Murray Regional Plan

The Riverina Murray Regional Plan 2036 is a 20-year vision for the Riverina Murray region, which is to be a diversified economy founded on Australia’s food bowl, iconic waterways and a network of vibrant connected communities. The Regional Plan outlines directions to achieve the vision for the region and Hay has a role to play in successfully implementing these.

Situated in South-Western New South Wales, Hay Shire is located to the west of the Riverina Murray region, situated along the Murrumbidgee River (Figure 2). Hay Shire has an important role to play in inter-regional connections to support the agricultural supply chain to the main domestic and international ports at Sydney (720 kilometres east), Melbourne (420 kilometres south) and Adelaide (650 kilometres west). Hay Shire has strong connections to its two nearest regional cities of Griffith (130 kilometres east) and Wagga Wagga (270 kilometres east), where residents can access higher-order health, education, retail, commercial and transport services.



The Riverina Murray Region

Hay Community Strategic Plan

The message from our community is that in 2027 our Hay Shire should be a place where:

1. We are safe
2. We are a connected and close with a strong sense of community
3. There are job opportunities for our people
4. The main street precinct will be vibrant
5. The town will be tidy with an improved entrance
6. There will be a number of recreational and lifestyle opportunities
7. Our community will be healthy and we maintain medical services
8. There is a strong agriculture sector

The objectives identified in the plan are:

1. Environmental Sustainability
2. A liveable and Vibrant Community
3. Economic Prosperity and Sustainability
4. Governance and Organisational Performance
5. Infrastructure

Other Local Plans

Hay Shire has a number of other plans that is relevant to the future spatial planning in Hay:

- Hay Shire Council Open Spaces Strategy – A framework for guiding the development of open spaces in the Hay LGA, classifying all open spaces, giving future direction and standards for all individual open spaces, and prioritising spaces for future development.
- Hay Bike Plan – A plan that identifies bike riding and accessibility as a priority for the Hay Shire, and provide future direction for the development of bike paths and other related infrastructure.
- Hay Public Art Strategy – Providing guidance to the areas and themes for the development of public art installations and precincts.
- Hay Inclusion Action Plan – Providing guidance on inclusivity in facilities, movement networks and operations.
- Hay Shire Murrumbidgee River Master Plan – Guiding the development of the river frontage along the Murrumbidgee, in the urban areas of Hay.

Hay Shire Settlement

The present site of Hay was located at the junction of four large 'squatter' properties, one of which was occupied by the Lang Brothers where an important river crossing was located. Stockmen would frequently camp at the site before crossing the river with their stock and even now the area is known as Langs Crossing.

In 1858, river steamer Captain Francis Cadell built a store at the crossing, which was soon followed in 1859 by a punt service and hotel built by American Henry Leonard.

The township of Hay was named after Sir John Hay, a local pastoralist and Member of Parliament, after the town was gazetted in 1859.

Development of the town progressed with the original courthouse (the site of the present post office) built in 1860. Soon after, Cobb & Co. made Hay the headquarters for their Victoria and Riverina operations and then set up a coach factory at the corner of Lachlan and Randall Streets which became the largest coach factory in Australia outside Sydney.



The post office and lands department from the Gavin A. Johnston collection, courtesy of the Hay Historical Society

The population of the town grew from 300 to 3000 over the years, then in 1914, at the beginning of World War I, virtually every eligible male, some 641 in all, enlisted for active service. 134 of them didn't return.

The Hay War Memorial High School was opened on ANZAC Day 1923, as a living memorial to the men and women of WWI who fought for their country.

At the beginning of World War II in 1940, internment camps were constructed around the town, which housed almost three thousand German and Austrian internees from England where they would become famous as the 'Dunera Boys'. The camps operated for six years, with the thousands more internees and prisoners of war doubling the town's population.



Streetscape from the Gavin A. Johnston collection, courtesy of the Hay Historical Society

Booligal

The site where Booligal township developed was originally a crossing-place on the Lachlan River on the "Boolegal" pastoral run (which had been taken up by the Tom brothers). The township developed on the opposite side of the river to "Boolegal" station (later known as "Bank" station). The builder Edward Roset and his family were living at the locality by about 1856. Edward Roset's wife Bridget died on 27 February 1857, just one week after her 22-month-old daughter had died of dysentery; Bridget Roset and her daughter were the first interments in the Booligal cemetery. Edward Roset constructed a hotel at Booligal (possibly in collaboration with Neil McColl), which probably operated initially as a sly-grog shop. In 1859 Robert Whiteus was operating a punt at the locality.

The township of Booligal was laid out by Surveyor Edward Twynam and gazetted as a township in July 1860. In December 1860 it was reported that a store and two public-houses were being erected in the new township. Licences for the two hotels were initially refused by the Bench of Magistrates at Hay "on account of there being no police belonging to the locality". On appeal however the applications for licences at Booligal were granted. Neil McColl became the licensee of the Drovers' Arms Hotel (possibly the renovated Roset's hotel) and John Ledwidge was granted a licence for the Booligal Hotel. On 31 January 1861 – "the first red letter day at this new township on the Lower Lachlan" – both hotels were opened to the public

Maude

In the early 1860s the surveyors Adams and Twynam laid out a township on the Pimpampa Reserve. The name 'Pimpaympa' was submitted, but it was not approved by the Executive Council; instead they chose the name of 'Maude'.

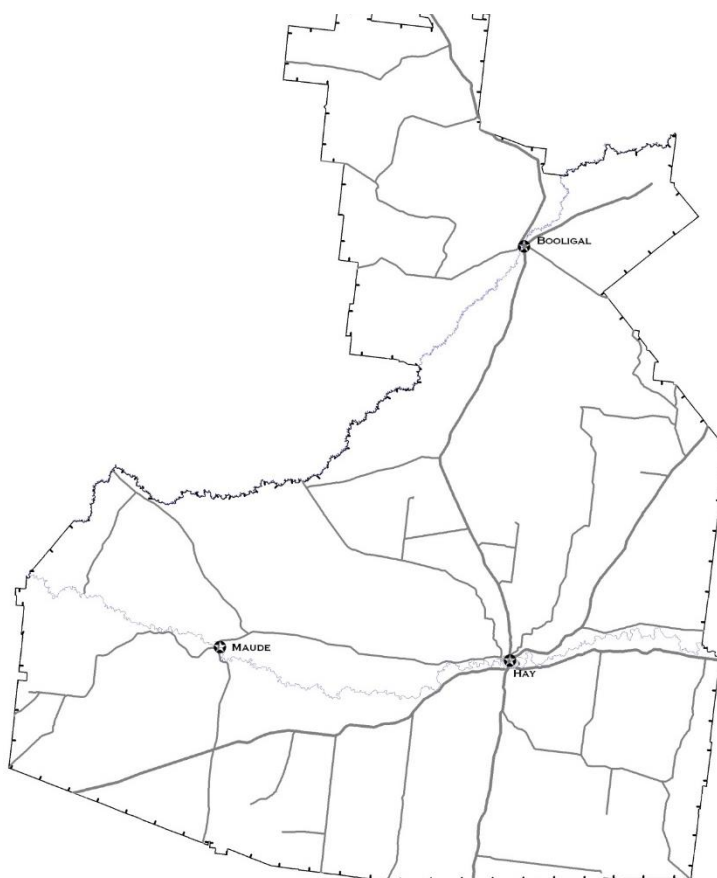
In April 1861 it was reported that "the Government have recently laid out a new township named Maude, at Pimpampa, on the Lower Murrumbidgee". However the writer expressed doubts about the viability of the new settlement: "It is... very improbable that many buildings will ever be erected on the spot, as during a flood, or even when the river is very high, the spot can hardly be approached on account of the deep creeks which encircle it on both sides of the river". During the past year the locality had been isolated by high waters for about six months, "and no one approached it unless obliged to do so by urgent necessity".

In late October 1861 the steamer Albury towed "a large punt" to the new township. The punt was being re-located from Deniliquin and belonged to Frank Johns and his partner William Platt. Johns and his family had moved to Maude and began to operate the punt at the locality soon after its arrival.

Frank Johns was a carpenter by trade and began to erect a hotel at Maude in conjunction with his working punt. The hotel was completed in November 1862. Johns applied to the Bench of Magistrates at Hay for a publican's licence, but the application was opposed by the local squatter and magistrate, Thomas D'Archy, because "there were no police at Maude". After the delay of a month, however, the licence for the Maude Punt Hotel was granted on the promise of police protection being provided within three months (although by the end of 1863 there was still no permanent police presence at Maude).

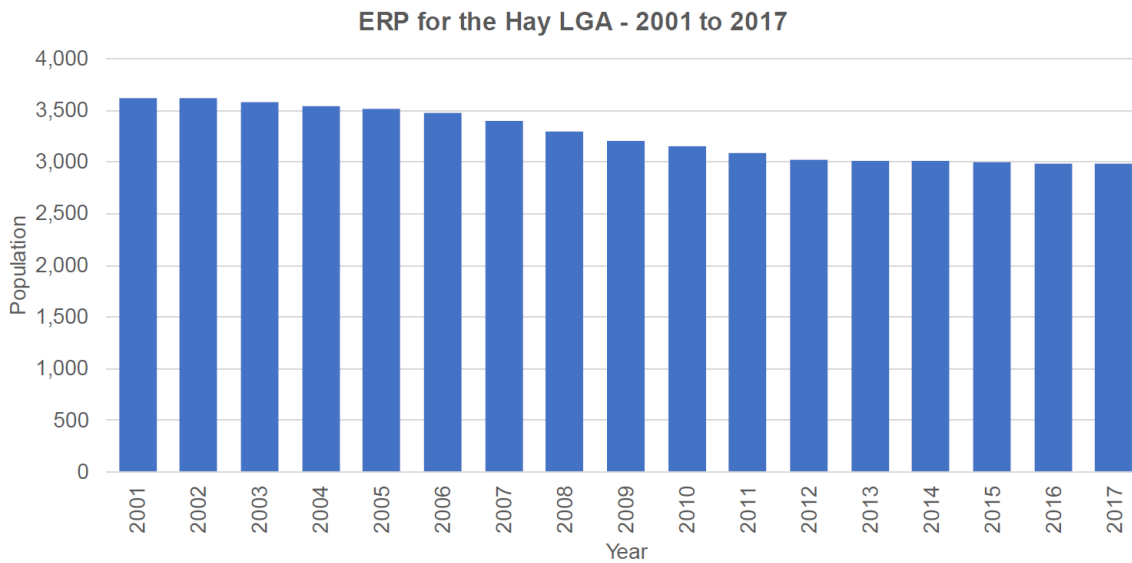
A post-office was established at Maude on 1 May 1863. The first post-master was probably Henry Prendergast, who, in conjunction with his son John had established a store at the township. In October 1863 Maude was designated as a place for the holding of Courts of Petty Sessions. By the end of the year the New South Wales Government had still not organised a land-sale at the township, despite frequent requests to this end by residents. The correspondent to the Sydney Morning Herald commented that "the whole place exists on sufferance, the owners of the buildings being in unauthorised occupation of Crown land".

Land at Maude was eventually offered for sale on 27 December 1865 (over four years after the township was first laid out and "after many of the original applicants [to buy land] had left the district").



