



# Narrandera Local Housing & Employment Zone Land Strategy

October 2022



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

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

### **Acknowledgements**

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### **Prepared for**

Narrandera Shire Council

141 East Street  
Narrandera NSW 2700  
(02) 6959 5510

council@narrandera.nsw.gov.au  
www.narrandera.nsw.gov.au

### **Contact**

Habitat Planning

409 Kiewa Street  
Albury NSW 2640  
(02) 6021 0662  
habitat@habitatplanning.com.au  
habitatplanning.com.au

Habitat Planning Pty Ltd  
ABN 29 451 913 703  
ACN 606 650 837

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# 01. Introduction

## 1.1 Executive Summary

Strategic planning is the basis of the NSW planning system. Strategic plans tell the story of a place, its background and history, vision and aspirations for the future. Local Governments have the knowledge and expertise in strategic planning necessary to translate higher-order planning objectives in Regional and District Plans into implementable plans at the local level.

This Strategy links Council's visions for housing and importantly responds to Council's Local Strategic Planning Statement (LSPS) 20 year vision for land use planning for the Local Government Area.

The Housing and Employment Zone Land Strategy has been developed in accordance with the 'Local Housing Strategy Guideline: A step-by-step process for producing a local housing strategy' (2018) and the 'Employment Land Strategy Guidelines Discussion Paper' 2021, both prepared by the Department of Planning and Environment.

The housing and employment vision for the Narrandera Shire has been drawn from previous community consultation and strategic planning work undertaken by Council.

Council has a role to play in facilitating the preparation of planning strategy and policy (such as the Local Environmental Plan) that supports and encourages the supply of new housing and employment lands that matches the community's preferences, businesses demand and everyone's needs.

In order to plan for the future needs of our community Council must set a strategic direction for housing and employment land policy to better inform land use zoning and other planning controls which will ultimately provide the outcomes desired.

It is important to note the housing system is beyond the responsibility of Council or a single State or Federal agency on its own. It is affected by, and affects most other policy areas, including environment, economy, infrastructure, social services and health.

A strategy provides councils and communities the opportunity to develop a strategy that influences how and where they will grow to support a growing population, ageing community, and a changes to household structures. A strategic approach allows everyone, including Council, to step back and examine the evidence base and make informed decisions about the use of land for residential purposes as well as the planning of roads, infrastructure and services.

A strategic approach is important for providing certainty to all relevant stakeholders who have an interest in housing and employment lands. A strategic approach enables our urban areas to successfully establish a positive legacy of living for future generations.

In order to plan, identify and accommodate for the future needs of our community, a new housing strategy and employment lands strategy is needed to accommodate growth, improve housing choice and increase housing opportunities in high demand areas. The employment strategy will also ensure that employment lands are provided in appropriate locations which are accessible and provide the outcomes required for flourishing and sustainable business and employment within the Shire.

The Strategy includes consideration of demographic factors, local housing supply and demand, and local land-use opportunities and constraints. The Strategy details where additional housing can be provided and how Council will ensure appropriate infrastructure provision and high-quality design is achieved.

The recommendations outlined in this Strategy will form the basis for revised residential zoning and development standards under the Narrandera Local Environmental Plan and the Narrandera Development Control Plan which will be prepared as separate exercises. The strategy will also provide an evidence base that supports Council in ensuring appropriately planned housing and employment lands that align with the communities expectation and good planning outcomes.

The strategy is prepared in accordance to the DPE's guidelines for Housing Strategies and Employment Lands Strategies.

The Strategy will:

- **Analyse residential land and housing diversification demand and supply and provide pathways for addressing any needs and/or backlog**
- **Analyse development constraints and opportunities including growth drivers, hazards and biodiversity**
- **Assess infrastructure and servicing requirements for future development**
- **Provide a development staging plan to guide future land release for residential and Employment Zone development**
- **Analyse Employment Zone land demand and supply analysis including industrial development types, trends and opportunities**
- **Review road and active transport network and provide pathways for safe and active local connectivity and sustained freight movement**

## 1.2 Background

The objective of the Strategy is to implement the Narrandera Shire Council LSPS planning priorities that relate to the township of Narrandera.

The Riverina Murray Regional Plan 2036 (and draft Riverina Murray Regional Plan 2041) has a vision for the region to have a diversified economy, iconic waterways and vibrant connected communities.

Located at the intersections of the strategically significant Sturt Highway and Newell Highway, Narrandera Shire Council has an important role to play in inter-regional connections to support the agricultural supply chain to the main domestic and international ports at Sydney, Melbourne and Adelaide.

Narrandera Shire Council has strong connections to its two nearest regional cities of Griffith and Wagga Wagga, where residents can access higher-order health, education, retail, commercial and transport services.

The Narrandera Shire Council Local Strategic Planning Statement (LSPS) sets the framework for the Shire's economic, social and environmental land use needs over the next 20 years by outlining planning priorities that describe what, where and when development will occur in the LGA.

Accordingly, the LSPS identified and recommended a number of actions to stimulate and support future growth and development of the LGA. These are intended to provide opportunities for urban residential expansion, rural residential lifestyle and industrial development in and around the Narrandera township.

To properly implement these recommendations, a strategic analysis has been undertaken to better understand key issues such as residential and industrial land demand and availability, development opportunities and constraints and infrastructure and servicing among others.

The ultimate outcome is the development of a Housing and Employment Zone Land Strategy for the Narrandera township that will be used to inform LEP amendments and guide future development in the town.

Narrandera Shire Council's LSPS identifies the need for Diverse housing options (Priority 1) and Industry growth and diversification (Priority 6), however do not have sufficient strategic justification to support a planning proposal. This proposal is for conduct of a modest strategic analysis and justification to inform and provide that link.

### 1.3 Study Area

The area investigated by this Strategy comprises the main urban township area of Narranderra and the surrounding large lot residential and industrial areas.

The Study Area is generally defined by the existing town boundaries, including the environmentally protected areas of land to the north and east, Irrigation Way to the West and the Sturt Highway to the South.

The Murrumbidgee River, its tributaries and flood plain flow along the southern edge of the study area. The risk of flooding has long informed land use planning throughout Narranderra, which is protected by embankments parallel to the water courses.

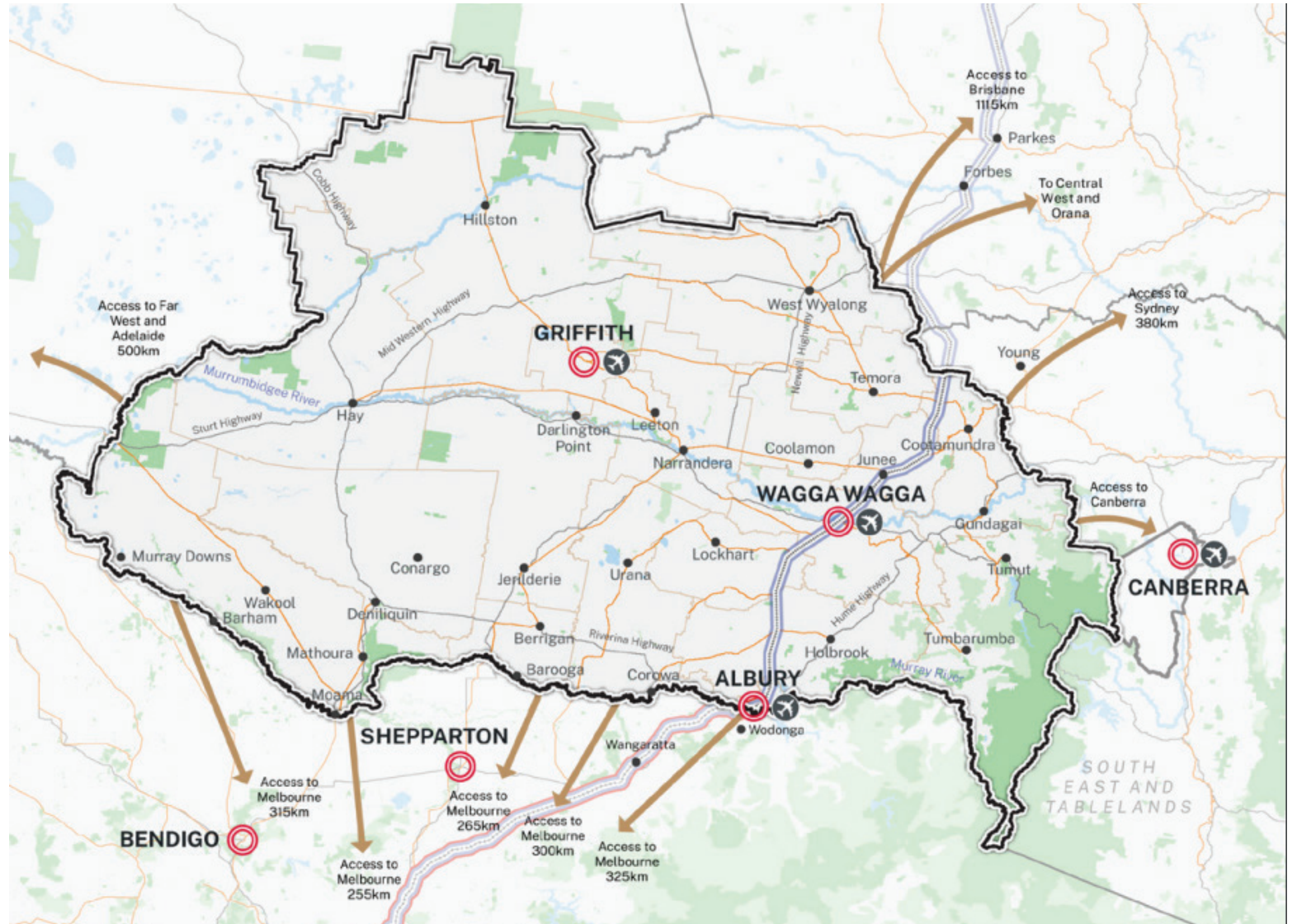


## 1.4 Regional Context

The Narrandera Local Government Area is located centrally within the Riverina Murray region of NSW, between the main centres of Griffith and Wagga Wagga.

It is located approximately 550 kilometres south west of Sydney and 450 kilometres north of Melbourne. Important transport and freight corridors run through the Shire, including the Sturt Highway and Newell Highway.

The major regional centres of Wagga Wagga and Griffith are located approximately 100 kilometres to the east and west respectively, providing important regional service role for Narrandera mainly through education and health care as well as regional level retail.



## 1.5 Housing Vision

The availability of a suitable range of housing is vital to every community's ability to function in an efficient, equitable, prosperous and sustainable way. Housing is critical to basic human needs for shelter, security and connection within communities.

Housing is also a key city-shaping consideration influencing streetscapes and urban form. It plays an important economic role at a state and national level, affecting the buoyancy of the economy, the efficiency of businesses, and labour force availability.

The housing vision for the Narrandera Shire describes the communities priorities and aspirations for housing in the LGA and is intrinsically linked to the Community Strategic Plan and Local Strategic Planning Statement. A broad housing vision has previously been identified through the Narrandera LSPS which is discussed and expanded below for the purposes of the Housing Strategy.

The township of Narrandera will be responsible for the majority of housing over the next 20 years for the LGA, with very little additional expansion of the smaller villages expected.

Large lot and rural residential style living options are attractive options in the Shire and will continue to be in demand. These options are available, and will continue to be focused on the fringes of the township.

To the south of the town, there is pressure for continued residential development, however this needs to be carefully managed given the significant environmental constraints, including flooding. Any development in these areas must be compatible with the identified flood hazard.

The vision for housing in Narrandera is to:

- **Encourage affordable and diverse accommodation options that retain existing residents and attract new residents**
- **Collaborate with industry, service providers and the community to improve the supply of rental housing and temporary accommodation for seasonal works in the region.**
- **Develop and investigate the ability for the provision of infill development that provides greater opportunities for walkable, scaleable and less infrastructure intensive development.**
- **Ensure any greenfield development is appropriately located, designed and serviced.**



## 1.6 Employment Vision

The employment and employment lands vision has previously been identified through the Narrandera LSPS; discussed and expanded below for the purposes of the developing this Employment Strategy. The LSPS set out a range of priorities which provide a framework for the subject strategy and ongoing land use planning associated with provided appropriately located, serviced and functional business and employment lands.

The outcomes sought by the employment strategy aim to align with the foundational principles of the Murray Riverina Regional Plan and Council's adopted strategic plans.

A well-functioning planning system can support productivity growth and have broader social benefits. Like all regulation, planning should be effective at achieving its objectives while keeping the costs of compliance low.

This strategy provides an evidence-based approach to understanding the current conditions and exploring the opportunities that the Shire can provide to ensure a viable and sustainable employment and economic base for current and future generations.

This strategy seeks to investigate the land-use constraints and set priorities and actions for Council to then implement through amendments to both the Local Environmental Plan and the Development Control Plan. Council will also seek to engage with local business and other relevant stakeholders to ensure that this strategy provides the flexibility and guidance required to maintain and grow a viable business and employment core.

The vision for Employment Zone land in Narrandera is to:

- **Investigate, identify and ensure an adequate supply of well located and serviced industrial and business land**
- **Provide recommendations, priorities and actions to ensure sustainable growth and retention of industry and business**
- **Ensure existing and proposed industrial land is well located and avoids potential incompatible land uses and land use conflicts.**
- **Enhance the freight network and infrastructure, including rail infrastructure, to facilitate a mode shift from road to rail, linking freight corridors to rail networks**
- **To recognise the key attributes of the Narrandera industrial areas, and to encourage appropriate development**
- **Have sufficient growth in industry and services to encourage existing persons to stay in the area and limit the escape/loss of new arrivals;**
- **Support renewable energy production in suitable locations that do not detract or adversely impact existing or future industrial lands.**

## 02. Planning Policy Context

## 2.1 State Planning Framework

The NSW planning framework is provided by way of legislation, policies, directions, both under the Environmental Planning and Assessment Act (EP&A Act) and at a more general level as well as guidelines and practice notes. The framework is structured across three tiers.

### Environmental Planning and Assessment Act 1979

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

- (a) to promote the social and economic welfare of the community and a better environment by the proper management, development and conservation of the State's natural and other resources,
- (b) to facilitate ecologically sustainable development by integrating relevant economic, environmental and social considerations in decision-making about environmental planning and assessment,
- (c) to promote the orderly and economic use and development of land,

- (d) to promote the delivery and maintenance of affordable housing,
- (e) to protect the environment, including the conservation of threatened and other species of native animals and plants, ecological communities and their habitats,
- (f) to promote the sustainable management of built and cultural heritage (including Aboriginal cultural heritage),
- (g) to promote good design and amenity of the built environment,
- (h) to promote the proper construction and maintenance of buildings, including the protection of the health and safety of their occupants,
- (i) to promote the sharing of the responsibility for environmental planning and assessment between the different levels of government in the State,
- (j) to provide increased opportunity for community participation in environmental planning and assessment.

The Act is then supported by a number of State Environmental Planning Policies (SEPP's). SEPP's are guidelines and controls relating to specific issues significant to the State.

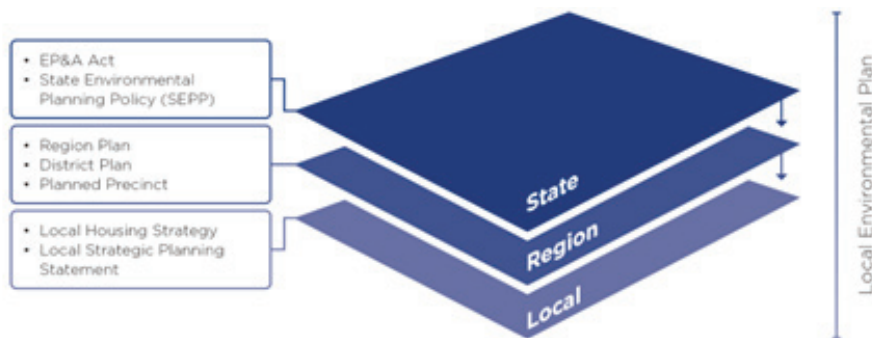
Commencing in March 2022, the 45 existing SEPPs were consolidated into 11 new "thematic" SEPPs. There are a number of State Policies that relate to housing and employment in NSW and those relevant to this paper.W

### State Environmental Planning Policy (Housing) 2021

The Housing SEPP currently incorporates affordable housing and diverse housing. Diverse housing in particular speaks to housing typologies such as secondary dwellings, group homes, build to rent, seniors housing, short term rental accommodation, serviced apartments, manufactured home estates, caravan parks, and temporary accommodation.

As the types of homes people need are changing, people want to be able to choose between different types of homes to suit their differing needs across all stages of life. The Housing SEPP:

- brings together five existing SEPPs which share the theme of housing into a single SEPP
- streamlines some of the provisions from those existing SEPPs
- updates a number of provisions, particularly those relating to boarding houses and seniors housing
- introduces two new housing types, co-living housing and independent living units and
- reduces inconsistencies between similar provisions for different housing types.



## 2.1 State Planning Framework

### **State Environmental Planning Policy No. 65 (Design Quality of Residential Apartment Development) (2002)**

State Environmental Planning Policy No 65 – Design Quality of Residential Apartment Development aims to deliver better living environments for residents choosing apartment living and to enhance streetscapes and neighbourhoods. It establishes a consistent state wide approach to the design and assessment of apartments and the way they are assessed by councils. The Apartment Design Guide explains how to apply SEPP 65 design principles to the design of new apartments.

