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**NARROMINE SHIRE COUNCIL**  
**ORDINARY MEETING BUSINESS PAPER – 12 SEPTEMBER 2018**  
**REPORTS TO COUNCIL – COMMUNITY AND ECONOMIC DEVELOPMENT**

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## **1. EMPLOYMENT LANDS FOCUS AND STRATEGY**

Author: Director Community and Economic Development  
Responsible Officer: Director Community and Economic Development  
Link to Strategic Plan: This report relates to Item 2.1.05 of the Community Strategic Plan and Item 2.1.05.02 of the Delivery Program – Develop and Employment Lands Strategy.

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### **Executive Summary**

This report provides information to Council on the development of an Employment Lands Strategy for the Narromine Shire Council area (**see Attachment No 1**). The development of an Employment Lands Strategy was identified in the development of our Community Strategic Plan and subsequent Delivery Plan. (Item 2.1.05.02).

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### **Report**

The core objective of the development of Employment Lands within the region is to promote and encourage business, industry and commercial pursuits, to stimulate net job growth in the Narromine region and build on existing industry sectors and resource strengths.

Employment lands play an important role in the functioning of a community and town. Employment lands provide the population with services, supports job growth, encourages business creation and development and contributes to the wider community. It is important that there is enough land, located in the right places, for this to occur.

This strategy is guided by the recently completed Narromine Shire Council Economic Development Strategy and the Central Orana Regional Economic Development Strategy.

The Employment Lands Focus and Strategy has involved the following key tasks:

1. Review of State and Local planning policies including the Community Strategic Plan 2027 for Narromine;
2. Analysis of population and employment profiles for the LGA;
3. Audit of the existing lands and future demand requirements for the LGA;
4. Analysis of the economic trends which influence employment lands, and;
5. Make recommendations for Council's planning framework to accommodate future employment growth within the LGA.

The analysis shows that when all of the available information is combined we can see where the key priority areas may be and what sectors are best placed for growth and may be in need of employment land. These priority areas continue to include;

**1. EMPLOYMENT LANDS FOCUS AND STRATEGY (Cont'd)**

- Agribusiness- agrichemicals, breeding, crop production, distribution, farm machinery, processing and seed supply
- Wholesale trade
- Machinery manufacturing
- Food processing
- Financial services
- Transport
- Construction services
- Automotive and machinery repair
- Health

The Employment Lands Focus and Strategy considers both existing employment lands and highlights opportunities for emerging lands.

The existing work being undertaken by staff and the opportunities for development are supported by the Employment Lands Focus and Strategy.

***Financial Implications***

There are no financial implications at this time.

***Legal and Regulatory Compliance***

The Strategy is supported by the:

- Regional Development Australia Orana NSW Regional Plan
- NSW State Plan 2021
- Narromine Shire Council Community Strategy Plan
- Narromine Shire Council Economic Development Strategy
- Narromine Shire Council Large Lot Residential Strategy
- Central West and Orana Regional Plan

***Risk Management Issues***

No applicable at this time

***Internal/ external Consultation***

This strategy is consistent with Council's Economic Development Strategy. The document will also be utilised in development considerations with the Economic Development Group.

Planning NSW have now also offered their thoughts on improving the document. Largely these suggestions related to improving the clarity in several key areas. These suggestions have been incorporated in this current draft.

**1. EMPLOYMENT LANDS FOCUS AND STRATEGY (Cont'd)**

**RECOMMENDATION**

That the Employment Lands Focus and Strategy be adopted.

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**2. DROUGHT COMMUNITIES PROGRAMME**

Author:	Director Community and Economic Development
Responsible Officer:	Director Community and Economic Development
Link to Strategic Plan:	The projects to be put forward by Narromine Shire Council will be supported by priorities within the Community Strategic Plan and Delivery Plan. These priority areas will be highlighted when considering projects to be developed.

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**Executive Summary**

In correspondence dated the 23<sup>rd</sup> of August 2018, The Hon Dr John McVeigh confirmed that Narromine Shire Council would be eligible for funding of \$1M under the Drought Communities Programme. This fund was recently extended to include an additional 60 Council areas in an additional \$75M programme.

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**Report**

The Drought Communities Programme (DCP) supports communities in the most drought-affected regions of Australia.

Funding is available to eligible councils for local infrastructure projects and other drought-relief activities. Project funding is intended to provide short-term support, including by boosting local employment and procurement, and addressing social and community needs.

Eligible councils are able to select projects that provide the greatest support to their communities, including infrastructure and other activities. Projects must be in addition to the normal planned activities of the council. Further guidance will be available in the program guidelines.

Projects could include:

- Employing local contractors to undertake repairs and maintenance
- Upgrading or building new community facilities
- Holding events and undertaking drought-relief activities
- Carting potable water into communities for drinking and bathing.

The Federal Government will make \$1M available to Narromine Shire Council with projects needed to be completed by the 30<sup>th</sup> of June 2019.

## **2. DROUGHT COMMUNITIES PROGRAMME (Cont'd)**

The Programme guidelines are currently being updated and are not available at this time.

The Drought Communities Programme will bring additional funds into our communities during this difficult drought period. There is no doubt that this funding will lead to additional work for our local tradesman, contractors and extra turnover in our businesses.

This funding is welcomed at this time and the projects to be considered will be developed once the guidelines are known.

It is proposed that once the guidelines are established that staff will develop initial thoughts and workshop these ideas with Councillors prior to making a funding submission.

Staff will begin to seek suggestions from the community immediately as the program needs to be final prior to the 30<sup>th</sup> June 2019.

### ***Financial implications***

Not known at this time as the implications will depend on the projects to be developed.

### ***Legal and Regulatory Compliance***

Statutory procurement policies will need to be considered when awarding contracts and matching the goals of the fund which is to maximise local employment.

### ***Risk Management Issues***

Funds need to be distributed in support of the funding guidelines. Funds need to be distributed in a fair and equitable way across the Shire region.

## **RECOMMENDATION**

1. That Narromine Shire Council thank The Hon Dr John McVeigh, Minister for Regional Development, Territories and Local Government and Member for Parkes, The Hon Mark Coulton for the support shown to the Narromine Shire community and the opportunity to be part of the Drought Communities Programme.
2. That a Councillor workshop be held to discuss potential projects once funding guidelines are known.
3. That Council staff develop a list of potential projects in conjunction with the community that best meet the guidelines when known.

### **3. NDB TOWERS- NARROMINE AERODROME**

Author: Director Community and Economic Development  
Responsible Officer: Director Community and Economic Development  
Link to Strategic Plan: Consistent with Council's Community Strategic Plan: 3.1.4  
- Ensure preservation and maintenance of the Shire's heritage buildings, objects and places of interest.

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#### **Executive Summary**

Narromine Shire Council has been considering the removal or otherwise of the NDB Towers at the aerodrome for some time. The Structural integrity and historical significance have now been assessed.

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#### **Report**

In May of 2017, following confirmation of Council's support for Air Services Australia to dismantle the Towers and associated fencing at the Narromine Aerodrome, Narromine Aviation Museum Inc. formally objected to the dismantling of the towers.

Narromine Aviation Museum Inc. advised Council that the NDB group of towers are an important historical asset and they sought to retain the towers to support their future plans or, as a fall-back position, requested to have the top 5 metres of each tower and the NDB equipment offered to the Museum to display.

This was reported to Council on the 14 June 2017 with the following two (2) resolutions made:

RESOLVED Crs Lambert/Jablonski that Council staff look into a further report in negotiating with Air Services Australia before removing the towers and report back to the Extraordinary Meeting of Council to be held on 28 June 2017 due to community concerns. 2017/148

RESOLVED Crs Lambert/Hamilton that the Narromine Aviation Museum Inc. be offered the top 5m portion of the NDB towers and the NDB equipment from Narromine Aerodrome for display in the Aviation Museum. 2017/149

At the Extraordinary meeting of Council held on the 28<sup>th</sup> of June 2017 in order to determine the historical significance of the towers and their structural integrity the following was resolved.

RESOLVED Crs Collins/Lambert that Council: 1. Engage a Structural Engineer to prepare a full report on the current condition, any structural defects and expected life span of the two towers at an estimated cost of \$2,000; 2. Once the Structural Engineer's report is received, Council assess the ongoing maintenance cost of retaining the towers. 2017/161

**3. NDB TOWERS- NARROMINE AERODROME (Cont'd)**

RESOLVED Crs Craft/Hamilton that Council immediately engage a Heritage Consultant to prepare a Heritage Conservation Management Plan for Narromine Aerodrome at an estimated cost of between \$15,000 - \$30,000. Council will also be exploring avenues for grant funding. 2017/162

Subsequent to these resolutions a Conservation Management Plan of the aerodrome was developed along with a report in relation to the structural integrity of the towers. In summary these reports found that:

The towers at the Narromine Aerodrome are confirmed to be in good structural condition. Should the towers be retained it has been recommended that repainting occur which will be at an initial cost of \$24,200 and allocation of an ongoing maintenance budget of \$2,056 each year. The Conservation Management Plan confirms, however, that the towers are 'not such high significance that its components must be retained onsite in its present form and location' and may be removed subject to them being recorded and interpreted onsite. However, if sections are placed on display in the museum, the communications apparatus should be salvaged and included in the display. Should the towers be removed from their current location, this would be at no cost to Council.

At the ordinary meeting of Narromine Shire Council on the 13<sup>th</sup> of June 2018 it was resolved:

RESOLVED Crs Craft/Munro that: 1. The towers be removed from the site due to the cost of maintenance and upgrades required; 2. Council adopt the Heritage Conservation Management Plan for the Narromine Aerodrome dated May 2018, and; 3. The museum be offered the opportunity to relocate sections of the towers and the communication apparatus into the museum for display as a coordinated interpretation strategy in accordance with the recommendations of the CMP. 2018/126

Following the June 2018 Council meeting further correspondence was received from the Aviation Museum Committee.

At the Ordinary meeting of Narromine Shire Council on the 8<sup>th</sup> of August 2018 the following rescission motion was received.

That:

1. The towers be removed from the site due to the cost of maintenance and upgrades required;
2. The museum be offered the opportunity to relocate sections of the towers and the communication apparatus into the museum for display as a coordinated interpretation strategy in accordance with the recommendations of the CMP (Conservation Management Plan).

**3. NDB TOWERS- NARROMINE AERODROME (Cont'd)**

The following resolution was made:

1. Council approach Air Services Australia requesting an extension of two months for a decision on the removal of the Towers. If this extension is not granted Council will offer the museum the opportunity to relocate the top sections of the towers and the communication apparatus into the museum for display as previously resolved.

2. Subject to the extension being granted Council write to Narromine Aviation Museum and request a report be provided to Council detailing their intentions for the towers and their future maintenance before the end of August for presentation to the September Ordinary Council Meeting. CARRIED 2018/192

**Information from Aviation Museum Committee**

Following the rescission motion an approach was made to Air Services Australia to again delay the removal of towers. This was approved.