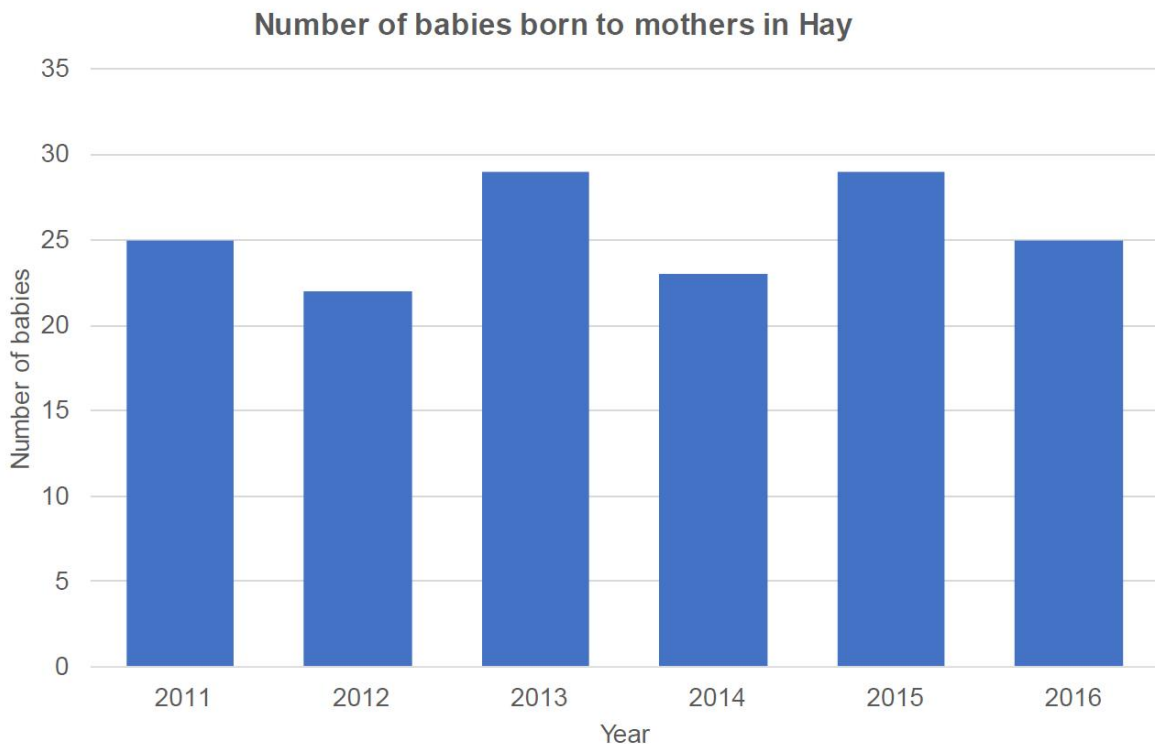
Hay Shire Status Quo

Current Population



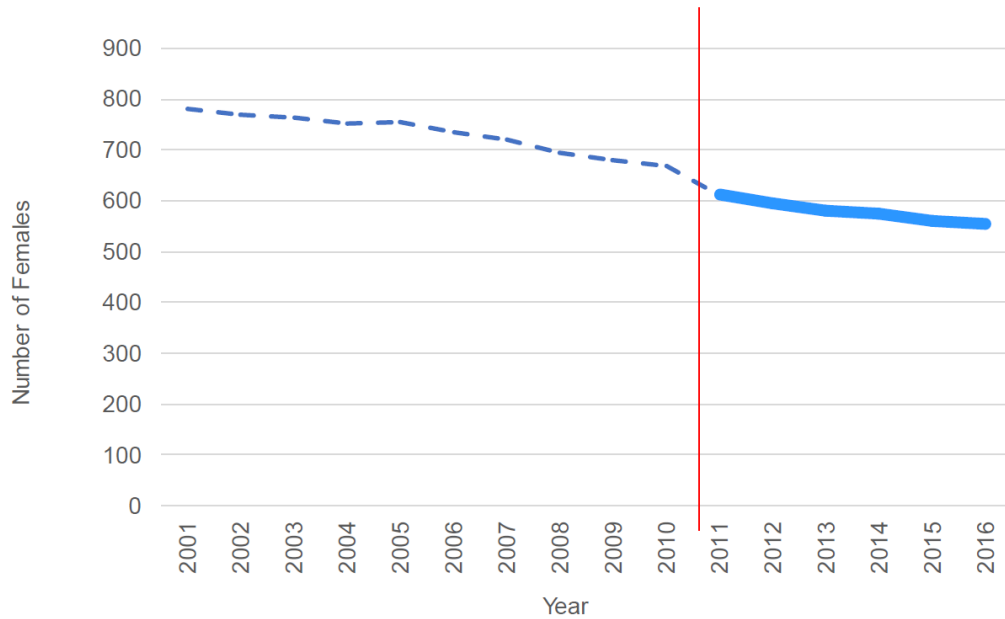
Source: ABS.Stat, 2018. Customised Table

The longer term population forecast for Hay is a slow decline in population. This has been the tendency since 1981. This is due to a number of factors such as drought, water availability. The population decline is also seen in the number of babies being born and smaller number of females, as can be seen below:



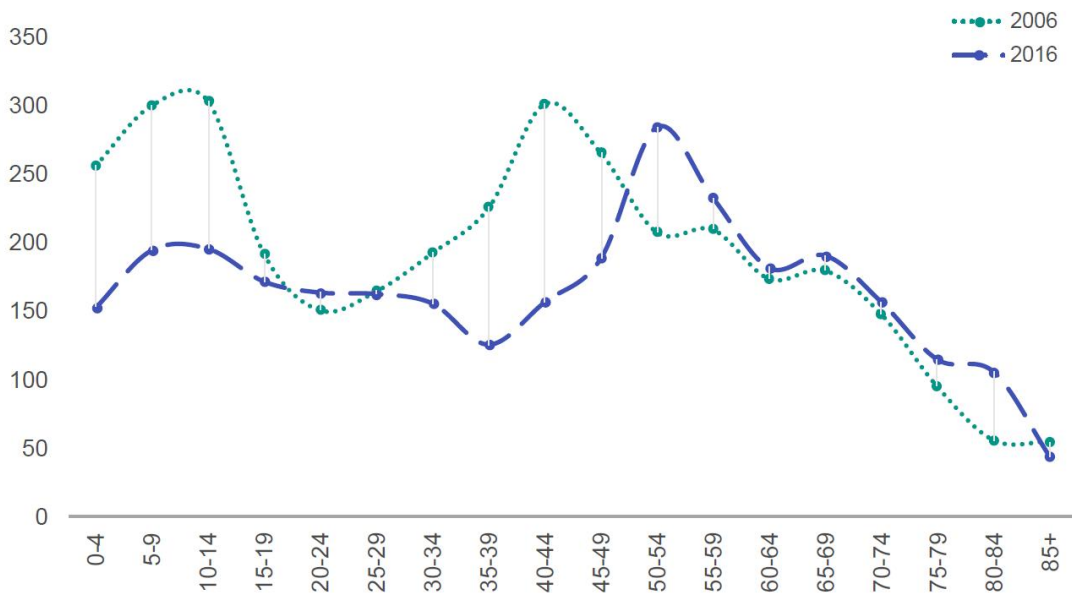
Source: NSW Ministry of Health Perinatal Data Collection, custom table for DPE

Number of Females Aged 15 to 49 years in Hay



Source: ABS.Stat, 2018. Customised Table

ERP Age Profile for Hay

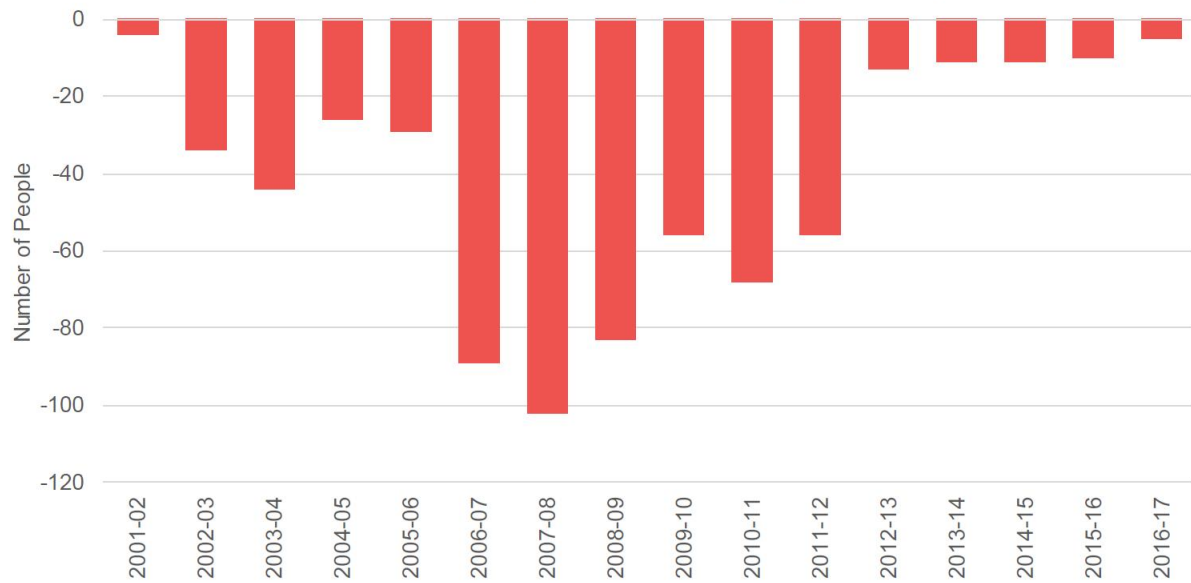


Source: Estimated Resident Population, ABS.Stat 2018

The overall age profile of the population of Hay shows the following (see the table above):

- A drastic decline in the number of children of all ages during the last ten years.
- A decline in 20-49-year olds
- A peak of 50-60-year olds, that stay in Hay, and will move into retirement in the next 10-20 years.
- More retirement aged people staying in Hay.
- Generally, an ageing population with a potential reduction in the workforce.

Year on Year Population Change for Hay



Source: ABS.Stat, 2018. Customised Table

The above table shows the yearly population change of Hay, which has been generally in decline for decades. There was a peak in population losses in the mid 2000's, and then a lesser decline starting in 2013, largely attributable to the expansion of agricultural industry in the town (cotton ginning).

Future Population Projection

The long term population projection from the NSW Government, shows a decline in population:

“The 2019 Population Projections indicate that the population of Hay is estimated to decrease by 600 people between 2016 and 2041, from 3,000 to 2,400. People moving interstate and to other parts of regional NSW is estimated to be the main driver behind the change in Hay. The working age population (aged 15-64) is estimated to decrease by 1,850 in 2016 to 1,250 in 2041 – a change of 600. The number of children aged 14 and under is estimated to change by 200 children, from 550 in 2016 to 350 in 2041. The number of people aged 65 and over is estimated to increase from 600 in 2016 to 800 by 2041 - a change of 200.”

(2019 NSW Population Projections: Hay Shire Council. Planning.nsw.gov.au)

The projections can be seen below:

Key Indicators: Projected Population, Households and Dwellings - all data at 30th June						
	2016	2021	2026	2031	2036	2041
Total Population	3,000	2,850	2,700	2,600	2,500	2,400
2016 Population Projection	2,850	2,700	2,550	2,400	2,300	
Total Households	1,350	1,300	1,250	1,250	1,200	1,150
Household Size*	2.18	2.16	2.13	2.02	2.02	2.03
Implied Dwelling Projection**	1,650	1,600	1,550	1,500	1,500	1,450

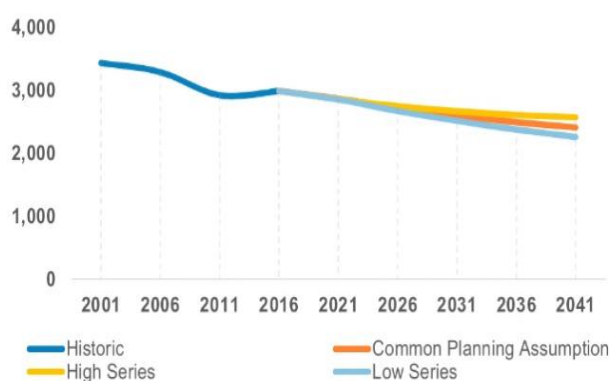
*Average persons resident per occupied private dwelling

**Dwellings required if the population forms households in the same ways as in 2016

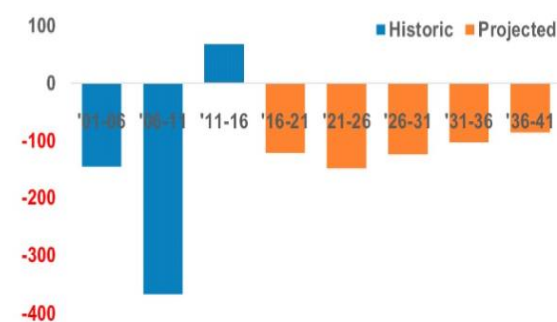
Population change

	2016-21	2021-26	2026-31	2031-36	2036-41	2016-41 (25-year change)
Population change	-150	-150	-100	-100	-100	-600
Average annual growth rate	-1.0%	-1.1%	-0.8%	-0.8%	-0.8%	-0.9%
Births	200	150	150	150	100	750
Deaths	150	150	150	150	150	750
Natural change	50	0	0	0	-50	0
Net Migration (all)	-150	-150	-100	-100	-50	-550

Historic and Projected Population



Population change

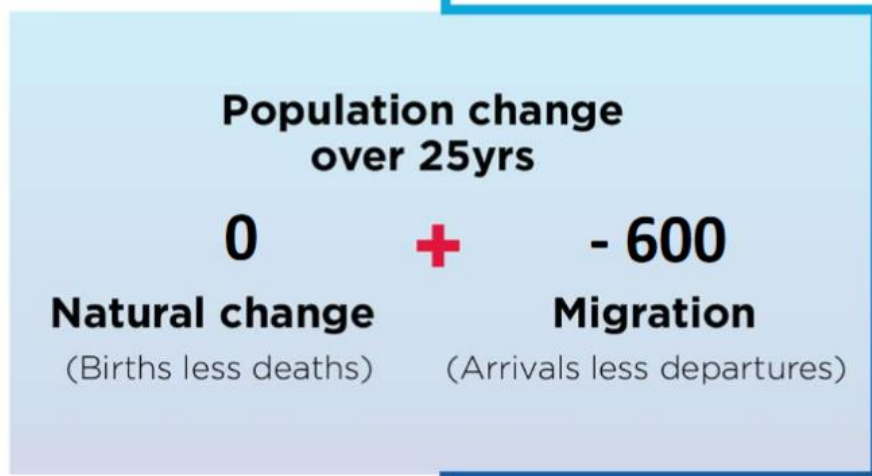


(Source: <https://www.planning.nsw.gov.au/-/media/Files/DPE/Factsheets-and-faqs/Research-and-demography/Population-projections/2019-Hay.pdf>)



2016 Population

3,000

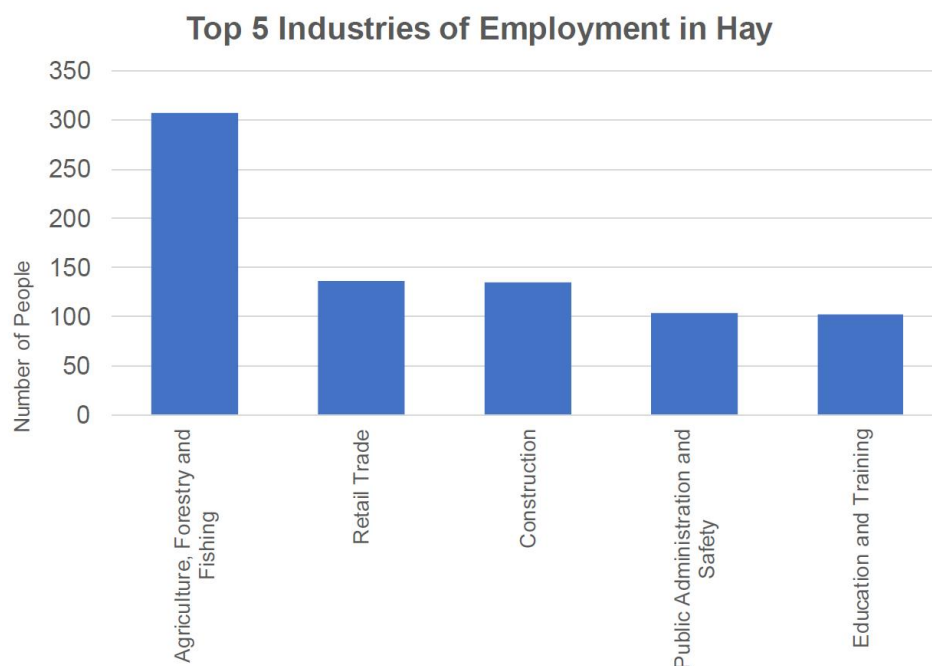


**2041
Population**

2,400

In summary, unless there are significant changes in the economy of Hay, there will be a significant population decline over the next 20 years.

