

2020

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Growth Management Strategy



NARRABRI SHIRE
DISCOVER THE POTENTIAL

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Glossary

The following terms and definitions apply throughout this document:

Table 1 Glossary of terms

Term	Definition
Act	Refers to the Environmental Planning and Assessment Act 1979. Where other statutes are referenced in this document, they are spelled out in full
ABS Census Data	Refers to Australian Bureau of Statistics, unless stated otherwise. The data in this document is sourced primarily from ABS Census Data. Where other data sources have been used, they are referenced accordingly.
Affordable housing	Refers to housing that meets the needs of very low to moderate income households and priced so that these households are also able to meet other basic living costs, such as food, clothing, transport, medical care and education.
OLS	Obstacle Limitation Surface
Council, Shire	Refers to Narrabri Shire Council
DCP	Refers to Narrabri Development Control Plan
DPIE	NSW Department of Planning Industry and Environment
ERP	Estimated Resident Population
FIFO/DIDO	Fly in, Fly Out, and Drive in, Drive out employees
FPMP	Floodplain Management Plan
HCA	Heritage Conservation Area
LEP	Narrabri Local Environmental Plan 2012
LGA	Refers to the Narrabri local government area
LSPS	Local Strategic Planning Statement
NENW RP	New England and North West Regional Plan 2036
Strategy	Refers to draft Narrabri Growth Management Strategy (this document)
STRA	Short term rental accommodation
URP	Usual Resident Population
VPA	Voluntary Planning Agreement
Structure Plan	A schematic plan of the Narrabri LGA
Structure Plan Excerpt	Excerpt of the Structure Plan of Narrabri township and surrounds

Executive Summary

The population of the Narrabri Local Government Area (LGA) in 2016 was 13,084 people. There were 5,903 people living in Narrabri, 2,080 in Wee Waa and 1,130 in Boggabri, with the balance of the population living in rural areas, localities and villages. The population is forecast by Department of Planning Industry and Environment to remain relatively static in terms of number of people by 2036.

The relatively stable population means different dwelling types to cater for the needs of the population will generate demand for up to 300 to 400 new dwellings over the next 15-20 years. Most new dwellings are expected to be in Narrabri, with opportunities for infill development in Wee Waa and Boggabri, if demand increases.

The Narrabri LGA is positioned to reap the benefits of the Melbourne to Brisbane Inland Rail which may result in additional population growth (Council anticipates a potential of up to an additional 1000 people) as well as jobs and economic opportunities. The Inland Rail will also support strong growth in agriculture, particularly intensive cropping and the continued strong performance in broadacre cropping and livestock. With over 20% of the labour force employed in agriculture and value adding, it is critical that Council's Local Environment Plan (LEP) and local planning framework promotes and protects the economic base, rather than inhibiting it.

In preparing a new LEP, Council must consider the New England and North West Regional Plan (NENW RP) which is the NSW Government's strategy for guiding land use planning decisions for the New England and North West region to 2036. The NENW RP outlines a 20-year vision to build sustainable communities by directing urban growth in the right location, protecting the region's natural environment and resources and creating local jobs for local people. Any local planning decisions need to be made in the context of, and be consistent with, the Directions in the NENW RP.

In addition to the NENW RP, there are several other policy considerations and requirements. The policy framework ultimately provides the basis for discussion, analysis and recommendations in this Strategy.

This Strategy considers several earlier studies and reports prepared by Council, as well as the Narrabri Local Environmental Plan 2012 (NLEP). Natural hazards and constraints and land suitability were also considered and provide guidance for the key recommendations, particularly in terms of the location of, and access to, employment generating development, urban development and infrastructure.

The key recommendations include:

- » The need to introduce protections and buffers around key infrastructure and employment generating development such as the Inland Rail corridor, Narrabri airport, railways, intermodal freight and logistics development, agricultural research stations and industrial land to manage potential land use conflict, maintain employment generating industries and improve liveability for the community.
- » Review the NLEP to manage and protect areas of High Environmental Value and natural constraints, such as bushfire and flooding, and introduce appropriate amendments to protect natural resources and prevent exposure to risk.
- » Council undertake a comprehensive review of the NLEP land use zones, specifically:
 - > **Residential zones:** consider options to encourage increased dwelling opportunities and diversity within existing zoned areas to support a changing demographic needs, by:
 - Reviewing and rationalising the R5 Residential zone where unserviced, exposed to natural hazards and located near employment generating land uses including intensive plant agriculture and major projects;
 - Investigating land for potential greenfield release in accordance with the Interim Settlement Guidelines.

-
- Reviewing the minimum lot sizes in the Villages having regard to the access to reticulated services and the ability to accommodate on-site effluent disposal.
 - > **Rural zones:** in the context of the updated policy framework and expected increased growth in primary production and value adding, renewables, mining and tourism:
 - Review LEP land use tables to remove risk of potential rural land use conflict from non-strategic settlement and incompatible land uses;
 - Using peer-reviewed data, mapping and methodology, review LEP subdivision and land use criteria to assess impacts of dwelling densities on rural land and primary production;
 - Phase out LEP provision c14.2b(3)(e) and (5) within an appropriate timeframe.
 - > **Business zones:** continue to prepare and implement a CBD precinct plan to improve the functionality and appeal of the Narrabri business precinct.
 - > **Industrial zones:** considering the proposed Inland Rail corridor and need for future capacity to support ancillary development:
 - Carry out comprehensive analysis of the proposed new freight and logistics facility, (Northern NSW Inland Port (N2IP)) to manage environmental impacts, exposure to natural hazards and impacts on surrounding land uses. Prepare a planning proposal to amend the NLEP to rezone the site as appropriate.
 - Assess the function and suitability of vacant IN2 zoned land in North Narrabri with a view to partially converting to IN1 zone to accommodate future growth.
 - Investigate land and develop a detailed master plan for the land in West Narrabri to accommodate new IN1 industrial land uses associated with the Inland Rail corridor and rail connections, with appropriate buffers incorporated into the IN1 zone.
 - > **Environmental zones, Recreation zones, Special Use zones:** update zone boundaries and land use tables to reflect updated mapping and recommendations in this Strategy including preventing exposure of people and assets to natural hazards.
 - » Introducing design guidelines in the DCP for new housing in Narrabri LGA that will meet the needs of a smaller households adapting to a changing climate.
 - » Council to continue the implementation of the Upper and Lower Namoi Flood Studies and preparation of a Floodplain Risk Management Plan when finalised, to inform the scale and location of investigation areas.
 - » Promote and facilitate growth in health and education facilities in the town/village centres, and related employment opportunities. Review LEP provisions to facilitate ancillary infrastructure and development near existing facilities to reinforce and support investment.
 - » Create healthy and safe environments in urban zones, focusing on increasing the standard of servicing, open space and resilience to climate change impacts.
 - » Promote, protect and enhance tourism opportunities in accordance with the NSW Destination Management Strategy.
 - » Prepare new heritage studies to assess cultural heritage and update LEP schedules accordingly.

This Growth Management Strategy provides Council with recommendations to inform the Local Strategic Planning Statement (LSPS) and review of the NLEP. It has been prepared in such a manner as to inform the requirements of a Local Housing Strategy, support the Development Control Plan (DCP) and inform local policy and land use decision-making.

1 Introduction and Context

This Strategy (GMS, Strategy) has been prepared in response to policy requirements for a comprehensive strategic land use plan to guide growth and development in Narrabri Shire Council over the next 20 years, and to inform the Narrabri Local Strategic Planning Statement (LSPS).

The aim of this Strategy is to provide direction for future growth in the right places, create a more diverse and prosperous economy and maintain a healthy environment and great places to live. The Strategy identifies the drivers of change and opportunity in Narrabri and, consistent with the policy framework, makes recommendations that can guide amendments to planning instruments and local land use decision making.

Fundamental to the Strategy are the needs of the current and future population across a range of elements: housing choice and residential amenity, employment generating development, protection of natural resources and adaptation to climate change impacts and the opportunities from transformative infrastructure projects. Underscoring these elements are the priorities of preservation and protection of natural resources, environment, primary production and infrastructure.

This Strategy has been developed to comply with, and address, the NENW RP Directions and Interim Settlement Guidelines prepared by the Department of Planning, Industry and Environment (Department). The endorsed Strategy will guide land use and planning decisions, inform Council's Local Strategic Planning Statement and amendments to the Narrabri Local Environmental Plan 2012.

This document is structured as follows:

- » **Chapter 1- Introduction and Context** - planning and policy context and snapshot of the Narrabri LGA.
- » **Chapter 2 – Demography** - highlights the key demographic and future trends in the Narrabri LGA and implications for strategic land use planning.
- » **Chapter 3 – Policy framework** - a summary of policy and considerations for this Strategy.
- » **Chapter 4 – Economic drivers** – summary of the employment generating industries and potential opportunities.
- » **Chapter 5 - Environment and Heritage** – summary of Narrabri LGA's environmental assets, constraints and hazards and potential opportunities for future management.
- » **Chapter 6 - Transport and Infrastructure** – snapshot of existing and proposed development, options for future management.
- » **Chapter 7 - Communities**– summary of the hierarchy of settlement in Narrabri, and the needs of the future population.
- » **Chapter 8 – Growth Management Strategy** –recommended strategies guided by the NENW RP
- » **Chapter 9 – Priorities, and implementation** and delivery plan for the GMS
- » **Appendices**

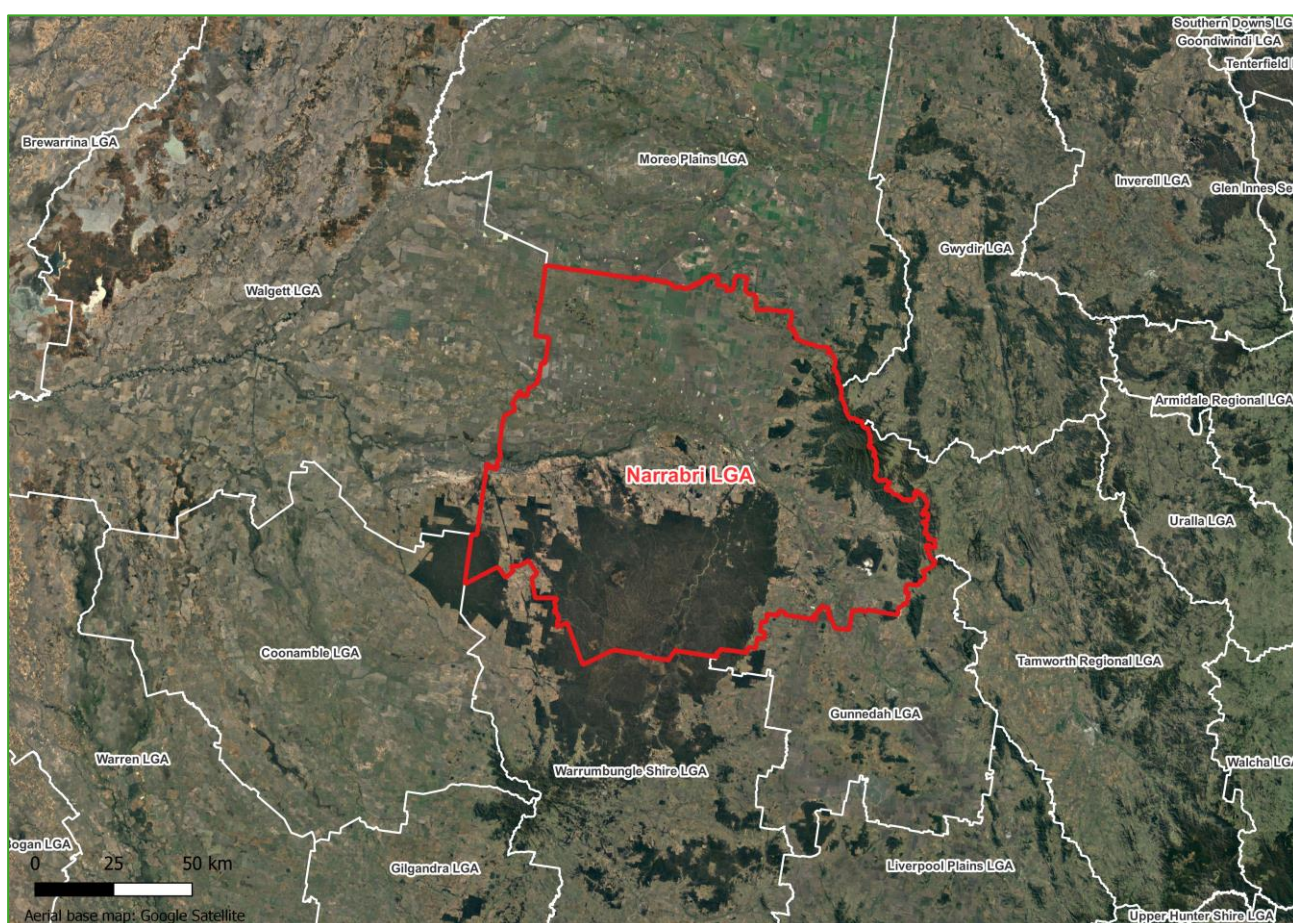
1.1 Snapshot of Narrabri LGA

Narrabri LGA) is located on the western border of the New England North West region of NSW, in the Namoi Valley. The Narrabri Shire covers an area of around 13,000 km² and includes the Nandewar Ranges, Namoi River Valley and Pilliga Forest. The LGA is in the North West climate region as identified by the Bureau of Meteorology.

Narrabri town is the administrative centre of the Shire, located on the crossroads of the Newell and Kamilaroi Highways, and operates freight services to major cities and ports by air, rail and road. Boggabri and Wee Waa are large towns in the Shire, with smaller villages of Bellata, Edgeroi, Baan Baa, Pilliga and Gwabegar, (see Figure 2).

Adjoining LGAs are Walgett, Moree Plains, Gwydir, Tamworth Regional, Gunnedah, Warrumbungle and Coonamble, (see Figure 1).

Figure 1 Narrabri and neighbouring LGAs



Source: Narrabri and neighbouring LGAs

The Narrabri LGA has a stable population of around 13,000 people, with minor growth between census periods. Aboriginal and Torres Strait Islander people made up 12.2% of the population in 2016, Narrabri being centre of Kamilaroi or Gamilaraay country.

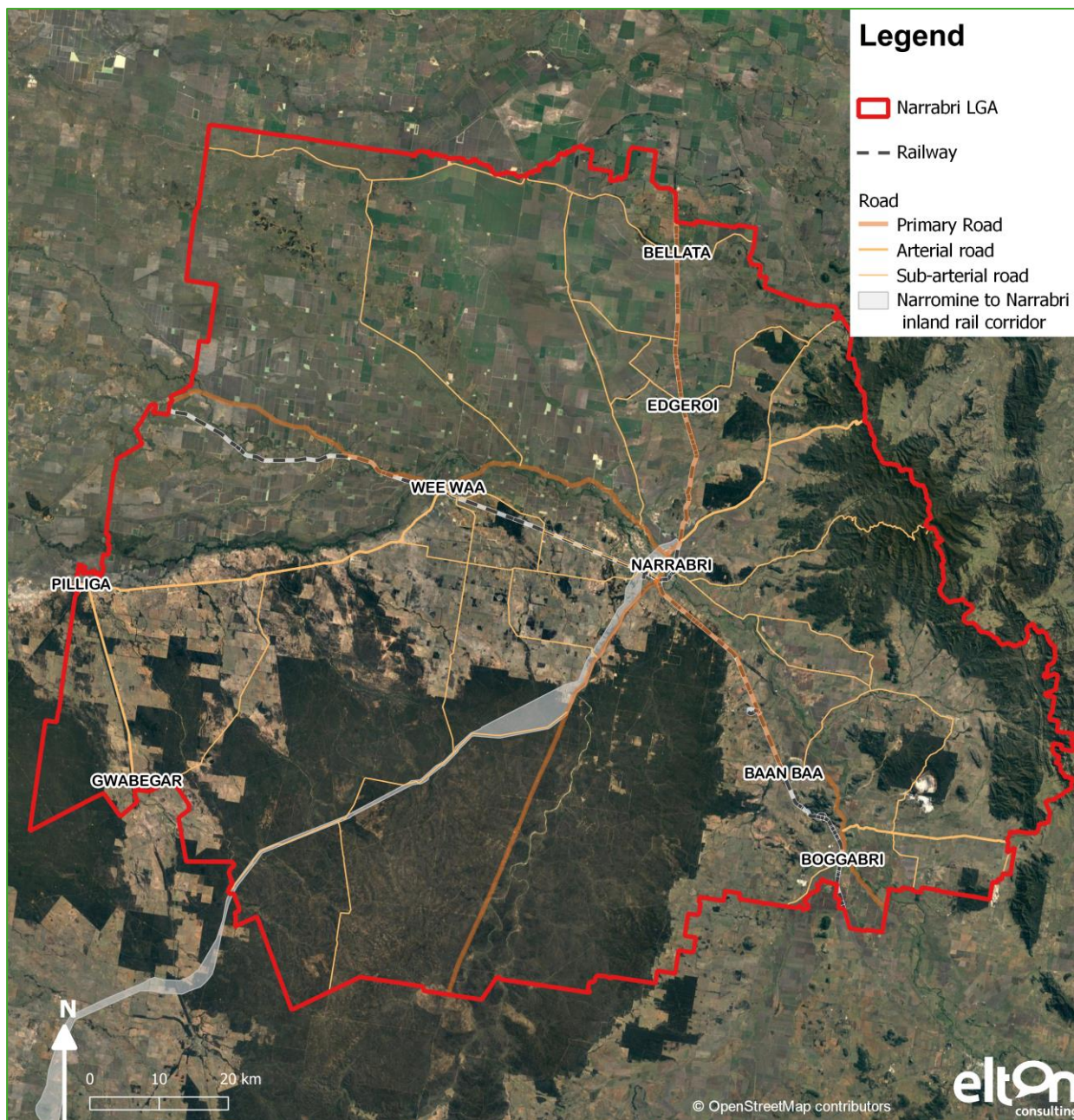
Narrabri is located approximately seven hours drive from Sydney or Brisbane and is accessible by train, bus and plane.

Narrabri has a district hospital providing integrated acute and sub-acute care, primary and community health services, ambulance, helipad for transfers and visiting specialist facilities. A regular community bus service and links the towns of Narrabri to Tamworth. Health care is a major employer in the

Narrabri LGA. Narrabri and its villages have primary schools, and one high school, the Narrabri High School. Higher education is provided by TAFE in Narrabri and the Northern Inland Community College.

In terms of Commonwealth infrastructure, the Australian Telescope Compact Array is located 25km west of Narrabri, operated by the CSIRO. The Melbourne-Brisbane Inland Rail project traverses Narrabri LGA, providing a unique opportunity to expand the existing intermodal freight and logistics hub to manage containerised produce from the local area. Council is preparing a transport and manufacturing hub masterplan that will take advantage of the existing infrastructure investment in the local government area.

Figure 2 Map of the Narrabri LGA



Narrabri is two hours drive from the regional city of Tamworth. Tamworth Regional Council’s population is around 60,000, with the city providing higher order services such as health, education, government administration, retail, economic infrastructure and industry, and recreation facilities. Tamworth has the Hunter New England Base Hospital, a regional airport with flights to Sydney, agricultural clustering, rail

freight facilities linking to Newcastle and Brisbane and hosts international annual tourism events. Tamworth and Armidale will be the place of most population growth in the New England North West Region.

Figure 3 NENW Regional Plan 2036 Population and housing projections

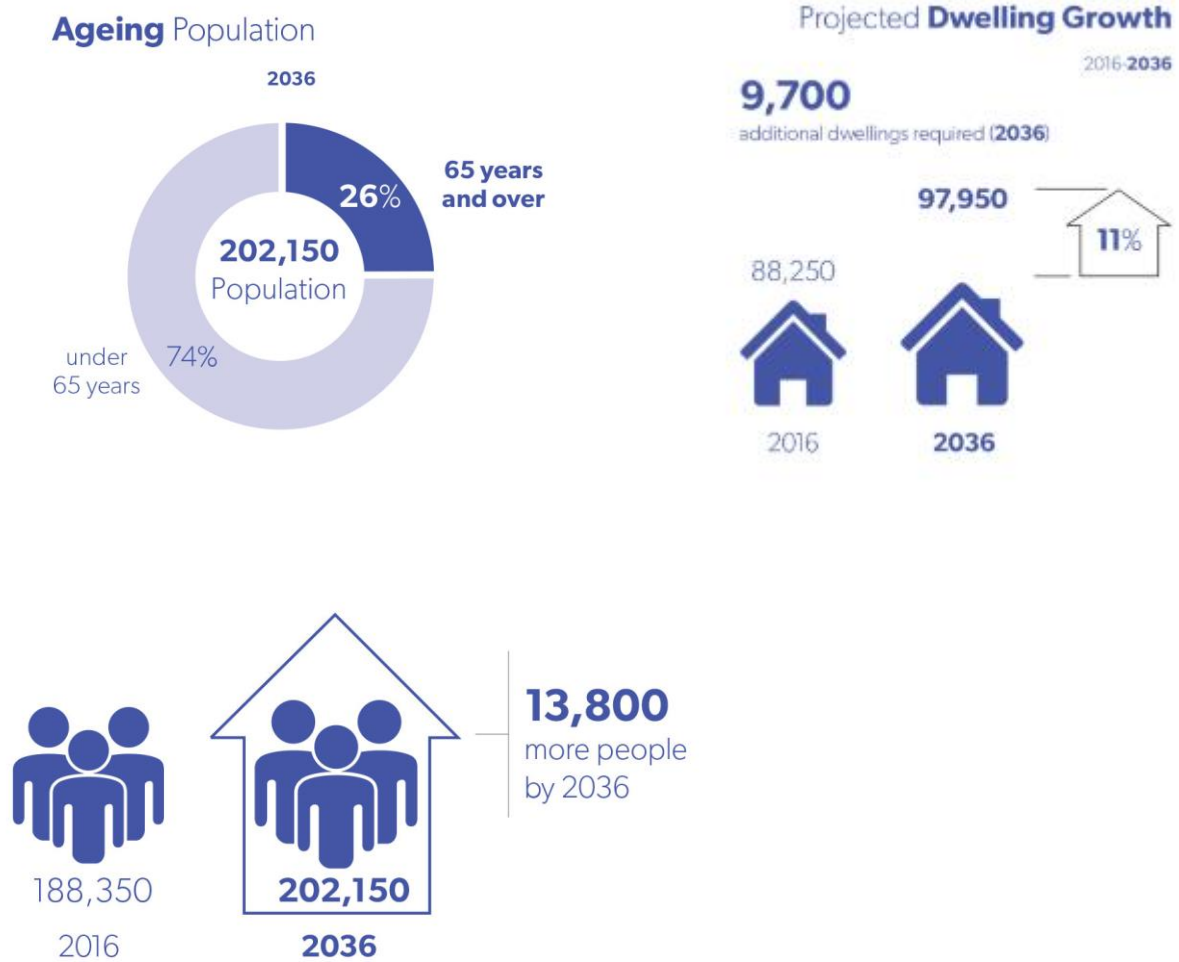


Figure 4 Communities in Narrabri LGA



The topography of the Narrabri Shire is predominantly open plains to the west and south to the Pilliga Forest, steeper land associated with the Nandewar Ranges and Mount Kaputar and associated ranges to the east (see Map 2). Mount Kaputar National Park provides a unique backdrop to the Shire, based on an extinct volcano complex with a maximum elevation of 1511 metres and is host to unique vegetation and rock formations.

Narrabri is part of the Northern Plains agricultural zone, and with Moree, has some of the most productive soil landscapes in NSW, with 85% of land under agricultural production. Soils to the north, south and west of the Shire are deep, fertile alluvial associated with the Namoi floodplain and basalt derived soils from Mount Kaputar. Combined, Narrabri and Moree produced 54% of the region’s agricultural output, \$1,338 million in 2011. Narrabri LGA produced \$2 billion economic output in 2019,

8% of regional output, with mining accounting for \$421.8 million (21%) and Agriculture, Forestry and Fishing \$393.46 million or 20%¹ of local output.

The Narrabri Shire has traditionally relied on agriculture and agribusiness as the main economic drivers, producing a range of commodities such as grains, cotton, wool and meat, and ancillary agribusiness. Freight and logistics and research facilities are other important economic drivers for the region. The 2010's resources boom diversified employment opportunities for the LGA with coal mining and gas exploration. However, mining development is generally owned by foreign or national corporate entities, with profits not necessarily flowing back through the local economy as with agriculture.

1.2 Planning context

This Strategy is the result of a review of the 2009 Narrabri Shire Growth Management Strategy (GMS 2009) and will provide the strategic direction for the Councils LSPS required under the *Environmental Planning and Assessment Act 1979* (EP&A Act). The NENW and other policies and directions provide the policy framework for this Strategy, which is outlined in Chapter 3.

The GMS 2009 included a detailed review of land use and land capability across the LGA. Since the preparation of the 2009 GMS there have been many changes in land use across the LGA, most likely due to the resources boom and continued growth in agriculture. Council prepared the Narrabri LEP, notified in 2012 which reflected the provisions of the now-repealed Narrabri LEP 1992, Narrabri LEP No 2 and Narrabri LEP No 5 – Village of Boggabri.

Since commencement of the Narrabri LEP, there is new evidence and updated information on land use management: natural resource mapping, demography, the policy framework and studies on opportunities for new development in Narrabri LGA. There has also been evidence of climate change impacting on Narrabri's people, natural resources and industries.

The NLEP 2012 is the statutory instrument that Council uses for land use decision making. The LEP is the mechanism to implement the agreed initiatives and directions of this Strategy when endorsed. Recommendations for amendments to the LEP are made in Chapter 8.

The NENW RP has several land use priorities for the Narrabri LGA around the protection of existing resources, environmental assets and industries, providing strategic opportunities for new economic development and ensuring settlements meet the future needs of the community.

The NENW RP's Narrative and Priorities for Narrabri are as follows:



Narrabri LGA is located on the western border of the New England North West. At its heart is the Namoi Valley renowned by its rich fertile soils producing some of the world's highest quality wheat, cotton, lamb and beef.

Narrabri provides essential retail, commercial and community services to a range of local communities. The centres of Wee Waa and Boggabri, with a number of smaller settlements including Pilliga, Gwabegar, Baan Baa and Bellata, fulfilling local services needs and contribution to the unique local character of the area.

Narrabri has a strong and growing economy centred on agricultural production, agribusiness and mineral resource production and includes several research institutions. It is home to the Pilliga State Forest or Pilliga Scrub, which is the largest semi-arid woodland in the state. This rare forest type supports approximately 900 native plants and over 100 native animal species.

Priorities:

- > *Deliver a variety of housing options in Narrabri and promote development that contributes to the unique character of Wee Waa, Pilliga, Bellata, Gwabegar, Baan Baa and Boggabri.*

¹ RDA, Northern Inland Narrabri economic profile, 2019

- > *Support economic diversification and strengthening including upskilling health and education workers.*
- > *Encourage diversification in agriculture, horticulture and agribusiness to grow these sectors and harness domestic and international opportunities.*
- > *Continue to develop access and logistics infrastructure on appropriate sites to encourage new industry opportunities.*
- > *Expand nature-based adventure and cultural tourism places and enhance visitor experiences.*
- > *Identify and promote wind, solar and other renewable energy opportunities.*

It is these drivers and the policy framework that provide the strategic direction for this Strategy. This is more fully described with the context explained in Section 3.

2 Population and Demographics

2.1 2016 Census Snapshot

Data from the ABS 2016 Census provided for Narrabri in Table 2 below, with comparisons to the Tamworth LGA as the major regional city near Narrabri and the rest of NSW. Age group data from the ABS Census 2016 is provided in Appendix D.

Table 2 2016 Census Snapshot data – Narrabri, Tamworth and NSW

	Narrabri LGA	Tamworth LGA	NSW
Population	13,084 Median age: 40	59,663 Median age: 40	7,480,242 Median age: 38
Males	6,528 or 49.9%	48.7%	49.3%
Females	6,559 or 50.1%	51.3%	50.7%
People over 65	17.6%	18.7%	20.8%
Average children per family:	2	1.9	1.9
Children 0-14	21.3%	20.3%	18.7%
Seniors 65+	17.6%	18.7%	17.6%
Aboriginal or Torres Strait Islander People:	1,595 or 12.2% Median age: 22	6,031 or 10.1% Median age: 21	216,176 or 2.9% Median age: 22
Household composition	Family: 69.5% Single/lone: 27.7% Group: 2.8%	69.4% 27.5% 3.1%	72% 23.8% 4.2%
Private dwellings	5,370 dwellings	24,325 dwellings	2,889,061 dwellings
Occupancy rate:	2.5	2.5	2.6
Separate house	89%	87%	66.4%
Semi detached	3.5%	8.4%	12.2%
Flat or apartment	5.4%	2%	19.9%
Other	1.5%	1.9%	0.9%
Average bedrooms	3.2	3.2	3.0
Household income, gross weekly	< \$650: 24.3% > \$3000: 10.8%	< \$650: 23.6% > \$3000: 9.3%	< \$650: 19.7% > \$3000: 18.7%
Dwellings: Owned outright	34.6%	33.9%	32.2%
Owned with mortgage	28.6%	31.1%	32.3%
Rented	31.9%	30.9%	31.8%
Not stated	4.9%	4.1%	3.7%
Rental Stress >30% income	8.5%	11.1%	12.9%

In summary the assessment of the data provides the following: -

- » While Narrabri compares with Tamworth Regional and the rest of NSW in several demographic categories, housing diversity is low, dominated by detached dwellings. There is a high proportion of families with children aged 0-14 and people over 65. There is also a high proportion of lone households. Aboriginal and Torres Strait people make up over 12% of the population. There is a high percentage of people with low incomes.
- » The above combination of factors means there is likely a mismatch between household type and housing availability. Housing affordability is also potentially an issue. Narrabri has a low proportion of semi-detached housing, and this is an option that can be encouraged through the LEP.
 - > Well-designed smaller housing options can be delivered in locations that have supporting services and facilities while also enhancing local character.
 - > It is important to avoid development of enclaves; increased housing choice should be available across the R1 residential zones where sites are appropriate.
 - > DCP guidelines can provide detailed requirements for design, amenity, access and climate variability.

2.2 Demographic overview

Narrabri LGA had a population of 13,084 in 2016 and an area of approximately 13,000sqkm. The population is mainly distributed over the main urban centre of Narrabri, with townships of Wee Waa and Boggabri and rural villages of Baan Baa, Bellata, Gwabegar, Pilliga and rural areas, shown in Table 3.

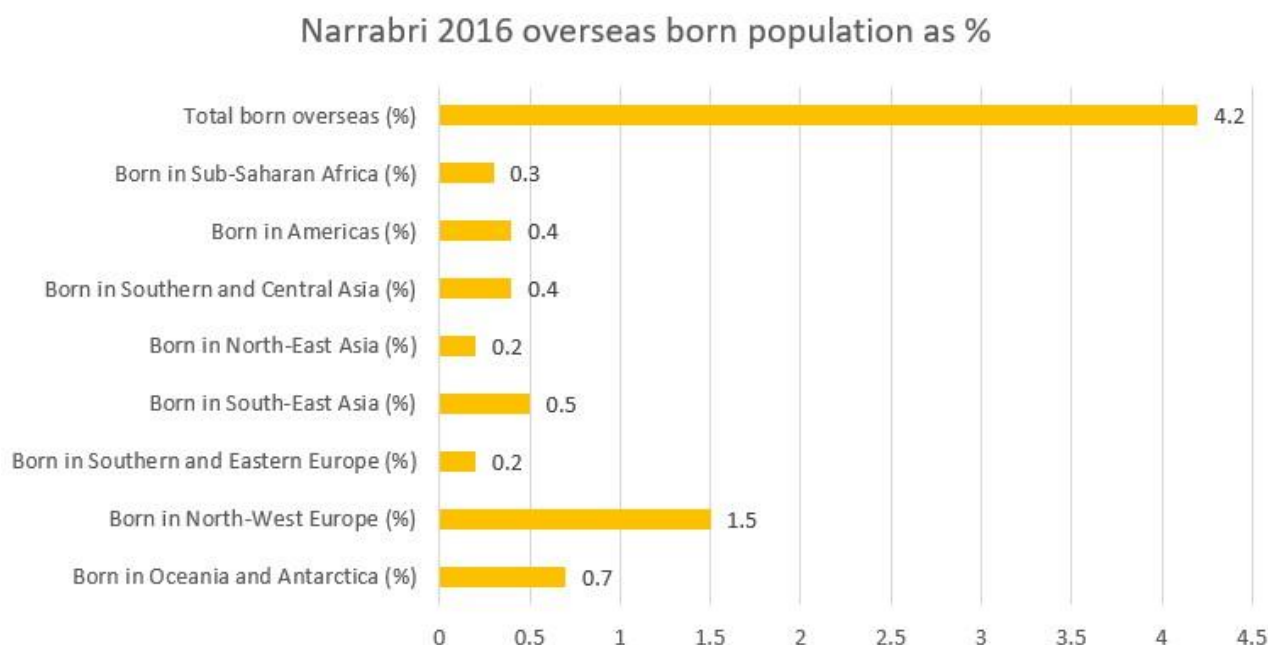
Table 3 Narrabri population distribution

Locality	Population (SSC 2016)	Dwellings	Settlement Type
Narrabri	5,903	3,408	Town
Baan Baa	163	85	Village
Bellata	350	144	Village
Boggabri	1,130	584	Village
Gwabegar	162	76	Village
Pilliga	217	126	Village
Wee Waa	2,080	943	Town
Rural areas	3,106	604	Rural locality
TOTAL	13,084	5,970	LGA

Source: SSC was used instead of UCL as some localities did not have UCL data. Source: ABS Quickstats

The majority (95.8%) of Narrabri's residents are born in Australia, with the origin of remaining 4.2% shown in Figure 5.

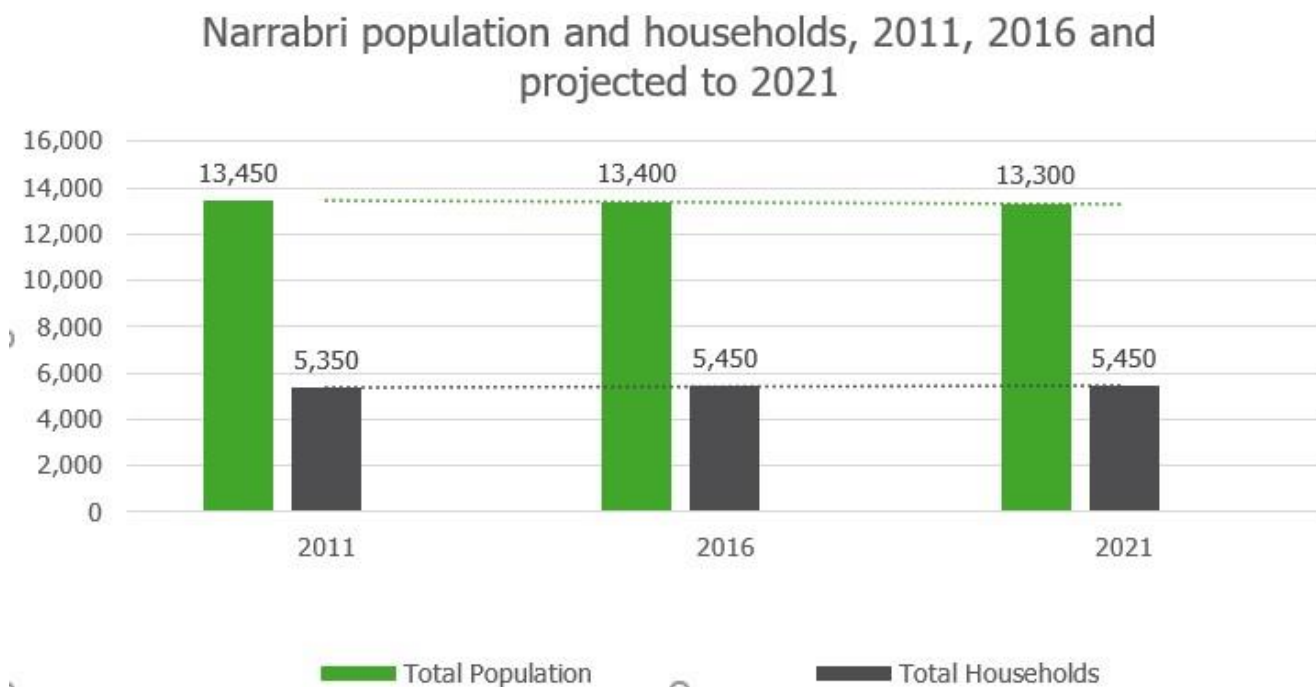
Figure 5 Narrabri population born overseas



Source: Narrabri population born overseas, ABS population data for Narrabri LGA, (cat 15750).

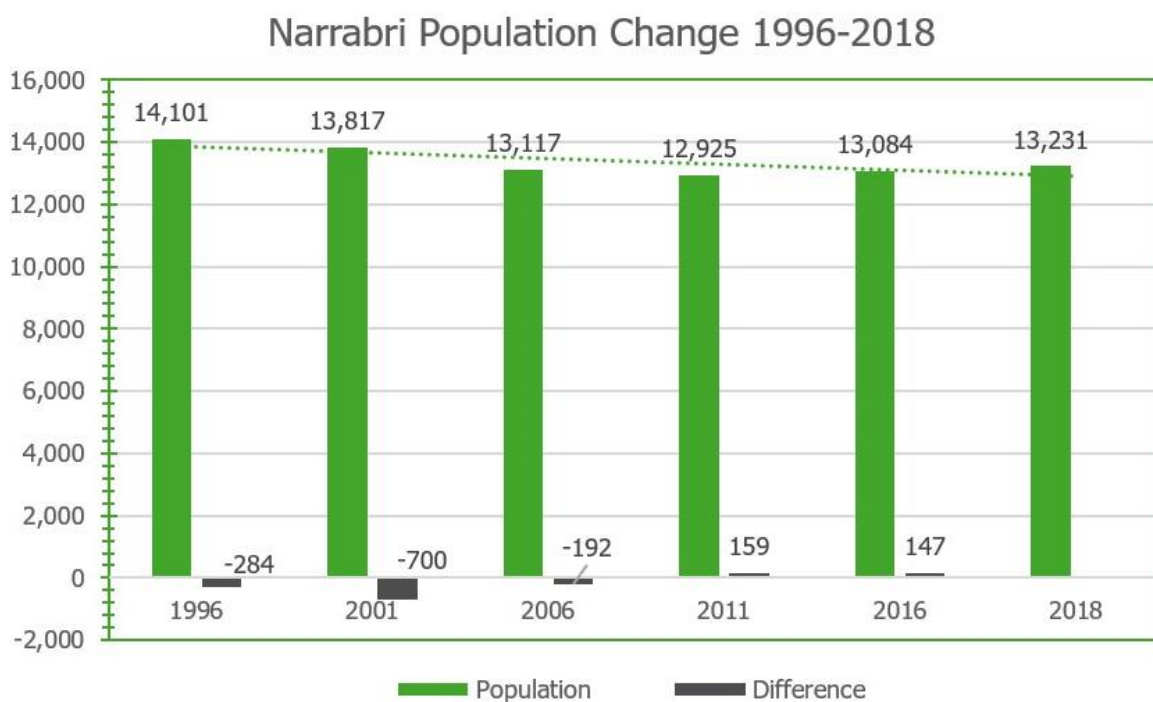
Growth across the Narrabri LGA has been relatively static over the past decade, with a nominal increase of 159 people between 2011 and 2016 Census periods, see Figure 6 below, also showing indicative population projected to 2021.

Figure 6 Narrabri population projections



Source: ABS Population figures for Narrabri LGA, 1996-2018 (itt.abs.gov.au)

However, since 2016 there has been some population growth according the Australian Bureau of Statistics, with 147 additional people estimated in the LGA. This is shown in Figure 7 below, with a slight and recent reversal of the declining trend 2016 to 2018:

Figure 7 Narrabri Population Change 1996 - 2018

Source: ABS Population figures for Narrabri LGA, 1996-2018 (itt.abs.gov.au)

Table 4 Population figures for Narrabri 1996 - 2018

Year	Population	Difference
1996	14,101	-284
2001	13,817	-700
2006	13,117	-192
2011	12,925	159
2016	13,084	147
2018	13,231	

Source: ABS Population figures for Narrabri LGA, 1996-2018 (itt.abs.gov.au)

2.2 Age distribution

Between 2001 and 2016, a clear trend toward an ageing profile is evident, see Table 5 below.

Table 5 Population Trends

ABS Census	2001	2006	2011	2016
Narrabri LGA	13,800	13,119	12,925	13,084
Males	7,053	6,595	6,479	6,528
Females	6,747	6,524	6,446	6,559

ABS Census	2001	2006	2011	2016
0-14	23.3%	22.9%	22.2%	21.3%
65+	12.4%	14.2%	15.7%	17.6%

Source: comparison of population totals, gender and 0-14 and 65+ age groups, ABS 2016 Census Quickstats

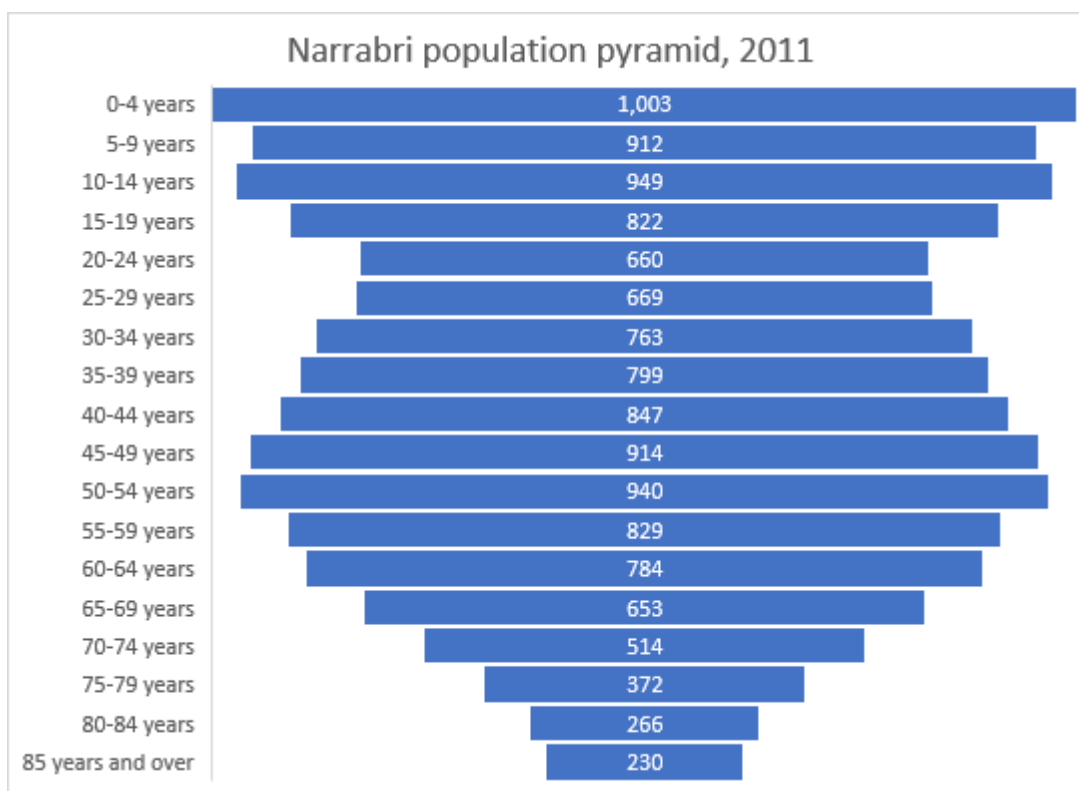
In 2016, compared to the rest of NSW and Australia, Narrabri has a higher percentage of its population in the 0-14 age groups, and in the 65+ age groups.

