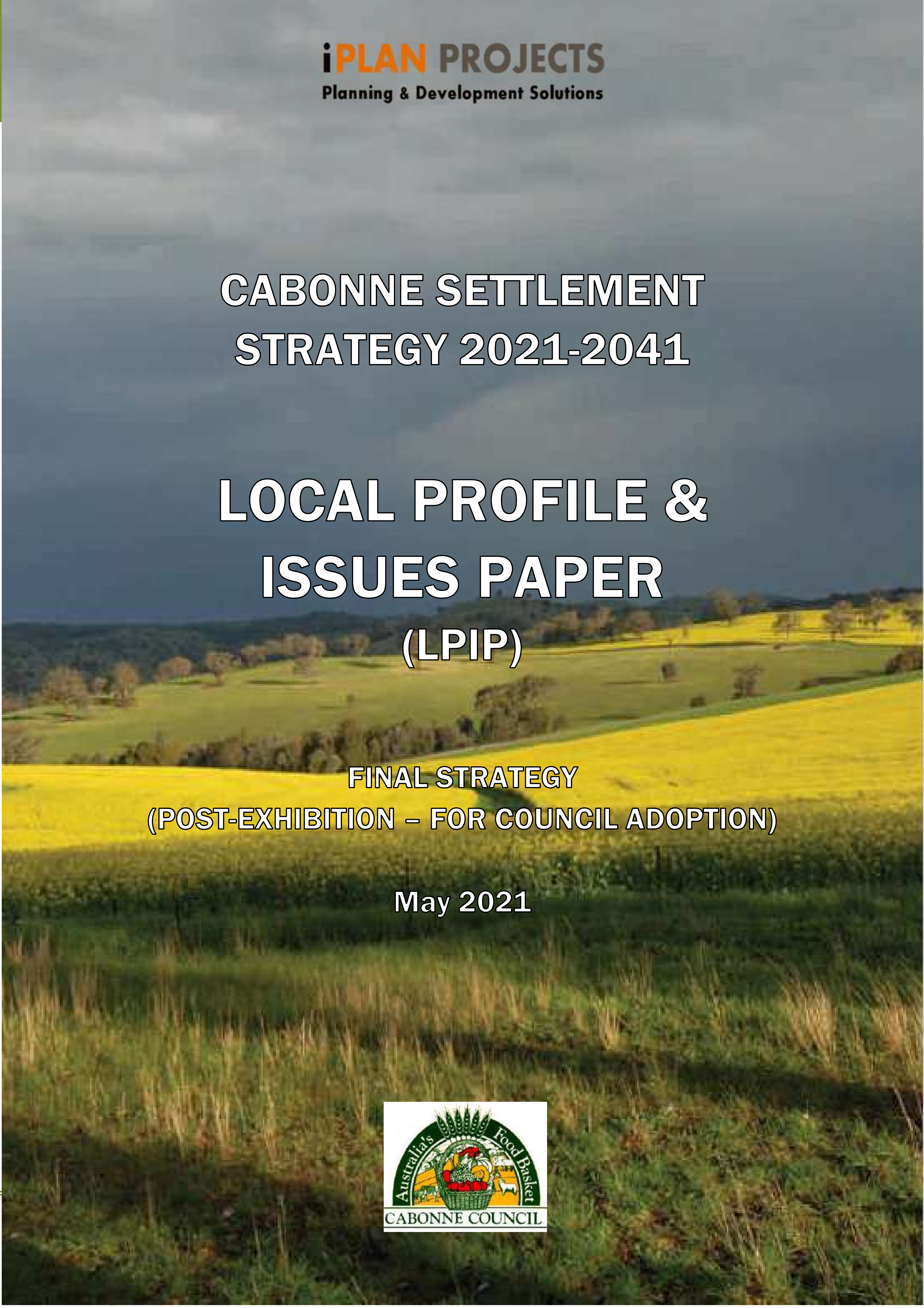

iPLAN PROJECTS
Planning & Development Solutions

CABONNE SETTLEMENT STRATEGY 2021-2041

LOCAL PROFILE & ISSUES PAPER (LPIP)

FINAL STRATEGY
(POST-EXHIBITION – FOR COUNCIL ADOPTION)

May 2021

CABONNE COUNCIL

Document Control

Version	Date	Author	Summary	To Client
A	August 2020	**iPLAN PROJECTS** A.Napier	Draft Outline	Chris Eldred: Cabonne Council
B	October 2020		Updated Draft for Internal Review	
C	November 2020		Full Draft for Review	
D	January 2021		Draft Final	
E	February 2021		Draft for Public Exhibition	
F	May 2021		Final for Council Adoption	

Abbreviations/Acronyms

BCD	Biodiversity & Conservations Division - former Office of Environment & Heritage (OEH)	**LALC**	Local Aboriginal Land Council
CSP	Community Strategic Plan	**LEP**	Local Environmental Plan
CTW	Central Tablelands Water	**LGA**	Local Government Area
CWORP	Central West & Orana Regional Plan 2036	**LG Act**	Local Government Act
DCP	Development Control Plan	**LSPS**	Local Strategic Planning Statement
DPI / **DPI Ag.**	Department of Primary Industries DPI Agriculture	**RDA**	Regional Development Authority (local branch is Central West)
DPIE	Department of Planning, Industry & Environment	**TfNSW**	Transport for NSW (including Roads & Maritime Services – RMS)
EP&A Act	Environmental Planning & Assessment Act	**CLEP2012**	Cabonne Local Environmental Plan 2012
IP&R	Integrated Planning & Reporting	**Zoning**	Land use zoning under CLEP2012
JO	Central NSW Joint Organisation		

Figures & Tables

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1. Introduction

1.1. Purpose of this Strategy

This Settlement (Land Use) Strategy (Strategy) seeks to determine appropriate supply of land for the projected growth of key settlements & localities of Cabonne Local Government Area (LGA) from 2021-2041 (20 years). It includes urban land uses (excluding industrial zoned land) & large lot residential land uses. Cabonne needs to plan to address future projected changes in population & demand for different land uses & facilitate sustainable growth. A key focus of this Strategy is an updated local housing strategy that complies with the NSW Government (DPIE, 2018) *Local Housing Strategy Guideline* (Guideline).

This Strategy builds on the *Cabonne Settlement Strategy* 2012 (CSS2012) that informed the preparation of *Cabonne Local Environmental Plan 2012* (CLEP2012) & updates CSS2012 after eight (8) years of operation. Significant growth in population & dwellings have occurred in some of the settlements & it is timely to review land demand/supply to inform future planning controls.

This Strategy also seeks to incorporate all of the large lot residential areas that were previously covered by the GHD (2008) Councils of Blayney, Cabonne & Orange City - *Subregional Rural & Industrial Land Use Strategy* (2008 Subregional Strategy).

Please note that rural & industrial land uses are covered in more detail in Elton Consulting (2020) *Subregional Rural & Industrial Lands Strategy 2019-2036* (2020 Subregional Strategy) unless there are site-specific recommendations in this Strategy.

1.2. Study Area – Settlements & Large Lot Residential Localities

The following settlements/localities will be included in this Strategy:

Settlements with urban & some large lot residential zones	Large lot residential (stand-alone) settlements
1. Molong	9. Mullion Creek + Strategy Growth Area SA5
2. Canowindra	10. Windera + Strategy Growth Area SA6
3. Eugowra	11. Spring Hill
4. Manildra	12. Clifton Grove/Weemilah + Strategy Growth Area SA3
5. Cudal	13. Summer Hill Creek + Strategy Growth Area SA4
6. Yeoval	14. Borenore
7. Cumnock	*Note: Other rural localities not within Zone R5 Large Lot Residential are not covered by this Strategy – see 2020 Subregional Strategy.*
8. Cargo	

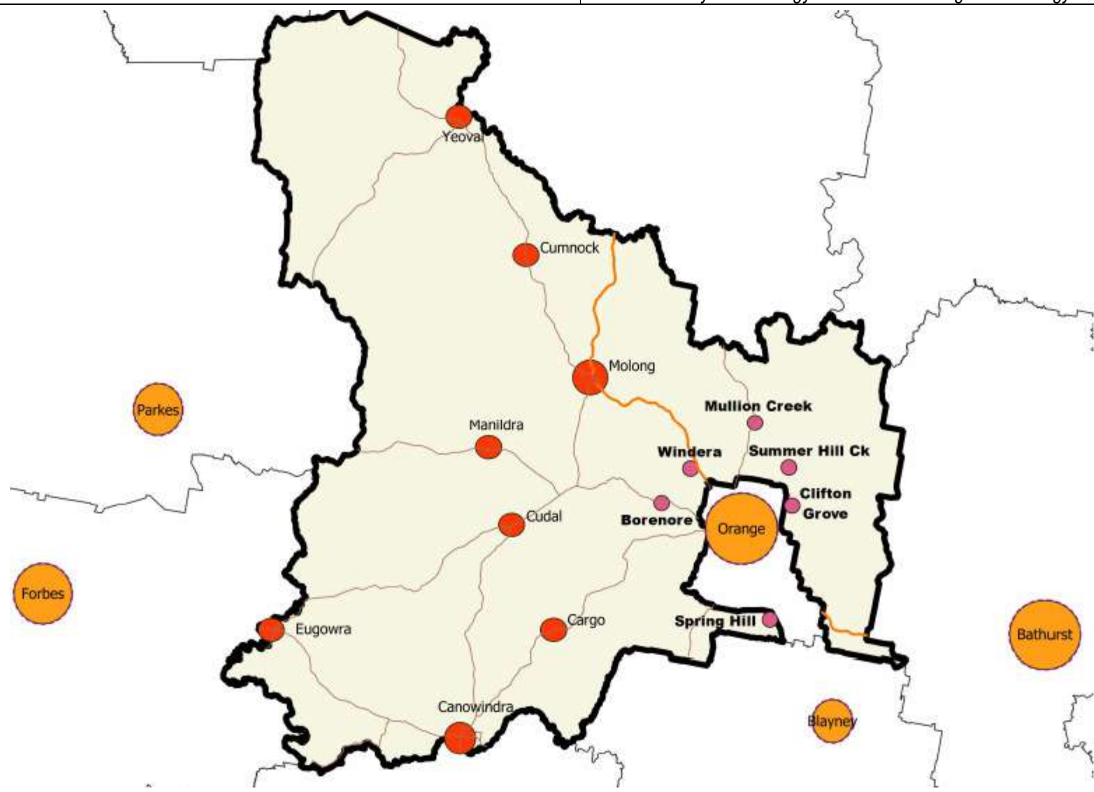


FIGURE 1: MAP OF CABONNE SHIRE SHOWING THE LOCATION OF THE RELEVANT SETTLEMENTS.

1.3. Methodology & Structure of the Strategy

The Strategy will be developed over a number of stages & has been broken down into three (3) key reports, as follows:

Stage 1– Local Profile & Issues Paper (LPIP)

This seeks to summarise (at a Shire level) the key demographic issues, opportunities & constraints to growth, & the policy context for the Shire & key settlements. It identifies some of the key drivers for change & broader issues that apply to all of the settlements that need to be addressed by the Strategy. This sets the background context, key issues, & framework for the rest of the Strategy. During this Stage there was initial targeted stakeholder engagement with key government agencies.

Stage 2– Settlement Options Paper (SOP)

This seeks to summarise the key opportunities & constraints & land use needs for each key settlement/locality & suggest some options for growth. During this Stage there was targeted stakeholder engagement with key affected land owners to test options for growth & presentations at key progress associations for settlement feedback.

Stage 3– Strategy Implementation Paper (SIP)

This summarises the key strategies & actions that will guide future land-use decision marking & outline the implementation of those actions. The Draft Strategy will be prepared for public exhibition with Councillor approval.

Stage 4– Strategy Exhibition, Finalisation & Adoption

During the Public Exhibition there will be additional targeted stakeholder engagement, public presentations & all relevant submissions will be reviewed & addressed. The Engagement & Submissions are summarised in the Strategy Engagement Summary (SES). The Strategy can then be finalised for adoption by Council & endorsement by the NSW Government.

1.4. Objectives of this Strategy

The aim of this Settlement Strategy is to prepare a land use strategy for the key settlements & large lot residential localities that will enable sustainable growth & economic development whilst protecting & enhancing social & environmental outcomes for future generations.

The objectives of this Strategy are the same as those for the *Environmental Planning & Assessment Act 1979* (EP&A Act) that are:

a) to promote the social & economic welfare of the community & a better environment by the proper management, development & conservation of the State's natural & other resources,

b) to facilitate ecologically sustainable development by integrating relevant economic, environmental & social considerations in decision-making about environmental planning & assessment,

c) to promote the orderly & economic use & development of land,

d) to promote the delivery & maintenance of affordable housing,

e) to protect the environment, including the conservation of threatened & other species of native animals & plants, ecological communities & their habitats,

f) to promote the sustainable management of built & cultural heritage (including Aboriginal cultural heritage),

g) to promote good design & amenity of the built environment,

h) to promote the proper construction & maintenance of buildings, including the protection of the health & safety of their occupants,

i) to promote the sharing of the responsibility for environmental planning & assessment between the different levels of government in the State,

j) to provide increased opportunity for community participation in environmental planning & assessment.

1.5. Integration with Other Relevant State, Regional & Local Policies

Section 7 – Planning Policy & Context of this **Local Profile & Issues Paper** sets out a detailed analysis of the relevant policy context for this land use strategy. This Strategy must comply with state & regional policy & will inform the updates to regional plans & local planning controls.

This Strategy has been prepared in consultation with the NSW Government, particularly the Dubbo office of Department of Planning, Infrastructure & Environment (DPIE). In particular, the housing component of this Strategy complies with the NSW Government (DPIE 2018) *Local Housing Strategy Guideline* that requires a strong evidence base for all land use planning decisions. However, in regional areas it may vary the layout & metropolitan focussed aspects to tailor the Strategy to regional & local issues.

This Strategy seeks to update the *Cabonne Settlement Strategy 2012* (CSS2012) & integrate the large lot residential areas that were covered in the GHD (2008) Blayney, Cabonne, Orange – *Subregional Rural & Industrial Strategy* (2008 Subregional Strategy).

This Strategy seeks to integrate with the Draft Blayney, Cabonne & Orange (2020) *Subregional Rural & Industrial Strategy* (2020 Subregional Strategy) that will replace the 2008 Subregional Strategy & was exhibited in 2020. The 2020 Subregional Strategy will address industrial & rural land use planning issues (so they will only be briefly summarised or have minor modifications in this Strategy).

This Settlement Strategy sits alongside Council's *Local Strategic Planning Statement* (LSPS) to connect local strategies for land use with the *Central West & Orana Regional Plan 2036* (CWORP), NSW State Plan & other relevant government policies.

1.6. Review of this Strategy

Whilst this Strategy attempts to provide a forecast for growth from 2021-2041 (20 years), it is recommended that Council review this Strategy at least **every five (5) years** & ideally on release of the results of each Census (next Census 2021 – results due in 2022). Council should review the rate of population growth & development approvals & construction against the estimates/ projections in this Strategy to confirm if the recommendations need adjustment. Council could also maintain a land supply monitor for each settlement to track this more regularly, particularly where there are limited land owners with vacant land supply.

2. Summary of Findings

2.1. Key Shire-Wide Issues

2.1.1. Key Drivers

Cabonne LGA is growing & a significant portion of this growth is occurring in some of its settlements & large lot residential localities. Key drivers for growth are occurring to the east of the Shire around the City of Orange, along the Mitchell Highway (particularly at Molong), & potentially to the west of the Shire with progression of the Inland Rail Project & Parkes Special Activation Precinct (SAP) that may catalyse growth of industry & employment. Cabonne sits at or near the junction of major connections between Sydney-Adelaide-Perth / Melbourne-Brisbane / Sydney-Parkes & could position itself to provide support services to these growth areas.

However, there are a range of challenges for Cabonne including, but not limited to: climate variability & dependence on agriculture, impacts on population & immigration that will affect growth & services, an ageing population & demand for health & support services, a lack of educational & employment opportunities (within Cabonne) to retain younger generations, changing nature of retail & main streets, challenges to manufacturing & value-adding to agricultural products, & limits to the infrastructure necessary to support connectivity, transport, development & the economy.

2.1.2. Disparity in Growth

Another issue for Cabonne is that growth is not occurring evenly across the Shire & this may correlate to uneven access to employment, services & infrastructure (sometimes related to distance to growth centres). For example, unemployment in Yeoval & Cumnock was significantly higher (in 2016) than most of the other settlements.

There is an ongoing trend for higher population & dwelling growth in areas within a reasonable travel distance of Orange (the 'Orange Commuter Zone'). Traditionally, proximity to larger growth centres has provided improved employment, higher wages, & sometimes better infrastructure. However, with improving transport & communication infrastructure there may be opportunities to challenge this growth trend & decentralise growth across the settlements of Cabonne. Likewise, as Inland Rail & the Parkes Special Activation Precinct (SAP) grows, there may be increasing growth drivers to the west of the Shire that support the western settlements & improve equity.

This Strategy, however, must acknowledge & address the likelihood that Orange will continue to be the major growth driver for at least the eastern parts of the Shire & the increasing Orange house prices/cost of living combined with reduced supplies of land in Orange LGA are likely to make Cabonne an attractive option for affordable housing or lifestyle blocks. Cabonne needs to use this opportunity to attract young families & workers to grow the economy & address the ageing population.

Growth in the Orange Commuter Zone (especially large lot residential localities in close proximity) may conflict with Council's policies that seek to focus larger-scale development in towns & villages that are outside the Commuter Zone. There needs to be a balanced approach to allowing some growth in the Commuter Zone (to address the market demand & maintain Shire population) whilst promoting development of larger serviced settlements for equity where there are sometimes lower environmental impacts.

2.1.3. Demographics & Land Use Issues

At a shire-level, Cabonne appears to have a strong economy, growth & provides reasonable levels of affordability (particularly for housing). However, this growth is not consistent across the Shire & the statistics at settlement level are quite diverse & show potential issues with equity & access for some members of the community.

Cabonne is facing some similar issues to many regional areas including, but not limited to:

- An ageing population & infrastructure;
- Limited public infrastructure with a high reliance on private cars for access to services & employment;
- Increasing demand for limited services within tight budgets;
- Reducing household sizes (people per dwelling) & an increasing proportion of lone-person or couple only households that is not matched by smaller lot sizes or dwelling types;
- A wide variety of challenges to traditional commercial & retail opportunities & main street revitalisation;
- Changing employment trends & work-force demands including significant variability in unemployment & lower incomes across the Shire with significantly higher unemployment away from Orange & the larger settlements. This may exacerbate housing affordability;
- Potential for land use conflicts or consumption of valuable land/resources for urban growth that conflicts with economic objectives;

- Challenges from increasing natural hazards & climate variability, particularly with an economy largely based around agriculture. Water security is a key issues & a number of settlements are impacted by natural hazards increasing risk & cost (insurance costs in flood prone areas are a significant barrier to growth);
- Economic vulnerability due to reliance on a limited range of key employment sectors (predominantly agriculture & government services such as health & education) that increases variability & reduces long-term investment.

However, through strategic planning based on good evidence - Cabonne is likely to be well-placed to manage growth & variability to promote sustainable development that will strengthen its local communities.

The NSW Government (DPIE) population projections are one estimate of how the Shire will grow but, in our opinion, the story is a lot more complex. This Strategy suggests the latest 2019 population projections are too conservative & over-estimate reductions in migration to & population growth potential in Cabonne. However, this Strategy must also base growth projections & demand on reasonable evidence so that Council investment can achieve the best 'value' for the community.

2.1.4. Land Supply

In the last 10 years, some settlements have strong growth in population & dwellings (e.g., Molong, Cargo, & some stand-alone large lot residential areas close to Orange such as Clifton Grove), some have strong dwelling growth (e.g., Canowindra, Manildra), & some have limited land supply due to environmental constraints (e.g., Eugowra). Therefore, population growth is not the only driver for urban growth.

The **Settlement Options Paper** found that the following settlements may not have sufficient land supply to meet 20 years' demand for housing so areas may need to be identified for growth that will minimise impacts on agriculture & environment whilst being viable to develop in:

a) All of the large lot residential areas near Orange (only Mullion Creek has any existing zoned future supply);
b) Molong, Canowindra, Manildra & Cargo (urban residential with possible flow-on effects to supply of large lot residential);
c) Eugowra (a need to identify urban land that is not flood or bushfire prone);
d) Yeoval (both urban residential & possibly large lot residential – though no current market);
e) All of the settlements may have limited owners in control of vacant or under-developed land & if this is not brought to market in the next 5-10 years then these settlements may have insufficient supply.

Other settlements & localities have had some periods of static or slightly reducing population & reduced employment opportunities & this has flow-on effects for services & community well-being. However, there has still been take-up of land over the last 10 years, albeit at a slower rate than the rest of the Shire. The focus for these settlements (where possible) is leveraging existing infrastructure for cost-effective development, provision of housing for older citizens (including aged care) to minimise further population loss, maintenance of existing levels of service & recreation, & facilitating local employment options.

In most settlements there appears to be some appropriately zoned vacant land. However, much of this vacant land is constrained (unsuitable for development) or held by adjacent owners who are unlikely to release that land. Therefore, infill development opportunities are limited in many settlements. In most of the settlements future growth areas need to be identified & this may require expansion of urban or large lot residential areas.

2.1.5. Housing

Key issues for Cabonne that are common across many regional areas include:

a) Inefficient use of existing zoned urban lands due to a perceived desire for larger holdings for privacy or amenity that prevents land-owners from releasing land combined with lower land values/higher development costs providing less incentive;
b) Lack of diversity in the housing market & poor market response to community need, with housing dominated by larger detached housing types that may not always respond to reducing household sizes & need for affordable housing types;
c) Limited aged care/seniors living/ appropriate housing alternative's & medical/support services in some settlements may force older citizens to relocate to larger centres outside the Shire;
d) Limited rental availability to meet the needs of people who cannot afford to buy a home or cater for a mobile workforce & limited public housing availability;
e) Whilst on general measures, Cabonne's housing is more affordable than some similar Local Government Areas (LGAs), low incomes & higher unemployment in some settlements may limit housing affordability or force people out of the Shire.

The first step is to ensure there is an evidence-base for strategic decision-making. At each settlement/locality level there is often limited data & awareness of whether the needs of vulnerable groups are been addressed by land supply & planning control settings.

There are number of barriers to the provision of appropriate local housing & employment, not all of which are planning related & some may be beyond the scope of this Strategy. Planning control & policy settings may be able to facilitate or incentivise provision of more affordable & suitable housing. However, additional land supply does not of itself necessarily decrease house costs if there are limited employment or services to attract people to an area. Council may need to investigate a range of 'tools' to facilitate outcomes the market will not address in consultation with key stakeholders.

2.1.6. Recreation & Open Space

Generally, each of the larger settlements has good access to recreational space & infrastructure suited to the size & population of each settlement. This infrastructure is expensive to maintain so Council needs to be pragmatic about allocation of resources. However, recently there has been a number of successful grants for funding of major upgrades to the main sportsgrounds & open space in many villages. No additional land supply issues have been identified at this time, though Council should continue to work with the community to prepare master plan(s)/ Plans of Management to maintain, efficiently utilise, & upgrade these facilities to meet local community needs. It is interesting to note that some of the stand-alone large lot residential localities are achieving a size/population that rivals some of the smaller towns/villages, yet they often have limited local recreational opportunities. However, these areas are often located close to high-level facilities in Orange. There will be some increasing pressure by some of these communities (e.g., Mullion Creek) for improved recreation & connectivity to support growth sustainably.

2.1.7. Business & Services

There are continuing trends challenging local commercial/retail opportunities & service provision in the Shire. These include 'escape expenditure' to larger settlements outside the Shire & competition with on-line retail & services. In some settlements local businesses have suffered as a result (e.g., Cudal, Cumnock, & Cargo) & this affects main street & revitalisation opportunities. However, in other settlements local businesses seem to be surviving & adapting with strong main streets (e.g., Molong & Canowindra – though there are higher levels of vacancy outside of Gaskill St). The key for employment uses is to ensure there is sufficient flexibility for them to adapt to change whilst minimising land use conflicts with sensitive uses such as dwellings & maintaining the character & amenity of main streets.

2.2. Summary of Findings - Local Profile & Issues Paper

The following is a summary of the key findings identified in this **Local Profile & Issues Paper** & shown in the text boxes throughout this document. ***Note:*** *Additional issues may be highlighted for each settlement in the* **Settlement Options Paper**.

KEY DRIVERS/TRENDS

1. **Megatrends:** Cabonne's land uses are influenced by a number of global, national & state megatrends including, but not limited to: the rise of Asia; rapid urbanisation (to larger cities); digital disruption & increased technological change affecting employment & lifestyle; demographic & social change (particularly an ageing population); flow-on effects to population through natural losses & reduced migration; resource scarcity (e.g. water, energy, minerals, & food); loss of biodiversity; & climate change & variability with increased natural hazards & disasters. Not all of these changes are necessarily negative if Cabonne is well-positioned to adapt & improve its resilience to change.

2. **Housing:** Housing needs will need to adapt to changing community & population needs. Larger settlements are likely to grow & smaller settlements need to plan to retain stable populations. Ageing & changes in people's living arrangements will continue to require more diverse housing types. Affordability (& adaptability) are increasing as issues with less home ownership & increased pressures on rental availability, specialist housing, & social housing. When the NSW Housing Strategy is prepared, this Strategy may need to confirm alignment & build on regional approaches.

3. **COVID-19:** 2020 was the year of the global pandemic of COVID-19 in Australia & this is now extending into 2021. It has had massive implications for human health, global/national/state/local economies, trade/transport/supply chains, freedom of movement & immigration, work-places & employment, local social & economic well-being, resilience etc. In comparison to other countries, Australia has fared relatively well on reducing loss of life & medical impacts but technically entered recession for at least one quarter. Regional areas have been less impacted than the metropolitan areas from health/lockdown impacts. However, the full economic & social impacts are yet to flow through. Whilst it is too early to assess all the impacts the obvious ones are immigration & population growth impacts, economic growth (particularly tourism & hospitality), & social/mental impacts from isolation & inequity of access to services/infrastructure. On a positive note, the regions have become more attractive as remote work & lifestyle have become a priority.

4. **Orange/Blayney/Cabonne:** The Orange/Blayney/Cabonne sub-region is a significant economic 'power-house' in the region & NSW. Orange & Cabonne have a strong inter-relationship in terms of provision of higher-level services & employment in return for agricultural produce, rural tourism & lifestyle living opportunities. 'Escape expenditure' & demand for higher level services does affect some growth in Cabonne, but as Orange grows & development costs increase there will be pressure to develop in the surrounding/ possibly more-affordable areas of Cabonne.

5. **Inland Rail/Parkes SAP:** Inland Rail & the Parkes Special Activation Precinct (SAP) have the potential to influence growth in Cabonne, particularly for the western settlements & along the Orange-Manildra-Parkes rail & road routes for connectivity to Sydney, Melbourne & Brisbane. Areas in the west of the Shire may be able to position themselves as secondary industrial, service & commuter settlements. However, these are medium to longer term projects & there needs to be further study of the potential flow-on effects to Cabonne as infrastructure is developed & recognition that not all settlements will benefit significantly.

6. **Key Economic Drivers for Cabonne:** Key drivers for economic growth in Cabonne, consistent with state, regional & sub-regional economic goals, include growth in agriculture & agri-business (including value-add to agriculture & advanced manufacturing), resources & mining, tourism & hospitality, health & residential care, freight & logistics, & renewable energy. However, there is a need to diversify the economy & improve resilience in the face of significant change & variability in these economic sectors.

INFRASTRUCTURE & HERITAGE

7. **Transport:** Cabonne has a reasonable level of access to road transport & proximity to airports & rail for freight & passenger services in surrounding Shires. The highest overall level of transport access is in Molong, followed by the larger settlements of Canowindra, Eugowra, Manildra & Cudal. Yeoval, Cumnock & Cargo have lower levels of transport infrastructure. The stand-alone large lot residential areas generally have the lowest levels of infrastructure, though their proximity to Orange continues to make them attractive as commuter settlements. This accords with the settlement hierarchy. However, there needs to be continued emphasis on improving transport infrastructure in-line with demand & opportunities so that there is equity in access, safety & economic growth.

8. **Utilities:** Cabonne has a reasonable level of utility service level that relates to the hierarchy of each settlement. There are some key issues around water security, particularly for Molong, Yeoval & Cumnock, though recent new pipelines will provide emergency supplies & there are opportunities to strengthen the sub-regional network to allow for limited growth. Molong & Manildra have access to the high voltage electricity network that is driving growth in solar farms & renewable energy. Natural gas is not currently available to any settlement. This level of utility service does constrain some economic opportunities (particularly larger industries) though it should not constrain limited levels of population growth.

9. **Culture & Heritage:** Council needs to seek funding to update its current heritage studies & expand this to include Aboriginal cultural places & items that are not currently protected. Council should continue to work with the community to educate on the benefits of heritage protection & identify ways (not always planning related) to protect & enhance important culture & heritage. This may include improved heritage and/or urban design guidance in a new Development Control Plan (DCP) & engagement with the community. A balance should be achieved between heritage protection & facilitating appropriate development.

POPULATION & DEMOGRAPHICS

10. **Historic Shire Population Growth:** The total population of Cabonne has, on average, increased relatively consistently over the last 40 years (1976-2016), though there have been periods of minor negative growth. The Census (Place of Residence) population has increased at an average rate of 40-50 people per year. The Estimated Resident Population (ERP) (more accurate) has increased from 2001-2019 at an average rate of approximately 60-70 people per year. These timeframes give a reasonable representation of future growth potential. Population growth is likely to require increased supply of land & services to meet the needs of the community.

11. **Orange Commuter Zone:** Over the last 40 years population growth within a reasonable driving distance of Orange ('Orange Commuter Zone') has significantly exceeded the growth in the rest of Cabonne. This suggests that much of Cabonne's recent population growth is in its large lot residential localities & rural areas around Orange. This is potentially in conflict with a planning principle to focus growth in larger serviced settlements & may increasing conflicts with agricultural lands. However, this market trend should not be ignored as Orange will remain a significant driver for growth & potentially has the greatest impact on Cabonne's future population growth. This suggests that some additional land supply in the Orange Commuter Zone is needed for growth where it can minimise impacts on agriculture.

12. **DPIE 2016 Projections:** The 2016 projections suggested Cabonne had a strong population growth trajectory (1.1%/pa) compared to many of the similar Local Government Areas in the Central West sub-region. On this basis there was likely to be good demand for growth in some of the settlements. The actual population growth from 2011-2016 was ~0.55%pa which is half the projected figure, but still a positive growth.

13. **DPIE 2019 Projections:** A significant change in the NSW Government population projections for Cabonne from 2016 to 2019. Instead of a +1.1%/year population growth trajectory the population growth average was reduced to 0.08%/year & negative population growth after year 2036. Key factors affecting the NSW projections are an ageing population (increased deaths & immigration to larger service centres), reduction in immigration, & an economic outlook that doesn't appear to take into account flow-on effects from Orange & Inland Rail/Parkes. However, this assessment was pre-COVID-19 & the loss of immigration may have further impacted population & birth rates since 2019.

14. **This Strategy's Population Projections:** This Strategy suggests that a Shire-wide population growth rate of approximately 0.55-0.6% per annum or around 60-70 new people per year is a reasonable balancing of the optimistic DPIE2016 & conservative DPIE2019 projections and, we suggest, better takes into account growth pressures from Orange to the east & Parkes to the west & the opportunities highlighted in this Strategy for the key settlements/localities.

15. **Disparity in Population Projections:** This Strategy suggests that population growth is unlikely to be consistent across Cabonne Shire. There is more likely to be higher population growth within areas closer to Orange ('Orange Commuter Zone') compared to the rest of Cabonne. However, taking into account growth in some settlements such as Molong, Canowindra & Cargo – there is expected to be at least static if not slight positive growth on average across the settlements.

16. **Migration:** The NSW Government has projected a fall in migration into Cabonne. However, historic analysis suggests that there is a net IN-FLOW of migration to Cabonne, particularly from Orange & Sydney. This is expected to grow as the costs of living in these centres increases, particularly as the cost of house & land in Orange grows. COVID-19 & an increase in the ability for remote work should also increase the attraction of the regions (within 3-4 hours' drive of Sydney/Canberra).

17. **Shire Age:** As with many regional centres, Cabonne has an ageing population. This has flow-on effects to population, the economy, & service needs. The median age of the population is expected/projected to continue to increase & can only partly be offset by active policies that can attract younger families & working age adults to Cabonne, for example, for lifestyle, employment & affordable housing.

18. **Settlement Age:** The median age of all settlements has generally increased from 2011-2016. Some settlements such as Eugowra, Canowindra, Yeoval & Cumnock have a much higher older population & this may cause issues as these settlements are furthest from higher-level health services in Orange & Dubbo. Generally, the settlements closer to Orange have a younger population though there is still a strong need for support services.

19. **Census Boundaries:** The census boundaries for each of the settlements does not always represent the statistics of the entire urban & large lot residential population. Often the 'Urban Centre/Locality' (UCL) only closely resembles the urban or village zone(s), especially for Molong, Canowindra, Cudal & Cargo. For these centres, the large lot residential populations need to be added from either dwelling counts or smaller (mesh) block data.

20. **Settlement Population:** The adjusted settlement populations in 2016 suggest the following:
    - Molong's population has increased substantially over the last 10-year census period;
    - In Canowindra growth in the large lot residential areas have partly offset decline in the main urban area;
    - Cargo's population has increased beyond Yeoval & Cumnock (a change to the settlement hierarchy from CSS2012);
    - In Molong, Canowindra, Cudal & Cargo much of the growth has been in the large lot residential areas;
    - Molong is the primary settlement where there has also been significant infill housing/ population in the urban area.

21. **Employment Sectors:** The top three (3) employment sectors in Cabonne made up 39.6% of employment in 2016 suggesting a high degree of dependence on agriculture & government supported sectors like health & education. Agriculture is particularly vulnerable to climate variability & macro-economic changes. Cabonne may need to continue to increase its diversity of employment to improve resilience.

22. **Socio-Economics & Income:** Whilst Cabonne appears at a shire-level to have good levels of socio-economic advantage, economic resources, & education – the statistics at the key settlement level shows that there is inequality across Cabonne. Those areas closer to Orange generally have higher socio-economic advantage/employment/income that the rest of Cabonne. This may promote disparity in equity between the western & eastern parts of the Shire. Whilst Council is not in a position to change the availability of employment/income, it needs to promote economic activity & housing affordability in western parts of the Shire where incomes may not match housing costs.

23. **Household Composition:** With an historic & projected increase in smaller households, the required housing stock may not need to be as large to meet the needs of the community, & larger households may cause issues with affordability (less household income) & suitability (for older citizens & those looking for less maintenance). Council should attempt to facilitate provision of a wider diversity of housing types & sizes (though this is subject to market forces).

24. **Housing Affordability & Rental Supply:** Whilst Cabonne as-a-whole may appear to be relatively affordable for housing, the settlements often have lower incomes that the rural areas & there are issues with housing affordability & rental supply across a number of settlements. Cudal, Molong & Manildra have lower levels of unoccupied dwellings suggesting housing & rental supply issues. There is more rental stress in Canowindra, Molong & Yeoval (above the Cabonne average) & less in Eugowra, Manildra & Cumnock (below the Cabonne average). Mortgage stress is greatest in Cargo even though it has higher income. Cabonne has limited public housing stock compared to comparable surrounding LGAs. There is some aged-care supply but it is generally concentrated in Molong, Canowindra, Eugowra & Yeoval. As a result, there are likely to be growing housing affordability issues & this may be exacerbated by some limits to supply as well as dwelling types not matching household needs & being larger/more expensive than needed. This may increasingly push some people out of the Shire & lose essential workers & support services. Council has limited options to influence affordable housing supply but should look to identify suitable land for medium density development close to services & facilitate growth where possible.

NATURAL ENVIRONMENT & HAZARDS

25. **Topography:** Settlement growth should seek to minimise or mitigate development of land on steeper slopes where there is risk of land instability & increasing development costs including cut and/or fill or retaining that can impact on natural drainage. Larger lot sizes may be required.

26. **Drinking Water Catchment:** Settlement growth should seek to minimise or mitigate development of land in key drinking water catchments, particularly the Molong Creek/Dam catchment, unless higher standards of water management demonstrate impacts can be avoided or mitigated.

27. **Groundwater:** Settlement growth should seek to minimise or mitigate development of land where there is moderately high or high groundwater sensitivity & reticulated water/sewer cannot be provided.

28. **Flooding:** Settlement growth should seek to minimise development of land that has a higher risk of flood potential or significant overland flows. Additional (& updated) flood studies should be prepared or updated as grant funding becomes available & works constructed to minimise flood potential (e.g., Eugowra – Puzzle Flat Creek).

29. **Native Vegetation & Biodiversity:** Settlement growth should seek to minimise or mitigate impacts on land with significant native vegetation & sensitive biodiversity.

30. **Bushfire:** Settlement growth should seek to minimise or mitigate development of land with bushfire potential & provide suitable asset protection zones (APZs) that do not require significant vegetation removal.

31. **Mineral Potential:** Settlement growth should seek to minimise or mitigate development of land with mineral potential, particularly known existing or likely future extractive resource areas to minimise land use conflicts & facilitate extractive industries. Suitable buffers should be provided to extractive industries.

32. **Naturally Occurring Asbestos (NOA):** Settlement growth should seek to minimise or mitigate development of land with potential for NOA, particularly where significant disturbance of soil would be required (e.g., on steeper lands). No existing settlements are in areas of high-risk for NOA at this time.

33. **Karst:** Settlement growth should seek to minimise or mitigate development of land with significant karst constraints, particularly where excavation is required for services or larger building are required. This particularly affects expansion around Molong.

34. **Contamination:** Settlement growth should seek to minimise or mitigate development of land with potential for contamination, particularly where the intended use if for residential purposes, unless the land is likely to be remediated.

35. **Agricultural Potential:** Settlement growth should seek to minimise or mitigate development of land that has a high-potential for agricultural use/are important agricultural lands or to substantially increase the interface with active agricultural activities unless it is already significantly developed or fragmented & the agricultural impact can be minimised.

36. **Environmental Opportunities & Constraints:** Several settlements are significantly constrained by natural hazards & environmental issues, particularly Eugowra (flooding & bushfire), Molong (flooding & karst) & some of the stand-alone large lot residential (bushfire). Settlement growth should seek to avoid, or minimise/mitigate against these impacts. Most of the remaining settlements have moderate constraints. A key issue for expansion of any urban area is the impact on agricultural lands & production, so expansion should only occur when infill opportunities are exhausted/not available/constrained & impacts on agriculture can be minimised.

POLICY & CONTEXT

37. **Planning Policy & Context:** This Strategy is capable of being consistent with (& reinforces the key principles of) the planning policies that provide the framework for land use growth in NSW, the Central West & Orana Region & Cabonne.

3. Evidence - Key Drivers/Trends

3.1. Megatrends

It is important to look not only at local & regional trends & drivers of change – but also to look to the state, nationally & globally (megatrends). The NSW Government (2018) *A 20-Year Economic Vision for Regional NSW* (EVRNSW) stated that four (4) key megatrends are affecting regional NSW:

Megatrend	Issue	Strategy Relevance
The Rise of Asia	By 2030, four of the five largest economies will be in Asia: China, India, Japan & Indonesia. Economic power is shifting towards Asia, with China & India's share of world GDP expected to increase to 20 per cent & 15 per cent by 2050, respectively.	Cabonne will increasing export its products & services to Asia, particularly focussing on value-add agricultural products & services. Cabonne sits at the cross-roads of major road & rail links between all of the key Australian settlements & near the Parkes Special Activation Precinct (SAP) & Inland Rail & has the opportunity to capitalise on this. There needs to be good infrastructure (from producer to international markets) to deliver both goods (particularly agricultural products & resources) & services. However, global connectedness also poses a risk with our economy so dependent on Asia impacting on our self-sufficiency.
Rapid urbanisation	1.5 million people are moving into the world's cities every week. NSW is also undergoing rapid urbanisation, but unlike before, people are increasingly moving to urban centres other than Sydney. *The world will become increasingly urbanised as more people seek economic security & opportunity* (PIA 2016).	With improvements in transport & communication infrastructure Cabonne may have sufficient proximity to Sydney to attract a range of businesses, employers, & people looking for a lifestyle change. However, Cabonne is not a 'Metro Satellite' & it needs the infrastructure & some local economic strength to attract people. COVID-19 may have influenced the ability/desire of people to live/work remotely making the regional areas more attractive. There are also issues with urban sprawl, even in regional towns/villages due to low population density & a model for detached housing that does not necessarily meet community need. This can exacerbate housing affordability & liveability.
Digital disruption	Digital technology has been progressing exponentially. The increasingly disruptive potential of data, connectivity & mobility will continue to drive & accelerate big change in the economy.	With improvements in communication infrastructure there is potential to provide services locally, regionally, nationally & globally. Mobility frees up opportunities across Cabonne's settlements. However, this same mobility is a challenge to existing 'bricks & mortar' commercial & retail businesses & settlements still need to provide the amenity & lifestyle to attract & retain people.
Demographic & social change	Australia's population is ageing, with the over-65s soon to be the fastest growing segment of the population. *The number of Australians aged 65 years & over is projected to more than double from 2015- to 2055. In the non-capital city areas of NSW it is projected by 2056 there will be less than two people of working age for every person aged 65 years & over* (PIA 2016)	Addressed above. All of Cabonne's settlements (towns/ villages) have an ageing population & it is only in localities close to Orange where younger families are dominant. There is some inequality in access to health services & regional housing appears not to fit the needs of older citizens. Older citizens may be inclined to move towards larger centres with improved medical & other services. This affects local populations & services. Providing appropriate services to meet the needs of an ageing population & allow them to age-in-place / remain in the settlements is a key challenge. Health & care will remain key employers.

The 2016 Planning Institute of Australia report (2016) *Through the lens: megatrends shaping our future* also mentions some of the above megatrends but adds some additional trends that are relevant to regional planning, as follows:

Megatrend	Issue	Strategy Relevance
Population	Of the three basic factors determining population (fertility/births; mortality/deaths, & migration), the net migration rate is the most subject to policy intervention, & thus the most uncertain in future projections.	Australia's population growth has slowed with a steep fall in net overseas migration the main cause. Future growth locations can be influenced by public policy, interstate migration trends, housing markets, as well as infrastructure investment & access to employment. DPIE (2019) population projections seem to place a lot of weight on reduced immigration to Cabonne & possibly Australia, lowering regional populations. Cabonne particularly needs to attract young people & more skilled workers through intra/inter-state/international migration & should investigate ways to facilitate this & balance ageing populations.
Resource dependency	Resource scarcity is a key issue for current & future generations. There will be increased competition & demand for water, energy, minerals, & food resources. Planning is required for improved sustainability & resilience.	This Strategy should seek to protect natural resources in Cabonne LGA from encroachment where possible to enable extraction/ production & minimise land use conflicts. Food production will need to increase by up to 70% by 2050 to meet demand. Agriculture is a large consumer of water & nutrients & can be affected by settlement patterns. Water & energy availability will significantly affect growth & the economy.
Biodiversity	Australia's environment is one of the most biologically diverse ecosystems in the world & has more endemic (native) species than any other country. However, accelerated land clearing has resulted in biodiversity loss, impacts on land & water quality, & carbon emissions & climate change.	This Strategy should seek to minimise impacts on environmentally sensitive areas & biodiversity & also seek to improve environmental outcomes in urban areas (particularly stormwater management). Significant native vegetation also poses a bushfire risk to properties in a number of settlements & increases insurance premiums & costs of living.
Climate change & disaster resiliency	Climate variability has long posed a challenge to Australian communities & industries that rely on access to, or use of natural resources.	Climate variability including droughts, bushfires & flooding continues to pose a risk to regional areas, particularly to agriculture, water security, safety & infrastructure/investment in urban areas, & the regional economy. This Strategy should seek to avoid areas of likely natural hazard & promote resilience & flexibility to adapt to change. EVRNSW notes that governments & communities working together is more likely to produce local solutions & resilience.
Smart settlements & new technology	Technology offers the potential for change including disruption in significant industries & new lifestyle & behaviour patterns for individuals & society. These changes could see traditional land use patterns & demands for commercial & industrial space changing.	Change will continue to affect major industries including agriculture, manufacturing, energy & telecommunications, & connectivity for businesses. For example, main street retail is continually challenged by online shopping. However, in regional cities the main street is still essential to the experience & sense of community.

Megatrends: Cabonne's land uses are influenced by a number of global, national & state megatrends including, but not limited to: the rise of Asia; rapid urbanisation (to larger cities); digital disruption & increased technological change affecting employment & lifestyle; demographic & social change (particularly an ageing population); flow-on effects to population through natural losses & reduced migration; resource scarcity (e.g. water, energy, minerals, & food); loss of biodiversity; & climate change & variability with increased natural hazards & disasters. Not all of these changes are necessarily negative if Cabonne is well-positioned to adapt & improve its resilience to change.

3.2. NSW (Draft) Housing Strategy

The NSW Government has released in 2020 – *A Housing Strategy for NSW – Discussion Paper*. This looks at state-wide housing issues & has identified a number of population & other changes to which housing must respond, including but not limited to:

a) **Population:** NSW population is growing, but unevenly – which metropolitan growth highest but more moderate regional population growth driven by a drift from smaller towns to regional centres & older people moving towards the coast – with some areas in decline. Central West & Orana (2006-2016) had 0.7%/annum population growth but this is projected to decrease to 0.3%/annum (2016-2041).

b) **Ageing:** The number of people aged 65 & over will increase by 85% in the next 25 years (2019 Population Projections). This has implications for the type of housing people need. Younger people are statistically leaving regional towns due to a perceived lack of employment, education opportunities or access to public transport.

c) **Sustainability:** Population growth & housing supply in regional NSW is affected by affordability constraints; environmental conditions, such as widespread drought; & the impact of economic dynamics. Water security may influent population or industry.

d) **Housing Feasibility:** Housing feasibility can be a challenge even if there is sufficient supply of land. The low rate-base affects Council's ability to fund infrastructure. The high cost of servicing land & lower availability of builders, labour & materials can increase build costs.

e) **Housing Diversity:** People's living arrangements will continue to be diverse with increases in lone-person or couple households but also increases in larger households (e.g., family, multi-generational & shared households). The market value of higher density homes may mean this housing type is less feasible, may place pressure on utilities/infrastructure, & may not be consistent with local character.

f) **Affordability:** Low-income growth with rising cost of housing has increased mortgages, decreased home ownership, & placed pressure on social housing & homelessness services. Home ownership has dropped in 25-34-year-old group & the proportion of households renting has increased in the last 10 years with increases in rental stress. Housing stresses can occur where there is limited land supply or peaks in housing demand such as seasonal workers or infrastructure/mining/energy projects.

g) **Use of Homes:** People use their homes in increasingly diverse & innovative ways with more home businesses, the sharing economy, alternative home ownership & new rental or shared development models.

h) **Technology:** New materials, innovations & systems are advancing including off-site manufacturing & prefabrication, local energy generation & storage, 'smart' homes & settlements, & autonomous vehicles. This will change how houses are built, people gather & use information, & use energy/resources.

i) **Climate Change/Hazards:** The urban environment needs to respond to increasing threats from climate change, natural hazards, & response to the natural environment.

Housing: Housing needs will need to adapt to changing community & population needs. Larger settlements are likely to grow & smaller settlements need to plan to retain stable populations. Ageing & changes in people's living arrangements will continue to require more diverse housing types. Affordability (& adaptability) are increasing as issues with less home ownership & increased pressures on rental availability, specialist housing, & social housing. When the NSW Housing Strategy is prepared, this Strategy may need to confirm alignment & build on regional approaches.

3.3. COVID-19 Impacts

3.3.1. Overview

One of the most significant global challenges of the last 50 years has been the impact of COVID-19 (Coronavirus) in late 2019 in China & then throughout 2020 for the rest of the world. Whilst at the start of 2021 a number of vaccines are likely to be approved for distribution, COVID-19 will continue to have direct impacts for at least the rest of 2021 & flow-on effects for many years to come. In Australia it has predominantly had an increased chance of death in people aged 50 years & over, with a peak in the 80-89 age group – but it has had serious health complications for a wide range of age groups.

As at early 2021, it is difficult to measure all of the impacts from COVID-19 at a global, state, & regional level. Whilst there is economic & business data generally available 3-6 months after an event, the population & demographic data may not be fully measured until Census 2021 (and this data may not be available until 2022). However, a number of demographers are extrapolating from some known data to make estimates about impacts.

3.3.2. Population, Overseas Migration & Birth Rates

One of the obvious impacts of closing Australia's borders to non-Australians & non-essential travel is immigration into Australia. This has historically been a key driving force for population growth in Australia due to net in-migration. There has also been some modelling of birth & deaths.

Consultancy company id. has estimated (www.id.com.au) that the drop in overseas migration will see Australia's growth rate drop from 1.2% in 2019-2020 to 0.7% in 2020-2021. The impact on raw numbers is that pre-COVID the 2031 Australian population was projected to be 29,792,000 (assuming a net overseas migration rate of 225,000 per year). With COVID net overseas migration is drastically reduced for 2020-2021 & may be low for the next few years & may recover to 200,000 per annum in the medium to longer term. As a result, the 2031 Australian population post-COVID is only 28,923,000 (868,000 below the pre-COVID scenario). Australia's population growth rate is reduced from 1.5-2.0% in the last 10 years to less than 1% by 2050. Whilst the graph below shows that the average annual population growth rate was always going to reduce from 2016 onwards, this process has been exacerbated.

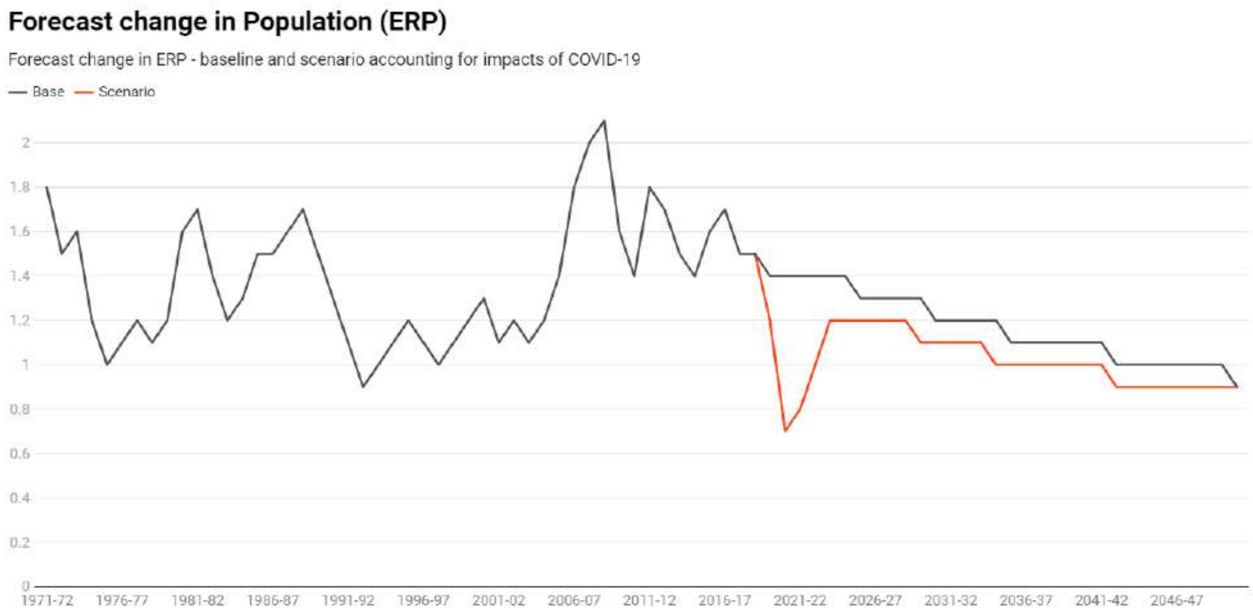


FIGURE 2: AUSTRALIAN ANNUAL POPULATION GROWTH 1971-2047 (.ID WEBSITE).

In addition, a review dated 11 December 2020 has found that in 2019 (pre-COVID) that Australia's birth rate fell to a record low of 1.66 babies per female. Economic uncertainty during COVID-19 is predicted to further reduce the birth rate. Natural increase (excess of births over deaths) is one of the key ways any human population grows, but in Australia it typically makes up only ~1/3rd of population growth, with the rest comprising overseas migration. However, the size of the cohort of people having babies still means that births exceed deaths at this time, but this growth is slowing. The major cohort of children born from 2004-2014 is currently moving through their schooling years – but as this reduces it will result in declining enrolments, especially in primary schools.