Economy



Source: ABS 2016 Census TableBuilder Pro – customised table

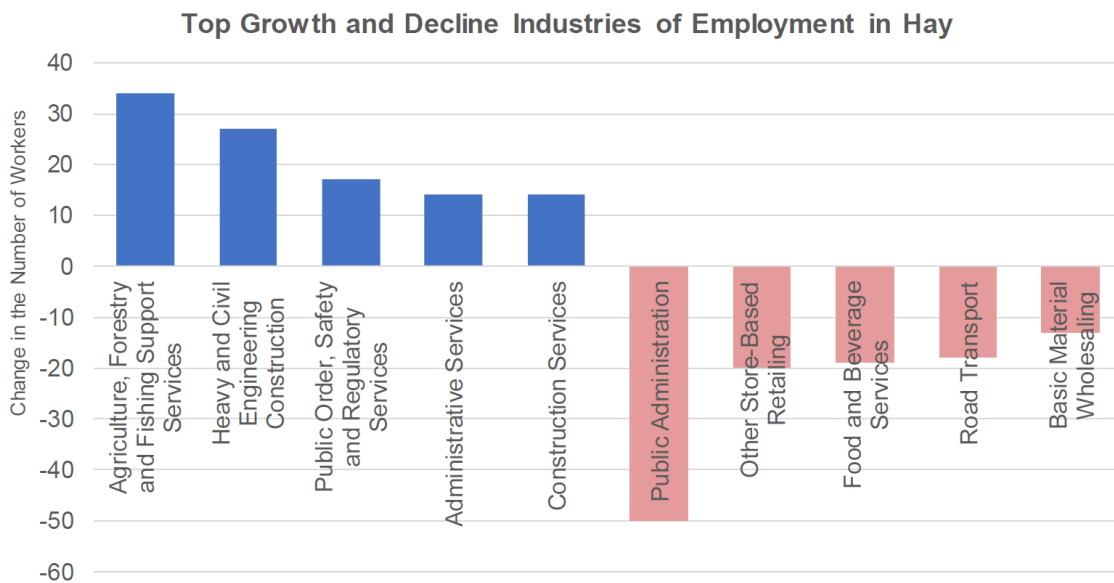
As can be seen from the table above, the main employment sector is still the agricultural sector. The second largest employer in is the retail sector, that would include tourism related employment.

Value of agricultural production - Hay Shire - 2015/16				
Commodity	\$	%	Regional NSW%	Hay Shire as a % of Regional NSW
Wheat for grain	3,626,963	4.4	15.2	0.2
Oats for grain	327,931	0.4	0.9	0.3
Barley for grain	1,463,899	1.8	5.6	0.2
Sorghum for grain	45,153	0.1	1.4	0.0
Maize for grain	1,510,252	1.8	0.4	2.8
Rice for grain	3,783,387	4.6	0.9	3.4
Cotton	26,738,103	32.4	7.1	3.1
Lupins	23,753	0.0	0.4	0.1
Canola	55,454	0.1	4.0	0.0
Other pulses	5,696	0.0	0.1	0.0
Faba beans	4,098,209	5.0	0.5	6.6
Crops for Hay	1,404,423	1.7	2.6	0.4
Broccoli	380,662	0.5	0.0	22.4
Cabbages	197,361	0.2	0.0	3.6
Pumpkins	425,961	0.5	0.2	2.0
Lettuces	1,309,269	1.6	0.0	48.2
Onions	487,139	0.6	0.0	14.1
Melons	1,163,788	1.4	0.5	2.0
Other vegetables	1,396,644	1.7	0.5	2.4

Value of agricultural production - Hay Shire - 2015/16				
Commodity	\$	%	Regional NSW%	Hay Shire as a % of Regional NSW
Grapes - wine	288,777	0.3	1.2	0.2
Wool	13,166,702	15.9	7.7	1.4
Eggs	114	0.0	1.3	0.0
Cattle and calves	9,934,495	12.0	20.7	0.4
Sheep and lambs	10,684,022	12.9	6.0	1.5
Pigs	1,489	0.0	1.7	0.0
Goats	76,030	0.1	0.1	1.1
Poultry	107	0.0	4.5	0.0
Agriculture - Total Value	82,595,782	100.0	100.0	0.7

Source: Australian Bureau of Statistics, Value of Agricultural Commodities Produced, Australia, 2015-16. Cat. No. 7503.0

There has been a significant change in employment in Hay over the last ten years, with a significant decline in public administration, retail, and food services, with an increase in agriculture and construction (See the table below).



Hay's employment levels are good compared to the rest of Regional NSW, although there has been a slight decline, as can be seen from the table below.

Hay Shire - Persons (Usual residence)	2016			2011			Change
Employment status	Number %	%	Regional NSW	Number %	%	Regional NSW	2011 to 2016
Employed	1,295	95.6	93.4	1,302	96.3	93.9	-7
Employed full-time	806	59.5	55.2	815	60.3	56.7	-9
Employed part-time	449	33.1	36.3	437	32.3	35.0	+12
Hours worked not stated	40	3.0	1.9	50	3.7	2.1	-10
Unemployed (Unemployment rate)	60	4.4	6.6	50	3.7	6.1	+10
Looking for full-time work	30	2.2	3.9	24	1.8	3.8	+6
Looking for part-time work	30	2.2	2.7	26	1.9	2.4	+4
Total labour force	1,355	100.0	100.0	1,352	100.0	100.0	+3

Source: Australian Bureau of Statistics, Census of Population and Housing 2011 and 2016. Compiled and presented by .id .

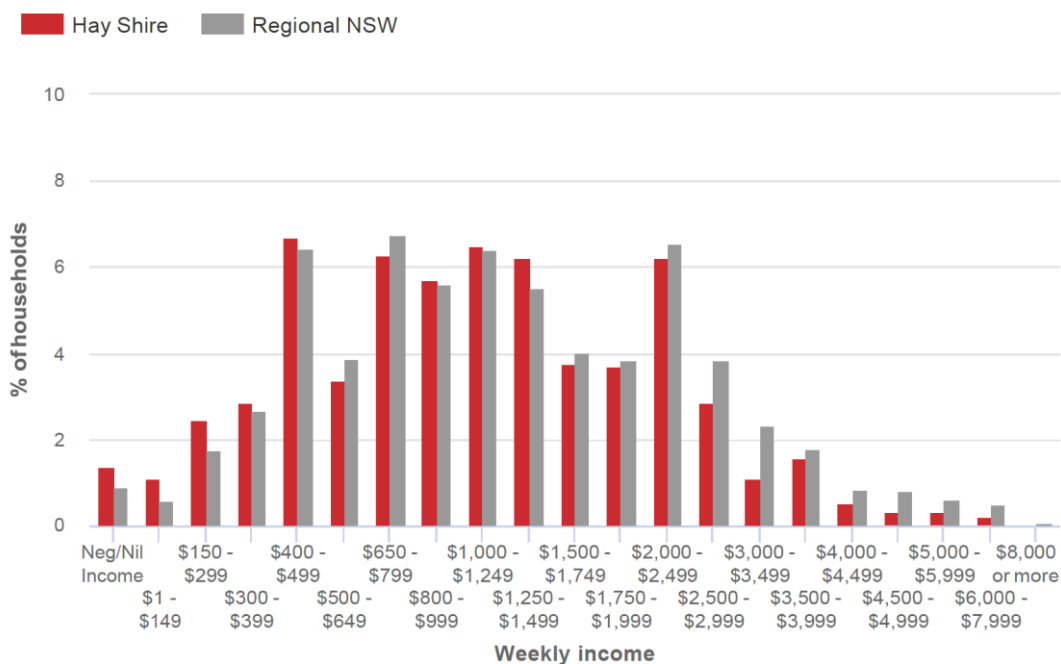
Analysis of individual income levels in Hay Shire in 2016 compared to Regional NSW shows that there was a lower proportion of people earning a high income (those earning \$1,750 per week or more) as well as a lower proportion of low income people (those earning less than \$500 per week) (See the graph below).

Overall, 6.2% of the population earned a high income, and 37.2% earned a low income, compared with 8.3% and 40.0% respectively for Regional NSW.

The major differences between Hay Shire's individual incomes and Regional NSW's individual incomes were:

- A smaller percentage of persons who earned \$300 - \$399 (9.7% compared to 10.8%)
- A smaller percentage of persons who earned \$1,750 - \$1,999 (1.8% compared to 2.8%)
- A smaller percentage of persons who earned \$2,000 - \$2,999 (2.8% compared to 3.7%)

Weekly household income, 2016

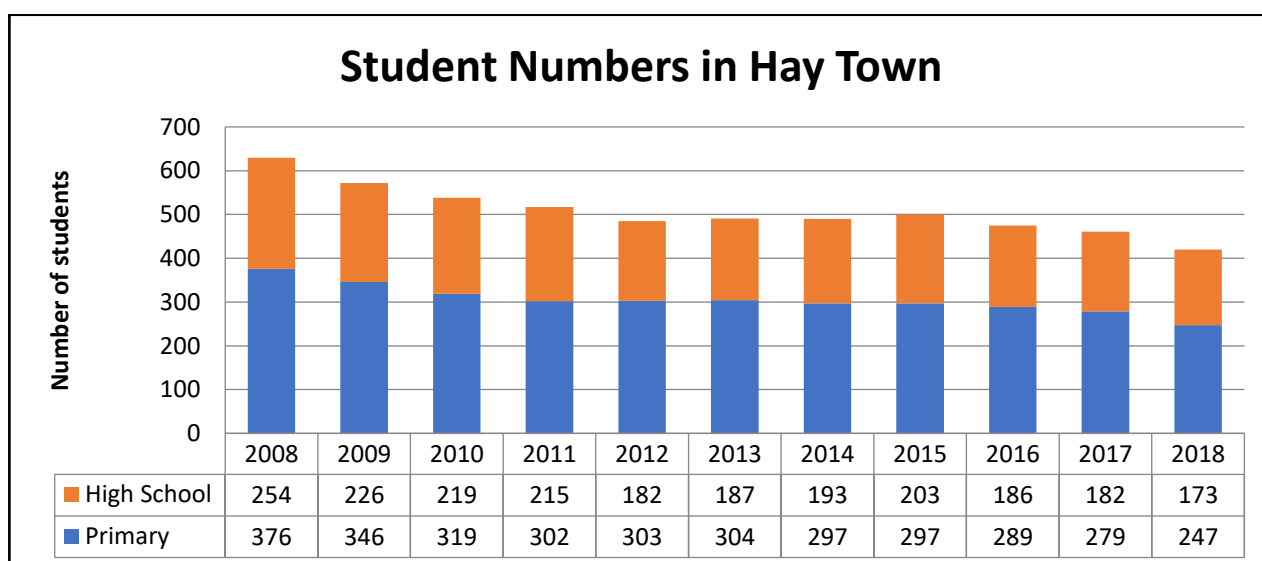


Source: Australian Bureau of Statistics, Census of Population and Housing, 2016 (Enumerated data). Compiled and presented in profile.id by .id .

Education

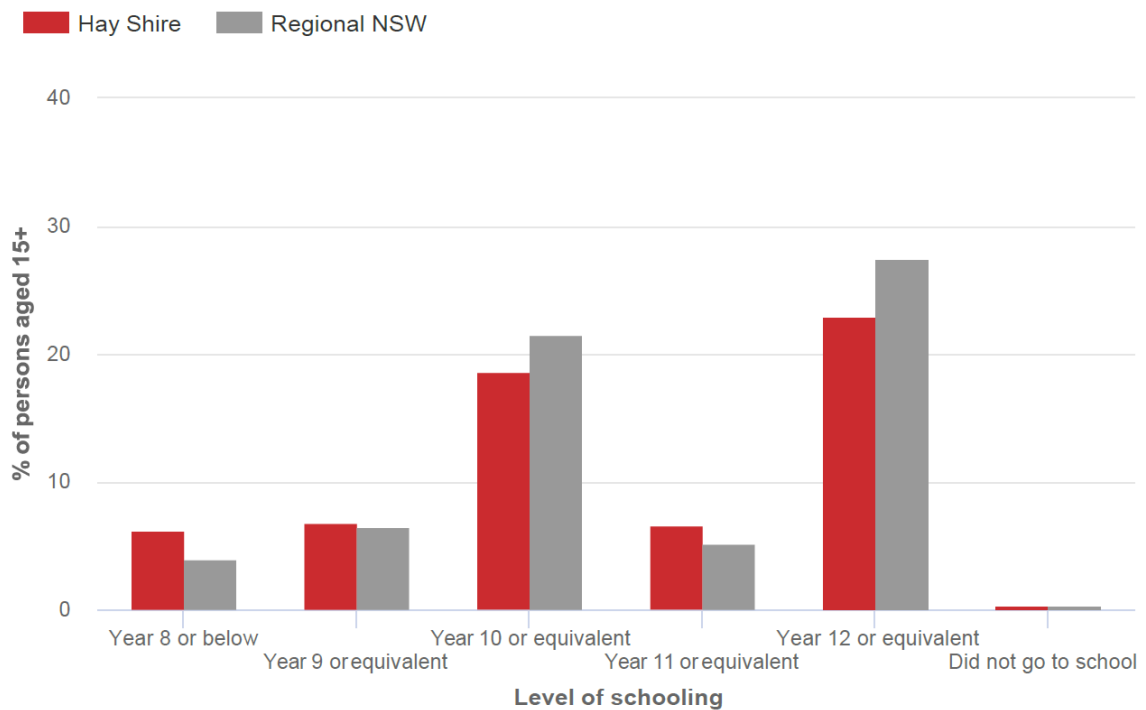
Hay has a variety of educational options – A Pre-School, four Primary schools (including the School of the Air and Booligal School), a High School and a TAFE.

