

An aerial photograph of Lismore, Australia, showing a mix of urban development, green spaces, and a river. The town is densely packed with buildings, mostly with light-colored roofs. A large green field, likely a sports ground, is visible in the lower-left quadrant. A river winds through the town, with a bridge crossing it. The background shows rolling green hills under a blue sky with scattered clouds.

Lismore Growth & Realignment Strategy 2022

1 INTRODUCTION

1.1 Background and Context of the Strategy

Lismore is a regional city that prides itself as being the heart of the Northern Rivers. But the February 2022 natural disaster and major March flood caused untold physical, social and emotional damage to communities in the affected areas and the ripple effects of the destruction reached well beyond the flood inundation area. The effect of the floods impacted on all aspects of life and the social fabric of the community. The loss of homes, businesses and community facilities has meant Lismore's ability to function as a regional centre was fractured.

Rising temperatures from climate change are predicted to significantly increase the likelihood of more frequent and heavier rain events leading to more frequent and severe flooding. This has precipitated a fundamental re-think about how we plan for the future of a regional city that was built in a floodplain at the convergence of two rivers.

Lismore's Growth Management Strategy 2015-2035 (GMS) has been the document that guides future growth by identifying land that is potentially suitable for housing, commercial and industrial purposes to meet anticipated population and employment growth to 2035. The GMS was due for a periodic review in 2022. The February natural disaster and major March flood have meant that there can no longer be a "business as usual" approach to planning in Lismore and therefore this strategy represents a significant shift in re-imagining and realigning Lismore to facilitate growth and the relocation of homes and businesses to areas outside of anticipated future flooding.



1.2 Role of this Strategy within the Planning Framework

The Lismore Growth and Realignment Strategy (GARS) identifies land that is potentially suitable for future housing, commercial and industrial purposes by ensuring future growth areas are consistent with the planning priorities identified in the Local Strategic Planning Statement (LSPS) and meet the economic, social and environmental expectations of the community. It does this by ensuring growth areas are planned and located in areas that have minimal constraints and can be adequately serviced by necessary and appropriate infrastructure.

This strategy was originally intended to be included as an addendum to Lismore's LSPS (aka 'Inspire Lismore 2040') that was formally adopted by Council in July 2020. The LSPS is the key strategic planning document that sets out the vision of Council and the community for Lismore's future and includes strategic land use planning priorities and actions to achieve that vision. However, it was determined that the LSPS is in need of a significant review to update and reflect the realities and needs of Lismore in the aftermath of the 2022 disaster and major flood. Therefore, rather than incorporating the GARS into a revised LSPS, they will remain as separate documents until such time as the LSPS can be updated. Where there are inconsistencies between the two documents in relation to future growth areas (shown as Figures 6-12 in the LSPS), the GARS will prevail.

The LSPS includes 14 planning principles to guide the future growth and character of Lismore. All areas that have been identified in this strategy as potential future growth areas are considered to be generally consistent with these principles. Specifically, sites that are outside of the Probable Maximum Flood (PMF) event extent and have a slope that is less than 33% have been identified in strategically suitable locations through a desktop assessment process. Revised flood modelling work is being undertaken that may result in new flood planning levels and PMF levels for Lismore that may require further consideration of growth areas when this work is completed. Identification in this strategy is the first step in the planning process to changing or intensifying the land use of a particular site. Detailed site-specific investigations are then required through a planning proposal application to rezone the land or amend any LEP density provisions.

The LSPS planning principles are shown below at **Figure 1**.

THEMES	LIVEABLE PLACES	PRODUCTIVE ECONOMY	CONNECTED COMMUNITIES	SUSTAINABLE ENVIRONMENT	CLIMATE RESILIENCE
	PLANNING PRIORITIES	PLANNING PRIORITIES	PLANNING PRIORITIES	PLANNING PRIORITIES	PLANNING PRIORITIES
	1 Growth is consolidated around Lismore city, CBD and villages 2 Create a city and villages that support active & healthy living. 3 Rural and natural landscapes will be identified & protected. 4 Recognise, embrace and protect our cultural heritage.	5 Identify & support the expansion of emerging industries. 6 Expand agriculture & agribusiness while protecting productive agricultural land. 7 Revitalise the City Heart and create linkages to a reactivated River Precinct. 8 Consolidate existing industries & support their continued growth.	9 Transport & communications keep our communities connected and facilitate the expansion of industries	10 Areas of high biodiversity value and connectivity are protected and enhanced. 11 Waterways, riparian areas and water catchments are protected and enhanced. 12 Protect and improve productive agricultural land and other natural resources.	13 Identify, manage and adapt to risks from natural hazards. 14 Build community resilience and adapt to climate changes.

Figure 1: Local Strategic Planning Statement Themes and Planning Priorities.

The Draft North Coast Regional Plan (2041) was publicly exhibited during the period in which this strategy was written. The Regional Plan sets a 20 year strategic land use planning framework for the North Coast Region, which takes in 12 LGAs from Tweed to Port Macquarie. It includes a range of objectives and priorities regarding employment areas, town centres, housing and related infrastructure, the natural environment and hazards. The Draft Regional Plan included guidelines on settlement planning that are to be addressed in Council land use strategies. This is addressed at Section 7 of this strategy.

Upon its adoption by Council and endorsement by the Department of Planning and Environment (DPE), the Lismore Growth and Realignment Strategy will replace Lismore's Growth Management Strategy (2015-2035).

1.3 Consultation

Lismore City Council produced a discussion paper on post-flood growth and rebuilding that was publicly exhibited from May 2 – June 13, 2022. Two community forums were held along with a Facebook live stream and other online and face-to-face community engagement activities. A total of 327 submissions were received during this period that informed the development of the draft strategy.

Further community consultation was undertaken throughout September and October 2022 including public meetings, listening posts and other online and face-to-face activities. A further 234 submissions were received. All community feedback was analysed and summarised at various briefings to Councillors, with their comments guiding the drafting of the final strategy.

1.4 Growth Projections

In 2021, Lismore City Council engaged .id (Informed Decisions) to undertake detailed population and demographic modelling in order to provide the basis for future strategic planning over a 20-year horizon. At that time the Lismore LGA had an Estimated Resident Population (ERP) of 44,926 which, based upon the assumptions .id factored into their modelling, was anticipated to grow to 47,616 by 2031 and 51,023 by 2041. This is a net increase of 13.6% over 20 years with an anticipated 3105 new dwellings required to meet the growth in population.

Another population modelling exercise was undertaken by the NSW Department of Planning and Environment (DPE) for all of NSW. It found Lismore's ERP was 43,420 in 2021 and expected to decline to 39,500 by 2041. The difference in the projections is due to different assumptions in the modelling, with DPE anticipating Lismore's outward migration of population to be significantly greater than inward migration.

Both of these modelling exercises were undertaken pre-natural disaster and rely upon a set of 'business-as-usual' assumptions. The disruption and displacement of residents and businesses from Lismore has been so profound that both .id and DPE have acknowledged that it is not possible to predict with any level of accuracy what the long-term implications will be for Lismore's population over the 20 year horizon of this strategy. Compounding this uncertainty is the strategic aim to commence a planned retreat from the most high flood risk areas. This may require thousands of residents and businesses to be relocated to higher ground over the coming years and decades. The aim of this strategy, therefore, is to plan for a high growth scenario and to ensure there is sufficient flood free residential and employment lands to facilitate relocation and allow growth over time.

1.5 Housing issues and trends

Since the GMS was adopted in 2015, Lismore's new housing stock has continued to be dominated by single dwellings of 3-4 bedrooms. Separate dwellings make up 84% of all housing stock, with 74% of dwellings having three or more bedrooms (ABS, 2021). This is despite an average household size of 2.4 people and lone person households being both the dominant household type (30.4%) and fastest growing household type (ABS, 2021). This trend towards smaller households, along with an ageing population and a desire from our community to live within walkable precincts to shops and essential services has informed this strategy, as well as a draft Affordable and Diverse Housing Strategy (ADHS) that aims to stimulate additional affordable and medium density housing in the Lismore urban area. The ADHS will be presented to Council for adoption early in 2023.





1.6 Rezoning of Agricultural Land

The protection of important agricultural land is identified as a priority in various state planning policies including the Draft North Coast Regional Plan (2041) and various Ministerial Directions. Lismore City Council has also identified protecting productive agricultural land as a priority in the LSPS and has a medium-term action to develop and implement a Rural Land Use Strategy. The NSW Department of Primary Industries (DPI) is undertaking a process of mapping state significant agricultural land based upon biophysical attributes. The timeframe for the completion of this project is unknown. The most recent classification of state and regionally significant farmland was undertaken in the Northern Rivers Farmland Protection Project, 2005.

This strategy identifies some rural land that is currently mapped as state or regionally significant farmland as potentially suitable for rezoning for a range of other uses including residential, village / large lot residential, industrial and mixed use. This is largely in response to the flood impacts and the desire to make flood-free land available for Lismore's long-term growth and realignment out of the floodplain. Consideration for any rezoning of state or regionally significant farmland will require detailed consultation and support from the NSW DPI, DPE and possibly the Northern Rivers Reconstruction Corporation (NRRC).

