

LISMORE GROWTH MANAGEMENT STRATEGY 2015-2035



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EXECUTIVE SUMMARY

The Lismore Growth Management Strategy 2015-2035, adopted by Lismore City Council at its ordinary meeting on 12 May 2015, draws together the community's aspirations for growth and identifies land that will support population and economic growth until 2035. The Lismore Growth Management Strategy replaces the Lismore Urban Strategy 2003 (as amended), Village Development Strategy 1997 and Rural Housing Strategy 2002.

The Lismore Growth Management Strategy anticipates an increase in Lismore's population of close to 5,900 people over 20 years. In recognition of Lismore's role as a regional centre that offers great access to public and private health and education facilities, employment opportunities, shopping and recreation, the Lismore Growth Management Strategy enables the release of land that, combined with land already zoned for housing, has the potential to increase Lismore's housing stock by at least 5,000 dwellings.

The Lismore Growth Management Strategy comprises eight chapters and two appendices. The first three chapters provide the background for the Lismore Growth Management Strategy, outlining the basis for Lismore's growth along with an analysis of land suitability and the constraints and opportunities for development.

Chapter four provides the framework for growth, which sets out the principles that have guided the preparation of the Strategy, along with the strategies or actions that are proposed to meet the principles.

Chapters five and six contain the strategy for land release, which provides for housing in urban, village and rural areas, ensuring the community will continue to have access to a choice of housing and lifestyle options. These land releases are strategically located to conserve Lismore's prime agricultural land and protect areas with environmental significance.

Chapter seven outlines how land is to be serviced. The Lismore Growth Management Strategy was prepared alongside Council's Road Network Strategy and the Strategic Business Plan for Water Supply and Wastewater Services; therefore, planning for water, wastewater and road infrastructure has occurred in conjunction with the land use and development strategy.

Chapter eight outlines how the Lismore Growth Management Strategy will be implemented, including a five-year review period. The two appendices identify the matters that need to be addressed in planning proposals to rezone land for future development.

1.0 INTRODUCTION

1.1 LISMORE IN 2015

In 2015 Lismore is a thriving regional centre in the Far North Coast region of New South Wales. The Lismore Local Government Area (LGA) covers an area of 1,267 square kilometres that extends from North Woodburn in the south to the village of Nimbin and the Nightcap Ranges to the north, and from Clunes in the east to Bentley in the west.

As a regional centre, Lismore provides shopping centres, excellent health services, education and recreation facilities, regional government services and a diversity of urban, village and rural living choices. Many of Lismore's services are focused in and close to the Central Business District, which represents the commercial, recreation and social heart of Lismore.

Lismore is well placed to respond to changing trends in labour markets with future employment growth related to the health and education sectors due to the presence of Lismore Base Hospital, St Vincent's Private Hospital and Southern Cross University and planned investment in all of these facilities over the next 20 years.

Lismore's population of 44,637 encompasses different cultures, demographics and skills. The population is aging but this is not unique to Lismore, and although it presents challenges in relation to housing provision, health care and access to services, as a regional city Lismore is well placed to support the needs of all age groups with access to a diversity of housing, retail, education and health facilities, recreation and open space and employment.

The community predominantly lives in the urban area (around 65%) while around 8% live in villages and the remainder live in rural residential estates, small rural communities and on farms. Lismore's villages, 'hamlets' and rural communities were settled for a range of historical reasons and vary in population and facilities but all have a unique and strong sense of community.

Outside of the main city area, farming dominates the landscape. Farming provides not only a way of life for many but is a significant contributor to the local and regional economy and helps maintain the landscape and green spaces the community values so highly. These green spaces also support an incredible diversity of flora and fauna.

Population growth in recent years has been modest, but 20 year projections by the state government and independent economic analysis confirm Lismore's potential for population, economic and employment growth. Through its community engagement activities in recent years Council knows the community supports growth and development as this will ensure that the services, facilities, social cohesion and the diversity it values remain viable and sustainable.

The aim of this Growth Management Strategy is to ensure that the community continues to have access to affordable and appropriate housing and employment options in locations that can be serviced by sewerage, water and roads infrastructure and that protect prime agricultural and other resources, the natural environment and important landscape features.

The Growth Management Strategy achieves this aim by providing for new housing and other development to be located in or adjacent to Lismore's main urban area, which contains the majority of the LGA's services and jobs, in or in close proximity to villages that provide a range of services or in and adjacent to existing rural residential estates.

1.2 THE REGIONAL CONTEXT

Lismore is currently defined as a Major Regional Centre in the Far North Coast Regional Strategy (FNCRS) 2006-2031. The Far North Coast region covers the six local government areas of Ballina, Byron, Kyogle, Lismore, Richmond Valley and Tweed extending from the Queensland border in the north, south along the coast to Evans Head and west to Woodenbong and Tabulam.¹

The Far North Coast Regional Strategy was produced by the NSW government to provide policies and actions to address the region's projected future population growth in a sustainable manner. Map 1 is the Far North Coast Regional Strategy Map showing the Major Regional Centres and other the key planning issues in the Strategy. The vision for the region expressed by the FNCRS anticipates that:

'The Far North Coast at 2031 is expected to be characterised by a series of contained centres, a coastal area protected from inappropriate development, and growing towns and villages across the Region. A connected network of towns and villages will provide a choice of well designed housing and associated lifestyles.'

Lismore and Tweed Heads will continue to be the major regional centres, with Ballina also emerging as a major centre. Coastal towns such as Byron Bay, known as a national and international tourist destination, will have retained their village character while still providing a gateway to many regional assets and attractions. Other towns and villages such as Casino, Kyogle, Uki and Bangalow will be recognised as places offering an alternate lifestyle.

More people will be living in and adjacent to centres, close to jobs, shops, services and leisure and recreational facilities. It is planned that the transport network will be improved, particularly in urban centres, and

increased and varied employment opportunities will be available.

Areas of high environmental and landscape value such as Mount Warning and its caldera and the Coastal Area (which covers land east of the Pacific Highway and the urban areas, coastal estuary and lakes of Tweed Heads) as well as key natural resources will be protected for future generations.'

A key feature of the document is its stated goal to prevent the spread of coastal development and encourage the development of non-coastal centres (those west of the Pacific Highway). It suggests that this needs to be done by ensuring adequate land is available to accommodate projected housing, employment and environmental needs over the next 25 years.

As a major regional centre Lismore is expected to cater for its share of the 51,000 new homes anticipated to be built in the region between 2006 and 2031. About one third of these new homes is projected to be shared between Lismore, Tweed Heads and Ballina. Potential future development is expected to occur within town and village growth boundaries and proposed future urban release areas identified on sheet 4 of the Town and Village Growth Boundary Map.

The FNCRS requires that land needed beyond the time frame of a Council's Local Environmental Plan should be identified in a local growth management strategy prior to Council considering planning proposals to zone land for residential, commercial and industrial uses.

The Growth Management Strategy provides for the release of land beyond the timeframe of the Lismore Local Environmental Plan 2012 and is consistent with the vision for the Far North Coast region and the aims of the Strategy as set out on page 11 of the FNCRS.

¹ The State Government has adopted new Regions which includes Lismore in a North Coast Region that extends from Great Lakes in the south to Tweed Heads in the north. The State Government is currently preparing a Regional Growth, Infrastructure and Environment Plan that will be on public exhibition in 2015.

Map 1: Far North Coast Regional Strategy Map



1.3 THE COMMUNITY'S ASPIRATIONS FOR GROWTH

Part B of this Strategy details the community engagement Council has undertaken in preparing this Growth Management Strategy. While the community does not have a single position on Lismore's future growth, one consistent view to emerge is support for population and economic growth. The community is also clear that it wants this growth to be managed and sustainable in the longer term. The common threads that have emerged in Council's engagement with the community are captured in the table below.

What the community would like to see in 20 years	Where the community would like to see growth occur	How the community would like to see growth occur
Beauty of the natural environment maintained and enhanced.	The priority for population growth should be in Lismore urban area then in existing villages.	Be centred around existing development and services such as water, schools, shops. No development should occur where servicing (water, roads) is not feasible i.e. rural areas.
Agriculture supported with a dominant focus on food production.	The geographical expansion of Lismore urban area should be limited i.e. the concept of an 'urban fence' should be adopted	Not occur on prime (arable) agricultural land but retain this land for food production even on the fringes of the urban area.
More choice of housing including multiple occupancy, 'granny flats', smaller houses and more housing on farms.	Infill and higher density housing in Lismore including in the CBD.	Ensure potential conflict with agricultural uses is considered and managed.
The character of villages is retained but with more housing options.	Some expansion of existing villages but should not be high density.	Not occur on higher risk flood prone land.
Safe and better roads and better public and/or community transport.	There should be potential for new rural residential housing to be considered.	Protection of koala habitat and protection, extension and linking of green spaces/ wildlife corridors, both urban and rural.
No ribbon development and no large new rural residential subdivisions.	More housing should be allowed on farms or with existing clusters of houses in rural areas.	Occur at a pace that does not destroy 'our way of life'.
A vibrant CBD.	May need to 'sacrifice' regionally significant farmland adjacent to villages to allow their expansion and minimise impact of development elsewhere in the rural area.	Maintain the integrity of the rural landscape by, for example, keeping village expansion close to villages, being aware of the impact of expansion along ridgelines and maintaining buffers and green spaces between centres.
An improved tourism industry, making use of our unique environment and culture.	The growth of Lismore should not be viewed in isolation of other LGA's; instead consider how Lismore can gain from the growth of Ballina.	In a way that does not dominate the ridgelines/view lines.
A vibrant local food industry ensuring food security for the region.		Occur by planning with community, intelligence & transparency.
Affordable and easily accessible health services.		

1.4 THE ROLE OF THE GROWTH MANAGEMENT STRATEGY

The Growth Management Strategy (GMS) is an important tool for Council and the community to achieve some of their aspirations for sustainable growth by ensuring that development is planned and located in areas that have minimal constraints and can be serviced with necessary and appropriate infrastructure.

The role of the GMS is to identify land that is potentially suitable for development in the medium to long term for a range of housing, commercial and industrial purposes that can accommodate future population and employment growth. The GMS defines the preferred pattern of settlement (e.g. urban, village, rural) and identifies areas that are constrained for development or are resource areas, such as prime agricultural land, and need to be retained for that purpose. The GMS also identifies issues the community believes are important in managing the way development occurs and to define what is important to conserve, for example, views and landscape character.

This GMS replaces Lismore's Urban, Village and Rural Housing Strategies, which have guided the location of new urban, village and rural housing development for more than 10 years. These Strategies reflected the comprehensive strategic planning and extensive consultation undertaken by Council in the 1990s that endorsed growth options that favoured consolidating existing developed areas.

The GMS precedes site or locality specific proposals to rezone land, usually from a rural zone to an urban zone, modify minimum lot sizes to enable increased subdivision or to rezone land from one type of urban zone to another, for example, a general residential zone to a medium density residential zone.

The Local Environment Plan is the key mechanism for delivering the release of land identified by the GMS. Lismore LEP 2012, made in February 2013, zoned sufficient land to meet demand for residential, commercial and industrial uses for at least the next 10 years. The LEP will be progressively amended in accordance with the GMS as landowners or Council submit Planning Proposals for land to be rezoned.

The GMS has been prepared alongside Council's Road Network Strategy and the *Strategic Business Plan for Water Supply and Wastewater Services*, which has allowed planning for infrastructure to occur in conjunction with the land use and development strategy.

1.5 TIMEFRAME OF THE GROWTH MANAGEMENT STRATEGY

Identifying sufficient land to meet projected requirements for future residential, commercial and industrial development has to occur within a timeframe that takes into account longer term considerations such as infrastructure planning and provision. This Strategy therefore has a 20 year timeframe, which is consistent with the timeframes for Council's adopted Road Network Strategy and the Strategic Business Plan for Water Supply and Wastewater Services.

As it is difficult to project with complete accuracy population growth and needs out to 20 years, it is important that the GMS is reviewed periodically. This strategy will therefore be reviewed (and amended as required) every five (5) years. Ideally this will coincide with the release of five yearly census figures. It is noted that, while the strategy has a 20 year time frame from 2015 - 2035 in terms of reported data it lines up with census years (2011, 2016, 2021 etc).

1.6 STRUCTURE OF THE GROWTH MANAGEMENT STRATEGY

This Strategy commences with an analysis of the foundations for Lismore's growth and the suitability of land for development in Chapters 2 and 3, providing the rationale for the proposed land release areas and other actions identified in Chapters 5 and 6. Chapter 4 presents the growth management framework and principles that guided the preparation of the GMS and the assessment of proposals for inclusion of land for future development.

2.0 THE BASIS FOR GROWTH

2.1 INTRODUCTION

This Chapter outlines the basis for the continued growth of Lismore, providing key data on population, dwelling and employment projections along with an analysis of associated land supply requirements and the suitability of land to support new development. It provides the rationale for Council’s proposed land release areas. Part B of the Growth Management Strategy contains background data and supporting information for the Strategy.

2.2 LISMORE AS A MAJOR REGIONAL CENTRE

One of the fundamental foundations for the growth of Lismore is its status as a regional centre. Its role as a Major Regional Centre, as defined in the Far North Coast Regional Strategy 2006-2031, is evident in its health and education facilities, shopping centres, regional and local sport and entertainment facilities, including a regional theatre company, along with its employment growth potential and the diversity of housing and lifestyle options it offers. Lismore’s proximity to the coast and an emerging regional centre

in Ballina also provide advantages that will enhance Lismore’s future growth as a major regional centre.

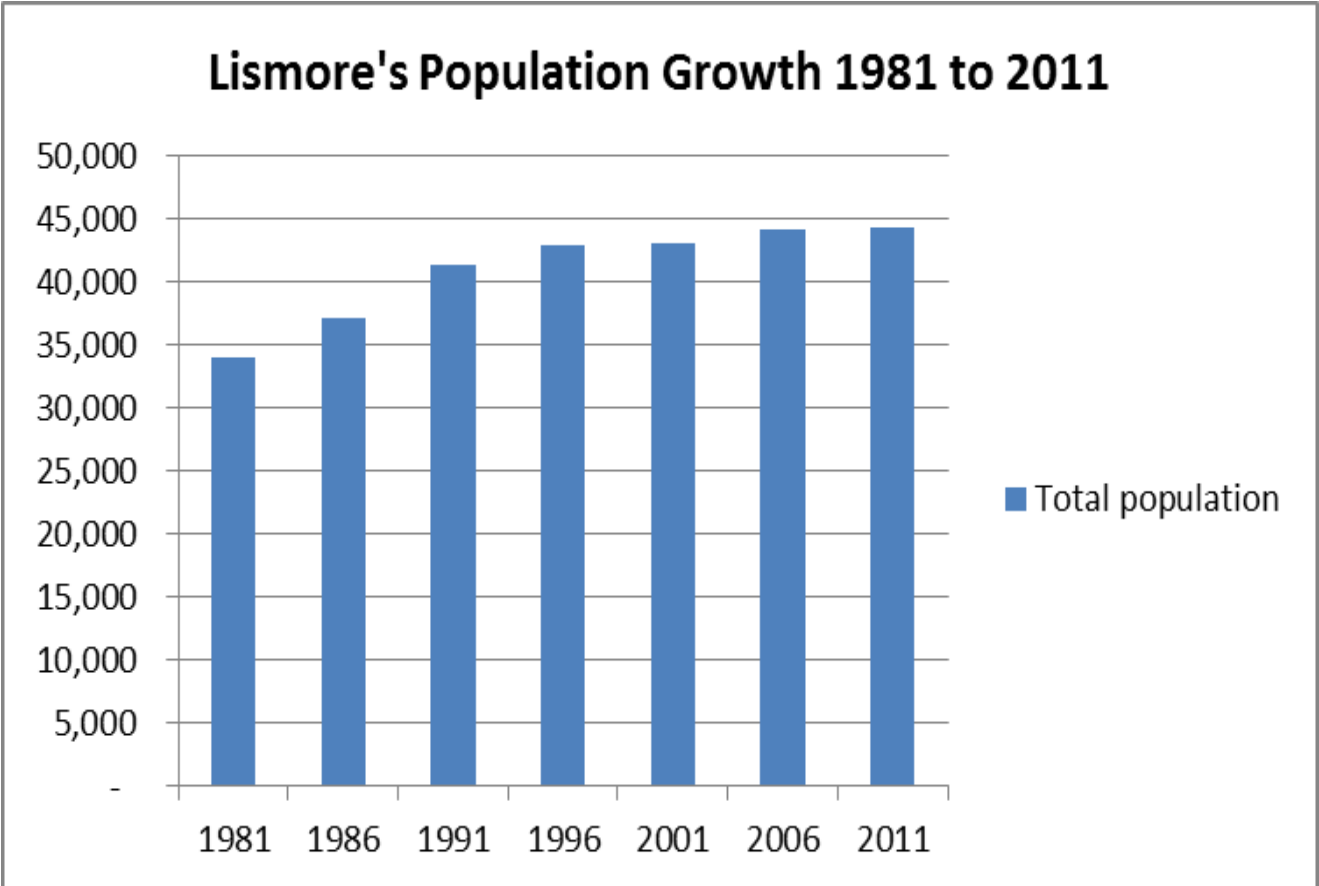
2.3 POPULATION GROWTH AND PROJECTIONS

2.3.1 Recent Population Growth

Lismore’s estimated resident population in 2011 was 44,350. In the 10-years from 1981 to 1991, Lismore experienced considerable population growth, increasing by 7,365 people in that time or by 21.6%. However, since 1991 Lismore has experienced lower population growth, increasing by around 3,190 people, less than half the growth of the previous decade. This equates to a growth rate of less than 1% per annum. Between 2001 and 2011 the growth rate was less than 0.5% per annum in some years, partly influenced by large scale economic changes such as the global financial crises and by a preference for coastal living by those moving to the far north coast region.

The graph in Figure 1 below depicts the scale of the changes in total population figures.

Figure 1: Population Growth in Lismore 1981 - 2011



2.3.2 Population Projections

Population projections are necessary to inform estimates of land and housing needs and infrastructure provision along with planning for other facilities such as schools and parkland and an analysis of physical and environmental capacity. Projections are not the same as targets.

While the previous section demonstrated that Lismore’s population growth in the past 10 years has at times been low, it is predicted that the rates of growth will increase due to expanding employment and business opportunities associated with Lismore City’s role as a regional employment centre and the

expansion of the Base Hospital and Southern Cross University. Growth is also anticipated as a result of people relocating from nearby coastal areas where the cost of housing is becoming less affordable for some.

In May 2014 the Department of Planning and Environment (DP&E) released its final 20 year population projects for the State and Local Government Areas. These projections show that by 2031 Lismore’s population is projected to grow to 50,200. The projections, included in Table 1 below, indicate that Lismore’s population will increase at a higher rate in the 10 years from 2011 to 2021 than the years following to 2031.

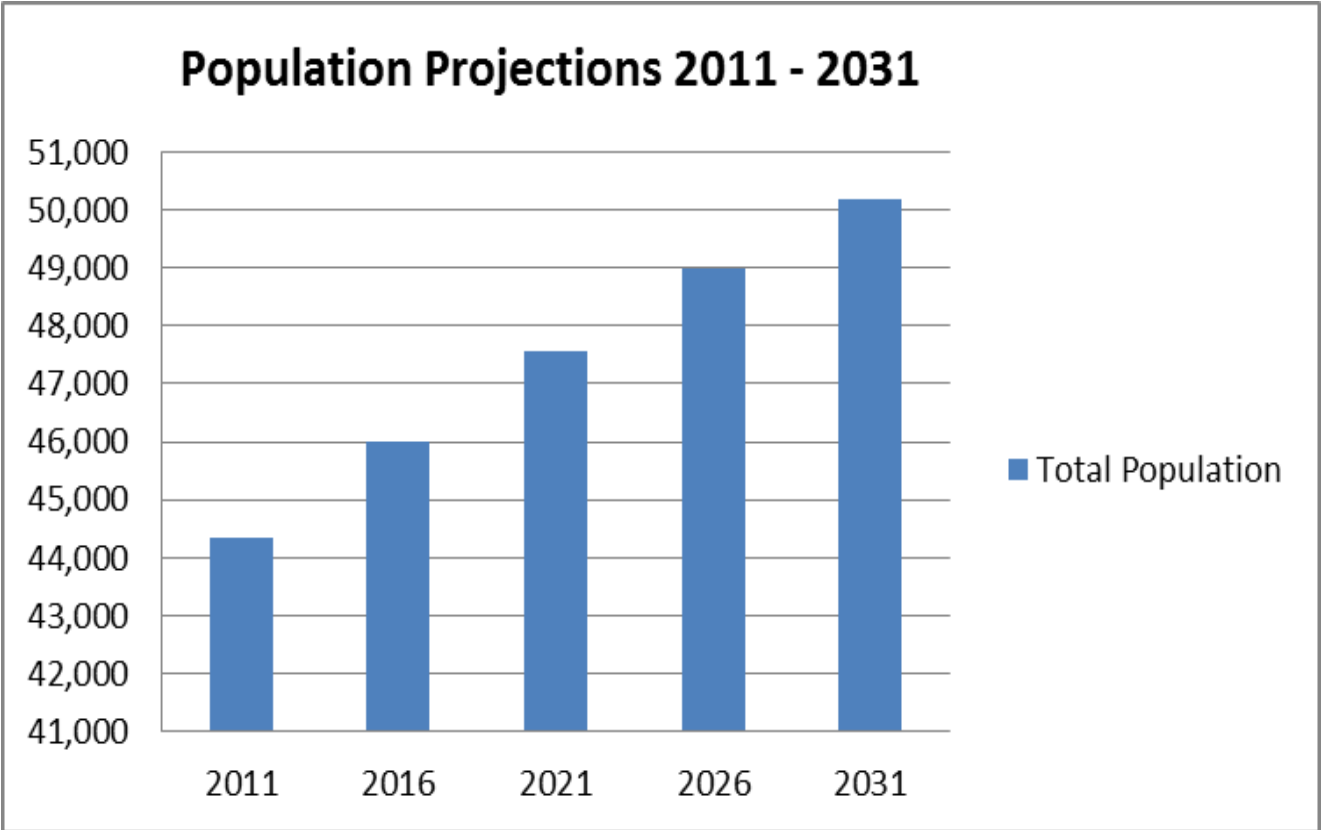
Table 1: Population Projections Lismore 2011-2031

Year	Population	% growth p.a.	Extra persons p.a.
2011	44,350		202
2016	46,000	0.7	330
2021	47,550	0.7	310
2026	49,000	0.6	290
2031	50,200	0.5	240

Source: NSW Planning and Environment: New South Wales State and Local Government Area Population, Household and Dwelling Projections: 2014 Final

The graph in Figure 2 below depicts the projected steady increase in population over 20 years.

Figure 2: Population Projections for Lismore 2011-2031



2.3.3 Key Demographic Trends and Projections

Lismore, like many other cities, towns and regions, is experiencing an aging population. By 2031 close to 25% of the population will be aged 65 and over compared to just over 14% in 2011. It is also projected that lone person households will comprise 28% of all households and couples only will comprise

29%. This means more than half of households in 2031 will be 1 and 2 person. This is evident in the declining average household size, which is projected to continue decreasing from 2.43 in 2011 to 2.31 in 2031.

Tables 2 and 3 below show the population projections in age groups and projected households.

Table 2: Age Group Projections for Lismore 2011-2031

Age Groups	2011	2016	2021	2026	2031
0-14	8,700	8,600	8,700	8,850	8,950
15-29	8,350	8,700	8,400	8,350	8,300
30-49	11,350	11,200	11,450	11,750	12,000
50-54	9,550	10,000	9,750	9,400	9,150
65+	6,300	7,600	9,150	10,650	11,750
Total	44,350	46,000	47,550	49,000	50,200

Source: NSW Planning and Environment: New South Wales State and Local Government Area Population, Household and Dwelling Projections: 2014 Final

Table 3: Household Projections for Lismore 2011-2031

Household Types	2011	2016	2021	2026	2031
Couple only	4,650	5,200	5,600	5,900	6,150
Couple with children	4,850	4,850	4,950	5,050	5,100
Single parent	2,350	2,400	2,450	2,500	2,550
Other family households	200	200	200	200	200
Multiple-family households	200	250	250	250	250
Total family households	12,250	12,850	13,450	13,900	14,250
Lone person	4,600	4,950	5,300	5,600	5,950
Group	950	1,000	1,000	950	950
Total non-family households	5,550	5,950	6,250	6,600	6,900
Total Households	17,850	18,800	19,700	20,500	21,150
Implied Dwellings	19,450	20,450	21,450	22,300	23,050
Average Household Size	2.43	2.39	2.36	2.33	2.31

Source: NSW Planning and Environment: New South Wales State and Local Government Area Population, Household and Dwelling Projections: 2014 Final

The importance of these figures is in the significant increase in older age groups and in lone person and couple only households in comparison to other age groups and households, which has implications for housing provision, both in total number of

dwellings and in the diversity of available housing. The figures above project an additional 3,300 households over a 20 year timeframe with an extra 3,600 dwellings required to house the increase.

2.4 HOUSING

2.4.1 Housing Needs

The Lismore Housing Strategy 2012 provides a thorough analysis of housing needs in the Lismore LGA and actions aimed at addressing these needs. The GMS cannot address all housing issues faced by the community, especially those that require targeted and concerted action to respond to needs of particular groups. However, the GMS is able to respond to the highest priority issue, which

is to facilitate increasing the supply of housing and the diversity of housing stock across a range of markets.

In 2011 84% of Lismore's housing was in the form of separate houses although, as shown in Tables 4 and 5 below, this percentage changes in the rural areas where housing is almost entirely made up of separate houses (almost 97% of housing); in Lismore urban around 21% of housing consists of flats, town houses and dual occupancies.

Table 4: Number of Separate Houses in Urban and Rural Lismore 2011

Area	Number of houses	Total private dwellings	% of total
Rural Lismore (includes Richmond Hill)	6,265	6,477	96.7
Urban Lismore	9,201	11,957	77.0
Lismore LGA	15,487	18,467	83.9

Source: ABS, Census of Population and Housing 2011. Compiled and presented in atlas.id by .id.

Table 5: Number of Medium density dwellings* in Urban and Rural Lismore 2011

Area	Number of medium density	Total private dwellings	Percent %
Rural Lismore (includes Richmond Hill)	46	6,477	0.7
Urban Lismore	2,441	11,957	20.4
Lismore LGA	2,487	18,467	13.5

*Medium density means townhouses, terraces, villa units & semi-detached dwellings, flats in 1 and 2 storey blocks and flats attached to houses.

Source: ABS, Census of Population and Housing 2011. Compiled and presented in atlas.id by .id.

Table 6: Number of Bedrooms per Dwelling 2011

No. of bedrooms	Number of dwellings	% of dwellings
0 or 1 bedrooms	983	5.8
2 bedrooms	3,055	18.0
3 bedrooms	7,531	44.4
4 bedrooms	3,724	22.0
5 bedrooms or more	918	5.4
Not stated	750	4.4

Source: ABS, Census of Population and Housing 2011. Extracted from data compiled and presented in atlas.id by .id.

As seen in Table 6, just under 24% of Lismore's dwellings had 1 or 2 bedrooms and 81% had 3 or more bedrooms. This did not match the number of people per household with 63% of households in 2011 comprising 1 or 2 people and 37% of dwellings occupied by 3 or more people.

Declining household occupancy rates in the past 20 years are expected to continue to decline as shown in Table 3 above, which is largely due to ageing of the population, declining fertility levels, increasing single parent households and preferences for living in smaller households. It is anticipated that this could lead to a demand for more one and two bedroom dwellings although this is by no means certain as many people also chose to remain in their dwellings as they age, regardless of the size of the dwelling, for family and community reasons.

Having said this, a greater provision of smaller housing types will also assist in addressing purchase and rental affordability issues currently faced by low to moderate income households and will have an overall positive influence on housing affordability. Smaller forms of housing can also contribute to sustainable urban growth through infill opportunities and better utilisation of Greenfield areas.

There is potential for an increased mix of housing in the urban Greenfield release areas and Council has been working with land owners and developers to achieve this diversity through reductions in infrastructure contributions and adoption of development control plans or structure plans that show how this will be achieved, for example, at North Lismore Plateau.

2.4.2 Demand for Housing

According to ABS census data, an additional 775 dwellings (private) were added to Lismore's housing stock between 2006 (17,692) and 2011 (18,467) which is an average of 155 dwellings a year. Tables 7 and 8 below provide dwelling approvals and lots created by subdivision between 2003 and 2013 in the LGA. Table 7 shows that an average yearly approval of 155 dwellings and that approximately 63% of dwelling approvals

were within the Lismore urban area, 8% within a village zone, 12% within a rural residential zoned area and 17% elsewhere in the rural zone. These housing approval distribution figures match the current overall population distribution in the LGA with 63% of the population living within the Lismore urban area and 37% living within village and rural areas.

Table 7: Dwelling Approvals in Lismore LGA 2003-2013

Year	Urban	Village	Rural Residential	Other Rural	Total
2003	116	19	28	30	193
2004	161	24	22	42	249
2005	103	19	31	28	181
2006	82	11	16	37	146
2007	106	12	18	34	170
2008	78	9	14	23	124
2009	121	10	17	23	171
2010	84	3	8	8	103
2011	54	10	24	13	101
2012	42	8	12	21	85
2013	18	0	4	3	25
Total	965	125	194	262	1548

Source: LCC dwelling approval data.

Table 8: Residential Lots Created in Lismore LGA 2003-2013

Year	Urban	Village	Rural Residential	Other Rural	Total
2003	148	19	27	11	205
2004	85	24	16	19	144
2005	133	19	25	2	179
2006	86	11	4	0	101
2007	30	12	0	6	48
2008	71	9	20	3	103
2009	50	10	7	7	74
2010	54	3	24	0	81
2011	4	10	21	0	35
2012	2	12	12	0	26
2013	6	0	0	0	6
Total	669	129	156	38	992

Source: Subdivision certificate data LCC

The higher number of dwelling approvals than new lots created in the Lismore urban area partly reflects dual occupancy and multi-unit dwelling approvals which represented 20% of approvals. As there is a general time lag of 1 to 3 years from the date new lots are created to the date of dwelling approval, the decline in the rate of new additional lots created in recent years in the urban area could result in dwelling shortages in the coming years, if the population continues to grow.

2.4.3 Housing Projections and Targets

Far North Coast Regional Strategy Housing Targets

The Far North Coast Regional Strategy (FNCRS) 2006-2031 established 'dwelling targets' for each local government area in the region that councils would need to accommodate through release of land in local environmental plans and local growth management strategies. The dwelling target for Lismore is an additional 8,000 dwellings between 2006 and 2031². The FNCRS also aims to achieve a

² The proposed North Coast Regional Growth, Environment and Infrastructure Plan is likely to adopt a lower housing target for the Lismore LGA.

greater diversity of housing stock and establishes a density target that Councils should seek to achieve with 60% of new dwellings comprising detached houses and 40% multi-unit dwellings.

Dwelling approval data since 2006 (refer section 2.4.2) indicates that the target of 8,000 new dwellings by 2031 is unlikely to be met. This target also does not consider the implications of infrastructure provision to support the housing. The proportion of multi-dwelling units approved since 2006 is also below the target of 40% for multi-unit dwellings and accounts for around 20% of all dwellings approved.

Planning and Environment Dwelling Projections

The Household and Dwelling Projections released by DP&E in May 2014 and included in Table 3 in section 2.3.1 above project that an additional 3,600 dwellings will be required to house the projected increase in Lismore's population of 5,850 in the next 20 years. These figures also indicate that 200 dwellings a year are required in the first 10 years.

These projections clearly differ from the dwelling targets in the FNCRS. One reason is related to updated and revised population data but the projections also reflect assumptions about demographic change, such as fertility and migration rates. Targets adopt a number based on assumptions about growth in the region and the role of centres to support an increase in dwelling numbers.

2.4.4 Supply of Land for Housing

A diversity of housing and lifestyle choices is available in Lismore and residents have access to a choice of urban, village, rural residential or farming lifestyles. The areas zoned for urban, village and large lot housing, along with approved rural landsharing communities are shown on Maps 2 and 3. In addition the Lismore LEP nominates areas that have 'potential' for rural landsharing community development. Table 9 below provides data on the supply of land zoned for residential development in the LGA in 2014.