At the 2011 Census, there were 12,925 people in the Narrabri LGA, with 6,479 males and 6,446 females. The median age was 39. Children aged 0-14 years made up 22.2% of the population and people 65+ made up 15.71% of the population.

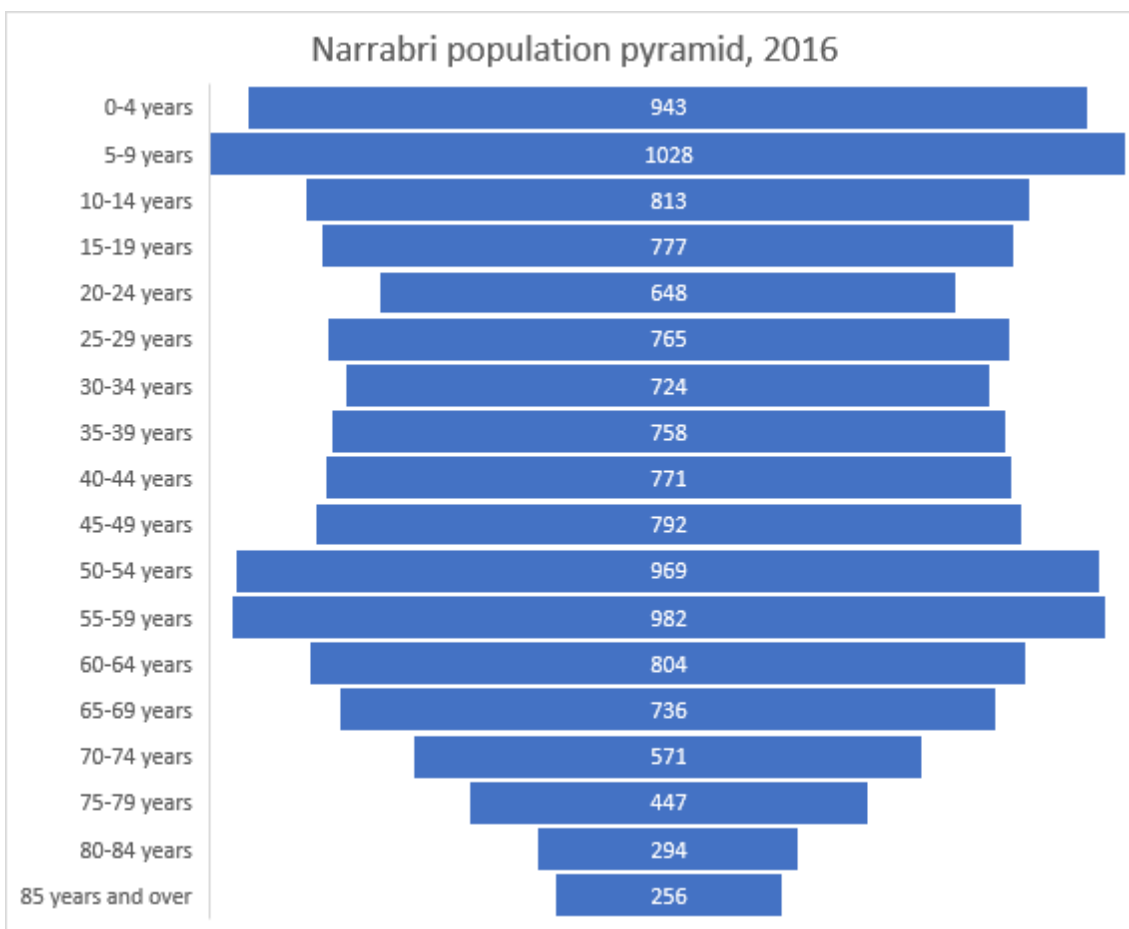
At the 2016 Census, there were 13,084 people in Narrabri LGA, with 6528 males and 6,559 females. The median age was 40 years. Children aged 0-14 years made up 21.3% of the population and people aged 65 and over made up 17.6% of the population, see table in Appendix D and following population pyramids for 2011 (Figure 8) and 2016 (Figure 9).

The data indicates the population is generally maturing and staying in Narrabri, with people 'aging in place'.

Figure 8 Narrabri population pyramid, 2011



Source: ABS 2011 Census Quickstats

Figure 9 Narrabri population pyramid, 2016

Source: ABS Quickstats for 2016 Census

2.3 Household characteristics and projected change

2.3.1 Households size and type

Household size has slightly declined over the past three census periods from 2.66 in 2001 to 2.43 in 2016.

Household type is shown in the following Table 6, with Narrabri LGA having a high proportion (70%) of family households, which is typical of a rural area. Couples-only and lone person households increased over the timeframe 2011 to 2016, consistent with an ageing population profile.

Table 6 Household sizes from 2011 and 2016 census periods

HOUSEHOLD TYPES:	2011	2016	Difference
Couple only	1,550	1,600	50
Couple with children	1,600	1,550	-50
Single parent	550	550	-
Other family households	50	50	-

HOUSEHOLD TYPES:	2011	2016	Difference
Multiple-family households	50	50	-
Lone person	1,450	1,500	50
Group	150	100	-50
<i>Total family households</i>	<i>3,800</i>	<i>3,800</i>	-
<i>Total non-family households</i>	<i>1,550</i>	<i>1,600</i>	50
Total	5,350	5,450	100

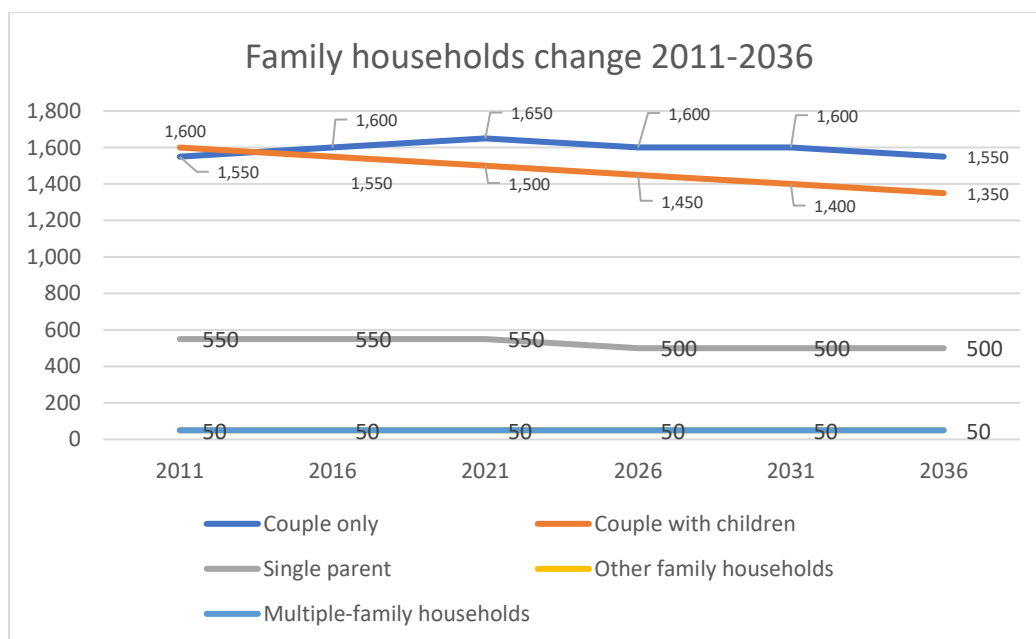
Note: Family includes couple with children, couple without children, single parent family, other family

Source: Compiled from ABS Census of Population and Housing, 2011 and 2016, and ABS Regional Statistics 2016

2.3.2 Forecast household types, 2016-2036

All household types except for couples with children are expected to increase or remain static between 2016 and 2036, Figure 10. The 'couples only' household type is expected to increase to 1,650 in 2021 then flatten out as numbers are expected to slightly decline from 1,600 in 2031 to 1,550 in 2036. At the same time, average household size is expected to decline from 2.43 in 2016 to 2.32 in 2036.

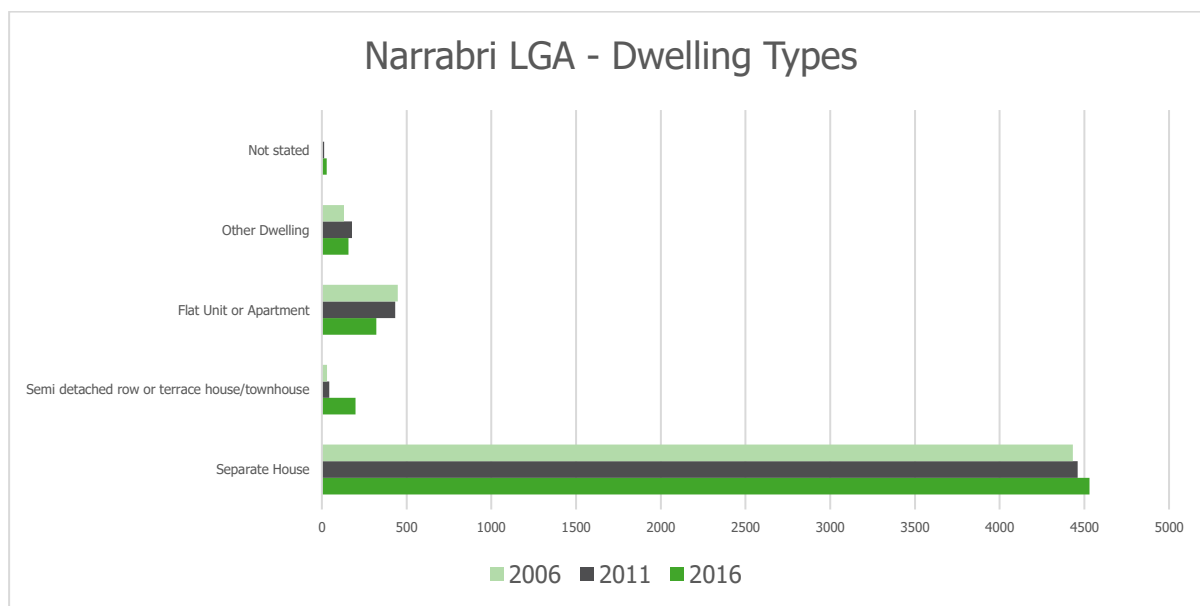
Figure 10 Family household change 2011-2036



Source: ABS Family household change 2011-2036 Dwelling Types

Separate houses are by far the most common dwelling type in Narrabri LGA, Figure 11. Other dwelling types, including semi-detached houses, terraces, townhouses and apartments represent a very small proportion of Council’s dwelling supply. The approvals data also indicates very limited development of new dual occupancy and multi dwelling housing in the LGA.

Figure 11 Narrabri LGA – Dwelling Types



Source: Dwelling types 2006-2016 (ABS Quickstats Census data for 2006, 2011, 2016)

However, the demographic trends from the DPIE projections illustrate that lone person households will form a significant proportion of the overall type of households as the age profile of the Narrabri LGA changes over time.

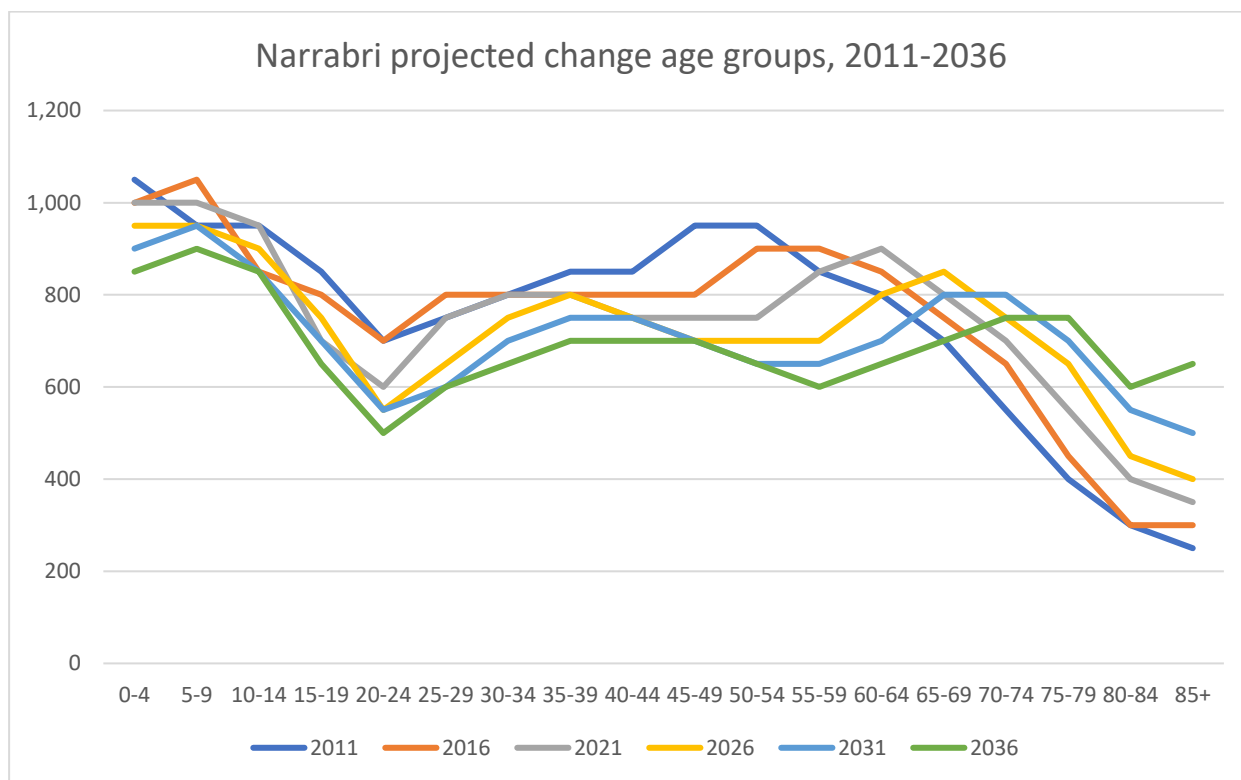
2.4 Population projections

Population projection data obtained from NSW DPIE and Australian Bureau of Statistics is reproduced in the following sections.

2.4.1 Age groups

DPIE projections for population age groups from 2011 to 2036 show there has been little change between census periods, with a largely static but ageing population for Narrabri LGA. In terms of the projected age group change, there are similar trends in size across each age group, with the exception of the older age groups (70+) which show an increase in 2036, Figure 12 and Table 7. This is consistent with all other regions in Australia, particularly rural.

Figure 12 Narrabri projected change age groups, 2011 - 2036



Source: DPIE NSW Population Projections by LGA, www.planning.nsw.gov.au

Table 7 Age groups (Figure 12)

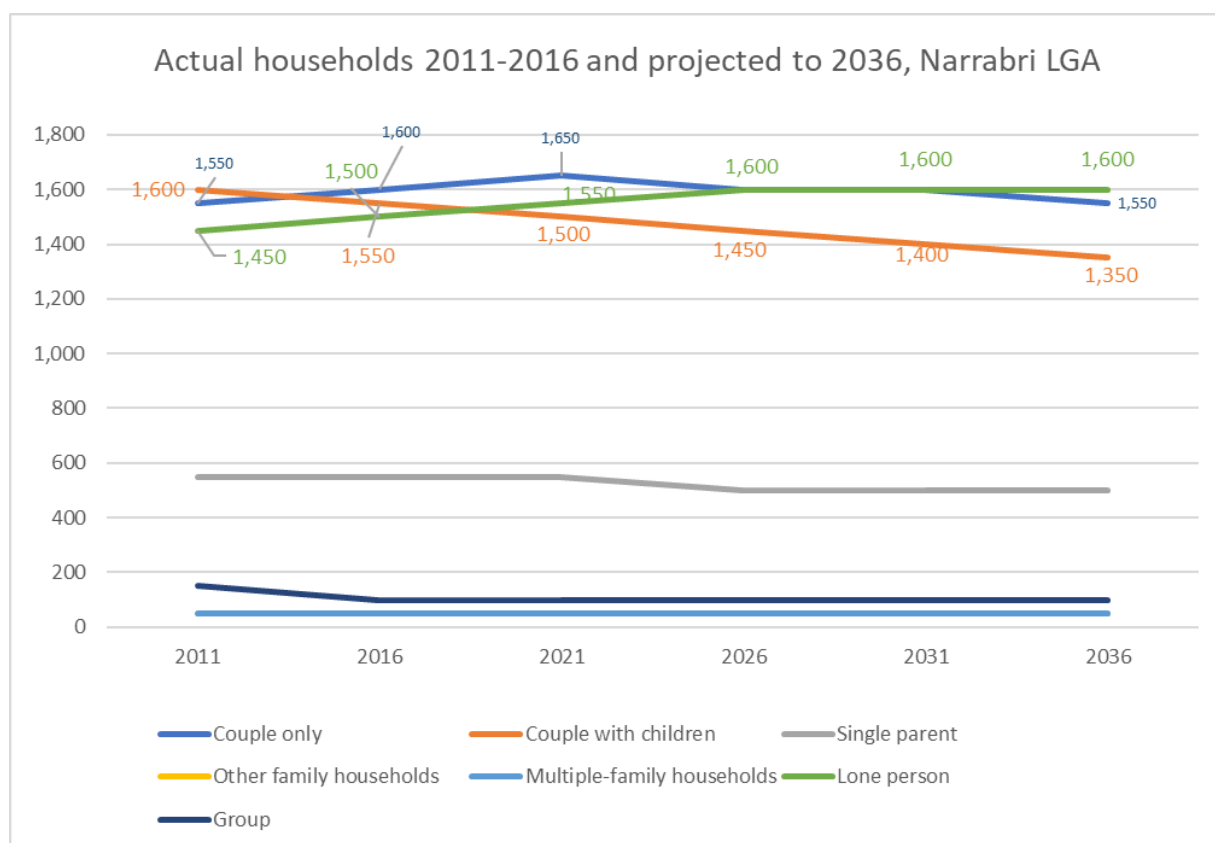
AGE GROUPS	2011	2016	2021	2026	2031	2036
0-4	1,050	1,000	1,000	950	900	850
5-9	950	1,050	1,000	950	950	900
10-14	950	850	950	900	850	850
15-19	850	800	700	750	700	650
20-24	700	700	600	550	550	500
25-29	750	800	750	650	600	600
30-34	800	800	800	750	700	650
35-39	850	800	800	800	750	700
40-44	850	800	750	750	750	700
45-49	950	800	750	700	700	700
50-54	950	900	750	700	650	650
55-59	850	900	850	700	650	600
60-64	800	850	900	800	700	650
65-69	700	750	800	850	800	700
70-74	550	650	700	750	800	750

AGE GROUPS	2011	2016	2021	2026	2031	2036
75-79	400	450	550	650	700	750
80-84	300	300	400	450	550	600
85+	250	300	350	400	500	650

Source: DPIE 2016 NSW State and Local Government Area Population and Household Projections and Implied Dwelling Requirements

DPIE projections for the number of households by type are shown in the following Figure 13:

Figure 13 Actual households 2011-2016 and projected to 2036



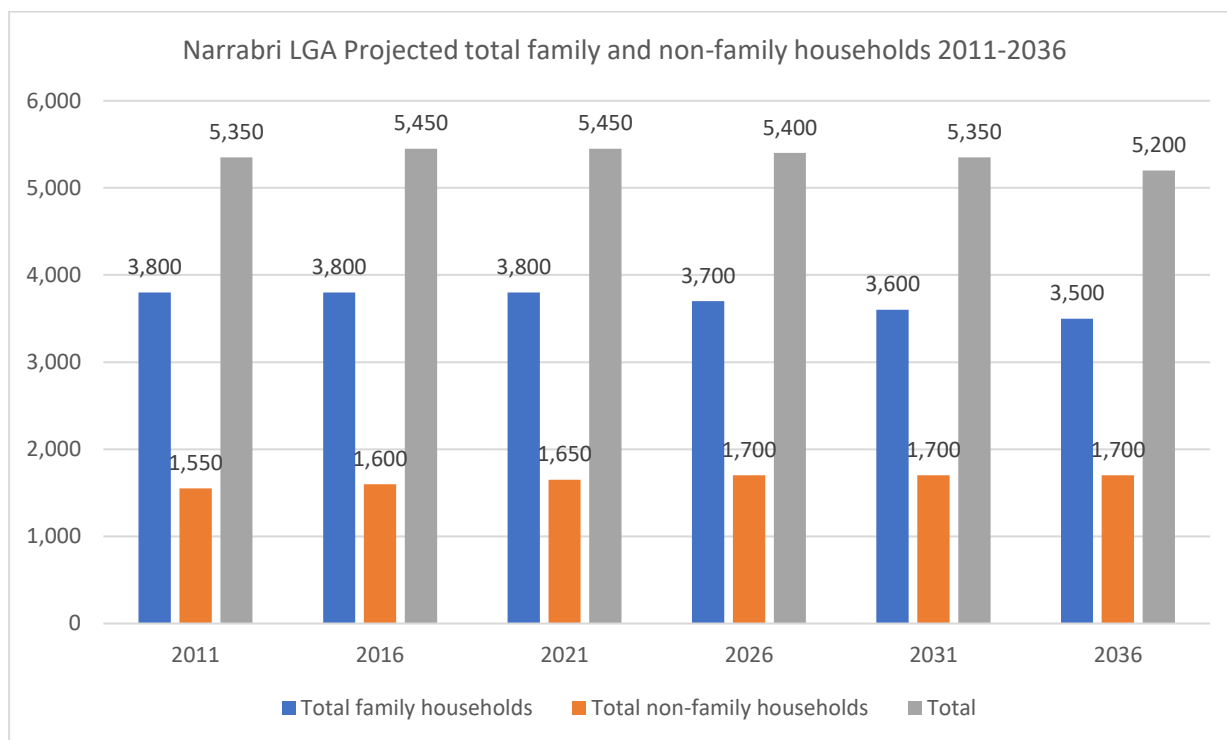
Source: DPIE projected household type 2011-2036

Figure 13 shows relatively static growth in the number of families comprised of couples, single parent, and multiple family households for the period 2011 to 2036. A decline of 150 households consisting of couples with children (orange line above) is expected to 2036. Lone person households (green) are projected to increase by 150 by 2036. Therefore, new dwelling construction over the next twenty years will need to factor a higher proportion of smaller housing and properties, semi-detached or unit/apartment as part of the overall housing mix to cater for an ageing demographic.

By combining households into 'family' and 'non-family' (mostly lone person), an indication of overall household requirements is shown in the following Figure 14. Consistent with Figure 13 above, there is a slight decline in the amount of family households and an increase in the 'non-family' households. Non-family members are a lone person, a group household member or an unrelated individual living in a family household².

² ABS Dictionary

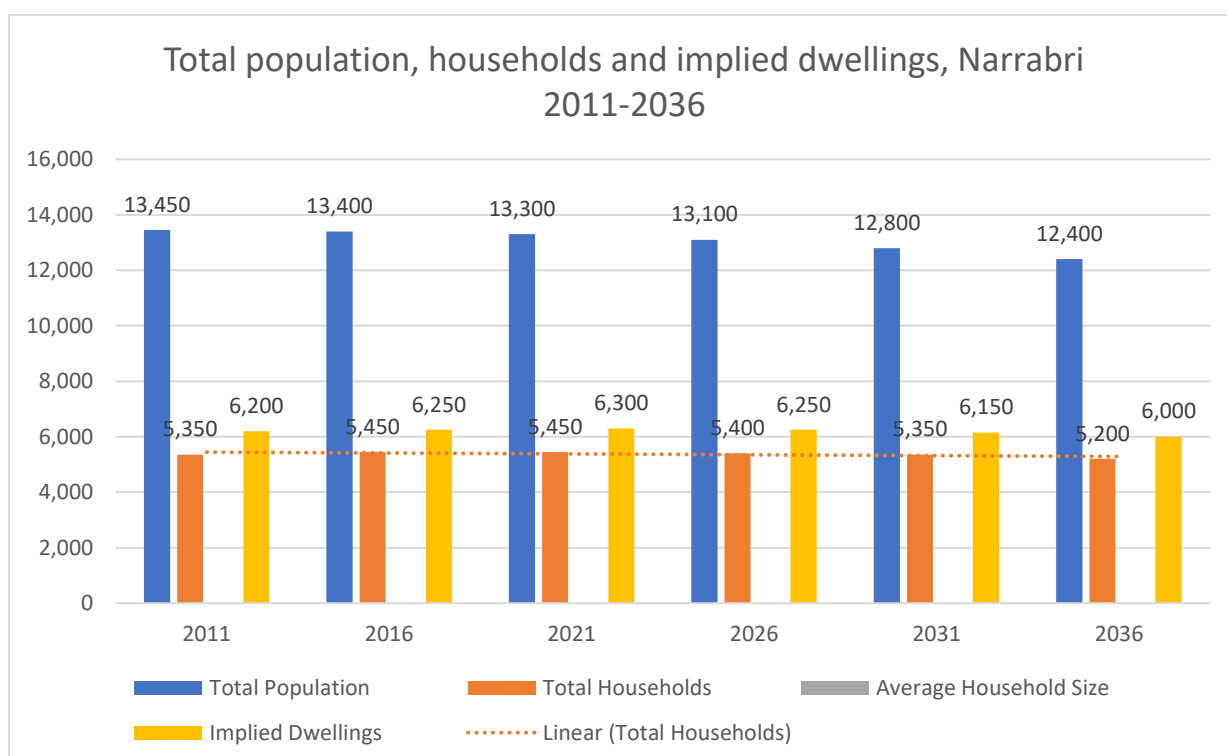
Figure 14 Projected family and non-family households 2011-2036



Source: DPIE projected household type 2011-2036

Figure 15 below shows the established trend for a declining population, but with a relatively static number of households and implied dwellings, fluctuating between 6,000 and 6,300 (0-300 new) dwellings being required over the timeframe. This projection is the result of the changing demographic make-up of the LGA, with more lone-person and couple-only households, and an overall ageing trend.

Figure 15 households and implied dwellings, 2011-2036



Source: DPIE projected households 2011-2036

Discussion

While Narrabri's population growth projections indicate a relative decline to 2036, there is acknowledgement that population growth is not necessarily linear. There is always possibility that population trends may be positive, as indicated in Figure 24 where growth occurred in 2018. It is prudent to plan both for a reasonable increase in population as well as the projected reduction in household size, which combined will increase demand for more dwellings than suggested by projections.

In 2016 there were 5,970 dwellings in the Narrabri LGA. The DPIE projections to 2036 suggest a range of between 180 and 330 new dwellings are required to accommodate expected households. Council predicts that Narrabri could reach a population of close to 14,000 people by 2040, which could require approximately 400 new dwellings from 2016 numbers based on a declining average household size of 2.32 in 2036.

Council predicts an increased population based on proposed and potential major employment generating and infrastructure projects, particularly during the construction phase, which may lead to increased demand for housing in the short to medium term. This will depend on several factors, such as the amount of FIFO or DIDO employees which form part of the construction phase or increase in the number of locally based employees that choose to live in the Narrabri LGA during the operational phase. Population projections however also need to take into account the community's liveability preferences and other unpredicted factors, such as climate change and associated impacts on agriculture and settlement, which may have a negative impact on any dwelling projections or may have a positive effect with adaptation projects and initiatives.

It is acknowledged by Council that mining projects in the Narrabri LGA has most probably had an impact on some of the demographic profile in recent years. However, it should be noted that anecdotal evidence has suggested that mining to date has not delivered the expected population and economic growth outcomes.

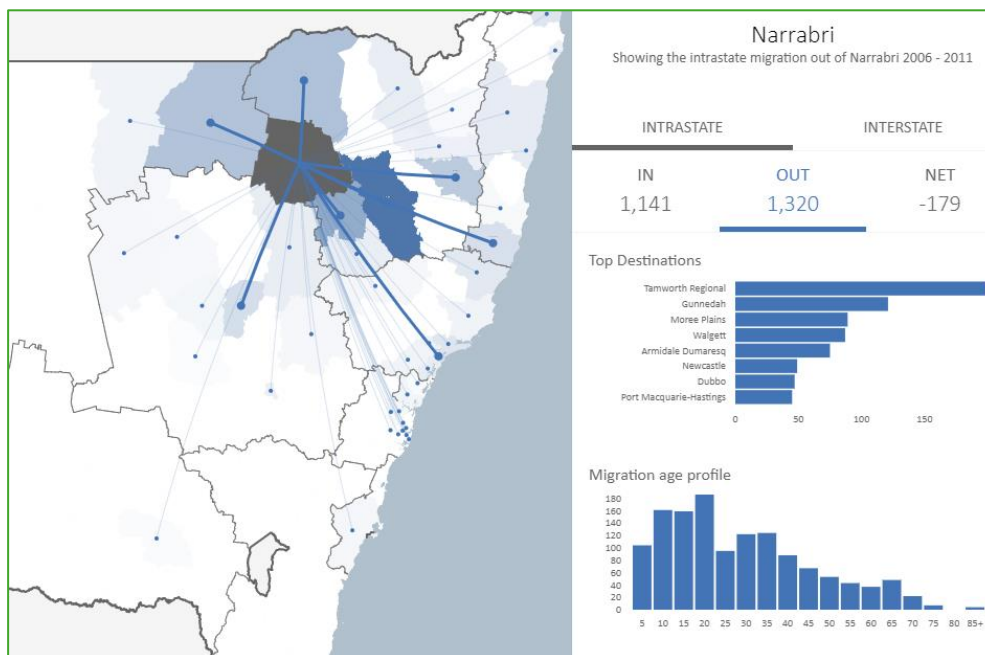
Hence in summary the following has informed this Strategy: -

- » There is a stable population, however the opportunity to have a significant (and short term) increase due to critical infrastructure and major projects
- » Smaller household sizes as well as a slightly ageing population
- » High proportion of young families
- » High and increasing proportion of lone households
- » Single dwellings are not providing housing choice for changing demographics.

2.5 Migration

Between **2006 and 2011** Census periods, there was a net loss of 179 people from the Narrabri LGA. The figures below show where people migrated to from Narrabri in this timeframe, with Tamworth Regional LGA being the main destination, followed by Gunnedah, Walgett and Moree Plains as shown in Figure 16:

Figure 16 Narrabri Migration



Source: DPIE Population projections, Narrabri migration 2006-2011

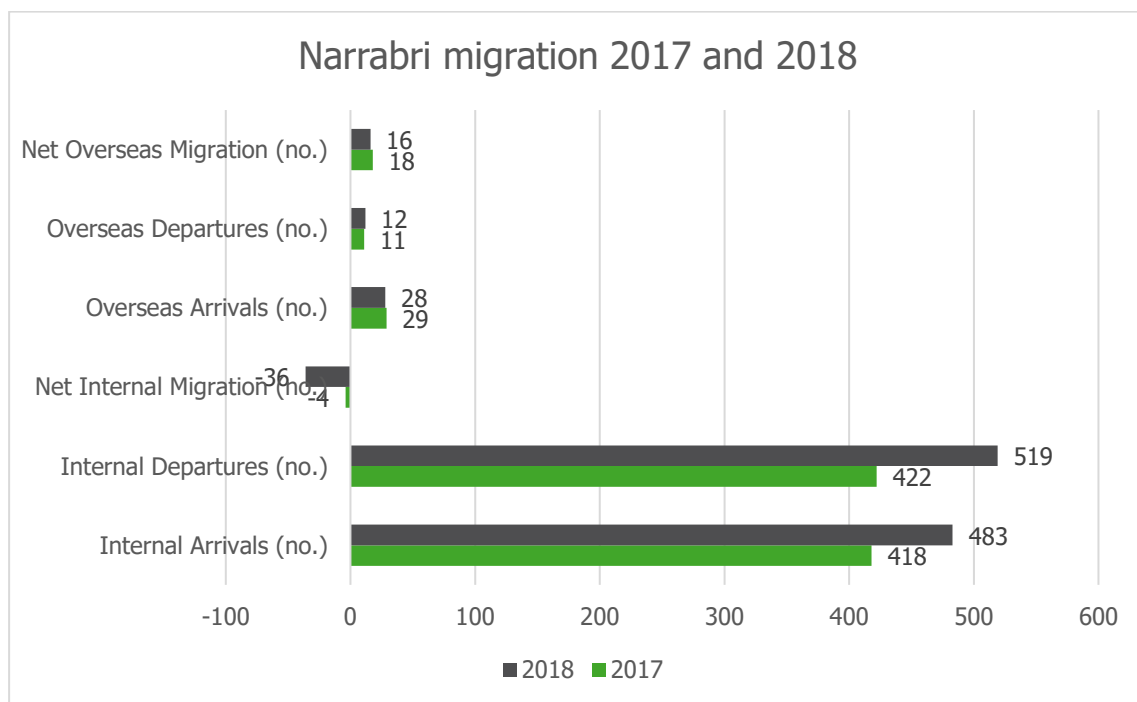
According to DPIE³, net migration in **2017 and 2018** for Narrabri LGA was as follows:

- » In 2018, there was internal migration of 827 persons, with a loss of 985 persons, resulting in net migration of -158 persons, the greatest losses in the 10-20- and 30-35-year age groups. This trend would be associated with education and employment. The top destinations for people leaving Narrabri are Tamworth Regional, Gunnedah, Moree Plains and Walgett, followed by Armidale, Newcastle, Dubbo and Port Macquarie. Education is a tangible reason for outmigration (schools in Tamworth and universities at Newcastle, Armidale, Dubbo).
- » Internal migration in 2017 resulted in 717 arrivals and 876 departures, a total of -159 people (Figure 17). The top origins for in-migration were Gunnedah, Walgett, Moree Plain and Tamworth Regional LGAs.

Tamworth is the major supplier of higher order goods and services and employment opportunities for the New England and North West Region, and anecdotally also a destination for retirees in the region. Gunnedah is 97km and one hour’s drive from Narrabri and has employment opportunities in mining and agriculture and education. Similarly, Walgett and Moree Plains have employment opportunities and probable family linkages with Narrabri. Internal arrivals and departures in Narrabri over the period 2017-2018 (Figure 17) may be also attributed to fluctuations in employment opportunities.

³ DPIE Population Explorer, <https://migration.arup.digital/>

Figure 17 Narrabri Migration 2017 and 2018

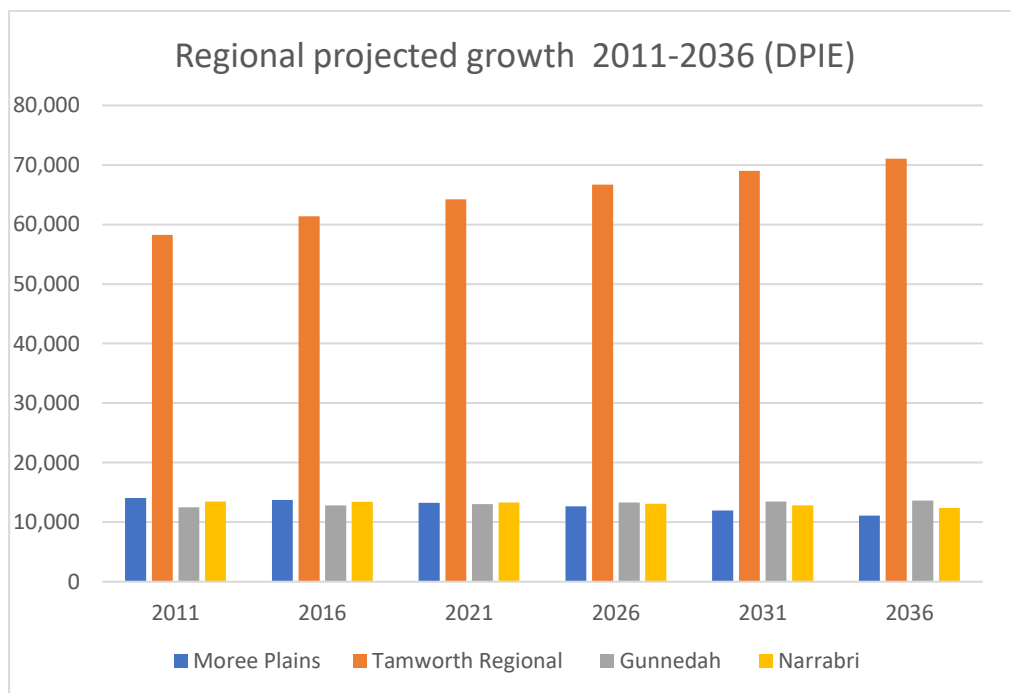


Source: Narrabri migration 2017-18, ABS population data for Narrabri LGA, (cat 15750).

2.5.1 Population growth comparison with adjoining LGAs

The DPIE projections for population growth in the adjoining and similar-sized LGAs of Moree Plains and Gunnedah, and the regional city of Tamworth Regional are shown in the following figures, with Gunnedah expecting some growth and Moree Plains, decline (Figure 18 and Table 8):

Figure 18 Regional projected growth 2011-2036



Source: DPIE projected households 2011-2036

Table 8 Regional growth figures 2011-2036

TOTALS:	2011	2016	2021	2026	2031	2036
Moree Plains	14,050	13,750	13,250	12,650	11,950	11,100
Tamworth Regional	58,250	61,400	64,200	66,700	69,000	71,050
Gunnedah	12,500	12,800	13,050	13,300	13,450	13,600
Narrabri	13,450	13,400	13,300	13,100	12,800	12,400

Source: DPIE projected households 2011-2036

Discussion

The implications for this Strategy are to facilitate strengthening the long standing social and economic links with Moree Plains, Gunnedah and Tamworth Regional LGAs. The Strategy can provide directions that capitalise on Narrabri's position in the region, particularly with the proposed Melbourne-Brisbane Inland Rail project and freight and logistics, but also with agribusiness services and renewable energy generation. Narrabri can be a supplier of services, infrastructure and products to other centres through already existing relationships and interdependencies. This can lead to jobs and services and retention of population.

2.6 Employment

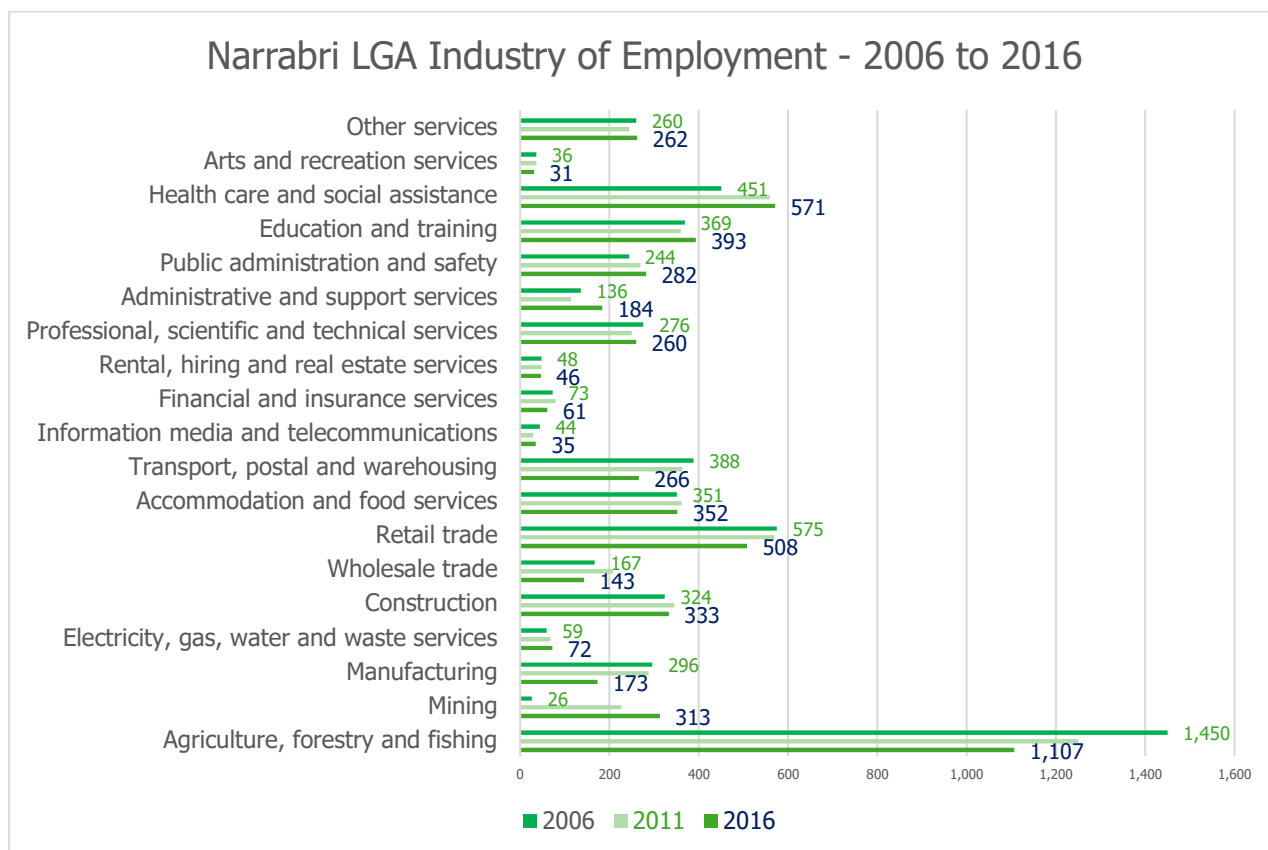
The ABS category of Industry of Employment over the years 2011-2016 is shown in Figure 19. This shows the continued dominance of agriculture, forestry and fishing as the main employer (around 20% of all people employed) in Narrabri LGA. There has been a 1.8% decline from 1,450 to 1,107 people employed in this category over the timeframe, possibly related to increased efficiencies in the industry.

Health care and social assistance, retail trade, construction and education follow agriculture as the most consistent and prominent employment industries.