An approach was made to the Aviation Museum Committee to bring forward a report outlining their intentions for the towers and their future maintenance. The following was received:

14<sup>TH</sup> AUGUST 2018

NARROMINE AVIATION MUSEUM –STRATEGIC PLAN FOR THE PARADE GROUND PRECINCT AT NARROMINE AERODROME.

Further to the Narromine Shire Council meeting on 8<sup>th</sup> August 2018, the Narromine Aviation Museum now submits a strategic plan to enhance the visitor experience at Narromine Aerodrome.

Other than when there is an event at Narromine Aerodrome, the interest of visitors is largely centred around the Narromine Aviation Museum. It is important to note that the story of Narromine Aerodrome would be incomplete without signage documenting the assets that remain, outside the Museum. The Museum committee and our curator have been discussing this issue for several years and now submit a series of projects which we feel will address this opportunity.

The memorial wall for No. 5 Elementary Flying School's 2800 trainees, for which Council is assisting, will, hopefully, be constructed next year on the southern side of the upgraded road in front of the Museum. Provision will be made to install street lighting over the memorial wall and extending to the corner to the west. The service records of all those trainees will be available for public access on a computer screen in the Museum.

### **3. NDB TOWERS- NARROMINE AERODROME (Cont'd)**

Signage and photos will be installed along the new footpaths displaying the history of the parade ground and surrounding assets. Hangar No 1 (built for the aero club in 1937) and the Bellman hangar are rated as 'high' in the conservation management plan. The parade ground, NDB and beacon towers are rated as the next most important, as 'moderate'. With proper signage, other technology and the footpaths Council is constructing, visitors will certainly enjoy this outside experience and stay longer at the aerodrome, possibly for an extra night.

Another major project was to replicate the No 1 hangar on the western side of the aerodrome entrance to properly exhibit the FA 86 Sabre now located in the Bellman hangar. It is proposed to have a glass front facing the highway and using LED lights to create a spectacular display at night. A public BBQ, adjacent to the parade ground, caravan park boundary, together with a children's playground are facilities which could also enhance the visitor experience.

Very few World War II, and especially pre-war, aerodromes in Australia survive intact to the extent of Narromine's. Its rarity makes it a prime cultural asset which would be enhanced with the proposed interpretive elements. The surviving built heritage (aircraft hangars, huts and NDB towers) is becoming more historically significant as time goes by and more of these artefacts are being removed or destroyed. Narromine's aviation centenary next year would be an appropriate commemorative focus for these developments.

#### ***Financial Implications***

A further agreement will be required between Narromine Shire Council and the Aviation Museum Committee to ensure a maintenance agreement is in place.

The area around the towers will continue to be maintained by Narromine Shire Council staff.

#### ***Legal and regulatory Compliance***

Should a decision be made to allow the towers to remain Narromine Shire Council will seek ownership of the towers from Air Services Australia.

The towers will become the property of Narromine Shire Council if Air Services Australia allows this request.

The towers will become an asset of Narromine Shire Council.

#### ***Risk Management Issues***

The towers have been assessed to be structurally sound. Public Safety close to the towers will need to be considered by undertaking a risk assessment. It is not expected that this will raise any additional issues.



### **3. NDB TOWERS- NARROMINE AERODROME (Cont'd)**

There is a risk that in the future arrangements change in regards to the maintenance of the towers and that may need to be addressed in the future.

#### **Conclusion**

While the towers are not identified in the Conservation Management Plan as having a high historical significance at the aerodrome the Aviation Museum Committee believe that the story of the towers adds to the overall story of the aerodrome and adds value to the displays and history within the aerodrome precinct.

It has been confirmed by a structural engineer that the towers are in no imminent danger of failure and that the maintenance program would be minor.

This issue has been ongoing for over a year with the intentions of the Aviation Museum Committee, the historical significance of the towers and their structural integrity all clear.

It is recommended that if an agreement can be put in place between Narromine Shire Council and the Aviation Museum Committee in regards to the maintenance of the towers then they should be left in place.

#### **RECOMMENDATION**

1. That a maintenance agreement be developed between Narromine Shire Council and the Aviation Museum Committee for the three towers to be left standing on the parade ground at the aerodrome.
2. That the agreement highlight that Narromine Shire Council through consultation may choose to remove the towers at a later date should the towers fall into disrepair or the approved usage of the area surrounding the towers change or the display priorities of the Aviation Museum change.
3. That the maintenance of the towers be undertaken at the cost of the Aviation Museum Committee to an agreed standard and by suitably qualified tradesmen.
4. That Narromine Shire Council seek ownership of the towers from Air Services Australia.

#### **4. COMMUNITY ENGAGEMENT STRATEGY REVIEW**

Author: Director Community and Economic Development  
Responsible Officer: Director Community and Economic Development  
Link to Strategic Plan: This report relates to Item 4.1.01.01 of the Delivery Program  
– Continue to gather feedback regarding community engagement strategies.

Measure: Annual review of Community Engagement Strategy by 30<sup>th</sup> November each year.

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#### **Executive Summary**

The Community Engagement Strategy describes how Narromine Shire Council will engage with the community in the review and update of the Narromine Community Strategic Plan.

The Community Strategic Plan is the overarching vision and strategy for the Narromine Shire Council Local Government Area, encompassing civic leadership, social, environmental and economic issues in an integrated manner.

The Engagement Strategy is available to assist Council in its communications throughout the year and during deliberations in regards to the operational plan.

Narromine Shire Council's Engagement Strategies should be reviewed each year prior to the 30<sup>th</sup> of November.

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#### **Report**

The Community Engagement Strategy was developed in November 2016 and adopted by Council on the 9<sup>th</sup> November 2016 (Resolution 2016/333).

Council's Delivery Plan requires that the engagement Strategy be reviewed each year prior to the November Council meeting.

The Community Engagement Strategy outlines why engagement should occur and how to increase the Level of Public Participation. The Strategy also highlights the methods of engagement, including:

- Website
- Posters
- Media releases and advertising
- Emails
- Social Networks
- Local Committees
- Community noticeboards and many more

#### **4. COMMUNITY ENGAGEMENT STRATEGY REVIEW (Cont'd)**

Within the Narromine Shire area the following target groups are identified as part of this Strategy:

- Children
- Young people
- Older people
- Aboriginal and Torres Strait Islander people
- People with a Disability
- Families
- Villages and rural communities
- Stakeholders
- Councillors
- Council staff
- Environmental groups
- Sport and recreation groups
- Non Government Agencies
- People from diverse backgrounds
- People without internet access
- Resident and non resident rate payers

##### ***Financial Implications***

There are no financial implications at this time.

##### ***Legal and Regulatory Compliance***

There are no legal requirements to review that Community Engagement Strategy at this time.

Associated documents include:

- Communications Strategy- Internal document
- Social media policy- Internal document

##### ***Risk Management Issues***

Nil

##### ***Conclusion***

The Community Engagement Strategy is still very relevant to Council's overall communications in 2018.

Since the Engagement Strategy was developed Narromine Shire Council has continued to enhance its communications and now believe these to be of a very high standard.

**4. COMMUNITY ENGAGEMENT STRATEGY REVIEW (Cont'd)**

This has been achieved largely through the employment of a dedicated Communications resource within Council who has experience in reaching our many audiences.

All of Council's Departments have improved their levels of both internal and external communications and the development of an internal Communications Strategy has helped.

Narromine Shire Council's stakeholders and audiences remain the same as they were in 2016. The methods chosen to communicate remain best practice.

No further action in regards to updating our existing Community Engagement Strategy is required at this time.

**RECOMMENDATION**

That the report in regards to the Community Engagement Strategy Review be noted.

Phil Johnston  
**Director Community and Economic Development**



# DRAFT EMPLOYMENT LANDS FOCUS AND STRATEGY

# EXECUTIVE SUMMARY

Growth and economic development of the Narromine Shire is a key policy matter for Council. The local community have also identified employment opportunities and business development as an issue of high importance within the Community Strategic Plan 2027. Growth and economic development requires a strategic planning approach, and should specifically target employment generating land uses that also allows for a diversity of industries and value adding of local products.

The Employment Lands Focus and Strategy is tightly aligned with the Narromine Shire Council Economic Development Strategy 2018-2021 which represents a fresh and coordinated approach to improving the economic wellbeing of the Narromine Region, leading to an improved quality of life for residents and an enhanced experience for visitors to the shire.

Further to this, the strategy brings

together information on economic strengths, needs and opportunities in an action plan that supports a cohesive and prosperous business environment for all areas in the Narromine Shire.

Through this, Council has also undertaken a specific review of Industrial Lands and potential growth areas within Narromine and Trangie which has guided the preparation of the Employment Lands Focus and Strategy. This document can be found at appendix A.

The Employment Lands Focus and Strategy will therefore aim to guide future decision making by Council and other stakeholders by:

1. Considering the drivers for economic growth and emerging industries;
2. Identifying and supporting the economic development of industries including those seeking to diversify or value add to existing products;
3. Assessing the current availability of Employment Lands;
4. Assessing the demand for additional Employment Lands, and;
5. Considering coordinated future amendments to the Narromine Local Environmental Plan 2011 to support employment generating land uses.

The focus on Employment Land uses within the Narromine Region specifically targets agriculture, industry, health, commercial and retail areas and has been undertaken to further refine Council's Objectives from the Economic Development Strategy 2018-2021.





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# PURPOSE

Employment lands play an important role in the functioning of a community and town. Employment lands provide the population with urban services, supports job growth, encourages business creation and development, and contributes to the wider economy. Therefore, it is important that there is enough land, located in the right places, for this to occur.

**The core objective of the development of Employment Lands within the Region is to promote and encourage business, industry and commercial pursuits to stimulate net jobs growth in the Narromine region and build on existing industry sectors and resource strengths.**

This Employment Lands Focus and Strategy and the further work that is undertaken as a result will identify the land which will facilitate the growth of our region. This strategy will look to emerging trends and potential industry niche's that will best suit local conditions.

This is also guided by the Narromine Shire Council Economic Development Strategy which highlights that Council will assist to create a modern and self-sustaining industrial region that will leverage road, rail, and air transport modes. This is also identified through Council's consultation work in preparing the Community Strategic Plan 2027 with the community.

The Narromine Shire Council Economic Development Strategy also outlines these key industry pillars that will enhance our economic development.

- Agriculture
- Health
- The Visitor Economy
  - » Day visitors
  - » Events
  - » Accommodation
- Aviation

- Residential land
- Transportation
- Retail

In order to excel in the above key industry pillars and provide for growth, Council must ensure that suitable and affordable land is progressively available, understand the nature of existing and emerging industries and protect the existing and prospective industrial business within the Narromine Region.

The Employment Lands Focus and Strategy has involved the following key tasks:

1. Review of state and local planning policies including the Community Strategic Plan 2027 for Narromine;
2. Analysis of population and employment profiles for the LGA;
3. Audit of the existing supply of employment lands and future demand requirements for the LGA;
4. Analysis of the economic trends which influence employment lands, and;
5. Make recommendations for Council's Planning framework to accommodate future employment growth within the LGA.