3.3.3. Age Structure

Since the majority of overseas migrants coming to Australia are of working / fertile age (majority 20-39 years of age but also with younger children) this will have several key impacts:

a) It reduces the number of people having babies (i.e., the birth rate – see above);

b) It decreases the number of working age & young people in the age structure, skewing the age structure towards the elderly;

c) It decreases the number of people paying taxes to assist with higher costs of supporting the elderly.

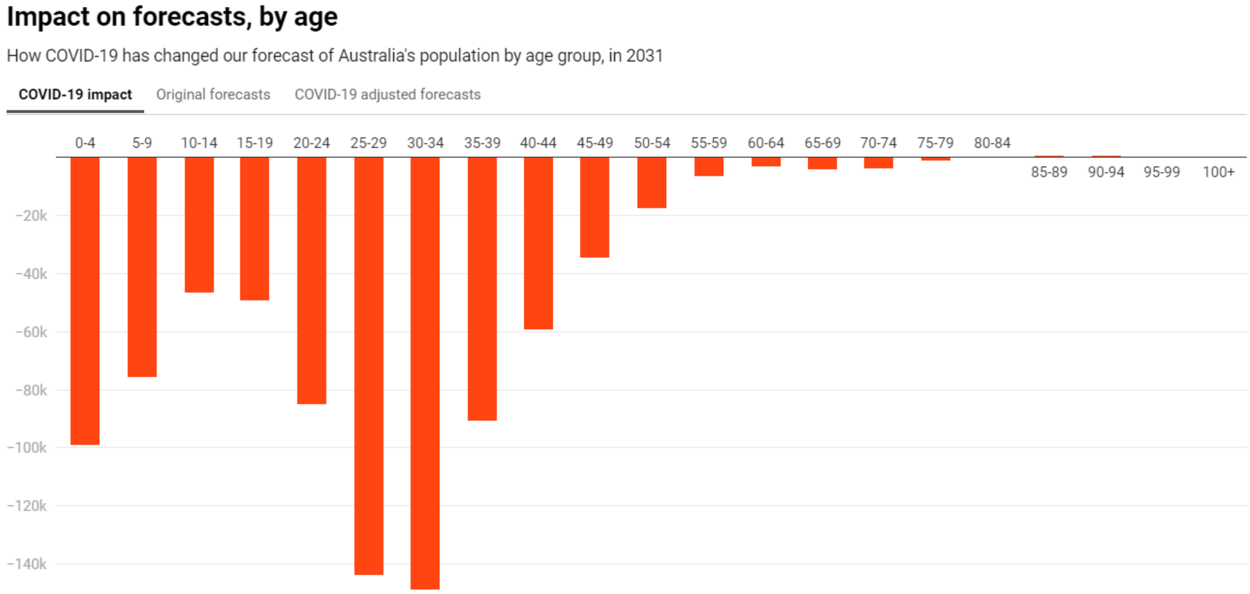


FIGURE 3: ESTIMATED IMPACT OF COVID ON AUSTRALIAN AGE GROUPS BY 2031 (.ID WEBSITE).

3.3.4. Regional Populations

Traditionally, higher number of migrants have stayed in the larger metropolitan cities (such as Sydney & Melbourne) where there are the most education & employment opportunities & existing cultural & family groups. Therefore, the decrease in overseas migration will have the largest impact on those cities. Cabonne does not appear to attract high levels of overseas migrants so it may not be impacted as much by the drop in overseas migration. However, indirectly, if there is less pressure on housing or jobs in the metropolitan cities, there may be less pressure pushing people from cities to regional areas. Therefore, it is harder to predict what will occur in the Central West & Orana Region.

3.3.5. Local Health

By October 2020, COVID-19 has had only a limited health impact in regional areas, particularly Cabonne. There have been only limited cases in the sub-region (10-20 in Orange & Cabonne). Therefore, to-date the health & safety of Cabonne LGA from COVID has been good (noting that infection control has likely reduced influenza impacts also but mental health is yet to be evaluated).

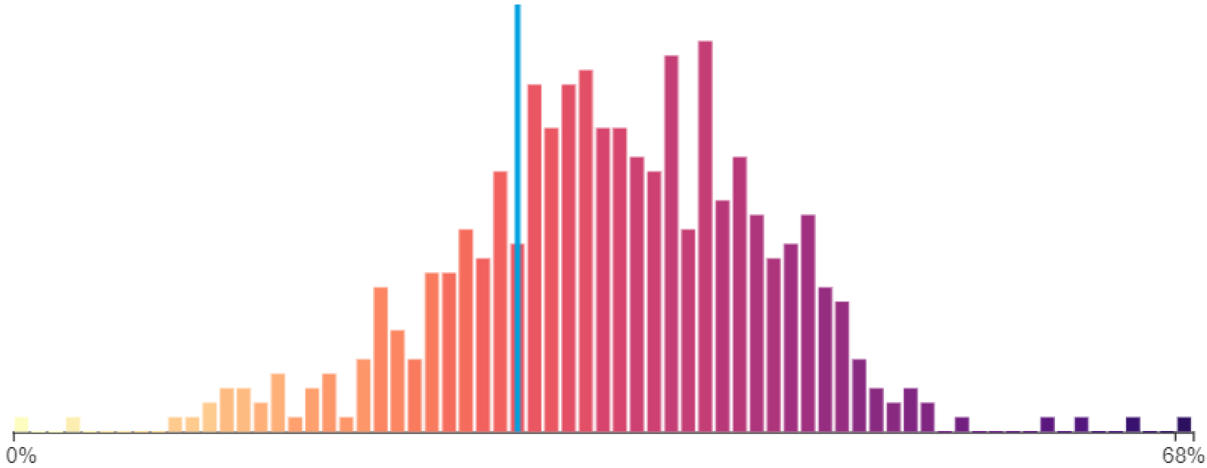
Whilst testing & infection control has likely placed some additional pressure on health resources, they have not been over-whelmed. However, many people may not have had regular check-ups or medical appointments to detect & manage other diseases & mental health so there could be flow-on effects through other medical issues.

3.3.6. Local Economy - JobKeeper

It is not possible to assess the full impacts on the local economy at this time but there are some key likely trends. Australia technically entered a recession in 2020 but by 2021 appears to be showing positive growth with some states more affected than others (those with longer lockdowns such as Victoria).

During COVID-19 the Federal Government has instituted a number of economic stimulus measures – one of which is *JobKeeper* – aiming to pay part of the wages of people who had suffered economic loss as a result of the virus. Note that it is only one measure indicating which industries/employees are struggling.

REMPLAN JobKeeper explorer enables a review of JobKeeper applications across April, May & June 2020. In May it is estimated that 27.8% of local businesses applied for JobKeeper & this increased to 29.2% of businesses in June 2020. Cabonne had far less JobKeeper applications compared to surrounding local government areas, including Orange, suggesting slightly more resilient or less impacted businesses. Nonetheless, when JobKeeper is expected to end in March 2021, some businesses may struggle to remain viable and/or retain staff.



Cabonne (A) JobKeeper applications as a percentage of total local businesses:

- Ranked 374 out of 535 local government areas in Australia.
- 373 local government areas in Australia have more applications
- 161 local government areas in Australia have less applications.

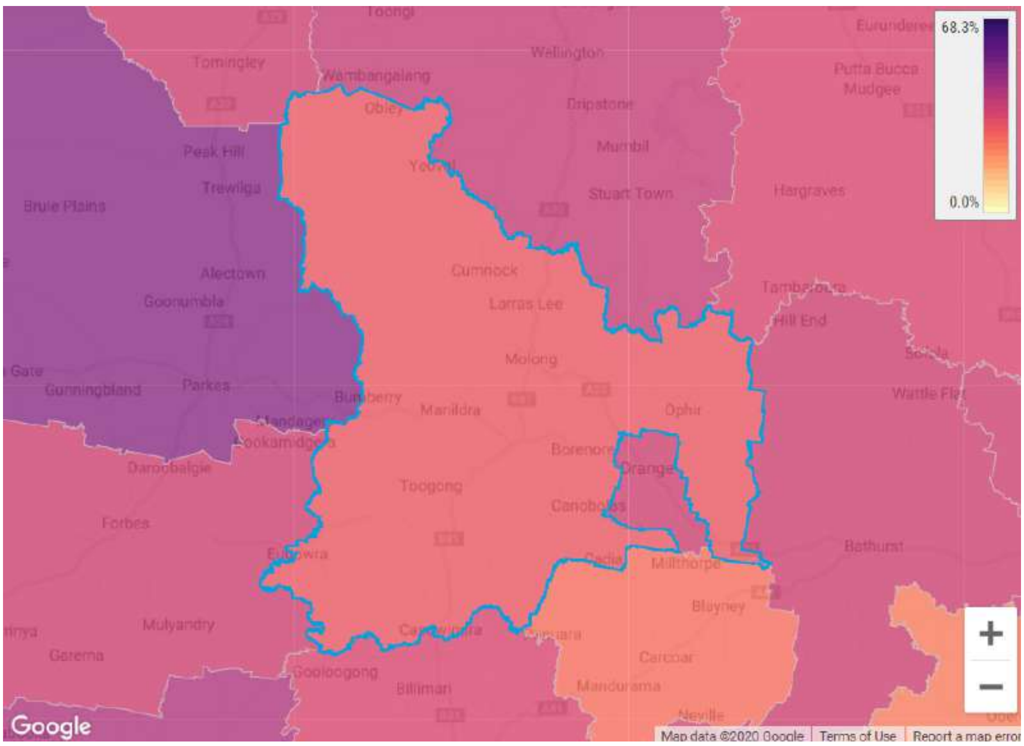


FIGURE 4: GRAPH/MAP OF JOBKEEPER APPLICATIONS CABONNE VS AUSTRALIA/SURROUNDING LGAS (REMPLAN JUNE 2020).

Key impacted industries are as follows:

a) Agriculture is the largest economic industry & employer in Cabonne. It also had the highest number of JobKeeper applications (47.3%), well above the average in Australia. Whilst farming operations may have not been significantly impacted (assuming limited barriers to supply-chains), there may be difficulties for some intensive agricultural practices seeking employees for picking & processing harvest in Spring & Summer.

b) Construction had the 2nd highest JobKeeper applications at 12.2% though generally the industry has been supported by home building grants.

c) Retail/trade had JobKeeper applications of ~5.6%. Whilst food & essential services may have grown, other retail providers are likely to be significantly impacted.

d) Tourism & hospitality have had significant impacts through March to June but the relaxing of rules may mean some improvements for these industries. JobKeeper applications were ~4%.

e) Mining has had little impact & low JobKeeper applications.

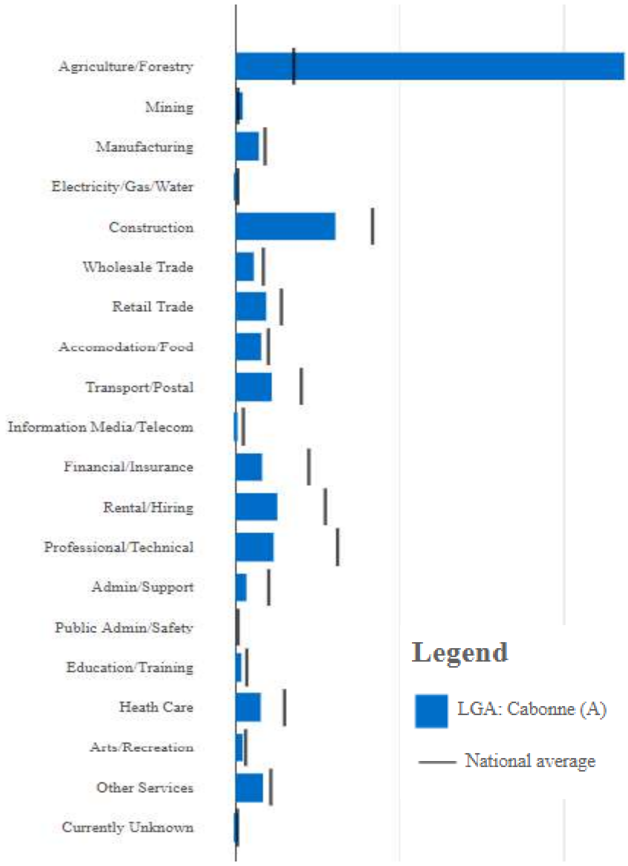


FIGURE 5: BUSINESSES REGISTERED FOR JOBKEEPER BY LGA MAY 2020 (WWW.TAYLORFRY.COM.AU)

3.3.7. Working Remotely

One of the most significant changes in Australia, but particularly in metropolitan areas with a higher risk of COVID-19, is that 2020 has pushed those professions that are capable of working remotely from their work-place to work-from-home or another location.

It is important to note that this is only a limited sub-set of the total employed population & likely focusses more on 'white-collar' office workers. However, there is a growing trend to increase remote working capabilities & minimise the need for high-cost office space for the entire workforce when people can work part-time remotely.

Assuming there is good communications infrastructure & reasonable public & private transport links to major centres, this may allow the decentralisation of some workplaces. This could potentially have flow-on effects encouraging people to move from higher cost metropolitan areas/major centres to lower cost regional areas who then commute to major centres less frequently.

3.3.8. The Future

The future must now adapt to a new-normal that assumes COVID-19 is still present in the community for some time & the roll-out of vaccines will take time to achieve immunity & reduce the need for lock-downs & emergency responses. However, it shows that virus pandemics may become a more significant part of our future & resilience & adaptability are even more critical.

COVID-19: 2020 was the year of the global pandemic of COVID-19 & this is now extending into 2021. It has had massive implications for human health, global/national/state/local economies, trade/transport/supply chains, freedom of movement & immigration, work-places & employment, local social & economic well-being, resilience etc. In comparison to other countries, Australia has fared relatively well on reducing loss of life & medical impacts but technically entered recession for at least one quarter. Regional areas have been less impacted than the metropolitan areas from health/lockdown impacts. However, the full economic & social impacts are yet to flow through. Whilst it is too early to assess all the impacts the obvious ones are immigration & population growth impacts, economic growth (particularly tourism & hospitality), & social/mental impacts from isolation & inequity of access to services/infrastructure. On a positive note, the regions have become more attractive as remote work & lifestyle have become a priority.

3.4. Regional & Sub-Regional

3.4.1. Central West & Orana

Cabonne Shire is within the Central West & Orana (CWO) Region of NSW. Cabonne sits within the Central West Sub-Region. Surrounding Local Government Areas (LGAs) include Orange, Bathurst-Regional, Dubbo Regional, Mid-Western Regional, Narromine, Parkes, Forbes, Cowra & Blayney.

FIGURE 6: LOCATION & LOCAL GOVERNMENT AREAS (LGAS) OF THE CENTRAL WEST & ORANA REGION IN NSW (SOURCE: DPIE CWORP 2036 & INVEST REGIONAL NSW WEBSITES).

The Figure below (from the *Central West & Orana Regional Plan 2036* (CWORP)) shows how the CWO Region sits at the cross-roads between Sydney & Far Western NSW (Mitchell Highway) & Melbourne to Brisbane route (Newell Highway/Inland Rail).

Cabonne is located on or near major road/rail links to/from:

- Western NSW to Sydney (Mitchell Hwy & Great Western Rail Line);
- Melbourne to Brisbane (Newell Hwy & Inland Rail through Parkes Shire adjacent);
- Sydney to Adelaide/Perth (Mitchell & Barrier Hwy);
- Parkes Special Activation Precinct (SAP) & Sydney (The Escort Way & Mitchell Hwy);
- Dubbo to Canberra (Mitchell Highway & Canowindra Rd);
- Dubbo to Newcastle (Mitchell Highway & Golden Hwy through Dubbo Regional Council adjacent).

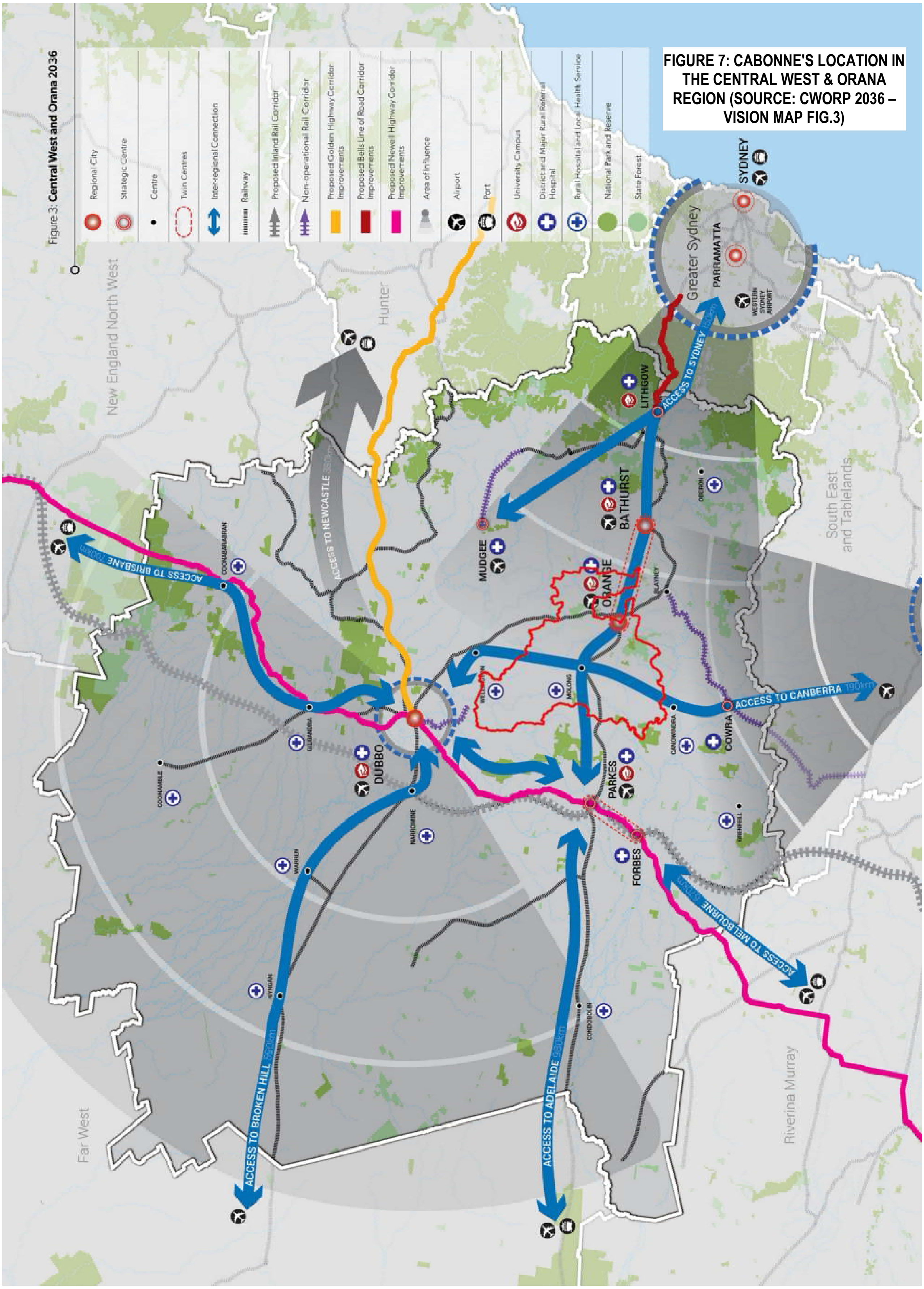


FIGURE 7: CABONNE'S LOCATION IN THE CENTRAL WEST & ORANA REGION (SOURCE: CWORP 2036 – VISION MAP FIG.3)

Proximity to Sydney, Wollongong, Newcastle, Canberra, & the Blue Mountains continues to be a major driver for economic growth & tourism. There is significant migration movement between Cabonne & these centres (particularly Sydney). Sydney provides the highest-level services & employment opportunities in NSW.

The major nearby regional cities are Orange, Bathurst, & Dubbo with some higher-level services also in Parkes, Forbes, Cowra, Wellington & Blayney. Where these centres are close to key settlements in Cabonne there is often 'escape expenditure' & employment from the smaller Cabonne settlements to these larger centres that can reduce industry, commercial & retail demand locally.

3.4.2. Orange, Blayney & Cabonne Sub-Region

The City of Orange is a major activity centre that is relevant to Cabonne. The relationship of the two LGAs is unique in that Orange forms the 'doughnut hole' around which Cabonne is wrapped. Blayney Shire also has a similar arrangement & influences the eastern side of Cabonne. For this reason, many studies/land use strategies for Cabonne are usually prepared with Orange & Blayney to better understand their inter-relationships.

Orange is the major employer, retail & services centre for Cabonne where these activities cannot be met in the larger Cabonne settlements. As a result, Orange & land within in a short distance (nominally called the 'Orange Commuter Zone') is a key demand driver for population & housing opportunities. However, the rising costs of land & development in Orange are driving growth in more-affordable settlements & areas of Cabonne within reasonable travel distance. Likewise, Cabonne also provides both the agricultural products & key rural tourism opportunities for Orange.

As Orange LGA has limited land supply that is not significantly constrained (e.g., drinking water catchment/topography), there is potential for development growth around Orange in Cabonne. However, this creates several conflicts that need to be balanced including take up of higher quality agricultural land (particularly in the Towac & Molong Creek valleys to the east of Orange), environmental issues, & servicing requirements. Historically, some of this demand has been met by large lot residential localities & villages such as Mullion Creek, Windera, land around Spring Hill, Clifton Grove, & Summer Hill Creek. The question is whether this growth is sustainable & where it should be located to minimise these impacts.

It is important to note that in the most recent (2019) NSW Government Population Projections we have been informed verbally that growth pressures from Orange did not appear to be have been taken into account & this may be resulting in an overly conservative/negative view of growth potential in Cabonne.

Orange/Blayney/Cabonne: The Orange/Blayney/Cabonne sub-region is a significant economic 'power-house' in the region & NSW. Orange & Cabonne have a strong inter-relationship in terms of provision of higher-level services & employment in return for agricultural produce, rural tourism & lifestyle living opportunities. 'Escape expenditure' & demand for higher level services does affect some growth in Cabonne, but as Orange grows there will be pressure to develop in the surrounding areas of Cabonne, particularly in the Orange Commuter Zone.

3.4.3. Orange, Blayney & Cabonne Regional Economic Development Strategy ('REDS')

The NSW Government assisted Council to prepare the DPC / AgEconPlus Consulting (2018) *Orange, Blayney & Cabonne Regional Economic Development Strategy 2018-2022* ('REDS') & its Supporting Analysis Paper. The REDS sets out five (5) Strategy elements as follows that cover some of the main opportunities & priorities/actions that could have benefits for Cabonne.

Strategy	Infrastructure Priorities	Priority Actions
<u>**Agriculture**</u> **Development existing strengths in agriculture, agricultural processing, agri-technology & manufacturing.** Specialisations include: Broadacre grazing & cropping Agricultural processing such as food processing & wine production	**Rail infrastructure:** integrate the region with the Parkes Intermodal Freight Terminal, & better service grain growers & other freight-dependent businesses. **Road infrastructure:** deliver a network of B double permitted freight routes in the region & connect the region to other areas, including Port Botany & the airports at Canberra & Badgerys Creek (proposed). **Digital connectivity:** provide fast & reliable internet access (NBN rollout) as well as improve mobile reception in parts of the region. **Worker accommodation:** facilitate investment, including land-use planning provisions to support investment in budget accommodation. Additional accommodation options will assist with the supply of harvest labour (for example backpackers).	• NSW DPI maintains a research focus on current & future needs of the region's agricultural sectors with an early focus of the livestock & wine industries. New agricultural start-ups are achieved through DPI's GATE program. • Further develop the region's growing reputation for high quality agricultural & food products through a strengthened focus on local food & wine events that enhance demand & shorten supply chains between producers & visitors. • Investigate new manufacturing opportunities that build on the region's specialisations. • Develop a rail strategy to capitalise on the Parkes International Freight Terminal. • Provide evidence-based support for projects that improve freight networks, such as the B-double road routes, reopening of the Blayney to Demondrille rail line & a strategy to maximise export opportunities through Canberra Airport. • Review current & likely future constraints to agricultural development in areas such as information technology, land

Support services (incl. agricultural & mining equipment)		use planning & labour requirements. Identify priority actions based on those that most strongly contribute to enhanced industry competitiveness.
Mining **Support growth in mining & mining services.**	**Natural Resource Access:** Ensure efficient natural resource access (land & water) to support a sustainable mining sector.	• Closely engage the community in land-use scenario planning to ensure future viability of developing mining industries. • Proactively facilitate efficient mining development through local land-use strategies & environmental plans. • Work with Regis Mine proponents to ensure planning approvals maximise mine benefits while minimising any social & environmental costs. • Develop forward strategy to identify efficient sources of water supply for mining development. • Develop a renewable energy strategy for the region with key stakeholders (such as Cadia & Regis) to address high energy prices & to enhance industry competitiveness.
Key regional operations include: • Newcrest's Cadia Valley Operations (30-year resource) • Regis Resources McPhillamy's/Kings Plans development is under development.		
Strategy	**Infrastructure Priorities**	**• Priority Actions**
Education **Realise economic opportunity in education & public administration.** There is a strong independent school sector, tertiary education & NSW government offices (particularly in Orange).	**School infrastructure:** construct primary & secondary schools in Orange in both the public & private education sectors.	• Provide evidence-based support for the fast tracking of additional primary & secondary school capacity in North Orange. • Investigate the extent of private school wait lists & whether there is scope to increase school capacity. • Encourage the relocation of business & government entities to the region by providing information about the region's strengths & services. • Work with Charles Sturt University to establish a campus of the Murray Darling Medical School in Orange. • Work with NSW DPI to support its research commercialisation/company acceleration (GATE- Global Agri-Tech Ecosystem) & agri-tourism initiatives. • Investigate opportunities to localise the education & public administration supply chain.
Tourism **Drive tourism growth & enhance the liveability of the region.** This involves building on the region's strengths (heritage, villages, events etc.); improving connections, investing in tourism infrastructure, & providing a wider range of accommodation.	**Highway upgrade:** to deliver shorter travel times to & from Sydney. **Local road infrastructure:** to enhance traffic flow & management while providing a platform for economic growth. **Improved passenger rail services:** to better connect the region to Sydney for the benefit of both visitors & residents. **Digital connectivity:** to enhance liveability & business competitiveness. Includes fast & reliable internet access (NBN rollout) & improved mobile reception in parts of the region. **Retirement village infrastructure:** to continue to attract older people to the region from other areas. **Visitor accommodation:** including temporary caravan parks, camping & backpackers through to five-star destination hotels. **Sport & recreation infrastructure:** could include new sporting fields, mountain bike trails, cycle pathways for winery visits, swimming pools, an equestrian centre. **Culture & entertainment infrastructure:** such as an upgraded regional conservatorium with planetarium in Orange, a cultural centre in Blayney, a library upgrade in Molong. **Water supply infrastructure:** to improve water supply consistency & link towns & villages to reduce the risk of highest-level water use restrictions.	• Develop a long-term vision & marketing strategy for regional tourism consistent with current & future demands. Invest in supporting high demand tourism needs & attractions across the region. • Develop a regional cultural heritage strategy to support tourism & the liveability of the region. • Review the effectiveness of existing initiatives & investigate new measures to increase the supply of labour to the hospitality sector. • Evaluate funding options for the Yugaway Hospitality School. • Develop the case for improved rail, road & air travel services to boost tourism & liveability. • Develop the Mt Canobolas Mountain Bike Centre & consider how best to accommodate the growing interest in cycling across the region, such as cycle paths from Orange to wineries. • Evaluate the feasibility of improved utility services across the region, such as improved & more reliable water supplies & internet access. Such improvements enhance liveability & in so doing attract people to the region's city, towns & villages.

3.4.4. Parkes SAP & Inland Rail

Since CSS2012, the other largest driver outside of the Shire in the Central West Sub-Region is the development of Inland Rail (Melbourne to Brisbane) & the Parkes Special Activation Precinct (SAP) that will provide an intermodal road-rail freight interchange with logistics & distribution & warehousing with supporting industry & infrastructure.

Inland Rail is the largest freight rail infrastructure project in Australia (1,700km long) & is aimed to enhance supply chains & complete the backbone of national freight network. Each train will have the ability to be up to 1.8km long & take double-stacked containers (a similar volume to 110 B-Double trucks) (Source: www.inlandrail.artc.com.au/program). Construction commenced in late 2018 & is expected to be fully operational by 2025. A key component, the Parkes to Narromine section has commenced construction. Rail between Stockingbal & Parkes is being upgraded.

The NSW Government has nominated Parkes as the first regional Special Activation Precinct (SAP). The NSW Government has prepared a Precinct Master Plan & planning framework under the *State Environmental Planning Policy (Activation Precincts) 2020* (Activation Precincts SEPP). This came into effect on 12 June 2020.

The precinct covers an area of 4,800 hectares & includes the National Logistics Hub. Once Inland Rail is operational, this hub will have access to 80% of Australia's markets within 12 hours by road or rail (NSW Government website). Parkes also has approval for an international airport that could ship freight around the world. The SAP/Hub is expected to create up to 3,000 jobs across a range of industries including freight & logistics, resource recovery, value-added agriculture, & renewable energy.

Whilst Inland Rail & the Newell Highway do not sit within Cabonne, they run along the western edge of the Shire. A number of key settlements are in reasonable proximity & stand to benefit from this growth including Manildra, Molong, Eugowra & possibly Yeoval. It is important to note that in the most recent (2019) NSW Government Population Projections we have been informed verbally that the growth of Inland Rail & Parkes SAP was **NOT** taken into account & this may be resulting in an overly conservative/negative view of growth potential in Cabonne.

Manildra is nominated as the primary industrial growth precinct for Cabonne & sits on the Broken Hill Railway Line connecting Parkes to Orange & Sydney & could allow for support industries a short distance from Parkes that do not need to locate within the SAP/Hub. Manildra also has the Manildra Flour Mill & MSM Milling (Canola) that are major rural industries that could benefit from improved transport & connectivity.

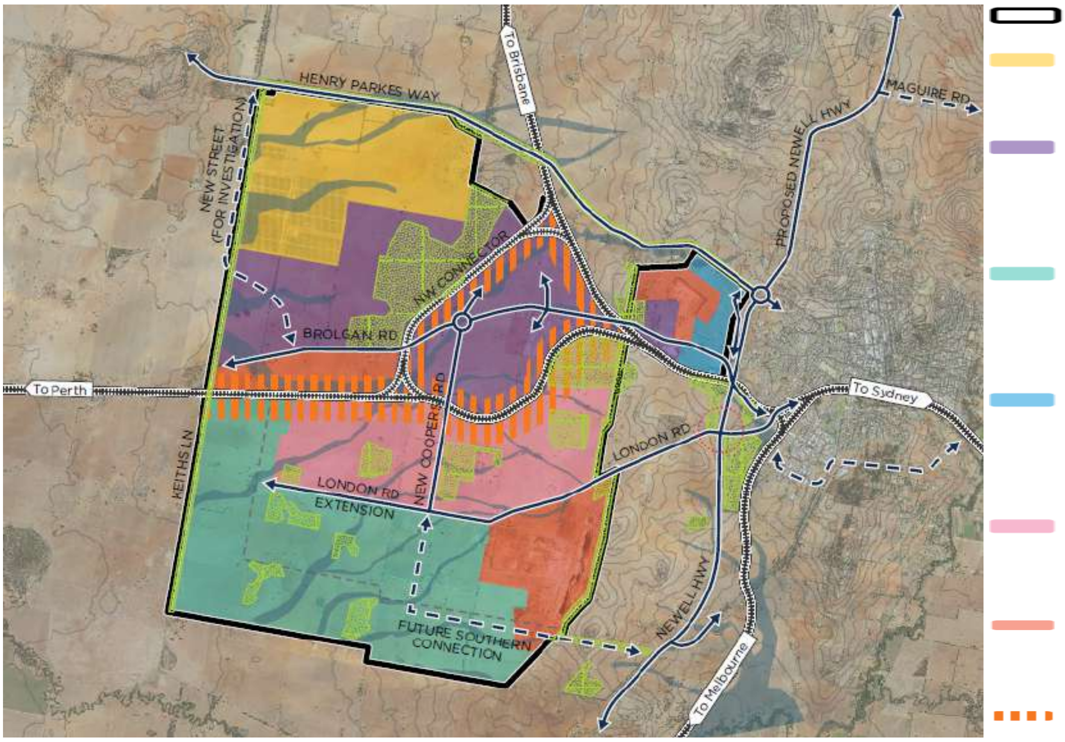


FIGURE 8: PARKES SPECIAL ACTIVATION PRECINCT (SAP) STRUCTURE PLAN (ACTIVATION PRECINCT MASTER PLAN 2020).

Inland Rail/Parkes SAP: Inland Rail & the Parkes Special Activation Precinct (SAP) have the potential to influence growth in Cabonne, particularly for the western settlements & along the Orange-Manildra-Parkes rail & road routes for connectivity to Sydney, Melbourne & Brisbane. Areas in the west of the Shire may be able to position themselves as secondary industrial, service & commuter settlements. However, these are medium to longer term projects & there needs to be further study of the potential flow-on effects to Cabonne as infrastructure is developed & recognition that not all settlements will benefit significantly.

3.4.5. Cabonne's Role in the Economic Vision for Regional NSW

A 20-Year Economic Vision for Regional NSW (EVRNSW) also sets out opportunities for ten (10) key 'engine' industries in regional NSW that will drive its economic future & it can be seen Cabonne will play a role in at least 7-9 of these areas as follows:

KEY INDUSTRY	OPPORTUNITIES	EXAMPLE CABONNE'S OPPORTUNITIES
1. Agribusiness & forestry	There will be increasing move to value-added products & premium branding status. Success is underpinned by productive farmland, diverse growing conditions, efficient technology use & a reputation for quality.	Broadacre Agriculture Intensive Agriculture & Viticulture Manildra Flour Mill & MSM Milling
2. Resources & mining	Raw materials from this sector will continue to be in demand. Advances in automation & digitisation are expected to transform the workforce, reducing total jobs but increasing the portion of highly skilled/technical jobs.	Newcrest's Cadia Mine Historic & potential mine sites near Cargo, Molong & Yeoval with significant mineral potential areas primarily around gold & copper Flow-on effects from mining in nearby LGAs
3. Tourism & hospitality	Regional NSW's attractions will continue to draw domestic & overseas visitors with opportunities for niche & personalised travel experiences championed by small & medium sized businesses.	Historic towns & villages, heritage & trails Mount & Lake Canobolas Wineries, vineyards & cellar doors Function centres & tourist accommodation Rural landscape
4. Health & residential care	By 2038 the health & residential care industry will account for nearly 20% of regional jobs. Advances in digital & telehealth may support older citizens to remain in their local communities longer.	Hospitals & Multi-Purpose Health Services – Molong, Canowindra, Eugowra & Cudal Aged care services particularly in Molong, Canowindra, Eugowra & Yeoval
5. Freight & logistics	Better freight connectivity will enable more efficient & cost-effective logistics solutions.	The EVRNSW suggests distribution centres may grow in the Metro Satellite FERs but this doesn't account for the Inland Rail corridor & Parkes SAP to the west of Cabonne & potential inter-modal growth to the east of Cabonne that may create flow-on opportunities.
6. Renewable energy	Regional NSW has excellent renewable energy resources by international standards. Strategic infrastructure projects such as regional energy zones would capitalise on the these & support a more secure, affordable & clean energy system for people & businesses in regional NSW.	Renewable energy generation (e.g., Manildra & Molong Solar Farms). Some potential for growth in wind farms towards the north & south-east of the Shire.
7. Advanced manufacturing	Leading manufacturers are attracted to regional areas by skilled workforces, low-cost environments, & access to markets & leading research centres.	Manildra Flour Mill & MSM (Canola) Milling Canowindra Produce Supporting agricultural & mining machinery suppliers
8. Technology enabled primary industries	Agricultural technology or 'ag-tech' businesses (potentially partnered with research institutions) can develop local innovations in agricultural practices from planting & growing through to harvesting & value-added processes.	
9. Tertiary Education & Skills	Innovations in tertiary & vocational education & training will help ensure regional NSW adapts to changes in employment needs while leveraging new opportunities offered by digital disruption.	Whilst Cabonne does not have any tertiary or vocational education at this time, its proximity to Orange with several university campuses & TAFE provides opportunities to remain in the Shire.

Key Economic Drivers for Cabonne: Key drivers for economic growth in Cabonne, consistent with state, regional & sub-regional economic goals, include growth in agriculture & agri-business (including value-add to agriculture & advanced manufacturing), resources & mining, tourism & hospitality, health & residential care, freight & logistics, & renewable energy. However, there is a need to diversify the economy & improve resilience in the face of significant change & variability in these economic sectors.

4. Evidence - Infrastructure & Heritage

This Section provides an overview of some of the key infrastructure & heritage opportunities & constraints for the Shire & its settlements. A lot of the detail on these issues has not changed since the preparation of the *Cabonne Settlement Strategy 2012* (CSS2012) so it is not replicated in detail in this document. The detailed mapping of any constraints is generally provided in the **Settlement Options Paper** unless they are better understood at the Shire-scale or have limited constraint on settlement growth. Only issues relevant to settlements & their growth are covered in any detail.

4.1. Transport

4.1.1. Airports

Cabonne is generally serviced by air from Orange, Parkes & Dubbo Airports that offer passenger services. Orange Airport is the only airport in close proximity to Cabonne Shire and, as such, it may have some impact on growth of Spring Hill & surrounding large lot residential lands. There may be up to 50 identified private airstrips in Cabonne that are located on private land & may be used for agricultural or private purposes. In general, these are located in rural areas away from the major settlements so there are limited impacts.

4.1.2. Rail

Active rail lines in Cabonne LGA include:

a) The **Main Western Line** connects Sydney to Dubbo via Orange, Mullion Creek, & Wellington. This line supports the Countrylink XPT Passenger Service travelling from Sydney to Dubbo & return daily so there is no access to this public passenger service in any settlement & travel to Orange or Wellington is required. The Main Western Line also operates as a key freight route between Western NSW & Sydney but there are no freight road-rail interchanges located on this line in Cabonne.

b) The **Broken Hill Line** connects the Main Western Line at Orange to Broken Hill via Molong, Manildra, & Parkes. This route is primarily used for freight but it also supports the Broken Hill Outback Explorer (weekly) & the Indian Pacific from Sydney to Perth (via Adelaide) twice weekly in both directions. Neither of these passenger services stop for passengers at any key settlements in Cabonne so it is necessary to travel to either Orange or Parkes for this service. However, there is a private freight road-rail interchange at Manildra that is utilised by the Manildra Group that creates opportunities for industrial expansion in this location.

Due to constraints on rail capacity into & out of Sydney, the Australian Government is currently upgrading/constructing the **Inland Rail** route between Melbourne & Brisbane running through Parkes along the western edge of Cabonne. Since the CSS2012, this project has achieved a number of milestones. As noted in the Trends Section of this Report, Inland Rail & the Parkes Special Activation Precinct (SAP) have the potential to drive some growth in the western parts of Cabonne, & road & rail connections to Sydney pass through Cabonne & Orange.

There are a number of inactive rail lines through Cabonne including the Molong to Dubbo line via Cumnock/Yeoval (closed) & the Cowra to Eugowra Branch via Canowindra. These are assumed to remain non-operational for the foreseeable future.

4.1.3. Roads

The road hierarchy in Cabonne consists of:

1) **State highways** managed & maintained by the Roads & Traffic Authority including the Mitchell Highway (State Highway 7) connecting Bathurst to Dubbo via Molong;

2) **State & regional (main) roads** that are partly funded by State government but maintained by Council:
   a) MR 377 – The Escort Way (between Orange & Forbes via Cudal & Eugowra);
   b) MR 310 – Canowindra Road (between Cudal & Canowindra);
   c) MR 359 – Peabody Road (between Molong & The Escort Way);
   d) MR 237 – Cargo Road (between Orange & Canowindra Road);
   e) MR 238 – Canowindra – Eugowra Road (Nangar Road);
   f) MR 233 – Renshaw McGirr Drive (between Wellington & Parkes);
   g) MR 61 – Henry Parkes Way (between The Escort Way & Parkes via Manildra);
   h) MR 234 – Banjo Paterson Way (between Molong & Yeoval);
   i) MR 573 – Burrendong Way (between Orange & Wellington).

3) **Local roads – sealed** – owned & maintained by Council;
4) **Local roads – unsealed** – owned & maintained by Council; and
5) **State forest roads** (restricted access).

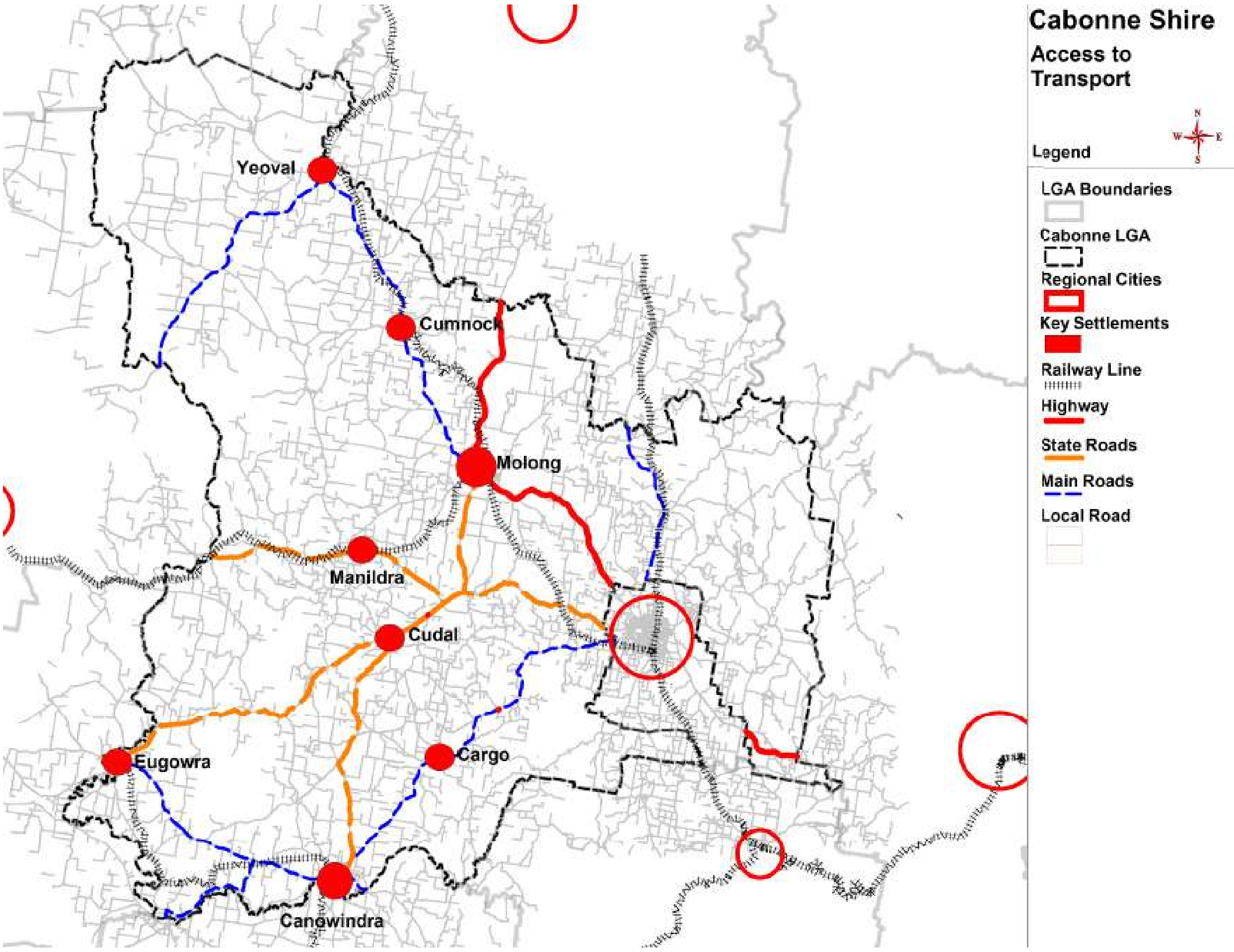


FIGURE 9: KEY ROAD & RAIL LINKS IN CABONNE (SOURCE: COUNCIL GIS 2010).

The *Central West Transport Needs Study* (2009) stated that there was sufficient capacity on the existing roads for the 25 years beyond that study (up until 2034) based on a total population growth rate for the Central West sub-region of 0.47% per annum. Molong is the only settlement that sits on the Mitchell Highway resulting in the highest level of road access & ease of travel to other primary centres & good support for business & industrial uses. All of the other larger settlements (including Mullion Creek) are located on regional roads that provide a reasonable grade of road & road access but may have less passing traffic & opportunities for business & industrial expansion. However, some connections between key settlements may only be local roads & have a lower standard.

4.1.4. Regional Projects

The following are some of the regional & state projects that may influence land use growth in Cabonne:

- Parkes Special Activation Precinct (SAP) & Inland Rail (discussed above in Section on Key Drivers/Trends) including CSIRO Transit Model on modal shift of freight from road to rail;
- Heavy vehicle access policy framework – currently being updated to review B-Double & road train suitability across the region. This may review key routes such as Henry Parkes Way (Parkes to Orange via Manildra) for additional capacity;
- Katoomba to Lithgow upgrades & freight capacity over Blue Mountains;
- Manildra - New bridge over Mandagery Creek to support heavy vehicles;
- Manildra – Potential turning area for heavy vehicles to access Manildra Flour Mill.

4.1.5. Pedestrian & Cycle Links

Council has recently had prepared by Constructive Solutions Pty Ltd:

- (February 2020) *Active Transport Plan - Bike Plan* &
- (April 2020) *Active Transport Plan – Pedestrian Access & Mobility Plan* (PAMP)

to guide the future provision & management of pedestrian & bicycle paths & facilities through the region, particularly in the key settlements. Whilst pedestrian & cycle access may not constrain the growth of a settlement it can impact on recreational opportunities, connectivity for children between schools/recreation/homes, & the health & well-being of a settlement.

4.1.6. Summary of Transport Levels for each Settlement

The Table below provides a summary of the levels of access to transport for each of the eight (8) key settlements in Cabonne from this Strategy. HIGH is a high level of access (improved connectivity & development potential). LOW is a low level of access (poor connectivity & potential limitations to development potential until this infrastructure is upgraded).

Settlement	Air (Public)	Rail (Public & Freight)	Road Hierarchy	Bus (Public)	Pedestrian & Bicycle	Summary
Molong	Low-Med (Orange/Parkes)	Low-Med (Rail line but no access)	Highway	Med-High	Med-High	**Med-High**
Canowindra	Low (Orange/Parkes)	Low (Line closed)	Regional Road	Med	Med-High	**Med**
Eugowra	Low-Med (Parkes)	Low (Line closed)	Regional Road	Med	Med	**Med**
Manildra	Med (Parkes)	Med-High (Rail line but freight only)	Regional Road	Med	Med	**Med**
Cudal	Med (Parkes/Orange)	Low (No rail)	Regional Road	Med-High	Low-Med	**Med**
Yeoval	Low-Med (Parkes/Dubbo)	Low (Line closed)	Main Road	Low	Low-Med	**Low-Med**
Cumnock	Low (Orange/Dubbo)	Low (Line closed)	Main Road	Low	Low-Med	**Low-Med**
Cargo	Low-Med (Orange)	Low-Med (Orange)	Main Road	Low	Low	**Low- Med**
Spring Hill (Zone R5 only)	High (Orange)	Med (Orange)	Local Road	Low	Low	**Low- Med**
Windera & SA6	Med (Orange)	Med (Orange)	Highway	Low	Low	**Low-Med**
Mullion Creek & SA5	Low (Orange)	Low-Med (Orange)	Main Road	Low	Low	**Low**
Clifton Grove & SA3	Med (Orange)	Med (Orange)	Local Road	Low	Low	**Low**
Summer Hill Creek & SA4	Med (Orange)	Med (Orange)	Local Road	Low	Low	**Low**

FIGURE 10: SUMMARY OF TRANSPORT ACCESS IN CABONNE'S KEY SETTLEMENTS.

Transport: Cabonne has a reasonable level of access to road transport & proximity to airports & rail for freight & passenger services in surrounding Shires. The highest overall level of transport access is in Molong, followed by the larger settlements of Canowindra, Eugowra, Manildra & Cudal. Yeoval, Cumnock & Cargo have lower levels of transport infrastructure. The stand-alone large lot residential areas generally have the lowest levels of infrastructure, though their proximity to Orange continues to make them attractive as commuter settlements. This accords with the settlement hierarchy. However, there needs to be continued emphasis on improving transport infrastructure in-line with demand & opportunities so that there is equity in access, safety & economic growth.

4.2. Utilities/Services

4.2.1. Water Supply

Since CSS2012, there have been a number of new water projects constructed & some still being considered to improve water security across Cabonne.

Central Tablelands Water (CTW) continues to be the primary supplier of potable water to Canowindra, Eugowra, Cargo, Cudal & Manildra. Cabonne Council remains the primary supplier to Molong, Yeoval & Cumnock (Molong Dam & bores).

CTW has not noted a particular issue with water security in its network, though its network is expanding & there is growth across this network. Council's water security has been a key issue for several decades. CTW is currently looking to update its Joint Integrated Water Cycle Management Plan (IWCM) to note current & expected projects to improve water security. Council is continuing negotiations with other nearby water authorities to determine the most cost-effective way to improve water security across the Shire.

With state government funding, there has been construction of a pipeline from Orange to Molong & then from Molong to Cumnock & Yeoval. These pipelines are intended to provide emergency water to these settlements. The Molong to Yeoval pipeline is in the process of being commissioned & all properties will be required to be connected but this will take time.

There are a number of projects needed across the Shire but some examples at Molong include:

- The Orange to Molong pipeline provides potable water but currently this is connected to a raw water line and, therefore, needs to be retreated at the Molong Water Treatment Plant (WTP). This adds significant cost & makes this process less viable. Ideally, the potable water main will be extended approximately 20km to avoid retreatment in the future.
- Molong WTP is nearing the end of its life. Council is currently considering whether to replace the WTP at significant expense or bulk purchase water from Orange or CTW as an alternative.
- In the meantime, a new bore is being constructed at Molong with a 50 megalitre licence for emergencies only but Council is looking to make this a permanent supply & extend to a second bore.
- Molong needs a new reservoir for water storage as the reservoir to the south on 'Hacienda' requires upgrade or replacement. Development in West Molong may need additional boosters for water pressure so this may limit development in this area.

4.2.2. Sewerage

Since CSS2012, the Four-Towns Sewerage Program has completed the provision of Sewerage Treatment Plants (STPs) & reticulated sewer lines in Manildra, Cudal, Yeoval, & Cumnock. Molong, Canowindra & Eugowra have their existing older STPs.

Connection to reticulated sewer enables subdivision in CLEP2012 down to a smaller minimum lot size (for Torrens Title subdivision) – See **Settlement Options Paper**.

Cargo is the only settlement in Cabonne that is not currently scheduled to have a centralised sewerage system in the foreseeable future. This decision was made after consultation with the community. It does limit lot size but this doesn't seem to be limiting growth, particularly in the large lot residential areas.

There are no capacity issues at each of the STPs. However, Molong & Canowindra STPs will need upgrades in the near future & Molong's STP will need to be expanded to match growth. Only Canowindra's STP treats water for re-use for irrigation. There may be opportunities to improve water re-use, particularly within the STP itself (e.g., Molong STP is the highest water user in Molong).

There may be limitations on connections of industrial properties to Council's STPs, particularly where they would involve liquid trade waste that cannot be processed by these plants. Further discussion is required with some key industrial connections including Manildra Flour Mill to see what is needed.

Generally, the STPs for each town are outside of 200-400m from the urban or large lot residential areas. However, they may pose a constraint to growth within these buffer zones. Detailed odour studies are not currently available & may be needed if growth is in proximity to these buffers.

4.2.3. Electricity

There have not been any significant changes to the electricity network since CSS2012. However, it is important to see how the renewable photovoltaic/solar industry has responded in the last ten (10) years with significant solar generation farms at Manildra and, more recently, at Molong – due to their location on the high-voltage network. This network may offer additional advantages for not only renewable generation (possibly extending to wind generation) but also for energy-intensive industry.