1.7 Timeframe and Review

The time horizon for this strategy is intended to be approximately 20 years to align with the LSPS and North Coast Regional Plan. A periodic review is recommended after the release of new Census data in 2026 and as part of the statutory requirement to review the LSPS within 7 years under Section 3.9 of the Environmental Planning and Assessment Act, 1979 (EP&A Act). A review of the LSPS must therefore be undertaken by 2027 and should at that time consider and incorporate growth projections and land use priorities.

The land identified for potential rezoning in this strategy is expected to exceed demand, even for a high-growth scenario. The timing and staging of land release areas will ultimately be determined by demand and the capacity of existing infrastructure, as well as the ability to provide appropriate upgrades. A range of servicing strategies identified at Section 5 will need to be updated or finalised to support any proposed large-scale rezoning planning proposals.



2. RESIDENTIAL LAND

Lismore's population is made up of approximately 63% of people living in the urban area and 36% living in rural or village/hamlet areas. The majority of Lismore's growth and realignment is anticipated to occur within the urban area, with increased medium density areas that are close to health, retail and open space facilities being a key component of the strategy as household sizes decline and the population ages.

The strategy also identifies that there is potential for some expansion of Lismore's existing villages as part of a wider trend of migration from capital cities to regional areas as people seek a lifestyle choice that has become achievable through technological changes that allow for greater flexibility to work from anywhere for many professions. Specifically, Section 2.6 on village and large lot residential land identifies a minor expansion to the investigation areas at Caniaba, Bexhill and Modanville that were previously identified in the GMS in 2015, and the potential for significant expansion at Clunes. These areas were identified during community engagement activities and in response to the expressed desire for large areas of additional flood-free land to be made available for the relocation of people and dwellings from within the floodplain.

2.1 Planned Retreat

The impact of the 2022 natural disaster and the threat of ongoing and increased flood risk has led to serious questions about the ongoing suitability of some areas of Lismore to be used for ongoing habitation. The guiding principle of planned or managed retreat is to permanently remove people and assets from harm's way where the risk cannot be adequately mitigated or managed.

Lismore City Council will advocate for State and Federal governments to fund and assist with the implementation of a voluntary buyout and relocation program to support the staged relocation of residential properties from the most flood prone areas. Parts of North and South Lismore within the 'floodway' and 'high flood risk' category areas (as defined in Council's Floodplain Risk Management Plan) will most likely be the highest priority areas but a detailed set of criteria will need to be determined to manage the process. Council will work closely with the Northern Rivers Reconstruction Corporation (NRRC) to develop a process and criteria for any future buyout or relocation program. Council will also update its Floodplain Risk Management Plan to update flood hazard categories and identify areas where house removal and house raising are recommended.

Guiding principles for any land swap scheme should include that existing dwellings are moved where it is possible and feasible to do so and that relocation opportunities be offered by street or precinct areas so that existing community networks and connections can be maintained.

Any reclaimed land within the floodplain will be subject to future strategic planning work, but in general terms, should be utilised for open space and revegetation.

It is acknowledged that a planned retreat from high flood risk areas is a long-term strategy that will require significant and ongoing funding and support from all levels of government.

2.2 Urban Growth Areas

The Growth Management Strategy (2015) identified three new greenfield urban release areas known as Pineapple Road, Trinity Drive and Lagoons Grass that were anticipated to provide a yield of approximately 975 lots / dwellings. The other area identified for significant residential growth is the residential zoned land on the North Lismore Plateau that is expected to provide in the vicinity of 1200 new lots.

The demand for new residential land and arrangements and staging for the delivery of infrastructure services will ultimately determine the timeframe as to when these areas are released.

2.2.1 Pineapple Road

The Pineapple Road site has since been rezoned for residential use with the first stage of subdivision complete. A further 250 residential lots and potentially 140 seniors living units are expected to be realised over time.



2.2.2 Trinity Drive

The area identified in the GMS at the northern end of Trinity Drive was anticipated to yield approximately 280 lots. This site will be retained as a future growth area, with some variation to the shape of the investigation area based upon the inundation area of the 2022 natural disaster, the slope of the land and feedback from the community. This area is approximately 68 hectares and is identified in Map 1.

2.2.3 Lagoons Grass

The area identified in the GMS at Lagoons Grass was anticipated to yield approximately 175 lots. This site will be retained as a future growth area, with some variation to the shape of the investigation area based upon the inundation area of the 2022 natural disaster, the slope of the land and feedback from the community. This area is approximately 97 hectares and identified in Map 2.

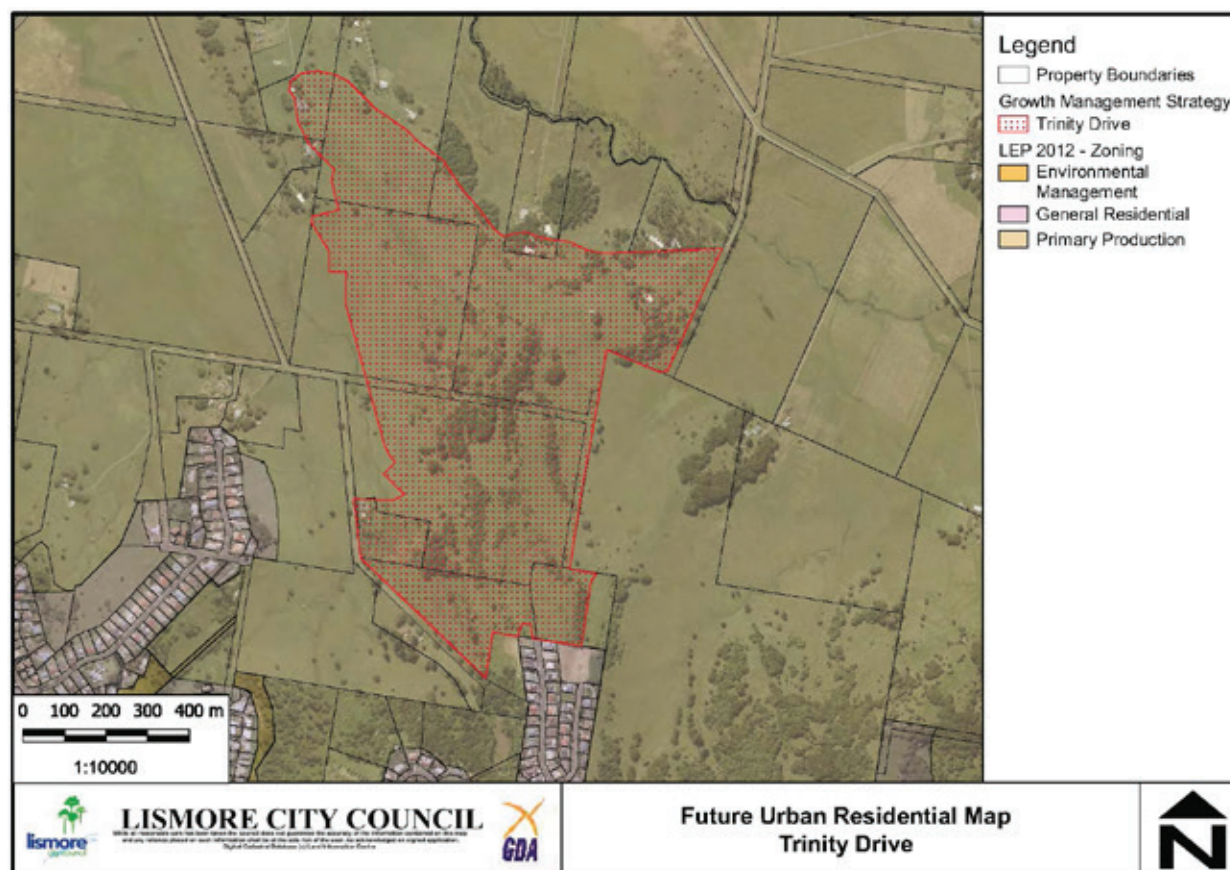
2.2.4 North Lismore Plateau

Land on the North Lismore Plateau has been zoned for both residential and conservation purposes, along with two small business precincts. Approval for the first stage of the subdivision (85 lots) has been granted. As most of Lismore's growth has occurred to the east of the city in Goonellabah over recent decades, this site represents a realignment of the residential population to the north-west of the CBD, with some 1200 sites anticipated over time.