Mining as an employer made up 5.5% of the population in 2016, an increase of 1.6% since 2011. There were 646 people from outside the LGA employed in the LGA in 2016. Census 2016 data for employment (Place of Residence vs Place of Work) in 2016 states that of the people employed, 5.5% in the mining industry live in the LGA, whereas 18% employed (mostly in mining) do not live in the LGA. All other industries in the LGA are dominated by locals, with 4% of the 20% of people employed in agriculture working outside the LGA.

Employment in mining has increased since 2006 in line with major project approvals and development. Over the same period, public sector employment such as health care, research, administration and education have remained relatively strong, though retail trade has decreased slightly.

Figure 19 Narrabri LGA Industry of employment – 2006 to 2016



Source: ABS Industry and Employment statistics for Narrabri LGA, 2006-2016

Over the next twenty years, population and dwelling requirements will need to consider the trend toward mining jobs being filled by those living outside the LGA, according to Council⁴. Other trends that may impact employment, particularly mining, in Narrabri are increased mechanisation and increased renewable energy generation, agricultural and agribusiness activity.

The top five industries in Narrabri at the 2016 Census are summarised in Table 9:

Table 9 Top five industries in 2016 (ABS Census)

Top 5 industries 2016	1	2	3	4	5
Narrabri	Agriculture, Forestry and Fishing	Health Care and Social Assistance	Retail Trade	Education and Training	Accommodation and Food Services
Regional NSW	Health Care and Social Assistance	Retail Trade	Education and Training	Construction	Accommodation and Food Services
NSW	Health Care and Social Assistance	Retail Trade	Construction	Education and Training	Professional, Scientific and Technical Services

⁴ Pers.comm.

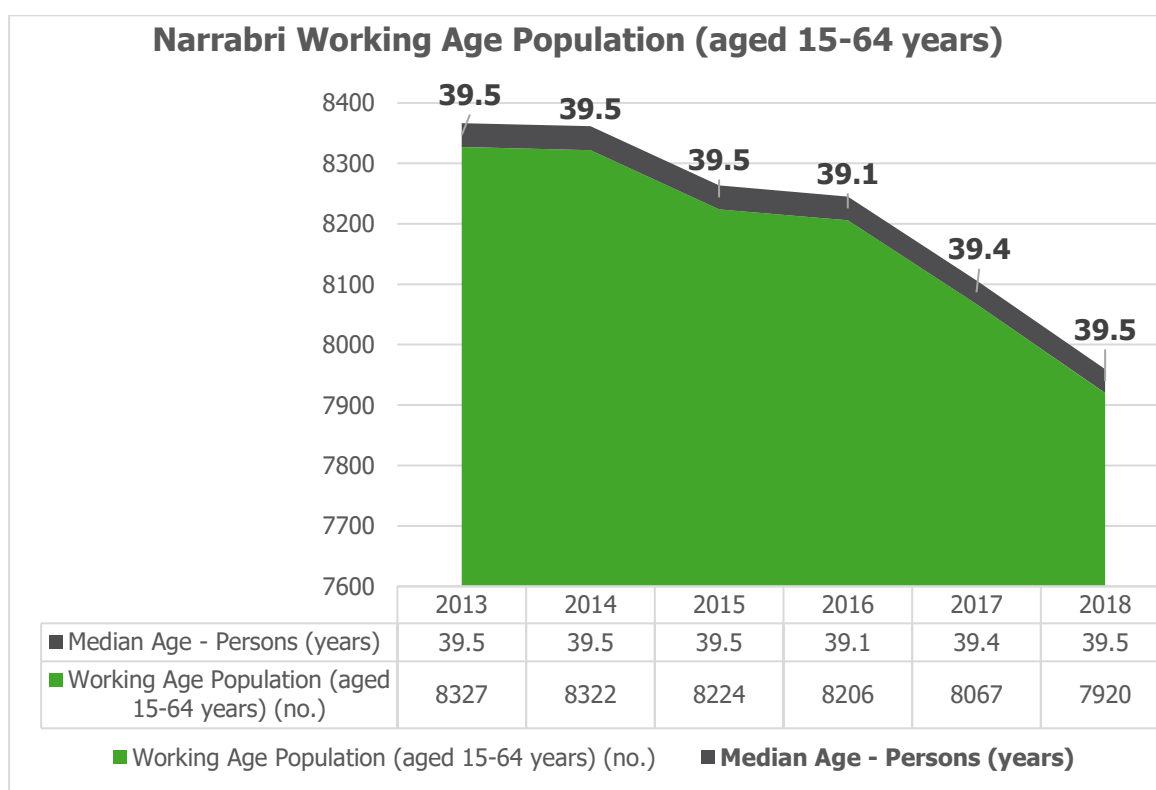
Top 5 industries 2016	1	2	3	4	5
Australia	Health Care and Social Assistance	Retail Trade	Education and Training	Construction	Professional, Scientific and Technical Services

Source: ABS 2016 Census data

As noted on page 30, in 2016 there was a large amount of people (1,124 or 18% of all employed people) living outside the LGA employed in mining in Narrabri LGA.

The ABS provide estimates of the 'working age' population (15-64), for the years 2013-2018, as shown in the following Figure 20:

Figure 20 Narrabri working age population (aged 15-64 years)



Source: ABS Regional Statistics 2011-2018 Summary for Narrabri LGA cat 15750

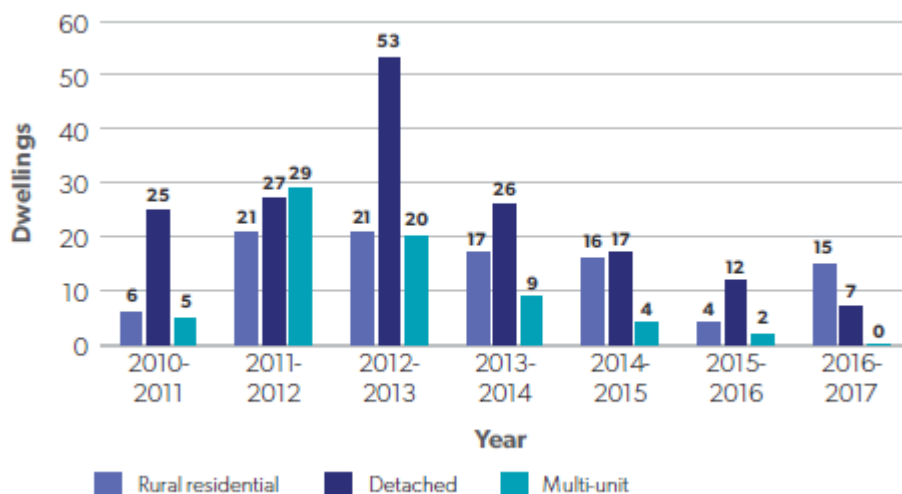
This data shows the working age of the population remaining static around 39 years over the period 2013-2018, however there is a decline in the number of working age people over the same timeframe. This will have implications for Narrabri in terms of providing and fulfilling future employment opportunities.

2.7 Housing and employment land, actual and projected

The graph below, sourced from 2006-2016 ABS Census data, shows separate detached houses are the most popular form of dwelling across the Narrabri LGA.

The New England North West Housing Monitor 2018 (Department of Planning) shows annual dwelling approvals in Narrabri for the period 2010 – 2017, with significant growth in approvals for the period 2012-13. The most recent period shows 15 approvals for rural residential housing, 7 approvals for detached dwellings and no multi-unit dwellings:

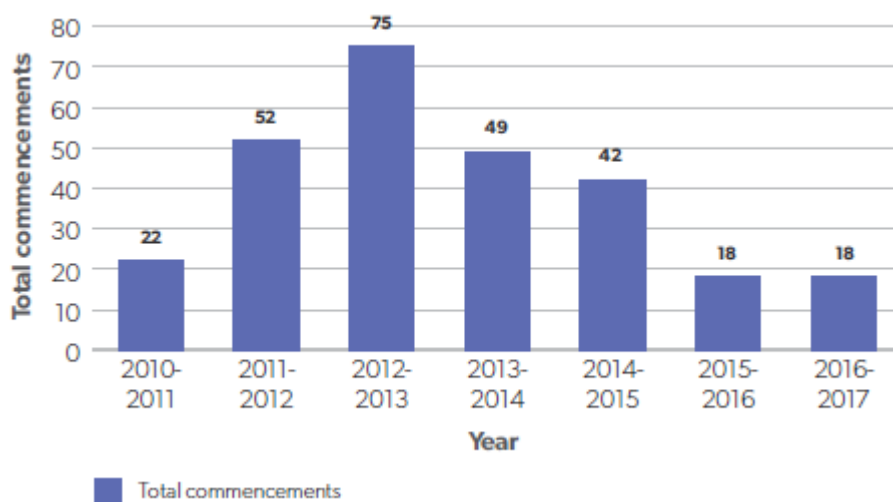
Figure 21 Dwellings, rural residential, detached and Multi-unit



Source: DPIE Housing Monitor, 2018

Total commencements for residential accommodation over the same period show a declining trend over the period 2014-2017:

Figure 22 Housing commencements



Source: DPIE Housing Monitor, 2018

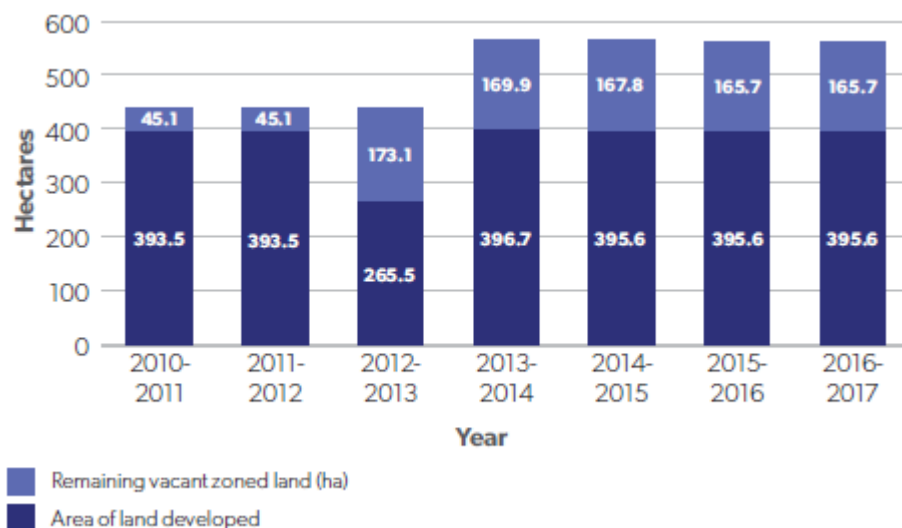
The Housing Monitor notes that commencements are generally reflective of the approvals in the corresponding years.

In terms of the availability of employment land, in 2016-17 Council had a total of 561.3ha of land zoned for employment purposes, with approximately 165.7ha or 30% vacant⁵. According to the NENW

⁵ NENW Housing Monitor 2018, pp 16, 24

Housing Monitor, there has been no change in the amount of developed and available vacant land in Narrabri since 2013, see Figure 23. The NENW Housing Monitor notes that the data on vacant employment land is a guide for Councils in determining the amount of employment land likely to be required in the future, not all employment land is deployable due to varying constraints on the land, such as 'slope, or infrastructure servicing constraints, such as the provision of water or sewer'.

Figure 23 Remaining vacant zoned land and land developed



Source: NENW Housing Monitor 2018

2.8 Population and Housing Summary

- » The population for the Narrabri as at the 2016 Census shows both a younger and ageing population compared to NSW and Australia. This trend is expected to continue in the years leading up to 2036. This is likely to be a similar trend across many regional areas in NSW.
- » The nearby city of Tamworth is the largest centre in the New England and North West region, which the Department of Planning has projected to grow to beyond 70,000 in 2036. Tamworth is the destination for most out migration from Narrabri LGA.
- » The ABS population estimate for Narrabri LGA in 2018 (Figure 24) shows that population growth is proceeding as expected to 2021, thereafter a decline is projected to 2036.

Figure 24 Narrabri LGA Actual population to 2018-19 and projected to 2036

Source: ABS 2018 LGA Projected Population 2011-2036

- » The NENW Housing Monitor indicates that there has been a slowing of dwelling approvals in the past 4-5 years after a boom period in the early 2010's.
- » The demographic trends from the DPIE projections illustrate that couples and lone person households will form a significant proportion of households as the population ages over time. This will create a demand for a range of 180 to 330 new dwellings to 2036, and potentially 400 to 2040.
- » The employment base is declining gradually although the average age of employed persons is static at 39 years.
- » Mining development in Narrabri LGA (and adjoining Gunnedah LGA) has likely had an impact on the demographic profile in recent years, with a slight population increase between 2011 and 2018 in the workforce age groups. Employment in mining is strong, however only 6% of all employed people live in Narrabri LGA and work in mining, compared to the 16% employed in agriculture (4% work in other LGAs). This trend is projected to continue; and it should be noted that empirical and anecdotal evidence shows that mining has not delivered the expected population and economic growth outcomes.
- » The impact of future mining activities in the Narrabri and Gunnedah LGAs will be difficult to predict; and care must be taken in assumptions about mining related workforce and dwelling demand required over the next 20 years. However, it is possible that other major projects will have a positive impact on population growth, as opportunities arise in renewables and agribusiness, for example.
- » Climatic considerations (drought, temperature extremes, flood and fire) are likely to have an impact on agricultural output across LGAs, but as with other industries, adaptation is a mechanism for positive change and opportunity.

2.9 Implications for the Strategy

- » There is a consistent but not significant population increase forecast, however with major infrastructure and other projects being planned, the Council forecasts a population of up to 14,000 by 2040. Growth in industrial/employment land as well as housing does need to be planned, however perhaps not activated at this time.

- » Provision of housing choice is essential in the supply of new housing stock. Existing residential zones in Narrabri's urban areas need to be assessed for infill and serviced new settlement potential.
- » Planning provisions in the short term will need to be tailored to provide increased housing choice in Narrabri LGA, to increase the proportion of smaller dwellings, semi-detached or unit/apartments to cater for an ageing population and smaller, new households.
- » For population growth to occur over the next twenty years, Council and the community needs to actively consider how to increase and retain the number of Narrabri people and families living and working in the Narrabri LGA. Maintaining and enhancing relationships with adjoining LGAs through service delivery and infrastructure provision, such as the Melbourne-Brisbane Inland Rail project, agribusiness and renewables, will provide employment opportunities for Narrabri.
- » It can be expected that the demand for a range of health and aged care services will increase in proportion with an ageing population.
- » The protection and facilitation of the land and resources that agriculture, forestry and fishing as the major employment generating industries rely upon is critical.
- » The Department's Interim Settlement Guidelines will provide advice on considerations for new settlement when demand is projected to exceed supply.

3 Policy Framework

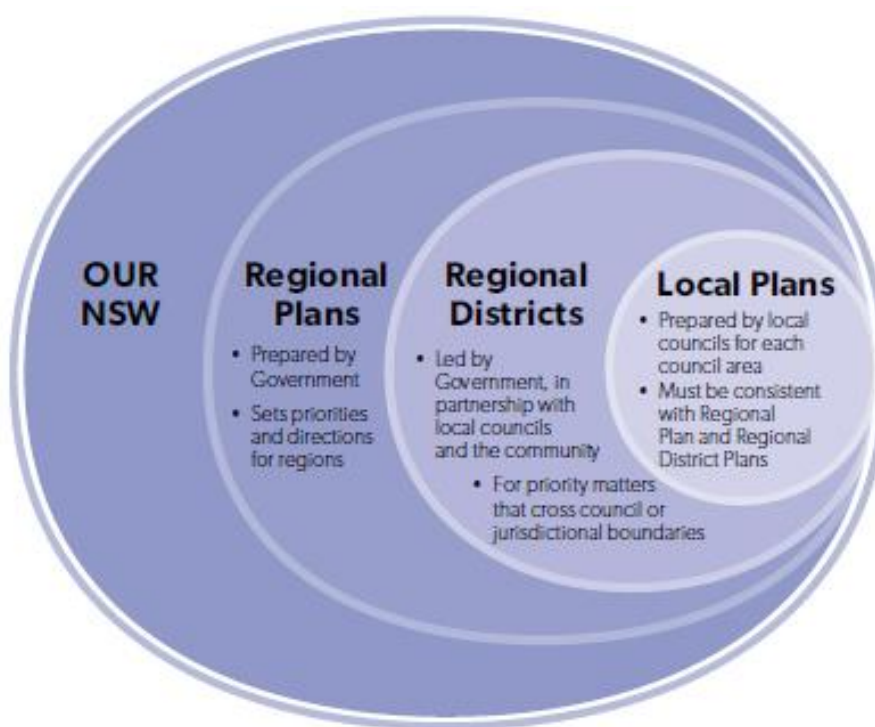
The *Environmental Planning and Assessment Act 1979* (EP&A Act) provides the statutory framework for land use planning in NSW. The objects of the EP&A Act are set out in Appendix A and include promotion of the social and economic welfare of the community and a better environment through the proper management, development and conservation of the State’s natural resources, and promotion of the orderly and economic use of land.

Recent changes to the legislation have strengthened the emphasis on strategic planning, reinforcing it as the basis of the NSW planning system. Strategic plans tell the story of a place: its background and history, its vision and aspirations for the future and plans to achieve these.

The EP&A Act provides for plans at the regional level. Council has the local knowledge and expertise in strategic planning that is necessary to translate higher-order planning objectives in the NENW RP into implementable strategic plans at the local level.

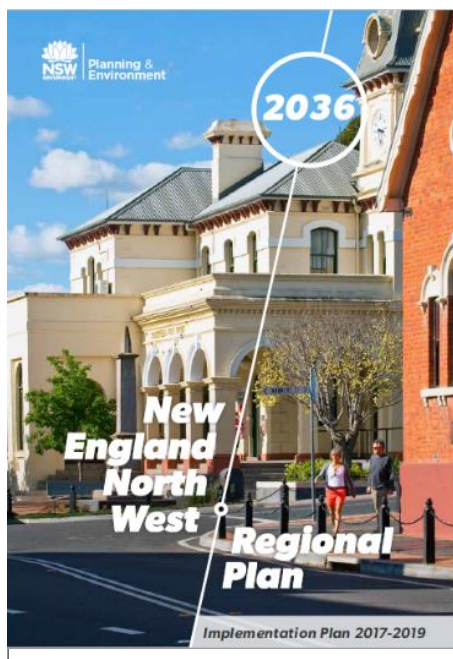
The NSW planning policy framework is illustrated in Figure 25:

Figure 25 Regional plan relationship with the planning framework



Source: NENW Regional Plan 2036

3.1 New England North West Regional Plan 2036



The NENW RP was introduced in 2017 and outlines a 20-year vision to build sustainable communities through complementary development and natural resource protections. The Plan covers the council areas of Armidale Regional, Glen Innes Severn, Gunnedah, Gwydir, Inverell, Liverpool Plains, Moree Plains, Narrabri, Tamworth Regional, Tenterfield, Walcha and Uralla.

The NENW RP provides the region's Councils with clear direction and focus on the key economic, environmental and social drivers that impact and influence the New England and North West.

The overarching vision for the region is: *'Nationally valued landscapes and strong, successful communities from the Great Dividing Range to the rich black soil plains'*.

The Region is strategically located between Sydney and Brisbane along high-quality transport networks to Newcastle, Sydney and South-East Queensland. Regional cities and centres provide opportunities for employment, health, education services and higher order services, with Tamworth and

Armidale just one and a half hours apart. The Gross Value of agriculture for the region is \$2.1b, with beef, cotton, sorghum and horticulture being the most valuable commodities.

The Plan anticipates that 13,800 additional people are expected to populate the region by 2036, with an additional 9,700 dwellings required.

The Plan sets out a vision for the protection of important agricultural land, with agricultural producers leading sustainable and water-efficient food and fibre production to meet demand from domestic and international markets. Communities are well-connected, attractive, healthy, safe and prosperous with a strong sense of identity, resilience and respect for Country. Access to a range of employment, housing choice and high-quality education, health, recreational and other community services.

Residents and visitors enjoy a natural environment that include wetlands, and the headwaters of the Murray Darling Basin. Nature based and cultural heritage tourism, visitation to the World Heritage-listed New England and Oxley Wild Rivers National Parks, festivals and events attract investment and sustain vibrant communities. Acknowledging, protecting and celebrating Aboriginal cultural heritage and historic heritage reinforces the character of the region, while consolidating community wellbeing and a strong sense of belonging.

The Key Priorities outlined in the Local Government narrative for Narrabri identified in the Plan⁶ related to future strategic planning are:

- » Deliver a variety of housing options in Narrabri and promote development that contributes to the unique character of Wee Waa, Pilliga, Bellata, Gwabegar, Baan Baa and Boggabri.
- » Support economic diversification and strengthening including upskilling health and education workers.
- » Encourage diversification in agriculture, horticulture and agribusiness to grow these sectors and harness domestic and international opportunities.

⁶ New England North West Regional Plan 2036, p63

- » Continue to develop access and logistics infrastructure on appropriate sites to encourage new industry opportunities.
- » Expand nature-based adventure and cultural tourism places and enhance visitor experiences.
- » Identify and promote wind, solar and other renewable energy opportunities.

These priorities will form the basis of this Strategy, with recommendations, principles and actions set out in Chapter 8.

Planning Goals in the NENW Regional Plan

There are four goals in the Plan aimed at achieving the vision of building resilient and sustainable communities, enhancing growth opportunities with protecting the region's diverse environment and lifestyles. The goals are supported by a number of directions and actions. The goals are as follows:

- » Goal 1: A strong and dynamic regional economy
- » Goal 2: A healthy environment and pristine waterways
- » Goal 3: Strong infrastructure and transport networks for a connected future
- » Goal 4: Attractive and thriving communities

The key directions and actions under each of these goals have been considered in the development of this Strategy to the extent that they provide the broad policy direction for the strategies and actions identified in the Growth Management Strategy in **Chapter 8**. A detailed summary of the directions and actions that relate to the Strategy, how they have been considered in terms of actions in the Strategy and the outcome or implementation measure is expressed in a table in **Chapter 9**.



Local growth management strategies will be developed by councils and endorsed by the Department of Planning and Environment prior to preparing a local environmental plan to rezone land for residential, rural residential, commercial and industrial land uses.

Local growth management strategies will address and deliver the location of employment land supply, where supported by freight access and protected from encroachment by incompatible development. Certain industries may need to be located away from centres due to their type, scale and nature. Local growth management strategies will plan for timely and economically viable infrastructure and support proposals that minimise expenditure or duplicated services.

Local growth management strategies will limit urban and rural residential development on and near important agricultural land, including mapped Biophysical Strategic Agricultural Land through consistency with the Interim Settlement Guidelines and by managing the interface between important agricultural lands and other land uses.

Local growth management strategies will consider facilitating and supporting tourism and visitor accommodation and appropriate land uses.

Local growth management strategies must consider local housing needs based on household and demographic changes, and plan for a range of housing choices. These strategies should address housing affordability and social housing needs and recommend appropriate controls and incentives. Retirement villages, nursing homes and opportunities to modify existing dwellings to enable people to stay in their homes as they age are further considerations. New rural residential housing must promote sustainable land use outcomes, with local growth management strategies considering and addressing Principles 1-5 of the Interim Settlement Planning Principles.

The strategies should be consistent with the Interim Settlement Planning Principles.

NSW Government, New England North West Regional Plan 2036

The Regional Plan sets the high-level strategic planning priorities for the NENW region through the Implementation Plan. All subsequent local growth management strategies and plans are to be

consistent with the NENW RP as guided by the NENW Implementation Plan. The following table provides a summary of the Regional Plan Goals and Actions that directly affect Narrabri Shire Council through local planning instruments and decision making, and implications for the GMS.

Table 10 NENW Priority Action Theme

NENW Priority Action Theme	Summary for Narrabri LGA
Primary Production	Protect resources, land and infrastructure associated with ongoing sustainable primary production across all sectors
Economy	Build strong economic centres, promote new industries, and tourism
Environment	Sustainable management of water resources, areas of high environmental value, adapt to natural hazards and climate change
Infrastructure	Build connectivity through transport links, promote emerging industries
Community	Strengthen community resilience, provide great places to live, housing choices, deliver economic self-determination of Aboriginal communities
Heritage	Protect cultural and built heritage

3.2 State Policies

3.2.1 State Environmental Planning Policies

A State Environmental Planning Policy (SEPP) is a land use planning policy prepared by the NSW Government for matters that are considered to be of State or regional environmental planning significance, a list of applicable SEPPs is provided in **Appendix A**.

3.2.2 Section 9.1 Ministerial Directions

The full set of Ministerial Directions (**Appendix B**) will need to be addressed in any planning proposal. The Strategy provides the evidence and analysis to enable the identification of land suitable for future development.

3.2.3 NSW Agricultural Land Mapping

There are a number of agricultural, soil and land mapping datasets used for strategic land use planning in NSW, with varying purpose, strengths and limitations.

Historically, agricultural land use decisions have relied on the Soil Classification Mapping. This dataset and Biophysical Strategic Agricultural Land mapping were developed using biophysical soil, climate or topographic data. A more recent approach to agricultural land mapping is the mapping of Important Agricultural Land being produced by the Department of Primary Industries (now Department of Planning, Industry and Environment).

Biophysical Strategic Agricultural Land

Biophysical Strategic Agricultural Land (BSAL) Indicative Biophysical Strategic Agriculture Land maps were introduced in 2012. These maps identify land and water resources that are important on a national and state level for agriculture – particularly (but not exclusively) broadacre cropping across NSW. These lands are naturally capable of sustaining high levels of agricultural productivity. BSAL is

used for the purposes of assessing impacts from state significant mining and coal seam gas proposals and is referenced in the Mining SEPP.⁷

Important Agricultural Land Mapping

In April 2017, the Department of Primary Industries published *A Method for Identifying Important Agricultural Lands in NSW*. The guideline proposes a new methodology for mapping agricultural land. The development of Important Agricultural Land (IAL) maps will assist in:

- » the development of strategic plans to retail important food and fibre production lands, and
- » avoid land use conflicts and the associated community and environmental impacts, particularly in regions where competition for land is significant.⁸

Delivery of Important Agricultural Lands mapping across the region is an action under the NENW RP. Once available, this mapping will provide more up to date information about agricultural land capability and agribusiness potential in Narrabri.

3.2.4 NSW Right to Farm Policy

In 2015 the NSW Government adopted the *Right to Farm Policy*. The policy is supported by the Regional Plan and has been given effect by the PPRD SEPP and amended S9.1 Directions outlined above. It outlines the need to ensure that adjoining land users recognise the legitimate right of farmers to carry out agricultural practices.

The policy highlights the importance of planning for agricultural industry development and maintain access to agricultural resources including land. It emphasises the need for appropriate zoning and permissible land uses that are compatible with agricultural activities and supports local strategies that guide land use and minimise conflict.

The Right to Farm policy brings together a collection of actions including:

- » 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, including 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.⁹

3.2.5 Maintaining Land for Agricultural Industries 2011

This policy prepared by the NSW Department of Primary Industries (DPI) provides direction and guidance to planning authorities and communities in developing and implementing environmental planning instruments.

⁷ Department of Industry, *Agricultural Land Use Mapping Resources in NSW - User's guide*, 2017 Prime Facts.

⁸ <http://www.dpi.nsw.gov.au/agriculture/lup/agriculture-industry-mapping/pub16-323-a-guideline-to-identifying-important-agricultural-lands-in-nsw>

⁹ <http://www.dpi.nsw.gov.au/agriculture/lup/legislation-and-policy/right-to-farm-policy>

The purpose of the policy is to provide certainty and security for agricultural enterprises over the long term and to enable those businesses to respond to future market, policy, technology and environmental change. The key elements of the policy are:

- » land with the best combination of soil, climate, topography and water for agricultural production is a limited resource in NSW and should be maintained for future generations;
- » agricultural land should not be alienated directly through lands being used for non-agricultural purposes and indirectly by incompatible developments on adjacent land restricting routine agricultural practices, and
- » agricultural industries are a fundamental asset to the state of NSW as they provide a long term means of providing employment, raw materials and fresh safe secure food while supporting regional communities.¹⁰

3.3 Local Strategic Planning Statements

Changes to the EP&A Act introduced in early 2018 recognise the critical role of councils in strategic planning for their local area and require all councils in NSW to prepare LSPS. The LSPS will set out the 20-year vision for land use in the local area, the special character and values that are to be preserved and how change will be managed into the future, see Figure 26.

The statements will shape how the development controls in the LEP evolve over time to meet the community's needs, with the LEP the main tool to deliver the council and community's plan.

Identifying the strategic direction for development in rural areas, including the villages and smaller settlements will be important in the formulation of the LSPS over the coming 12 months.

The statements must identify the planning priorities for an area and explain how these are to be delivered. They must also show how the council will monitor and report on how the priorities will be implemented.

DPIE have released guidelines for the preparation of LSPS.¹¹ The LSPS will be a key part of the local strategic planning framework, linking NSW Government planning policy to local land use policy as illustrated below.

This Growth Management Strategy has been prepared to inform the preparation of an LSPS for Narrabri.

¹⁰ NSW Department of Primary Industries, *Policy: Maintaining Land for agricultural industries*, 2011.

¹¹ <https://www.planning.nsw.gov.au/-/media/Files/DPE/Guidelines/local-strategic-planning-statements-guideline-for-councils-2018-06-12.ashx?la=en>

Figure 26 Local Strategic Planning Statements



Source: Guidelines for the Preparation of LSPS, NSW Government 2018.

3.4 Council Plans and Strategies

There are a number of local strategic policy documents and initiatives which influence the recommendations and outcomes of this Strategy. These are detailed below.

Table 11 Local Strategic Planning Context

Document	Author
Draft Narrabri Growth Management Strategy 2009	Edge Planning
Council Community Strategic Plan	Council
Employment Strategy 2011	Hill PDA
Northern Inland Industrial Hub	Council
Draft Upper Namoi Flood Study	TBC
Open Space Strategy	Council
Airport Master Plan 2014	Council

Local strategic planning statements are being prepared by all Councils in NSW. This Strategy is being prepared to inform Council’s LSPS.

3.5 Narrabri Local Environmental Plan 2012

The Narrabri NLEP 2012 (NLEP) is the statutory instrument that provides for land use planning in the LGA. The LEP is prepared in accordance with the Standard Instrument Order 2006, and broadly reflects and translates the previous planning instruments, the Narrabri LEP 1992 and Narrabri LEPs No 2, No 5 (Township of Boggabri).

The aims of the LEP are as follows:

- » *to encourage the orderly management, development and conservation of resources by protecting, enhancing and conserving -*
- » *land of significance for agricultural production, and*

- » *timber, minerals, soil, water and other natural resources, and*
- » *areas of high scenic or recreational value, and*
- » *native plants and animals including threatened species, populations and ecological communities, and their habitats, and*
- » *places and buildings of heritage significance,*
- » *to provide a choice of living opportunities and types of settlements,*
- » *to facilitate development for a range of business enterprise and employment opportunities,*
- » *to ensure that development is sensitive to both the economic and social needs of the community, including the provision of community facilities and land for public purposes.*

The following is a summary of the NLEP that relates to this GMS.

Table 12 Narrabri LEP 2012 Land uses zones

Narrabri LEP 2012 Land use zones		
Zone	Lot Sizes	Comment
RU1 Primary Production	100ha, 40ha	Zone land use table permits a wide range of land uses specific to primary production and value adding such as <i>aquaculture, cellar door premises, extensive agriculture, intensive animal agriculture, intensive plant agriculture, farm stay accommodation, open cut mining and rural industries</i> ; and a range of non-agricultural land uses including <i>dual occupancies, air transport facilities, boat sheds, community facilities, cemeteries, depots, freight transport facilities, landscaping material supplies, plant nurseries, recreation facilities, water recreation structures</i> etc
RU3 Forestry	No MLS	Applies to large amounts of the LGA (>500,000ha)
RU4 Primary Production Small Lots	10ha – 40ha	Zone land use table permits land uses specific to primary production such as <i>intensive plant agriculture, extensive agriculture, cellar door premises, intensive livestock agriculture, rural workers dwellings</i> ; and a range of non-agricultural uses: <i>boat sheds, boat launching ramps, community facilities, cemeteries, depots, dual occupancies, freight transport facilities, landscaping material supplies, plant nurseries, recreation facilities, water recreation structures, etc</i>
RU5 Village	2000sqm	Applies to Pilliga, Gwabegar, Bellata, Baan Baa, Edgeroi, permits a range of urban residential, industrial and commercial development typical to rural villages.
R1 General Residential	550sqm	Applies to Narrabri, Wee Waa and Boggabri; <i>Residential accommodation</i> permitted including <i>attached dwellings, secondary dwellings, dual occupancies, semi detached dwellings, seniors housing, shop top housing</i> .
R5 Large Lot Residential	5000sqm, 2ha	Areas near Narrabri, Boggabri and Wee Waa. Permits <i>dual occupancies, dwellings, group homes and seniors housing</i> .
B1 Neighbourhood Centre	No MLS	Applies in Narrabri town. Permits range of <i>business, retail and commercial premises and dwelling houses, seniors housing and shop top housing</i> .

Narrabri LEP 2012 Land use zones		
B2 Local Centre	No MLS	Applies in villages, permits range of <i>commercial</i> and <i>community services</i> uses, also <i>dwelling houses</i> , <i>shop top housing</i> and <i>seniors housing</i> .
B4 Mixed Use	No MLS	Applies in limited areas in Wee Waa, Boggabri and Narrabri, permits range of <i>commercial</i> and <i>light industrial development</i> , <i>community facilities and services</i> , <i>dwelling</i> s, <i>semi-detached dwellings</i> and <i>seniors housing</i> .
IN1 General industrial	No MLS	Applies in Narrabri, Wee Waa and Boggabri, permits wide range of development including <i>depots</i> , <i>general industries</i> , <i>light industries</i> , <i>neighbourhood shops</i> , <i>warehouse or distribution centres</i> , <i>offensive and hazardous industries</i>
IN2 Light industrial	No MLS	Applies in Narrabri, Boggabri and Wee Waa; more restrictive than the IN1 zone, permits <i>depots</i> , <i>light industries</i> , <i>rural supplies</i> , <i>timber yards</i> , <i>vehicle sales or hire premises</i> , <i>warehouses etc</i>
SP2 Special use zone	No MLS	<i>Railways</i> , <i>electricity generating works</i> , <i>telecommunications etc</i>
RE1 Public recreation	No MLS	Narrabri Showground, racecourse, rugby fields and riverfront
RE2 Private recreation	No MLS	Golf course, bowling club
E1 National parks and nature reserves	No MLS	Applied over Mt Kaputar National Park and other reserves and conservation areas
E3 Environmental management	No MLS	The E3 zone is similar to the RU1 zone in terms of <i>permitting dwelling houses</i> , <i>dual occupancies</i> , <i>extensive agriculture</i> . Applied to isolated pockets of land, such as adjoining the Newell highway on Amy Street in Narrabri.
Local provisions		Schedule 1 Additional Permitted Uses – 3 items
Other provisions	Range of subdivision and dwelling provisions including cl 4.2B(3)(e)&(5) existing holding provisions Schedule 1 permits development on land at Narrabri and Boggabri (3 items)	

3.6 LEP Health Check

Council carried out an 'LEP Health Check' as part of the background for the Growth Management Strategy. Council compared the NLEP against the NENW RP Goals, Actions and Directions. Much of the LEP Health Check suggested considering the NENW RP Directions and themes in the draft LSPS.

- » The LEP Health Check identified potential amendments to the NLEP to implement NENW RP Directions, *with suggestions provided* for further actions:
 - > **Facilitating and protecting Agriculture (Goal 1) and building agricultural productivity (Directions 1,2,3)**, in the Narrabri LGA can be achieved through adjustments to the LEP provisions as suggested by the NENW; *for example*:

-
- Prevent potential land use conflict potential across all rural land, infrastructure, value-adding industries and related development through a suite of measures to manage subdivision and zone land use permissibility.
 - Incorporation of improved agricultural land mapping, and LEP provisions to guide land use decision making.
 - Restricting urban development from encroaching on rural land use zones, implementing measures to manage the interface between rural and urban uses, including buffers.
- > In the sustainable management of **Mineral resources (Direction 4)**, the NENW RP requires the protection of future resource and energy potential. This can be achieved through the same approach to LEP provisions for agriculture, agribusiness, and infrastructure above.
 - > For **Renewable energy, (Direction 5)** Council can seek out best practice guidelines for the location of new development and implement through adjustments to the LEP consistent with the policy framework. Council can continue to advocate for connection to electricity transmission infrastructure to the north and south of the LGA to link these areas.
 - > **New industries** and diversification can be facilitated in existing LEP industrial and rural zones (**Direction 6**).
 - > In strengthening Narrabri's economy and building **Strong economic centres (Direction 7)**, this Strategy will provide direction on the location and management of commercial centres and supply of employment land.
- » NENW RP sets out **Interim Settlement Planning Guidelines** that have an impact on the location of all development. Council's LEP provisions should be reviewed and revised where appropriate to reflect best practice land use allocation such as:
 - > Facilitating economic activity around industry anchors such as health and education facilities, commercial centres and provide an appropriate mix of land uses while preventing the encroachment of sensitive uses on employment lands.
 - > Keeping a check on development activity through the NENW Housing and Land Monitor.
 - » In expanding opportunity for **Tourism and visitors (Direction 8)**, the Council's LEP should be reviewed. Preparation of a Destination Management Plan and implementation of LEP recommendations. Work with the State Government for enhanced visitor experience at Mount Kaputar and other natural features.
 - » In sustainably managing the environment and **Water resources (Goal 2, Direction 10)** improved water use efficiencies and avoidance of development impacts can be practically achieved through implementing the Interim Settlement Planning Guidelines.
 - » In protection of areas of potential **High Environmental Value, (Direction 11)**, incorporating updated HEV mapping and the appropriate LEP provisions.
 - » For adapting to **natural hazards and climate change, (Direction 12)**, LEP mapping can be updated to reflect the latest endorsed hazard constraints mapping for flood and bushfire risk. Climate change impacts need to be assessed and LEP updated accordingly.
 - » For **Goal 3** concerning **infrastructure and transport, (Directions 13-16)**, general LEP provisions to facilitate and protect development such as airports, rail, freight and logistics facilities should be implemented.
 - » **Goal 4** is for attractive and thriving **communities, (Directions 17-24)**, and there are a range of outcomes that Council can pursue through this Strategy and the LEP, such as:
 - > Prepare a precinct plan for the CBD
 - > Incorporate mining accommodation recommendations
 - > Implement the Interim Settlement Planning Principles for new urban releases

- > Review housing supply and diversity and implement adjustments to the LEP to encourage increased diversity within the current zoned areas
- > Improve accessibility in towns and villages
- > The 'greening' of open space and public areas for aesthetics and comfort
- > Update heritage studies

4 Economic Drivers

In developing this Strategy it is critical to understand the economic drivers of the Narrabri LGA, to ensure sustainability for jobs and employment, investment and growth for the community. In this respect, this chapter summarises the substantial economic contribution made by agriculture, mining, renewables and tourism, broad economic policy drivers and the supply of employment land. Information for this chapter has been derived from a number of sources, including the Australian Government Department of Agriculture (ABARES), the ABS, the NENW Regional Plan 2036, Regional Development Australia (RDA), and the NSW Department of Premier and Cabinet (DPC). Data from local studies and reports is also included.

4.1 Introduction

Narrabri Shire Economic Development Strategy 2011

The *Narrabri Shire Economic Development Strategy 2011* (Economic Development Strategy), identified agriculture and mining as the key sectors for Narrabri Shire, providing significant value to the economy as well as being major employers. There are numerous opportunities to grow and diversify the economy in Narrabri. Four key areas identified in the Economic Development Strategy are:

- a) **Target Industry Sectors** – these industries were identified to guide investment attraction activities and include:
 - » Mining services
 - » Machinery and equipment manufacturing
 - » Professional services
 - » Transport and logistics
 - » Hospitality and tourism
- b) **Labour Attraction and Retention** – the Narrabri Shire records an outflow of Narrabri population between the ages of 20-30 years who leave in search of better education and employment opportunities, resulting in the loss of potential skilled workers. Narrabri's significant agricultural sector experiences labour supply issues with the seasonality and casualisation of employment with the result some residents are unable to find full time work. Attracting and retaining labour is therefore a key opportunity to promote growth in the region and attract new companies to the area. Opportunities include expanding local tertiary education services, promoting employment programs and maintaining a high standard of living and amenity that will make the LGA an attractive location for new residents.
- c) **Climate Change** – while climate change is likely to have some negative impacts on the economy, it is also likely to result in significant opportunities for economic growth and investment globally. Potential opportunities for business growth and investment in Narrabri Shire specifically related to climate change and reducing GHGs include:
 - » Renewable energy generation
 - » Water efficiency
 - » Environmental services
 - » Biofuels
 - » Recycling and waste management
 - » Construction and ancillary service industries.

- d) **Infrastructure Provision** – having access to adequate infrastructure is crucial in facilitating investment by existing businesses and attractive new companies to establish operations in the Narrabri Shire.

Upper North West Regional Economic Development Strategy 2018-2022

The *Upper North West Regional Economic Development Strategy 2018-2022* similarly identifies agriculture, mining, renewable energy, tourism and manufacturing as the key sectors and opportunities for Narrabri. Key challenges and risks are poor telecommunications, transport infrastructure issues and labour force issues. The four strategies for the realisation of the opportunities are:

A. Improve freight efficiency in agriculture and mining:

- a. Upgrade roads to improve connectivity for high productivity vehicles
- b. Upgrade and extend the freight rail network and ensure full and efficient connectivity to the proposed Inland Rail route.

B. Encourage investment, increased productivity and value adding:

- a. Provide a supportive environment to facilitate industry and business growth, improve telecommunications, retain air services, support the agricultural sector to improve productivity, build resilience and reduce risk and position the region for investment.
- b. Key infrastructure priorities are improving telecommunications infrastructure, eg mobile phone service, internet services, airport infrastructure and a new dam (if feasible).

C. Invest in people, skills, community and lifestyle to address the region's skills gap:

- a. Define and assess labour force needs.
- b. Improve and expand education, health and other services.
- c. Improve the liveability of the region
- d. Invest in key sporting, recreation and cultural facilities.

D. Diversify the economy through emerging industry sectors:

- a. Continue to grow and strengthen the region's tourism industry
- b. Encourage and support the growth of the renewable energy sector
- c. Leverage and support the coal seam gas sector (if extraction is approved)
- d. Support the growth of manufacturing and processing
- e. Upgrade and develop tourist attractions and assets such as Yarrie Lake
- f. Improve conference, meeting and event venues
- g. Augment electricity transmission infrastructure to enable renewable energy generators to connect to the grid.