# BACKGROUND

## Narromine Shire

The Narromine Shire is located 40 kilometres west of Dubbo, in the Orana region of New South Wales, Australia. The Shire covers an area of 5224 km<sup>2</sup> and has a population 6,444. The Shire comprises three urban centres of Narromine (population 4,776), Trangie (population 1,275) 35 km to the west, and Tomingley (population 393) 35 km to the south.

Narromine is a community that is proud of the heritage, history and towns in the region which is shared with residents, businesses and visitors to the Shire. Residents choose to live in the Shire because of its location with access to a regional centre, its picturesque setting and close community connections.

The Wiradjuri people are the original inhabitants and the traditional owners of the area.

Today Narromine has a strong indigenous population of 1000 residents representing 19% of the Shire's total population.

The agriculture sector has long been the mainstay and the region is well known for sheep, cattle, wool and cotton production as well as broad acre cereal crops. Alkane Resources Limited provide important employment opportunities with a significant mining development located in Tomingley.

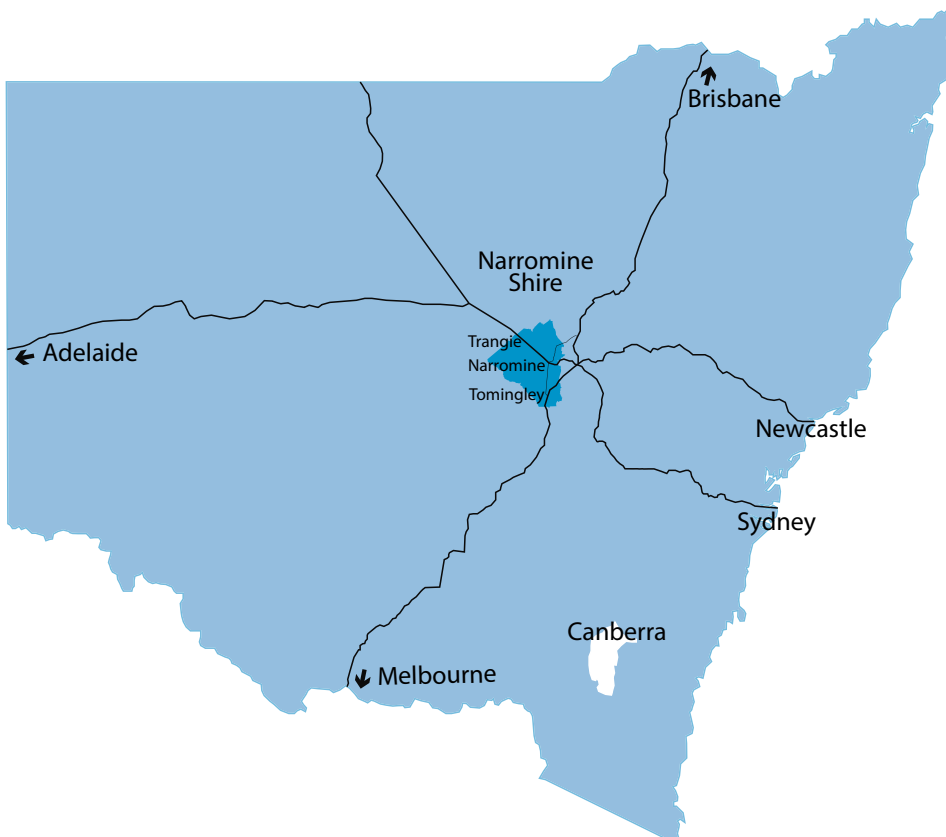
## Economic Drivers

The Shire has an estimated Gross Regional Product of \$378 million and represents 4.4% of the \$6.893 billion value added in Orana region. The Agriculture, Forestry and Fishing sector contributes the largest proportion of value add, contributing more than \$73 million.

Narromine Shire is part of the rich Macquarie Valley, largely producing wheat, beef, sheep, wool and cotton. Irrigated agriculture in the Valley produces over 50% of the region's gross value of agricultural production from less than 5% of the land area and less than 20% of available water resources.

Narromine Shire has a workforce of 2,061 people representing 4.7 % of the 43,968 people employed in the broader Orana region. The Agriculture, Forestry and Fishing sector is the largest industry employing almost a third of the workforce. The Health and Social Assistance Sector and Retail Trade sectors are also significant employers within Narromine Shire.

These drivers are further confirmed in the recent Central West Orana Regional plan.



# BACKGROUND



## POPULATION

**6,444**  
 Narromine 4,776  
 Trangie 1,275  
 Tomingley 393  
 (ABS 2016)



## UNEMPLOYMENT

Narromine 3.4%  
 Orana Region 3.6%  
 NSW 4.6%  
 (SALM JUN 2017)



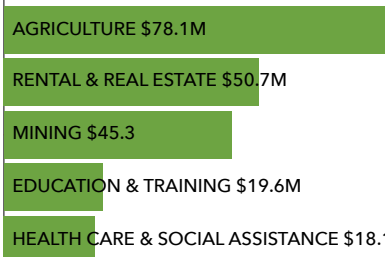
**GRP**  
**\$378 MILLION**  
 (NEIR and REPLAN)



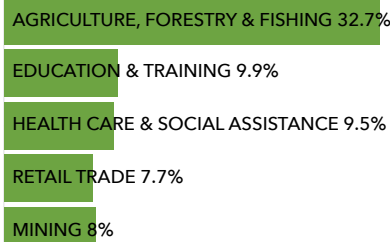
## QUALIFICATIONS

Studying at TAFE or University 9%  
 Certificate level qualifications 42%  
 Bachelor Degree 15%  
 (ABS 2016)

## VALUE ADD \$211.8 MILLION

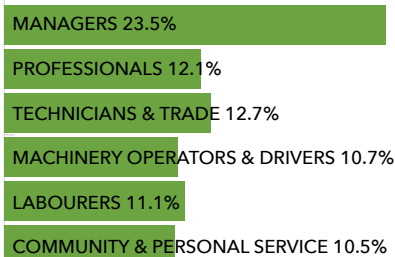


## EMPLOYMENT INDUSTRIES



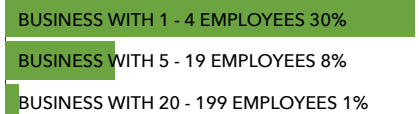
(ABS 2016)

## OCCUPATIONS



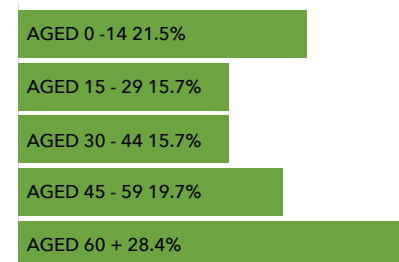
(ABS 2016)

## BUSINESS



(ABS Business Entries & Exits 2016)

## DEMOGRAPHICS MEDIAN AGE 42



(ABS 2016)



# KEY TRENDS AND ADVANTAGES

## The Importance of the Regions

By 2056, **high levels of automation**, increased **freelancing** and **'virtualisation'** and a **strong services economy** will enable a vibrant, modern economy with new industries and jobs of the future growing strongly in Regional NSW and Greater Sydney.

In the future, NSW will be Australia's first trillion dollar state economy, with growth that is broadly-based and diverse. Economic productivity will grow as the network moves people more efficiently to jobs centres and provides firms with access to the right workers, skills and customers. **Future technology** will also enable **productivity enhancing flexibility** in the way people work and the times of day they travel.

NSW **primary industries**, which today contribute around \$14 billion to State Gross Value Product, **will continue to grow strongly**, strengthening links to global export markets. **NSW's freight networks will need rapid innovation** and development to support import and **export markets** and meet growing consumer demands. By 2056, the state will be served by two high performing container ports, with Port Botany and Port Kembla servicing our growing population centres. **Integrated road and rail logistics chains supported by intermodal terminals and dedicated, high performing freight pathways will connect the city and regions.** Regional centres will also play an important role for service provision and employment.

Towns and villages will offer employment and housing and will continue to be important in attracting domestic and international visitors, bringing job opportunities and economic benefits to rural communities. (Future Transport 2056).

Demand for **well-located and serviced employment land will be driven by proximity to Sydney and Newcastle.**

The diversification of agribusiness and value adding manufacturing will require processing and manufacturing facilities in dedicated industrial estates. (Central West and Orana Regional Plan).

## Key priority areas

When all of the available information is combined we can see where the key priority areas may be and what sectors are best placed for growth and may be in need of employment land.

These priority areas, as identified in the Narromine Economic Development Strategy include;

- Agribusiness - agrichemicals, breeding, crop production (farming and contract farming), distribution, farm machinery, processing, and seed supply
- Wholesale trade
- Machinery manufacturing
- Food processing
- Financial services
- Transport
- Construction services
- Automotive and Machinery repair
- Health



# KEY TRENDS AND ADVANTAGES

## Competitive advantage

The Narromine Shire is operating in a competitive environment against other areas within the Orana and Central West Regions. Each LGA is working to attract investment and development that will help drive population and economic growth.

Potential investors consider a number of key attributes when considering a location for further or future development. A number of these considerations are outlined below.

- **Accessibility and Location:** accessibility to suppliers or materials (or other inputs) and/or services. Local supply chain networks, accessibility for employees (and family networks).
- **Market:** access to markets.
- **Infrastructure:** all services required are available for connection and are adequate for current and future demands - electricity, water, gas, telecommunications and waste disposal
- **Access to Employment and Labour** with required skills and qualifications
- **Affordability:** key cost comparisons between different locations, such as site costs, building or factory lease costs, energy costs, insurance costs and freight costs
- **Lifestyle and Amenity:** Quality of life factors and general amenity including education facilities, recreation facilities and quality, availability and cost of housing



## KEY STRENGTHS

- Proximity to Dubbo
- Internationally recognised Aerodrome
- Transport linkages
- Aspect of main street in Narromine
- Proximity to new mining developments
- Natural environment

## KEY WEAKNESSES

- Declining population
- Limited connection of business community
- Limited coordination of major events
- Lack of funding

## KEY THREATS

- Water Licences
- Apathy
- Funding Allocations
- Continued decline of population

## KEY OPPORTUNITIES

- Inland Rail
- International Events at Aerodrome
- Innovative Agriculture
- Health Hub
- Main street amenity - day trip market
- Agricultural Education
- Agricultural Sector Growth



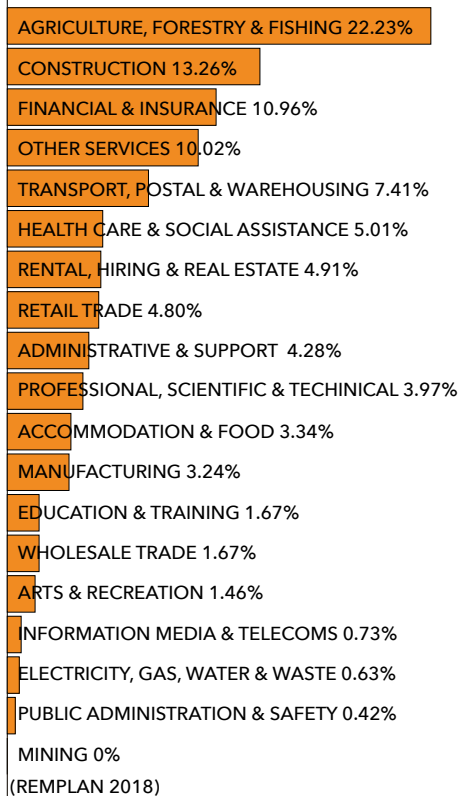
# CURRENT ANALYSIS

## Demand

According to the 2016 ABS there were 958 businesses trading in the Narromine Shire area.