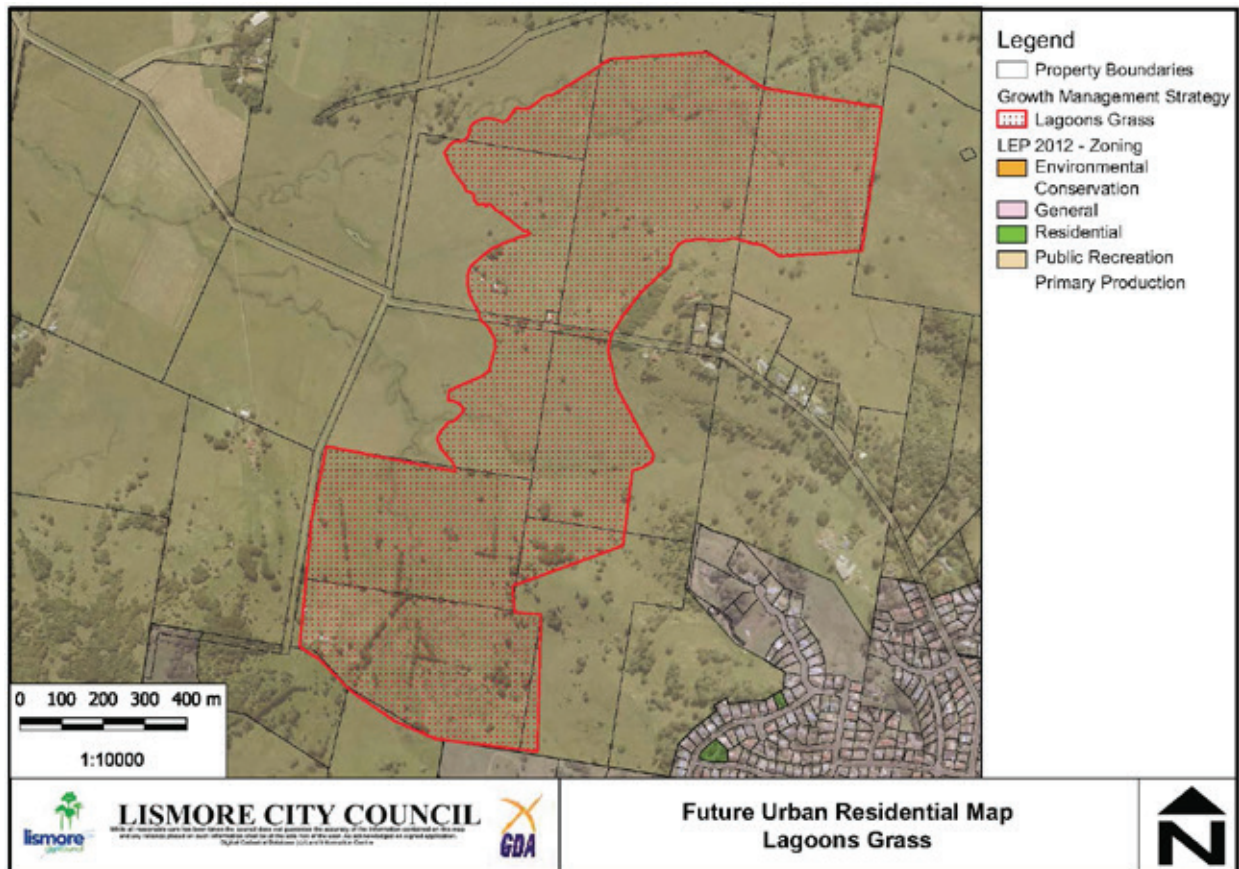
A small expansion of approximately 2ha is proposed at 32 McLeay Rd as this land was not rezoned at the time the surrounding lots were. This area is identified in Map 3.

2.2.5 Oliver Avenue

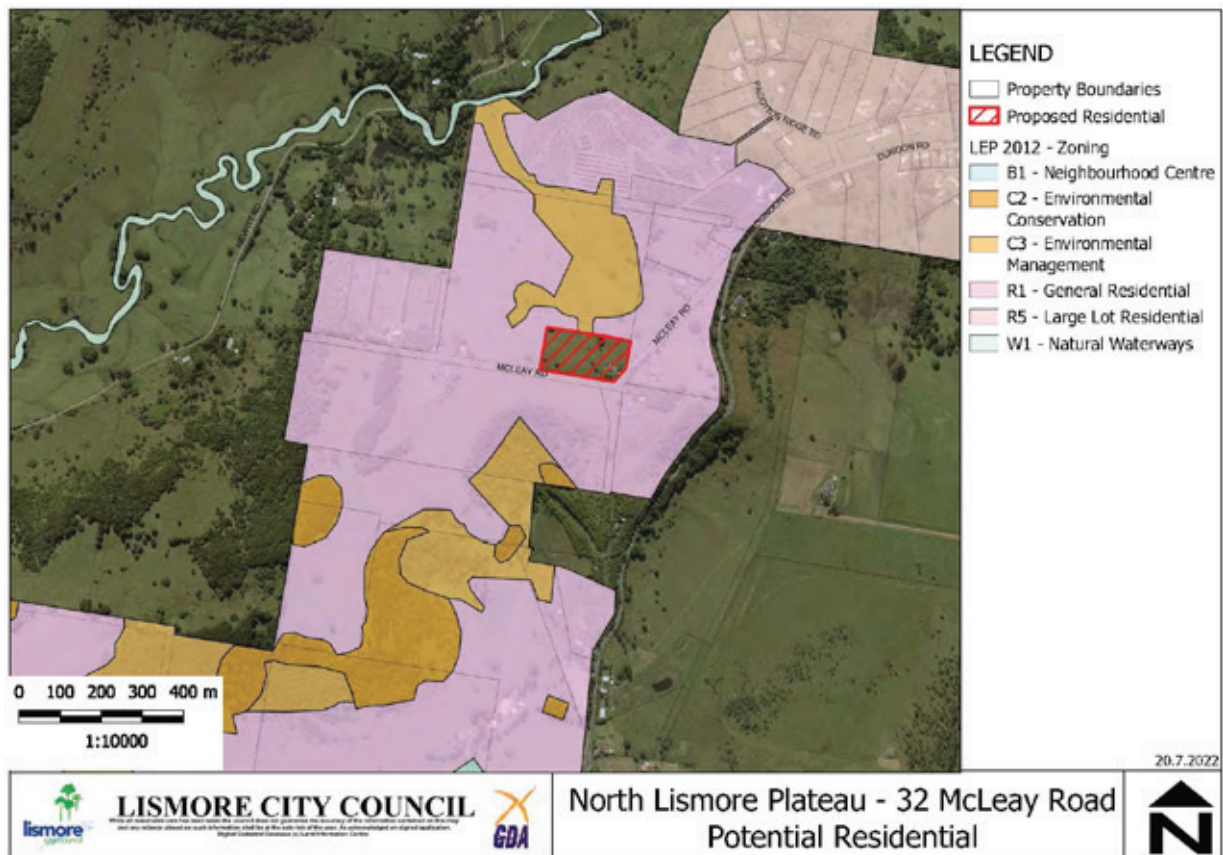
An additional greenfield urban release area of approximately 28 hectares has been identified on land at 1055 Bruxner Highway, Goonellabah as shown at Map 4. This site has access from Oliver Avenue and is adjacent to existing residential land. A mixed-use zoning is proposed to facilitate a mix of medium density residential, general residential with some areas of commercial to facilitate a live/work precinct. Public and/or private recreation zoning may also be incorporated into this area to provide recreational areas and a buffer between residential land and the existing horticulture (macadamia plantation) to the east.



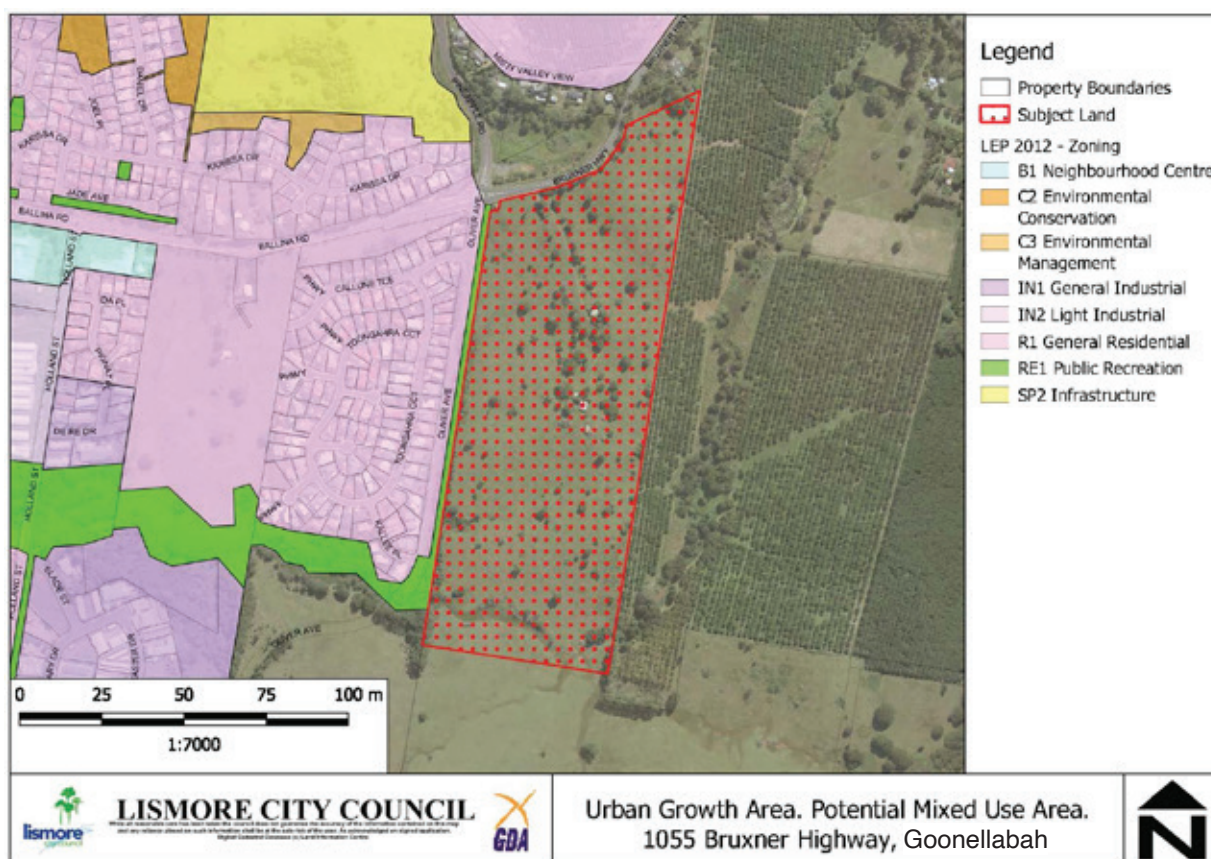
Map 1: Trinity Drive Potential Greenfield Residential Area.