4.2.4. Natural Gas

It is important to note that since CSS2012, the project to connect a natural gas pipeline from Young to Wellington to service a gas-fired power station at Wellington is unlikely to proceed. This has lost significant potential for energy distribution passing by several of the key settlements & the industry that this may have supported / attracted. However, gas has a higher carbon footprint & costs are likely to increase so it may have been less viable in the future.

4.2.5. Summary of Utility Service Levels for each Settlement

The Table below provides a summary of the utility service levels for each of the eight (8) key settlements in Cabonne from this Strategy. HIGH is a high level of access (improved development potential). LOW is a low level of access (reduced development potential).

Settlement	Water	Sewer	Electricity	Summary
Molong	MED: Council supply: Security issues are currently being addressed	MED-HIGH: Capacity for limited growth	HIGH: High voltage network	**Med-High**
Canowindra	MED-HIGH: CTW supply has sufficient capacity for limited growth	MED-HIGH: Capacity for limited growth	MED: Low voltage network	**Med-High**
Eugowra	MED-HIGH: CTW supply has sufficient capacity for limited growth	MED-HIGH: Capacity for limited growth	MED: Low voltage network	**Med-High**
Manildra	MED-HIGH: CTW supply has sufficient capacity for limited growth	MED: Capacity for limited growth	HIGH: High voltage network	**Med-High**
Cudal	MED-HIGH: CTW supply has sufficient capacity for limited growth	MED: Capacity for limited growth	MED: Low voltage network	**Med-High**
Yeoval	LOW-MED Council supply: Security issues are currently being addressed but emergency only	MED: Capacity for limited growth. Headworks charges may limit growth	MED: Low voltage network	**Med**
Cumnock	LOW-MED Council supply: Security issues are currently being addressed but emergency only	MED: Capacity for limited growth. Headworks charges may limit growth	MED: Low voltage network	**Med**
Cargo	MED-HIGH: CTW supply has sufficient capacity for limited growth	LOW-MED: No reticulated sewer limits lot size	MED: Low voltage network	**Med**
Spring Hill (Zone R5 only)	LOW: Rainwater & bore-water only.	LOW: Lot size limited by on-site management	MED: Low voltage network	**Low**
Mullion Creek & SA5	LOW: Rainwater & bore-water only.	LOW: Lot size limited by on-site management	MED: Low voltage network	**Low**
Windera & SA6	LOW: Rainwater & bore-water only.	LOW: Lot size limited by on-site management	MED: Low voltage network	**Low**
Clifton Grove & SA3	LOW: Rainwater & bore-water only.	LOW: Lot size limited by on-site management	MED: Low voltage network	**Low**
Summer Hill Creek & SA4	LOW: Rainwater & bore-water only.	LOW: Lot size limited by on-site management	MED: Low voltage network	**Low**

FIGURE 11: SUMMARY OF UTILITY SERVICE LEVEL IN CABONNE'S KEY SETTLEMENTS.

Utilities: Cabonne has a reasonable level of utility service level that relates to the hierarchy of each settlement. There are some key issues around water security, particularly for Molong, Yeoval & Cumnock, though recent new pipelines will provide emergency supplies & there are opportunities to strengthen the sub-regional network to allow for limited growth. Molong & Manildra have access to the high voltage electricity network that is driving growth in solar farms & renewable energy. Natural gas is not currently available to any settlement. This level of utility service does constrain some economic opportunities (particularly larger industries) though it should not constrain limited levels of population growth.

4.4. Culture & Heritage

Indigenous & non-indigenous heritage is an important cultural asset to the community & has flow-on effects for identity, character, amenity & tourism. There are several mechanisms for protecting & enhancing these assets, with the key planning framework being the listing of heritage items & heritage conservation areas in the *Cabonne Local Environmental Plan 2012* (CLEP2012) & on State & National registers & local policies/controls for protection & enhancement.

This Strategy is NOT a heritage study & is not part of the scope to significantly modify or update any current heritage studies or listings. However, it is important to recognise the relationship between heritage items, land uses & development.

Heritage listing can benefit not only the community (as noted above), but also provide access to government funding for maintenance & upgrades, & allow for adaptive re-use & potentially prohibited land uses (subject to merit assessment). However, it also can add some costs to development & restrict development that is incompatible with heritage outcomes. Therefore, for places to be listed there needs to be general community support & understanding of the benefits/constraints.

Council's *Local Strategic Planning Statement* (LSPS) has identified that there is limited comprehensive study or information on Aboriginal cultural places & items of significance & this is reflected in the limited heritage listings in CLEP2012. Council will seek funding to evolve this area of study & protect/enhance items (whether they are publicly identified or not for their protection). There needs to be further engagement with the Local Aboriginal Land Councils (LALCs) & Aboriginal representatives & community to ensure this achieves recognised outcomes.

After preparation of CSS2012, CLEP2012 significantly increased the number of heritage-listed items across the Shire. However, it is recognised that the heritage studies supporting these listings are significantly out-of-date & the majority of heritage items that were listed are community buildings with limited private buildings listed. There needs to be an updated review of the heritage studies & engagement with the community to determine whether a large number of significant buildings & places can & should be listed. Alternative tools to enhance buildings & main streets (including urban design controls) may achieve similar outcomes & should also be reviewed.

At this stage, there are only Heritage Conservation Areas (HCAs) in the main streets of Molong & Canowindra. There were relatively minor changes to these HCAs in CSS2012/CLEP2012 & no major issues have been identified from these changes. These HCAs ensure that not only are individual heritage items protected – but the entire streetscape is considered during the development process. This is very important for historic streetscapes. No other settlements have been identified as needing a HCA at this time, but again, main streets in all settlements may need some additional controls/protection.

The LSPS has also highlighted the need for a new Development Control Plan (DCP) for Cabonne to supplement CLEP2012. This DCP should provide guidance on how development needs to address heritage items & HCAs & balance the need to facilitate appropriate development with protection & enhancement of historic items & places.

Culture & Heritage: Council needs to seek funding to update its current heritage studies & expand this to include Aboriginal cultural places & items that are not currently protected. Council should continue to work with the community to educate on the benefits of heritage protection & identify ways (not always planning related) to protect & enhance important culture & heritage. This may include improved heritage and/or urban design guidance in a new Development Control Plan (DCP) & engagement with the community. A balance should be achieved between heritage protection & facilitating appropriate development.

5. Evidence - Population & Demographics

This Section provides a summary of some of the key relevant population & demographic data for Cabonne Local Government Area (LGA)/ the Shire where it is relevant to land use planning. Data is sourced predominantly from the Australian Bureau of Statistics (ABS) but some data is from other NSW Government departments.

5.1. Shire Snapshot

The Figure below from Council's *Local Strategic Planning Statement* (LSPS) provides a brief snapshot of some key population & demographic figures at the 2016 Census (***Note:*** *Population growth forecast is reviewed in more detail below*).

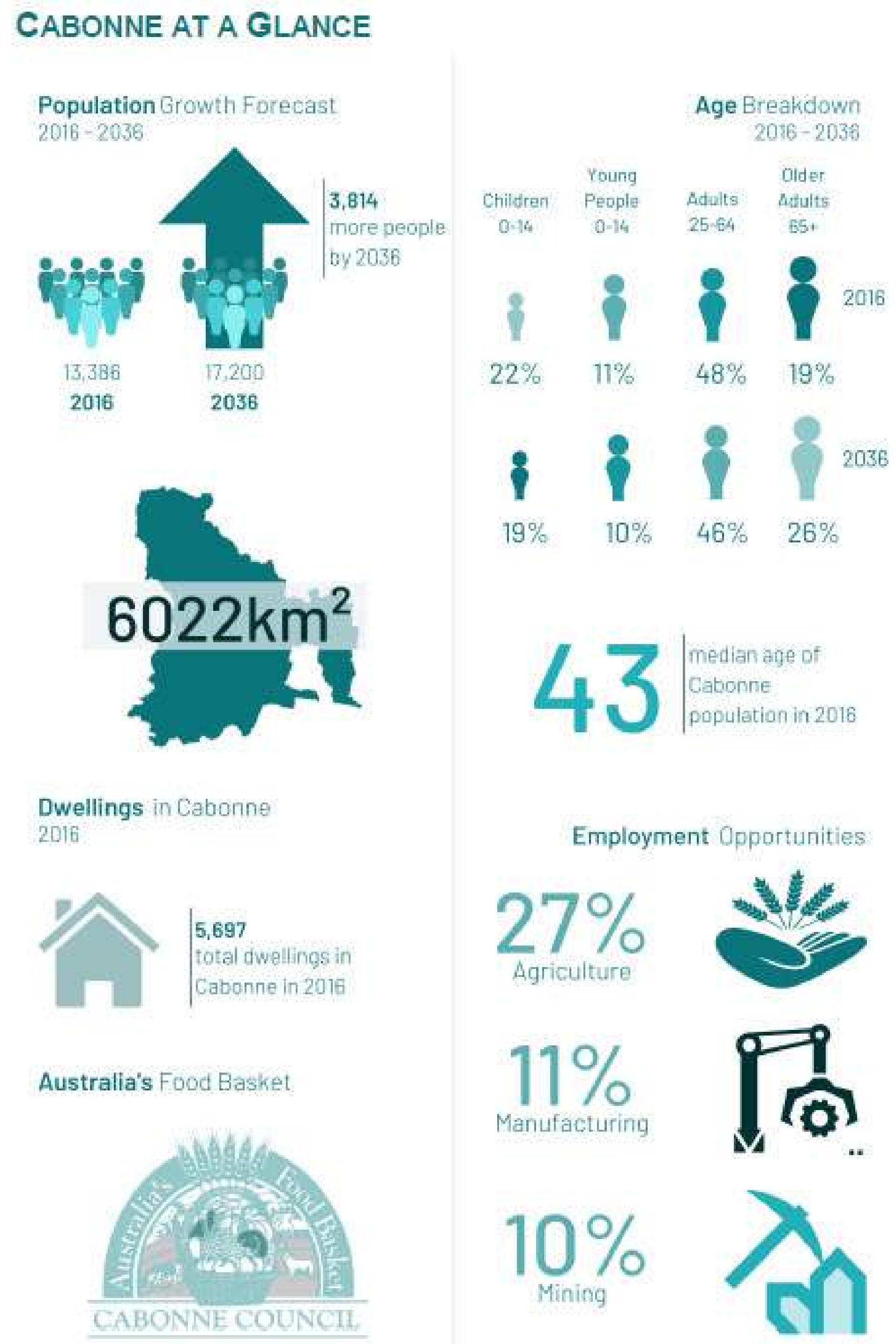


FIGURE 12: SNAPSHOT OF THE CABONNE LGA (CABONNE LSPS P.18).

From the Cabonne Snapshot above & the Subregion Snapshot below, it can be seen that the key trends for Cabonne include:

- A growing population (though not as fast as Orange, Blayney or the NSW average);
- An ageing population (similar to many regional shires);
- A strength in agriculture, with some diversification into manufacturing & mining for employment & reliance on public sector jobs in local government, health & education.

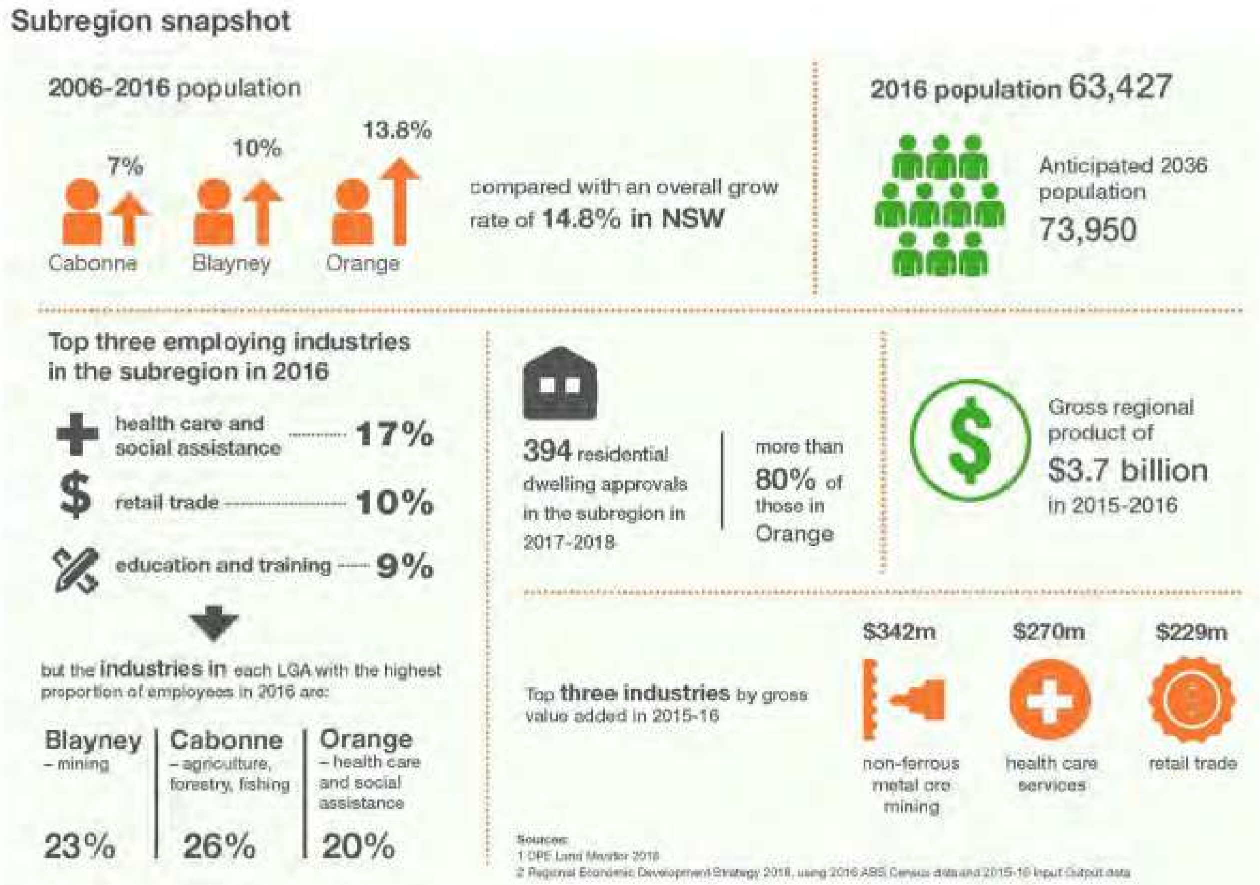


FIGURE 13: SNAPSHOT OF THE CABONNE, BLAYNEY & ORANGE SUB-REGION (2020 SUBREGIONAL STRATEGY-BACKGROUND & ISSUES SUMMARY REPORT P.5)

5.2. Shire Population, Migration & Age

5.2.1. Historic Population Growth

Historic population growth is an indicator of future growth & is one method to assess the need for additional land supply, particularly for new dwellings.

5.2.1.1. <u>1976-2016 Census Periods</u>

The Figure below shows that the population of Cabonne Local Government Area (Cabonne) has grown from 1976-2016 by ~1,858 people over 40 years, an average of ~46.5 people per year (~0.40%). Between each census there have been some periods it has increased & others it has decreased but the general trend has been an increase.

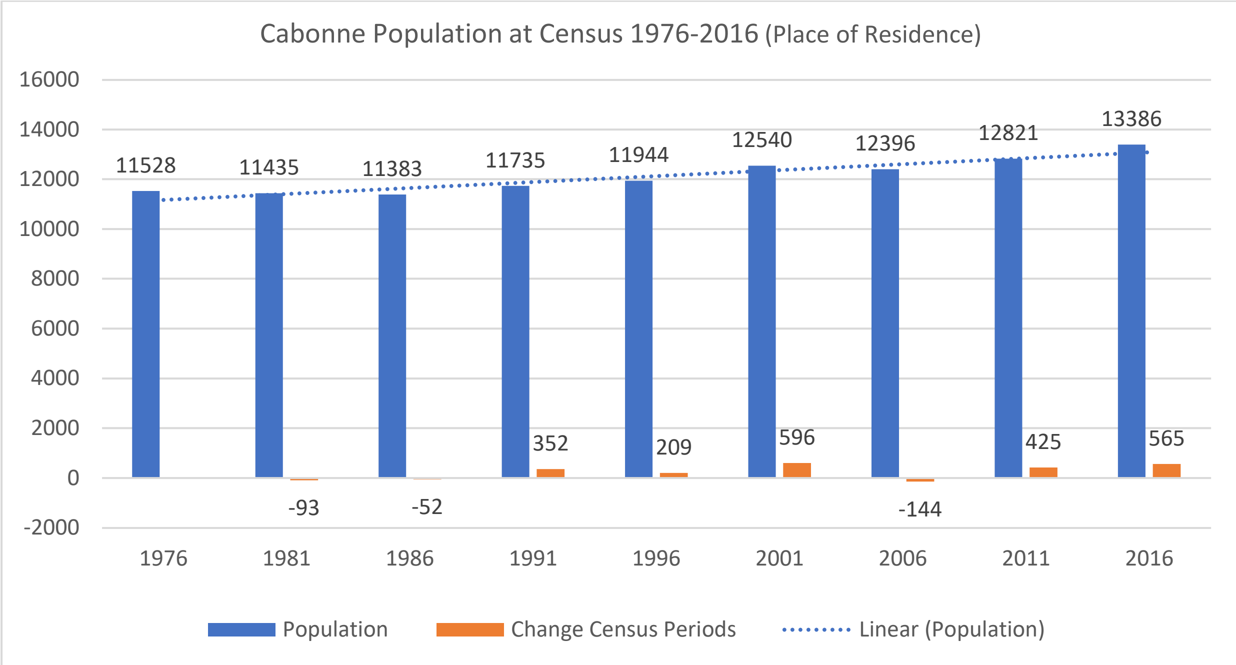


FIGURE 14: CABONNE LGA CENSUS POPULATION (PLACE OF RESIDENCE) 1976-2016 (SOURCE: ABS CENSUS).

5.2.1.2. 2001-2019 Estimated Resident Population

Census populations are not as accurate as Estimated Resident Population (ERP). ERP is the official measure of Australian's population based on the concept of usual residence. The ERP is adjusted for net undercount & Australian usual residents temporarily overseas on Census night.

As the Figure below shows, the Estimated Resident Population (ERP) for Cabonne LGA grown steadily from 2001-2019 (with the census periods highlighted in orange) by 1,187 people / 9.5% (2001-2019) or an average of ~66 people per year (~0.53% average annual growth). However, as the second figure below shows, there has been variation in the annual rate of change from as low as -33 people (2018-2019) up to +151 people (2012-2013). There has been strong growth from 2007-2013 but since 2013 that growth has been a bit more sporadic with some population loss 2018-2019.

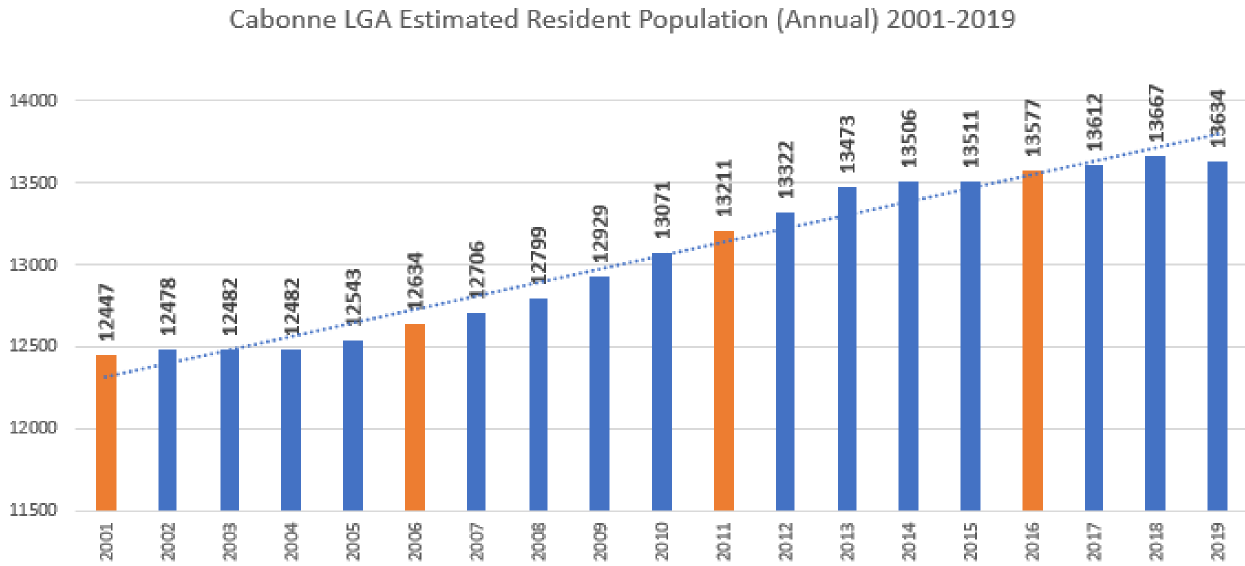


FIGURE 15: CABONNE LGA ESTIMATED RESIDENT POPULATION (ERP) ANNUAL (SOURCE: ABS CENSUS).

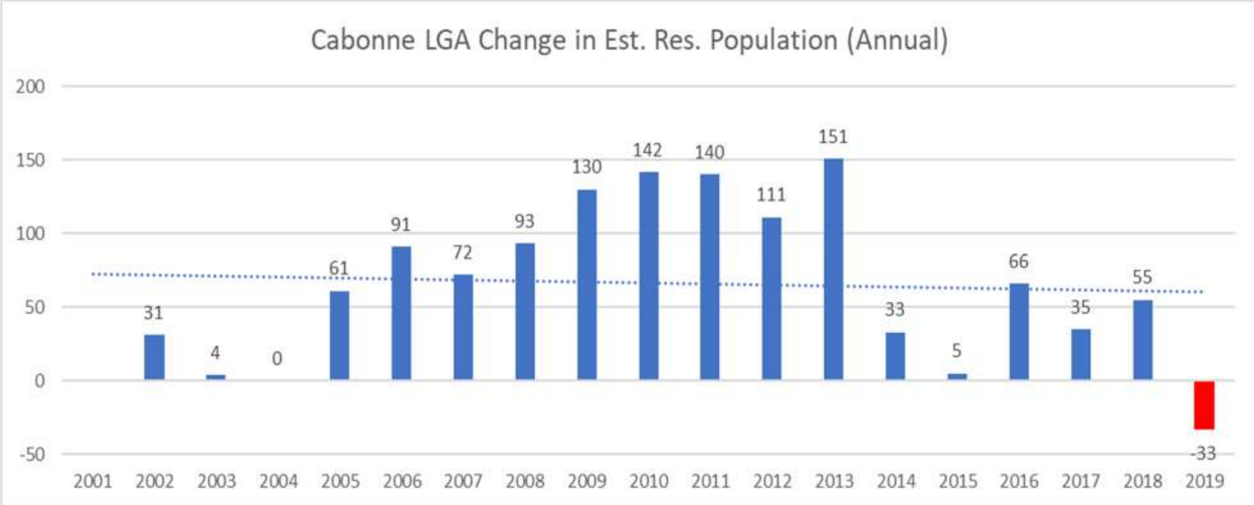


FIGURE 16: CABONNE LGA ESTIMATED RESIDENT POPULATION (ERP) ANNUAL CHANGE (SOURCE: ABS CENSUS).

Historic Shire Population Growth: The total population of Cabonne has, on average, increased relatively consistently over the last 40 years (1976-2016), though there have been periods of minor negative growth. The Census (Place of Residence) population has increased at an average rate of 40-50 people per year. The Estimated Resident Population (ERP) (more accurate) has increased from 2001-2019 at an average rate of approximately 60-70 people per year. These timeframes give a reasonable representation of future growth potential. Population growth is likely to require increased supply of land & services to meet the needs of the community.

5.2.1.3. Orange Commuter Zone

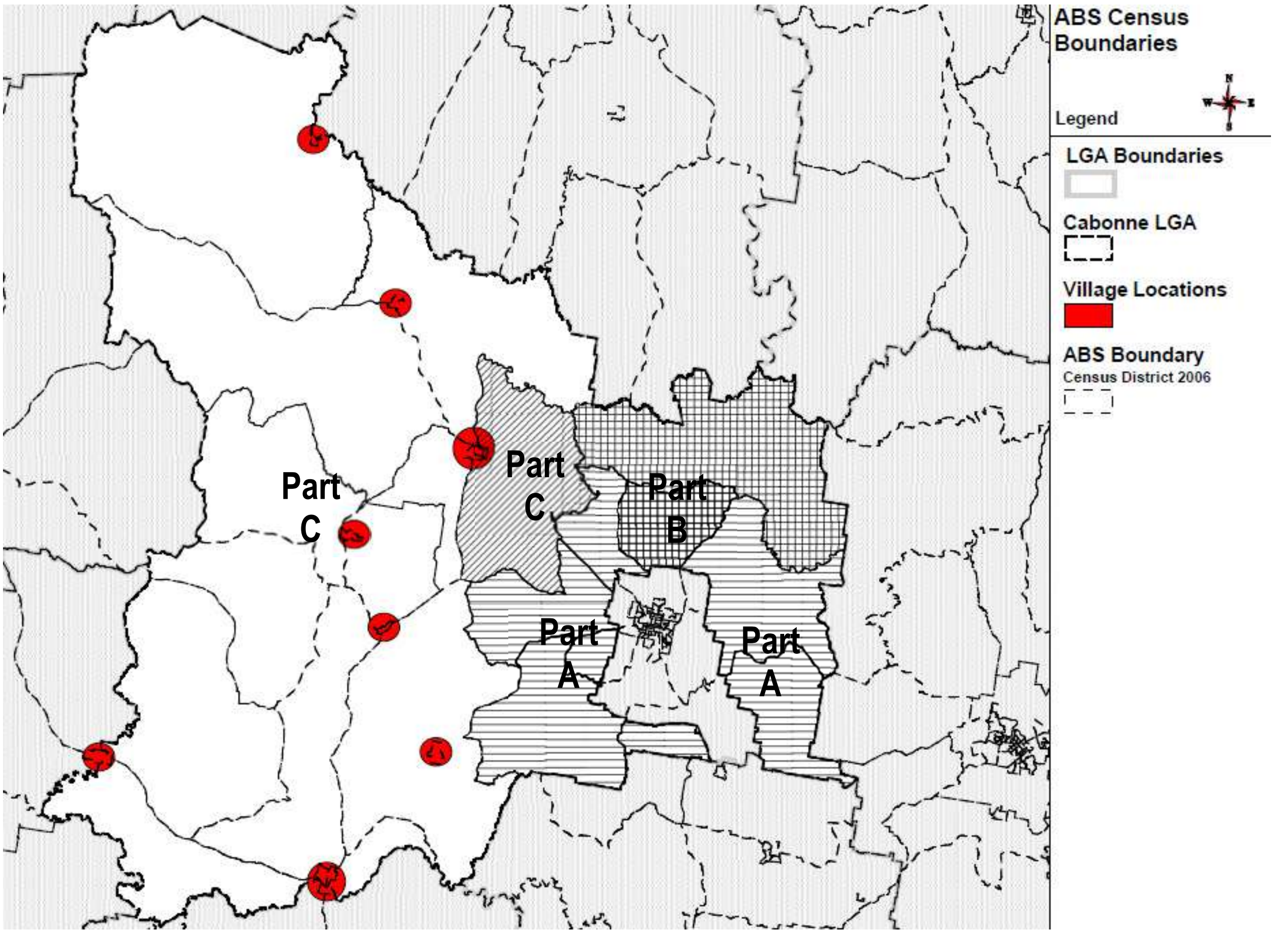


FIGURE 17: PARTS A, B & C CENSUS DISTRICTS (CDS) FOR CABONNE (ABS CENSUS UP TO 2006).

One of the key drivers for growth in Cabonne is proximity to the City of Orange. A significant number of people in Cabonne work, shop and/or use the services & recreational opportunities of Orange. For this reason, there is likely to be a desire for many people to live within a reasonable distance of Orange.

In CSS2012 & several previous Cabonne land-use strategies, the Orange 'Commuter Zone' has historically been defined by a travel distance of roughly 15-20 minutes' drive. This area historically extended nearly to Molong & Cargo, but effectively the eight (8) larger settlements sat outside the 'Commuter Zone' (see Figure above). However, it includes a number of large lot residential settlements including Mullion Creek, Clifton Grove, Summer Hill Creek, & Spring Hill as well as increased dwelling growth in the rural lands around Orange.

It is important to note that with improved transport & communication infrastructure, people may be willing to live & travel greater distances from key centres, such as Orange, particularly if they are able to work remotely or need to travel less regularly to those major centres. Not everyone wants to live close to larger centres. Therefore, the Orange Commuter Zone definition is changing.

Up until 2006, the ABS Census provided separate census calculations for three (3) parts of Cabonne known as Parts A, B & C. Parts A & B were wrapped around the Orange LGA (see Figure below) & provided a reasonable estimate of the Orange Commuter Zone. Part C (rest of Cabonne) contained the eight (8) larger settlements. Only one mesh block of Part C would be considered in the Orange Commuter Zone. Since, 2006 it has been necessary to measure to collate a number of smaller 'mesh blocks' to estimate this population.

The Figure below shows that the population of the Orange Commuter Zone is growing at a faster rate than the rest of Cabonne (an increase of 1,849 from 1976-2016 (40 years) or ~46 people/year (~2.1%) growth. The rest of Cabonne increased slightly in total population 1971-2016 by ~200 people (+0.05%/year average) staying relatively stable between 2001-2016.

Note: *For 1971-1996 total is Census population / For 2001-2016 the total is ERP. Parts A & B do NOT include Molong or the Part C component that would be within the Orange Commuter Zone in terms of travel distance.*

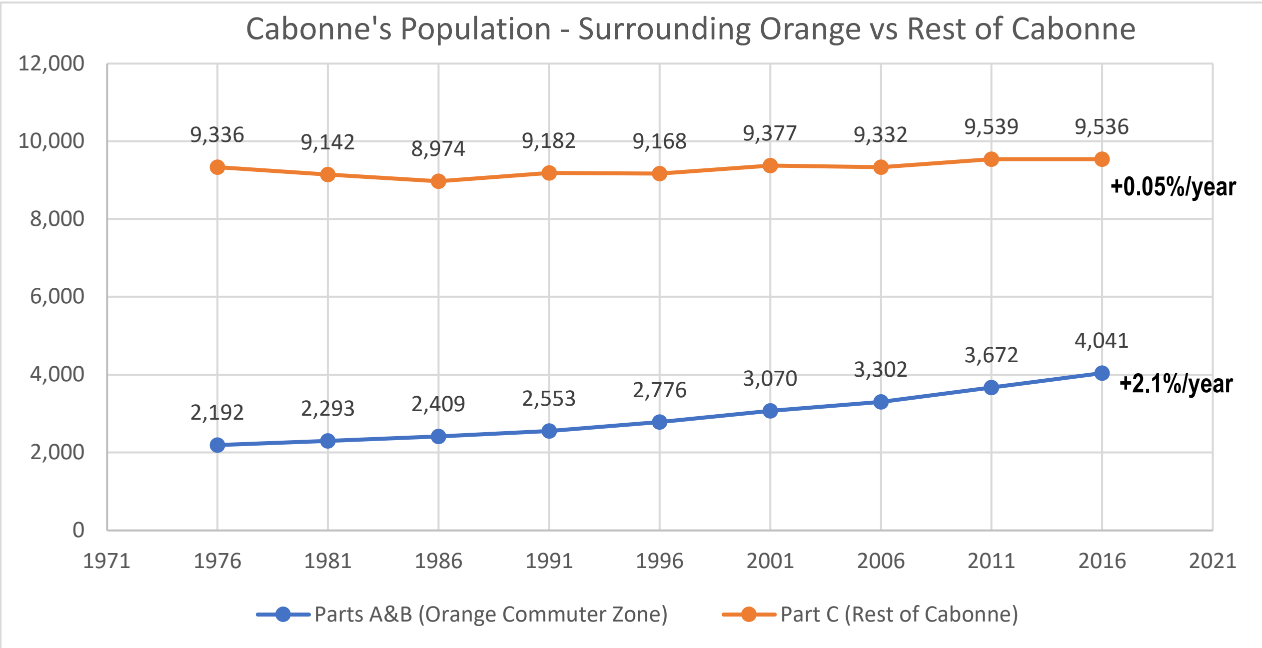


FIGURE 18: CABONNE'S POPULATION SEPARATED INTO ORANGE COMMUTER ZONE & REST OF CABONNE (1976-2016) (ABS CENSUS).

Orange Commuter Zone: Over the last 40 years population growth within a reasonable driving distance of Orange ('Orange Commuter Zone') has significantly exceeded the growth in the rest of Cabonne. This suggests that much of Cabonne's recent population growth is in its large lot residential localities & rural areas around Orange. This is potentially in conflict with a planning principle to focus growth in larger serviced settlements & may increasing conflicts with agricultural lands. However, this market trend should not be ignored as Orange will remain a significant driver for growth & potentially has the greatest impact on Cabonne's future population growth. This suggests that some additional land supply in the Orange Commuter Zone is needed for growth where it can minimise impacts on agriculture.

5.3. Population Projections

5.3.1. NSW Government Projections 2016

In 2016 the NSW Government (DPIE) released population & dwelling projections for each LGA across NSW. The population projections for 2016-2036 for Cabonne & several similar sized adjacent LGAs are plotted in the Figure below.

This suggested that Cabonne was projected to grow by an increasing amount each census period from 13,200 (2011) to 17,200 (2036) – a total change of 4,000 people over the 25 years or 1.1% average annual growth. Other surrounding Shires were not expected to grow at the same rate & some such as Forbes were decreasing (red figures).

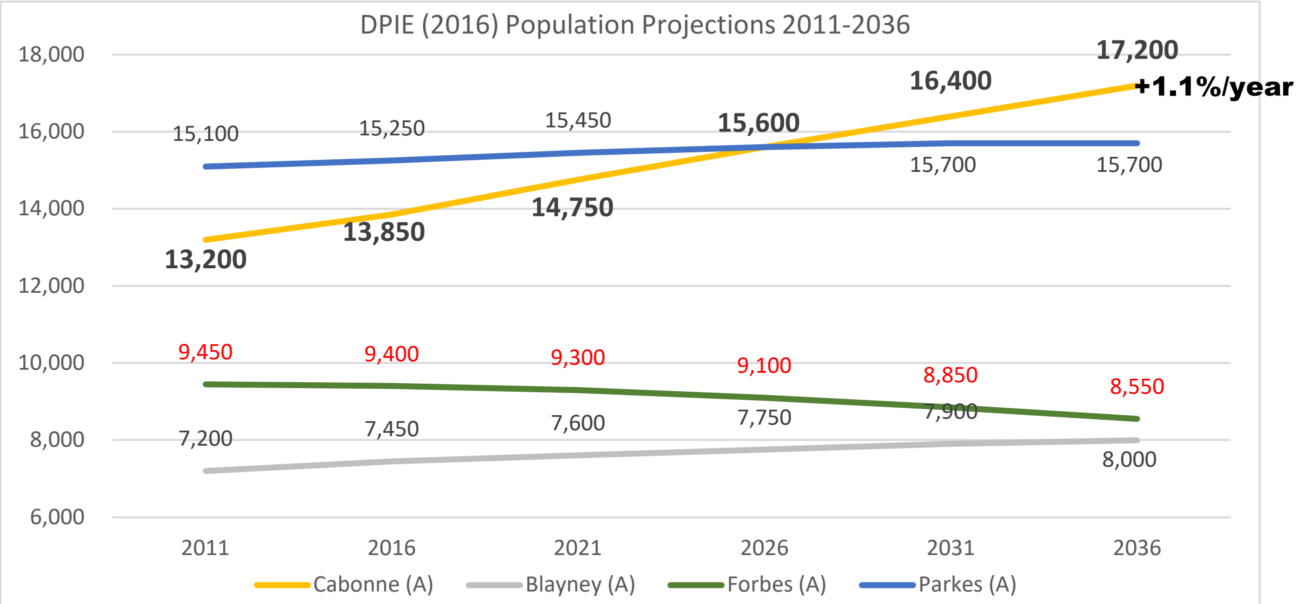
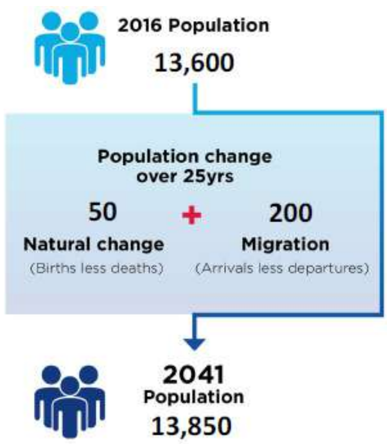


FIGURE 19: NSW GOVERNMENT POPULATION PROJECTIONS 2011-2036 (2016 FIGURES) FOR CABONNE/BLAYNEY/FORBES/PARKES (SOURCE: DPIE WEBSITE).

DPIE 2016 Projections: The 2016 projections suggested Cabonne had a strong population growth trajectory (1.1%/pa) compared to many of the similar Local Government Areas in the Central West sub-region. On this basis there was likely to be good demand for growth in some of the settlements. The actual population growth from 2011-2016 was ~0.55%pa which is half the projected figure, but still a positive growth.

5.3.2. NSW Government Projections 2019

In 2019 the NSW Government (DPIE) released updated population & dwelling projections for each LGA across NSW. The average population projections for 2016-2041 for Cabonne & several similar sized adjacent LGAs are plotted in the Figure below. This suggests that Cabonne is projected to grow to 2031 (but by a smaller amount compared to the 2016 projection) & then the population decreases to 2041.



Based on the 2019 DPIE projections the Cabonne LGA Fact Sheet shows an increase of ~250 people (50 natural change & 200 migration) over the next 25 years (see Figure opposite). In the 2019 detailed projection tables, there will be an increase of ~256 people (29 natural change & 227 migration) in this period (similar). This is ONLY 0.08% average annual growth (compared to 1.1% annual growth in the 2016 projection).

In the 2016 population projection, Forbes decreased, Blayney & Parkes increased slightly & Cabonne had strong growth. However, in the 2019 projection, Forbes increased slightly & Cabonne, Parkes & Blayney increased slowly but with negative results after 2031/2036.

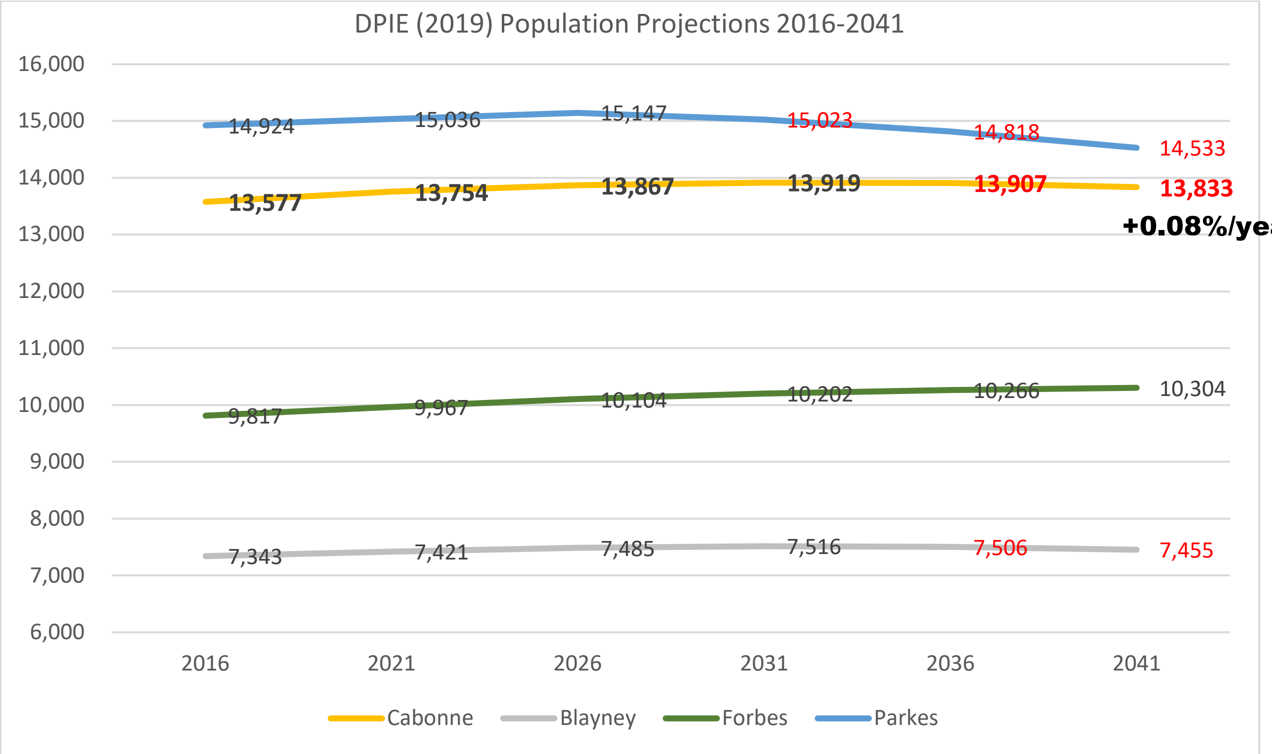
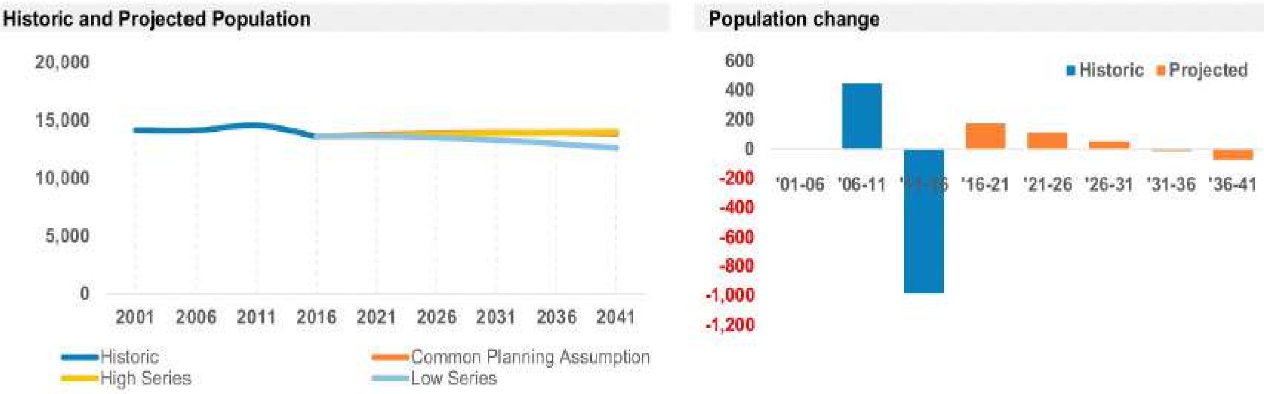


FIGURE 20: NSW GOVERNMENT POPULATION PROJECTIONS 2016-2041 (2019 FIGURES) FOR CABONNE/BLAYNEY/FORBES/PARKES (SOURCE: DPIE WEBSITE).



For Cabonne they provided a high, common (average) & low average annual growth rate projection as follows:

Assumption	2016	2021	2026	2031	2036	2041	Total ▲ 25yr	Av. Annual ▲
High	13,577	13,616	13,760	13,879	13,951	13,982	405	+0.12%
Average	13,577	13,758	13,866	13,919	13,908	13,832	255	+0.08%
Low	13,577	13,607	13,479	13,265	12,968	12,578	-999	-0.29%

FIGURE 21: NSW GOVERNMENT (DPIE, 2019) POPULATION PROJECTIONS FOR CABONNE 2016-2041 (HIGH, AVERAGE, LOW).

Key Indicators: Projected Population, Households and Dwellings - all data at 30th June

	2016	2021	2026	2031	2036	2041
Total Population	13,600	13,750	13,850	13,900	13,900	13,850
2016 Population Projection	13,850	14,750	15,600	16,400	17,200	
Total Households	5,200	5,350	5,500	5,600	5,700	5,700
Household Size*	2.58	2.54	2.49	2.45	2.40	2.38
Implied Dwelling Projection**	5,900	6,100	6,250	6,400	6,500	6,500

*Average persons resident per occupied private dwelling

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

Population change

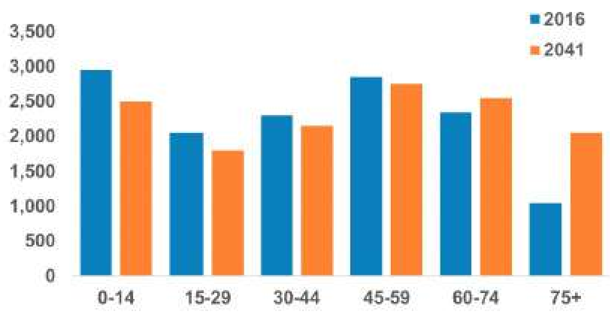
	2016-21	2021-26	2026-31	2031-36	2036-41	2016-41 (25-year change)
Population change	150	100	50	0	-50	**250**
Average annual growth rate	0.2%	0.1%	0.1%	0.0%	-0.1%	**0.1%**
Births	750	750	700	700	650	**3,550**
Deaths	650	650	700	750	800	**3,550**
Natural change	100	100	0	-50	-150	**0**
Net Migration (all)	100	50	50	50	50	**300**

Population by Age

	2016	2041
0-14	2,950	2,500
15-29	2,050	1,800
30-44	2,300	2,150
45-59	2,850	2,750
60-74	2,350	2,550
75+	1,050	2,050

Households by Type

	2016	2041
Family with children	2,250	2,200
Couple-only	1,550	1,900
Lone Person	1,200	1,550
Group & Other	100	100
Total	5,100	5,750



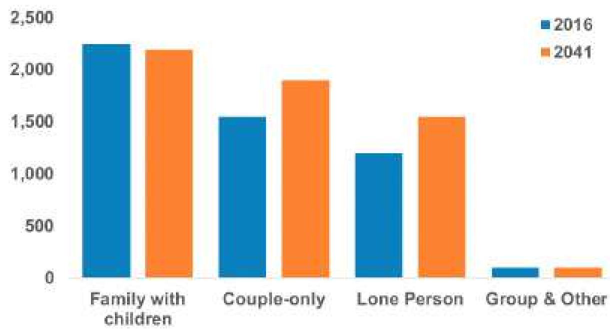


FIGURE 22: BREAKDOWN OF NSW GOVERNMENT (2019) PROJECTED POPULATION CHANGE 2016-2041 FOR CABONNE SHIRE (SOURCE: DPIE (2019) CABONNE FACT SHEET).

Discussions with DPIE Demography Unit suggests that the key changes between 2016 & 2019 projections were:

a) The Estimated Resident Population (ERP) figure used as the base population (as at 30 June 2016) was revised down by the ABS by around 300 people. The reason or basis for this has not been provided.

b) The total fertility rate (TFR), birth rate & life expectancy were revised down, in line with the state level assumptions, which means fewer babies & people dying earlier (reduction in natural increase). This was PRIOR to COVID-19 having significant impacts on immigration & birth rates.

c) Migration was revised down significantly (around 2,600 fewer people over 20 years or 130 fewer people per year). This is due to the age profile of migration for the LGA (2016 Census) (see Figure below). In the following sections below, it is suggested there is significant intrastate (within NSW) net immigration TO Cabonne from a number of areas, particularly Sydney & Orange. This is not reflected in the DPIE2019 projections. Also, Cabonne is not impacted as highly as metropolitan areas by overseas migration.

d) Even in 2019, the growth of the Parkes Special Activation Precinct (SAP) was not taken into account because the details had not been officially announced at the time of preparation (this seems like a significant oversight & brings into question some of these projections).

DPIE 2019 Projections: A significant change in the NSW Government population projections for Cabonne from 2016 to 2019. Instead of a +1.1%/year population growth trajectory the population growth average was reduced to 0.08%/year & negative population growth after year 2036. Key factors affecting the NSW projections are an ageing population (increased deaths & immigration to larger service centres), reduction in immigration, & an economic outlook that doesn't appear to take into account flow-on effects from Orange & Inland Rail/Parkes. However, this assessment was pre-COVID-19 & the loss of immigration may have further impacted population & birth rates since 2019.

5.3.3. Comparison DPIE & this Strategy's Population Projections

Based on the drivers earlier in this Paper, this Strategy supports a projected population growth rate for 2016-2041 (Council 2020) based on the historical average growth of Cabonne from 2001-2019 of ~66 people (or roughly 0.45-0.5%) per year. This is compared to the DPIE 2016 & 2019 projections in the Figure below. This Strategy's projection (Council 2020) is obviously more conservative than the 2016 DPIE projection but slightly more optimistic than the 2019 DPIE projection.

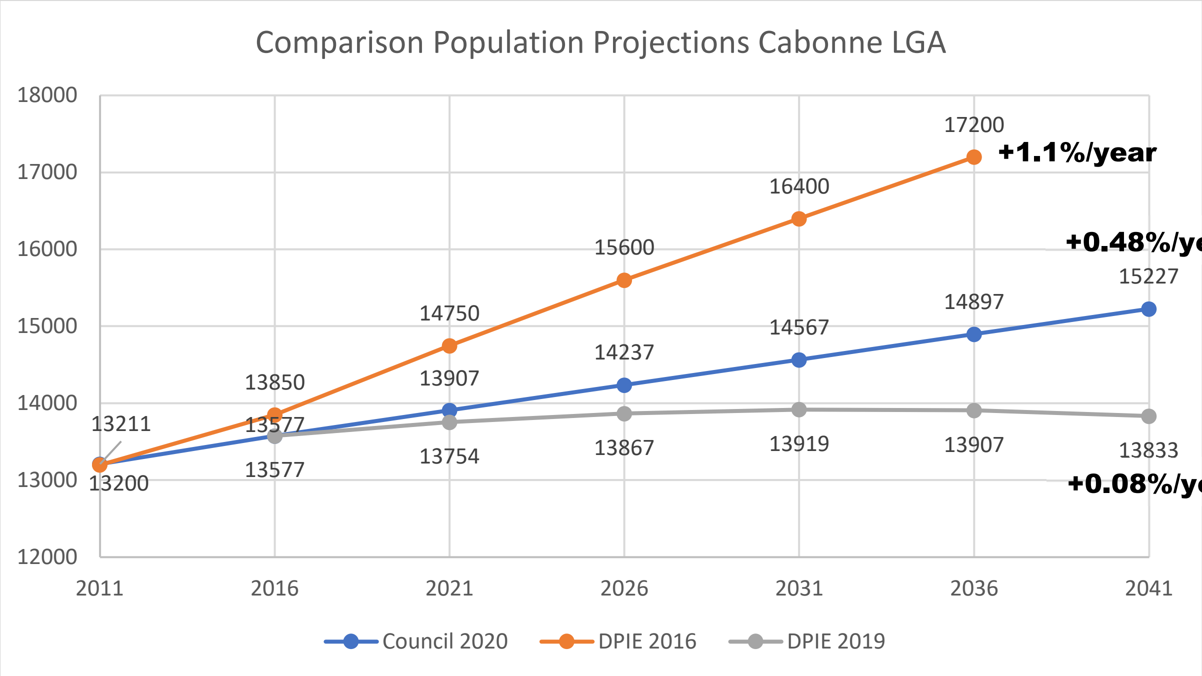


FIGURE 23: COMPARISON POPULATION PROJECTIONS 2011-2041 DPIE 2016/2019 FIGURES & COUNCIL PROJECTION BASED ON HISTORICAL GROWTH.

This Strategy's Population Projections: This Strategy suggests that a Shire-wide population growth rate of approximately 0.55-0.6% per annum or around 60-70 new people per year is a reasonable balancing of the optimistic DPIE2016 & conservative DPIE2019 projections and, we suggest, better takes into account growth pressures from Orange to the east & Parkes to the west & the opportunities highlighted in this Strategy for the key settlements/localities.