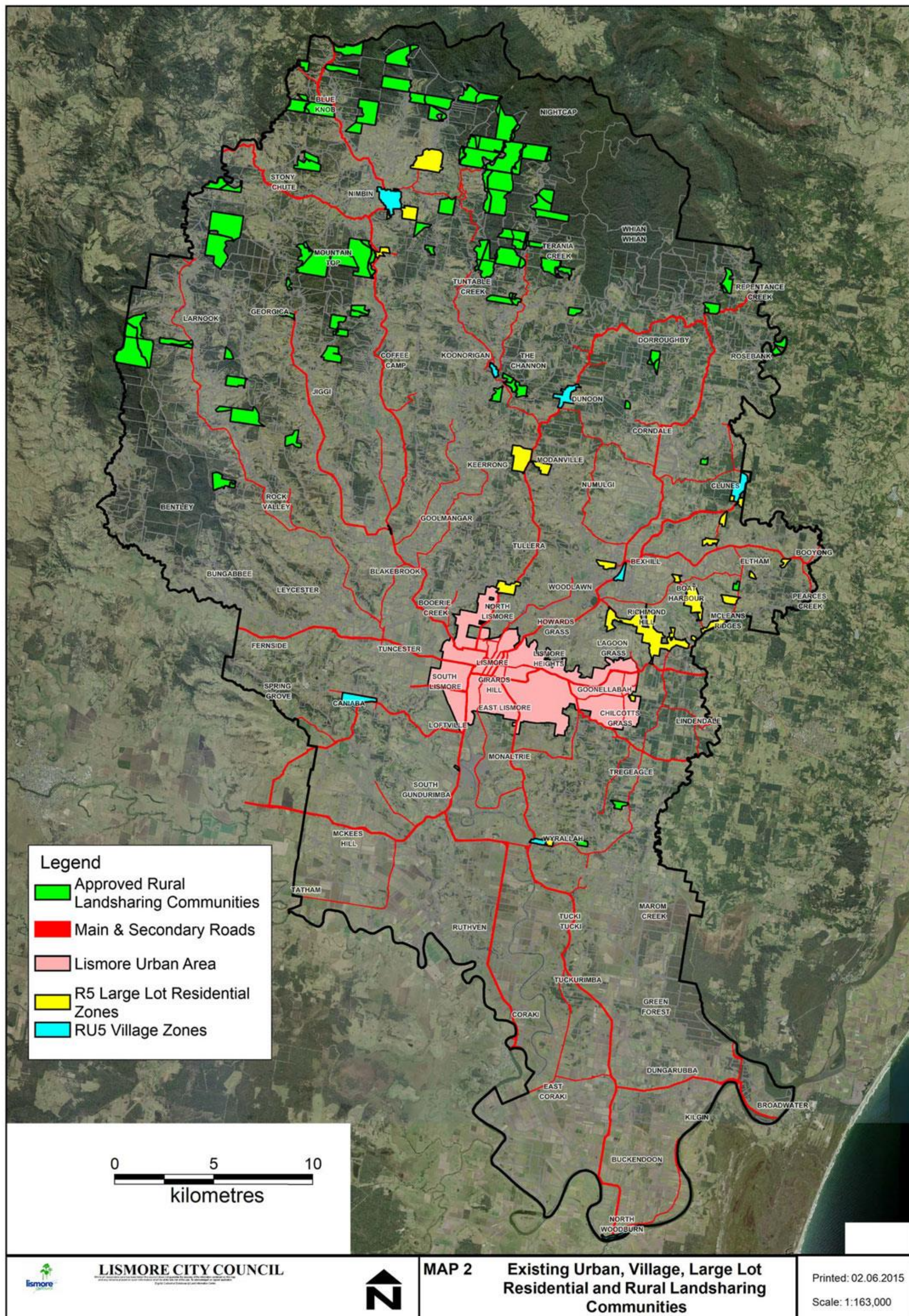
Table 9: Current Urban, Large Lot and Village Residential Land Supply in the LGA

Zone	Total Zoned Land (hectares)	Developable Land (hectares)	Potential Lots	Potential Dwellings
R1 General Residential	1,435ha	394ha	2,602	3,122
R5 Large Lot Residential	1,020	160	130	130
RU5 Village	378	120	365	385
Total	2,833	674	3,097	3,637

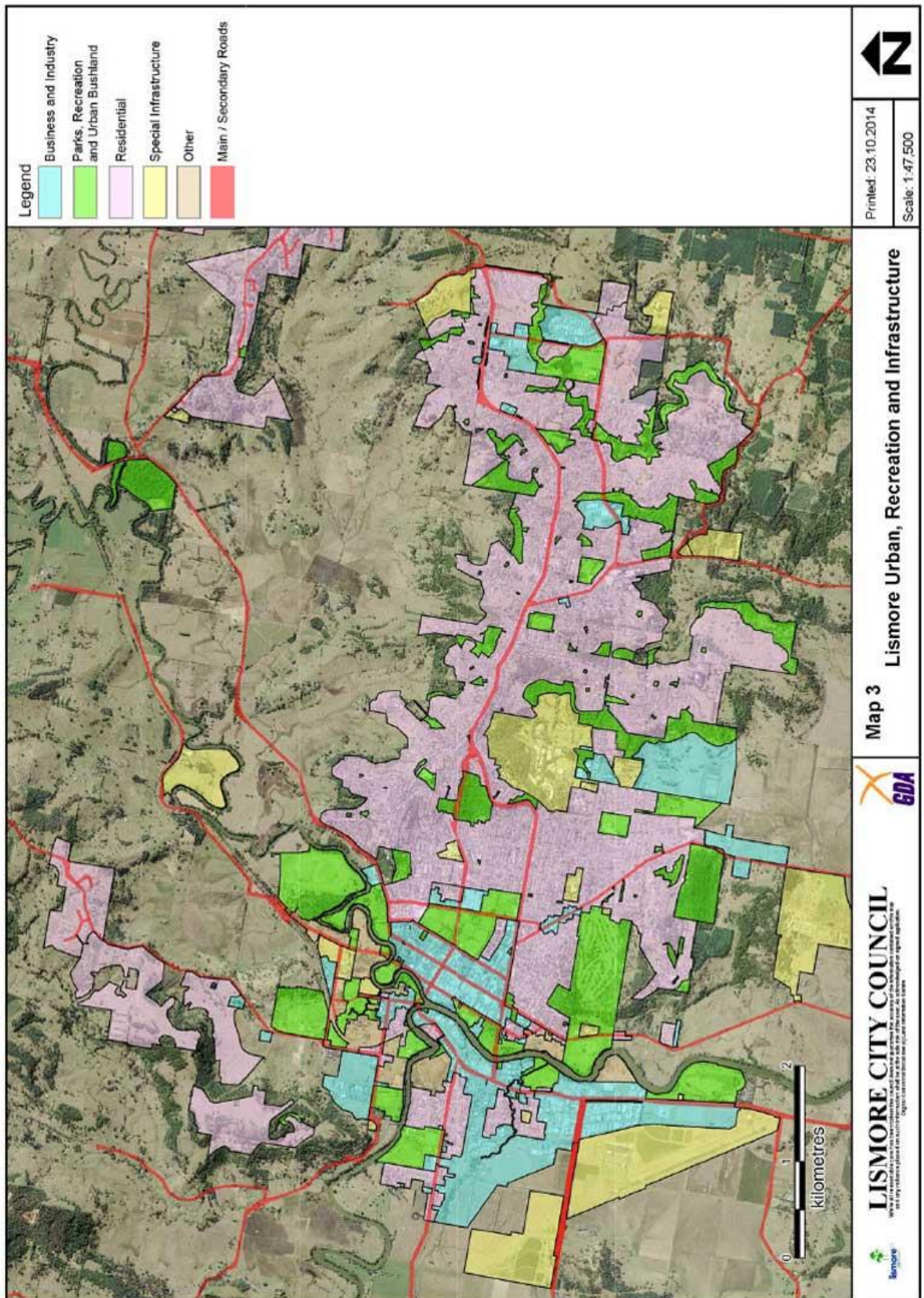
Notes:

1. Does not include R2 Low Density Residential as this applies to high flood risk land on which there is little or no potential for additional subdivision.
2. Potential R1 dwellings assumes 20% of lots are medium density. This is based on approval rates in the past 10 years and assumptions that a portion of these lots will only accommodate a single dwelling based on topography & market preference.
3. R5 lots and dwellings are based on subdivision/LEP rezoning approvals & an assumption that 1 hectare per lot is achieved after a 20% discount is applied for roads, drainage etc. Also assumes 1 dwelling per lot.
4. RU5 lots and dwelling numbers are based on subdivision approvals and an assumption of a lot size of 2,500m² in the non-sewered villages and include a small allowance for multi-unit dwellings in Nimbin.
5. These figures do not include the supply of land for Rural Land Sharing Community development

Table 9 indicates that there is an adequate stock of zoned land in the LGA to meet the total 20 year dwelling projections made by the DP&E. However, separate analysis of supply and demand for village and rural residential housing shows that the supply of land for village housing is largely concentrated in two (2) villages and there is insufficient land zoned to meet estimated demand for large lot residential housing over the timeframe of this strategy. This is further discussed in sections 2.4.6 and 2.4.6 below.



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2.4.5 Urban Housing

As seen in Table 7 above 63% of dwelling approvals in the ten years to 2013 occurred in the Lismore urban area. 85% of these were approved in Goonellabah, which reflects the availability of zoned and serviced land. The rezoning of land at the North Lismore Plateau, anticipated to accommodate at least 1,500 new lots, should see the City expand in a north-westerly direction.

If the proportion of approvals and existing spatial growth is maintained, 2,270 of the DP&E projected 3,600 dwellings would be accommodated in the Lismore urban area.

Map 2 shows the extent of land zoned for residential development in the Lismore urban area. Apart from land at North Lismore Plateau, to the north-west of the CBD, much of the vacant zoned land is to the south of Ballina Road. There is evidence that there is a strong demand for housing on the northern ridges (north of Ballina Road) on land that enjoys good views and aspect and is relatively level; however there is a limited supply of vacant zoned residential land in this area.

To meet this demand, land in Trinity Drive was considered for rezoning in the Lismore LEP 2012 but site constraints meant that its inclusion was deferred. Additionally, a rezoning application for the rural residential subdivision of land in Pineapple Road did not proceed and was instead nominated for urban residential housing in an amendment to the 2005 Lismore Urban Strategy. The future development of these areas will respond to the demand for housing on the northern ridges. Refer to Chapter 5 for further details.

2.4.6 Village Housing

The Far North Coast Regional Strategy 2006-2031 (FNCRS) describes the region as, 'a region of villages' and defines a village as a place that is relatively small and a stand-alone settlement. A village generally has a small vibrant mixed use commercial, retail and residential precinct at its centre surrounded by small-scale residential development.

Lismore's villages currently accommodate around 8% of Lismore's population although

Nimbin in particular services a much larger population catchment. Community engagement to date shows that villages offer an attractive lifestyle for some and should continue to be supported with increased housing options.

Lismore's Village Development Strategy adopted by Council in 1997 was updated and edited in 2002 but a full-scale review was not undertaken due to the '*relatively static residential population levels that had been maintained in the previous decade*'. The Strategy identified likely expansion areas for some villages and determined that the maximum population of a village should be around 1,000 people. Since then, there has only been one (1) application to Council to rezone land in the identified expansion areas, at Bexhill, which was adopted by Council for state government 'Gateway' approval in May 2015, and none of the villages have populations of 1,000 people. Most of the Local Environmental Plan (LEP) zoned villages are not capable of reaching this figure.

For the purposes of this GMS, a Village in Lismore refers to those zoned RU5 Village in the LEP 2012. Localities described as 'hamlets' in the 1997 Strategy are not further analysed for their village or other development potential. The nine (9) villages are Bexhill, Caniaba, Clunes, Dunoon, Nimbin, North Woodburn, The Channon, Wyrallah and Goolmangar as shown on Map 2. Some of these villages have limited or no ability to expand due largely to physical constraints, such as steep slopes or flooding, the location of prime agricultural land or the ability to dispose of wastewater.

Village Dwelling Approvals

In the 10 years from 2003-2013 125 dwellings were approved in the villages. This represents 8% of dwelling approvals across the LGA and, if it is assumed that all dwellings were constructed, an increase of 316 people (with an assumed average occupancy of 2.53 per dwelling). This confirms that population increases in the villages have continued to be modest.

Demand and Supply of Village Housing

To gauge the demand for village housing for the purposes of determining the extent of any future expansion of villages, Mike Svikiš of MikeSvikišPlanning, was engaged by Council in October 2013 to undertake a review of demand and supply along with a market survey. The details of that review are included in Part B of the Strategy.

In summary, the review found that there is 120 hectares of zoned land in the villages that is suitable for development, and this is sufficient to satisfy demand for the next 20 years if demand for village zoned land is assumed to continue as it has in the past and demand per year is assumed to be a constant. The data shows that the zoned RU5 areas that have significant capacity are at Nimbin and Caniaba, with smaller areas at Clunes and Dunoon. These villages contain all of the zoned but unsubdivided land after 'discounting' has been applied.

This supply of zoned land could yield up to 365 dwellings, assuming one dwelling per allotment and a lot size of 2,500m² in Clunes and Dunoon.

Village Housing vs Large Lot Residential

In September 2014, Council adopted a standard minimum lot size for villages without reticulated sewerage, that is, all villages apart from Caniaba, Nimbin and North Woodburn. This could blur the distinction between traditional village lots and rural residential lots and make a separate assessment of demand and supply for these housing types academic to some extent, although there is a different lifestyle choice in villages compared to rural residential estates.

Potential for Village Expansion

While the above supply and demand analysis indicates there is sufficient land to meet the demand for village housing, in the interests of providing greater housing choice and to support the villages that have limited remaining supply there should be potential for some villages to expand. However, the development of villages remains contingent upon the ability to provide an adequate water supply to meet the demands of any

population, along with the necessity for either adequate on site disposal of effluent, or stand-alone package sewage treatment plants. Issues in relation to the villages' water supply and sewerage infrastructure for potential or expanded villages are identified in section 2.6.

Village expansion is also restricted by physical constraints, notably steep topography and flooding, the presence of prime agricultural land and the community's preference for village expansion to be contained to retain the character of village life. These constraints mean that most villages have an upper limit for expansion in the foreseeable future. There is no potential for expansion of Goolmangar and North Woodburn; therefore these villages are not discussed further in this Strategy. More detail is included in Part B of the Strategy.

2.4.7 Rural Housing

In 2012 the estimated resident population in rural areas (outside villages and the Lismore urban area) was around 27% of Lismore's population. The rural community live on farms, in rural residential 'estates', on small lots that are effectively rural residential/rural lifestyle lots (although the land may not be zoned as such) or in rural land sharing communities.

In the ten years to 2013, 456 dwellings, representing 29% of all dwelling approvals, were approved outside the Lismore urban area and villages. More than half were in the rural zone (that is, outside a rural residential zoned area), where there is also now an option to have a second dwelling with increased flexibility on its location on the property (detached dual occupancy).

It is difficult to accurately predict the general demand for rural housing as it is influenced by factors that include population growth in general, lifestyle choices, relative costs of rural housing compared to village or urban housing and access and distances to employment and facilities. A choice of rural housing options is available in Lismore as discussed briefly below:

Existing Allotments

Many individual land portions were in separate ownership prior to planning controls. These “existing holdings” are eligible for separate dwellings, although there are few vacant existing holdings left within the Lismore LGA. These existing holdings typically range in area from 2ha to 20ha. They will not add a significant amount to the supply of housing.

Allotments that exceed the minimum lot size for subdivision in the RU1 zone (40 hectares and 20 hectares) have the potential to be subdivided to create additional lots with a dwelling ‘entitlement’. These will also not add a significant amount to the supply of housing.

Dual Occupancy

Since 1992 rural landowners have been permitted to alter or add to their existing dwelling to create a dual occupancy. Prior to an amendment to the Lismore LEP 2012 in 2013 the dwellings were required to be attached. Between 2008 and 2013 only 4 applications were approved by Council. The requirement for dwellings to be attached could have led to this low demand for rural dual occupancy.

The Lismore LEP 2012 was amended in 2013 to permit (with consent) landowners in the RU1 Primary Production zone to construct another dwelling either attached or detached from the existing dwelling. Since the amendment was made 14 applications have been received, although 40% of these have been for existing unauthorised dwellings. While it is not possible to predict the demand for this form of housing the potential supply of land is extensive and over time it is anticipated that the increased flexibility will lead to an increase in the amount of housing in the rural zoned areas. Council will monitor the take-up of detached rural dual occupancy over the next five (5) years to establish how the market is responding to this new opportunity for rural housing.

Rural Residential Estates

All residential living in the rural zone that is not associated with farming is ‘rural residential’ housing. Rural residential housing

is the use of rural land for predominantly residential purposes as opposed to rural housing where agriculture is the primary land use and the dwelling is ‘ancillary’.

Residents of rural-residential estates for the most part rely on Lismore for employment, are generally seeking a rural ambience and greater living space but generally expect many services typical of urban areas, including reticulated water and electricity, garbage collection, mail delivery, sealed roads and public transport. Almost all rural-residential development in Lismore comprises individual allotments on separate Torrens Title.

Rural residential living occurs on a range of lot sizes, commonly ranging from 2,000m² to 10ha used for residential purposes, with virtually no agricultural component. For the purposes of this Strategy, rural residential development refers to ‘estates’ that are within defined large lot residential zones where lot sizes of 3,000m² to 1 ha are most common. The existing R5 Large Lot Residential zoned land is shown on Map 2.

Demand and Supply of Rural Residential Housing

Along with village housing, Mike Svikis of MikeSvikisPlanning, was engaged to undertake an independent review of demand and supply of land for rural residential development including a market survey. The details of that review are included in Part B of this Strategy. In summary, the review found that around 341 hectares of the 1,020 hectares zoned R5 Large Lot Residential is in allotments large enough to have further subdivision potential with further analysis of constraints showing that only 160 hectares of this has the capability to be further subdivided. This could yield around 130 lots (107 of these are currently ‘approved’).

Based on an assessment of anticipated demand of 26 hectares per year there is 5-6 years supply of R5 zoned land remaining. Over the long term (20 years) the demand in terms of land area is projected to be 598 hectares, less the existing supply of 160 hectares, leaving potentially 438 hectares to be identified for the timeframe of the Strategy.

Identifying this amount of land will depend on the suitability determined by the constraints analysis contained in Chapter 3.

The developers' forum and the market survey indicate that the rural residential land that sells well is characterised by views, water, level (but not flood prone), within 1.5 kilometres of a town or at least less than 20 minutes' drive, serviced by sealed roads, power, garbage, water and mobile phone coverage.

Rural Landsharing Communities

Intentional communities, also known as Multiple Occupancy or Rural Landsharing Communities (RLCs) became widely established after the 1973 Aquarius Festival was held in Nimbin. RLCs provide the opportunity for shares or joint ownership of rural land, generally without subdivision. A share in a community does not provide individual land title, which can present challenges for individuals seeking finance or succession planning, but has been a key attraction for those seeking a shared or communal way of living.

Since 1980 when the first RLCs were approved by Council, 76 applications have been approved. These range in size from Billen Cliffs, which has 102 dwelling sites to small communities with only three (3) dwelling sites. The vast majority of RLCs are in the north-western part of the LGA in the vicinity of Nimbin and The Channon.

Demand and Supply of Rural Landsharing Community housing

It is difficult to predict demand for housing provided on RLCs given the unique nature of the form of development. Many of these factors are unquantifiable and unpredictable. Individual or group decisions regarding lifestyle, social, cultural and environmental aspirations will influence the demand and need for a supply of land and dwelling sites suitable for future rural landsharing communities. These variables will influence the 'take-up' rates for vacant or undeveloped sites on existing multiple occupancies.

Over the 10 years from 2003 to 2013 Council approved five (5) applications for new RLCs

with 23 dwelling sites. An analysis of potential demand provides an estimated demand for new RLC dwelling opportunities at between 2 to 5 per year, or 40 to 100 dwellings over the next 20 year period. With an average land requirement of 8.5 hectares for each new rural dwelling, 40 new RLC dwellings will require 340 hectares, and 100 new rural dwelling opportunities will require 850 hectares.

The LEP 2012 Potential Rural Landsharing Community Development Map in Lismore LEP 2012 identifies approximately 19,000 hectares as potential RLC land when the demand is estimated at a maximum figure of 850 hectares over the next 20 years. MikeSivikisPlanning states, "*...there is a major oversupply of this type of land and there is no chance of it being exhausted in the timeframe of Council's Growth Management Strategy.*"

The LEP 2012 map is a result of constraints and location suitability analysis undertaken for the Rural Housing Strategy 2002, modified to exclude State and Regionally Significant farmland. Similar to the process for identifying localities for rural residential subdivision, this approach commences with a land suitability analysis followed by consideration of economic and social factors. The areas considered suitable for RLC expanded to a four (4) kilometre catchment of the following nominated social or infrastructure services and having a suitable means of primary and secondary access:

- A rural primary school
- Shops
- Community hall
- Existing RLCs exceeding 25 approved dwelling sites
- Two or more existing adjoining RLCs where the number of approved dwellings sites exceeds 25.

Joint Ownership vs Community Title

As noted above, a share in a community does not provide individual land title³, which can present challenges for individuals seeking

³ The exception in Lismore LGA is Billen Cliffs which is a strata title subdivision.

finance or succession planning. Community title subdivision of RLCs enables members of an RLC to acquire individual certificate of title while remaining a member of a community, which enables the interest to be mortgaged, transferred or inherited.

Council has traditionally not permitted the community title subdivision of proposed or existing RLCs. The Lismore LEP only permits community title subdivision if any resulting lots are not less than the minimum lot size for RU1, which is either 20ha or 40ha. The majority of existing RLCs have no subdivision potential.

The ability to obtain community title is not just beneficial for individuals but provides a more equitable rating structure as RLCs not under community title are rated as one rural allotment regardless of the number of dwelling sites whereas under community title rating is based on the dwelling lots (neighbourhood lots).

Identifying Areas for New Rural Residential and Rural Landsharing Community Housing

The assessment of supply and demand for rural residential and rural landsharing community housing did not include an analysis of land that would be suitable for these forms of development, which requires an assessment of physical and resource constraints along with an analysis of location suitability. The approach adopted by the 2002 Rural Housing Strategy for identifying suitable and locations is still generally valid although modifications are made to the criteria relating to proximity to social infrastructure and road access. Sections 2.6 and 2.7 below analyse infrastructure and service availability and chapter 3 expands on land and location suitability constraints.

2.5 EMPLOYMENT LANDS

2.5.1 Employment Projections

An analysis undertaken by Hill PDA in 2013 concluded that there is much potential in the Lismore LGA to increase employment over the next 20 years as a result of a growing population, a well qualified and young workforce and above average unemployment and underemployment rates. The high level of job retention in the Lismore LGA is also a

positive characteristic of the labour market and the forecast aging of the population will create opportunities for future employment growth in support services and healthcare.

In its analysis of Lismore's future commercial and industrial land needs⁴, Hill PDA forecast an increase in employment numbers in Lismore of 3,111 between 2011 and 2031. The top four (4) growth sectors in employment terms will be health care and social assistance, education and training, retail trade, and public administration and safety. Conversely employment in more traditional employment sectors of agriculture, forestry and fishing and manufacturing is declining with a net loss of jobs predicted over the next 20 years.

2.5.2 Demand for Employment Lands

Hill PDA translated the employment growth forecasts into likely demand for floorspace and in turn land requirements to provide estimates of demand for land. The forecast demand will require 289.6 hectares to be zoned to accommodate future employment needs; 93.3 hectares of this should be zoned for business, commercial and retail purposes and 167.5 hectares for industrial and related uses. The other 28 hectares is linked to demand for health care, education and other sectors located in Infrastructure zones or residential zones.

There is a forecast demand for 20 hectares of vacant business zoned land and 8 hectares of vacant industrial zoned land.

2.5.3 Supply of Employment Lands

There is currently 516 hectares of zoned business and industrial land, 116 hectares of which is vacant. Map 3 shows the location of business and industrial zoned land in the Lismore urban area (excludes land at Tuncester). The Table below lists the location and amount of available land zoned specifically for business, retail, industrial and related uses.

⁴ Commercial and Industrial Land Needs Analysis Lismore City Council April 2013, Hill PDA

Table 10: Zoned Business and Industrial Land in the Lismore Local Environmental Plan 2012

Precinct	Area (hectares)							
	B1	B2	B3	B4	B6	IN1	IN2	Total
Central (CBD) Lismore			79.6	9.1			8.9	97.6
Goonellabah	6.0	13.5				22.7	11.1	53.3
East Lismore		5.1		58.7			14.1	77.9
North Lismore	9.4					20.8	10.6	40.8
South Lismore	5.8				60.4	124.2	15.7	206.1
Monaltrie						20.1		20.1
Tuncester						20.3		20.3
Total	21.2	18.6	79.6	67.8	60.4	208.1	60.4	516.1

Source: LCC GIS data. Note to zone names: B1 Neighbourhood Centre, B2 Local Centre, B3 Commercial Core, B4 Mixed Use, B6 Enterprise, IN1 General Industrial, IN2 Light Industrial

2.5.4 Demand Vs Supply of Employment Lands

Business Zoned Land

There is currently 248 hectares of business zoned land (B1, B2, B3, B4 and B6) with a forecast demand of 94 hectares in 2031. Some 22 hectares of this land was vacant in 2011 compared to forecast growth in demand for vacant land of 20 hectares. As such, the future need for commercial land in the life of this GMS can be met within existing zonings. In addition, there is sufficient land available to accommodate demand for retail floorspace over the 2011 to 2031 period and it is appropriately located.

With respect to bulky goods and large format retailing, Hill PDA's analysis found that the majority of the bulky goods needs of Lismore's residents will continue to be met by facilities in Ballina, which contains more bulky goods floorspace serving a wider trade area and which is located adjacent to the Pacific Highway. As a result it is unlikely that there will be a significant expansion of bulky goods or large format retail provision in Lismore over the next 20 years.

Industry Zoned Land

There is 264 hectares of land currently zoned IN1 General Industry and IN2 Light Industry, 94 hectares of which is vacant. The forecast demand to 2031 is 167.5 hectares with a demand for vacant land of 8 hectares. Therefore there is sufficient land available to meet the projected needs of industrial uses in the timeframe of this GMS.

Other Employment Lands and Agriculture

The above land supply figures do not include land zoned SP2 Infrastructure, which accommodates the Base and St Vincents Hospitals and South Cross University. This means there is even more capacity to accommodate forecast growth in employment than indicated in the commercial and industrial zonings in Lismore.

The Village zone permits a range of light industrial and commercial uses. Outside the main urban area and villages, land zoned RU1 Primary Production provides for agricultural and related uses. Agriculture is an important component of Lismore's economy with a total value of \$76million in agricultural output in 2010/2011. Hill PDA anticipate that opportunities in this sector may come from 'sunrise' industries such as macadamias, coffee and tea tree and by adding value to the supply chain. Future demand may be strengthened by increasing demand from overseas markets, including the growing middle class in China and India. It is important that agricultural land, especially prime agricultural land, is protected from urban development to conserve this significant resource for future agricultural production.

2.6 INFRASTRUCTURE, SERVICES AND FACILITIES

2.6.1 Urban and Rural Road Networks

Urban Road Network

In 2013 the Council adopted a strategic road network that will support the growth of the City for 20 years while maintaining the level of service that is currently enjoyed by the City's road users. The adopted road network is designed to maximise the efficiency of the existing network. Consideration was given to sustainability principles by promoting a minimalist approach to the provision of new infrastructure. This will also limit the impact on biodiversity conservation currently experienced in the urban area. The proposed new infrastructure provides a more permeable network offering a greater choice in routes to be taken. Multiple choices mean less delays and greater network efficiency.

Map 4 below shows the adopted Urban Strategic Road Network. Ballina Road is an important part of this network, being an arterial road that is part of the Bruxner State Highway. Ballina Road generally follows the ridgeline but due to the steep terrain either side of this ridge there is no supporting local street network. Ballina Road currently carries an estimated 20,000 to 27,000 vehicles per day.

To service Lismore's urban residential land release areas while maintaining the level of service currently experienced by the Ballina Road users, the Road Network Strategy requires a parallel local road route connecting Rous Road through to Invercauld Road. This connection will ensure network efficiency is maintained for the next 20 years.

Although State Government infrastructure, Ballina Road (Bruxner Highway) will require capacity improvements by provision of additional lanes in the various single lane sections and significant intersection upgrades. The Strategic Road Review has identified that over the next 20 years the Hollingworth Creek

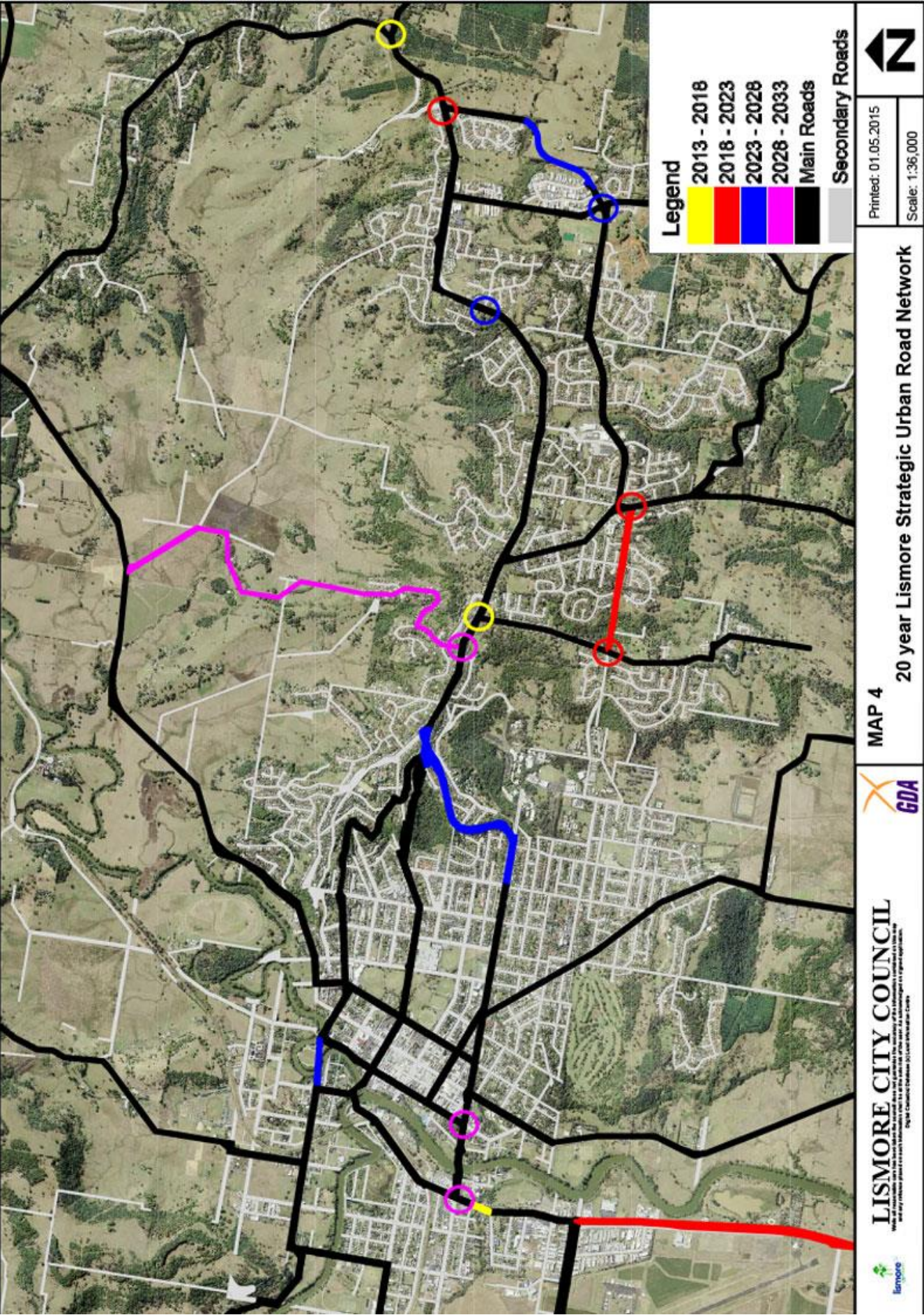
Bridge at South Lismore, the single west bound lane immediately west of Rotary Drive and south of Three Chain Road sections of the Bruxner Highway will require capacity improvements.

The Strategic Road Review identified that an additional link between Ballina Road and Bangalow Road is required. Previous studies recommended Pineapple Road as the preferred option; however the Strategic Road Review confirms the shorter link from Trinity Drive to be the more cost effective solution.