Map 2: Lagoons Grass Potential Greenfield Residential Area.



Map 3: Potential Urban Infill site within the North Lismore Plateau Residential Area.



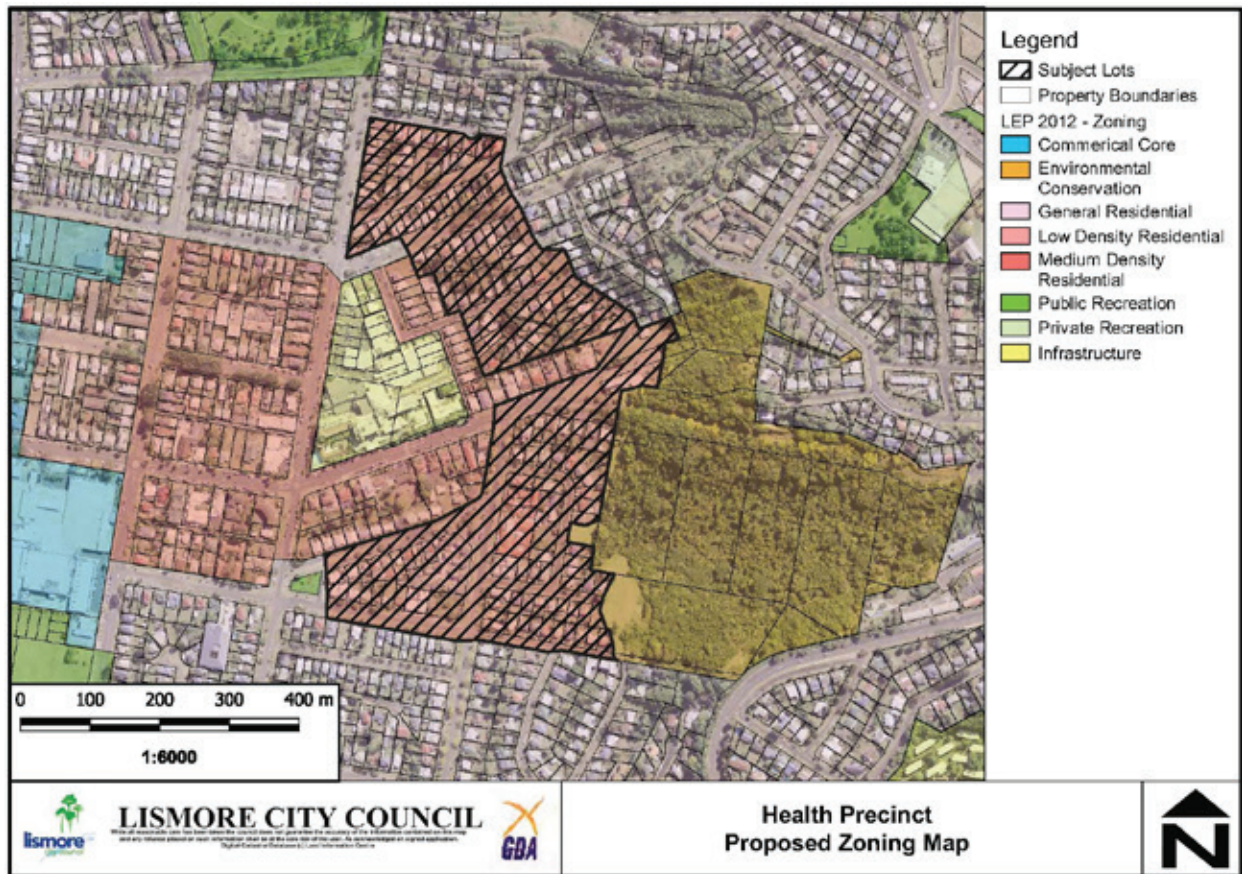
Map 4: Oliver Avenue Potential Residential / Mixed Use Area.

2.3 Medium Density Precincts

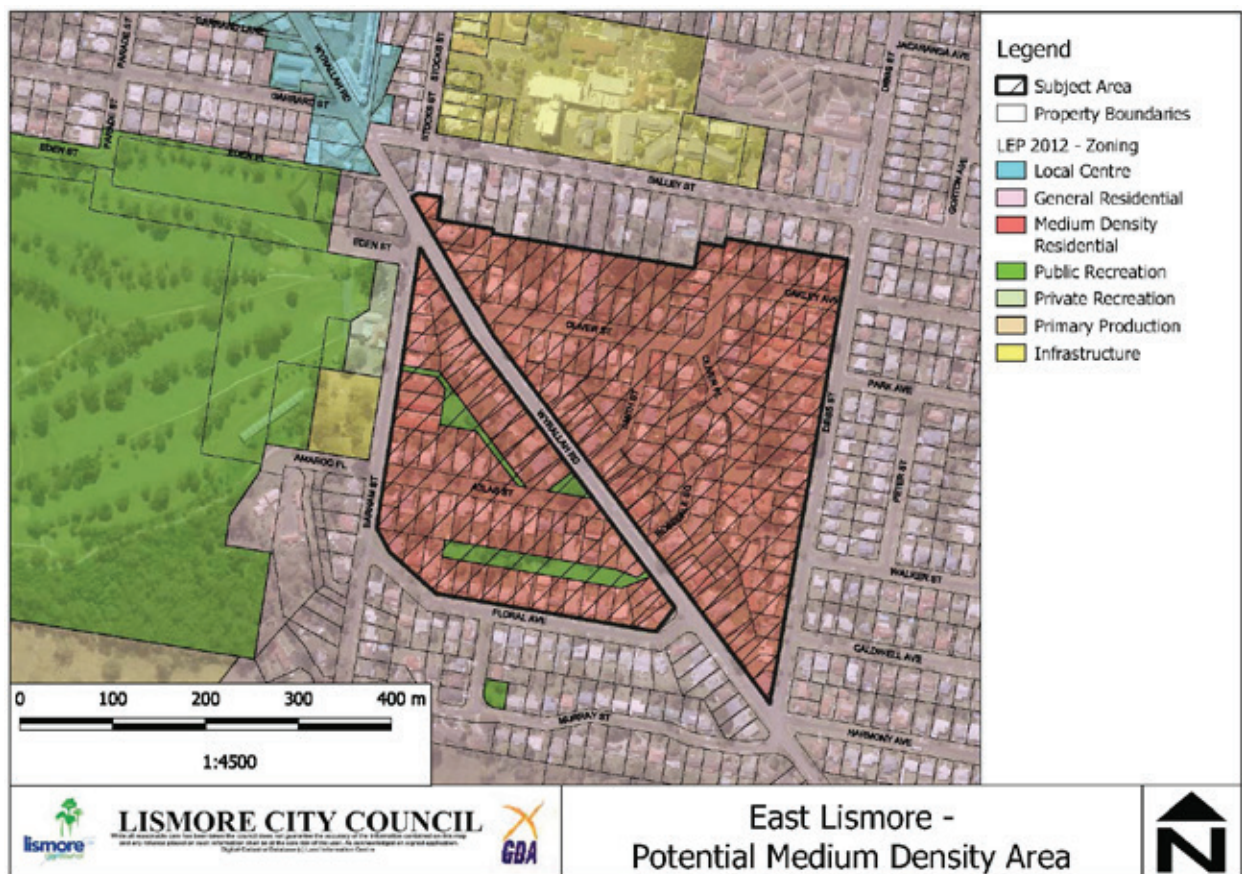
In 2017 an area of approximately 17.5 hectares was zoned R3 Medium Density with a maximum height of 13m or 16m in the area surrounding the Lismore Base Hospital and Lismore Square Shopping Centre. This area, known as the 'Health Precinct' was intended to signal to the development industry the preferred area for medium density housing in Lismore. Despite very limited development activity since the rezoning, the guiding principle of encouraging higher density living in areas that are located within close proximity to health, retail and open space facilities remains a key component of this strategy. Consultation activities showed there is general community support for increasing density in existing urban areas that are outside of the Probable Maximum Flood (PMF) extent.