## Businesses within Selected Geography

This graph shows that overall Agriculture, Construction, Financial Services and Health Care have the most number of individual businesses within the LGA. **This is important when considering where the future demand may come from.**



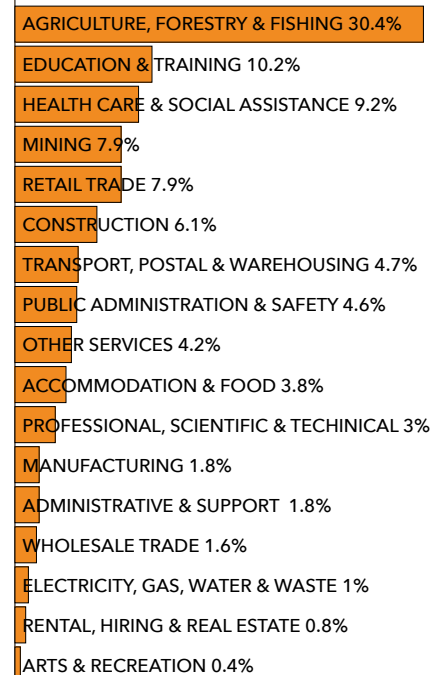
Also of importance is the analysis of what the various economic sectors import into the Narromine region in order to undertake their businesses. This analysis gives some indication of where demand is shown now and if a business in this sector was newly developed what the local demand be.

- Within the Mining sector there are high level of imports of technical equipment, metal manufacturing and civil construction.
- Within the Agricultural sector there are high level of imports of food product, financial services and wholesale trade.
- In the Construction sector there are a high level of imports of metal product and building services.

## Employment by industry

In order to foster development within these industries a supply of available lands is required.

This includes lands for industrial development and retail and commercial land within the townships of Narromine and Trangie.



# CURRENT ANALYSIS

## Key Propulsive Sectors Report

The industry sectors which are the key drivers of the Narromine Region's economy in terms of regional exports, employment, value-added and local expenditure on goods and services (backward linkages) are detailed below.

Industry Sectors	Backward linkages	Exports	Employment	Value-added
Agriculture, Forestry & Fishing Support Services	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Sheep, Grains, Beef & Dairy Cattle	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Road Transport	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Education		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Professional, Scientific & Technical Services		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Non Ferrous Metal Ore Mining		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Other Agriculture		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Construction Services	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Residential Care & Social Assistance Care			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Public Administration & Regulatory Services			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Health Care Services			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Gas Supply	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		
Residential & Non-residential Building Construction	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		
Retail Trade			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Wholesale Trade		<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>
Electricity Distribution	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		
Food & Beverage Services			<input checked="" type="checkbox"/>	

**Backward Linkages** - details the industry sectors which spend the most on locally sourced intermediate goods and services per dollar of output. These industry sectors may not necessarily make the largest contributions to the Region's economy at present however due to well developed local supply chains these sectors have a significant capacity to deliver broad based economic benefits for the region.

The major key propulsive sectors in the Narromine Region have been identified as:

- Agriculture, Forestry & Fishing Support Services
- Sheep, Grains, Beef & Dairy Cattle
- Road Transport

**Regional Exports** - represents the value of goods and services exported outside of the Narromine Region that have been generated by local businesses / organisations. Another way of defining exports is as an inflow of money into the region, i.e. Motels have an inflow of money from people who live outside the region's boundaries thus they are earning export equivalent dollars.

**Employment** - the key social outcome of economic development; employment data represents the number of people employed by businesses / organisations in each of the industry sectors in the Narromine Region.

**Value-Added** - represents the marginal economic value that is added by each industry sector in a defined region. Value-Added is calculated by subtracting local expenditure and expenditure on regional imports from the output generated by an industry sector. Value-Added by industry sector is the major element in the calculation of Gross Regional Product.

# EXISTING EMPLOYMENT LANDS

## Narromine Local Environmental Plan 2011

The Local Environmental Plan aims to make local environmental planning provisions for land in Narromine in accordance with the relevant standard environmental planning instrument under section 3.20 of the Act.

The particular aims of this Plan are as follows:

- a. To encourage economic development through tourism activities, business, employment initiatives and fostering industry growth,
- b. To protect and conserve the natural environment including surface and ground water, soil, air and native vegetation by encouraging sustainable development,
- c. To encourage sustainable agricultural practices, including intensive agriculture, by minimising land use conflicts and facilitating farm adjustments.

The LEP and the various zones that have been applied to the Employment Lands will provide an adequate choice of land size, location, proximity to town, amenity and availability well into the future.

**At this time the definitions within the LEP are seen to encompass the strengths of our local economy and likely business development in the agriculture, aviation, manufacturing and processing sectors. Each of the areas that are to be established have their strengths in regards to local amenity issues and as such we would expect that likely business development scenarios will be accommodated.**



# EXISTING EMPLOYMENT LANDS

## Retail and Commercial Precinct

### Zone B2 Local Centre

#### Objectives of zone

- To provide a range of retail, business, entertainment and community uses that serve the needs of people who live in, work in and visit the local area.
- To encourage employment opportunities in accessible locations.
- To maximise public transport patronage and encourage walking and cycling.

### Narromine

The Narromine Central Business District comprises primarily of Dandaloo and Burraway Streets, with the majority of this land zoned B2 Local Centre under the Narromine Local Environmental Plan 2011 Figure 1 (below).

Currently there are ninety-seven (97) privately owned allotments within the Narromine (B2 zoned) CBD Precinct. This excludes four (4) Council owned properties and twenty-one (21) properties owned by State Government Agencies or the like.

Of all the privately owned allotments, only 14 shops are currently vacant and only one (1) allotment is not currently developed and is used for private parking to support the existing adjoining business.

For businesses currently operating and located immediately outside of the B2 precinct, the business would be located in the R1 General Residential area and would most likely be operating under existing use right provision of the Environmental Planning and Assessment Act.

Figure 1: Narromine B2 Zoned Land, Narromine LEP 2011

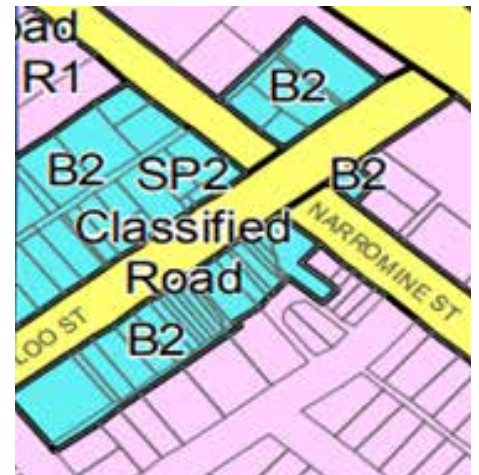


Figure 1

### Trangie

Similarly, the Trangie Central Business District is confined to Dandaloo and Narromine Streets which is also zoned B2 Local Centre. Within this precinct, there are forty-three (43) privately owned allotments of a total of fifty-five (55) B2 zoned allotments. There are currently five (5) vacant shops fronting Dandaloo Street and one (1) vacant parcel of B2 zoned land owned by Council.

Figure 2: Trangie B2 Zoned Land, Narromine LEP 2011 (below)



### Tomingley

Tomingley does not currently have any retail or commercial zoning within the Village. Existing or historical commercial land uses are located on land zoned RU5 Village which includes a service station, pub and motel. The RU5 Zone permits a range of land uses that is intended to complement a rural village area.



# EXISTING EMPLOYMENT LANDS

## Industrial Precinct

### Zone IN1 General Industrial

#### Objectives of zone

- To provide a wide range of industrial and warehouse land uses.
- To encourage employment opportunities.
- To minimise any adverse effect of industry on other land uses.
- To support and protect industrial land for industrial uses.
- To minimise any adverse effect of industry on the natural environment.

#### Narromine

The existing industrial estate of Narromine is currently located off the Mitchell Highway, east of the CBD and is zoned IN1 General Industrial.



Figure 3: Narromine Industrial Zoned Land, Narromine LEP 2011 (above)

The existing industrial estate has forty-five (45) allotments with many of these now amalgamated to form larger blocks and drive ways enabling larger trucks to enter private property. The estate is 18Ha in total with allotments ranging in size from 2,500 to 4,500 square metres. It is largely felt that this estate has minimal available land.

Twenty-six (26) businesses are established in the estate with the largest employer NDF Disc Planters operating just to the east of the industrial estate on a rural RU1 zoned block.

Businesses that have established in this estate include those in the Agribusiness, Construction, Agricultural Manufacturing, Fuel and Automotive sectors.

Further research was undertaken by Council on the existing industrial precinct along with potential industrial growth areas of Narromine (refer to Appendix A).

The research undertaken has found that the existing industrial land yet to be subdivided is designed primarily for small businesses (1,000 to 2,000m<sup>2</sup> lots) and is unsuitable for larger-scale or heavier industrial development types. As a result, larger-scale 'general industry' or 'light industry' has no identified area to locate within the Shire.

#### Trangie

The existing industrial estate of Trangie is located to the west of the main CBD and is also zoned IN1 General Industrial. This area comprises of eight (8) allotments with areas between 1,850m<sup>2</sup> and 1.57ha.

Further research was undertaken by Council on the existing industrial precinct along with potential industrial growth areas of Trangie (refer to Appendix A).

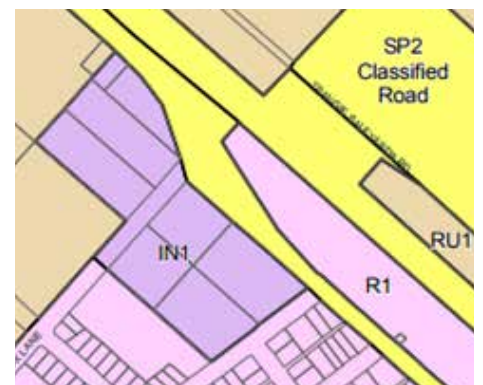


Figure 4: Trangie Industrial Zoned Land, Narromine LEP 2011 (above)

#### Tomingley

Tomingley does not currently have any industrial zoning within the Village and historical forms of industrial land uses are limited to the RU5 Village Zone provided that it complements the village area.

# EMERGING EMPLOYMENT LANDS

## Narromine Aerodrome Industrial Park

The Narromine Aerodrome Industrial Park Project will see the construction of a light industrial park including hangar development to capitalise on the Shire's current Aerodrome and assist in positioning the region as an aviation hub. The Project will assist in growing and diversifying the region's economic base, attracting visitors, extending visitors length of stay, generate economic activity through job creation and strengthen Narromine's position as the Gliding Capital of Australia.