Integral to the efficiency of the proposed road network is an additional river crossing. The position of the river crossing has been determined by optimising the road network requirements while maintaining close proximity to the city and maintaining the focus on the CBD. It will provide a direct link to the North Lismore Plateau land release area and will provide an alternate route between Dunoon Road and the CBD. The final location will be subject to design having given full consideration to hydraulic and geotechnical criteria.

The Road Network Strategy was prepared alongside the Growth Management Strategy to ensure the infrastructure will support projected population growth in the long term. It was also prepared to inform the section 94 Infrastructure Contributions Plan, which was adopted by Council in November 2014. A separate section 94 Contribution Plan has been adopted for the North Lismore Plateau. Both plans clearly set out the nexus or connection between the infrastructure required and the development that it services.

Both contribution plans detail the infrastructure required to support development for the next 10 years, the value of the proposed infrastructure and the contribution rate person that council must receive to provide the infrastructure.



Rural Road Network

Lismore's rural road network is extensive, covering just over 1,000 kilometres, of which 412 kilometres is unsealed. Much of the rural road network was developed when motor vehicles were not the predominant mode of transport. As the type of transportation changed the roads were improved but generally followed the original road reserves. The improvements were governed by the type and volume of the traffic.

This has resulted in a rural network where the higher trafficked roads are often bitumen sealed and the local rural roads are often narrow with difficult alignments. Due to competing priorities Council's allocated maintenance and renewal funding for the rural road network is restricted. It is therefore important to contain rural growth to areas that will not exacerbate Council's maintenance and renewal priorities. Council is in the process of implementing an asset management system that considers the asset renewal demand, funds available and the level of service applicable to the asset. This process will recommend a rural road upgrade schedule.

The principle of maximising the efficiency of the road network is as applicable to the rural road network as it is in the urban area. It is also reasonable to maintain or improve the level of service for the road user. As traffic increases, the maintenance demand and renewal frequency and cost also increases. Impacts are cumulative and the ongoing and long term maintenance requirements will never be met through contributions obtained at the time of development.

Council's Rural Housing Strategy 2002 proposed strict road provision and upgrade requirements on new rural residential estates, which was appropriate; however, in some instances the resulting significant road construction levies meant that the development was not economically feasible and did not proceed. This usually followed sizable investment by landowners in traffic impact and other studies associated with the rezoning applications. It is evident that a continuation of the expectation that roads

can simply be upgraded is not realistic and it is reasonable to limit the extent of potential development areas to areas where it is feasible to provide vehicle access.

2.6.2 Public Transport

Public transport represents an important component of an efficient and integrated transport network. However, there are limited public transport facilities available in the Lismore LGA and travel within and to Lismore is dominated by private vehicles. This can be seen in the 2011 census data relating to travel to work. This data showed that, in Lismore 72.6% of employed people aged 15 years and over travelled to work by car and 0.8% by public transport. By comparison, in NSW as a whole 62.8% travelled to work by car and 13.8% used public transport.

This reliance on private vehicle transport reflects either the lack of public transport for key trips, such as the journey to work, and/or its acceptance by the community as a convenient, accessible and feasible form of transport. The main forms of public transport servicing the city are the school bus services and the Lismore town bus services. The town bus service is operated by Northern Rivers Buslines and the routes service the major trip origins and destinations in the service area - the CBD, Lismore Square, Southern Cross University, the major hospitals and major schools. At least 85% of Lismore's urban population lives within walking distance (generally accepted to be 400 metres) of a bus route.

With respect to the rural villages and other rural communities, it appears that outlying villages will not economically support a full schedule public transport service. The best option is likely to be a modified school bus system allowing fare-paying passengers to share school trips. These services could be augmented by additional round-trip services at specified times for minimal additional costs. Until such services are expanded and the community takes advantage of them, most journeys will be dominated by private vehicle.

The Growth Management Strategy will not provide a public transport strategy. However, consideration of the suitability of land for new housing has included access to bus routes and proposed new development areas will be located close to existing services and development. In addition, subdivision design and layout of Greenfield release areas will be required to accommodate bus routes and stops where appropriate.

2.6.3 Water and Sewerage

Bulk Water Supply

Rous Water has completed its Future Water Strategy to guide long-term water planning and provide certainty about water needs and infrastructure development for the Northern Rivers region over the coming decades. Over the next 50 years, changes to climate and rainfall patterns are expected to reduce the reliability of rainfall for the region. At the same time, water use is forecast to increase as population grows. Based on these predictions, by around 2024, demand for water will match what current sources can reliably supply.

By 2060, it is projected that demand will exceed reliable supply by 6,500 megalitres per year, or approximately half of the region's current supplies. To meet the shortfall, a combination of improved water conservation and new water sources is proposed over the next 10 years. The three (3) key actions adopted in the Future Water Strategy to ensure future water security are:

- Maximise water efficiency through demand management and conservation.
- Investigate increased use of groundwater as a new water source.
- Investigate the suitability of water re-use as an additional new water source.

The proposed Dunoon Dam will not be progressed unless the above water sources prove to be unsuitable. Rous Water will undertake ongoing monitoring of both water supply security and water demand to ensure the strategy remains on track. Investigation into groundwater resources has commenced and in the Lismore LGA a groundwater investigation area in the Dunoon/The Channon area has been proposed by Rous

Water for further assessment. This area is shown on Map 10.

Reticulated Water and Sewerage

Lismore City Council adopted the *Strategic Business Plan for Water Supply and Wastewater Services* in May 2014 which is the long term (30 year) operational and financial plan that determines strategic objectives and ensures long term financial sustainability of water and wastewater services. In preparing the Strategic Business Plan, Council considered a number of scenarios relating to growth, which was done in conjunction with the preparation for the draft Growth Management Strategy. The preferred scenario resulted in the inclusion of upgrades to water and wastewater infrastructure that will support the release of land on the North Lismore Plateau and the 'northern front' residential release areas contained in this draft GMS.

It will also ensure that the significant upgrade of the Base Hospital can be accommodated along with residential infill in existing suburbs and an increase in medium density housing in proximity to the CBD and Hospitals.

Based on preliminary estimates, indicative budgets for related infrastructure projects have been allocated within Council's thirty-year capital works programs, in addition to being incorporated into Council's long-term financial plan for water and wastewater services. This process seeks to ensure that necessary infrastructure can be provided on a sustainable basis into the future.

Adoption of the *Water Supply and Wastewater Strategic Business Plan* included:

- Stage 2 of a proposed upgrade of the South Lismore Sewage Treatment Plant;
- Expenditure on servicing of the 'Northern Front' being brought forward and revised to include the cost of servicing Pineapple Road and Lagoons Grass urban release areas;
- More accurate definition of proposed upgrades to Lismore Water Supply;

- Removal of the Clunes Wastewater Scheme from the capital works program, which has implications for the development of Clunes and the number of dwellings it can support;
- Revision of the timing of projects to reflect changes in strategic priorities determined by Council.

Further development of servicing strategies, related financial planning and the delivery of infrastructure projects is continuously being undertaken with updated information incorporated in the ongoing revision of the Strategic Business Plan. It is planned that this refinement of strategies and the delivery of infrastructure projects will match progress with the rezoning and development of individual urban release areas to ensure necessary services are delivered to match the demand from development as it occurs.

Urban Areas Not Serviced by Gravity Sewerage
Council's adoption in 2014 of clear policies on Private Sewage Pump Stations and Pressure Sewer Systems will support some new housing in areas that have previously not been economic to service. The policies provide for the installation of:

- Private Sewage Pump Stations to provide sewerage services to properties where other forms of sewerage systems cannot be effectively or economically used, or where private sewage pump stations have particular environmental, economic or social benefits;
- Pressure Sewer Systems to provide sewerage services to properties where standard gravity sewerage systems cannot be effectively or economically used, or where Pressure Sewers have particular environmental, economic or social benefits.

These policies will enable the development of land that may otherwise be sterilised due to the cost of providing gravity sewer infrastructure. The responsibility and costs for ongoing maintenance and operation of these systems will rest with the property owner that will benefit from Council's policy.

Village and Rural Housing Water Supply

All Villages in this Strategy are connected to town water. For Nimbin, Lismore City Council is responsible for both bulk water supply and reticulation and the most recent analysis of the secure yield of the existing Nimbin bulk water supply indicates that there is limited capacity to service future growth of the village. Priority is to be given to servicing future development within the existing zoned boundary of the village, rather than allowing further expansion of the village.

Caniaba, Clunes, Dunoon, North Woodburn and The Channon have bulk water supply provided by Rous Water with Council responsible for the local reticulation network. There do not appear to be any restrictions with respect to the capacity of the bulk water supply into the future, subject to Rous Water's Future Water Strategy. Unless there are significant expansions of these villages, there are no anticipated restrictions with respect to water reticulation.

The bulk water supply and reticulation for Bexhill and Wyrallah are provided by Rous Water and there are no known constraints although investigation of water supply options for the expansion of Bexhill is occurring as part of the Planning Proposal currently being assessed by Council.

Rural housing and most rural residential areas rely on providing for their own water supply through storage in rainwater tanks. Modanville and Tullera have bulk water supply provided by Rous Water with Council responsible for the local reticulation network.

Sewerage

All villages except for Caniaba, Nimbin and North Woodburn are reliant upon on-site methods of effluent disposal, which this impacts on the size of lots and ultimately the number of lots that can be produced. Nimbin is served by a sewerage treatment plant capable of servicing the development of existing village zoned land.

One key component of Council's Strategic Business Plan is that there is no proposal within the next thirty years, to provide centralised sewer service to any of the currently unsewered villages.

Rural residential and other rural housing rely on on-site methods of effluent disposal in accordance with Council's *On-site Sewage and Wastewater Management Strategy 2013*.

2.6.4 Health Services

Lismore is in the Northern New South Wales Local Health District, which administers the Lismore Base Hospital, Nimbin Multi-purpose Centre (a local community level 2 rural hospital), Lismore and Nimbin Community Health services and the Goonellabah Child and Family Health Centre. The community health centres provide a wide range of accessible healthcare services to people of all ages living in Lismore, Nimbin and the surrounding communities.

In addition, St Vincents Private Hospital provides health services to patients covered by private health insurance, the Department of Veterans' Affairs and those who are self funding. There is also a range of general practice and specialist health facilities in Lismore and some of the villages.

2.6.5 Education

Lismore's population has good access to high quality public and private schools, along with tertiary education at South Cross University and the University Centre for Rural Health and TAFE training facilities. With regard to public schools, NSW Department of Education and Communities has advised that the growth of population as forecast by the DP&E within the school age bands is minor.

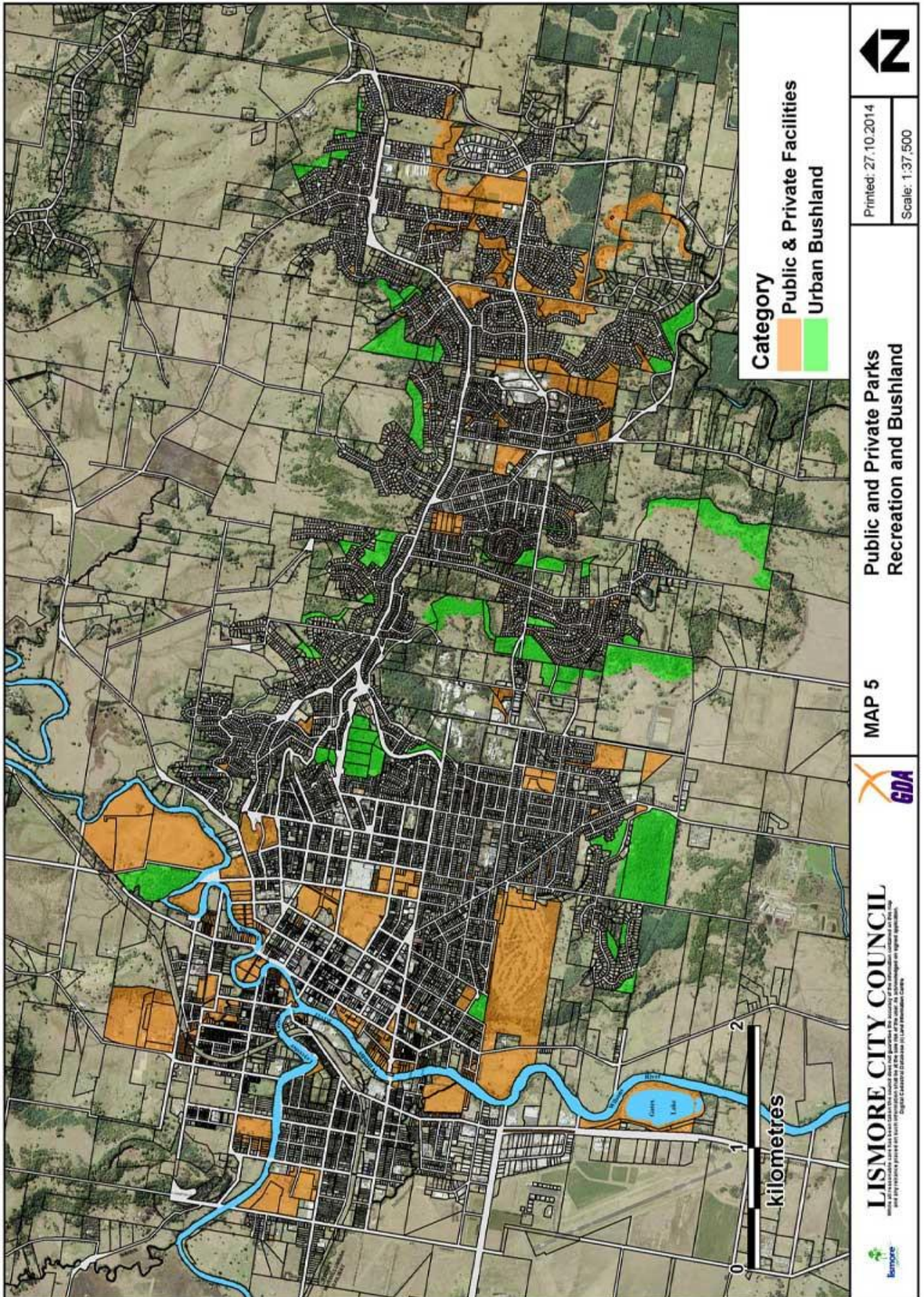
In 2011, the Government share of primary school enrolment was 62% and for high schools it was 53%. Assuming a continuation of this trend, the enrolment demand to 2031 is very modest and can be accommodated within existing facilities. A more detailed review of education needs within the Lismore local government area is planned for early 2015, as part of a North Coast strategic review.

2.6.6 Recreation and Open Space

The Lismore LGA has a variety of passive and active recreation opportunities for residents. In the main urban area some 640 hectares are zoned for public recreation and private recreation, such as the Lismore Turf Club and Showground facilities, or classified as urban bushland. Some of these are regional sports facilities. These areas, shown on Map 5, will meet the recreation needs of current and future residents as well as providing wildlife corridors and green spaces that are critical to the amenity of Lismore's urban areas.

Council's 10 year Sport and Recreation Plan 2011-2021 found that there is generally a more than adequate supply of land for sport and the majority of sports in Lismore are well catered for, a view that was supported by the community. The Plan identified the need for a village sports facility in Clunes. There has been a substantial investment by Council in aquatic facility provision with the development of GSAC and the upgrade of Lismore Memorial Baths; additionally the indoor pool at Southern Cross University and Trinity College pool are both open to the public.

Outside the urban area and villages, residents have access to a variety of recreation opportunities on the coast and in the Lismore LGA nature based recreation at facilities such as Nightcap National Park and Rocky Creek Dam.



3.0 LAND SUITABILITY

3.1 APPROACH TO IDENTIFYING SUITABLE LAND

Chapter 2 established the basis for Lismore's future growth and identified the demand for future residential land and the infrastructure available to support the growth. This chapter identifies the land that is most suitable to be developed to meet this demand. Such land will be relatively free of physical and environmental constraints, not constrained by the location of incompatible land uses and located close to or with good vehicle access to employment, community and commercial facilities.

3.2 PHYSICAL, ENVIRONMENTAL AND RESOURCE MAPPING

A series of maps have been prepared to identify the land that is not subject to major physical and environmental constraints and not important economic resource areas. Some of these represent absolute constraints to development, such as high flood risk areas, some drinking water catchments and land having a slope in excess of 33%, in which case there is no potential for development. Others represent partial constraints where there will be limits to development that can only be determined following further investigation. Table 11 below describes these constraints.

Table 11: Physical, Environmental and Resource Constraints

Map No.	Physical, Environmental and Resource Constraints	Description
6	Flood prone land	1. Areas affected by the 1 in 100 year ARI flood event as shown on the LEP 2012 Flood Planning Area map. 2. Rural Flood Hazard mapping for Nimbin.
7	High bush fire risk areas	Bushfire prone land excluding the buffer areas i.e. Category 1 and Category 2.
8	Acid sulfate soils	Land mapped as acid sulfate soil classes 1 to 4 present constraints to development and generally coincide with flood prone land.
9	Slopes exceeding 20% and with moderate to severe potential for mass movement.	Slope is shown as being 20-33% and over 33%. Land mapped as having slopes in excess of 33% and with moderate to severe potential for mass movement is considered an absolute constraint to development. Land with slopes between 20 and 25% may have potential for housing but require further investigation.
10	Drinking Water Catchments and Groundwater Resource Investigation Area	Drinking water catchments for Rocky Creek Dam, Nimbin Weir, the proposed Dunoon Dam and the Wilsons River Source are shown on this map, along with a Rous Water Groundwater Resource Investigation Area. The Wilsons River Source is not an absolute constraint to development but the potential impacts of development will need to be established and measures proposed to mitigate any adverse impacts. Part of the Groundwater Resource Investigation Area covers the proposed Dunoon Dam catchment and it is only this part of the Investigation Area that is an absolute constraint.
11	Prime agricultural land	For the purposes of the GMS, this is class 2 and 3 agricultural land identified on the Agricultural Land classification map (former NSW DPI) and State and Regionally Significant land mapped under the Farmland Mapping Project (Dept Planning & Environment)
12	Incompatible land use buffer areas	These are buffers to identified existing land uses that are not compatible with housing development, or that could be negatively impacted by encroaching development, notably quarries. The buffer distances are defined in Chapter 11 of the Lismore Development Control Plan and are mapped for: <ul style="list-style-type: none"> • Cattle tick dips (200m) • Approved extractive industries (800m) • Sewage treatment plants (400m) • Waste treatment facilities (300m) • Rifle range (500m) • Airport runway (4,000m & runway approaches)

Map No.	Physical, Environmental and Resource Constraints	Description
13	Areas with High Environmental Conservation Significance	<p>The Biodiversity Management Strategy nominates the following areas as having high conservation significance. Map13 shows:</p> <ul style="list-style-type: none"> • Very high priority wildlife corridors • High conservation value areas which include land containing endangered ecological communities, mapped coastal wetlands under SEPP 14, preferred or core Koala habitat as defined in the Comprehensive KPoM for South-east Lismore, and land supporting old-growth forest; • Green Study Area shows land that has not been classified due to the lack of accurate mapped information. The Area has been excluded from Map 14, which identifies land not affected by constraints. <p>These areas indicate where more detailed investigation of development proposals will be required. This will include an assessment of any future impact the NSW Rural Fire Service 10/50 Vegetation Clearing Scheme may have on areas with high conservation significance both on the development site and adjoining land.</p>

3.3 PHYSICALLY UNCONSTRAINED LAND

Map 14 shows the areas that are not affected by the above physical, resource and environmental constraints. This 'unconstrained' land does not represent the only land that is capable of being developed, as there will be instances where further investigation and assessment of constraints demonstrate that some development is possible. However, in assessing the most suitable locations for future urban, village and rural development, preferred sites are largely free of these constraints.

3.4 LOCATION SUITABILITY - RURAL RESIDENTIAL AND RURAL LANDSHARING COMMUNITY DEVELOPMENT

In addition to physical and environmental suitability, rural land that is suitable for more intensive residential development will be:

- readily accessible to existing community facilities such as schools, shops, community halls, and recreation facilities;
- in areas that complement existing settlement patterns, maintain or enhance the viability of existing services and facilities and are acceptable to the local community;
- in locations that do not require potentially uneconomic extension of infrastructure and services.

As a consequence, preferred localities will be close to or adjacent to the Lismore urban area, Villages or existing rural residential estates, within walking distance of a school bus route and having frontage or reasonable access to a suitable road network, generally defined as a sealed road with a width of six (6) metres or that it is economically feasible to upgrade to that standard. This reduces the economic burden on the community of rural road upgrades and maintenance, along with energy consumption and pollution.

With respect to rural landsharing community (RLC) development, this Strategy identifies suitable locations as those that are not currently zoned for village or large lot residential housing and within:

- A four (4) kilometre catchment of Nimbin, due to its range of commercial and community services;
- A two (2) kilometre catchment of other Villages.

This is a substantial change from the approach adopted by the 2002 Rural Housing Strategy but is consistent with this Strategy's approach to sustainable development.

Map 14 shows these catchments in relation to lands that are not physically constrained. Roads meeting the road suitability criteria are overlain on these lands.

3.5 RURAL LANDSCAPE AND URBAN CHARACTER

Development is an accepted part of the urban and natural landscape; however, its impact on the features that are unique to an area should be considered and minimised to ensure that the natural and built features valued by the community are retained. The Place Based Forums all expressed a strong desire to retain the green spaces, the scenic amenity and landscape that define the Lismore LGA and contribute to the amenity and quality of life experienced by residents and appreciated by visitors.

In the main city area, terrain has been the most important determinant of urban form. Historically the commercial and older residential areas developed along the banks of the Wilsons River expanding to more elevated lands that are flood free and in recent years in the Goonellabah area along the northern ridges. The urban form will continue to be largely determined by the availability of land unconstrained by steep and/or unstable slopes.

Outside the Lismore urban area, minimising the spread of development over the landscape will allow green spaces and 'urban breaks' to be retained and the scenic amenity of rural landscapes to be conserved. This can be achieved by identifying future development areas adjacent or close to existing villages and rural residential estates, subject to consideration of landscape values in that location.

3.6 ABORIGINAL AND EUROPEAN CULTURAL HERITAGE

3.6.1 Aboriginal Cultural Heritage Values

The importance of protecting Aboriginal cultural heritage is reflected in the provisions of the *National Parks and Wildlife Act 1974* (NPW Act). The NPW Act clearly establishes that Aboriginal objects and places are protected and may not be damaged, defaced or disturbed without appropriate authorisation.

A review of available information indicates that over 80 registered Aboriginal sites exist within the Lismore LGA. These include diverse

site types such as: burials, ceremonial grounds, middens, stone arrangements and open camp sites. Lismore LGA also contains a number of gazetted Aboriginal Places which are specific locations identified as significant by the local Aboriginal community. These known sites and Aboriginal Places represent only those locations already identified through Aboriginal cultural heritage assessment processes and do not represent the complete extent of such sites and places within the Lismore LGA.

Comprehensive mapping of these sites and ACH values has not been completed. However, as part of any planning and development process, it is critical that tangible and intangible Aboriginal cultural heritage values are fully assessed and considered as this provides opportunities to reduce future impacts to Aboriginal cultural heritage by ensuring that future development is avoided where important Aboriginal cultural heritage values exist.

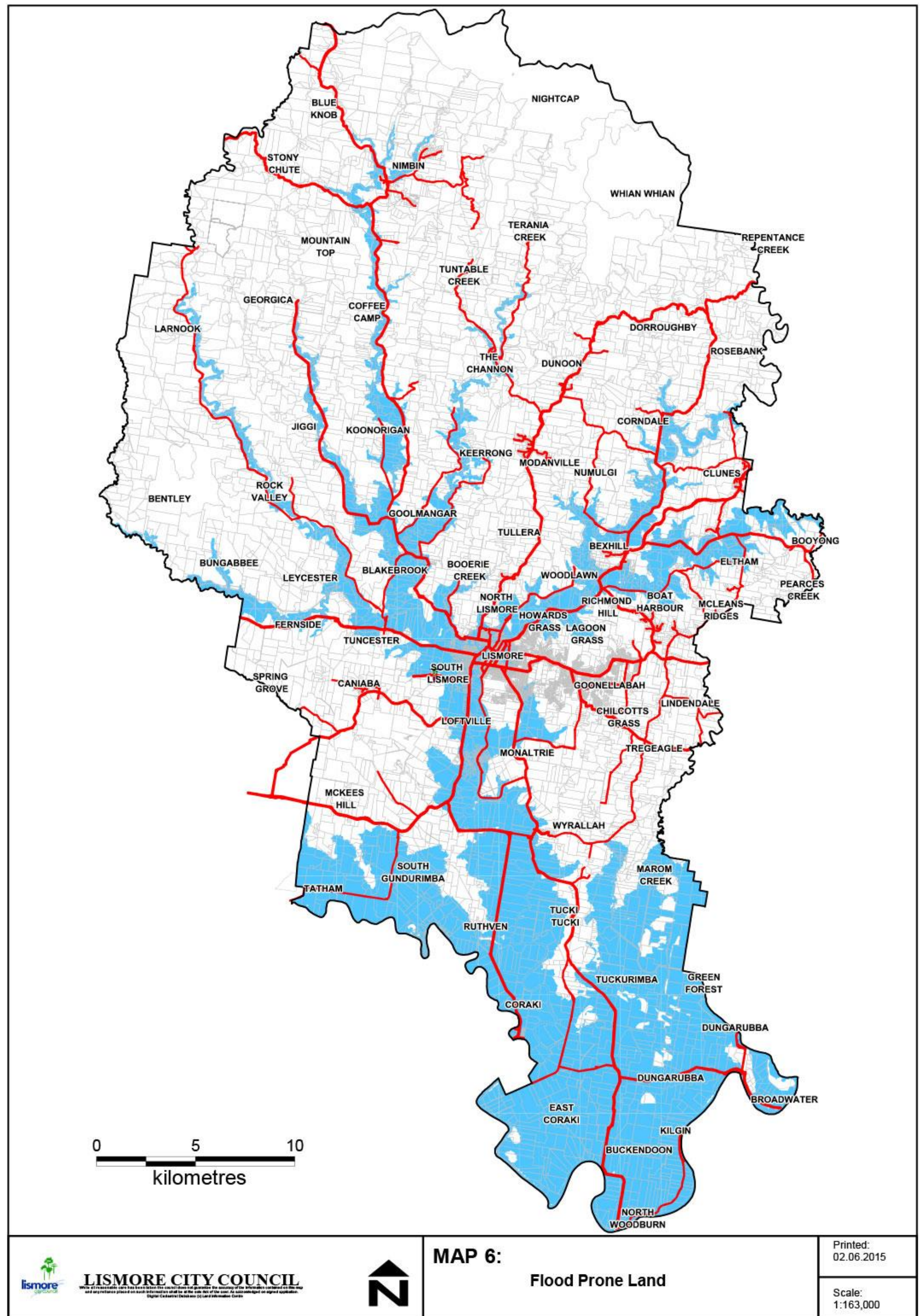
3.6.2 European Cultural Heritage

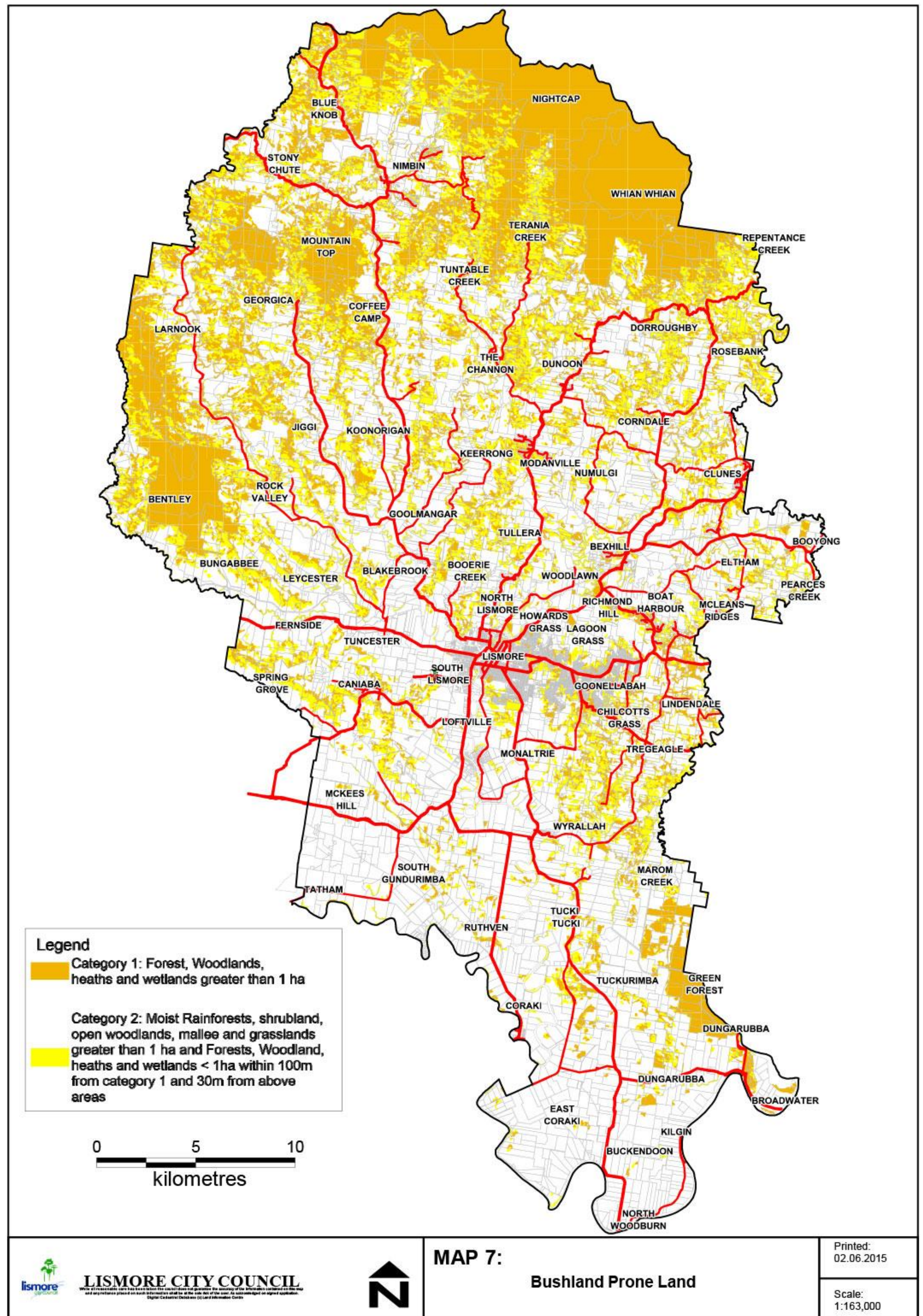
The Lismore City-wide Heritage Study included an inventory of around 650 buildings and places, the majority of which are European. Of the total items identified in the study, only a small number were identified as having State, regional or local heritage significance. Assessment of heritage values is based on:

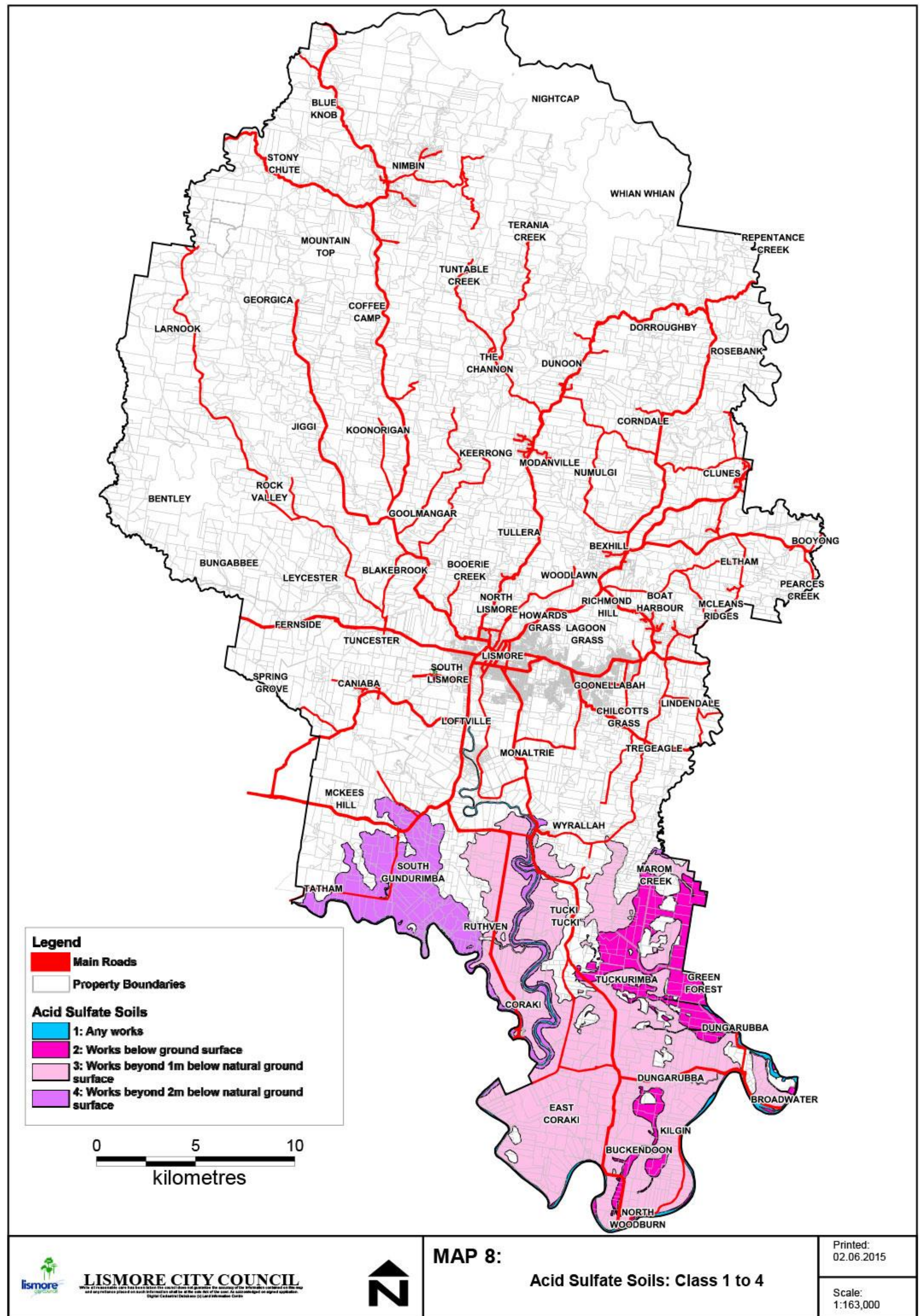
- a) *historical significance*: an item is important in the course, or pattern, of NSW's cultural or natural history;
- b) *historical associations*: an item has strong or special association with the life or works of a person, or a group of persons, of importance in NSW's cultural or natural history;
- c) *aesthetic significance*: an item is important in demonstrating aesthetic characteristics;
- d) *technical/research significance*: an item is important in demonstrating a high degree of creative or technical achievement in NSW;

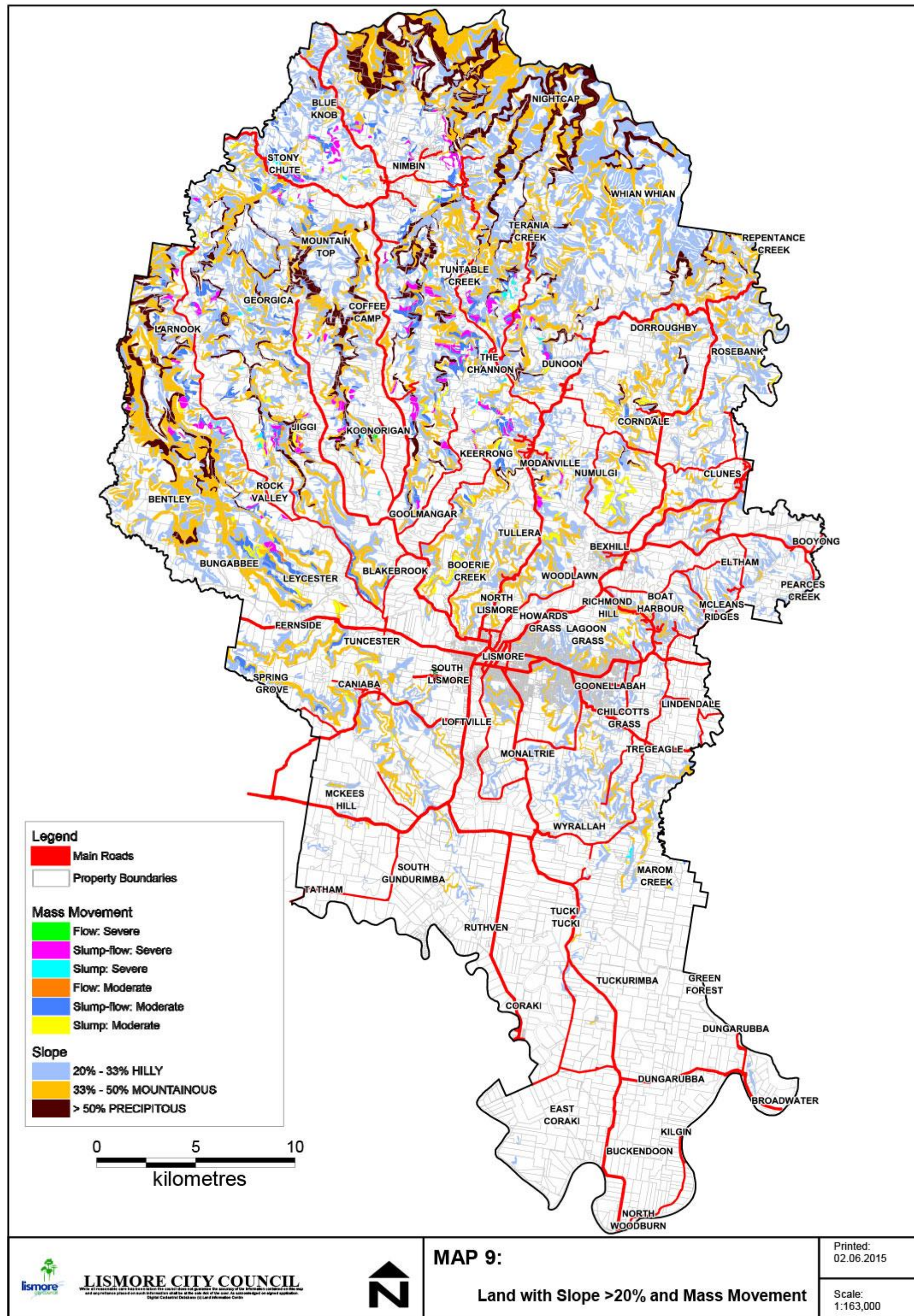
- e) *social significance*: an item has strong or special association with a particular community or cultural group in NSW for social, cultural or spiritual reasons;
- f) *representativeness*: an item has potential to yield information that will contribute to an understanding of NSW's cultural or natural history;
- g) *rarity*: an item possesses uncommon, rare or endangered aspects of NSW's cultural or natural history.

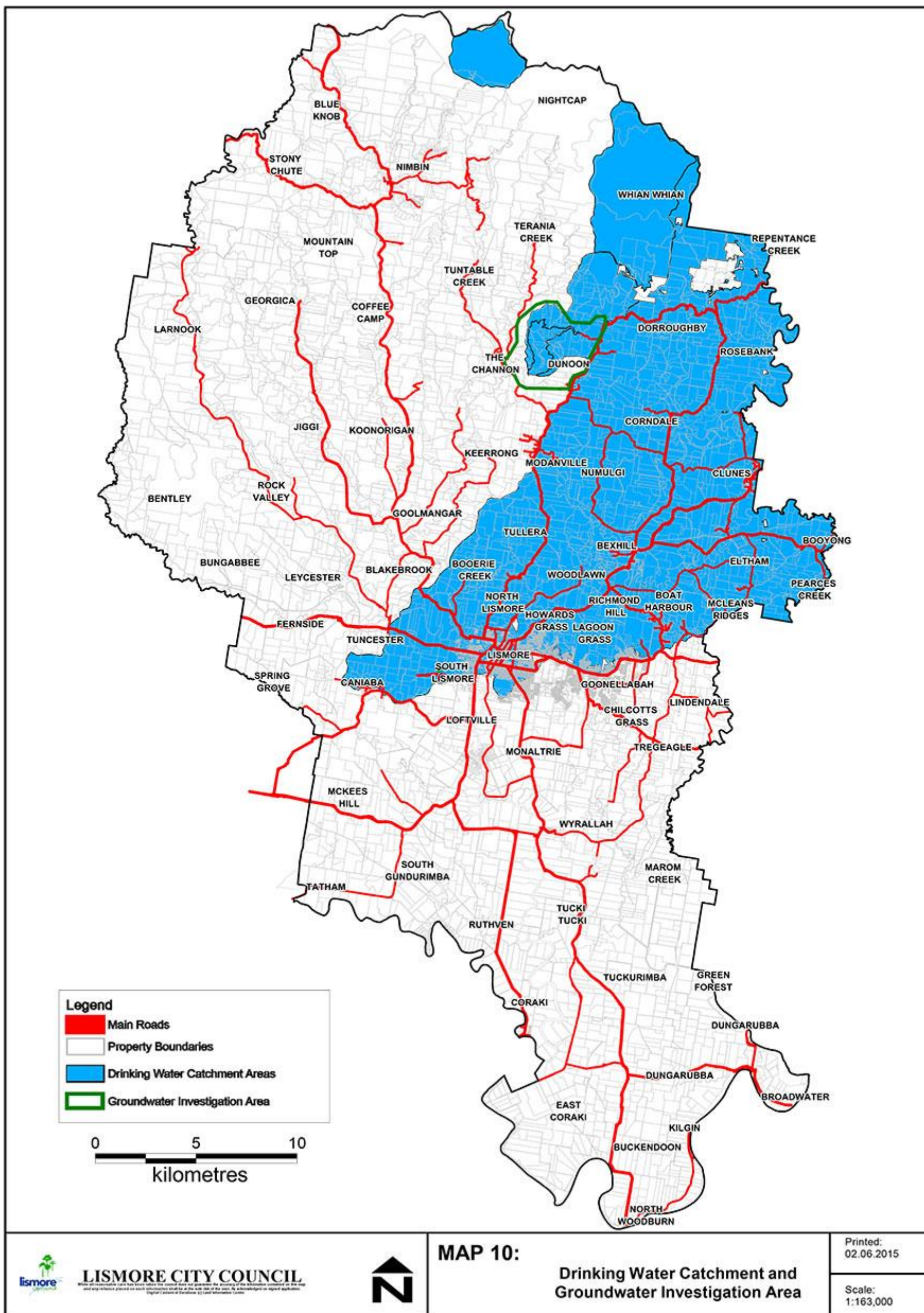
The Lismore Local Environmental Plan 2012 identifies the items of State, regional and local heritage significance, most of them European, and Heritage Conservation Areas. The listing of buildings or places as 'heritage items' or 'conservation areas' in the LEP imposes heritage planning controls as a tool for managing change to that building or place, and ensures that an additional layer of assessment must be undertaken when considering alteration or removal of the item.

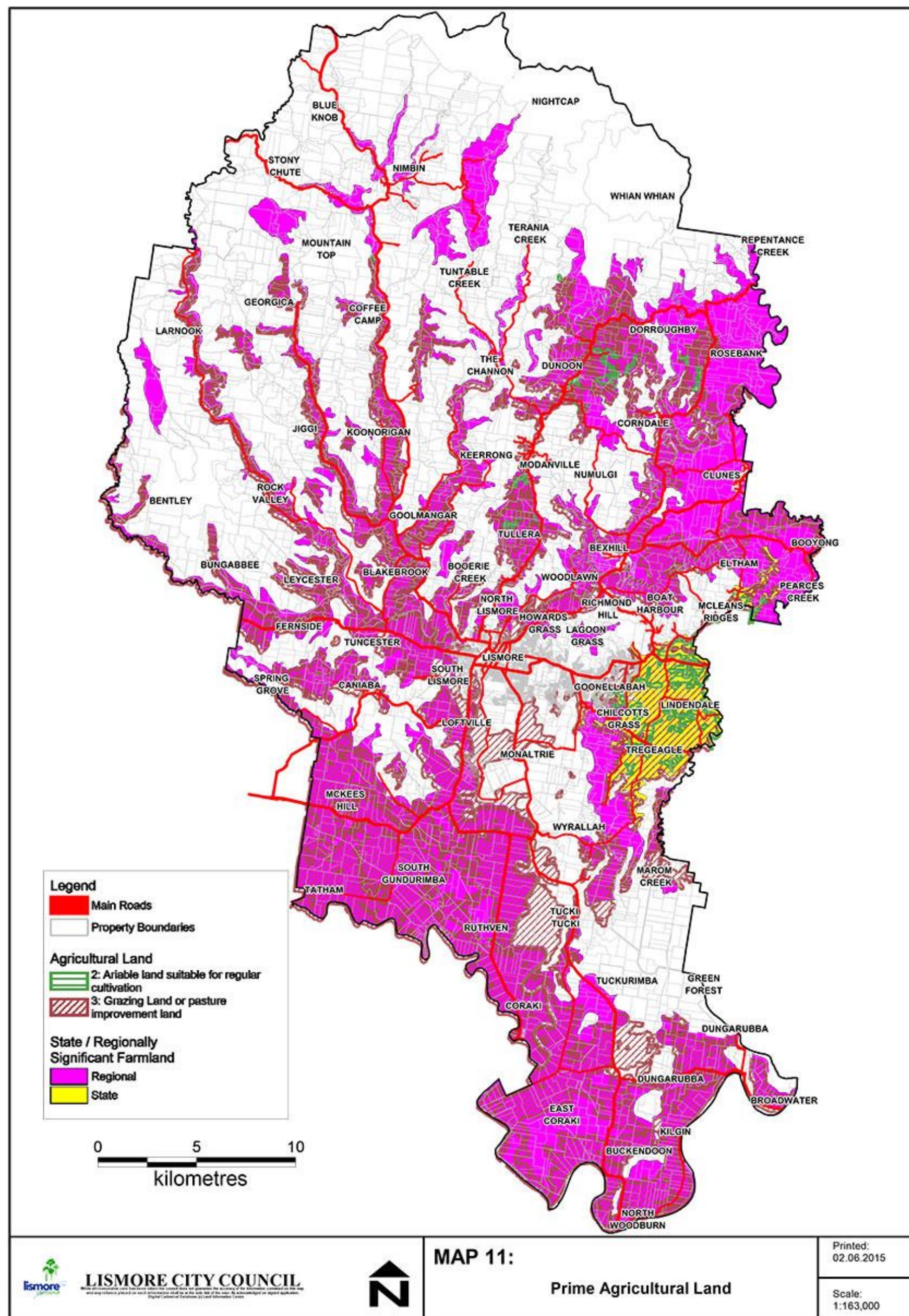


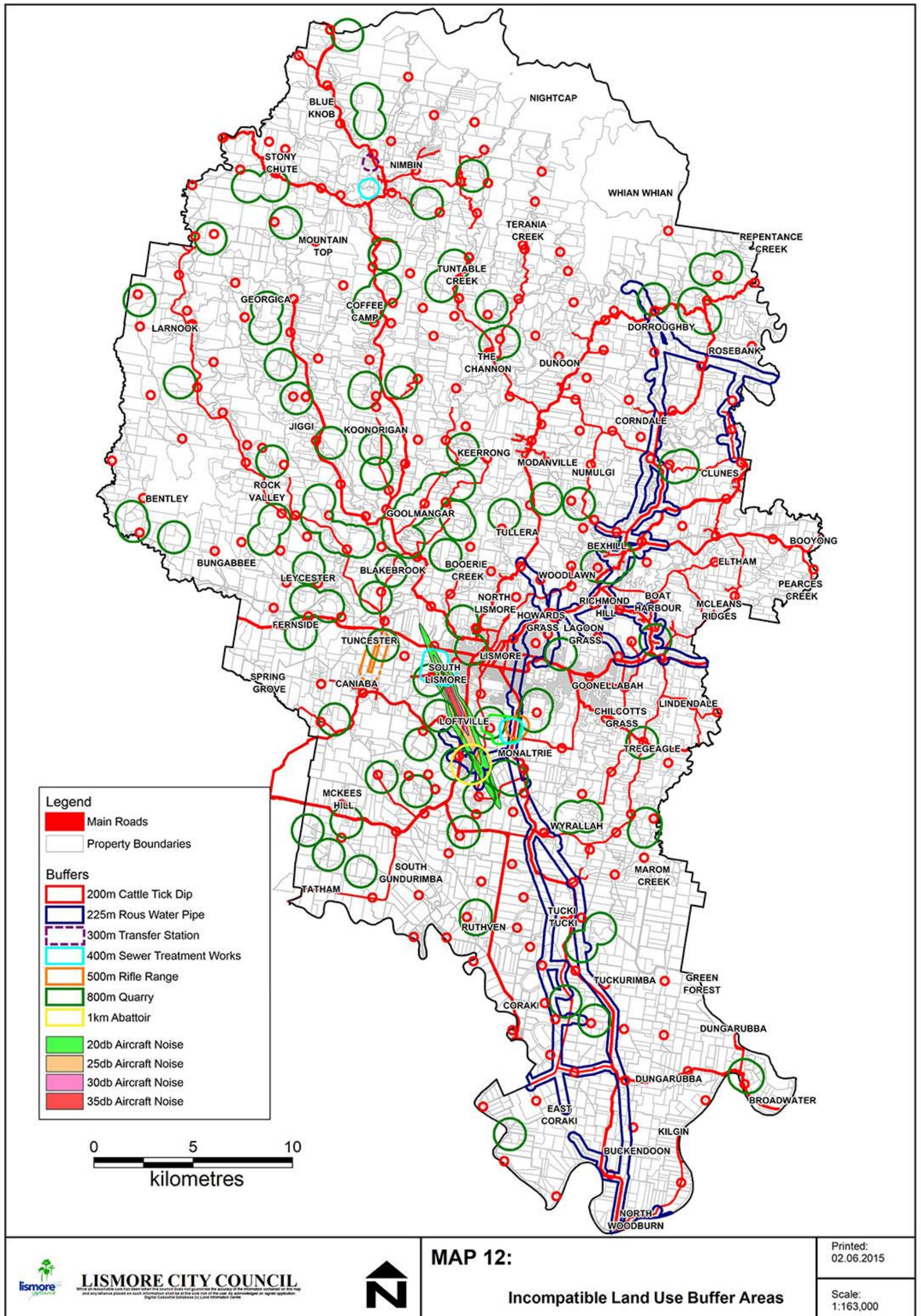


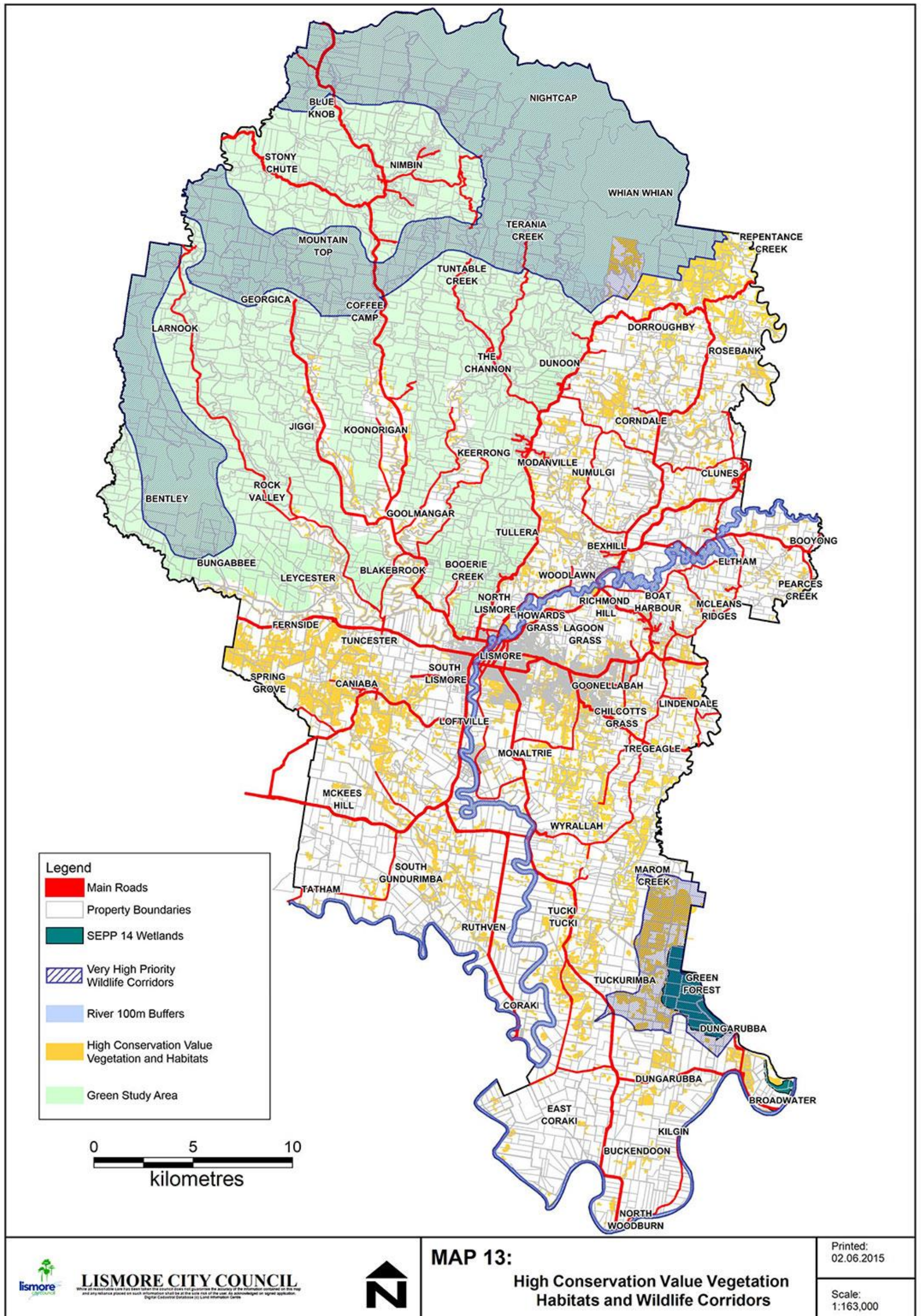


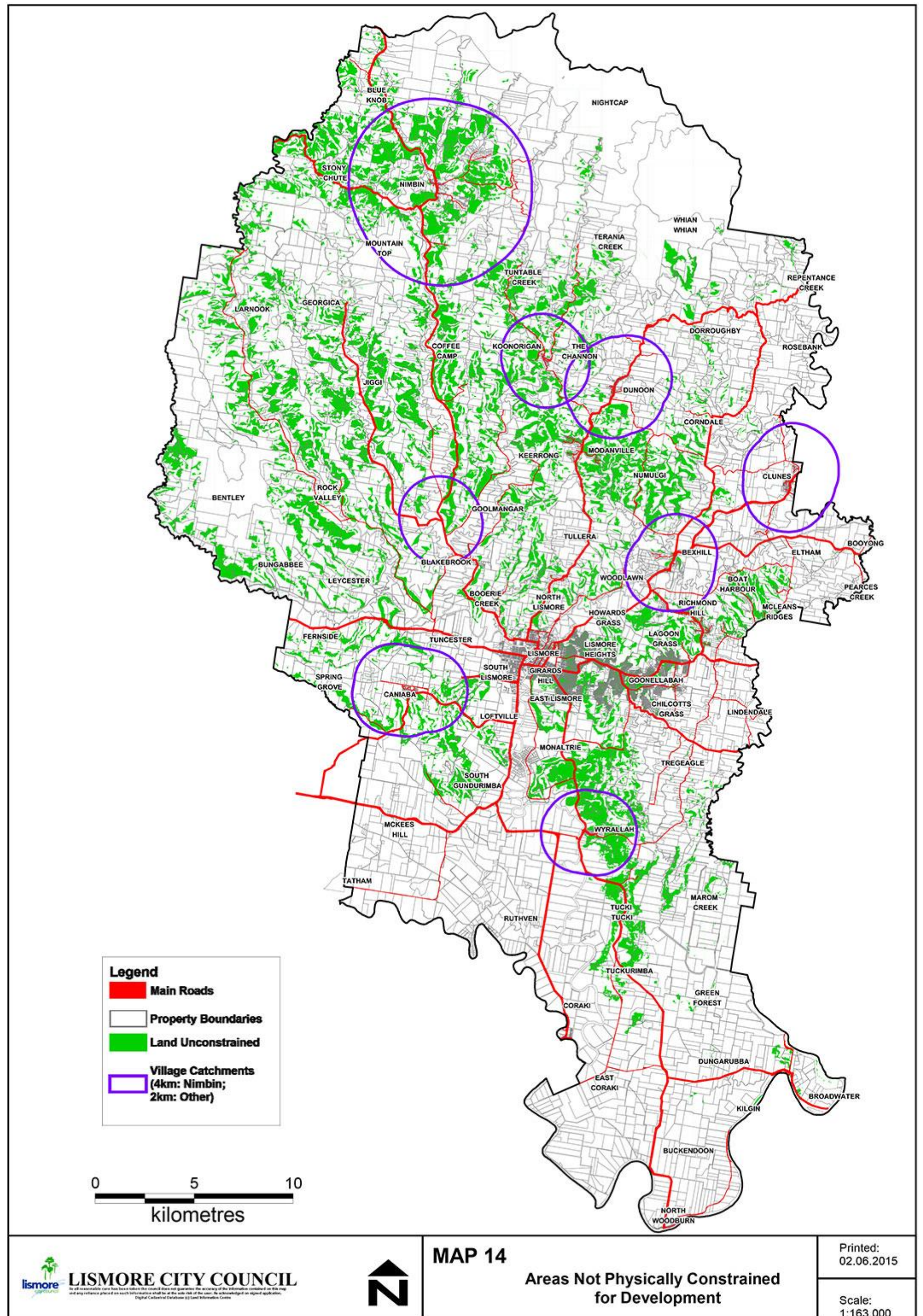












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4.0 FRAMEWORK FOR MANAGING GROWTH

Chapters 2 and 3 set out the foundations for Lismore’s future growth and development, the rationale for the release of land for additional housing and land constraints and locational criteria used to determine potential locations for new development. The information presented in the previous chapters, along with the community’s values and aspirations for growth, was used to define the Principles for Managing Growth.

Council adopted these Principles in May 2014 to guide the drafting of the Growth Management Strategy, analysis of areas with potential for development and assessment of submissions for the inclusion of land in the Strategy. The Principles reflect sound planning practice, the vision for the Far North Coast expressed in the FNCRS 2006-2031 and follow the DP&E’s Settlement Planning Guidelines.

In addition to the Principles, Council endorsed potential Greenfield urban residential release areas, land required to satisfy demand for village and rural housing, employment lands and land that should be excluded from future rezoning due to its physical characteristics or resource potential. The Principles and broad framework dictate that existing spatial growth patterns will generally be maintained but with an increased percentage of growth being accommodated within the Lismore urban area (70%) and the balance within village and rural areas.

The Principles are presented in Table 12 alongside a description of how the strategy addresses the principles. This table presents the framework of the Growth Management Strategy. Chapter 5 and 6 detail the residential and employment land release strategies. Chapter 8 outlines how the strategy will be implemented.

Table 12: Framework for Growth Management

PRINCIPLES	STRATEGIES AND RELATED ACTIONS
<p>Growth and Sustainable Development</p> <p>Population growth is supported and encouraged to ensure that the services, facilities, social cohesion and diversity that the community values remain viable and sustainable.</p> <p>Sustainable development⁵ and growth that supports the existing urban centre, villages and other settlements and makes the provision of services and infrastructure more efficient and viable will be encouraged. This means a greater emphasis will be placed on concentrating new housing in and around existing population centres.</p> <p>Development will not be supported where servicing is not feasible and will place an unreasonable economic burden on future generations.</p> <p>The delivery of infrastructure will be planned to coincide with preferred future growth areas including rural residential and village development.</p>	<ul style="list-style-type: none"> • Land proposed for future residential use will increase the supply of land to allow an additional 5,000 dwellings, which exceeds the DP&E projection of 3,600 dwellings. • Land release areas are proposed in and adjacent to the urban area and villages. • The extent of rural residential and rural landsharing community development is concentrated to minimise the cumulative impact on rural roads and reduce the economic burden on the community. • The GMS has been prepared alongside the Road Network Strategy and Strategic Business Plan for Water and Wastewater Supply. Servicing the Greenfield and infill release areas is feasible. • The 'eastern limit to urban expansion in Goonellabah' is retained.
<p>Regional Centre</p> <p>Emphasise the importance of Lismore as a major regional centre in the Northern Rivers and promote Lismore's commercial, cultural and community infrastructure as an asset to the Northern Rivers.</p>	<p>Planning to release more land for housing than projected demand supports Lismore's status as a regional centre.</p>
<p>Commerce, industry and economy</p> <p>Support the expansion of the Lismore Base Hospital and any future expansion of St Vincent's Private Hospital.</p> <p>Confirm and support the retail and commercial hierarchy that promotes the CBD as the commercial, cultural and entertainment heart of Lismore.</p> <p>Goonellabah and Wyrallah commercial centres will not compete with the CBD but will support the economic growth of Lismore and the needs of the local communities they serve.</p> <p>A more than adequate supply of industrial land in suitable locations that respond to market demand will be maintained.</p>	<ul style="list-style-type: none"> • A medium density housing and health support precinct is nominated around the Lismore Base Hospital. • Project is underway to review the LEP and DCP controls in this precinct. • Partnership established with NNSWLHD and St Vincent's Private Hospital. • More land is currently zoned for commerce and industry than required to meet the projected needs of the market. The land is in a variety of locations to satisfy location needs of different industry types. Therefore, additional land for commercial and industrial development is not proposed. • The commercial hierarchy and the role of each of the centres are defined in the Strategy. Planning for the Hospital upgrade and increased housing density in proximity to the CBD will support its growth and its role as the heart of the City. • Council has adopted a policy that waives and reduces infrastructure contributions for targeted housing types.

⁵ Sustainable development is, 'development that meets the needs of the present generation without compromising the ability of future generations to meet their own needs. It is achieved by ... integrating relevant economic, environmental & social considerations in decision-making about planning & development'. NSW State Planning Bill 2013.

PRINCIPLES	STRATEGIES AND RELATED ACTIONS
<p>Housing</p> <p>The majority of new housing will be located within or immediately adjacent to the Lismore urban area and villages that offer a range of community and commercial facilities.</p> <p>The provision of a diversity (in location and form) of affordable and suitable housing options will be facilitated and promoted.</p> <p>Opportunities for well-designed medium density and infill housing close to the CBD and the Base and St Vincent Hospitals will be promoted and facilitated.</p>	<ul style="list-style-type: none"> • Land with the ability to accommodate an additional estimated 1,150 dwellings in the urban area is proposed for release. This does not include infill (secondary dwellings, medium density precinct etc). Urban release areas are on the northern ridges or adjacent to existing residential zoned land. • A potential area for infill is nominated at East Lismore and Council is actively working with land owners to encourage its development. • A 'medium density housing precinct' is nominated in the Hospital Support Precinct area and the review and amendment of the LEP and DCP to enable this to occur is underway. • A Discount Policy for Infrastructure Contributions has been adopted that encourages more secondary dwellings, medium density housing including dual occupancy and housing in the CBD. • Diversity of housing and choice is provided in urban, village and rural locations. Village and large lot residential expansion areas have potential to provide an additional 400-500 dwellings. • Villages (excluding Nimbin) and rural residential areas historically cater for separate houses only with very little multi-unit development, which reflects the market in these areas that tend to appeal more to families but also the constraints associated with on-site disposal of wastewater. • Detailed planning and design work with the NNSWLHAD is ongoing. Initial <i>Inquiry by Design</i> workshop held with St Vincent's Hospital and ongoing working relationships established to respond to emerging needs.
<p>Movement</p> <p>Council will advocate for better public and/or community transport within and between Lismore urban centre and villages.</p> <p>Future release areas will be located close to the Lismore urban area and villages to help reduce the number of vehicle trips.</p>	<ul style="list-style-type: none"> • Advocacy recommended as a future action and on a regional basis. • Urban release areas are proposed on the fringe of the existing urban area or as infill sites. • Village and large lot expansion is close to or adjacent to villages or existing rural residential estates. • New rural landsharing community opportunities proposed within prescribed catchments of villages and close to suitable roads.
<p>Community</p> <p>Facilitate the achievement of the desired identity, character and amenity of Lismore and its communities.</p> <p>Facilitate the provision of affordable health care to the Lismore community.</p> <p>Planning for growth shall occur with the participation of the community, with intelligence and transparency.</p>	<ul style="list-style-type: none"> • Partnerships with health care providers and support provided for hospital expansion through detailed urban design and planning projects. • The GMS is informed by community values expressed through housing surveys, place based forums and submissions to the Discussion Paper. Public consultation on the GMS has provided further input. • Planning for release areas will be subject to more localised consultation on how the areas are developed.
<p>Environment, natural resources, hazard</p> <p>Agriculture will be supported by locating future development on the least productive farmland and ensuring that potential land use conflict between</p>	<ul style="list-style-type: none"> • The 'eastern limit to urban expansion in Goonellabah' is retained to protect identified state significant farmland and provide green spaces between developed areas.

