



# **DUBBO RURAL AREAS DEVELOPMENT STRATEGY**

**1995 – 2015**

*First five yearly review*

Sustainable Development Policy Branch  
September 2003

Adopted by Council on 24 November 2003



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**THE DUBBO RURAL AREAS DEVELOPMENT STRATEGY 1995-2015: FIRST FIVE YEARLY REVIEW IS ESSENTIALLY DIVIDED INTO THREE PARTS:**

**Part A** – Part A outlines the following aspects of the document:

- Introduce the original Rural Areas Development Strategy 1995-2015 (RADS), including how it was developed, its purpose and functionality
- Process undertaken as part of the first five yearly review
- Achievements of the original RADS and areas that could be improved
- Where to from here?

**Part B** – Part B serves to outline the following information:

- Provide background information on agriculture and sustainability, and issues surrounding changes to the RADS
- Gives consideration to the issues raised in Part A and redefines the goals and objectives of the RADS
- Identifies “priority issues” as highlighted through the five yearly review process
- Appendix 1
- Appendix 2

**Part C** – Part C contains the following information:

- Outlines the recommendations to address the issues outlined in Part A & B
- Appendix 3 – Priority issues and proposed actions
- Appendix 4 – Proposed monitoring program
- Appendix 5 – Actions for future consideration

## **FOREWORD**

Dubbo City Council developed the Dubbo Rural Areas Development Strategy 1995-2015 (RADS) following extensive research and public consultation.

The RADS was a significant achievement by Council, which served to “fulfil the economic potential of Dubbo’s rural area within sustainable resource management principles”.

The RADS seeks to balance economic and environmental issues equally to ensure that economic prosperity and a high quality of life can be enjoyed whilst conserving and enhancing the environment. In short, it aims to preserve the land from degradation and fragmentation for ongoing agricultural production for future generations.

As part of the RADS process and monitoring, Council also resolved to undertake a rolling five yearly review program. Subsequently, the first five yearly review of the RADS commenced in 2000, which forms the basis of this document.

The review identified a number of issues of concern to the rural community which have been recognised in this document, with Council identifying possible ways these could be addressed. The review also highlighted a range of aspects of the RADS that could be addressed to improve its functionality and effectiveness and identified some significant changes in line with current strategic thinking and rural planning.

It is important to note that this document is the first five yearly review of the original RADS; it is not an entirely new strategy. As such, it does not seek to repeat the same information contained with the existing RADS. It is the first in a rolling review of rural issues, and attempts to measure the “success or failure” of the RADS during its first five years of implementation.

This document should be read as an addendum to the original Strategy.

## **EXECUTIVE SUMMARY**

The Rural Areas Development Strategy 1995-2015 (RADS) was originally adopted by Council as the rural policy package for Dubbo City Council in 1995. The strategy was to apply to all rural lands within the Dubbo LGA and consequently became the basis for the Dubbo Local Environmental Plan 1997 – Rural Areas which was gazetted in 1998.

In conjunction with adoption of the RADS, Council also committed itself to a rolling review of rural issues on a five yearly basis.

Subsequently, this document is the first five yearly review of the RADS, which has included extensive consultation with the rural community and government agencies. The review has highlighted, among other things, some significant changes in line with current strategies and rural planning. Perhaps the most significant changes is the shifted focus towards sustainability and the principles of Ecologically Sustainable Development (ESD).

It is important to note that this document is not an entirely new strategy, and as such, does not seek to replace the RADS. It is the first review of the Strategy and should be read as an addendum to it.

# PART A

## RURAL AREAS DEVELOPMENT STRATEGY 1995 - 2015

## **PART A - DUBBO RURAL AREAS DEVELOPMENT STRATEGY 1995 – 2015**

The Rural Area Development Strategy 1995 – 2015 (RADS) was originally developed by Dubbo City Council in June 1994 to address a number of issues that were identified in regard to the rural area, including:

- Dubbo City Council resolution to conduct a review of the Rural Lands Local Environmental Plan (LEP) at the meeting 1 June 1992;
- To respond to rural area landuse conflicts that was occurring in the period 1992 –1995;
- To protect Dubbo from the threat of economic and population decline, which was evident in the early 1990's; and
- Satisfy Council's statutory charter and responsibilities.

The RADS was prepared following extensive research on relevant agricultural, environmental and economic issues at the time, and through extensive consultation and engagement with the rural community. The resultant RADS was recognised as a significant move forward in rural planning and the first of its kind in the region.

### **How does Rural Areas Development Strategy work?**

A Strategy is a plan for a desired future.

Specifically, the RADS sets policy positions to objectives, which are implemented via the LEP, or other Council policies or advocacy, and is focused on economic and environmental sustainability in the rural area.

The development of the RADS was also controlled, or guided, by Council responsibility.

Council's prime responsibility under the NSW Environment Planning and Assessment Act 1979 (EP & A Act) is to:

*“Encourage the proper management, development and conservation of natural and man-made resources [including agricultural land, natural areas, forests, minerals, water, cities, towns and villages] for the purposes of promoting the social and economic welfare of the community and a better environment” (Sec 5, EP&A Act 1979).*

*Thus, “the Strategy for Dubbo’s Rural Areas must equate with these social, economic and environmental goals as defined in Section 5 of the EP & A Act 1979.”*

*{Source: RADS; Introduction, Analysis and Issues Paper 1994}*



## Statutory Requirements






Any local strategy or policy on land management must reflect Council's responsibility under the Local Government Act 1993 and the Environmental Planning and Assessment Act 1979.

### Local Government Act 1993

The Local Government Act 1993 specifies Council's charter and those that are directly relevant to the RADS as:

#### The Council's charter

(1) *A council has the following charter:*

-  *to properly manage, develop, protect, restore, enhance and conserve the environment of the area for which it is responsible, in a manner that is consistent with and promotes the principles of ecologically sustainable development*
-  *to have regard to the long term and cumulative effects of its decisions*
-  *to facilitate the involvement of Councillors, members of the public, users of facilities and services and council staff in the development, improvement and co-ordination of local government*
-  *to keep the local community and the State government (and through it, the wider community) informed about its activities*
-  *to ensure that, in the exercise of its regulatory functions, it acts consistently and without bias, particularly where an activity of the council is affected*

Section 8 LGA Act 1993

Therefore, Council is required to take a long-term view when making decisions and must be consistent with the principles of Ecologically Sustainable Development (ESD). Council is also required to engage and communicate with the community in a transparent manner. The RADS is Council's response to providing a long term, transparent statement of land use Policy direction in the rural area.

### Environmental Planning and Assessment Act 1979 (EP & A ACT)

In addition, the specific details of the Strategy are derived from the provisions of the Environmental Planning and Assessment Act 1979.

*The objects of this Act are:*

- (a) *to encourage:*
- (i) ***the proper management, development and conservation of natural and artificial resources, including agricultural land, natural areas, forests, minerals, water, cities, towns and villages for the purpose of promoting the social and economic welfare of the community and a better environment,***

- (ii) the promotion and co-ordination of the orderly and economic use and development of land,*
  - (iii) the protection, provision and co-ordination of communication and utility services,*
  - (iv) the provision of land for public purposes,*
  - (v) the provision and co-ordination of community services and facilities, and*
  - (vi) the protection of the environment, including the protection and conservation of native animals and plants, including threatened species, populations and ecological communities, and their habitats, and*
  - (vii) ecologically sustainable development, and*
  - (viii) the provision and maintenance of affordable housing, and*
- (b) to promote the sharing of the responsibility for environmental planning between the different levels of government in the State, and*
- (c) to provide increased opportunity for public involvement and participation in environmental planning and assessment.”*

(Sec 5, EPA Act, 1979)

Therefore, the goals and objectives of this strategy reflect these economic and environmental factors (see page 11). **The actions (contained in the balance of the document) to achieve these goals are limited by Council powers under current State and Federal legislation.**

## RADS Goal and Objectives

The RADS goal and subsequent objectives, as derived from the Rural Issues Paper, are identified in the following figure:

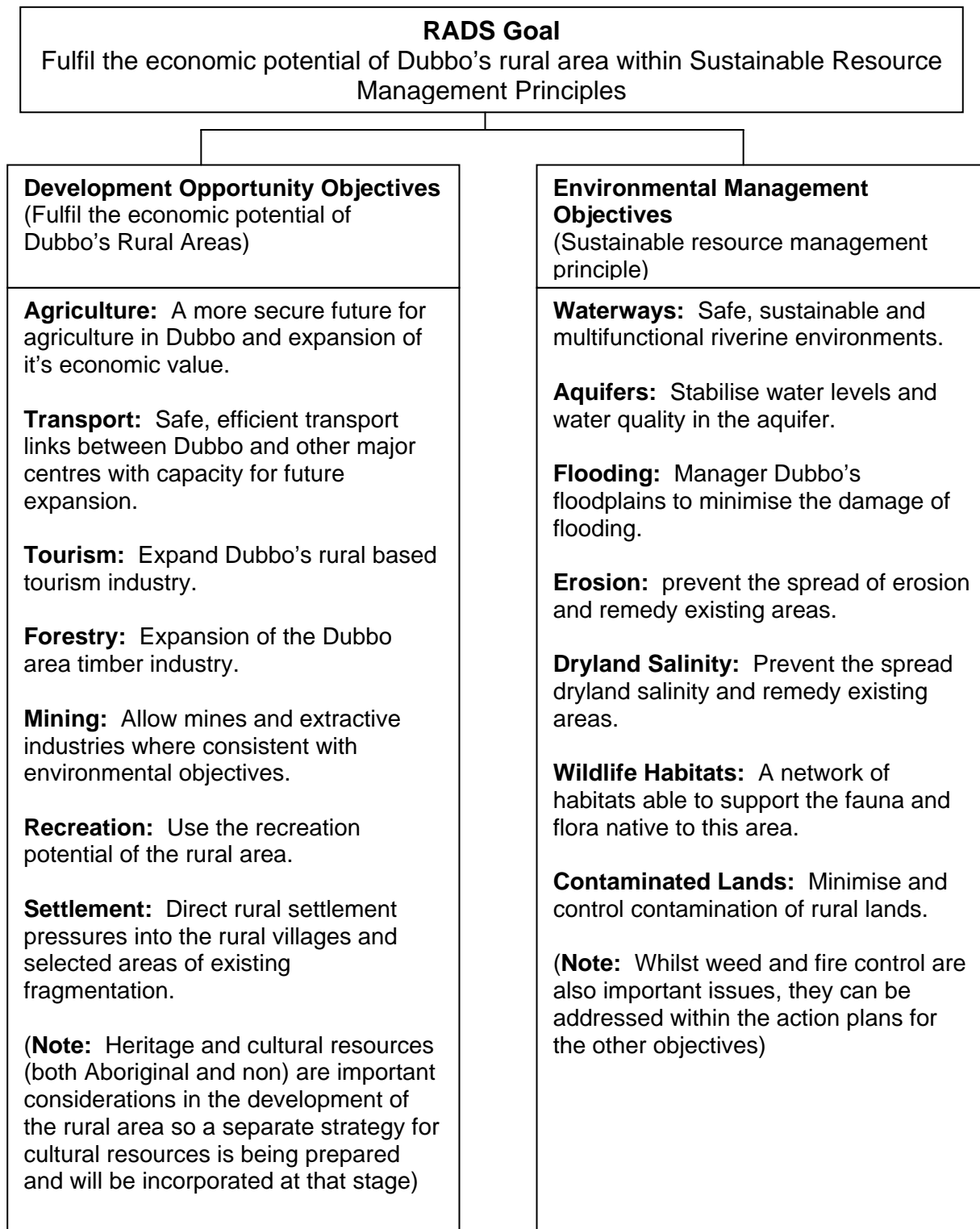


Figure 1: Rural Area Development Strategy 1995 – 2015 Goal & Objectives

Consequently, the RADS was to be read and implemented in terms of the following statements:

- The top priority of the Strategy is that all land development must be within the bounds of what is environmentally sustainable
- The second priority is to provide long term security for the local agricultural industry
- The third priority is to ensure safe and efficient transport routes
- The fourth priority is to facilitate forestry, tourism and mining. Any such proposal must not compromise environmental management, agriculture or transport
- The fifth priority is for rural recreation. It is essentially an adjunct to tourism as it can add other interesting activities. Again it must be subject to careful environmental management and compatibility with the objectives already listed
- Settlement of the rural area is the lowest priority as it has the least long-term economic input for Dubbo. As it generally conflicts with most of the above uses, it is to be directed to specific areas where conflicts with other uses can be avoided or minimised.

The relationship between the existing RADS, Council policies and documents is illustrated in Figure 2.

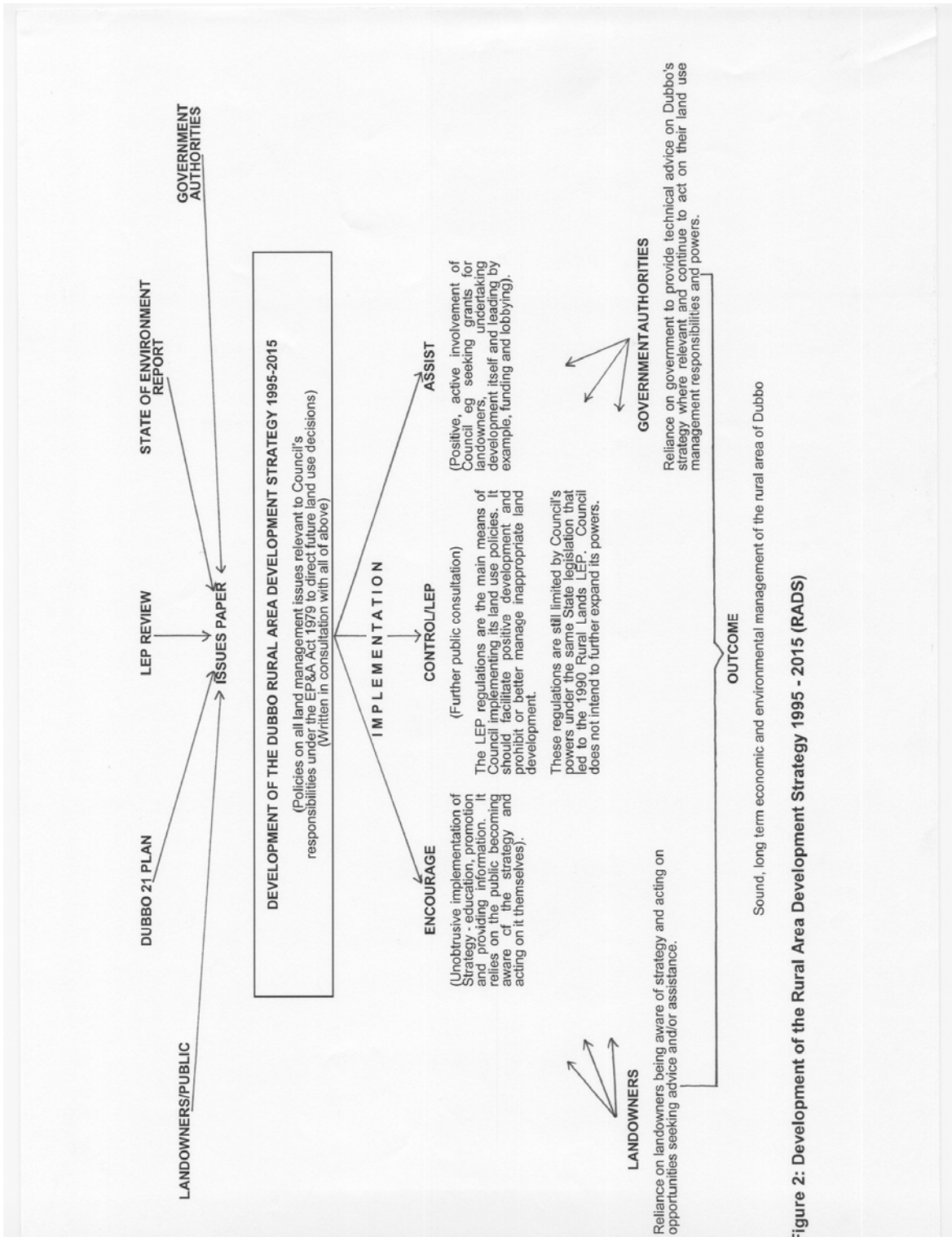


Figure 2: Development of the Rural Area Development Strategy 1995 - 2015 (RADS)

Figure 2: Development of the Rural Area Development Strategy 1995 - 2015 (RADS)

## **Where does the RADS apply?**

As stated previously, the RADS applies to the rural land in the Dubbo Local Government Area, however it was originally divided into the following “districts”.