An additional 15.5 hectares of residential land adjacent to the existing Health Precinct, along with approximately 18 hectares at East Lismore located near St Vincent's Hospital, the Wyrallah Rd shopping centre and the golf course have been identified as being suitable for future medium density precincts, as shown at Maps 5 & 6. Any changes to density controls in the LEP should be accompanied by amendments to the 'Lismore Health Precinct' section of the DCP (Chapter 1) to ensure future development is responsive to the existing building characteristics in these localities, to protect the amenity of the streetscape and to ensure buildings are appropriately designed for the subtropical climate.

Other medium density housing areas may also be incorporated into the greenfield site at 1055 Bruxner Highway and other parts of East Lismore as discussed below in Section 2.4.



Map 5: Proposed Medium Density Precinct Expansion Area.



Map 6: Potential East Lismore Medium Density area.



2.4 Reimagining East Lismore

A re-imagining of East Lismore and a refocus of future development above the PMF extent in this area provides an opportunity for Lismore to adapt to the threats from future flooding posed by Climate Change while maintaining the foundations of its existing settlement patterns.

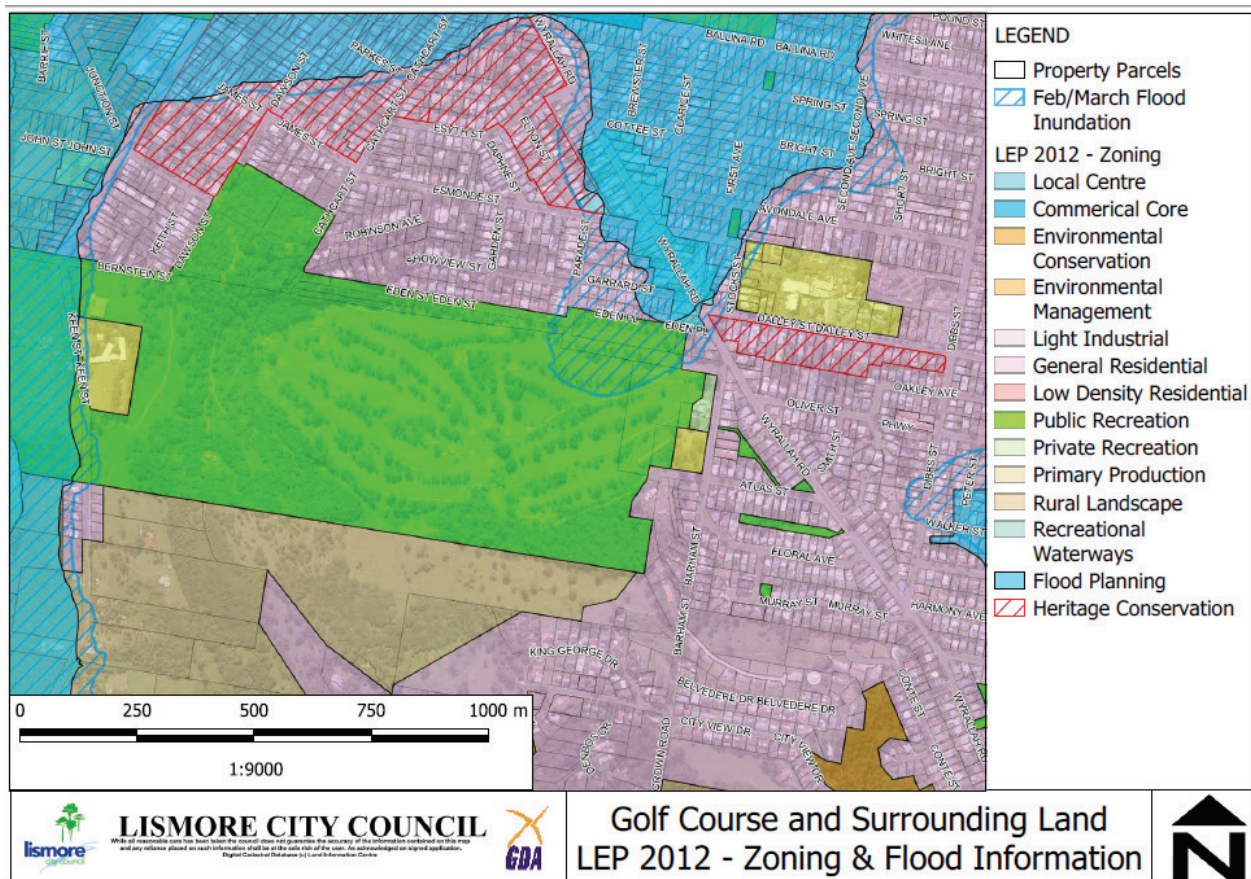
The golf course land at East Lismore is Crown Land managed by Lismore City Council. It is predominantly outside of the PMF extent and is uniquely and strategically located next to existing residential and commercial land, St Vincent's private hospital and is close to the existing CBD and Southern Cross University. The site and flood inundation area are shown in Map 7.

Preliminary design work is proposed to be undertaken to establish the feasibility of a new commercial and residential mixed-use centre on an area of approximately 33 hectares of the golf course land. The design and feasibility work should identify infrastructure requirements and address stormwater drainage issues and other environmental, social and community impacts. The objectives of any design work for the site should maximise the retention of mature trees and aim to create a centre that promotes walkability and 'micro mobility' transport devices and minimises vehicles movements within the centre.

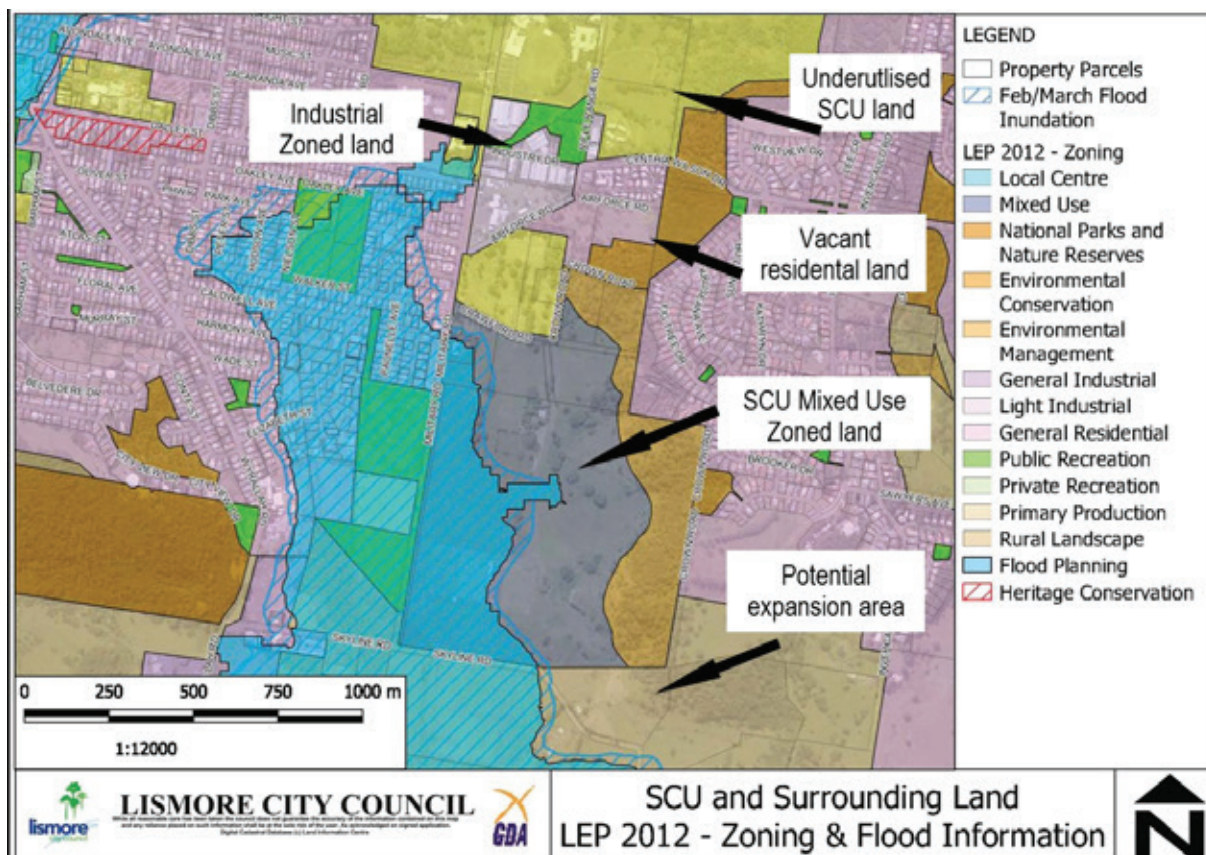
At the other end of East Lismore there is potential for future development to occur on land around Southern Cross University. This includes land owned by SCU on the eastern side of Rifle Range Road, the industrial precinct along Industry Drive and Rifle Range Road, the vacant residential land on Airforce Road and the mixed-use zoned land owned by SCU along Crawford Road as shown on Map 8. Detailed master planning and engagement with SCU should be undertaken for this precinct to determine its highest and best use that could include the relocation of schools that were severely impacted by floods, along with other commercial, industrial, residential and community land uses. The master planning should identify transport linkages and other infrastructure requirements.