### **State Environmental Planning Policy (Exempt and Complying Development Codes) 2008**

State Environmental Planning Policy (Exempt and Complying Development Codes) 2008 provides parameters for exempt and complying development.

- **Exempt development is very low impact development that can be carried out on certain residential, rural, commercial and industrial properties. Exempt development does not need any planning or building approval, but must comply with the NCC.**
- **Complying development generally includes larger building works than exempt development. Complying development applies to development such as the construction of a new dwelling house and alterations or additions to a house.**

### **State Environmental Planning Policy (Building Sustainability Index: BASIX) 2004**

The Building Sustainability Index (BASIX) aims to deliver equitable, effective water and greenhouse gas reductions across the state. BASIX is one of the strongest sustainable planning measures to be undertaken in Australia.

An integrated part of the planning system, BASIX is implemented under the Environmental Planning and Assessment Act. BASIX applies to all residential dwelling types and is part of the development application process in NSW.

The standards which apply to a BASIX assessment are proposed to increase with the release of the 'Proposed BASIX Higher Standards' document. The technical changes are proposed to be implemented from late 2022.

### **State Strategic Planning Policy - Housing 2041**

The NSW Government has prepared Housing 2041 as a state-wide, 20-year housing strategy so that all people, at all stages of their lives, will be able to access the right type of housing at the right time and with the best support available.

Setting an overarching 20-year vision for housing means understanding how people interact with housing throughout their life. It also means acknowledging that where and how people choose to live is about more than just the dwelling itself.

Housing is essential to our wellbeing, and a place to call home has never been more important than it is today.

## 2.2 Regional Policies

### Riverina Murray Regional Plan 2036

The Riverina Murray Regional Plan 2036 (Regional Plan) was adopted by the NSW Government in 2017 and is the relevant regional strategy that provides the strategic planning framework to guide decision-making and development in the Riverina & Murray regions for the next 15 years.

The Regional Plan is underpinned by four (4) key goals including:

*Goal 1 – A connected and prosperous economy.*

*Goal 2 – A diverse environment interconnected by biodiversity corridors.*

*Goal 3 – Healthy and connected community.*

*Goal 4 – Environmentally sustainable housing choices.*

Each of these goals is supported by a number of different actions, which seek to achieve the objectives of the goal.

While most of the directions and actions are relevant to the future Housing and Employment strategies the most instructive have been outlined below.

*Direction 1: Protect the region's diverse and productive agricultural land.*

*Direction 2: Promote and grow the agribusiness sector.*

*Direction 3: Expand advanced and value-added manufacturing.*

*Direction 4: Promote business activities in industrial and commercial areas.*

The Riverina Murray Regional Plan also sets out a range of priorities relating to employment and employment lands in Narrandera as outlined below

- Encourage local entrepreneurship and seek to attract new business and industry, and support and encourage emerging industries such as nuts and aquaculture to create long-term employment opportunities and attract skilled workers.
- Provide an adequate supply of industrial land to attract new industry and accommodate future expansion.
- Upgrade town streetscapes to support commercial transactions and social interactions, and provide appropriate infrastructure to support recreational facilities, as well as infrastructure to support tourist destinations in the shire, including river and forest areas.
- Enhance the freight network and infrastructure, including rail infrastructure, to facilitate a mode shift from road to rail, linking freight corridors to rail networks

### Riverina Murray Regional Plan 2041

The draft Riverina Murray Regional Plan 2041 was released for public comment during the period of the preparation of this Strategy. This represents the first 5 year review of the document by the Department of Planning and includes updated frameworks and actions.

Of relevance to Narrandera, the draft Plan considers the changing housing needs including providing different types of housing for varied demographics and needs of ageing populations and key workers.

## 2.3 Local Policy Framework

### **Narrandera Local Strategic Planning Statement**

The *Narrandera Local Strategic Planning Statement 2020-2041* has been prepared by Council accordance with the NSW Environmental Planning and Assessment Act 1979, which requires local strategic planning statements to include / identify the following:

The basis for strategic planning in the area, having regard to economic, social and environmental matters.

- The planning priorities for the area, , having regard to economic, social and environmental matters.
- The planning priorities for the area, consistent with any strategic plan applying to the area and any applicable community strategic plan under Section 402 of the NSW Local Government Act 1993.
- The actions required for achieving those planning priorities.
- The basis on which Council is to monitor and report on the implementation of those actions.

Narrandera Local Strategic Planning Statement sets out a range of priorities which relate to the housing and employment strategy.

## **LSPS Priorities**

**Priority 1: Diverse Housing Options**

**Priority 2: A Vibrant Pland to Visit and Stary**

**Priority 3: A Sustainable Region Adaptive to Changing Conditions**

**Priority 4: Protection and Managemetn of Our Environment and Heritage**

**Priority 5: Transport and Infrastructure Connectivity**

**Priority 6: Industry Growth and Diversification**

## 2.3 Local Policy Framework

### **Narrandera Shire Land Use Strategy 2011**

The Narrandera Shire Land Use Strategy 2011 investigated the needs of the community with a view of the next 20 years and provided a range of recommendations and particular land use considerations to determine the direction for the shire.

While aged, this plan provides an important background to the current housing and employment needs and will indirectly measure the impact of the land-use strategy and confirm and update any matters into the new consolidated housing and employment strategies.

### **Narrandera Shire Economic Development Strategy 2017-2020**

The Economic Development Strategy guides the direction of Council and the focus of Council's work investigating and encouraging ways to create jobs, facilitate business growth and diversify and grow the economy to improve the wealth and well-being of the community.

The Strategy is a blueprint for how Council will work with small business, industry, the community and all levels of government to drive diversified and sustainable economic development.

The proposed Employment Lands Strategy will build on the work completed as part of the Economic Development Strategy and will provide further strategic direction, particularly at a land-use level to ensure the actions and vision of this document can be implemented and achieved.

## **Economic Development Strategy Initiatives**

**Our Shire is 'Open for Business'**

**Enhancing Our Liveability**

**Economic Growth and Diversification**

**Planning for the Economy of the Future**

## 2.3 Local Planning Framework

### **Narrandera Local Environmental Plan 2013**

Local Environmental Plans (LEPs) guide planning decisions for local government areas through zoning and development controls. They provide a local framework for the way land can be developed and used. LEPs are the main planning tool to shape the future of communities by ensuring local development is carried out appropriately.

Narrandera Local Environmental Plan 2013 applies to all land within the Narrandera Local Government Area. The LEP aims to make local environmental planning provisions for land in Narrandera, in particular the plan aims to

- *to protect and promote the use and development of land for arts and cultural activity, including music and other performance arts,*
- *to protect, enhance and conserve agricultural land through the proper management, development and conservation of natural and man-made resources,*
- *to encourage a range of housing, employment, recreation and community facilities to meet the needs of existing and future residents of Narrandera,*
- *to promote the efficient and equitable provision of public services, infrastructure and amenities,*
- *to conserve environmental heritage.*

Changes to LEPs are important to maintain up-to-date local planning controls. The LEP making process aims to make sure these changes are strategically aligned and deliver good planning outcomes.

Land surrounding the main township is zoned RU1 Primary Production and RU4 Primary Production Small Lots, which provides a transition from urban to rural areas.

Key infrastructure and facilities are zoned SP2 Infrastructure, whilst existing industrial operations are zoned IN1 General Industrial (now E4 General Industrial). Similarly, parks and open space areas are zoned RE1 Public Recreation and areas of environmental significance are zoned either E1 (now C1) - National Parks & Nature Reserves), E2 (Now C2) Environmental Conservation or E4 (Now C4) Environmental Living. The Murrumbidgee River is zoned W1 Natural Waterways and W2 Recreational Waterways

### **Narrandera Development Control Plan 2013**

A Development Control Plan provides detailed planning and design guidelines to support the planning controls in the Local Environmental Plan developed by a council.

The Narrandera DCP applies to the entire LGA and contains a number of parts, maps and appendices that need to be referred to depending on the proposed development.

The plan is provided in various parts, with key features as outlined as follows:

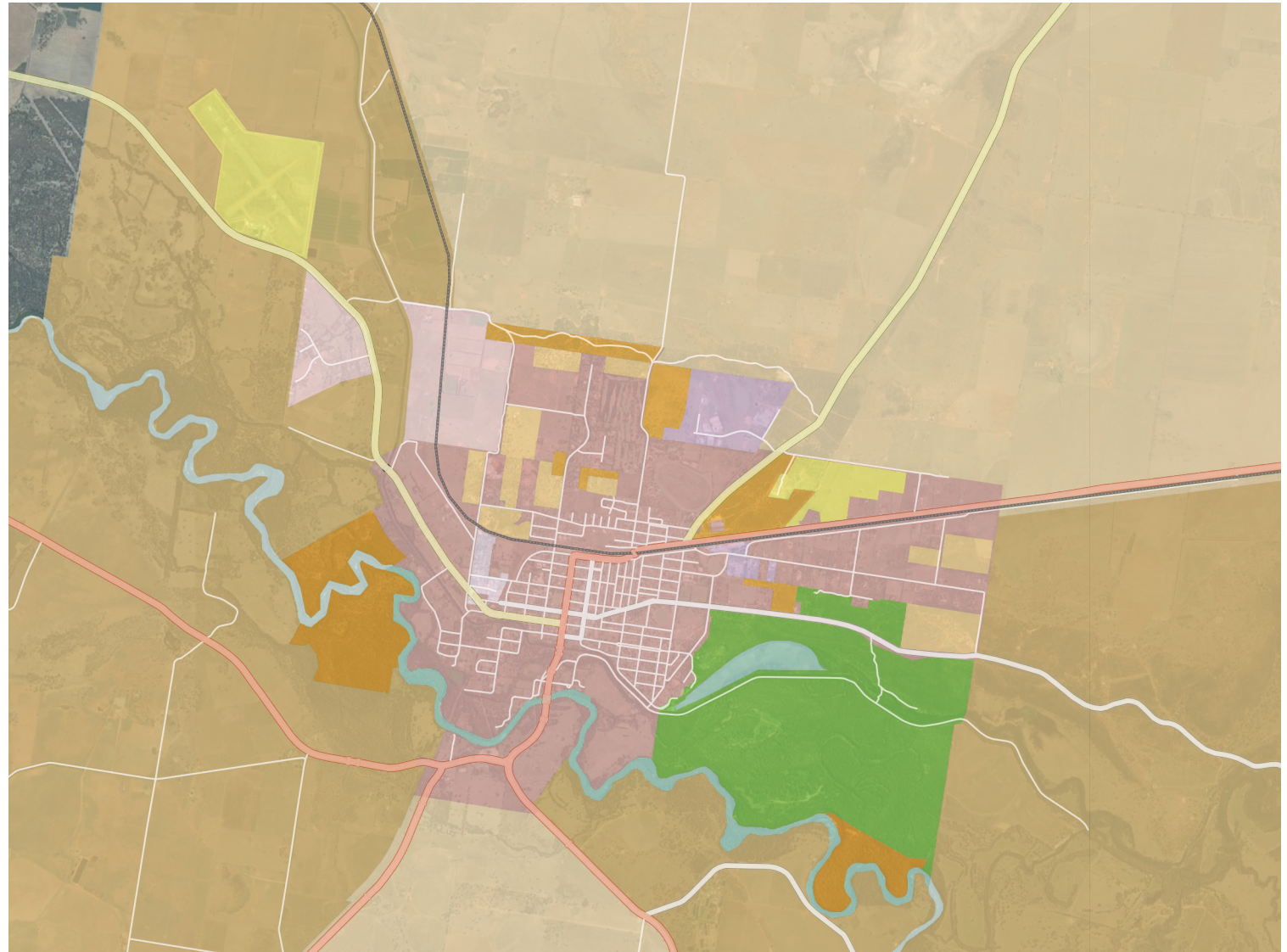
- **Part B contains strategic town plans for the Shire,**
- **Part C includes development controls that apply to all types of development,**
- **Part D provides development controls for rural, residential, business and industrial based uses;**
- **Part's E and F refer to natural hazards and sensitive natural resources; and**
- **Part G refers to heritage.**

The DCP is to be read in conjunction with the LEP and any other relevant Environmental Planning Instrument, such as a State Environmental Planning Policy (SEPP) that applies to the land.



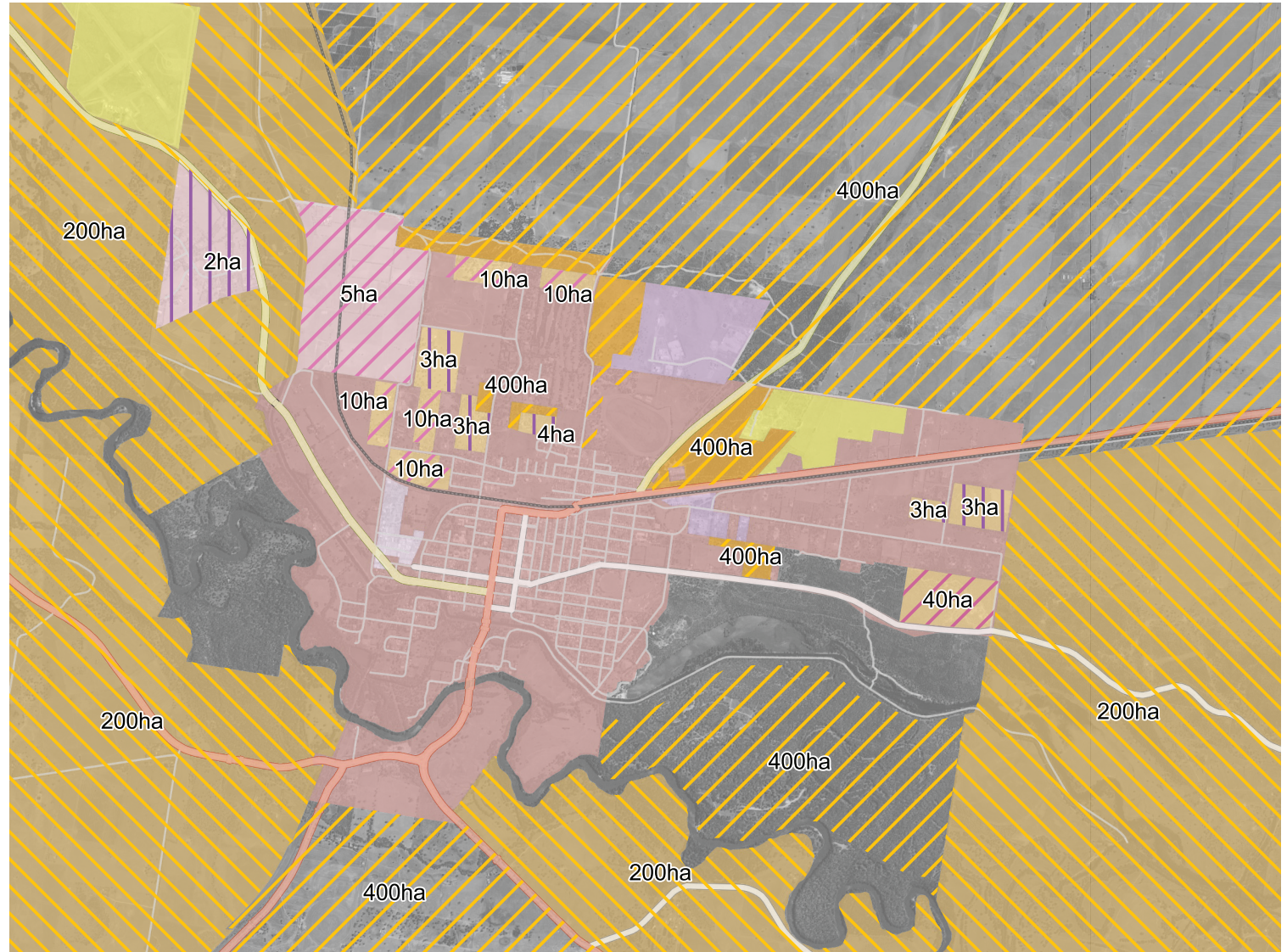
## 2.4 Local Planning Framework Zoning Map

- C1 - Nature Parks and Nature Reserves
- C2 - Environmental Conservation
- C4 - Environmental Living
- IN1 - General Industrial
- IN2 - Light Industrial
- R5 - Large Lot Residential
- RE1 - Public Recreation
- RU1 - Primary Production
- RU3 - Forestry
- RU4 - Primary Production Small Lots
- RU5 - Village
- SP2 - Infrastructure
- W1 - Natural Waterways
- W2 - Recreational Waterways



## 2.5 Local Planning Framework Minimum Lot Size Map

- R5 - Large Lot Residential
- RU4 - Primary Production Small Lots
- RU5 - Village Zone (no minimum)
- C2 - Environmental Conservation
- C4 - Environmental Living (highly constrained)
- IN1 - General Industrial (no minimum)
- IN2 - Light Industrial (no minimum)
- SP2 - Infrastructure (no minimum)



# 03. Housing Context

### 3.1 Overview

Housing is one of the most influential factors in determining how land use planning instruments can be framed for future change.

Housing demand can be influenced by factors in the broader housing market generally and by factors that influence demand for housing within local housing markets. These influences include household growth, infrastructure availability, local and regional amenity, employment opportunities, taxes, interest rates and immigration, many of which are outside of the control of local government.