Southern  
Benolong  
Minore  
Coolbaggie

Goonoo  
Talbragar  
Macquarie

These districts and their associated boundaries were determined by land quality (agricultural suitability/capability), holding patterns/sizes, vegetation, topography, drainage catchments and distance from the City. Subsequently, these districts were anticipated to have similar development opportunities and environmental constraints.

These districts are illustrated in Figure 3.

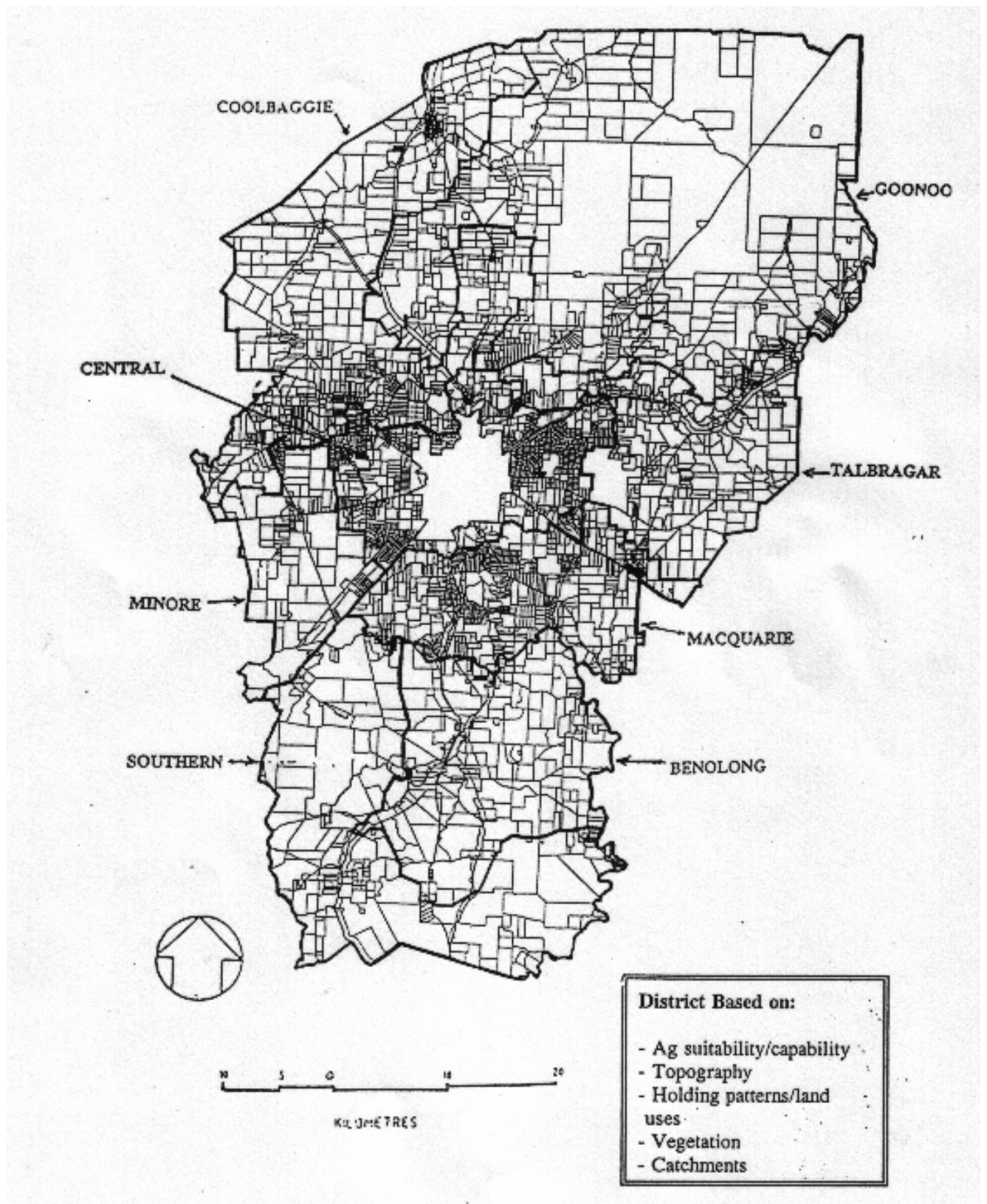


Figure 3: Map of 'districts' under the existing Dubbo Rural Areas Development Strategy 1995-2015.

## **First Five Yearly Review of the RADS**

As part of this first five yearly review, an “Issues and Constraints” paper was prepared by a consultant on behalf of Council in October 2000, and from this, a “Draft Discussion Paper” was prepared by Council in January 2001. This paper served to assist in the public consultation process and encouraged and enabled the rural community to participate effectively in the process.

The review of the RADS served to:

- ☀ Review the progress and “success” of the RADS in achieving its desired objectives;
- ☀ Identifying if, and how the RADS could be improved;
- ☀ To provide the rural community with the opportunity to inform Council of the issues as they saw them, in both the rural and village areas;
- ☀ Enable Council to consider the issues of concern to the rural community, and develop possible ways these could be addressed; and
- ☀ Guide the development of policy and provide a basis for rural planning regulations for the next five (5) years.

## **Public meetings and issues raised**

Initial public consultation occurred as part of the review process in the five (5) districts of Ballimore, Eumungerie, Rawsonville, Toongi and Wongarbon. Public meetings were held in two (2) rounds with ten (10) meetings in total. The meetings were divided into an early session to deal with rural issues and a later session to deal specifically with village issues.

Attendances ranged from 120 in Toongi (The proposed Toongi Mine Developers were guest speakers at this meeting) down to 4 at a meeting in Wongarbon. Total attendances were in the order of 320 people. Invitation to the meetings was by individual letter to each landowner in the rural area and Villages of Dubbo.

Round 1 of the public consultation process commenced on 28 June 2001 in Toongi, which involved the introduction of the ‘Discussion Paper’ to the community. This initial round identified the need for additional information on the GMO debate. Consequently, Council coordinated a GMO Forum in August 2001 which provided the community with the opportunity to access information on the issue and to be able to make an informed decision on it.

Round 2 of the community consultation process commenced on 6 September 2001, which provided the rural community with the opportunity to review the original RADS and advise Council of issues they considered should be addressed by Council.

A wide range of issues were raised at these public meetings, including those not relevant to the RADS review process. However, regardless of their nature, these issues were recognised and reviewed by Council staff, and subsequently, considered by Council’s Executive Staff Committee for notation, investigation or action as appropriate.






A summary table of the village issues raised during these meetings is provided as Appendix 1, with the rural issues identified by the rural community included as Appendix 2.




Given the nature and number of issues raised during this public consultation process it was considered to be more effective to address the issues that were consistently raised throughout the process. By focusing on these issues it is possible to achieve significant progress in addressing these rather than trying to overcome unachievable targets.

Subsequently, the following “priority issues” have been identified and recognised by Council through the initial public consultation process:

Council priority issues (not in any order) included:

-  Genetically modified organisms
-  Water quality
-  Rural allotment sizes

Community priority issues (not in any order) included:

-  Flooding and drainage in village areas
-  Noxious weeds in rural areas
-  On farm waste disposal

### **How can the Rural Area Development Strategy be improved?**

The RADS was initially based on dividing the rural area of the Local Government Area (LGA) into seven (7) “districts” based on quality, holding patterns and environmental constraints.

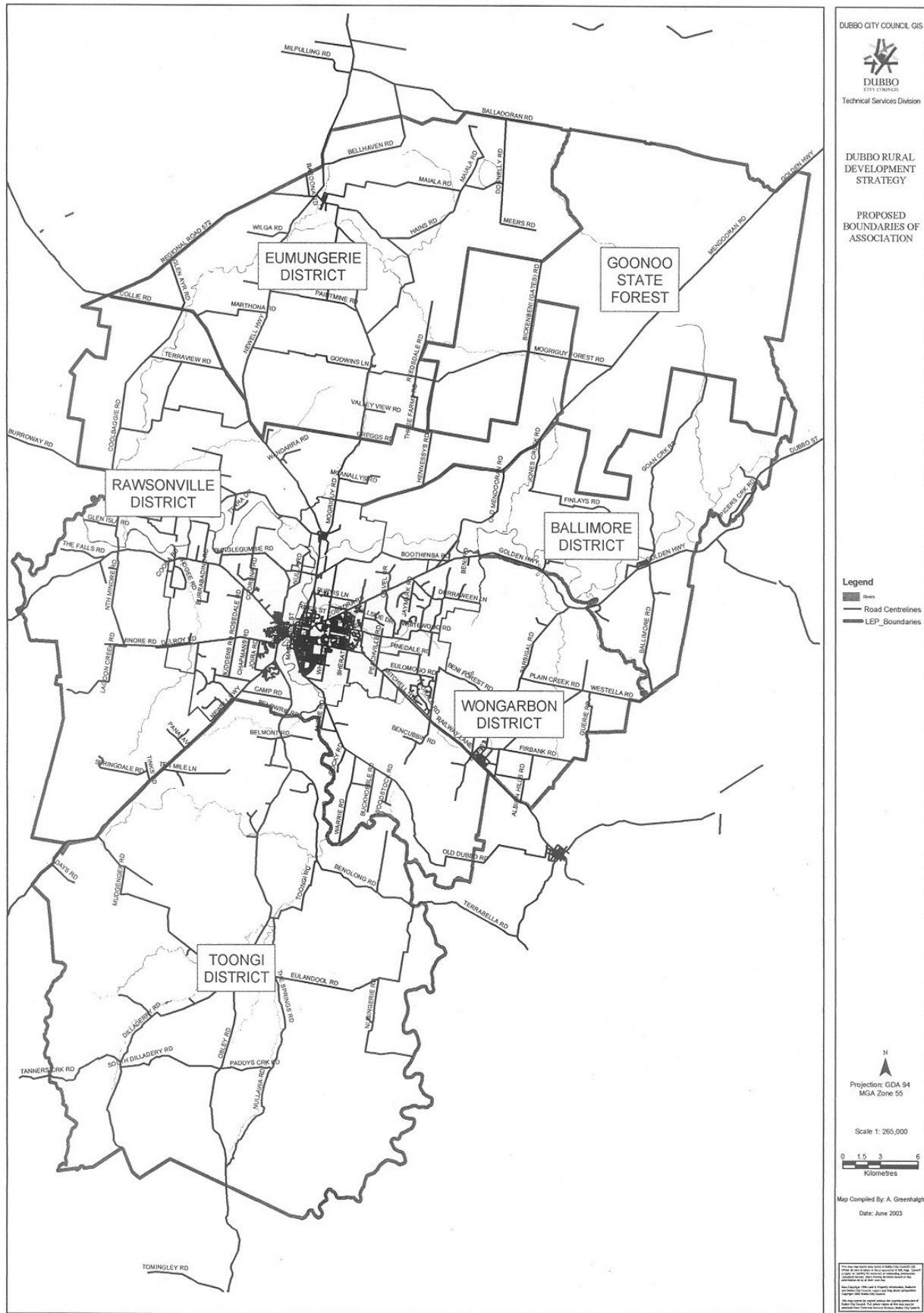
While these groupings were effective in theory, in “practice” this approach was not utilised, and it was resource consuming in developing, maintaining and monitoring.

Therefore it is considered more appropriate to manage the rural area of Dubbo at a strategic level as a uniform area, whilst acknowledging the opportunity for merit consideration within different localities/districts.

Additionally, it should be noted that the former “Central District” as defined in the original RADS is now managed within the urban area of Dubbo via the Urban Area Development Strategy and the Urban LEP.

Consequently, while the rural area is to be recognised as a uniform area, the following amended “districts” are recommended (Figure 4):

-  Eumungerie
-  Rawsonville
-  Toongi
-  Wongarbron
-  Ballimore
-  Goonoo State Forest



**Figure 4: Proposed boundaries of association under first five yearly review of the RADS**

Further it was also recognised that the RADS did not contain objective methods of measuring the success of the Strategy or the implementation of “action plans”.

Thus, when it came to reviewing the “success or failure” of the RADS after five (5) years, evaluation was only possible through subjective comments from Council staff, government agencies and the rural community. Additionally, many “actions plans” were not implemented, as responsibility for this was not adequately defined.

To address this, it is proposed to incorporate more objective measurements into the Strategy and monitor this via the use of “indicators”.

Indicators are considered the preferred method of measuring success, as it is difficult and resource consuming to monitor a myriad of different criteria for all development and environmental objectives. Additionally, it is even more difficult to measure the somewhat “elusive concept of sustainability” particularly over a long period.

The selection of indicators therefore, becomes critical to the understanding of the success of the Strategy. Indicators need to be considered against the following:-

- ☀ Is it measurable?
- ☀ Is it relevant and easy to use?
- ☀ Does it provide a representative picture?
- ☀ Is it easy to interpret and does it show trends over time?
- ☀ Is it responsive to changes?
- ☀ Does it have a reference to compare it against so that users are able to assess the significance of its values?
- ☀ Can it be measured at reasonable cost and can it be updated?
- ☀ Is it accepted by the community?
- ☀ Can it convey a message and be translated into policy action.
- ☀ Indicators need to be assessed against a baseline dates to compare progress.

‘Sustainability Indicators’ and/or ‘indicators’ for monitoring the effectiveness of the RADS may include some or all of the following:-

<ul style="list-style-type: none"> <li>• Net farm income.</li> <li>• Lot/holding size (area).</li> <li>• Number of subdivisions/consolidations in the rural area.</li> <li>• Population data.</li> <li>• Area removed from genuine agriculture availability each year</li> <li>• Average age of farmers (indicating whether young people are entering farming)</li> <li>• Valuation of farmland. (Cost to purchase land for agriculture)</li> <li>• Number of new dwellings in the rural area</li> <li>• Number of registered farms (ATO)</li> </ul>	<ul style="list-style-type: none"> <li>• Average annual commodity production by weight/number/volume or financially per farm or hectare</li> <li>• Contribution of agriculture to the Dubbo economy</li> <li>• Rate/area of land degradation (salinity, erosion, contamination) Area of native vegetation cleared or vegetation cover in the LGA. Revegetation rate/area</li> <li>• New dwellings on floodplain</li> <li>• Water quality (groundwater and surface water)</li> <li>• Identification of all examples of non-compliance with the Strategy</li> <li>• Quality of life indicators (education, crime rates etc)</li> </ul>
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These measures would require collection of 'base data' to enable comparison. Ideally such data should be compared with the base dates of 1990 and 1995, which coincide with the development and implementation of the RADS.

These indicators should be collected and reported annually, and be included within Council's 'State of the Environment Report' or the Annual Report (prescribed by the LG Act 1993) to enable the 'performance' of the Strategy to be assessed. This would enable more timely intervention than waiting 5 years for a major review of the Strategy.

There are other indicators specific to agriculture as an industry. The Rural Industries Research and Development Corporation (1997) have considered the issue of indicators for agriculture and developed *Sustainability Indicators for Agriculture*. These indicators work at a variety of levels – regional/national and on-farm. Of relevance to the monitoring of the effectiveness of the RADS are the regional/national indicators.

These are categorised into four (4) areas and summarised below:

1. Profitability (reflected by long-term, real, net farm income)
  - ☀ Net farm income (& farm business profit)
  - ☀ Equity %
  - ☀ Productivity
  - ☀ Terms of trade
  
2. Land and water quality to sustain production.
  - ☀ Water use efficiency
  - ☀ Nutrient balance
  - ☀ Enterprise diversity
  - ☀ Native vegetation
  - ☀ Rangeland condition
  - ☀ Change in area of productive agricultural land
  
3. Managerial skills
  - ☀ Farmer education level.
  - ☀ Participation rate.
  - ☀ Implementation of sustainable management practices.
  
4. Off-site environmental impacts
  - ☀ Chemical residue levels in agricultural produce.
  - ☀ Salinity in streams.
  - ☀ Dust storm frequency.
  - ☀ Length of contact zone with conservation areas.