Further to the 2011 Economic Development Strategy, the NENW RP has been endorsed and implemented across the regions LGAs. There are specific Directions in the NENW RP that have implications for Narrabri's economy, and guide the preparation of local growth management strategies. The NENW RP Directions for each industry are provided at the end of each section, along with a description of the implications for this Strategy and Narrabri Council.

4.2 Agriculture

Regional context

The NENW of NSW includes some of Australia's most productive agricultural land, with Narrabri and Moree LGAs combined producing over 50% of the region's gross regional product¹². The region is home

¹² RMCg, 2015, *Agricultural Expansion Analysis: New England North West NSW Final Report*, rmcg.com.au

to some of Australia’s largest, most efficient and productive farmers and graziers, utilising and diversifying on superior soils, good rainfall and a temperate climate. The NENW region produced \$2.13 billion Gross Value of Agricultural Production in 2017-18¹³ or 23% of total NSW output. The region produces a greater value of irrigated agricultural production per ML of irrigation water applied than any other area in the state.



Source: NENW Regional Plan 2036

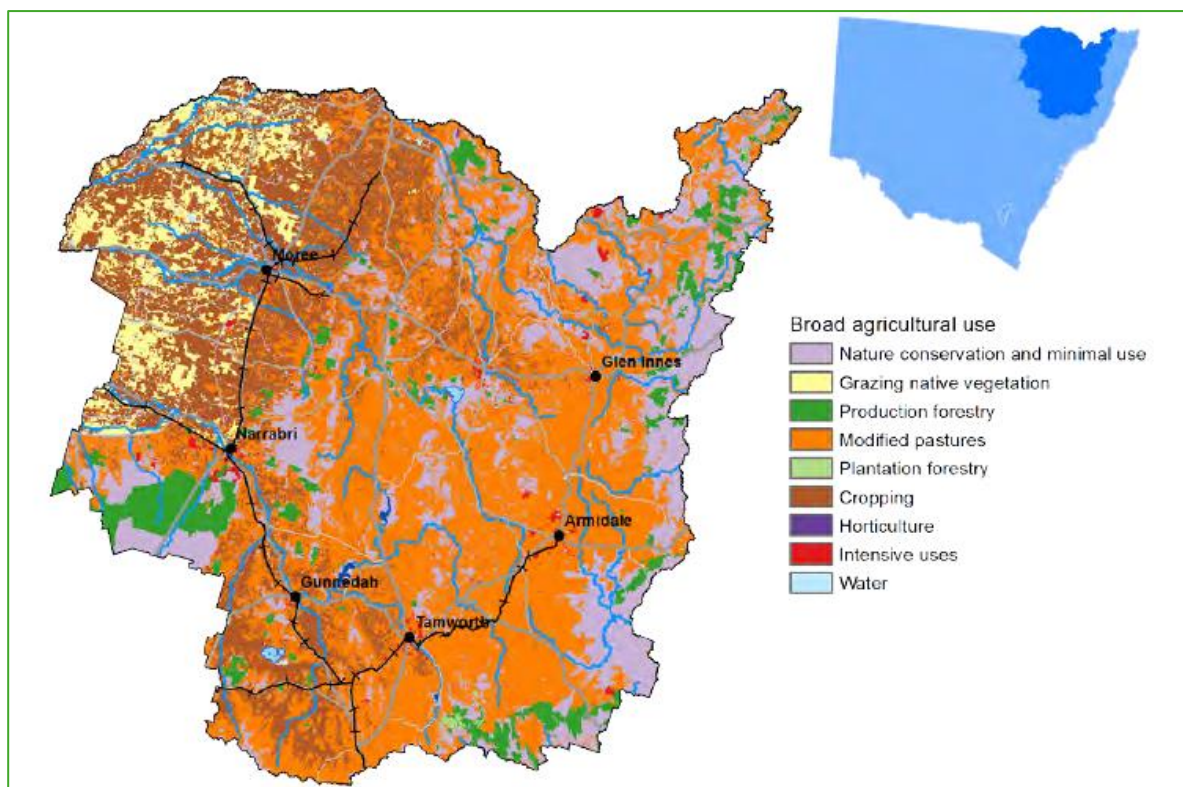
Over the past 30 years, opportunities to increase production and productivity have been seized in the NENW as agricultural production has diversified from agriculture dominated by grazing, to grazing and cropping and then further to include both intensive summer and winter cropping (including irrigation).

The key underlying trends and emerging agricultural industries include:

- » Growth in cotton production
- » Steady cereal and grain production
- » A move to increasing meat production
- » New industries such as vertically integrated poultry processing
- » Local high performers such as hydroponic fruit and vegetable growing¹⁴.

¹³ ABARES, 2019, About my Region – New England and North West NSW, <https://www.agriculture.gov.au/abares/research-topics/aboutmyregion/nsw-new-england>

¹⁴ RMCG, 2015, *Agricultural Expansion Analysis: New England North West NSW Final Report*, rmcg.com.au

Figure 27 Broad agricultural use in New England and North West Region, ABARES 2015**Narrabri LGA**

For the purpose of this analysis, rural land refers to those areas across the LGA zoned RU1 Primary Production and RU4 Primary Production Small Lots. There are small clusters of RU4 zoned land predominately located near the town of Narrabri, however most rural land is zoned RU1 Primary Production.

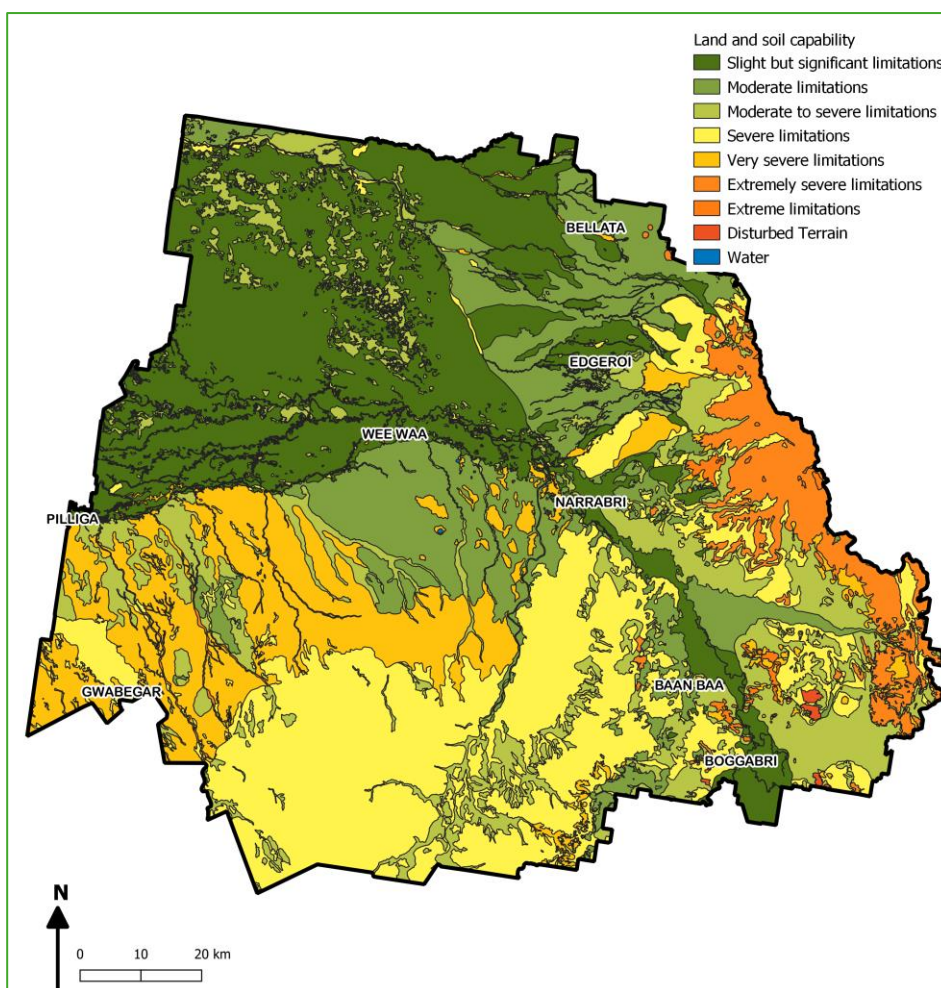
The RU1 zone covers most kinds of commercial primary industry production, including extensive agriculture, irrigation, livestock and plant agriculture, horticulture, forestry, mining and extractive industries, see Figure 27 above.

Figure 28 shows the land and soil capability for the LGA, with the alluvial spine along the Namoi floodplain and related watercourses and volcanic derived soils evident around Mt Kaputar.

According to the ABS, Narrabri's agricultural production accounts for 4.8% of the State's gross agricultural value¹⁵. The strength of the sector relies upon favourable climate and soils, access to national and international markets, strong broadacre cropping and grazing sectors and irrigated crops.

¹⁵ ABS Value of Agricultural Commodities Produced, NSW and Local Government Areas 2015-16

Figure 28 Agricultural Land and Soil Capability in Narrabri LGA



Source: DPIE 2017

4.2.1 Importance of Agriculture

The importance of agriculture to Narrabri and the NENW is well established. Agriculture is the largest employer by industry in the Narrabri LGA, employing 19.6% of the workforce in 2017/18. The Gross Value of Agricultural Production (GVAP) to the NENW region is around 14%. Agriculture also occupies the greatest land area covering over 7,000 square kilometres. Rural land is used mainly for grazing and cropping (over 90%) with irrigated crops making a significant contribution to the local, regional and NSW GDP.

In 2015 the total value of agriculture in the Narrabri LGA was \$374,989,804. Dominating in terms of value is cropping, \$331,996,347, including cotton, \$140,297,751, wheat \$78,937,649, chickpeas \$41,972,600, livestock slaughtering \$38,013,497, followed by wool \$4,613,883, and hay contributing \$4,552,914.¹⁶ The following table provides a summary of the key commodities by value.

¹⁶ <https://economy.id.com.au/Narrabri/value-of-agriculture> Note: data sourced from Australian Bureau of Statistics, Value of Agricultural Commodities Produced, Australia, 2015-16, Cat. No. 7503.0

Table 13 Value of Agricultural production

Commodity	Value (\$)	Share (%)	NSW %	Narrabri LGA as a % of NSW
Total value of crops	331,996,347	87.25	53	4.8
Cereal crops (wheat)	78,937,649	21	14	4.23
Crop non-cereal (cotton)	140,297,751	37.4	7	16.0
Crop chickpeas	41,972,600	12.8	3	2.3
Crops for Hay	4,552,914	1.38	3	2.5
Livestock products total	4,979,961	1.3	14	0.27
Wool	4,613,883	1.38	7	0.06
Livestock slaughtered Total	38,013,497	41.8	34	0.86
Agriculture - Total Value (2015)	374,989,804			2.86% \$13,085,845,904

Source: ABS Value of Agricultural Commodities Produced, NSW and Local Government Areas 2015-16

Narrabri is informally known as part of Australia's cropping 'golden triangle' in the north west slopes and plains of NSW and produced 4.8% of NSW's crops (as a % of total value) in 2015. In terms of individual commodities as a percentage of value to NSW in 2015, the LGA also produced 16% of cotton and 4.23% of wheat. Therefore, broadacre cropping and livestock production is significant in terms of the total contribution to the region and the land area required, and cotton production both irrigated and dryland makes a substantial contribution to the LGA and NSW.

There is an extensive value chain including cotton ginning, grain storage and freight and logistics hubs located in Narrabri and in the NENW region. Regional Development of Australia (RDA) published information on Narrabri in terms of output and value adding, with an estimated \$349.489million and value add of \$152.741 million from Agriculture, forestry and fishing¹⁷.

The Upper North West Regional Economic Development Strategy has a list of value-add industries that are established in the Narrabri LGA:

- » Cotton gins – seven in Narrabri
- » Cotton seed storage and distribution facilities in Narrabri and Wee Waa
- » Cotton storage warehouses in Narrabri and Wee Waa
- » Saleyards at Narrabri
- » Major cattle feedlot

¹⁷ RDA Northern Inland, 2019 Economy profile for Narrabri

- » Agricultural research stations

4.2.2 Drivers and trends

In the agricultural industry in the region and across NSW and Australia, the recognised trends in agriculture that also affect Narrabri are, (and not limited to):

- » Increasing scale and intensity of operations to increase productivity through economies of scale.
- » Increasing number of larger farms and lower number of small farms (mainly through consolidation). The 2018 national average farm size is 4,331ha, which is an increase of 0.3% since 2015
- » Larger farms are more profitable, using more capital and inputs to generate greater levels of output. The largest 10% of broadacre farms produced just under half of total output in the period 2015-2018 (ABARES¹⁸).
- » Increasing use of technological innovation, correlated with productivity growth.
- » Outsourcing labour and contract hire as management tools
- » Increase in intensive agriculture, particularly pigs for slaughter and poultry including egg production;
- » Reduction in the number of farming businesses and an increase in the adoption of commercial management techniques within agribusiness and the supply chain, and
- » Expanded demand for Australian produce from Asian markets, particularly grains, protein and dairy – the 'megatrends'¹⁹.

4.2.3 Agricultural land use

The NSW Government produces a range of data including mapping to support and inform decision-making and agricultural and land economics policy. The dominant land uses in the Narrabri LGA are broadacre cropping, both irrigated and dryland as shown in **Figure 29**. Narrabri's agricultural potential is a function of soil capability, climate and topography to support broad acre agriculture. The productivity of the agricultural land is reflected in the value of agriculture to the region, which was \$349.48 million²⁰ as at June 2018.

¹⁸ ABARES <https://www.agriculture.gov.au/abares/research-topics/productivity/related-research/disaggregating-farm-size#statistical--tables>, ABS catalogue 7121.0 Agricultural commodities, DPIE

¹⁹ Rural Industries Research and Development Corporation 2015

²⁰ Regional Development Australia, 2019

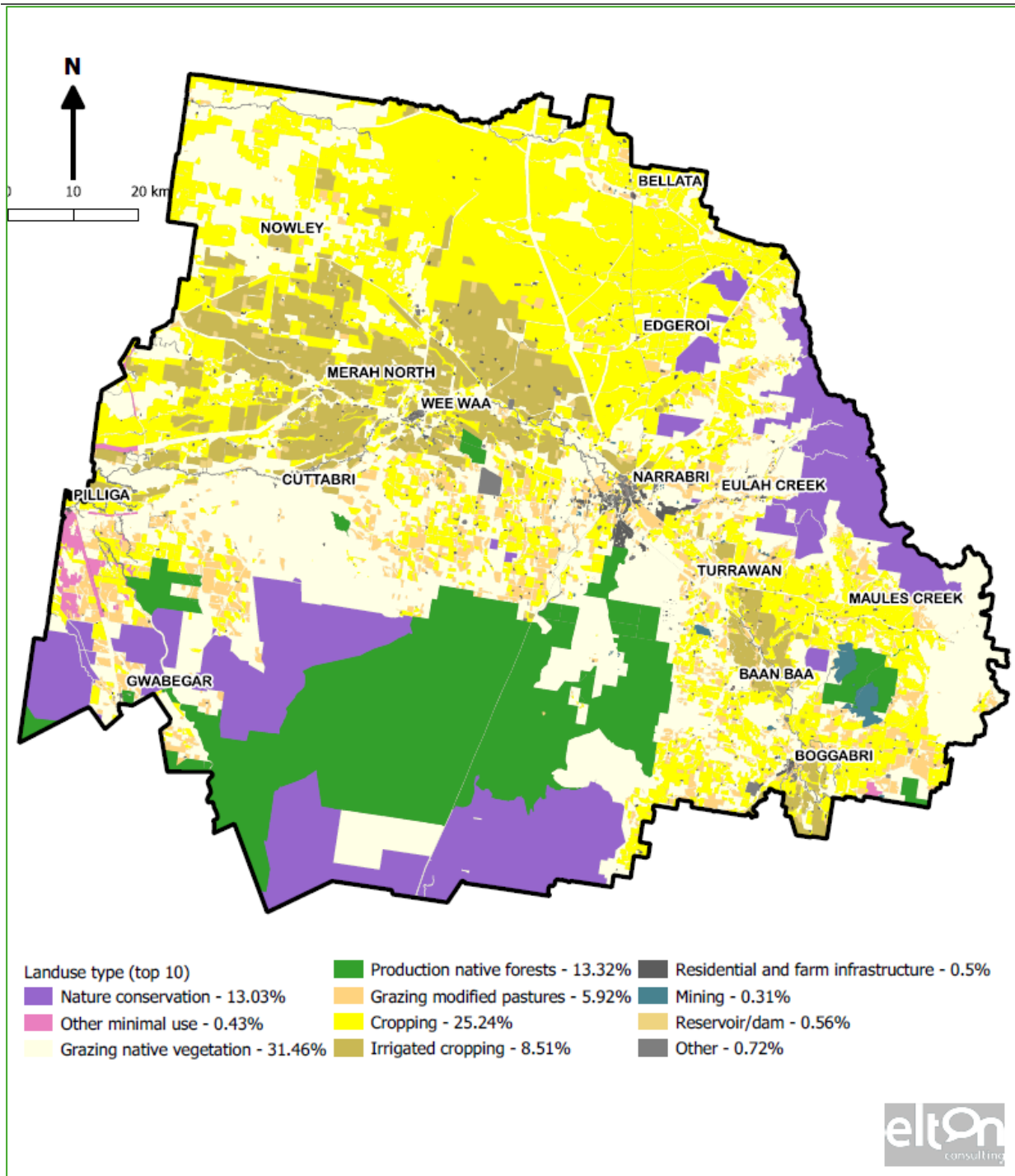


Figure 29 Narrabri agricultural land use²¹

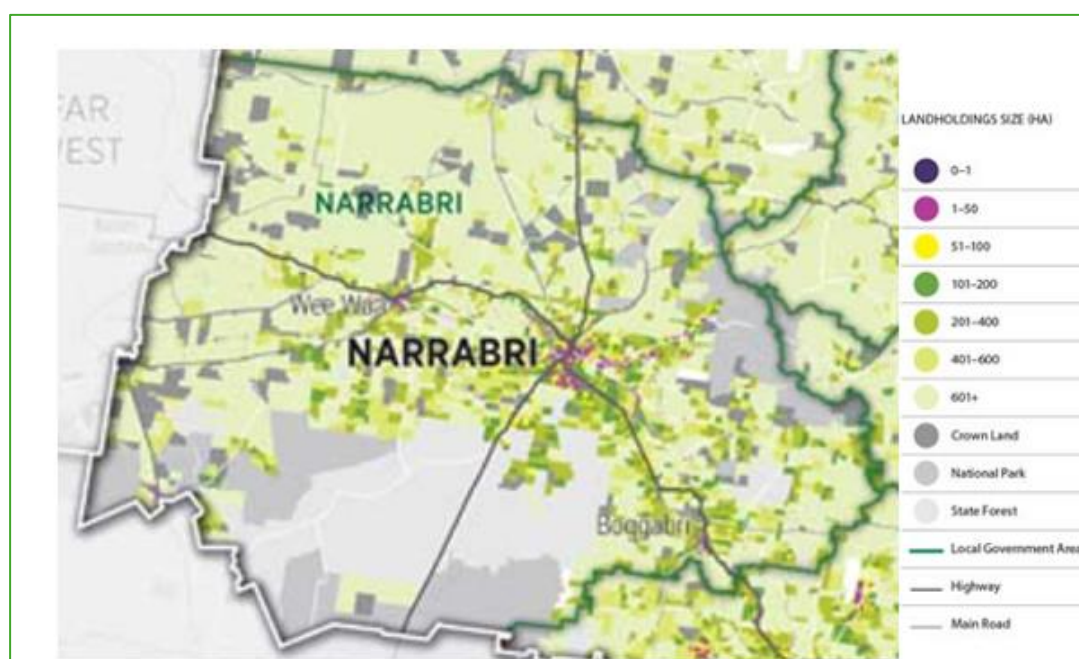
²¹ NSW Government, 2019 <https://datasets.seed.nsw.gov.au/dataset/91be0aef-e9af-403d-8d4f-e204d829210c>

4.2.4 Holding size and distribution

The draft Narrabri Shire GMS prepared by Edge Land Planning in 2009²² compiled a comprehensive summary of rural land holdings at the time. Over the past 10 years, Narrabri's rural land holdings have been subjected to the same trends and forces as summarised earlier with a trend towards larger and more productive farms.

In 2009 it was noted that despite the 100ha minimum lot size for rural dwellings, 62.1% of all rural holdings were greater than 100ha, with the total land area of rural holdings over 100ha estimated at over 95% of the LGA. The distribution of holding sizes follows landscape and land capability, with the Bellata Plain to the north and Wee Waa to the west of the LGA supporting the largest holdings over 2,500ha to 267,000ha. There are also holdings over 2,500ha in area to the south and east of the LGA, consistent with productive agricultural landscapes. Rural holdings closer to Narrabri township generally exceeded 100ha in areas, with the majority in the 400ha to 2,500ha area range, Figure 30.

Figure 30: Excerpt from DPIE NENW landholding size analysis map



4.2.5 LEP controls

In considering rural holding sizes it is acknowledged that there is little correlation between the minimum lot size for the erection of a dwelling in the RU1 Primary Production zone, and actual farm size. That is, despite having minimum lot sizes of 100ha and 40ha for subdivision for the erection of a dwelling in the RU1 zones, farms are typically much larger. There is no evidence that increasing the minimum lot size for the erection of a dwelling in the rural zone would impact the ongoing viability of the use of the land for agriculture.

It is also acknowledged that nothing in the LEP land use controls prevent rationalisation of property boundaries, farm adjustments of consolidation of a neighbouring title or part thereof to increase the holding size taking advantage of economies of scale.

²² Edge Land Planning, November 2009

There has been a new clause inserted in the NLEP following the commencement of the PPRD SEPP in February 2019. The new clause outlines the matters to be taken into consideration when determining whether to grant development consent for both subdivision for the purpose of a dwelling or the erection of a dwelling in any rural zone. This standardised zone applies to all LEPs with the land use zones mentioned:

5.16 Subdivision of, or dwellings on, land in certain rural, residential or environmental protection zones

- (1) The objective of this clause is to minimise potential land use conflict between existing and proposed development on land in the rural, residential or environment protection zones concerned (particularly between residential land uses and other rural land uses).
- (2) This clause applies to land in the following zones:
 - (a) Zone RU1 Primary Production,
 - (b) Zone RU3 Forestry,
 - (d) Zone RU4 Primary Production Small Lots,
 - (e) Zone RU6 Transition,
 - (f) Zone R5 Large Lot Residential,
 - (g) Zone E2 Environmental Conservation,
 - (h) Zone E3 Environmental Management,
 - (i) Zone E4 Environmental Living.
- (3) A consent authority must take into account the matters specified in subclause (4) in determining whether to grant development consent to development on land to which this clause applies for either of the following purposes:
 - (a) subdivision of land proposed to be used for the purposes of a dwelling,
 - (b) erection of a dwelling.
- (4) The following matters are to be taken into account:
 - (a) the existing uses and approved uses of land in the vicinity of the development,
 - (b) whether or not the development is likely to have a significant impact on land uses that, in the opinion of the consent authority, are likely to be preferred and the predominant land uses in the vicinity of the development,
 - (c) whether or not the development is likely to be incompatible with a use referred to in paragraph (a) or (b),
 - (d) any measures proposed by the applicant to avoid or minimise any incompatibility referred to in paragraph (c).

Source: NLEP 2012 Clause 5.16

Subdivision for agricultural purposes

The NLEP permits the subdivision of land for the purpose of primary production to create a lot less than the minimum lot size, if the lot, when created does not contain an existing house and a house cannot be erected on such a lot. These provisions are mandated in the Standard Instrument LEP and will remain in place.

The benefit of this clause is that landowners seeking to expand their operation can acquire additional land and retain the house on the remainder of the property, provided the existing house is on a lot that meets the minimum lot size. This standard clause is in all LEPs with rural zones.

In contrast, Clause 4.2B(3)(e) & (5)²³ of the NLEP 2012 refers to 'existing holdings' which are historic rural holdings maintained intact since a certain previous date. Existing holding provisions are usually carried over from previous planning instruments and have no relationship to strategic planning outcomes. These provisions are indiscriminate in bestowing benefit to certain landowners. It will be

²³ <https://www.legislation.nsw.gov.au/#/view/EPI/2012/636/part4/cl4.2b>

recommended that the existing holding provisions are extinguished as part of any subsequent LEP review.

4.2.6 Rural land use conflict

Agriculture is also practised on small rural holdings distributed across the LGA. This type of activity is generally of a sub-commercial²⁴ part-time style and scale. It can include 'niche' enterprises such as olives and small-scale grazing. Much of this land use could be called rural residential or 'rural lifestyle' as residents do not obtain a commercial income from the land.

Council, as with most in rural and regional areas, has experienced contention over incompatible land uses being proposed on highly productive agricultural land. It is important that Council's strategic and statutory decision making is consistent with the NENW RP in planning for appropriate use of all land, particularly rural. Council has advised that pressures on rural land have been presented in the Narrabri LGA from the rapidly developing coal and coal seam gas industries.

Management of land use conflict is an issue that is recognised in the NENW RP, where all Councils are required to implement **Actions 2.3** and **3.3** to protect agricultural assets and agribusiness from encroachment of incompatible land uses.

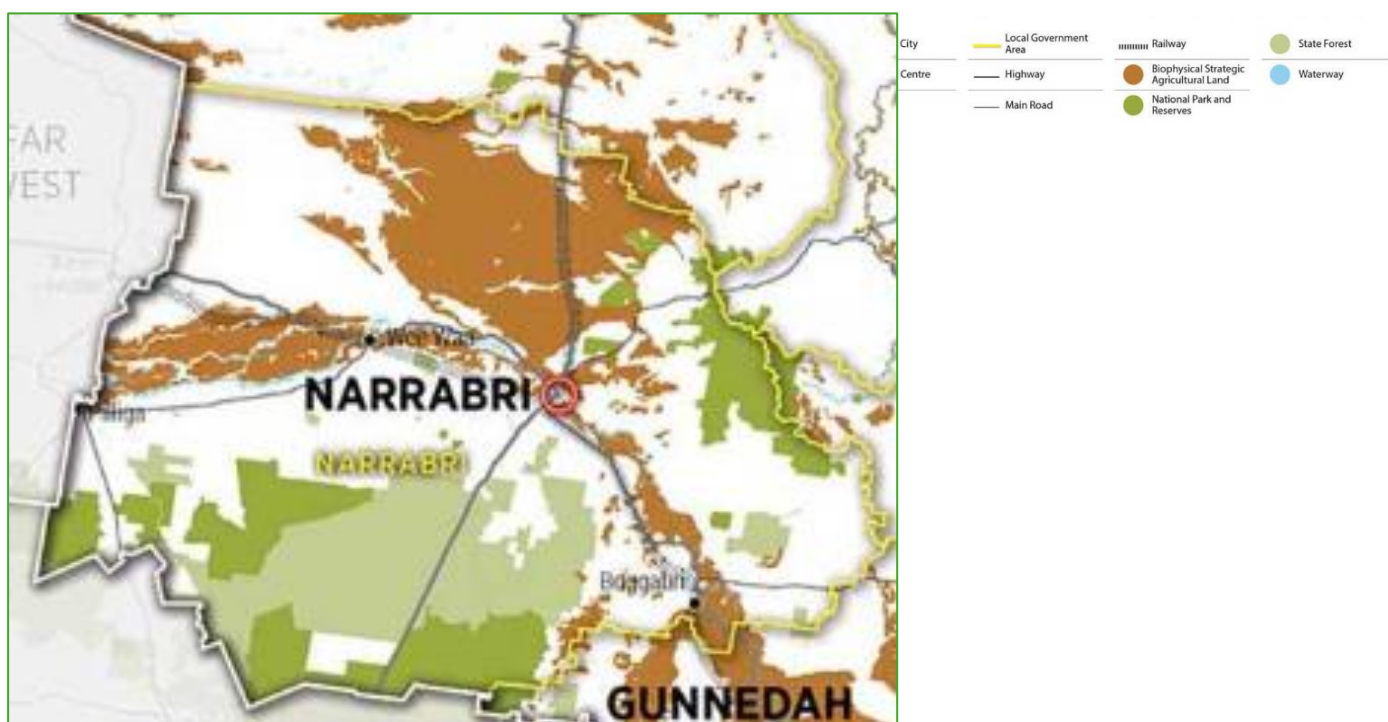
4.2.7 Agricultural land mapping

The NENW RP also highlights the Important Agricultural Land mapping project being prepared by the State Government which will map the location of important local and regional agricultural land and industries. This contemporary mapping will be used to guide land use planning in LEPs and is separate to the BSAL mapping. Once available, it is suggested that Council use the mapping to verify the LEP zones, provisions and maps in relation to rural land.

In 2012 the NSW Government prepared maps of the state's farming land – known as biophysical strategic agricultural land (BSAL), excerpted from the NENW Regional Plan²⁵ in **Figure 31**. BSAL land needs to be verified by an expert panel in the event of a state significant mining or CSG proposal.

²⁴ The ABS Estimated Value of Agricultural Operations is \$40,000 per annum for collection of agricultural production data in 2017-18

²⁵ <https://www.planning.nsw.gov.au/Plans-for-your-area/Regional-Plans/New-England-North-West/Draft-New-England-North-West-Regional-Plan/A-growing-and-diversified-agricultural-sector>

Figure 31: BSAL

Source: NENW Regional Plan 2036

The **NENW Intensive Agribusiness Strategy**²⁶ identifies the need for sound strategic planning being essential to ensure that land use and development achieves Council's vision, objectives and outcomes for intensive agribusiness. This will ensure that:

- » Intensive agribusiness fits into the overall strategic planning of the municipality;
- » Areas for intensive agribusiness are protected and will not be encroached by incompatible or sensitive uses;
- » The effects of intensive agribusiness on environmental values (biodiversity, landscapes, water and air quality) are minimised, and
- » The most appropriate LEP tools (for example, the right zone) are used to achieve the strategic planning objectives.

4.2.8 Agricultural Research

There are several major companies and research institutions located in the Narrabri LGA, supporting the agricultural sector including storage, process, transporting and wholesaling operations. These include Cotton Research and Development Corporation, I.A. Watson Grain Institute (operated by Sydney University), Australia Cotton Research Institute and Cotton Catchment Communities Cooperative Research Centre, shown on Figure 32.

²⁶ DPIE, 2019, <https://www.planning.nsw.gov.au/Plans-for-your-area/Regional-Plans/New-England-North-West/Draft-New-England-North-West-Regional-Plan/A-growing-and-diversified-agricultural-sector>

Opportunities for rural research and development institutions need to be secured with suitable rural land unencumbered by potential rural land use conflict. Other organisations such as the Cotton Research and Development Institute have established in Narrabri town in the CBD. It is important to permit new research stations on rural and employment land, including the creation of clusters around key education institutions, and by incorporating tools into local planning policies to encourage establishment. Rural research institutions require access to transport and protection from encroachment by sensitive or incompatible land uses.

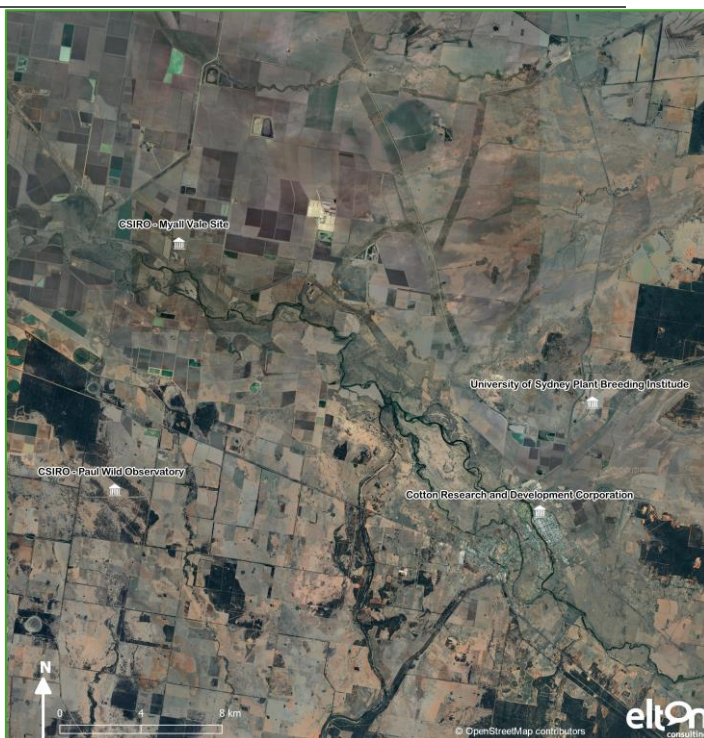


Figure 32: Location of Research stations

4.2.9 Neighbouring LGAs

It is recognised that there are a number of synergies between the LGAs of Narrabri, Moree and Gunnedah within the agricultural sector. Given this, the three Councils have decided²⁷ an industry specific action plan could be developed for the agricultural sector that includes:

- » Refined Biophysical Strategic Agricultural Land or Important Agricultural Land mapping;
- » Develop guidelines to protect and enhance important strategic agricultural land to secure ongoing agricultural viability or rural landholdings;
- » Facilitate research and development institutes;
- » Build upon the draft NENW Intensive Agribusiness Strategy and identifying opportunities for growth and development in the Narrabri, Moree and Gunnedah LGAs;
- » Identify opportunities to grow and promote innovation in the agricultural sector;
- » Address sector specific considerations through planning policies to support agriculture and intensive agribusiness;
- » Retention and/or relocation for those working in this sector.

The suggested measures above are disseminated through this Strategy in alignment with the NENW RP.

4.2.10 Agriculture Summary

- » Agriculture is the largest employer by industry in the LGA, employing 19.6% of the workforce in 2017/18. Most agricultural jobs are held in Narrabri LGA by local residents. In 2015 the total value

²⁷ Narrabri Shire Council, 2019

of agriculture in the LGA was \$374,989,804. The multiplier effect of agriculture is generally acknowledged as 2.5 to 3.0²⁸

- » Rural land is used mainly for grazing and cropping (over 90%) with irrigated crops making a significant contribution to the local, regional and NSW GDP. Over 95% of Narrabri's land area is occupied by rural holdings over 100ha in area. The draft GMS 2009 analysed holding sizes across the LGA and found a range of productive farm sizes generally ranging from 2,500ha to in excess of 260,000ha.
- » The Narrabri LEP subdivision minimum lot sizes for the purpose of a dwelling house are 100ha for RU1 zone and 40ha for the RU4 zone.
- » Australian farms are increasing in scale and intensity of operations to increase productivity through economies of scale. Growth in agribusiness and value adding industries is projected to occur as Australian farming areas respond to global trends for high quality protein and grains, horticultural products and technology and innovation services.
- » Rural land use conflict generally arises when incompatible land uses are allowed to encroach on productive agricultural activities. While the NSW Government introduced the Right to Farm policy in 2015, there are no legislative protections afforded to farmers. Councils can assist the operation of primary production and value adding by preventing encroachment of incompatible land uses and implementing appropriate minimum lot sizes through planning instruments.
- » Narrabri, Moree Plains and Gunnedah Councils recognise the benefits of complementarity between the three LGAs and have prepared an industry specific action plan to secure the future of agriculture and agribusiness as a sub region.

4.2.11 Recommendations for Rural land and Agriculture

The following recommendations are made for rural zoned land, agribusiness and agriculture, consistent with the NENWP Directions and Actions:

- » Review the NLEP 2012 RU1 and RU4 land use tables, minimum lot sizes and mapping to:
 - > ensure permissibility of agriculture and value adding industries in the rural land use zones;
 - > reduce risk of encroachment and impediments to the expansion and intensification of agribusiness and primary production;
 - > ascertain permissibility of appropriate and complementary land uses;
 - > remove risk of encroachment of incompatible development onto rural zoned land;
 - > implement appropriate controls to reduce risk of land use conflict between urban and rural zones;
 - > provide for innovative agribusiness and value adding industries on rural zoned land where there is low risk of conflict or impacts on commercial primary production, and where services and infrastructure are in place,
 - > ensure land uses adjacent to key infrastructure and facilities such as research stations are appropriately zoned to prevent encroachment of incompatible urban development;
- » Review the extent of undeveloped and unserviced R5 zoned land for potential impacts on agriculture and employment generating activities;

²⁸ Cotton Catchment Communities CRC 2009, Social and Economic Analysis of the Narrabri Community

- » Use Important Agricultural Land mapping to allocate land use to protect and facilitate agriculture and agribusiness and prevent rural land use conflict;
- » Investigate and develop the Bio-Hub and Indian mustard industry for Narrabri including identification of appropriately zoned land.

4.3 Mining and Renewable Industries

4.3.1 Mining

Coal mining commenced in the Gunnedah Basin over 120 years ago. The Gunnedah Basin is the latest area to be developed for large scale coal mining in NSW, largely due to the remoteness and transport costs compared to the Hunter Valley and Illawarra. There are 17 mining developments in the LGA, mainly located to the south of Narrabri around Boggabri, and an underground coal mine near Wee Waa, see **Figure 33**. Commercial coal seam gas extraction is also proposed in the Pilliga Forest, with pipe infrastructure along the Inland Rail route. There is a gas fired electricity plant located to west of Narrabri.

There has been substantial investment in transport infrastructure for mining projects, including rail and road upgrades, such as spur lines east and north of Boggabri and a rail overpass on the Kamilaroi highway. Coal is transported to the Port of Newcastle via the Werris Creek Mungindi railway.

Mining has had beneficial impacts on employment diversity in Narrabri LGA, increasing to over 5% of employment since 2011. Regional Development of Australia (RDA) published information on Narrabri mining in terms of output and value adding, generating an estimated \$421.7million and \$929 million value-add²⁹.

Mining has also had an impact on housing in the LGA, with increased demand for long term rental and short-term accommodation across towns and villages most evident through the construction phase of mining projects. Mining villages to cater for FIFO workers have been constructed in Narrabri (capacity 900, in 2012) and Boggabri (500 rooms, in 2014) which have absorbed demand for short term accommodation³⁰.

It is difficult to estimate the longevity of coal mining in the LGA. Mining development is generally of a scale to be defined as a State significant 'major project' that is permissible across the LGA wherever agriculture or industry is permissible under the Mining SEPP³¹. The Mining SEPP overrides LEPs wherever there is an inconsistency, however the NLEP 2012 permits 'open cut mining' in the RU1 Primary Production, IN1 General Industrial and IN2 Light Industrial zones.

Large scale mining projects are generally assessed and determined by the NSW State Government's Independent Planning Commission (IPC). Mining and petroleum exploration are development permissible without consent under the Mining SEPP. The *State Environmental Planning Policy State and Regional Development 2011* sets thresholds for development such as mining that triggers assessment by the IPC. The BSAL mapping must be considered by the IPC before determining mining or petroleum proposals on agricultural land.

Local councils do not have a role in the control or determination of major project developments. It is important that Council continues to provide advocacy to the government and mining companies for retention and enhancement of community assets through mechanisms such as Voluntary Planning Agreements.

²⁹ RDA Northern Inland, 2019 Economy profile for Narrabri

³⁰ Sydney Morning Herald, 2012, <https://www.smh.com.au/business/companies/the-outsiders-mining-camp-splits-a-town-20120803-23kot.html>

³¹ SEPP (Mining, Petroleum Production and Extractive Industries) 2007



Figure 33: Location of mining and extractive industries

It is noted that the Australian Energy Market Operator (2018) has projected a reduced reliance on black thermal coal such as that mined at Narrabri in the future (2039), see excerpt below in Figure 34. This means that a transition from mining to alternative sources of energy is an opportunity for the industry and investors.

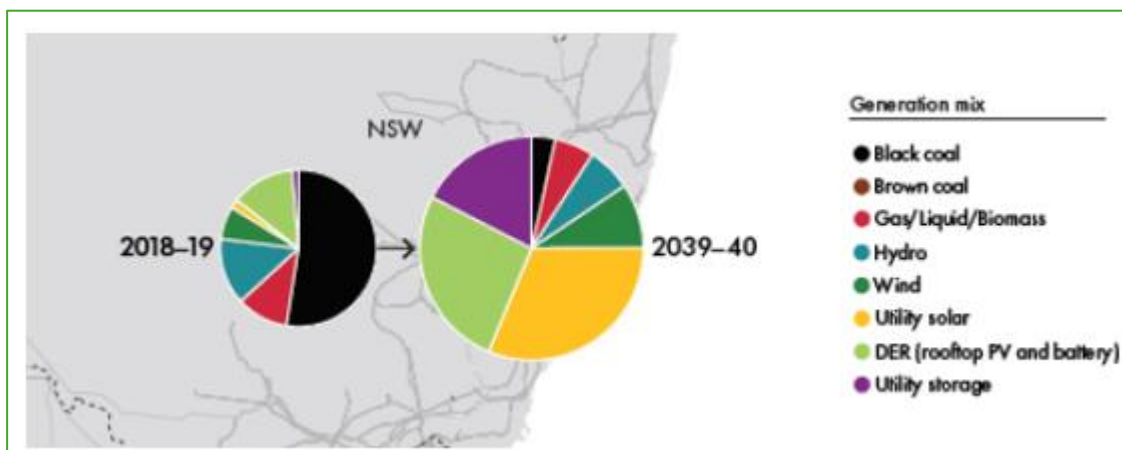


Figure 34: AEMO, 2018 Integrated System Plan for energy mix 2018-2040

4.3.2 Renewable Energy

The NENW RP identifies that the region can be a leader in renewable energy with potential development of solar, bio-waste, hydro, wind and geothermal resources. The strategic position between Sydney and South East Queensland provides potential employment opportunities in large- and small-scale renewable energy and green technology industries. The NENW RP suggests identifying

renewable energy precincts and infrastructure corridors with access to the electricity network. The region is the second highest solar penetration in NSW, receiving 19 to 20 megajoules daily³².

The NSW Government has set the goal of carbon-neutral NSW by 2050 and supports the national target of 20% renewable energy by 2020. Large scale electricity generating works and solar energy systems are projects determined by the Regional Planning Panel or the IPC as State Significant development under the *State Environmental Planning Policy State and Regional Development*; the *State Environmental Planning Policy Infrastructure 2007* also provides for the delivery of critical infrastructure across the State. Both SEPPs prevail over LEPs to the extent of any inconsistency. Smaller scale proposals that do not meet state significant thresholds are determined by Council.

There is one approved and two proposed solar farms in Narrabri LGA, the Narrabri South Solar Farm (60MW, approved), Silverleaf (120MW) and the Wee Waa Solar Farm (55MW) see Figure 35 below.