Housing demand is influenced by:

- **Underlying demand** – which is the theoretical 'need' or number of new homes required based on the projected number of households. The level of underlying demand is primarily driven by migration and demographic factors; and
- **Effective demand** – which is the size, type and location of dwellings that people are willing and able to buy and rent. It is influenced by wider market forces and other factors including:
  - **Desirability** of the area
  - **Affordability** of houses prices and income levels
  - **Proximity** to employment and local services

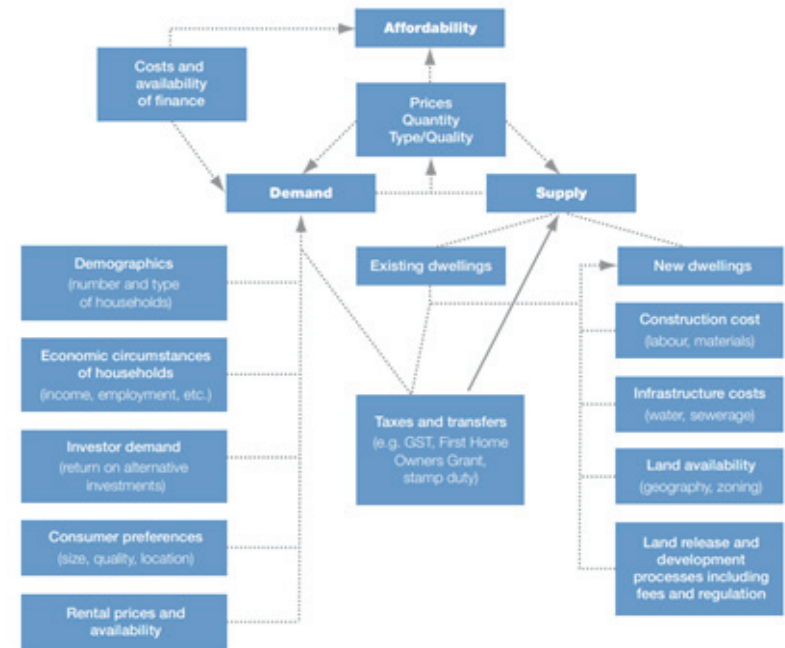
- **Access** to public transport and infrastructure
- **Land values**, taxes and interest rates

While the population of Narrandera Shire as a whole is predicted to decline, consistent with other regional and rural shires, it is possible that the population of the main township of Narrandera could remain steady or in fact may increase under 'high growth' projection scenarios.

This will be the result of shrinking family units, a rise in lone person households, inward migration from retiring farmers and the elderly from outlying rural areas and small villages into the main townships in recognition of the wider range of services and housing types available to this age group.

Council has identified the need to ensure housing supply can match demand and cater for the changing population profile.

Housing demand will be influenced by factors in the broader housing market generally and by factors that influence demand for housing within local housing markets. These influences include household change, infrastructure availability, local and regional amenity, employment opportunities, taxes, interest rates and immigration, many of which are outside of the control of local government.



## 3.2 Population

At the 2021 census, the population of Narrandera was 5,834 people. 49.2% male, and 50.8% female with a median age of 44. This was a slight decline from the 2016 census which recorded a population of 5,949 (a loss of 115 over the 5 years).

A review of both the NSW Government's demographic data and the ABS census data was estimated that the population at the 2021 census was 5,789 with potential to fall to 5,373 by 2041. The census data has indicated the estimated population decline has not been as severe as originally forecast.

A key factor of the population of the Narrandera Shire is the future growth and composition of aged residents.



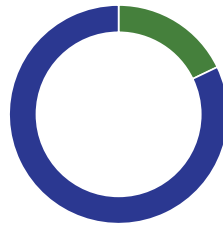
# 5 834

Narrandera Population  
(2021)



# 44

Median Age

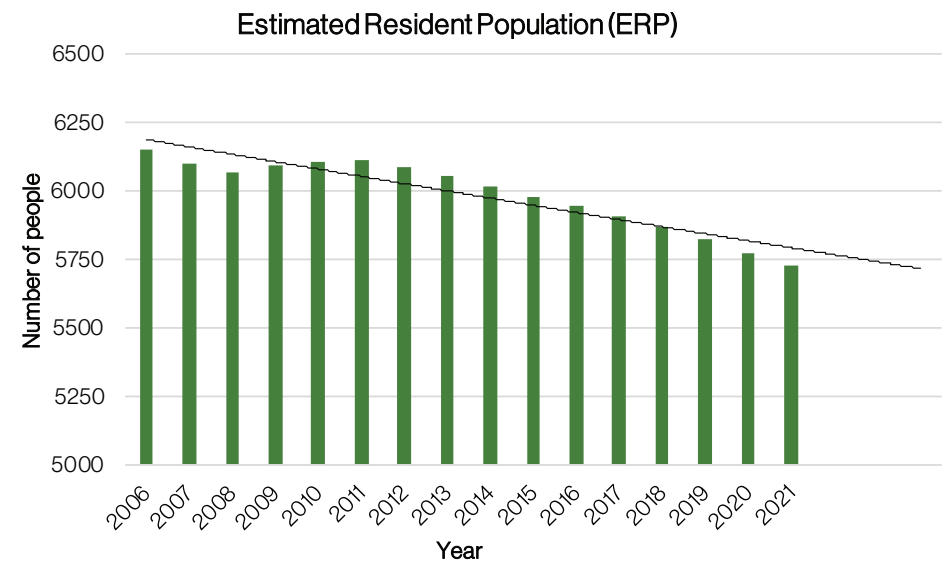


## Over 65 Years

21%

## Under 65 Years

79%



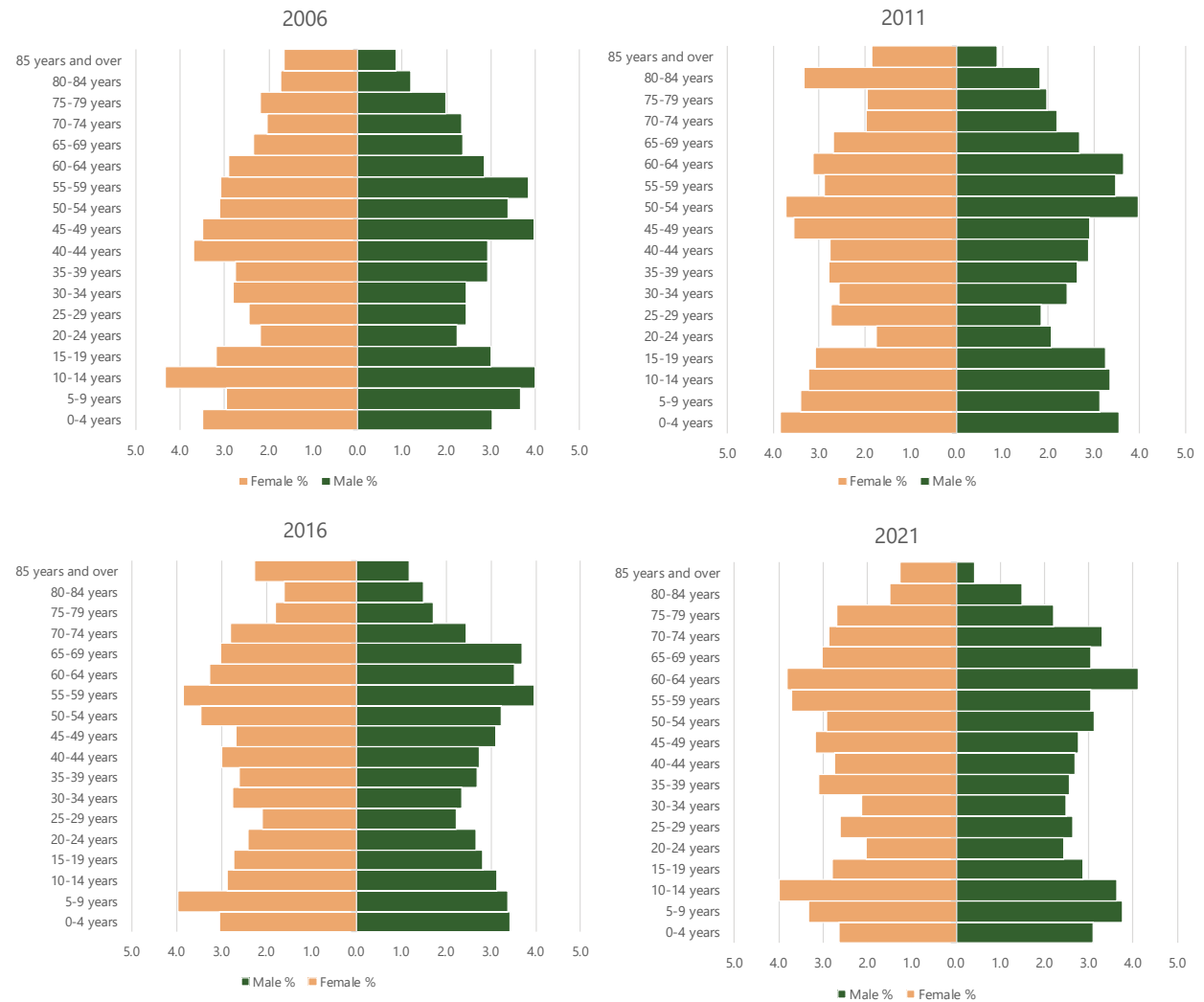
### 3.3 Age Profile

#### Age-Sex Pyramids

Age-Sex (or Population) Pyramids show the distribution of age groups and sexes. As has been noted the population is declining, and it is also ageing.

The aging population will impact significantly on the nature of housing demand. In particular, this has implications for the type of housing older people require, especially for those desiring to age in place.

More aged care facilities and adaptable forms of housing will be required, as well as smaller homes for those wishing to downsize when children move away, or to reduce maintenance. The need for security and ready access to key health facilities, amenity and services are increasingly important considerations.



### 3.4 Family & Household Composition

Narrandera Shire's household and family structure is one of the most important demographic indicators. It reveals the area's residential role and function, era of settlement and provides key insights into the level of demand for services and facilities as most are related to age and household types.

The changes in household compositions and types should be analysed in conjunction with the change in age groups (see Age-Sex Pyramids).

From 2006 to 2021, there has been a relatively large growth of lone person and two person households (particularly couples without children) who are also ageing.

As they shrink, families and households are spreading out throughout the housing stock, and as a result, it is being underutilised.

While the population is declining, there is still a requirement for dwellings though there is increasingly a fundamental mismatch between the housing stock and the population.



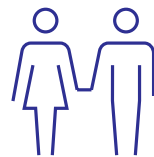
**685**

Lone person households  
(2021)



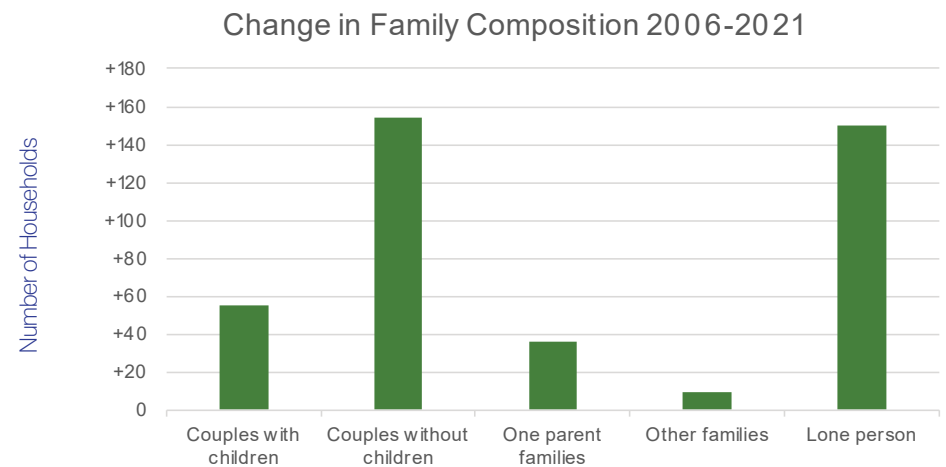
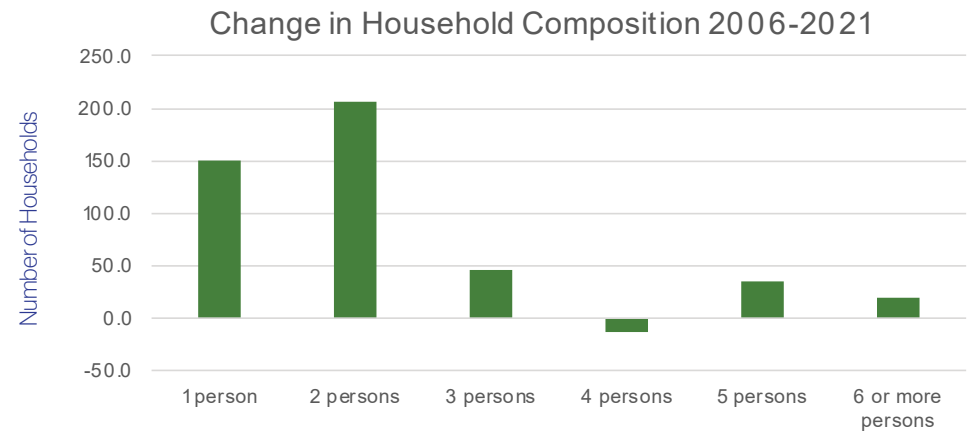
**262**

One parent families  
(2021)



**626**

Couples without children  
(2021)



### 3.5 Dwelling Stock

Dwelling stock in Narrandera consists mainly of separate houses with three bedrooms or more. As the population profile changes (shrinking family units), there is increasingly a mismatch in the types of housing available and what is required.

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

- The capability of the existing dwelling types to cater to changing household types
- The rise of lone person households
- Smaller family units and one parent families
- Housing stock suitable for an aging population
- A lack of medium density development.

At the 2021 Census, there were 2142 occupied private dwellings and 326 unoccupied dwellings (12.35%).\*

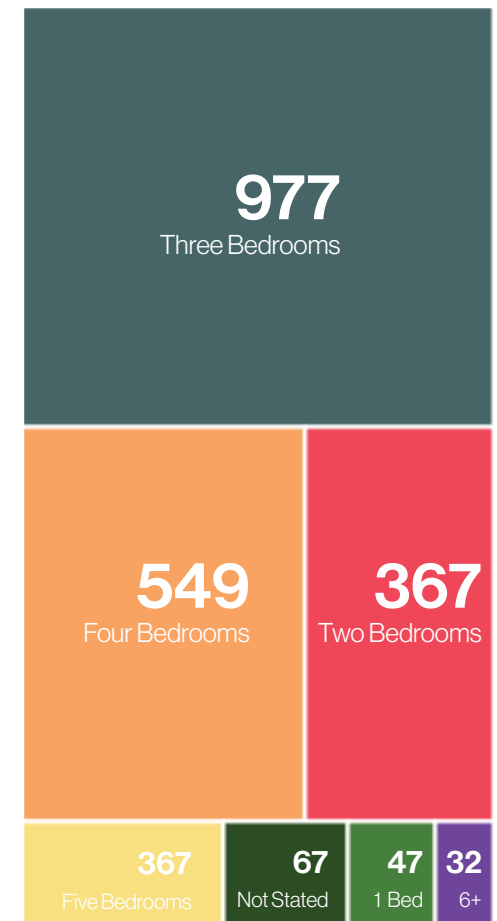
81.87% were separate houses; only 1.78% were medium density and 2.14% were high density developments.

\*Unoccupied refers to houses vacant on Census night, and may not be permanently vacant. Local conditions should be considered. The national average is 10.5%

**Dwelling Structure**



**Bedrooms Per Dwelling**





### 3.6 Housing Tenure

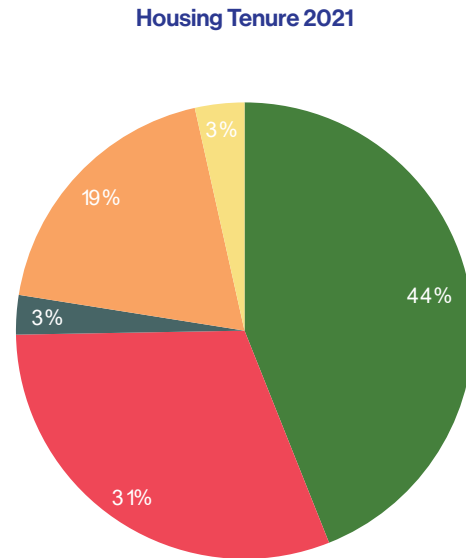
Housing tenure refers to whether a person owns or rents a property.

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

Changes between 2006 and 2021 show the number of fully owned properties has increased, as has privately rented and mortgaged properties.

Crucially, social housing has declined significantly in a short period.

Other tenure types include visitor only households and short term accommodation, which can effectively remove that housing stock from longer term occupation.



- Fully Owned
- Mortgage
- Renting - Private
- Renting - Social Housing
- Other tenure

Change in Housing Tenure 2006-2021



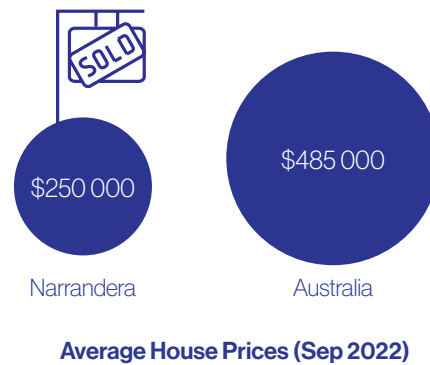
**45** fewer social housing dwellings

## 3.6 Housing Tenure

### Housing Ownership and Affordability

The turnover and number of houses sold throughout Narrandera Shire is slowly increasing, as is the price being paid.