Whilst not all of the above are relevant to the monitoring of the RADS, they can provide a useful base for developing suitable indicators for the Dubbo situation. The final 'indicators' should be selected in conjunction with relevant Government Agencies and the community.

## Conclusion – Main issues identified through the first five yearly review

The main issues identified from the first five yearly review of the RADS include:

- ☀ Need for objective (rather than subjective) measurements, which can possibly be achieved through the use of 'sustainability indicators'. This would lead to measuring outcomes and not processes.
- ☀ A formal reporting mechanism for Council and the public – Possibly consider the State of the Environment and Annual Report required by the LG Act 1993.
- ☀ Political influences in the decision making process and need for consistency in decision making.
- ☀ A number of priority issues identified by both Council and the rural community through the public consultation process, and consequently;
- ☀ Community demands for 'action' on issues they have brought to the attention of Council.

Additionally, further considerations for the RADS, now and in the future include:

1. Continue to protect agriculture from urbanisation and conflict.
2. Continue to implement ESD for agricultural practices, with a public education program and provision of current information to farmers.
3. Develop sustainability indicators for agriculture and incorporate into the LEP and monitoring processes.
4. Incorporate analysis of cumulative impacts into the Strategy under expanded provisions for Ecologically Sustainable Development (ESD).
5. Consolidate 'sustainable', 'environmentally sustainable', 'sustainable resource management principles' into a single objective or definition where possible for use in the Strategy and LEP. ESD should be the focus.
6. Clarify (with examples) ESD for the public and the community.
7. 'Sustainability' checklists are trialled/incorporated into the development assessment process.

### Where to from here?

The first five yearly review of the RADS commenced in 2000. A number of issues were identified with the document, it's format and measurability, which are detailed in Part A of this document.

To address these issues and also guide rural land use in the Dubbo Areas for the coming 5 years, the ***Rural Areas Development Strategy 1995 – 2015 Review (RO2)*** has been developed, which forms Part B of this document.

The **RO2** is the product of the first five yearly review of the RADS and includes some significant changes in line with current strategic thinking and rural planning. The most significant change is the altered focus of the Strategy on sustainability and the principles of ESD.

In short, the RO2 builds on the existing Strategy and promotes long-term sustainability of the rural industry in the Dubbo LGA into the future. It does not seek to repeat the information in the original RADS and as such is not intended to supersede it.

A number of issues regarding the RADS 1995 – 2015 particularly its measurability and the effectiveness of the designated “districts” have been identified during this review.

Priority issues were also identified during the public consultation period, thus giving the priority actions of the RO2.

**The following section of the Review – Part B gives consideration the issues raised here and identifies the basis for action for the next five years and into the future.**

# PART B

## RURAL AREA DEVELOPMENT STRATEGY REVIEW 2002 (RO2)

## **PART B - DUBBO RURAL AREA DEVELOPMENT STRATEGY REVIEW 2002 (R02)**

### **Introduction**

The Dubbo Rural Area Development Strategy Review 2002 (R02) is the product of the first five yearly review of the Rural Area Development Strategy 1995 – 2015 (RADS) and includes some significant changes in line with current strategic thinking and rural planning. Arguably, the most significant change is the altered focus of the Strategy on sustainability and the principles of Ecologically Sustainable Development (ESD).





In short, the R02 builds on the existing Strategy and promotes long-term sustainability of the rural industry in the Dubbo Local Government Area (LGA) into the future.

### **Background**

#### **Agriculture and Sustainability**

Farming today is characterised by increasing interest from the wider community in farming techniques, the quality of rural commodities and the state of natural resources supporting agriculture.

In addition to this, some farmers are also faced with other pressures, including:

-  Pressures of urbanisation, and the consequent loss of prime agricultural land and a sense of investment uncertainty for agriculture;
-  Volatility of international terms of trade;
-  Climate variability, and;
-  Relative decline in domestic commodity prices.

It is anticipated that there will be more, not less interest in the way farmers use their land, with this already recognised through the existing environmental regulations, such as EP & A Act and NVC Act 1997.

The central premise for this interest in farming is based around the notion of *sustainability*, formally recognised as '*Ecologically Sustainable Development*' (ESD).

The notion of ESD has been overused in recent times, with there being little understanding of what it really means. Therefore, it is necessary to quantify ESD with reference to agriculture and the Dubbo LGA so that an agreed benchmark can be put in place.

In recent times there has also been particular interest in farmer's property rights, with some sectors of the community holding strong views about the appropriateness of regulation in agriculture. Therefore, property rights, stewardship and responsibility need to be explained and defined, which is attempted further in this section.



There are other issues in agriculture that are the result of declining commodity prices and changing consumer demands. In a bid to seek out niche markets for increased efficiency and therefore income earning capacity, some farmers are adopting more industrialised forms of agriculture. Intensive industries such as viticulture, feeding lots or cotton farming have potential impacts on natural resources and potential amenity impacts on neighbouring properties.

On the other hand, alternative industries such as organic or biodynamic farming may result in neighbouring properties needing to modify their practices in order to minimise adverse impacts on the 'alternative' enterprise. Further, the development of Genetically Modified Organisms (GMOs) and in some instances increased reliance on pesticides and herbicides and pressures for alternate additional income sources in agriculture has the potential to cause issues between farmers. Therefore, the potential for rural landuse conflict is heightened and disputes between farmers, and between farmers and others can be anticipated.

## **What is Sustainability/ESD?**

### Legal Requirements

Council is required to incorporate the provisions of Ecologically Sustainable Development in its day-to-day and long-term operation (Local Government Act NSW: Section 7).

The first stated purpose of the NSW Local Government Act (Section 7a) is *"to provide the legal framework for an effective, efficient, environmentally responsible open system of local government in NSW"*. Further, council, its employees and councillors have to *"have regard' to the principles of Ecologically Sustainable Development in carrying out their responsibilities"* (op.cit.).

Additionally, one of the stated objectives of the Environmental Planning and Assessment Act 1979 (EP & A Act) is also *"to encourage Ecologically Sustainable Development"*. Therefore, planning instruments, as developed under the EP&A Act, should be founded on the principles of ESD, which means that Councils are required to consider ESD when developing Local Environmental Plans, Development Control Plans and when assessing and determining development applications and applications under Part V of the Act.

### Definitions

ESD has been used as an objective or 'benchmark' duty or consideration in almost all relevant legislation – local government, water and catchment management, threatened species and vegetation protection and planning. Unfortunately there is little understanding of what ESD means as an objective which almost renders the term meaningless. Further, the attempt by some industry groups to reduce the term to *'sustainable development'* and thus apply their own definition has confused the real meaning.

In lay terms, Ecologically Sustainable Development means:

**'Using less to achieve the same standard of living (sometimes a better standard) and not prejudicing the same quality of life opportunities for future ESD with generations'**

(Angel: 2001)

In terms of **Agriculture**, ESD needs to be defined to provide a common benchmark for the remainder of the Rural Area Development Strategy Review 2002 (RO2) document.

Sustainability (ESD) has economic, social and environmental (or biophysical) dimensions. Agricultural industries – as with any other – must examine each dimension if they are to be a sustainable part of Australia in the longer term. This foreshadows a commitment to longevity and the need to be aware of all aspects or arenas such as biodiversity, the existence of agricultural industries and improved management techniques.

**Sustainable agriculture** has been defined as:

“The use of farming practices and systems, which seek over the long term to maintain or enhance:

- ☼ Economic viability
- ☼ The on-farm natural resource base, and
- ☼ Ecosystems which are influenced by agricultural activity”.

A further definition encompasses the notion of ‘capability’ in sustainability such that:

*“ ... the ability of land to sustain particular uses without suffering permanent damage or reduction in future productivity.”*

Therefore, the fundamental principles of sustainable (ESD) agriculture are that:

- ☼ Farm productivity can be enhanced over the long term;
- ☼ Adverse impacts on the natural resource base and associated ecosystems are ameliorated, minimised or avoided;
- ☼ Residues resulting from the use of chemicals in agriculture are minimised;
- ☼ Net social benefit (in both monetary and non-monetary terms) from agriculture is maximised; and
- ☼ Farming systems are sufficiently flexible to manage risks associated with the unpredictability of climate and markets.

These principles essentially indicate that there needs to be a change to current predominant farming practices, with a large financial outlay likely to be required on farms and within each catchment.

The fundamental principles are things to be worked towards, with input of knowledge, finance and hard work required from many different bodies, not just the rural community. All levels of government also play an integral role in (ESD) agriculture, with sustainability being incorporated into planning instruments, and legislation.

A definition for *Ecologically Sustainable Development* that may be applicable to the Dubbo Local Government Area is as follows in Table 1:

**Table 1: Proposed definition of ESD for the entire Dubbo Local Government Area**







***‘Ecologically sustainable development refers to development that improves the quality of life for the people of the Dubbo City Council area, both now and in the future, in a way that maintains the ecological processes on which life depends.***


*The following are principles and practices of ecologically sustainable development:*

- a) ***Integration*** - the effective integration of environmental, social and economic considerations in decision making.
- b) ***Community involvement*** – recognition that sustainability cannot be achieved, nor significant progress made toward it, without the support and involvement of the community.
- c) ***Precautionary behaviour*** – where there are threats of serious or irreversible environmental damage, lack of full scientific certainty should not be used as a reason for postponing measures to prevent environmental degradation. In the application of the precautionary principle, public and private decisions should be guided by:
  - i) Careful evaluation to avoid, wherever practicable, serious or irreversible damage to the environment; and
  - ii) An assessment of the risk weighted consequences of various options.
- d) ***Equity within and between generations*** – fairness and equal access to opportunities both in our lifetimes, as well as for future generations.
- e) ***Continual improvement*** - the declining environmental situation means there is an imperative to take immediate action to ensure development becomes more sustainable and to make continual improvement in the management of that development.
- f) ***Conservation of biological diversity and ecological integrity*** – the protection of biological diversity and the maintenance of essential ecological processes and life-support systems should be a fundamental consideration.
- g) ***Improved valuation and pricing of environmental resources*** – environmental factors should be included in the valuation of assets and services.’

### **Issues Surrounding the Adoption of Sustainable Farming Practices**

It is well documented that there are factors contributing to the slower than optimal adoption of sustainable farming practices, including:

-  High implementation costs;
-  Lack of direct payoff from implementation;
-  Lack of physical and human capital;
-  Lack of a sufficient ‘stewardship’ ethic among farmers;
-  Farming subcultures and social pressures;
-  Lack of implementation and enforcement of existing environmental legislation, such as the NVC Act 1997; and

 Risk and uncertainty.

Uncertainty is often overlooked as a factor contributing to the slow uptake of sustainable practices. Uncertainty itself is difficult to measure but it plays a clear and substantial role in the adoption of new practices such as a type of crop in minor terms, or the acceptance of water reforms in larger, state-wide terms. Uncertainty can also manifest as 'scientific uncertainty'. Many farmers argue that scientific information contains a degree of uncertainty and for this reason, question environmental management and, on larger scales, regulation.

Australian governments have traditionally not regulated farming practices and it is acknowledged that farmers are generally opposed to regulation as a result of this history. However, with increased community environmental awareness and negative pressures affecting some forms of agriculture, regulation may in fact provide policy support and therefore security and certainty for farmers. In acknowledging this possibility, it is essential that farmers are educated regarding the environmental issues, how it effects them and the role potential regulation has to play in the management of these issues.

Having said this however, it is not the role of this Review to dictate what that regulation should be, but merely identify the options and determine the direction for further consideration.



### **Encouraging Sustainable Practices in Farming**

Encouraging change to traditional practices requires stakeholder input, and where possible, ownership. Recent Australian research indicates that while stewardship, ethics and personal factors influence perception of environmental problems, it is in reality economic factors that actually promote adoption of conservation technologies. Further, it is difficult to recognise and account correctly for the many subtle and interacting factors that determine the impact of a technology on any individual farmer's welfare. There are many differences between individuals in determining what 'best interest' means in each case. Researchers and legislators cannot claim to know what the best interest is for each individual as this is heavily influenced by perceptions.

Encouraging change in people is difficult, especially if they see no need to change or benefit from changing. It is important to recognise that people need to feel discontented before changing what they do; otherwise the attitude is "if its not broken why fix it."

It is also important to recognise that change is a major form of stress and that people have feelings of self-worth that are more dependent on 'what they do' rather than 'who they are'. If a farmer's self esteem comes only from pride in the way they farm and the success of their business, then criticising their farming system could be perceived by them as a personal attack.

To enable adoption of innovative policy or regulation, Dubbo City Council needs to:

-  Demonstrate a need (or respond to an expressed need);
-  Demonstrate an observable difference (in on farm situations); and

- ☀ Demonstrate a measurable benefit (in line with individual objectives) ie what we have is good but it can be made better.

Stakeholder input is essential due to the integral role that they play including:

- ☀ Research which has the potential to impact on the social and financial fabric of a farming community requires stakeholder input and involvement;
- ☀ Research carries the expectation that people/producers have to take on the innovations/recommendations; and
- ☀ Involvement is recognition that the recipients of research products have valid knowledge as well.

Council needs to acknowledge that farming is an interdisciplinary business. What really matters to farmers is how innovations/new systems fit in with the whole package, which is their farm, in their community.

Researchers or Council officers cannot enforce the adoption of sustainable land practices, however science and education can be utilised to make solutions as relevant and effective as possible and to encourage adoption to happen. To do that Council will need to work closely with farmers, economists and sociologists. Government should be committed to create an enabling environment that reflects both the needs of the rural community and the concerns of the wider community, with landholders then making the changes happen.

Coordination, cooperation, equity and democratic involvement are essential features of sustainable development policies. It follows that if sustainability is to be progressed it will be because it has been deliberately and objectively promoted through policies informed and empowered by a substantive theory of what sustainable development must be and how it can be brought about and maintained.

After defining 'sustainability', and this may mean in location-specific terms, sustainable 'development' will need to be promoted at a number of intervention points and at a number of spatial scales. Regulation may be formalised through the enactment of legislation or established socially through sets of social practices, backed up by political and/or economic power. Regulation must therefore be accompanied by changes in values and attitudes to promote change towards sustainable development. Shifts in values and attitudes will themselves be highly differentiated, in some areas and situations a more sustainable future will be promoted and in others resisted.

In theory the benefits of regulation are that it emphasises the need to consider both economic and social processes. It also indicates that sustainable development will need to be promoted at a variety of government and community levels.

In practical terms, more research in this area by Council is required to devise appropriate policy outcomes. Such work could investigate the creation of policy, both social and regulatory necessary for sustainable economies and the potential solving of environmental problems.

## What does Sustainable Agriculture mean for Dubbo?

What does sustainability mean for Dubbo's farming community? There are definitions of sustainability within agriculture that contradict the meaning of the term for the wider community. To operate within sustainable guidelines is not to ensure the sustained yield of a certain cropping or breeding program. A 'sustained' yield may mean the gradual erosion of the resource base, even if soils are replenished with synthetic fertilizers and minerals. As outlined above, sustainability is an all-encompassing concept and therefore must be defined in social, environmental and economic terms.

Using the principles for sustainable agriculture mentioned in the previous section, ie:

- ☀ Farm productivity is enhanced over the long term;
- ☀ Adverse impacts on the natural resource base and associated ecosystems are ameliorated, minimised or avoided;
- ☀ Residues resulting from the use of chemicals in agriculture are minimised;
- ☀ Net social benefit (in both monetary and non-monetary terms) from agriculture is maximised; and
- ☀ Farming systems are sufficiently flexible to manage risks associated with fluctuating climate and markets.

It is necessary to firstly define how sustainability in farming translates to local circumstances and determine how or if Dubbo City Council could better encourage sustainable practices.

Using the criteria above, sustainable farming practices or alternatively, agricultural practices that are widely acknowledged as 'sustainable' may include the following farmer actions or processes identified in Table 2 below:

**Table 2: Possible farmer actions in meeting sustainability criteria**

<b>Sustainability criteria</b>	<b>Possible actions:</b>
Farm productivity is enhanced over the long term.	Organic or biodynamic practices; drought planning; increased property size; financial planning; succession planning.
Adverse impacts on the natural resource base and associated ecosystems are ameliorated, minimised or avoided.	Organic or biodynamic practices; water management; drought planning; Environmental Management Systems (EMS), continual information exchange, alternate grazing and cropping practices.
Residues resulting from the use of chemicals in agriculture are minimised.	Organic or biodynamic practices; alternative cropping and grazing practices; EMS and Best Management Practice (BMP).
Net social benefit (in both monetary and non-monetary terms) from agriculture is maximised.	Organic or biodynamic practices; drought planning; water management; EMS and BMP.
Farming systems are sufficiently flexible to manage risks associated with the vagaries of climate and markets.	Organic or biodynamic practices; Drought planning; financial planning; niche development; Environmental Management Systems, information exchange.