The project is focused on creating a 8.695ha, 22 lot Industrial area within the Narromine Aerodrome located on the Mitchell Highway at Narromine. A total of 13 public access lots would be developed for a range of aviation related businesses and nine (9) restricted airside access lots developed for individual aircraft hangars by private owners and small charter operators. Each lot would be serviced by electricity, water and sewer.

The Narromine Shire is an internationally renowned hub for gliding and other aviation pursuits. The Aerodrome is located on the North Western edge of Narromine and is zoned SP2 Infrastructure - Aerodrome. The proposed site within the Aerodrome precinct is zoned SP1 Special Activities (Business Premises, Residential, Tourist and Visitor Accommodation - incidental with Aviation). This designated zoning allows development at the Aerodrome in accordance with the Aerodrome Strategic and Masterplan and in particular, the proposed hangar development.

The Aerodrome is located only 3km from the main town of Narromine, occupies 322.3 ha and is surrounded by agricultural, recreational and residential land uses. Being a relatively flat site, the land provides flexibility in the size of lots created in order to meet market demand and needs of potential industry.

The site is cleared and also allows for water, power, telecommunications and road head-works supporting the 22 industrial lots.

The Narromine Aerodrome is currently owned and operated by Narromine Shire Council. Private operations on the site include agricultural activities, gliders, private and recreational aircraft, ultralight aircraft, as well as emergency services. The Aerodrome is home to the Narromine Aviation Museum, Narromine Aero Club, Narromine Gliding Club, the Sport Aircraft Association of Australia and other private operations in agriculture, gliding and ultralight training.

Strategies relating to the Aerodrome over the past 15 years all cite the importance of growing the Aerodrome and ensuring its long term commercial viability as a key aviation precinct is supported by the 2016 Narromine Aerodrome Strategic and Master Plan which identified the need to ensure the long term viability of the Aerodrome through the establishment of an Industrial Park.

The Project will assist in diversifying the economic base of the Narromine region, strengthening the tourism sector, supporting the ongoing financial viability of the Aerodrome and creating of new employment opportunities for the Region.

The development of the Narromine Aerodrome Industrial Park will provide the region with employment, skill enhancement, business development, access to national opportunities and technological advancements; and further develop the existing aviation supply chain.

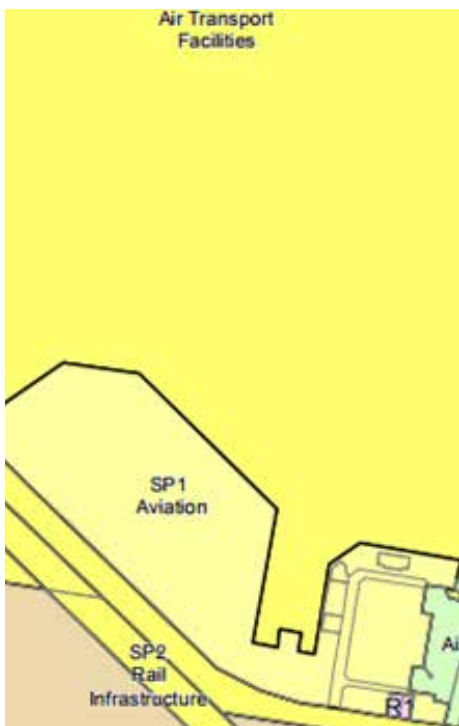


Figure 5: Narromine SP1 and SP2 Zoned Land, Narromine LEP 2011

# EMERGING EMPLOYMENT LANDS

## Key outcomes of the Project include:

- Provide for aviation activities and aviation support facilities;
- Facilitate compatible and ancillary functions;
- Protect the long-term viability and operational efficiency of Narromine Aerodrome;
- Achieve a balance of built form and landscape to minimise adverse environmental impacts, and maintain the safe and secure movement of people;
- Stimulate Narromine's economic growth through appropriate land use;
- Encourage new industry growth and create employment opportunities; and
- Strengthen the Tourism sector through increased visitation and spending.

## Zone SP1 Special Activities

### 1 Objectives of zone

- To provide for special land uses that are not provided for in other zones.
- To provide for sites with special natural characteristics that are not provided for in other zones.
- To facilitate development that is in keeping with the special characteristics of the site or its existing or intended special use, and that minimises any adverse impacts on surrounding land.

## Zone SP2 Infrastructure

### 1 Objectives of zone

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



# EMERGING EMPLOYMENT LANDS

## Extension to Existing Narromine Industrial Estate

12ha of vacant land adjacent to the existing industrial estate on the Mitchell Highway 1.5km to the east of the town centre is currently zoned IN1 General Industrial.

This land has remained undeveloped for some time largely due to the cost of developing this green field site.

In July 2018 a development application was lodged for the development of 22 blocks within this Estate. Access will be via the existing industrial area.

## Larger Lot Agricultural Related Industrial Lands

In order to take advantage of the strong agribusiness in the area, transport links, proximity to Dubbo and the emergence of mining, Narromine Shire Council is working collaboratively with other stakeholders to attract industry, generate jobs and grow the population.

Council are keen to explore development opportunities that leverage off Australian Rail Track Corporation's (ARTC) Inland Rail project and have undertaken a high-level study of available options and engaged with industry to gain feedback on their current operations and the presented options.

With Narromine having existing rail lines to the west, south, east and the proposed Inland Rail running to the north, Council are investigating development adjacent to an existing or proposed rail line that can leverage off the expanded freight potential offered by Inland Rail.

The proposal is for a 40+ year development consisting of an Industrial Precinct and Freight Exchange with infrastructure such as roads, hardstand, rail sidings and utilities developed as part of an overall master plan.

Initial studies regarding the opportunities for an Industrial Precinct and Freight Exchange have been undertaken.

As well as the opportunities that may exist along the existing and future rail corridor there are other opportunities for Agricultural Land to be developed for Agriculture related industrial land. This is further discussed within Appendix A.





# STRATEGIC CONTEXT

Attracting new industry, strengthening existing sectors and the creation of new employment is critical to ensuring the sustainability of the Narromine Region. The Narromine Aerodrome Industrial Park Project has been reviewed in terms of federal, state and local strategies to ensure it is meeting best economic and social outcomes. The key policy documents and strategies the project aligns with are detailed below.

## Regional Development Australia Orana NSW Regional Plan 2013-2016

Narromine Shire Local Government Area is part of Regional Development Australia Orana NSW. Developed in consultation with key regional stakeholders; local government, community and business organisations, the Regional Plan sets out the economic, environmental and social vision for the region. The Plan identifies key goals and priorities, outlines the strategic direction and describes the actions that will be taken to capitalise on opportunities and address the barriers to economic growth in the Orana.

The Project aligns with four of the five goals identified in the Plan including:

- Economic Growth, Diversification and Innovation
- Business Investment
- Whole of Government Approach to Policy and Planning
- Infrastructure

The Project will see critical infrastructure that will build on the region's comparative advantage.

## NSW State Plan 2021

NSW 2021: A Plan to Make NSW Number One sets the Government's agenda for change in NSW. It provides the direction for the public sector for the next 20 years.

## Goal 1: Improve Economy of NSW

Diversification is critical to supporting a strong economic base. A strong economy generates opportunities for fulfilling jobs, choices and financial security. The Project will result in strengthening the region's agricultural industry and assist in diversification strategies for the region's industry sectors. The Project will be the catalyst to boost aviation pursuits in the region which will drive new business investment. With a high Aboriginal population of 20% in the Narromine Shire, employment opportunities will be created therefore reducing the gap in employment outcomes assisting the NSW State target.

## GOAL 3 Drive Economic Growth in Regional NSW

The Industrial Park will enable the attraction of new businesses to the region and therefore increase the share of jobs. In addition, the Projects infrastructure is noted in the Narromine Shire Council's comprehensive Asset Management Plan as a critical item in the infrastructure backlog. The Project's completion will strengthen the agricultural sector through the development of agricultural aviation.

## GOAL 4 Increase the competitiveness of doing business in NSW

The newly created Industrial Park will increase business confidence and act as a catalyst for innovation by creating and fostering new opportunities in the existing business base whilst improving productivity.

## Narromine Shire Community Strategic Plan 2027

The Local Government Act requires every Council across NSW to develop a Community Strategic Plan. The Plan is the guiding document that directs Council's strategic business and features the aspirations and priorities for the Local Government Area as identified by its communities.

The Community Strategic Plan must address social, economic, environmental



# STRATEGIC CONTEXT

and civic leadership matters in an integrated manner. The Plan is embedded with social justice principals of equality, access, participation and rights.

The Narromine Shire Community Strategic Plan, first developed in 2012, was reviewed in late 2016 with over 700 Narromine Shire residents, businesses, groups and organisations participating in the Community Engagement for the Plan. This accounted for over 10% of the Shire's population demonstrating high levels of involvement and ownership by the community in what is important for today and the Shire's future.

As a result of the ongoing engagement process, the framework for the Community Strategic Plan was developed which has four key guiding principle areas that best described the future directions required in achieving the vision of the community.

These four overarching areas are:

- Vibrant Communities
- Growing Our Economy
- Protecting and Enhancing Our Economy
- Proactive Leadership

The Project is identified as a key priority in the Community Long Term Strategic Plan by the Narromine Community.

## Associated Plans

### Central West and Orana Regional Plan

This strategic document highlights that the top three economic opportunities for the Narromine Shire area to be those related to Agribusiness, Transport and Logistics and Aviation related. Importantly Agribusiness also features in the areas surrounding the Narromine Shire meaning those businesses that support Agriculture, provide a value add or are manufacturing to support the industry have a wide region to operate in and can base their operation within a central well supported hub.

The direction provided in the Regional Plan provides for the growth of the

agribusiness sector and supply chains. The Plan outlines that the Central West and Orana earns around \$1.3 billion from quality wine, beef, wool, vegetables, cotton, wheat, fruit and timber. This represents 18% of all agricultural production in NSW annually.

'Diversification has helped to expand agricultural activities, businesses and industries, making agribusiness one of the most important economic sectors. The agribusiness sector will grow with better recognition, protection and expansion of the Agricultural supply chain'.

Direction 10 also highlights the need to promote business and industrial activities in employment lands with an action to:

'Encourage the sustainable development of industrial and employment land to maximise infrastructure and connect to the main freight network'.

### Large Lot Residential Strategy and Rural Residential Strategy

In 2013 GHD and Council finalised the Rural Residential Land Use Strategy ('2013 Strategy') which assessed the demographics and land uses of the Narromine Shire with a view to earmark new land release areas for large lot residential development (commonly referred to as 'rural residential' development). The 2013 Strategy was developed to satisfy concerns raised by Council regarding a perceived lack of land supply for rural residential development. The 2013 Strategy provided a solid basis for recommending new areas for rural residential development as well as an order for the prioritised release of such new lands. The Strategy Update is reviewing the recommendations of this earlier work in line with current government policy and intended future Shire directions.

Once complete this has the potential to allow for a greater number of opportunities for rural residential blocks offering additional choices of housing for those who choose to live and work in our region.