5.3.4. Varied Population Growth across Cabonne Shire

The *Cabonne Settlement Strategy 2012* (CSS2012) had a limited review of population projections across the Shire as it focussed on projections for each of the settlements based on a low, average & high rate of growth. However, it reviewed the projections in the 2008 Subregional Strategy for Parts A, B & C of Cabonne Shire as set out in the table below:

Pre 2006 Census Districts of Cabonne Pop. Growth Rates Av. Annual %	2008 Subregional Strategy Projections	2012 Settlement Strategy Projections	(This) 2021 Strategy Projections
Part A Orange Commuter Zone	+1.1%	+1.1%	+0.7%
Part B Orange Commuter Zone	+1.7%	+1.7%	+1.0%
Part C Rest of Cabonne	-0.1%	+0.2%	+0.2%

FIGURE 24: COMPARISON POPULATION PROJECTIONS IN COUNCIL'S LAND USE STRATEGIES FOR KEY PARTS OF CABONNE.

Disparity in Population Projections: This Strategy suggests that population growth is unlikely to be consistent across Cabonne Shire. There is more likely to be higher population growth within areas closer to Orange ('Orange Commuter Zone') compared to the rest of Cabonne. However, taking into account growth in some settlements such as Molong, Canowindra & Cargo – there is expected to be at least static if not slight positive growth on average across the settlements.

5.3.5. Shire - Mobility/Migration

The following set of graphics from DPIE Demography Unit shows the key trends for migration in & out of Cabonne in recent years. Net migration had a strong period of growth for Cabonne in 2011-2013 but otherwise, there has been net migration out of Cabonne, increasing in the last few years. More are leaving to Orange, Cowra, Dubbo than are arriving. However, significantly more are coming from Greater Sydney than leaving to the city.

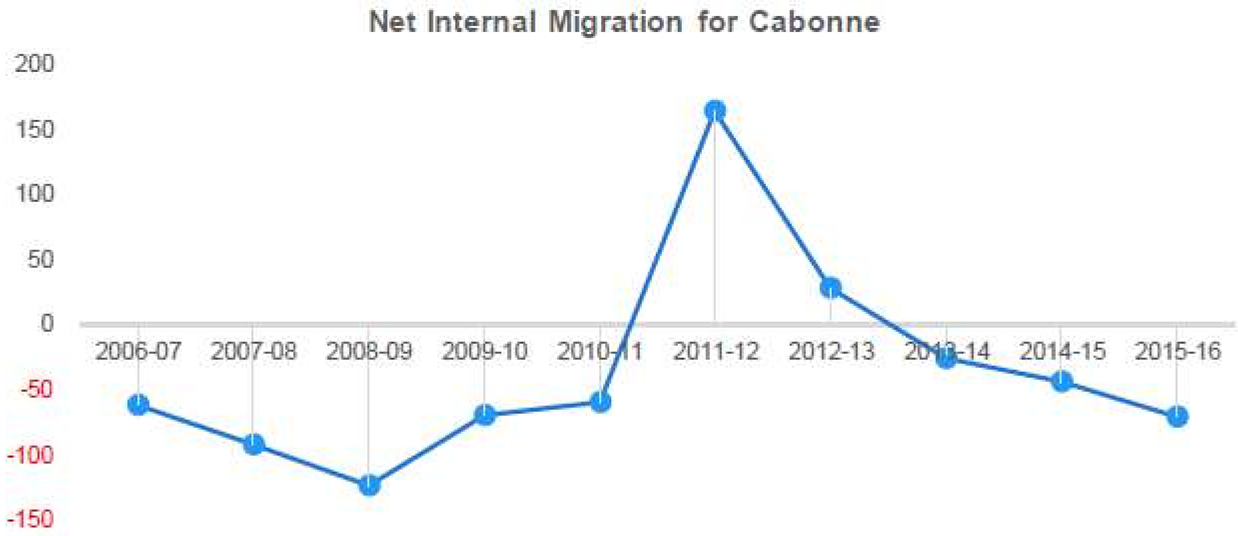


FIGURE 25: NET IN/OUT-FLOWS OF TO/FROM CABONNE 2006-2016 (DPIE DEMOGRAPHY UNIT 2020).

Origin LGA of Residents arriving in Cabonne

Ranking	Origin LGA (2011)	Number of People
1	Orange	841
2	Cowra	90
3	Dubbo Regional	78
4	State Undefined (NSW)	70
5	Bathurst Regional	59
6	Penrith	55
7	Blayney	48
8	Blacktown	39
9	Forbes	36
10	Sutherland Shire	34

Destination of Residents departing from Cabonne

Ranking	Destination LGA (2016)	Number of people
1	Orange	877
2	Cowra	101
3	Dubbo Regional	95
4	Bathurst Regional	85
5	Unincorporated ACT	61
6	Forbes	59
7	Parkes	52
8	Sydney	32
9	Blayney	28
10	Penrith	26

Greater Capital City Origins

Ranking	City of residence in 2011	Number of People
1	Greater Sydney	486
2	Greater Melbourne	22
3	Greater Canberra	16
4	Greater Brisbane	11
5	Greater Adelaide	8
6	Greater Perth	4
7	Greater Hobart	4
8	Greater Darwin	0

Greater Capital City Destinations

Ranking	City of residence in 2016	Number of People
1	Greater Sydney	241
2	Greater Canberra	61
3	Greater Melbourne	27
4	Greater Brisbane	27
5	Greater Adelaide	11
6	Greater Perth	9
7	Greater Darwin	5
8	Greater Hobart	0

FIGURE 26: ORIGINS/DESTINATIONS OF MIGRATION TO/FROM CABONNE 2011-2011 (DPIE DEMOGRAPHY UNIT 2020).

In 2020, DPIE's Demography Unit has provided some updated migration analysis from the 2016 Census (see Figures below). It suggests that there are higher numbers of children & some working-age people migrating to Cabonne than leaving. However, as noted above, young adults 15-24 are leaving Cabonne at a greater rate than they are arriving (most likely for education). There are also some slightly higher numbers of elderly citizens >65 years leaving Cabonne (most likely to be closer to family/health facilities/aged care).

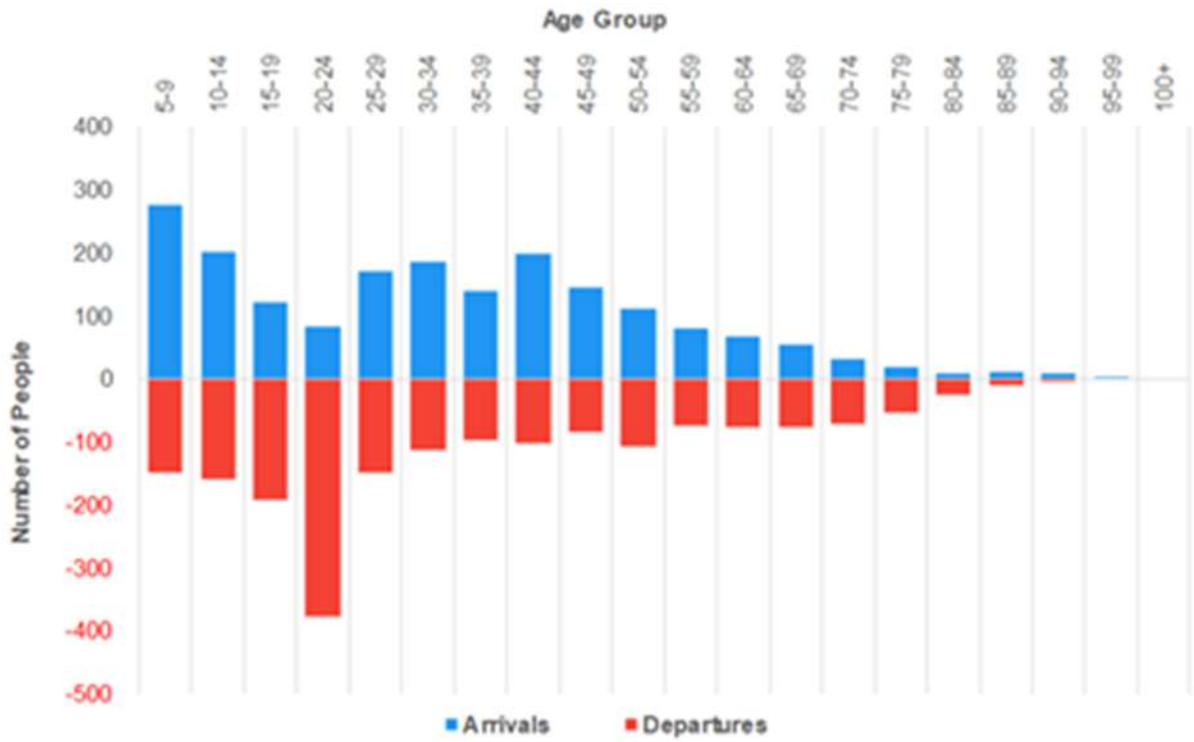


FIGURE 27: AGE PROFILE OF MIGRATION 2016 CENSUS (DPIE DEMOGRAPHY UNIT 2020).

Migration: The NSW Government has projected a fall in migration into Cabonne. However, historic analysis suggests that there is a net IN-FLOW of migration to Cabonne, particularly from Orange & Sydney. This is expected to grow as the costs of living in these centres increases, particularly as the cost of house & land in Orange grows. COVID-19 & an increase in the ability for remote work should also increase the attraction of the regions (within 3-4 hours' drive of Sydney/Canberra).

5.3.6. Shire Age

The Figure below is a population pyramid with the female ages to the left (orange); males ages to the right (blue) & total (grey). Like their name, most pyramids are roughly triangular shaped taking into account death reducing numbers as age increases.

However, the Figure below shows that Cabonne in 2016 departed from this in a couple of particular ways. It had a significant loss of working age adults from ages 20-39 years but then an increase in older citizens from ages 50-69 years. This suggests that after school (15-19 years) many young adults leave the Shire to pursue higher education and/or employment outside the Shire. However, generally older citizens may stay or be attracted to the Shire by more affordable housing, lifestyle etc.

A comparison to the 2006 Census data suggests this trend has been present for a while. There has been a slight decrease in working age people present in the community from 2006 to 2016 & a slight increase in older citizens.

As shown in the DPIE (2019) Projections Section above, from 2016-2041 the working age population (aged 15-64) is estimated to decrease by 450 people by 2041 & the number of children (aged 14 & under) is estimated to decrease by 450. The number of older citizens (65 & over) is estimated to increase by 1,200. The number of over citizens 75-years & older is likely to nearly double.

Shire Age: As with many regional centres, Cabonne has an ageing population. This has flow-on effects to population, the economy, & service needs. The median age of the population is expected/projected to continue to increase & can only partly be offset by active policies that can attract younger families & working age adults to Cabonne, for example, for lifestyle, employment & affordable housing.

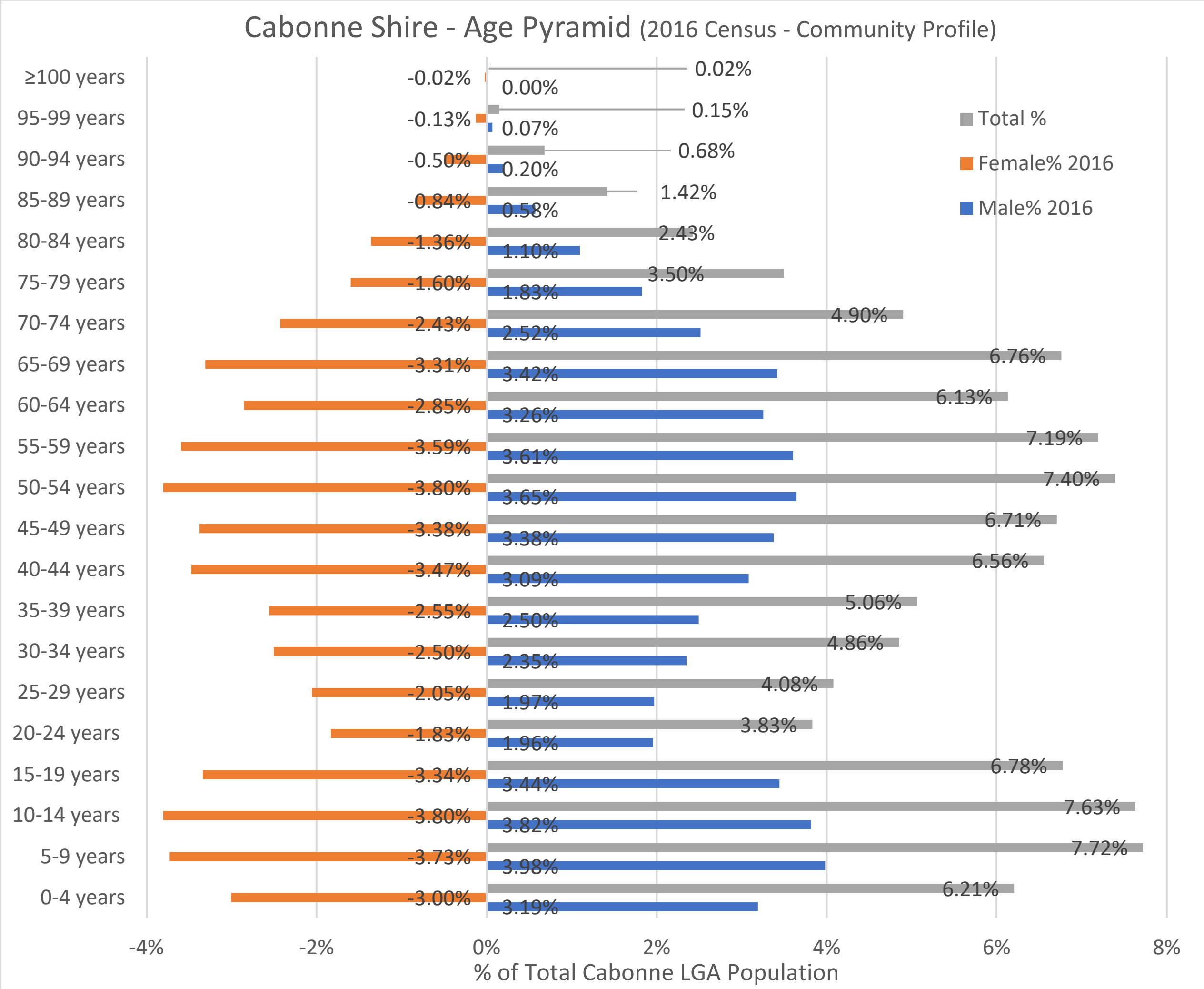


FIGURE 28: AGE/SEX PERCENTAGES OF CABONNE'S POPULATION (SOURCE: 2016 CENSUS COMMUNITY PROFILE).

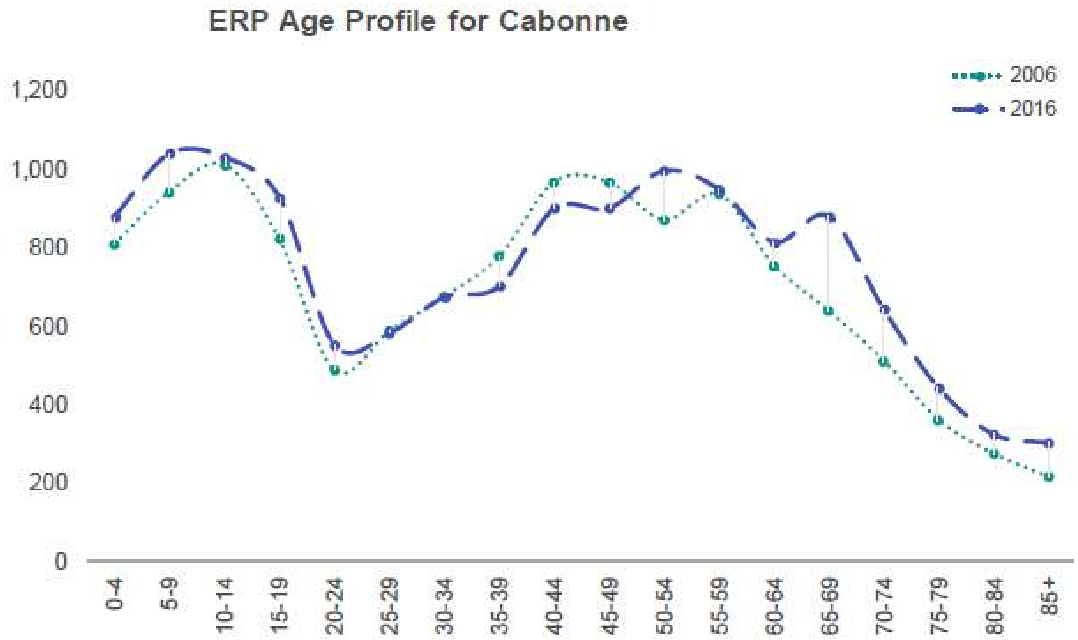


FIGURE 29: COMPARISON AGE PROFILE 2006-2016 (SOURCE: DPIE DEMOGRAPHY UNIT 2020).

5.4. Settlement Population & Age

5.4.1. Census Collection Districts

It is important to note that the Census boundaries for each settlement/urban locality have changed over time & do not always cover the entirety of the urban zone & large lot residential areas that make up the core settlement population. See the mapping in the relevant Settlement chapter of the **Settlement Options Paper** for a comparison. Therefore, the decreasing Census population of some of the settlements may not take into account that the majority of the growth is in large lot residential areas outside the Census boundary.

Key Settlement	Does the 2016 Urban Locality Census Data adequately reflect the Urban Area Population?
Molong	**NO.** UCL2016 includes most of the Urban Area (Zones R1, B2, IN2) & the West Large Lot Residential (LLR) area but not the North or East LLR areas that are in surrounding larger collection areas that are not accurately aligned with the LLR areas (where significant growth has occurred). Therefore, LLR area population must be estimated from new dwellings. UCL2016 has reduced slightly compared to CD2006 but only minor impact on population. **Need to add:** • East LLR - MB11205250800 larger + 10150000000 + 10149990000 • North LLR - MB10150010000
Canowindra	**NO.** UCL2016 includes most of the Urban Area (Zones R1, B2, B5, IN2) & a little bit of the North Large Lot Residential (LLR) area but most of the North, West & East (Moorbel) LLR areas are in surrounding larger collection areas that are not accurately aligned with the LLR areas. Therefore, LLR area population must be estimated from new dwellings. UCL2016 has reduced slightly compared to CD2006 but only minor impact on population. **Need to add:** • MB10150940000 (South R1) approx. • MB10150050000 (West Moorbel LLR) • MB10150040000 (East Moorbel LLR) • MB10151051000 covers North & West LLR but larger.
Eugowra	**YES.** UCL2016 includes most of the Urban Area (Zones RU5) & Large Lot Residential (LLR) areas so it is a reasonable reflection of the settlement population. UCL2016 has reduced slightly compared to CD2006 but only minor impact on population.
Manildra	**Approx.** UCL2016 includes most of the Urban Area (Zones RU5) though it is missing some of the south-eastern Large Lot Residential (LLR) area (where there is a little population) so it is a reasonable reflection of the settlement population. UCL2016 has altered slightly compared to CD2006 but only minor impact on population.
Cudal	**NO.** UCL2016 (red line) includes most of the Urban Area (Zone RU5) but misses some of the village area to the north-west & east. It also does not include the Large Lot Residential (LLR) areas to the west & east that are in surrounding larger collection areas that are not accurately aligned with the LLR areas. Therefore, LLR area population must be estimated. UCL2016 has reduced significantly compared to CD2006 & this is likely to impact on population. **Need to add:** • MB10150551000 (NW Village/LLR area) • MB10150590000 (Part East LLR area excludes Cudal Gardens – not dev.) • MB10150882000 (Part North LLR area)
Yeoval	**Approx.** UCL2016 includes most of the Urban Area (Zones RU5) though it is missing some of the south-western Large Lot Residential (LLR) area (where there is a little population) so it is a reasonable reflection of the settlement population in CABONNE – It excludes NORTH YEOVAL that is in Dubbo Regional LGA. UCL2016 has reduced slightly compared to CD2006 but only minor impact on population. North Yeoval MB10835582000 outside LGA but relevant to total village population (not added).

Cumnock	**YES.** UCL2016 includes most of the Urban Area (Zones RU5) though it is missing most of the eastern Large Lot Residential (LLR) area (where there is a little population) so it is a reasonable reflection of the settlement population. UCL2016 has altered slightly compared to CD2006 but only minor impact on population likely. **Could add** MB11204860500 to improve accuracy.
Cargo	**NO.** UCL2016 includes the majority but not all of the Urban Area (Zone RU5). It also excludes nearly all of the Large Lot Residential (LLR) areas to the north & south that are in surrounding larger collection areas that are not accurately aligned with the LLR areas. Therefore, Settlement/ LLR area population must be estimated. UCL2016 has reduced **significantly** compared to CD2006 & **significantly** impacts on a population comparison between 2006 & 2016. **Need to add:** • MB10149681000 (North LLR area) • MB11205223700 (South LLR area) but larger.

5.4.2. Historic Census Population

The Figure below show the summary of the 1976-2016 Census populations of each of the settlements based on the Urban Locality Collection Districts (SUCL/CDs) or where a mesh block clearly aligns with the large lot residential zone. The difference in population does represent the broad hierarchy of settlements with Molong & Canowindra being the primary settlements with populations greater than 1400 people, with the remainder generally having less than 600 population.

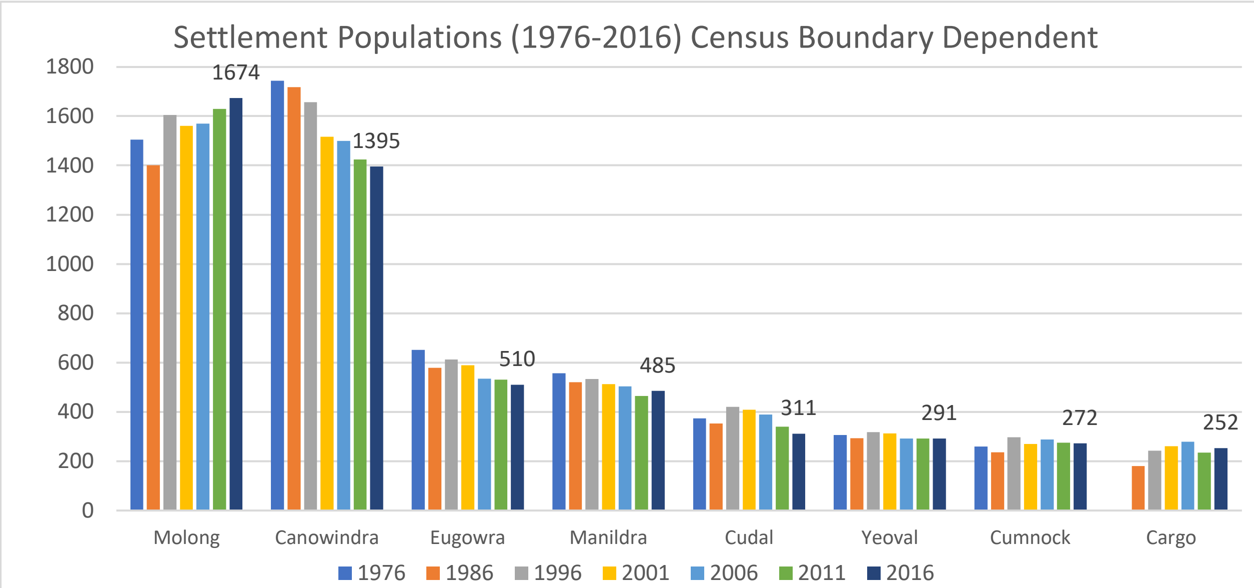


FIGURE 30: CENSUS POPULATION KEY SETTLEMENTS 1976-2016 (SOURCE: ABS CENSUS).

5.4.3. Adjusted Population 2016

In the Figure below we have adjusted the larger settlement population figures to account for an estimate of population of the large lot residential areas. ***Note:*** *The 'catchment' population figures will be significantly larger for each settlement. We haven't included the settlements only in Zone R5 as the census boundary does not match the urban area (see below for 2019 estimates).*

Compared to the UCL population figures in the graph above, there have been significant population increases in Molong, Canowindra, Cudal & Cargo. The figures for Eugowra, Manildra, Yeoval & Cumnock have not changed significantly & their populations have remained static or only decreased slightly.

Settlement Population: The adjusted settlement populations in 2016 suggest the following:

- Molong's population has increased substantially over the last 10-year census period;
- In Canowindra growth in the large lot residential areas have partly offset decline in the main urban area;
- Cargo's population has increased beyond Yeoval & Cumnock (a change to the settlement hierarchy from CSS2012);
- In Molong, Canowindra, Cudal & Cargo much of the growth has been in the large lot residential areas;
- Molong is the primary settlement where there has also been significant infill housing/ population in the urban area.

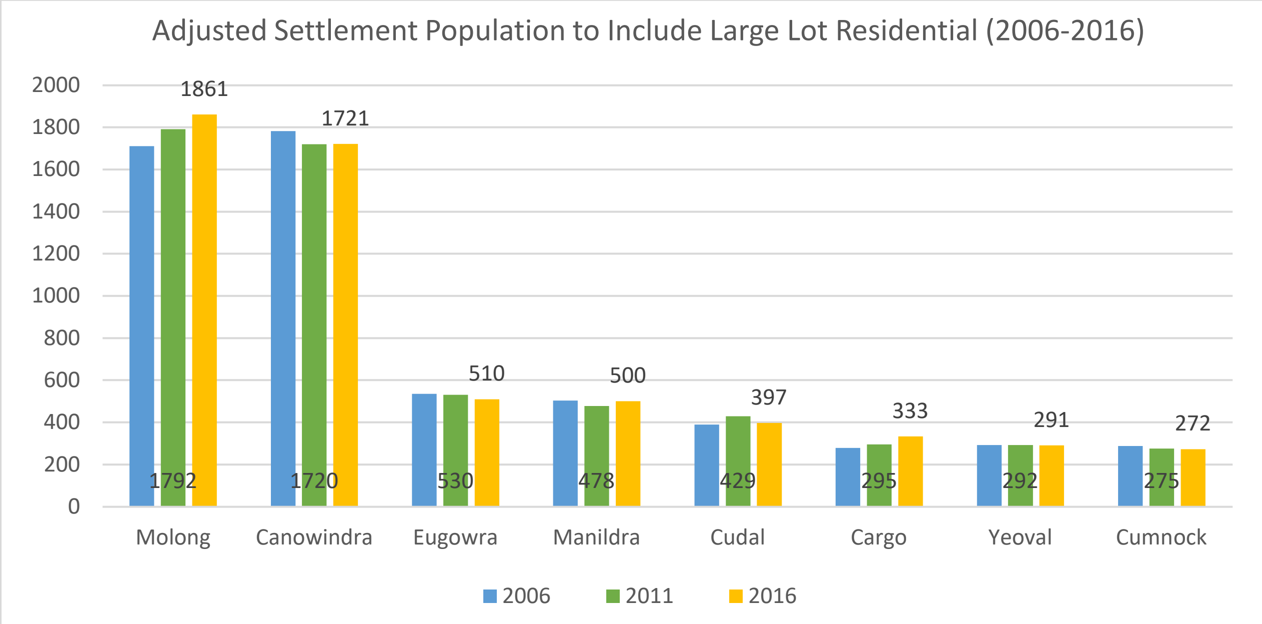


FIGURE 31: ADJUSTED SETTLEMENT POPULATION TO INCLUDE LARGE LOT RESIDENTIAL AREAS (2006-2016 CENSUS DATA).

5.4.4. 2019 Estimated Population (All Zone RU5/R5 Settlements)

The **Settlement Options Paper** has reviewed the number of dwellings in each settlement & taken account of unoccupied dwellings to determine a population estimate (based on the 2016 dwelling occupancy rate). The Figure below shows the adjusted estimated 2019 populations of all of the settlements both in Zone RU5 & Zone R5 across Cabonne.

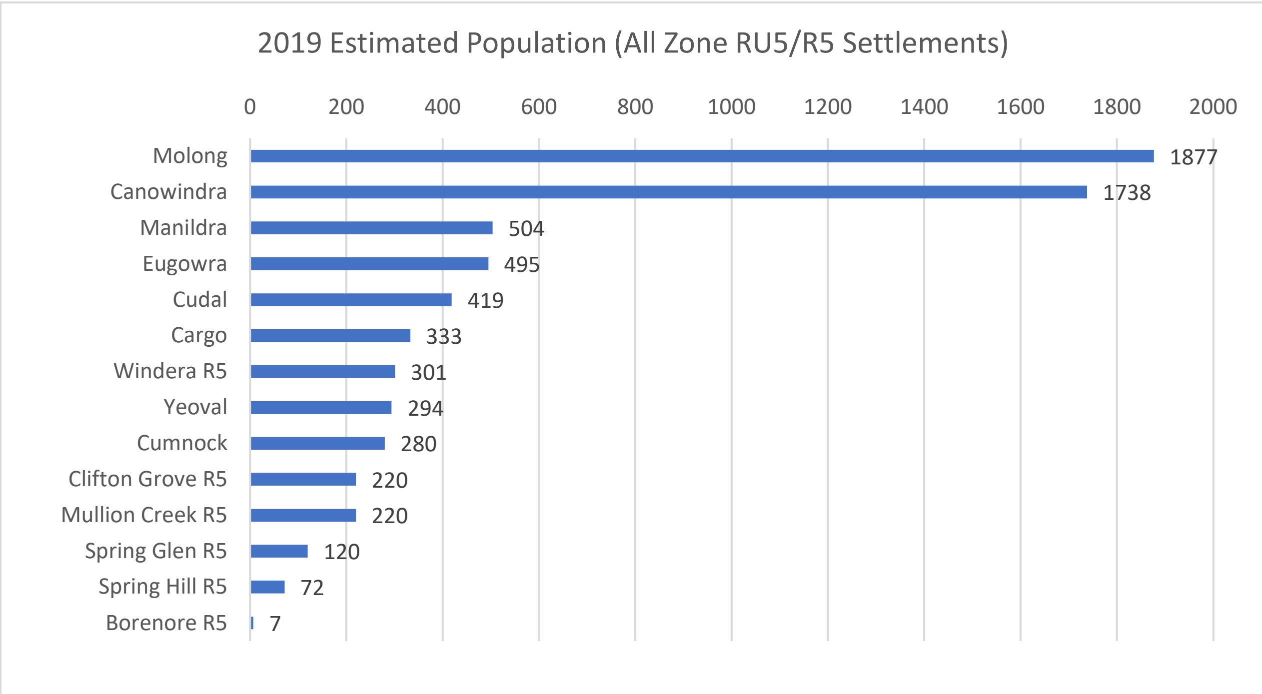


FIGURE 32: ESTIMATED POPULATION (FROM DWELLINGS) IN 2019 FOR ALL CABONNE ZONE RU5/R5 SETTLEMENTS.

It is interesting to note that settlements like Windera may have already exceeded the populations of smaller villages like Yeoval & Cumnock, & Clifton Grove (Cabonne LGA only) & Mullion Creek are only slightly smaller. If Clifton Grove & Spring Hill added the Orange LGA population component then these 'settlements' would have populations larger than many of the smaller villages in Cabonne. With the higher growth rates of large lot residential settlements closer to Orange LGA, this hierarchy may continue to change as time progresses (***Note:*** *This Strategy does not provide projections for stand-alone large lot residential areas*).

5.4.5. Settlement Age

As the Figure below shows, the median ages of all settlements are greater than the NSW average. In addition, from 2011 to 2016 the median age has continued to increase for all settlements (except for Yeoval that is already very high). Eugowra now has the oldest population, followed by Canowindra, Yeoval & Cumnock. Cargo is the youngest settlement. Whilst the large lot residential settlements & localities do not have data on median age, it is expected that they are younger than the majority of towns/villages below as they are predominantly used by families.

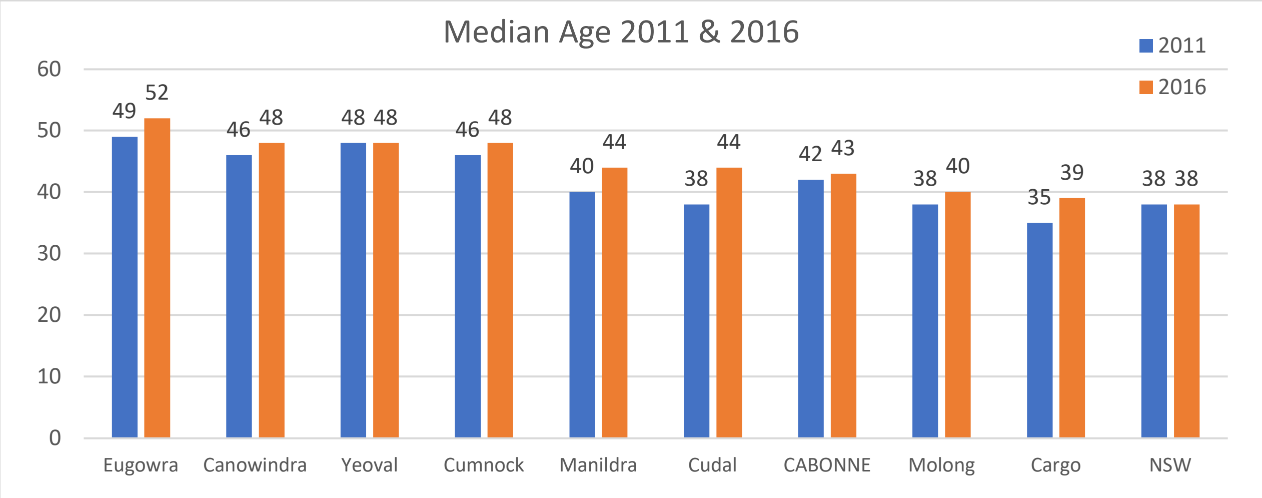


FIGURE 33: MEDIAN AGE OF LARGER SETTLEMENTS (2011 & 2016 CENSUS).

Settlement Age: In line with Cabonne's ageing population, the median age of all settlements has generally increased from 2011-2016. Some settlements such as Eugowra, Canowindra, Yeoval & Cumnock have a much higher older population & this may cause issues as these settlements are furthest from higher-level health services in Orange & Dubbo. Generally, the settlements closer to Orange have a younger population though there is still a strong need for support services.

5.5. Community

5.5.1. Education

At the 2016 Census, of people aged 15 & over in Cabonne, only 28.4% had an educational attainment of Year 10 or below, 22.9% had an advanced diploma or bachelor degree or above, & 19.6% had a Certificate I-IV level. This suggests a reasonable level of education in the Shire. Each of the key settlements (and some of the smaller localities) has a public primary school. Molong, Canowindra, & Yeoval have secondary school education available.

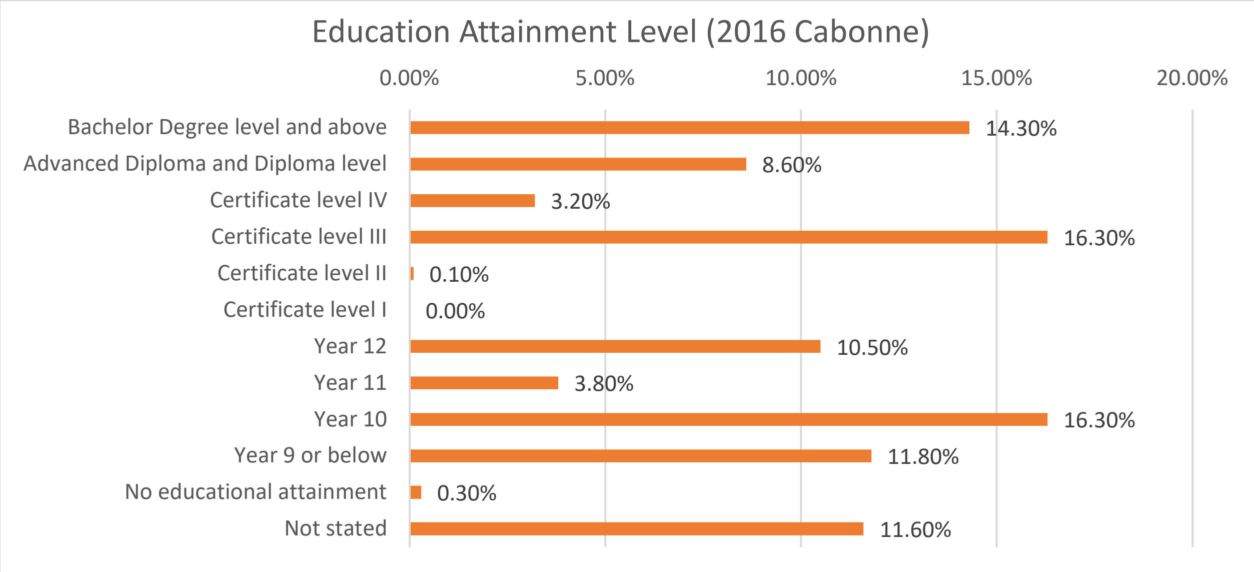


FIGURE 34: HIGHEST EDUCATIONAL LEVEL ATTAINED (2016 CABONNE ABS CENSUS).

5.5.2. Country of Birth, Cultural & Language Diversity

In Cabonne in 2016, 86.3% of people identified their country of birth as Australia with the next highest being England (1.9%), New Zealand (0.9%), South Africa (0.4%), & Germany & Philippines (0.3% each). English, Irish & Scottish are the most common languages spoken. In comparison to other more urban LGAs, Cabonne does not have as great a mix of different cultures & is more homogeneous in background & language.

5.5.3. Aboriginal & Torres Strait Islanders

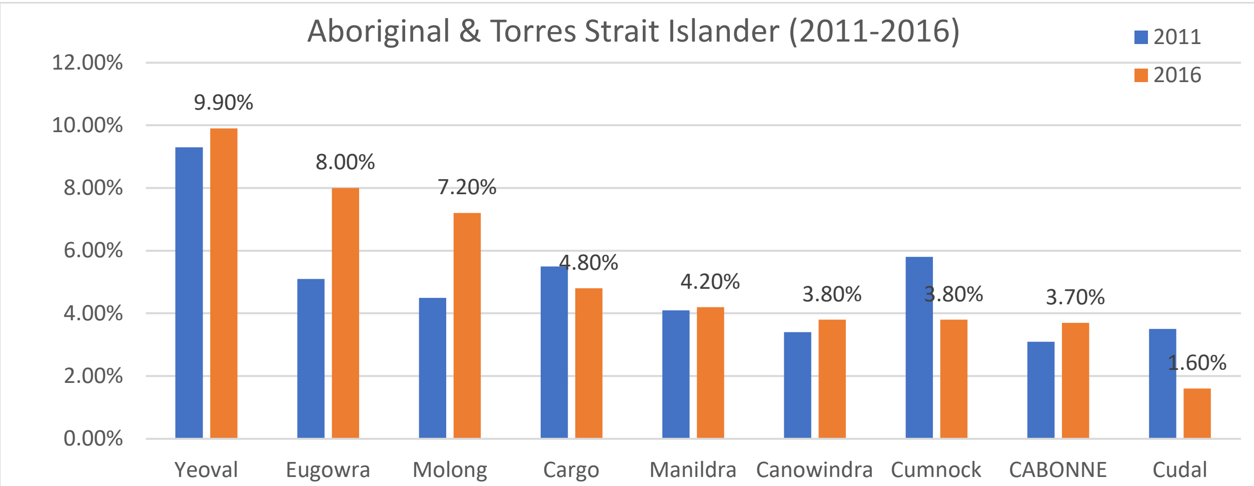


FIGURE 35: ABORIGINAL & TORRES STRAIT ISLANDERS AS A % OF POPULATION (2011-2016 CENSUS).

People who identify as Aboriginal and/or Torres Strait Islander at the 2016 Census made up 3.7% of the population of Cabonne (approximately 500 people). Their median age was 18 years. Yeoval, Eugowra, & Molong have the highest percentages of population (>6%). This may be important if other socio-economic or housing issues arise in the settlements where there is a risk of Aboriginal people having poorer access to housing or other services.

5.6. Economics

5.6.1. Employment Sectors

The key industries of employment for Cabonne, Blayney & Orange LGAs (2016) are set out below.

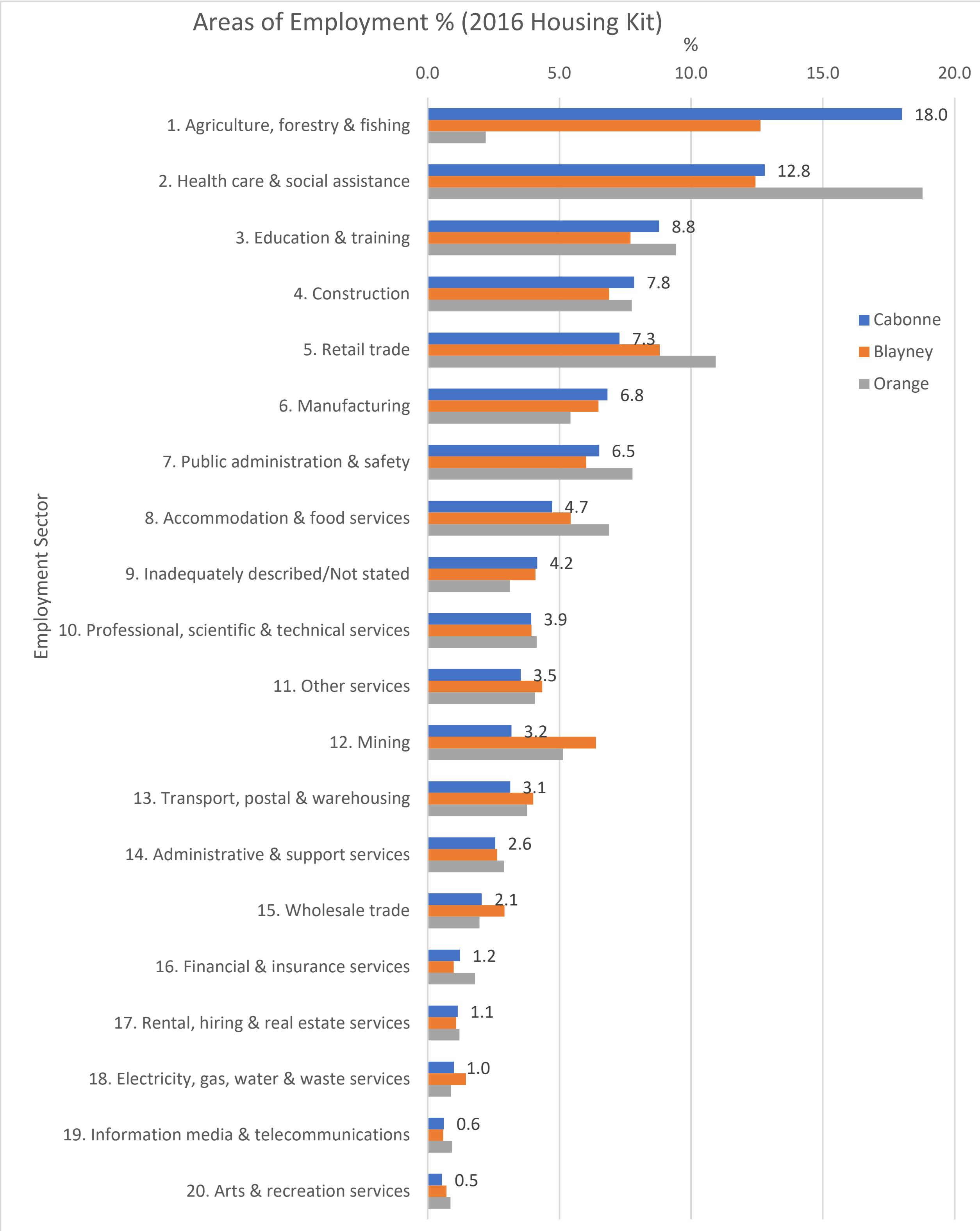


FIGURE 36: KEY EMPLOYMENT SECTORS (CABONNE, BLAYNEY, ORANGE 2016 CENSUS) (SOURCE: HOUSING KIT WEBSITE).

The Figure above shows that the key employment sectors in Cabonne are agriculture, followed by health care & social assistance, & education & training, then construction, retail trade & manufacturing. Cabonne is fairly similar to Blayney & Orange in terms of the ranking of employment sectors except that Orange (as an urban centre) has more health care, retail, public administration, & accommodation.

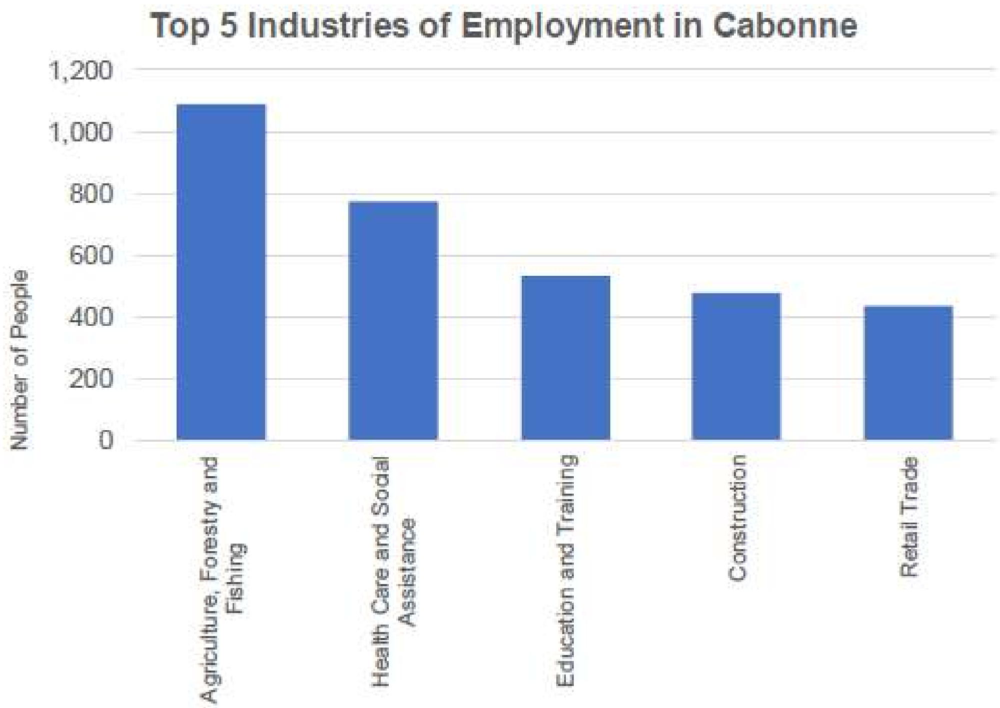


FIGURE 37: TOP 5 INDUSTRIES OF EMPLOYMENT IN CABONNE 2016 CENSUS (DPIE DEMOGRAPHY UNIT 2020).

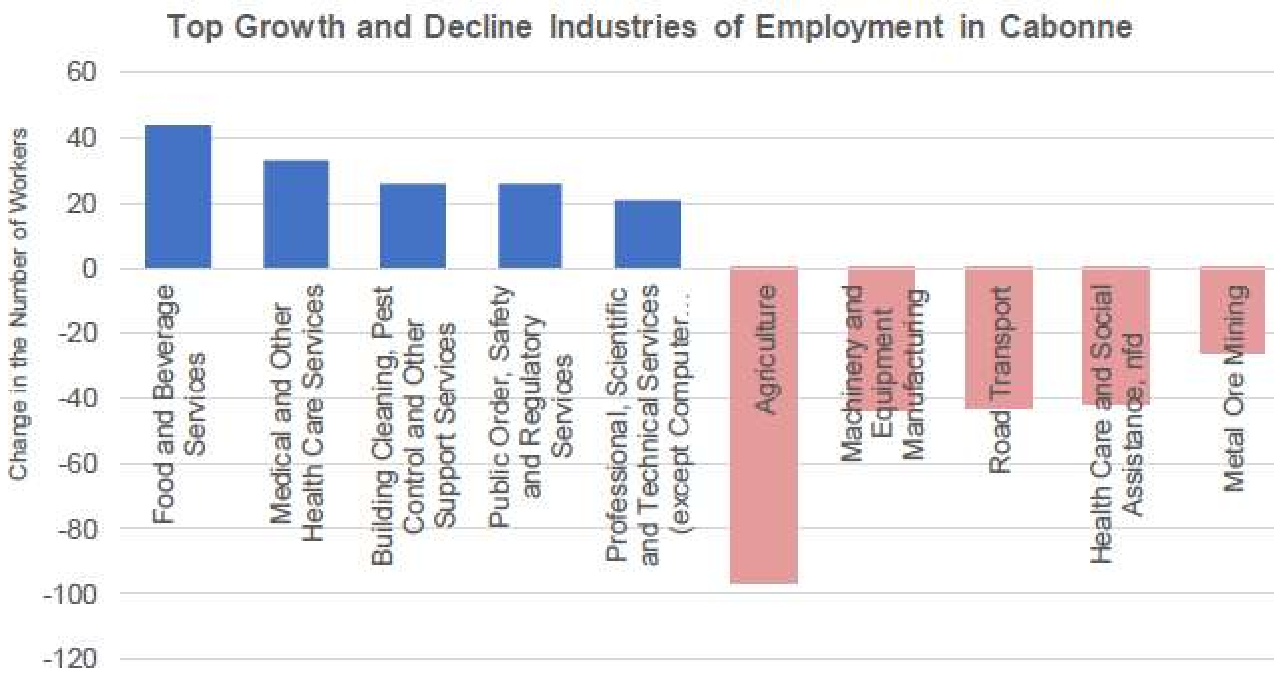


FIGURE 38: TOP GROWTH/DECLINE INDUSTRIES OF EMPLOYMENT IN CABONNE 2011-2016 CENSUS (DPIE DEMOGRAPHY UNIT 2020).

Employment Sectors: The top three (3) employment sectors in Cabonne made up 39.6% of employment in 2016 suggesting a high degree of dependence on agriculture & government supported sectors like health & education. Agriculture is particularly vulnerable to climate variability & macro-economic changes. Cabonne may need to continue to increase its diversity of employment to improve resilience.

5.6.2. Comparative Socio-Economic Advantage

As the Figures below show, in the 2016 Census Cabonne had the following comparative socio-economic advantages:

IRSAD (Index of Socio-economic Advantage-Disadvantage), Cabonne was in Quintile 4 (relatively advantaged) compared to a number of other LGAs in the Region that were less advantaged (e.g., Weddin, Lithgow, Parkes, Forbes, Mudgee, Orange etc.).

Using the IER (Index of Economic Resources), Cabonne was in Quintile 5 (most advantaged) compared to a nearly all of the other LGAs in the Central West region.

Using the IEO (Index of Education-Occupation), Cabonne was in Quintile 4 (relatively advantaged) (same as Orange & Bathurst) compared to a nearly all of the other LGAs in the Central West region.

However, these summaries don't explore differences & equity within Cabonne. Looking at the unemployment data in the section below, it is highly likely that people living closer to Orange & major centres have a greater socio-economic advantage compared to those who live in smaller settlements that are more remote from major employment, services, education & opportunities.

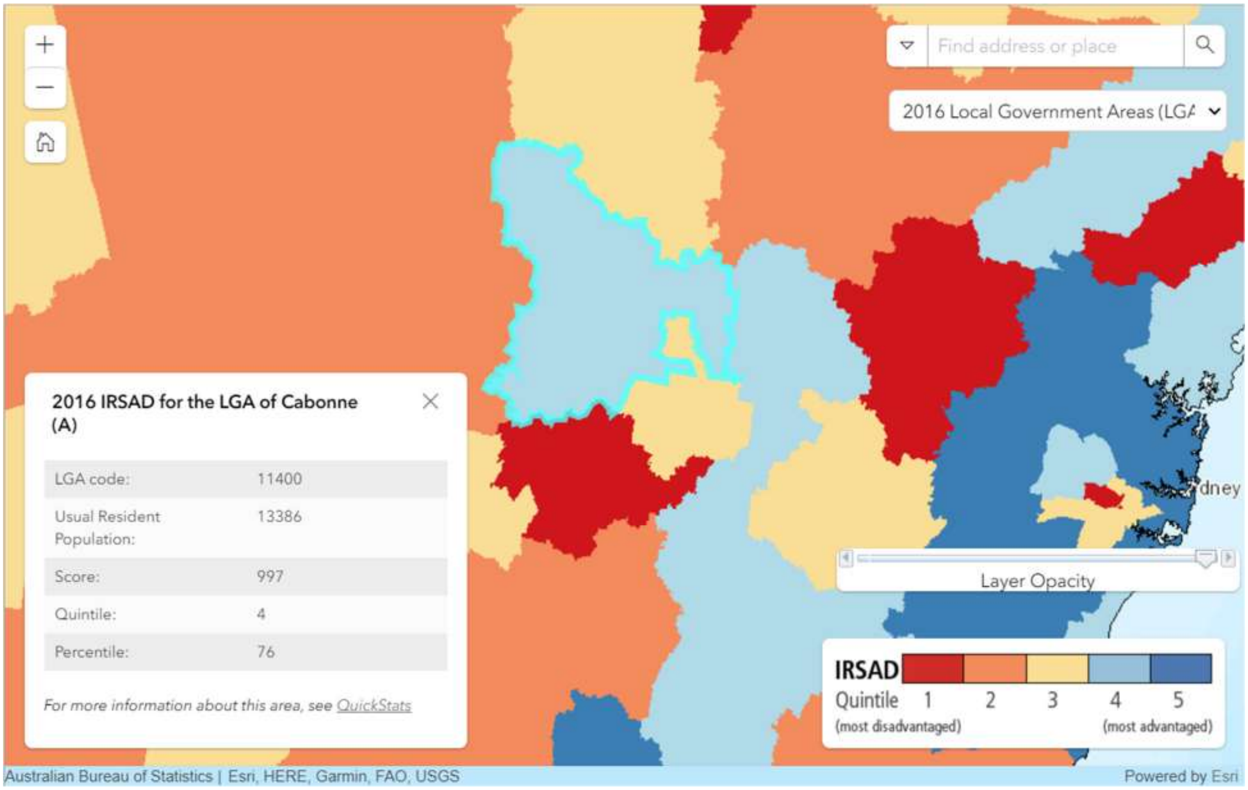


FIGURE 39: MAP OF 2016 INDEX OF SOCIO-ECONOMIC ADVANTAGE/DISADVANTAGE (ABS CENSUS WEBSITE).