It is acknowledged that low lying parts of East Lismore are also susceptible to flood inundation and a range of flood mitigation and adaptation options will need to be considered, including the possibility of retreat and relocation in some circumstances.





Map 7: Golf Course land with flood inundation information.



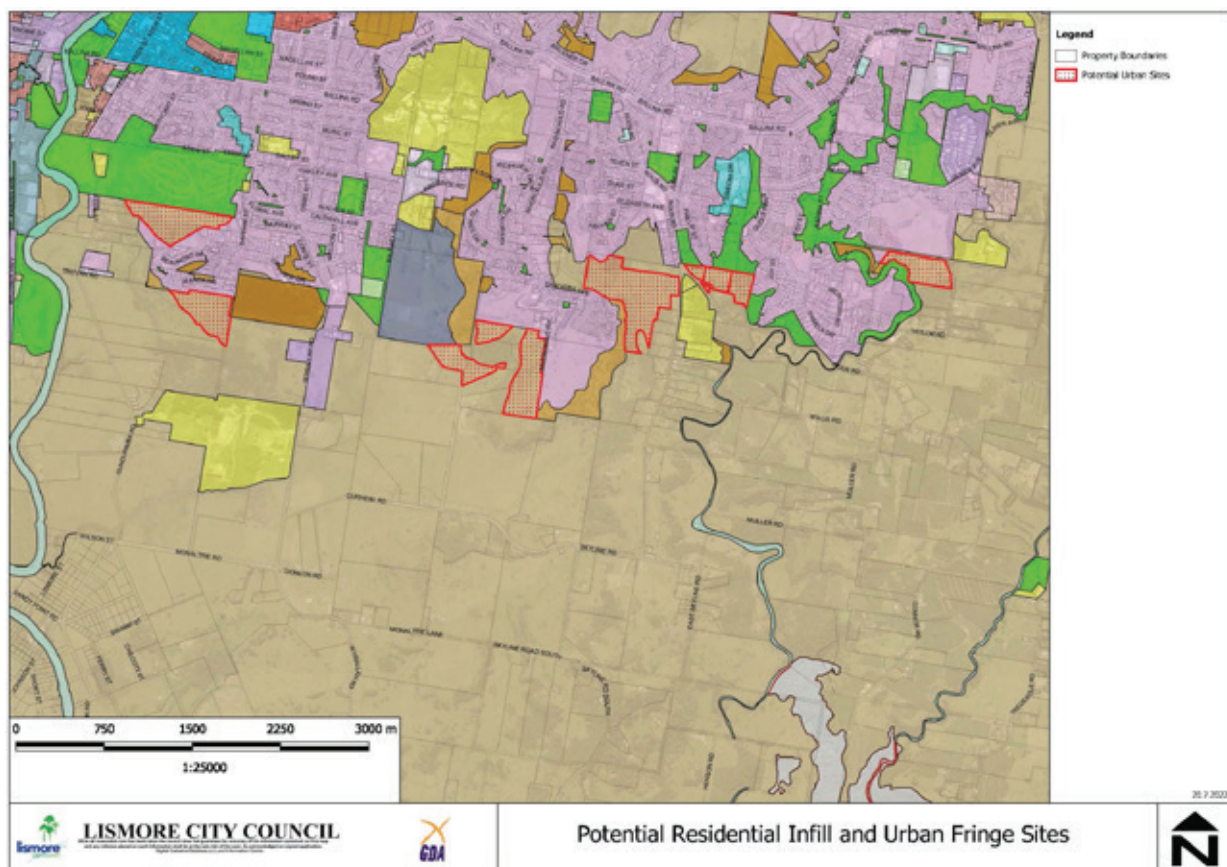
Map 8: Potential East Lismore redevelopment precinct with flood information.

2.5 Urban Infill and Fringe Development Sites

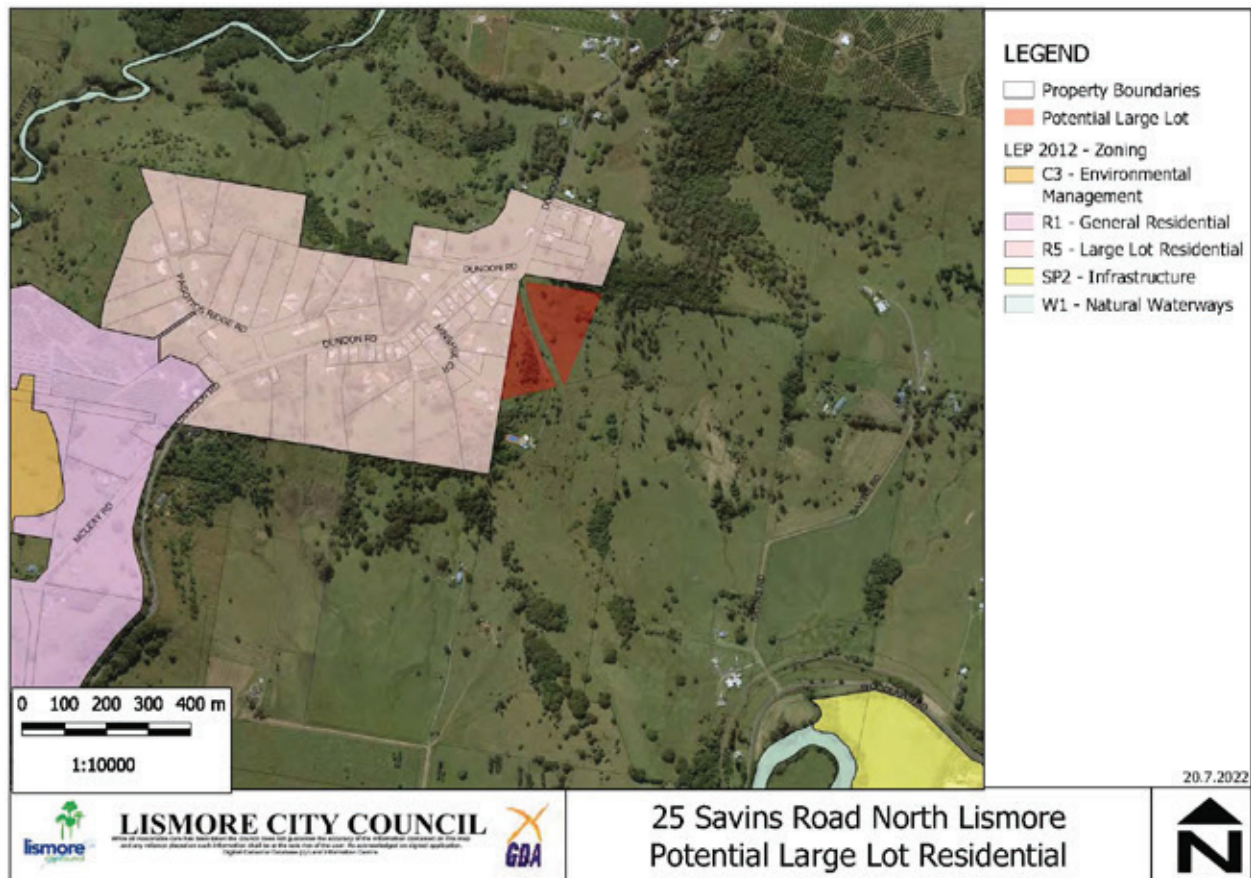
Much of the land identified in the GMS as urban infill and fringe development sites have since been rezoned for residential use or otherwise found to be unsuitable. Some additional areas were identified through community engagement and these sites have been included at Map 9, which also carries over sites from the GMS that are still considered to be potentially suitable for small scale urban residential rezoning.

An area at North Lismore that is located directly adjacent to existing large lot residential zoned land and provides a natural expansion is also considered suitable for potential expansion, as shown at Map 10.

Other forms of infill residential development through increased density on land already zoned for residential use that is outside of flood affected-areas will be encouraged through the Affordable and Diverse Housing Strategy.



Map 9: Potential urban residential infill and fringe sites.



Map 10: Potential North Lismore Large Lot Residential Expansion Area.

2.6 Village and Large Lot Residential Land

Lismore's villages offer a lifestyle and housing choice that is attractive for many residents in the North Coast region. Any expansion needs to consider the protection of the existing village character and amenity as well as the protection of any important farmland and biodiversity values, along with the other physical constraints such as bushfire threat, steep slopes, flood etc. The community consultation and GMS review process indicates there is capacity for expansion around some villages as described below, however no new expansion areas have been identified around Nimbin or Dunoon.

Nimbin has large areas within the existing village area that have already been approved for future housing as well as a new supermarket and specialty shops along Sibley Street. There are also future large lot residential developments approved at Blue Knob Road and Gungas Road. Extensive consultation was undertaken with the Nimbin community in late 2020/early 2021 and it was clear that the community did not want to see new large lot residential subdivisions on the outskirts of Nimbin. In July 2021 Council resolved to remove the potential large lot residential land at Gungas Road and Tunttable Falls Road as part of the GMS review. There are also issues with the secure yield from the Nimbin Water Supply which impacts upon any further development within areas serviced by reticulated water. No further expansion areas will be considered at Nimbin until after Council has developed a village Master Plan that address the long-term requirements for infrastructure and community facilities.