Many of the proposed actions above would at first glance appear to be outside the scope of Council's influence and obviously, not all of these are applicable to the Dubbo area. However, Council is in a position to firstly provide information on these actions, and secondly to provide incentives for sustainable development. Such incentives may include rebates, provision of free trees for planting, or fencing incentives such as the current Natural Heritage Trust project entitled "Allocating funds to landholders for the fencing and protection of native vegetation". These actions can be expanded in successive policy documents.

## **Sustainability Indicators**

There are many issues associated with defining a sustainable farming practice and then assessing its effectiveness. Problems with the availability of scientific information at the farm level are a common complaint within the farming community. Related, is the recognised difficulty in up take of innovative practices, or as already indicated, the need to define the notion of what is a sustainable agricultural practice.

There are public expectations and perceptions pressures associated with encouraging sustainable agriculture. A way of measuring sustainable practices is with a 'sustainability indicator', which is an indicative measure to provide objective information. Some examples include:

- ✿ Economic – Consumer Price Index and Gross Domestic Product
- ✿ Social – measures of community health, education levels and crime occurrence
- ✿ Environmental (or biophysical) – measures of chemical residues in produce or salt levels in river systems (RIRDC: 1997)

There are strong relationships between economic, social and environmental issues. Quite obviously, many of the issues measured by social and environmental indicators have profound economic consequences.

Sustainable agriculture indicators are catalogued by Rural Industries Research and Development Corporation into the following categories:

- ✿ Profitability
- ✿ Land and water to sustain production
- ✿ Managerial skills
- ✿ Off-site environmental impacts

These indicators are used to assist policy makers such as Council by monitoring the effects of policy and making adjustments where necessary.

Farmers can also be assisted with sustainability indicators as a way of identifying changes earlier and allowing business decisions to be made, such as;

- ✿ Profitability indicators can highlight strengths and weaknesses and show trends.
- ✿ Land and water quality indicators can highlight natural resource issues which may be 'sleepers' and not visible until well advanced.

Types of sustainability indicators that may be promoted by Council, using the key indicator groups mentioned are identified in the following Table:

**Table 3: Sustainability indicators**

<p><b>a. Profitability (reflected by long-term, real, net farm income)</b>                  Net farm income and farm business profit is one of the primary indicators of agricultural sustainability, as it reflects not only whether the farm business stays in business but also whether there is a surplus income to devote to resource conservation and development                  The key indicator proposed to measure profitability is long-term, real, 'net farm income'</p> <p>Net farm income = Farm income – Farm costs – Depreciation – Financing costs</p>	<p><b>c. Managerial skills</b></p> <ul style="list-style-type: none"> <li>• Farmer education level</li> <li>• Participation rate (training activities, Property Management Plans, Accreditation)</li> <li>• Implementation of sustainable management practices</li> </ul>
<p><b>b. Land and water quality to sustain production</b>                  Regional or national indicators include:</p> <ul style="list-style-type: none"> <li>• Water use efficiency</li> <li>• Nutrient balance</li> <li>• Enterprise diversity</li> <li>• Native vegetation</li> <li>• Rangeland condition</li> <li>• Change in area of productive agricultural land</li> </ul>	<p><b>d. Off-site environmental impacts</b></p> <ul style="list-style-type: none"> <li>• Chemical residue levels in agricultural produce</li> <li>• Salinity in streams</li> <li>• Dust storm frequency</li> <li>• Length of perimeter in contact with conservation areas</li> </ul>

Further expansion of the concept of sustainability indicators is provided in the following sections of this Review.

### **Responsibility and Stewardship**

There has been a lot of discussion about land 'stewardship' and an obligation of a 'duty of care' towards land by farmers. Recent proposals for a 'duty of care' have placed the question of regulating farming activities according to the concept of stewardship back on the public agenda. The duty of care and other policy initiatives are under consideration because key indicators of the state of land management and biological diversity are declining.

The 'duty of care' would impose obligations on all those who are connected directly or indirectly with land management. Duty holders comply by adopting voluntary standards such as codes of practice or a recognised environmental management system. It is suggested that a duty of care be enforced as a package of incentives (Productivity Commission: 1998), with the regulator in this case being Local and



State Government having a role in ensuring that the duty of care is updated as circumstances change. However, governments have consistently shown a lack of willingness to enforce laws governing natural resource management by farmers.

It is also noted that historically, soil conservation Acts take as their basic legal premise the position that soil conservation is *optional*, that is, landholders may choose to manage their land in a manner that will ensure its conservation or do so to cause its degradation. Voluntary action is the basis for the soil conservation philosophy. Preferably, a system of rewarding land stewardship as opposed to non-stewardship would be a strong incentive for the adoption of sustainable practices.

It is preferable if such system were given more legislative prominence and expressed in terms of a broader 'duty of care' to ensure soil conservation and prevent or mitigate degradation. Such a duty would require the use of land within its sustainable capacity. Ideally soil conservation guidelines or sustainable farming guidelines would be built on a general 'duty of care' approach. It would need to be supported by the issue of guidelines preferably on a regional basis and be developed with the invaluable input from landholders and other key stakeholders. On a local level however this is a very difficult issue.

### **Stewardship Issues**

In relation to the adoption of sustainable management practices, landholders' expectations of their financial situation are one of the better predictors. Feeling financially secure is an outcome not just of current financial circumstances, but also of future expectations and psychological disposition. Stewardship values and care about environmental ideals, on their own, are unlikely to bring about effective change in resource management behaviour. They provide a consensus for community action (and for the imposition of informal or formal social constraints) but they have a much weaker direct influence on individual action.

Increased effort needs to be applied to identify and develop locally applicable sustainable practices. Where there are positive environmental attitudes, there is an adoption of sustainable practices, however in the absence of strong external incentives or disincentives for undertaking the practice, there is little up take. Where there is a conflict between the common good and self-interest, self-interest is likely to prevail. Policies to change motivation via changing the stewardship ethic in the absence of other enabling conditions are likely to achieve relatively little.

Local information and knowledge needed for tackling land and water degradation is often limited. It is often abstract and catchment-based rather than based on concrete local empirical information at the farm level. For example, local within-catchment recharge and discharge areas are generally inadequately identified. Farmers often cite the lack of scientific certainty as a reason for not adopting sustainable practices. Notwithstanding, Council should be actively pursuing this issue with State Government and in the interim undertake further relevant research and data searches to ensure adequate, up-to-date information is available to the community.

## Property Rights

Land ownership brings with it property rights. Property rights and the rights of landholders have an ancient basis in feudal England, where 'rights' to not be adversely affected on 'your' land were established. Out of this premise the concept of 'Common law' was developed, based on the tenets of 'nuisance' and 'negligence'.

In a private property system, the owner of a thing is the person (or corporation) who holds, legitimately, 'a sufficient range of property rights over the thing for that thing to be his private property' (Dodds 1994: 50). Property rights are best understood as the relationship between the persons holding the bundle of rights and responsibilities, which a mature system of law recognises. Ownership can be defined as:

*"Ownership comprises the right to possess, the right to use, the right to manage, the right to the income of the thing, the right to the capital, the right to the security, the rights or incidents of transmissibility and absence of the term, the prohibition of harmful use, liability to execution, and the incident of residuary" (A.M. Honoré).*

There are extreme agriculturally focused fundamentalists in Australia asserting that farmer's property rights are 'illegally' restrained by environmental legislation. These liberal theories of property place high value on the freedom of individuals to exercise property rights to shape their environment to suit their individual values and projects. Agriculture has enjoyed a unique status in Australia's history, with the result being that farming has traditionally not been regulated. Some farmers feel that this situation should remain, even in the face of increasing community environmental awareness and demands for sustainable practices. Honoré challenged the notion that ownership is a right to unlimited control of what one owns. Property rights may be restricted or limited without ownership of an item ceasing. Restrictions of property rights can legitimately manifest in taxation, restrictions on the sale or disposal of land (subdivision) and other various planning laws and environmental legislation. On a local level the relevant controls are already contained in the Rural LEP and the relevant Development Control Plans.

## Right to Farm

The 'Right to Farm' is a notion that has developed in the United States due to farming practices being impacted upon and impeded by nearby urban development. In a similar situation with Australia, farming has enjoyed a unique status and has been relatively unregulated. With increased community awareness and pressures of urbanisation, this uniqueness is declining. All of the states in the US have now adopted 'Right to Farm' laws as one tool in a suite of methods for protecting farmland in the absence of comprehensive landuse planning. Over time, Right to Farm laws have been expanded to include provisions for improved farm management practises as 'Right to Farm' does not mean the right to impact upon others.

Using the basic meaning of 'Right to Farm' - being the protection of agriculture from urbanisation, this concept has been embedded as the underlying principle of the initial Rural Areas Development Strategy 1995-2015 and subsequent Dubbo LEP 1997 - Rural Areas. Through these policy and regulatory processes, Dubbo's farmers are supported and encouraged to continue developing their farming activities in a

sustainable manner that will guarantee the longevity of their industry. Through prudent landuse planning principles, agricultural land is 'protected' from landuses that are incompatible with farming, including subdivision for lifestyle development. Both the current Urban and Rural LEPs are successful in the separation and management of these urban and rural uses so to avoid landuse conflict.







It is intended to continue the strict management of subdivision in rural areas to avoid speculation and provide security for farming practices. This is also acknowledgment of the 'Right to Farm' in Dubbo's rural areas and the heightening of the importance of farming as an industry. This approach has resulted in a perceived loss of entitlements by farmers with there being a current misconception held by many that land should be farmed in an unrestricted way and then at the conclusion of the farmer's working life the land could be subdivided to provide for their retirement.

The LEP presently restricts this with appropriate minimum allotment sizes and appropriate zoning of land.

There are some fundamental agriculturalists that believe Right to Farm is defined as 'no regulation' of farming activities. This is not ever the intention of the notion of 'Right to Farm' in this Strategy, related policies and local environmental plans. As mentioned previously, land ownership brings with it responsibilities that are inherently moral and ethical in terms of land management. In addition to these requirements is the rightful inclusion of legislation to ensure land management is of a standard that is consistent with the broader public interest.

## **RO2 Goals and Objectives**

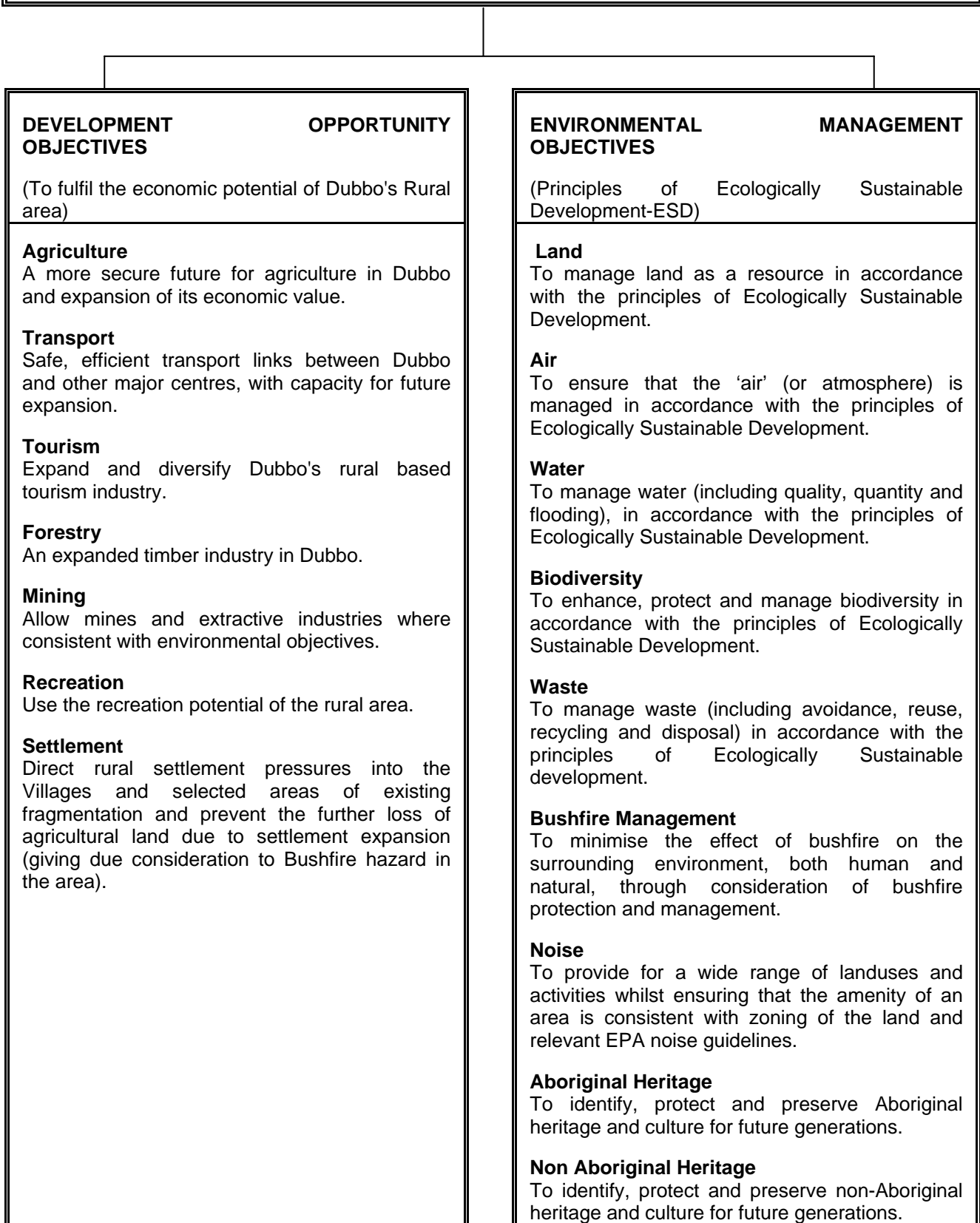
The RO2 has been developed with due consideration to:

-  Council's statutory requirements,
-  Council's Management Plan,
-  The Dubbo Environmental Management Plan (DEMP),
-  The first five yearly review of the RADS (Part A) of this document,
-  The aforementioned Strategy Philosophies and Principles, and
-  Specific rural and environmental issues affecting Dubbo

As such, Council is able to develop Goals and Objectives for the RO2 (Figure 5).

**DUBBO RURAL AREAS DEVELOPMENT STRATEGY REVIEW (R02) GOAL**

**TO FULFIL THE ECONOMIC POTENTIAL OF DUBBO'S RURAL AREA WITHIN THE PRINCIPLES OF ECOLOGICALLY SUSTAINABLE DEVELOPMENT.**



**Figure 5: Dubbo Rural Areas Development Strategy Review (R02) Goal and Objectives**

## Bushfire Management

One significant addition to the environmental goals and objectives of R02 is the issue of bushfire management, which has risen in prominence over previous years. Bushfire assessment now plays an integral role in long term planning and management of an area, and as such, this importance is reflected in recent amendments to applicable environmental legislation.

New provisions of the Rural Fires and Environmental Assessment Legislation Amendment Act 2002 were gazetted in August 2002.

In summary, these amendments provide for the attainment of a *bushfire safety authority* from the NSW Rural Fire Service (RFS) before any of the following types of development can be undertaken:

- a) A subdivision of bushfire prone land that could be lawfully used for residential or rural residential purposes; and
- b) Development of bushfire prone land for a *special fire protection purpose*. A special fire protection purpose means:
  - ▮ a school,
  - ▮ a child care centre,
  - ▮ a hospital (including a hospital for the mentally ill or mentally disordered),
  - ▮ a hotel, motel or other tourist accommodation,
  - ▮ a building wholly or principally used as a home or other establishment for mentally incapacitated persons,
  - ▮ housing for older people or people with disabilities within the meaning of State Environmental Planning Policy No5 – Housing for older People or People with a Disability,
  - ▮ a group home within the meaning of State Environmental Planning Policy No 9 – Group Homes,
  - ▮ a retirement village,
  - ▮ any other purpose prescribed by the Rural fires Regulation 2002.