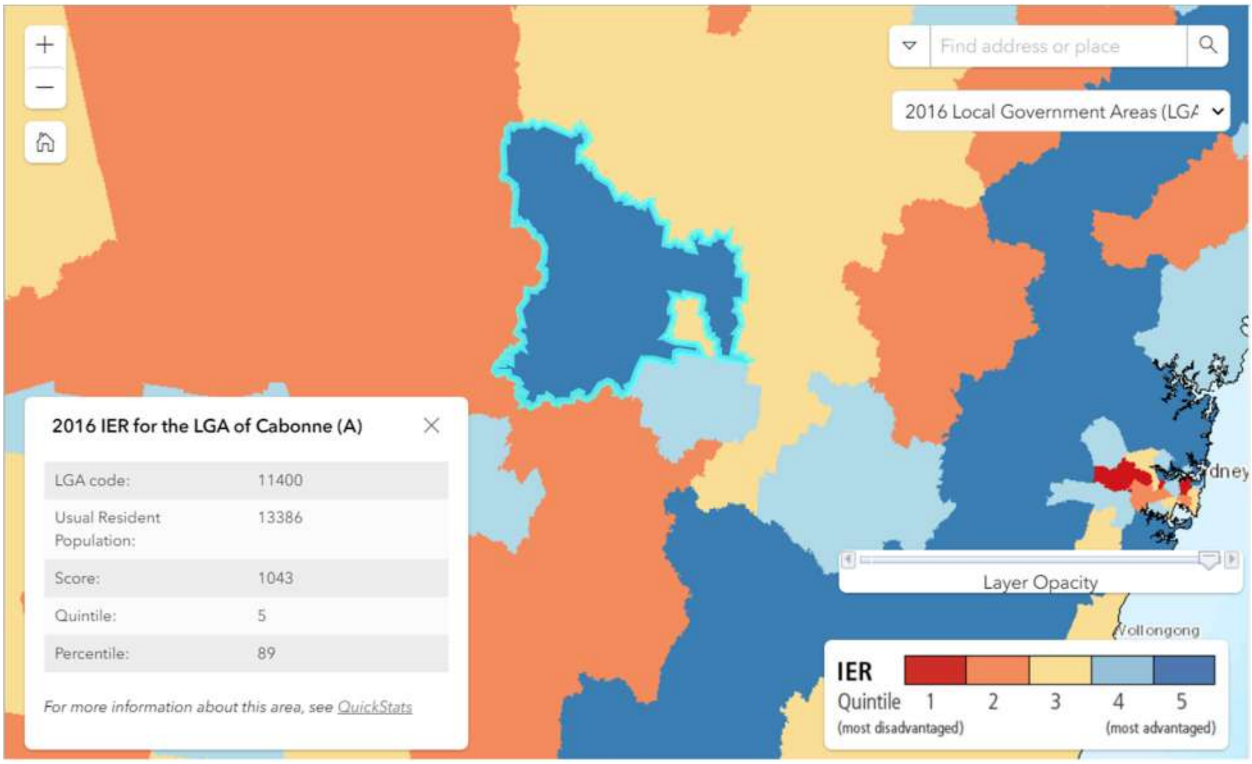


FIGURE 40: MAP OF 2016 INDEX OF ECONOMIC RESOURCES (ABS CENSUS WEBSITE).

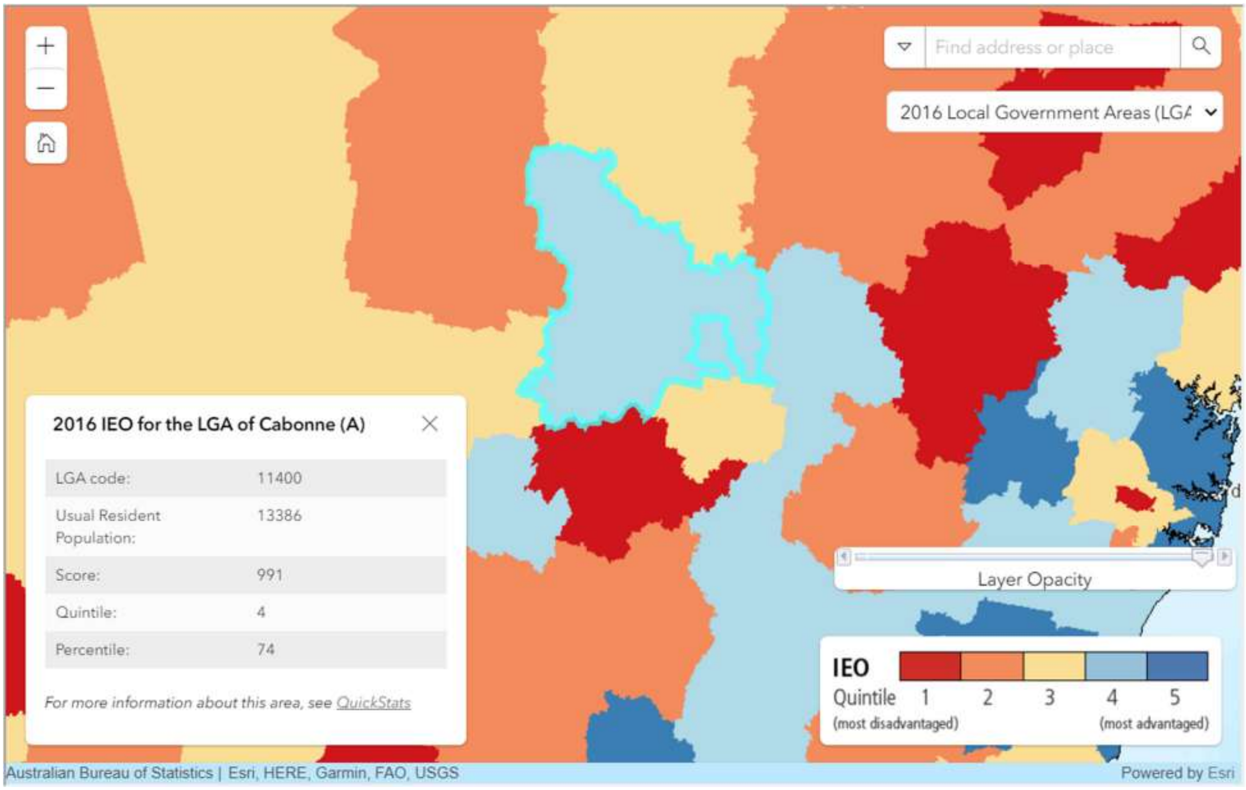


FIGURE 41: MAP OF 2016 INDEX OF EDUCATION/OCCUPATION (ABS CENSUS WEBSITE).

5.6.3. Unemployment

As at June 2017, the ABS (Housing Kit website) states Cabonne's unemployment was lower compared to unemployment in Blayney & Orange. However, as the Figure below shows, unemployment in 2016 was not consistent across the Shire.

Generally, those settlements closer to Orange (Cargo & Molong) or with their own major employers (Manildra) had lower unemployment. Cumnock & Yeoval had unemployment well above 10% which is concerning. All settlement, but Cargo, were above the Cabonne average unemployment rate suggesting rural areas provide a significant portion of the Shire's employment (consistent with the main industry sectors). However, Manildra, Molong & Cargo all had lower unemployment that the state average.

Unemployment rates have generally increased for all larger settlements (except Yeoval that was already high & Cargo that is one of the closest settlements to Orange). Cumnock had the greatest increase in unemployment between 2011 & 2016. It is likely that with impacts from drought, bushfire smoke & COVID in 2019/2020 that these figures are likely to have increased – though this may improve as these issues resolve.

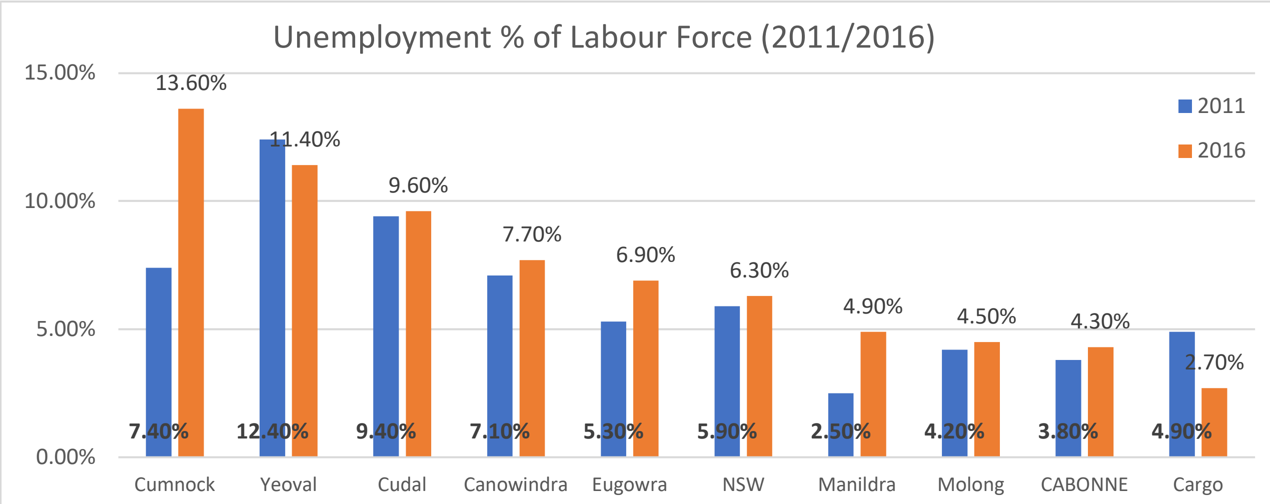


FIGURE 42: UNEMPLOYMENT RATE % OF TOTAL LABOUR FORCE (2011/2016 ABS CENSUS).

5.6.4. Median Personal Weekly Incomes

As the Figure below shows, the median personal weekly incomes in each of the settlements is generally below the Cabonne average suggesting the rural areas have higher incomes, most likely associated with agriculture. However, from 2011 to 2016 these have generally increased for all larger settlements. The settlement hierarchy of median incomes is similar to the hierarchy for unemployment except that Cudal has both high unemployment & better median income than some settlements.

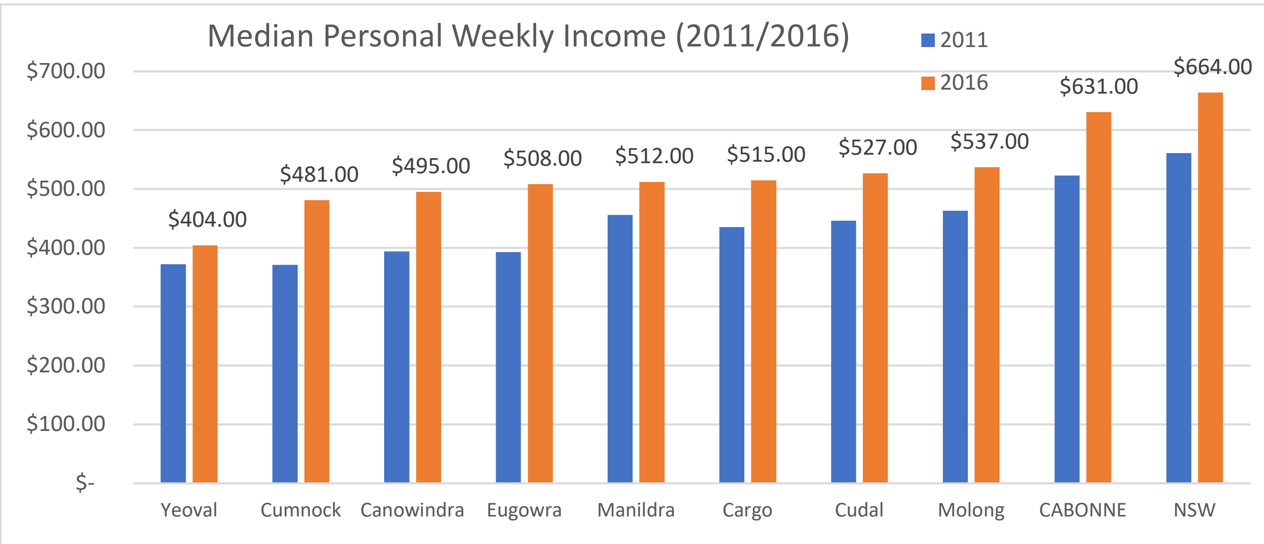


FIGURE 43: MEDIAN PERSONAL WEEKLY INCOME (2011/2016 ABS CENSUS).

5.6.5. Connectivity - Motor Vehicles & Internet Availability

The Figure below shows that there is relatively high car ownership across the larger settlements of Cabonne (>1.5 cars per dwelling) & >60% of dwellings have access to the internet in their dwelling.

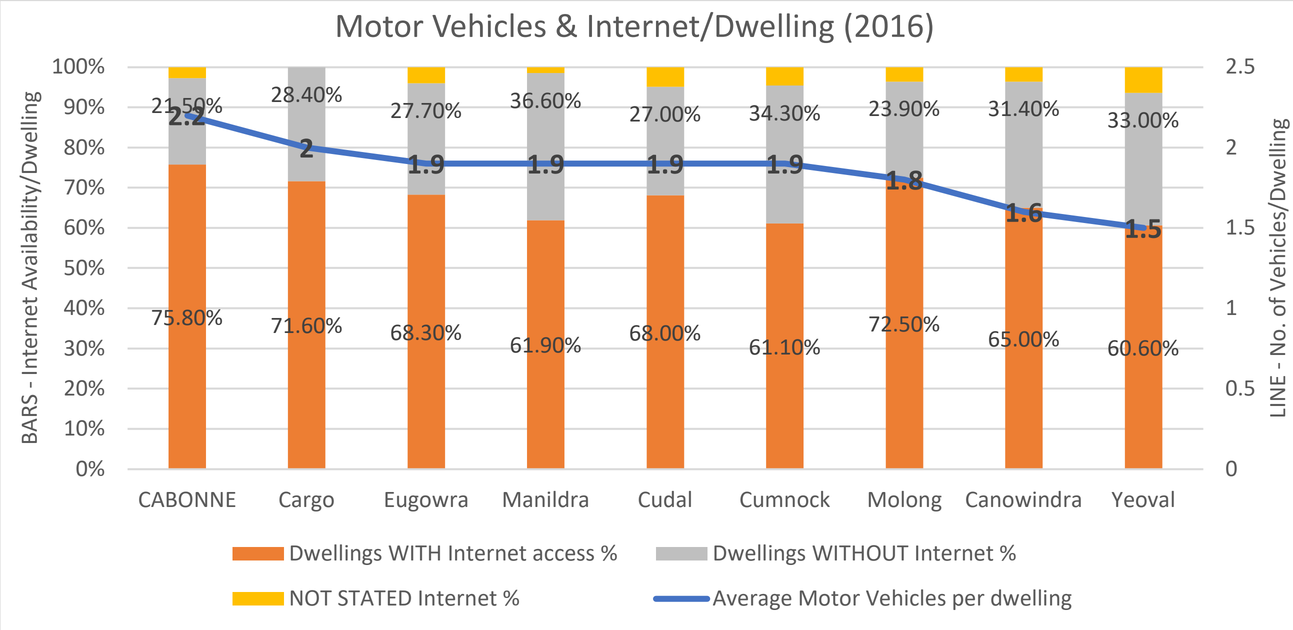


FIGURE 44: INTERNET AVAILABILITY & VEHICLE PER DWELLING (2016 CENSUS).

Yeoval has slightly lower car ownership & internet connectivity that aligns with its lower median personal weekly incomes whilst Cargo has the highest connectivity aligning with its higher income & low unemployment. There is lower vehicle ownership in the larger settlements of Molong & Canowindra (that have more access to services & public transport) than settlements more distanced from services or with higher family households.

Socio-Economics & Income: Whilst Cabonne may appear at a shire-level comparison to have good levels of socio-economic advantage, economic resources, & education – the statistics at the key settlement level shows that there is inequality across Cabonne. Those areas closer to Orange generally have higher socio-economic advantage/employment/income that the rest of Cabonne. This may promote disparity in equity between the western & eastern parts of the Shire. Whilst Council is not in a position to change the availability of employment/income, it needs to promote economic activity & housing affordability in western parts of the Shire where incomes may not match housing costs.

5.7. Demographics – Housing & Households

5.7.1. Household Composition (Family/Single/Group)

Household composition measures how many households are used for groups, families or single (lone) persons. The Figure below shows that for all settlements, family households (blue bars) are the dominant portion of households.

However, there is a high proportion of households across all of the settlements that are single (lone) person households (orange bars) with all but Cargo above the Australia/Cabonne average. Yeoval, Canowindra, Manildra, Cumnock & Cudal exceed 30% of households with Yeoval as high as 42.9%.

The NSW Government (2019) projections are that lone person & couple only households will increase substantially from 2016-2041 whilst family households will decrease slightly. Please see the Section on *Dwelling Types* below for more details.

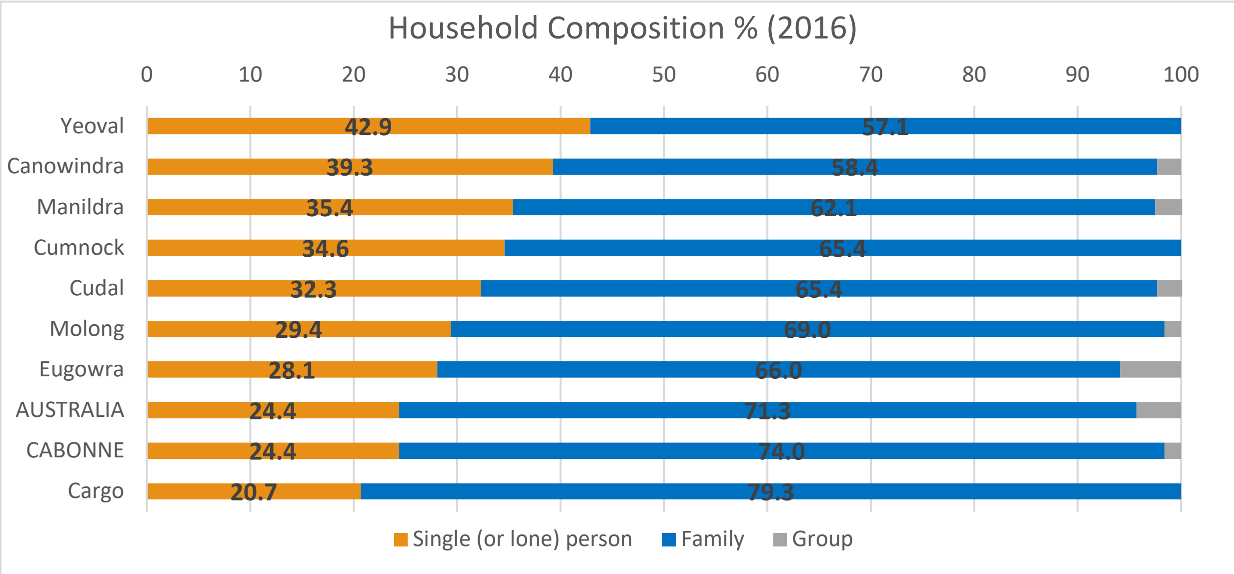


FIGURE 45: HOUSEHOLD COMPOSITION PERCENTAGES (2016).

Households by Type

	2016	2041
Family with children	2,250	2,200
Couple-only	1,550	1,900
Lone Person	1,200	1,550
Group & Other	100	100
Total	5,100	5,750

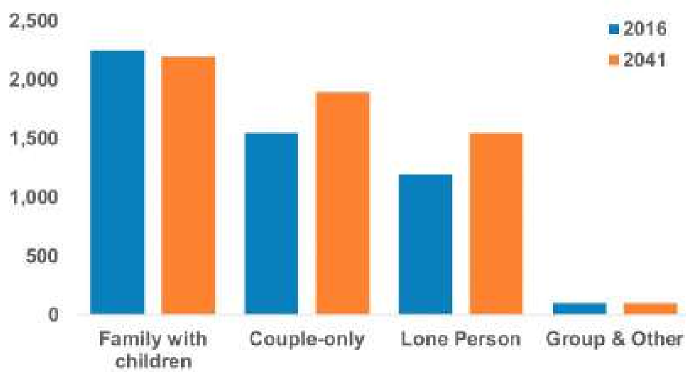


FIGURE 46: NSW GOVERNMENT (DPIE 2019) PROJECTED HOUSEHOLDS 2016-2041 (CABONNE FACT SHEET).

5.7.2. Dwelling Types

As the Figure below shows, when looking at dwelling structure (types), the vast majority (in some cases 100%) of all dwellings are single detached houses & there is very limited provision of more compact housing types. Detached (separate) houses generally consume more land & are generally larger (see number of bedrooms below).

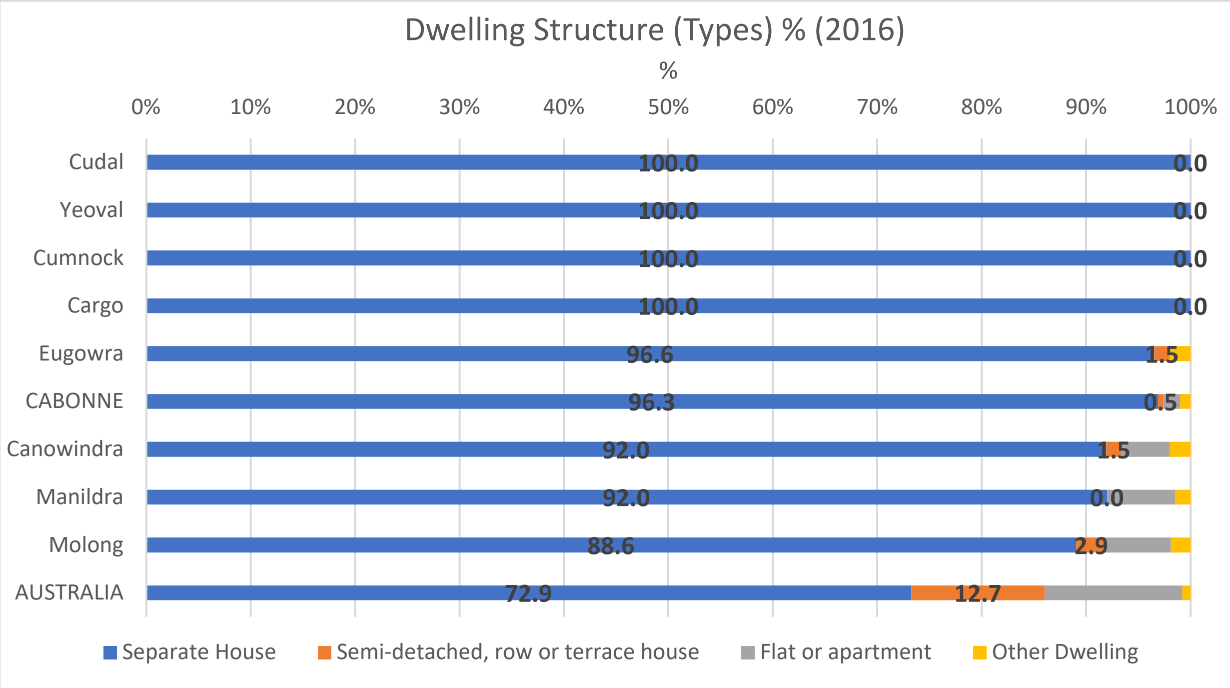


FIGURE 47: DWELLING TYPES (2016 CENSUS).

In Cabonne in 2016, 98.4% of the housing stock **for family households** was a separate (detached) dwelling. This is even greater than Blayney, Orange & the rest of NSW. There are limited numbers of flat/units or semi/row/terrace townhouses. This suggests there is a low level of housing diversity to cater for different needs.

5.7.3. Number of Bedrooms

In addition, not only are the vast majority of houses detached, but the majority in each settlement have 3, 4 or more bedrooms. Cargo has the least number of 1 & 2-bedroom houses & Eugowra & Canowindra have the most. Surprisingly, whilst Molong has one of the highest numbers of semi-detached/row/terrace houses/apartments – it still has a small proportion of smaller dwellings.

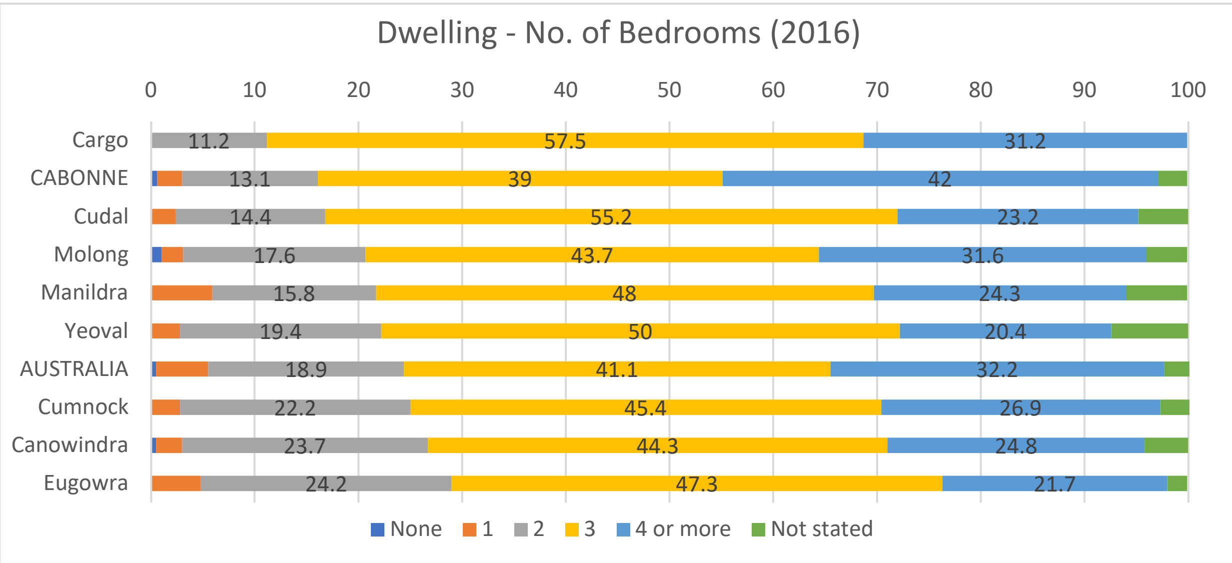


FIGURE 48: NUMBER OF BEDROOMS PER DWELLING AS % (2016 CENSUS).

5.7.4. Shire – Average Persons per Household

The NSW Government (DPIE, 2019) has projected the average people per household from 2016-2041 in the table below that shows it is expected to decrease from 2.6 persons/dwelling in 2016 to 2.37 by the year 2041. This aligns with an increase in lone person & couple dwellings.

Year	2016	2021	2026	2031	2036	2041
Average people per household	2.60	2.54	2.49	2.44	2.40	2.37

FIGURE 49: PROJECTIONS AVERAGE PERSONS PER HOUSEHOLD FOR CABONNE (2019 DPIE PROJECTIONS).

5.7.5. Comparison Average People per Household/Average Number of Bedrooms per Dwelling

Another way to compare this is to look at the difference between the average number of people per dwelling & the average number of bedrooms per dwelling. The biggest difference is for Canowindra/Yeoval/Manildra & the smallest for Cargo/Cudal/Cumnock. Generally, those settlements with high levels of single (lone) person households also correspond to lower average people per household (Canowindra/Yeoval/Manildra). This suggests a disparity between the housing stock & the needs of those households.

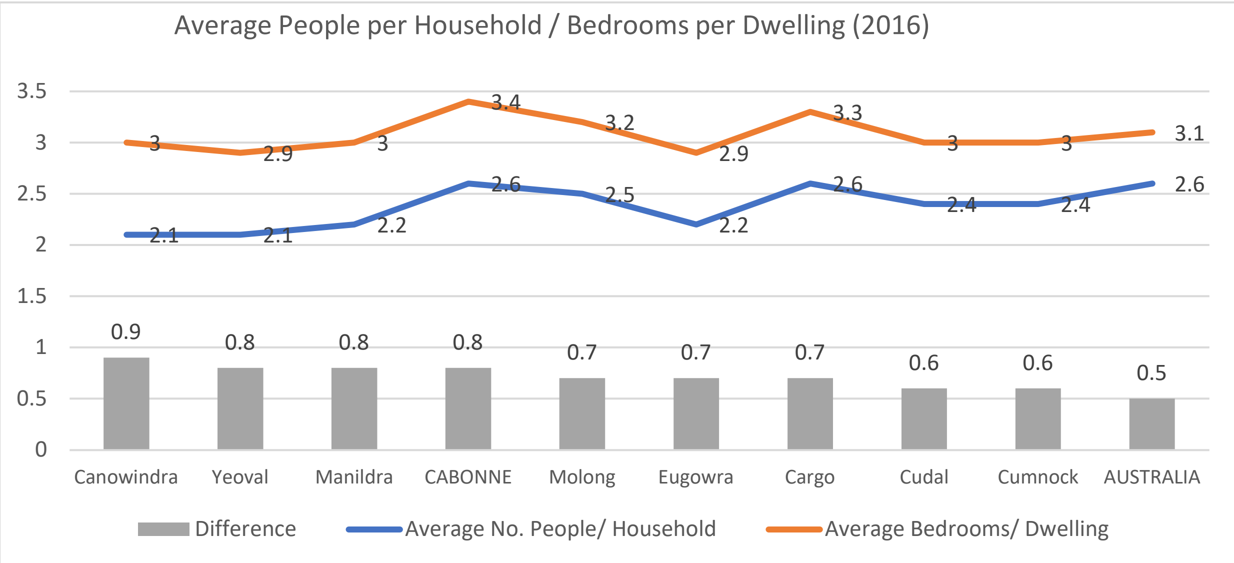


FIGURE 50: RELATIONSHIP OF AVERAGE PEOPLE PER HOUSEHOLD / NO. OF BEDROOMS PER DWELLING (2016 CENSUS).

Household Composition: With an historic & projected increase in smaller households, the required housing stock may not need to be as large to meet the needs of the community, & larger households may cause issues with affordability (less household income) & suitability (for older citizens & those looking for less maintenance). Council should attempt to facilitate provision of a wider diversity of housing types & sizes (though this is subject to market forces).

5.8. Demographics – Housing Affordability, Suitability & Rental Supply

5.8.1. Housing Affordability & Housing Stress

Affordable housing, is defined under the *Environmental Planning & Assessment Act 1979* (EP&A Act) & the *State Environmental Planning Policy (Affordable Rental Housing) 2009* (ARH-SEPP) as follows:

> ***affordable housing** means housing for very low income households, low income households or moderate income households, being such households as are prescribed by the regulations or as are provided for in an environmental planning instrument*.
>
> In the ARH-SEPP Clause 6,
>
> *A household is taken to be a very low income household, low income household or moderate income household if the household—*
>
> *(a) has a gross income that is less than 120 per cent of the median household income for the time being for the Greater Sydney (Greater Capital City Statistical Area) (according to the Australian Bureau of Statistics) & pays no more than 30 per cent of that gross income in rent, or*
>
> *(b) is eligible to occupy rental accommodation under the National Rental Affordability Scheme & pays no more rent than that which would be charged if the household were to occupy rental accommodation under that scheme.*

In summary, housing is more likely to be 'affordable' when very low, low, & moderate-income households have sufficient income to pay for their housing costs as well as basic needs such as food, clothing, transport, medical care & education. Those paying more than 30% of their gross income on housing are considered to be in 'housing stress'.

Where people are in housing stress then some form of assistance may be required or those people may be forced to relocated away from the shire to find more affordable housing. This not only affects population, but also local service demand, & sometimes affects essential workers to support social & economic growth. Therefore, affordable housing is a form of 'community infrastructure' that can support community well-being & sustainability.

Affordable housing is currently supplied by the market with some provision of public housing by Federal & State Governments (e.g., the Social & Affordable Housing Fund Program) sometimes delivered through not-for-profit social or community housing providers. Obviously, welfare & job-support are an important part of income for many people/households.

5.8.2. Demand for Affordable Housing

Housing affordability & rental supply are issues that are commonly discussed in metropolitan & large regional cities but are sometimes overlooked in rural shires & smaller settlements. There is sometimes a perception that as housing prices are generally lower outside major cities, that affordability & access to rental housing is less of an issue.

However, this fails to consider potentially lower incomes & access to employment in rural shires that can reduce affordability & lower availability of rental housing or suitable housing types/sizes that can force people to move outside the Shire to meet their housing needs.

In *Section 6.6 Demographics – Economics* above, there were several contradictory facts. When looking at shire level, Cabonne had relatively high socio-economic & educational advantages over some surrounding shires. However, there was a clear issue that many of the settlements had higher unemployment & lower incomes that the rural areas of the Shire or areas closer to Orange. This suggests that those settlements further from employment options (especially Orange) may have housing affordability issues & this requires further review.

As shown in *Section 6.7 Demographics – Housing & Households* & *Section 6.3 Population Projections* a key issue for Cabonne is that housing types are dominated by larger 3 & 4-bedroom detached dwellings that are generally more expensive to rent or buy & therefore take-up more household income, decreasing affordability. This is exacerbated by the findings in that show that Cabonne will continue to have an ageing population & increases in lone-person & couple-only households (currently 20-40% of households) that do not require larger housing.

5.8.3. Demand for Adaptable & Accessible Housing

Another way of approaching housing suitability for people with different needs is to encourage Adaptable and/or Accessible Housing. Adaptable housing requires consideration at the design & approvals stage to ensure that the dwelling can be modified <u>in the future</u> to meet the owner's needs without requiring costly & energy intensive alterations. This can include elements like: bathroom size, corridor width, & general accessibility.

It is common that people who are getting older in our settlements often want to remain in their homes for as long as possible. Adaptable housing would facilitate this. Likewise, it may provide a greater number of houses that could be adapted to meet the access requirements of our diverse community. *State Environmental Planning Policy (Housing for Seniors or People with a Disability) 2004* (Seniors Housing SEPP) is one mechanism to facilitate the provision of suitable housing for people requiring more accessibility or higher levels of care.

5.8.4. Tenure (Owned/Mortgage/Rented)

The tenure of properties (whether they are owned outright, owned with a mortgage, or rented) is important to understand comparative rental availability & security of tenure. Low levels of rental availability & high levels of mortgaged housing are more likely to increase housing stress & decrease housing affordability.

The Figure below shows that compared to the Australian average, all of the settlements in Cabonne have less dwellings that are rented & more that are owned outright (except Cargo that has more owned with a mortgage). Molong, Yeoval & Canowindra have the highest levels of rental dwellings & Eugowra, Cumnock & Cargo the least (below the Cabonne average).

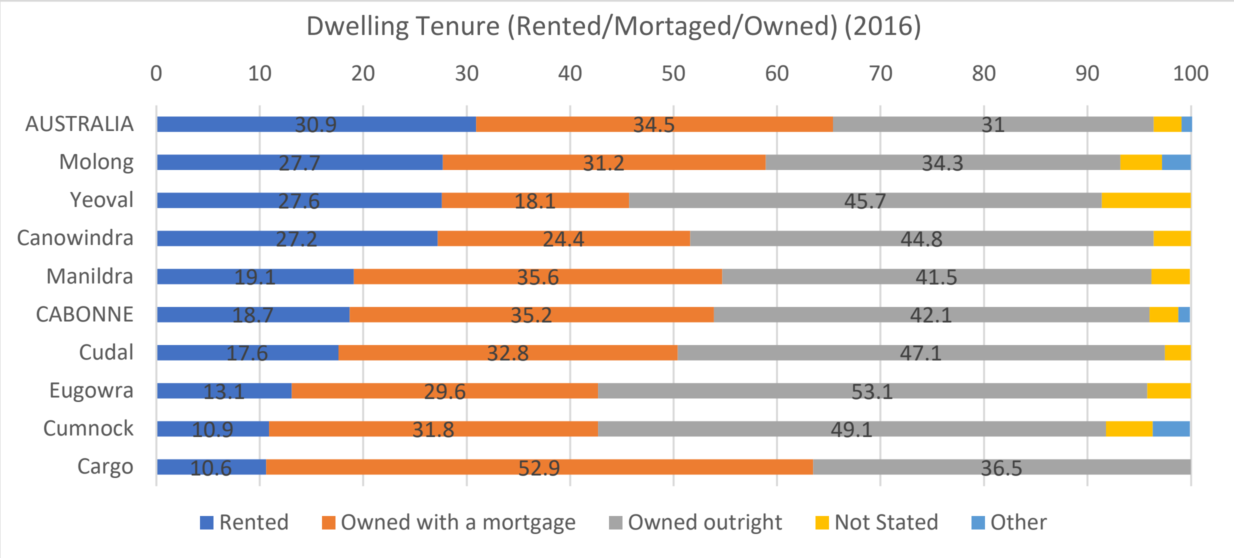


FIGURE 51: DWELLING TENURE (2016 CENSUS).

According to the NSW Government Rent Report for March 2020 Quarter, the median rents for Cabonne are around $230 (2-bedroom) / $300 (3-bedroom) & $385 (4 or more bedroom) with an average of $290/week (up from $265 in 2018) with 458 total bonds held. From 2011-2016, Cabonne rental prices rose 3% (same as Orange) compared to 9% in Blayney. In the December 2019 quarter the median sales price for a house was $395,000 (up from $340,000 in 2017).

5.8.5. LGA - Mortgage & Rental Stress

As the Figures below show, at the 2016 Census Cabonne was experiencing less housing rental & purchase stress than Orange or the Rest of NSW but slightly higher than Blayney (except Moderate Income Households). As an average 7.6% of households were in household stress (ID Profiles 2016 ABS) compared to Orange at ~12% (Orange Local Housing Strategy Issues Paper p.45). However, for very-low-income households rental stress (81%) & purchase stress (55%) was still very high.

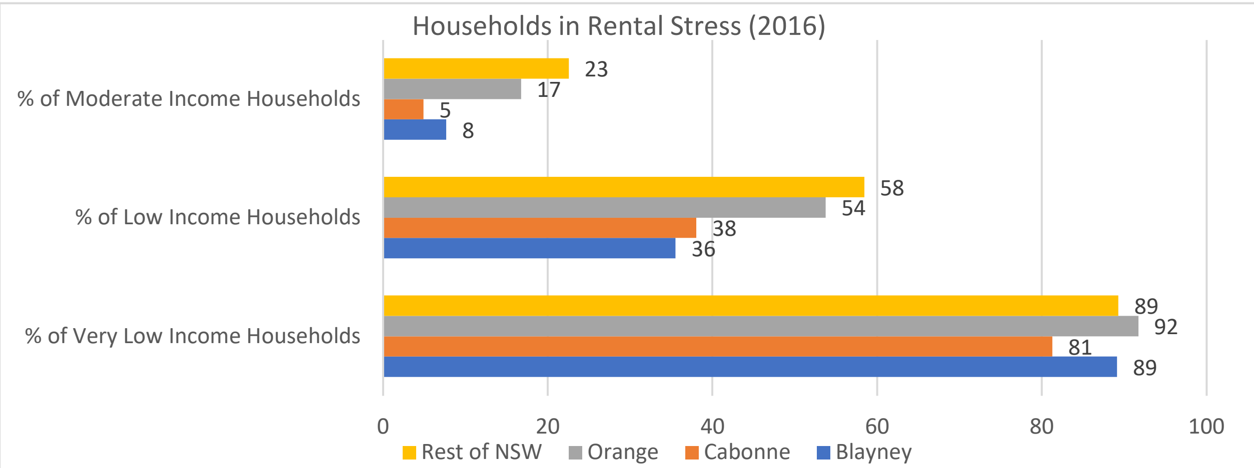


FIGURE 52: HOUSEHOLDS IN RENTAL STRESS (2016 CENSUS - HOUSING KIT).

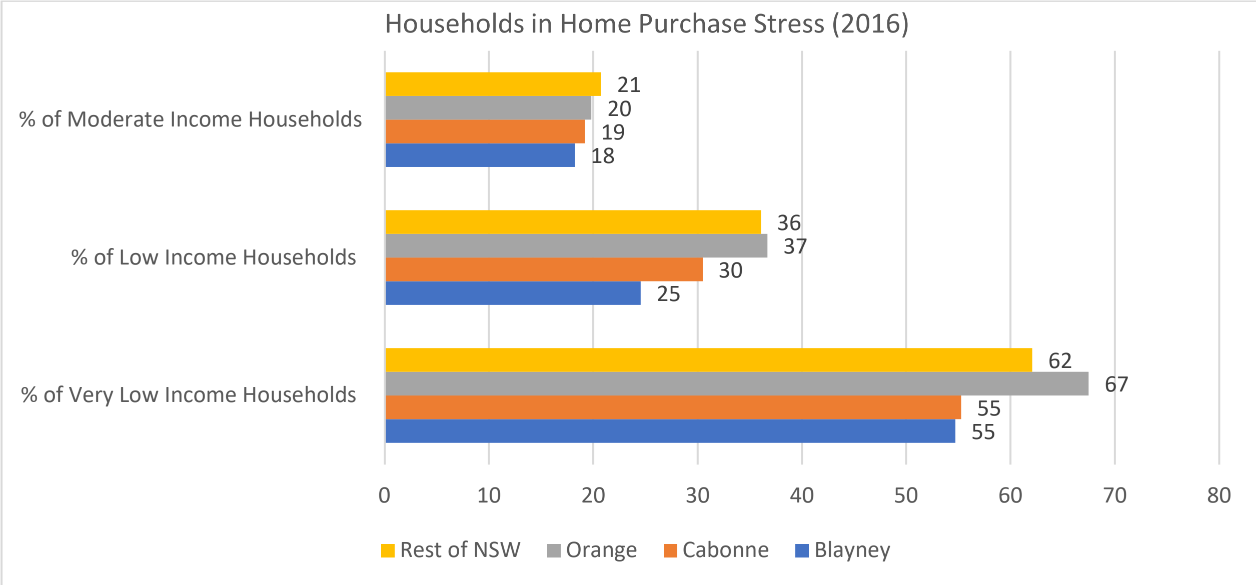


FIGURE 53: HOUSEHOLDS IN HOME PURCHASE (MORTAGE) STRESS (2016 CENSUS - HOUSING KIT).

Housing purchase is generally more affordable in Cabonne than Orange or the Rest of NSW for Very-Low & Low Incomes since 2001. However, it has dropped in affordability, especially for very-low incomes, since 2001 with a low in 2006 (12.2%) increasing in 2017 (34.1%).

Rental stock affordability is generally higher in Cabonne than Blayney, Orange or the Rest of NSW for Very-Low & Low Incomes since 2001. However, for very low incomes it has dropped in affordability since 2006 (87%) to a low in 2015 (46.3%) increasing in 2017 (68.4%). Rental stock affordability for low incomes has been steadier, but has still fallen since 2001. Moderate incomes generally have a reasonable level of affordability for rental stock.

Generally, a higher percentage of households are in rental stress compared to purchase stress, except for moderate income households who are more likely to be able to afford a mortgage.

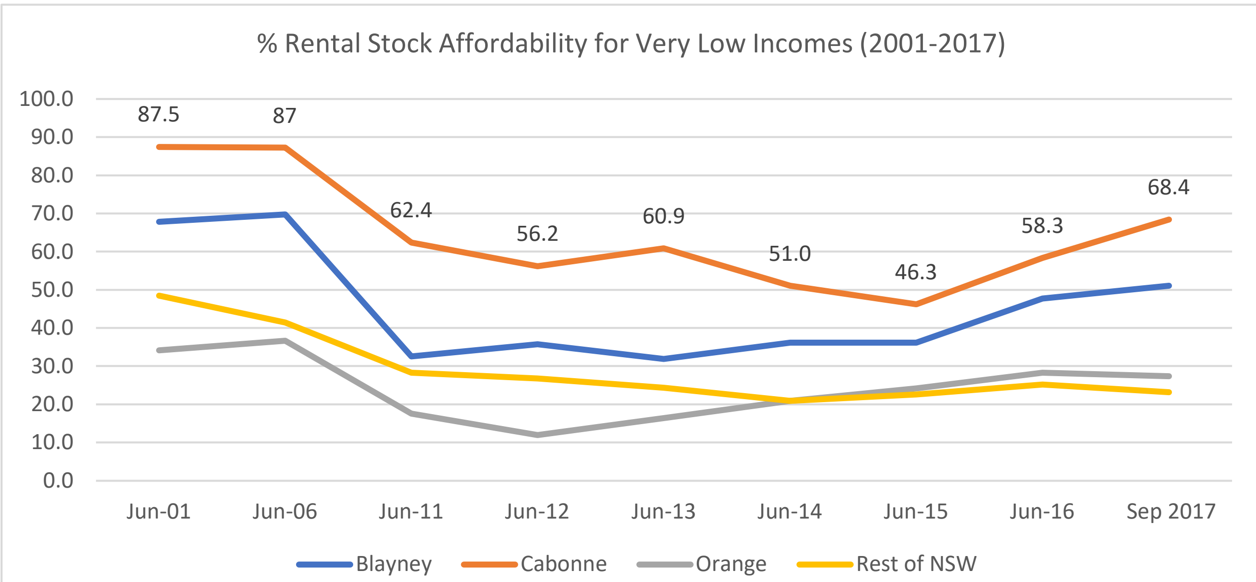


FIGURE 54: % RENTAL STOCK AFFORDABILITY FOR VERY LOW INCOMES (2001-2017) (HOUSING KIT).

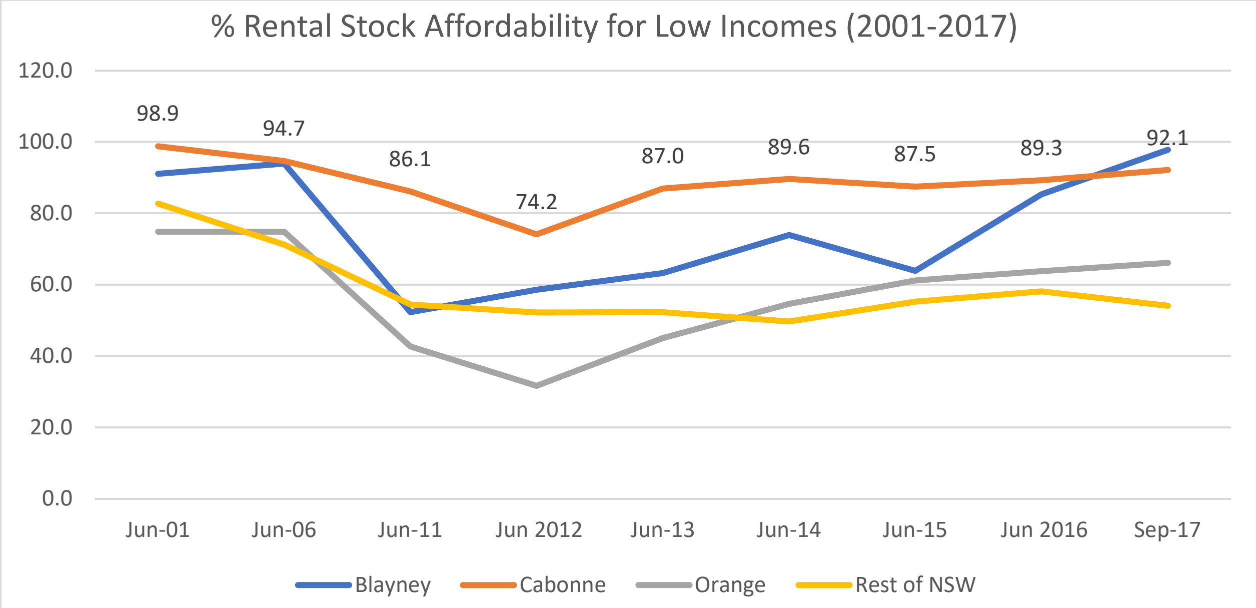


FIGURE 55: % RENTAL STOCK AFFORDABILITY FOR LOW INCOMES (2001-2017) (HOUSING KIT).

5.8.6. Settlements - Mortgage & Rental Stress

Whilst the Figures above generally indicate Cabonne is more affordable than some surrounding Shire, there is disparity at the settlement level. The Figure below shows that all settlements in Cabonne have less households in rental stress (rent >30% of household income) than the Australian average (that is heavily weighted by the cost of housing in larger cities). Cabonne has 6.2% of households in mortgage stress & 4.7% of households in rental stress.

However, there is more rental stress in Canowindra, Molong & Yeoval (above the Cabonne average) & less in Eugowra, Manildra & Cumnock (below the Cabonne average). This generally coincides with households with income below $650/week (highest Manildra, Canowindra, Yeoval & Molong) though Manildra has one of the lowest levels of stress but also greatest number of households with low income. Mortgage stress is greatest in Cargo where in 2016 there were 9.5% of houses where the mortgage was greater than 30% of household income, though Cargo has the lowest portion of households with income below $650/week.

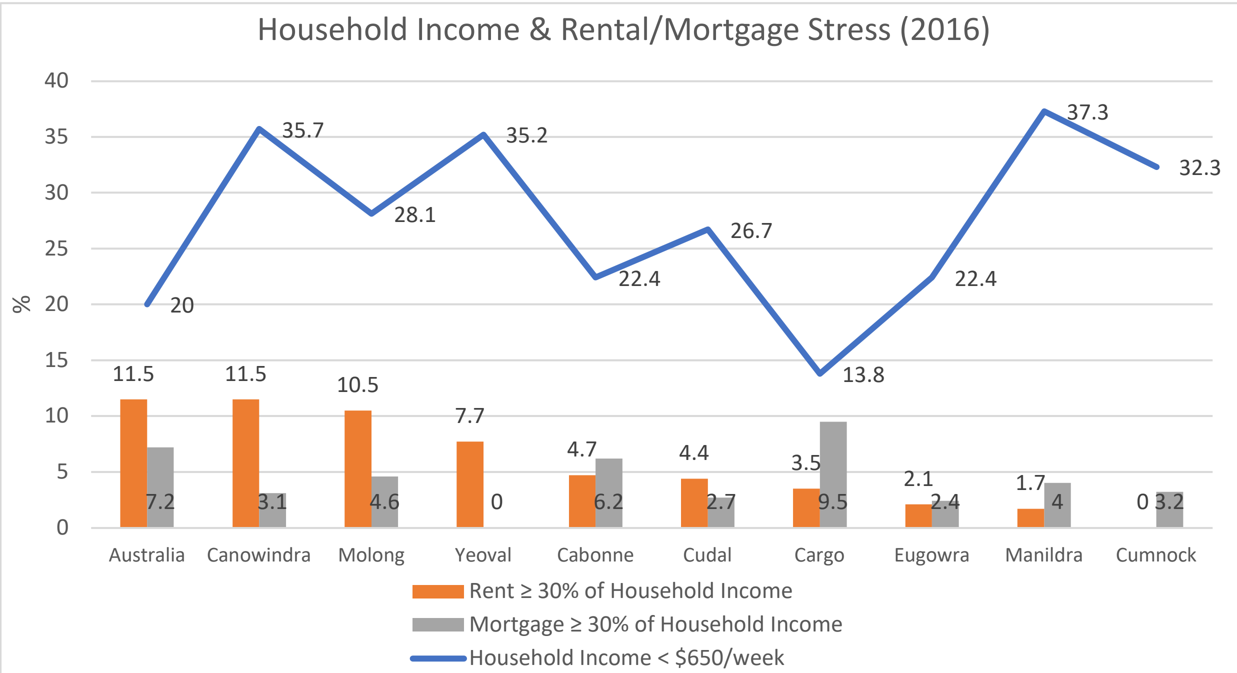


FIGURE 56: HOUSEHOLD INCOME COMPARISON TO RENTAL/MORTGAGE STRESS (2016 CENSUS).