PRINCIPLES	STRATEGIES AND RELATED ACTIONS
<p>agricultural and non-agricultural uses is minimised.</p> <p>The variety and quality of Lismore's significant and distinctive urban and rural green spaces that are greatly valued by the community will not be compromised.</p> <p>The character of the rural landscape will be maintained and the visual impact of expansion along ridgelines minimised.</p> <p>Future development will avoid areas of high flood risk, bushfire hazard and steep and unstable land. Development will be located away from ecologically important areas.</p>	<ul style="list-style-type: none"> • Sieve mapping approach to identifying suitable land excludes most prime agricultural land and locates new development areas close to existing development. • Locating new development areas close to existing development maintains and not supporting dispersed rural residential development assists to maintain rural landscape • Sieve mapping approach identifies land that is least constrained for development and excludes land that is not suitable. • Areas having high ecological significance are identified as a potential constraint to development.

5.0 RESIDENTIAL LAND RELEASE STRATEGY

5.1 INTRODUCTION

Chapter 2 noted that the GMS cannot address all housing issues faced by the community, especially those that require targeted and concerted action to respond to needs of particular groups. However, the GMS is able to respond to the highest priority issue, which is to facilitate increasing the supply of housing and the diversity of housing stock across a range of markets.

It is anticipated that around 70% of new dwellings will be in the urban area of Lismore, with the remainder in the villages, rural residential estates, rural landsharing communities and elsewhere in the rural area. Council's adoption of a minimum lot size of 2,500m² for subdivision in non-sewered villages, along with the community's expressed preference for larger lots, blurs the distinction between village lots and rural residential lots, which makes an accurate estimate of the percentage of future dwellings in these areas academic to some extent.

Between 5% and 10% of new dwellings will occur on farms, rural land sharing communities and other rural zoned land, although it is difficult to estimate the number with any accuracy.

The following sections describe the proposed land release strategies in the urban, village and rural areas. These are based on the analysis of supply and demand, housing projections and land suitability analysis contained in Chapters 2 and 3 of the Strategy.

5.2 URBAN RESIDENTIAL

Sections 2.3 and 2.4 show there is a substantial stock of urban residential zoned land to accommodate projected population and dwelling growth but it may not be in locations that satisfy demand for a range of housing products in sought after areas. The Greenfield and infill release areas are proposed to provide for anticipated population and employment growth and different housing markets. The potential dwellings exceed projections provided by the

Department of Planning & Environment and it is anticipated that the supply will extend beyond the 20 year timeframe of this strategy. Council has also, through the Strategic Business Plan, planned for sewerage and water infrastructure required to service existing and proposed land release areas.

5.2.1 The 'Northern Front' - Greenfield Residential Release

The three (3) Greenfield release areas proposed in this Strategy are located on the northern ridges as shown on Map 15. This area has traditionally performed strongly in terms of land sales with the release of additional land in the area able to satisfy a demonstrated demand for lots that share similar attributes to those existing in the area. The release of additional lots will cater to an identified demand for high quality building blocks in Lismore. There is also the potential to provide a quality alternative for higher income earners who might otherwise consider locating to the coastal areas.

The development of the 'northern front' will support and take advantage of Lismore's role as a regional centre and will mostly offer a high level of residential amenity with a north eastern aspect, panoramic district views and favourable breezes. The existing pattern of development along the northern ridges will be extended with its ultimate extent determined by land constraints associated with steep slopes and flood inundation on the lower areas. This will also contain the visual impact of sprawling residential estates.

Water and wastewater servicing of the 'northern front' is included in Council's Strategic Business Plan the Strategic Road Network includes an assessment of the need for the network to accommodate future residential development in this area, which has informed the contributions to be levied on new development in the section 94 Infrastructure Contributions Plan.

It is estimated that the three (3) sites have potential to provide an estimated 975 lots/dwellings as follows:

- Pineapple Road - 380 lots and a site for an estimated 140 seniors living dwellings
- Trinity Drive - 280 lots
- Lagoon Grass - 175 lots

The three (3) residential release sites that comprise the 'Northern Front' are shown on Map 15 and described below:

Pineapple Road Residential Release Area

The Pineapple Road site is located at the eastern edge of the Lismore urban area north of Ballina Road, approximately seven (7) kilometres from the CBD, three (3) kilometres from the Goonellabah shopping centre and within five (5) kilometres of four (4) schools. The Pineapple Road site is flood free, mostly cleared of vegetation and has a variable gradient including some areas exceeding 25% that may not be suitable for residential development.

In the Lismore Urban Strategy 2005, this land was assessed as being more suitable for rural residential development; however as this was not regarded as representing the most efficient use of land that is close to existing residential areas, services and facilities, the Lismore Urban Strategy was amended in 2011 to include the area as an urban residential Greenfield release area.

In June 2012 a collaborative *Inquiry by Design* workshop between Council and the landowners was held to investigate the key constraints and opportunities of the land in anticipation of a Planning Proposal to amend the LEP. The workshop resulted in an overall concept plan for the future development of the land and the proponents subsequently submitted a Planning Proposal to rezone the land. In February 2013, Council resolved to support the planning proposal and forward it to the DP&E for a Gateway Determination. The DP&E approved the Gateway, which included the requirement for the proponents to prepare a number of studies to address site specific issues.

These studies have been submitted to Council, along with a revised proposal to include a seven (7) hectare portion of the

precinct in the R5 Large Lot Residential zone, as shown on Map 30 below. This part of the land area is adjacent to Richmond Hill and adjoins land that has potential for future large lot housing that is not serviced by sewerage. The DP&E has provided an amended Gateway determination, public exhibition of the proposal was completed in December 2014 and it is anticipated that the Planning Proposal will be considered by Council for adoption at its Ordinary meeting in July 2015.

The planning proposal indicates that approximately 380 lots may be possible with a larger medium density site that could be developed for up to 140 self-contained seniors living dwellings. The R5 Large Lot Residential portion of the precinct may result in 23 lots. A draft Structure Plan shows indicative subdivision layout, recreation space and road connections. This Plan will become part of a development control plan to guide the development of the land.

Trinity Drive Residential Release Area

The Trinity Drive Residential Release Area is located some four (4) kilometres northeast of the Lismore CBD on the northern side of Ballina Road, as shown on Map 15. Bangalow Road defines the study area to the north, Lagoon Grass Road and Haywood Lane to the east, Trinity Drive and Ashgrove Drive to the south and Howards Grass Road to the west.

The landform consists predominantly of a ridgeline extending north westward from the existing Trinity Drive and Ashgrove Drive with smaller ridges towards the east. The sloping faces of the ridge are steep with grades of typically between 5-20%. East of the main ridgeline, the site falls away at slopes of between 20% to 30% with the low lying land identified as being flood prone

The site was included in the former Lismore Urban Strategy 2005 as a greenfield residential release site. A rezoning application was subsequently submitted for the inclusion of appropriate parts of the land to be in the R1 General Residential zone in the (then) new Local Environmental Plan. However, the site was found to contain a significant population of Thorny pea, a

threatened flora species, and its inclusion in the draft LEP was delayed pending the satisfactory resolution of mitigation of impacts on the Thorny pea.

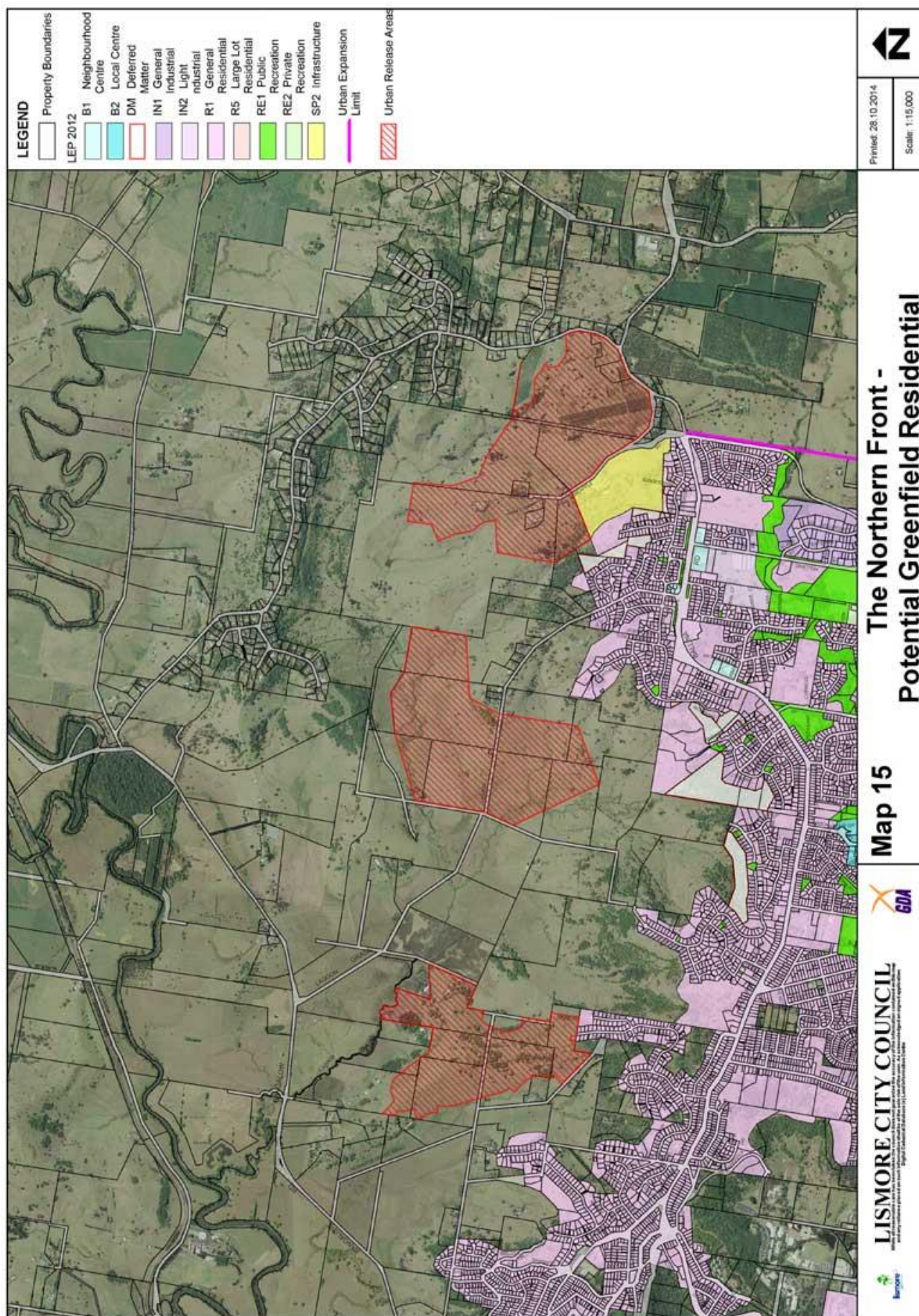
At its Ordinary meeting in December 2009 Council resolved to endorse in principle the inclusion of the land at Trinity Drive in a residential zone as a future amendment to the draft LEP 2009, subject to resolution of Thorny pea issue and the matter being reported in detail back to Council. A Planning Proposal to rezone the land has now been received by Council and a report to a Council meeting on the Planning Proposal is anticipated in the short term. Approximately 280 lots may be possible.

Lagoon Grass Residential Release Area

The Lagoon Grass residential release area comprises approximately 90 hectares of land to the east of Trinity Drive, as shown on Map 15. The area extends from the ridgeline running from the end of Northcott Drive to Lagoon Grass Road. This release area has not been subject to detailed site analysis and was proposed as a long-term release area in the FNCRS 2006-2031.

The land contains several development constraints associated with low lying land and flood inundation, minor bushfire hazard areas and topography exceeding 25% slope. Given the general constraints of the land it is considered that a density of six (6) dwellings/hectare is possible, which recognises 175 lots is achievable. The primary constraint to achieving a higher density in the order of 10-12 dwellings/hectare is the predominant land area contains slopes between 10-20%.

The Lagoon Grass area is included in the GMS given its ability to be serviced with water and wastewater as part of the northern front water and wastewater supply servicing strategy. It is considered to be a long-term release area.



5.2.2 Urban Infill and Fringe Investigation Sites

Infill sites are identified in the GMS to maximise and support existing infrastructure and services and respond to identified demand for alternative housing options. The sites discussed in this section have been subject to a 'sieve mapping' process to identify areas not subject to major physical or environmental constraints along with a preliminary assessment of the ability of each site to be serviced by road, water and wastewater infrastructure. The potential marketability of the areas has been considered in general terms through targeted discussions with the development and real estate industry.

East Lismore Residential Infill

East Lismore presents opportunities for residential infill development that maximises the features of the locality. It presents a mostly northern orientation and aspect with views over Lismore and to rural areas to the west. Furthermore, it enjoys the benefit of being in close proximity to shopping, community, and health services and has the potential to offer a different housing product. Surveys conducted for the Lismore Housing Strategy show that East Lismore is a desirable location.

The proposed East Lismore Infill Precinct shown on Map 16 is located approximately 2 kilometres to the south-east of the CBD. The precinct has a total potentially developable area of approximately 35 hectares with a possible lot yield of 150-200 lots. The seven (7) lots that make up the total site area can be accessed from various points including Barham Street, King George VI Memorial Drive, Penelope Place, and Felicity Drive.

The surrounding areas to the south and east are generally used for residential activities. The area to the north is currently open space, used by the Lismore Workers Golf Club. The area to the west is generally rural. Part of the precinct is located on a hillside with the majority of the land enjoying a northern orientation. The area that is least constrained in terms of topography is located on top of the plateau south of Felicity Drive. Other

parts of the precinct are steep and housing options will be restricted to lower density housing.

Parts of the area were investigated for potential residential development in the Urban Strategy 2005. At the time, the lot on the plateau south of Felicity Drive (Lot 3 DP805680) was used for commercial macadamia production and was not regarded as a residential option and difficulties associated with topography and vehicle access for other parts of the site made it difficult for land owners to progress development.

Five of the lots (the northern part of the precinct on Map 16) were the subject of a one and a half day *Inquiry by Design* workshop held in April, 2014. The aim of the workshop was to investigate the potential for residential infill development. The preliminary work undertaken during the workshop identified that parts of the site are suitable for future residential infill development and estimated that the land had subdivision potential for between 55 and 70 lots. A report on the workshop provides more details and a potential structure plan.

The lot immediately to the south of Felicity Drive (Lot 3 DP805680) was noted at the workshop as having future potential connections, subject to its consideration in the Growth Management Strategy. Lot 3 DP805680 is located at the southern end of the East Lismore ridgeline and its development would represent a logical progression in development along the top of the ridge line.

The potential developable land lies along the ridgeline. The escarpment around the perimeter of the ridge offers grades in excess of 20 to 30%. It is expected that the escarpment slope is stable as there no known areas of mass soil movement identified on this site. Depending on other constraints, appropriate housing may be acceptable on the steeper slopes subject to detailed geotechnical investigation. The site has an estimated developable area of 12 hectares.

Constructed road access to this land is from the north at Felicity Drive and Wanda Drive. Felicity Drive and Wanda Drive accesses are in

locations that conveniently allow connection to a future perimeter road along the escarpment edge within the potential APZ. Pedestrian links to facilities may be problematic due to the grade of Barham Street. The closest bus route is in Wyrallah Road and further work will be required on the viability of servicing the area by bus.

The land to the west, Lot 12 DP1130877, part of which adjoins Lot 3 DP805680 slopes down to Wyrallah Road. It has a developable area of around six (6) hectares that can only be developed in conjunction with Lot 3 DP805680 as the only practical vehicle access will be achieved from Felicity Drive due to steep topography and environmental constraints. There is no access to the south.

Preliminary analysis of the precinct's ability to connect to reticulated water suggests there may be constraints to servicing with town water. However, further hydraulic modelling will be required to determine the extent of any limitations. Connection to wastewater services appears feasible.

Waterford Park Extension - 33 Acacia Ave Goonellabah

This land, which is part of Lot 82 DP1187079, as shown on Map 16 represents an extension of the Waterford Park Estate, a residential area south of Oliver Avenue, Goonellabah. A planning proposal has been submitted to rezone this land to R1 General Residential with a potential lot yield of around 30 lots. The land is close to existing schools, shops and community facilities and is located within the eastern limit of urban expansion. The land was previously used as a macadamia farm and is adjacent to housing to the north, east and west. Land to the south of the site is rural with Tucki Tucki Creek in close proximity to the southern boundary. The Chilcotts Grass residential release area is located to the south-east.

The land is identified as State Significant Farmland in the Northern Rivers Farmland Protection Project (DP&E, 2005); however, an agricultural assessment prepared on behalf of the development proponent and submitted with the planning proposal shows that the land has a low agricultural value. While

Council and the community are committed to the preservation of prime agricultural land, development of this land has merit for the following reasons:

- It will provide increased housing options, with minimal environmental, social and economic impacts, close to existing retail, recreation and community services;
- It is not being used for agricultural purposes, an agricultural assessment indicates it has limited value and its potential for future agricultural use is constrained by its close proximity to existing and future housing development;
- It will provide a housing product consistent with existing residential development in Goonellabah;
- Its development will contribute to meeting Council's housing target in the FNCRS and support Lismore's role as a Major Regional Centre in the FNCRS.

The site can readily be serviced with water and wastewater services utilising existing infrastructure. There are a number of potential vehicle access points to the site but more detailed traffic studies will be required to determine the optimum access.

Council adopted the Planning Proposal to rezone this land to R1 General Residential at its December 2014 Ordinary meeting and received a Gateway determination for the Proposal from the Department of Planning and Environment also in December 2014.

Urban Fringe Investigation Sites

The following urban fringe sites have been nominated primarily through submissions made during and after the exhibition of the GMS Discussion Paper and the Draft Growth Management Strategy. These sites are referred to as urban fringe sites and shown on Map 16. Most of these sites will yield small numbers of lots largely due to steep topography.

1A Northcott Drive Goonellabah (Lot 2 DP777930)

1A Northcott Drive (Lot 2 DP777930) was considered in the Lismore Urban Strategy 2005. It is 8.5 ha in area and currently zoned RU1 Primary Production. The western side of the lot comprises a small ridgeline that is gently sloping with good aspect and views to the north and has potential for residential development. The remainder of the property is steeply sloping, which makes it inappropriate for development. Given its good aspect and views the site would yield high quality lots although the feasibility of development will be restricted by water and wastewater capacity and access restrictions.

With respect to water supply, there appears to be no impediment to allowing minor infill developments within the Wyreema reservoir zone to proceed. In relation to wastewater services, there should be sufficient reserve capacity within the Northern Trunk Main to accommodate modest infill development of this nature.

Vehicle access would be achieved by an extension to Northcott Drive with a constraint on the extent of development related to Rural Fire Service requirements for single public access roads to be limited to 200 metres. Any development and location of housing would need to give consideration to establishing a secondary access by linking Northcott Drive with Carramar Drive and ultimately Lagoon Grass Road.

209 Bangalow Road, Howards Grass (Lot 182 DP 787249)

This property has a total area of 36.8 ha, extending from Bangalow Road to Lucia Crescent, Lismore Heights. A small area of the land that fronts Lucia Crescent is in the R1 General Residential zone. The majority of the site is flood prone. A small portion of the land in the south-west corner in the RU1 Primary Production zone is adjacent to the existing residential subdivision in Lucia Crescent. While being significantly constrained by slope, there is a small area of developable land that could yield a limited number of lots. Future development should be restricted to this area, shown on Map 16.

The frontage to Lucia Crescent could provide access to the site although the gradient is fairly steep.

The area shown on Map 16 is located within the Ross Street reservoir zone, which has significant reserve capacity. Therefore, no issues are foreseen with respect to provision of water to any future development. Future development is unable to connect by gravity to Council's existing sewerage system. Therefore, the use of pressure sewer systems is favoured. As there will only be a small number of lots, resulting impacts on the existing sewer system should not be significant.

An application to rezone the area shown on Map 16 to R1 General Residential will be considered for approval to the 'Gateway' stage at Council's 12 May, 2015 Ordinary meeting.⁶

2 Opal Crescent, Lismore Heights (Lot 38 DP825613)

This land is located at the eastern end of Opal Crescent in Lismore Heights. Its future potential for residential development will be limited by steep topography and the availability of capacity in the water and sewer catchments.

With respect to water supply, the site is located within the Wyreema reservoir zone, adjacent to the boundaries of two separate Reduced Pressure Zones (RPZs) that form part of the Wyreema zone. Given the proximity of the site to three separate pressure zones, some care would be required in designing any extension to the water supply to ensure the integrity of these pressure zones is not compromised.

The proposed development is unable to connect by gravity to Council's existing sewer system. Pressure sewer systems would be an option with the most likely point of connection being sewer line 23C located at the end of Opal Crescent to the north of the site. As it is anticipated that only minimal lot

⁶ Note: Council adopted the Planning Proposal to rezone the area shown on Map at the May 2015 Ordinary meeting and at the time of publication of this GMS, had been forwarded to the Department of Planning & Environment for Gateway approval.

yields are possible, downstream sewerage infrastructure should have sufficient capacity to accommodate additional demand.

164, 186 and 198 Rous Road, Goonellabah (Lot 3 DP 1176419, Lot 100 and 101 DP592235)

This land is located on the eastern side of Rous Road adjacent to the intersection of Rous Road with Skyline Road, Goonellabah. It is approximately 1 kilometre by road to the Goonellabah shopping centre and alongside existing housing and urban parkland. The land has a slight to moderate grade and falls from Rous Road to the north and the east. An unnamed creek runs north-south through Lot 100 DP 592235.

The land fronts Rous Road with several possible locations for vehicle access that offer reasonable visibility to construct an intersection for internal access. Development of the land could yield up to 35 lots and two (2) access points to Rous Road would be required. The land is located 90 metres from a bus route.

With respect to water supply, future development would involve a minor extension of the Wyreema reservoir zone. There is also potential for the proposed development to be serviced with water from the nearby Holland Street reservoir zone.

In relation to sewerage, connection directly to Gravity Branch GB 28 of the Southern Trunk Main can be achieved. At present there is significant spare capacity within the downstream sections of the STM to cater for this additional load. Over time, monitoring of infill development connecting to this infrastructure will be required; however, this can be managed and is not seen as an impediment to development of this land proceeding.

Blue Hills Avenue, Goonellabah

Submissions to the Discussion Paper and the Draft Growth Management Strategy were received with respect to 30 Blue Hills Avenue, Goonellabah and the portion of that land that has potential for residential development is shown on Map 16.

This section reviews the Blue Hills Avenue precinct in general. The area is located on

the eastern edge of Goonellabah and largely consists of low density housing that is adjacent to Blue Hills College. The area is currently zoned RU1 Primary Production and adjoins an existing urban residential area on the northern side of Blue Hills Avenue and a small rural residential estate in Napier Avenue. Some of the land at Blue Hills Avenue is relatively unconstrained and located within the eastern limit of urban expansion as shown on Map 16.

The land may be capable of supporting more intensive residential development that would be consistent with the adjacent urban subdivision pattern on the northern side of Blue Hills Avenue; however this option may be restricted by limited access to sewerage, with pressure sewer systems being the likely favoured option. Alternatively, large lot residential housing may be considered consistent with the subdivision of land in Napier Avenue.

The area is currently serviced with town water and, subject to a check of the hydraulic capacity of existing mains extension of the water supply to service any development would be possible.

5.2.3 Medium Density Housing Precinct

Section 2.4 shows that Lismore's housing stock is dominated by detached single houses with only 12.8% of housing in the LGA being medium density, although the proportion in urban Lismore is higher at 19.1%. The Lismore LEP supports the community's desire for an increased diversity of housing by nominating a 400m² minimum lot size for subdivision in the general residential zone and permitting dual occupancy, residential flat buildings and secondary dwellings. Despite this, the rate of provision of alternative housing types has been low.

Council considers that nominating an area as a preferred precinct for medium density housing will act as signal to the development industry, provide certainty to the community about the built form of the housing, and demonstrate good quality housing outcomes. The area close to the Base Hospital is ideally located for an increase in the density of residential development to take advantage of

its close proximity to the Hospital, the CBD, Lismore Square and open space and recreation facilities. Described as the Hospital Support and Medium Density Housing Precinct, as shown on Map 17, it comprises the area bounded by Brewster Street to the west, Leicester and Orion Streets to the north, Hunter Street, Bent Street and Rotary Park Reserve to the east and McKenzie Street and Uralba Street to the south. The Precinct has an area of approximately 51.4 hectares.

The planning for this area commenced in response to the planned upgrade of the Base Hospital. Council has completed a series of detailed consultation and design workshops regarding future planning of the Lismore Health Precinct commencing in November 2012 with a workshop between Northern NSW Local Health District, the University Centre for Rural Health and Council. A “Resident Focus Group” was also convened as part of the workshop process. This workshop established goals related to providing increased opportunities for medium density housing within the Health Precinct.

A Housing Intensification Workshop was held in November 2013, and in May 2014 a further workshop, generally with the same attendees as the November 2013 workshop explored the findings of a Housing Demand Survey and Preliminary Viability Testing completed in April 2014. This workshop recommended, in part, that Council review the town planning controls for the Precinct. This work includes a review of the LEP and the Lismore Development Control Plan (DCP).

Council has received funding from the Department of Planning and Environment through the Planning Reform Fund to undertake the above review with an explicit aim being the promotion of medium density housing development, including consideration of increasing the building height limit to 3 and 4 storeys to enable higher density residential developments within the precinct. The application of alternative zones to provide clarity on the desired land use and built form outcomes is also being considered.

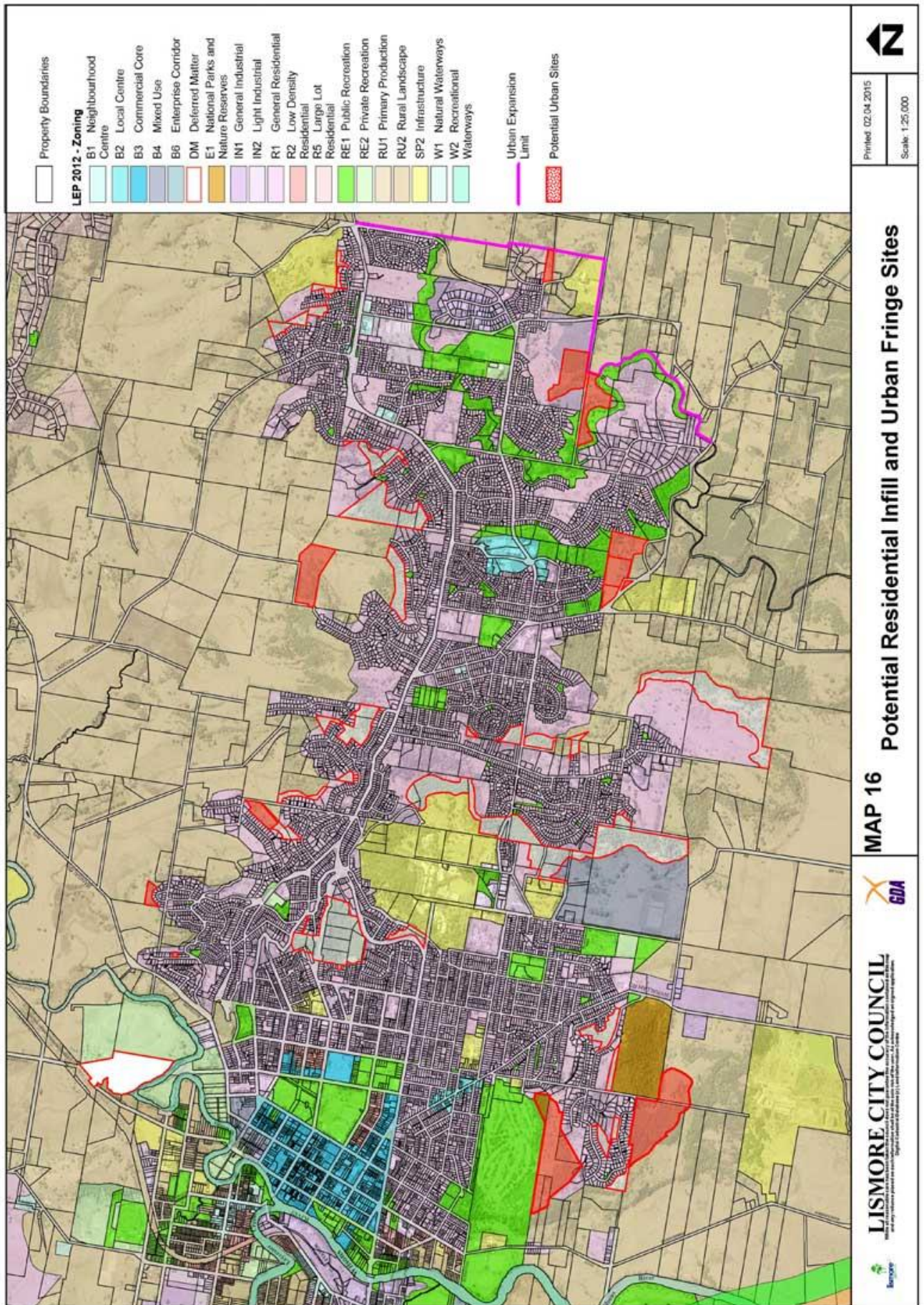
It is important to note that the form of future development in the precinct will only be determined after extensive consultation with the local community and a detailed consideration of impacts on existing residents and neighbourhood character. Consultation with residents commenced in early 2015.

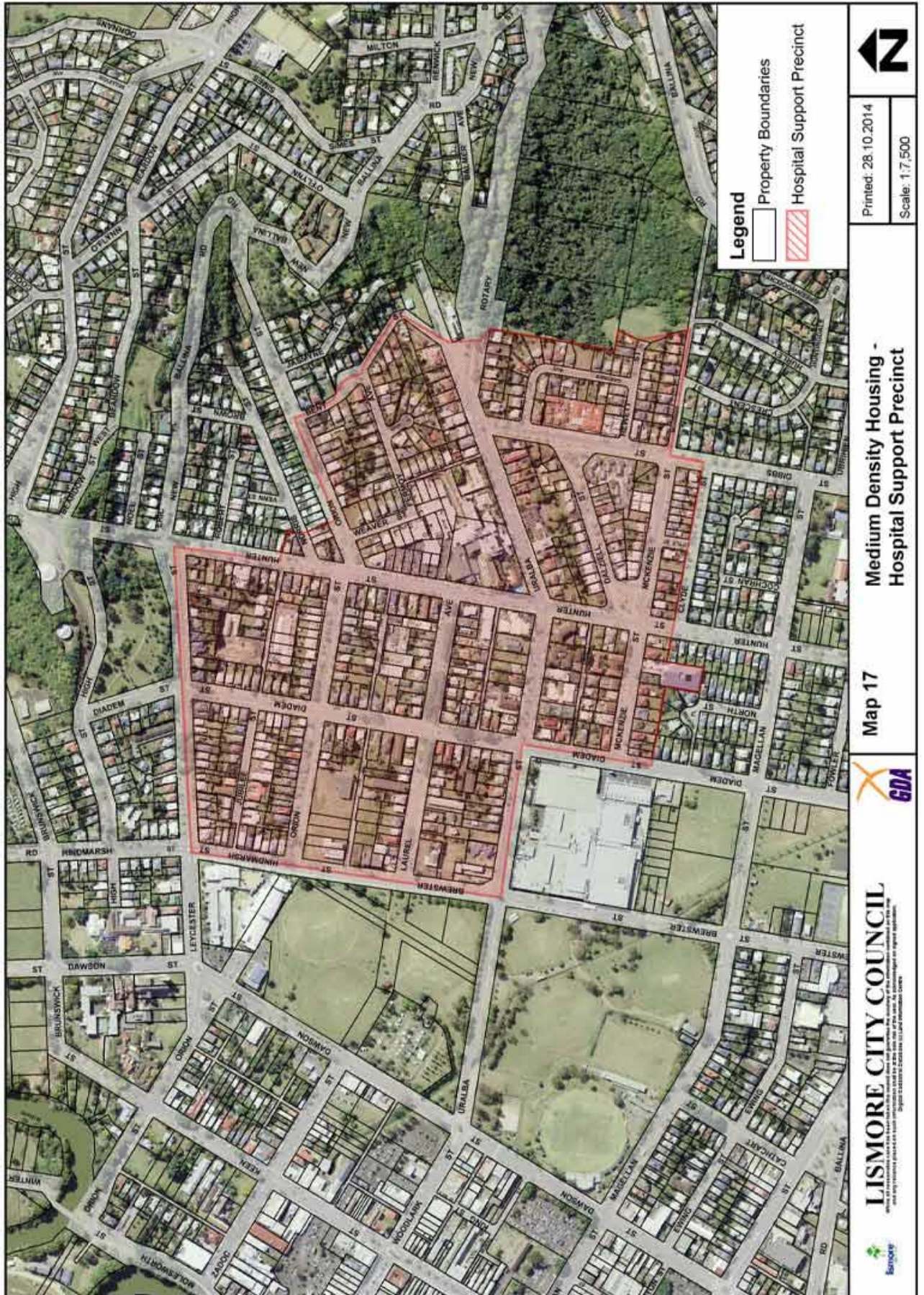
5.2.4 Other Incentives to Encourage Housing Diversity

The Lismore Urban Strategy 2005 noted that financial incentives might be needed to encourage investment in CBD housing and medium density housing. This was confirmed in the Lismore Housing Strategy 2012 and Council adopted a policy in September 2014 that waives s64 and s94 infrastructure contributions for:

- Secondary Dwellings up to 5 bedrooms, maximum of 3 toilets and 2 laundries;
- 1 or 2 Bedroom Attached or Detached Dual Occupancy with a floor area less than 115m² and a maximum of 5 bedrooms, 3 toilets and 2 laundries; and
- New apartments within the CBD precinct up to a maximum of 5 bedrooms, 3 toilets and 2 laundries for each apartment.