There has been a decline in school numbers over the past ten years, as can be seen from the graph below:



The level of schooling attained is generally lower than the Regional NSW average, as can be seen from the graph below:

Highest level of schooling completed, 2016

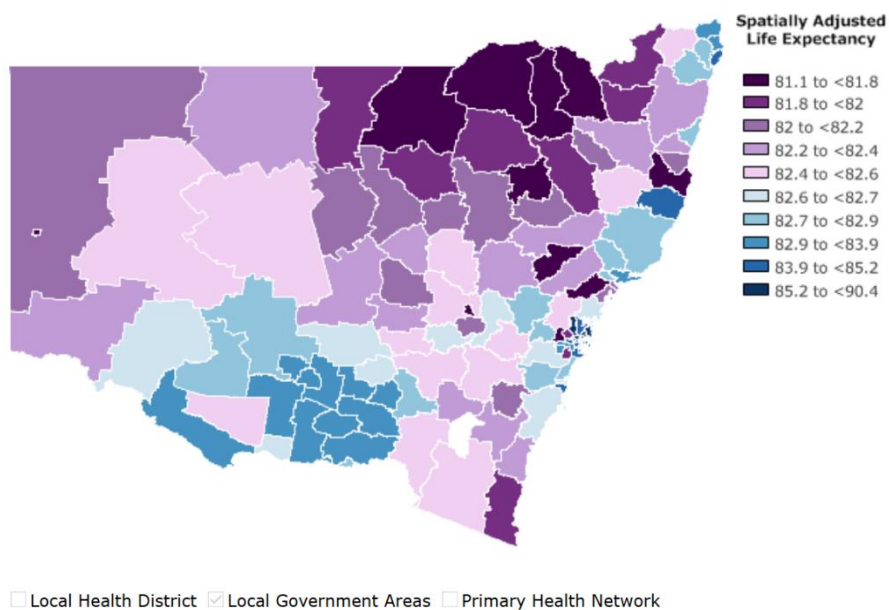


Source: Australian Bureau of Statistics, Census of Population and Housing, 2016 (Usual residence data). Compiled and presented in profile.id by .id .

Health

The health facilities in Hay are sufficient for the town's size, but there are issues with distance from specialised services. In general, the health of the population is good, with an above average life expectancy, as can be seen in the map below.

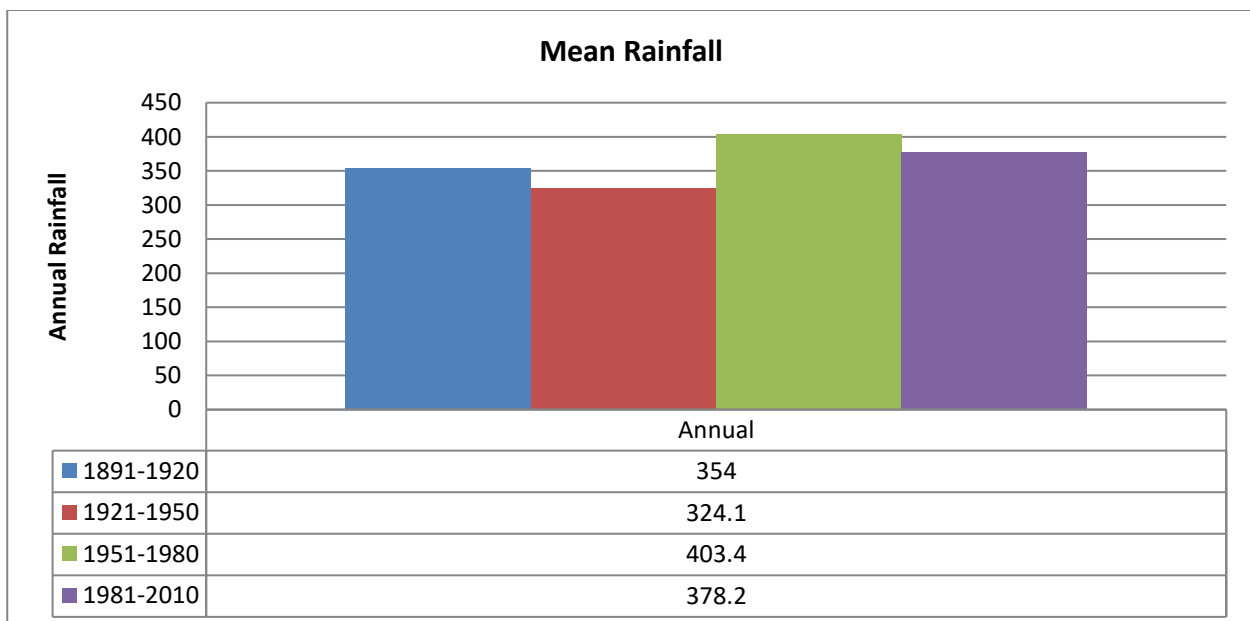
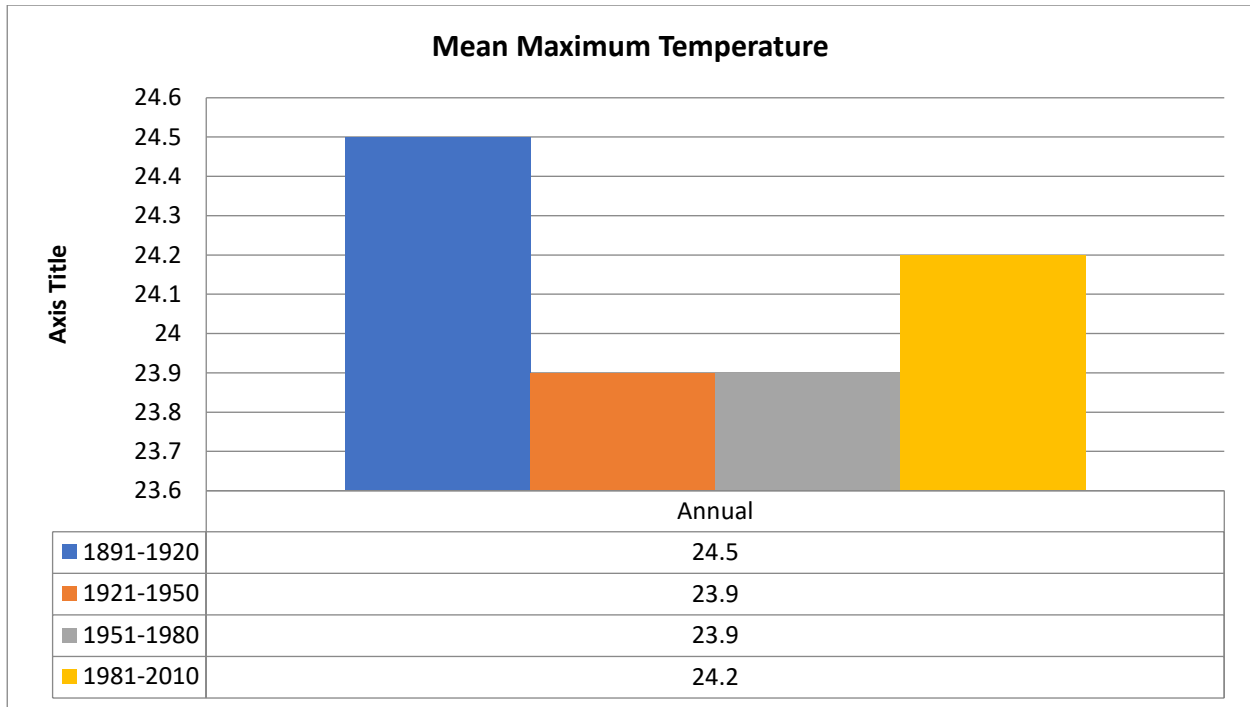
Life expectancy by Local Government Area, persons at birth, NSW 2017

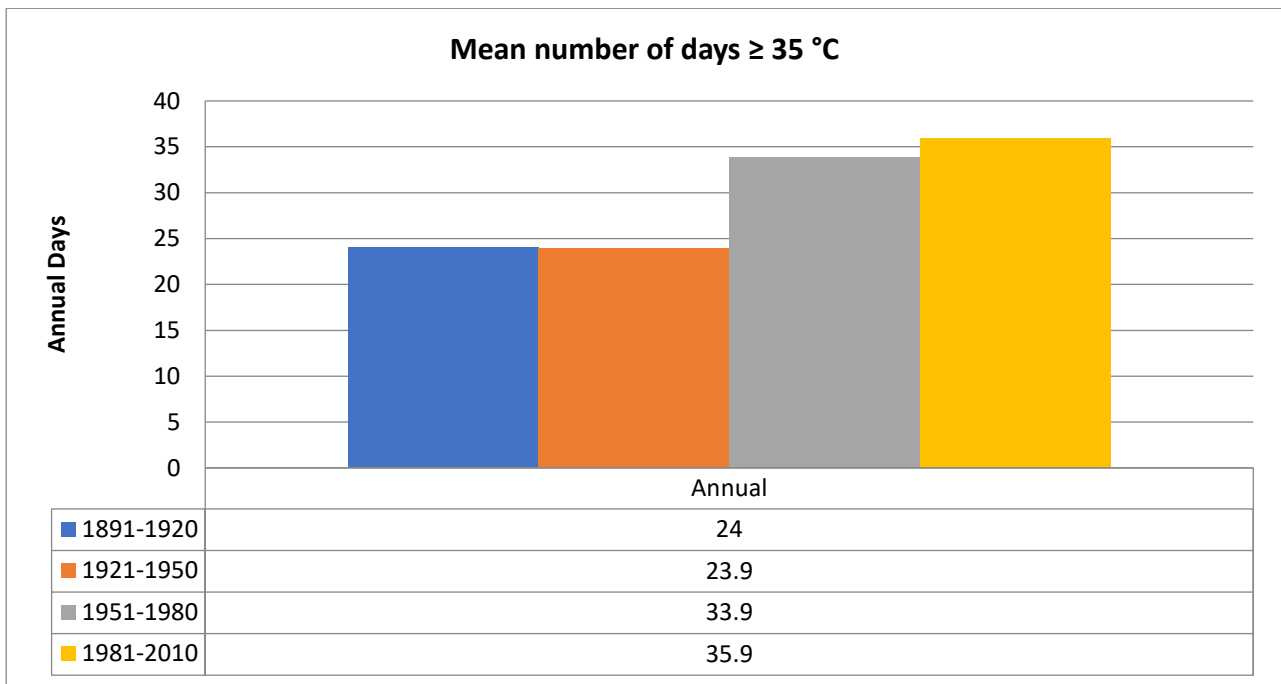


Environment

The iconic Murrumbidgee River winds its way through Hay Shire, with the Lachlan River crossing through the north.

The climate of Hay is temperate, with a low rainfall. Over the past 120 years there has been little change in the mean maximum temperature and mean rainfall. But there is a significant change in the mean number of days above 35 degrees C (See the graphs below).





The soils of Hay is a mixture of red-brown earths interspersed with grey and brown clays on the eastern side of the shire, including the area surrounding the town of Hay; deep grey clays on the western side of the shire, including Booligal and surrounds; and alluvial soils immediately adjacent to the rivers.

The Hay Shire consists of a wide diversity of vegetation, including grassy plains, Chenopod shrublands, shrubby box woodlands and River Red Gum forests.

Constraints and Opportunities

From the Status Quo analysis a range constraints and opportunities arise.

Constraints:

- Water availability
- Population decline
- An ageing population.
- Less children
- A climate changing to more days of higher temperature.
- Limited access to medical services.
- Limited housing choice
- Decline in Retail and Food services employment

Opportunities:

- An ageing population that wants to stay in Hay.
- Affordable land, suitable for development such as industrial development or large scale energy generation.
- High life expectancy and healthy lifestyle.
- Increase in employment in the agricultural and construction sectors.
- Ample river frontage land, and water recreation opportunities.
- Villages of Booligal and Maude with affordable land.
- Hay Town on the intersection of three highways, with significant commercial, industrial, freight and tourism opportunities.
- Opportunities to create a wide variety of housing choice.



How Do We Get There?

Planning Priorities

To achieve the Shire's 20-year vision, 10 planning priorities have been identified to guide us towards this vision. The planning priorities cover 10 themes to improve the social, environmental and economic development of our Shire and will form the focus of our strategic planning.

Actions

We will work towards the planning priorities by completing the actions according to the short (2-5 years), medium (5-10 years) or long term (10-20 years) schedule. Actions may include preparation of strategies or policies, updates to the LEP or sourcing funding for projects aligned with our planning priorities. These actions are consistent with our CSP and LEP and will enact some of the Regional Plan actions.