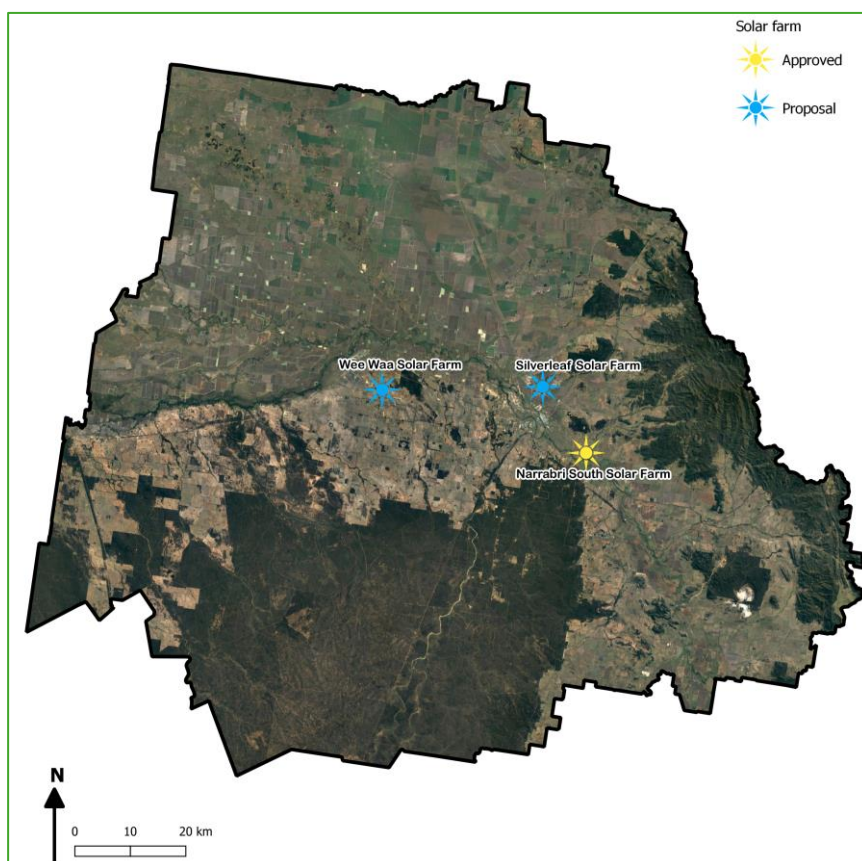


Figure 35: location of solar farms Source: NSW DPIE Major Projects

The Upper North West REDS³³ notes that development of a large solar farm (100MW) typically employs several hundred people. The key limiting factor for growth of large-scale renewables (wind and solar) is the capacity of the electricity grid. The Australian Energy Market Operator has identified (2018³⁴) the need for immediate upgrade to interconnecting grids between Northern NSW and Queensland to facilitate increased mix of renewables in the electricity grid. The NSW Government³⁵ also published the *NSW Transmission Infrastructure Strategy* which prioritises the upgrade of interconnector transmission lines between NSW and Victoria and Queensland by 2022 and proposes the establishment of new 'energy zones' where strategic transmission infrastructure upgrades can connect multiple projects at

³² NENW Regional Plan 2036, p25

³³ NSW Department of Premier and Cabinet, 2018, Upper North West REDS, p51

³⁴ AEMO, 2018, Integrated System Plan, p83

³⁵ NSW Government, 2018

lower cost'. Narrabri LGA is not in the identified energy zones, however the suitability of the LGA for renewable energy generation is proven by existing investment. The planned interconnector NSW-Qld upgrade will directly link with Narrabri LGA.

Other considerations are the potential impact of solar farms on rural land. The NSW Government's Large-Scale Solar Energy Guideline provides key considerations for site selection which include suitability and access factors as well as ability to decommission projects and rehabilitate sites. Other factors affecting renewables are a lack of political certainty around energy policy and attracting a labour force, particularly if construction coincides with construction of a major mining project in the area. Council's Community Strategic Plan 2018-19 refers to encouraging the establishment of a commercial solar power industry in the LGA³⁶.

Wind generated energy appears to be feasible on the Nandewar Ranges footslopes and not the wider area of the LGA as with solar generated energy. The AEMO Integrated System Plan for renewables identifies at least potential for two wind projects between the LGAs of Narrabri and Moree Plains.

Narrabri Shire Council is investigating opportunities to develop an Indian mustard and Bio Hub industry in Narrabri. This will act to further diversify income streams within the Narrabri Shire. The development of a Bio Hub attached to the local sewage works, a supply of green waste from the local waste facility and other organic waste sources to produce methane gas, electricity and bio-diesel as an energy source, will incorporate co-generation from organic waste. This becomes a viable renewable industrial platform for the conversion of Indian mustard to high value products and later, other products.

Source: Narrabri Shire Council 2019

4.3.3 Summary of Mining and Renewables

- » There are 6 determined coal mining developments in the LGA, mainly located to the south of Narrabri around Boggabri. There are 2 in the process of assessment.
- » Narrabri mining in terms of output and value adding, generating an estimated \$421.7million and \$929 million value-add in 2019³⁷.
- » There has been substantial investment in transport infrastructure for mining projects, including rail and road upgrades, such as spur lines east and north of Boggabri and a rail overpass on the Kambiaroi highway. Coal is transported to the Port of Newcastle via the Werris Creek Mungindi railway.
- » Mining employment comprises approximately 23.5% of Narrabri's jobs, however 18% of these jobs are held by people outside the LGA.
- » The Australian Energy Market Operator has projected decreased reliance on black coal by 2039, meaning a transition from mining to alternative sources of energy is an opportunity that the industry and investors needs to capture.
- » The NENWP identifies that the New England North west as a leader in renewable energy with its potential source of solar, bio-waste, hydro, wind and geothermal. It is the second highest solar penetration region in NSW, receiving 19 to 20 megajoules daily.
- » Narrabri has one approved and two solar farms in assessment phase.

³⁶ Narrabri Shire Council 2018-19 Community Strategic Plan, p44

³⁷ RDA Northern Inland, 2019 Economy profile for Narrabri

- » The Australian Energy Market Operator has identified (2018³⁸) the need and the NSW Government has committed to, immediate upgrade to interconnecting grids between Northern NSW and Queensland to facilitate increased mix of renewables in the electricity grid.
- » Potential issues in capitalising on renewables is attracting a labour force, particularly if construction coincides with construction of a major mining project in the area.
- » As with agriculture and mining, renewables also need separation distance and protection from incompatible land uses such as settlement.

4.3.4 Recommendations for Mining and Renewables

Mining and renewable energy development are likely to be a major land use and employer in the Narrabri LGA to 2036. It is also noted that Council is not likely to be the determining authority of major projects. It is therefore critical to protect the land and infrastructure resources on which these industries depend, and as practically possible, retain a labour force to service them.

- » Identify renewable energy resource precincts and infrastructure corridors with access to the electricity network;
- » Develop a strategic and integrated planning framework to encourage the alternative and renewable energy sector to invest in Narrabri LGA;
- » Use DPIE's Large Scale Solar Energy Guideline to guide the location of new development;
- » Review NLEP provisions, land use tables, mapping and minimum lot sizes and best practice guidelines to:
 - > assess RU1 and RU4 zones as appropriate zones for large scale mining, infrastructure and renewable projects; then
 - > ensure permissibility of appropriate employment generating development and ancillary industries;
 - > reduce risk of encroachment and impediments to the expansion and intensification of mining and renewable energy generation from incompatible development through a suite of LEP provisions to manage holding size and the number and siting of dwellings;
 - > ensure land uses adjacent to key infrastructure and facilities such as transport routes are appropriately zoned to prevent encroachment of incompatible urban development;
- » Review the extent of undeveloped and unserviced R5 zoned land for potential impacts on mining, renewables and ancillary employment generating activities.

³⁸ AEMO, 2018, Integrated System Plan, p 83

4.4 Industrial land supply

The Narrabri LGA has large amounts of land zoned IN1 General Industrial and IN2 Light Industry in Narrabri, Boggabri and Wee Waa. An adequate supply of zoned employment land in the right location with the necessary infrastructure will attract investment in existing and emerging industry sectors.

Council has identified a demand for more industrial land in addition to the Logistics and Industrial Hubs in Narrabri, Wee Waa and Boggabri. The NENW RP recognises that 'green industries' will emerge as businesses identify new opportunities and productivity gains associated with environmental sustainability.

'Green' industries are businesses, facilities, services or technologies that provide sustainable alternatives or solutions to environmental challenges. Examples include bottle recycling plants, waste management and treatment or research and development for clean energy. These sectors will be at the heart of considerable innovation and can gain greater success with local partnerships between industry, government and educational facilities.

Australian Recycled Plastics located in Narrabri is a regional green industry success story. The facility processes recycled plastic waste that is obtained by 'back loading' empty cotton haulage trucks returning from Newcastle and Sydney. Each week the facility turns 50 tonnes of recycled plastic bottles into a flake material used in products from supermarket meat trays to outdoor decking material. This growing business employs 42 people.

Source: Narrabri Shire Council 2019

The following provides a summary of industrial land (employment land) in each town with recommendations for future land use investigations.

4.4.1 Narrabri

Narrabri has approximately 106ha of industrial land to the north of town on the Newell Highway, Wee Waa Road and 660m at the closest point to the Werris Creek Mungindi Railway Line to the east. The IN2 zone has light industrial development along the Wee Waa Road, silos and grain handling and freight and logistics facilities, see **Figure 36**. There is approximately 50ha of vacant land within the zone. The entire area is inundated by the 1% or 1 in 100 year flood.



Figure 36: North Narrabri IN2 zone

In West Narrabri there is approximately 198ha of land zoned IN1 north and south of the Narrabri West Walgett Railway, bounded by Yarrie Lake Road and Williams Drive. There are some large lot lifestyle dwellings in the north Yarrie Lake Road area along with industrial development; freight and logistics developments are located north and south of the railway line, with spur line, see Figure 37 below. There is approximately 150ha vacant land in the IN1 zoned area.

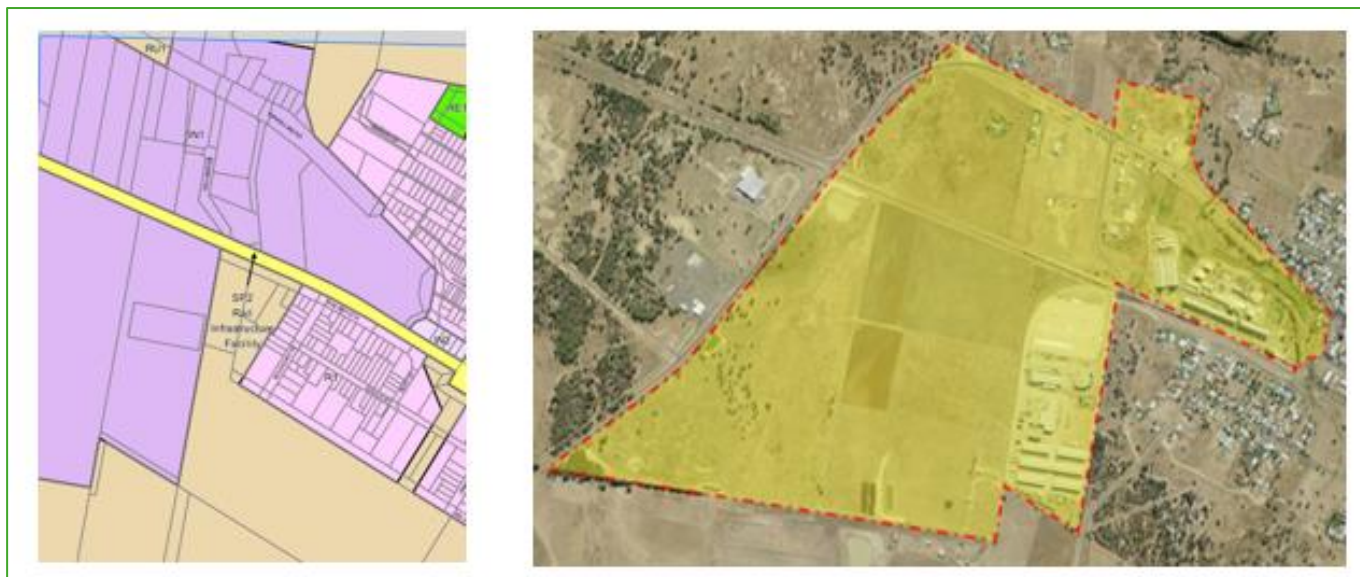


Figure 37 West Narrabri IN1 land (partial excerpt from LEP maps LZN_004 and 4A)

The Inland Rail route is likely to traverse Lot 2 DP506645 vacant lot (102ha) on Yarrie Lake Road to the south west of the Railway line shown in Figure 38. Council has proposed the development of a freight and logistics hub west of this site adjacent to the Inland rail corridor, (see section 6.2 for more information).

A more detailed analysis of land is required to inform management of the Inland rail corridor in West Narrabri.



Figure 38 Lot 2 DP506645

4.4.2 Wee Waa

Wee Waa has 94ha of land zoned IN1 to the west of the town, inside the levee bank. The land is adjacent to the Narrabri West Walgett Railway and has a spur line into a freight and logistics complex south of the railway line. There are silos and grain handling development along a passing lane adjacent to the main railway line. The remainder of the IN1 zone is largely developed both sides of Boolcarrol

Road. The adjacent B4 Mixed use zone appears to contain mostly dwellings with some business activity along Warriar Street. Figure 39 illustrates the LEP excerpt of IN zones and aerial photography of the same area.

There is approximately 7.5ha of undeveloped IN1 General Industrial land in the north on Boundary Street adjacent to the levee bank; 9.4ha adjacent to the Narrabri West railway and 7.2ha south of Leap Road. The parcel of land zoned 1N2 Light Industry is developed and there is no other IN2 land in Wee Waa. There is 24 ha of IN1 zoned, flood free land in Wee Waa.



Figure 39: Wee Waa industrial land

4.4.3 Boggabri

Boggabri has approximately 42ha of IN1 land located to the north of the village next to the Werris creek Mungindi Railway and Kamilaroi Highway, see Figure 40. The only development evident on site is the grain handling silo and ancillary development adjacent to the railway line.



Figure 40: Boggabri industrial zones

The IN2 zone includes SP2 zoned land over electricity generating works and the railway and silo complex in north Boggabri, directly adjacent to the IN1 land described above. There is approximately 10 ha of land available for light industry, not including the areas zoned SP2 Infrastructure. There are approximately 8 dwellings in the IN2 zoned land and there is a retirement home to the north east of the site, see Figure 41 below.



Figure 41: Boggabri IN2 land

4.4.4 Discussion

In West Narrabri the Inland Rail corridor traverses 74 Boundary Road (Lot 2 DP506645, 102ha Figure 42 below) which is currently vacant next to the Wee Waa railway line, and adjacent to existing freight and logistics development. A 100m wide rail corridor through this lot could take up an estimated 20ha of land, with access limitations for road traffic. This leaves 87ha of land for industrial development, which is considered to be ample for the medium term.



Figure 42: 74 Boundary Road

If Lot 2 DP506645 is affected by Inland Rail, there may be a longer-term requirement for more IN1 land. Where possible, it is prudent to maintain land adjoining the Inland Rail as a buffer. While there is ample land zoned IN2 in north Narrabri, there is land along Yarrie Lake Road and Boundary Street that could be investigated for future IN1 purposes. As part of any assessment of suitability and capability, the northern extent of the existing IN1 zone on Yarrie Lake Road land should be reviewed for future requirements considering the proposed Inland Rail corridor, see Figure 43 below.

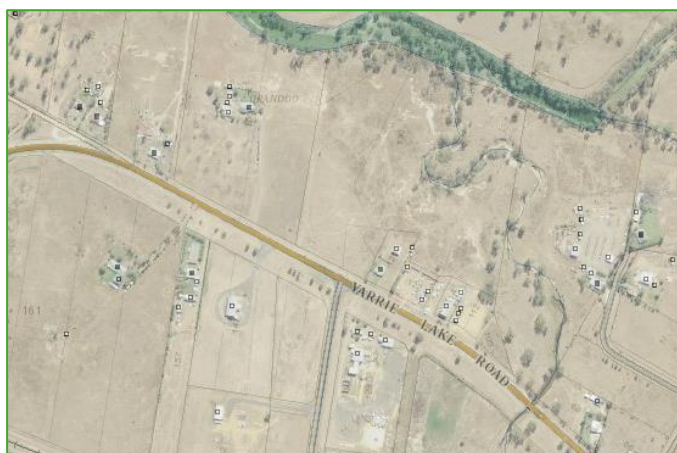


Figure 43: Yarrie Lake Road

4.4.5 Summary

- » There is ample, zoned IN1 (150ha) and IN2 (50ha) land in Narrabri; however North Narrabri is flood affected and West Narrabri, parts now potentially impacted by the Inland rail route. If more industrial land is required in Narrabri in the short to medium terms, there are options within the existing zoned land.
 - > Vacant North Narrabri IN2 land south of Francis Street could be investigated for rezoning to IN1 once flood modelling is completed.
 - > There is housing on Yarrie Lake Road in West Narrabri that is adjacent to the Inland Rail corridor that should be investigated in more detail for future management as a buffer.
- » Wee Waa has 24ha of IN1 zoned, flood free land and there is no vacant IN2 land. It may be appropriate to rezone some IN1 land to IN2 zone where adjacent to the B4 zone.
- » Boggabri has 42ha of IN1 land and 10ha of IN2 land that is largely undeveloped. The eastern edge of the IN2 land is located near residential development.

4.4.6 Recommendations for industrial land

Recommendations for industrial land and development are:

- » Review NLEP provisions, land use tables and minimum lot sizes to ensure 'green industries' are facilitated in appropriate locations.
- » Direct new urban development into existing zoned and serviced areas in accordance with the Interim Settlement Guidelines.

- » Review NLEP to manage the density and location of dwellings to avoid land use conflict in the Rural, Special use and Industrial zones.
- » Investigate the suitability and capability of land in the Yarrie Lake Road, Boundary Road and Culgoora Road area for future industrial land.

4.5 Tourism

The New England North West has the highest tourism expenditure in inland NSW, estimated to be worth \$740 million to the regional economy (NENW RP). There is an opportunity to expand tourism visitation and expenditure given the unique environment, diverse landscapes, climate and friendly communities. Nature based adventure and cultural tourism places are identified as a priority for Narrabri in the NENW RP as the Narrabri area is positioned and promoted as a region of potential and opportunity.

In 2017, Narrabri Shire attracted 261,000 visitors who stayed on average 3 nights in the Region with these visitors injecting an estimated \$50 million into the Region's economy. In addition, the towns and villages within the region are highway service centres, with hundreds of travellers each week stopping and spending money in the Council area.

Narrabri has several tourist attractions that are unique to the region and NSW. The Mt Kaputar National Park is a major topographic and geological feature on the northwest slopes and plains; and the ANSTO radio telescope array attracts a large amount of tourist interest. The Newell and Kamilaroi Highways provide access for tourists and are marketed as a 'trail' between towns and attractions such as the Siding Spring Observatory at Coonabarabran and the Moree Spa Baths. A strategy to capitalise on the existing and future traffic on the Newell and Kamilaroi Highways should be developed as a key aspect of any strategies addressing tourism.

Narrabri also hosts festivals and events which should be supported to enable continuation and expansion. Examples are food festivals in Narrabri, the annual Narrabri Show, Boggabri and Maules Creek campdrafts and other horse events. Rural and farm-based tourism is another area in which to grow visitation to Narrabri.

The marketing of the town and wider area relies on improvements to public domain and capital works to capitalise on the built and cultural heritage, CBD, riverbank, and parkland setting of each of the towns.

4.5.1 Recommendations for Tourism

The following recommendations are provided, guided by the NENW RP:

- » Reviewing NLEP to assess the available opportunities for tourism related activities and development such as temporary events and permissibility of appropriate tourist and visitor accommodation in accordance with zone objectives.
- » Complete Aboriginal Heritage Study.
- » Support the planning framework of temporary events through the development of Council policy and processes to enable and encourage temporary events within the Narrabri LGA.
- » Review and implement the Narrabri Shire Tourism Destination Management Plan (2014-2019)
- » Prepare a Tourism Activation Strategy that:
 - » Encourages a growing visitor economy that benefits the LGA economically, socially and environmentally.
 - » Provides ongoing development and improvement to Tourism infrastructure.
 - » Identifies culturally appropriate Aboriginal tourism opportunities.

- » Encourages tourism development in natural areas that supports conservation outcomes.
- » Strategically plans for a growing international tourism market.
- » Aligns with the Destination Management Plan prepared by Destination NSW/ Country Outback Plan of Management.
- » Continues to build the strategic alliances and partnerships needed to take the tourism industry forward.

5 Environment and Heritage

5.1 Introduction

It is important to preserve and manage ecosystems holistically so that the natural and human communities that rely on them can co-exist. Natural hazards also need to be managed to reduce potential risk for communities, the natural and built environment.

Narrabri LGA contains some of the North West's most significant natural assets. The rare sub-alpine communities at Mount Kaputar near Narrabri occur nowhere else in the world. The NENW RP identifies the natural assets that sustain productive agriculture, provide clean air and water and improve community wellbeing. These natural assets also provide opportunities for diversified nature-based tourism.

It is widely accepted³⁹ that climate change is the defining issue of the present and future. There is scientific consensus that climate change driven impacts will continue to exacerbate natural hazards such as bushfire, flood, extreme storms, drought and heatwaves, which in turn increase the risk of disasters occurring.

Disasters can have far reaching economic, environmental and social costs for communities where not anticipated or mitigated. Land use planning is an effective tool for managing natural hazards such as bushfire and flood. By strategically allocating land uses and weighing the multiple considerations presented by disaster risk reduction, people, infrastructure and the environment can avoid exposure to the most severe impacts.

Council's Community Strategic Plan identifies in Strategic Direction 2: Environmentally Sustainable and Productive Shire the following objectives for land use planning:

Table 14 Community Strategic Plan Objectives for environmental sustainability

Strategy	
2.1.1	Conserve our Aboriginal heritage through improved awareness
2.1.2	Planning controls appropriately identify and conserve open spaces and natural environmental areas
2.1.3	Existing passive recreational open spaces are well maintained and accessible for public use
2.2.4	Decision making will be informed by the principles of ESD
2.3.3	Conserve and manage our natural water resources for environmental and agricultural sustainability

This Strategy advocates for the continued and enhanced protections of Narrabri's environmental and heritage assets. A detailed description of these assets has not been provided here; instead a general overview is provided in reference the following documents, acknowledging the need for updated data and modelling.

³⁹ United Nations, IPCC, 2018, <https://www.un.org/en/sections/issues-depth/climate-change/>

Table 15 Environmental Information sources

Document	Author
NENW Regional Plan	NSW Government
Adapt NSW Climate Change Snapshot NENW	NSW Government
Flood study	TBC
HEV mapping	NSW Government
Bushfire mapping and updated legislation	RFS
Draft GMS 2009	Edge Planning

5.2 Flooding

The Namoi River in the Narrabri Shire floods to the extent of inundating large amounts of the floodplain. The extent of the 1% ARI flood, plus half a metre freeboard, is shown in the LEP Flood Area map excerpted below maps below for Narrabri (Figure 44) and Boggabri (Figure 45).

Narrabri LEP 2012 - Flood mapping

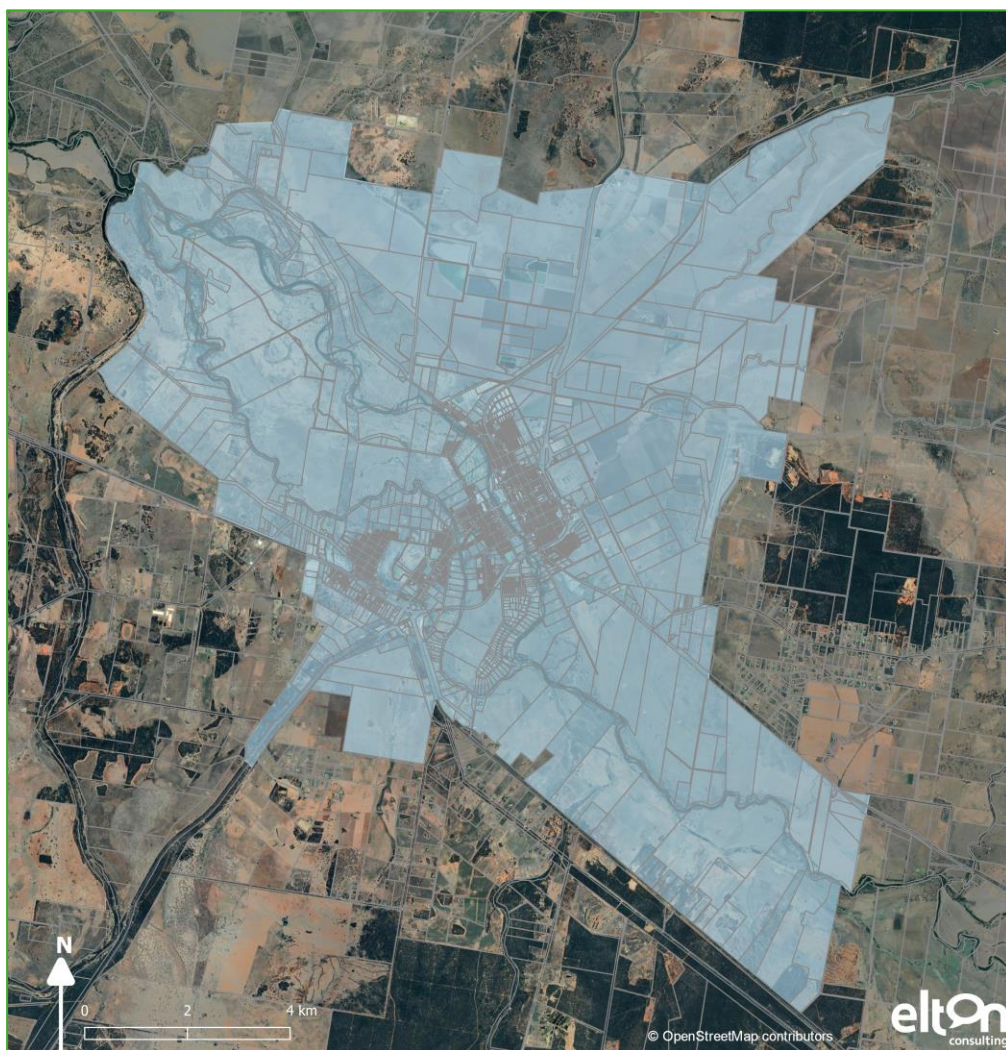


Figure 44: NLEP 2012 Flood Area mapping for Narrabri (excerpt from FLD_004F and FLD_004H)

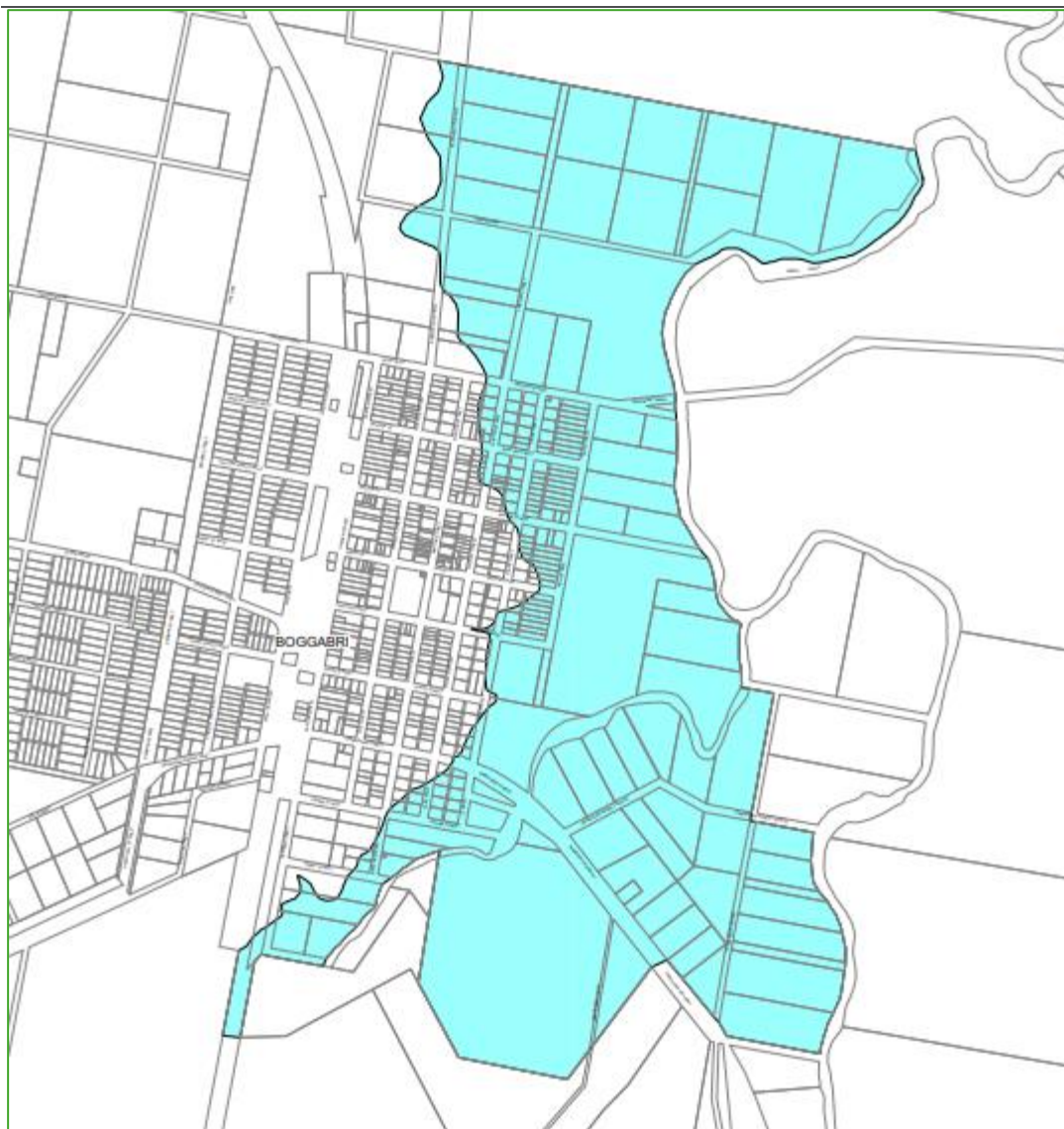


Figure 45: Boggabri Flood mapping (excerpt from FLD_004E)

Narrabri Shire Council has prepared new flood mapping for the LGA. This work is yet to be peer reviewed, incorporated into a Flood Plain Risk Management Plan, and endorsed by the NSW Government. Until this project is completed, the existing LEP flood planning maps will guide development decision making in accordance with the Interim Settlement Guidelines, provided in Appendix C.

5.3 Bushfire risk

In planning for the use of land in the rural or urban context, it is important to consider the potential threat from bushfire. Bushfire risk is a major constraint to future development, and with climate change is expected to get worse.

The abundance of native vegetation and the topography of the Shire particularly in the east makes it prone to bushfire. The Adapt NSW New England North West Climate change Snapshot⁴⁰ reports that in

⁴⁰ NSW Government, Adapt NSW New England and North West Climate Change snapshot, 2014

the near future (2030), projected changes to the Forest Fire Danger Index (FFDI⁴¹) will occur, increasing fire weather in summer, spring and winter and also increasing the number of fire weather days in summer and spring. Severe and average FFDI is projected to increase, particularly in spring and summer.

Bushfire hazard is comprised of typology of vegetation and proximity of urban environment. The RFS categorises vegetation into three groups being:

- » Category 1 – High Risk
- » Category 2 – Low Risk
- » Category 3 – Medium Risk

The Rural Fire Service’s publication Planning for Bushfire Protection 2019, effective in 2020, will bring updated legislative provisions that set out developing in bushfire prone areas. New bushfire mapping is also expected, and once available will be used with the Interim Settlement Guidelines to assist Council guide the location of new development. The current bushfire prone land map below (Figure 46) shows the bushfire prone land broadly associated with stands of native vegetation, mainly the Pilliga Forest and Nandewar Ranges. The villages of Gwabegar, Pilliga and potentially Baan Baa are located close to bushfire prone land.

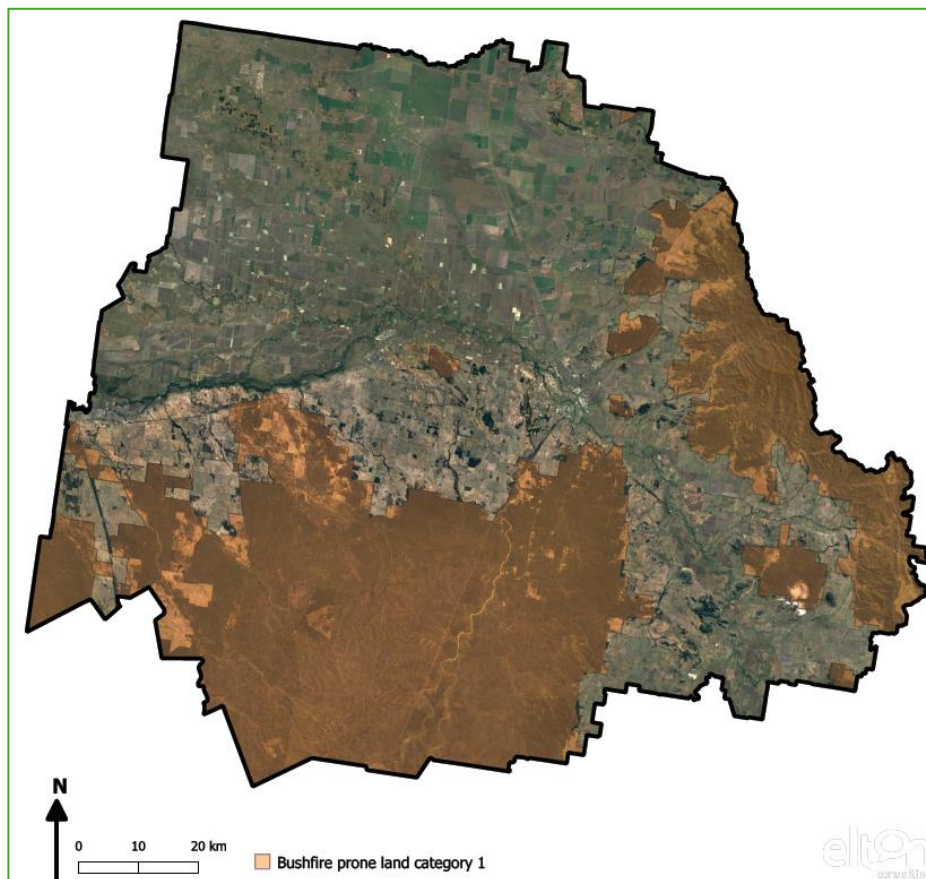


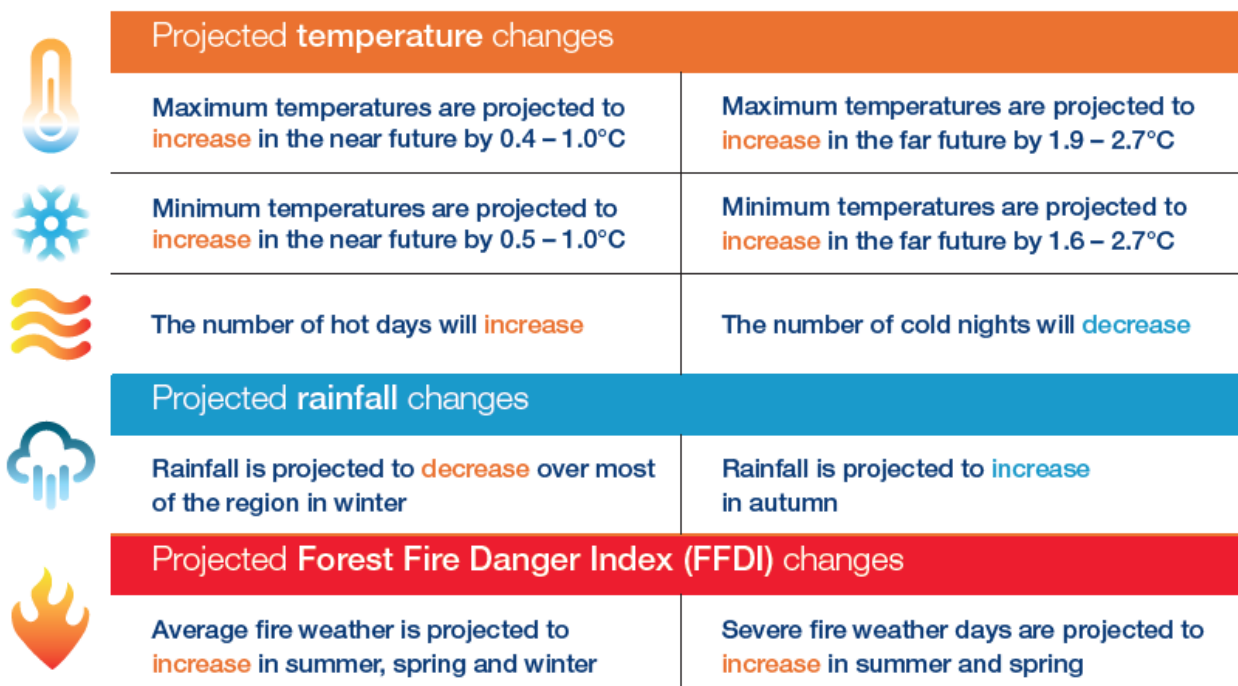
Figure 46: Bushfire Prone Land Map

⁴¹ Forest Fire Danger Index values are used when planning prescribed burn and is also an indication of the consequences of a fire – the higher the FFDI the more dangerous.

5.4 Climate Change

The NSW Government’s New England North West Climate change snapshot states that based on long term observations (1919-2011), temperatures have been increasing since about 1970, with higher temperatures in recent decades. The region is projected to continue to warm during the near future (2030) and ‘far future’ (2070) compared to 1990-2009. The warming trend and other implications are provided in the following infographic (Figure 47):

Figure 47: Projected climate change impacts for North West NSW



Source: (Adapt NSW, 2019)

It is clear from the above data that Council and the community needs to be prepared and adapt to the projected and currently experienced climate change impacts. It should be noted along with adaptation is the opportunity to reduce negative impacts and take advantage of the new opportunities that may arise. If changes are made and movement towards adaptation are taken, there is the potential to lessen some of the expected social, economic and environmental impacts of climate change.

People living in rural Australia have had a history of adaptation to the changing environmental conditions, however the changes are happening faster now. There are some potential adaptation measures outlined by the CSIRO⁴² (2019) as follows:

- » Improving water-use efficiency across rural and urban areas.
- » Absorb heat impacts in urban areas with green shade such as tree canopies.
- » Reviewing flood and fire management arrangements to remove risk for people and economic assets.

42 CSIRO. (2019). Case study Climate change information for Australia.

- » Farming adaptations include changing planting times, plant varieties and practices for crops and pastures; providing more shade and cool areas for livestock and windbreaks to reduce wind speed and evaporation.
- » Providing migration corridors for vulnerable animal species.

The above measures connected to settlement and development are encapsulated in best practice strategic planning and are included in this Strategy's recommendations.

5.5 Biodiversity

Biodiversity is defined as the variety of living animal and plant life from all sources and includes diversity within and between species and diversity of ecosystems. Native vegetation is an important resource that is essential to ecological and land management as well as contributing to the visual landscape of the Council area. It provides habitat for native flora and fauna and is an integral part of the rural cultural and natural landscape.

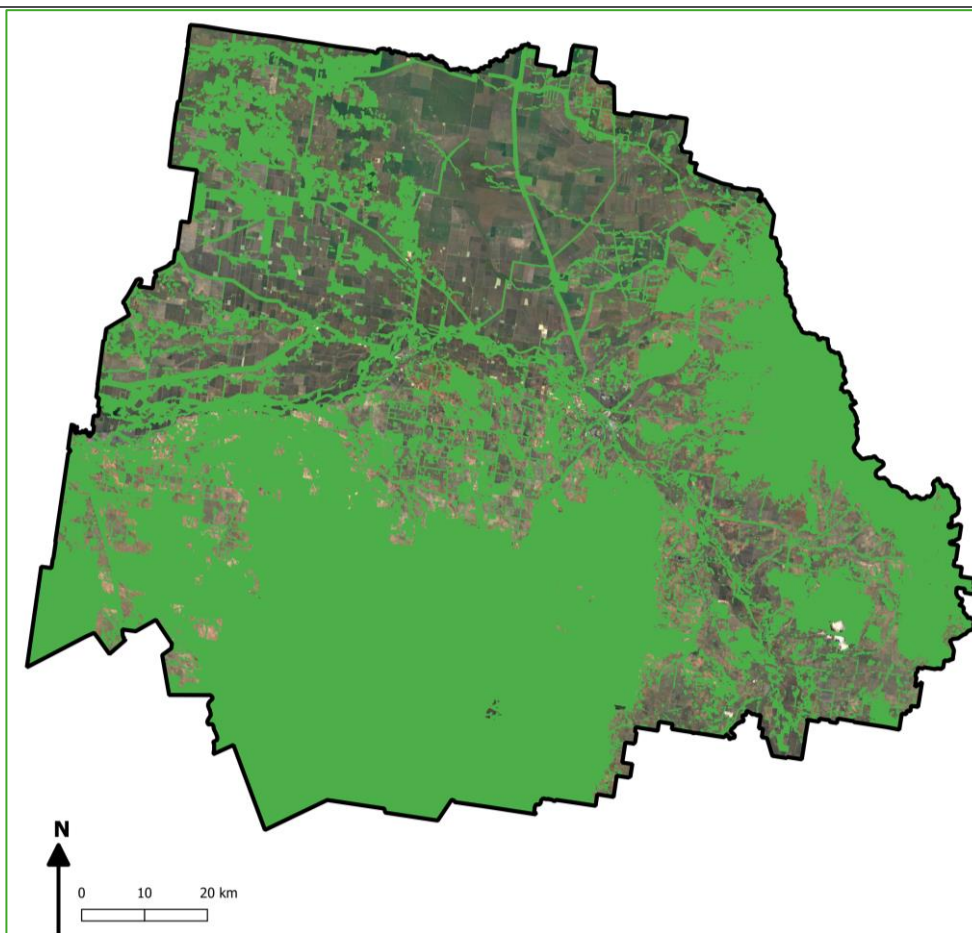
Major pressures on native vegetation in the Shire arise from clearing the land for development, agriculture and service infrastructure. Secondary impacts of human activities such as bushfire, the spread of garden weeds, domestic pet and livestock damage and pollution from on-site sewage systems all need to be considered in a strategic approach to the planning.