*(A bushfire safety authority means an authority given by the RFS Commissioner under Section 100B of the Rural Fires Act and that is in force.)*

As such, Council must refer any development proposal for these purposes to RFS for comment and approval.

Further to this:

*Development consent cannot be granted for the carrying out of development for any purpose (other than a subdivision of land that could be lawfully used for residential or rural residential purpose for development for a special fire protection purpose) on bushfire prone land unless the consent authority:*

- a) *is satisfied that the development conforms to the specifications and requirements of Planning for Bushfire Protection 2001 produced by NSW Rural Fire Service (or, if another document is prescribed by the regulations*

*for the purposes of this paragraph, that document) that are relevant to the development, or*

- b) *the consent authority has consulted with the Commissioner of the NSW Rural Fire Service concerning measures to be taken with respect to the development to protect persons, property and the environment from danger that may arise from a bushfire.*

This amendment requires that for any development application on bushfire prone land which has been shown on a Bushfire Prone Land map endorsed by the Commissioner of the Rural Fire Service for any purpose other than subdivision of land that could be lawfully used for residential or rural residential purposes or development for a special fire protection purpose, councils must be satisfied the development complies with the State Government's guidelines document *Planning for Bushfire Protection 2001* before it can be granted consent for development.

As is evident from these legislative amendments, Council plays an integral role in bushfire management, and as such, it will be an important consideration in future LEP reviews and development proposals.

### **Reconciling Conflicts Between Strategy Objectives**

The Strategy proposes each objective in isolation. However, in practice the policies to achieve the different objectives will be considered together and may sometimes be in conflict. Accordingly, they must be assigned a priority. The most basic of these conflicts is that between '**development**' and '**environmental management**'. The Strategy seeks to reconcile the two; so that future rural development of economic benefit to the community is only undertaken in such a manner that it is environmentally sound in the long term.


**That is, to ensure all development is consistent with the principles of Ecologically Sustainable Development (ESD).**

How? It may mean directing potentially problematic development away from certain areas and/or changing the way such developments are carried out (eg safeguards, buffers, management plans etc).

Other problems may arise where development objectives conflict. While many of the policies for environmental management complement each other, on the development side, many of the land uses referred to, compete for the same land and cannot operate effectively together on the same or nearby sites (eg mining and settlement). In that event Council's Policies and decisions need to have a clear priority framework reflecting a broad long-term perspective.

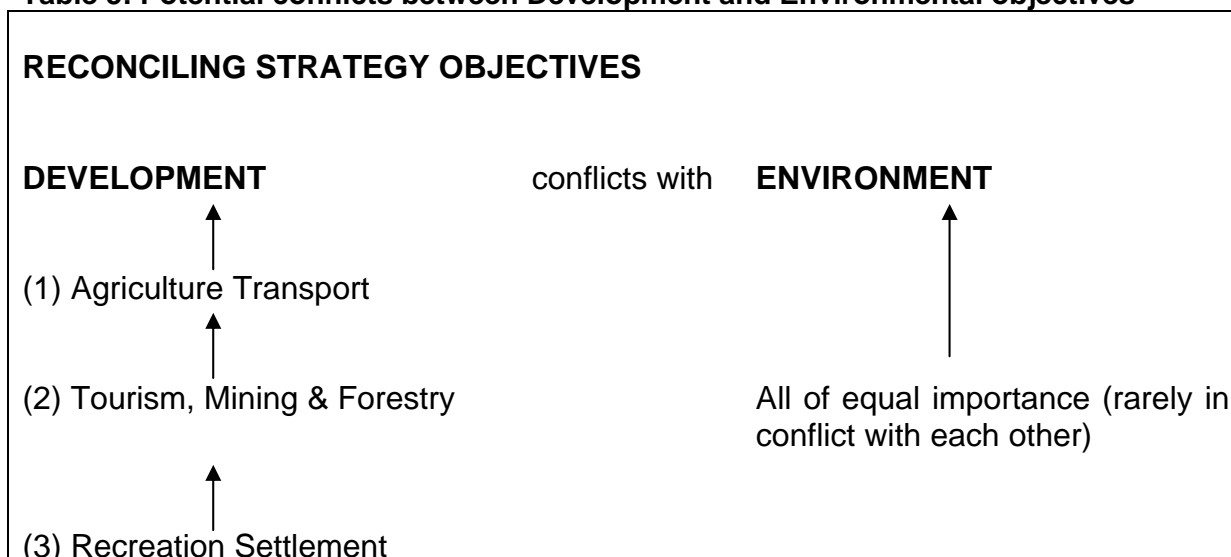
In summary RO2 must be read and implemented in terms of the following statements stated in Table 4 and illustrated in Table 5.

**Table 4: RO2 Priority Statements**

<b>Priority Statements</b>	
	<p><b>Highest Priority</b></p> <p>1 The <b>top priority</b> of the strategy is that all <i>land development</i> must be within the bounds of what is ecologically sustainable.</p>
	<p>2 The <b>second priority</b> is to provide <i>long-term security for the local Agricultural industry</i>.</p>
	<p>3 The <b>third priority</b> is to ensure <i>safe, efficient Transport routes</i>.</p>
	<p>4 The <b>fourth priority</b> is to <i>facilitate Forestry, Tourism and Mining</i>. Any such proposals must not compromise environmental management, agriculture or transport.</p>
	<p>5 The <b>fifth priority</b> is for <i>Rural Recreation</i>. It is essentially an adjunct to tourism as it can add other interesting activities. Again it must be subject to careful environmental management and compatibility with the objectives already listed.</p>
	<p><b>Lowest Priority</b></p> <p>6 <i>Settlement of the rural area</i> is the <b>lowest priority</b> as it has the least long-term economic consequence for Dubbo. As it generally conflicts with most of the above uses it is to be directed to specific appropriately zoned areas where conflicts with other uses can be avoided or minimised.</p>

These statements are to direct all of Council's rural land uses decisions unless otherwise specified within the Strategy document.

**Table 5: Potential conflicts between Development and Environmental objectives**



**APPENDICES****APPENDIX 1 - Village issues raised through public consultation**

<b>ISSUE</b>	<b>BALLIMORE COMMENTS</b>	<b>EUMUNGERIE COMMENTS</b>	<b>WONGARBON COMMENTS</b>
Land use conflicts	-	-	-
Flooding & drainage	<ul style="list-style-type: none"> <li>• Major issue</li> <li>• Impact upon development and costs of construction</li> <li>• Can the 500mm safety level or flood level (1:100 vs say 1:50) be relaxed</li> <li>• Area of affected land and advice to prospective landholders</li> <li>• Centre of Village is low point</li> <li>• Need an integrated drainage plan</li> </ul>	<ul style="list-style-type: none"> <li>• Major issue</li> <li>• Creek silted and covered in vegetation. Unable to clear/burn</li> <li>• No clear idea of flood potential since road lowered &amp; past Moonul St</li> <li>• Is the adopted 1:250 too onerous?</li> </ul>	<ul style="list-style-type: none"> <li>• Drainage strategy</li> <li>• Erosion on dam wall</li> <li>• Stormwater management plan required to assist with lot supply issue</li> </ul>
Noise	-	-	<ul style="list-style-type: none"> <li>• Railway noise and vibration. Can speed be reduced when passing through Village?</li> </ul>
Servicing	<ul style="list-style-type: none"> <li>• Potential for water supply to exacerbate drainage and septic problems</li> </ul>	-	<ul style="list-style-type: none"> <li>• Would like a recycling service</li> <li>• Disparity between water, sewerage &amp; garbage areas</li> </ul>
Heritage matters	-	-	<ul style="list-style-type: none"> <li>• War Memorial at the school?</li> <li>• Will brick flower boxes be replaced at the Park?</li> <li>• Fate of 'peppercorns' planted by returned soldiers</li> </ul>
Village character	<ul style="list-style-type: none"> <li>• Concrete driveways and crossovers</li> </ul>	<ul style="list-style-type: none"> <li>• Basic building &amp; health standards not being enforced. Council is weak. Applies to private and public land</li> </ul>	<ul style="list-style-type: none"> <li>• Integration of road const/ drainage/ tree planting projects</li> </ul>
Development	<ul style="list-style-type: none"> <li>• Modest growth</li> </ul>	<ul style="list-style-type: none"> <li>• Standard of dev</li> </ul>	<ul style="list-style-type: none"> <li>• Apparent demand</li> </ul>



<b>ISSUE</b>	<b>BALLIMORE COMMENTS</b>	<b>EUMUNGERIE COMMENTS</b>	<b>WONGARBON COMMENTS</b>
	desirable <ul style="list-style-type: none"> <li>• Apparent demand for lots but no willing vendors</li> </ul>	standards & cost of development relative to value of lots ie road std <ul style="list-style-type: none"> <li>• Like to see some development</li> <li>• Possible extension to 1(S) zone around Village?</li> </ul>	for lots but no willing vendors <ul style="list-style-type: none"> <li>• Vacant land apparently severely affected by drainage problems</li> </ul>

**APPENDIX 2 - Rural issues identified through public consultation process**

<b>ISSUE</b>	<b>BALLIMORE</b>	<b>EUMUNGERIE</b>	<b>RAWSONVILLE</b>	<b>TOONGI</b>	<b>WONGARBON</b>
Ag Chemicals	-	<ul style="list-style-type: none"> <li>Concerned at increased Council involvement.</li> </ul>	<ul style="list-style-type: none"> <li>Cotton should not have been allowed.</li> <li>No monitoring by Council.</li> <li>Potential for cotton to be grown on 'Green grove' sewerage effluent reuse site?</li> <li>Viticulture to be notified to neighbours.</li> </ul>	<ul style="list-style-type: none"> <li>Perceived ineffective development control process to allow cotton farm.</li> </ul>	<ul style="list-style-type: none"> <li>Don't want DCC to expand management role.</li> <li>Any buffers are to be on generators site.</li> <li>Viticulture to be notified to neighbours.</li> </ul>
Pesticides Act	-	-	<ul style="list-style-type: none"> <li>Potential contamination of stock from cotton/ chemicals</li> </ul>	-	-
GMO/GE	-	<ul style="list-style-type: none"> <li>Too big an issue for DCC to address as a single entity.</li> <li>Possibility of a questionnaire to gauge public opinion?</li> </ul>	<ul style="list-style-type: none"> <li>Definition required.</li> <li>Info requested.</li> <li>Inter-species 'fiddling' a concern. Within species (natural) OK.</li> <li>Should be regulated by State/Fed &amp; policed by Council.</li> <li>Would like awareness of crops location, ongoing info &amp; education.</li> <li>Cautious acceptance.</li> </ul>	-	<ul style="list-style-type: none"> <li>More info on GMO.</li> <li>Some concern at potential health impacts.</li> <li>Support precautionary approach (similar to NSW Farmers Model).</li> <li>Want to be aware of trial locations. And open access to info.</li> </ul>
Ag vs Lifestyle (right to farm)	-	-	<ul style="list-style-type: none"> <li>Lifestyle dwellings driving up property prices. (Perception or fact?)</li> </ul>	-	-

ISSUE	BALLIMORE	EUMUNGERIE	RAWSONVILLE	TOONGI	WONGARBON
Regional Agricultural Plan's (RAP) as Regional Environmental Plans'(REP)	-	-	-	-	-
Dairy Industry Reforms	-	-	-	-	-
Water Management Act	-	-	<ul style="list-style-type: none"> <li>• Environ allocation excessive and cost of water is spiralling. Council to advocate for change in State policy.</li> <li>• Will Council trade water entitlements when they have a surplus?</li> </ul>	-	-
IT	-	-	-	-	-
Incentives to consolidate ag land	-	-	-	-	<ul style="list-style-type: none"> <li>• Family Law Court can split land (fragmentation)</li> </ul>
Economic changes	-	-	-	-	-
Top climatic ag	-	-	-	-	-
Aquaculture	-	-	-	-	-
Salinity	-	-	-	-	-
Land degradation	<ul style="list-style-type: none"> <li>• Noxious weeds in strategic sense and as operational issue.</li> <li>• Education of &amp; from Council staff.</li> <li>• Weed inspector wont go to farm to assist with ID, must take weeds to</li> </ul>	<ul style="list-style-type: none"> <li>• Noxious weeds in general &amp; especially African Lovegrass.</li> <li>• Informed DCC of presence &amp; DCC response inappropriate. (see notes for details).</li> </ul>	<ul style="list-style-type: none"> <li>• Potential for noxious weeds from road construction &amp; gravel pits.</li> </ul>	<ul style="list-style-type: none"> <li>• Noxious weeds in strategic sense and as operational issue.</li> </ul>	<ul style="list-style-type: none"> <li>• Old Council gravel/borrow pits have not been restored &amp; causing erosion/sed on private land.</li> <li>• Noxious weeds – management of African Boxthorn &amp; Silver Leaf Nightshade in general are considered</li> </ul>

ISSUE	BALLIMORE	EUMUNGERIE	RAWSONVILLE	TOONGI	WONGARBON
	<p>Dubbo.</p> <ul style="list-style-type: none"> <li>• Aerial inspections not notified or promoted – safety issues with stock.</li> <li>• DCC to lead by example – control weeds on roads, reserves &amp; not spread by slashing &amp; grading etc.</li> <li>• Fill/spoil introduces weeds.</li> <li>• Monitoring of pits &amp; DA consents.</li> </ul>				<p>inadequate.</p> <ul style="list-style-type: none"> <li>• When weed becomes unmanageable DCC just drops listing.</li> <li>• Weeds – lacklustre approach by DCC. Weeds being introduced from road fill/gravel Evident in gravel stockpiles. Then spread by feral animals etc Example given (see notes).</li> </ul>
Native Veg	-	-	-	-	-
Agroforestry	-	-	-	-	-
Farm Forestry/Plantations	-	-	-	-	-
On farm waste disposal	<ul style="list-style-type: none"> <li>• Can't dispose of farm generated waste, only domestic. Can this be altered?</li> <li>• Recycling station?</li> <li>• Transfer station being used by tree loppers &amp; commercial users from Dubbo &amp; Elong (policing).</li> <li>• Fires and supervision concerns.</li> </ul>	<ul style="list-style-type: none"> <li>• Can't dispose of farm generated waste, only domestic.</li> <li>• Would like more info on Drummuster. Where is it up to?</li> <li>• Onsite Sewage Management – lack of feedback &amp; advice on status of systems. What next?</li> </ul>	<ul style="list-style-type: none"> <li>• Where does farm waste go?</li> <li>• Better communication on Drummuster required.</li> <li>• Farmers see farm waste as commercial or industrial and to be managed accordingly.</li> <li>• Council should investigate/control of on farm chemical stores.</li> <li>• Council should review transfer station policy</li> </ul>	<ul style="list-style-type: none"> <li>• Waste management and transfer station., accepts domestic waste only.</li> <li>• Long term policy needed.</li> <li>• Whom do residents notify of misuse?</li> <li>• Why no prosecutions?</li> <li>• Possibilities to restrict access to locals – swipe cards, deputies etc.</li> </ul>	<ul style="list-style-type: none"> <li>• Council slow to uptake Drummuster (attitude?).</li> <li>• Will Biosolids be available for purchase/use?</li> <li>• Will transfer station 22km radius policy be reviewed for other stations?</li> <li>• Transfer station needed at Wong due to dumping.</li> <li>• Dumping done by Dubbo residents.</li> </ul>

<b>ISSUE</b>	<b>BALLIMORE</b>	<b>EUMUNGERIE</b>	<b>RAWSONVILLE</b>	<b>TOONGI</b>	<b>WONGARBON</b>
	<ul style="list-style-type: none"> <li>• Bin rusted – monitoring of contractor.</li> <li>• Better communication on Drummuster required.</li> </ul>		<ul style="list-style-type: none"> <li>– distance and material accepted.</li> <li>• Can domestic collection be extended to rural areas?</li> </ul>	<ul style="list-style-type: none"> <li>• Tipping fees force Dubbo residents to Toongi.</li> <li>• Look at Belligen/Orange example for managing transfer stations.</li> <li>• Provide feedback to locals on t/s issues.</li> <li>• Check seasonal peaks and manage accordingly.</li> </ul>	
DEMP	-	-	-	-	-
Enviro sectors/scope of Strategy/LEP	-	-	-	-	-
Climate change/ Greenhouse	-	-	-	-	-
Aboriginal heritage	-	-	-	-	-
European heritage	-	-	-	-	-

# PART C

## RECOMMENDATIONS

## **PART C - RECOMMENDATIONS**

The first five yearly review highlighted a range of issues with the existing RADS, including the identification of priority issues through the extensive consultation process and the areas of the Strategy that could be addressed to improve its implementation and effectiveness.