Implementation, Monitoring and Reporting

Council will ensure the planning priorities are achieved through regular review and monitoring of the actions progress. Monitoring of the actions will where possible, be aligned to existing review and reporting schedules including the LEP (5 years) and CSP (4 years). The entire LSPS will also be reviewed every 7 years. This approach is consistent with the Integrated Planning and Reporting framework under the *Local Government Act 1993*.

Strategic Priorities

LSPS Priority	Liveability			Economy				Environment and Resources		
	1. Housing Choice	2. Health and Aged Care	3. Villages	4. Agriculture	5. Commerce	6. Tourism	7. Freight & Transport	8. Industry	9. Renewable Energy	10. Riverfront Development
Riverina Murray Regional Plan Directions	<p><i>Direction 23: Build resilience in towns and villages</i></p> <p><i>Direction 25: Build housing capacity to meet demand</i></p> <p><i>Direction 26: Provide greater housing choice</i></p> <p><i>Direction 27: Manage rural residential development</i></p>	<p><i>Direction 5: Support the growth of the health and aged care sectors.</i></p> <p><i>Direction 28: Deliver healthy built environments and improved urban design</i></p>	<p><i>Direction 23: Build resilience in towns and villages</i></p> <p><i>Direction 28: Deliver healthy built environments and improved urban design</i></p>	<p><i>Direction 1: Protect the region's diverse productive agricultural land</i></p> <p><i>Direction 2: Promote and grow the agribusiness sector</i></p>	<p><i>Direction 2: Promote and grow the agribusiness sector</i></p> <p><i>Direction 4: Promote business activities in industrial and commercial areas</i></p>	<p><i>Direction 4: Promote business activities in industrial and commercial areas</i></p> <p><i>Direction 7: Promote tourism opportunities</i></p>	<p><i>Direction 18: Enhance road and rail freight links</i></p>	<p><i>Direction 3: Expand Advanced and value-added manufacturing</i></p> <p><i>Direction 4: Promote business activities in industrial and commercial areas</i></p>	<p><i>Direction 11: Promote the diversification of energy supplies through renewable energy generation</i></p>	<p><i>Direction 14: Manage land uses along key river corridors</i></p> <p><i>Direction 15: Protect and manage the region's many environmental assets</i></p>

Planning Priority 1 – Housing Choice

Ensure the community has access to diverse housing options

Provide diverse housing choices and opportunities to meet changing demographics and population needs, with housing growth in appropriate locations.

Rationale

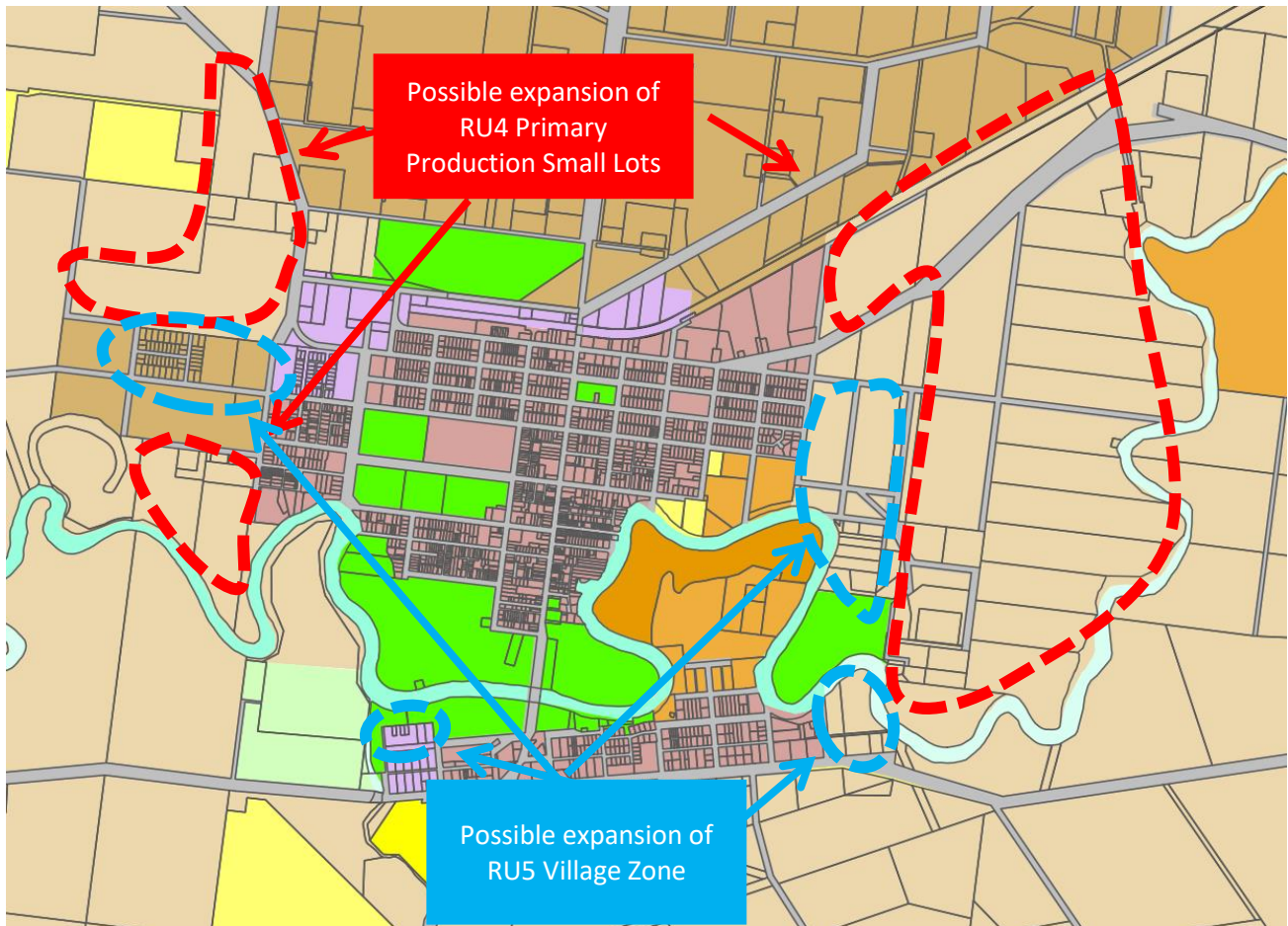
It is predicted that there will be a slow decline in the population of Hay, which puts Hay in a unique position. Hay had a brief spike in housing demand in the past ten years with the construction of the cotton gin, but it needs to be stressed that housing demand will go down if there is no change in the economy and housing offering. In recent years there has been significant interest in the type of housing that is not relatively common or affordable in other areas of the state:

- Rural Residential lots
- Medium density within close proximity of a small town.
- Riverfront land within driving distance from larger centres.

With working from home becoming more common, Hay would be able to supply a variety of more affordable housing that can be supplied in the rest of the state. Although rural residential land can be seen as major planning issue in other areas, in Hay it can be a unique opportunity to help ensure the sustainability of the town.

There is a demand for more Rural Residential land within close driving distance from Hay (and good internet connection), where a dwelling can be erected, and small-scale agriculture can be practised. Development such as this needs to be cognisant of the impact on larger scale agriculture and potential nuisance value of larger scale agriculture, and the servicing of these areas (especially relating to on-site sewer management systems, which can require large areas for the disposal of wastewater in the clay soils in Hay). The Zone of RU4 Primary Production is proposed, as the longer term vision for the area would still include smaller scale agriculture, and be available for emerging primary industries and agricultural uses that operate on smaller rural holdings.

There is also a demand for larger residential lots (2000m² and up), which deviates from the standard residential product available. This can be accommodated through the extension of the urban edge to include some unutilised agricultural land around the edges of Hay. Potential development will depend on the ability to provide services to these areas.



Potential Expansion of Village and Primary Production Small Lots Zones

There is a demand for infill development and medium density development within walking distance of the main street, Lachlan Street.

In planning for growth and change, Council will strive to retain housing choice and diversity to meet community needs; ensure that development respects neighbourhood character and resident amenity; and ensure that housing growth is in the right locations reflecting land constraints and infrastructure capacity.

Actions

- Review planning controls to provide a wider housing choice. (Short Term)
- Draft Structure Plans for the areas with a potential change of zoning. (Short Term)

Monitoring and Reporting

- Complete relevant structure plans
- Complete the review of the LEP by 2022

Relationship to Other Plans

- Riverina Murray Regional Plan
- Hay Shire Community Strategic Plan

Link to Regional Plan

These actions give effect to:

- Direction 23: Build resilience in towns and villages
- Direction 25: Build housing capacity to meet demand

- Direction 26: Provide greater housing choice
- Direction 27: Manage rural residential development

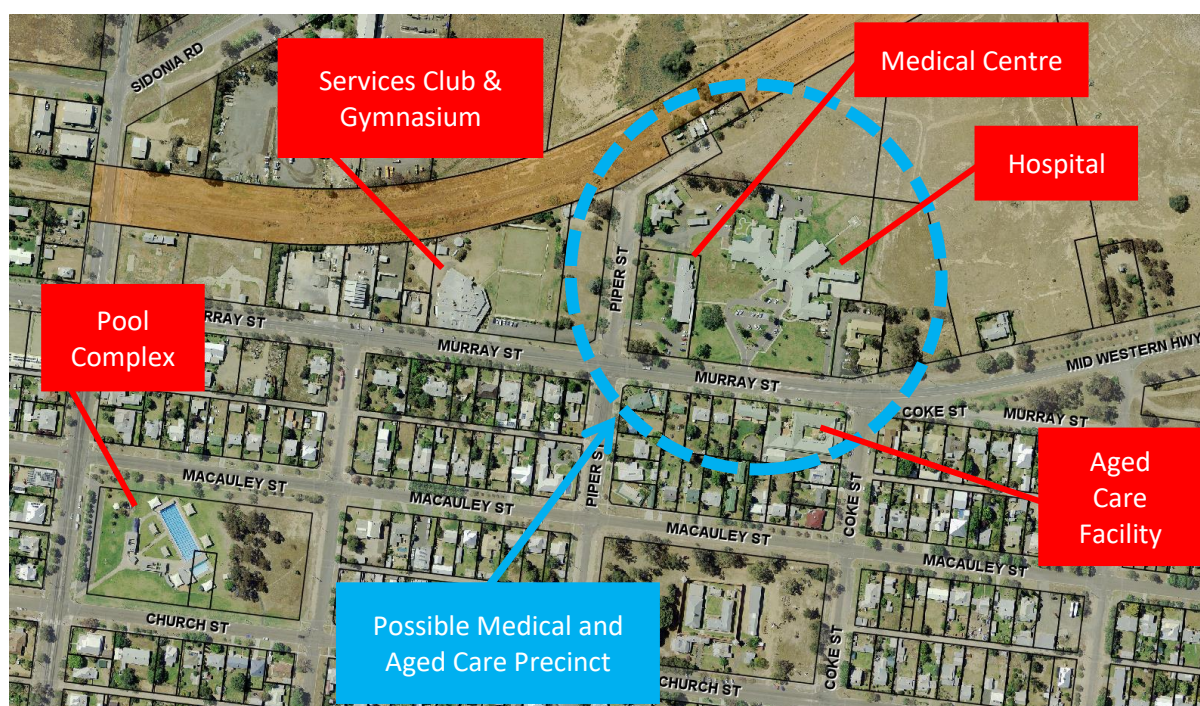
Planning Priority 2 – Health and Aged Care

Ensure the building blocks for a healthy environment and aged care is in place

Rationale

Hay has an ageing population and has the benefit of a high percentage of retirees wanting to stay on in Hay after retirement. In the ERP Profile of Hay, it is also clear that there is a significant peak in the population, which will move into retirement into the next ten years. This section of the population would need adequate health facilities, and also all community facilities to enhance their wellbeing.

A Structure Plan should be drafted for the area, to include the actions as per Direction 28 of the Riverina Murray Regional Plan – create a healthy built environment, promote high-quality open spaces that support physical activity, including walking and cycling networks, and use water sensitive urban design.



Potential Medical and Aged Care Precinct

Actions

- Review planning controls to provide for an aged care precinct.
- Draft Structure Plans for the Medical Precinct.
- Ensure active transport infrastructure is provided to support connectivity to the facilities around the aged care facilities.

Monitoring and Reporting

- Complete relevant Structure Plans
- In the review of the LEP, make provision for medium density aged care housing and expansion of medical and health facilities.

Relationship to Other Plans

- Riverina Murray Regional Plan
- Hay Shire Community Strategic Plan

Link to Regional Plan

These actions give effect to:

- Direction 5: Support the growth of the health and aged care sectors.
- Direction 28: Deliver healthy built environments and improved urban design

Planning Priority 3 – Villages

Ensure the sustainable growth of Booligal and Maude

Rationale

The villages of Booligal and Maude has experienced significant population decline in the last two Census periods:

Village	Population	
	2011	2016
Booligal	162	95
Maude	391	82

The two villages have some planning anomalies, Areas containing single residences on small lots, which have been rezoned to RU1 with the LEP 2011.

Recreational areas need to be upgraded and redesigned where needed to attract tourists and residents from other areas, as Tourism (apart from the function as agricultural service centres) can provide a major economic stimulus.