**'Diversification has helped to expand agricultural activities, businesses and industries, making agribusiness one of the most important economic sectors. The agribusiness sector will grow with better recognition, protection and expansion of the Agricultural supply chain'.**

**'Encourage the sustainable development of industrial and employment land to maximise infrastructure and connect to the main freight network'.**

# STRATEGIES

**The core objective of the development of Employment Lands within the Region is to promote and encourage business, industry and commercial pursuits to stimulate net jobs growth in the Narromine region and build on existing industry sectors and resource strengths.**

Actions	Timeline	Partners
1.1 Provide input to the LEP review in 2018/2019	June 30 2019	Community
1.2 Continue to liaise with existing developers of Employment Lands	Ongoing	Developers State Government
1.3 Continue to discuss the options for developing employment Lands related to the Agricultural Industry with developers	Ongoing	Local land owners State Government Federal Government
1.4 Work to develop existing priority area, areas of natural strength and business opportunities identified in the Narromine Economic Development Strategy, Regional Economic Development Strategy and other strategic documents.	Ongoing	Economic Development Group Community State Government Federal Government





# SUMMARY

The importance of providing well-resourced and available employment lands is vital to the success of our region and the future growth and economic sustainability of the Narromine region.

This region's location to the important growing areas to the West together with our proximity to the main centre of Dubbo along with present and future road and rail links to all locations on the east coast will drive an increased demand for employment land, particularly industrial lands, bringing increased employment opportunities.

The strengths of our economy are well known and existing businesses will take advantage of increased opportunities and grow while other businesses not

already in the area will look to business opportunities taking advantage of lower establishment costs, improved transport links and closer proximity to agricultural lands.

It will be important to establish these areas to allow ease of entry and remove any uncertainties about suitability and local amenity issues.

It will also be important to ensure that suitable housing and residential lands are available to house employees, ensure the local availability of sewer and water for future employment land uses and ensure access to technology and good telecommunications.





# Narromine Shire

Focussing on Areas around  
Narromine & Trangie

## Industrial Land Use Study & Growth Investigation Areas 2018

Review of Industrial and Other Higher Impact Uses  
in or near Narromine & Trangie

Excluding Mining/Extractive Industry and Intensive Agriculture



*Figure 1: View along Macquarie River looking over the Town of Narromine (Source: Councils 2017/2018 Delivery Program).*

Prepared on behalf of Narromine Shire Council

**23 May 2018**

Version: C (FINAL for Internal Review)

**NOTE: THIS IS A PRELIMINARY INVESTIGATION STUDY ONLY.**

**FINDINGS IN THIS REPORT HAVE NOT BEEN ENDORSED BY COUNCIL**

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## ACRONYMS Used in this Report

- Large Lot Residential – LLR (commonly known as 'rural residential')
- Local Environmental Plan – LEP
- Development Control Plan - DCP
- Minimum Lot Size – MLS
- Department of Planning & Environment – DPE
- Roads & Maritime Services – RMS
- Office of Environment & Heritage – OEH

## Document Control

Version / Date	Document	Provided To
A – 30/04/2018 B – 9/05/2018	Draft for Internal Review - Confidential	Jane Redden (General Manager), Guy Marchant & Phil Johnston - Narromine Shire Council
C – 23/05/2018	FINAL Part 1 – Public Overview/Findings Part 2 – Confidential Detailed Review	Jane Redden (General Manager), Guy Marchant & Phil Johnston - Narromine Shire Council

# 1 SUMMARY & PRELIMINARY RECOMMENDATIONS

## 1.1 Purpose of this Study

The purpose of this Study/Report is to promote industrial and employment/business growth in Narromine Shire through:

- a) Appropriate objectives/principles for industrial land use locations and growth;
- b) Brief review of existing industrial areas and supply/demand for industrial land uses in the Shire;
- c) Brief review of issues/challenges/competitive advantages for industrial uses in the Shire;
- d) Review of some potential INVESTIGATION/GROWTH areas to highlight preliminary opportunities and key constraints; and
- e) Potential alignment of key sites with Inland Rail and other transport opportunities/constraints to maximise industrial potential and synergy.

It is focussed primarily on industrial and quasi-industrial uses (higher impact) that may require clearly zoned land, buffers and protection from encroachment by sensitive uses.

**This is not an Employment Lands or Industrial Land Use Strategy** as further consultation, site issue identification, and demand opportunities need to be prepared as part of the process but it does potentially inform the Strategy being prepared by Council.

It may **NOT** have identified **ALL** of the potential sites for future growth but initial key sites that meet many of the requirements are identified. The maps showing investigation areas should **NOT** be taken as justifying the rezoning or development of identified lands without further consultation with Council. However, the sites with potential do warrant further investigation and consultation.

## 1.2 Key Findings (Existing Areas & Issues/Opportunities)

1. **Competitive Advantages:** It is clearly recognised in Council Economic Strategy and other relevant documents that Narromine Shire has several key competitive advantages including but not limited to:
  - a) **Agriculture:** The Shire's existing strengths in high quality soils and access to water, resulting agricultural production and intensive agriculture, supporting industries and technical expertise, and potential to increase ways to value-add to agricultural products;
  - b) **Existing Transport:** The Shire's location at the 'gateway' between north-western NSW and key coastal markets, access to major road transport routes and future connections (both north-south and east-west), and existing rail lines and sidings to open up new opportunities for improved transport and logistics to efficiently and effectively distribute products to markets at lowest costs.
  - c) **Inland Rail / Freight Exchange:** Inland Rail will provide opportunities for improved access to coastal and international markets and also add economic growth to regional Australia. This Study does not review these opportunities in detail but notes Council continues to investigate the business case for a smaller freight exchange (road-rail) that would not compete with Parkes or other larger intermodal facilities but may supplement existing transport logistics in the region. Any identification of industrial sites should NOT be solely based on creating this freight exchange – but until future potential is investigated – this may be one factor that supports the creation of new industrial land supply.
2. **Facilitating Industrial Land Uses:** To leverage from the above opportunities it is necessary to have an adequate supply of appropriately zoned, serviced and protected employment land to support industrial/business activity and attract new investment. This includes both protecting and enhancing existing industrial lands AND identifying potential future new industrial growth areas.
3. **Industrial Supply:** In order to minimise missing investment opportunities, Narromine Shire needs to be positioned with:
  - a) an adequate supply of appropriately located, serviced and zoned land with few constraints to meet the potential for 5-10 years growth; and
  - b) identify and protect future expansion/growth areas for the 10-30 year period.
4. **Strategic Planning:** The process for identifying, testing, rezoning, servicing, assessing and developing employment lands is a process that takes substantial time, energy, money, and resources to complete from start to finish. Industrial investors have time-frames of months to identify and develop land. The

Shire is unable to respond to the market in these timeframes so there must be strategic planning and integration of economic, social and environmental outcomes early in the process to avoid loss of this investment to other more prepared Shires.

5. **Demand:** This Study recognises that demand for industrial or employment lands is significantly difficult to measure (compared to say, residential demand that is higher volume and has a longer historical pattern). Business investment is led by market opportunities that may arise and disappear quickly. Changes in technology and processes necessitate a flexible approach to assessing and approving development. To a large extent any assessment of industrial demand has to be optimistic and to a degree speculative to cater for unknown demand. This does not mean an unlimited land supply is created or there are no controls for assessing these applications. Only that a range of possible growth areas need to be identified and the challenges/risks to approval reduced as much as possible.
6. **Buffers to Sensitive Uses:** Development of this existing zoned industrial land may need to accommodate buffers to those existing and future residential uses on adjacent land. As the industrial land is likely to develop before most of the residential land the buffer should potentially be shared. Buffers will be dependent on the type of industry/impacts that are being proposed.
7. **Supply for Large-Scale Industry:** A key finding of this report is that existing zoned industrial land is reaching full capacity/take-up or would not meet the potential for 5-10 years growth based on some over-arching assumptions:
  - a) **Narromine:** Whilst there is a proposed new subdivision of the western area of the Narromine East Industrial Precinct it is designed primarily for small businesses (1,000 to 2,000m<sup>2</sup> lots) and unsuitable for larger-scale or heavier industrial types. Larger-scale 'general industry' or 'light industry' has no identified area to locate within the Shire.
  - b) **Trangie:** Trangie only has a small area of zoned industrial land and whilst this is not fully developed, it would only take 1-2 small to medium sized developments to consume the available land.
  - c) **Rural Zone:** Whilst 'heavy industry' and 'rural industry' are both permissible within the broader rural zone (Zone RU1 Primary Production) there may be several key issues preventing development of rural land for this purpose including, but not limited to:
    - i. Only 'heavy industry' and 'rural industry' are permissible in Zone RU1. Not all large scale industrial types would fall within these definitions, yet there is not sufficient land supply in urban areas or adequate buffers to sensitive uses to promote these in Zone IN1 General Industrial;
    - ii. Few rural sites would have a high level of access and servicing without substantial investment and many sites may have other environmental constraints or proximity to sensitive dwellings.
    - iii. There is no clear strategic direction for larger-scale industry to grow in or near Narromine or Trangie so this potentially adds risk or delays to rezoning or development applications in Zone RU1. The more Council can do to investigate and reduce risk on sites for quicker assessment, the quicker it will be able to respond to new enquiries/applications.

### 1.3 Key Recommendations (Investigation of New Areas)

As a result of the above findings, this Study makes several preliminary recommendations to incorporate into a broader Employment Lands Strategy:

#### 1.3.1 Investigation Areas

It is suggested that potential industrial areas identified in this Study in and around both Narromine and Trangie should be further investigated (including consultation with key stakeholders) and, if the sites meet the principles in this Study, then they should be protected from encroachment by sensitive uses until it is determined they are not suitable for industrial uses.

It does NOT suggest that any of these sites are suitable for immediate rezoning or that they are likely to achieve the desired industrial outcomes set out in this report.

- a) This should focus firstly on **OUTER** large-scale industrial sites within 10-12km of Narromine, especially those with potential rail frontage; and
- b) Next is **INNER** potential small to medium scale industrial sites in both Narromine and Trangie as either natural extensions of existing industrial areas or new areas that have lower impacts on sensitive uses.



### 1.3.2 Narromine OUTER Investigation Areas (Larger Scale/Impact)

For Narromine the key large-scale sites are currently outside the flood planning area to the south (Areas A-C), east (Area D) and west (Area E) of the town (see Figure & Summary Table below). These are located on or near an existing regional road and with good utilities and limited constraints. An added benefit (but not a mandatory outcome) is that they are located on an existing ARTC rail line to allow for potential for a freight exchange road-rail (see above).