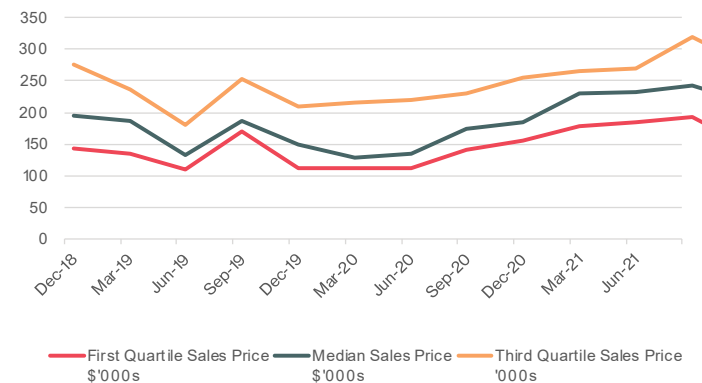
House prices are still relatively affordable compared to regional NSW and Australia more generally.



### Housing Sales



### Housing Prices



### 3.6 Housing Tenure

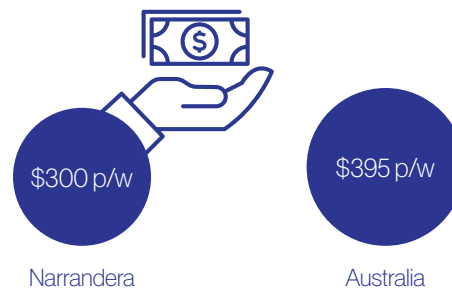
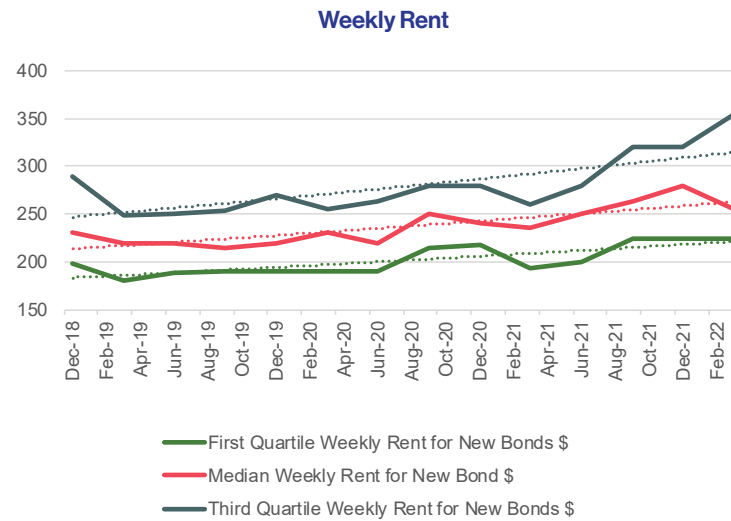
#### Rental Availability and Affordability

As house prices rise, this is often reflected in an increase of rental prices.

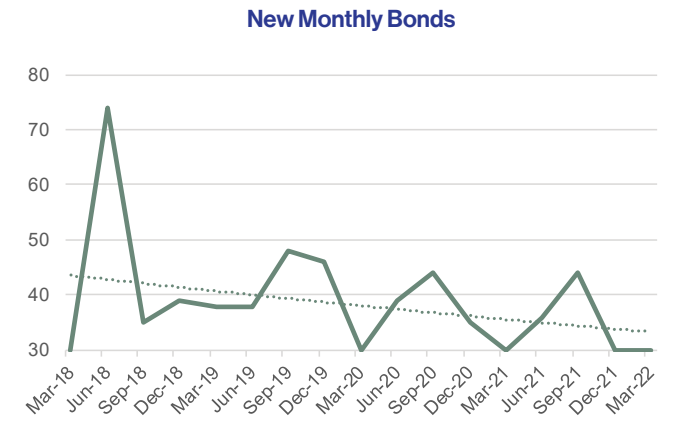
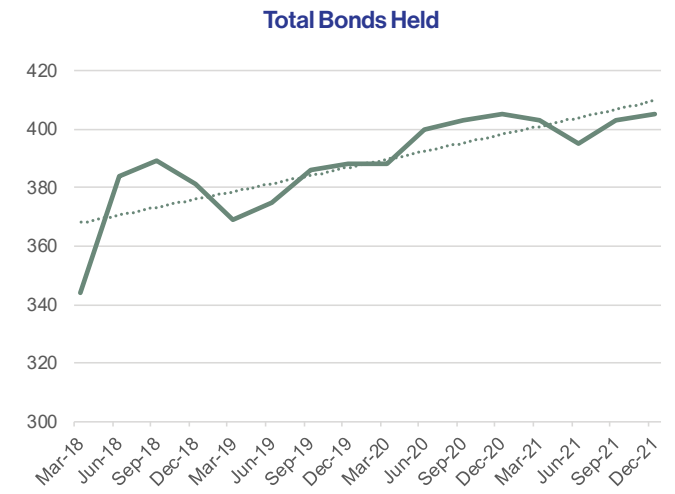
The rise in rental costs is also influenced by a reduction of available properties.

Figures held by the NSW Department of Communities and Justice show the amount of new bonds lodged per month is decreasing and the total amount of rental bonds held is increasing. This is an indicator renters are staying in place, holding on to their leases, and constricting turnover and supply.

Though it is rising, the average weekly rent of \$300 per week is still well below the national average of \$395 per week.



Average Rental Cost (Sep 2022)



# 04. Economic & Employment Context

## 4.1 Economy

Narrandera has a strong economic base which is focused largely on agriculture. As of 2021, the Narrandera LGA had a real Gross Regional Product (GRP) of approximately \$360 million, which is 2.4% of the Riverina Murray GRP.

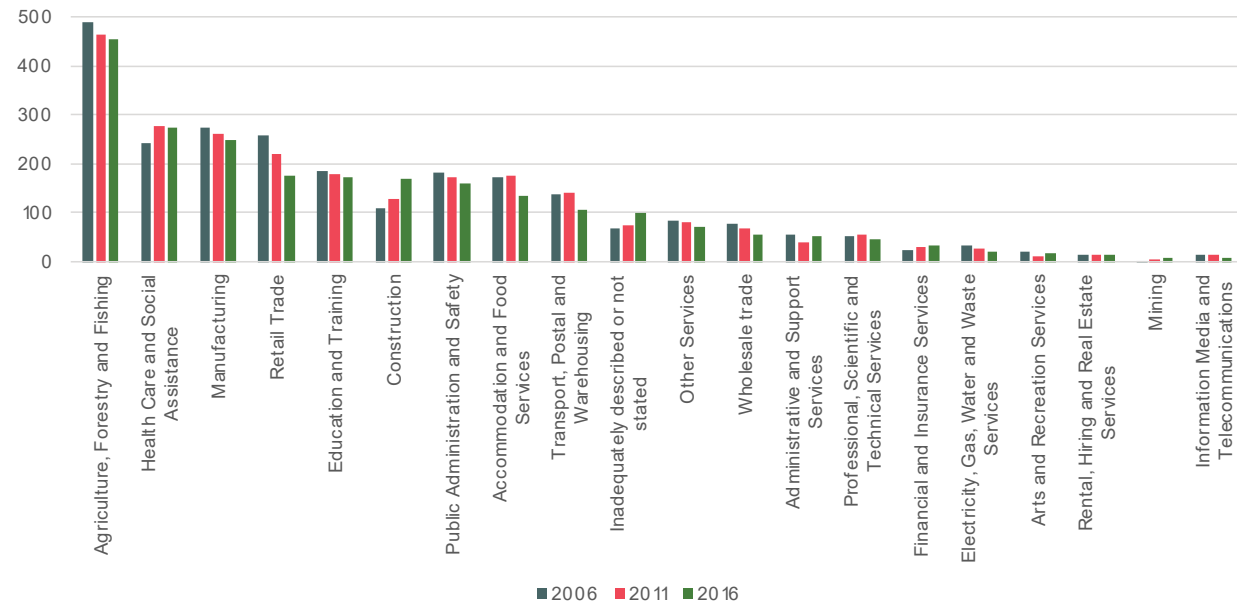
Revenue generated by the agricultural sector alone is responsible for \$183 million of total economic output. Construction activities make up a further \$112 million and manufacturing a further \$93 million. These three industry sectors combine to produce more than half of the total revenue from the Shire.

Agricultural activities also dominate export value from the Shire, accounting for \$148 million of a total export value of \$324.5 million. Manufacturing generates \$70.9 million in exports from the Shire, with construction generating a further \$49.5 million. These three industries again dominate the export generated from the shire, contributing more than 80% of the total value.

Despite having the largest number of employed persons, agricultural is only the fifth largest industry sector in terms of wages paid. Health care and social assistance accounts for \$24.5 million of the total 157.8 million of wages paid in Narrandera. The next largest wage payments are in Public administration and safety (\$23.7 million), construction (\$20 million) and education and training (\$17.5 million). Manufacturing, which the third largest contributor to total revenue is only the sixth largest industry contributing to wages at \$11.3 million.



Employment Fields 2006 - 2016



## 4.2 Labour Force

As of 2021, there were 2,233 persons of the resident population who were employed and worked either within the Shire or elsewhere. Approximately 1,488 persons were employed full time and a further 670 persons employed on a part time basis, with the remaining being employed but not at work.

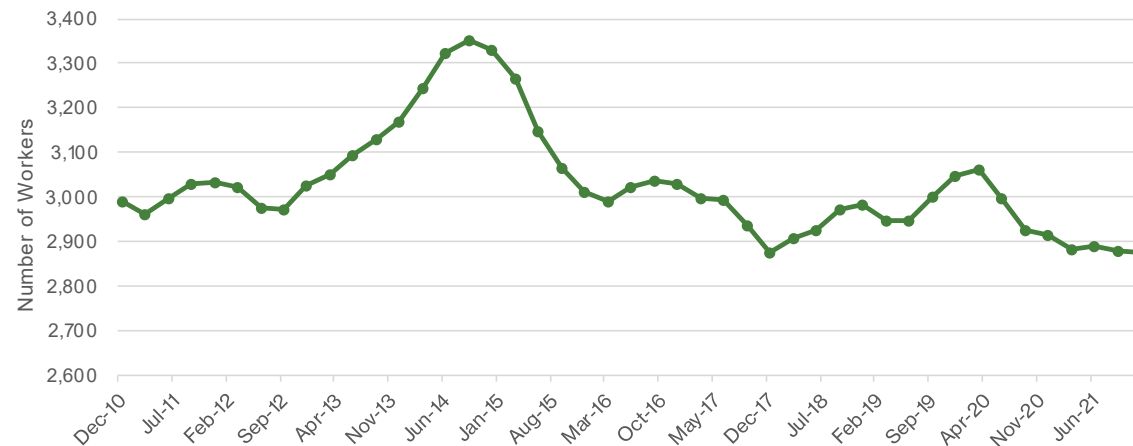
The workforce participation for Narrandera is in slow decline, owing to the steady ageing population profile of the Shire. Overall, there has been a reduction of 172 persons employed between the periods of 2006 and 2016. The majority of this decline was from persons leaving the work force, as the total labour force reduced by 157 persons over the same period.

The majority of employed residents in Narrandera work within the Shire, however around 330 people work in the nearby Leeton and Griffith LGAs. A smaller number work in the Wagga Wagga, Bland, Temora, Lockhart or Federation LGAs. A very small number of employed persons worked in LGAs further away from home, indicating a smaller number of fly-in fly-out workers residing the Shire.

Approximately 253 people who work in the Narrandera Shire live within an adjoining LGA, with the largest proportions derived from Leeton, Coolamon and Federation Shires. A further 15 people who work in the Narrandera Shire live interstate or in non-adjointing LGAs, indicating a likely small proportion of seasonal or temporary workers.

The workforce tends towards higher education levels, with a high proportion of employed persons being identified as Managers or Professionals.

**Labour Force Participation**



### 4.3 Business

There were a total of 541 business operating in Narrandera in 2020. The majority of these business (65%) were identified as 'non-employing businesses', such as sole traders and a further 22% employed between 1-4 persons.

Only a small number of businesses in the Shire are identified as employing more than five people and only a very small proportion employing more than 20.

The majority of businesses were noted as being within the agricultural sector, with the number of businesses being relatively steady over the longer term. Construction business represented the second highest number of businesses in the Shire, followed by transport, postal and warehousing.

The nature of businesses in these industry sectors tends to comprise a higher rate of sole traders.

Narrandera has also had a steady rate of business entry and exits from the labour market. Between 2016 and 2020, there was an average 49 business 'exits' per year and an average of 48 business 'entries' per year.

The majority of businesses in Narrandera have turnover of less than \$2 million, further highlighting a high proportion of small businesses. Only 26 businesses in Narrandera had an annual turnover of more than \$2 million, with five having turnover of more than \$10 million.

There has also been a high rate of business turnover due to the higher proportion 'non-employing' businesses, being affected by retirement of business owners.

## 4.4 Business and Commercial Centre

Narrandera has a well defined commercial centre, which is defined by strong north-south axis running from the irrigation channel in the south to the railway corridor in the north. The main commercial centre is aligned with East Street and centred between Audley Street and King Street, with more 'highway business' related activities identified to the west along the Newell Highway alignment through the township.

The townships of Barellan and Grong Grong also have recognised business areas which support existing commercial land uses and activities.

The retail trade in Narrandera is generally focused on local service provision, with regional retail centres in Wagga Wagga and Griffith capturing retail expenditure from Narrandera residents.

Narrandera does not currently utilise differential zoning and therefore there are currently no business zones applied. However, the DCP incorporates a land use plan which encourages development of land in the nominated 'centre' area. The urban area is provided with a village zone, and Council currently considers all applications in the business and commercial areas on merit.

There is no current land supply or floor space analysis carried out for the Narrandera urban area, with the most recent study completed in 2011. The previous study noted that there was a high 11.5% vacancy rate of retail premises within the township. The number of persons employed and businesses in the retail trade sector have declined since 2011 and it is anticipated that this high rate of vacant retail premises would remain.

Narrandera has a total of 133.6 hectares of land which is zoned for industrial purposes, being either IN1 General Industrial or IN2 Light Industrial. Of this, a total of 112 hectares is zoned General Industrial and the remaining 21.6 hectares is zoned Light Industrial.

The 'Red Hill' Industrial Estate is the primary industrial area for Narrandera and has been zoned IN1 General Industrial in anticipation of providing larger industrial land uses and activities which are more appropriately sited with greater separation from the urban areas of the town. This location represents the majority of the General Industrial zoned land, comprising 94 of the total 112 hectares of available land.

The estate has been developed with a single internal road (Driscoll Road) with various lots created along either side of the road. Most of the land in this industrial estate has now been taken up by new purchasers, with only several smaller parcels remaining for sale. The Red Hill industrial estate is serviced with reticulated water supply, electricity and telecommunications, and is able to be connected to the sewer network.

The 'Narrandera West' industrial area is located immediately to the west of the township and is zoned for light industrial purposes. The majority of development has occurred south of Douglas Street and through Irrigation Way. Existing land north of Douglas Street along River Street is zoned for light industrial purposes and extends through to the railway line. This industrial area is limited to some extent by the fact that it does not have sewerage provisions, however is provided with reticulated water and electricity services.

The 'Pine Hill' industrial area is a second small industrial precinct to the east of the township. It occupies an area of land extending east from the existing Grain Silo Storages along Pine Hill Avenue for a short distance. A single dwelling on a large parcel of land separates two parts of the industrial area. **The Pine Hill industrial area has approximately 6 hectares of industrial zoned land, with only one parcel not used for industrial purposes.**

**For the purposes of this study, a high level audit of the industrial land has been undertaken to better understand the amount of vacant land that is unconstrained and considered available for development.**

**The Red Hill industrial estate has 126 hectares of IN1 General Industrial zoned land. Approximately 51 hectares of land is identified as vacant and within a large residue allotment. However a high pressure gas pipeline runs across the north section of this residue allotment, and a buffer area some 150 metres wide places restrictions on industrial buildings. Open storage uses can be carried out within the buffer area. The residue allotment has a draft road pattern prepared for future re-subdivision, dependent upon demand. This land is owned by the Council.**



# 05. Constraints & Opportunities Analysis

## 5.1 Environment

### 5.1.1 Biodiversity

Narrandera is located in the NSW Riverina Bioregion, which lies in southwest NSW, extending into central-north Victoria. The bioregion is approximately 9,576,964 ha, with 7,090,008 ha or 74.03% of it lying in NSW. The NSW portion of the bioregion occupies approximately 8.86% of the State.

Common vegetation types comprise of Plant Community Type (PCT) 5 – River Red Gum, PCT 185 – Dwyers Red Gum – White Cypress Pine, PCT 70 – White Cyprus Pine, PCT 75 – Yellow Box PCT 80 – Western Grey Box, White Cyprus Pine, PCT 82 – Western Grey Box – Poplar Box.

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

The LEP maps areas of “terrestrial biodiversity” within which Clause 6.3 requires Council to consider the impact of development on flora and fauna as well as “any appropriate measures proposed to avoid, minimise or mitigate” those impacts.

### 5.1.2 Biodiversity Values Map

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

Many of these areas of significance are largely protected and included within either an C1 National Parks and Nature Reserves, C2 Environmental Conservation, C4 Environmental Living zone, W1 Natural Waterways or W2 Recreational Waterways.