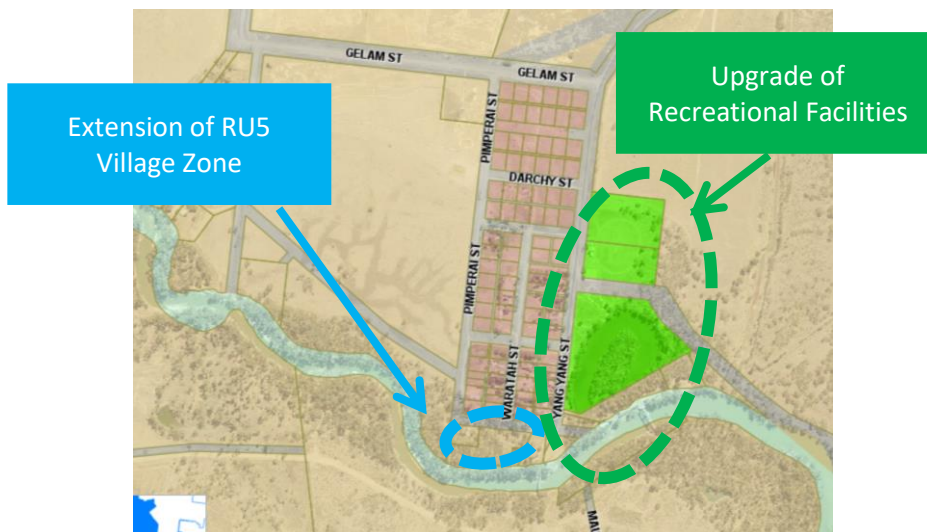
It is seen that the future of the villages be to provide potential caravan parks and short-term housing to the agricultural areas that they serve, as well as for tourism. The caravan parks and camping can be provided in conjunction with the redevelopment of recreational facilities, and locally operated. In both villages there are currently a limited amount of accommodation available. With a potential increase in tourism, investigation into using Crown Land as well as private land for short term accommodation needs to be investigated.

Actions (see maps below)

- Redesign Recreational Areas (Long Term)
- Expand RU5 zones to include historical single residential areas. (Short Term)
- Review planning controls to provide for camping and caravan parks in recreational and village areas. (Medium Term)



Booligal



Maude

Monitoring and Reporting

- In the review of the LEP, make provision for recreational facilities, camping and caravan parks, and extension of the RU5 Zone.

Relationship to Other Plans

- Riverina Murray Regional Plan
- Hay Shire Community Strategic Plan
- Hay Shire Open Space Strategy

Link to Regional Plan

These actions give effect to:

- Direction 23: Build resilience in towns and villages
- Direction 28: Deliver healthy built environments and improved urban design

Planning Priority 4: Agriculture

Protecting our Agricultural Resources

Rationale

The Riverina Murray Regional Plan identifies that agriculture is integral to the success of the economy and a major force in the State. The Riverina Murray makes the largest regional contribution to agricultural production in NSW (\$1.4 billion).

The Riverina region has a diverse agricultural sector. The most important commodities in the region based on the gross value of agricultural production were wheat (\$375 million), followed by cotton (\$347 million) and cattle and calves (\$247 million) (Department of Agriculture 2019).

The agricultural industry in the Hay Shire contributes over \$83 million to the region's gross regional product per year. The main areas of production in Hay are:

- Cotton - \$27m per year
- Wool - \$13m per year
- Sheep - \$11m per year
- Cattle - \$10m per year.

Agricultural zonings take up the vast majority of land zoning in the Hay Shire, with 1,097,547 ha being zoned RU1 Primary Production, and 1,230 ha being zoned RU4 Primary Production Small Lots. These two zonings make up 97% of land in the Hay Shire.

Identifying and protecting important agricultural land in the Hay Shire is fundamental to the future of agricultural production within the LGA and Region. As agricultural output continues to increase, expanding value-added manufacturing of agricultural produce, including food and beverage manufacturing, will also help drive diversity in the economy.

Agribusiness diversification should be encouraged, which can be done through reviewing local plans and removing restrictive land use zonings, so that agriculture and agribusiness can be responsive to changes in the international market, and not be restricted by overly restrictive zonings. The same should apply in the encouragement of investment in the agricultural supply chain, where restrictive zonings should be reviewed, as well as existing supply chain facilities be protected from the encroachment of incompatible land uses.

Agricultural Research and Development opportunities should be pursued within the Shire to improve the long-term productivity growth of the sector, it is imperative for government and industry to support agricultural research and development.

Agricultural development should not proceed at the expense of the Shire's Aboriginal Heritage. As the identification of relevant sites has been problematic in the past, it is proposed that an Aboriginal Cultural Heritage Study be undertaken to protect significant sites.

Actions

- Review the Hay Shire Local Environmental Plan 2011 to enable the facilitation of rural related development, and removing any impediments to agricultural development. (Short Term)
- Facilitate agricultural research and development through Councils Planning system and create a flexible and responsive Local Land Use Planning Framework (Long Term)
- Locate agribusiness development in areas that capitalise on access to key freight networks. (Short Term)
- Draft an Aboriginal Cultural Heritage Study, aimed as specifically the rural areas of the Shire (Medium Term).

Monitoring and Reporting

- Report to Council as necessary.
- Ongoing review of Councils Planning Controls.

Relationship to Other Plans

- Riverina Murray Regional Plan
- Hay Shire Community Strategic Plan.

Link to Regional Plan

These actions give effect to:

- Direction 1: Protect the region's diverse productive agricultural land
- Direction 2: Promote and grow the agribusiness sector

Planning Priority 5: Commerce

Enhancing the commercial ventures within the Hay Shire.

Rationale

The Hay Central Business District (CBD) is characterised as a 'retail strip', comprising of Lachlan Street, with some commercial ventures located on the three highways – the Sturt, Cobb and Mid-Western Highways.

Hay's CBD provides essential services to the villages of Booligal and Maude. It is essential that these services be retained and encouraged to grow to provide a focal point for the community to work, meet and shop.

Hay's CBD has been planned through the Lachlan Street Master Plan, which will guide future developments. In the past decade the CBD has been struggling with empty shopfronts, any future development framework needs to address the need for new business to start up in the CBD.

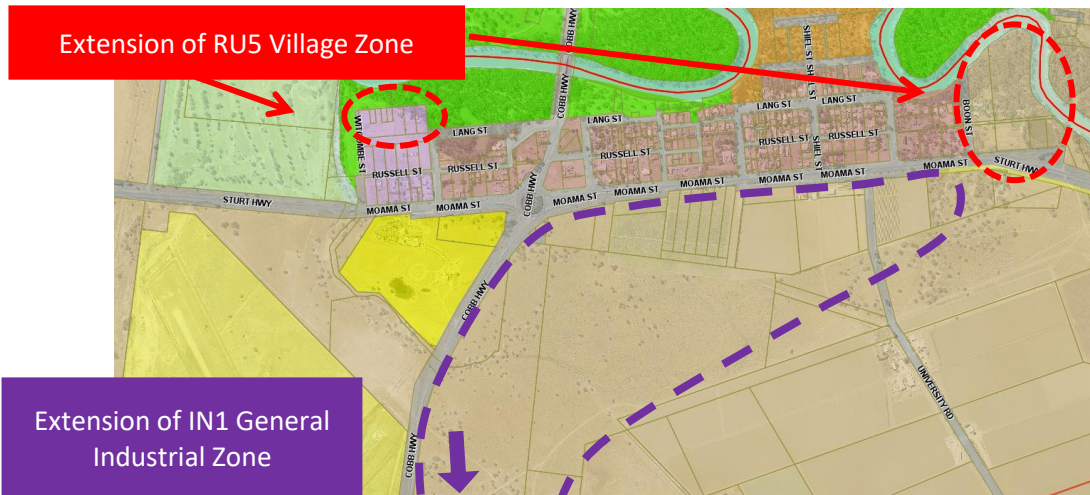
The Highways provide commercial opportunities, with the following amounts of traffic passing through Hay on the highways:

- Sturt Highway – 1200 vehicles per day
- Mid-western Highway – 600 vehicles per day
- Cobb Highway – 260 vehicles per day

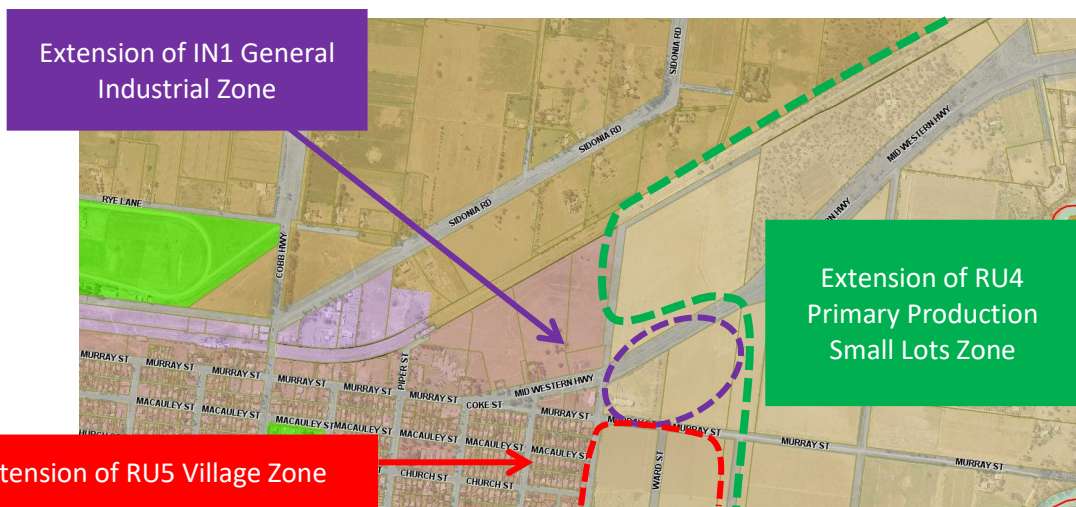
As such suitable zonings can be proposed for the Highway interfaces, which can include:

- IN1 General Industrial, which includes the following potential uses as permitted with consent: Community facilities; Freight transport facilities; Garden centres; General industries; Hardware and building supplies; Highway service centres; Industries; Industrial retail outlets; Light industries; Neighbourhood shops; Research stations; Rural industries; Rural supplies; Service stations; Take away food and drink premises; Transport depots; Truck depots; Warehouse or distribution centres; Wholesale supplies.
- RU5 Village
- SP3 Tourist, which links in with the existing SP3 Tourist Zone for Shear Outback.

Expanding the Industrial Zones around the Highway interfaces provide opportunities for industrial as well as commercial uses. Industrial Zones will also help provide opportunities in the agricultural supply chain for the region, i.e packing, agricultural supplies, and agricultural services, as well as encourage agribusiness diversification. Expanding Village Zones will allow for a higher density of residences as well as commerce in these areas. Expanding the SP3 Tourism Zone will allow tourist attractions to expand their footprint in a highly trafficked area.



Cobb and Sturt Highway Interface



Mid-Western Highway Interface

Actions

- Review planning controls to provide flexibility and accommodate the changing nature of retail (Short term)
- Review the Hay Shire Local Environmental Plan 2011 to enable the development of the Highway interfaces of Hay (Short Term)
- Draft a Structure Plan for the areas earmarked for rezoning (Short Term)
- Preserve and reuse heritage buildings in the CBD .(Ongoing)
- Implement Lachlan Street Master Plan. (Ongoing)

Monitoring and Reporting

- Report to Council as necessary.
- Ongoing review of Councils Planning Controls.
- Draft relevant Structure Plans
- Review LEP

Relationship to Other Plans

- Riverina Murray Regional Plan
- Hay Shire Community Strategic Plan.

Link to Regional Plan

These actions give effect to:

- Direction 2: Promote and grow the agribusiness sector
- Direction 4: Promote business activities in industrial and commercial areas

Planning Priority 6: Tourism

Enhancing the tourism potential in the Hay Shire.

Rationale

Tourism is a large contributor to the Hay economy, with its five museums (Shear Outback, Hay War Memorial High School Museum, Dunera Museum, Hay Gaol Museum, Bishops Lodge Historic House and Heritage Rose Garden), The Long Paddock Touring Route, numerous camping areas, motels, service stations, and retail heavily dependent on visitors. There is no definitive amount for the contribution of tourism to the local economy, although we know that accommodation takings alone contribute approximately \$3.8m to the Hay Economy (Destination NSW).

To protect and enhance the tourism potential of Hay, the following needs to be addressed in any planning framework:

- Protection of the character of the Main Street.
- Welcoming gateways to the town, especially to the main street.
- Opportunities for a variety of short term accommodation options.
- Opportunities for agri- tourism and nature tourism.
- Enhancement of recreational facilities in the town and villages.
- The Murrumbidgee River interface needs to be enhanced and protected, especially the Non-Aboriginal and Aboriginal Heritage aspects of it.
- Provide viewing areas and congregation points around attractions.
- Providing opportunities to reuse heritage buildings in the Hay Shire. This is not only attractive to visitors, but contribute to the built heritage of Hay. The support of the creation of multipurpose premises which can be used by start-ups or where there is a need for short term and smaller premises.

Actions

- Review planning controls to provide flexibility and accommodate a variety of short-term accommodation options, as well as accommodate agri-tourism and nature tourism (Short term)
- Preserve and reuse heritage buildings in the CBD. (Ongoing)
- Implement Lachlan Street Master Plan (Ongoing)

Monitoring and Reporting

- Report to Council as necessary.
- Ongoing review of Councils Planning Controls.

Relationship to Other Plans

- Riverina Murray Regional Plan
- Hay Shire Community Strategic Plan.
- Hay Shire Open Space Strategy.
- Hay Public Art Strategy.