Accordingly, a number of specific recommendations have been made to address these, and form the next step in the process, which among other things, includes the programmed review of the Dubbo Local Environmental Plan 1997 – Rural Areas.

- As highlighted in Part A, it is recommended that the rural area be managed as a uniform area, but with due consideration to the proposed revised districts (Figure 4), namely:
  - Eumungerie
  - Rawsonville
  - Toongi
  - Wongarbon
  - Ballimore
  - Goonoo State Forest
  
- From the public meetings that were held with the rural community as part of the review of the RADS and subsequently of the draft Review document, a number of priority issues were identified by both Council officers, government agencies and the rural community.

These issues include:

### **Council issues (Not in priority order)**

- Genetically modified organisms
- Water quality
- Rural allotment sizes

### **Community issues (Not in priority order)**

- Flooding and Drainage
- Noxious weeds
- On-farm waste disposal

Consequently, a range of actions have been developed and identified by Council to address these priority issues and to achieve the overall objectives of the R02 (Appendix 3).

Monitoring of the implementation of the Strategy and the nominated actions is proposed to be in accordance with Appendix 4.

To date, no timeframes or responsibilities have been allocated to these actions, with the intention of these being programmed into Council budgets and plans as considered appropriate.

In addition to these priority issues, both Council officers and the rural community also identified other issues of concern within the rural area. The issues and possible actions to address these have been included for future consideration by Council in Appendix 5.

In addition to these, a number of issues have been identified for further consideration by Council and the rural community including:

- continue to protect agriculture from urbanisation and conflict
- continue to implement ESD for agricultural practices, with a public education program and provision of current information to farmers
- develop sustainability indicators for agriculture and incorporate into the LEP and monitoring process
- incorporate analysis of cumulative impacts into the Strategy under expanded provisions for ESD
- consolidate “sustainable”, “environmentally sustainable” and “sustainable resource management principles” into a single objective or definition where possible for use in the Strategy and LEP. ESD should be the focus
- clarify (with examples) ESD for the public and community
- “sustainability checklists” are trialled/incorporated into the development assessment process.



## **APPENDIX 3 - Actions for priority issues**

### **Noxious Weeds**

- Encourage farmers to approach Council with local problems that make farm management difficult (eg dogs, weeds, water management, land use conflicts, land degradation problems).
- Council's program and priorities for rural services (eg road maintenance & improvements, hazard and weed reduction & companion animal control) to better reflect the reasonable needs of the agricultural industry in conjunction with Council's Parks & Landcare Services and Technical Services Divisions.
- Provisions regarding noxious weeds management/control are to be incorporated into the Local Environmental Plan (LEP) and Development Control Plans (DCP's)
- Weed management to be a consideration of all Council Part V assessments for Council works and activities.
- Noxious weeds and bushfires (hazard reduction) to be managed to minimise potential for impacts upon adjoining agricultural land or the environment.
- Council to educate agricultural and 'non-agricultural' landowners on the management, prevention and mitigation of noxious weeds.
- In conjunction with the Technical Services Division, educate road construction and maintenance services (and sub-contractors) on weed management.
- Council to review it's management of noxious weeds. A "Noxious Weeds Strategic Management Plan would be useful to address education, extension and management/control. Integral to any review is the need for effective ongoing two-way communication between the rural community and Council.

### **Flooding and Drainage**

- Provide information on flooding to existing and future residents of a village and surrounding Small Farm Estates (direct mail, 149 certificates, notice of transfer of title).
- Amend Village DCP to better guide building design and construction for site drainage issues.
- Manage development on flood prone land pending the completion of a Rural Flood Risk Management Plan (FRMP) via DCP provisions in the 'interim'.
- In conjunction with the Technical Services Division, recognise floodplain management to be based on environmental, social and economic considerations.
- The LEP/DCP to reference the revised (2001) NSW Floodplain Management Manual and interim management proposals.
- The flood indicative hatching on the LEP zoning map be amended to reflect the adopted flood planning level for each village.
- In conjunction with the Technical Services Division, identify, map and record all potentially flood affected lands in villages – pending and post FRMP.
- Village DCP to be amended to ensure flooding and stormwater management on individual sites is considered with development proposals, including those not readily identifiable as potentially flood affected.
- The 1:100 + 500mm to be adopted as the flood planning level for Ballimore (RO2 & 1S zones) pending a revised FRMP process.

- The 1993 flood event + 500mm be the flood planning level for Eumungerie (2V and 1S zones pending a revised FRMP process).
- Eumungerie village development to generally be in accordance with the developed Structure Plan pending FPMP.
- Identify and map land prone to localised flooding from Eulomogo Creek as identified by Council's Technical Services Division – 'high' and 'low' hazard.
- Wongarbon village development to generally be in accordance with an adopted Structure Plan pending completion of a FRMP.
- Pending a revised FRMP process, finished floor levels of new habitable buildings and dwellings (or major extensions to existing) in 'high' hazard identified flood prone areas to be 1000mm above Natural Ground Level (NGL) and those in 'low hazard' areas or 'areas subject to further investigation' be 500mm above NGL. Incorporate into DCP.
- Advise existing and new landowners on flood risk, safety, management etc via information package upon transfer of title.
- Manage development on flood prone land in the 'interim' pending the completion of a FRMP via DCP provisions.
- The flood indicative hatching on the LEP zoning map be amended to reflect the adopted flood planning level for the rural area and also be identified on Council's property system.
- The LEP to identify 'essential services' and infrastructure which need to be considered for impacts to and from flooding.
- Define the term floodplain, floodway and flood fringe in the LEP/DCP.
- Restrict or prohibit new habitable buildings or extensions to existing habitable areas with buildings in the floodplain pending a completed FRMP for the entire rural area.
- Dwellings within the 1:100 year flood areas to be prohibited unless no other alternative exists. Where permitted floor levels are to be at least 500mm above the 1:100 year flood level.
- Require development and construction approval for all other structures and works (as defined in the Act) that may affect flood patterns in the floodplain.
- Require access to a site with a dwelling that is within the floodplain to be 'flood free' (pending a revised FRMP) and subject to there being no other negative impacts on flood patterns.
- No fill greater than 50m<sup>3</sup> to be placed in the floodplain without development consent.
- Earthworks for agriculture to be defined separately from agriculture and require development consent where in the floodplain.
- A FRMP to be prepared for the entire rural area affected by flooding in accordance with the NSW Floodplain Manual.
- Provide a survey mark to AHD in each village and residential cluster where susceptible to flooding to enable residents/developers to accurately determine flood levels.
- Preparation of a FRMP to identify land suitable and not suitable for Village development (especially residential). The rural community to participate/assist with the determination of criteria relating to flood planning limit in accordance with the NSW Floodplain Management Manual.
- Identify the 1993 flood event south of Moonul Street, Eumungerie.
- The remainder of Wongarbon village and areas requiring further investigation for flooding is considered with the FRMP.

- Liaise with the Bureau of Meteorology and Department of Infrastructure, Planning and Natural Resources (DIPNR) where appropriate to improve the flood warning system.
- Assist the SES in minimising the impacts of flooding upon property and life in times of flood.
- Preparation of a FRMP in accordance with the NSW Floodplain Management Manual for entire rural area addressing social, economic and environmental criteria.
- The rural community is consulted extensively with the determination of criteria relating to flooding by the preparation of FRMP for entire rural area (and villages) in accordance with the NSW Floodplain Management Manual.
- Flood Risk Management Manual to identify land suitable and not suitable for various types of development (especially residential).
- Council to consider the potential impacts of global warming, increased development, urbanisation and clearing when determining a flood planning level in the FRMP.
- The FRMP to be reviewed regularly (ie every 5 years).

### **On-Farm Waste Disposal**

- In conjunction with the Technical Services Division, educate landowners that waste is a resource and should be managed as such, with focus on the waste hierarchy – avoidance, reuse, recycle, disposal.
- Waste disposal to be prohibited in all areas except designated and approved landfills/transfer stations or where ancillary to other lawful use (eg dwelling and on-site sewerage system).
- Allow the innovative and sustainable reuse of waste in agriculture subject to demonstration of no environmental impact and development consent (eg Biosolids in soil conditioning, irrigation of treated dairy wastes).
- Encourage a review of Council's waste management strategy/policy in villages. Include education, waste hierarchy, recycling and opportunities for exemptions to burning greenwaste in the rural area with due consultation with the residents and the Department of Environment and Conservation.
- Promote the services provided through "Chemcollect" and DrumMuster to the rural community.

### **Water Quality**

- Require development consent for all development within the riparian corridor and/or require a management plan to be submitted with applications for new development in the riparian zone indicating proposed measures for erosion control, habitat protection, pollution control and protection of channel form.
- No habitable buildings or Onsite Sewer Management Systems (OSMS) to be permitted in the riparian corridor.
- Identify and map all aquifers, recharge and discharge areas. Identify compatible and incompatible landuses and control via LEP/DCP.
- Protect the quality of Waterways to ensure safe use and a plentiful supply of native freshwater fish.
- Require riparian corridor management where lots abut waterways.

- Council and DIPNR to undertake regular monitoring of ground and surface water quality in villages to ascertain impacts of OSMS on health and the environment.
- Where surface or groundwater is demonstrated to be contaminated by OSMS's then remediation and education strategies to be developed.
- Revisions of and implementation of an effective OSMS, including:
  - Procedures for investigation, recording, upgrading and monitoring of onsite sewerage systems;
  - Identification of technical standard which Council shall assess systems Cumulative impacts.
- Advise the community of: typical water quality and quantity problems in rural areas, eg agricultural chemicals, sedimentation etc, & water quantity problems eg dams, tanks, bores, and the economic impacts of water problems (eg lost production, remedial costs etc, through brochures, flyer, information packages distributed with development consents, transfer of title etc).
- DCC Environmental Services Division to identify site specific sources of water quality and quantity issues by the implementation of joint monitoring programs with DIPNR.

### **Genetically Modified Organisms (GMO)**

- Council to provide information to the rural community on GMO via it's website and hold 2 – 3 yearly public forums.
- Council to advocate for the proposed PlanFirst planning initiatives promoted by DIPNR to incorporate provisions on a regional scale to provide a secure environment for the agricultural industry in the Central West and specifically for GMO and pesticide use in agriculture, and more generally, on agricultural conflict minimisation.
- Council to advocate for the effective management and regulation of the GMO issue, which should be undertaken at a State or Federal level. Council to monitor the effectiveness of these agencies in managing the issue to determine whether a shift in Council's policy response or control is warranted.

### **Rural Allotment Sizes**

- Encourage consolidation of agricultural lots into larger holdings.
- Encourage NSW Agriculture, Australian Taxation Office and agricultural representative groups to develop programs for farmers to consider alternatives to 'subdividing' the farm in the event the farmer wishes to sell the land (ie succession planning, financial planning).
- Sustainable (environmentally and economically) lot sizes for various agricultural uses (extensive or intensive) to be objectively evaluated after considering relevant ABS and NSW Ag data specific to the Dubbo LGA.
- Minimum lot sizes for dwellings generally and with Property Development Plans (PDP's) to be developed after considering the minimum area required for sustainable effluent disposal and minimum area necessary to collect surface water for domestic purposes under DIPNR 'harvestable rights' legislation (Water Management Act 2002) and the area required to account for the nominated agricultural activity in a sustainable fashion.

- Protect or enlarge current holding sizes in extensive agricultural areas by: facilitating subdivision, but only for those activities that advance the objectives of the Strategy, and permitting boundary alterations without subdivision requirements to enable farm adjustments without creating additional allotments.
- Allow subdivision of larger holdings into smaller lots in intensive agricultural areas, but only if subject to PDPs, which can demonstrate that overall productivity can be maintained or enhanced.
- Provide a single flexible mechanism for dwellings on rural land where less than identified and prescribed generally sustainable allotment size is proposed (ie farm management plans, PDPs) subject to:
  - Demonstration of environmental sustainability;
  - Demonstration of economic sustainability;
  - Development of 'sustainability indicators' that measure environmental and economic criteria;
  - Benchmarking against ABS, NSW Agriculture and DIPNR data on sustainable farm sizes;
  - No consideration of the personal circumstances of applicants/proponents, (ie proposals must demonstrate that the agricultural unit can be sold at market value and operated by future purchasers in perpetuity as a sustainable agricultural operation);
  - Off farm income not to be considered in determining 'sustainability' of the proposal;
  - Consideration of true costs of the development, including (but not limited to) full cost of the land, water licences, Council and RLPB rates, loan repayments, machinery and infrastructure and consequently as an acceptable return on investment can be achieved;
  - A market sensitivity analysis for commodity prices to enable fluctuations in the market be considered;
  - Compare the ratio of land value to dwelling value;
  - Regular (5 yearly) review of the environmental and economic criteria utilised by Council in determining the sustainability of a PDP application;
  - Preparation by a 'suitably qualified' and experienced person 'eligible' to be a member of a professional organisation recognised in the field;
  - Notification of a DA subject of a PDP, to all adjoining landowners for comment during assessment/prior to determination;
  - Comments where sought from NSW Ag re PDP's are to simply query whether 'it is' a PDP and whether a dwelling is necessary to fully realise the agricultural potential of the land;
  - PDP's are to only be permissible for lot sizes variations up to a maximum of 25% of the prescribed minimum lot size in the LEP;
  - PDP's to consider detailed evaluation of effluent management.
- Minimum lot sizes for cluster housing generally to be developed after considering the minimum area required for sustainable effluent disposal and minimum area necessary to collect surface water for domestic purposes under DIPNR harvestable rights legislation (Water Management Act 2002) and area necessary to prevent landuse conflicts and the area required to provide for an agricultural activity in a sustainable fashion.
- Council to identify capability of soil in each village for onsite sewerage management and whether alternate or centralised effluent systems are warranted and also establish minimum lot sizes for each village.

- Minimum lot sizes for dwellings generally to be developed after considering the minimum area required for sustainable effluent disposal and minimum area necessary to collect surface water for domestic purposes under DIPNR harvestable rights legislation (Water Management Act 2002) and area necessary to prevent landuse conflicts and the area required to provide for an agricultural activity in a sustainable fashion.