5.8.7. Occupied/Unoccupied Private Dwellings

The percentage of dwellings that are unoccupied is one measure of whether there are issues with housing availability & affordability. Generally, higher levels of occupation suggest less housing availability/affordability.

In 2016, the highest levels of dwelling occupation were in Cudal, Manildra & Molong suggesting there may be housing availability issues & this accords with anecdotal evidence. The highest unoccupied rates were in Cargo, Cumnock & Eugowra. It is important to note that these census districts do not always include the large lot residential areas (e.g., Molong, Canowindra, Cudal & Cargo). It is expected there are relatively high levels of occupancy in these large lot residential areas due to recent growth in housing in these areas.

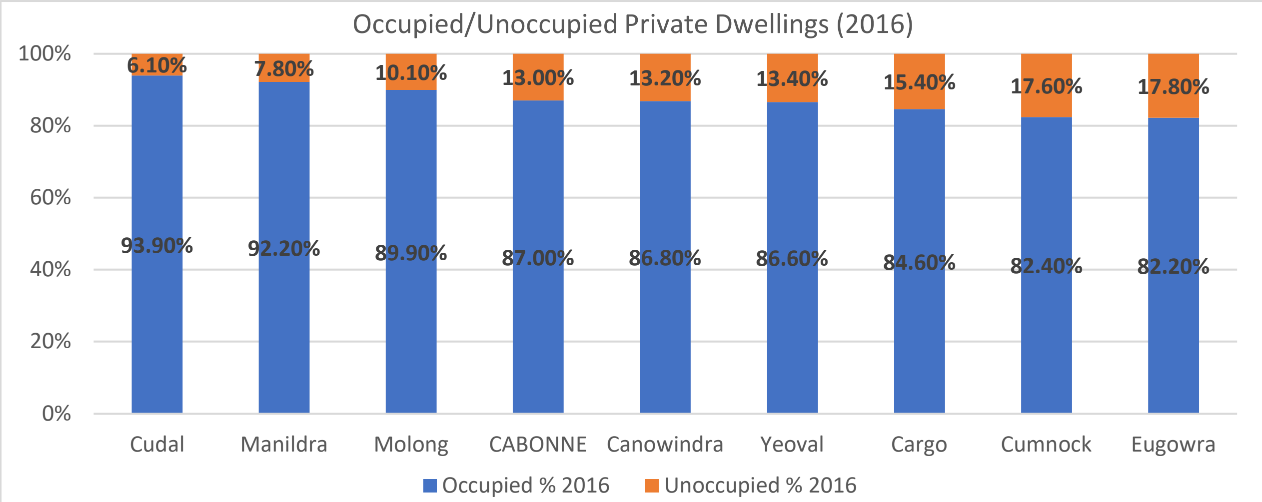


FIGURE 57: OCCUPIED/UNOCCUPIED PRIVATE DWELLINGS (2016 CENSUS).

5.8.8. Public Housing Stock

The Figure below shows that Housing NSW records (for July 2017) that there were only 28 public housing dwellings/stock in Cabonne (Housing Kit). This accords with the 2016 Census data (Community Profile – Cabonne) that lists 30 dwellings pay rent to a state housing authority, all in the $0-224/week category. This is one of the lowest levels in the Central West.

In addition, the NSW Communities & Justice website guide to waiting times for social housing suggests significant waiting times for social housing in 2019 (e.g., Canowindra 2-5 years; Molong 2-10 years; Eugowra 10+ years).

This suggests Cabonne has a low level of public housing stock & this may force people who cannot afford private housing in Cabonne to move outside the Shire. Whilst Council is not a community housing provider at this time, it may seek to facilitate other housing providers to improve these outcomes.

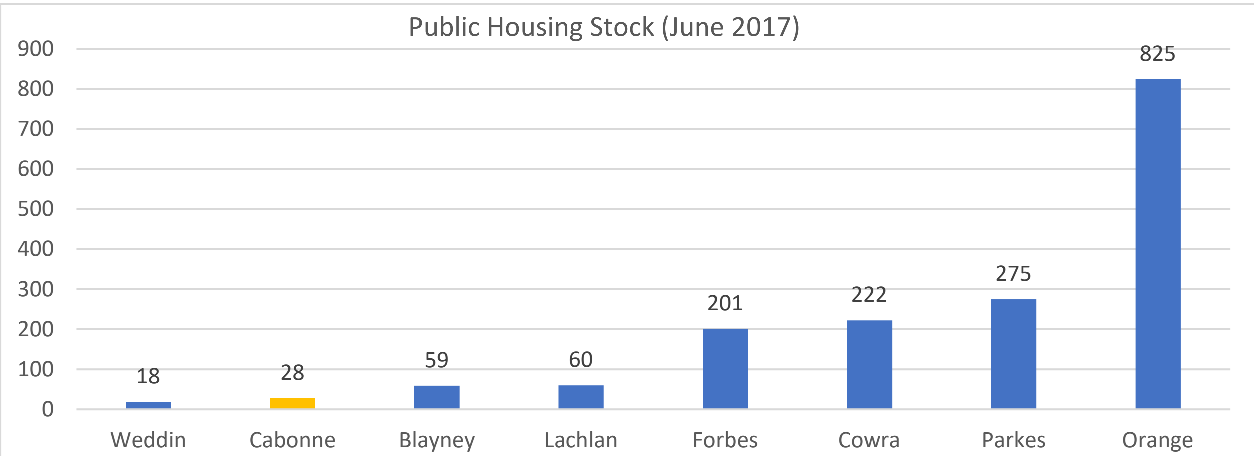


FIGURE 58: PUBLIC HOUSING STOCK AVAILABILITY (JUNE 2017 – HOUSING KIT).

A review of the boarding house register on the NSW Fair Trading website suggests that there are no boarding houses registered in Cabonne (though registration is a relatively recent requirement & doesn't cover all boarding house arrangements). There may be some caravan parks that offer permanent tenant arrangements (e.g., Molong), but this appears limited as a long-term affordable method of housing.

5.8.9. Commonwealth Rent Assistance (CRA)

Rent Assistance is a non-taxable income supplement payable to eligible people who rent in the private rental market or community housing (www.dss.gov.au). In Cabonne in 2016 there were 512 people receiving CRA of which 88 (17%) were in housing stress (comparable % to surrounding rural shires).

5.8.10. Extent of Homelessness

The ABS defines 'homelessness' as (*Homelessness in NSW: Electorate Statistics p.3*), as follows:

> *When a person does not have suitable accommodation alternatives, they are considered homeless if their current living arrangement:*
>
> - *is in a dwelling that is inadequate; or*
> - *has no tenure, or if their initial tenure is short & not extendable; or*
> - *does not allow them to have control of, & access to space for social relations.*

This may include, but it not limited to:

- Persons living in improvised dwellings, tents, or sleeping out;
- Persons in supported accommodation for the homeless;
- Persons staying temporarily with other households;
- Persons living in boarding houses;
- Persons in other temporary lodgings;
- Persons living in crowded dwellings; and
- Persons who are marginally housed in caravan parks.

The ABS estimates homelessness in Cabonne LGA at 21 people in 2011 & 25 people in 2016 (AIHW Housing Data Dashboard- www.housingdata.gov.au – ABS2049.0 – Census of Population & Housing: Estimating homelessness). There is no breakdown at Cabonne level by settlement or by type of homelessness though for the SA3 census boundary of Orange (that includes part of Cabonne) most people were staying temporarily with other households or were in crowded dwellings with limited supported accommodation for homeless or boarding houses.

Whilst these figures are not high in comparison to larger regional cities or metropolitan areas there is still a significant issue & there may be less availability of public housing & support services & wait lists for public housing are long. There is also potential that homelessness is under-reported in rural shires & the lack of information hampers the ability for government to respond.

The homelessness rate in NSW in 2016 sits around 50 people for every 10,000 people & has been increasing each census period, particularly in NSW. It particularly affects vulnerable members of the community including youth, older citizens, those with disabilities, & Aboriginal & Torres Strait Islanders.

5.8.11. Seniors Living & Aged-Care Opportunities

This is reviewed in more detail for each settlement in the **Settlement Options Paper**. Seniors living / aged care opportunities are available in limited numbers in Molong, Canowindra, Eugowra, Yeoval, Manildra & Cudal. There is none known in Cumnock or Cargo & it is not a permissible or likely use in the stand-alone large lot residential areas. The business-model & challenges to facilitating more opportunities is beyond the scope of this Strategy but requires further review & consultation with key stakeholders.

5.8.12. Impact of Tourism & Short-Term Labour

The issue of housing affordability can be exacerbated by take-up of existing housing stock for use as tourist accommodation (see Tourism Section below) & for rentals for short-term labour-intensive projects. These other 'users' may pay a higher premium for housing compared to local rental rates & encourage owners to remove them from normal rental availability.

Discussion with Council officers suggest that in recent times most larger projects (e.g., Molong Solar Farm) have accommodated their workers in Orange & there has been limited flow-on effects to Cabonne. However, this suggests there may be a lack of suitable rental housing stock in Cabonne's settlements or a general desire of workers to be in larger centres.

Without going through tourist accommodation listings in each settlement across multiple platforms it is not possible to see the impact of this on housing supply. It is estimated that there are relatively low levels of tourist accommodation providers that utilise dwellings, except maybe in larger centres like Molong & Canowindra.

Housing Affordability & Rental Supply: Whilst Cabonne as-a-whole may appear to be relatively affordable for housing, the settlements often have lower incomes that the rural areas & there are issues with housing affordability & rental supply across a number of settlements. Cudal, Molong & Manildra have lower levels of unoccupied dwellings suggesting housing & rental supply issues. There is more rental stress in Canowindra, Molong & Yeoval (above the Cabonne average) & less in Eugowra, Manildra & Cumnock (below the Cabonne average). Mortgage stress is greatest in Cargo even though it has higher income. Cabonne has limited public housing stock compared to comparable surrounding LGAs. There is some aged-care supply but it is generally concentrated in Molong, Canowindra, Eugowra & Yeoval. As a result, there are likely to be growing housing affordability issues & this may be exacerbated by some limits to supply as well as dwelling types not matching household needs & being larger/more expensive than needed. This may increasingly push some people out of the Shire & lose essential workers & support services. Council has limited options to influence affordable housing supply but should look to identify suitable land for medium density development close to services & facilitate growth where possible.

5.9. Tourism

Tourism is relevant not only to the attractions & events, but also to both the supply of land for tourism businesses (and flow-on effects to other businesses) as well as use of dwellings for accommodation.

COVID-19 along with the 2019/2020 bushfires may have had some impacts on the measurables for tourism. For that reason, we only show data from the period ending December 2019 (though March 2020 data is available & not significantly different).

The data suggests that total visitors to Cabonne continues to increase to a new calendar year record. In the 2-4 years ending December 2019 there were 182,000 people made up of a new record of 115,000 day-visitors (~63%) & 67,000 domestic overnight visitors, with overseas visitors only making up ~1,230 in 2019. Total visitor nights were steady at around 198,000 nights/ domestic visitors ~164,000 nights. Average length of stay for domestic overnight visitors was around 2.5 nights whereas international visitors was ~17.4 nights.

Assuming an average spend per domestic overnight visitor of $320, total gross expenditure was $21.4 million per annum. Assuming an average spend per domestic day visitor of $85, total gross expenditure was $9.8 million per annum.

However, there has been a slight reduction in the number of visitors coming from Sydney (prior to bushfire/COVID-19) after June 2019 when this had previously been rising steadily since 2015. Domestic travel is expected to increase as travel opens up after COVID-19 & prior to international travel reaching previous levels.

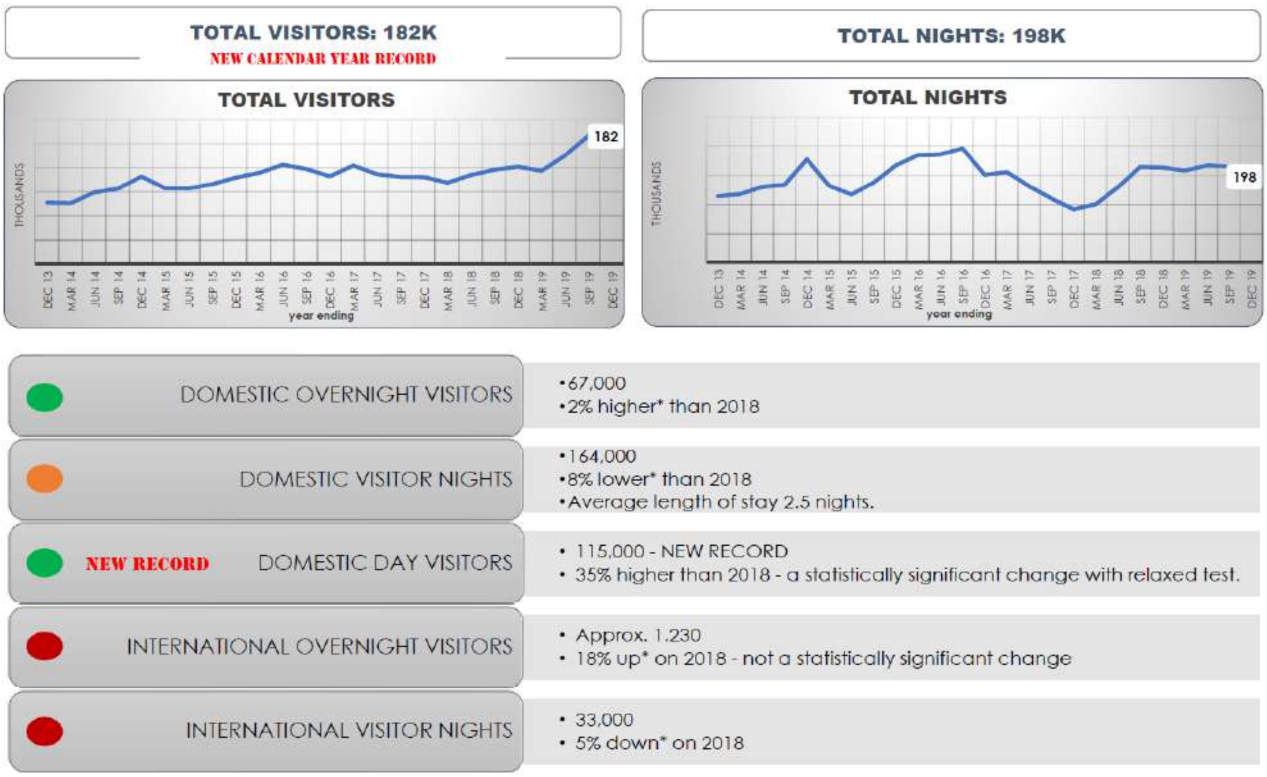


FIGURE 59: CABONNE TOURISM MONITOR (TO PERIOD ENDING DECEMBER 2019).

6. Evidence - Environment

This Section provides an overview of some of the key environmental opportunities & constraints for the Shire & its settlements. A lot of the detail on these issues has not changed since the preparation of the *Cabonne Settlement Strategy 2012* (CSS2012) so it is not replicated in this document. The detailed mapping of any constraints is generally provided in the **Settlement Options Paper** unless they are better viewed at the Shire-scale or have limited constraint on settlement growth. Only those issues relevant to settlements & their growth are covered in any detail.

6.1. Natural Environment & Hazards

6.1.1. Topography

Most of the land within the Cabonne LGA is undulating or hilly. The main topographical points of note include Mount Canobolas (south-east Cabonne); Mullion Range (east Cabonne); & Crokers Range / Herveys Range & Goobang National Park (west Cabonne). It can be seen that most of the key settlements are located away from the steeper slopes & are generally located on key watercourses where water was available. However, Eugowra does have some steeper lands to the north-west that may restrict development & larger lot sizes may be required on land around other settlements such as Molong, Cargo & some of the large lot residential localities.

Topography: Settlement growth should seek to minimise or mitigate development of land on steeper slopes where there is risk of land instability & increasing development costs including cut and/or fill or retaining that can impact on natural drainage. Larger lot sizes may be required.

6.1.2. Major Watercourses/Catchments

The Cabonne LGA is drained by the tributaries of two major river systems, the Macquarie & the Lachlan. Most of the northern & eastern portion of the council area drains northward via the Little & Bell Rivers, Summerhill Creek & Lewis Ponds Creek, all of which join the Macquarie River (outside the LGA). The remainder drains in a westerly to south-westerly direction to the Belubula River & Mandagery Creek systems into the Lachlan River.

As detailed in the Infrastructure Section, the primary drinking water catchment that requires some protection is the catchment for Molong Dam located on Molong Creek & to a lesser extent, Borenore Dam located on Borenore Creek. Molong Creek catchment extends along the western edge of Orange & through lands that are used for a variety of purposes. All watercourses are part of a drinking water catchment for settlements along the Macquarie & Lachlan Rivers though there is less risk of contamination the further development is from these areas.

Drinking Water Catchment: Settlement growth should seek to minimise or mitigate development of land in key drinking water catchments, particularly the Molong Creek/Dam catchment, unless higher standards of water management demonstrate impacts can be avoided or mitigated.

6.1.3. Groundwater

Cabonne is covered by two main geological systems for groundwater which includes the Orange Basalt Area (predominantly to the south of the Orange LGA & in Cabonne out to Borenore & Nashdale) & the Lachlan Fold Belt (which covers most of the rest of the Shire & most of the settlements except Eugowra & part of Canowindra). There is also some Upper Lachlan Alluvium to the south west of Cabonne & Belubula Valley Alluvium to the south.

The NSW Government prepared Environmentally Sensitive Areas – Sensitive Water Resources mapping in 2008 including moderately-high & high groundwater vulnerability areas. These extend across most of the settlements (along key watercourses). Sensitive groundwater is not a major constraint to some limited settlement growth, particularly where the land can be serviced with reticulated water & sewer to minimise groundwater extraction & potential pollution. This mapping is primarily aimed at development (like intensive animal agricultural) with significant potential for contamination of groundwater.

Groundwater: Settlement growth should seek to minimise or mitigate development of land where there is moderately high or high groundwater sensitivity & reticulated water/sewer cannot be provided.

6.1.4. Flooding

All of the larger settlements sit on or near watercourses so flooding or overland flows are often an issue. As the catchment areas above each settlement are limited, flooding can occur in short periods of time & there is little warning.

Flood impacts on settlement are most severe in Molong, Canowindra, Eugowra, Manildra & Cudal due to amount of development in the floodplain (and to a lesser extent in Yeoval, Cumnock, Cargo & Mullion Creek).

However, currently there are only flood studies for Molong, Canowindra & Eugowra. Council is constructing a levee bank along the Puzzle Flat Creek part of Eugowra that may reduce flood potential so Eugowra's flood study will need to be updated.

Flooding: Settlement growth should seek to minimise development of land that has a higher risk of flood potential or significant overland flows. Additional (& updated) flood studies should be prepared or updated as grant funding becomes available & works constructed to minimise flood potential (e.g., Eugowra – Puzzle Flat Creek).

6.1.5. Native Vegetation & Biodiversity

There are significant areas of native vegetation across the Shire, with denser areas to the north-east & west of the Shire where there are a number of national parks, state forests, & environmentally sensitive areas. Perhaps the greatest impact on native vegetation has been through vegetation removal for agriculture, particularly on the fertile soils closer to Orange. However, settlements also impact on sensitive areas.

The NSW Government prepared the *Environmentally Sensitive Areas – Biodiversity & Native Vegetation Overlay* (2008) (see Figure below) and, to the best of our knowledge, this has not been updated. This identifies Ecologically Endangered Communities (EEC) as well as area where a substantial amount of the native vegetation has been removed.

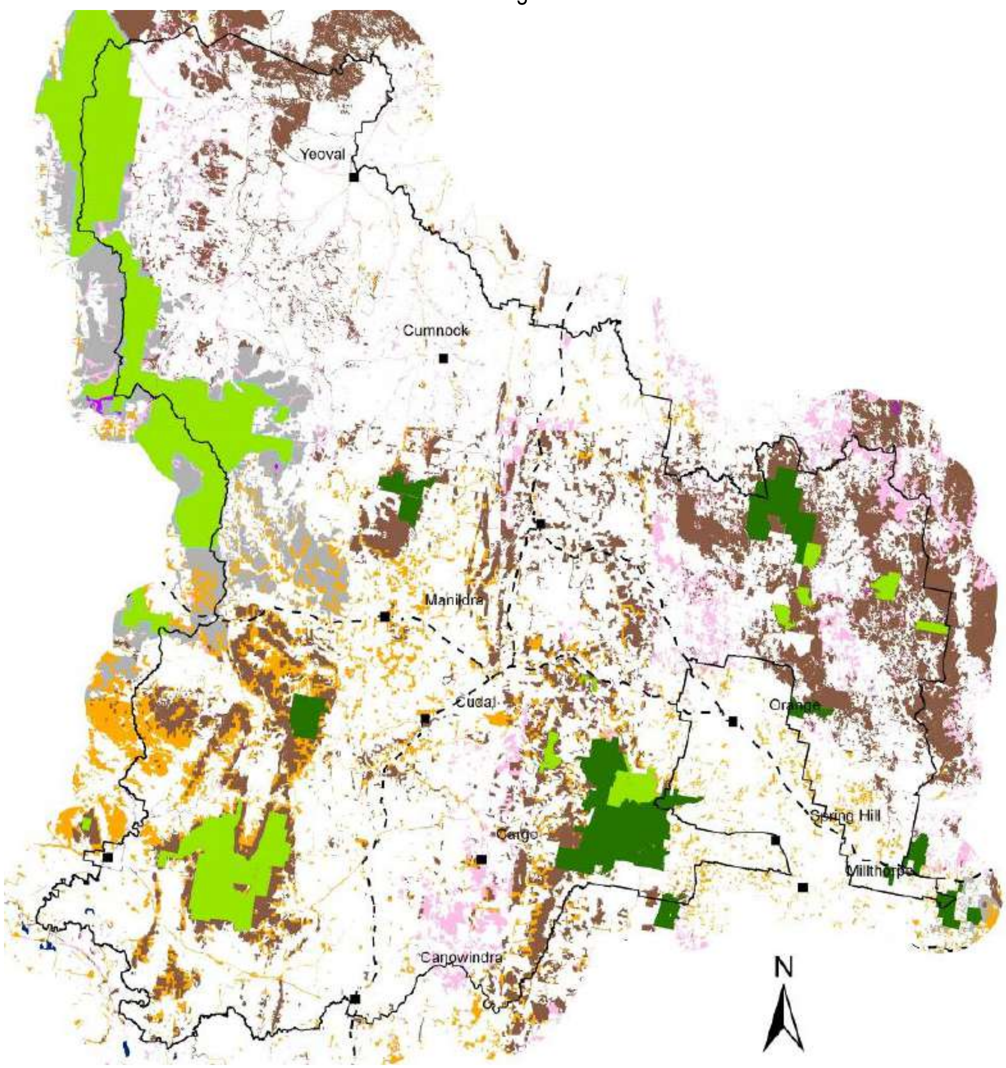


FIGURE 60: ENVIRONMENTALLY SENSITIVE AREAS – BIODIVERSITY & NATIVE VEGETATION OVERLAY (2008) (SOURCE: STATE GOVERNMENT).

This has been supplemented by more recent Biodiversity Map & Native Vegetation Regulatory Maps supporting the *Biodiversity Conservation Act 2016 (NSW), Local Land Services Act* & *State Environmental Planning Policy (Vegetation in Non-Rural Areas) 2018* that seek to minimise & mitigate vegetation removal & may require offset vegetation to be planted.

The NSW Government has previously recommended avoiding intensification of land use & settlement in environmentally sensitive areas (ESAs) & suggested that the following measures should be adopted in developing a new LEP including:

- Implement appropriate environmental zonings;
- Avoid development in remnant native vegetation areas;
- Establish large minimum lot sizes in rural areas;
- Conduct comprehensive environmental studies if areas of high environmental sensitivity occur in sites where there is a strong imperative to intensify land use; &
- Define biodiversity protection & management measures in Development Control Plans.

Native Vegetation & Biodiversity: Settlement growth should seek to minimise or mitigate impacts on land with significant native vegetation & sensitive biodiversity.

6.1.6. Bushfire

The Rural Fire Service (RFS) works with Council to prepare Bushfire Prone Land Maps. The CSS2012 was based on mapping from 2003. RFS has adopted updated mapping in 2014 (Vegetation Classification 1 & 2 plus buffers) that is used in this Strategy. It is important to note that RFS has also provided draft mapping in 2018 that includes grass-land bushfire risk as Vegetation Classification 3 that covers a significantly greater area of the Shire – but this is not yet adopted).

Nearly all the larger settlements are located away from major forested areas but bushfire poses a significant risk for Eugowra, Cargo, & Mullion Creek & large lot residential localities such as Clifton Grove & Summer Hill Creek (to a lesser extent to Molong, Manildra, Cudal, Cumnock, & Yeoval). However, once grass-fire is taken into account all settlements can be affected by bushfire.

Bushfire potential poses a risk to human life & property. In addition, by siting development near bushfire prone lands it can exacerbate native vegetation clearance to create Asset Protection Zones (APZs) to protect development & infrastructure.

Bushfire: Settlement growth should seek to minimise or mitigate development of land with bushfire potential & provide suitable asset protection zones (APZs) that do not require significant vegetation removal.

6.2. Land & Geology

6.2.1. Mineral Potential

Cabonne is located broadly in the geological area known as the Lachlan Orogen Belt which is one of the more metallic mineral provinces in Australia & extends north to Cobar & south to Victoria. It is this mineral belt that has resulted in finding of significant quantities of gold & copper (and other minerals) in the region. The Cadia-Ridgeway (Newcrest) Mine (siting on the LGA boundary with Blayney) is a significant gold & copper mine & a major contributor to the region's economy.

The NSW Government prepared a Mineral Resource Audit Map for Cabonne Shire in February 2010 that was then updated in August 2012 (please see more detailed maps in the **Settlement Options Paper**). In 2014 there was a further update but this only related to coal & petroleum reserves that do not affect Cabonne LGA. This mapping shows there are a number of other major mineral potential resource areas in or near Cabonne's settlements including, but not limited to:

- **Fairbridge South Potential Resource Area** that extends north & south of Cargo & includes the historic Cargo Prospect, Iron Clad Mine & Gold Glad Mine;
- **Amaroo East/West & Fairbridge North Resource Area** that extends from near Borenore, up through Molong to the LGA boundary & includes the Copper Hill resource area & Molong Limestone Quarry;
- **Naringla Potential Resource Area** that extends north & south of Yeoval & includes the Yeoval Mine & Goodrich Mine;
- There are also a number of quarry resources noted around the Shire that provide rock for roads & construction.

Geological Survey of NSW is currently updating this mapping & have provided a preliminary update suggesting there are only a few new major extractive sites at Toogong (gravel), Molong north (limestone) & Canowindra (limestone). Therefore, growth of the main settlements is potentially affected at Cargo, Molong & Yeoval (major resource areas) & there are quarries (existing or historic) in or near to Mullion Creek, Canowindra, Manildra, Eugowra. However, it is important to note that there are Exploration Licences across much of the Shire & new mineral potential is likely to be identified.

The Common Ground website (www.commonground.nsw.gov.au) highlights existing mineral & exploration titles across NSW. This mapping shows that nearly all of Cabonne (excluding areas in the south-west around Eugowra & Canowindra) are covered by either exploration applications (mostly around Cadia & the belt from Canowindra up through Cudal to Molong) or exploration licence. Therefore, most of the settlements could be affected by future mining/extractive industries though it is a lower likelihood they would impact on existing settlements or affect minor growth.

Mineral Potential: Settlement growth should seek to minimise or mitigate development of land with mineral potential, particularly known existing or likely future extractive resource areas to minimise land use conflicts & facilitate extractive industries. Suitable buffers should be provided to extractive industries.

6.2.2. Naturally Occurring Asbestos (NOA)

Naturally Occurring Asbestos (NOA) can occur naturally in rocks & soils, though less than 1% of the land surface of NSW has the potential for NOA within 10m of the land surface. As the Figure below shows, areas with moderate to high NOA potential are generally located to the north & east of Lucknow (east Cabonne Shire) & down into Blayney Shire. The most affected Cabonne settlement is Clifton Grove area. A band of low asbestos potential extends to the north of Orange, east of Molong & up to Wellington. Low potential includes Nashdale, Borenore (north), Molong (east), Mullion Creek (surrounds), Spring Hill (surrounds). Therefore, NOA is not expected to be a significant constraint to growth of Cabonne's main settlements.

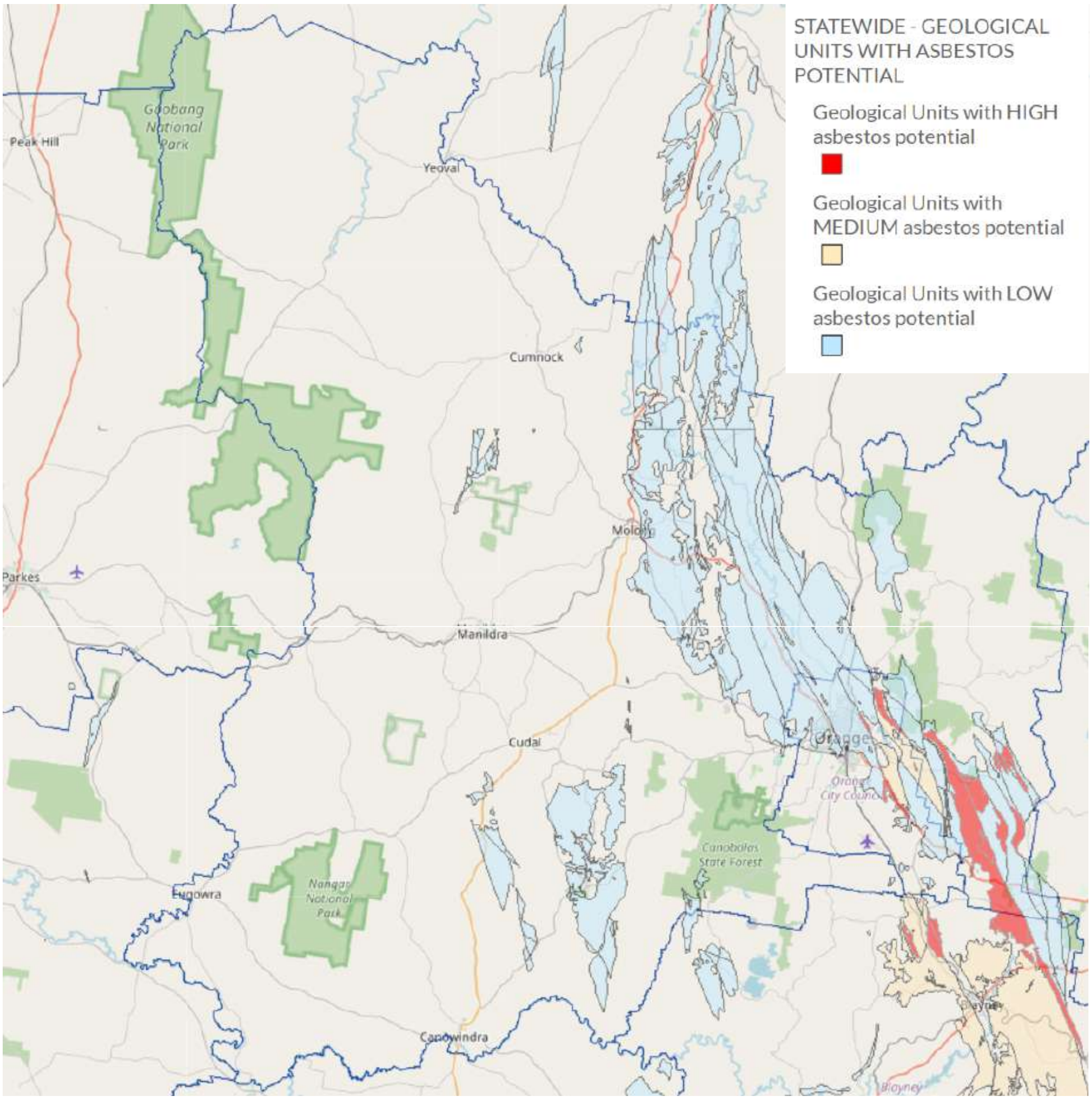


FIGURE 61: MAP OF NATURALLY OCCURRING ASBESTOS FOR CABONNE REGION (GEO.SEED.NSW.GOV.AU).

Naturally Occurring Asbestos (NOA): Settlement growth should seek to minimise or mitigate development of land with potential for NOA, particularly where significant disturbance of soil would be required (e.g. on steeper lands). No existing settlements are in areas of high-risk for NOA at this time.

6.2.3. Karst/Limestone

The NSW Government produced the (2008) *Environmentally Sensitive Areas – Land Overlay* mapping & guidelines (Figure below) including land subject to one or more of the following: steep slopes, shallow soils, salinity, temporary or permanent inundation, high proportion of rock outcrops, high dispersibility & erosion potential or the presence of a karst system (limestone/caves). To the best of our awareness, the mapping has not changed since the CSS2012.

One of the relevant constraints on this mapping is the extent of 'karst' or limestone deposits that cause constraints in the form of significant limestone rocky outcrops or underground cave systems with potential instability. The karst extent generally extends in a narrow belt from south of Cargo, up through Molong & to the east of Cumnock up towards Wellington. It mostly only affects Molong.

> **Karst:** Settlement growth should seek to minimise or mitigate development of land with significant karst constraints, particularly where excavation is required for services or larger building are required. This particularly affects expansion around Molong.

6.2.4. Salinity

As the Figure above shows, salt affected land across Cabonne occurs along a large number of watercourses, particularly in the northern half of the Shire (including Yeoval, Cumnock, Molong, Manildra, & Cudal). There is also a high salt load in the Lachlan River catchment and, in particular, in the Belubula River & its tributaries below Carcoar Dam.

This poses a very potential salinity hazard & could affect settlements along these watercourses including Canowindra but it is particularly damaging to the aquatic environment & salt-sensitive irrigated plants & viticulture. Attempts should be made to avoid increasing the salinity through appropriate stormwater & drainage management in each of the settlements & through improved riparian corridor ecology & environmental outcomes.

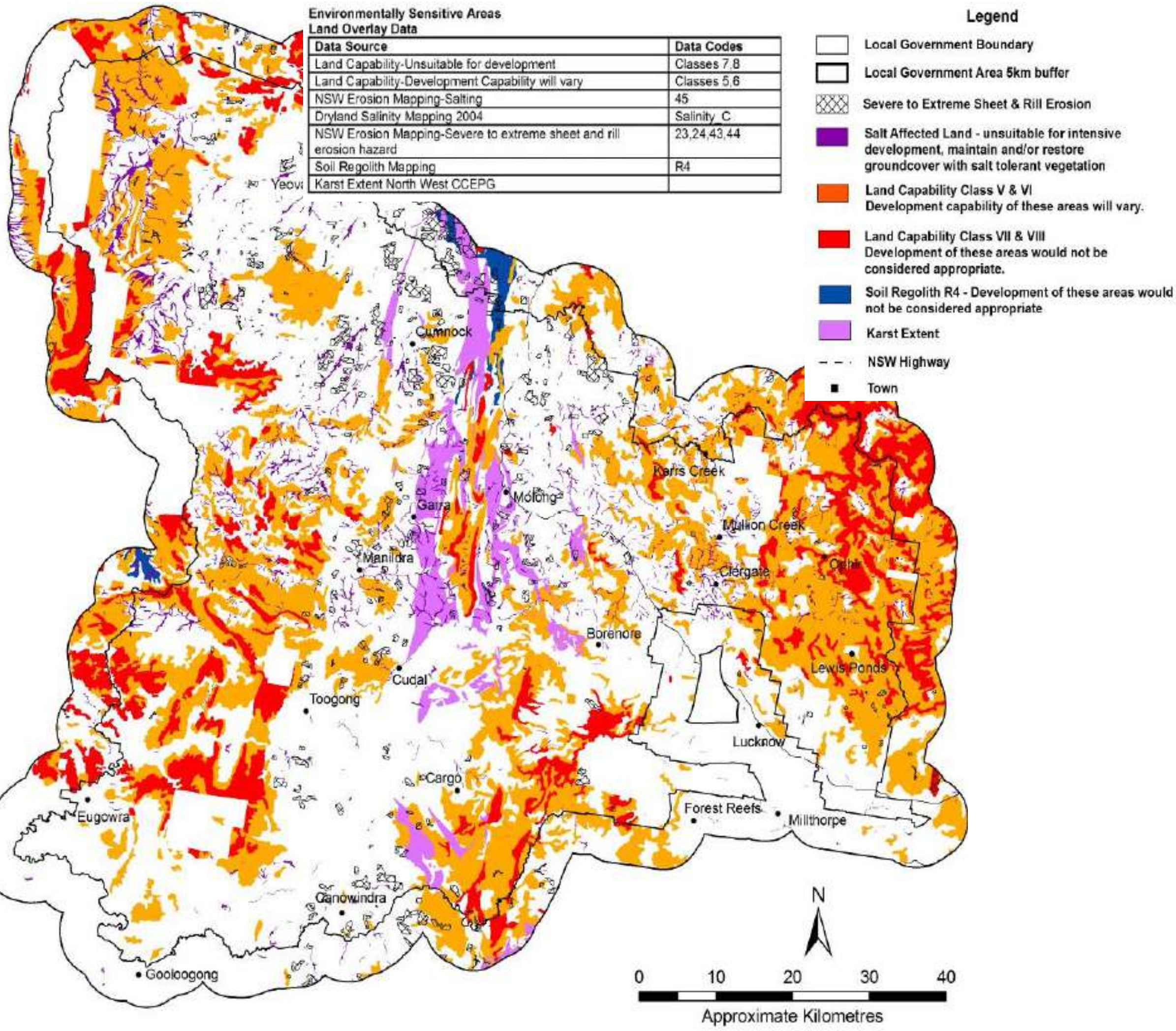


FIGURE 62: ENVIRONMENTALLY SENSITIVE AREAS – LAND OVERLAY (2008) FOR CABONNE (SOURCE: NSW GOVERNMENT).

6.2.5. Contaminated Land

Soils can also be contaminated by human land uses which can affect the future use of these lands unless the contamination is removed & the site remediated. The process for assessing contamination is set out in *State Environmental Planning Policy No.55 (Remediation of Land*) ('SEPP55') that was updated in 2018.

Councils are encouraged to identify & manage contaminated land & SEPP55 sets out a list of land uses that are likely to require further review for contaminated land. Council is able to register contaminated sites on a Contaminated Land Register under the *Contaminated Land Management Act* 1997. Not all contaminated sites are required to be placed on this register. As of August 2020, there are only two (2) sites on this Register, both in Molong (the BP Service Station on Gidley St; Former Gasworks on Hill St). This is unlikely to be a complete list of contaminated sites in the Shire.

Contamination must be assessed during any rezoning of land or development application on that land, particularly where it is changing the use. Remediation of contaminated sites can be a significant cost & barrier to redevelopment. However, contamination is unlikely to be a major constraint to development in most settlements.

Contamination: Settlement growth should seek to minimise or mitigate development of land with potential for contamination, particularly where the intended use if for residential purposes, unless the land is likely to be remediated.

6.2.6. Agricultural Potential

Agriculture obviously underpins much of the economy both in Cabonne & the region. This is partly covered in the 2020 Subregional (Rural & Industrial) Strategy. As this is an urban settlement strategy it is not primarily concerned with land uses in rural areas of the Shire. However, where settlements interface with or are intending to grow into rural lands then the value of those rural lands & potential land use conflicts must be assessed. Also, as agriculture is Cabonne's largest employer & economic sector – land use planning should facilitate & reduce conflicts with higher quality agricultural land.

This LPIP doesn't seek to reproduce the detailed analysis of the economic & employment importance of agriculture. However, the most recent synopsis is the Department of Primary Industries (DPI) (August 2020) *Agriculture Industry Snapshot for Planning – Central Tablelands Sub Region* ('Snapshot') & this builds on the RCMG (2019) *Draft Central West Orana Agricultural Development Strategy* & RMCG (July 2019) – *NSW Central West Food & Fibre Strategy* (see additional documents in *Section 7.2 Relevant Policy List*).

The Snapshot shows Cabonne has the highest Gross Value Product (GVP) of the Central Tablelands worth $187 million in 2016/2016 dominated by beef, broadacre crops & wool. Historic land use planning & fragmentation, the regulatory complexity, land use conflict, critical mass, climate change & biosecurity are highlighted as some of the key challenges for agriculture. The role of this Strategy is to manage the consumption & interface with agricultural lands to give priority to agriculture as Cabonne's main economic contributor.

There are a number of different agricultural land use mapping resources in NSW. For full details see Department of Primary Industries (Feb 2017) Primefact 1538 – *Agricultural Land Use Mapping Resources in NSW – User's guide* with key methods used in this Strategy summarised below. What is clear, however, is that all mapping resources only generally work at a larger scale & have limitations when applied at the property scale.

In addition, some maps are based on biophysical factors (e.g. soil, water, landform) that is not relevant to all types of agriculture. However, this Strategy has assumed that higher quality soils & better biophysical factors are resources that should be given considerable weight in assessing urban proposals. However, if mapping at property scale is less reliable, small incursions into higher quality land at the existing fringes of urban settlements is unlikely to have a significant impact. Only Nashdale & Borenore sit within the Towac Soil Landscape/LSC Class 2 lands protected in the 2020 Subregional Strategy.

Note: *Critical Industry Cluster (CIC) mapping & Regional Farmland Mapping are other methods but do not apply to the Central West or Cabonne.*

6.2.6.1. Land & Soil Capability (LSC)

Land & Soil Capability (LSC) Maps are classified into eight (8) classes based on a range of agricultural practices that can be sustained, ease of management & risk of degradation. Factors include, but are not limited to, soils & climate. The LSC Maps provide a guide to the capability of the land & the broad identification of soil management problems. However, these maps are not suitable for site assessment at the property scale. Also, it is less applicable for intensive agricultural or non-soil reliant industries (e.g. poultry). These maps are reviewed in the **Settlement Options Paper** for each settlement. Generally, Class 1 soils are limited to the floodplains around Canowindra & there are only limited areas of Class 2 soils across Cabonne - these are the soil types warranting the higher levels of protection. Class 3 is more extensive but impacts more settlements.

This was the method used in the *Environmentally Sensitive Areas – Land Overlay* (2008) (Figure above) where the NSW Government has mapped Land Capability Class V, VI, VII, & VIII areas that are generally poorer quality soils that are easier to erode & may be limited in development potential (particularly for more intensive forms of agriculture). Lower quality soils may suggest lower agricultural potential & allow for some urban growth in these areas where erosion can be avoided or minimised.

6.2.6.2. Biophysical Strategic Agricultural Land (BSAL)

Biophysical Strategic Agricultural Land (BSAL) mapping was introduced to identify the most valuable farming land, particularly, but not exclusively, for broad acre cropping. These lands are based on biophysical criteria for the best quality soil & water resources, topography, & capability of sustaining high levels of agricultural productivity with minimal management. In Cabonne, these largely align with the LSC Class 3 lands to the south of Orange & east of Molong (but do not include all of these lands) (see 2020 Subregional Strategy Figure.7 BASL). These maps are at a high scale & are not necessarily accurate at site level – requiring site verification. It does not identify land for industries that are not highly soil dependent (e.g. intensive agriculture) nor for extensive grazing industries.

These were given legal effect through the *State Environmental Planning Policy (Mining, Petroleum Production & Extractive Industries) 2007* ('Mining SEPP') in an effort to protect valuable farming land from the impacts of state significant mining & coal seam gas. See Figure below for BSAL in Cabonne.

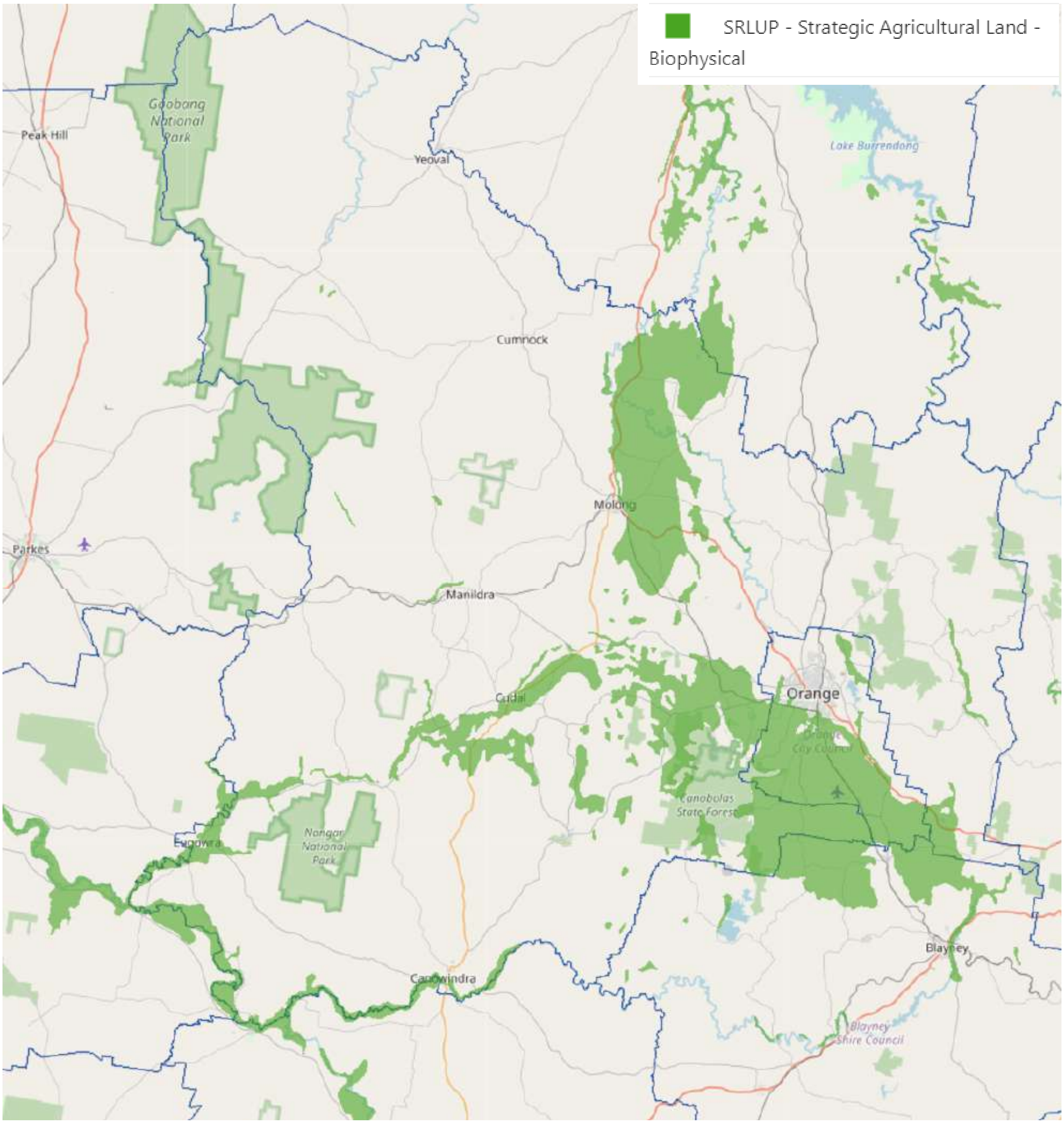


FIGURE 63: EXCERPT FROM BSAL MAPPING FOR CABONNE LGA (GEO.SEED.NSW.GOV.AU).

In summary, BSAL land is identified in a number of major areas:

a) A significant area from the north of Mount Canobolas around the south of Orange to Spring Hill & Millthorpe;
b) An area extending east of Molong & the Mitchell Highway up to Cabonne's northern boundary;
c) From Eugowra to Canowindra along the Belubula/Lachlan Rivers;
d) In a band from Eugowra up through Cudal to Borenore;
e) Small belt along the creek north-west of Manildra.

Yeoval, Cumnock, Cargo & areas north of Orange LGA are largely unaffected.

6.2.6.3. Central West Pilot Agricultural Study

In 2012, the Department of Primary Industries completed a pilot study for agricultural mapping for the Central West region including Forbes, Cabonne, Orange & Blayney local government areas. In particular it produced mapping & fact sheets for beef farming, cropping, dairy, horticulture, intensive animal farming, sheep meat & wool (see figures below). The mapping identifies far more land than the BSAL maps & is includes a wider range of factors than the LSC Maps. Therefore, it is more likely to identify lands around settlements.

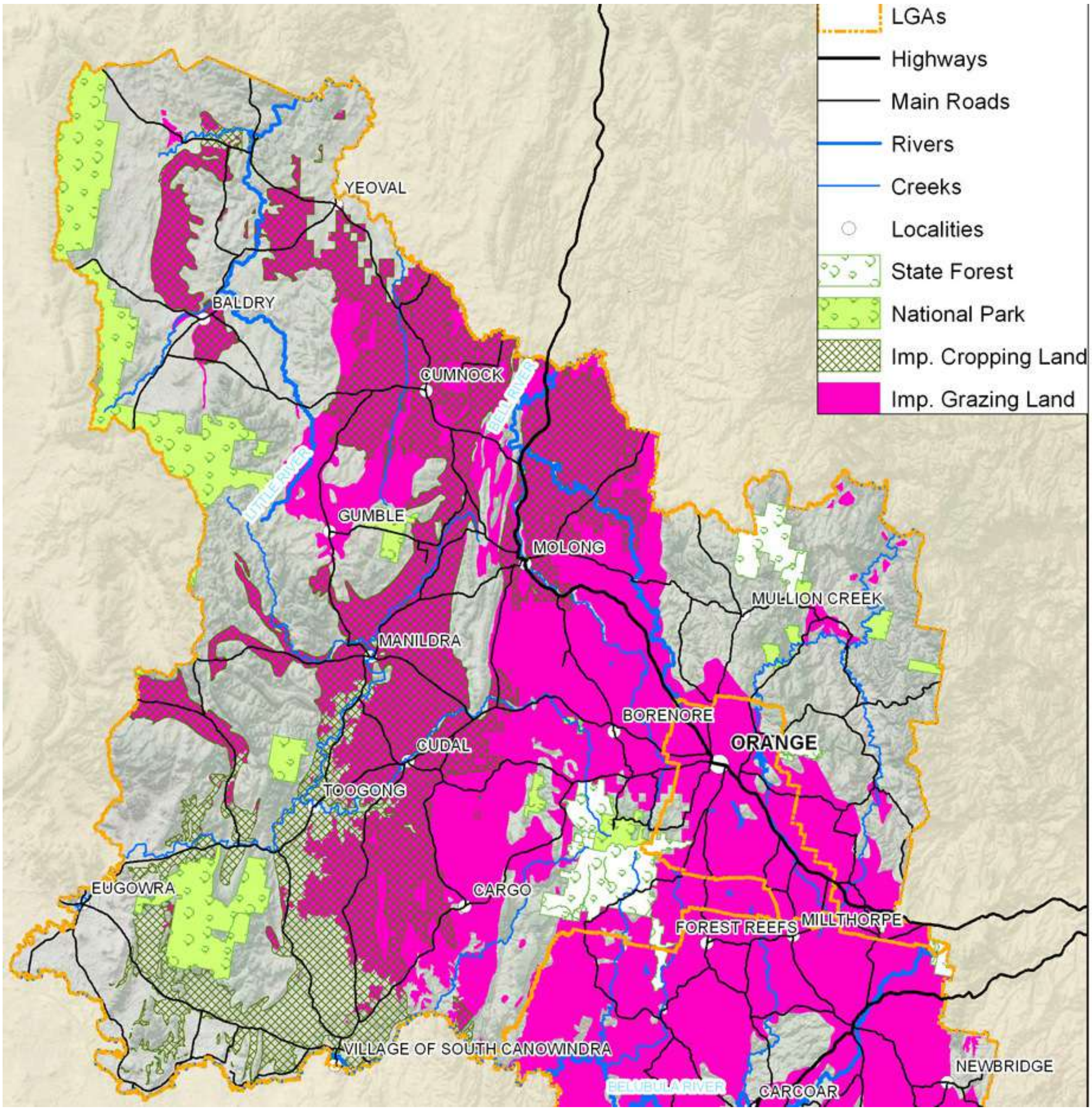


FIGURE 64: IMPORTANT GRAZING & CROPPING LAND (DPI 2012 CENTRAL WEST PILOT STUDY).