A moderate expansion on the eastern side of the Dunoon village has been undertaken over the past 10-15 years. No further areas have been identified as the village is surrounded by productive agricultural land. Some minor increase in density may be possible in Dunoon within existing allotments.

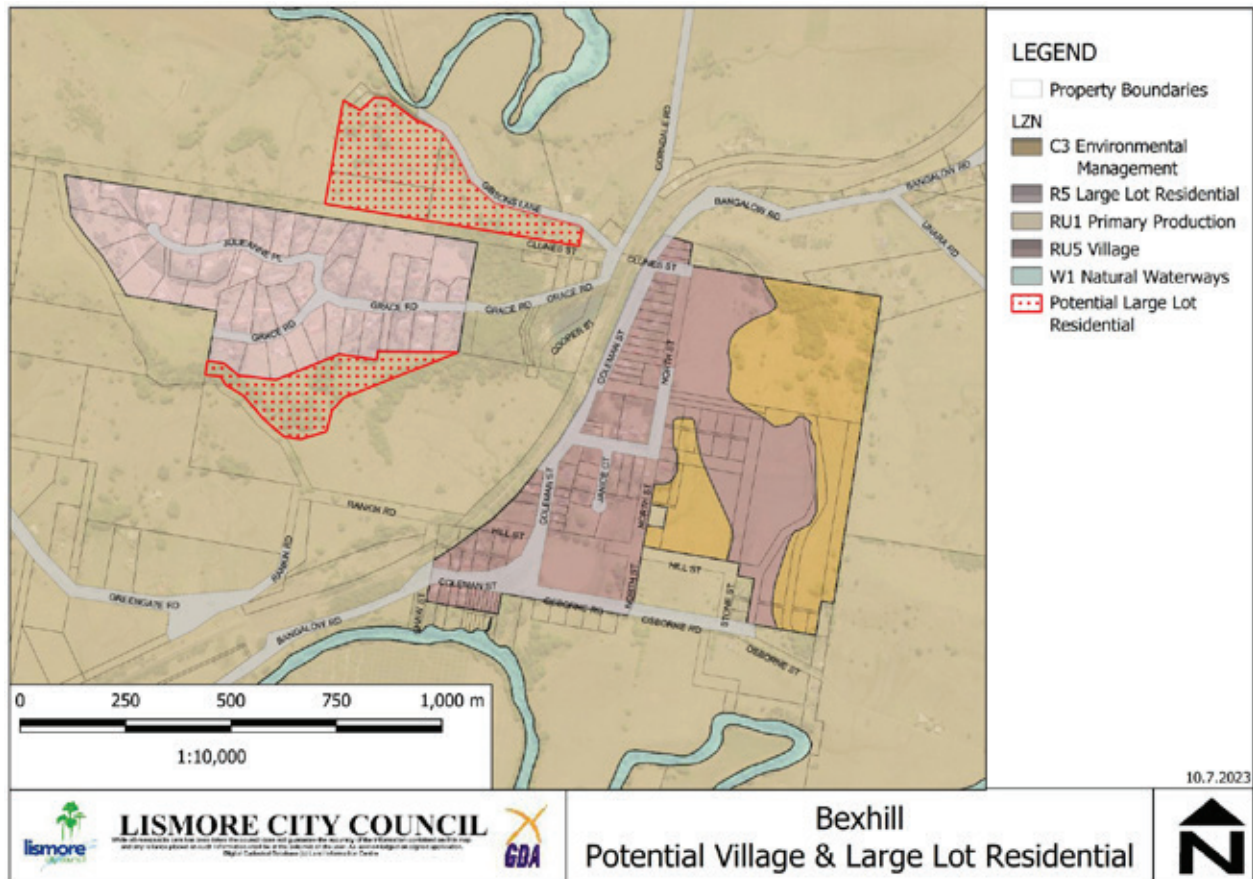
The areas identified for potential village and large lot residential expansion in this section will only be considered for rezoning where it can be demonstrated that there is demand, the land can be adequately serviced and is generally supported by the surrounding community.

2.6.1 Bexhill

Bexhill's location 8.5km from the Lismore CBD and the provision of a school, shops, sporting facilities and community hall suggest some further expansion of surrounding land for residential use may be appropriate.

A rezoning and subdivision on the eastern side of Bexhill has been approved since the GMS was adopted in 2015. Other sites identified as potential large lot residential land accessed from Gibson Lane and Grace Road are yet to be rezoned and will be retained for potential village / large lot residential expansion.

Lismore Council had proposed additional land on the western side of Bangalow Road be considered for large lot residential use, however this was not supported by the NSW Department of Planning and Environment and Map 11 has been amended accordingly.



Map 11: Potential Bexhill Village or Large Lot Residential Expansion Area.

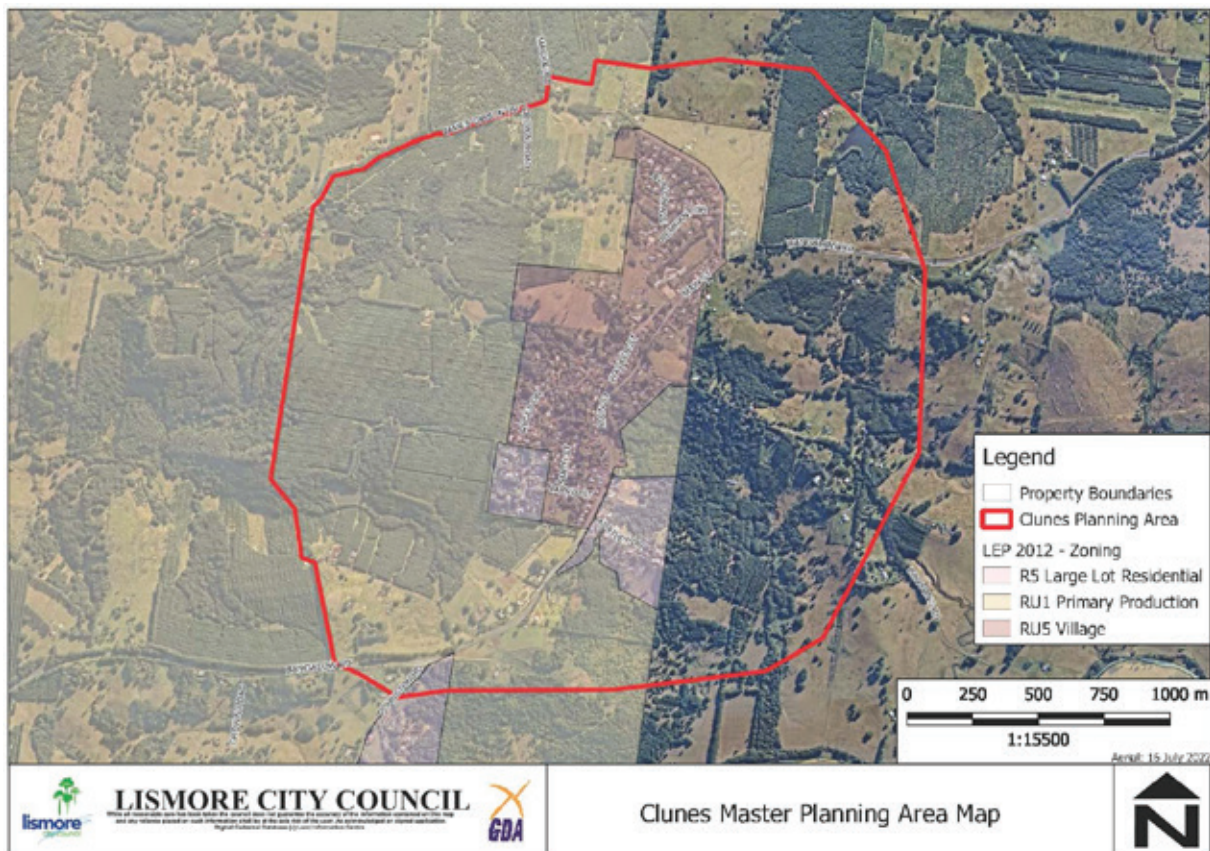
2.6.2 Clunes

There has been very limited expansion within the Clunes village since the adoption of the GMS in 2015. There is some undeveloped village zoned land (part of 81 James Gibson Rd), but with no direct vehicle access. The remainder of the site at 81 James Gibson Road includes approximately 23 hectares of land north west of the village that has been identified for future growth since Council's 1997 Village Strategy. This area is anticipated to yield in the vicinity of 60 lots, however no detailed site investigations have been carried out and the stream that runs through the site may be a significant constraint to any future development.

Another site to the west of Clunes of approximately 63 hectares was identified in the draft strategy that was put on public exhibition for consideration for a village expansion that would include a mix of housing types, community facilities and an enhanced biological buffer between macadamia plantations and residential dwellings. In order to achieve the densities required to support such a development, a site-specific community-scale sewage treatment facility would be required.