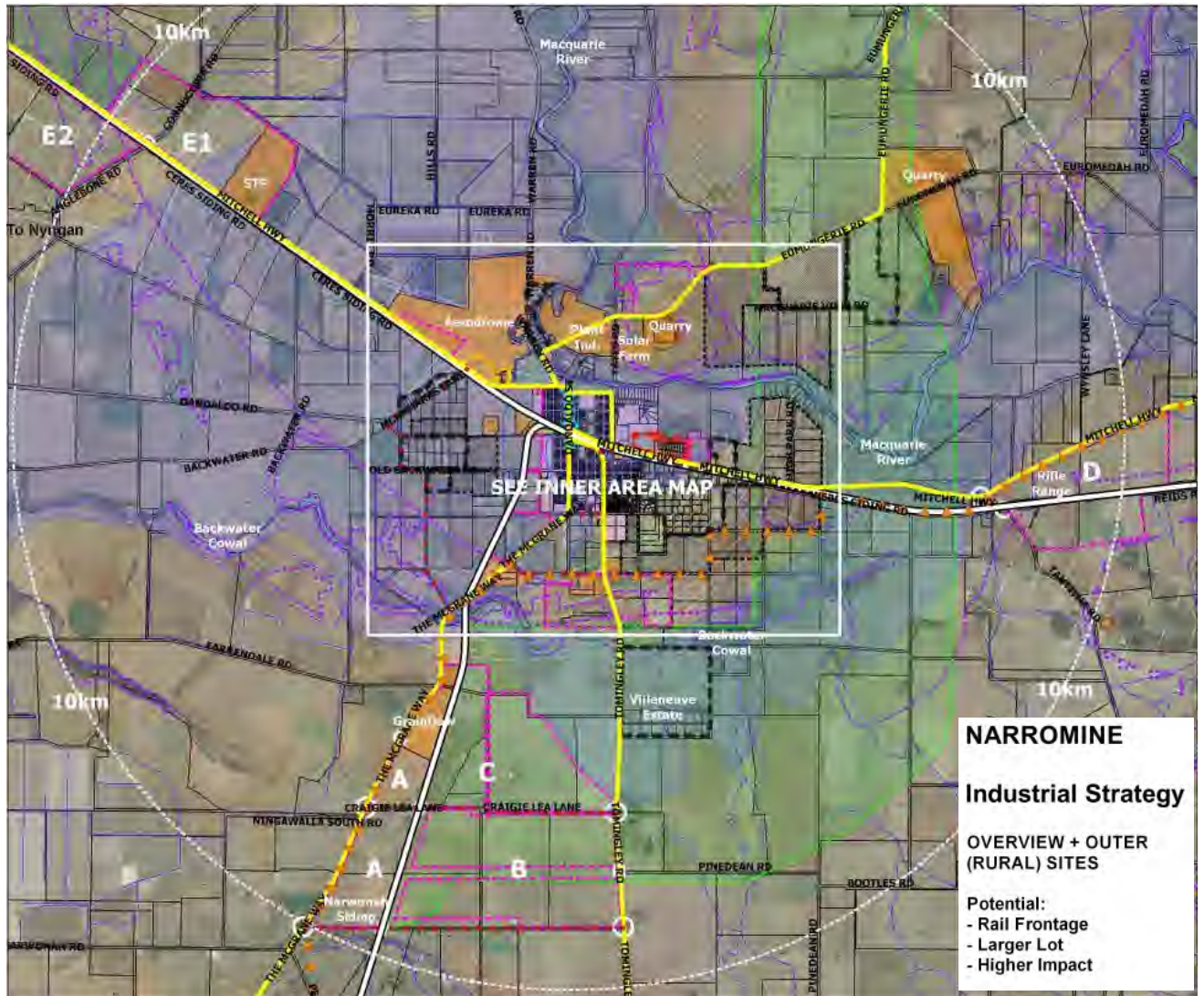


Figure 2: Industrial Investigation Areas around Narromine (Outer Areas).

**Legend**

- Watercourse / Drain
- ▭ Flood Planning Area (LEP)
- ▭ Groundwater Vulnerability
- ▭ Mineral Resource Buffer
- Rail Line Existing
- ▭ Inland Rail Indicative Study Area
- ▭ Regional Roads
- ▭ Infrastructure Proposed
- ▭ Existing Zone R5 (LEP)
- ▭ Large Lot Res. Proposed (2018)
- ▭ Zone SP1 Aviation
- ▭ Industrial Zone (LEP)
- ▭ Industry or Higher Impact Existing
- ▭ Ind. Growth Area Study Area
- Pot. Industrial Link Roads (Indic)
- ▲▲ APA Gas Pipeline

Note: All Investigation Areas are preliminary only (desktop study) and subject to more detailed testing, costing, and discussion. Land owners and other stakeholders have NOT been consulted. Future road and rail connections are subject to change. Council accept no responsibility for reliance on these maps.

THESE MAPS ARE NOT ENDORSED BY NARROMINE SHIRE COUNCIL.

**Figure 3: Table of preliminary OUTER Narromine (Large-Scale/Impact) Industrial Investigation Sites.**

NO.	LOCATION	ADDRESS	PROPERTY TITLE	AREA	OWNERS	CONSTRAINT LEVEL	FURTHER INVESTIGATION
A1	South Narromine	697 The McGrane Way	Lots 1 & 2 DP1046775	~150ha (incl. Grainflow)	2 Owners	Low to Low-Med	Short Term
A2	South Narromine	397 Craigie Lea Lane	Pt L16/17 DP755131 (West)	~220ha	1 Owner	Low to Low-Med	Short Term
B1	South Narromine	397 Craigie Lea Lane	Pt L16/17 DP755131 (East)	~310-330ha	1 Owner	Low-Med to Med	Medium to Long Term
B2	South Narromine	397 Craigie Lea Lane	Pt L16/17 DP755131 (East)	~300-320ha	1 Owner	Low-Med to Med	Medium to Long Term
C1	South Narromine	256 Craigie Lea Ln 697 The McGrane Way	L26/27 DP 755131 & Lot 293 DP800363	~190ha	2 Owners	Low-Med to Med	Medium Term
C2	South Narromine	162 Craigie Lea Ln 486 Tomingley Rd	Pt L215 DP755131 Pt L41 DP564834	~300ha	2 Owners	Low-Med to Med	Medium Term
D	East Narromine	3097 Mitchell Hwy	Lot A DP380855 Lot A DP380856 L53/73 DP755119	~260ha	1 Owner	Low to Low-Med	Short-Medium Term
E	West Narromine	53-55 Tantitha Rd	L1/2 DP546167 Pt L54 DP755119	~170ha	1 Owner	Med	Longer Term

### 1.3.3 Narromine INNER Investigation Areas (Smaller Scale/Impact)

Some areas are shown for a natural extension of existing (zoned or unzoned) industrial areas these are predominantly for smaller-scale/lower-impact local industries/business and are either extensions of existing industrial areas (existing business areas) or areas with reasonable buffers to sensitive uses utilising land that is less suitable for other purposes.

**Figure 4: Table of preliminary INNER Narromine (Smaller-Scale/Impact) Industrial Investigation Sites.**

NO.	AREA	ADDRESS	PROPERTY TITLE	AREA	OWNER	CONSTRAINT LEVEL	FURTHER INVESTIGATION
1	Narromine Aerodrome Zone SP1	Off Tom Perry Drive	Pt Lot 44 DP1209533	~6.46ha (22 lots)	Narromine Council	Medium (Aerodrome specific)	Already Zoned. Proceed with subdivision. Short Term
2	North-West Narromine	3995 Mitchell Hwy/ off Sixth Avenue	Lot 3 DP1236598	~20ha (east of irrigation)	1 Owner	Low	Short-Med Term
3	East Narromine	4652 Mitchell Highway	Lot 1000 DP1229334	~14-16ha	1 Owner	Low-Med (red. flood once levee)	Medium Term
4	Narromine Aerodrome Zone SP2	Off Mitchell Highway	Pt Lot 44 DP1209533	~30-35ha	Narromine Council	Med-High (Aerodrome specific)	Would need to be rezoned. Med - Long Term (if req.)
5	South Narromine	338-398 Tomingley Rd (both sides)/ Gainsborough Rd	Waste Depot L2521/2522 DP1234457 L251 DP580578 L191, 218-220 DP755131	195ha (incl. Depot) (~100 west/~95ha East)	Multiple >5	Low-Med	Medium Term
6	South-West Narromine	284 The McGrane Way 2 Nellie Vale Rd	L2 DP1036374 L185 DP755131 L255 DP722853	~51.5ha	~3-4 Owners	Low-Med	Medium to Long Term
7	West Narromine	2/56 Wright Rd/ Nth of Old Backwater Rd	L1-3 DP251750 Pt L223 DP108110987	~55ha	~2-3 Owners	Low-Med	Medium to Long Term
8	North-West Narromine	294 Eumungerie Rd	Lot 101 DP860590	~106ha	1 Owner	Med (ag. potential)	Longer Term



### 1.3.4 Trangie INNER Areas

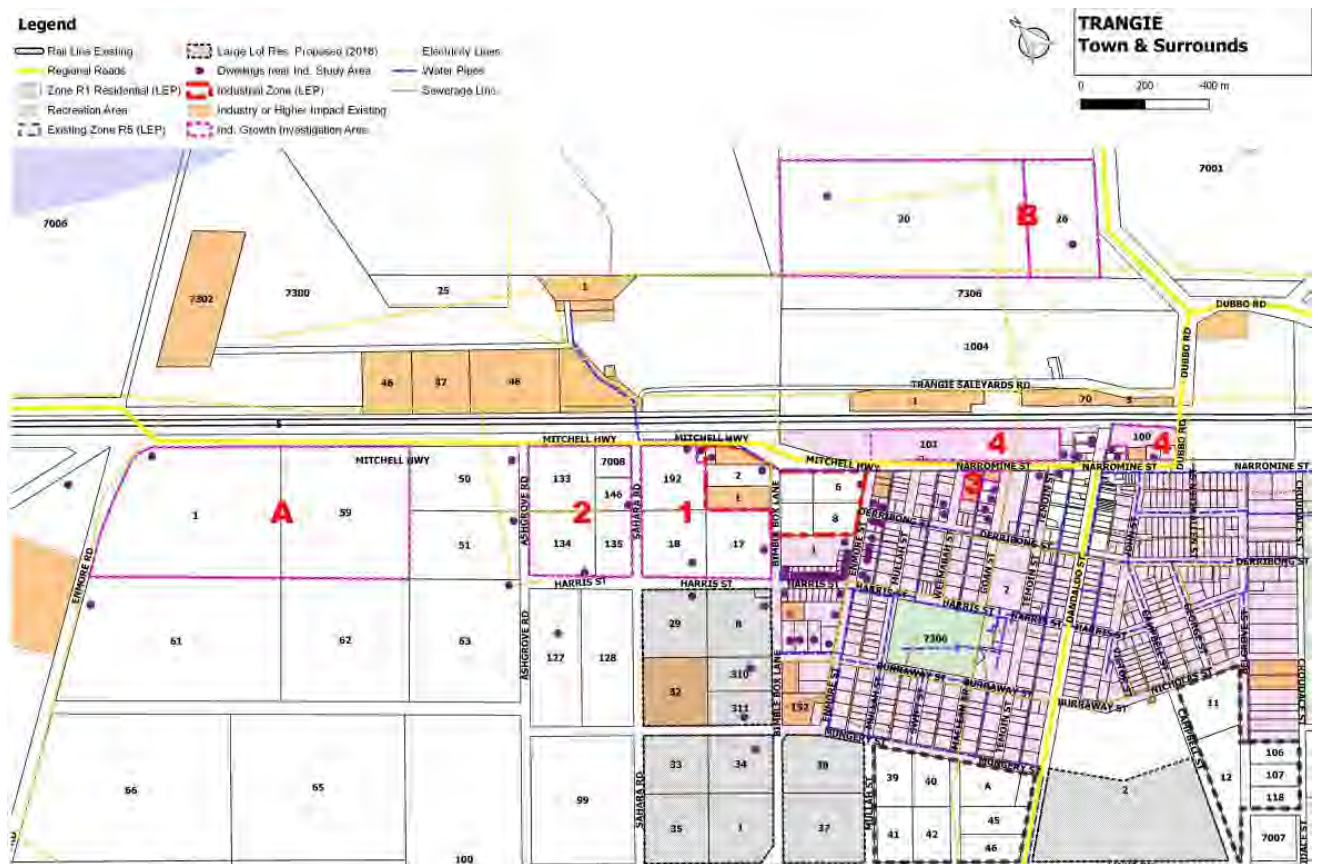
For Trangie it is less about rail access and more about a natural extension of the existing industrial area as and when it is needed. There are seven existing lots in the Zoned Industrial Precinct north-west of Trangie. A logical extension of this area would be further to the north-west along the Mitchell Highway frontage with access from Bimble Box Lane, Sahara Rd and Ashgrove Road (Areas 1 & 2).