Biodiversity needs to be protected when carrying out any planning exercise for new development. There are also implications for the conservation and expansion of existing wildlife corridors or linkages. There is significant vegetation and biodiversity habitat in road reserves and travelling stock routes which should be conserved as they can form wildlife linkages. Large areas of bushland remain on private land.

The waterways of the Shire provide habitat for the aquatic biodiversity. This includes a diverse range of habitats like floodplain areas, riparian vegetation, instream aquatic vegetation, snags and floodways. There are also some threatened species in these habitats.

The NSW Planning Industry and Environment has prepared mapping of areas of high environmental value (HEV) for the New England and North West region. The HEV in Figure 48 shows areas of potential high environmental values that will inform the GMS and new planning instruments.

Figure 48: High Environmental Value Map for Narrabri LGA



Source: DPIE 2020

5.6 Heritage

The NLEP lists 40 heritage items, the majority of which are built European heritage items. An Aboriginal Cultural Heritage Study is currently being undertaken on behalf of Council, with a European Cultural Heritage Study to be completed directly after.

It is important to consider the heritage of the area when looking at the future for the urban and rural lands. This includes both European and Aboriginal heritage values. There is currently a low level of documented knowledge about Aboriginal cultural heritage.

Aboriginal settlement has provided a rich diversity of sites and cultural information, which needs to be considered when investigating areas suitable for development.

Council's Community Strategic Plan 2027 identifies in Objective 2.1 the need to maintain open space, natural environment and heritage for future generations. Strategy 2.1.1.1 Action is to complete an Aboriginal Heritage Study to identify sites for inclusion in the Narrabri LEP. A review of the NLEP Schedule 5 should be undertaken, informed by a heritage study.

5.7 Summary

- » Updated flood mapping is in the process of being prepared; the NLEP 2012 flood maps will guide planning decision making until the preparation and endorsement of a new Flood Plain Risk Management Plan.

- » The abundance of native vegetation and the topography of the Shire makes it prone to bushfire. The Adapt NSW New England North West Climate change Snapshot reports that in the near future (2030), projected changes to the Forest Fire Danger Index (FFDI) will occur, increasing fire weather in summer, spring and winter and also increasing the number of fire weather days in summer and spring. Severe and average FFDI is projected to increase, particularly in spring and summer.
- » The NSW Department of Planning Industry and Environment has prepared mapping of areas of high environmental value (HEV) for the New England and North West region. The HEV shows areas of potential high environmental values that will inform land use allocation for this Strategy and LEP amendments.
- » Council and the community need to be prepared and adapt to the projected and currently experienced climate change impacts.
- » If changes are made and movement towards adaptation are taken, there is the potential to lessen some of the social, economic and environmental impacts of climate change.
- » Narrabri has important cultural heritage, both European and Indigenous. The preparation of heritage studies in consultation with the local aboriginal communities to ensure that objects and sites of aboriginal significance are protected and conserved.

5.8 Recommendations for Environment and Heritage

The NENW RP Actions for environment and heritage have been used to guide the recommendations below. Based on the evidence and information provided, it is recommended that Council consider the following in more detail when undertaking LEP review and preparation of the LSPS:

- » Use the most up to date, endorsed HEV mapping to inform land use allocation to avoid potential development impacts on natural areas.
- » That Council use a suite of measures including review of LEP provisions such as dwelling density and separation distances between HEV assets and areas of potential natural hazard, to prevent impacts on vulnerable areas.
- » Use the Interim Settlement Guidelines in assessing urban investigation areas to ensure water supply efficiencies and mitigation of impacts of incompatible development on water catchment areas and groundwater sources.
- » Use the most up to date, endorsed flood and bushfire risk modelling that include the projected impacts of climate change to inform land use allocation, particularly urban growth.
- » Council prepare a comprehensive cultural heritage study of the LGA in accordance with best practice consultation and engagement guidelines; recommendations from the Heritage study will be reflected in the NLEP as appropriate.
- » Council assesses the feasibility of providing enhanced green canopy and shade in public spaces and business zones to ameliorate the impacts of temperature extremes.

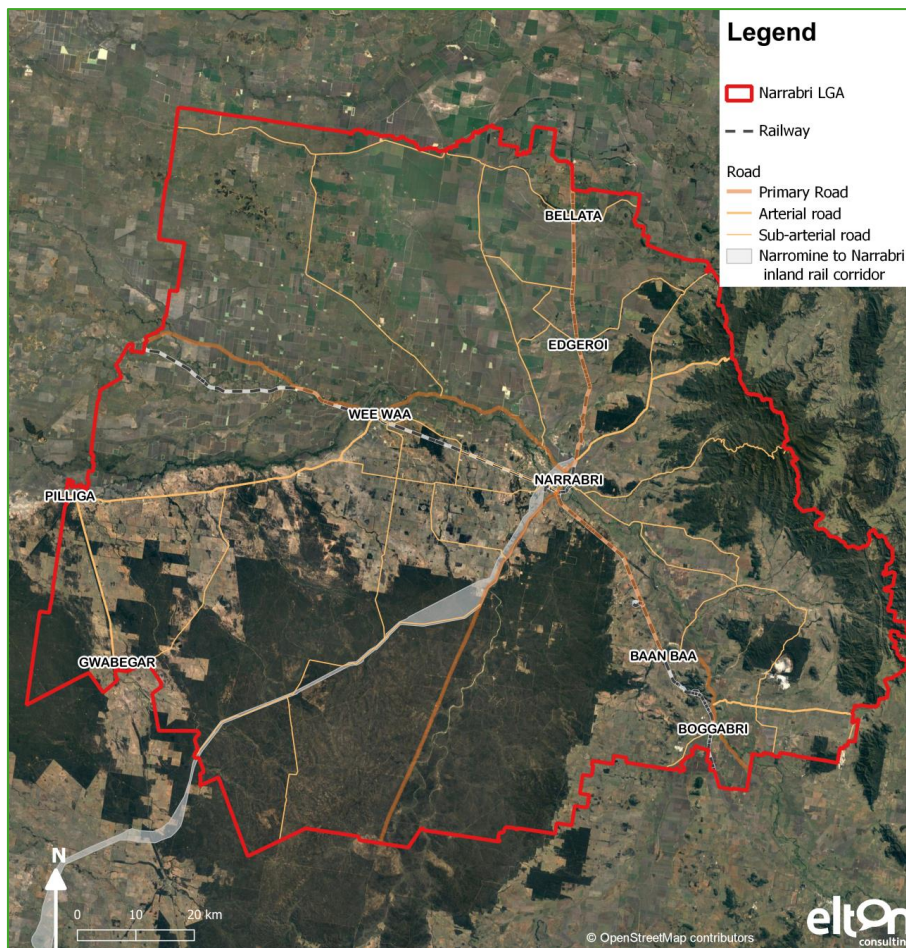
6 Transport and Infrastructure

6.1 Introduction

Transport, distribution and handling networks support the movement of agricultural production across the region, interstate and overseas. Agricultural and processing sectors require products to be transported to domestic and export markets in either Brisbane or Newcastle and Sydney in a timely and efficient manner to remain competitive. An estimated 260 million tonnes of goods originate in regional NSW, comprising approximately 65% of the total freight task by volume. The largest exports by commodity flows from the wider NENW region are coal, grains, food and live animals, with coal being the main export commodity from Narrabri.⁴³

Containerised grain and cotton is moved by rail to Port Botany, Sydney. Narrabri has an active containerisation industry where sorghum, cottonseed, wheat and smaller amounts of legumes are transported by rail for export.

The Main Northern Railway Line links Narrabri with Werris Creek and Newcastle, and transports grain, intermodal freight, minerals and coal to the Port of Newcastle (Figure 49).



⁴³ RMCG, 2015, Agricultural Expansion Analysis: NENW

Figure 49: Narrabri transport connections including Inland Rail proposed route

The Newell Highway is the main inland north south route connection between Queensland and Victoria, passing through Narrabri. The highway is heavily used for the transport of agricultural produce including cotton and grains. In some sections the highway operates with 50% heavy vehicle (freight) mix with plans to enable B-triples to operate on the NENW section to provide access to Queensland freight sites⁴⁴.

The Melbourne to Brisbane Inland Rail is being planned and constructed between Gwabegar and Narrabri in the Narrabri LGA.

The NENW RP⁴⁵ identifies the expanding freight and logistics industries in the region as a focus for investment into the future. Protection of the transport assets and expanding export-related and value adding industries will encourage investment, attract industry and provide certainty to industries.

6.2 Rail network

Narrabri is serviced by the Mungindi Line, an extension of the Main North Railway line; (Newcastle to Werris Creek), connecting to the Main North Coast line from Sydney to Brisbane. The line transports grain from Narrabri, intermodal freight, minerals and coal to the Ports of Newcastle and Botany.

The Narrabri West Walgett branch line services Wee Waa, connecting to the Werris Creek-Mungindi line at West Narrabri. The Werris Creek-Mungindi railway traverses Boggabri and heads north to Narrabri and Moree past the IN2 zoned land. The railway line in West Narrabri traverses land zoned IN1 that is developed with spur line to an intermodal freight terminal on Williams Drive. The land to the immediate west contains the proposed Inland Rail corridor.

6.3 Melbourne-Brisbane Inland Rail

The Melbourne to Brisbane Inland Rail is being planned and will be constructed between Gwabegar and Narrabri in the Narrabri LGA. The Inland Rail will reduce transit time between Melbourne and Brisbane to 24 hours. The Inland Rail route will be about 1,700km in length and includes new track sections in regional areas of NSW, particularly the Narramine to Narrabri section. The project is due to commence construction in late 2021-2025 and be operational by 2026.⁴⁶

The Narrabri leg is proposed to traverse the town of Narrabri from the west to the north west and link up with the Moree Narrabri railway line (Figure 50). The benefits of the Inland Rail track are likely to be far reaching for regional areas, including:

- » a 24-hour rail transit time between Melbourne and Brisbane will reduce costs of freight to ports for primary producers;
- » improve access to and from regional markets and reduce supply chain costs;
- » create jobs during construction;
- » reduced carbon emissions;

⁴⁴ Op.cit. p 27

⁴⁵ NENW Regional Plan 2036, p 41

⁴⁶ Inland Rail, 'N2N', ARTC

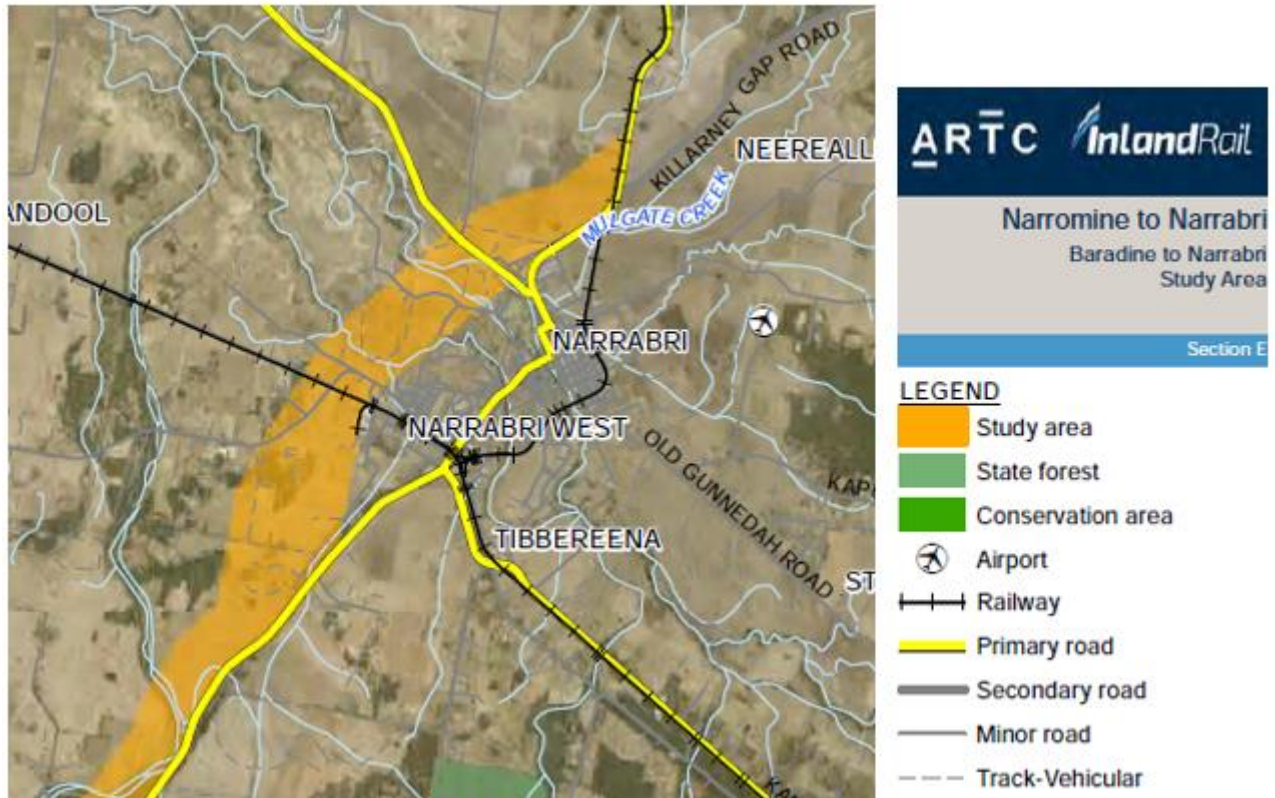


Figure 50: Melbourne-Brisbane Inland Rail proposed corridor route through Narrabri

6.4 Freight and Logistics

Narrabri has intermodal terminals with facilities for containerised freight and bulk goods, two in Narrabri on the northern and south western edge of town (see Figures 51 and 52 below) and at Wee Waa, Figure 53. These terminals are used primarily for the rail transport of grains, pulses and cotton for export. Bulk grains and pulses exported through the Port of Newcastle and Port Kembla, with containerised freight through Port Botany. It is likely that packing, and containerisation will continue to expand into specialist processed and refrigerated produce. It is suggested that the success of intermodal facilities will depend on the incorporation of products from forest industries and link with improved rail, logistics management and container port-handling⁴⁷. There is the opportunity to transport recycled plastic flakes produced by Australian Recycled Plastics in Narrabri to Melbourne and Brisbane.

The Upper North West REDS states that the Narrabri intermodal terminals will have direct access to the Inland Rail corridor, and the Wee Waa terminal having access via the Walgett Branch line which links the Inland Rail corridor in West Narrabri⁴⁸.

The NENW RP notes (p42) that Council is preparing a transport and manufacturing hub masterplan that will take advantage of existing intermodal facilities and investment in rail and natural gas infrastructure.

⁴⁷ RMCG, 2015 New England North West Agricultural Expansion Analysis, p22

⁴⁸ Upper North West Regional Economic Development Strategy 2018-2022 Supporting Analysis, p24



Figure 51: Narrabri Northern location of intermodal freight terminal



Figure 52: Narrabri South western IN1 zone location of intermodal freight terminals



Figure 53: Wee Waa intermodal freight facility

Council's Community Strategic Plan Objective 3.2 states that Narrabri will become a logistics hub for the northern inland region. The Objective 3.2 strategies are shown in Table 16 below:

Table 16 Council's CSP Objective 3.2

Strategies	Council's Role
3.2.1 Promote Narrabri Shire as a Regional Logistics Hub	<i>Advocate</i>
3.2.2 Develop at least on flood free intermodal site that has access to quality infrastructure and the proposed inland rail network	<i>Provider and Facilitator</i>
3.2.3 Explore opportunities for increasing efficiency in freight movements	<i>Facilitator</i>

Narrabri Shire is developing a transport and manufacturing hub masterplan that will take advantage of the Inland Rail project and the demand for intermodal facilities.

- » The Narrabri Shire Logistics and Industrial Hub (also known as the Northern NSW Inland Port, or N2IP) is a 240ha site located 7km from Narrabri on the south western side of town near Bohena Creek that offers low flood risk land, potential access to commercial quantities of gas (pending approval), access to potable water and high voltage electricity and is centrally located in the region's major agricultural precinct⁴⁹.
- » Council anticipates that the Regional Logistics Hub may provide for up to 900 full time equivalent personnel at full operation.

6.5 Narrabri Airport

Narrabri Airport is the LGA's main airport and is located approximately 8km from the Narrabri town centre (see Figure 54 below), with passenger numbers growing significantly since 2016 as a result of the introduction of Narrabri/Sydney flights. In 2016-17, 2,808 arrivals/departures were recorded through the airport, with these numbers jumping to 8,314 in 2017-18. The numbers for 2018-19 (to April 2019) are 6,708. These numbers are for Fly Corporate only with a further estimated 75-90 per month flights via charter flights.

Regional airports are essential for business, tourism and personal travel and high value freight. The Narrabri airport provides services for fly-in-fly-out workers and access to specialist health, legal, education and commercial services. The Narrabri Airport is serviced by Fly Corporate with flights several days a week to and from Brisbane and to and from Sydney. Annual passenger movements are expected to increase with major project development in mining and extractive industries, and in the future with increased development in agribusiness and renewables.

⁴⁹ Narrabri Shire Council, 2019, Northern NSW Inland Port N2IP Prospectus



It is important that the Narrabri airport facility operations are not impeded by the encroachment of incompatible development.

The NENW RP recognises a 67% increase in regional airport passenger growth from 2000 to 2016.

The Narrabri Airport Master Plan 2014-2034 (June 2014) identifies several opportunities and considerations including the need for protection of the airport from encroaching sensitive land uses. Council's Community Strategic Plan 2018-2019 sets out the need to review the Airport Master Plan.

The Obstacle Limitation Surface map in Figure 54b shows the influence of the airport on Narrabri town. It is prudent to consider the OLS when allocating land uses, particularly sensitive development such as residential.

Figure 54a: Location of Narrabri Airport

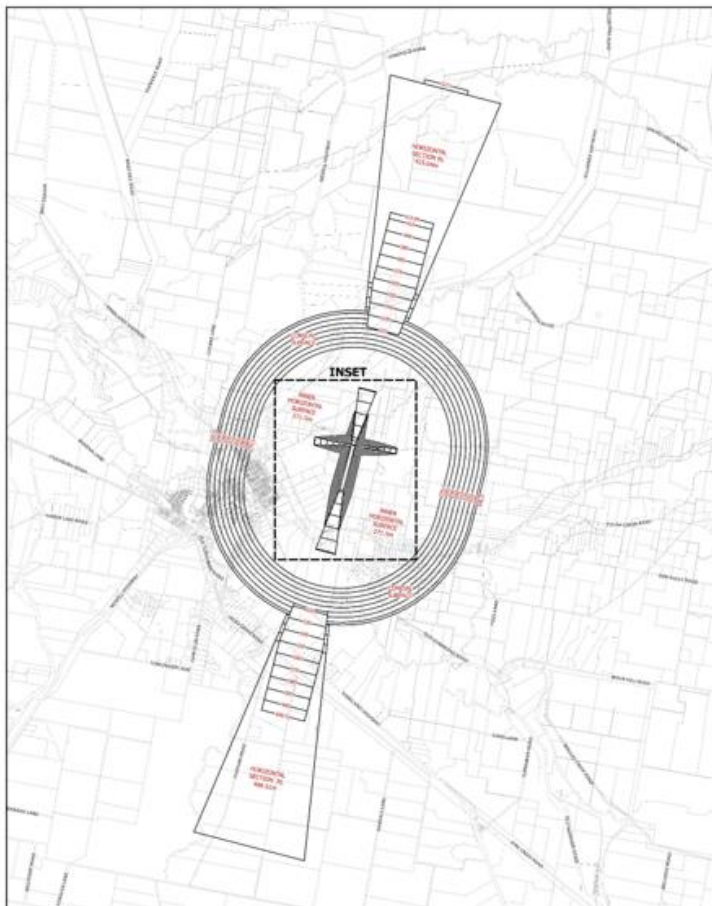


Figure 54b: Narrabri Airport Obstacle Limitation Surface

6.6 Summary

- » The Newell highway is main inland north south route connection between Queensland and Victoria, passing through Narrabri. The highway is heavily used for the transport of agricultural produce such as cotton and grains.
- » The Main Northern Railway Line links Narrabri with Werris Creek and Newcastle is part of the National Rail Freight Network and provides access to the Port of Newcastle, Port Botany and Port Kembla.
- » Narrabri has intermodal terminals with facilities for containerised freight and bulk goods, two in Narrabri and one in Wee Waa. These terminals are used primarily for the rail transport of grains, pulses and cotton for export. It is likely that packing, and containerisation will continue to expand into specialist processed and refrigerated produce. It is suggested that the success of intermodal facilities will depend on improved rail, logistics management and container port-handling.
- » The Narrabri intermodal terminals will have access to the proposed Melbourne to Brisbane Inland Rail corridor, and the Wee Waa terminal having access via the Walgett Branch line which links the Inland Rail corridor in West Narrabri⁵⁰. The Narrabri leg of the Inland Rail is proposed to traverse the town of Narrabri from the north west to the north east and link up with the Moree Narrabri railway line. The benefits of the Inland Rail track are likely to be far reaching for regional areas, including:
 - > a 24-hour rail transit time between Melbourne and Brisbane will reduce costs of freight to ports for primary producers;
 - > improved access to and from regional markets and reduce supply chain costs;
 - > creation of jobs during construction;
 - > reduced carbon emissions.
- » The Narrabri airport provides services for fly-in-fly-out workers and access to specialist health, legal, education and commercial services. It is important that the Narrabri airport facility operations are not impeded by the encroachment of incompatible development.

6.7 Recommendations for Transport and Infrastructure

Further NENW RP Actions for transport and infrastructure are provided in the table in Chapter 9. Based on the evidence and information provided, it is recommended that Council consider the following in more detail when undertaking LEP review and preparation of the LSPS:

- » Review the NLEP to assess the land use zones and provisions to protect existing and proposed freight and utility infrastructure, including Inland Rail
- » Carry out comprehensive analysis of the proposed new freight and logistics facility, known as the Northern NSW Inland Port (N2IP) to manage environmental impacts, exposure to natural hazards and impacts on surrounding land uses. Prepare a planning proposal to amend the NLEP to rezone the site where appropriate.
- » Review the NLEP to assess the land use zones and provisions to protect existing and proposed freight and utility infrastructure, particularly the Melbourne-Brisbane Inland Rail corridor.
- » Review the NLEP to incorporate buffers between the Inland Rail route, ancillary infrastructure and other land uses.

⁵⁰ Upper North West REDS, p7

-
- » Collect passenger numbers coming to Narrabri via the airport for tourism purposes.
 - » Protect Narrabri Airport from encroachment of sensitive land uses through planning provisions (LEP, DCP).
 - » Review the Airport Master Plan 2014-2034; review the NLEP to assess and upgrade land use zones, buffers and provisions to protect Narrabri Airport
 - » Council to coordinate the delivery of infrastructure and servicing, prioritising co-location in considering Planning proposals and assessment of development applications.
 - » Council to negotiate with ARTC and other firms to agree to accommodate construction and operational workers in existing towns and villages.

7 Communities

The NENW RP highlights the future of the region with attractive lifestyle and high-quality employment, housing, health and education options to contribute to new population growth.

The demographic snapshot in Chapter 2 shows that Narrabri’s population will change over time, and there is potential for higher population growth than projected. It is expected that there will be declining household sizes, a growing younger population and also an ageing population, with demand for lone person households. In terms of expected population increase, the projections indicate that there will be little overall change to the number of people, however the make-up of households will change, in turn driving demand for new dwellings.

However, with key major projects and new infrastructure, there are opportunities for the population to be more aspirational, with Council planning for a 2036 population of 14,000 people. The 2018 population is 13,231, which is higher than projected by DPIE. On this basis, and if sustainable development and growth outcomes can be implemented by Council, it is possible that the population can grow into the future.

The number of dwellings required by new and changed population growth will vary between a nominal amount to 300 new dwellings by 2036 and potentially 400 by 2040.

There are a number of villages and rural localities in the Shire. There are also a number of areas that do not have any urban area. These areas consist of a former community centred around a community hall or bushfire shed which have a vital role as a focal point for the community which lives in the surrounding area. It is important to maintain localities and villages and afford protection through appropriate land use planning provisions.

In order to understand the relationship between Narrabri’s settlements and to provide a strategic context for them, a five-order hierarchy is suggested for Narrabri Shire in Figure 55:

Figure 55: Overview of relationship between settlements



The purpose of the hierarchy is to acknowledge that some settlements, due to their lack of services and facilities, will probably not expand. A description of the settlement hierarchy⁵¹ is provided:

- » *Regional Centre* This provides a wide range of employment, entertainment and recreational opportunities, a full range of local services and higher order services such as Major Hospital, TAFE College as well as a high school and major indoor recreation facility and can have a University campus or learning facility. It also has regional offices of State Government Departments. It has a large mixed commercial area providing service, retail and office uses with a large chain supermarket and a discount department store. It caters for convenience, weekly and comparison shopping. It draws its catchment from the surrounding Local Government Areas. Tamworth is the regional centre in Narrabri's settlement hierarchy.
- » *District Centre*. This provides a range of employment, entertainment and recreational opportunities, a full range of local services and some higher order services such as high school and health care as well as a major indoor recreation facility. It has a large mixed commercial area providing service, retail and office uses with a large chain supermarket. It caters for convenience, weekly and limited comparison shopping. It is the principal centre of the Shire. Narrabri is the District Centre in this case.
- » *Town*. This provides a range of employment, entertainment and recreational opportunities, a full range of local services and some higher order services such as high school and health care as well as a major indoor recreation facility. It has a large mixed commercial area providing service, retail and office uses with a large chain supermarket. It would cater for convenience, weekly and limited comparison shopping. It is the principal centre of the Shire. Wee Waa and Boggabri are towns.
- » *Village*. This provides only for convenience needs and typically has only a general store / post office. Baan Baa, Bellata, Edgeroi, Pilliga and Gwabegar are villages.
- » *Rural Centre*. This is a focal point for the surrounding community and usually has a community hall or bushfire shed. There are generally no shopping facilities or other services in this area. Cuttabri, Eulah Creek, Maules Creek, Merah North, Nowley and Turrawan are typical of a rural centre. See Figure 56 below.

⁵¹ Draft Narrabri GMS 2009

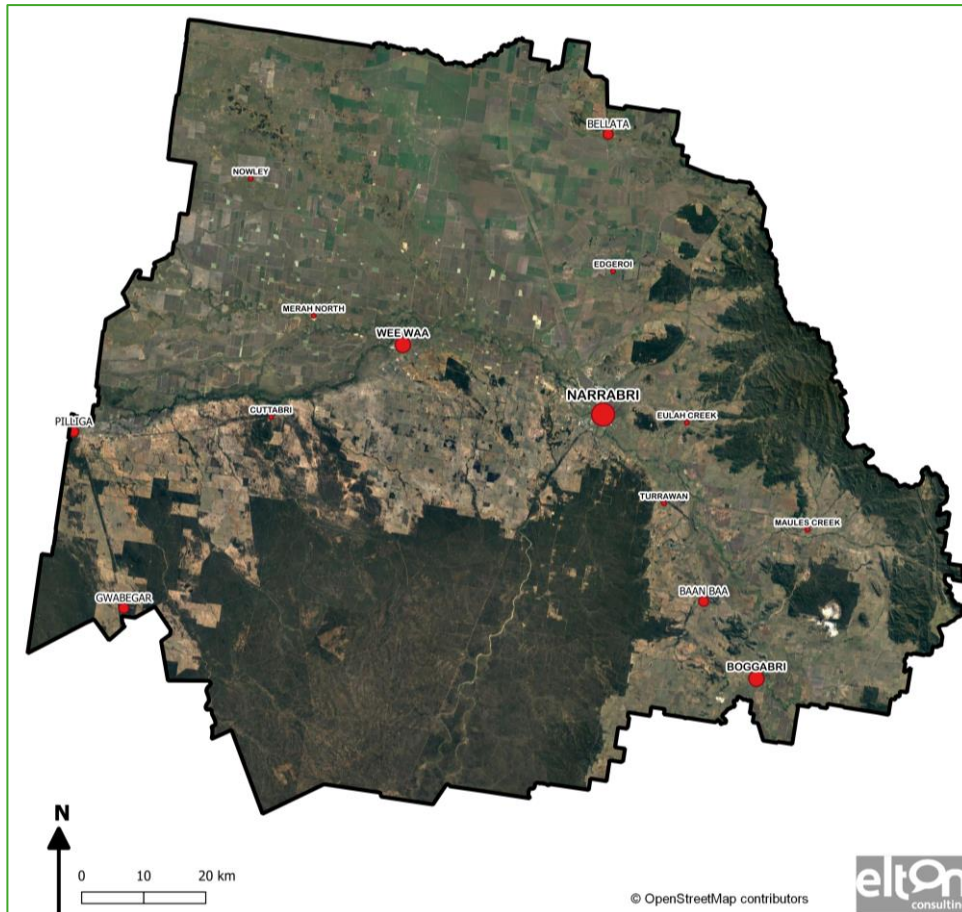


Figure 56: Location of towns and villages

For a settlement to be able to expand, basic services and facilities including weekly shopping and a school are desirable. The regional centre, district centres and towns are usually able to grow with a mixture of urban development; however villages and rural centres, because of a lack of services and facilities have low potential to grow, and nor should substantial new growth be encouraged.

7.1 Settlement Sustainability

New growth will need to be provided in accordance with the **NENW Interim Settlement Guidelines** provided in Appendix C. In summary, these guidelines direct new growth to areas that have urban services, are not constrained by areas of high environmental value or areas affected by natural hazards, located where residents can access other essential services and facilities by walking and cycling, provide and maintain residential amenity, and not impact on economic activities such as industrial or agricultural land uses.

The growth of a settlement can be both within the existing urban boundaries (infill development) and an expansion of the existing boundaries. For it to be sustainable, where supply is low and demand high, growth can be a combination of both.

A full description of Narrabri's settlements is provided in the GMS 2009.

It is practical that Narrabri is the location of the majority of new residential growth, however it is reasonable to expect that there will be a modest demand for new development in towns and villages. An analysis of land use capacity in each centre has not been provided in this Strategy. As there are yet to be resolved land use issues (flood study outcomes, Inland rail corridor, housing supply analysis),

recommendations for locations of new growth outside urban boundaries are not made. In any case, principles for new growth for all centres need to be considered and carried out in accordance with the NENW Interim Settlement Guidelines.

A summary of each centre is provided in the following section, with potential implications and broad recommendations for growth management at the end of the chapter.

7.2 Residential land supply

The GMS 2009⁵² carried out analysis of land capability and land supply for future residential development. Generally it found that there was adequate supply of land for residential development in the urban centres with flooding being a common constraint. Narrabri, Boggabri and Wee Waa were the only settlements with growth potential given the lack of servicing in Baan Baa, Bellata, Edgeroi, Gwabegar and Pilliga.

The following analysis is based on the matters raised in the GMS 2009, being the presumption that Narrabri will be the focus for new residential development, with the smaller villages continuing to provide modest infill in keeping with local character. The demographic analysis in Chapter 2 is considered in the recommendations at the end of this chapter.

7.2.1 Narrabri

In terms of expansion of the urban boundaries or uplift in land use, land surrounding Narrabri supports a range of large lot residential, recreation, industrial and extensive and intensive agricultural land uses as seen in the aerial photograph in Figure 57.

Figure 57: Narrabri township



Source: Sixmaps

⁵² Draft GMS 2009 Edge Planning, p 117-122

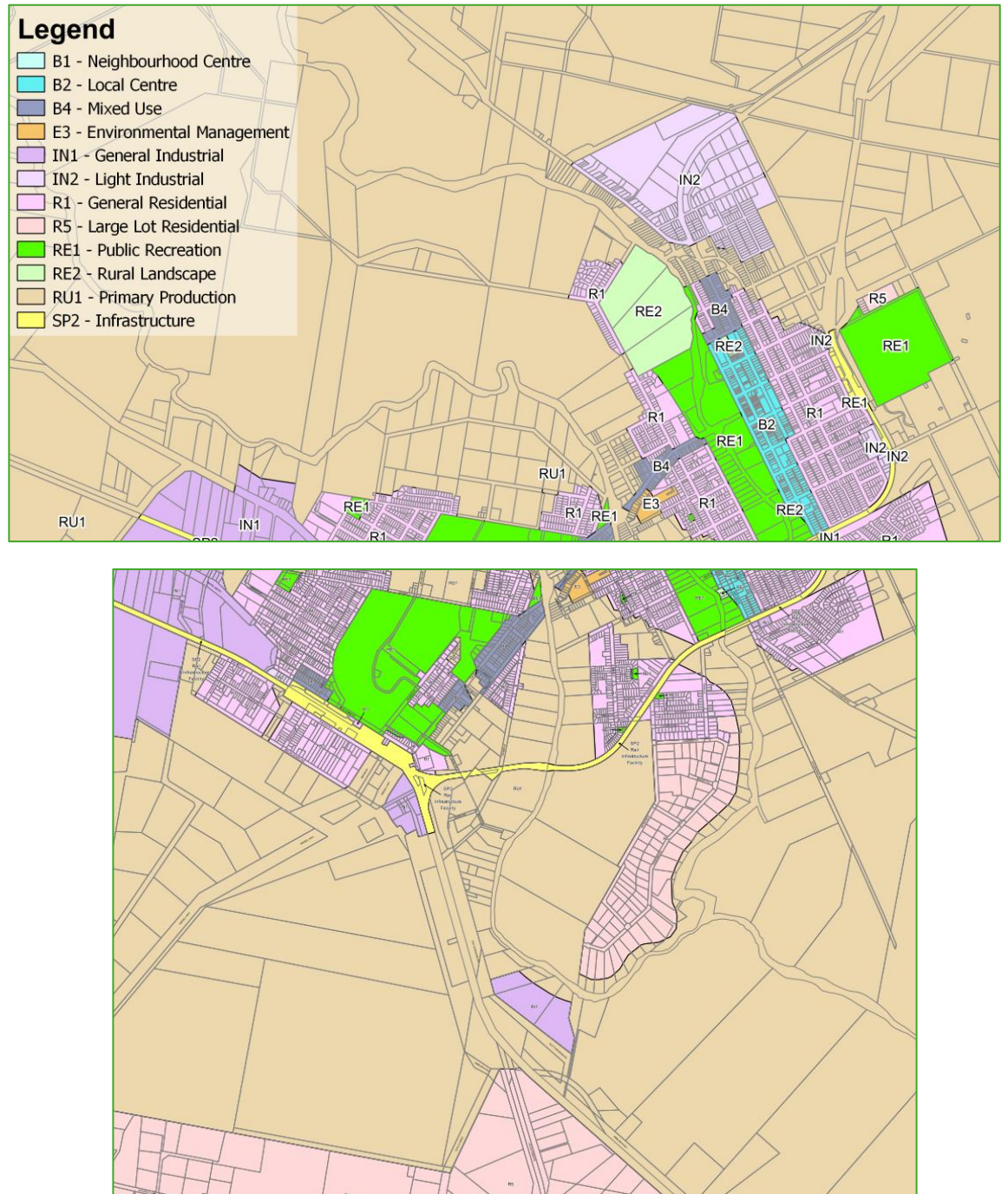
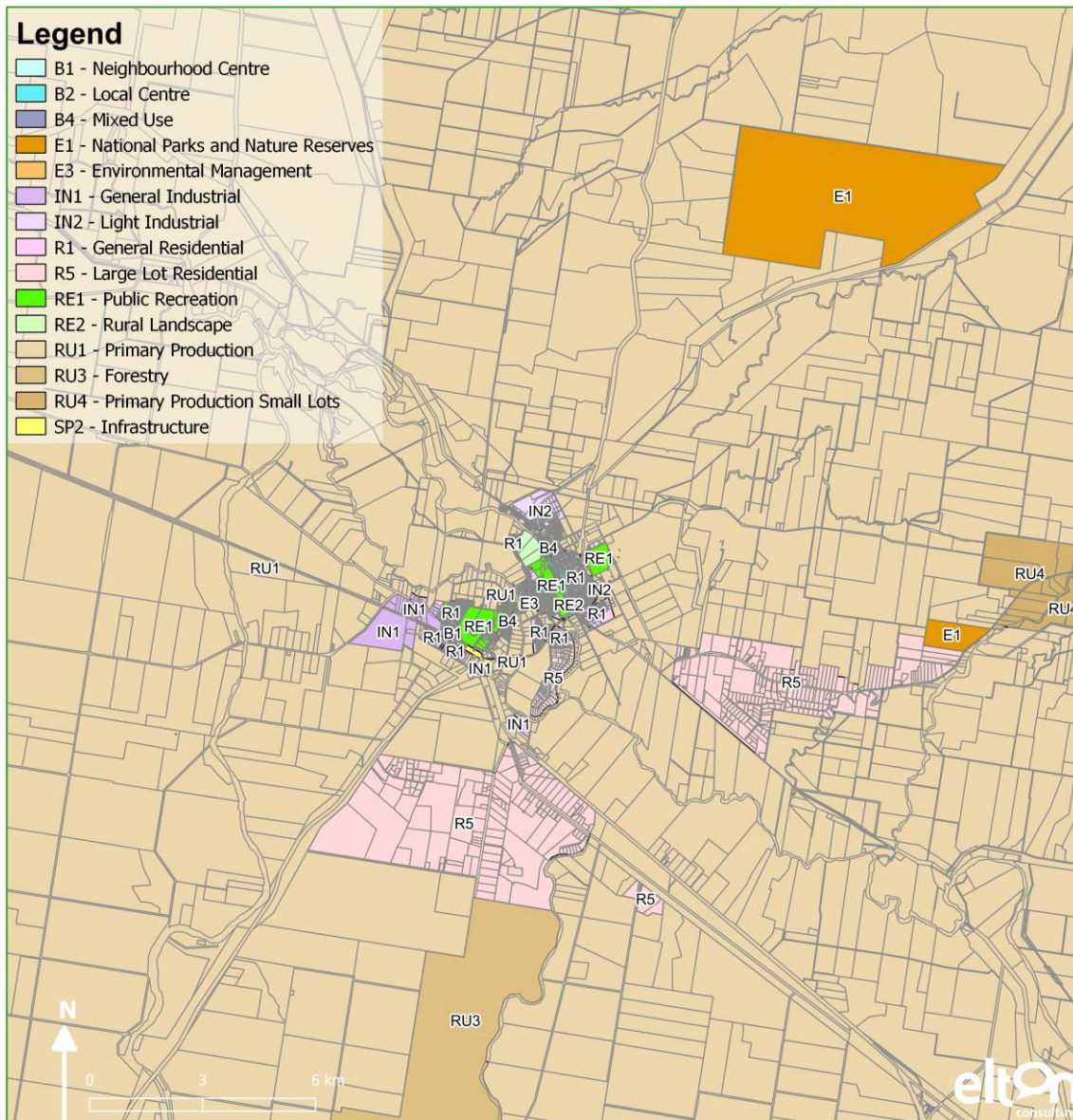


Figure 58: Narrabri LEP 2012 zones Narrabri town excerpts

The excerpts in Figure 58 (Narrabri straddles two LEP maps) shows land use zones in Narrabri, notably industrial zoned land to the north, west and south of the town, the infrastructure precinct related to the railway station, freight yards and convergence of three railway lines, the business and open space zones along the Narrabri Creek/Newell Highway alignment in East Narrabri, the traditional residential grid layout and large lot residential development to the south of Narrabri on the Namoi River.

Figure 59: Narrabri township and surrounds LEP zones



As seen in Figure 59, Narrabri is defined by the Namoi River and Narrabri Creek dividing the town, hence flood risk is the main issue for any future growth in Narrabri. Flooding affects most of the urban area on the in a 1% flood. The majority of flood free land is located to the south of Narrabri along the Newell Highway, see Figure 57.

Figure 44 on page 83 shows the extent of flooding across most of the town, particularly the eastern side of the Namoi River and Narrabri Creek anabranch.

The main issues for new urban development as expressed in the GMS 2009 are largely unchanged in 2019: flooding and potential land use conflict with land uses at the periphery of the town.

7.2.2 Potential residential yield

The GMS 2009 assessed residential lot sizes across Narrabri and reported at that time most lots were in the range of 1,000-1,500sqm in size. The GMS 2009 also estimated the potential yield of the residential

zones and depending on 'high' (50 dwellings pa) or 'low' growth (20 dwellings pa), there was ample supply of land in Narrabri, at the high growth rate 19 years and the low, 48 years.

Council's aspirational population target of 14,000 and projected additional 400 dwellings by 2036 requires a broad assessment of housing potential as a guide until the preparation of a comprehensive housing strategy. The following assessment uses information from the ABS, DPIE (NENW RP Housing Monitor) and the GMS 2009 to provide a basis for broad land use decision making until a comprehensive housing strategy is prepared.

The LEP minimum lot size for residential R1 zone is 550sqm. There is no updated information on potential residential yield, however the ABS housing data from the 2016 Census (**Table 17**) and NENW housing monitor provides data to make broad assumptions about potential capacity.

Table 16 2011-2016 dwellings and population by urban centre

Locality (UCL)	Dw 2011	Pop 2011	Dw 2016	Pop 2016	Diff dw 2016-11	Diff pop 2016-11
Narrabri	2,683	5,890	2,762	5,903	79	13
Baan Baa	N/A	N/A	85	163	-	-
Bellata	194	407	144	350	-50	-57
Boggabri	397	866	435	856	38	-10
Gwabegar	218	344	76	162	-142	-182
Pilliga	N/A	N/A	126	217	-92	-127
Wee Waa	748	1,653	752	1,632	4	-21
TOTAL	4,240	9,160	4,380	9,283	-78	-221

Note: ABS data for urban centres used to compare between 2011 and 2016 census periods. Rural areas not included. Data districts changed for Pilliga, Gwabegar and Baan Baa between 2011 and 2016 and could not be compared

Source: 2011-2016 dwellings and population by urban centre, ABS Quickstats

The NENW Housing Monitor summary for Narrabri (reproduced below in Figure 60) shows that there was a total of 276 dwellings commenced in Narrabri since 2010, with 75 in 2012-13. There is no further information on the location or type of dwelling commenced.

Figure 27: Narrabri Dwellings commenced from 2010 - 2017

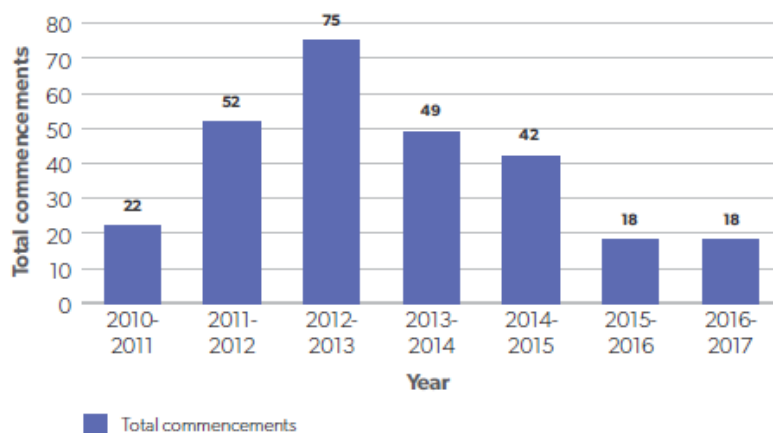


Table 17 provides a comparison between the 2011 and 2016 Census counts for population and dwellings across the urban centres. This shows that Narrabri gained a further 79 dwellings over the timeframe, to a total of 2,762. Boggabri and Wee Waa also gained dwellings over this timeframe with a static population.