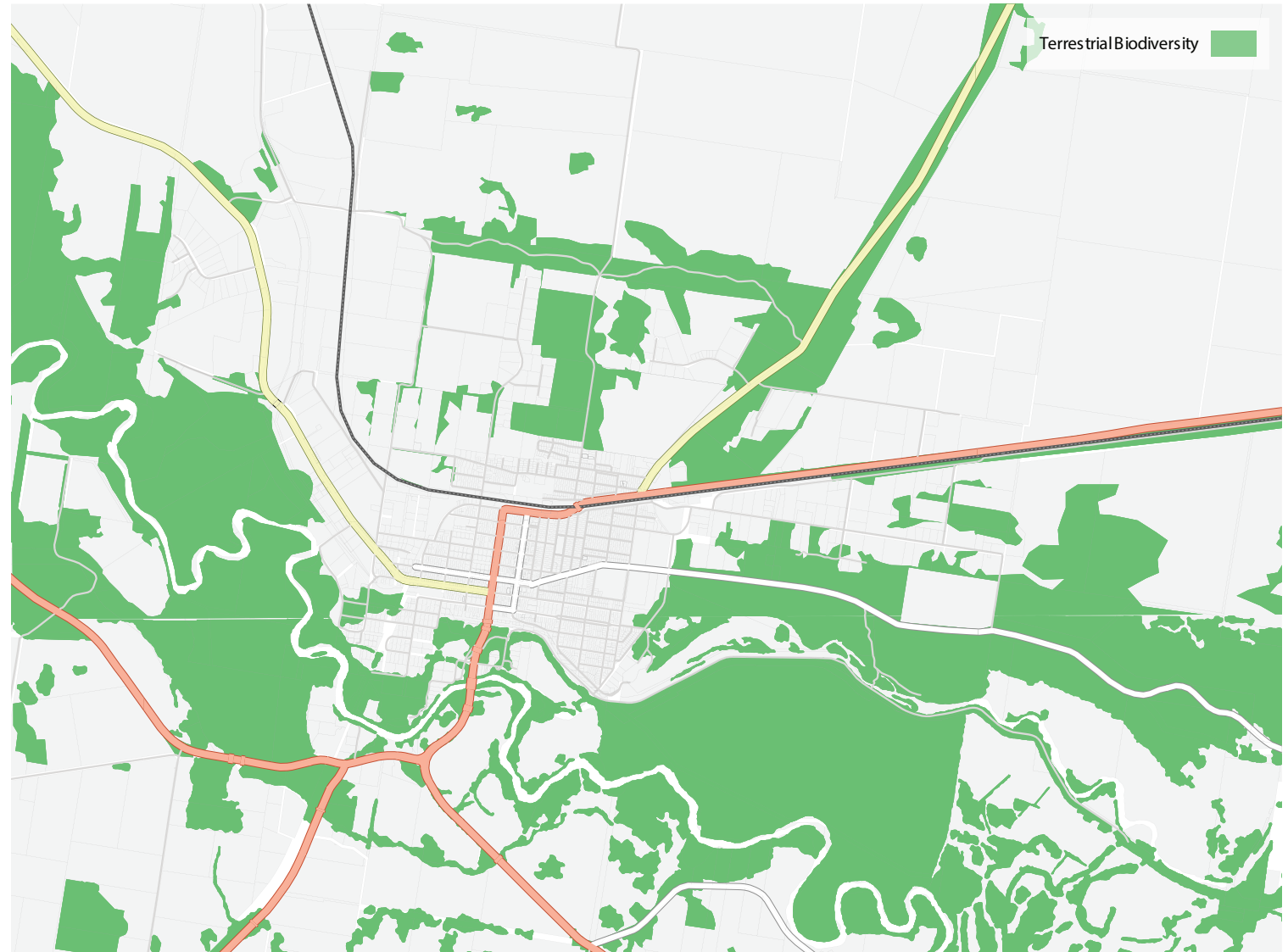
These areas of biodiversity significance already largely protected and included within either an C1 National Parks and Nature Reserves, C2 Environmental Conservation, C4 Environmental Living zone, W1 Natural Waterways or W2 Recreational Waterways.

### 5.1.3 Groundwater Vulnerability & Wetlands

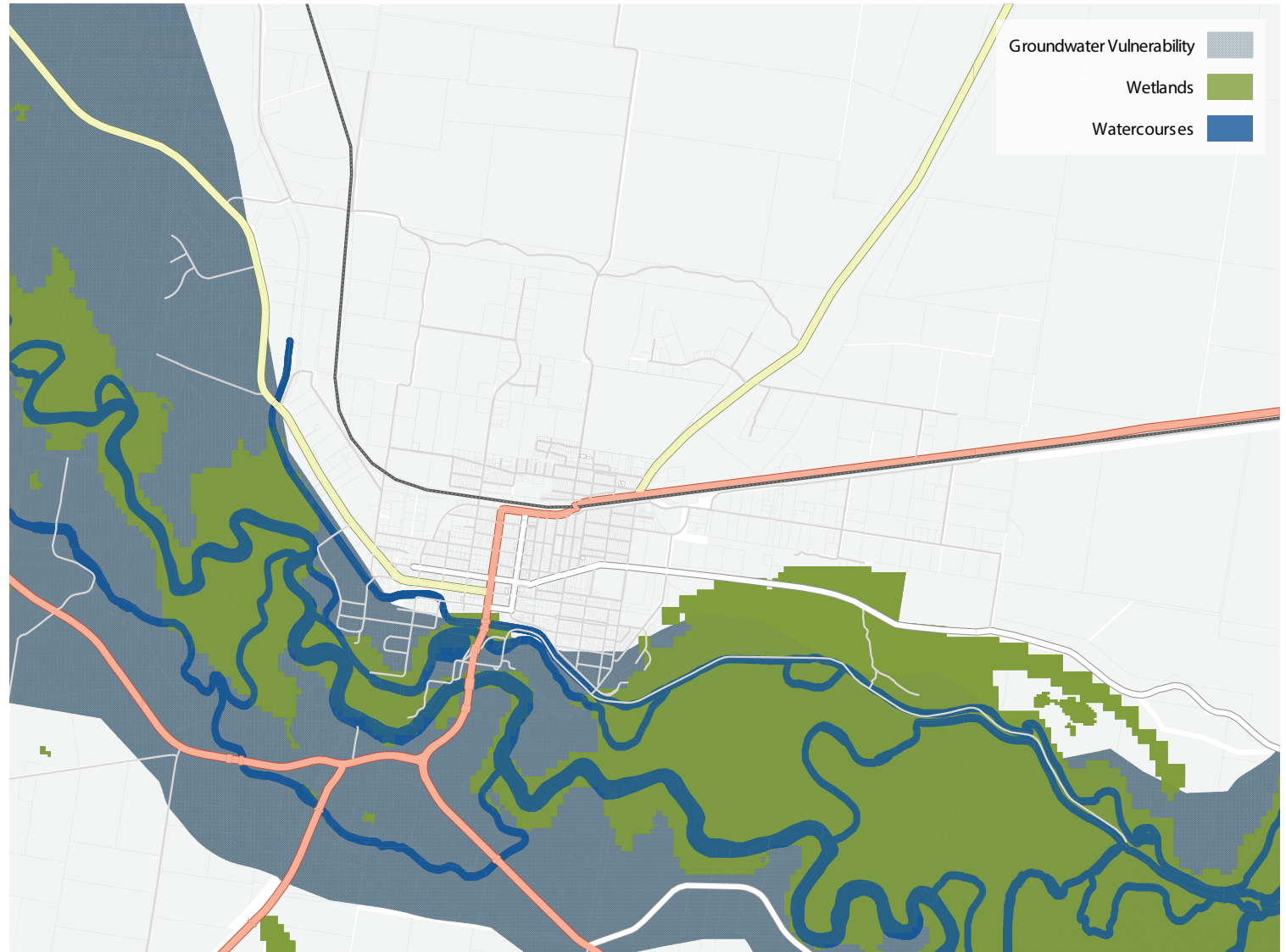
Areas of Narrandera where the groundwater is vulnerable to contamination from the surface and where the Murrumbidgee River and its major tributaries flow. These lands are mainly south of the Narrandera Township.

Areas of Narrandera are also covered by ‘wetlands’ affectation. The affectation seeks to ensure any development in the identified areas are preserved and protected from the impacts of development, including any significant or adverse impacts on native fauna and flora, habitat and surface and ground water characteristics.

## 5.1 Environment



## 5.2 Environment



## 5.3 Flooding

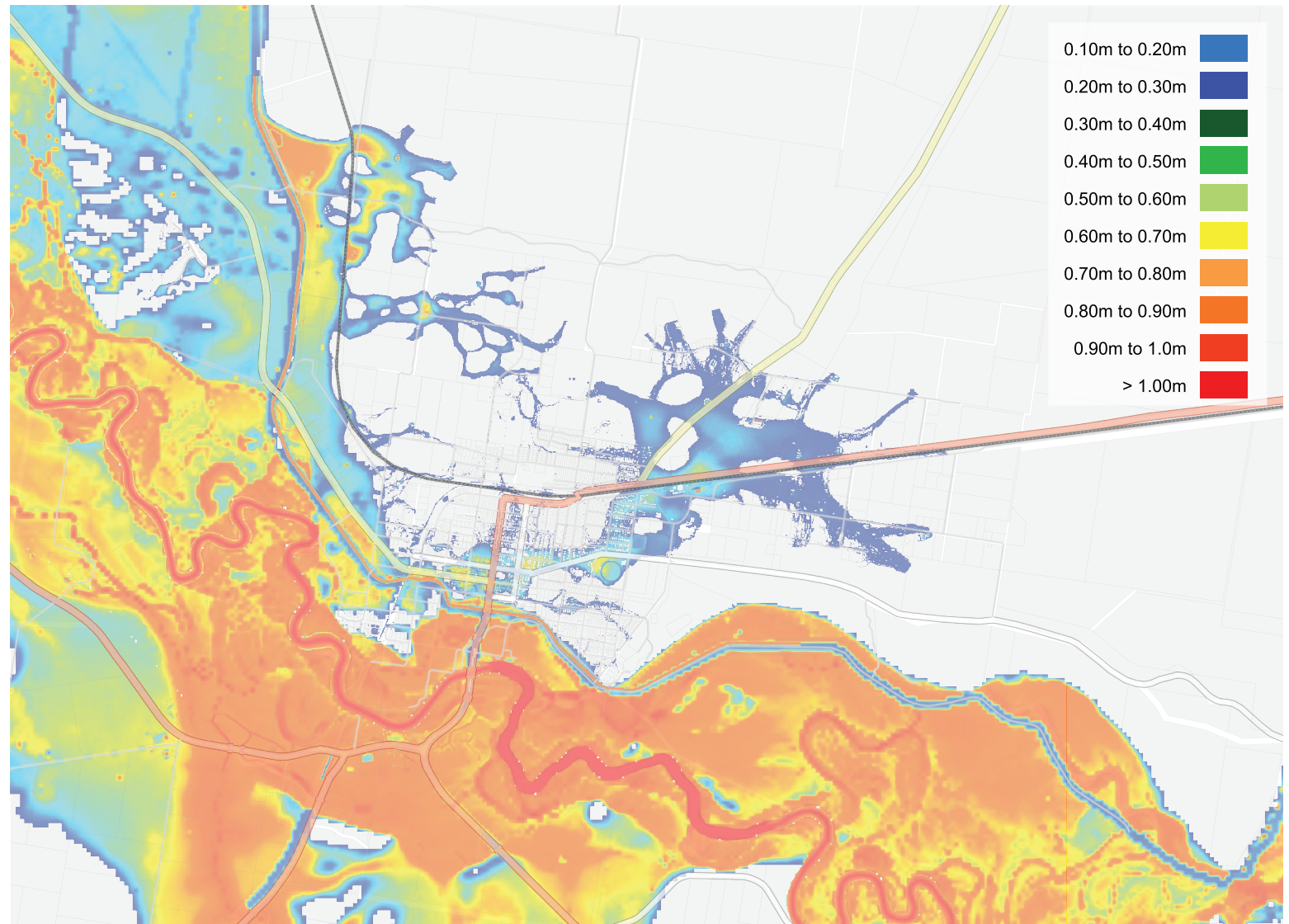
Parts of Narrandera have been subject to inundation from flooding and overland flow, identified in the 'Review of the Narrandera Floodplain Risk Management Strategy 2019'.

The NSW Government has recently undertaken a reform of flood planning controls to balance community protection and resilience and minimise the danger to life and property during floods.

The updated guidance:

- supports better management of flood risk beyond the 1% annual exceedance probability
- ensures best management practices in managing and mitigating severe to extreme flood events
- builds greater resilience into communities in floodplains and reduces potential property damage and loss of life in recognition of increasing extreme flood events throughout NSW.

Specifically, development of flood prone land shall be consistent with the requirements of the NSW Floodplain Development Manual, the NSW Guideline titled: Considering flooding in land use planning, as well as relevant Section 9.1 Ministerial Directions and Clause 5.21 of the LEP.



## 5.4 Bushfire

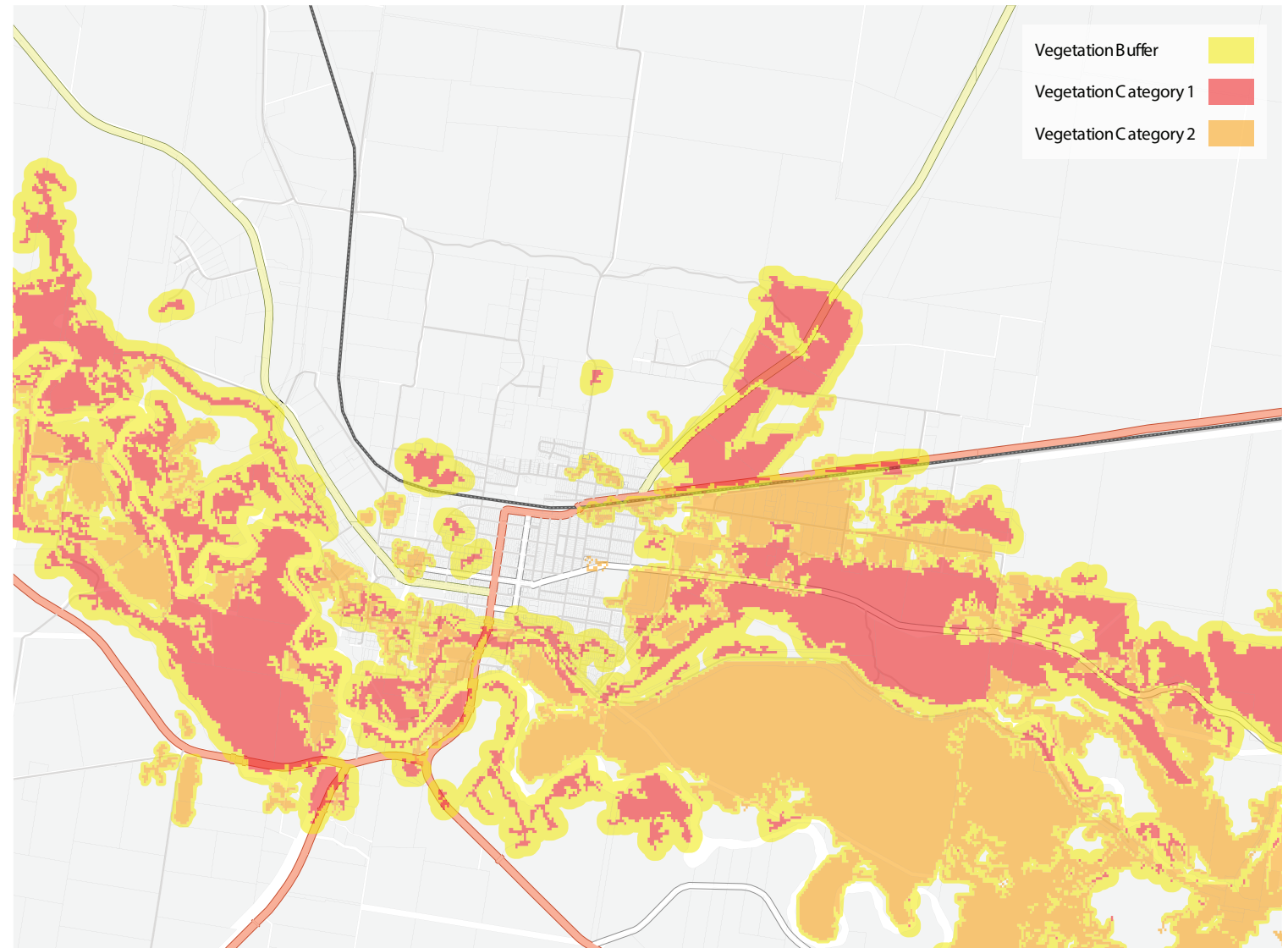
A bushfire prone area is any land that can support a bush fire or is likely to be subject to bush fire attack.

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

Bushfire mapping is classified into four different categories:

- **Vegetation Category 1** is considered to be highest risk for bushfire (red);
- **Vegetation Category 2** is considered to be the lowest bushfire risk (light orange); and
- **Vegetation Category 3** is considered to be a medium bushfire risk (dark orange).
- **Vegetation Buffers**, which apply around a bushfire hazard (yellow).

Planning for Bushfire Protection 2019 (PBP) now provides a broader definition of grassland than previous versions with any undeveloped land now considered to be 'grassland vegetation'. Consequently, further development of land shall have regard to Council's bushfire prone land map, as well as the broader grassland bushfire hazard. Where necessary, any future subdivisions shall incorporate relevant bushfire provision measures such as Asset Protection Zones in accordance with the requirements of PBP.