As the Figure above, shows, important grazing land is mostly located in the belt around Orange extending out to Cumnock, Manildra, Cudal, Cargo, Molong, Spring Hill & Borenore. There is a small pocket of land around Mullion Creek. Important cropping land extends west of Molong & Cargo to include Cumnock, Cudal, Manildra & down to Canowindra & near Eugowra. Therefore, nearly all key settlements are affected.

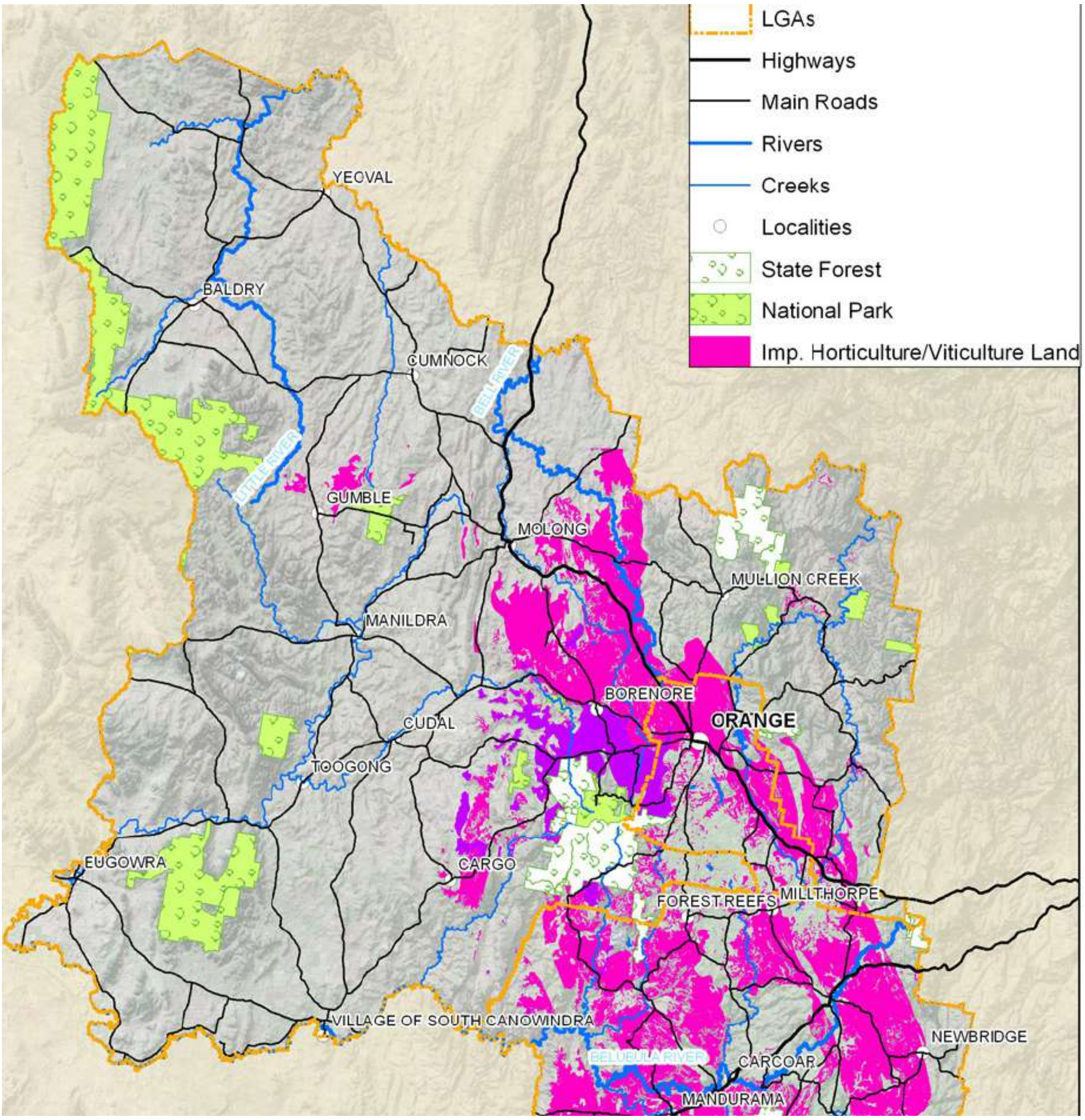


FIGURE 65: IMPORTANT HORTICULTURE & VITICULTURE LAND (DPI 2012 CENTRAL WEST PILOT STUDY).

As the Figure above shows, important horticulture/viticulture land is mostly located on the higher elevations around Orange extending out to Molong & Cargo. It has no effect on western settlements such as Yeoval, Cumnock, Manildra, Cudal, Eugowra or Canowindra, & little effect up around Mullion Creek.

As the Figure below shows, important medium wool lands are mostly wrapped around Orange extending out to Cumnock, Molong, Cudal & Cargo. Important fine wool lands wrap around the western & northern areas of the Shire.

Therefore, in effect there is some aspect of important agricultural land affecting nearly every one of the settlements in Cabonne. Therefore, the impacts on agricultural land should be minimised but must also be balanced with reasonable needs for growth of each settlement.

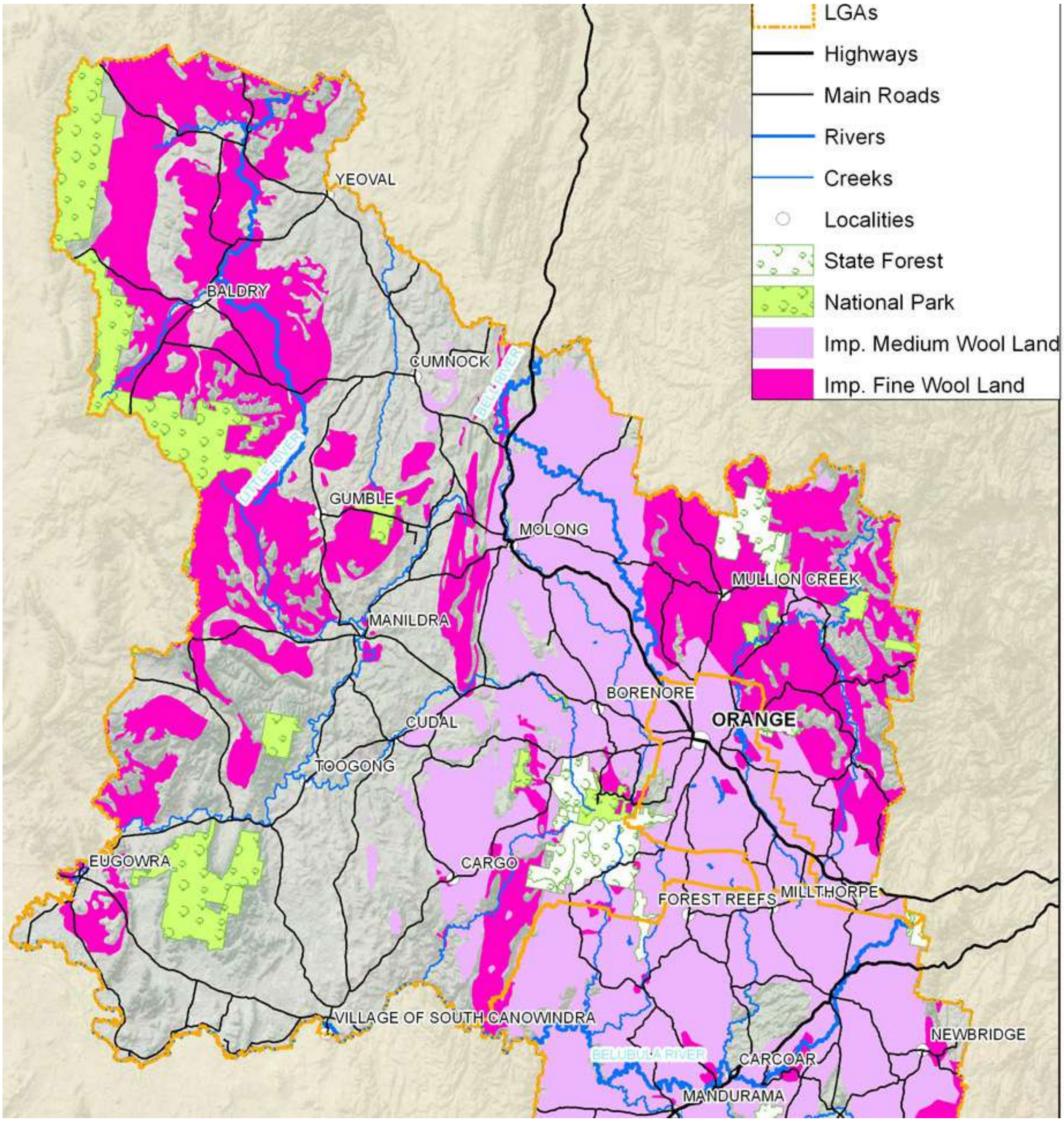


FIGURE 66: IMPORTANT WOOL PRODUCTION LAND (DPI 2012 CENTRAL WEST PILOT STUDY).

6.2.6.4. Important Agricultural Land (IAL)

The NSW Government is currently preparing mapping of Important Agriculture Land (IAL) across NSW for strategic planning, regional & local environmental planning & regional economic development. IAL is the existing or future location of local or regionally important agricultural industries or resources. It focusses on the range of factors important to the predominant or leading agricultural industries rather than focussing entirely on biophysical factors such as soils for which some industries have little or no reliance. Importantly, it includes those industries not primarily or solely dependent on productive soils, such as poultry or protected cropping. However, due to scale limitation IAL maps are not suitable for assessing development proposals or for property specific planning purposes. Until the IAL mapping is available, the Central West Pilot Study is the equivalent.

Agricultural Potential: Settlement growth should seek to minimise or mitigate development of land that has a high-potential for agricultural use/are important agricultural lands or to substantially increase the interface with active agricultural activities unless it is already significantly developed or fragmented & the agricultural impact can be minimised.

6.2.6.5. DPI Update & Feedback

In January 2021 DPI Agriculture have issued a letter stating that the IAL mapping project is on hold until there is further consultation on the Right to Farm Policy in 2021 & its integration into the NSW land use planning framework but draft mapping could be made available. Regional Agricultural Industry Snapshots were highlighted.

Feedback on the Draft Strategy from DPI Agriculture only noted that some agricultural enterprises (including intensive industries) prefer lower quality resources especially soils, e.g. the fine wool industry to the north east of Cabonne & the western area near Manildra & Yeoval, but this is largely captured in the Pilot Study mapping noted above. The climate especially in the Canobolas area is also a key overlay for agriculture.

6.3. Summary for Settlements

The Table below provides an indicative summary of the impact of environmental constraints on the key settlements in Cabonne arising from this Strategy. HIGH indicates a high level of constraint (less development potential) & LOW is a low level of constraint (easier development potential). For the eight (8) largest settlements this has not changed significantly since CSS2012 except that in CLEP2012 some flood prone land was removed from the village zone in Yeoval, Cumnock & Cudal. The additional large lot residential settlements/localities have been added.

Settlement	Slope	ESA Water	ESA Lands	Biodiversity	Bushfire	Flooding	Minerals	SUMMARY
Molong	Med-High	Med-High	Med-High	Med	Low-Med	Med-High	Med-High	**Med-High**
Canowindra	Low	Med	Low-Med	Low	Low	Med	Low-Med	**Low-Med**
Eugowra	Med-High (west only)	Med-High	Med	Med	Very High (west only)	Very High	Low-Med	**High**
Manildra	Low	Low-Med	Med	Med	Low-Med	Med	Low-Med	**Med**
Cudal	Low	Med	Med	Med	Low-Med	Low-Med	Low-Med	**Med**
Yeoval	Low	Med	Low-Med	Low-Med	Low	Low-Med	Med-High	**Med**
Cumnock	Low	Med	Low-Med	Low	Low	Low-Med	Low-Med	**Med**
Cargo	Low	Low	Low-Med	Med-High	Med-High (west only)	Low-Med	Med-High	**Med**
Spring Hill (Zone R5 only)	Low	High	Low-Med	Med	Low	Low	Low	**Low-Med**
Mullion Creek	Low-Med	High	Med	Med	Med-High	Low-Med	Low	**Med**
SA5	Med	High	Med	Med	Med-High	Low-Med	Low-Med	**Med**
Windera	Low-Med	Low-Med	Low-Med	Med	Low	Low	Low	**Low-Med**
SA6	Med	High	Med	Med-High	Low-Med	Low-Med	Low	**Med**
Clifton Grove & SA3	Low-Med	Low-Med	Med	Med	High	Low	Low-Med	**Med**
Summer Hill Creek	Low-Med	Low-Med	Med	Med	Very High	Low	Low	**Med-High**
SA4	Med	Med-High		Low-Med	Med-High	Med	Low	**Med**

TABLE 1: SUMMARY OF THE ENVIRONMENTAL CONSTRAINTS FOR GROWTH OF EACH SETTLEMENT IN CABONNE.

Environmental Opportunities & Constraints: Several settlements are significantly constrained by natural hazards & environmental issues, particularly Eugowra (flooding & bushfire), Molong (flooding & karst) & some of the stand-alone large lot residential (bushfire). Settlement growth should seek to avoid, or minimise/mitigate against these impacts. Most of the remaining settlements have moderate constraints. A key issue for expansion of any urban area is the impact on agricultural lands & production, so expansion should only occur when infill opportunities are exhausted/not available/constrained & impacts on agriculture can be minimised.

7. Planning Policy & Context

It is important that this Strategy responds to the Policy context for land use in Australia, NSW & the Region. This Section complies with the *Local Housing Strategy Guideline* (2018) Template - Section 1.2 – Planning Policy & Context.

Planning Policy & Context: This Strategy is capable of being consistent with (& reinforces the key principles of) the planning policies that provide the framework for land use growth in NSW, the Central West & Orana Region & Cabonne.

7.1. Policy Hierarchy

It is important to understand the hierarchy of planning policy that is relevant to this Strategy. The Figure below shows that this Strategy would sit at the 'Local Government Area' level & should generally be consistent with the (Central West & Orana) Regional Plan & State Plans.

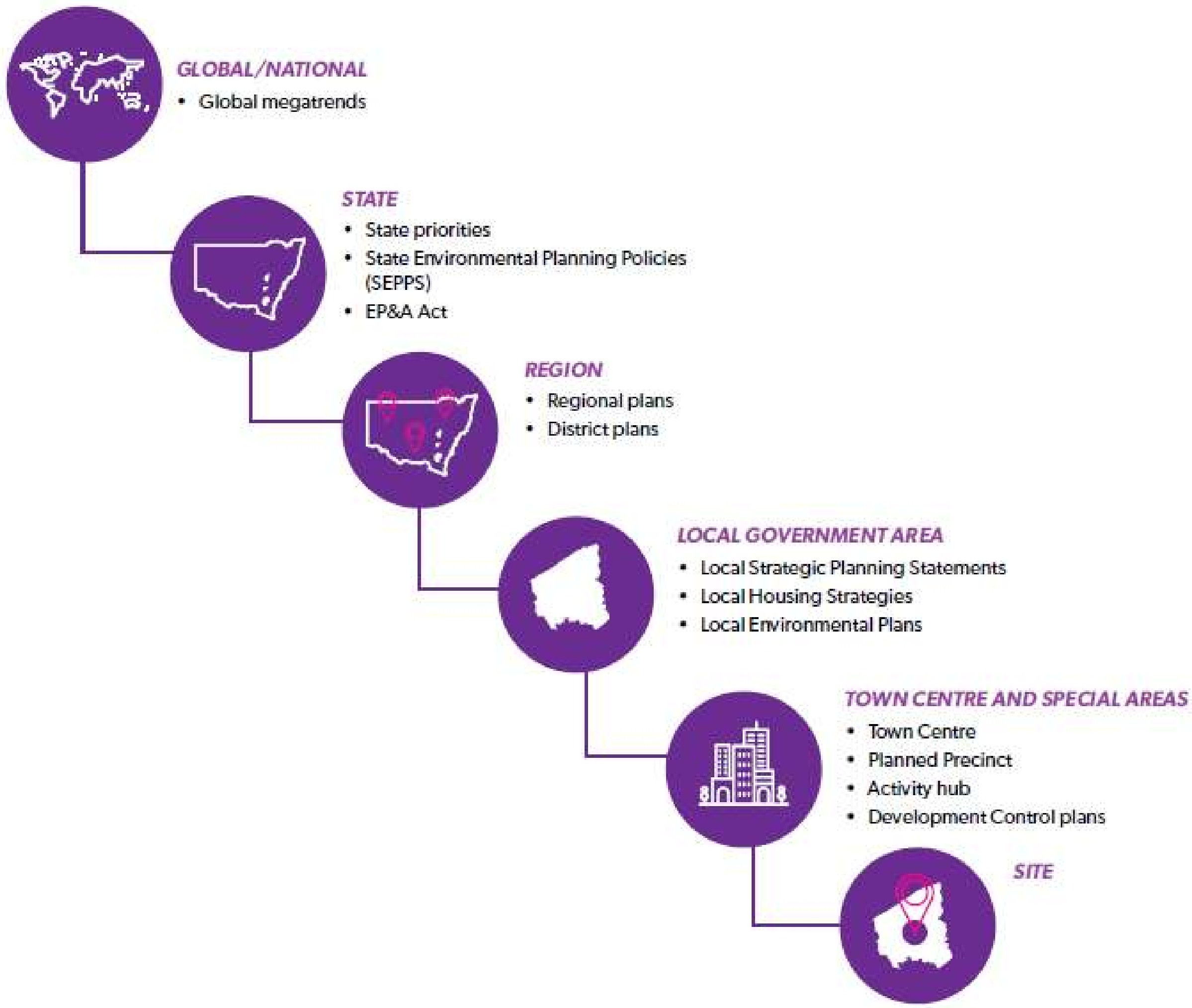


FIGURE 67: EXAMPLE OF PLANNING POLICY HIERARCHY FROM LOCAL HOUSING STRATEGY GUIDELINE (SOURCE: FIGURE.2).

7.2. Relevant Policy List

The following is a list of some of the documents that are relevant to this Strategy at each level in the hierarchy. The key documents (highlighted in bold) are then reviewed & addressed in more detail in the Sections below.

7.2.1. State (NSW) & Regional Legislation & Planning Policy

1. ***Environmental Planning & Assessment Act* 1979 (EP&A Act) & Ministerial Directions in Section 9.1 of EP&A Act**
2. **State Environmental Planning Policies ('SEPPs')**
3. **NSW (2018) *Local Housing Strategy Guideline* (LHS Guideline)**

7.2.2. State (NSW) Plans & Strategies

1. **NSW Dept. of Premier & Cabinet (2011) *NSW 2021: A Plan to Make NSW Number One* & Premier's Priorities**
2. **NSW (July 2018) *A 20-Year Economic Vision for Regional NSW***
3. **NSW (2020) *A Housing Strategy for NSW – Discussion Paper***
4. **Infrastructure & Economic Growth Policies**
   - 4.1. *NSW State Infrastructure Strategy* 2018-2038
   - 4.2. TfNSW (March 2018) *Future Transport Strategy 2056*
   - **4.3. TfNSW *Regional NSW Services & Infrastructure Plan***
   - 4.4. TfNSW (2018) *NSW Freight & Ports Plan 2018-2023*
   - 4.5. TfNSW (2015) *Newell Highway Corridor Strategy*
   - 4.6. TfNSW *NSW Tourism & Transport Plan*
   - 4.7. TfNSW *Road Safety Plan 2021*
   - *4.8. Digital NSW: Designing our Digital Future*
5. **Economic Growth Policies**
   - *5.1. NSW 2040 Economic Blueprint*
   - 5.2. NSW Productivity Commission: *Kickstarting the Productivity Conversation*
   - 5.3. *20-year Economic Vision for Regional NSW*
6. **Agriculture Policies**
   - **6.1. NSW *Right to Farm* Policy (2015)**
   - **6.2. *Maintaining Land for Agricultural Industries Policy* (2011)**
   - 6.3. NSW (2014) *Agriculture Industry Action Plan*
7. **Environmental Policies** (addressed in Environmental Section of this Report)
   - 7.1. Former DECCW (2008) Map/Guideline- *Environmentally Sensitive Areas – Sensitive Water Resources*;
   - 7.2. Former DECCW (2008) Map/Guideline- *Environmentally Sensitive Areas – Land Overlay*;
   - 7.3. Former DECCW (2008) Map/Guideline- *Environmentally Sensitive Areas – Biodiversity & Native Vegetation Overlay*;
   - 7.4. NSW Government (2015) *Mapping of naturally occurring asbestos in NSW – known & potential for occurrence* & the mapping on the SafeWork government website;
   - 7.5. NSW Government (2012) *Mineral Resource Audit* map & guidelines (update in 2014 not relevant to Cabonne LGA);
   - 7.6. NSW Government/Rural Fire Service (2014) *Bush Fire Prone Land Map* (for Cabonne LGA) & Draft (2018) mapping.
   - 7.7. NSW Waste Strategy – Discussion Paper
8. **Communities & Housing**
   - 8.1. *NSW Ageing Strategy* 2016-2020
   - *8.2. Future Directions for Social Housing in NSW*
   - 8.3. *NSW Homelessness Strategy* 2018-2023
   - 8.4. *Strong Family, Strong Communities: A Strategic Framework for Aboriginal Social Housing in NSW* 2018-2028
   - 8.5. NSW (2016) *Future Directions for Social Housing*

9. Urban Design Policies

9.1. TfNSW/NSW Government Architect *Movement & Place* Framework

9.2. GANSW (June 2020) *Urban Design for Regional NSW*

9.3. NSW Government (Feb. 2019) *Local Character and Place Guideline*

9.4. GANSW (2017) *Better Placed: An integrated design policy for the built environment of NSW* - supplemented by - Strategy for Action, Evaluating Good Design, & Implementing Good Design

9.5. GANSW (2017) *Greener Places* – to guide the design, planning & delivery of green infrastructure across NSW

9.6. GANSW (2018) *Good Urban Design* (draft)

9.7. GANSW (2019) *Design Guide for Heritage*

7.2.3. Regional

1. **Central West & Orana Regional Plan 2036 ('CWORP)**
2. *Currently being prepared* – TfNSW *Central West & Orana Regional Transport Plan*
3. RMCG (2019) *Draft Central West Orana Agricultural Development Strategy*.
4. RMCG (July 2019) – *NSW Central West Food & Fibre Strategy*.
5. DPI (August 2020) *Agriculture Industry Snapshot for Planning – Central Tablelands Sub Region*
6. *Agribusiness Diversification & Value-Added Manufacturing Options Paper* (June 2018)
7. RDA (Central West) (Sept 2016) *Value Adding to Agriculture in Central West NSW*
8. NSW Trade & Investment (2015) *Economic Profile Central West & Orana*
9. PWC/TfNSW (2015) *Containerised cargo demand assessment: Central West NSW*
10. Central Tablelands Water Upgrade Program (CTW Annual Plans)
11. Former OEH (now BCD) (2012) *The land & soil capability assessment scheme*
12. Destination NSW – *Destination Management Plan* (Country & Outback NSW) 2018-2020
13. Central NSW Councils – 2016-2017 *Destination Management Annual Update & Action Plan* (2016)

7.2.4. Sub-Regional

1. **GHD (2008) Blayney Cabonne Orange -*Sub-Regional Rural & Industrial Lands Strategy* ('2008 Subregional Strategy')**
2. **Draft *Sub-Regional Rural & Industrial Lands Strategy* 2019-2036 ('2020 Subregional Strategy')**
3. **DPC / AgEconPlus Consulting (2018) *Orange, Blayney & Cabonne Regional Economic Development Strategy 2018-2022* ('REDS')**
4. *Think Orange Region: Region Prospectus 2019*

7.2.5. Cabonne

1. ***Cabonne Local Strategic Planning Statement* 2020-2040 ('LSPS')**
2. ***Cabonne Community Strategic Plan* ('CSP')**
3. **Constructive Solutions Pty Ltd (April 2020) *Active Transport Plan – Pedestrian Access & Mobility Plan* (PAMP)**
4. ***Cabonne Settlement Strategy* (2012)**
5. *Canowindra Mainstreet Precinct – Issues Paper – June 2020*
6. David Scobie Architects - *Draft Gaskill Street: Main Street Heritage Study*
7. *Molong Town Centre Issues Paper- April 2020*
8. Echelon (2011) *Climate Change Risk Assessment – Adaptation Report*
9. DPI (2010) *Mineral Resource Audit – Cabonne LGA*
10. OEH (2008) *Environmentally Sensitive Areas Mapping*

7.2.6. Local Planning Controls

1. ***Cabonne Local Environmental Plan 2012*** **('CLEP2012')**
2. A range of Development Control Plans (DCPs) that are mostly out-of-date & will shortly be replaced
3. Contributions Plan(s) (currently being reviewed)

7.2.7. Demographic Data Sources

1. ABS – Census
2. DPIE Population & Dwelling Projections
3. NSW Communities & Justice – NSW Local Government Housing Kit & ABS Data
4. NSW Communities & Justice – Rent & Sales Report
5. Housingdata.gov.au
6. Population Explorer 2006-2011
7. .IDs demographic resources
8. SEED Portal (Sharing & Enabling Environmental Data in NSW)
9. BOSCAR – NSW Bureau of Crime Statistics & Research (Downloaded Cabonne – Stable)
10. RMS Traffic Data

7.3. State Legislation & Planning Policies

7.3.1. Environmental Planning & Assessment Act 1979 (EP&A Act)

Recent reform to the EP&A Act has highlighted the need for local government to focus on evidence-based planning through appropriate planning strategies that encourage locally-supported decision-making. This Strategy will seek to address that requirement, particularly in line with the NSW Government (DPIE 2018) *Local Housing Strategy Guideline* (addressed below).

The Minister under Section 9.1 of the EP&A Act is able to issue directions that apply to matters that will affect the preparation of local environmental plans & rezoning proposals. Whilst it is not mandatory to address it during preparation of strategic land use plans, it makes sense that if changes are recommended to the relevant zone boundaries or land use that the Directions should be considered & any variation from the Direction must generally be justified by a strategy/study.

Section 9.1 Directions		Objectives	Applicable to this Strategy
1. Employment & Resources			
1.1	Business & Industrial Zones (1 May 2017)	a) Encourage employment growth in suitable locations, b) Protect employment land in business & industrial zones, & c) Support the viability of identified centres.	YES. This needs to be addressed for businesses & employment within key settlements.
1.2	Rural Zones (14 April 2016)	a) Protect the agricultural production value of rural land, b) Facilitate the orderly & economic use & development of rural lands for rural & related purposes, c) Assist in the proper management, development & protection of rural lands to promote the social, economic & environmental welfare of the State, d) Minimise the potential for land fragmentation & land use conflict in rural areas, particularly between residential & other rural land uses, e) Encourage sustainable land use practices & ensure the ongoing viability of agriculture on rural land f) Support the delivery of the actions outlined in the New South Wales Right to Farm Policy.	YES. This needs to be addressed where urban expansion is proposed into rural zones/lands.
1.5	Rural Lands (28 Feb 2019)		
1.3	Mining, Petroleum Production & Extractive Industries (1 July 2009)	Ensure that the future extraction of State or regionally significant reserves of coal, other minerals, petroleum & extractive materials are not compromised by inappropriate development.	YES. Where settlements are in known or likely mineral potential areas this may affect growth.
2. Environment & Heritage			
2.1	Environment Protection Zones (14 April 2016)	Protect & conserve environmentally sensitive areas	YES – to the extent settlements/localities are near these.
2.3	Heritage Conservation (1 July 2009)	Conserve items, areas, objects & places of environmental heritage significance & indigenous heritage significance	YES – where there are heritage items or conservation areas
2.4	Recreation Vehicle Areas (14 Apr 2016)	Protect sensitive land or land with significant conservation values from adverse impacts from recreation vehicles.	**Not Applicable** to a Settlement Strategy.
2.6	Remediation of Contaminated Land (17 April 2020)	Reduce the risk of harm to human health & the environment by ensuring that contamination & remediation are considered by planning proposal authorities.	YES – known or likely contaminated sites may affect development.
3. Housing, Infrastructure & Urban Development			
3.1	Residential Zones (14 April 2016)	a) Encourage a variety & choice of housing types to provide for existing & future housing needs, b) Make efficient use of existing infrastructure & services & ensure that new housing has appropriate access to infrastructure & services, c) Minimise the impact of residential development on the environment & resource lands.	YES. Directly relevant to housing component of Settlement Strategy.
3.2	Caravan Parks & Manufactured Home Estates (14 April 2016)	a) Provide for a variety of housing types, and b) Provide opportunities for caravan parks & manufactured home estates.	YES. Relevant to housing options.

3.3	Home Occupations (1 July 2009)	Encourage the carrying out of low-impact small businesses indwelling houses	YES.
3.4	Integrating Land Use & Transport (14 April 2016)	Ensure that urban structures, building forms, land use locations, development designs, subdivision & street layouts achieve the following planning objectives: a) Improving access to housing, jobs & services by walking, cycling & public transport, & b) Increasing the choice of available transport & reducing dependence on cars, & c) Reducing travel demand including the number of trips generated by development & the distances travelled, especially by car, & d) Supporting the efficient & viable operation of public transport services, e) Providing for the efficient movement of freight.	YES.
3.5	Development Near Regulated Airports & Defence Airfields (14 April 2016/ Am. 20 Aug 2018)	a) Ensure the effective & safe operation of regulated airports & defence airfields; b) Ensure that their operation is not compromised by development that constitutes an obstruction, hazard or potential hazard to aircraft flying in the vicinity; and c) Ensure development, if situation on noise sensitive land, incorporates appropriate mitigation measures so that the development is not adversely affected by aircraft noise.	YES. There may be impacts from Orange Regional Airport on Spring Hill & surrounding lands.
3.6	Shooting Ranges (16 Feb 2011)	a) Maintain appropriate levels of public safety & amenity when rezoning land adjacent to an existing shooting range, b) Reduce land use conflict arising between existing shooting ranges & rezoning of adjacent land, c) Identify issues that must be addressed when giving consideration to rezoning land adjacent to an existing shooting range.	**Not Applicable** – No known shooting ranges in close proximity to any settlements/ localities.
4. Hazard & Risk			
4.2	Mine Subsidence & Unstable Land (14 April 2016)	Prevent damage to life, property & the environment on land identified as unstable or potentially subject to mine subsidence	**Not Applicable** – though some relevance to karst affected land.
4.3	Flood Prone Land (1 July 2009)	a) Ensure that development of flood prone land is consistent with the NSW Government's Flood Prone Land Policy & the principles of the *Floodplain Development Manual 2005*, & b) Ensure that the provisions of an LEP on flood prone land is commensurate with flood hazard & includes consideration of the potential flood impacts both on & off the subject land.	YES. Flood risk is a key issue for some settlements.
4.4	Planning for Bushfire Protection (1 July 2009)	a) Protect life, property & the environment from bush fire hazards, by discouraging the establishment of incompatible land uses in bush fire prone areas, & b) Encourage sound management of bush fire prone areas.	YES. Bushfire is a key issue for some settlements.
5. Regional Planning			
5.10	Implementation of Regional Plans (14 April 2016)	Give legal effect to the vision, land use strategy, goals, directions & actions contained in Regional Plans.	Central West & Orana Regional Plan addressed below. **Consistent / Justified**.
6. Local Plan Making			
6.1	Approval & Referral Requirements (1 July 2009)	Ensure that LEP provisions encourage the efficient & appropriate assessment of development.	YES.
6.2	Reserving Land for Public Purposes (1 July 2009)	a) Facilitate the provision of public services & facilities by reserving land for public purposes, & b) Facilitate the removal of reservations of land for public purposes where the land is no longer required for acquisition.	YES.
6.3	Site Specific Provisions (1 July 2009)	Discourage unnecessarily restrictive site-specific planning controls.	YES.
7. Metropolitan Planning – **NOT APPLICABLE (Sydney only – Not Applicable to Cabonne LGA)**			

7.3.2. State Environmental Planning Policies (SEPPs)

A State Environmental Planning Policy (SEPP) is a planning document that deals with matters of significance for environmental planning for the State. There are a large number of SEPPs applicable to Cabonne Shire & its settlements/localities depending on the type of land use / development being addressed. It is important to demonstrate the Strategy's consistency with key SEPPs that are relevant to growth of urban uses as set out in the table below.

INFRASTRUCTURE / RESOURCES	Relevant to this Strategy
State Environmental Planning Policy (Infrastructure) 2007 ('ISEPP') ISEPP is concerned with appropriate opportunities for infrastructure development throughout the State & protecting that infrastructure from incompatible development.	The Strategy seeks to protect key infrastructure from land use conflicts & encroachment. Please see the Infrastructure Section of this **Local Profile & Issues** Paper & specific issues in the **Settlement Options Paper** for details. This Strategy does not prevent the application of this SEPP to relevant areas/zones & seeks to protect critical infrastructure.
State Environmental Planning Policy (Mining, Petroleum Production & Extractive Industries) 2007 & Draft Amendments ('Mining SEPP') The Mining SEPP is concerned with the appropriate protection of resources & mining/extractive industries.	The Strategy seeks to protect key extractive industries & known mineral resource areas from land use conflicts & encroachment. Please see the Environment Section of this **Local Profile & Issues** Paper & specific issues in the **Settlement Options** Paper for details.
ENVIRONMENT	
SEPP No 55 – Remediation of Land ('SEPP55') SEPP55 seeks to promote remediation of contaminated land & reduce the risk of harm to human health or any other aspect of the environment. It is to be considered when preparing an environmental planning instrument (e.g. LEP) or consenting to development on land. Clause 6 states that when rezoning land there must be a consideration of the risk of contamination.	The Strategy seeks to avoid growth in or minimise impacts from known contamination risks. Whilst not all contaminated land has been reviewed in this Strategy, where growth/investigation areas are proposed these generally have a low risk of contamination or are suited to purpose & can be addressed further as part of any rezoning proposal. This Strategy does not prevent the application of this SEPP to relevant areas/zones.
SEPP (Koala Habitat Protection) 2019 This SEPP aims to encourage the conservation & management of natural vegetation areas that provide habitat for koalas to ensure permanent free-living populations will be maintained over their present range.	The Strategy seeks to protect potential koala habitat areas from land use conflicts & encroachment. Please see the Environment Section of this **Local Profile & Issues** Paper & specific issues in the **Settlement Options Paper** for details.
State Environmental Planning Policy (Vegetation in Non-Rural Areas) 2017 ('Vegetation SEPP') The Vegetation SEPP is concerned with protecting the biodiversity values & amenity of significant vegetation in non-rural areas (that includes Zone R5 Large Lot Residential). It is linked to the *Biodiversity Conservation Act 2016*. It provides pathways to assess the removal of vegetation on land subject to specific mapping & thresholds.	The Vegetation SEPP applies to a range of urban zones that are relevant to this Strategy. The Strategy seeks to protect significant native vegetation areas from land use conflicts & encroachment. Please see the Environment Section of this **Local Profile & Issues** Paper & specific issues in the **Settlement Options Paper** for details.
HOUSING	
SEPP (Housing for Seniors or People with a Disability) 2004 ('HSPD SEPP') The HSPD SEPP aims to ensure sufficient housing for older people & people with a disability. It provides incentives in certain circumstances for increased density if 10% of dwellings are dedicated to affordable rental housing & meet design principles.	In accordance with the demographic & affordable housing analysis in this Strategy, housing for seniors & those with a disability are identified as being in demand in Cabonne LGA & this Strategy seeks to support the outcomes of the HSPD SEPP.
SEPP (Affordable Rental Housing) 2009 ('ARHSEPP') The ARHSEPP aims to facilitate supply & diversity of affordable rental housing by encouraging (through incentives & complying development pathways) the delivery of infill affordable rental housing, secondary dwellings/granny flats, boarding houses, supportive accommodation, social housing & group homes & mitigating the loss of existing affordable rental housing.	In accordance with the demographic & affordable housing analysis in this Strategy, affordable & social housing are identified as being in demand in Cabonne LGA & this Strategy seeks to support the outcomes of the ARHSEPP.
SEPP No.70 – Affordable Housing (Revised Schemes) ('SEPP70') & Division 7.2 of the EP&A Act	This Strategy does not prevent the application of SEPP70 though Council has not resolved (at this time) to impose conditions relating to the provision of affordable housing on development consent.

SEPP70 is the instrument through which nominated Councils are empowered to utilise the provisions of Division 7.2 of the EP&A Act entitled 'Affordable housing contributions'. It commenced in 2002 but only more recently (2018/2019) has become applicable to all NSW Councils. It provides the legislative mechanism that allows Council to impose conditions relating to the provision of affordable housing on development consents.	Should Council strategically identify the need to pursue the imposition of affordable housing conditions, an LEP amendment would be required to provide references to an Affordable Housing Contribution Scheme to enable the levying of contributions. This would require a new Council Contributions policy (possibly in accordance with NSW Government Affordable Housing Contribution Guideline). Contribution requirements must address the 'affordable housing principles' in SEPP70.
SEPP (BASIX) 2004 This SEPP is concerned with appropriate water & energy consumption & sustainable residential development.	The Strategy does not affect the application of BASIX to any applicable dwelling applications. Council supports appropriate levels of water & energy efficiency in housing. It does not seek to change the application of this policy in appropriate areas / zones.
SEPP No 21—Caravan Parks & SEPP No 36—Manufactured Home Estates The aim of these two policies is to encourage & facilitate development of caravan parks (and thereby also permit manufactured home estates) in certain zones/areas.	This Strategy does not seek to change the application of this policy in this or any other relevant area / zones.
SEPP No 65 – Design Quality of Residential Apartment Development ('SEPP65') The aim of this policy is to provide design guidelines for new residential apartment buildings.	There are no known apartment buildings in Cabonne to which SEPP65 would apply (3 or more storeys & 4 or more units) & they are unlikely to be a common development in a rural town for some time – but this Strategy does not seek to change the application of this policy in appropriate areas/ zones.
BUSINESS / COMMUNITY	
SEPP No 64—Advertising & Signage This SEPP governs advertising & signage in all zones.	Advertising & signage are not specifically addressed in this Strategy & is more likely to be reviewed in an Urban Design Study or Development Controls. This Strategy does not seek to change the application of this policy in appropriate areas / zones.
SEEP No.33 – Hazardous & Offensive Development This SEPP seeks to guide the approvals for potentially hazardous & offensive development.	The 2020 Subregional Strategy reviews industrial uses across the Shire. However, this Strategy may suggest some additional opportunities. This Strategy seeks to promote buffers to minimise impacts on sensitive uses adjacent. This Strategy does not seek to change the application of this policy in appropriate areas / zones.
SEPP (Educational Establishments & Child Care Facilities) 2017 This SEPP seeks to facilitate delivery of educational establishments & early education & care facilities across the State by simplifying & standardising controls & processes.	Opportunities for these uses have not been specifically reviewed for Cabonne as growth is likely to be limited. However, this Strategy does not seek to change the application of this policy in appropriate areas / zones.
AGRICULTURE / RURAL	
SEPP (Primary Production & Rural Development) 2019 (PP&RD SEPP) The PP&RD SEPP seeks to manage primary production lands for economic use, to reduce land use conflict, to identify State significant agricultural land, to encourage sustainable agriculture, & some more specific aspects.	This Strategy seeks to identify appropriate locations for housing & urban uses & it may include recommendations for rezoning of greenfield land where agriculture is currently permitted or the dominant land use. This Strategy seeks to minimise impacts on agricultural land from any proposed growth/investigation areas.

7.3.3. NSW (2018) Local Housing Strategy Guideline

The NSW Government (DPIE 2018) *Local Housing Strategy Guideline* (LHS Guideline) is a key guideline for this Strategy. It sets out a step-by-step process for preparing housing strategies for local government areas across NSW. However, the process can also be applied in a similar fashion to other land uses. It also has a Template in the Appendix for the structure of a local housing strategy. It is acknowledged that regional councils are able to depart from strict adherence to the template & detail in this guideline as long as it demonstrates an appropriate evidence base & addresses the key principles.

This Stage 1- Local Profile & Issues Paper seeks to address part of Step 1 in the Steps set out in the Figure below. The Stage 2-Settlement Options will expand on this & include Steps 1 & 2. The Stage 3 – Settlement Strategy will cover Steps 2 & 3.

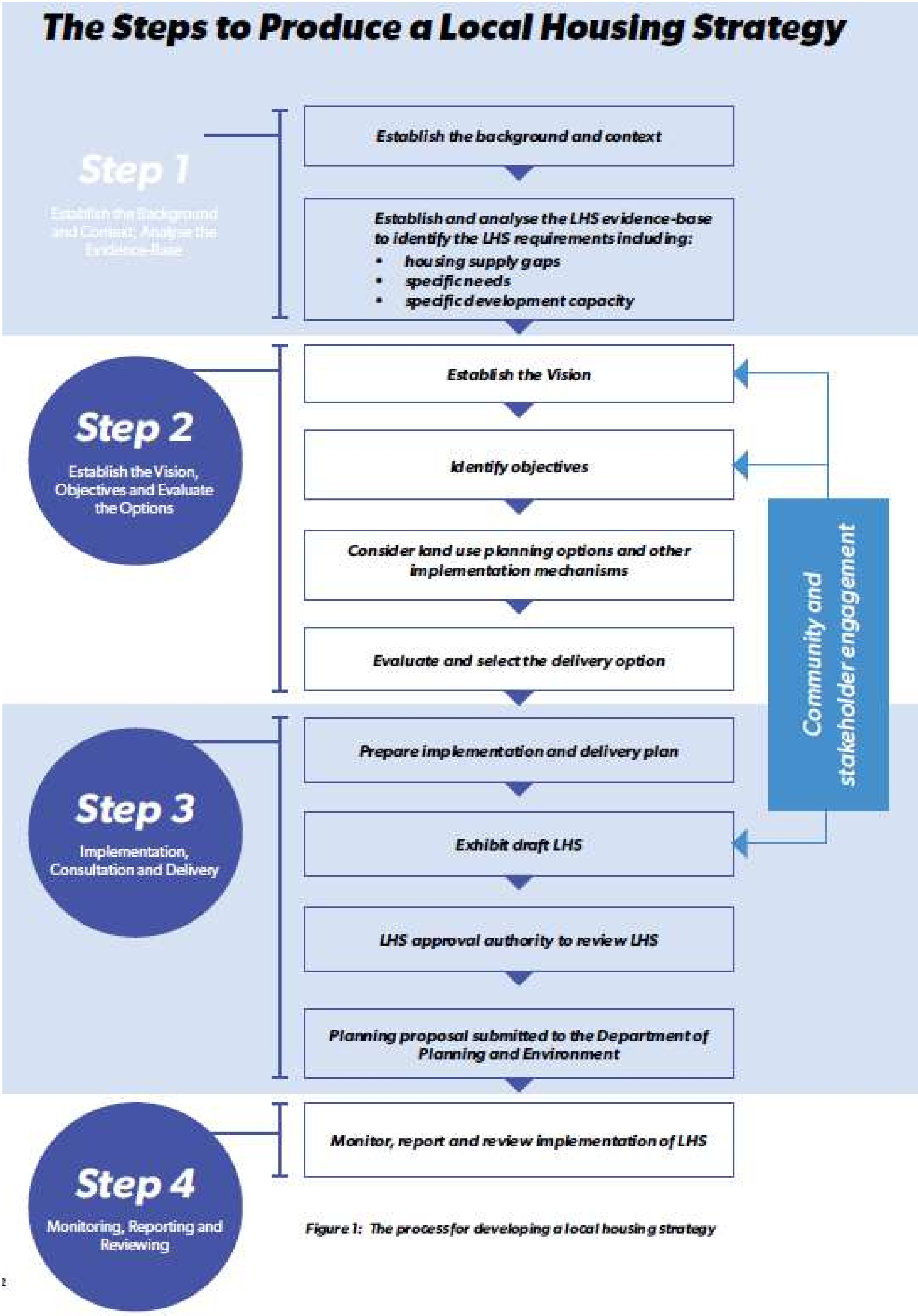


FIGURE 68: STEPS TO PRODUCE A LOCAL HOUSING STRATEGY (LHS GUIDELINE P.2).

7.4. State Plans

7.4.1. NSW State Plan 2011-2021

The NSW Government prepares its own higher-level objectives for growth & services across NSW including the Premier's Priorities (see www.nsw.gov.au). The *NSW 2021: A Plan to make NSW Number One* was prepared in 2011 & is reaching the end of its lifespan. However, its core objectives are still relevant to this Strategy including 32 goals:

1. **REBUILD THE ECONOMY:** restore economic growth & establish NSW as the 'first place in Australia to do business'
2. **RETURN QUALITY SERVICES:** provide the best transport, health, education, policing, justice & family services, with a focus on the customer
3. **RENOVATE INFRASTRUCTURE:** build the infrastructure that makes a difference to both our economy & people's lives
4. **STRENGTHEN OUR LOCAL ENVIRONMENT & COMMUNITIES:** improve people's lives by protecting natural environments & building a strong sense of community
5. **RESTORE ACCOUNTABILITY TO GOVERNMENT:** talk honestly with the community, return planning powers to the community & give people a say on decisions that affect them.

Generally, the objectives at the NSW level have filtered down to the *Regional Plan* for the area so they are addressed in more detail below.

7.4.2. A 20-Year Economic Vision for Regional NSW (July 2018)

The NSW Government (July 2018) *A 20-Year Economic Vision for Regional NSW* (EVRNSW) sets out the vision for regional NSW. Cabonne is included as a Growth Centre Functional Economic Region (FER) along with Orange & Blayney & as part of the Central West & Orana Region. Growth Centres are hubs of growth where populations are increasing (predominantly in larger cities) attracted by lifestyles & employment & supported by health, education & cultural services. In 2015-2016, regional NSW attracted 12,000 nett residents with the dominant immigration from Greater Sydney.

The EVRNSW sets out a range of megatrends that affect regional NSW & the key industries & opportunities. These have been summarised/addressed in Section 2.1 of this report above.

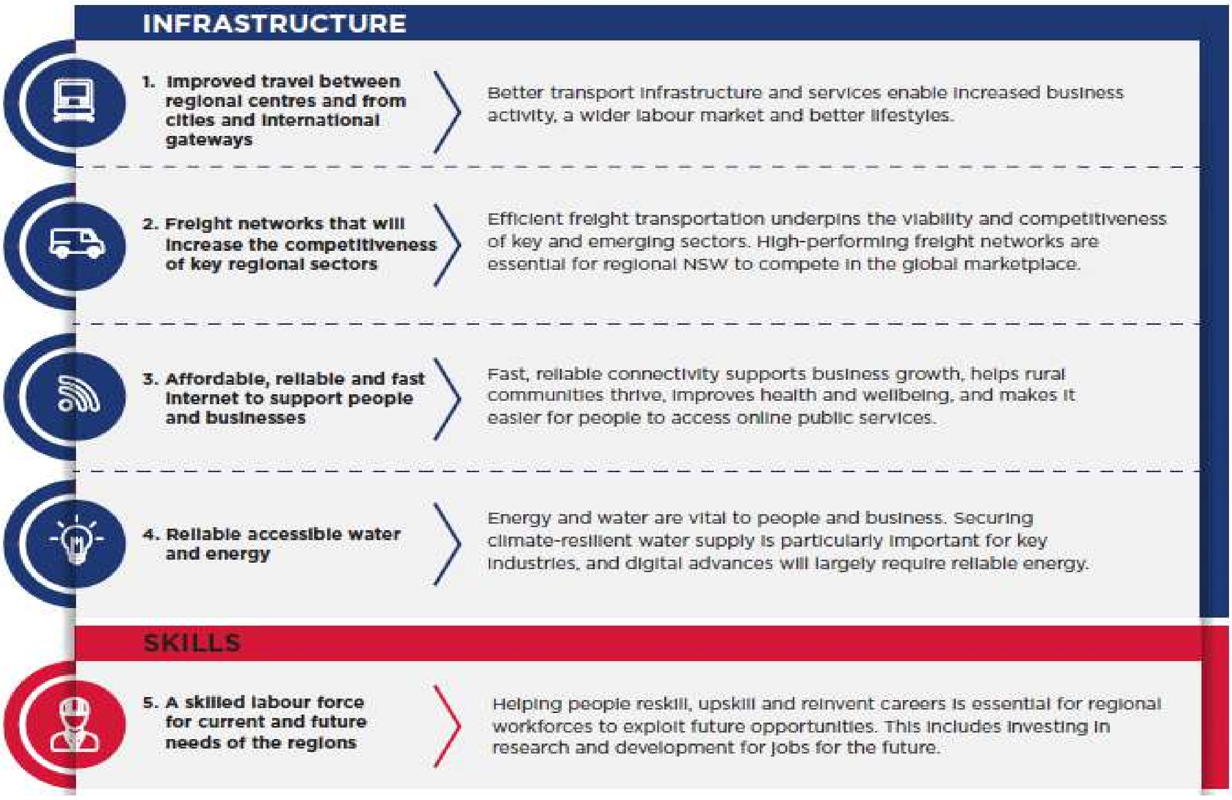


FIGURE 69: PRINCIPLES FOR FUTURE INVESTMENT (SOURCE: EVRNSW P.22).

The EVRNSW concludes that if the proposed initiatives are put into place, then in Growth Centres like the Cabonne-Orange-Blayney could add 3,900-8,100 additional jobs & a combined population of 62,000-82,000 above the 'Business as Usual' approach. It is accepted that much of this growth would be along the major infrastructure routes & in major cities like Orange. However, these have flow-on effects for adjacent LGAs like Cabonne.

Supporting this anticipated growth will require long-term planning & additional investment to ensure there is adequate infrastructure, housing & services. These areas will need to continue to attract a younger workforce to ensure they have the right skills to support growth.

7.4.3. NSW (2020) *A Housing Strategy for NSW – Discussion Paper*

This is addressed in more detail in the Trends/Drivers section of this Paper.

7.4.4. Transport Policy

The NSW Government has prepared the *Future Transport 2056* Plan to guide infrastructure investment for the next 30-40 years. This has the high-level objectives for NSW. The Regional NSW Services & Infrastructure Plan contains more focussed initiatives for regional NSW including the Central West & Orana region. The table below summarises some of the key findings of this plan.

The region has a population of around 285,000 people & is expected to grow to over 320,000 people by 2056. The regional cities & centres will experience the highest rates of population growth & continue to perform as the service hubs for surrounding communities, providing access to jobs, health & education services as well as a range of businesses.

The development of the Melbourne to Brisbane Inland Rail has the potential to transform the Central West & Orana region into one of the key freight & logistic destinations in Australia. With associated transport infrastructure upgrades, there is potential to unlock further economic potential within the Central West & Orana region.

Hub & Spoke

A key to the future success of the Central West & Orana region is supporting efficient transport connections to, from & within the region. Working with Department of Planning & Environment, we have identified key hubs to support travel in the Central West & Orana region. These include: Bathurst, Dubbo, Forbes, Lithgow, Mudgee, Orange & Parkes. Connections to these key hubs will be provided by the best mode for the transport task, this may mean improving the existing connections available or working on delivering new services & connections.

Future Transport Planning

A region-specific supporting transport plan & vision will be prepared for the Central West & Orana region.

Place-based plans, plans considering the implementation of the movement & place framework will be developed for prioritised key hubs across the Central West & Orana region. These will be developed in conjunction with key stakeholders such as local government & Department of Planning & Environment.

Improving Connectivity from the Regions

In addition to committed improvements & investigations identified for road & rail corridors in this Plan, a new visionary initiative is proposed for a strategic examination of options to increase freight connectivity across the Great Dividing Range from inland areas to Newcastle/Sydney/Wollongong. This initiative will be wide-ranging & will consider:

- Existing roads including Bells Line of Road, Great Western Highway, Golden Highway, Lachlan Valley Way, Castlereagh Highway, Mid-Western Highway
- Operational rail lines including the Main Western Line, Dubbo to Newcastle line
- Non-operational & proposed rail lines such as Cowra lines (Blayney to Demondrille), Gulgong to Maryvale.