Figure 60 shows that between 2010-11 and 2016-17 there was a total of 276 new dwellings commenced across the LGA. The value of this information is the pace of recent development, with 18 commencements in 2016-17. The spike in commencements in 2012-13 is attributed to mining related accommodation consistent with the nature of projects in the LGA at that time.

In 2009 the amount of vacant land in Narrabri was estimated at 354ha with a potential yield of 963 x 550sqm lots. The dwelling count in 2016 is 2,762 dwellings in Narrabri, plus a potential 36 over 2018-19, 2,800 (assuming continued rate of development). ABS Census data from 2011 and 2016 indicates 79 new dwellings in Narrabri, which Chapter 2 provides the projected new dwellings for the LGA of up to 300 new dwellings into the future 3,100. A basic assessment of residential lot yield per ha based on existing R1 zone development has 15 dwellings per ha in East Narrabri⁵³ and 10 dwellings per ha in West Narrabri⁵⁴ (average 12.5/ha).

If the 79 new dwellings between Census periods are mostly located in Narrabri, this would conservatively result in less than 7ha of new urban density development. By contrast, land zoned R5 on Riverside Drive south of Narrabri has a yield of 1.6 dwellings per ha. Aerial photography suggests over 50 vacant lots in the R5 zoned land bounded by Riverside Drive and McKenzie Street (5000sqm minimum lot size).

Thus, presuming the estimated vacant 354ha is largely still available, there is ample land within the existing zoned residential area for new dwelling growth based on census counts, projected growth, the GMS 2009 supply estimation and the NENW housing monitor. As noted, a comprehensive assessment is required to establish this is the case.

7.2.3 Residential release areas

It is reasonable to expect that in providing future housing choice, there is scope to develop more land in Narrabri even with the existing ample supply of low-density residential land. The GMS 2009 recognised three main investigation areas for residential growth, excerpted in Figure 61, known as Boundary Street, Highway Intersection and Mackenzie Street. Boundary Street and Highway Intersection areas were identified based on existing residential development and lack of flood risk.

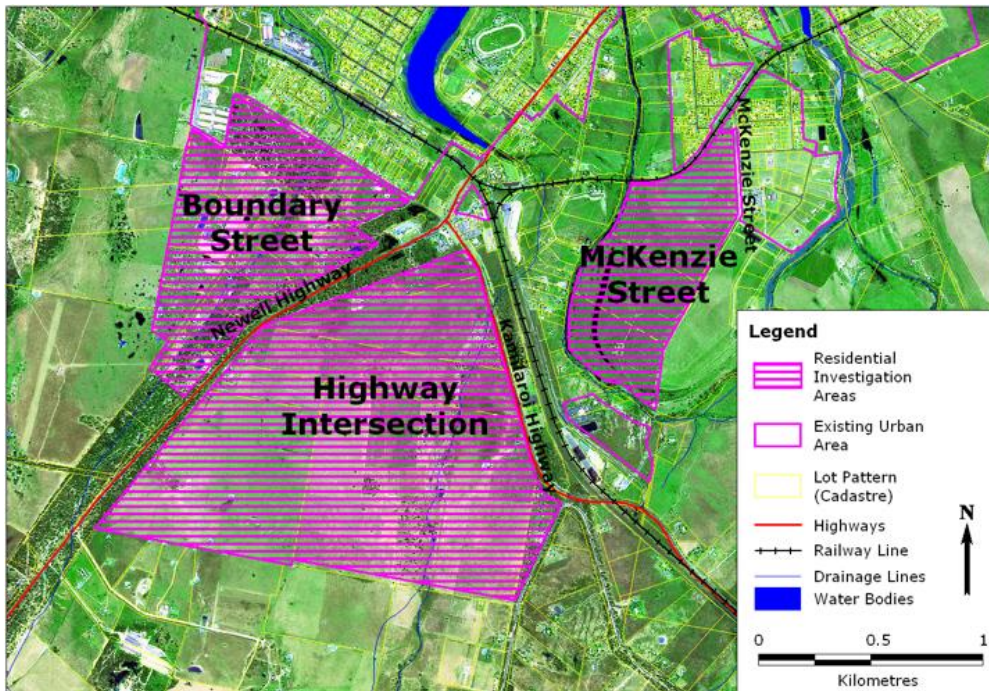
Boundary Street to the north west of the CBD is the most suitable area for residential development notwithstanding proximity to industrial development at the northern extremity. The Highway Intersection area was deemed less suitable for residential development due to servicing costs, although it is largely flood free. The McKenzie street area to the east is zoned RU1 Primary Production and is flood affected to the extent of 0.7m in a 1% flood, and as noted by the GMS 2009, *'this is a major issue that will have to be addressed by the investigations'*; a reference to updated flood modelling. Further considerations for this investigation area will be undertaken as part of the *Flood Risk Management Plan*.

The Boundary Street area was recommended as the most suitable and capable land for new residential growth. However, with the proposed construction of the Melbourne-Brisbane Inland Rail Route to the west of Boundary Road (see Section 6.1), this land will be unsuitable for urban density residential development. This leaves the area known as 'Highway Intersection' for potential growth into the long term. In the short term, there needs to be further investigations but given available evidence, the existing zoned residential land has capacity for infill before further greenfield land release.

⁵³ East Narrabri: land bounded by Denison and Nandewar Streets, William Morris and Gleeson Avenues

⁵⁴ West Narrabri: land bounded by McClintock, Selina, Gibbons and Violet Streets

Figure 61: Residential investigation land 2009



Source: Residential investigation land, 2009 (GMS 2009 Edge Land Planning)

7.2.4 Boggabri

Boggabri (Figures 62a and 63) is located 57.3 km to the south of Narrabri towards Gunnedah on the Kamilaroi Highway. The population is 856 with 435 dwellings. The GMS 2009 and 2014 Addendum discussed the issues for Boggabri as flooding from the Namoi River and Coxs creek causing inundation to the south and east of the town (Figure 64). As with Narrabri, Boggabri is surrounded by productive agriculture, particularly on the northern and western boundaries. The GMS and Addendum also noted that there is ample potential for future subdivision for industrial and residential development within the town boundary (urban land use zones). The Addendum refers to the 210ha of R5 Large Lot residential land to the west of Boggabri upzoned when the NLEP was notified. This rezoning was to cater for anticipated demand for housing from mine workers, justified by an increase in approvals in the years 2010-2013. The Addendum also cites advice from mining companies that the workforce was expected to double in the next 5 -10 years (2019-2024). However, a 500-room mining village was constructed in on rural land adjacent (north) of the as yet undeveloped R5 zone along Caloola Road, Figure 62b.

The Addendum identifies land for investigation for residential and industrial release should demand arise. On the basis that there has been nominal development in Boggabri since the construction of the mining village, these investigation areas are long term propositions.

Figure 62a: Boggabri and surrounds aerial view

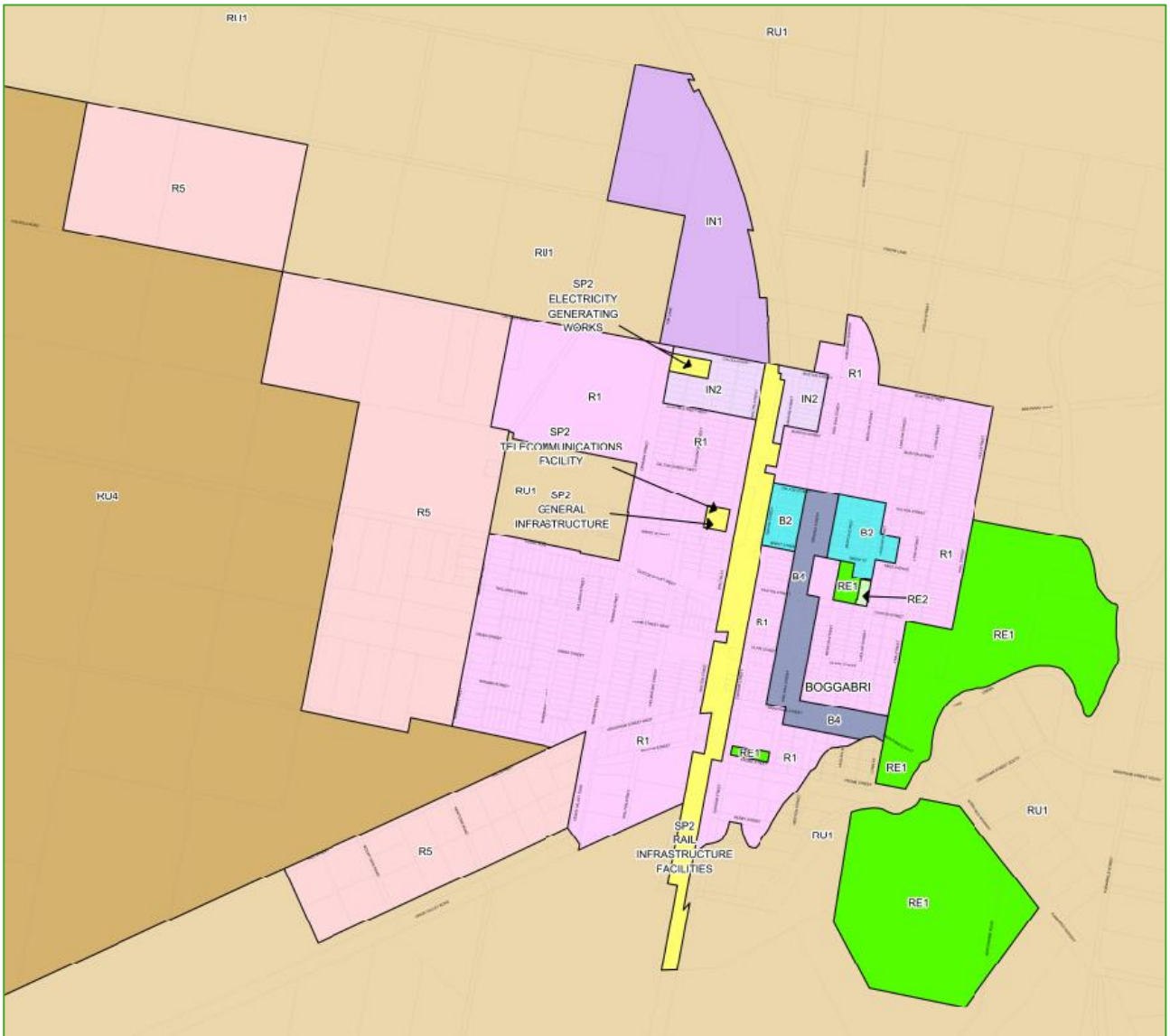


Figure 62b: Location of mining village 182 Caloola Road Boggabri



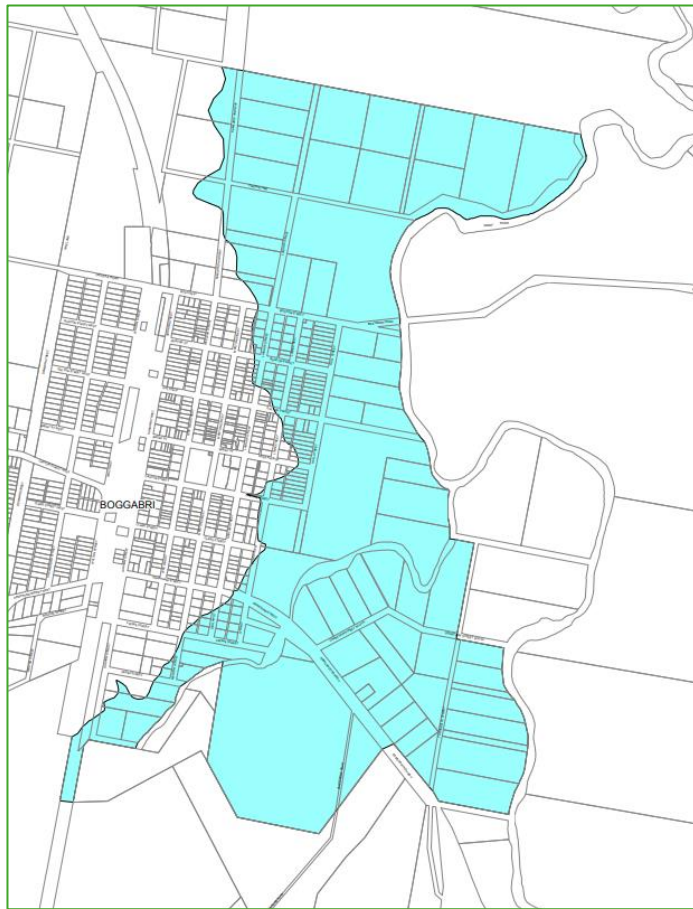
Source: Sixmaps

Figure 28: Boggabri Land use zones map



Source: Boggabri NLEP 2012 Land use zone map LZN_004E

Figure 64: Boggabri Flooding map



Source: Boggabri flood map (NLEP 2012)

While the GMS 2009 and Addendum go into detail about future growth options around Boggabri, there is low expectation that the town will grow beyond the zoned and serviced extent in the next 20 years. Demographic evidence (page 31) shows that in 2016 over 680 people were employed in mines in the LGA but lived outside the LGA, indicating that mining and FIFO has not had the expected positive impact on local growth.

A comprehensive review of this GMS will need to assess growth and capacity in the future, however for the purposes of the future growth in Boggabri, it is considered there is ample capacity until 2036. The nature of new development can be refined according to expected future needs, such as providing a wider range of housing opportunities.

7.2.5 Wee Waa

Wee Waa is located 42 km from Narrabri to the west along the Kamilaroi Highway. The 2016 population of Wee Waa is 1,632, with 752 dwellings. The Namoi River is to the north of the town and a substantial lagoon/floodway (Namoi Gully) to the south of the town. The GMS notes the main constraint affecting the township of Wee Waa is flooding, with parts of the entire town inundated in the 1% flood ARI event as well as smaller flood events. Wee Waa is currently protected by a levee bank, however designed for a

one in 33 year flood. There is risk with overtopping the levee in a 1% ARI flood, with sections being overtopped with water up to 1.2m deep in some areas⁵⁵.

Intensive agriculture is also adjacent to the Wee Waa township outside the levee bank as seen in the aerial photo in Figure 65.

Wee Waa has a compact urban form due to the levee bank; and there is some capacity within the zoned area. As noted by the GMS 2009 there has been limited development over the past decade. The priority for Wee Waa is protection from the design flood through improvements to the levee bank.

Figure 65: Wee Waa township aerial view



Source: Wee Waa township and surrounds

⁵⁵ Narrabri Shire Council, Wee Waa Levee Flood Investigation

Figure 29: Wee Waa land use zones NLEP 2012

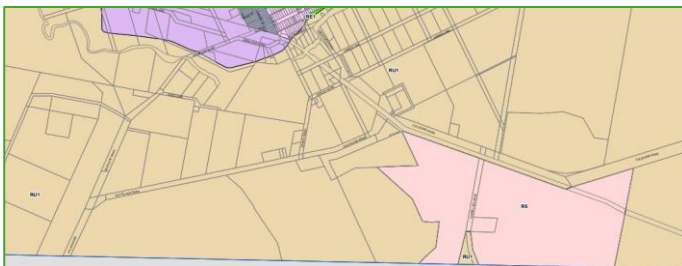


Source: NLEP 2012 Sheet LZN_001A

The NLEP land use zones highlight industrial land to the west of town adjacent to the railway and freight infrastructure. A single site is zoned IN2 amongst residential land on Warrior Street. The B2 zone follows the CBD and there are pockets of B4 zones east and west of residential areas, Figure 66.

There is a large area of land zoned R5 to the south east of Wee Waa, which appears from aerial photography to have a large amount of spare capacity Figures 67 and 68. The R5 zoned land is located amongst productive intensive cropping activities.

Figure 30: South of Wee Waa R5 zoned land



Source: excerpt from LEP map LZN_001A showing R5 zoned land to the south of Wee Waa.

Figure 68: Wee Waa south aerial view of R5 zone



Source: Sixmaps

As with Boggabri, new growth in Wee Waa can be contained within existing urban zone boundaries. By default, the physical constraints of flooding and intensive land use restrict urban development to the area protected by the levee bank. The R5 zone to the south east of Wee Waa has minimal development and Council will need to consider the desirability of continuing with this zone in this location, given the issues of flooding and potential conflict with productive agriculture and other forms of primary production.

7.2.6 Community Strategic Plan and other land uses

Council's Community Strategic Plan (CSP) is delivered according to the annual Operational Plan. Within the CSP's is a range of initiatives to provide for and continually improve community services and facilities, such as recreation, transport, environmental assets, culture and arts, public health and waste management, education, emergency services, libraries and urban amenity. The CSP also provides for ongoing review of specific LEP land use zones to check for relevancy and purpose.

Therefore, in terms of this Strategy, the land and land use zones dedicated to business, health, infrastructure, education and recreational purposes are not investigated in detail; it is presumed that the physical scale and dimensions will largely remain unchanged for the life of the Strategy.

Council's planning initiatives set out in the CSP relevant to the NENW RP and this Strategy are outlined below:

- » Complete an Aboriginal Heritage Study to identify sites for inclusion in the Narrabri LEP (Section 5.6).
- » Implement a Masterplan for the Narrabri CBD to improve its function and amenity.
- » Review the Airport Masterplan including the Terminal Precinct and Concept Plan (Section 6.7).
- » Work with the RMS to provide walking and cycling facilities in towns and villages.
- » Promote the establishment of commercial solar power industries (Section 4.7).

In terms of land use decision making around development in business, recreation, environmental and infrastructure zones, Council is guided by the principles and actions of Goal 4 of the NENW. This goal sets out the objectives of providing more housing diversity, healthy and safe places to live and creating connected, resilient communities. The preparation of this GMS in terms of housing diversity, CBD precinct plan and walking and cycling initiative provides consistency with Direction 4 of the NENW and are part of the recommendations for Communities in section 7.3.

7.2.7 Summary

- » New growth will be provided in accordance with the NENW Interim Settlement Guidelines, directing new growth to areas that have urban services, are not exposed to unacceptable risk from natural hazards, located where residents can access other essential services and facilities by walking and cycling, provide and maintain residential amenity, and not impact on economic activities such as industrial or agricultural land uses.
- » In terms of land use decision making around development and activities in business, recreation, environmental and infrastructure zones, Council is guided by the principles and actions of Goal 4 of the NENW. This goal sets out the objectives of providing more housing diversity, healthy and safe places to live and creating connected, resilient communities. The preparation of this Strategy in terms of housing diversity, CBD precinct plan and walking and cycling initiative provides consistency with Direction 4 of the NENW RP.

7.3 Recommendations for Communities

Based on the analysis in Chapter 2, the Interim Settlement Guidelines and this chapter, it is recommended that the following be considered in more detail when undertaking LEP review and preparation of the LSPS:

- » New housing supply is provided in accordance with the Interim Settlement Guidelines.
- » Council will work with the RMS and prioritise walking and cycling links around towns and villages.
- » Smaller dwelling types are enabled and encouraged in the NLEP to accommodate an ageing population and smaller households.
- » Council to review the 550sqm minimum lot size for secondary dwellings and dual occupancies in R1 zones, considering the need to preserve residential character.
- » Best practice design for dwellings and streetscaping in a changing climate are implemented.
- » R5 zones are reviewed to assess the extent of development, potential impacts on surrounding development and servicing standards.
- » Prepare a master plan for the Narrabri CBD precinct to protect and enhance the main street as the administrative and retail centre of the LGA
- » Encourage ancillary development to locate near existing health and education facilities to make best use of existing infrastructure.

8 Growth Management Strategy

8.1 Introduction

This Strategy is proposed to harness and capture the growth opportunities that the key infrastructure and economic drivers may provide to the LGA, whilst still cater for the small increase, and forecast, in the population. The Strategy also needs to accommodate the changing needs of the population, as well as ensure the liveability and sustainability of the community.

The Strategy is thus more about increase in employment, agriculture enhancement and diversification, as well as about housing diversity, rather than accommodating a large increase in population growth. It's also about ensuring retention of environmentally significant lands and encouraging tourism to expand the opportunities for Narrabri and the region.

This chapter provides a summary of the strategies as well as the key actions that need to be undertaken to achieve this Strategy. It concludes with how the Strategy, and associated actions, achieves and aligns with NENW RP.

8.2 Narrabri Growth Management Strategy 2020

Catering for additional housing growth of up to 400 new dwellings, and targeted population of 14,000 through housing diversity, as well as utilising the current vacant industrial land of 200 ha in Narrabri, 24ha in Wee Waa and 40ha in Boggabri, and also creating new employment opportunities through the new economic drivers of freight and inland rail, are the primary elements of the Strategy. Protecting important resources and lands that support primary production, value adding, environmental assets and tourism underlie and enable the Growth Management Strategy.

The objectives of the Strategy are therefore to:

- » Deliver a variety of housing options in Narrabri and promote development that contributes to the unique character of Wee Waa, Pilliga, Bellata, Gwabegar, Baan Baa and Boggabri.
- » Provide a more sustainable and adaptive development pattern guided by the NENWRP.
- » Support economic diversification and strengthening across a variety of sectors to provide employment opportunities and retention of people.
- » Encourage diversification in agriculture, horticulture and agribusiness to grow those sectors and harness domestic and international opportunities.
- » Continue to develop transport and logistics infrastructure on appropriate sites to encourage new industry opportunities and protect existing investment.
- » Expand nature-based adventure and cultural tourism in appropriate locations and enhance visitor experiences.
- » Protect and enhance the high value environmental lands.
- » Identify and promote wind, solar and other renewable energy opportunities, as well as manage water resources.

8.3 Proposed strategies for the GMS

1. Provide additional employment opportunities around key infrastructure and accessible lands to ensure employment generating development whilst ensuring buffers for inland rail

Actions:

- » Introduce LEP protections and buffers around key infrastructure and employment generating development including the Inland Rail corridor, Narrabri airport, railways, intermodal freight development, agricultural research stations, industrial land, Newell and Kamilaroi highways etc
- » Review Industrial zones in the LEP, considering the proposed Inland Rail corridor and the need for future capacity to support ancillary development; consider adapting IN2 zoned land in North Narrabri to IN1 zone.

2. Encourage housing diversity in urban areas through infill development to accommodate up to 400 additional dwellings

Actions:

- » On the basis there is capacity within the existing residential zones for future development, consider options that will encourage increased dwelling opportunities to support a changing demographic profile and provide housing diversity in a cost effective compact urban area.
- » Review the R5 Large Lot Residential zone where unserviced, exposed to natural hazards and located amongst and adjoining primary production.
- » Introducing design guidelines for new housing in the Narrabri LGA that will meet the needs of smaller households adapting to a changing climate.
- » Investigate land for potential greenfield release in accordance with the Interim Settlement Guidelines.
- » Review the minimum lot sizes in the Villages having regard to access to reticulated services and the ability to accommodate on-site effluent management. Consider more compact urban forms to make best use of existing services.
- » Create healthy and safe environments in urban zones, focusing on increasing the standard of servicing, open space, and resilience to climate change impacts.

3. Plan for future greenfield land release areas for future (post 2036) growth

Actions:

- » Investigate through flood mapping and land capability land for future growth for residential and industrial purposes.

4. Enhance the liveability and sustainability of the villages and Narrabri town centre

Actions:

- » Implement Narrabri town centre Precinct Plan to reinforce the CBD as the focus for investment in commercial and business development and prevent retail leakage.

-
- » Undertake a detailed health and education precinct master plan.
 - » Review LEP Business zones using the outcomes of the CBD precinct plan to improve the functionality and appeal of the Narrabri CBD.
 - » Promote and facilitate growth in health and education facilities, and related employment opportunities. Locate ancillary infrastructure and development near existing facilities to reinforce and support investment.
 - » Improve liveability for residents and visitors through enhanced landscaping to reduce the heat island effect in residential, public areas and the CBD.

5. Protect and manage areas of high environmental lands

Actions:

- » Review NLEP 2012 management and protections of areas of High Environmental Value and natural hazards such as bushfire and flooding and introduce appropriate LEP amendments to protect natural resources and prevent avoidable exposure to settlement.
- » Provide peer review of the Upper and Lower Namoi Flood Studies with the view of rationalising urban development of all types in high and medium flood risk areas. Implement the findings of the subsequent Floodplain Risk Management Plan when finalised.

6. Retain and protect agricultural and land suitable for value adding

Actions:

Council undertake a comprehensive review of the NLEP land use zones, specifically:

- » Rural zones: LEP provisions, dwelling opportunities, and density, in the context of the updated policy framework and expected increased growth in primary production and value adding, renewables, mineral extraction and tourism.
- » Ensure LEP protections around research stations and existing value-added development and infrastructure.
- » Use updated mapping when available to verify agricultural capability and review LEP minimum lot sizes.
- » Consistent with planning best practice, phase out NLEP clause 4.2B(3)(e) and (5) concerning existing holding provisions.

7. Manage land use conflicts and prevent incompatible land uses into rural and industrial zoned land

Actions:

- » Review LEP land use tables to remove incompatible land uses, promote agricultural industries and other forms of primary production.
- » Review the rural and industrial minimum lot sizes and consider the implementation of minimum lot sizes for industrial development, to provide in built buffers around key infrastructure and development.
- » Provide buffers around key infrastructure such as the Narrabri airport, CSIRO radio telescope, inland rail corridor etc by limiting future development potential.

-
- » Incorporating protections through the LEP land use tables and minimum lot size provisions to prevent encroachment of incompatible land uses onto rural and industrial zoned land.

8. Retain and expand tourism opportunities and potential in order to attract more visitations

Actions:

- » Promote natural areas/forests and conservation areas.
- » Complete aboriginal heritage studies to enable tourist opportunities to be realised.
- » Promote, protect and enhance tourism opportunities in accordance with the Destination Management Strategy.

9. Provide for opportunities for renewable energy to support growing industries and villages

Actions:

- » Use DPIE guidelines for larger solar farms.
- » Review LEP controls to provide protections and buffers on land zoned RU1 Primary Production and RU4 Primary Production Small Lots.
- » Review RU1 and RU4 minimum lot sizes to ensure future development will not be impacted by undersized lots with dwelling potential.

10. Narrabri Structure Plan and Excerpt

The following structure plan for the LGA (Figure 69) and excerpt (Figure 70) show the key natural and built features and some of the key recommendations of the Strategy.

Figure 69 Structure Plan

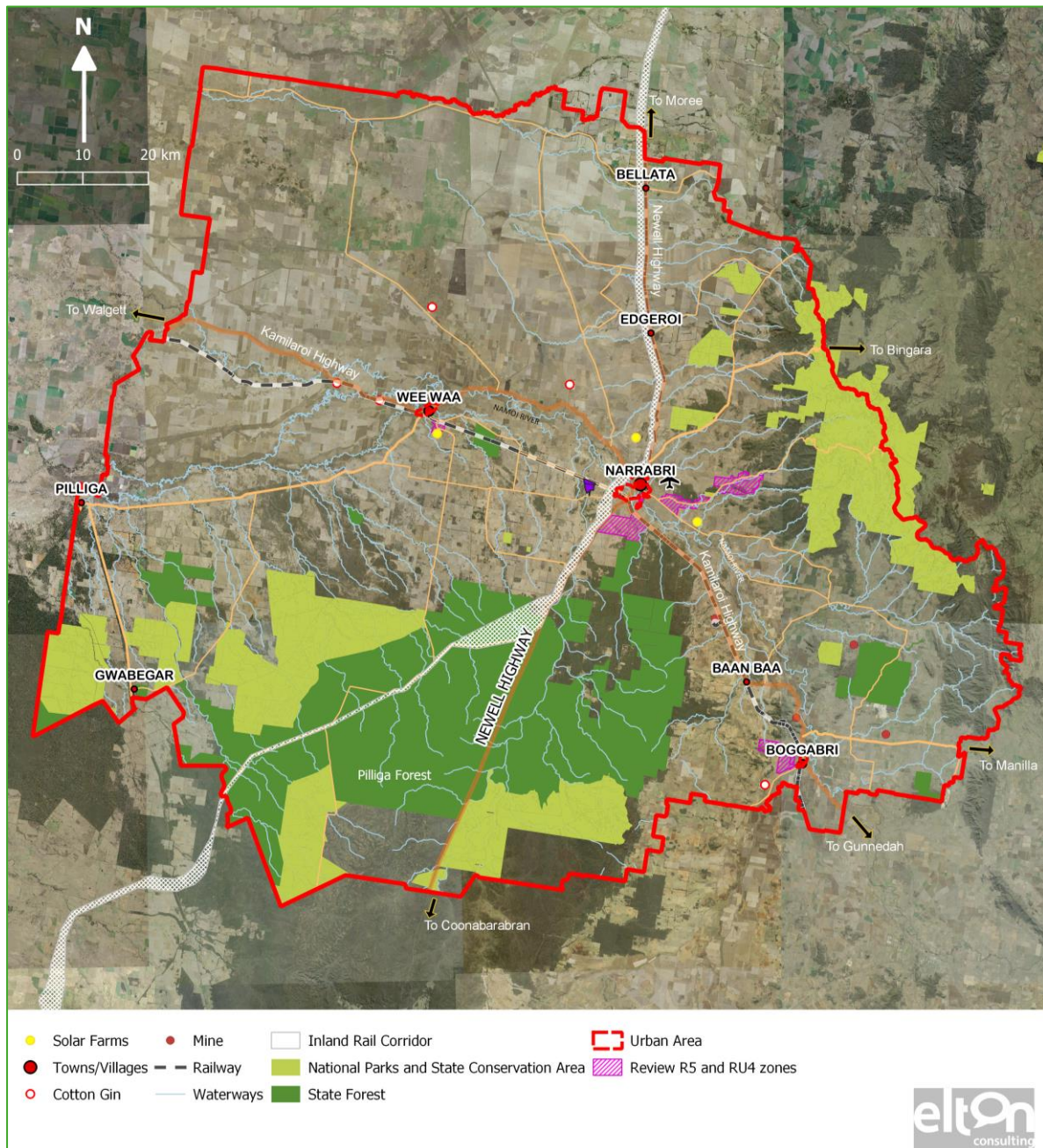
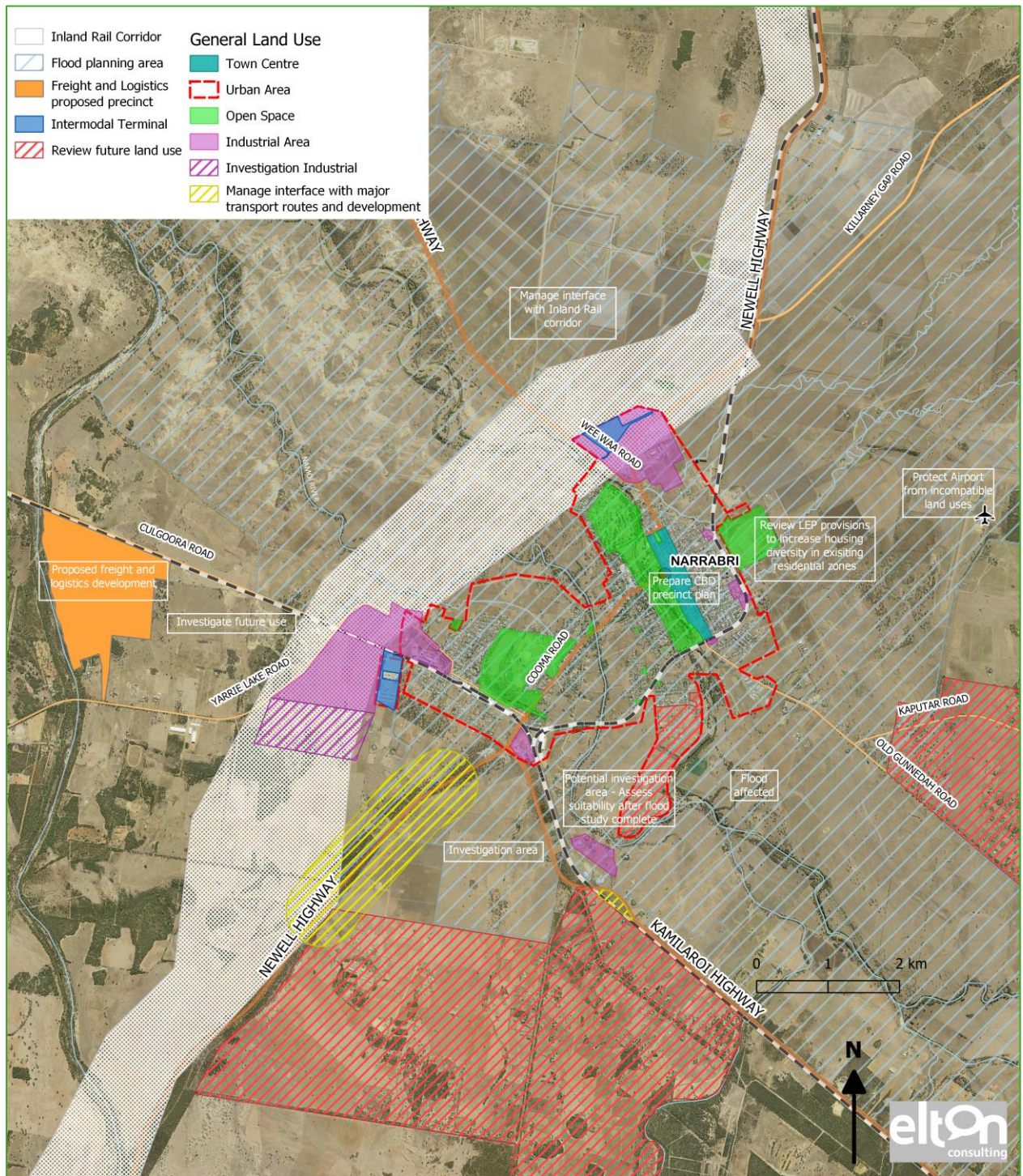


Figure 70 Structure Plan excerpt for Narrabri



9 Actions arising from the GMS and implications for Council

The following Table 18 provides a summary of how the Strategy recommendations meet the NENW RP Directions and Actions. This is a summary of the implications and responsibilities for Council.

Table 18: NENW RP Directions and implications for the Strategy

New England North West Regional Plan 2036: Council responsibilities				
Direction	Actions	Implications for the Growth Management Strategy	Priority H, M, L	Responsibility
Direction 1: A strong and dynamic regional economy	1.2 Promote the expansion of agribusiness and associated value-adding activities through LEPs	» Review of LEP RU1 and RU4 land use tables and mapping to ensure permissibility of agriculture and value adding industries in the rural land use zones;	H	Council, DPIE
	1.3 Protect intensive agriculture clusters in local plans to avoid land use conflicts, particularly with residential and rural residential expansion.	» Review of LEP provisions to remove risk of encroachment and impediments to the expansion and intensification of agribusiness and primary production;	H	Council
	1.4 Encourage commercial, tourist and recreation activities that complement and promote a stronger agricultural sector and build the sector's adaptability.	» Review LEP rural land use tables and provisions to ascertain permissibility of appropriate and complementary land uses.	H	Council, DPIE
Direction 2: Build agricultural productivity	2.1 Develop industry specific action plans to grow cotton, broadacre grains and grazing sectors and address sector specific considerations through local plans	» Review LEP subdivision criteria to remove risk of encroachment of incompatible development onto rural zoned land.	H	Council, DPIE

New England North West Regional Plan 2036: Council responsibilities

Direction	Actions	Implications for the Growth Management Strategy	Priority H, M, L	Responsibility
	2.2 Facilitate research and development institutions through local plans and identify opportunities to grow and promote innovation in the agricultural sector	» Ensure land uses adjacent to key infrastructure and facilities such as research stations are zoned appropriately to prevent encroachment of incompatible urban development	H	Council
	2.3 Promote investment in the agricultural supply chain through local plans by protecting these assets from land use conflict and the encroachment of incompatible land uses	» Use Important Agricultural land mapping to inform land use planning allocation and decisions	H	Council, DPIE
Direction 3: Protect and enhance productive agricultural lands	3.2 Limit urban and rural residential development on important agricultural land, including mapped Biophysical Strategic Agricultural land unless agreed by the Department.	» Allocate new urban development in existing urban footprint of towns and villages	H	Council, DPIE
	3.3 Manage the interface between important agricultural lands and other land uses by incorporating controls in local plans that manage compatibility between land uses and undertaking land use conflict risk assessments where potential conflicts are identified through rezoning processes.	» Carry out a review of R5 zoned land to consider limiting physical expansion of existing zone boundaries or intensifying development within zone boundaries to prevent land use conflict with adjoining land.	H	Council, DPIE
		» Use Important Agricultural Land mapping to allocate land use to protect and facilitate agriculture and agribusiness and prevent rural land use conflict	H	When available
	3.4 Secure the ongoing agricultural viability of rural land holdings by: » Incorporating appropriate minimum subdivision standards and local planning provisions for rural dwellings in local plans to manage potential conflicts with agricultural activities; and	» Review NLEP 2012 land use tables and subdivision criteria and implement appropriate controls including buffers to reduce risk of land use conflict with rural zones.	H	Council, DPIE
		» Provide for innovative agribusiness and value adding industries on rural zoned land where	H	Council, DPIE

New England North West Regional Plan 2036: Council responsibilities

Direction	Actions	Implications for the Growth Management Strategy	Priority H, M, L	Responsibility
	<ul style="list-style-type: none"> » Monitoring annual changes in land holding sizes for each LGA 3.5 Minimise biosecurity risks by undertaking risk assessments, considering biosecurity plans and applying appropriate buffer areas. 3.6 Facilitate long term requirements for plantation forest land and processing facilities by restricting the encroachment of incompatible land uses. 	<ul style="list-style-type: none"> there is low risk of conflict or impacts on commercial primary production, and where services and infrastructure are in place. » Investigate and develop the Bio-Hub and Indian mustard industry for Narrabri including identification of appropriately zoned land. 	M/L	Council
Direction 4: Sustainably manage mineral resources	<ul style="list-style-type: none"> 4.1 Consult with the NSW Division of Resources and Geoscience when assessing applications for land use changes and new developments and expansions. 4.2 Protect areas of mineral and energy resource potential through local strategies and LEPs 4.3 Protect infrastructure that facilitates mining from development that could affect current or future extraction. 	<ul style="list-style-type: none"> » Review NLEP 2012 provisions, land use tables and minimum lot sizes and best practice guidelines to provide buffers around mineral resources and ancillary infrastructure to limit potential encroachment from incompatible development. 	H	Council/NSW DRG/DPIE
Direction 5: Grow New England North West as the renewable hub of NSW	<ul style="list-style-type: none"> 5.2 Facilitate appropriate smaller-scale renewable energy projects using biowaste, solar, wind, hydro, geothermal or other innovative storage technologies. 	<ul style="list-style-type: none"> » Identify renewable energy resource precincts and infrastructure corridors with access to the electricity network; » Develop a strategic and integrated planning framework to encourage the alternative and renewable energy sector to invest in Narrabri LGA. 	<p>M</p> <p>H</p>	<p>Council</p> <p>Council, DPIE</p>

New England North West Regional Plan 2036: Council responsibilities

Direction	Actions	Implications for the Growth Management Strategy	Priority H, M, L	Responsibility
		<ul style="list-style-type: none"> » Review the NLEP 2012 land use tables and rural minimum lot sizes to ensure appropriate separation distances from large scale renewable projects on rural land. » Use DPIE's Large scale solar energy guideline to guide the location of new development 	H As required	Council, DPIE Council, DPIE
Direction 6: Deliver new industries of the future	6.1 Encourage 'green' industries by reviewing local plans to ensure land use zoning reflect industry requirements.	<ul style="list-style-type: none"> » Review NLEP 2012 provisions, land use tables and minimum lot sizes to ensure 'green industries' are facilitated in appropriate locations. 	H	Council
Direction 7: Build strong economic centres	<p>7.1 Develop local growth management strategies and use local plans to reinforce regional cities and centres as the primary locations for commerce, housing, tourism, social activity and regional services.</p> <p>7.2 Focus retail and commercial activities in central business precincts and develop place making focused planning strategies for centres.</p> <p>7.3 Develop proposals for new commercial centres only where irrefutably demonstrated.</p> <p>7.4 Facilitate economic activity around industry anchors, such as health and education facilities, through planning controls</p>	<ul style="list-style-type: none"> » Direct new urban development into existing zoned and serviced areas in accordance with the Interim Settlement Guidelines » Prepare a master plan for the Narrabri CBD precinct to protect and enhance the main street as the administrative and retail centre of the LGA » As above; masterplanning of the Narrabri CBD » Encourage ancillary development to locate near existing health and education facilities to make best use of existing infrastructure » Review NLEP 2012 minimum lot sizes and land use tables to prevent encroachment onto employment land and potential development 	H M M H	Council Council Council Council

New England North West Regional Plan 2036: Council responsibilities

Direction	Actions	Implications for the Growth Management Strategy	Priority H, M, L	Responsibility
	<p>encourage clusters of complementary uses and address infrastructure needs.</p> <p>7.5 Promote an appropriate mix of land uses and prevent the encroachment of sensitive uses on employment land through local planning controls.</p> <p>7.6 Deliver an adequate supply of employment land through local growth management strategic and LEPs.</p>	<p>sites in the Rural, Special use and Industrial zones</p> <p>» Investigate the suitability and capability of land in the Yarrie Lake Road, Boundary Road and Culgoora Road area for future industrial land.</p>	M	Council
Direction 8: Expand tourism and visitor opportunities	<p>8.1 Facilitate tourism and visitor accommodation and supporting land uses where appropriate through local growth management strategies and local plans.</p> <p>8.2 Prepare destination management plans or other tourism focused strategies that:</p> <ul style="list-style-type: none"> » Identify culturally appropriate aboriginal tourism opportunities; » Encourage tourism development in natural areas that support conservation outcomes; » Strategically plan for a growing internationally tourism market, and » Align with the Destination Management Plan prepared by Destination NSW. 	<p>To continue to grow tourism in Narrabri Shire it is recommended:</p> <ul style="list-style-type: none"> » Review and action Narrabri Shire Tourism Destination Management Plan (2014-2019) – Strategic Action Plan; » Reviewing Council’s statutory planning that allows for the promotion of opportunities to expand tourism and visitor accommodation in appropriate zones in the Narrabri LGA » Consider continuation of Planning Proposal No. 2 – Temporary Events which proposes to streamline and encourage temporary events in identified locations through the Narrabri LGA through the review of LEP 2012; » Pursue the development of the Narrabri Sport and Tourism Precinct; Prepare Tourism Activation 	<p>M</p> <p>M</p> <p>M</p> <p>H</p> <p>M</p>	All: Council, DNSW