## 5.5 Heritage

### 5.5.1 Aboriginal Heritage

The original inhabitants of the Narrandera Shire Council area are the Wiradjuri people.

Areas of significance to Aboriginal people can generally be expected to occur across the Council area. This includes both traditional and contemporary associations of Aboriginal people with the environment as well as physical sites (i.e. that contain archaeological evidence).

Aboriginal heritage exists as tangible and intangible evidence. The latter mainly comprises archaeological sites, whose locations can be broadly predicted by a combination of landform variables e.g. shell middens and earth mounds tend to occur along rivers, artefact scatters representing ancient campsites tend to occur on flat, well drained ground near permanent water sources, whilst burials and cemeteries tend to occur in sand hills near watercourses.

Any further development of land for residential purposes will need to ensure that an appropriate due diligence assessment has been undertaken to ensure that works will not adversely impacts upon areas of Aboriginal Cultural significance.

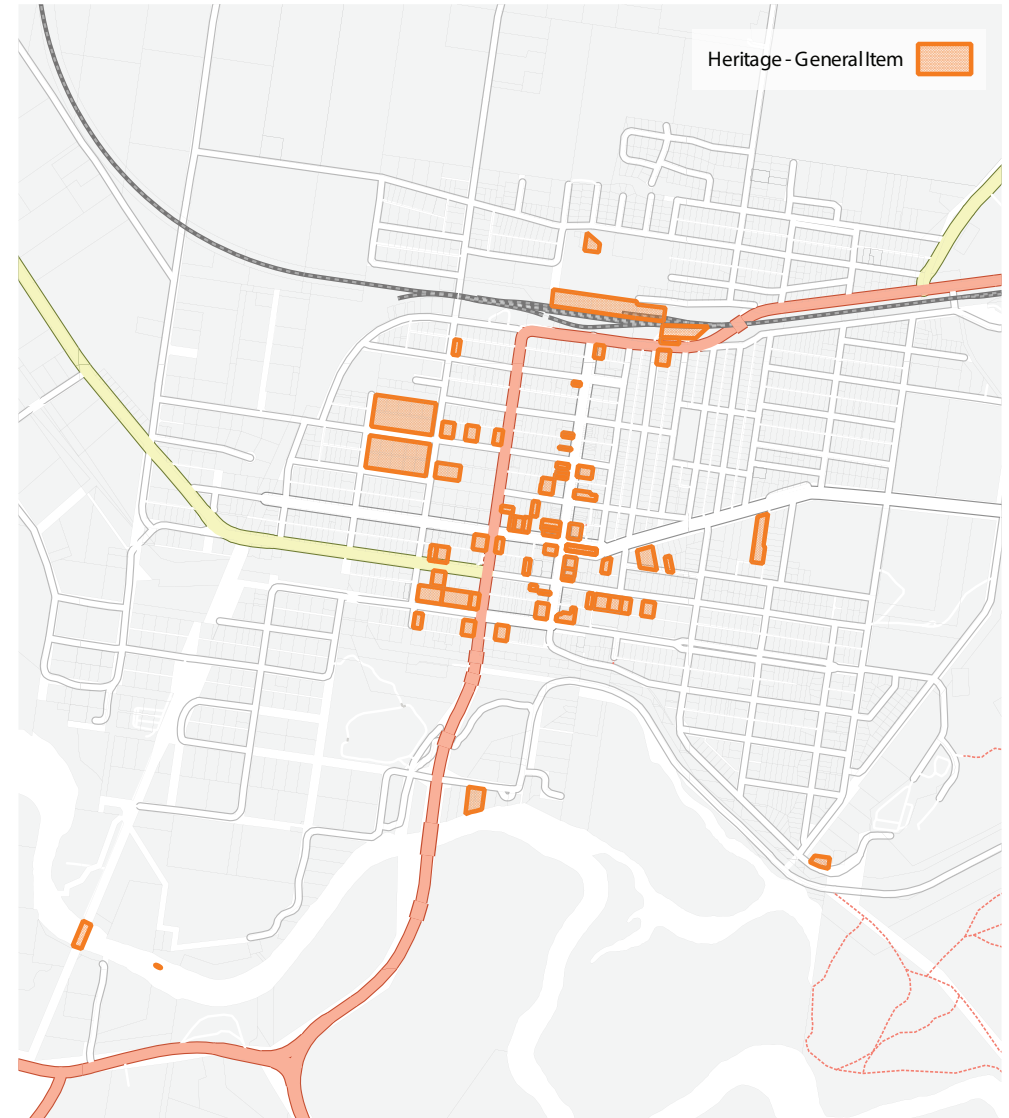
Matters regarding Native Title will also need to be considered if developing any Crown Lands.

### 5.5.2 European Heritage

The main township Narrandera contains a number of European heritage items of local significance as identified within Schedule 5 of the LEP.

Items of heritage significance include Australia Post, Royal Mail Hotel, Council Chambers, National Australia Bank, Bendigo Bank, churches and the Narrandera Railway Station along with other buildings which are generally located within the central portion of East Street.

There are no items of state significance nor any heritage conservation areas identified within the main townships of Narrandera.



## 5.6 Public Land

The township of Narrandera contains large tracts of Crown Land Reserves held in public ownership. Council is the manager of some of this land, whilst other portions of land have been devolved to Council.

Whilst some of this land has been developed and is used for public purposes such as sportsgrounds, racecourse or Council's waste management facility, there are other parcels of land that remain undeveloped or contain historic travelling stock reserves or environmentally sensitive features. Additionally, there are also crown land parcels which are currently located in areas where logical extension and urban growth would occur.

The general location and size of these land parcels is constraining some potential residential development. As a result of the sterilisation of land from development, there is a less efficient use of infrastructure and services.

Nonetheless, it is recommended that discussions be undertaken with the Crown Lands office to try and acquire some of these key sites for residential development purposes. This is likely a long-term outcome though the location of the land deems it important to pursue.





## 5.7 Services & Development Infrastructure

Providing the right infrastructure at the right time is key to supporting the development of land.

The importance of using existing and proposed infrastructure effectively needs to be understood so that infrastructure can be aligned with housing development and growth via, for example, development contributions, grants, budget allocations, user fees and charges, and public private partnerships.

The township of Narrandera has access to a range of infrastructure and services.

Key infrastructure within the townships include sewerage treatment works, waste management centre and airport. The majority of these facilities are zoned special use.

These facilities by their nature require separation from other sensitive land uses, due to noise, odour or other emissions. Careful consideration should be given to any development within proximity to these facilities to ensure they are not encroached upon by sensitive land uses.

### 5.7.1 Water

Water supply for the township of Narrandera is provided by the Council, which services the main township. Other surrounding villages are supplied by Goldenfields Water. Water for Narrandera is sourced from four bores located adjacent to the Murrumbidgee River.

Water supply within the township comprises a reticulated system consisting of a considerable underground water main network.

### 5.7.2 Sewer

Narrandera Shire Council is the responsible authority for waste water (sewerage) and provides reticulated sewerage to the Narrandera. The public sewer and stormwater systems are major assets. Similar to matters regarding water supply, Council charges an infrastructure contribution for new development under Section 64 of the Local Government Act.

Outside of the urban areas, properties are developed with on-site septic disposal systems in accordance with the Council's Onsite Wastewater Management Strategy. This policy requires Council approval for all new septic tanks or grey water effluent treatment plants and sets out the design, location, soil condition and monitoring requirements of new facilities.

Stormwater infrastructure within Narrandera consists of a combination of kerb and gutter, and traditional pits and pipes. This infrastructure conveys stormwater into the town's drainage catchment and ultimately the Murrumbidgee River.

Outside of the main urban area, stormwater runoff comprises rural table drains/drainage and overland flow to natural drainage lines.

### 5.7.3 Electricity

Essential Energy supplies electricity to the Narrandera Shire.

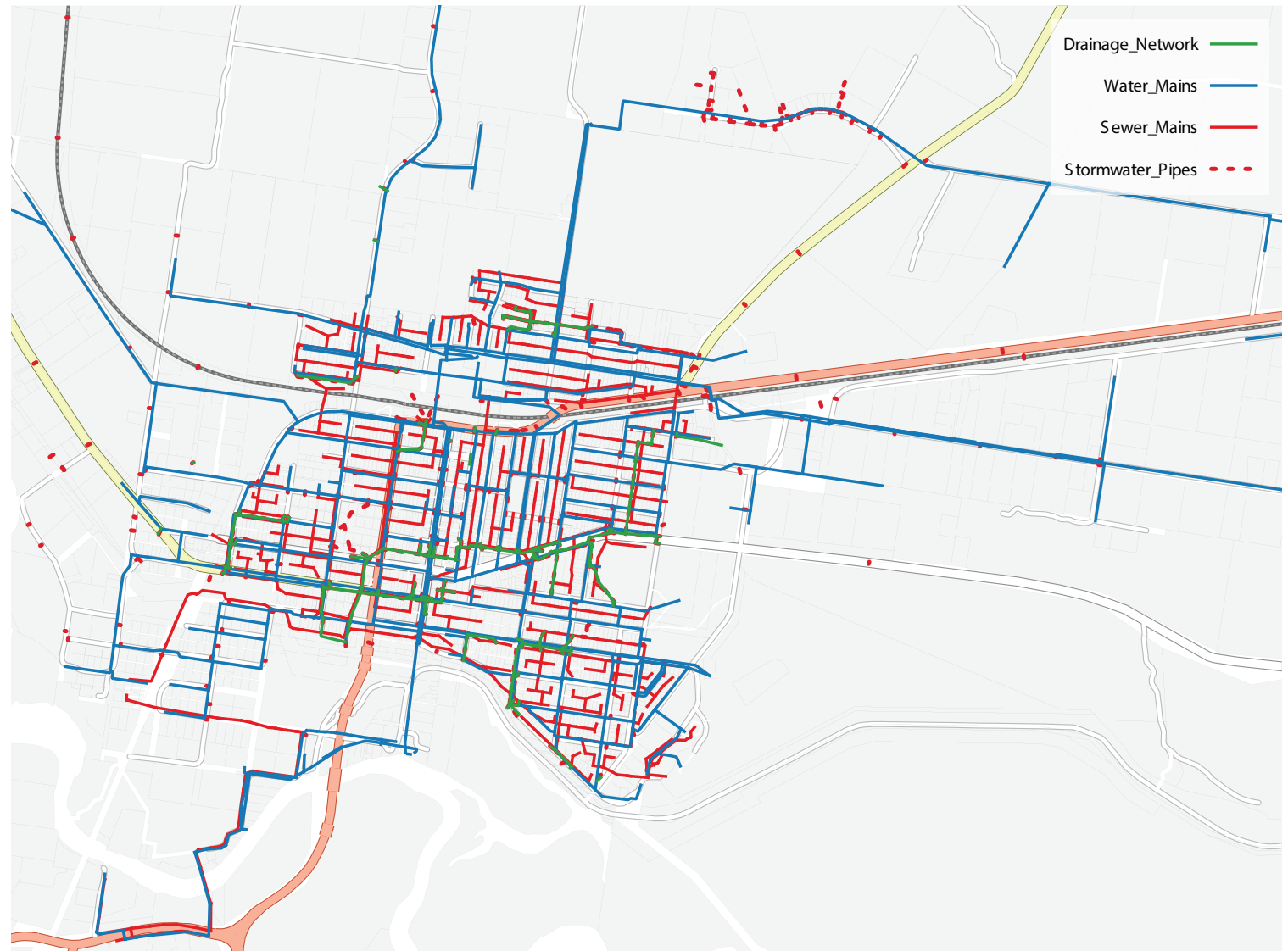
The township is surrounded by a grid of suitable high voltage feeders that are capable of supplying additional development. The current system has ample capacity of meeting any growth needs in Narrandera.

Additional costs would be demanded by any new developments to extend these lines and install suitably sized transformers.

### 5.7.4 Gas

The Junee-Griffith natural gas pipeline is a pipeline which traverses through the northern end of the Red Hill industrial estate. The pipeline has a diameter of 164mm and forms part of the Moomba to Sydney pipeline, joining at an off take near Junee. Local reticulation of natural gas is carried out by Jemena.

## 5.7 Services & Development Infrastructure



## 5.8 Land Use Conflicts

Land use conflicts may arise when incompatible land uses are located in close proximity to each other, impacting the amenity of sensitive land uses, the efficient use of productive land or industries, or environmental and landscape values.

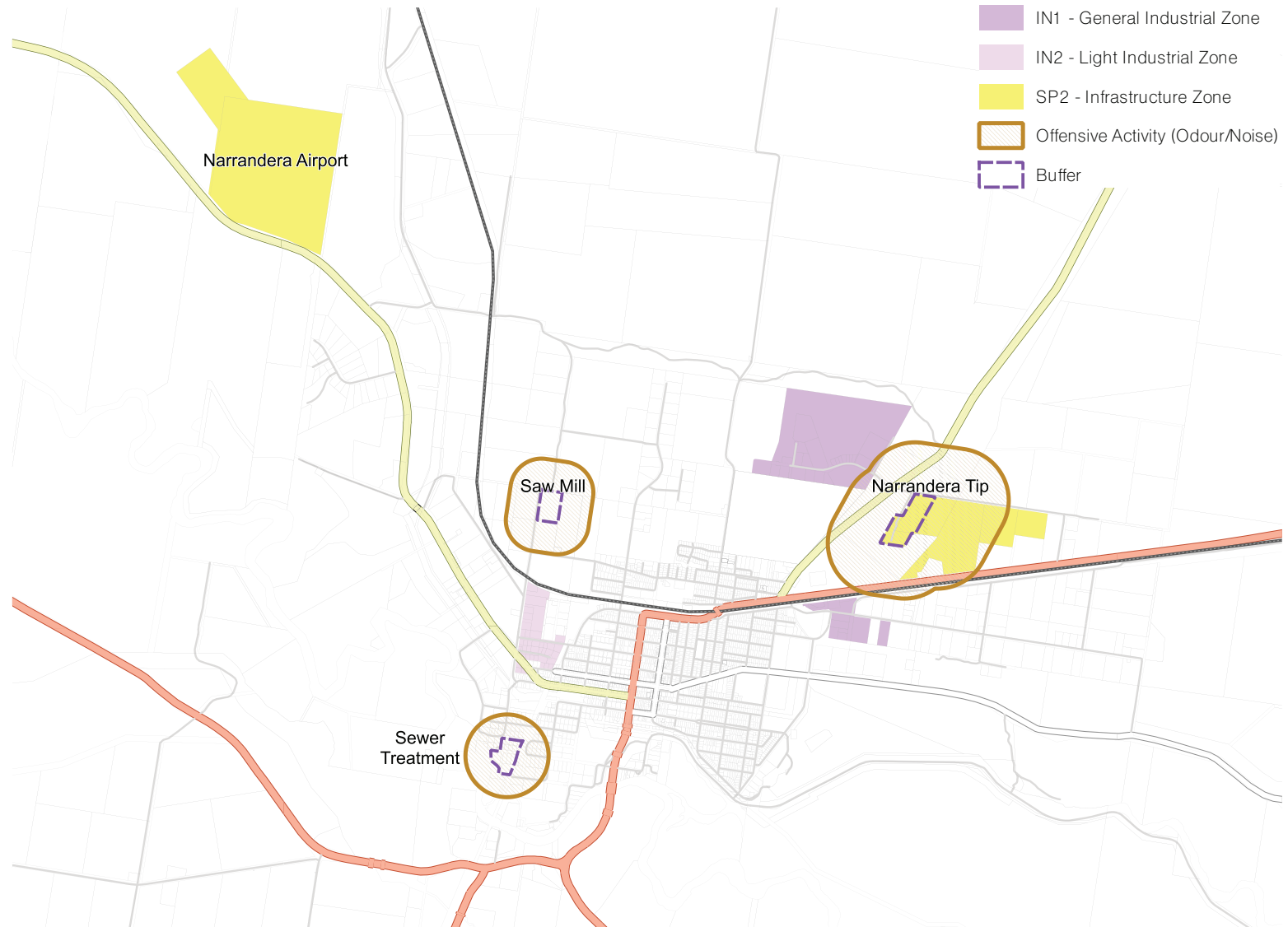
Specifically, the Council area includes areas of productive agricultural land that could be threatened by unplanned expansion of residential and rural living development. Narrandera contains a number of established industrial businesses and key infrastructure facilities that have the potential to generate traffic, odour and noise.

An assessment of land use conflicts has been undertaken consistent with the NSW Department of Primary Industry's Land Use Conflict Risk Assessment (LUCRA) guidelines.

Key potential land use conflicts contained within the study area include:

- **Waste Management Centre**
- **Industrial land activities (Saw Mill)**
- **Narrandera Airport**
- **Sewerage treatment works**

Consideration will need to be given to the location of future residential and rural residential zoned land adjacent to productive agricultural activities.



# 06. Analysis

## 6.1 Overview

**This section analyses evidence and data in relation to housing and employment lands which has been identified in previous sections. The**

In relation to housing, this analysis focuses on housing need, and where the current and future gaps are. It will identify and consider housing supply gaps for Narrandera and identify those areas with development capacity.

This section will identify any gaps between expected population growth and housing supply trends, and identify types of housing required to address those particular needs

In relation to employment lands, the analysis considers the need for employment land and the inhibitors and opportunities for attracting investment and business in the Shire.