In addition, a discount is to be applied to 2 or more Bedroom Attached or Detached Dual Occupancy with a floor area greater than 115m² and a maximum of 5 bedrooms, 3 toilets and 2 laundries.





5.3 VILLAGE HOUSING

5.3.1 Overview

Section 2.4.6 outlined the analysis of demand for village housing and the conclusion that there is sufficient village zoned land to satisfy demand for the next 20 years. Despite this, in the interests of providing housing choice for residents and maintaining support for the villages, expansion areas are proposed for Bexhill, Caniaba, Clunes and Dunoon. Some of these expansion areas (modified for Caniaba) were identified in the Village Development Strategy 1997 but apart from the land at Bexhill, planning proposals for their rezoning have not yet been submitted to Council.

Areas considered suitable for rural residential housing are also identified adjacent to Bexhill, Caniaba, Nimbin, The Channon and Wyrallah and these are discussed in this section as well.

All of the areas proposed for village expansion include land mapped as Regionally Significant by the DP&E's Farmland Mapping Project. This mapping had not been undertaken when the 1997 Village Strategy was prepared and, apart from Dunoon, the areas are included within the Urban and Village Growth Boundary in the FNCRS. The areas proposed for expansion are located next to existing housing and residential development and are unlikely to accommodate any intensification of agricultural use due to the proximity of housing.

The following provides a short description of each of the Villages with potential for expansion, either through additional village zoned land or in the form of large lot residential housing.

5.3.2 BEXHILL

Bexhill is located approximately 10 kilometres north of Lismore on the Lismore-Bangalow Road. This village is ideally located for expansion to take advantage of its proximity to Lismore for access to employment and services. Bexhill also provides some local services for its residents and those in the surrounding rural community. There is currently no RU5 Village or R5 Large Lot

Residential zoned lots with development potential.

Land to the west of the village of Bexhill has been developed for rural residential housing being within walking distance of Bexhill's facilities and offering a desirable lifestyle option. Further lots could be developed on land that is mostly cleared and of gentle to moderate slope.

Expansion of the village is constrained by the Bangalow/Lismore Road, flood prone land and prime agricultural land. Land on the north-eastern side of the village is mostly flood free and was identified for potential development in the 1997 Village Strategy. Pursuant to the Village Strategy, an application to rezone this land has been submitted to the Council and will be considered for approval to the 'Gateway' stage at Council's 12 May, 2015 Ordinary meeting.⁷

The area nominated in the draft Growth Management Strategy has been amended to be consistent with the area investigated in the Planning Proposal, which also nominates a portion of the land for R5 Large Lot Residential subdivision in the north-eastern part of the site. The land is shown on Map 18. The whole site is approximately 32 hectares in area, including the portion proposed for R5 Large Lot Residential zoning.

Reports accompanying the Planning Proposal investigated the suitability and feasibility of a conventional gravity wastewater collection system with transfer of the wastewater to the South Lismore Sewage Treatment Plant (STP) via a pump station and a 10 kilometre rising main. Significant issues in this sewer connection proposal are controlling septicity within the rising main and the economic feasibility in terms of "Whole of Life" costs for the sewerage assets. Council is not satisfied that these issues are able to be addressed; therefore, the ability of the land to be subdivided for lots below the minimum lot size of 2,500m² is unlikely. If a lot size of

⁷ Note: Council adopted the Planning Proposal to rezone the area shown on Map 18 at the May 2015 Ordinary meeting and at the time of publication of this GMS, had been forwarded to the Department of Planning & Environment for Gateway approval.

2,500m² is assumed, along with a 30% allocation for roads, drainage and landscaping/environmental enhancement works, around 65 lots may be possible.

The proposed area with potential for rural residential subdivision shown on Map 18 is divided into two sections. A portion of both sites is constrained by grades steeper than 20% (1 in 5); however, mass soil movement is not identified as a problem. The steep grades make the construction of access roads and driveways problematic but not impossible. Further investigation would be required in any planning proposal.

The northern proposed area is serviced by Gibson Lane, which is a narrow four (4) metre wide gravel access road. A secondary access could be provided from an unconstructed unnamed road reserve along the southern frontage of this area. The intersection of Gibson Lane and Corndale Road and Grace Road has poor geometry and will be required to be upgraded to Council standards should development proceed. All access roads will be required to be upgraded to a six (6) metre wide bitumen seal with one (1) metre wide gravel shoulders. The northern area will only support a small number of additional lots.

The southern area has potential access from Grace Road in the north and Rankin Road in the south. Grace Road is a 5.5 metre wide bitumen sealed road while Rankin Road is a narrow three (3) metre gravel road which terminates 200 metres from the site. The Rankin Road access is problematic as it crosses the railway line. Although the rail line is not operational it remains open and could be reactivated. Further developments on Rankin Road may require the crossing to be upgraded to boom gates flights level crossing at some time in the future.

The southern area has a 30 metre frontage to Grace Road and can be used for the provision of street access, although the grade is approaching 20% and is generally considered too steep for a local street. However, it may be possible to construct an access that meets the Australian Standard for a private driveway. This would limit potential lot

numbers and consequently impacts on adjoining neighbours.

A service road commences 100 metres south of Clunes Street and runs south parallel to Bangalow Road through to the school. This service road is suitable for cycling. A footpath runs alongside Bangalow road and links to the service road.

5.3.3 CANIABA

Caniaba is located on a plateau above South Lismore within 10 kilometres of the CBD, which places the population in close proximity to established services, amenities and employment. It supports a school, hall and recreation facilities. There is some prime agricultural land on the Caniaba Plateau. The current village zone applies to the Perradenya estate, which has a reticulated water supply and reticulated sewerage to the South Lismore Wastewater Treatment Works.

An area of approximately 50 hectares is available in the Perradenya Estate for further subdivision subject to normal servicing and site-specific assessment issues. This represents a significant stock of zoned land for village style housing.

The 1997 Village Development Strategy concluded that a new village would be required to meet a potential shortfall in supply of village lots in the long term, and to provide a greater range of housing choice. That Strategy concluded that Caniaba would be an ideal location given its proximity to existing services and facilities and nominated an expansion area on land south of Fredericks Road and extending eastwards from the Perradenya estate to the Caniaba Hall and School. This land can also be serviced by reticulated water and sewer.

Some land owners in the proposed expansion area have expressed an intention to rezone their land and this land, to the east of Perradenya shown on Map 19, is nominated for potential village expansion in this Strategy on the basis of its desirable and serviceable location and to provide land suitable for village housing in the event that Rous Water does not proceed with further development of Perradenya in the short to medium term. The site fronts Caniaba Road, which is constructed

to a 5.5 metre wide bitumen sealed standard, and at the western end, Dougan Road, which is constructed to a 6 metre wide bitumen sealed standard. Internal access can be safely provided from either road.

A further area of approximately 32 hectares to the south east of Perradenya and adjacent to the school may be suitable to meet the demand for large lot housing. This area is shown on Map 19, has moderate slopes and enjoys a pleasant outlook. Areas of high conservation value and bushfire prone vegetation exist on large parts of this land and any planning proposal would be required to address these issues through appropriate subdivision layout.

Vehicle access from Caniaba Road could be extended along an unconstructed road reserve that runs along the eastern boundary of the school lot. This access is relatively flat and suitable for road construction. The access off Caniaba Road will require further investigation as it is located 30 metres east of the Caniaba Road / Nimoola Road intersection. Visibility to the west at this intersection is restricted.

There is currently no pedestrian walkway or cycleway to provide access to the school. However, it is a condition of development approval for the Perradenya Estate to provide a two (2) metre wide stabilised gravel combined pedestrian and cycling track between the Perradenya Estate and the Caniaba primary School.

5.3.4 CLUNES

Located about 17 kilometres from Lismore and 14 kilometres from Bangalow, Clunes provides a wide range of services and facilities for its residents and the surrounding rural community. These features and its proximity to Lismore and Bangalow make Clunes suited to expansion; however the prospect of significant future expansion is unlikely as the village is surrounded by prime agricultural land and steep topography, particularly to the east. It is therefore considered that Clunes will have an upper limit for foreseeable expansion. Once this limit is reached, prime agricultural land is

potentially placed in jeopardy from development pressures.

Council and the community spent some years investigating the alternatives for a common effluent disposal system for the village. However, in 2013 Council decided not to proceed with the proposal and in 2014 adopted the Strategic Business Plan for Water Supply and Wastewater that excluded the system. Future development in Clunes will therefore be required to dispose of effluent on-site, which will necessitate larger lot sizes than exist in the older parts of Clunes but that will be compatible with the character of the more recent development of land in Remnant Drive/Avalon Avenue.

There is limited existing village zoned land in Clunes with potential for further subdivision apart from one large zoned and unsubdivided lot of approximately 10 hectares. This could yield around 20 lots assuming a lot size of 2,500m² and a 30% discount for roads, drainage, topography and buffers to the adjoining macadamia farms. Land adjacent to this on the north-western end of the village identified for village expansion development in the 1997 Village Strategy is proposed to remain as a future expansion area as shown on Map 20. This land could yield 60-70 lots using the same lot size and discount assumptions.

5.3.5 DUNOON

Dunoon is located approximately 18 kilometres to the north of Lismore. Described as the Macadamia capital of Australia, Dunoon is surrounded by prime horticultural land, which is mainly utilised for macadamia production. Dunoon has a range of facilities that support the village population along with nearby rural communities.

Like Clunes, the future expansion of the village is highly constrained due to the high agricultural value of the surrounding land, limits on lot creation due to on-site effluent disposal and a clear preference of the community stated over many years for the existing character of the village to be maintained with a limit on population and village growth.

The zoned land on the eastern side of Dunoon will yield additional lots and an application to subdivide this land into 23 lots has been approved by Council and a staged subdivision is currently progressing.

A small expansion of the village zone is proposed by the inclusion of part of 116 James Street, Dunoon. This property is approximately 2 hectares in area and is at the northern end of the village. The existing dwelling is located on the north-eastern corner of the lot. Adjoining properties to the west and north contain macadamia orchards. The site falls generally to the west at an estimated 25% grade. Topographical constraints of the land make it suitable for only one (1) additional lot.

The land is mapped as regionally significant farmland and is in the RU1 Primary Production zone but has not been used for agricultural purposes for many years. The site adjoins the Dunoon Hall, which is in the RU5 Village Zone. On the eastern side of James Street, opposite this property, the Village zone extends further to the north to Fletcher Road.

Inclusion of this land would result in a minor expansion of the Dunoon village and is supported given its close proximity to the Dunoon store, the recreation facilities, the school and the Hall. The limit to the expansion of Dunoon to the north will be established with the inclusion of this land, as the adjoining land and land further north is in active agricultural use. A 30 metre buffer is required to the adjoining macadamia farm and this area is excluded from the potential village expansion area shown on Map 21.

The 1997 Village Strategy identified a potential expansion area at the southern end of the village adjacent to Duncan Road. This Growth Management Strategy excludes this area for village expansion due to:

- The limited development potential of the land as a consequence of the extensive buffer areas that would be required to protect the surrounding intensive horticultural activities from the encroachment of village housing and future residents from the noise and other impacts of these activities; and

- Concerns expressed by the Dunoon community over the past 10 years about the lack of demonstrated need for additional housing in Dunoon (beyond existing village zoned land) and impacts on the existing character of the Village from further residential subdivision.

5.3.6 NIMBIN

Nimbin is located approximately 30 kilometres from Lismore and operates as a service centre for the north-west of the Lismore LGA, as well as for parts of Tweed and Kyogle LGAs. This role is reflected in the much wider range of commercial and community facilities it offers than other Lismore villages with distinct commercial and light industrial areas as well as a higher number of community uses, in addition to housing. Nimbin's village zoned land is also serviced by reticulated sewerage and water.

The village contains large zoned areas off Alternative Way and near the Nimbin showground. If the vacant areas are discounted by 30% for terrain, drainage and current non-residential use (eg the showground) there is about 50 hectares of developable land left. In recent years Council has approved applications for residential subdivision off Sibley Street and Alternative Way and is in the process of determining further applications in Alternative Way, with an estimated 158 lots in total. The subdivision of some of these areas is yet to commence.

The capacity of the reticulated water and sewerage systems will limit the expansion of the village, along with physical constraints including flooding and steep slopes. Assessment of the capacity of the Nimbin Water Supply shows that the capacity of the existing water supply will act as a constraint on any expansion of the village beyond its current zoned boundary. There is sufficient capacity to meet the needs of existing customers, with only a limited amount of reserve capacity to accommodate some modest growth of the village. This reserve capacity will be used to support development within the existing village zoning. Further extension of the water supply to service rural residential development is not supported.

Due to the available zoned land and the infrastructure and physical constraints, an area for village expansion is not nominated in this Strategy. However, there are two (2) areas adjacent or close to Nimbin that may be suited to rural residential housing. These areas, shown on Map 22 and outlined below will not constrain future expansion of Nimbin Village, are of lower agricultural value and within walking and/or cycling distance of Nimbin.

4 Blue Knob Road

This site is north of Nimbin on the northern side of Mulgum Creek and bounded by Redcotes Road. Due to the limited capacity of the town water and sewerage systems to service expansion of village style housing, the potential for large lot housing (as opposed to village) on this land is supported. The land is within walking distance of the village and offers great views and aspect. The number of lots that could be achieved will depend on the ability to dispose of effluent on-site but it may have potential for up to 15 lots.

The site is partly flood free and offers mostly gently sloping land that is generally clear of vegetation. The site is divided by a gully running north-south through the centre. This gully would become partially flooded at times making the development of the eastern portion of the lot problematic. A slight ridge runs north-south forming the dominant topographic feature of the developable area on the western side of the gully.

Primary vehicle access to the site is possible through the access driveway to the candle factory, which is bitumen sealed and has good entry to Blue Knob Road. A second access could be provided by upgrading Crofton Road and Redcotes Road to six (6) metre wide bitumen sealed standard. There is an existing pedestrian walkway linking the site to the Nimbin Village shopping precinct. Although there is no formal segregated cycleway, options exist to accommodate cycling through to the village.

20 Gungas Road and 200 Tunttable Falls Road

This site comprises two (2) lots, one with frontage to Gungas Road and one with frontage to Tunttable Falls Road. It was included in the 2002 Rural Housing Strategy, along with land further to the north in Gungas Road; the latter is not nominated in this Strategy due to the significant road and bridge works that would be required to service its development.

The site is largely unconstrained apart from possible noise emanation/truck movements from the Nimbin Sawmill to the north that would need to be considered and addressed in any Planning Proposal. Gungas Road would require upgrading with a six (6) metre wide bitumen seal on eight (8) metre wide pavement and the land owner would need to enter into an agreement to undertake these works prior to any Proposal Planning being submitted to Council for a Gateway determination.

5.3.7 THE CHANNON

The Channon is a small village located approximately 20 kilometres from Lismore that is surrounded by hills containing subtropical rainforests. Home to the famous Channon Markets, the village supports a number of facilities, including a shop, a school and a hotel.

As shown in section 3.1, development of land surrounding The Channon is largely constrained by steep slopes, heavy vegetation cover and flood prone lands to the west due to its location on the confluence of Tunttable and Terania Creeks. The only substantive area left unsubdivided is a riparian strip along Terania Creek that is heavily vegetated and partly flood prone. Consequently there is little opportunity for expansion of the existing village in its current form. However, there are potential opportunities for large lot residential subdivision of land close to the village that will, through increased population, enhance the viability of existing facilities in the village.

The potential areas for large lot residential subdivision shown on Map 23 are within walking distance of The Channon village. The western area contains gently sloping cleared land, quite heavily dissected by drainage gullies leading into Tuntable Creek. Closer settlement on this land should ensure that effluent disposal arrangements prevent pollution of the creek. Future subdivision design will need to take account of the location of two dip sites on the eastern side of Koonorigan Road.

Future development of land on the eastern side of Tuntable Creek Road will need to take into consideration any areas affected by local flooding along Tuntable Creek. Land shown on the northern side of the village is heavily constrained by steep slopes and the presence of native vegetation, which may limit its development potential.

One of the properties included, at 336 The Channon Road, has development consent for a 10 dwelling rural land sharing community. It is nominated for potential large lot residential subdivision but a community title subdivision of the approved RLSC could also be achieved following an amendment of the Local Environment Plan as foreshadowed in section 5.4.3 and Chapter 8 of this Strategy.

5.3.8 WYRALLAH

Wyrallah is approximately 10 kilometres south of Lismore, on the Wilsons River. The form of the Wyrallah village is linear, with an east-west axis. The western part of the village is constrained by flood liable lands, as shown on Map 6 in Section 3.1. Any expansion of the village would of necessity be in a north-south direction. The land currently zoned Village consists of historically small allotments that will not accommodate housing that is able to effectively address Council's on-site wastewater disposal strategy. Amalgamation of lots may provide some additional housing; however these lots do not constitute a significant supply of village land.

The village currently has no commercial facilities, but does have a school, a hall and a rural fire service station. While expansion of the village may make the probability of commercial facilities more viable, community

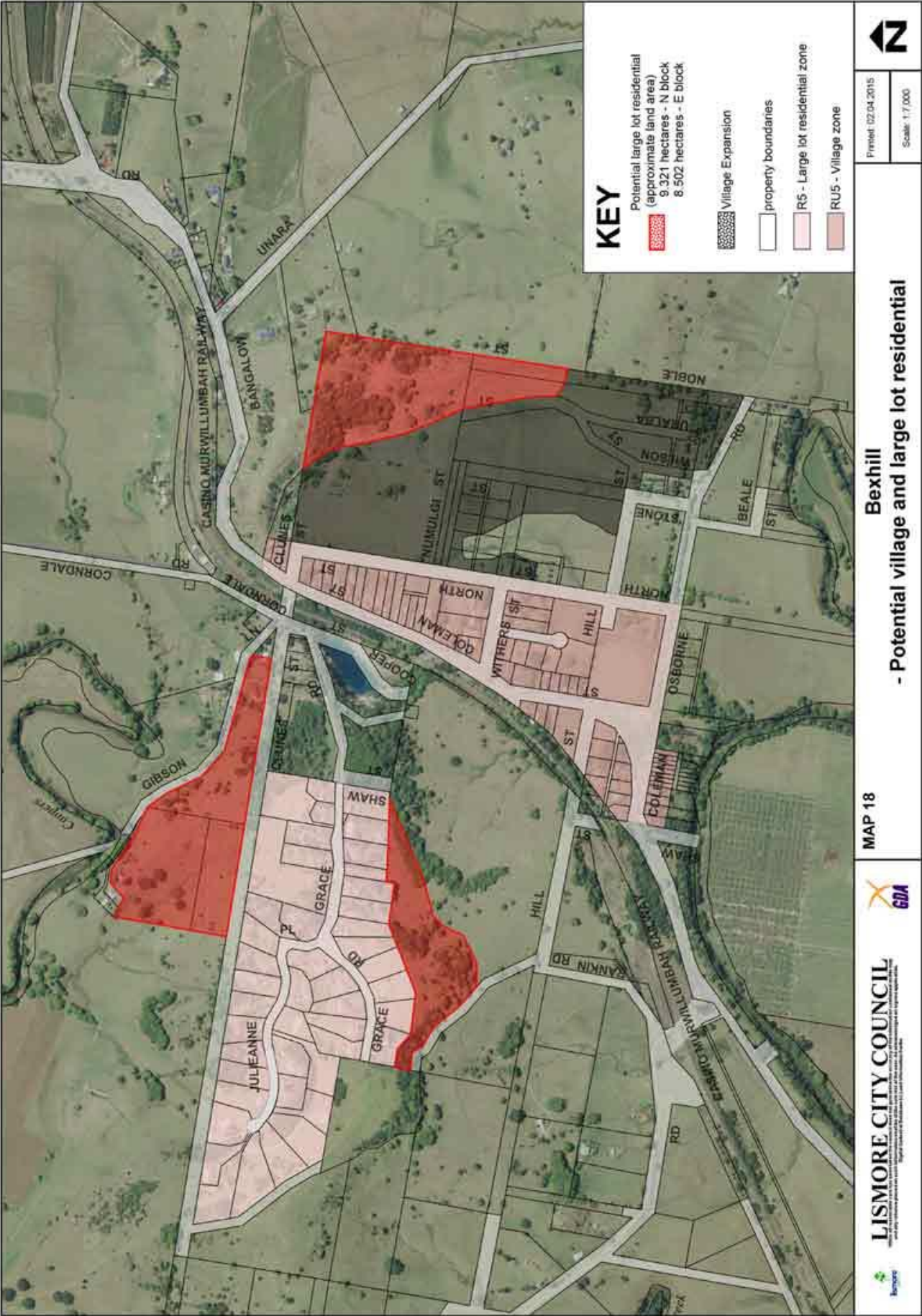
consultation through the Imagine Lismore Place Based Forums indicated that the community regards this prospect as unrealistic due to Wyrallah's proximity to Lismore. The community also expressed a preference for the style and scale of housing achieved in a large lot residential subdivision completed on the north-eastern edge of the village in Breckenridge Street in recent years.

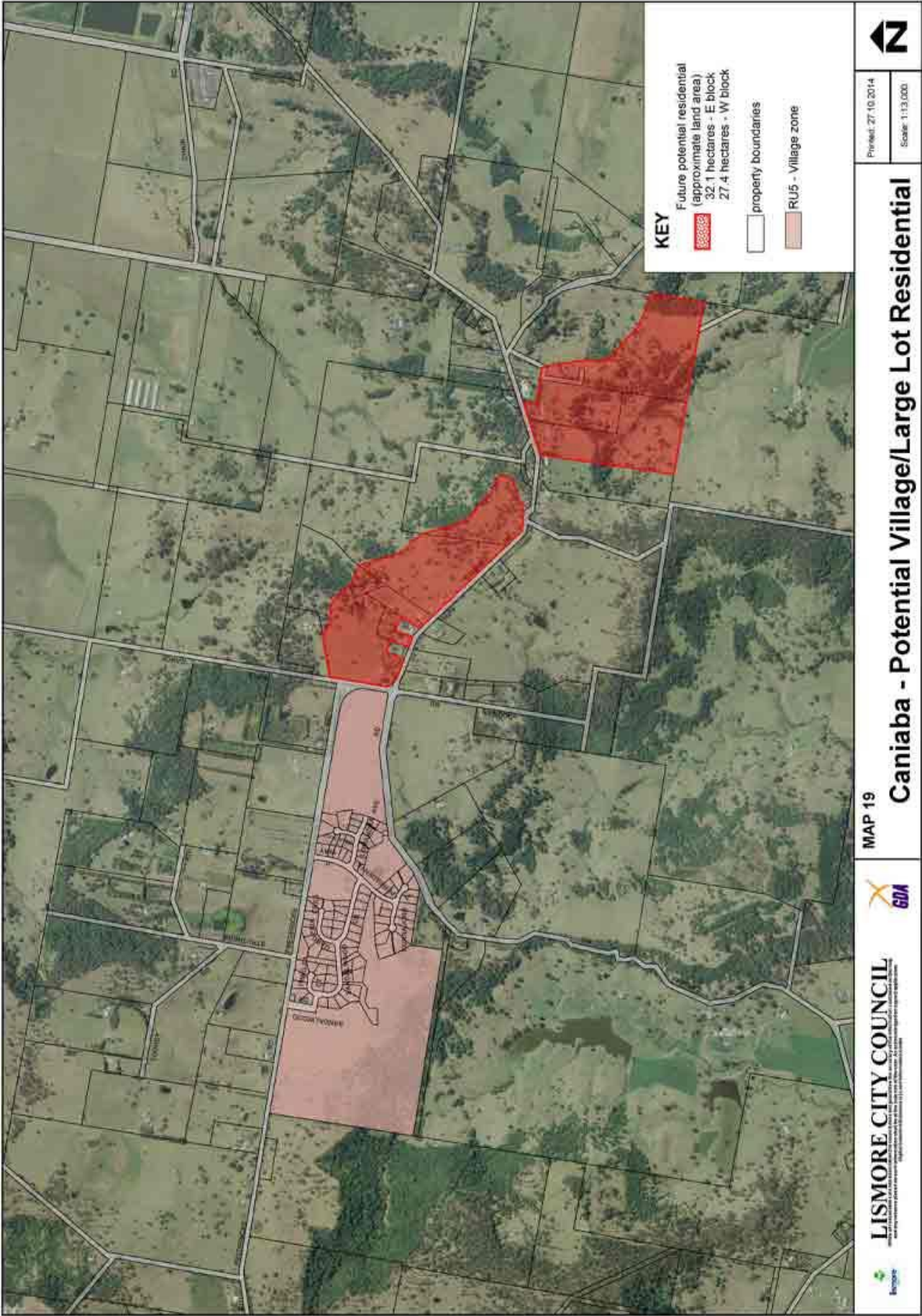
The Village Development Strategy 1997 identified potential village expansion land on the northern and southern side of Wyrallah. In light of the minimum lot size of 2,500m² adopted for villages due to wastewater disposal constraints, this land would be more appropriately developed for large lot residential housing. As noted above, this is also consistent with the community's preferences and the apparent desirability of this form of housing. Any expansion of the village will therefore be in the form of rural residential housing.

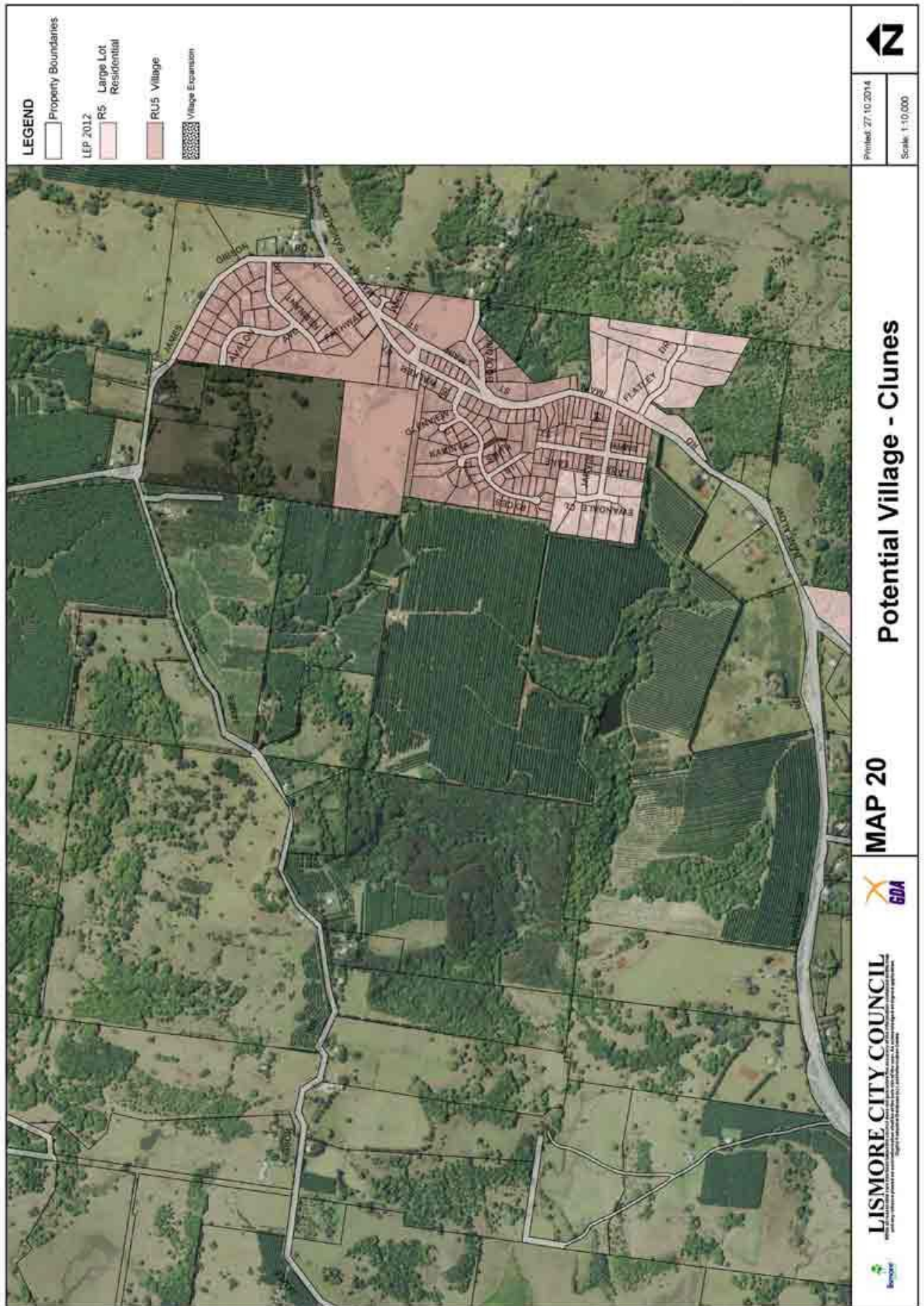
Two areas depicted on Map 24 are considered suitable for large lot residential subdivision to the north and the south of the current village area. Both areas offer gentle to moderate slopes, are flood free, not prime agricultural land and provide attractive outlooks. The northern area has direct access to Campbell Street which is constructed to four (4) metre wide bitumen sealed standard and fronts Skyline Road South along the eastern boundary. Skyline Road South is constructed to a gravel road standard.