New England North West Regional Plan 2036: Council responsibilities

Direction	Actions	Implications for the Growth Management Strategy	Priority H, M, L	Responsibility
		<p>Strategy as part of the Growth Management Strategy that:</p> <ul style="list-style-type: none"> > Encourages a growing visitor economy economically, socially and environmentally sustainable; > Provides ongoing development and improvement to Tourism infrastructure; > Identifies culturally appropriate Aboriginal tourism opportunities; > Encourages tourism development in natural areas that supports conservation outcomes; > Strategically plans for a growing international tourism market; > Aligns with the Destination Management Plan prepared by Destination NSW/ Country Outback Plan of Management; > Continues to build the strategic alliances and partnerships needed to take the tourism industry forward. <p>» Council to allocate funds to review heritage across the LGA in accordance with best practice guidelines and amend the NLEP 2012; Complete Aboriginal Cultural Heritage Study;</p>	<p>M</p> <p>M</p>	

New England North West Regional Plan 2036: Council responsibilities

Direction	Actions	Implications for the Growth Management Strategy	Priority H, M, L	Responsibility
<p>Direction 10: Sustainably manage and conserve water resources</p>	<p>10.4 Adopt an integrated approach to water cycle management to consider regional climate change, water security, sustainable demand and growth, and the natural environment.</p> <p>10.5 Incorporate measures to improve water efficiency in urban and rural settings, including water sensitive urban design for new developments, into local planning policies.</p> <p>10.6 Encourage the use of alternate water sources on local government assets, including playing fields.</p> <p>10.7 Minimise the impact of development on key native fish habitat, address the cold-water pollution impacts of Copeton Dam and mitigate barriers to fish movement.</p> <p>10.8 Ensure local plans manage water catchment areas and groundwater sources to avoid potential development impacts.</p>	<p>» Council provides for more compact settlement forms to limit the extension of water resources and impact of incompatible development on water catchment areas and groundwater sources.</p>	<p>H</p>	<p>Council, DPIE</p>
<p>Direction 11: Protect areas of high environmental value</p>	<p>11.1 Focus development to areas of least biodiversity sensitivity and implement the 'avoid, minimise, offset' hierarchy to biodiversity and areas of high environmental value.</p>	<p>» Use updated HEV mapping to inform land use allocation and avoid potential development impacts.</p>	<p>H,M H</p>	<p>Council, DPIE</p>

New England North West Regional Plan 2036: Council responsibilities

Direction	Actions	Implications for the Growth Management Strategy	Priority H, M, L	Responsibility
	<p>11.2 Ensure local plans consider areas of high environmental value to avoid potential development impacts.</p> <p>11.3 Encourage the identification of vegetated areas adjacent to aquatic habitats and riparian corridors in local plans.</p>		M	
Direction 12: Adapt to natural hazards and climate change	<p>12.1 Minimise the risk from natural hazards and the projected effects of climate change by identifying hazards, managing risks and avoiding vulnerable areas, particularly when considering new release areas.</p> <p>12.2 Incorporate new knowledge on regional climate projections, including flooding and bushfire risk, related cumulative impacts and findings of the New England North West Enabling Regional Adaptation project in local plans for new development.</p> <p>12.3 Review and update floodplain and bushfire mapping to manage risk, particularly where urban growth is being investigated.</p> <p>12.4 Encourage councils where naturally occurring asbestos occurs to map the extent of asbestos and develop an asbestos policy to manage associated risks.</p>	<p>» Use the most up to date, endorsed flood and bushfire risk modelling to inform land use allocation.</p> <p>» Implement recommendations from endorsed Flood Plain Risk Management Plans to reduce exposure of people and property to flooding.</p> <p>» Review Bush Fire Prone Lands Map in accordance with RFS requirements.</p> <p>» Increase minimum lot sizes in RU1 and RU4 zones to reduce exposure of people and property to natural hazards.</p>	<p>H</p> <p>H</p> <p>H,M as data available</p>	<p>Council, DPIE, RFS</p> <p>Council, DPIE, agencies</p> <p>Council, agencies</p>
Direction 13: Expand emerging industries	<p>13.1 Implement local planning controls to protect freight and logistics facilities from encroachment of sensitive land uses.</p>	<p>» Review the NLEP 2012 to assess the land use zones and provisions to protect existing and</p>	H	Council, TNSW

New England North West Regional Plan 2036: Council responsibilities

Direction	Actions	Implications for the Growth Management Strategy	Priority H, M, L	Responsibility
through freight and logistics connectivity	13.4 Locate freight and logistics facilities to maximise existing infrastructure, support future industrial development and capitalise on inter-regional connections and external markets.	<p>proposed freight and utility infrastructure, including Inland Rail</p> <p>» Carry out comprehensive land use analysis of proposed location of new freight and logistics facilities to manage impact on the environment and surrounding land uses to avoid exposure to natural hazards.</p>	H	Council, DPIE
Direction 14: Enhance transport and infrastructure networks	14.1 Protect freight and utility infrastructure and corridors through local plans and strategies to protect network opportunities and distribution from incompatible land uses or land fragmentation.	» Review the NLEP 2012 to assess the land use zones and provisions to protect existing and proposed freight and utility infrastructure, particularly the Melbourne-Brisbane Inland Rail corridor.	H	Council, DPIE
	14.2 Minimise the impact of development on the regional and state road network and rail corridors.	» Review the NLEP 2012 to incorporate buffers between the Inland Rail route, ancillary infrastructure and other land uses.	H	Council, DPIE
	14.3 Support Councils to investigate opportunities to provide greatest access for high productivity vehicles.			
	14.4 Prioritise projects that address impediments to the regional freight network and work with stakeholders to upgrade transport network capacity as demand changes.			
Direction 15: Facilitate air and public transport infrastructure	15.1 Promote aviation-related employment opportunities and precincts.	» Collect passenger numbers coming to Narrabri via the airport for tourism purposes.	M	Council
	15.2 Protect airports from the encroachment of incompatible development.	» Identify and investigate land requirements needed to facilitate the ultimate operation of the	H	Council, DPIE

New England North West Regional Plan 2036: Council responsibilities

Direction	Actions	Implications for the Growth Management Strategy	Priority H, M, L	Responsibility
	15.3 Provide public transport to major services and employment areas where the size of the urban area has the potential to generate sufficient demand.	airport as outlined in the Airport Master Plan 2014-2034; » Review the NLEP 2012 to assess and upgrade land use zones, buffers and provisions to protect Narrabri Airport	H	Council, DPIE Council, DPIE
Direction 16: Coordinate infrastructure delivery	16.1 Undertake detailed infrastructure service planning to establish that land can be feasibly and economically serviced prior to rezoning. 16.2 Maximise the cost-effective and efficient use of infrastructure by focusing development on existing infrastructure or promoting co-location of new infrastructure.	» Council, in considering Planning proposals and in development assessment.	Ongoing	Council
Direction 17: Strengthen community resilience	17.1 Develop local plans and strategies that raise the profile and awareness of opportunities for employment, business development and quality of life etc 17.2 Prepare precinct plans to guide development and establish appropriate land use zoning, development standards and developer contributions. 17.3 Implement the outcomes of the Western NSW Mining and Resource Development Taskforce to harness the economic benefits	» Negotiate with ARTC and other firms to accommodate construction and operational workers in existing towns and villages.	H	Council

New England North West Regional Plan 2036: Council responsibilities

Direction	Actions	Implications for the Growth Management Strategy	Priority H, M, L	Responsibility
	of mining, and help communities plan for the implications of mining.			
Direction 18: Provide great places to live	18.1 Identify areas of urban expansion or intensification in local growth management strategies that are consistent with the Interim Settlement Planning Principles or comprehensive settlement planning guidelines once released.	» This GMS provides recommendations consistent with the policy framework and the Interim Settlement Planning Principles	H	Council
	18.2 Secure an appropriate supply of residential land to meet projected housing needs within local growth management strategies endorsed by the Department.	» New housing supply is provided in residential zones in appropriate locations in accordance with the Interim Settlement Guidelines, including comprehensive assessment of hazard and risk.	H	Council, DPIE
Direction 19: Support healthy, safe, socially engaged and well-connected communities	19.2 Facilitate more recreational walking and cycling paths, linkages with centres and public transport, and expand inter-regional and intra-regional walking and cycling links.	» Council prioritises walking and cycling links around towns and villages	M	Council
	19.3 Establish social infrastructure benchmarks, minimum standards and social impact assessment frameworks within local planning.	» New housing releases are located close to existing services and facilities to encourage walking and cycling.	H	Council
	19.4 Deliver crime prevention through environmental design outcomes through urban design processes.	» New housing opportunities are provided in accordance with the Interim Settlement Guidelines	H	Council, DPIE
Direction 20: Deliver greater	20.1 Develop local growth management strategies to respond to changing housing	New housing is encouraged and provided in accordance with the recommendations of the GMS:	H	Council

New England North West Regional Plan 2036: Council responsibilities

Direction	Actions	Implications for the Growth Management Strategy	Priority H, M, L	Responsibility
housing diversity to suit changing needs	<p>needs, including household and demographic changes.</p> <p>20.3 Promote ageing-in-place by adopting elements of Liveable Australia's Liveable Housing Design Guidelines in development controls for housing where possible.</p> <p>20.4 Deliver more opportunities for affordable housing by incorporating policies and tools into local growth management strategies and local plans that will incentivise private investment into affordable housing.</p>	<p>» Smaller dwelling types are enabled and encouraged in the NLEP to accommodate an ageing population and declining household size;</p> <p>» Council reviews minimum lot sizes for multiple dwellings to ensure retention of local character in urban areas.</p> <p>» Best practice design for dwellings in a changing climate are implemented</p>		<p>Council, DPIE</p> <p>Council, DPIE</p> <p>Council, DPIE, Govt Architect</p>
Direction 21: Deliver well planned rural residential housing	<p>21.1 Enable new rural residential development where identified in a local growth management strategy prepared by council and endorsed by the Department.</p> <p>21.2 Deliver rural residential development consistent with Principles 1-5 of the Interim Settlement Planning Principles or comprehensive framework once released.</p>	<p>» Existing rural residential zones are rationalised after review of their extent of development, potential impacts on surrounding development and servicing standards.</p> <p>» Any new rural residential housing is provided in accordance with the Interim Settlement Guidelines or replacement.</p> <p>» Council to review R5 zones and consider rationalising the extent of each zoned area where there has been minimal development.</p>	<p>H</p> <p>L</p> <p>H</p>	<p>Council</p> <p>Council</p> <p>Council, DPIE</p>

New England North West Regional Plan 2036: Council responsibilities

Direction	Actions	Implications for the Growth Management Strategy	Priority H, M, L	Responsibility
Direction 22: Increase the self-determination of Aboriginal communities	22.2 Foster closer cooperation with Local Aboriginal Land Councils to identify the unique potential and assets of the New England and North West's communities.	» Council utilises best practice guidelines for consultation and engagement with aboriginal communities throughout the land use planning process.	M	Council
Direction 23: Collaborate with Aboriginal communities to respect and protect Aboriginal culture and heritage	23.1 Ensure Aboriginal communities are engaged throughout the preparation of local planning strategies and local plans. 23.3 Develop partnerships with Aboriginal communities to facilitate engagement through the engagement process, including the development of engagement protocols. 23.4 Undertake Aboriginal cultural heritage assessments to inform the design of planning and development proposals so that the impacts to Aboriginal cultural heritage are avoided and appropriate heritage management mechanisms are identified. 23.5 Develop local heritage studies in consultation with the local Aboriginal community and adopt appropriate measures in planning strategies and local plans to avoid and protect Aboriginal heritage.	» Council allocates funds for the preparation of a cultural heritage study, with recommendations for the method of recognition of places made in consultation with the aboriginal community.	M	Council

New England North West Regional Plan 2036: Council responsibilities

Direction	Actions	Implications for the Growth Management Strategy	Priority H, M, L	Responsibility
Direction 24: Protect the region's historic heritage assets	24.1 Prepare, review and update heritage studies in consultation with the wider community to identify and protect heritage items, and include appropriate local planning controls. 24.2 Ensure best-practice guidelines are considered such as the Australia International Council on Monuments and Sites Charter for Places of Cultural Significance and the NSW Heritage Manual when assessing heritage significance. 24.3 Develop conservation management policies for heritage items and areas to provide for sympathetic and adaptive use of heritage items and assets.	» Council allocates funds for the preparation and implementation of a heritage study.	M	Council

Appendices

- A Appendix: State Statutory Planning Context
- B Appendix: NSW Government priorities
- C Appendix: Interim Settlement Guidelines
- D Appendix: 2016 ABS Census Data
- E Appendix: Narrabri Shire Logistics and Industrial Hub

A Appendix: State Statutory Planning Context

State context	Implications for consideration in this Strategy
Environmental Planning & Assessment Act 1979 (EP&A Act) Reforms	<p data-bbox="379 555 639 589">1.3 Objects of Act</p> <p data-bbox="379 600 842 633">The objects of this Act are as follows—</p> <ul style="list-style-type: none"> <li data-bbox="424 645 1422 741">(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, <li data-bbox="424 752 1458 848">(b) to facilitate ecologically sustainable development by integrating relevant economic, environmental and social considerations in decision-making about environmental planning and assessment, <li data-bbox="424 860 1273 893">(c) to promote the orderly and economic use and development of land, <li data-bbox="424 904 1230 938">(d) to promote the delivery and maintenance of affordable housing, <li data-bbox="424 949 1422 1010">(e) to protect the environment, including the conservation of threatened and other species of native animals and plants, ecological communities and their habitats, <li data-bbox="424 1021 1422 1081">(f) to promote the sustainable management of built and cultural heritage (including Aboriginal cultural heritage), <li data-bbox="424 1093 1214 1126">(g) to promote good design and amenity of the built environment, <li data-bbox="424 1137 1422 1198">(h) to promote the proper construction and maintenance of buildings, including the protection of the health and safety of their occupants, <li data-bbox="424 1209 1358 1270">(i) to promote the sharing of the responsibility for environmental planning and assessment between the different levels of government in the State, <li data-bbox="424 1281 1394 1344">(j) to provide increased opportunity for community participation in environmental planning and assessment. <p data-bbox="379 1400 1442 1626">The Act has recently been updated to incorporate new objectives for up front strategic planning, including the introduction of LSPS, meaningful community participation in planning decisions and more independent decision making, along with a Special Infrastructure Contribution Scheme. New objectives for development were included to encourage good design, sustainable management of built and cultural heritage and the proper construction and maintenance of buildings. The principles of good design that can be incorporated in the local planning framework include:</p> <ul style="list-style-type: none"> <li data-bbox="367 1648 1015 1682">» Increasing the diversity of housing and built form. <li data-bbox="367 1693 1426 1727">» The need for a robust GMS to inform and guide land use decision making for Council <li data-bbox="367 1738 1054 1771">» Ensuring the Strategy reflects the community’s views. <li data-bbox="367 1783 1406 1865">» Ensuring the efficient and fair distribution of infrastructure costs that supports new development.

A-1 State Environmental Planning Policies

The State Environmental Planning Policies that are relevant to Narrabri Shire Council are as follows:

State Environmental Planning Policies (SEPPs)

State Environmental Planning Policies (SEPPs)	
State Environmental Planning Policy No 21—Caravan Parks	Applies, sets out minimum standards for the operation of caravan parks catering for long and short term residents.
State Environmental Planning Policy No 33—Hazardous and Offensive Development	Applies - under review
State Environmental Planning Policy No 36—Manufactured Home Estates	Applies, permits manufactured home estates where caravan parks are permissible, with exceptions such as rural land, flood risk etc
State Environmental Planning Policy No 44—Koala Habitat Protection	Requires the assessment of, and preparation of plans of management for koala habitat before development consent. Being replaced by SEPP (Koala Habitat Protection) 2019 on 1 March 2020.
State Environmental Planning Policy No 55—Remediation of Land	Requires assessment of contaminated land before rezoning and development
State Environmental Planning Policy No 64—Advertising and Signage	Applies to certain signage, advertising structures and hoardings across NSW
State Environmental Planning Policy No 65—Design Quality of Residential Apartment Development	Applies to residential flat buildings of 3 or more storeys
State Environmental Planning Policy No 70—Affordable Housing (Revised Schemes)	Applies, requires consent authorities to consider affordable housing principles
State Environmental Planning Policy (Affordable Rental Housing) 2009	Applies, encourages provision of affordable rental housing
State Environmental Planning Policy (Building Sustainability Index: BASIX) 2004	Sets minimum environmental performance benchmarks for built form. Performance targets override any local provisions.
State Environmental Planning Policy (Concurrences) 2018	Applies, sets out provision for the Secretary to act as concurrence authority
State Environmental Planning Policy (Educational Establishments and Child Care Facilities) 2017	Applies, sets out requirements for new and modified childcare centres
State Environmental Planning Policy (Exempt and Complying Development Codes) 2009	Referred to as the Codes SEPP, this policy allows for certain development, in particular circumstances to be undertaken without a development application from Council. This includes single dwellings, dual occupancy and multi-dwelling housing. This means that Council has little influence in terms of the design, setback, material and landscaping elements of development. It highlights the need for clear and precise DCPs and structure plans for Urban Release Areas so that elements such as street width, footpaths and street trees, open space networks and linkages, community facilities and water and sewer infrastructure can all be

State Environmental Planning Policies (SEPPs)	
	considered and resolved prior to any residential development occurring in an area.
SEPP (Housing for Seniors or People with a Disability) 2004 <i>Seniors housing is residential accommodation that is, or is intended to be, used permanently for seniors or people with a disability consisting of:</i> <i>(a) a residential care facility, or</i> <i>(b) a hostel, or</i> <i>(c) a group of self-contained dwellings, or</i> <i>(d) a combination of these.</i> <i>but does not include a hospital</i>	Aims to encourage the provision of housing (including residential care facilities) that will increase the supply and diversity of residents that meet the needs of seniors and people with a disability, make efficient use of existing infrastructure and services, and be of good design. Recently the SEPP Seniors Housing was amended so that it does not apply in Heritage Conservation Areas until July 2020. SEPP Seniors Housing permits development for the purposes of Seniors Housing on all land zoned for urban purposes even if it is not permissible under the LEP.
State Environmental Planning Policy (Infrastructure) 2007	Sets out pathways for development of important infrastructure development and considerations of infrastructure for other developments
SEPP (Mining, Petroleum Production and Extractive Industries) 2007	Permits mining where agriculture or industry may be carried out, sets out gateway process
State Environmental Planning Policy (Primary Production and Rural Development) 2019	Repeals SEPP 2009 Rural Lands, SEPP 30 Intensive Agriculture and SEPP Aquaculture Focused of the identification and protection of land for agriculture, including State significant agricultural land. The Strategy needs to consider the impact on existing and potential agricultural uses of land when rezoning for urban purposes.
State Environmental Planning Policy (State and Regional Development) 2011	Applies, identifies development that is of Regional and State Significance such as mining, renewables etc above thresholds and sets out approval process by the Regional Planning Panel and the Minister/Independent Planning Commission.
State Environmental Planning Policy State Significant Precincts 2005	Applies, though to specific projects as set out in Schedule 3

The new State Environmental Planning Policy (Primary Production and Rural Development) 2019 (PPRD SEPP) and associated supporting documentation is the result of a recent SEPP review.

The PPRD SEPP consolidates, updates and repeals provisions in five former agriculture-themed SEPPs. It supports NSW's agricultural sector, which is a major contributor to the success of the NSW economy, providing exports and jobs.

The new framework:

- » removes unnecessary regulation to support small scale operators and encourage investment in primary production
- » assists in delivering NSW Government commitments in support of current and future farming practices, support during times of hardship, and management of land use conflict
- » supports primary industry and rural communities by making it easy to find and understand local planning provisions

- » supports sustainable agriculture, aquaculture and rural development by ensuring that appropriate levels of assessment are required in sensitive locations.

In addition to the PPRD SEPP the package of reforms also considered key policy and planning initiatives that are directly relevant to the future of rural land use and the agricultural sector, including the NSW Right to Farm Policy, Regional Plan and industry development strategies.

The framework introduces:

- » Updated rural planning and subdivision principles into Ministerial Direction 1.5 – Rural Lands.
- » New Guidelines for Intensive Livestock Agriculture Development; and
- » Inserts additional miscellaneous provisions into the Standard Instrument LEP which are compulsory provisions for LEPs with rural land.

A-1-1 Appendix: 9.1 Ministerial Directions

Section 9.1 of the Act provides that any direction of the Minister is to be taken into account in the preparation of a planning proposal. As the Strategy will make recommendations to potentially inform a planning proposal to rezone land for urban development, the Strategy will be prepared having regard to the Directions relevant to Narrabri LGA, outlined below.

1. Employment and resources

1.2 Rural zones

The objective of the direction is to protect the agricultural production value of rural land. It applies when a planning authority prepares a planning proposal that will affect land within an existing or proposed rural zone or changes the existing minimum lot size on land within a rural or environment protection zone.

The direction requires the planning authority to:

- » Be consistent with applicable strategies endorsed by the Department including regional plans.
- » Consider the significance of agriculture and primary production to the State and rural communities.
- » Identify and protect environmental values.
- » Consider the natural and physical constraints of the land.
- » Promote opportunities for investment in productive, diversified, innovative and sustainable rural economic activities.
- » Support farmers in exercising their right to farm.
- » Prioritise efforts to minimise the fragmentation of rural land and reduce the risk of land use conflict.
- » Consider State significant agricultural land identified in SEPP (Primary Production and Rural Development) 2019 for the purpose of ensuring the ongoing viability of the land, and
- » The social, economic and environmental interests of the community.
- » A planning proposal must demonstrate consistency with the priority of minimising rural land fragmentation and land use conflict, will not adversely affect the operation and viability of existing and future rural land uses, infrastructure and facilities. Where a planning proposal seeks to vary an existing minimum lot size it must do so in accordance with the Rural Subdivision Principles in clause 5.16 of the relevant LEP. A planning proposal may be inconsistent with the Direction where justified by an endorsed strategy.

1.3 Mining, petroleum production and extractive industries

The objective of this Direction is to ensure that the future extraction of State or regionally significant reserves of coal, other minerals, petroleum and extractive materials are not compromised by inappropriate development.

This Direction applies to all relevant planning authorities.

This Direction applies when a relevant planning authority prepares a planning proposal that would have the effect of:

- » prohibiting the mining of coal or other minerals, production of petroleum, or winning or obtaining of extractive materials.
- » restricting the potential development of resources of coal, other minerals, petroleum or extractive materials which are of State or regional significance by permitting a land use that is likely to be incompatible with such development.
- » Consultation with the Director General of the Department of Primary Industries is required to identify resource potential.

- » Where a planning proposal prohibits or restricts development or proposes land uses that may create land use conflicts, the RPA must provide the Department with a copy of the planning proposal and seek comments.
- » A planning proposal may be inconsistent with the Direction where it can be justified that the provisions of the planning proposal that are inconsistent are of minor significance.

1.5 Rural lands

The Rural Planning and Subdivision Principles were a feature of the former Rural Lands SEPP and now appear in the s9.1 Directions issued by the Minister under the Act. The s9.1 Direction in relation to Rural Lands also includes a new objective to give effect to the NSW Right to Farm Policy.

The objectives of the Direction are:

- (a) protect the agricultural production value of rural land.
- (b) facilitate the orderly and economic use and development of rural lands for rural and related purposes.
- (c) assist in the proper management, development and protection of rural lands to promote the social, economic and environmental welfare of the State.
- (d) minimise the potential for land fragmentation and land use conflict in rural areas, particularly between residential and other rural land uses.
- (e) encourage sustainable land use practices and ensure the ongoing viability of agriculture on rural land.
- (f) support the delivery of the actions outlined in the New South Wales Right to Farm Policy.

The Direction applies to any planning proposal that affects land in a rural zone or changes the minimum lot size in a rural or environment protection zone. The Direction also requires a planning proposal to:

- (a) be consistent with any applicable strategic plan, including regional and district plans endorsed by the Secretary of the Department of Planning and Environment, and any applicable local strategic planning statement
- (b) consider the significance of agriculture and primary production to the State and rural communities
- (c) identify and protect environmental values, including but not limited to, maintaining biodiversity, the protection of native vegetation, cultural heritage, and the importance of water resources
- (d) consider the natural and physical constraints of the land, including but not limited to, topography, size, location, water availability and ground and soil conditions
- (e) promote opportunities for investment in productive, diversified, innovative and sustainable rural economic activities
- (f) support farmers in exercising their right to farm
- (g) prioritise efforts and consider measures to minimise the fragmentation of rural land and reduce the risk of land use conflict, particularly between residential land uses and other rural land uses
- (h) consider State significant agricultural land identified in *State Environmental Planning Policy (Primary Production and Rural Development) 2019* for the purpose of ensuring the ongoing viability of this land
- (i) consider the social, economic and environmental interests of the community.

The additional focus on agriculture is a key shift in the approach to planning for rural development in that the previous Rural SEPP had a focus on rural living. There was a perception that the earlier policy was contradictory in its attempt to balance two incompatible land uses being rural living and agriculture. To lend additional authority to this new approach, the Direction also requires that a planning proposal demonstrate that it is consistent with the priority of minimising rural land fragmentation and land use conflict.

2. Environment and heritage

2.1 Environment Protection Zones

The objective of this Direction is to protect and conserve environmentally sensitive areas.

It applies when a planning authority prepares a planning proposal, where:

- » A planning proposal must include provisions that facilitate the protection and conservation of environmentally sensitive areas.
- » It applies to land within an environmental protection zone or land otherwise identified for environment protection purposes in an LEP, and the planning proposal must not reduce the environmental protection standards applicable to the land, unless justified by a strategy or the relevant Regional Plan.

2.3 Heritage conservation

The objective of this Direction is to conserve items, areas, objects and places of environmental heritage significance and indigenous heritage significance.

It applies when a planning authority prepares a planning proposal which must contain provisions that facilitate the conservation of:

- » Items, places, buildings, works, relics, moveable objects or precincts of environmental heritage significance to an area, in relation to the historical, scientific, cultural, social, archaeological, architectural, natural or aesthetic value of the item, area, object or place, identified in a study of the environmental heritage of the area.
- » Aboriginal objects or Aboriginal places that are protected under the *National Parks and Wildlife Act 1974*.
- » Aboriginal areas, Aboriginal objects, Aboriginal places or landscapes identified by an Aboriginal heritage survey prepared by or on behalf of an Aboriginal Land Council, Aboriginal body or public authority and provided to the relevant planning authority, which identifies the area, object, place or landscape as being of heritage significance to Aboriginal culture and people.

3. Housing, infrastructure and urban development

3.1 Residential zones

The objectives of this Direction are to:

- » encourage a variety and choice of housing types to provide for existing and future housing needs.
- » make efficient use of existing infrastructure and services and ensure that new housing has appropriate access to infrastructure and services.
- » minimise the impact of residential development on the environment and resource lands.

It applies when a planning authority prepares a planning proposal that will affect land within an existing or proposed residential zone or any other zone in which significant residential development is permitted or proposed to be permitted.

This Direction requires a planning proposal to:

- » include provisions that encourage the provision of housing that will:
 - > broaden the choice of building types and locations available in the housing market.
 - > make more efficient use of existing infrastructure and services.
 - > reduce the consumption of land for housing and associated urban development on the urban fringe
 - > be of good design.
- » in relation to land to which this direction applies:

- > contain a requirement that residential development is not permitted until land is adequately serviced (or arrangements satisfactory to the council, or other appropriate authority, have been made to service it).
- > not contain provisions which will reduce the permissible residential density of land.

3.2 Caravan Parks and Manufactured Home Estates

The objectives of this Direction are:

- » to provide for a variety of housing types.
- » to provide opportunities for caravan parks and manufactured home estates.
- » This Direction applies to all relevant planning authorities when preparing a planning proposal. RPAs must retain provisions permitting caravan parks and in identifying suitable zones, locations and provisions for Manufactured Home Estates, the RPA must take into account the principles set out in [State Environmental Planning Policy No 36—Manufactured Home Estates](#).
- » A planning proposal may be inconsistent with the Direction where justified by an endorsed strategy.

3.4 Integrating Land Use and Transport

The objectives of this direction are:

- » to improve access to housing, jobs and services by walking, cycling and public transport
- » provide for the efficient movement of freight.
- » The Direction applies when a RPA prepares a planning proposal that will create, alter or remove a zone or provision relating to urban land, including land zoned for residential, business, industrial, village or tourist purposes.
- » A planning proposal must be give effect to Improving Transport Choice and The Right Place for Business and Services.
- » A planning proposal may be inconsistent with the Direction where justified by an endorsed strategy.

3.5 Development near Regulated Airports and Defence Airfields

The objectives of this Direction are:

- » to ensure that development of flood prone land is consistent with the NSW Government's Flood Prone Land Policy and the principles of the Floodplain Development Manual 2005.
- » to ensure that the provisions of an LEP on flood prone land is commensurate with flood hazard and includes consideration of the potential flood impacts both on and off the subject land.
- » The Direction applies when a RPA prepares a planning proposal that will create, alter or remove a zone or provision relating to land near a regulated airport.
- » The Direction provides for consultation with the Department of the Commonwealth responsible for airports and requires RPAs to prepare appropriate development standards for land around airports.

3.6 Shooting Ranges

The objectives of this Direction are:

- » to maintain appropriate levels of public safety and amenity when rezoning land adjacent to an existing shooting range.
- » A planning proposal may be inconsistent with the Direction where justified by an endorsed strategy.

4. Hazard and risk

4.3 Flood prone land

The objectives of this direction are:

- » to ensure that development of flood prone land is consistent with the NSW Government's Flood Prone Land Policy and the principles of the Floodplain Development Manual 2005.
- » to ensure that the provisions of an LEP on flood prone land is commensurate with flood hazard and includes consideration of the potential flood impacts both on and off the subject land.

This direction applies to all relevant planning authorities that are responsible for flood prone land within their Shire. This direction applies when a relevant planning authority prepares a planning proposal that creates, removes or alters a zone or a provision that affects flood prone land.

4.4 Planning for Bushfire Protection

The objectives of this Direction are:

- » to protect life, property and the environment from bush fire hazards, by discouraging the establishment of incompatible land uses in bush fire prone areas
- » to encourage sound management of bush fire prone areas

This Direction applies to all Shires in which the responsible Council is required to prepare a bush fire prone land map, or, until such a map has been certified by the Commissioner of the NSW Rural Fire Service, a map referred to in Schedule 6 of that Act.

This Direction applies when a relevant planning authority prepares a planning proposal that will affect or is in proximity to land mapped as bushfire prone land.

5. Regional Planning

5.10 Implementation of Regional Plans

The objectives of this Direction are:

- » to give legal effect to the vision, land use strategy, goals, directions and actions contained in Regional Plans.
- » The Direction applies when a RPA prepares a planning proposal.
- » A planning proposal must be consistent with the relevant regional plan.

6. Local Plan Making

6.3 Site Specific Provisions

The objectives of this Direction are:

- » to discourage unnecessarily restrictive site-specific planning controls
- » the Direction applies when an RPA prepares a planning proposal.
- » A planning proposal may be inconsistent with the terms of the Direction where it can be satisfactorily demonstrated that the provisions of a planning proposal that are inconsistent are of minor significance.

A-1-2 Primary Production and Rural Development SEPP 2019 and related provisions

The PPRD SEPP 2019 came into force on 28 February 2019. The SEPP repeals State Environmental Planning Policy No 30—Intensive Agriculture, State Environmental Planning Policy No 52—Farm Dams and Other Works in Land and Water Management Plan Areas, State Environmental Planning Policy No 62—Sustainable Aquaculture and State Environmental Planning Policy (Rural Lands) 2009.

The aims of this Policy are as follows:

- a. to facilitate the orderly economic use and development of lands for primary production.
- b. to reduce land use conflict and sterilisation of rural land by balancing primary production, residential development and the protection of native vegetation, biodiversity and water resources.
- c. to identify State significant agricultural land for the purpose of ensuring the ongoing viability of agriculture on that land, having regard to social, economic and environmental considerations.
- d. to simplify the regulatory process for smaller-scale low risk artificial waterbodies, and routine maintenance of artificial water supply or drainage, in irrigation areas and districts, and for routine and emergency work in irrigation areas and districts.
- e. to encourage sustainable agriculture, including sustainable aquaculture.
- f. to require consideration of the effects of all proposed development in the State on oyster aquaculture.
- g. to identify aquaculture that is to be treated as designated development using a well-defined and concise development assessment regime based on environment risks associated with site and operational factors.

Planning Guidelines – Intensive Livestock Agriculture Development

DPIE released Planning Guidelines – Intensive Livestock Agriculture to assist applicants and planning authorities understand the assessment requirements for intensive livestock developments, such as feedlots, poultry farms and piggeries.

The Guidelines also aim to improve certainty by making sure appropriate levels of assessment and relevant approvals occur. This will help realise local employment and economic opportunities and lead to improved environmental outcomes. In particular the document includes an extensive site selection checklist. The Draft Guidelines are accessible through the DPE website.⁵⁶

A-1-3 9.1 Ministerial Direction – Rural Planning

Additional Miscellaneous provisions in LEPs

The additional clauses relate to:

1. subdivision of dwellings on certain rural land the objective of which is minimising land use conflict.
2. intensive livestock agriculture to enable the appropriate environmental assessment of intensive livestock agriculture which is an industry in which the Narrabri LGA has a competitive advantage.
3. additional controls for aquaculture.

As a result of the amendments, when considering an application for the erection of a dwelling or the subdivision of land, Council will have to consider:

- (a) the **existing uses and approved uses** of land **in the vicinity** of the development.

⁵⁶ <https://www.planning.nsw.gov.au/Policy-and-Legislation/State-Environmental-Planning-Policies-Review/Draft-Primary-Production-SEPP>

- (b) whether or not the development is likely to have a **significant impact on land uses** that, in the opinion of the consent authority, are likely to be **preferred** and the predominant land uses in the vicinity of the development.
- (c) **whether or not the development is likely to be incompatible** with a use referred to in paragraph (a) or (b).
- (d) any **measures proposed** by the applicant **to avoid or minimise any incompatibility** referred to in paragraph (c).

B Appendix: NSW Government priorities

B-1 Premiers Priorities

Premiers priorities The Premier has identified 12 priorities for tackling important issues for the people of NSW, including improving housing affordability, creating jobs and building local infrastructure.

The Priorities for Narrabri are:

- » » Explore opportunities to provide more diverse housing types near local centres, high frequency public transport, jobs and services and open space
- » » Preserve local neighbourhood character and improve amenity
- » » Link housing and key infrastructure delivery
- » » Ensure a mix of housing types and tenures will be delivered in strategic areas
- » » Ensure protection of key employment lands
- » » Environmental protection

B-2 NSW 2040 Economic Blueprint – Investing in the state’s future

NSW 2040 Economic Blueprint – Investing in the state’s future

The Economic Blueprint sets out a course for the NSW Economy beyond 2040.

The aspirational goals for Productive, vibrant regions are:

Vibrant regional economies

Regional transport infrastructure

Enhanced connectivity

An agricultural industry supplying the growing middle class in Asia

World class transport links

Also impacting regional areas:

Sustainable environment and resource management

Five megatrends including:

- » Trade with Asia,
- » climate change impacts,
- » digital technology,
- » ageing population and
- » social issues.

Eight criteria for future growth industries:

- » High spending on research and development
- » Advanced manufacturing industries
- » Highly skilled workers
- » Existing investment in place to support growth
- » Potential industry strength
- » High growth
- » Export orientation
- » Extensive supply chains

Opportunities for Narrabri:

- » Agtech, food production
- » Future focus on meat, dairy, fruit and vegetables
- » Transport infrastructure and logistics to move produce to ports and air transport.
- » Hydrogen production
- » Renewable energy resources, transport and export infrastructure
- » Available land for hydrogen industry facilities, aggregated with transport, logistics and utility infrastructure.
- » Supply chain co-location with agriculture, manufacturing, mining and waste management

Constraints and issues

- » Attracting investment, R&D
- » Constraints to agricultural and food industry expansion include water, energy security and affordability, availability of arable land and likelihood of more frequent droughts resulting from climate change.
- » Incompatible land use permissibility and LEP provisions concerning primary production zones can sterilise future opportunities.
- » Potential sterilization of infrastructure facilities through land use conflict.

C Appendix: Interim Settlement Guidelines

Interim Settlement Guidelines and implications for the GMS

	Settlement Principles	Implications for the Narrabri GMS
Land suitability	<p>1 New land release areas are to be located adjacent to existing urban settlements to maximise the efficient use of existing infrastructure and services, including water, sewer, road and waste services.</p> <p>Where new development is proposed away from existing settlements, the provision of essential infrastructure must have no cost to government.</p> <p>The location, structure and layout of rural residential release areas should promote clustering to encourage a sense of community and facilitate the long-term expansion of existing centres and residential areas.</p>	<p>» A compact settlement form is provided, directing new development to existing zoned areas, increasing density within acceptable localised parameters.</p>
	<p>2 Direct new land release areas to unconstrained land by avoiding areas of high environmental value, cultural, and heritage significance and/or areas affected by natural hazards such as flooding or bushfire.</p>	<p>» New release areas avoid constrained areas and natural hazards. Management of existing developed areas exposed to natural hazards made through appropriate LEP provisions.</p>
	<p>3 New land release areas should avoid and manage the potential for land use conflicts with existing and likely future adjoining uses and infrastructure, including important agricultural land, and productive resource lands.</p>	<p>» The rural-urban interface is managed through LEP zones and provisions to reduce potential impact on agricultural and resource lands. Maintenance of an attenuation of lot sizes at the urban edge will be recommended.</p>
Development structure and form	<p>4 Require new land release areas to provide links to adjoining areas to ensure new areas are well integrated and maximise efficiency and shared use of services and facilities.</p>	<p>» New and intensified development will be located in urban areas where access to services and facilities is provided. Areas near and surrounding the Narrabri CBD will be assessed for the potential intensification of residential density in appropriate locations.</p>
	<p>5 Recognise, protect and be compatible with any unique topographic, natural or built cultural features essential to the visual setting, character, identity, or heritage significance of the area.</p>	<p>» Recommendations for investigation into heritage values where required.</p>

6	Support and maintain strong multi-functional central business precincts and support the viability of centres.	» Strengthen the Narrabri CBD through a range of provisions to prevent retail leakage, enhance urban design and activation of streetscape.
7	Provide housing diversity targets to support a variety of dwelling types and a choice in location, form and affordability.	» Provide opportunity for increased housing choice across serviced residential areas, using best practice design guidelines to maintain and enhance residential amenity.
8	Design and locate land uses to minimise the need to travel; to maximise opportunity for efficient public transport and pedestrian access options; and to encourage energy and resource efficiency.	» Compact settlement objectives for new housing will make best use of the existing urban footprint.
9	Design and locate development to maximise total water cycle management and promote passive environmental design principles. Water sensitive urban design techniques should be incorporated into the design of dwellings, streets, parking areas, subdivisions and multi-unit, commercial and industrial developments.	» Water sensitive design provisions recommended for new development in all land use zones, including enhanced landscaping to provide canopy and manage temperature extremes through the heat island effect.
10	Create walkable communities within the hierarchy of settlement.	» Compact settlement objectives using the existing urban footprint will assist walkable communities, along with enhancements of passive recreation areas.
11	Provide for local services that meet the day to day needs of residents and areas for open space and recreation.	» Local services and open space and recreation areas will be enhanced and accessible to all residents.

D Appendix: 2016 ABS Census Data

Age		%	New South	%	Australia	%
Narrabri			Wales			
Median age	40	--	38	--	38	--
0-4 years	943	7.2	465,135	6.2	1,464,779	6.3
5-9 years	1,028	7.9	478,184	6.4	1,502,646	6.4
10-14 years	813	6.2	443,009	5.9	1,397,183	6.0
15-19 years	777	5.9	448,425	6.0	1,421,595	6.1
20-24 years	648	5.0	489,673	6.5	1,566,793	6.7
25-29 years	765	5.8	527,161	7.0	1,664,602	7.1
30-34 years	724	5.5	540,360	7.2	1,703,847	7.3
35-39 years	758	5.8	499,724	6.7	1,561,679	6.7
40-44 years	771	5.9	503,169	6.7	1,583,257	6.8
45-49 years	792	6.1	492,440	6.6	1,581,455	6.8
50-54 years	969	7.4	485,546	6.5	1,523,551	6.5
55-59 years	982	7.5	469,726	6.3	1,454,332	6.2
60-64 years	804	6.1	420,044	5.6	1,299,397	5.6
65-69 years	736	5.6	384,470	5.1	1,188,999	5.1
70-74 years	571	4.4	292,556	3.9	887,716	3.8
75-79 years	447	3.4	217,308	2.9	652,657	2.8
80-84 years	294	2.2	155,806	2.1	460,549	2.0
85 years and over	256	2.0	167,506	2.2	486,842	2.1

Source: Annexure 2 ABS 2016 Census data for Narrabri compared to NSW and Australia

E Appendix: Narrabri Shire Logistics and Industrial Hub

Narrabri Shire Council's position on the Logistics and Industrial Hub:

'To assist in achieving the achievement of the **Narrabri Shire Logistics and Industrial Hub** it is recommended that, subject to planning due diligence and funding:

1. A Special Activation Precinct (SAP) be dedicated by the NSW Government. Through this process consideration of the planning framework, both strategic and statutory be considered.
2. The Narrabri Shire has developed a Business Case for the Hub. Additional work to be undertaken to firm up this Business Case further work needs to be undertaken and includes:
3. Identifying opportunities and defining infrastructure requirements;
4. Undertake detailed investigations into the implications of planning, environment and regulatory approvals required for the development and prepare a statutory implementation strategy. This may include a need for a Planning Proposal to rezone the land;
5. Develop a comprehensive land acquisition strategy and value capture opportunities;
6. Undertake engineering and transport planning investigations to firm up both rail and road interface assumptions and ensure effective integration with both rail and road networks in the area;
7. Undertake technical investigations and comprehensive hydrological and hydraulic survey and analysis;
8. Preparation of a Limited Detailed Site Investigation (DSI) to identify and contaminated land issues of the site;
9. Develop a servicing strategy that determines the availability, suitability and likely future requirements of infrastructure services including potable and other potential water supplies, sewerage disposal, stormwater management, electricity connections; telecommunications and gas supply within the site. This strategy should also include consider design requirements and identify any upgrade requirements to existing infrastructure'.



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