Link to Regional Plan

These actions give effect to:

- Direction 4: Promote business activities in industrial and commercial areas
- Direction 7: Promote tourism opportunities

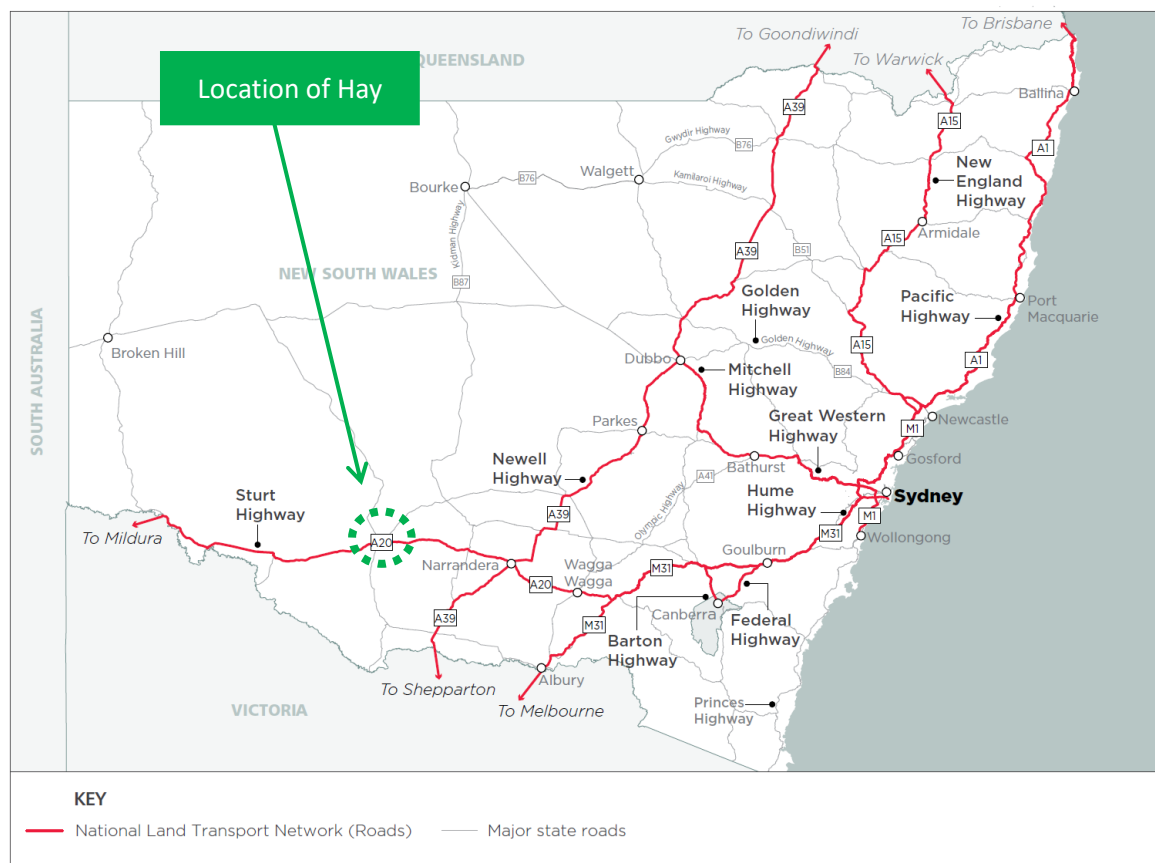
Planning Priority 7: Freight and Transport

Investigating opportunities with Freight and Transport within the Hay Shire.

Rationale

The NSW Freight and Ports Plan 2018 – 2023 states that:

With the exception of coal, most commodities in regional NSW are transported by road – the Hume and Pacific highways move the majority of the regional road freight task. Other important regional roads for freight include the Newell, Golden, Great Western, Sturt and New England highways. These routes will continue to experience growth over the next 20 years.



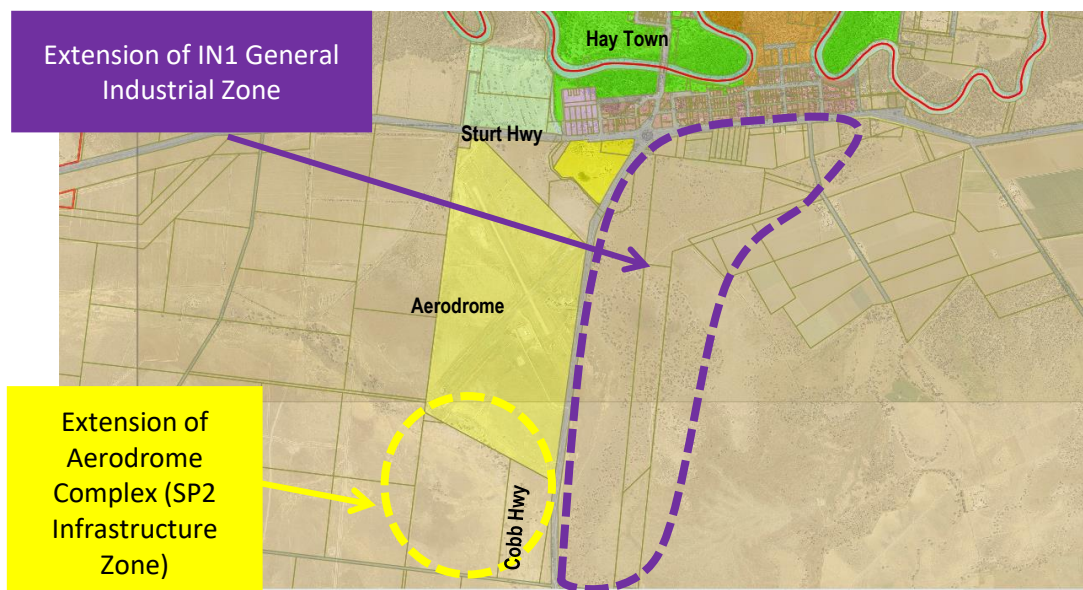
Regional NSW Road Network (NSW Freight and Ports Plan 2018 – 2023)

As can be seen from the above plan, Hay is located on the intersection of three highways. The main opportunities are on the Sturt Highway where up to 41% of all traffic are freight (RMS Traffic Count 2011).

There are opportunities for Hay to investigate:

- Possibility of a freight interchange area – There are opportunities for Hay being equidistant between Sydney and Adelaide, and located on a route between Melbourne and Brisbane.
- Truck Parking - There is currently a clear shortage of truck parking in the south of Hay, with a rising number of trucks parked overnight. This can be formalised in a better facility.
- Industrial development to the South of the town (linking in with the existing development of the Rice Shed and Cotton Gin to the south of the town on the Cobb Highway). Industrial

development to the south of the town will have a limited freight impact on the main street of the town, with ample land available.



Actions

- Investigate the possibility of a freight interchange to the South of Hay in conjunction with Transport for NSW (Medium Term)
- Investigate the possibility to expand the aerodrome site to include warehouses and airfreight. (Medium Term)
- Draft a Structure Plan for the areas that can potentially be rezoned (Short and Medium Term)

Monitoring and Reporting

- Report to Council as necessary.

Relationship to Other Plans

- Riverina Murray Regional Plan
- Hay Shire Community Strategic Plan.

Link to Regional Plan

These actions give effect to:

- Direction 18: Enhance road and rail freight links

Planning Priority 8: Industry

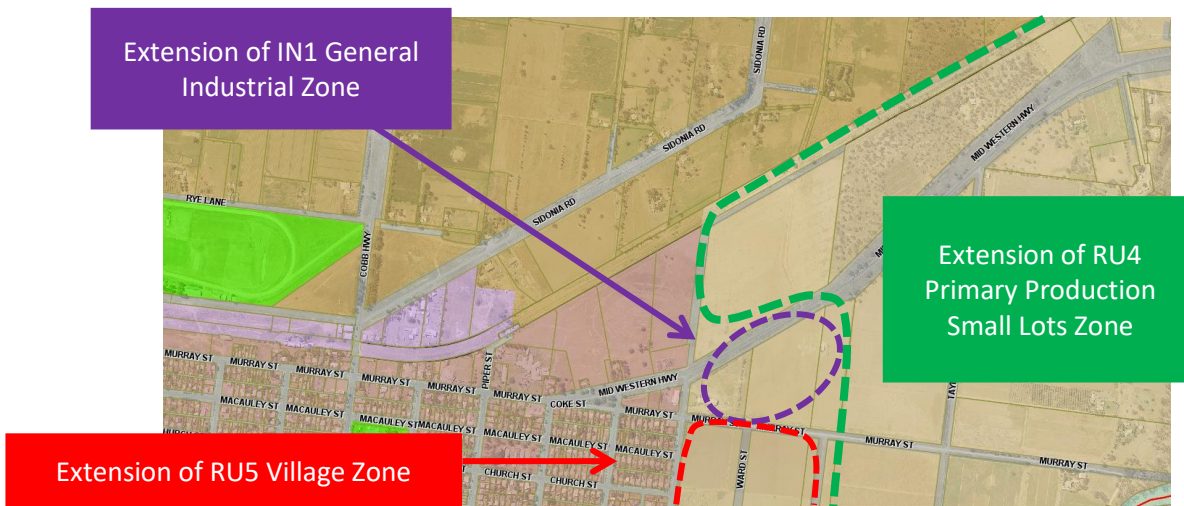
Grow the availability of Industrial land for industries of all scales.

Rationale

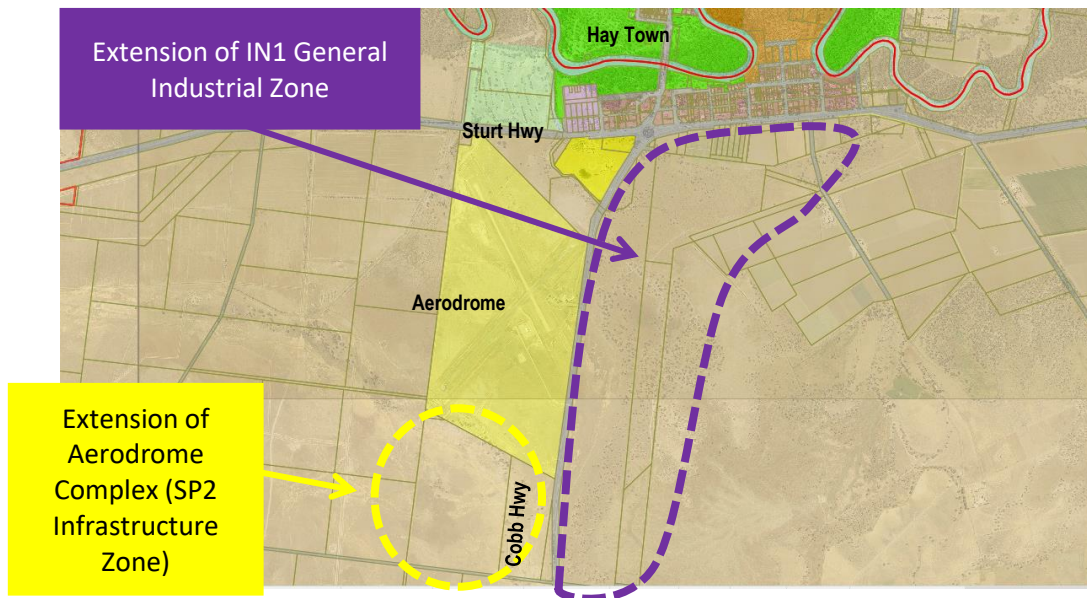
Hay Shire has only 68 ha of land zoned IN1 General Industrial. Most of these parcels are too small for anything but small scale manufacturing, and a high percentage of this land is in the ownership of the NSW government, which makes it almost impossible for a private developer to develop it in a timely timeframe. Council has received numerous requests for rezoning of larger parcels of land, with all interested parties wanting these parcels to have direct highway access, to have minimal freight through built up areas.

There are opportunities for a range of value adding industries to the existing economic base, which can include packing and packaging, services to the surrounding agricultural sector (such as nuts, garlic, sheep, cattle and cotton), and transport and freight sectors.

There is ample land available on the outskirts of the town of Hay, which can have a positive economic impact on the Shire as a whole. There is suitable land to the south as well as the north of the Hay township. These areas have limited impact on residential areas, would be located on the outskirts of the urban areas, and have highway access.



Potential Industrial development to the north of Hay



Potential Industrial development to the south of Hay

Actions

- Support existing industrial land uses and precincts for freight and logistics, industry, warehousing and similar activities in locations that minimise amenity impacts. (Medium Term)
- Investigate opportunities for the expansion of existing and new industrial precincts to the north and south of the Hay township. (Medium Term)
- Protect and recognise existing industrial precincts as well as freight and logistics facilities and uses to avoid any land use conflicts from future residential development (Medium Term)
- Encourage the co-location of complementary industry alongside agricultural enterprises that enhance the efficiency of the agricultural land use (Ongoing)
- Investigate the redevelopment of the existing industrial land that is in State ownership (Medium Term).
- Draft a Structure Plan for the areas that can potentially be rezoned (Short and Medium Term)

Monitoring and Reporting

- Report to Council as necessary.

Relationship to Other Plans

- Riverina Murray Regional Plan
- Hay Shire Community Strategic Plan.