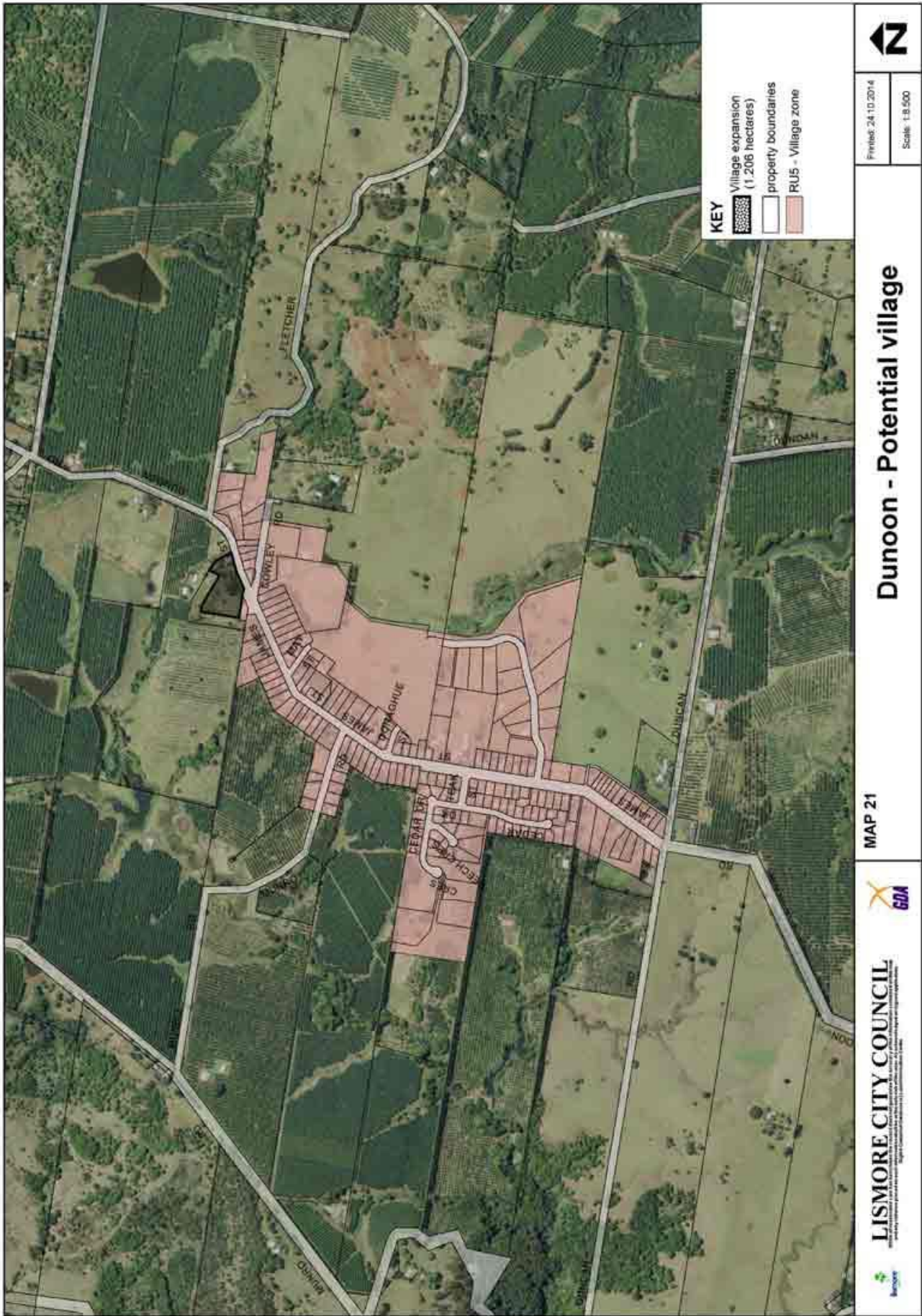
The southern development area has access to Breckenridge Street, Wybelena Road and Bridge Street. Breckenridge Street is constructed to six (6) metre wide bitumen sealed standard, while Wybelena Road is constructed to a six (6) metre wide gravel standard. All streets providing access to the developable areas will be required to be upgraded to a minimum standard of six (6) metre wide bitumen seal with one (1) metre wide gravel shoulders.

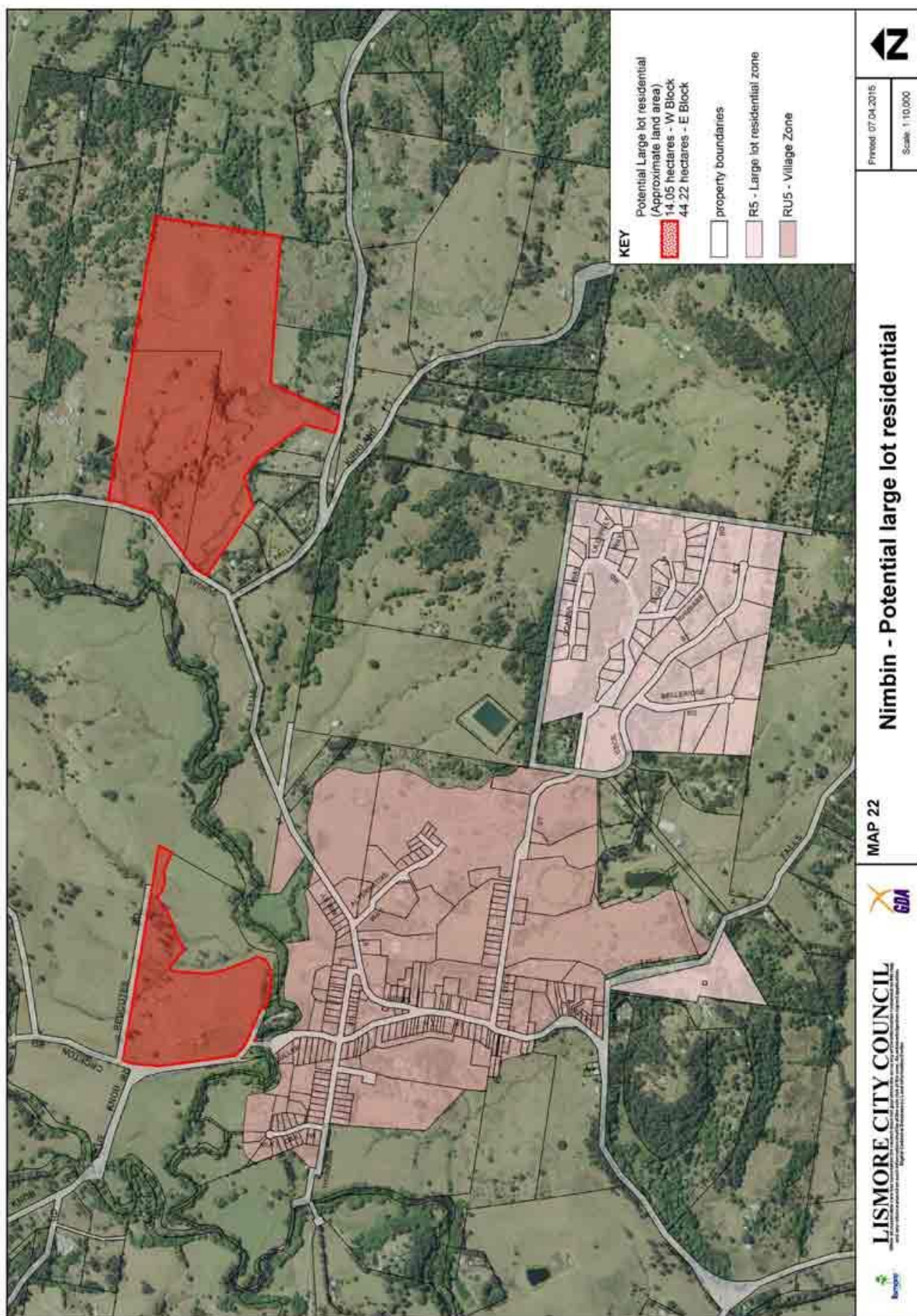
The intersection of Bridge Street and Emily Street (Wyrallah Road) is controlled by a stop sign and suffers from impeded visibility to the south when approaching from the east on Bridge Street. This is due to insufficient sight lines, benching and vegetation. Further development of this area will require a traffic assessment and possible intersection improvement works to be provided by the developer to ensure the efficient and safe operation of the intersection. Any planning proposal should also give consideration to providing concrete footpaths to the school.

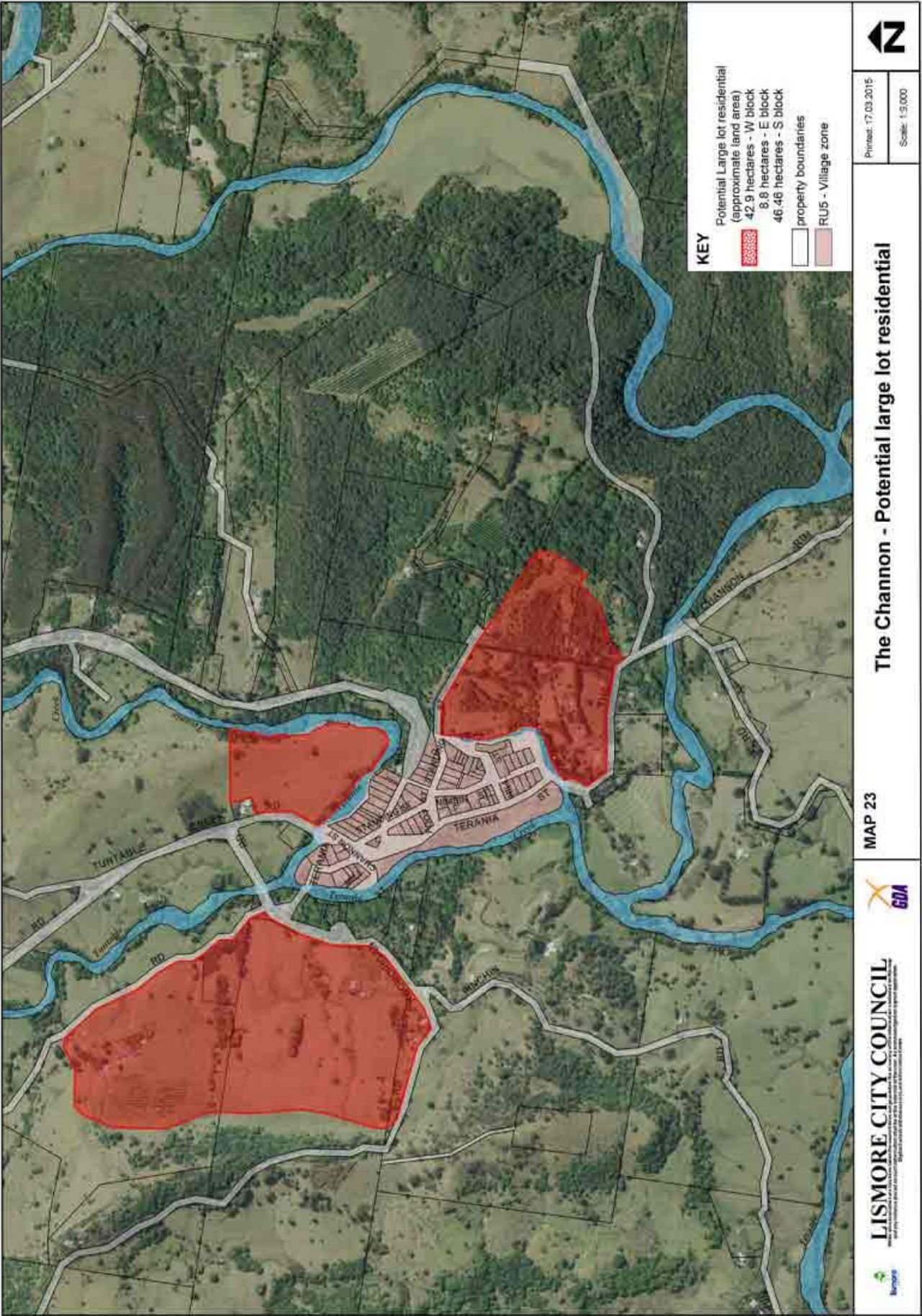


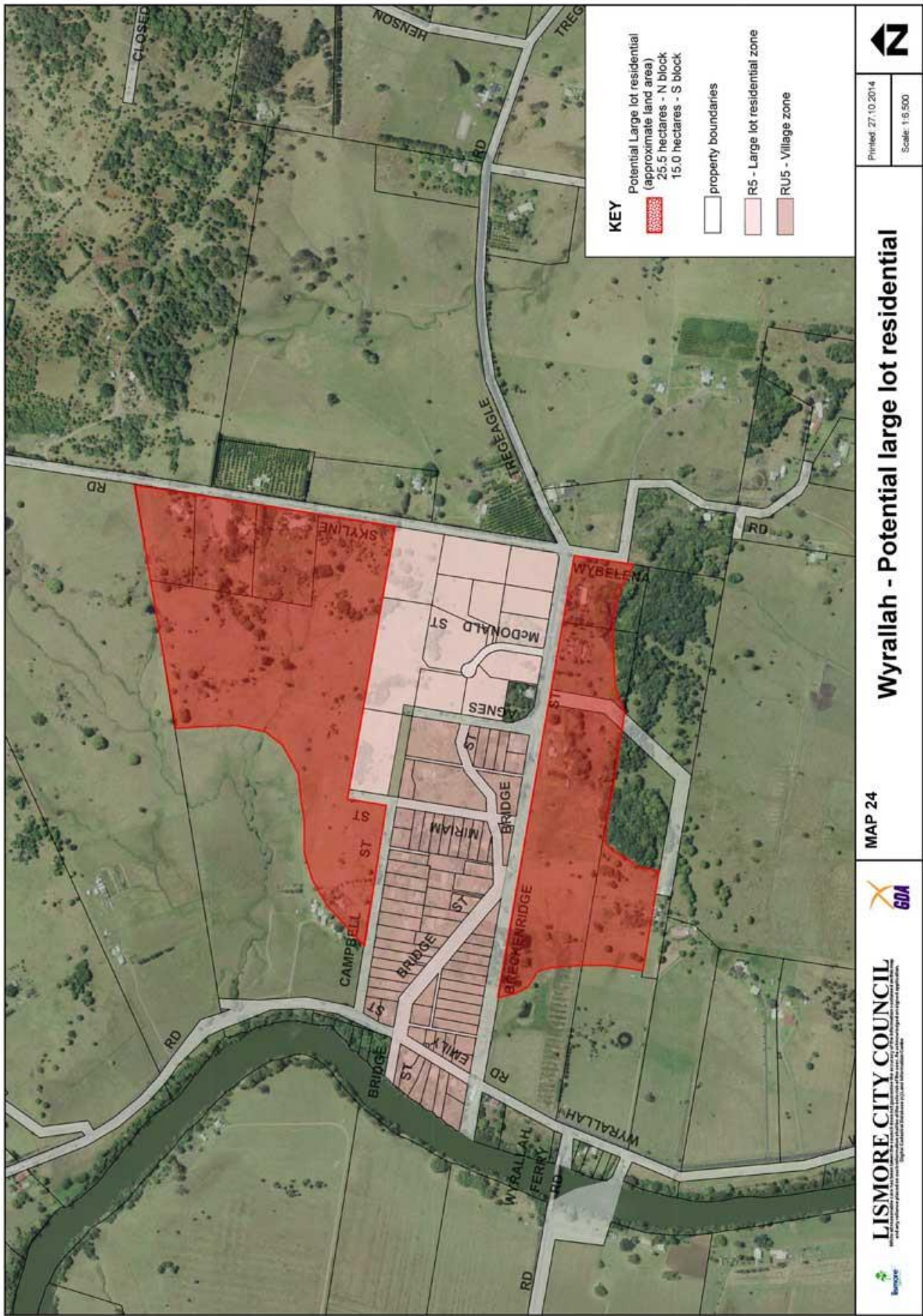












5.4 RURAL HOUSING

5.4.1 Existing lots, Rural Subdivision and Dual Occupancy

As discussed in section 2.4.7, there are very few remaining “existing holdings” eligible for separate dwellings and a limited supply of rural lots capable of further subdivision that would result in new dwelling entitlements. However, they need to be acknowledged as a source of future rural housing. Rural dual occupancy will also continue to provide opportunities for rural living. Council will monitor the number of approvals and construction.

5.4.2 Rural Residential Development

Existing zoned rural residential estates

Section 2.4.7 outlines the available supply of zoned R5 Large Lot Residential land to be 160 hectares. This consists of land not yet subdivided and land that is developed but may have capacity for further subdivision, subject to an analysis of constraints and community consultation. Land that is zoned and not yet subdivided predominantly consists of:

- Land in Cameron/Boatharbour Road, McLeans Ridges, on which a 62 lot subdivision application has been approved;
- Dunromin Drive, Modanville, which has capacity for 12 lots but there has not yet been an application to subdivide submitted;
- Land at 26 Stony Chute Road, Nimbin that is zoned RU1 Primary Production and has capacity for a 26 lot community title subdivision;
- Falls Road, Nimbin, with potential for three (3) additional lots; and
- Dunoon Road, Tullera, with potential for four (4) additional lots, the subdivision of which has commenced.

There are allotments in the R5 zone that may have further ability to be subdivided but the minimum lot size prescribed in the LEP has prevented this without an amendment to the LEP. Submissions and site investigations indicate an interest and potential for this at 270 Dunoon Road, North Lismore and 366 Dunoon Road, Tullera, and on suitably sized and unconstrained lots in Richmond Hill (ie depending on the minimum lot size). It is

expected that there will be limited additional lots as the initial rezoning of these lands generally included a detailed and thorough analysis of constraints that led to the minimum lot size that was prescribed. The process to achieve this could be by way of a combined development application for subdivision/planning proposal to amend the minimum lot size. Further details are included in Appendix 1.

Rural Residential Expansion

While submissions to the GMS Discussion Paper proposed further subdivision of small acreage lots (4-8 hectares) as a way of responding to the demand for rural lifestyle lots and reducing the subdivision of larger prime agricultural greenfield sites, additional fragmented and dispersed development over the landscape is not supported. Instead, new rural residential subdivision is proposed to occur in defined areas located adjacent or close to existing villages and rural residential estates or the Lismore urban area and away from areas that may in the future have values for urban expansion.

A combined area of approximately 432 hectares has been identified as having potential for rural residential development based upon the land suitability and locational suitability criteria outlined in Chapter 3. Five (5) of these areas are adjacent to existing villages and are outlined in section 5.3 above in connection with those villages. Three (3) small areas are adjacent to existing zoned large lot residential estates and one (1) is a new locality that is close to the Lismore urban area. These nine (9) expansion areas have the potential to provide for an estimated 265 dwellings over the life of this Strategy, if an average lot size of one (1) hectare is assumed along with a discount factor of 20% for roads, drainage and other works associated with development.

The constraints and locational criteria in Chapter 3 limit the extent of new rural residential housing. Land that may be required for the future long term urban development of Lismore and villages should also be avoided. Six of these localities are within a 10 to 15 minute drive of Lismore. The extent of the localities is also restricted

to limit the dispersal of rural settlement and the cumulative and incremental impact on rural roads. Areas proposed for inclusion are either currently serviced by a six (6) metre wide bitumen sealed road with gravel shoulders or it appears to be financially feasible to meet this standard. In these situations landowners will be required to enter into an agreement with Council to bring the road up to the required standard prior to Council proceeding with the planning proposal.

Eltham

A small area in Eltham is identified for further large lot residential subdivision, as shown on Map 25. The property at 3 Federation Drive is approximately seven (7) hectares in area and adjoins the existing large lot residential subdivision in Federation Drive, Eltham and is within walking distance of the tennis courts and the Eltham Hotel and close to Clunes. The land is mapped as regionally significant farmland although a submission by the landowners highlights the difficulties in achieving an income from farming the land due to its size and the proximity of other housing.

The site falls to the south with grades up to 40% in parts and the lower parts of the land are flood prone and not suitable for housing. Therefore, it is likely that only 1-2 additional lots could be achieved that will be generally consistent with the lot sizes achieved in the adjoining subdivision in Federation Drive.

Access could be achieved from either Federation Drive or Johnston Road, although preferred and more practical access is from Federation Drive. Federation Drive has a curvilinear alignment, which fosters a lower speed environment.

There is a former dip site on the land that will need to be assessed and decommissioned and rehabilitated as required.

McLeans Ridges

Rural residential subdivision in the McLeans Ridges area has been controversial, although its proximity to Goonellabah and Wollongbar, its easy access to Ballina and its attractive setting and outlook have made it a popular choice in the past for those seeking a rural

residential lifestyle. A number of rural residential subdivisions have been approved and developed along Cameron Road in recent years and there is potential for a further 62 lots in Cameron Road in the short to medium term.

Additional large lot subdivision in McLeans Ridges is limited due to steep topography and identified areas of mass soil movement and traffic issues, notably connected to the intersections of Cameron/Boatharbour Road, Cowlong/McLeans Ridges Road and Cowlong Road and Bruxner Highway. Both the Boatharbour/Cameron Road and Cowlong/McLeans Ridges Road intersections suffer poor alignment and poor visibility and the risk of an incident occurring is considered high. Further increase in risk to the road user is to be avoided at these intersections.

The Cowlong Road/Bruxner Highway intersection is currently operating at reduced level of service and is remains under investigation for realignment. Further large lot residential development would cause further deterioration to the level of service at this intersection.

In light of these constraints, as shown on Map 26 a small area only in Lincoln Avenue is proposed for additional rural residential subdivision in McLeans Ridges and this has already been subject to relatively detailed assessment when the land in Lincoln Avenue was rezoned. There may be potential for an additional 3-4 lots as the land is heavily constrained by steep slopes.

Monaltrie

Monaltrie is south of Lismore but relatively close to the Wyrallah Road shopping centre, public school and about five (5) kilometres from the CBD. It is also well located in relation to the SCU and St Vincents private hospital. There are areas of relatively unconstrained land that is flood free and where vegetation is mainly cleared pasture. Its natural features and proximity to Lismore urban area make it an ideal location to consider for housing.

The Lismore Urban Strategy 2005 assessed the potential for land at Monaltrie to be developed for urban housing and concluded

that the most developable area adjoined Monaltrie Lane but was small in extent and relative isolation from existing urban areas meant it represented a long term option for urban expansion. Provision was not made in the 30 year *Strategic Business Plan for Water Supply and Wastewater Services* for water and wastewater infrastructure to service development of the land for urban housing.

However, its location also makes it an appropriate location to consider for satisfying demand for large lot rural residential housing. The land shown on Map 27 includes areas that are likely to be more suitable for larger lots due to steep topography and the presence of Koala habitat. However, it is also important that the potential for closer urban development is not 'sterilised' by large lot residential subdivision. More detailed analysis of the land indicates the potential for rural residential style housing to be provided while retaining the potential for urban subdivision in the longer term.

The site is serviced in the north by Durheim Road, a six (6) metre wide bitumen sealed road, Monaltrie Lane, a six (6) metre wide gravel road and a single point access is also available at the end of Donlon Road, a four (4) metre wide gravel road. The developable land is dissected by steep land; however the site would be best served by an internal road linking Durheim Road and Monaltrie Road.

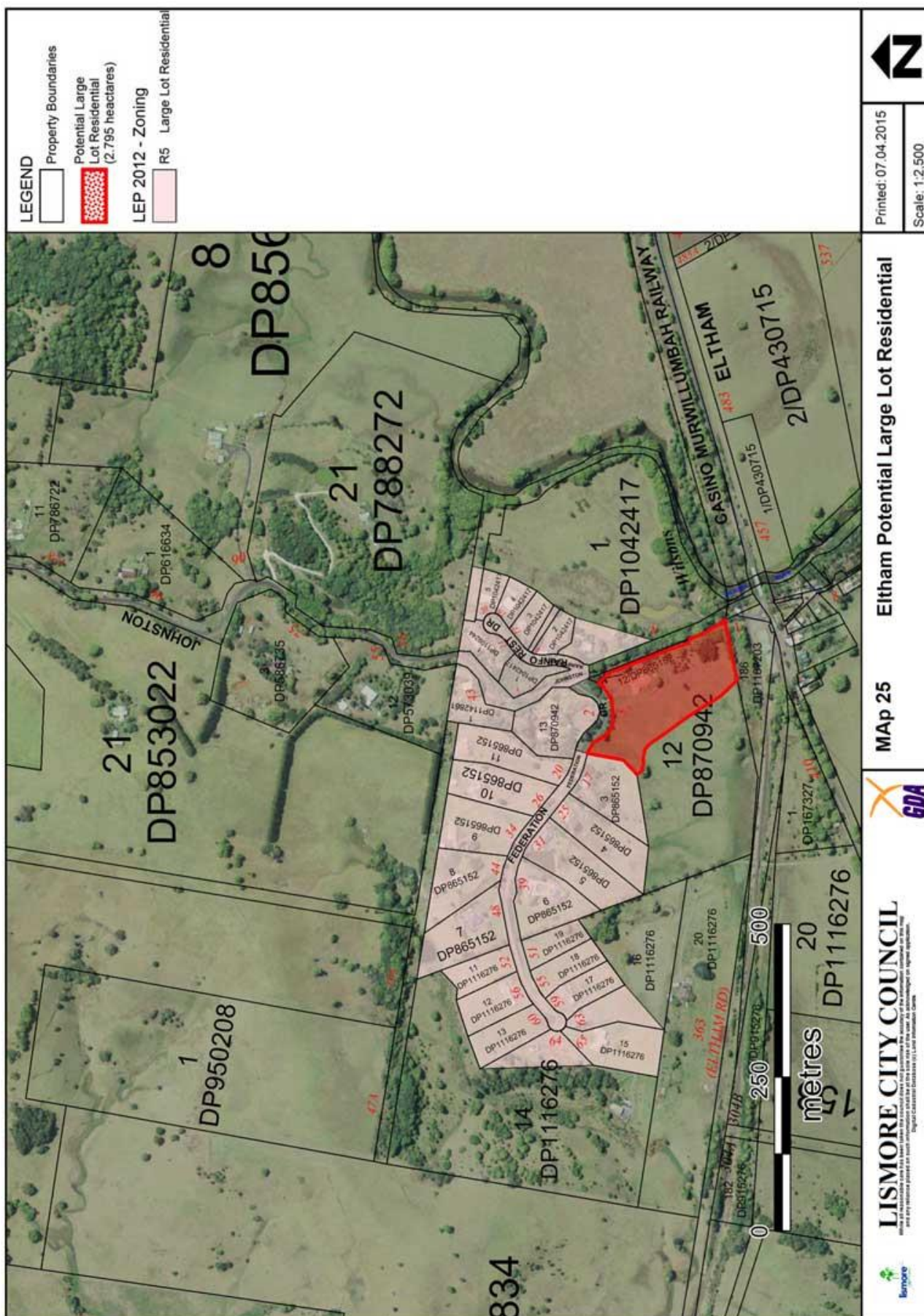
Wyrallah Road would provide the main access route to shopping, schools, medical and employment facilities and has the capacity to cater for additional traffic without a significant reduction in the level of service. The Monaltrie Lane/Wyrallah Road intersection will be required to be upgraded to accommodate the development. Public transport is currently unavailable but an existing service could be extended.

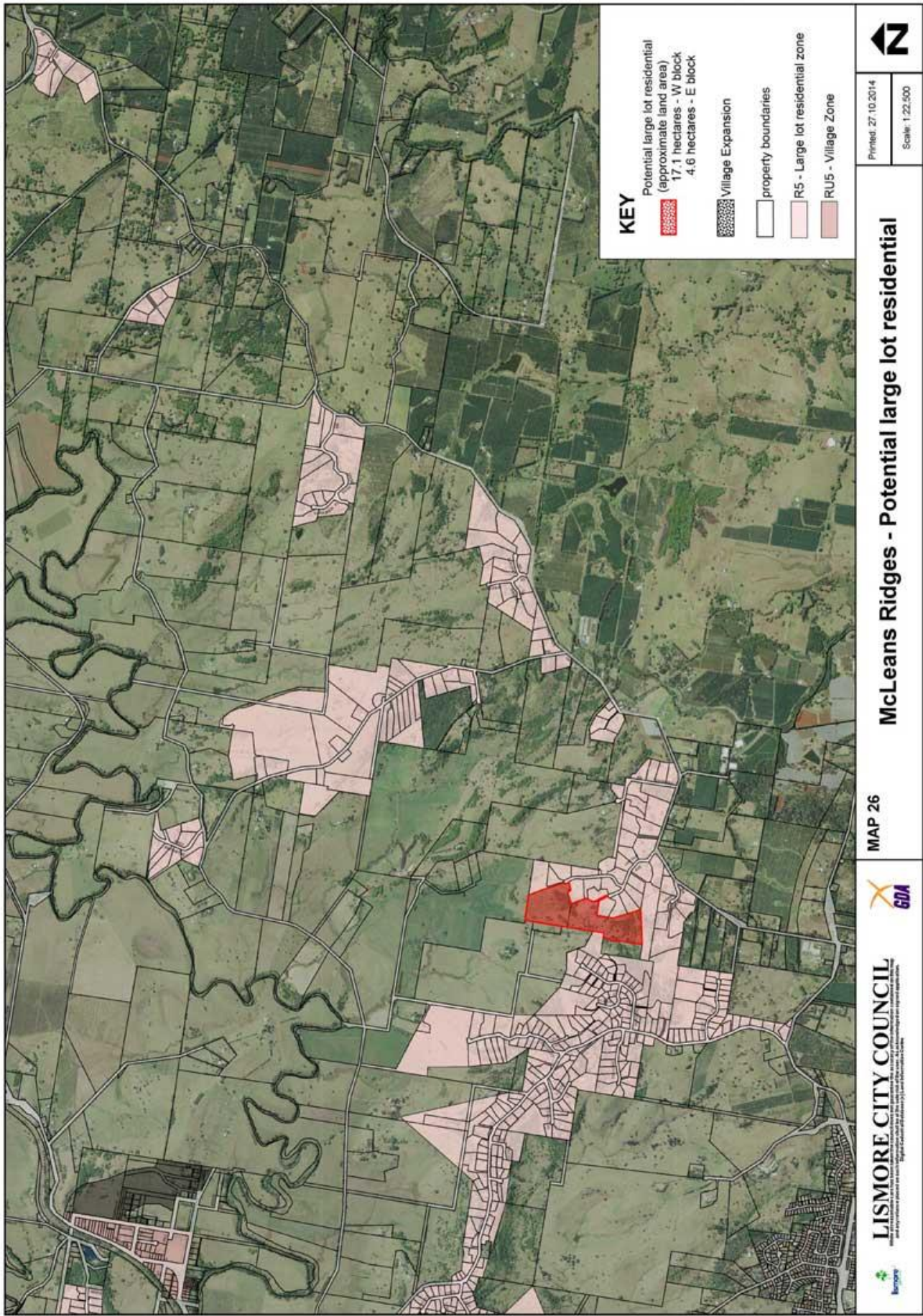
A significant portion of the site has a slope in excess of 20% and a portion of the steeper land has been identified as a possible mass soil movement area, which will require further geotechnical investigation.