**APPENDIX 4 - Action Plan for Monitoring Strategy Implementation**

<b>Monitoring Action No</b>	<b>Action or Policy</b>	<b>By When</b>	<b>By Whom</b>	<b>Function</b>	<b>Division</b>	<b>Status</b>	<b>Links</b>
M1	Develop 'sustainability indicators' to monitor the effectiveness of the Rural Strategy. These should be selected in conjunction with State Government agencies and the community. Indicators should be selected with a focus on measuring outcomes, not processes.	Jun 04	MSDP		ES		
M2	Publicise and promote measurement of indicators by reporting to Council and the community via the State of the Environment Report each year and include the report on Councils website.	Nov each Year	MELS MSDP		ES		
M3	A list of examples where Strategy objectives are not being supported by decision makers be compiled and reported annually to Council and the community in the SOER.	Nov each Year	MELS MSDP		ES		
M4	The development and maintenance of data collection 'infrastructure' (preferably electronic) to capture, analyse and display the selected 'indicators' to monitor long term trends on the impact of the Strategy.	Ongoing	MSDP MITS		ES AFS		
M5	'Indicators' to be compared with the base dates of 1990 and 1995.	Ongoing	MSDP		ES		
M6	Monitor average lot size of agricultural units/farms with dwellings and income (ABS and NSW Agriculture figures).	Ongoing	MSDP		ES		
M7	Monitor number of holdings and dwellings in the rural area.	Ongoing	MSDP		ES		
M9	Monitor urban encroachment and dwellings in the flight path.	Ongoing	MSDP DCD		ES		
M10	Undertake regular water sampling of surface and groundwater in the Villages.	Ongoing	MSDP		ES		
M11	Monitor clearing within Dubbo LGA and in catchment.	Ongoing	MSDP		ES		



Monitoring Action No	Action or Policy	By When	By Whom	Function	Division	Status	Links
M12	Council to monitor the outcomes of the Department of Land and Water Conservation "TARGET" Project for applicability to amending the Rural Areas Development Strategy and the Rural LEP in relation to management of the rural area. NB: The TARGET Program seeks to "achieve land use change in small, medium and regional scale catchments affected by salinity" and "identify barriers to change".	Dec 03	MSDP		ES		
M13	LGA wide monitoring of selected surface and groundwater systems in conjunction with DIPNR.	Ongoing	MSDP DIPNR		ES		
M14	Monitor number of complaints received at Council regarding noise matters relating to genuine agricultural activities.	Ongoing	MELS		ES		
M15	Monitor consent to destroy applications for Aboriginal heritage with NPWS and demolition of non-aboriginal heritage items.	Ongoing	MSDP		ES		

## Abbreviations:

MELS – Manager Environment &amp; Landuse Services

MSDP – Manager Sustainable Development Policy

DIPNR – Department Infrastructure, Planning and Natural Resources

MTS – Manager Technical Support

DCD – Director Corporate Development



## **APPENDIX 5 - Actions for Future Consideration**

### ***AGRICULTURE***

- Educate landowners in clusters of hobby farms in agricultural areas of the responsibilities and understanding attached to living in a farming area
- Educate residents on reasonable amenity expectations in rural areas
- Advise the community and Real Estate Agents on the location of rural lifestyle properties (clusters) and rural areas settlement in general and focus same into the Dubbo Urban LEP area or other areas identified for settlement
- Minimise further speculation of non-farming development that doesn't conform to the Strategy by promoting awareness of the Strategies aims to financial institutions, Valuers and Real Estate agents
- Encourage improved information exchange between landowners and between NSW Agriculture and the industry by:
  - \* Council sponsoring an annual agricultural forum on local agricultural issues,
  - \* Encouraging NSW Agriculture to publish an annual program of agricultural seminars for this area
- Identify sites for large scale value adding industries as part of Council's Urban Strategy
- Map all dwellings in rural areas and Clusters via aerial or satellite technology to enable future rural strategy reviews and OSMS to account for actual location and densities of dwellings
- Encourage NSW Agriculture, DCDC and Council to survey and map specific topo-climatic conditions in the LGA to facilitate and foster 'niche' agriculture matched to specific soil and climatic conditions
- NSW Agriculture to prepare an implement a strong policy on the protection of the agricultural resource base (land) in NSW. Policy to address all land categories and capabilities
- Encourage NSW Agriculture and DIPNR to take a more proactive view to promote protection of agricultural land as a resource consistently across NSW
- Permit dwellings only where they are ancillary to productive and sustainable agriculture and necessary for its continuation or for other non-conflicting activities that fulfil the Strategies activities
- Allow second dwellings for a manager, worker or relative employed in the farming activity on the site where the dwelling is to be contained within the same lot as the existing dwelling, uses the same access, and is attached to the main dwelling or is of transportable construction
- Publicise/notify neighbours of development applications to create a new title and/or additional dwelling in agricultural areas
- Prohibit potentially conflicting landuses from locating in extensive agricultural areas
- Manage clusters to ensure conflicts with larger scale surrounding agricultural activity is minimised
- Council to prepare and adopt a formal policy on road and access standards in rural area and Villages, which should be included in relevant DCP's. The Policy to consider the following:

- \* An all weather access/road as the minimum standard accepted
- \* Differing construction standards be considered for different areas of the LGA
- \* Construction, operation/maintenance and cumulative impacts be considered in conjunction with the community
- \* Whether general rating income should be used to subsidise developer costs/profits
- \* Many rural and Village roads are not maintained by Council
- \* The growth potential of rural areas is different
- \* The expectations of Village and rural residents vary as to an acceptable standard of road construction and where the burden of the associated cost should lie.
- \* Public pressure is currently towards full bitumen sealed roads for safety reasons
- \* Whether school bus routes should be of a higher standard
- Council to develop a clear Policy prohibiting access to existing and proposed reticulated water pipelines that shall traverse through 1(A) and 1(S) zoned land to service Villages. Access to be restricted to 2(V) zones and access in 1(A) and 1(S) zones be prohibited or restricted to domestic use only via legal mechanism. This shall minimise speculation, inappropriate development, an expectation of an urban standard of services and amenity in the rural area and a financial and environmental burden to the entire local government area
- Separately define, require development consent and notification/publicising to adjoining neighbours for 'cotton farming' and 'viticulture' in the Rural LEP
- Establish a new class of development within the Rural LEP and/or DCP for 'publicised' or 'notifiable' development. Include potentially conflicting landuses
- Council to develop management guidelines and incorporate into relevant DCP, for agriculture and viticulture in conjunction with the 'industry', Department Agriculture, EPA, DIPNR and the like. The DCP to consider buffers, revegetation, spray drift mitigation and integration of new developments into existing agricultural/viticultural areas
- The LEPs and DCP's to have an 'objective' and provisions to prevent and manage land use conflict
- References to 'sustainable', 'sustainability' and 'sustainable natural resource principles' be rationalised to *principles of ecologically sustainable development*'. However, where appropriate or in context, 'sustainable' should be maintained with reference to a revised definition incorporating 'principles of ESD'.
- Council to continue to resist applying SEPP No. 15 (Multiple occupancy of rural lands in Dubbo)
- In consultation with NSW Agriculture and DIPNR, identify extensive agricultural areas by differential zoning in the LEP/DCP
- Extensive agriculture to be a use that is permitted without the need for Council consent
- Allow supporting and small scale with compatible value adding industries in extensive agricultural areas which do not introduce conflict in the area
- Encourage retention of a secure sustainable water supply to facilitate full use of the productive capacities of the land in intensive agricultural areas
- In consultation with NSW Agriculture and DIPNR identify intensive agricultural areas by differential zoning in the LEP/DCP

- Intensive agricultural activities to require consent in 'extensive' agricultural areas and be subject to a satisfactory farm management plan/PDP to ensure sustainability and be notified/publicised to adjoining landowners
- Traditional forms of intensive agriculture continue to be categorised as 'development without consent' in identified intensive agricultural areas/zones
- Require consent for all other activities irrigating water or wastewater to land excluding traditional forms of intensive agriculture in the intensive agricultural zone
- High impact intensive agricultural uses (cotton farming, feedlots, vineyards etc) be a 'publicised' or notifiable development
- Require buffers around the perimeter of new intensive agricultural subdivision areas to protect them from conflicts with existing landuses where necessary. Incorporate provisions into DCP.
- Prevent further small lot subdivisions expressly for dwellings adjoining intensive agricultural areas
- Extensive agriculture to be a use that is permitted without the need for Council consent in the identified intensive agricultural areas/zones
- Only allow supporting, small scale and compatible value adding industries in intensive agricultural areas where ancillary, otherwise direct to a nearby non-intensive site

### ***ANCILLARY DWELLINGS IN AGRICULTURAL AREAS***

- Assist applicants, consultants and Councillors with an understanding of a good PDP via the preparation of a 'model' PDP
- Encourage surrounding Councils and NSW to require a link between sustainable agriculture and dwellings to prevent undermining of the regional agricultural resource base and to alleviate pressure for speculation surrounding and within Dubbo LGA
- Link dwellings on agricultural land to a sustainable farming unit or lot size
- PDP's criteria be reviewed after the completion of the DIPNR "TARGET" project (due to be completed by DIPNR June 2003)
- Council to review the necessity/feasibility of an 'abridged PDP' in the LEP

### ***ROAD CORRIDOR PROTECTION***

- Encourage recognition of the importance of these links to Dubbo's economy by interested parties and State and Federal Government Departments
- Encourage the RTA to adopt a consistent approach for access points off all highways around Dubbo
- Encourage the RTA to consider future provision for a 4 lane separated corridor for the highways in the vicinity of Dubbo
- Councils Technical Services Division to consult with the RTA on what assistance is feasible for Council to provide in formulating a long term highway development concept
- Promote development of a regional policy on transport to the ORDB and Orana Group of Councils
- Maintain an interim building setback of 100m to accommodate potential road widening and 200m for dwellings to prevent noise impacts along the highway

- No additional public accesses to be created directly off the Highways without RTA and Council approval
- Prevent new signage on private land along the transport corridors other than those relating to the sites themselves or to local scientific, cultural, historic or scenic interest and that they be subject to consent

### ***RAIL CORRIDOR PROTECTION***

- Increased use of rail for freight by encouraging DCDC and ORDB to lobby for this to become State and Federal policy
- Security of XPT service to Dubbo by encouraging DCDC and ORDB to lobby for this to become State Policy
- Retention of disused and seasonal lines for possible reuse in the future
- Continued support and action on the *'Dubbo's Growing Business'* relating to the relocation of Dubbo rail operations yard to an efficient site and retention of threatened lines, as already adopted by Council
- Encourage recognition of the importance of the rail network to Dubbo's economy by interested parties and State and Federal Government departments
- Support relocation of the Dubbo freight yard and retention of threatened lines by providing technical assistance where possible and identification of suitable land
- Promote the development of a regional policy on transport to the ORDB and the Orana Group of Councils
- Develop regulations and development control guidelines appropriate to ensure that new development proposals do not conflict with the efficiency or safety of the rail network
- Require new dwellings to be a minimum of 200m from a transport corridor for noise mitigation and non-habitable buildings to be a minimum of 100m to rail lines where possible, for future expansion of the rail network

### ***DUBBO CITY AIRPORT***

- Existing non-compatible landuses (dwellings) within flight path to relocate or to acoustically treat dwellings to minimise noise conflicts
- No new dwellings or other conflicting landuses in proximity to the airport or flight path, unless demonstrated not to have detrimental impact upon the existing and potential for future operations at the airport
- Ensure an environmental assessment is conducted prior to any proposal to expand runway, including rezoning of affected land
- Overlay/plot flight paths

### ***TOURISM***

- Encourage the Visitors centre to collect data on tourist needs and interests
- Encourage conservation and use of heritage for tourism by promoting Council's heritage advisory services, awards and assistance (financial and non-financial) in conjunction with NSW Heritage Office
- Encourage co-ordination of rural heritage places for tourism purposes
- Encourage the Visitors Centre to co-ordinate school visits to Western Plains Zoo with other attractions

- Encourage the DCDC/visitors centre/tour companies to provide a local directory of accommodation, sites and attractions and tours
- DCDC/DCC to seek grants for rural heritage development/promotion and conservation
- DCDC and/or Tourism Manager to approach adjoining towns seeking more co-ordinated tours through the central west and west that include Dubbo
- Identify and promote through signage a local rural 'tourist drive'
- DCDC/DCC/National trust to consider purchase of key or threatened historic sites
- Lobby the RTA, the ORDB and other Councils to identify Dubbo on signs at turnoffs outside the City onto the Newcastle Link, onto the Obley/Molong Link and onto the Old Dubbo Rd
- Consider providing support facilities where appropriate for educational based tourism (eg. interpretation signs, information)
- Allow for tourist facilities and attractions subject to development consent
- Allow for subdivision for the purposes of tourism subject to consent and submission of a farm management/tourism plan that demonstrates the compatibility of the proposal with other productive land uses including residue for agriculture
- Prepare a register of historic sites and require consent for any development thereon (including demolition)
- Allow for signage conforming with the relevant standards advertising on-farm tourism on the major traffic routes and on the site and directional signage on road signs, subject to consent
- Adopt development control policies/guidelines that reflect the States' minimum standards for differing types and scales of tourist facilities and also ensure that no conflicts arise between on-farm tourism and other productive landuses
- Require a farm management plan with applications of farm-stay operations to ensure the agricultural base – farming – is itself genuine and sustainable
- Allow for one caretakers residence where supervision and/or security is necessary (eg. for Aboriginal artefacts)

## **FORESTRY**

- Advise landowners in appropriate areas of multi-functional role/benefits of forestry (eg. can complement grazing, catchment management, habitat protection/ecotourism ventures)
- DCDC to encourage State Forests, landowners, entrepreneurs to expand existing forests or introduce new commercial forestry
- Encourage landowners adjoining existing productive forests to plant similar species and facilitate expansion in the long-term or private agro-forestry
- Encourage State Forests to better promote the benefits of forestry
- Encourage landowners to use millable timbers when planting windbreaks and other stands where appropriate
- Council road works program to reflect the economic needs of the rural area
- The preparation of a forestry capability map by State Forests to target suitable areas for forestry expansion
- New private forestry to be permitted with consent, subject to capability and environmental sustainability and exemptions under *Plantation Reafforestation Act 1999*

- Timber milling and other relevant value adding industries to be permitted with consent where conflicts can be resolved
- Separately identify & protect existing publicly owned forests in the LEP/DCP
- Develop guidelines for and require Forest Management Plans for consistent assessment for new private forestry proposals
- Require consent for commercial firewood collection unless as part of forestry operation, or timber removed in association with another development consent, or by another public authority, or the removal of timber from land when it constitutes a necessary part of normal agricultural and land management activities such as bushfire hazard reduction measures

### **MINING**

- Encourage the Department of Mineral Resources (DMR), through the DCDC, to prepare a more detailed survey of sites of mining potential by providing a base map with all known and abandoned mines and quarries
- Mines and quarries (extractive industries) to be permissible with consent subject to environmental constraints and compatibility with existing development
- When Council is notified of exploration permits, advise landowners of the process and need to contact the Council and the DMR before preparing a Development Application
- Up to date plans of existing and abandoned mining and exploration permit areas to be kept at Council office, to help ensure all activities are both legal and well managed. Alternatively, provide link to DMR website
- Locate only contradicting development in the vicinity of existing productive extraction areas
- On-site value-adding beyond that defined as mining and quarrying to be permitted subject to further consent

### **RECREATION**

- Inform the community of existing accessible public reserves
- Encourage landowners to approach Council with problems associated with public access to rural recreational sites
- Encourage landowners to consult with Council on the development potential of sites of recreational value (possibly in conjunction with tourist proposals)
- DCC to encourage State Forests to convert Beni State Forest to a State Recreation Area
- Encourage developers to use DCC as a facilitator between landowners and user groups where necessary
- Council assistance in seeking grants for development of rural recreation facilities
- Provision and maintenance of safe legal access to recreational sites
- Consider provision of support facilities on public reserves of recreational value and program them as appropriate
- Consider acquiring sites of important recreational value
- Consider assisting landowners adjoining public reserves to provide fencing where it is necessary

- Consider forming connecting riding trails and bush walks within Council recreational areas where appropriate and subject to managing any potential conflict with other land uses
- Council to investigate provisions of a Recreational Vehicle Area (RVA) within Dubbo and/or promote private development of a RVA subject to environmental considerations
- Council to assist sporting shooting organisations with identification of potential sites for establishment of an integrated International or National Class sporting shooting facility
- Protect existing recreation sites from inappropriate development and facilitate potential recreation sites in the LEP/DCP
- Permit commercial recreational use and associated development, subject to consent and appropriate management plans
- Focus commercial recreation uses away from productive agricultural land

### **SETTLEMENT**

- Residents of clusters to be educated on farm management issues and amenity expectations in rural areas via development of new residents information package distributed upon notification of transfer of title. Address amenity expectations and management issues such as animals, weeds, bushfire etc
- Advise residents of Clusters that Council will not restrict genuine agricultural activities if good farming practice is being followed as they reside in agricultural areas, not residential areas
- The community and Real Estate Agents on the preferred location of rural lifestyle properties and rural area settlement in general
- Council to advocate for a differentiation in the description of the 'rate' applied between urban residential and small holdings (rural residential) in rural areas
- DIPNR to undertake an environmental and economic cost-benefit analysis on the provision of reticulated water to clusters in lieu of access to 'stock & domestic' groundwater supplies
- Maintain a building setback of 100m for non-habitable structures to accommodate future expansion of transport corridors and 200m for dwellings to prevent noise impacts from transport corridors
- Manage companion animals in cluster developments via Companion Animals Management Plan (CAMP)
- There to be no expansion of existing cluster boundaries or subdivision to create new developments within the rural area
- Abolish 'original parcel' provisions in the 1(S) zones via sunset clause of 5 years in the Rural LEP
- Clusters be zoned differently to general agricultural land
- Permissible landuses to be compatible with the land capability and adjoining agricultural land
- Focus 'rural lifestyle' expectations into the Dubbo Urban LEP area
- Servicing and infrastructure to be consistent with the rural nature of the locality and not introduce urban amenity expectations. Access to Council reticulated water supply to be limited or prohibited unless clear environmental benefit