## 6.2 Housing

### 6.2.1 Population changes

NSW DPE prepare population projections for each LGA using 'low', 'medium' (common) or 'high' growth scenarios. For the period between 2021 and 2041, using common (medium) planning assumptions, the total population of Narrandera is predicted to further reduce from 5,789 persons to 5,373 persons over the period between 2021 and 2041. This represents a reduction of approximately 400 persons over the next 20 year period, and an average annual reduction of 21 persons.

Over the next 20 year period, the DPE data projects an annual population decline of 0.37%. It is worth noting however that the actual population as of the 2021 census was 5,698 persons, which was a reduction of 155 persons from the 2016 census. This represents a population decline of 0.27% between the two census periods.

### 6.2.2 Seniors Housing and Aged Care

Narrandera has an ageing population and this is expected to continue into the future, consistent with recent population forecasts. The average of persons in the Shire has increased to be 44 in the most recent census and the number of persons aged over 65 is projected to increase to 25% of the total population of the Shire. As a result, it will be necessary to ensure that housing and accommodation services are provided to match the projected age structures and needs of the population.

The need for a diverse range of seniors housing accommodation must also be considered, noting that the range of services should consider 'ageing in place' principles. This means that a range of dwelling types, including independent living, adaptable units and higher care facilities should be provided.

Council will need to ensure that the range of dwelling stock is in sufficient supply and adaptable to the varying needs of the community.

There are currently gaps in the dwelling market for smaller housing, or downsizing options, for seniors in Narrandera, which is discussed separately.

There is current supply of aged care within the Shire, however the continued change in the population profile will place pressure on the housing market if further accommodation options are not provided. Provision of diversity will be critical to ensuring appropriate supply, including options for private housing and through various housing providers.

### 6.2.3 Smaller and Diverse Housing

As identified above, the continuing trend of an ageing population means that the nature of current housing stock in Narrandera represents a mismatch with the household structures.

At present, Narrandera is dominated by larger dwelling sizes with the majority of dwellings have more than 3 bedrooms. 1 and 2 bedrooms only account for approximately 19% of the total dwelling stock within the Shire.

By comparison and as a result of the ageing population profile, 1 and 2 person households represent the majority of dwelling size in Narrandera Shore, accounting for 68.4% of the total households.

The mismatch between dwelling size and household structure typically represents an outcome where persons may be paying for greater housing costs than needed. However, based on ownership structure and tenure of the Shire, it is not considered that there is any considerable housing stress being incurred.

Despite this, the evidence shows there is an under supply of smaller dwellings that would better cater for the ageing population and smaller household units. In turn, this could open up opportunities for larger dwellings to be occupied by family groups. It is recommended that options be considered to encourage smaller and diverse housing options to cater for this demographic.

## 6.2 Housing

### 6.2.4 Social Housing

There is presently a longer wait for public housing options in Narrandera, with people expected to wait at least two years for new properties and sometimes up to five years.

As of 2022, there were 22 people on the waitlist for the Narrandera allocation zone. This timeframe is not dissimilar to wait times for other LGAs, however the smaller number of persons waiting in comparison to other larger centres means that there is a likelihood that this may limit the opportunities for Narrandera.

Anecdotally, it has been indicated existing public housing stock within Narrandera is ageing and that some dwellings have been purchased from NSW Land and Housing Corporation by long terms tenants. However, replacement dwellings are generally not being constructed in the Shire.

There is opportunity for Community Housing Providers to increase and improve housing stock. Recent changes to public housing opportunities through the Housing SEPP, including opportunities for delivery of housing by private developers, represents further opportunity to improve and increase the public housing stock in Narrandera.

### 6.2.5 Key Worker Housing

Narrandera is predicted to have a steadily declining overall population growth into the future based on the ageing population and reduced workforce participation. However, there is opportunity to provide for new housing to attract workers in growth industry sectors of the Shire.

While agriculture is declining in total labour force for the Shire, service based industries such as health care and construction are emerging as growth industries. Continuing growth of employment in health and aged care is expected and will require attraction of suitably qualified staff. Housing in various forms will need to be available to attract and retain these workers in the community.

### 6.2.6 Greenfield Development

Narrandera is well serviced by zoned residential land for new development. However, realising the release of this zoned land is constrained by the land ownership arrangements, servicing costs and landowner interest.

The main constraint on the release of new vacant residential lots is land servicing costs and sale rate not covering costs. The rate of vacant land take up is also slow, based on population trends, which has not encouraged further release of new lots.

### 6.2.7 Servicing costs

Land development for subdivision is a significant investment requiring up to four years to deliver, which requires multi-faceted interdisciplinary input to deliver and complete the project successfully.

Due to the timeframe and complexity involved, subdivisions are considered, particularly by financiers, as high risk developments. This is mainly due to unexpected changes in markets (demand mainly impacting on price and rate of sale) affecting viability and returns.

Habitat have carried out assessments at a high level of land values in regional NSW and found that many properties were below replacement costs due to supply meeting demand and in some instances supply exceeding demand which resulted in little capital growth.

Research carried out by Habitat has also found that on average, costs to develop a typical regional subdivision with all services will be approximately \$98,000 per lot.

Recognising that subdivisions are complex developments often with a long time frame and consisting of a large number of inputs with associated risks dictates that a substantial margin over traditional investments is required to reflect the inputs and time frame and ultimately the required sale rate and price.

## 6.3 Employment Lands

### 6.3.1 Proximity to key transport routes

Narrandera benefits from the locational advantage of being located on a number of major transport corridors. Specifically, Narrandera is located at the intersection of the Newell Highway and Sturt Highway which are important road freight networks for central NSW. This highway network is supplemented by major regional roads Irrigation Way, Canola Way and Burley Griffin Way which provide road connection with Leeton, Griffith, Junee, Temora, Wagga Wagga and to the wider national highway network.

There is potential for greater promotion of the locational opportunities for employment land within the Shire. The northern industrial areas at Red Hill provide good access to the Newell Highway and railway corridors and can take advantage of heavier industry as well as those seeking to align with key freight routes.

### 6.3.2 Diversity of Industry and Employment

Recent statistics have demonstrated that Narrandera is diversifying the economic base with Agriculture focused development reducing in overall employment numbers and other sectors of health care and construction increasing in total employment numbers.

While it is expected that Agriculture will continue to account for the majority of overall economic output from the Shire, it is not expected that it will be the major employer. There are instead a number of emerging industries in the Shire that present potential for greater employment opportunities, such as health and aged care to support an ageing population as well as construction to support new large scale infrastructure projects in the Shire and surrounding area.

There is also growth in the education and training industries which will offer potential to attract new workers to the region.

### 6.3.3 Major Projects

Narrandera Shire and surrounding areas are subject to a number of major infrastructure, renewable energy and development projects that highlight interest in the region. It also presents important employment opportunities and potential to leverage housing growth.

The key projects for the Shire include:

- **Yarrabee Solar Farm**
- **Avonlie Solar Farm**
- **Australian Airline Pilot Academy Training Centre, Narrandera Airport**
- **Narrandera Airport Taxiway Upgrade**

### 6.3.4 Retail Activities

Retail activities in Narrandera are in decline, which is generally consistent with trends across regional NSW. The impact of COVID-19 pandemic was a significant disruptor to traditional retail uses, however trends already indicated that Narrandera's retail sector was declining.

The number of persons employed within the retail sector has declined from 258 to 185 people over the period of 2006 to 2016. Despite this decline, it remains the fourth largest industry in Narrandera and contributes nearly \$10 million in wages for the Shire.

Encouraging new employment opportunities and housing within the Shire will rely upon appropriate supporting retail and service activity. It is understood from previous strategic planning work and anecdotal evidence that there is adequate supply of retail floorspace in Narrandera and concentrating these activities into a well defined commercial centre should continue to be a focus for the future.



# 07. Recommendations

## 7.1 Priorities

This section of the Strategy identifies the priorities and actions for housing and employment in the Narrandera Shire over the next 20 years. The various priorities are those which have been identified through the consideration of the background analysis of the Shire in terms of housing availability, supply and demand.

### 7.1.1 Housing Priorities

The key priorities for housing in Narrandera Shire are:

1. Identify short term opportunities for infill development of existing zoned urban land which makes efficient use of services and can deliver variety in housing for the projected population
2. Plan for longer term opportunities for future greenfield housing expansion, appropriate to environmental and infrastructure constraints, which can support any growth in the housing demand
3. Provide opportunity and encourage alternative housing types that increase variety in response to the ageing demographic trends of the Shire.
4. Encourage additional supply of key worker accommodation to support growth of emerging industries in the Shire.
5. Ensure that infrastructure planning and funding supports proposed development and is financially viable to deliver new housing in identified key locations.

### 7.1.2 Employment Priorities

The key priorities for employment land in Narrandera Shire are:

1. Identify and maintain an adequate supply of employment land suitable to encourage new employment investment to the Shire
2. Provide multiple development fronts for employment lands which will cater for different segments of the market.
3. Provide supply of 'development-ready' land which offer capacity for higher employment generating businesses to establish
4. Take advantage of the strategic location and advantage of the Shire to attract additional investment
5. Provide for a range of land sizes in new employment zoned land to allow local businesses to both 'start-up' and 'scale-up' over time

## 7.2 Land Use Planning Recommendations

### 7.2.1 Key Housing Opportunities

Narrandera already has a significant area of zoned urban land for both 'village lots' (RU5 zone) and 'low density lots' (R5 zone). It is recommended that future housing, as much as is practicable, be accommodated within the existing urban areas of Narrandera.

Population projections for the Shire show a decline in population although the actual rate of decline between the most recent census periods (2016 to 2021) was lower than expected. While still being in decline, the population projections are based on 'common' growth scenarios which relies on a growth rate between a low or high growth scenario. It is therefore possible that under a high growth scenario, the population of Narrandera could remain stable or even increase. This will take additional investment to encourage new residents, promotion of employment and the ability for industry to create jobs.

The Strategy recommends Key Housing Opportunity Sites which are those areas identified as having the ability to accommodate future growth of the Narrandera township which could accommodate any anticipated growth over the next 20 years. These are grouped in terms of greenfield development opportunities and 'infill' higher density options for the village area, the latter is discussed in further detail below.

The Key Housing Opportunity Map considers parcels of land as either unconstrained, constrained, or owned by Crown Lands.

Unconstrained represents those parcels which have do not have identified development

constraints and theoretically could be developed in the short term, subject to servicing considerations, approvals and landowner interest. These represent the shortest term opportunities.

Constrained sites are those which are assessed as possible development parcels however are subject to one or more hard constraints, such as flooding or biodiversity, which could prevent or delay development of that land. These represent medium to longer term opportunities.

Crown Land identifies the land parcels which are public owned parcels. There are a number of land areas which are identified as Crown Land owned parcels but are zoned for residential purposes and could be developed, if not for the current land ownership status. The Strategy also recommends Council consider pursuing opportunities to acquire these Crown Land parcels where possible. These represent longer term possible opportunities.

### 7.2.2 Infill Residential Opportunity Sites

Existing zoned urban areas of the RU5 zone are recommended to have an increased dwelling density to accommodate a range of smaller dwelling types. This will ensure maximum flexibility and encourage infill development that will not only increase the range and type of housing, but also results in a more efficient and sustainable use of infrastructure. This may also have the added benefit of reducing house and land prices, which are influenced by development construction costs.

Addressing the gaps in the provision of smaller and more diverse housing types which cater to an ageing population can also help to accommodate new 'key workers' and others who may relocate to the Shire for additional employment opportunities.

These outcomes can be delivered through development of additional dwelling in dual occupancies, multi dwelling housing and in more affordable options such as granny flats or secondary dwellings.

Such options could include 'knock down rebuilds', the construction of additional dwellings on-site and the further subdivision of land (torrens, strata or community title).

### 7.2.3 Environmental Land Opportunity Sites

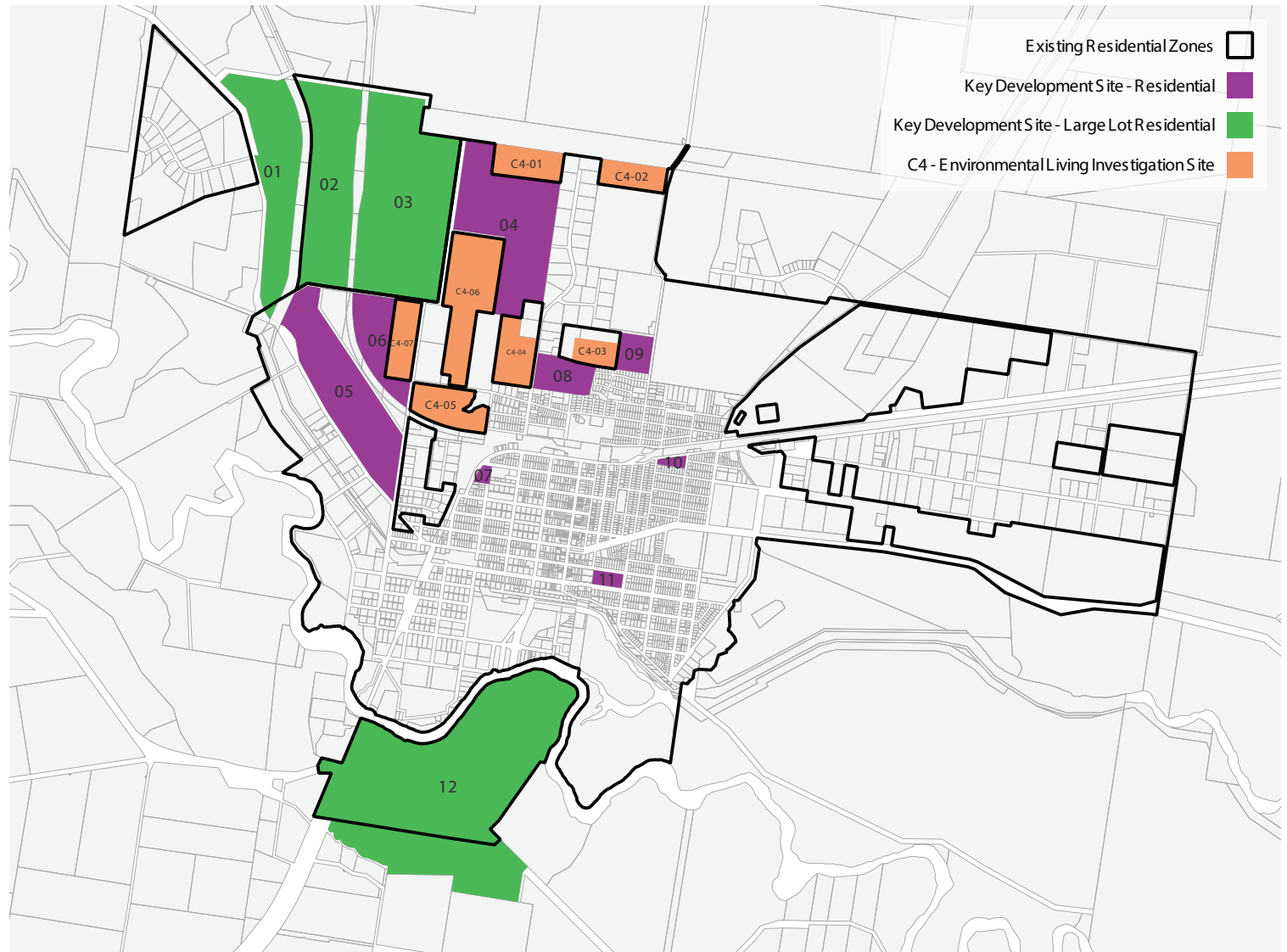
Environmentally zoned lots within the study area have been identified as preferred locations by the community due to their proximity to the town and commercial centres.

*Narrandera LEP 2013 - Amendment 1* identified these lands as hosting Endangered Ecological Communities (Office of Environment and Heritage) and were zoned as E4 (Now C4) Environmental Living with suitable lot size minimums to avoid fragmentation, overdevelopment and clearing.

While the classification of the EECs may or may not have changed, and more readily available land within the study area is yet to be exhausted, Council may wish to further investigate these options.

It is beyond the scope of this strategy to undertake the necessary environmental assessments to recommend any substantive change to those zones.