Link to Regional Plan

These actions give effect to:

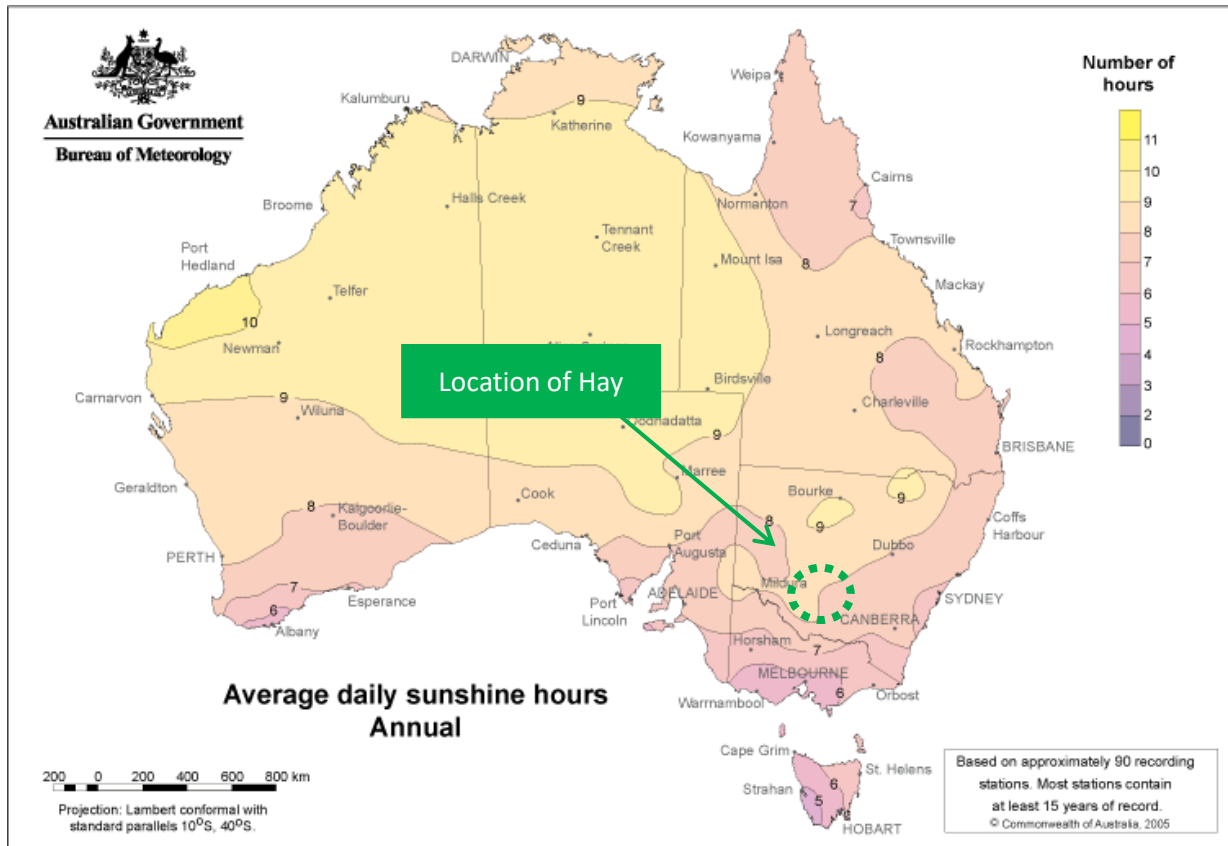
- Direction 3: Expand Advanced and value-added manufacturing
- Direction 4: Promote business activities in industrial and commercial areas

Planning Priority 9: Renewable Energy

Encourage the growth of Renewable Energy Installations

Rationale

Hay Shire is in a good position to cater for renewable energy on all scales, there are ample sunshine, level topography, affordable land, and grid connections available. There are opportunities for all scales, from domestic to large scale.

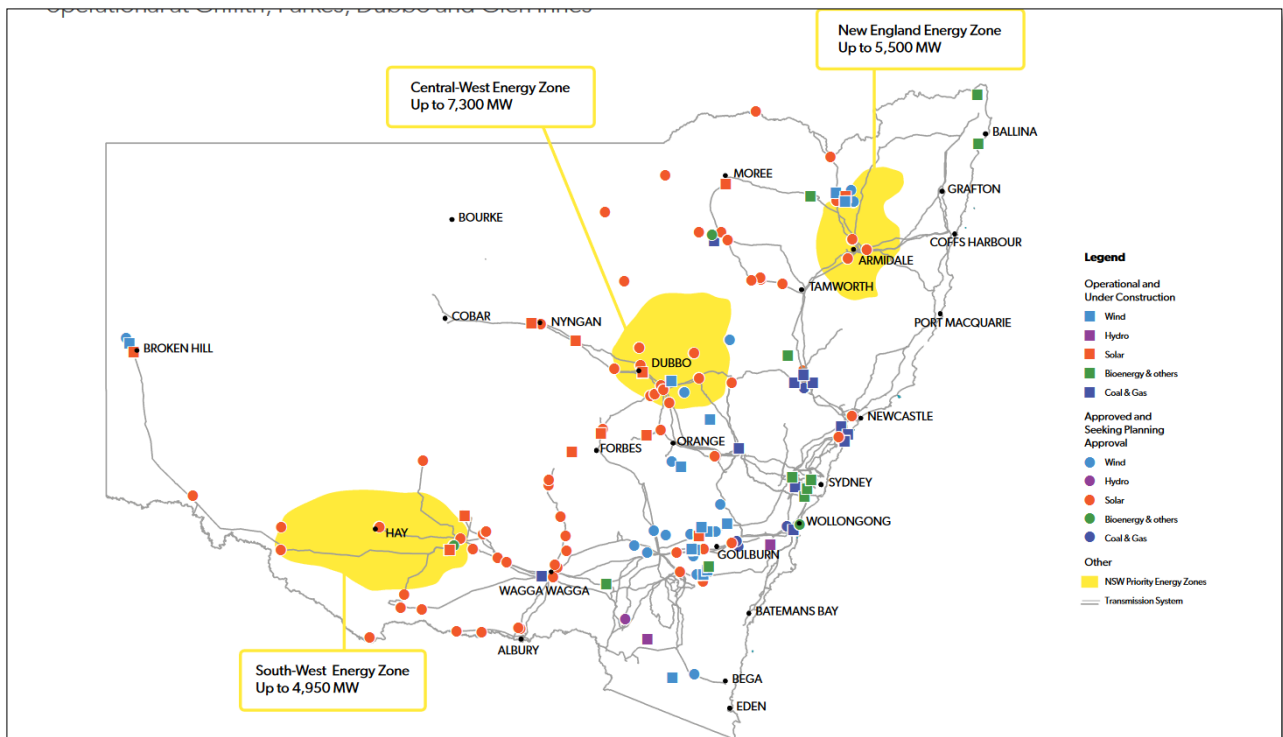


Average Daily Sunshine (BoM)

The NSW government recognises the opportunity that the Hay Shire presents for renewable energy generation, in that the NSW Renewable Energy Action Plan 2018 identified Hay as a potential priority Energy Zones (see map below). There are opportunities around all the transmission lines, including the Transgrid line to the south of the Shire.

There are currently two approved solar farms in Hay, both northeast of the Hay urban area. There are also investigations in adding a variety of sustainable energy generating sources in the Hay LGA.

As Hay has ample opportunities for energy generating developments, as well as generating energy on a small scale, the LEP should be reviewed to include provide a streamlined approval system for especially small scale energy generating developments.



NSW Renewable Energy Projects and potential priority Energy Zones (NSW Renewable Energy Action Plan 2018)

Actions

- Review planning controls to provide for the development of renewable energy facilities for all scales of development. (Medium Term)

Monitoring and Reporting

- Report to Council as necessary.

Relationship to Other Plans

- Riverina Murray Regional Plan
- Hay Shire Community Strategic Plan.
- NSW Renewable Energy Action Plan 2018

Link to Regional Plan

These actions give effect to:

- Direction 11: Promote the diversification of energy supplies through renewable energy generation

Planning Priority 10: Riverfront Development

Protect the river ecosystem and aesthetics of Hay Shire's river frontages.

Rationale

Riverfront land is becoming scarcer in regional areas, and there is a clear demand for land with river frontage. Riverfront land is also very important due to the Aboriginal and Non-Aboriginal heritage of the river corridors, as well as for ecological, aesthetical and recreational reasons.

With the current high demand for riverfront land for single residential housing, there is a need to provide clear guidance on the development of riverfront land, addressing issues such as:

- Flooding and floor levels
- Bank stability
- Heritage
- Fauna and Flora
- Potential pollution by stormwater and sewer systems.
- River access
- Building setbacks

In Hay's past, the river was used as a dumping area, with unrestricted flows of waste into the river. Part of the legacy of this is still industrial zones and some industries located next to the river. These are in high demand for residential development, and if not contaminated could be simply changed through the revision of the Hay Local Environmental Plan 2011.

Actions

- Review planning controls to provide for sustainable riverfront development. (Medium Term)
- Draft a development guide for riverfront development, in conjunction with the relevant State Government Agencies. (Short Term)
- Review the uncontaminated industrial land with river frontage, for potential redevelopment as residential land. (Short Term)
- Investigate active transportation opportunities along the riverfront (Short Term)

Monitoring and Reporting

- Report to Council as necessary.

Relationship to Other Plans

- Riverina Murray Regional Plan
- Hay Shire Community Strategic Plan.
- Hay Shire Murrumbidgee River Master Plan

Link to Regional Plan

These actions give effect to:

- Direction 14: Manage land uses along key river corridors
- Direction 15: Protect and manage the region's many environmental assets

Reporting and Monitoring

Planning Priority	Actions	Monitoring & Reporting	Responsibility
1. Housing Choice	<p>Review planning controls to provide a wider housing choice. (Short Term)</p> <p>Draft Structure Plans for the areas with a potential change of zoning. (Short Term).</p>	<p>Complete relevant structure plans</p> <p>Complete the review of the LEP by 2022</p>	Hay Shire Council
2. Health & Aged Care	<p>Review planning controls to provide for an aged care precinct. (Short Term)</p> <p>Draft Structure Plans for the Medical Precinct. (Short Term)</p> <p>Ensure active transport infrastructure is provided to support connectivity to the facilities around the aged care facilities. (Ongoing)</p>	<p>Complete relevant Structure Plans</p> <p>In the review of the LEP, make provision for medium density aged care housing and expansion of medical and health facilities.</p>	Hay Shire Council
3. Villages	<p>Redesign Recreational Areas (Long Term)</p> <p>Expand RU5 zones to include historical single residential areas. (Short Term)</p> <p>Review planning controls to provide for camping and caravan parks in recreational and village areas. (Medium Term)</p>	<p>In the review of the LEP, make provision for recreational facilities, camping and caravan parks, and extension of the RU5 Zone.</p>	Hay Shire Council
4. Agriculture	<p>Review the Hay Shire Local Environmental Plan 2011 to enable the facilitation of rural related development, and removing any impediments to agricultural development. (Short Term)</p> <p>Facilitate agricultural research and development through Councils Planning system and create a flexible and responsive Local Land Use Planning Framework (Long Term)</p> <p>Locate agribusiness development in areas that capitalise on access to key freight networks. (Short Term)</p> <p>Draft a Aboriginal Cultural Heritage Study, aimed as specifically the rural areas of the Shire (Medium Term).</p>	<p>Report to Council as necessary.</p> <p>Ongoing review of Councils Planning Controls.</p>	Hay Shire Council
5. Commerce	<p>Review planning controls to provide flexibility and accommodate the changing nature of retail (Short term)</p> <p>Review the Hay Shire Local Environmental Plan 2011 to enable the development of the Highway interfaces of Hay (Short Term)</p> <p>Draft a Structure Plan for the areas earmarked for rezoning (Short Term)</p> <p>Preserve and reuse heritage buildings in the CBD. (Ongoing)</p>	<p>Report to Council as necessary.</p> <p>Ongoing review of Councils Planning Controls.</p> <p>Draft relevant Structure Plans</p> <p>Review LEP</p>	Hay Shire Council

Planning Priority	Actions	Monitoring & Reporting	Responsibility
	Implement Lachlan Street Master Plan. (Ongoing)		
6. Tourism	Review planning controls to provide flexibility and accommodate a variety of short-term accommodation options, as well as accommodate agri-tourism and nature tourism (Short term) Preserve and reuse heritage buildings in the CBD. (Ongoing) Implement Lachlan Street Master Plan (Ongoing)	Report to Council as necessary. Ongoing review of Councils Planning Controls.	Hay Shire Council
7. Freight & Transport	Investigate the possibility of a freight interchange to the South of Hay in conjunction with Transport for NSW (Medium Term) Investigate the possibility to expand the aerodrome site to include warehouses and airfreight. (Medium Term) Draft a Structure Plan for the areas that can potentially be rezoned (Short and Medium Term)	Report to Council as necessary.	Hay Shire Council
8. Industry	Support existing industrial land uses and precincts for freight and logistics, industry, warehousing and similar activities in locations that minimise amenity impacts. (Medium Term). Investigate opportunities for the expansion of existing and new industrial precincts to the north and south of the Hay township.(Medium Term) Protect and recognise existing industrial precincts as well as freight and logistics facilities and uses to avoid any land use conflicts from future residential development (Medium Term) Encourage the co-location of complementary industry alongside agricultural enterprises that enhance the efficiency of the agricultural land use (Ongoing) Investigate the redevelopment of the existing industrial land that is in State ownership (Medium Term). Draft a Structure Plan for the areas that can potentially be rezoned (Short and Medium Term)	Report to Council as necessary.	Hay Shire Council
9. Renewable Energy	Review planning controls to provide for the development of renewable energy facilities for all scales of development. (Medium Term)	Report to Council as necessary.	Hay Shire Council
10. Riverfront Development	Review planning controls to provide for sustainable riverfront development. (Medium Term)	Report to Council as necessary.	Hay Shire Council

Planning Priority	Actions	Monitoring & Reporting	Responsibility
	<p>Draft a development guide for riverfront development, in conjunction with the relevant State Government Agencies. (Short Term)</p> <p>Review the uncontaminated industrial land with river frontage, for potential redevelopment as residential land. (Short Term)</p> <p>Investigate active transportation opportunities along the riverfront (Short Term)</p>		