There is potential to investigate re-use of Crown and Council land located between the Mitchell Highway and the railway line but there may be a number of constraints.

### 1.3.5 Trangie OUTER Areas

In the longer term there are some larger sites slightly removed from the town centre that could support larger-scale industry (if required/justified). Ideally these wouldn't compete with Narromine Industrial Precincts and may be targeted towards rural industries that may fit within Zone RU1 Primary Production. These could either be located to the north-west of Trangie fronting the Mitchell Highway and Enmore Road (Area A) or located on the Trangie-Collie Road (Area B), or located between the Mitchell Highway (Dubbo Rd) and the railway line on the eastern entrance (Area C)

Figure 5: Industrial Investigation Areas around Trangie.



## 2 STUDY AIM(S), OBJECTIVE(S) & PRINCIPLES

### 2.1 Aims & Objectives

At a high level the primary aim for this study is to provide opportunities for employment-generating activities (including industry and similar businesses) to support the economy of the Shire and Sub-Region.

This objective would be facilitated by the following objectives (note that some of these objectives are sourced/similar to objectives in the Blayney/Cabonne/Orange Sub-Regional Rural & Industrial Land Use Strategy (2008):

#### 1. FACILITATION: Attract and facilitate new businesses

- 1.1. Base industrial policy on key regional growth opportunities, competitive advantages and local strengths.
- 1.2. Ensure planning policy facilitates the establishment of new businesses based on the competitive advantages of the region.
- 1.3. Develop a partnership approach between Council and business interests for the development of industrial land.
- 1.4. Seek to facilitate both local start-ups and attract large new businesses.
- 1.5. Encourage clustering of related and compatible industries to maximise infrastructure efficiencies and produce synergies through transport, waste, and by-products.
- 1.6. Look at ways Council can support and facilitate business without burdening tax-payers or reducing equity and competition.
- 1.7. Promote training and education to provide the skills needed to meet current and future employer and industry demands and maximise use of local work-forces.
- 1.8. Promote proximity of larger employers to major centres for access to employees and services, amenity and safety of the work-force.

#### 2. CONFLICT: Avoid, minimise or mitigate any existing or potential future land use conflicts between industry/ business and other sensitive uses through appropriate setbacks, buffers and mitigation techniques:

- 2.1. Ensure employment generating activities are given priority in planning and decision-making.
- 2.2. Encourage a wide variety of industrial activities within the industrial zones compatible with existing and surrounding likely development.
- 2.3. Avoid areas subject to natural hazards to minimise economic impacts and disruption.
- 2.4. Avoid or minimise impacts on lands identified as having significance for agricultural production or extractive industry/mining potential.
- 2.5. Cluster industrial uses (where possible) to minimise the footprint of impacts on (and sterilisation of) surrounding lands.
- 2.6. Prohibit use of industrial land for inappropriate or sensitive uses.
- 2.7. Implement suitable buffers based on the types of industry, likelihood of impact, and indicative buffers (see Indicative Industrial Buffers at the end of this Report).
- 2.8. Allow for expansion of industry when defining separation distances/buffers.
- 2.9. Facilitate and promote industry that provides good visual character and streetscape outcomes and promotes well-designed gateways/entrances to towns/villages with appropriate controls.
- 2.10. Encourage relocation of home businesses/industries and industries in main streets to industrial zoned precincts once their impacts become significant.
- 2.11. Ensure that industry is compatible in terms of its scale and character with its rural and urban surroundings.



- 3. SUPPLY: Provide adequate well-located and suitably serviced industrial land to cater for industrial growth:**
  - 3.1. Ensure that at any time there is sufficient amounts of industrial land zoned and serviced to meet existing and projected needs for at least 10-20 years.
  - 3.2. Ensure a range of allotment sizes for industrial uses.
  - 3.3. Rehabilitate and make available under-utilised industrial land for new development.
  - 3.4. Prepare land use strategies that look at future industrial investigation areas beyond immediate short to medium term supply and protect that land for future industrial use.
- 4. INFRASTRUCTURE: Ensure appropriate levels of infrastructure to attract, facilitate and support industry and changing demands whilst minimising environmental impacts:**
  - 4.1. Leverage industry using major State and Regional infrastructure including, but not limited to: Inland Rail and the existing rail network, highways and major regional roads, high-voltage electricity networks, gas supplies etc.
  - 4.2. Protect, maintain and expand major road, rail and transport infrastructure whilst promoting access, safety, and efficient usage.
  - 4.3. Avoid multiple access points to major roads and provide safety heavy vehicle access/egress from industrial areas. Ensure secondary roads provide access to the majority of lots and minimise the need for turning of long-vehicles.
  - 4.4. Promote efficient access and extensions to utilities to create serviced industrial land at the cheapest cost. Cluster industrial development (where possible). Protect utilities and promote logical extensions to these networks.
  - 4.5. Promote sustainable energy and water use in industrial development.
- 5. ENVIRONMENT: Protect and enhance the natural environment through responsible industrial development:**
  - 5.1. Ensure industrial areas avoid or minimise impacts on sensitive environmental areas.
  - 5.2. Locate industrial development on flatter lands where there needs to be minimal earthworks to create suitable development sites.
  - 5.3. Setback industrial areas from major watercourses and manage sediment and erosion.
  - 5.4. Avoid or mitigate impacts on flood prone lands.
  - 5.5. Consider groundwater vulnerability and the risk of contamination through chemical or other hazardous storage/usage.
  - 5.6. Balance social, economic, and environmental issues in decision-making to produce a solution that will produce not just short-term gains but long-term benefits for the Shire and leave the natural environment in better condition that it was found.

## 2.2 Principles & Desirable Site Characteristics

The following table sets out what characteristics would be ideal when seeking to identify new (or facilitate existing) land for industrial uses and is the basis of the site analysis in this section.

<b>Distance to CBD</b>	The greater the distance to major settlements, the harder it is to source a workforce for industrial development and it is potentially harder to access higher level services, inputs and utilities. The rule of thumb applied in this report is a maximum of 10km from Narromine and 5-6km from Trangie.
<b>Land Area</b>	The larger the amount of land identified, the more potential for growth without constraints by neighbouring land uses and the less chance of land use conflict if buffers can be included within the site. However, there also needs to be care not to consume too much quality agricultural land or impinge on natural environment areas.
<b>Ownership Pattern</b>	The less land owners then potentially it is easier to negotiate with those owner(s) and get an agreement to rezone and develop the land.
<b>Lot Fragmentation</b>	The more fragmented the land (particularly with more owners), the lower the agricultural viability of that land (i.e. more difficult to consolidate land to achieve a viable farm area) so it may be more suited to another use such as industrial/business use.
<b>Road Access</b>	Good road access and connection to major regional roads is critical to industry for transport of inputs/ outputs / staff etc. and minimal cost to and restrictions on heavy vehicles. Proximity to markets and transport logistics improves viability. However, where sole access is to a major regional road this may pose a constraint and significant intersection upgrades/costs.
<b>Rail Frontage</b>	Proximity to rail is only useful if there is potential for a rail siding that may provide direct transport of goods to/from the site and/or that industry acts as a suitable buffer to rail lines. The viability of additional rail interchanges needs to be proven to justify such significant rail upgrades. Ideally, loading can occur directly to existing rail lines to avoid construction of additional rail sidings.
<b>Adjacent Land Uses / Land Use Conflict</b>	The aim is to locate industrial land where it will have the least impact on sensitive neighbouring land uses and can incorporate necessary buffers to those uses. This depends on the type of industry and its impacts. Ideally, separation from existing and potential dwellings is desirable or it may limit the type of industry or its growth/expansion.
<b>Current Land Use / Agricultural Impact</b>	Ideally, if new industrial areas are located outside urban areas – they should also seek to minimise impact on agriculture as well. This means avoiding prime agricultural land and irrigated/intensive agricultural land. However, industry does not necessarily have a conflict with adjacent agricultural uses.
<b>Electricity/Gas</b>	Ideally, sites should seek to locate near high-voltage electricity networks or substations so that there is potential to provide this for energy intensive industrial uses. Alternatively, access to natural gas pipelines can provide a useful energy source.
<b>Reticulated Sewer/Water</b>	Ideally, reticulated sewer and water should be provided to more intensive industrial precincts as they may need water as part of the industrial processes and produce waste-water that rarely can be treated fully and disposed of on-site. Trade waste agreements can be required. It also improves staff amenities and provides necessary fire-fighting supplies.
<b>Topography</b>	Ideally, relatively flat lands should be selected for industrial uses as they generally have large format buildings and floor-plate requirements and earthworks and stabilization are a significant expense and risk.
<b>Watercourse/ Drainage</b>	Industry should generally be located away from sensitive watercourses both to avoid potential pollution and to minimise the risk of flooding. Sites should ideally be outside the 1:100 ARI/1% AEP flood planning area. Sites should be able to drain well during heavy rainfall and all road connections remain open to nearby centres/major transport routes.
<b>Native Vegetation &amp; Bushfire</b>	There should be limited significant trees and sensitive biodiversity in a new industrial area as clearing for industry is likely to require significant areas and does not need the added challenge of flora/fauna/ biodiversity studies and commitments. Vegetation also carries the risk of bushfire which adds another level of state control to development and risk to business and should be avoided where possible.
<b>Groundwater</b>	Ideally, new sites should be outside the area identified as having groundwater vulnerability on LEP maps as these areas have a particular sensitivity to groundwater contamination. This may restrict the type of industry, its methods of chemical storage and processes. However, there may be engineered responses to minimise or mitigate this impact.
<b>Mineral Resources</b>	Ideally, industrial areas should not site directly over any known resource/extractive industry/quarry areas. However, they may ideally co-locate with these areas if they provide support services to mining or their industrial processes. Not a major issue in and around Narromine/Trangie though there are active quarries.