## 7.2 Land Use Planning Recommendations



## 7.2 Land Use Planning Recommendations

### Common Growth Scenario

#### Assumptions:

- 6 additional dwellings per year
- 800m<sup>2</sup> Residential Lots
- 5000m<sup>2</sup> Large Residential Lots

Site No.	Zone	Timeframe	Constraints	Area (ha)	Potential Yield	Years' Supply
1	R5 – Large Lot Residential	Medium Term	Rezone from RU1  Subject to assessment of environmental and flood risk	52.1	8 Lots	1.5
2	R5 – Large Lot Residential	Medium term	Environmental/Flood risk	59.6	9 Lots	1.5
3	R5 – Large Lot Residential	Short term		101.8	16 Lots	2.7
4	R1 – General Residential	Short term		62.4	583 Lots	97.2
5	R1 – General Residential	Medium term	Environmental/Flood risk	55.8	514 Lots	85.7
6	R1 – General Residential	Medium term	Environmental/Flood risk	19.2	180 Lots	30.0
7	RU5 – Village	Short term		1.4	13 Lots	2.2
8	RU5 – Village	Long term	Crown Land	11.7	109 Lots	18.2
9	RU5 – Village	Long term	Crown Land	7.5	70 Lots	11.7
10	RU5 – Village	Short term		1.5	14 Lots	2.3
11	RU5 – Village	Short term		2.5	22 Lots	3.7
12	R5 - Large Lot Residential	Medium term	Rezone from RU5	200.56	40 Lots (R5)	
	or		Subject to analysis of land capability, environmental and flood risk		8 Lots (RU4)	
	RU4 - Primary Production Small Lot					
<b>Total</b>				<b>323.4 ha</b>	<b>1538 Lots</b>	<b>255</b>

Site No.	Zone	Timeframe	Constraints	Area (ha)
C4-01	C4 - Environmental Living	Long Term	<i>Narrandera LEP 2013 - Amendment 1</i> identified these lands as hosting Endangered Ecological Communities (Office of Environment and Heritage) and were zoned as E4 (Now C4) Environmental Living with suitable lot size minimums to avoid fragmentation, overdevelopment and clearing.	12.71
C4-02	C4 - Environmental Living	Long Term		10.23
C4-03	C4 - Environmental Living	Long Term		6.82
C4-04	C4 - Environmental Living	Long Term		13.86
C4-05	C4 - Environmental Living	Long Term	While the classification of the EECs may or may not have changed, and more readily available land within the study area is yet to be exhausted, Council may wish to further investigate these options in the long term.	15.92
C4-06	C4 - Environmental Living	Long Term		35.25
C4-07	C4 - Environmental Living	Long Term		12.53

## 7.2 Land Use Planning Recommendations

### High Growth Scenario

#### Assumptions:

- 15 additional dwellings per year
- 800m<sup>2</sup> Residential Lots
- 5000m<sup>2</sup> Large Residential Lots

Site No.	Zone	Timeframe	Constraints	Area (ha)	Potential Yield	Years' Supply
1	R5 – Large Lot Residential	Medium Term	Rezone from RU1 Subject to assessment of environmental and flood risk	52.1	8 Lots	0.6
2	R5 – Large Lot Residential	Medium term	Environmental/Flood risk	59.6	9 Lots	0.6
3	R5 – Large Lot Residential	Short term		101.8	16 Lots	1.1
4	R1 – General Residential	Short term		62.4	583 Lots	38.9
5	R1 – General Residential	Medium term	Environmental/Flood risk	55.8	514 Lots	34.3
6	R1 – General Residential	Medium term	Environmental/Flood risk	19.2	180 Lots	12.0
7	RU5 – Village	Short term		14	13 Lots	0.9
8	RU5 – Village	Long term	Crown Land	11.7	109 Lots	7.3
9	RU5 – Village	Long term	Crown Land	7.5	70 Lots	4.7
10	RU5 – Village	Short term		1.5	14 Lots	0.9
11	RU5 - Village	Short term		2.5	22 Lots	1.5
12	R5 - Large Lot Residential or RU4 - Primary Production Small Lot	Medium term	Rezone from RU5 Subject to analysis of land capability, environmental and flood risk	200.56	40 Lots (R5) 8 Lots (RU4)	
	Total			323.4 ha	1538 lots	102

## 7.2 Land Use Planning Recommendations

### 8.2.3 Employment Land Opportunity Sites

Narrandera is considered to have a limited supply of industrial zoned land to take advantage of possible new employment activities. To assist with providing opportunity to reverse current population decline trends, it is essential for Council to encourage new employment generating development in the Shire.

It is noted that the proposed translation of the industrial and business zones to employment zones will result in both the IN1 and IN2 zones being translated to E4 General Industrial. As a result, there will likely be no differentiation between the various industrial areas of the Shire.

The Strategy recommends two primary industrial expansion areas which will provide opportunities for new employment activities at a large and smaller scale. The intention is to cater for variety of demand within the local market as well as offer attracting to larger employment activities considering relocating and establishing at Narrandera.

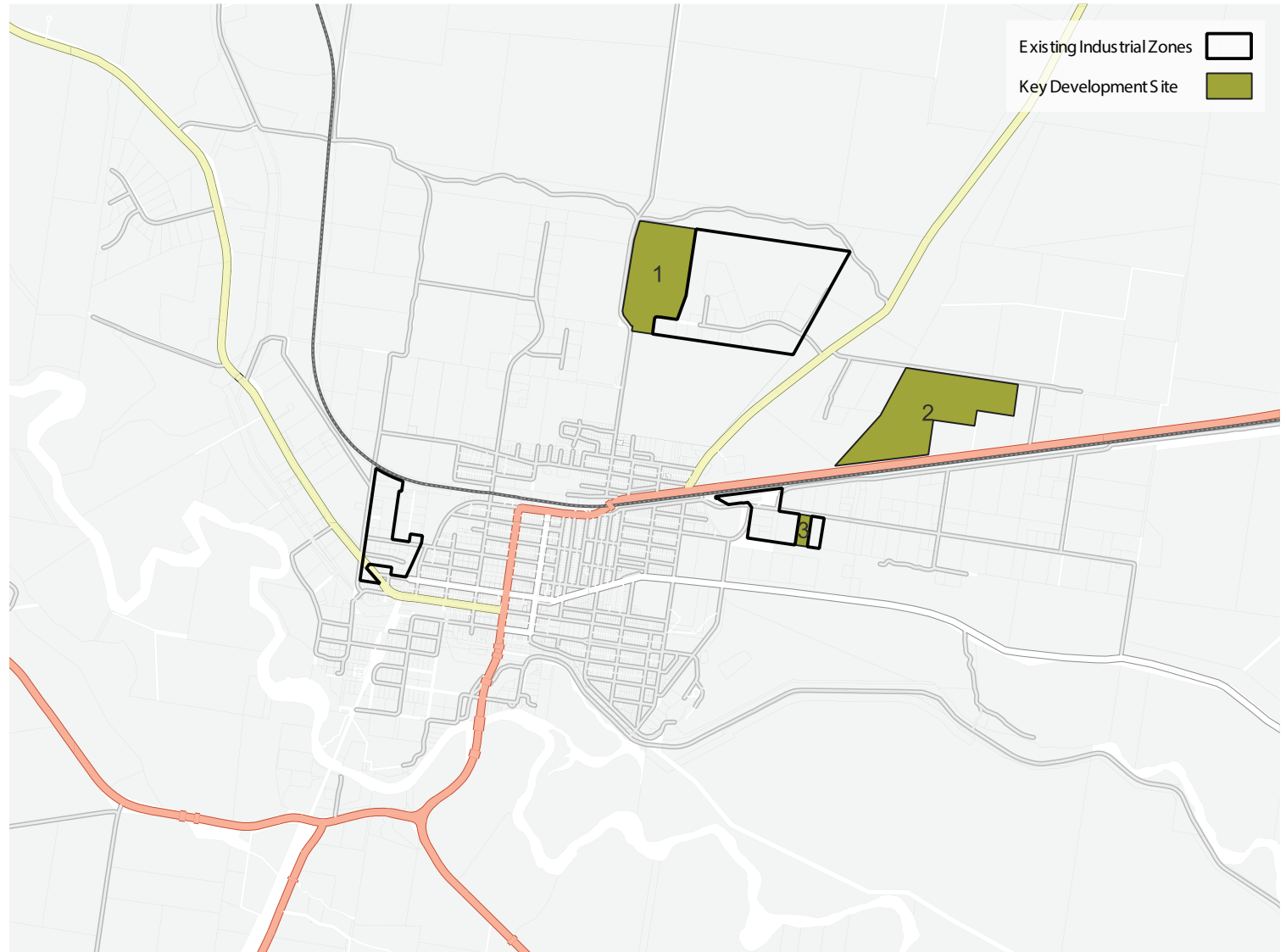
An expansion of the existing Red Hill industrial precinct is recommended to provide an additional 30 hectares of zoned land and would result in an expansion to the west of the existing zoned area. This expansion is adequately buffered to existing and future residential land uses by the Golf Course. It is intended that the Red Hill development accommodate a range of lot sizes, as has been the case for earlier stages of development, and that staged release of the land be considered accordingly. The likely

arrangement of land in this location also provides ability to create a mix of lot sizes.

The Strategy also recommends establishment of a new employment zone to the east of Barellan Road and north of the Newell Highway, adjacent to Council's Waste Management Centre. This land is presently zoned SP2 Infrastructure zone and represents an opportunity to utilise larger land parcels for new industrial opportunities. This precinct also offers potential to establish new links with the Newell Highway and offer an attractive location for operations requiring integration with key transport routes.

Based on high level analysis of industrial land, there is some capacity for redevelopment or intensification of existing sites in Narrandera West and Pine Hill industrial areas, incorporating light industry or smaller operations, appealing to a different market than for the Red Hill precincts. These areas are not currently fully serviced and therefore full potential may not be realised in these areas.

## 7.2 Land Use Planning Recommendations





## 7.2 Land Use Planning Recommendations

### Common Growth Scenario

Assumptions:

- 8 additional commercial/industrial developments approved per year
- 1ha Lots

Site No.	Current Zone	Proposed Zone	Timeframe	Constraints	Area (ha)	Potential Yield	Years' Supply
1	C2 – Environmental Conservation	IN1 - General Industry	Medium term	Rezoning C2 to IN1	51	81 Lots	<b>10</b>
2	RU5 – Village / SP2 - Infrastructure	IN1 - General Industry	Short term		36	58 Lots	<b>7</b>
3	RU5 - Village	IN2 - Light Industry	Short term	Current Use	2	4 Lots	<b>1</b>
<b>Totals</b>					<b>89</b>	<b>143 Lots</b>	<b>18</b>

### High Growth Scenario

Assumptions:

- 8 additional commercial/industrial developments approved per year
- 1ha Lots

Site No.	Current Zone	Proposed Zone	Timeframe	Constraints	Area (ha)	Potential Yield	Years' Supply
1	C2 – Environmental Conservation	IN1 - General Industry	Medium term	Rezoning C2 to IN1	51	81 Lots	<b>6.8</b>
2	RU5 – Village / SP2 – Infrastructure	IN1 - General Industry	Short term		36	58 Lots	<b>4.8</b>
3	RU5 - Village	IN2 - Light Industry	Short term	Current Use	2	4 Lots	<b>0.3</b>
<b>Totals</b>					<b>89</b>	<b>143 Lots</b>	<b>11.9</b>

## 7.2 Land Use Planning Recommendations

### 7.2.4 Social Housing

There is currently a significant wait time for social housing in Narrandera indicating a shortfall of this type of housing.

It is recommended that consultation be undertaken with social housing providers to investigate opportunities to redevelop this housing stock. This is particularly important, given the age of social housing stock, their colocation and lot sizes (often 1,000m<sup>2</sup>+), which presents opportunities for infill development at higher residential densities.

### 7.2.5 Flood Planning Area

Following the completion of recent flood analysis of the Shire, it is recommended that the Flood Planning Area be reviewed to ensure currency against best practice guidelines. Section 733 of the Local Government Act 1993 provides councils with a limited protection from liability if they have followed the principles of the Floodplain Development Manual.

The Flood Planning Area represents the trigger for Council to consider flood risks when making planning decisions on development. The particular area defined in the FPA is based on selection of a flood level based on an appropriate flood risk management consideration. The 1% AEP (or 1 in 100 year event) is typically identified as the highest flood event for land use planning purposes.

Council's most recent flood analysis has considered more severe flood events, including the 1 in 200 year and 1 in 500 year event, which place more of the urban area at risk. In response to increasing frequency of larger events, Council may therefore seek to apply a greater level of risk across the urban area for planning decisions.

The application of the FPA is not a prohibition, but rather triggers consideration of development proposals on a case-by-case basis, utilising appropriate risk assessment of potential flooding.

### 7.2.6 Special Purposes Zones

A number of Council's existing community facilities and assets are contained within the RU5 village zoning. It is recommended that Council carry out an audit of existing infrastructure and applicable zoning, and consider potential amendments to implement Special Purpose Infrastructure zoning to these areas.

The benefit of applying Special Purpose Infrastructure zoning to these assets is to provide more specific zoning that protects the land from inappropriate development. Likewise, it also provides Council with certainty as to particular development by allowing development for the specific purpose or any development related to that particular purpose, to be carried out.

## 7.3 Non Planning Recommendations

The priorities above will also be supported by a range of 'non-planning' mechanisms. These comprise matters which are not directly influenced by zoning or development control, but may involve further discussion and consideration of Council strategy or directions.

### 7.3.1 Servicing Costs

Habitat have undertaken high level analysis of development servicing costs in regional village areas to determine the financial costs associated with land development. For regional Shires in the region, residential subdivision developments will cost about \$90,000 per lot to develop before a return on investment is achieved.

Having regard to the analysis of servicing costs provided and the anecdotal evidence of land sale values in the Shire, servicing costs are considered to be a potential barrier to land development. In response, Council may consider incentives or deferral of costs on land development projects to assist with stimulating and delivering projects.

### 7.3.2 Crown Land Ownership

There are a number of Crown Land parcels identified within the zoned urban area of Narrandera. Where this public ownership is potentially preventing the development of land for new housing or employment outcomes, Council should pursue, or assist developers/providers in pursuing options to acquire these parcels.

### 7.3.3 Public Housing and Partnerships

It is recommended that Council undertake further consultation with public housing providers to consider potential redevelopment or replacement of public housing stock within Narrandera. Future opportunities should consider potential higher density housing opportunities within close proximity of retail and community services.

Council should also consider investigation of private public partnerships with key housing providers to increase housing supply, in particular aged care. Opportunities to increase worker housing opportunities should also be pursued alongside attraction for new industry.

### 7.3.4 Direct Development Investment

Council may consider potential options to acquire and develop residential or employment land for release to the market and to stimulate development. This may be of greater benefit in the industrial areas as it allows Council to develop and market the land to potential purchasers as part of attraction strategies. There is opportunity for Council to develop a demonstration high density residential project within the existing urban area.

This approach has the benefit of only needing to remain cost neutral to Council with the wider benefit being the positive impacts of an additional rate base.

# 8. Actions & Implementation

## 8.1 Actions

This section identifies actions required to deliver upon housing and employment lands over the period of the next 20 years.

These actions are developed from the priorities and key recommendations identified in the previous section and will be delivered by multiple stakeholders over varied timeframe. This plan is intended to provide the framework and roadmap for how these actions are to be carried out

For the purposes of this Strategy, the following short, medium and long term timeframes have been established:

- **Ongoing: As required and as opportunities arise**
- **Short-term: 0-5 years**
- **Medium term: 6-10 years**

Actions	Responsibility	Timeframe
Develop key housing opportunity sites with short to medium term potential (outlined in Section 7)	Private landowners with assistance from Council	Short
Develop key employment land opportunity sites (outlined in Section 7)	Private landowners with assistance from Council	Short
Review and update the Development Control Plan to identify preferred locations for key housing development opportunities and to additional support and consideration of higher density infill housing.	Private landowners with assistance from Council	Short
Review Flood Planning Area of Narrandera with regard to updated flooding information available. Consider the appropriate risk level that should be adopted	Council	Short
Consider rezoning of the Narrandera Golf Course to a Recreation zone to provide a buffer to the expanded Red Hill industrial area and direct development of residential land to other areas.	Council	Short
Review Infrastructure Contributions Plan to consider potential future infrastructure funding requirements for new key development sites	Council	Short
Review Infrastructure Contributions Plan to ensure that delivery of infrastructure can be accommodated in a logical and cost effective manner. Consider opportunities to allow for incentives and/or other agreements with private developers	Council	Short
Investigate opportunities for Council to undertake land development for employment and residential land options to accelerate and/or encourage new development.	Council	Short/Ongoing

## 8.1 Actions

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For the purposes of this Strategy, the following short, medium and long term timeframes have been established:

- **Ongoing: As required and as opportunities arise**
- **Short-term: 0-5 years**
- **Medium term: 6-10 years**

Actions	Responsibility	Timeframe
Conduct an audit of Council infrastructure and determine current zoning and potential to implement infrastructure zoning to these areas.	Council	Medium
Review urban zoned Crown Land parcels with development potential and undertake engagement with relevant authorities to determine potential acquisition	Council with NSW Government	Medium
Promote and support infill housing within established residential areas through planning controls.	Private landowners with assistance from Council	Ongoing
Investigate C4 Environmental Living zoned land within the study area, assess capability of land to sustain residential use, and potential threats to Endangers Ecological CommunitiesW	Council with NSW Government	Medium
Encourage a higher proportion of new housing to be adaptable and able to better support and ageing population and smaller household size.	Council	Ongoing
Undertake further engagement and consultation with NSW Land and Housing Corporation around possible redevelopment/revitalisation of public housing stock and other forms of housing.	NSW Land and Housing Corporation	Ongoing
Undertake engagement and consultation with private developers and community housing providers in relation to possible partnerships to deliver key housing outcomes, including aged care and key worker housing.	Council with Private Developers/ Community Housing Providers	Ongoing
Continue to promote the availability of serviced employment land within the Narrandera Shire to prospective private industrial developments, with preference for larger employment generators.	Council	Ongoing

## 8.2 Monitoring and Review

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

- Annual reviews of housing delivery and supply against the implementation and delivery plan to ensure that the Strategy and the LEP are delivering the Strategy's objectives in a timely manner;
- Five-yearly reviews of the evidence base and housing stock against the broader aims of the Riverina Murray Regional Plan to ensure that the Strategy is aligned with the housing needs; and
- Ten-year review of the Strategy to ensure the 20-year vision statement, the evidence base and the strategic and planning contexts are aligned with the goals of the community, the broader aims of the Riverina Murray Regional Plan and the Strategy implementation and delivery plan.