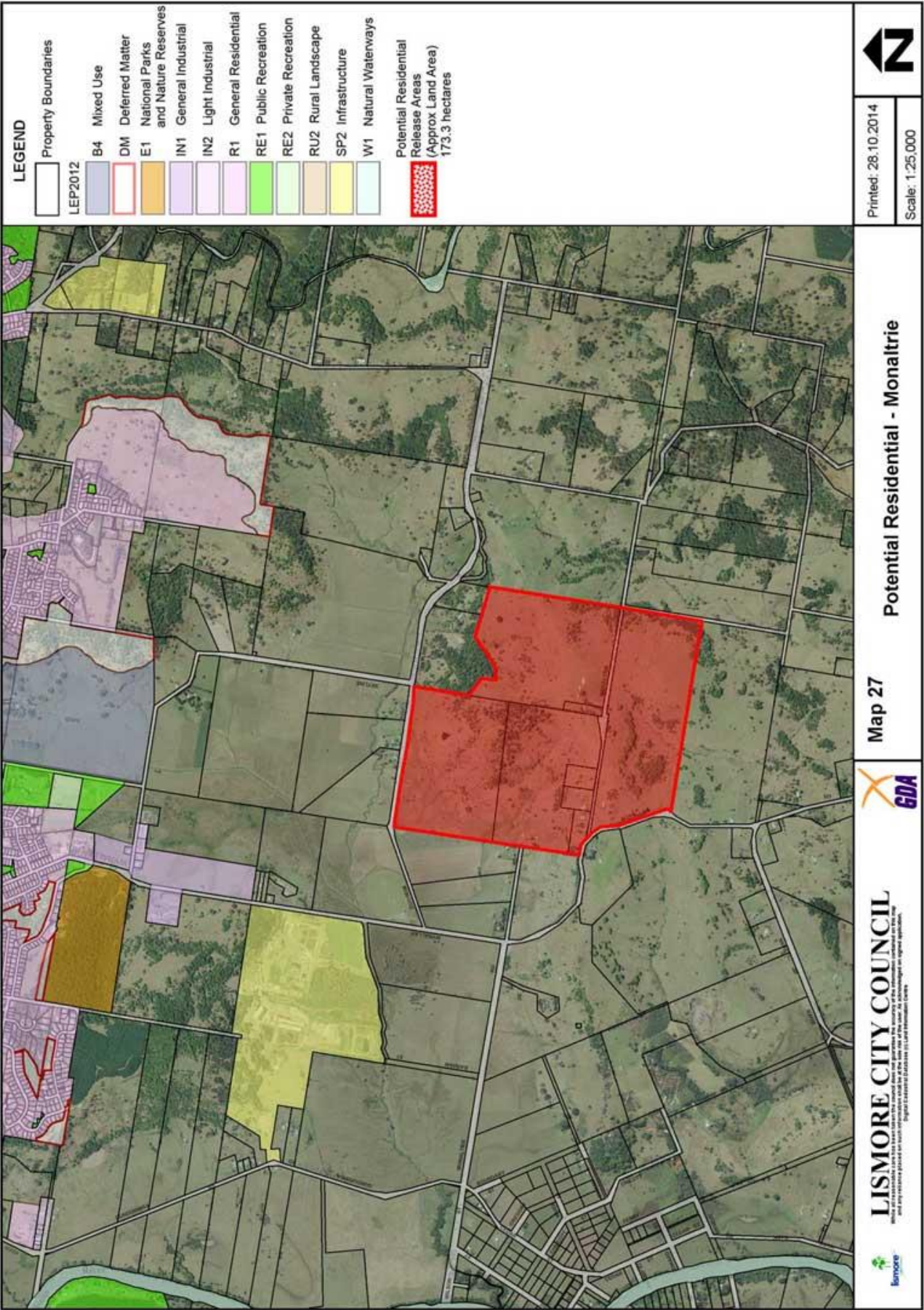
Richmond Hill

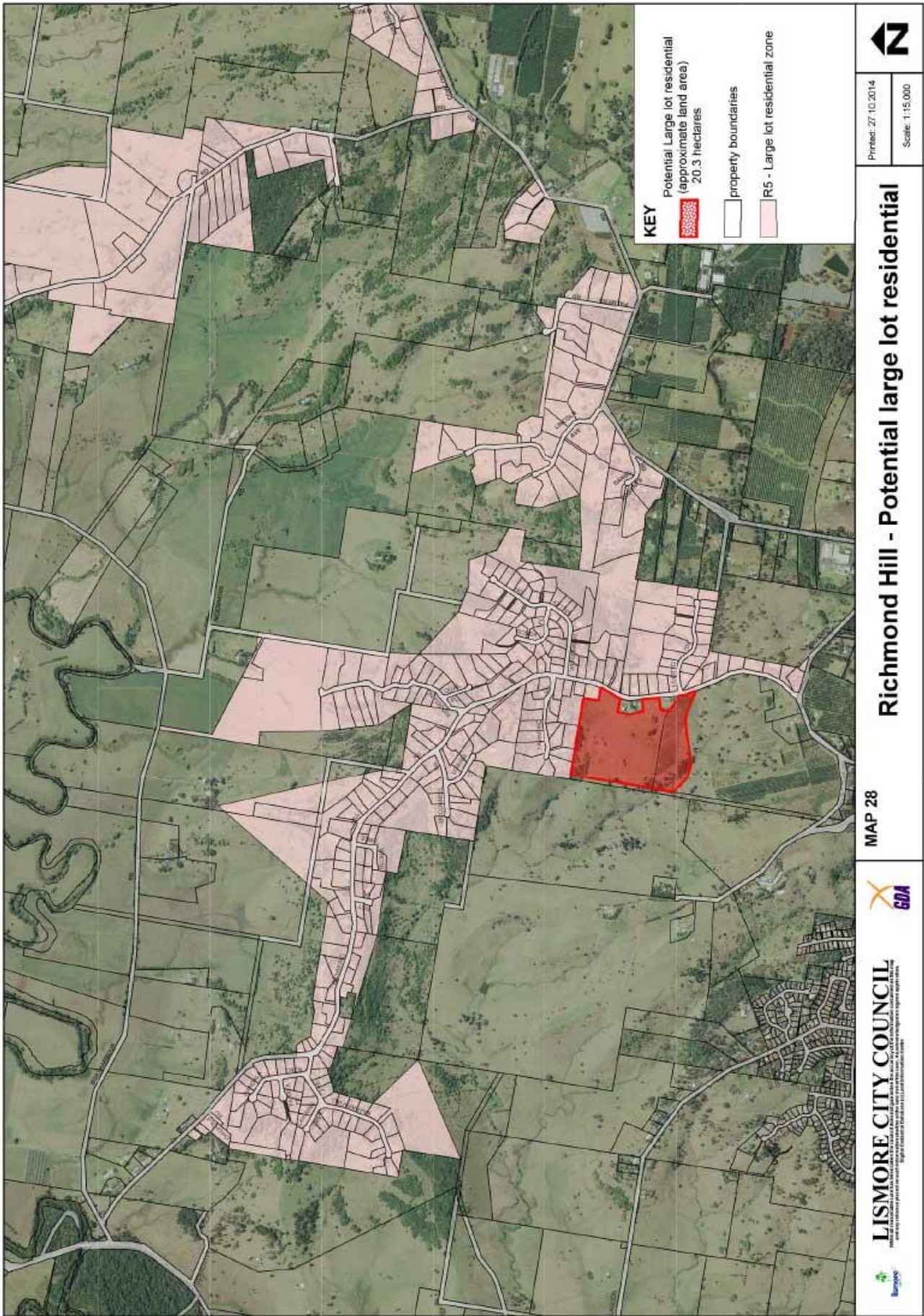
Richmond Hill is the largest and one of the most popular rural residential estates in Lismore with several hundred rural residential allotments developed in a corridor along Richmond Hill Road. Its expansion is constrained by steep topography and land that was previously included in the Rural Housing Strategy 2002 is not proposed for further subdivision for this reason.

As shown on Map 28 the only expansion area proposed in this GMS is on the western side of Richmond Hill Road that is relatively unconstrained by topography, significant vegetation or prime agricultural land. Existing R5 zoned land may also have potential for further subdivision.









5.4.3 Rural Landsharing Community Development

Chapter 3 provided an assessment of land suitability for all development along with the criteria considered in establishing suitable localities for rural landsharing community (RLC) development. Map 29 shows these areas being land that is:

- not physically constrained for development;
- not currently zoned for village or large lot residential housing; and
- within a four (4) kilometre catchment of Nimbin and two (2) kilometre catchment of other Villages.

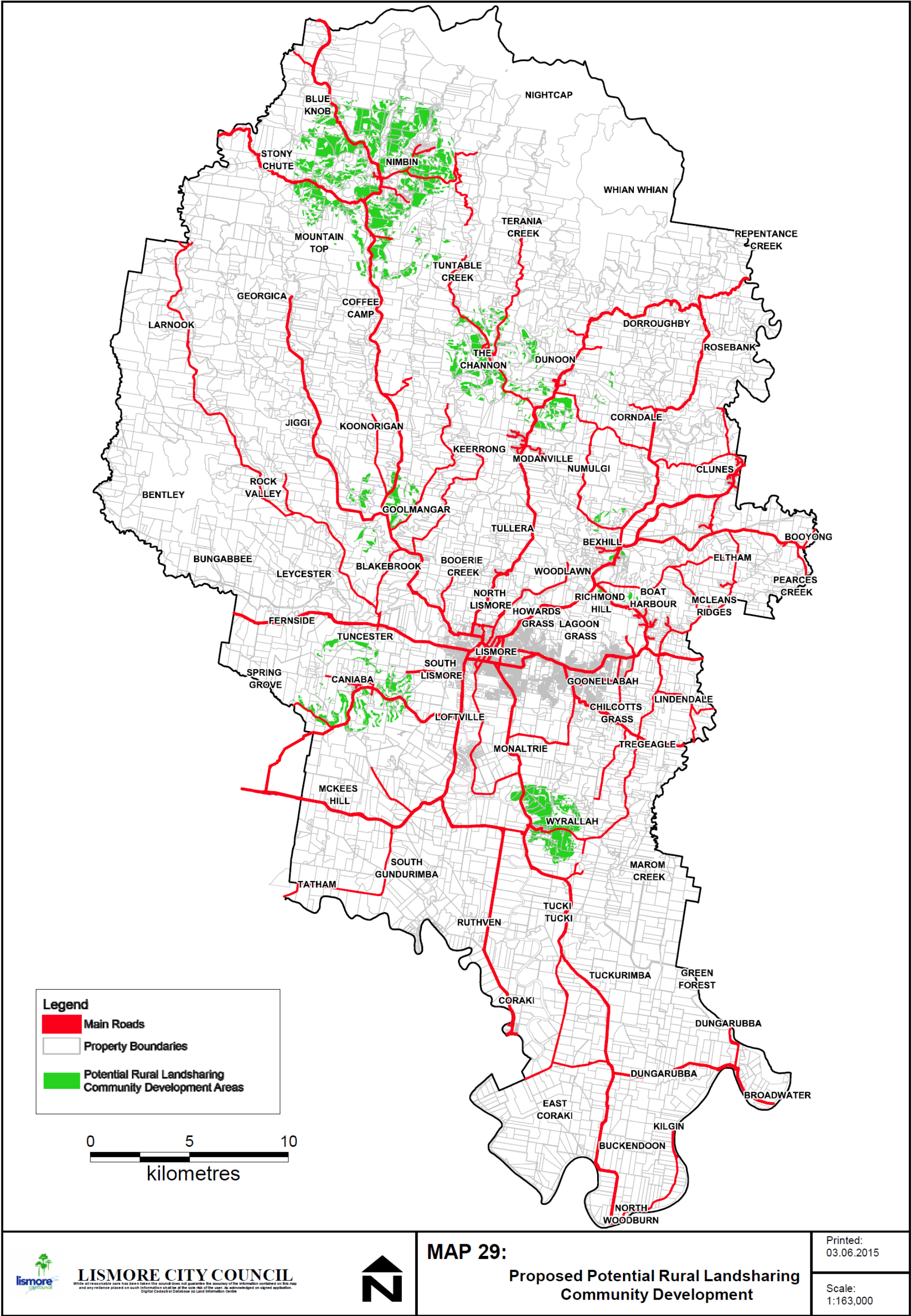
This mapping identifies 3,961 hectares as having potential suitability for new RLCs. Some of these areas coincide with areas nominated for future rural residential subdivision.

The potential area may be further limited by the requirement for access to a six (6) metre wide bitumen sealed road and the exclusion of allotments that are less than 10 hectares in area stipulated in LEP Clause 6.8.

This is a substantial change from the approach adopted by the 2002 Rural Housing Strategy but is consistent with this Strategy's approach to sustainable development.

This Strategy also supports the conversion of existing RLCs to community title and the establishment of new RLCs under a community title arrangement. This will require an amendment of the Lismore LEP. LEP density provisions will also be used that permit the same number of dwellings as permitted under joint ownership RLCs.

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6.0 STRATEGY FOR BUSINESS, INDUSTRY AND OTHER EMPLOYMENT LANDS

6.1 OVERVIEW

There are no new industrial or commercial land release areas proposed in this Strategy. Section 2.5 demonstrates that Lismore has substantial developed and undeveloped land available to meet the projected needs for these uses. This Strategy therefore focuses on precinct specific uses and needs, drawing on the advice provided by Hill PDA in 2013.

Table 10 in Section 2.5 lists the zones and localities in which the land is located. There are seven (7) precincts, each with a distinct character and role, which is reflected in the zoning of the land, its objectives and the permitted uses. The business zones recognise a 'hierarchy' of commercial uses in Lismore with the B3 Commercial Core applying to the CBD area so emphasising its role as the heart of Lismore. Other commercial centres are located throughout the Lismore urban area and mostly service the local needs of residents. Other centres in the commercial hierarchy will not expand in a way that competes with the role of the CBD. Additional centres are not anticipated unless a Planning Proposal demonstrates the need for a neighbourhood centre that meets the day-to-day shopping needs of the local community.

6.2 COMMERCIAL CORE - THE CBD AREA

An extensive area (80ha) is zoned for B3 Commercial Core. This incorporates a much larger area than the 'prime retail core', which is focused around 'the block' in the CBD and surrounding streets and extending to the Lismore Square shopping centre. In light of the additional capacity within the B3 Commercial Core zoning and the scope to intensify existing uses, it is likely that only a small proportion of this area will be required to meet future additional retail demand.

To encourage increased commercial and residential uses in the CBD, Council has adopted a Contributions Discount Policy that provides incentives through reductions in water, sewer and other infrastructure contributions for new residential and change of use in the CBD.

Council will explore opportunities to change the zoning on the periphery of the B3 zoned area to broaden opportunities for potential investors, notably to the B4 Mixed Use zone, which would provide increased opportunities to increase the number of residents living within the CBD area. This would be beneficial for existing retailers, encouraging future retail opportunities, reduce the need for residents to travel and provide more choice in the housing market.

6.3 LOCAL CENTRES - GOONELLABAH AND WYRALLAH

The B2 Local Centre zone applies to the Goonellabah Village and Wyrallah Road shopping centre precincts. These centres will provide a range of retail, business, entertainment and community functions that typically service a wider catchment than a neighbourhood centre. The Local Centre zoning provides for future growth and expansion of retail, commercial, community and recreational uses.

The Goonellabah village shopping centre functions as the local commercial centre of Goonellabah and surrounding catchments. The Local Centre zone along Wyrallah Road can also accommodate health and medical related business uses and the potential for this precinct to cater more for the needs of St Vincents Hospital will be considered if the Hospital upgrades or expands in the future. The Wyrallah Road centre area also contains a number of businesses that, by their nature, service a much wider catchment than the local community.

A submission to the draft Growth Management Strategy proposed a service station at 1055 Bruxner Highway. This property is split by the Bruxner Highway and the service station is proposed on the portion of the site on the northern side of the Highway (an area of approximately 8,431m²). The land is in the RU1 Primary Production zone and is constrained for development by the slope and, in relation to commercial uses, adjoining residences adjacent to the northern boundary.

The proposal for a service station could have merit but this would, if approved, be achieved through an amendment to Schedule 1 Additional permitted uses of the Lismore LEP 2012 rather than a rezoning of the land to a commercial zone that could enable a range of other development that is not desirable in that location. Further detailed investigation of the potential for a service station at this location, addressing site constraints and any concerns from neighbouring residents, will be required with any Planning Proposal to amend the LEP.

6.4 NEIGHBOURHOOD CENTRES

Small-scale shopping precincts are located in North and South Lismore and Goonellabah in the B1 Neighbourhood Centre zone. These are existing or future small neighbourhood centres intended to serve the day-to-day needs of local residents, including small scale convenience retail premises, business premises or community uses. It is not anticipated that there will be a need for any new neighbourhood centres; however if the development of new Greenfield release areas triggers the need for local retail facilities, this can be considered within the site specific planning proposals.

6.5 BULKY GOODS AND LARGE FORMAT RETAIL

NSW State Government policy indicates that the preferred location for bulky goods and large format retail uses is within or adjacent to existing centres. The NSW Draft Centres Policy (2009) mandates a sequential approach towards such development and only when it can be proved that there are no suitable sites within or adjacent to existing centres should out-of-centre development of bulky goods uses be considered.

Experience indicates that there may not be any large lots within the CBD area that would be capable of accommodating a significant expansion of bulky goods floorspace. The Lismore LEP therefore includes B6 Enterprise Corridor zoned land along the Bruxner Highway in South Lismore to accommodate bulky goods and large format retailing. This land is accessible, highly visible to traffic and able to provide large lots of land. It also contains an existing Bunnings Warehouse, a

Masters Store and a number of complementary trade-related businesses situated in the adjacent IN1 General Industrial zone in South Lismore.

While Lismore's potential for significant growth in this sector is limited, Council will continue to encourage bulky goods retailing in the LGA to promote price competition, support employment and economic development and provide increased retail opportunities for Lismore's residents.

6.6 MIXED USE PRECINCTS

Council has applied the B4 Mixed Use zone to two (2) precincts, one at the northern end of the CBD and the other to a large area of vacant land near Southern Cross University. This zoning is intended to encourage a wide range of land uses, including retail, residential and community uses. It also aims to encourage higher density residential development in a location with access to transport and close proximity to the CBD.

A submission to the Draft GMS identified a lack of clarity about the role of the mixed use precincts in the commercial hierarchy, suggesting that retail uses in these precincts should serve a local function only if Council's intention is to protect the role of the CBD (and nearly Commercial Core zoned land) as the heart of Lismore and the primary shopping precinct. This is a valid concern and will be analysed in greater detail in a future Planning Proposal to amend the LEP.

6.7 HOSPITALS AND HEALTH RELATED EMPLOYMENT

'Planned investment in medical facilities in the Lismore LGA creates an opportunity for multiplier impacts to be experienced by other employment sectors, including commercial services and associated industrial uses. Given the importance of face-to-face knowledge exchange for medical care, close proximity to hospitals has become a beneficial and sometimes essential criterion for the health of the community. Hospital productivity is greater where hospitals and other health services cluster and allow knowledge and resources to more easily and

*quickly disperse between personnel and agencies’.*⁸

The investment of \$80m in Lismore Base Hospital over the next 10 years, with the potential for significantly more in the future, creates a real opportunity for further economic development in Lismore LGA. This is related to associated commercial uses, industries and educational opportunities which this investment would support. Such businesses require physical proximity to hospitals and Council has been proactive in working with the Northern NSW Local Health District, the University Centre for Rural Health, local residents and the development industry to identify and implement appropriate zones to support the location of complementary uses close to the Hospital.

A review of the zone mix around the Base Hospital is currently underway to ensure that suitable land is available close to the hospital to take advantage of this growth. The review is extending to the potential for higher density housing that would provide alternative housing options close to the Hospital and the CBD, as discussed in section 5.3.3. The review will be completed early in 2015 with appropriate amendments to the LEP and, if required, a Development Control Plan, to be finalised in draft form by July 2015.

6.8 SOUTHERN CROSS UNIVERSITY

The Southern Cross University is an important part of Lismore’s economy and social and cultural life. The needs of SCU can be accommodated on the land zoned SP2 Infrastructure. Additionally, the B4 Mixed Use zone that applies to land south of the University will support additional residential accommodation, local retail provision and commercial suites to support fledgling businesses associated with the University.

6.9 INDUSTRIAL ZONED LAND

Lismore’s surplus of land zoned for industrial uses relative to demand (refer section 2.5) is an advantage as it offers greater choice to potential investors and provides options if land in certain precincts is unable to come

forward for development due to ownership issues, land use conflicts and other site specific constraints. (Hill PDA 2013)

The industrial zoned land supply is available in a range of locations that have different attributes in East Lismore/Monaltrie, Goonellabah, North Lismore, South Lismore and Tuncester.

The only location that has little or no supply of undeveloped industrial land is Goonellabah. Feedback from the development industry indicates that expansion of industrial zoned land in Goonellabah would be advantageous as it is not flood prone, is close to Ballina Road and the Bruxner Highway and a lack of suitable sites has been a restriction on securing investment in some instances. However, rural land to the east is constrained by topography and potential competition for the land to be used for residential development in the future. Council will explore opportunities for the land to be zoned for industrial uses as they arise.

South Lismore contains the largest industrial precinct and includes vacant undeveloped land for future expansion. The minimum lot size for subdivision in this area is 1,500m², which meets the expectations and needs of the market, where the indications are for strong demand for lots less than 2,000m², as owners and tenants prefer freestanding warehouses, rather than own/lease a strata complex where the driveway and parking has to be shared with other businesses⁹. Council has been working with owners of the undeveloped land to address future road network and vehicle access needs and flood risk issues.

The land at North Lismore serves a more localised role than those at Goonellabah and South Lismore and demand has been lower in comparison. There is ample vacant land to accommodate additional industrial development. Increased activity could occur on this land once the residential development of the North Lismore Plateau is underway.

⁸ From Commercial and Industrial Land Needs Analysis Lismore City Council April 2013, Hill PDA

⁹ Commercial and Industrial Land Needs Analysis Lismore City Council April 2013, Hill PDA

It is anticipated that any heavy industrial uses can be accommodated on vacant industrial zoned land at Tuncester and Monaltrie, although the demand for such uses has been low and is expected to remain that way.

6.10 EMPLOYMENT LAND IN VILLAGES

Most of the villages predominantly provide for housing; however, the RU5 Village zone does permit a wide range of business, community and light industrial uses to give residents access to local employment opportunities and retail and community uses that meet their day to day needs.

6.11 AGRICULTURE

The agriculture sector, while declining in its employment potential, contributes significantly to the economy. Some 110,000 hectares is zoned RU1 Primary Production in the LEP to support the agriculture sector although not all of this is effectively available for commercial agriculture due to rural lifestyle, rural land sharing etc. The RU1 zone allows a diverse range of farming to occur along with rural industries and, where appropriate, ecotourism, farmstay and bed and breakfast to provide additional income streams for farmers.

6.12 SUPPORTING EMPLOYMENT GROWTH THROUGH RESIDENTIAL OPPORTUNITIES

Council knows that residential growth and employment growth are linked and that a diversity of housing options is essential to cater to the different housing markets anticipated with employment growth. This Strategy and other connected actions, including the infrastructure discounts policy, taken by Council therefore promote:

- increased apartments and shop top housing in the CBD that may attract young employees associated with Lismore Base Hospital or students associated with Southern Cross University;
- increased affordable housing options, for example, secondary dwellings;
- high quality housing in suburbs such as East Lismore that offer superb urban amenity close to the Hospitals and University and may attract doctors, specialists and executives and higher-earning professionals;

- a defined medium density housing precinct;
- village and rural residential housing that offers an alternative and attractive lifestyle.

7.0 SERVICING AND INFRASTRUCTURE

Chapter 2 described the essential infrastructure and services that already exist or are required to service future population growth. The operational and funding aspects of the required Council infrastructure are provided for in adopted strategies and plans, including staging and development contributions. It is not necessary for these strategies to be replicated in this Growth Management Strategy. These infrastructure strategies were prepared alongside the GMS and any review of these strategies will incorporate a review of population growth and development take up.

8.0 IMPLEMENTATION, MONITORING AND REVIEW

8.1 URBAN RESIDENTIAL RELEASE

The rezoning of identified urban Greenfield release areas will occur by way of landowner initiated planning proposals. These proposals will need to be prepared in accordance with Council and Department of Planning and Environment's requirements as specified in Appendix 1. Planning Proposals will need to address any site specific issues identified in this Strategy.

Planning Proposals for urban Greenfield sites and the East Lismore Residential Infill Precinct will be required to include Structure Plans that identify:

- housing mix and density,
- open space networks and any habitat corridors,
- stormwater management,
- road connections to adjoining urban areas,
- staging of the development consistent with infrastructure provision, and
- any community or business facilities that are to be provided.

Structure Plans will either be incorporated into a site specific DCP or the Urban Residential Subdivision DCP prior to or in conjunction with the amendment to the LEP being made.

As the urban fringe sites generally involve smaller parcels of land, no specific sequencing is proposed for these sites. The timing of the lodgement of rezoning applications for these sites is left to the discretion of individual landowners. Proposals for residential expansion beyond the sites identified on Map 16, and only where the land adjoins existing urban residential zoned land and is within the 'urban expansion limit' in Goonellabah, will be required to address the criteria in Appendix 2 along with all other requirements in Appendix 1.

Council will liaise with owners of zoned residential land that is not being developed to ascertain whether there are any actions that

might be taken to assist landowners to bring their land to the market.

8.2 MEDIUM DENSITY HOUSING AND HOSPITAL SUPPORT PRECINCT

Council will initiate the Planning Proposal for any amendment to the LEP required to give effect to the proposed medium density and hospital support precinct. This may include a change in zoning, minimum lot size and/or building height limit. Council will also initiate an amendment to the Lismore Development Control Plan to adopt a site specific DCP for this precinct.

8.3 VILLAGE, RURAL RESIDENTIAL AND RURAL LANDSHARING COMMUNITY DEVELOPMENT

The rezoning of identified village and large lot residential expansion areas will occur by way of landowner initiated planning proposals. These proposals will need to be prepared in accordance with Council and Department of Planning and Environment's requirements as specified in Appendix 1. Planning Proposals will need to address any site specific issues identified in this Strategy.

Planning proposals to amend the minimum lot size map in LEP 2012 to create the potential for additional rural residential lots can occur in conjunction with the development application for the subdivision of the land under the *Environmental Planning and Assessment Act 1979*.

Council will initiate an amendment to LEP 2012 to modify the potential rural landsharing community development map and include provisions that allow approved RLSC to be converted to community title and new RLSCs to establish under community title. Chapter 16 of the Lismore Development Control Plan will also require review and amendment.

The take up of proposed large lot residential land will be monitored to ensure an adequate supply of land to meet demand. This will occur when the GMS is reviewed, as specified in section 8.5.

8.4 EMPLOYMENT LANDS

The Strategy does not identify the need for additional land to be zoned for employment purposes. Should new employment opportunities arise Council will undertake amendments of the LEP to accommodate the particular needs of the emerging industry.

8.5 REVIEW AND MONITORING

The Growth Management Strategy will be reviewed every five (5) years to monitor the requirements for new land and ensure there is a sufficient supply to satisfy forecast demand. Council will write to land owners seeking their intentions for submitting planning proposals and potentially amend the GMS to remove land if this is impacting on other land owner intentions to develop land. The monitoring and review will be incorporated into the work program for the Strategic Land Use Planning section.

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APPENDIX 1

**REQUIREMENTS FOR PLANNING
PROPOSALS**

MATTERS TO BE ADDRESSED IN PLANNING PROPOSALS

The Growth Management Strategy nominates land that has potential for urban, village and rural residential development. This land is currently in the RU1 Primary Production zone under the Lismore Local Environment Plan (LEP) 2012 and a planning proposal is the first step in amending the LEP to change the zoning of the land and relevant development standards, such as minimum lot size, to one that permits the proposed development. The planning proposal explains the intended effect of, and justification for, amending the LEP.

The matters to be considered when preparing a planning proposal will depend on the characteristics of the land in question, the nature of the development and the statutory requirements that apply at the time of the assessment. This Appendix provides a guideline of Council's standard requirements that need to be addressed by planning proposals for LEP amendments to enable the urban, village and rural residential development identified in this Growth Management Strategy.

The issues listed below may not need to be addressed in all circumstances and, depending on the circumstances specific to the site or area, Council may also require that additional matters are assessed. Applicants should consult with Council's Strategic Land Use Planning branch prior to lodging a planning proposal.

This Appendix should be read in conjunction with Council's '*Guidelines for Local Environmental Plan Amendments (Planning Proposals)*' and NSW Planning and Environment's, *A guide to preparing planning proposals* and *A guide to preparing local environmental plans*.

STATUTORY PLANNING CONTEXT

An assessment of the proposal with respect to the statutory planning context is required, including:

- Lismore Growth Management Strategy;
- Far North Coast Regional Strategy (or the Regional Growth, Environment and Infrastructure Plan, when adopted) and;
- relevant State Environmental Planning Policies;
- relevant Section 117 Ministerial Directions;

- Lismore Local Environmental Plan 2012;
- relevant Lismore Development Control Plans (DCPs);
- Council development guidelines, including Landscape and Vegetation Management Plan Guidelines;
- On-site Sewage and Wastewater Management Strategy.

Note that the statutory planning context is subject to change and review from time to time.

LAND USE CONTEXT

Discuss the relationship of the proposal to development/land uses on adjoining land and in the locality, including visual impact and linkages with adjacent development. This assessment should consider the agricultural values of the land and the locality, the potential for post-development land use conflicts and measures proposed to avoid or mitigate any potential for conflict.

A visual impact assessment will need to consider the potential impact of development on the visual amenity and landscape character of the locality viewed from and to the site and measures that are proposed to limit the impact or enhance the appearance of the development within its landscape.

Future village development form, lot size and layout shall consider the character of the village. Proposals will need to demonstrate how the ultimate development form will be consistent with village character.

INFRASTRUCTURE AND COMMUNITY FACILITIES

Infrastructure and Community Facilities Servicing Strategies may be required and the need for these will be determined in consultation with Council and, as required, Rous Water and other relevant authorities in relation to:

- sewer services;
- water supply;
- electricity and telecommunications.

An assessment of community facilities, educational facilities (availability and capacity), and open space needs for the development/future residents should occur along with consideration of social impact. This should include consultation with neighbouring

residents with a report provided on the outcomes of this consultation.

TRAFFIC AND ACCESS

An assessment is to be provided of:

- The road capacity and any planned upgrades;
- Proposed road linkages within the development site and to adjoining lands;
- Pedestrian access (including cycleways within and beyond the site); and
- Public transport access.

Rural residential and rural landsharing community developments shall be accessible to the Lismore urban area, village or main road by a sealed road of adequate standard to accommodate increased traffic likely to be generated from existing and future development. The minimum standard is a 6 metre wide seal on an 8 metre gravel formation, with adequate pavement quality. Where this standard of access currently does not exist, it must be economically feasible for future development to meet the costs of upgrading existing substandard access roads. In these circumstances landowners within a proposed rural residential area will be required to enter into an agreement with Council to bring the road up to the required standard prior to Council proceeding with the planning proposal.

Direct vehicle access from allotments to a State or Regional Road is not permitted.

ENVIRONMENTAL IMPACT AND CONSTRAINTS

An assessment must be made of the potential environmental impacts of any proposed development area in terms of likely impacts on water quality (both ground and surface), erosion, land stability, flora and fauna, drainage, vegetation, other components of natural systems and on views from public roads. Any locations where likely adverse impacts are more than minimal are to be avoided.

The assessment of environmental impact shall include consideration of the following:

1. Bushfire hazard, including buffer requirements.

2. Flooding, hydrology and drainage characteristics and potential impacts of development.
3. Impacts on Drinking Water Catchments, groundwater resources, groundwater dependant ecosystems and existing groundwater users.
4. Stormwater management and impact mitigation options.
5. Geotechnical assessment, including assessment of slope instability/slippage hazards and any erosion hazard associated with development. The Lismore DCP specifies the degree of slope above which it is not appropriate to locate development and roads.
6. Cultural heritage assessment of European and Aboriginal Cultural Heritage and landscape values.
7. Land contamination potential.
8. Flora and fauna assessment, including presence of koalas and threatened species, measures to ameliorate potential impacts of future development and consideration of landscape linkages for fauna movement (habitat corridors). The assessment is to consider the potential future impact of the NSW Rural Fire Service 10/50 Vegetation Clearing Scheme on native vegetation with conservation significance both on the development site and adjoining land.

New development should create positive environmental impacts. Environmental benefits may include, the restoration of degraded land and stream banks, reforestation, habitat enhancement, tree planting and landscaping or creation of wildlife corridors. Where tree planting is required for the rehabilitation or enhancement of environmentally sensitive areas, a bond will be required for such works for a specified period to ensure that all plantings are maintained until fully established.

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APPENDIX 2

CRITERIA FOR PLANNING PROPOSALS ADJACENT TO URBAN RESIDENTIAL LAND

Criteria for Assessment of Proposals Adjacent to Urban Residential Release Areas

The criteria in Table 13 below have been established to support Council's urban residential release strategy while enabling development proposals to be considered even though they may be located outside the Urban Residential Release Strategy boundaries shown on Maps 15 and 16. These will only apply to proposals adjacent to land that is zoned General Residential and within the eastern expansion limit shown on Map 16.

The applicant will be required to demonstrate to the satisfaction of Lismore City Council that their proposal satisfies the Criteria in addition to other information required to be submitted with Planning Proposals as listed in Appendix 1.

Table 13: Criteria for Assessing Proposals Outside the Lismore Urban Residential Release Strategy

Criteria - Proposals on Land Outside the Lismore Urban Residential Release Strategy
<p>1. Infrastructure Provision</p> <p>The land is able to be economically connected to Council's existing water and wastewater infrastructure and this infrastructure has capacity for the additional load. Applicants may be required to undertake costings and to demonstrate the proposal is economically feasible for Council.</p> <p>Accessible transport options are available for efficient and sustainable travel between homes, jobs, services and recreation either existing or proposed.</p> <p>The land is accessible by road for private motor vehicle and public transport and does not involve an extension of road networks beyond the Strategic Urban Road Network adopted by Council.</p>
<p>2. Housing Supply</p> <p>Additional housing will be provided that contributes to Lismore's housing stock and broadens or supplements housing choice for existing or new residents.</p>
<p>3. Employment and Services</p> <p>The land has access to employment, health, education, legal, recreational, cultural and community and government services.</p>
<p>4. Avoidance of Conflict and Risk</p> <p>The proposal will not result in any land use conflicts and risk to human health and life are avoided by locating development on the least physically constrained land. No residential development is to occur in the flood planning area.</p> <p>Safe evacuation routes during floods and bushfires shall be considered.</p>
<p>5. Natural Resources</p> <p>The proposal does not reduce or impact adversely on the significant agricultural land resource or other resources, including groundwater.</p>
<p>6. Environmental Protection</p> <p>Development should maintain or improve biodiversity, air quality, Aboriginal and European cultural heritage, and waterway health. This includes significant terrestrial and aquatic biodiversity, such as critical habitat, threatened species, populations, ecological communities and their habitats.</p> <p>Adverse impacts on the drinking water catchment shall be avoided.</p>