## **VILLAGES**

- Educate residents on waste management strategies and policies
- Village and districts to enable greater input into the Council Management Plan process via better promotion and dissemination of information
- Village residents and/or developers to be familiar with the 'exemption provision' in the DCP
- Ensure consistency of environmental application of Strategy principles between the Rural Area and the 'non-urban' or rural fringe areas of the Urban area
- Support land releases with minimal or no environmental or site constraints where appropriate
- Map all dwellings in rural areas and clusters via aerial or satellite technology to enable rural strategy reviews and OSMS to account for actual location and densities of dwellings
- Encourage the development of a drainage strategy for each Village
- A review of Councils waste management strategy/hierarchy in Villages, including education, waste hierarchy, recycling and opportunities for exemptions to burning greenwaste
- Ongoing and progressive road maintenance to consider integration of surface water management
- Encourage the Villages and Council's Technical Services and Parks and Landcare Divisions to communicate and liaise more effectively on works programs within the Villages
- The type and scale of development in the Villages to maintain existing character and amenity. Include appropriate provisions in Village DCP, developed after liaising with residents. Consider road sealing, driveway standards, kerb and gutter, open grass swales etc
- Manage amenity and character of the Villages via development of a clear policy indicating to what extent Council is prepared to get involved in resolving amenity issues (including basis and extent of legal action) and advise the community. The policy should be developed in consultation with residents and landowners and Council to consistently implement the Policy once adopted
- Council to adopt a clear policy prohibiting access to existing and proposed reticulate water pipelines which shall traverse through 1(A) and 1(S) zoned land to service Villages. Access to be restricted to 2(V) zones and access in 1(A) zones and 1(S) zones to be prohibited or restricted to domestic use only via a legal mechanism. This shall minimise speculation, inappropriate development, an expectation of an urban standard of services and amenity in the rural area and a financial and environmental burden to the entire LGA
- New dwellings to account for noise impacts in construction/location when near transport corridors or services
- The protection of transport corridor efficiency is not to be compromised by Village growth or development
- Council to prepare and adopt a formal policy on road and access construction standards in the rural area and Villages, which should be included in all relevant DCP's. The Policy should consider the following:
  - \* An all weather access road as the minimum standard accepted
  - \* Differing construction standards be considered for different areas of the LGA



- \* Construction, operation/maintenance and cumulative impacts be considered in conjunction with the community
- \* Whether general rating income (ratepayers) should be used to subsidise developer costs/profits
- \* Many rural and Village roads are not maintained by Council
- \* The growth potential of rural areas is different
- \* The expectations of Village and rural residents varies (by districts and change of ownership over time) as to an acceptable standard of road construction and where the burden of the associated cost should lie
- \* Public pressure is currently towards full bitumen sealed roads for safety reasons
- \* Whether school bus routes should be of higher standard
- \* Provision of consistent urban services based on location within 2(V) and 1(S) zones around Villages rather than indiscriminate demand.
- Control environmental impacts of OSMS by providing centralised effluent management and/or establishing and enforcing sustainable density of development/systems
- Ensure subdivision design facilitates solar access for dwellings
- Revision of and implementation of an effective Onsite Sewerage Management Strategy including:
  - \* Procedures for investigation, recording, upgrading and monitoring of onsite sewerage management systems
  - \* Identification of technical standard which Council shall assess systems
  - \* Cumulative impacts
- Amend the Rural LEP to:
  - \* Specify sustainable effluent management as a key objective
  - \* Specify assessment criteria for onsite sewerage management including cumulative impacts
  - \* Require subdivisions to establish lot sizes based upon sustainable effluent disposal criteria, sustainable water harvesting and proposed use
  - \* Make onsite sewerage management a feature of Property Development Plans (PDP's)
- Manage areas identified for potential future Village expansion with that goal in mind

### **BALLIMORE**

- The 1:100 = 500mm be adopted as the flood planning level for Ballimore (2V & 1S zones) pending a revised Flood Risk Management Plan process
- Manage future growth and development to preserve the heritage character of the Village
- There be no further expansion of Ballimore or the 'cluster'/Small Farm Estate surrounding the Village at this time
- Village development to generally be in accordance with the following Structure Plan pending FRMP
- Encourage the community in conjunction with DIPNR to manage the riparian corridor of the Drillwarrina and Coolbaggie Creek
- No further expansion of Eumungerie (RO2 zone) at this time

## **WONGARBON**

- There be no further expansion of the Village or Small Farm Estate surrounding Wongarbron at this time

## **LAND**

- Obtain the assistance of DIPNR and NSW Agriculture to identify and inform the community on:
  - \* The causes of erosion
  - \* The impact of erosion
  - \* Solutions to erosion

By providing information upon transfer of title, rate notices, displays in Council foyer and encouraging landowners to seek further advice from DIPNR and NSW Agriculture.

- Obtain the assistance of DIPNR to identify and inform the community on:
  - \* The causes of salinity
  - \* The impacts of salinity
  - \* The solutions to salinity

By providing information with transfer of title, rate notices, displays and encouraging landowners to seek further advice from DIPNR and NSW Agriculture.

- Identify and inform the community of
  - \* What constitutes contamination
  - \* The location of sites possibly affected by contamination
  - \* The potential effects of various types of contamination

By providing information with transfer of title, rate notices, counter and phone contacts with land developers, and through involvement with EPA and Landcare Groups.

- Residents of rural areas to be educated on farm management issues and amenity expectations in rural areas via development of 'new residents information package' distributed upon notification of transfer of title. Address amenity expectations and management issues such as domestic animals, weeds, salinity, erosion, waste disposal, bushfire etc
- Council to provide links via its website on environmental and planning information, both within and external to Council
- DCC to support implementation of Native Vegetation Conservation Act 1997
- DCC Technical Services Division to consider practical assistance to landowners (machinery, expertise) when approached
- DCC Technical Services Division and Parks & Landcare Divisions to rehabilitate existing disturbed sites which are Council owned or controlled
- Council to encourage DIPNR to complete salinity risk analysis mapping for the LGA and then the region/catchment
- Council to assist landowners with existing or potential salinity concerns by referring them to known expertise or with the provision of information

- Council to consider providing salt resistant trees and shrubs and planting advice to landowners and Landcare Groups when approached
- Support landcare group applications for SALT-ACTION funding through DIPNR
- Commence a remedial program on all Council land affected by salinity
- Council to review it's policy on waste management in rural areas. That is, the location and material which can be disposed of from the rural community requires review in conjunction with waste minimisation strategies
- Council to lead by example with responsible waste management in it's operations and internal policies
- DIPNR and Council to identify susceptible sites such as drainage systems and Class VII and VIII lands on the LEP/DCP
- Require consent and erosion control plans for any "work" likely to cause erosion
- Farm Management Plans where they are required to include provisions for sustainable farming techniques for erosion control
- Council to incorporate the forthcoming salinity risk analysis mapping currently being prepared by DIPNR into the Rural Strategy and LEP/DCP process once available
- Farm management plans, where required, should include provisions for sustainable farming techniques to prevent salinity
- Require consent for any "development" under EPAA likely to cause the water table to rise or contribute to salinity
- Require consent for all activities irrigating water or wastewater to land
- Council to require re-vegetation of degraded/denuded agricultural land with subdivision and development consent. Include provisions on DCP's.
- Require development consent for activities which may potentially lead to soil contamination by virtue of operations, storage, waste disposal
- All known contaminated sites to be identified and mapped by Council for internal use until liability issues associated with public dissemination resolved
- Development on contaminated sites to be conditional upon remediation to a standard compatible with the proposed landuse and no offsite environmental impacts
- All remediated sites to be centrally recorded to account for future landuse changes and possible changes to acceptable contamination limits/thresholds
- Remediation to require development consent unless exempt by SEPP 55
- Rural DCP's be amended to require provisions for the revegetation of denuded/degraded land with subdivision and development consents. Potential to integrate re-vegetation with biodiversity and habitat enhancement, spray drift mitigation, salinity and erosion control, windbreaks, shade and shelter for stock, farm forestry and silviculture
- Any further development of susceptible or degraded/contaminated sites to be conditional upon rehabilitation/remediation by the developer. Controls to be incorporated into the relevant DCP's.
- Ensure maps prepared by DIPNR which indicate areas sensitive or subject to land degradation are incorporated into the Rural LEP and identify land of environmental sustainability
- Rural LEP to identify and regulate development relative to acidic soils

## **ATMOSPHERE**

- Prepare education program in conjunction with lighting retailers, electricians, electrical wholesalers, Council and the Siding Spring Observatory on correct lighting choice and installation to minimise impacts at Siding Spring
- Inform the community on Cities for Climate Protection initiatives and outcomes
- Siding Spring to undertake large scale commercial advertising through regional media about the implications of artificial lighting on the Observatories operations
- Promote agricultural practices that reduce soil exposure and minimise dust and other forms of soil loss
- Promote alternatives to burning of wastes such as mulching, grazing and composting
- Foster development of a forestry industry built around carbon credit trading/sequestration
- That an objective and provisions seeking to protect the astronomical conditions at Siding Spring Observatory be incorporated into the Rural LEP in consultation with the Observatory Director
- That upon revision of the Orana Regional Environmental Plan (REP) No 1 consideration be given to incorporating detailed controls into the LEP and preparation of a specific 'artificial lighting' DCP or amendments to existing DCP's

## **WATER**

- Educate users of known contaminated surface or groundwater supplies of pre-cautions
- Encourage landowners to participate and practice effective land management practices
- Encourage DCDC to investigate export potential of European Carp or processing for agricultural use
- Encourage NSW Agriculture to develop and promote sustainable agriculture systems for Australian/local conditions
- Encourage DIPNR to plot all groundwater bores on GIS system
- Encourage identification and relocation of existing or new development which constitutes potentially polluting activities away from 'sensitive sites'
- DIPNR to determine an equitable water sharing plan for NSW balancing environmental, economic and social/recreational needs
- DCC Technical Services in co-operation with Department of Fisheries to continue restocking the Macquarie River with native fish
- Encourage landowners to access funding and assistance with fencing, revegetation, grant funding etc
- DCC Parks & Landcare to identify riparian corridors In need of rehabilitation in conjunction with DIPNR and then assist with their rehabilitation via provision of trees for revegetation where requested by landowners and considered appropriate
- DIPNR to undertake an environmental and economic cost-benefit analysis on the provision of reticulated water to clusters and Villages in lieu of access to 'stock & domestic' groundwater supplies
- DIPNR to expand groundwater vulnerability mapping program to account for entire Dubbo LGA

- DIPNR and Council to identify riparian corridors and promote separate management of them through the LEP/DCP
- Require development consent for all development within the riparian corridor and/or require a management plan to be submitted with applications for new development in the riparian corridor indicating appropriate measures for erosion control, habitat protection, pollution control and protection of channel form
- No habitable buildings or OSMS's to be permitted in the riparian corridor
- DCC Technical Services Division to prepare and use urban stormwater run-off plans to ensure runoff is of an acceptable quality
- Subdivisions where no reticulated water supply available to consider the cumulative impacts of each lot accessing ground or surface water reserves for stock and domestic use and 'harvestable rights' legislation. Incorporate into DCP's
- Identify and map all aquifers, recharge and discharge areas. Identify compatible and incompatible landuses and control via LEP/DCP
- Require development consent for all 'intensive agriculture' in extensive agricultural zones as a publicised and/or notifiable consent activity. Require consent for cotton farming and viticulture in any zone and all other potentially polluting activities, waste generators to require development consent in relevant zones
- Regular monitoring or auditing of all activities that required development consent for compliance with conditions of consent and environmental performance
- Revision of an implementation of an effective OSMS including procedures for investigating, recording, upgrading and monitoring of systems; identification of technical standard which Council shall use to assess systems; and cumulative impacts
- Amend the Rural LEP to: specify sustainable effluent management as the key objective; specify assessment criteria for onsite sewerage management including cumulative impacts; and require subdivisions to establish lot sizes based upon sustainable effluent disposal criteria, sustainable water harvesting and proposed use
- Make onsite sewerage management a feature of PDPs

## **BIODIVERSITY**

- Inform the community on: value of native flora and fauna, habitats and corridors; threats to flora and fauna; extent of significant habitat areas, bushfire management and preparation
- Support balanced investigation into future management of State Forests within LGA
- Council to support an environmental allocation for regulated waterways
- Council and NPWS to incorporate protection of wildlife corridors into roadside management plans
- Encourage revegetation of roadside corridors with local endemic species
- Council to sponsor recovery programs for native flor and fauna
- Council to assist landowners, Rural Lands Protection Board (RLPB) and NPWS with control of feral animals, including cats and dogs
- Council to lobby for authorised members of the public to assist with feral animal control on public land subject to safety and liability issues being resolved

- Council to erect wildlife warning signs where appropriate
- Sustainable integration of revegetation, farm forestry and silviculture be encouraged
- Council to map all important/remnant vegetation and prepare management plans or LEP controls as where required
- Implement applicable recommendations of the forthcoming Lower Macquarie – Castlereagh Regional Vegetation Management Plan (RVMP)
- Rural DCPs be amended to require provisions for the revegetation of agricultural land for benefits associated with land degradation, spray drift management, windbreaks, shade and shelter for stock
- Control clearing where the NVC Act doesn't apply
- Control commercial bushrock removal and commercial firewood collection
- DCC to consider applications for roadside grazing and potential impacts on remnant vegetation as a consideration of Part V Assessments under the EP&A Act
- Council to control companion and feral animals on Council land and reserves
- Enforcement of the provisions of the Companion Animals Management Act relating to animal control, registration
- Council to prepare a Companion Animal Management Plan in conjunction with the community and include both the urban and rural areas
- Prepare a 'bushfire hazard map' for the entire rural LEP in conjunction with the Rural Fire Service
- The Rural LEP to require detailed provisions for the consideration of bushfire with any landuse that requires consent
- Exempt and complying development classes to be reviewed for consideration against the Planning for Bushfire Guidelines
- That details for developing bushfire prone areas be provided via a DCP for all new development

## **NOISE**

- Educate non-genuine agricultural landowners on the realities of living in a rural area. Prepare brochures and leaflets, educational video on 'life in the bush' and distribute to new property owners following notification of transfer
- Lot size and shape to enable distance attenuation of noise. Noise generating activities to acquire additional land for buffer. Incorporate into relevant DCP's
- Subdivision (for dwellings) in genuine agricultural areas to minimise the introduction of non-agricultural occupants
- Location of new dwellings relative to property boundaries and transport corridors and the airport

## **APPENDIX 6 – Acronyms**

ABS – Australian Bureau of Statistics  
ATO – Australian Taxation Office  
BMP – Best Management Practice  
CAMP – Companion Animals Management Plan  
DA – Development Application  
DCC – Dubbo City Council  
DCDC – Dubbo City Development Corporation  
DCP – Development Control Plan  
DEC – Department of Environment and Conservation  
DEMP – Dubbo Environmental Management Plan  
DIPNR – Department Infrastructure, Planning and Natural Resources  
EMS – Environmental Management System  
EP&A Act – Environmental Planning and Assessment Act 1979  
EPA – Environment Protection Authority  
ESD – Ecologically Sustainable Development  
FRMP – Flood Risk Management Plan  
GMO – Genetically Modified Organisms  
LEP – Local Environmental Plan  
LG Act – Local Government Act 1993  
LGA – Local Government Area  
NGL – Natural Ground Level  
NVC Act – Native Vegetation Conservation Act 1997  
ORDB – Orana Regional Development Board  
OSMS – Onsite Sewage Management Systems  
PDP – Property Development Plan  
PNSW – Planning NSW  
R02 – Rural Areas Development Strategy Review 2002  
RADS – Rural Areas Development Strategy 1995 – 2015  
REP – Regional Environmental Plan  
RFS – NSW Rural Fire Service  
RTA – Roads and Traffic Authority  
SEPP – State Environmental Planning Policy