Projects affecting Cabonne

Specific projects for Cabonne shown in the map below include:

- No.16 – Upgrades to the Main Western Rail Line (including from Orange to Parkes)
- No.17 – Mitchell Highway – Guanna Hill realignment (completed)
- No.21 – Henry Parkes Way improvements

However, a range of regional projects would affect Cabonne including upgrades along the Newell Highway, Inland Rail, & improved connections to Sydney & Newcastle. Additional more recent projects include upgrade of the Manildra – Mandagery Creek Bridge & review of extension of the heavy road network along Henry Parkes Way.

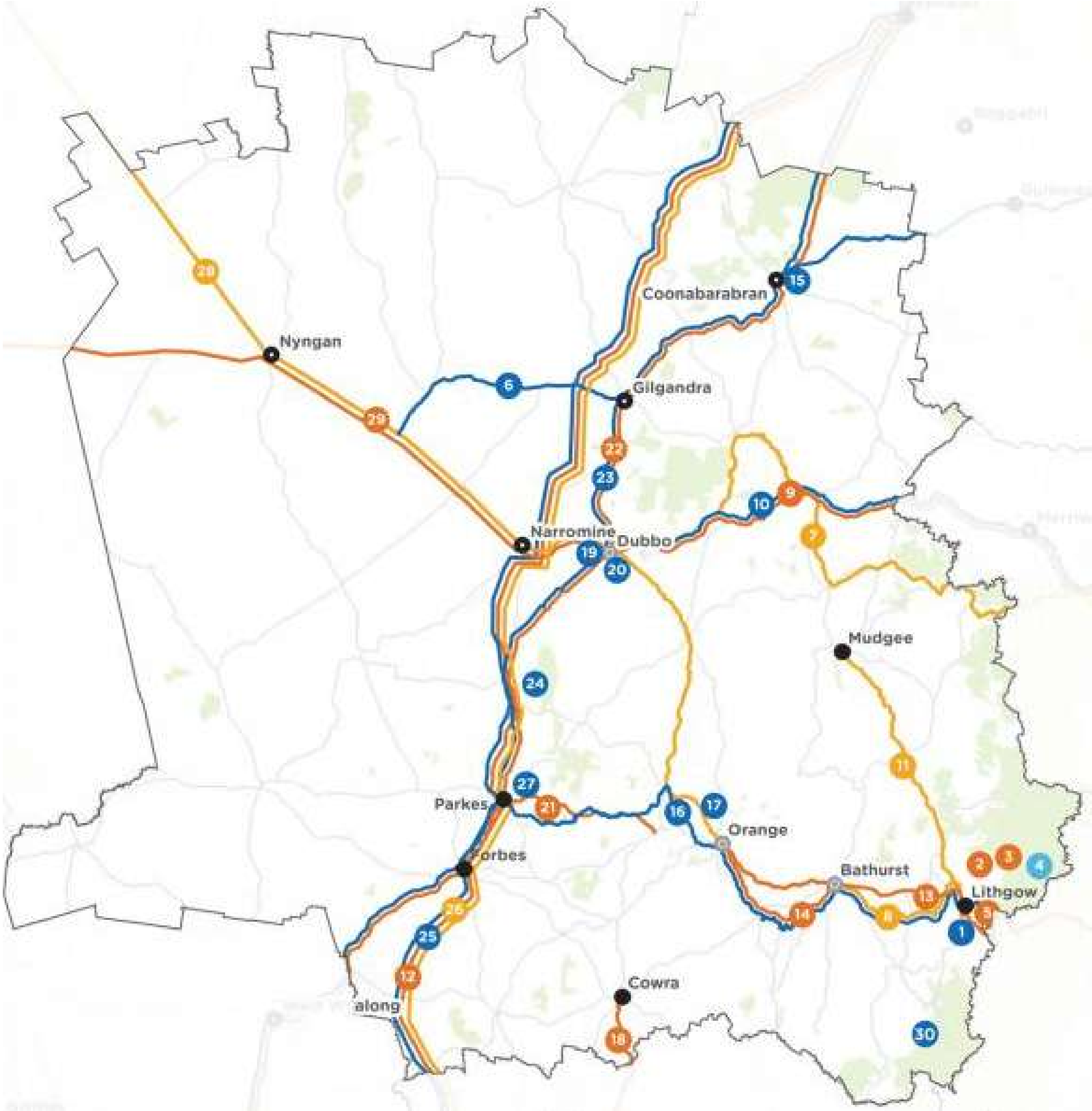
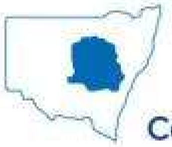


FIGURE 70: CENTRAL WEST & ORANA TRANSPORT INITIATIVES IN 2056 STRATEGY.



Central West and Orana Region Initiatives

Key

- Committed 0-10 years
- Initiatives for investigation 0-10 years
- Initiatives for investigation 10-20 years
- Visionary initiatives 20+ years

All initiatives for investigation are subject to business case development.

Initiatives

1. New Intercity Fleet
6. Oxley Highway Safety and Realignment Works (Planning)
10. Golden Highway Safety and Productivity Works (State and Federal Funded)
15. Newell Highway, Improvements through Coonabarabran (Planning)
16. Upgrades to Main West Line
17. Mitchell Highway, Guanna Hill Realignment
19. Regional Rail Maintenance Facility (Dubbo subject to planning approval)
20. Newell Highway, New Dubbo Bridge (Planning)
23. Newell Highway Overtaking Lanes
24. Newell Highway, Trewilga Realignment
25. Inland Rail (Federally funded)
27. Newell Highway, Parkes Bypass (Planning)
30. Main Road 54 (Goulburn to Bathurst) Initial sealing
2. Great Dividing Range long term solution study
3. Great Dividing Range long term solution corridor preservation
5. Bells Line of Road improvements
9. Golden Highway improvements (continuation)
12. Inland Rail Intermodal Facility investigations
13. Mt Victoria to Orange road corridor improvements to achieve travel time savings and road safety outcomes
14. Extending Bathurst commuter rail to Orange
18. Lachlan Valley Way improvements
21. Henry Parkes Way improvements
22. Newell Highway Improvements (in addition to those committed)
29. Barrier Highway improvements (Dubbo-Broken Hill)
7. Dubbo to Newcastle rail connection
8. Electrification of intercity to Bathurst
11. Castlereagh Highway Improvements (Mudgee-Lithgow)
26. Support the delivery of Inland Rail
28. Mitchell Highway improvements
4. Delivery of the Great Dividing Range long term solution

In addition to these region specific initiatives, statewide initiatives have been identified and are included in Chapter 4 of the Regional NSW Services and Infrastructure Plan.

7.4.5. Agricultural Policy

The NSW *Right to Farm Policy* (2015) was prepared by the then NSW Department of Primary Industries. It recognises the value of agriculture to the Australian & NSW economy. It seeks to reinforce the 'right to farm' on agricultural land & minimise land use conflicts that could reduce the productivity or use of agricultural lands. The policy seeks to clarify & reinforce the rights & responsibilities of key stakeholders, monitor & evaluate land use conflicts, strengthen land use planning & review planning instruments, & improve education & awareness.

It is relevant to this Settlement Strategy as growth of these settlements or localities may include surrounding agricultural or primary production lands. This requires an assessment of the significance of these lands & justification for the impact this may have on surrounding agricultural activities. This may significantly limit opportunities for large-lot residential rezoning & development outside existing R5 zoned land or existing settlements.

This has reinforced the *Maintaining Land for Agricultural Industries Policy* (2011) that provides guidance to planning authorities & communities. It recognises that the best agricultural land is a limited resource & should not be impacted either through consumption for urban development or by incompatible developments on adjacent land.

Agricultural protections are addressed in more detail in **Section 5 – Evidence – Environment** of this Paper.

7.4.6. Urban Design Policy

Good urban design should be a key aim for all of our settlements. There is a tendency in regional NSW to see 'urban design' either as a metropolitan/city ideal or something that is too expensive for regional towns. However, every day decisions are made that influence the character & amenity of our public space & interface of private buildings to that space.

The list at the start of this Chapter sets out some of the recent government policy & it is interesting to note that the NSW government is starting to deliver guidelines for urban design & green infrastructure for regional NSW over the last 2-3 years.

As this is a 'land use' strategy, it does not need to look in detail at how the public spaces & main streets of settlements are designed in detail. This will be covered by the village enhancement & main street plans currently being prepared in a number of the settlements. However, the economic, social & environmental benefits of these initiatives have flow on effects for growth & land uses in each settlement.

7.5. Regional Plans

7.5.1. Central West & Orana Regional Plan 2036

The *Central West & Orana Regional Plan 2036* (June 2017) (CWORP) is the applicable 'Regional Plan' for Cabonne Shire & was released in June 2017 by the NSW Government (DPIE). It is part of the State planning hierarchy & should inform all strategic planning & preparation of Local Plans. Cabonne Shire sits towards the middle of the Central West sub-region & is the gateway to much of the Orana sub-region to the north along the Mitchell Highway.

Local Government Narratives

Cabonne Local Government Area is one of the fastest-growing local government areas in the Central West due to its agricultural sector & proximity to Orange. Cabonne is characterised by numerous villages, including the largest centre of Molong, 35 kilometres from Orange; Yeoval, Cumnock, Manildra, Cudal, Cargo, Canowindra & Eugowra; & a significant area of rural land surrounding these towns & villages. Each settlement provides its communities with services & facilities.

The Local Government Area contributed $1 billion to GRP [Gross Regional Product] in 2011, supported by significant mining, agriculture & manufacturing operations, which provide over half the area's jobs. The agricultural sector supports over 50 per cent of all businesses, & several value-adding industries are linked to agriculture, including a flour mill, canola mill & olive processing facilities.

The Local Government Area also has one of Australia's largest gold mining operations, at Cadia Valley (also partly located in Blayney Local Government Area). A potable water pipeline from Orange to Molong Dam, & then from Molong to Cumnock & Yeoval, will improve water security.

Priorities	Response
Maintain & enhance the economic diversity of Cabonne's towns, villages & commercial centres.	This Strategy & recommended land use outcomes will be one component of the economic strategy for Cabonne's settlements by ensuring sufficient employment generating lands & housing opportunities.
Support villages to attract appropriate development.	This Strategy will seek to ensure sufficient land supply to encourage & attract appropriate development.
Support the mining & agribusiness sectors & associated businesses through land use planning policies.	This Strategy will seek to avoid, or if cannot avoid, minimise or mitigate any impact on known or likely mineral potential areas & higher quality agricultural lands.
Protect agricultural land from encroachment from residential development.	This Strategy will seek to avoid, or if cannot avoid, minimise or mitigate any impact on higher quality agricultural lands acknowledging that infill development may not always be possible & some new greenfield development on the fringes of existing settlement areas may need to be considered.
Support the connectivity of the local, regional & state transport network.	This Strategy will seek to protect existing or likely future major transport routes (air, road & rail) & minimise impacts on sensitive land uses from their operations.
Leverage opportunities from the Local Government Area's rural character to diversify the economy in areas such as tourism.	This Strategy will seek to protect & enhance the rural & landscape character of the Shire's settlements through appropriate growth & development locations & encouraging flexibility in land uses where land use conflicts can be minimised.

Goal / Direction	Actions	Comments
Goal 1: The most diverse regional economy in NSW		
Direction 1 Protect the region's diverse & productive agricultural land	1.1 Release a regional agricultural development strategy that: • maps important agricultural land; • identifies emerging opportunities for agriculture; and • sets the direction for local planning of agricultural development. 1.2 Protect important agricultural land from land use conflict & fragmentation, & manage the interface between important agricultural lands & other land uses. 1.3 Implement the NSW Government's *Agriculture Industry Action Plan – Primed for growth: Investing locally, connecting globally*. 1.4 Undertake biosecurity risk assessments, taking into account biosecurity plans & the need for appropriate buffer areas.	Whilst this is not a Rural / Agricultural Strategy, one aim of this Settlement Strategy is to protect & enhance agricultural lands as a key economic driver & balance the growth of each settlement with minimising urban expansion into highly productive agricultural land, where possible. BSAL land exists through Cudal & Eugowra, along the river in Canowindra, to the east of Molong, to the west of Manildra, & to the west & south of Orange (including parts of Borenore, Nashdale, & all of Spring Hill). Whilst there is no legal constraint on urban development of these BSAL lands, ideally these lands should have priority for agricultural activities (where possible). Exception may include where they are already fragmented/developed and/or there are no suitable alternatives for sustainable growth of a settlement. DPI Agriculture is currently preparing the Important Agricultural Land (IAL) mapping & this should also inform future decisions. In the meantime, the Central West Pilot Agricultural Study provides mapping associated with key agricultural industries. However, most mapping is less relevant at individual property scale & small expansions of existing settlements is unlikely to have a significant impact.
Direction 2: Grow the agribusiness sector & supply chains	2.1 Encourage agribusiness diversification & value-adding opportunities by reviewing local plans to ensure land use zoning & definitions reflect industry requirements. 2.2 Guide local & strategic planning to protect agricultural land, & manage the interface with other land uses. 2.3 Facilitate investment in the agricultural supply chain by protecting assets such as freight & logistics facilities from land use conflict & the encroachment of incompatible land uses.	The 2020 Subregional Strategy provides the frame work for rural & industrial land uses (and land supply) across the Shire so this Settlement Strategy does not need to cover it in detail. However, where relevant the opportunities for agribusiness are reflected in the growth potential for each settlement/locality. Protection of agricultural land is addressed in the Direction 1 above. Manildra is an example where the town is heavily focussed & reliant on value-added manufacturing of agricultural produce (Manildra Flour Mills & MSM Milling). There is also significant potential for industrial growth at Manildra. Most other towns have some industrial land or it can be accommodated in the Village Zone. Canowindra has identified the potential for some future industrial land expansion. Molong may look to capitalise on infrastructure & utility expansions to identify some new serviced or rural industrial land supply.
Direction 3: Develop advanced manufacturing & food processing sectors	3.1 Promote investment in advanced & value-added manufacturing in employment lands through suitable land use zonings & land use definitions in local environmental plans. 3.2 Locate advanced & value-added manufacturing industries & associated infrastructure to minimise potential land use conflict. 3.3 Encourage co-location of related advanced & value-added manufacturing industries to maximise efficiency & infrastructure use, decrease supply chain costs, increase economies of scale & attract further investment.	

	3.4 Develop a food & fibre strategy for the Central West, reflecting the opportunities identified in Regional Development Australia Central West's *Value Adding to Agriculture in Central West NSW* study.	
Direction 4: Promote & diversify regional tourism markets	4.1 Align land use & tourism strategies with a Destination Management Plan for the Country & Outback NSW Destination Network. 4.2 Work with councils to improve tourism-related transport services. 4.3 Develop the region's capacity to grow food & wine tourism. 4.4 Enable opportunities appropriate for tourism development & associated land uses in local environmental plans. 4.5 Target experiential tourism opportunities & develop tourism management frameworks to promote a variety of accommodation options. 4.6 Encourage tourism development in natural areas that support conservation outcomes.	The current zonings permit a wide range of tourist & visitor accommodation across each settlement so no major planning control changes are proposed at this time. However, the 2020 Subregional Strategy identifies the need to manage any conflicts between agriculture & rural tourism, particularly in the Molong Creek drinking water catchment & around Mount Canobolas. Council's *Tourism Strategy* & *Economic Development Strategy* seek to facilitate tourism in Cabonne utilising both its natural character & heritage & numerous assets & attractions of the town & surrounding sub-region. This land use is facilitated by this Strategy. Preparation of new Tourism Plans aligned with the Destination Management Plan are expected to highlight opportunities & minimise conflict with existing residential amenity & housing supply.
Direction 5: Improve access to health & aged care services	5.1 Establish health precincts around hospitals in regional cities & strategic centres. 5.2 Promote mixed-use facilities & research & accommodation precincts for the health & aged care service sectors. 5.3 Facilitate the development of multipurpose, flexible & adaptable health & education infrastructure. 5.4 Minimise the encroachment of inappropriate & incompatible land uses near existing & proposed health facilities.	Orange is acknowledged as the key regional medical provider with a new specialised health precinct to the south. Dubbo also has high level facilities. However, there are key health facilities in a number of the settlements across Cabonne that are aimed at meeting local needs. These are often in the form of Multi-Purpose Services. There is no known need to significantly expand land supply in the settlements, except possibly for aged care & seniors living housing that could co-locate with or near health facilities. This Strategy will aim not to encroach on these existing facilities with incompatible uses (though in Village Zones this will need to be a merit assessment of individual development applications).
Direction 6: Expand education & training opportunities	6.1 Work with stakeholders & the region's education providers to identify opportunities to address skills shortages through tailored regional training programs. 6.2 Promote the development of education precincts around universities & other educational facilities to allow people to specialise in rural studies & to cater for international students. 6.3 Facilitate joint-venture opportunities for shared community & school facilities on school sites, including sporting fields, amenities, parking, community halls, child care, arts & library facilities.	Orange, Bathurst & Dubbo are the key regional education providers with a number of tertiary education providers & range of primary & secondary schools. It is hoped that with increasing tertiary education opportunities, young adults will be more able to stay in Cabonne & commute or use distance education to retain this age group that often departs the Shire. Each Cabonne larger settlement generally has a primary school (including some in rural & large lot residential areas) & Molong, Canowindra & Yeoval have secondary education. It is vitally important to retain these schools & levels of staffing/resourcing to meet the needs of children & young families & avoid loss of population to larger centres for these services.

Direction 7: Enhance the economic self-determination of Aboriginal communities	7.1 Work with the Local Aboriginal Land Councils on strategic assessments of their landholdings to identify priority sites with economic development potential. 7.2 Identify priority sites that can create a pipeline of potential projects for the Local Aboriginal Land Councils to consider.	This Strategy seeks to prevent impact on & protect known Aboriginal cultural assets & recognise the important role the Aboriginal community plays in each settlement. It also seeks to promote local employment, health care, & education that can lead to improved economic outcomes. However, a land use strategy is not the primary instrument for enhancing economic self-determination or specific LALC assets.
Direction 8: Sustainably manage mineral resources	8.1 Consult with the Division of Resources & Geosciences when assessing applications for land use changes (strategic land use planning, rezoning & planning proposals) & new development or expansions. 8.2 Protect areas with potential mineral & energy resources extraction through local land use strategies & local environmental plans. 8.3 Protect infrastructure that facilitates mining from development that could affect current or future extraction. 8.4 Support communities that transition out of mining to manage change in population & demand for services, & explore new economic opportunities. 8.5 Work with councils to scope the application & implementation of a scenario planning or impact modelling tool to be applied at a regional level to help communities plan for the impacts of mining.	This Strategy seeks to prevent impact on & protect known mineral resources in & around each settlement & recognise their importance to the Shire's economy. This is a particularly issue where settlements are located in known mineral resource potential areas including Molong, Cargo & Yeoval. However, there are exploration licences across most of the Shire. These are not considered a major constraint to future development of the settlements at this time as growth proposals are generally in existing fragmented/developed lands or in close proximity to urban centres where mining activity would already be limited and/or away from existing or likely mining areas.
Direction 9: Increase renewable energy generation	9.1 Identify locations with renewable energy generation potential & access to the electricity network. 9.2 Facilitate small-scale renewable energy projects using bioenergy, solar, wind, small-scale hydro, geothermal or other innovative storage technologies through local environment plans. 9.3 Promote best practice community engagement & maximise community benefits from all utility-scale renewable energy projects.	This Strategy does not specifically address renewable energy generation (more likely in rural areas) but does recognise the potential for increased generation in several areas of the Shire, particularly around Molong & Manildra (on the high voltage electricity network). The Strategy also seeks to improve sustainability of development & does not preclude any appropriate increase in generation where it can be supported by the electricity infrastructure/ network or utilised on sites. Industry & larger businesses with higher energy consumption have significant potential to add & access renewable energy generation to improve sustainability, marketability, & viability of these businesses.
Direction 10: Promote business & industrial activities in employment lands	10.1 Encourage the sustainable development of industrial & employment land to maximise infrastructure & connect to the existing freight network. 10.2 Use local environmental plans to promote the development of specialised industry clusters & the co-location of related industries. 10.3 Encourage the consolidation of isolated, unused or underused pockets of industrial land to create long-term development opportunities. 10.4 Identify industrial & employment land opportunities & reduce land use conflicts through local land use strategies.	The aim is to maximise local employment potential, where possible, through provision of appropriate employment land supply (aligned with community need & growth projections). The 2020 Subregional Strategy provides the frame work for industrial land uses (and land supply) across the Shire. However, this Settlement Strategy covers commercial uses & may supplement a review of industrial uses in some settlements.

	10.5 Monitor the supply & demand of industrial land in strategic centres to inform the planning & coordination of utility infrastructure to support new development. 10.6 Accommodate future commercial & retail activity in existing commercial centres, unless there is a demonstrated need or social & economic benefits to locating this activity elsewhere. 10.7 Require proposals for new retail development to demonstrate how they: • respond to retail demand; • respond to innovations in the retail sector; • maximise public transport & community infrastructure commensurate with the scale of the proposal; and • enhance the quality of public areas.	The Commercial part of this Strategy has a key focus on protecting & enhancing each settlement centre/main street area whilst providing sufficient flexibility to adapt to changing commercial/retail needs. This is not so much of an issue in Village Zones. However, in Molong & Canowindra with business zone(s) there is a review of growth potential around the fringes of the town centre that will not undermine retail activity in the main street. There may also need to be some employment lands outside the main street as these are heritage conservation areas & may not support businesses needing simpler building types & improved vehicle access/parking. Increasingly, lower-impact light industrial & manufacturing/logistics activities can occur in business areas without impacting significantly on amenity & streetscape (particularly where lots can be serviced from rear lanes or parking areas). For example, artisan food & drink industry is an opportunity in main streets as part of a mixed-use retail outcome.
Direction 11: Sustainably manage water resources for economic opportunities	11.1 Implement the *Murray–Darling Basin Plan* to ensure a balance of social, economic & environmental outcomes. 11.2 Finalise water resource plans & long-term watering plans for surface water & groundwater systems in accordance with the *Murray–Darling Basin Plan*. 11.3 Plan for high-water use industries in locations with water access & security. 11.4 Enhance the productive capacity of land in the Namoi, Macquarie & Lachlan irrigation areas by limiting encroachment of inappropriate & incompatible land uses. 11.5 Provide guidance for development in areas of groundwater vulnerability.	This Strategy does not specifically look at water quantity or quality (particularly for agriculture or river systems) but acknowledges that there are water constraints on growth & identifies some current projects to enable that growth. Please see the *Local Profile* for discussion around water infrastructure & capacity. A principle is that, where possible, urban development should be connected to reticulated water & sewer to minimise impacts on groundwater & surface water systems.
Direction 12: Plan for greater land use compatibility	12.1 Conduct a pilot study with Central NSW Councils (CENTROC) to investigate practical on-ground mechanisms to help avoid land use conflict between intensive agricultural uses & other sensitive uses. 12.2 Identify & protect important agricultural land in local plans. 12.3 Create local strategies to limit urban & rural housing development in agricultural & extractive resource areas, industrial areas & transport corridors. 12.4 Amend planning controls to deliver greater certainty of land use. 12.5 Provide non-statutory guidance on appropriate & sympathetic land use in areas where land use conflicts occur.	This Strategy has a key aim of avoiding, or minimising/mitigating land use conflicts & ensuring compatibility between uses (where possible). The 2020 Subregional Strategy provides the frame work for rural & industrial land uses (and land supply) across the Shire so this Settlement Strategy does not need to cover it in detail. However, the interface & potential growth into surrounding agricultural lands is a key conflict that must be balanced with the need for urban growth. There is also a need to direct urban growth so sensitive uses (e.g. residential) are separated/buffered from industrial/agricultural/mining & other higher impact activities.

Goal 2: A stronger, healthier environment & diverse heritage		
Direction 13: Protect & manage environmental assets	13.1 Protect high environmental value assets through local environmental plans. 13.2 Minimise potential impacts arising from development in areas of high environmental value, & consider offsets or other mitigation mechanisms for unavoidable impacts. 13.3 Improve the quality of, & access to, information relating to high environmental value. 13.4 Develop a Biodiversity Conservation Investment Strategy to identify priority investment areas & principles for investment. 13.5 Recognise, plan for & consider the production, cultural heritage, recreation & ecological conservation values of Travelling Stock Reserves in local land use strategies.	Nearly all of the settlements are also located on significant watercourses of environmental significance & flooding is possible for limited areas in most settlements. Most of the significant vegetated areas of Cabonne are not in close proximity to settlements except at Eugowra, Cargo, Mullion Creek & other large lot residential localities where bushfire is a significant risk. The NSW Government (former OEH) provided Environmentally Sensitive Area (ESA) mapping in 2008 and, to the best of our awareness, this has not been updated. Ideally, this should be updated to ensure a consistent approach. The Rural Fire Service (RFS) is currently working with Council to update bushfire mapping across the Shire, though this has the potential to declare large areas of the Shire (& the fringes of settlements) as bushfire prone. Generally, the growth areas for settlements will seek to avoid or minimise/mitigate impacts on ESAs & avoid risk of natural hazards from bushfire & flooding (where possible). This Strategy does not go into detail on stormwater quantity & quantity though it recognises the potential for improvements to run-off into natural watercourses. Climate variability is a key issue facing secure water supplies for settlements & the economy as a whole with agriculture being the major employer. Water security is currently being addressed by Council & Central Tablelands Water (CTW).
Direction 14: Manage & conserve water resources for the environment	14.1 Adopt an integrated approach to water cycle management across the region that considers climate change, water security, sustainable demand & growth, & the natural environment. 14.2 Locate, design, construct & manage new development to minimise impacts on water catchments, including downstream areas & groundwater sources. 14.3 Minimise the impacts of development on fish habitat, aquaculture, commercialised & recreational fishing, & waterways (including watercourses, wetlands & riparian lands) & meet the *Water Quality & River Flow Objectives*. 14.4 Collaborate with industry & other catchment stakeholders to clarify changes to the supply & management of water for users & the environment. 14.5 Plan for the effects of a changing climate on water availability & use for the environment, settlements, communities & industry.	
Direction 15: Increase resilience to natural hazards & climate change	15.1 Locate developments, including new urban release areas, away from areas of known high biodiversity value; areas with high risk of bushfire or flooding; contaminated land; & designated waterways. 15.2 Incorporate the outcomes of the Enabling Regional Adaptation project to ensure future land use & planning decisions reduce regional climate change vulnerabilities. 15.3 Adopt a whole-of-government approach to information exchange on climate change adaptation & preparedness. 15.4 Respond to climate-related risks by applying & communicating fine-scale climate information to support decision-making. 15.5 Implement the requirements of the *NSW Floodplain Development Manual* by updating flood studies & floodplain risk management plans.	

Direction 16: Respect & protect Aboriginal heritage assets	16.1 Protect, manage & respect Aboriginal objects & places in accordance with legislative requirements. 16.2 Undertake Aboriginal cultural heritage assessments to inform local land use strategies & to identify any appropriate heritage management mechanism. 16.3 Consult with Aboriginal people & the broader community during strategic planning to identify & protect heritage values; minimise the impact of urban growth & development; & recognise their contribution to the character & landscape of the region.	This Strategy seeks to prevent impact on & protect known Aboriginal cultural assets & recognise the important role the Aboriginal community plays in Cabonne Shire. Further consultation with the LALC will occur as part of the exhibition of this Strategy.
Direction 17: Conserve & adaptively re-use heritage assets	17.1 Increase heritage protection & revitalise main streets & town centres through community education & development incentives in local plans. 17.2 Prepare, review & update heritage studies in consultation with the wider community to recognise & conserve heritage assets & items, & include appropriate local planning controls. 17.3 Work with the Central NSW Councils (CENTROC) to scope barriers to the adaptive re- use of heritage items.	This Strategy seeks to protect & enhance heritage items, conservation areas, & historic buildings & places. It recommends that there are ongoing updates to heritage listing in the Local Environmental Plan (CLEP2012). The existing Heritage Conservation Areas in Molong & Canowindra also provide protection for the main street / town centre area. There needs to be some flexibility to allow for sensitive infill development in heritage areas as well as identification of growth areas that will minimise impacts on heritage items.

Goal 3 – Quality freight, transport & infrastructure networks		
Direction 18: Improve freight connections to markets & global gateways **Direction 19: Enhance road & rail freight links** **Direction 20: Enhance access to air travel & public transport**	An aim for this Strategy is to protect existing & likely major transport corridors that are used, amongst other things, for freight connections. Growth areas should either be separated from or suitably buffered so road noise & vibration does not significantly impact on the amenity of sensitive uses & transport corridors can operate at maximum efficiency. In Cabonne, this includes the key active rail routes along the Main Western & Broken Hill rail lines as well as key road corridors such as the Mitchell Highway & regional roads. Orange Airport also sits adjacent to Spring Hill & the large lot residential areas in Cabonne Shire so there are aircraft noise considerations. Access to classified roads should be limited, where possible, to minimise vehicle conflicts & promote safety. However, there may need to be compromises to promote pedestrian safety & amenity, particularly in or adjacent to town centres.	
Direction 21: Coordinate utility infrastructure investment	21.2 Work with stakeholders & infrastructure providers to investigate new funding models for utility infrastructure. 21.3 Monitor development & ensure that infrastructure is responsive to investment opportunities.	Utility providers (including Council) need to ensure there is efficient use of existing & future infrastructure whilst promoting sustainable growth & investment. Currently, there is limited potential to 'capture' utility infrastructure investment as part of development costs but Council is looking to prepare updated Contributions Plans. There may also be opportunities to work with the NSW Government to seek grant funding for key infrastructure that can benefit communities. Leveraging high-voltage electricity networks for renewable energy generation is an opportunity for Molong & Manildra.

Goal 4 – Dynamic, vibrant & healthy communities		
Direction 22: Manage growth & change in regional cities & strategic & local centres	22.1 Coordinate infrastructure delivery across residential & industrial land in regional cities & strategic centres. 22.2 Reinforce the role, function & relationship between regional cities & strategic centres in local housing strategies. 22.3 Improve transport in regional cities & strategic centres, & their connections with regional communities.	In CWORP Orange, Bathurst & Dubbo are regional cities & Parkes, Forbes & Cowra are Strategic Centres in close proximity to Cabonne. Whilst the settlements in Cabonne are not noted as strategic centres, infrastructure delivery co-ordination is still important, particularly with Orange (e.g. water supply & transport connections). There is also a need to co-ordinate housing delivery in the Orange Commuter Zone as Orange's land supplies are limited & Cabonne has potential to supply un-serviced large lot residential housing.
Direction 23: Build the resilience of towns & villages	23.1 Update the *Strengthening Rural Communities Resource Kit*. 23.2 Work with councils to better understand the drivers of population change & implications for local communities. 23.3 Work with Central NSW Councils (CENTROC) & other stakeholders to investigate the potential for standardisation of baseline data collection. 23.4 Build drought resilience in rural communities by supporting primary producers & communities to improve preparedness & decision-making.	A key aim of this Strategy is sustainable growth & land supply that can promote flexibility in development & community resilience to adapt to change. This Strategy seeks to better understand the drivers & implications of population change & growth in Cabonne's settlements & to create a range of growth scenarios that are based on reasonable data & projections. Whilst this land use strategy is only one part of the resilience 'toolbox' it prioritises growth aspects with the greatest potential to increase the sustainability of each settlement & its community. Whilst this is not an agricultural or rural strategy – it recognises that the future of the settlements relates to the success of agriculture & rural industry in Cabonne.
Direction 24: Collaborate & partner with Aboriginal communities	24.1 Develop partnerships & engagement protocols with Aboriginal communities during the planning process. 24.2 Engage Aboriginal communities during the preparation of local housing strategies & local environmental plans.	There is limited detailed information on Aboriginal housing issues & trends to inform this Strategy so there needs to be consultation with Aboriginal representatives to understand how the Strategy can assist or may impact on community needs. Further consultation with the LALC will occur as part of the exhibition of this Strategy.
Direction 25: Increase housing diversity & choice	25.1 Prepare local housing strategies that increase housing choice, including affordable housing options. 25.2 Increase housing choice in regional cities & strategic centres at locations near or accessible to services & jobs. 25.3 Align infrastructure planning with new land release areas to provide adequate & timely infrastructure. 25.4 Locate higher density development close to town centres to capitalise on existing infrastructure & increase housing choice.	A key aim of this Strategy is to review housing choice & diversity & (where possible) to facilitate housing options that respond to community need & promote affordable housing. This Strategy has sought to address the NSW Government Local Housing Guidelines addressing many of these requirements. Planning controls are unlikely to be the main barrier to achieving improved housing mix & affordability as most issues arise from the economics of development. Minimum lot sizes are unlikely to be a major constraint to growth in most towns/villages because historically larger lot sizes have been preferred. In large lot residential areas, there may be the opportunities to consider reductions in lot size down to 0.8-1.0ha, subject to addressing on-site effluent management & NSW Government concerns. This Strategy also seeks to locate higher densities or housing or housing for less mobile community members (e.g. seniors living/aged care) as close to services & employment, taking into account constraints near town centres. We suggest it is unnecessary to target

	25.5 Promote incentives to encourage greater housing affordability including a greater mix of housing in new release areas. 25.6 Prepare guidelines for local housing strategies to address local affordable housing needs. 25.7 Work with councils to appropriately plan for future social & affordable housing needs.	specific sites for higher densities as it is highly dependent on landowner desire to development, though it has set out key principles for growth. Future investigation areas have taken into account existing & likely future availability of infrastructure & utilities though further engineering work is required to move towards detailed design & costings. Whilst there are some gaps in the data to assess specific social, affordable, & rental housing demands & trends – we have attempted to identify key issues & make suggestions on improvements.
Direction 26: Increase housing choice for seniors	26.1 Promote ageing-in-place by adopting elements of Livable Housing Australia's *Livable Housing Design Guidelines* in development controls for housing, where possible. 26.2 Promote opportunities for retirement villages, nursing homes & other senior's housing in local housing strategies. 26.3 Remove planning barriers to provide a range of low-care & independent seniors' accommodation options in appropriate locations. 26.4 Review *State Environmental Planning Policy (Housing for Seniors or People with a Disability) 2004* to make it more applicable to private developers in regional areas. 26.5 Locate new housing for seniors close to existing services & facilities, & on land free from hazards. 26.6 Work with councils to investigate the demand for seniors housing & to identify barriers to providing low-care & independent senior's accommodation options. 26.7 Work with Gilgandra Shire Council to produce a case study on Cooee Lodge Retirement Village to guide other councils developing aged care accommodation.	A key aim of this Strategy is to facilitate ageing-in-place & allowing older citizens to remain in their existing towns & villages for as long as possible. This requires several outcomes including the ability to adapt existing housing, the provision of new appropriately sized & designed housing, & provision of support services & access to higher-level medical care. Not all of this can be accomplished in this Strategy – though it can facilitate discussions with appropriate housing providers & promote land for growth of essential services. CWORP states: *'Local housing strategies must plan for a range of housing choices for seniors, including retirement villages, nursing homes & opportunities to modify existing dwellings so that people can age in their own homes. Adaptable, liveable homes should be easy to enter & navigate; responsive to the changing needs of occupants; & relatively easy to adapt for injured or elderly residents, or people with a disability'*. *'State planning policies streamline approval processes for senior's housing. The incentives in these policies need to be reviewed to better suit regional circumstances, as benefits are often negated due to higher development costs & lower demand when facilities only cater for small populations in regional areas compared to metropolitan areas'.* Molong, Canowindra, & Yeoval already have a growing supply of aged care & retirement living options close to the town centre - suggesting the market is responding to demand but further facilitation & incentives may be required for other settlements such as Eugowra, Manildra & Cudal.
Direction 27: Deliver a range of accommodation options for season, itinerant & mining workforces	27.1 Produce guidelines to help councils plan for & manage seasonal & itinerant worker accommodation. 27.2 Prepare planning guidelines for the short-term accommodation of mining employees to support workforce needs during mining construction, operation or shutdown.	There have not been any significant issues highlighted for Cabonne in the provision of seasonal & itinerant worker accommodation at this time, other than a shortage of rental properties. Major projects generally utilise Orange for most of their housing though if some larger projects (such as Copper Hill, Molong) were to proceed this may be an opportunity (if the investment is sustainable). The Council Caravan Park along with temporary camping/caravan options in & around each settlement provide short-term facilities. Medium term may be partly addressed in the existing tourist accommodation options.

Direction 28: Manage rural residential development	28.1 Locate new rural residential areas: • close to existing urban settlements to maximise the efficient use of existing infrastructure & services, including roads, water, sewer & waste services, & social & community infrastructure; • to avoid & minimise the potential for land use conflicts with productive, zoned agricultural land & natural resources; and • to avoid areas of high environmental, cultural or heritage significance, regionally important agricultural land or areas affected by natural hazards. 28.2 Enable new rural residential development only where it has been identified in a local housing strategy prepared by Council & approved by the Department of Planning & Environment. 28.3 Manage land use conflict that can result from cumulative impacts of successive development decisions.	This Settlement Strategy seeks to integrate the strategy for large lot residential development across the Shire including areas attached to settlements as well as stand-alone areas. For most of the larger settlements experiencing some growth, there is potential to facilitate development of existing large lot residential areas. Some settlements need to consider whether future growth should occur as urban residential (serviced with sewer & water) or as large lot residential (un-serviced). The key issue is the growth of large lot residential areas in the Orange Commuter Zone where there are key drivers for growth & limited land supply in the Orange LGA. This Strategy is proposing some progressive increases in Strategy (Growth) Areas for future investigation around existing settlements. By consolidating with existing urban areas (rather than creating new isolated development areas) it will minimise impacts on agriculture & not significantly increase the interface perimeter for land use conflicts. Generally, land closer to settlements is more fragmented & has lower agricultural potential (but not always).
Direction 29: Deliver healthy built environments & better urban design	29.1 Develop regional urban design guidelines for planning, designing & developing healthy built environments. 29.2 Enhance the quality of neighbourhoods by integrating recreational walking & cycling networks. 29.3 Reflect local built form, heritage & character in new housing developments. 29.4 Incorporate water sensitive urban design in new developments.	The NSW Government has recently prepared regional urban design guidelines as part of a suite of *Better Placed* documents. This Strategy seeks to protect & enhance the (existing and/or desired future) character of settlements through appropriate infill development & built form/landscape. Some objectives may relate more to public domain/ village enhancement projects outside the scope of this Strategy, it is important to locate development where it has a reasonable level of connection & amenity to promote healthy & sustainable development of high quality & appearance. This takes into account the importance of heritage & historic streets & conservation areas as well as rural & settlement landscape qualities.

7.6. Sub-Regional Plans

7.6.1. Sub-Regional Rural & Industrial Lands Strategy 2008

In 2008 GHD prepared the *Subregional Rural & Industrial Land Use Strategy* (2008 Subregional Strategy) on behalf of Blayney, Cabonne & Orange City Councils. This Strategy is primarily focussed on development in the rural & industrial zoned lands of Cabonne. This included large lot residential localities that were separate from the larger urban settlements (primarily located in the area around Orange). Council has adopted the GHD (2008) Blayney Cabonne Orange -*Sub-Regional Rural & Industrial Lands Strategy* ('2008 Subregional Strategy').

The 2008 Subregional Strategy is now proposed to be replaced by this *Settlement Strategy* (incorporate findings on large lot residential uses in Cabonne) & the Draft *Subregional Rural & Industrial Lands Strategy 2020* (applying to rural & industrial land uses – see below). Where relevant, the key findings have been incorporated into this Settlement Strategy, primarily into the **Settlement Options Paper** that reviews the original growth areas so the 2008 Subregional Strategy is not reviewed in detail here.

7.6.2. Draft Sub-Regional Rural & Industrial Lands Strategy 2020

In 2018, Elton Consulting was engaged to review & update the 2008 Subregional Strategy & has prepared the Draft *Sub-Regional Rural & Industrial Lands Strategy* 2020 (2020 Subregional Strategy) for the Blayney, Cabonne & Orange City sub-region. This is made up of two (2) document including:

- *Background & Issues Summary Report* (28 July 2019)
- *Subregional Rural & Industrial Lands Strategy* 2019 to 2036 - Draft

The 2020 Subregional Strategy covers the rural & industrial lands in Cabonne & therefore complements this Settlement Strategy to provide a comprehensive review of all land uses across the Shire. However, there are some overlaps between the two strategies where settlements are looking to expand into or impact on rural/agricultural lands or where some suggestions are made about the integration of industrial lands into or around those settlements.

This Strategy focusses on a number of key issues including:

a) Protecting the key economic sectors of agriculture, horticulture & the wine industry, & mining/mining services in accordance with the Regional Economic Development Strategy (REDS) (see below);
b) Improving consistency in local planning, land use & zoning controls for rural lands across the three (3) LGAs including management of the drinking water catchment(s);
c) Minimising rural land use conflict & fragmentation of rural landscapes to promote sustainable agriculture;
d) Prioritise agriculture & associated economic development (including tourism) over rural lifestyle development in rural zones (this aligns with consolidating growth around existing settlements rather than increased fragmentation of rural lands);
e) Balancing the competing needs of agriculture, tourism & lifestyle development, particularly around Mount Canobolas;
f) Efficient use of industrial land with potential for growth in all three (3) LGAs (building on the industrial strategy areas in the 2008 Subregional Strategy);
g) Maintain the existing & previously identified areas for industrial land in Cabonne with a focus on major industrial growth to the south of Manildra;
h) Diversifying employment opportunities in rural lands.

Cabonne & Blayney Councils have publicly exhibited in early 2020 the Draft *Sub-Regional Rural & Industrial Lands Strategy* 2019-2036 ('2020 Subregional Strategy') & Orange City Council approved it for exhibition in October 2020.

Generally, this Settlement Strategy will be consistent with the 2020 Subregional Strategy but may refine some of the specific recommendations where it is relevant to settlements.

7.6.3. Orange, Blayney & Cabonne Regional Economic Development Strategy ('REDS')

The NSW Government assisted Council to prepare the DPC / AgEconPlus Consulting (2018) *Orange, Blayney & Cabonne Regional Economic Development Strategy 2018-2022* ('REDS') & its Supporting Analysis Paper. This is addressed in more detail in Section 2 of this Paper setting out key trends for the Region/Sub-Region. These are generally consistent with or similar to the strategies in the Central West & Orana Regional Plan (CWORP) so they have not been addressed again here.

7.6.4. Central West & Agriculture

Whilst this is an Urban Strategy, Cabonne is highly dependent on agriculture as its main employer & source of Gross Regional Product. Previously, RMCG / Department of Planning & Environment prepared the *Central West & Orana Agricultural Industries*

(January 2016) (based on census data before the 2016 Census). This provides an excellent overview of the Central West & Orana region opportunities & constraints in agriculture but does not look in detail at Cabonne Shire. We note that there are a number of other agricultural studies recently (or in the process of being) prepared including, but not limited to:

- Central West Food & Fibre Strategy (CENTROC)
- Agribusiness Diversification & Value-Added Manufacturing Options Paper (June 2018)
- Regional Agricultural Development Strategy (Due Later 2019)

7.7. Cabonne Shire

7.7.1. Cabonne Community Strategic Plan 2025 (CSP)

In 2013 Council prepared the Community Strategy Plan 2025 (CSP) as part of the Integrated Planning & Report Documents required by Council. CSPs set the strategic direction for Council's including not only land use planning but also other operational matters. CSPs are generally prepared to cover the next 10 years so Council is currently embarking on the preparation of a new CSP. The CSP population projections 2009-2031 assumed growth at 0.9% per annum.

The Future Directions set out in the CSP are all relevant to this Settlement Strategy including:

1.	Connect Cabonne to each other and the world
2.	Build business and generate employment
3.	Provide and develop community facilities
4.	Grow Cabonne's culture and community
5.	Manage our natural resources

Within those Future Directions are a range of Strategic outcomes. A selection of these that are directly relevant to & addressed by this Strategy & link to the NSW Plan include:

- 2.1 – A strong & vibrant local business sector
- 2.2 – Coordinated tourism product & a thriving visitor industry in Cabonne
- 2.3 – Increased viable, sustainable & value adding businesses in Cabonne
- 2.4 – Jobs for Cabonne people in Cabonne
- 3.1 – Pre-school, playgroup, childcare & youth facilities are available across the Shire
- 3.2 – Health & aged care facilities meet local community needs
- 3.3 – Sporting, recreational, Council & community facilities & services are maintained & developed
- 3.4 – Cabonne has the education services & facilities to be a contemporary learning community
- 4.1 – A successful balance of village & rural living
- 4.2 – A network of viable, relevant & cultural facilities exists in Cabonne
- 4.3 – Beautiful town & villages with historic assets are cared for & preserved
- 4.4 – Community events build visitation, generate investment & strengthen community well-being
- 5.1 – All villages have a secure & quality water supply
- 5.2 – Flood mitigation processes are in place

Whilst this Settlement Strategy is not always the primary mechanism to achieve the above outcomes, it can facilitate & assist those outcomes by ensuring a suitable supply of land for each use & minimise land use conflicts to achieve social & economic goals for growth.

7.7.2. Local Strategic Planning Statement (LSPS)

The Cabonne Council - *Local Strategic Planning Statement* (LSPS) was adopted in June 2020. Its aim is to set a 20-year vision for land use planning across the Shire that integrates local planning strategies with Regional & State Plans. The LSPS is the higher-level land use plan for Cabonne Shire with which this Strategy needs to be consistent.

The LSPS reviewed briefly each of the key settlements. It set the vision for the Shire & Shire population growth was forecast at 1% a year over the next 20 years (based on the 2016 DPIE growth projections). The LSPS then set Planning Priorities & associated actions for the Shire (see Table below).

PLANNING PRIORITIES

Cabonne Council is the Food Basket of NSW, with a thriving and diverse productive landscape. Our landscapes are supported and connected by our towns and villages that each tell a unique story through their rich history.		
A diverse and productive economy	**Vibrant and supported Communities**	**A Healthy Environment**
1. Support the diversification in agriculture and protect agricultural land from urban encroachment	4. Support and promote sustainable development within our villages and celebrate our history	7. Protect and enhance our landscape, biodiversity and waterways
2. Support and promote sustainable tourism across Cabonne	5. Provide opportunities to ensure a variety of housing types are available across our shire	8. Manage natural hazards to mitigate their impacts on our communities.
3. Support sustainable growth in mining and industry and leverage off opportunities within the region.	6. Ensure that infrastructure and facilities cater for the changing needs of our community	9. Mitigate and adapt to Climate Change.

All of the Planning Priorities are relevant to the social, economic & environmental growth of Cabonne's settlements. However, the Planning Priorities listed under 'Vibrant & supported Communities' are all particularly relevant to settlements, housing, & infrastructure to support them. These Priorities have further actions as set out below from the LSPS:

4. Support & promote sustainable development within our villages & celebrate our history.

Strategic Direction:

- Encourage sustainable development within the villages to support the local economies.
- Celebrate and protect key heritage assets across the shire and ensure future development within the villages is sympathetic to its surrounds.

Actions:

- Prepare a shire wide economic development strategy to foster development and economic within the villages. (Medium)
- Review the Cabonne Settlement Strategy to identify suitable areas for growth. (Short)
- Prepare a comprehensive Development Control Plan for commercial areas, including specific controls for Heritage items and heritage conservation areas. (Medium Term)
- Investigate potential for Aboriginal heritage study for Cabonne Local Government Area. (Long Term)
- Protect, manage and respect Aboriginal objects and places in accordance with legislative requirements. (Continual)

Monitoring and Reporting

- Report to council as necessary
- Ongoing review of strategic planning documents

Relationship to other plans

- Central West and Orana Regional Plan (Direction 16, 17, 23)
- Cabonne Community Strategic Plan (Future Direction 2.1, 2.3, 2.4, 4.1, 4.3)

This Settlement Strategy satisfies the Action: *Review the Cabonne Settlement Strategy to identify suitable areas for growth*.

5. Provide opportunities to ensure a variety of housing types are available across our shire

Strategic Direction:
- Identify strategic areas for growth opportunities around existing urban development.
- Ensure that suitable accommodation is available for older persons within Cabonne.

Actions:
- Review the Cabonne Settlement Strategy to identify suitable areas for growth and increase housing choice, including housing for older people and affordable housing options. *(Short Term)*
- Implement a comprehensive Development Control Plan for residential and urban development. (Medium Term)
- Advocate for improvements to health and transport services for our villages. (Continual)

Monitoring and Reporting
- Report to council as necessary
- Ongoing review of strategic documents

Relationship to other plans
- Central West and Orana Regional Plan (Direction 6, 21, 22, 25, 26, 27)
- Cabonne Community Strategic Plan (Future Direction 3.2, 4.1)

This Settlement Strategy satisfies the Action: *Review the Cabonne Settlement Strategy to identify suitable areas for growth & increase housing choice, including housing for older people & affordable housing options*.

6. Ensure that infrastructure & facilities cater for the changing needs of our community

Strategic Direction:

- Provide appropriate infrastructure for the communities of Cabonne to ensure that it meets the needs of our community.

Actions:

- Update and implement the Cabonne Pedestrian and Mobility Plan (PAMP) *(Continual)*
- Complete plans of management for Crown Land allotments that council manage *(Short Term)*.
- Review and update council's Developer Contributions Plan pursuant to clause 7.11/7.12 of the Environmental Planning and Assessment Act 1979. *(Short Term)*
- Support programs such as council's Village Enhancement Program to improve investment in local projects. *(Continual)*

Monitoring and Reporting:

- Report to Council as necessary
- Ongoing review of strategic documents

Relationship to other plans:

- Central West and Orana Regional Plan (Direction 6, 29)
- Cabonne Community Strategic Plan (Future Direction 1.1, 3.1, 3.3, 4.2)

This Actions in this Planning Priority mostly relate to other plans that are currently been prepared. However, this Settlement Strategy does respond to some of these other plans & the opportunities/challenges for key settlements.

7.7.3. Cabonne Settlement Strategy 2012 (CSS2012)

The Cabonne Settlement Strategy 2012 (CSS2012) is the key document being reviewed & updated by this Strategy. CSS2012 provides a useful background document to this Strategy as it has a lot more detail on some key issues. However, this Strategy summarises the key points where they are relevant to land uses in the key settlements. The key change is that this Strategy integrates the findings on large lot residential outcomes from the 2008 Subregional Strategy.

7.7.4. Cabonne Local Environmental Plan 2012 (CLEP2012)

Cabonne Local Environmental Plan 2012 (CLEP2012) was prepared concurrently with the preparation of CSS2012 & was also based on the recommendations of the 2008 Subregional Strategy. It commenced on 18 January 2013.

CLEP2012 was a significant change from the previous *Cabonne Local Environmental Plan 1991* (CLEP1991) because it adopted the Standard Instrument format required across NSW including new zoning categories. In addition, CSS2012 recommended a number of changes to zoning in key settlements including, but not limited to removing the 'Village Zone' in Molong & Canowindra & replacing it with zones for specific land use outcomes as well as some alterations to zone boundaries & minimum lot size for subdivision.

After nearly eight (8) years in operation it has been subject to nine (9) amendments summarised as follows:

- Amendments 2 (Clifton Grove), 4 (Summer Hill Creek), 6 (Clifton Grove) & 9 (Mullion Creek) were associated with rezoning of large lot residential land in accordance with the 2008 Subregional Strategy recommendations;
- Amendments 3 (Eugowra & Manildra), 5 (Molong), & 8 (Molong) sought to correct site-specific errors in zoning/permissible land uses;
- Amendment 1 (Molong) & 7 (Gumble) were reclassification of public land & heritage listing.

Therefore, on the whole CLEP2012 appears to not have been amended significantly since its introduction. However, after nearly eight (8) years it is appropriate to review this key environmental planning instrument in accordance with this Strategy & the 2020 Subregional Strategy recommendations.

7.7.5. Development Control Plans (DCPs)

Council has already acknowledged that most of the Development Control Plans (DCPs) were written to support CLEP1991 & are now largely out-of-date, irrelevant to most development, & not best practice. Council has already highlighted the need in the LSPS to update these plans as part of its control review.

7.7.6. Contribution Plan(s)

Council only has the *Road Contribution Plan (Section 94) for General Rural Zones* (dated April 2007). There are no contributions payable in urban zones. Council is preparing a standard Contributions Plan that will cover all development in Cabonne & this is likely to be based on a percentage rate of the estimated cost of development above a certain threshold. Council needs to be able to collect levies on development to invest in additional infrastructure to support its settlements.