Community consultation activities identified a high level of resistance to any expansion, however there was also considerable comment received to the effect that more detail was needed and that the community wanted to be involved in the process and design of any future village expansion at Clunes. Considerations around the protection of existing character and lifestyle were identified as the major issues, along with impacts on biodiversity and a lack of suitable infrastructure and services.

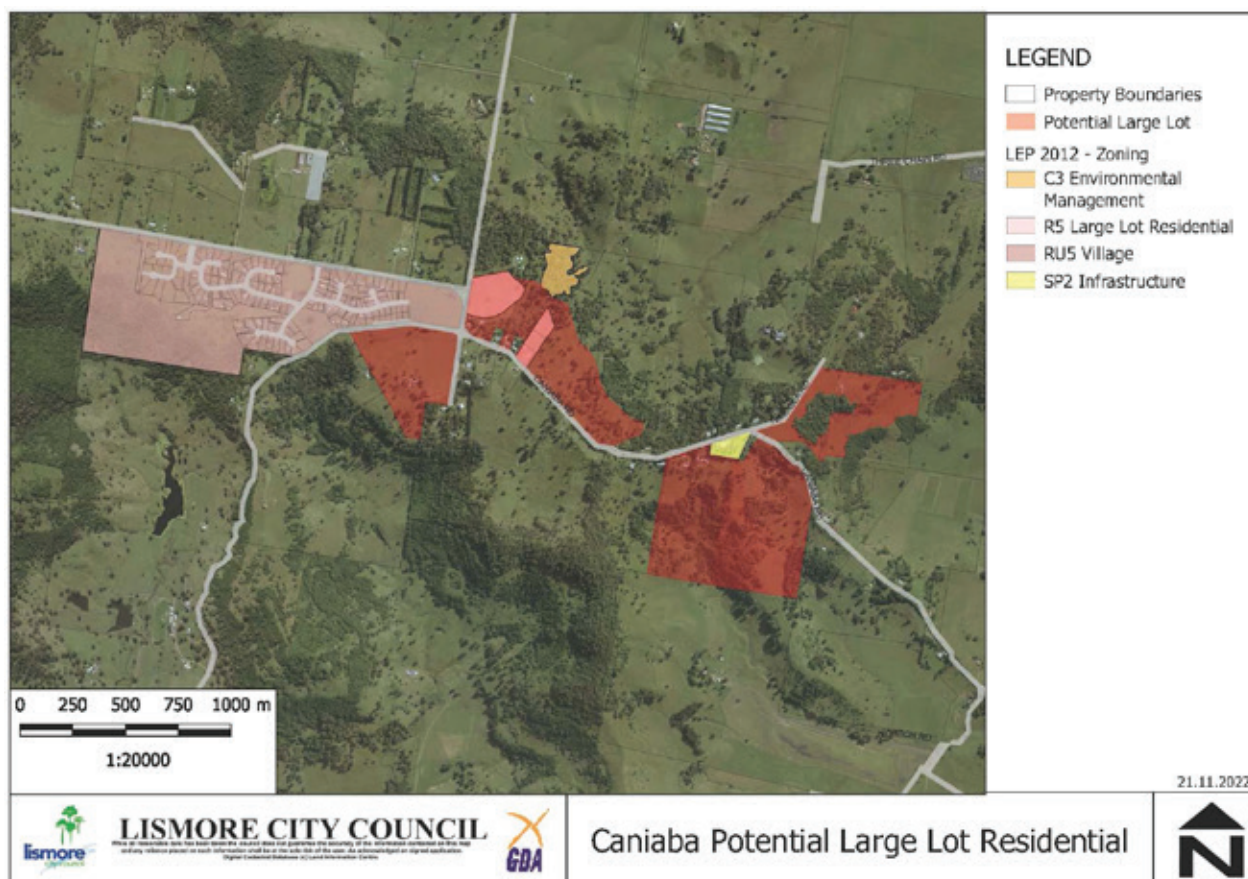
Lismore City Council proposes to undertake a detailed master planning exercise that would seek to deeply engage with the Clunes community in order to establish a long-term vision for the future of the village. The master planning process would set out a range of objectives and aspirations for any future growth, look at opportunities and constraints and investigate infrastructure requirements such as roads, wastewater treatment, walking and cycling paths, sporting and other social facilities. No planning proposal will be considered for the rezoning of land at Clunes until such time as the masterplan has been completed and endorsed by Council and a community reference group.



2.6.3 Caniaba

Caniaba is located within 10km of the Lismore CBD and some additional large lot residential land was identified in the GMS in 2015. The community's desire for flood-free residential land that is close to town necessitated a re-think of growth at Caniaba and land on the north side of Fredericks Road directly opposite Perradenya estate was identified for potential future village expansion in the draft strategy.

As a result of community engagement activities and the significant infrastructure requirements that would be needed to support such significant growth in this area, this strategy proposes only a limited expansion of the unsewered large lot residential areas at Caniaba as shown at Map 13. The total area of all potential future large lot residential land is approximately 90 hectares.



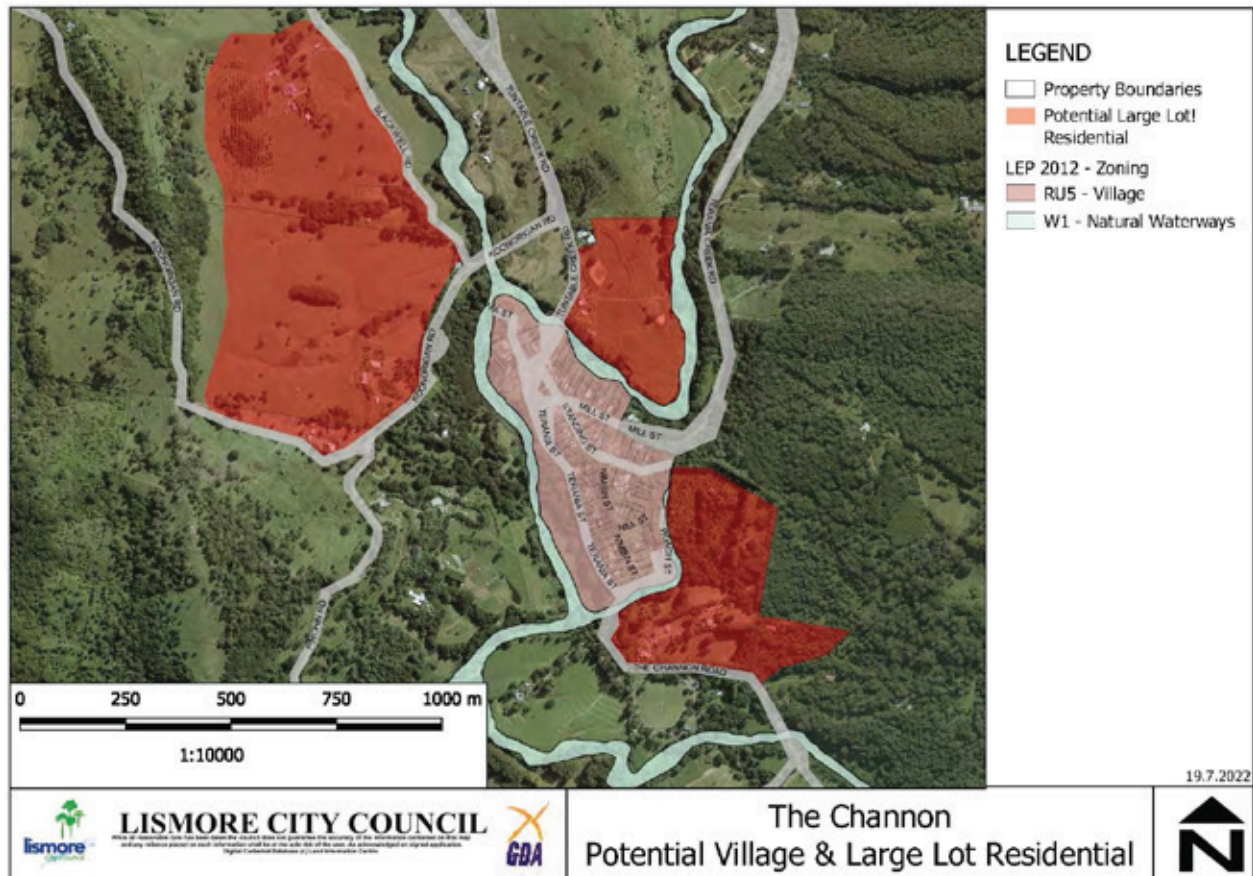
Map 13: Potential Caniaba large lot residential expansion areas.

2.6.4 The Channon

Three areas surrounding The Channon village were identified for potential village or large lot residential use in the GMS in 2015 and have been included in various growth strategies adopted by Council since 1997. To date, no applications for rezoning have been put forward by the landowners.

These areas are to be retained for potential future village/large lot residential expansion as the rationale for expansion of housing areas that are within walking distance to village amenities such as the school, shop, pre-school and community hall has not changed.

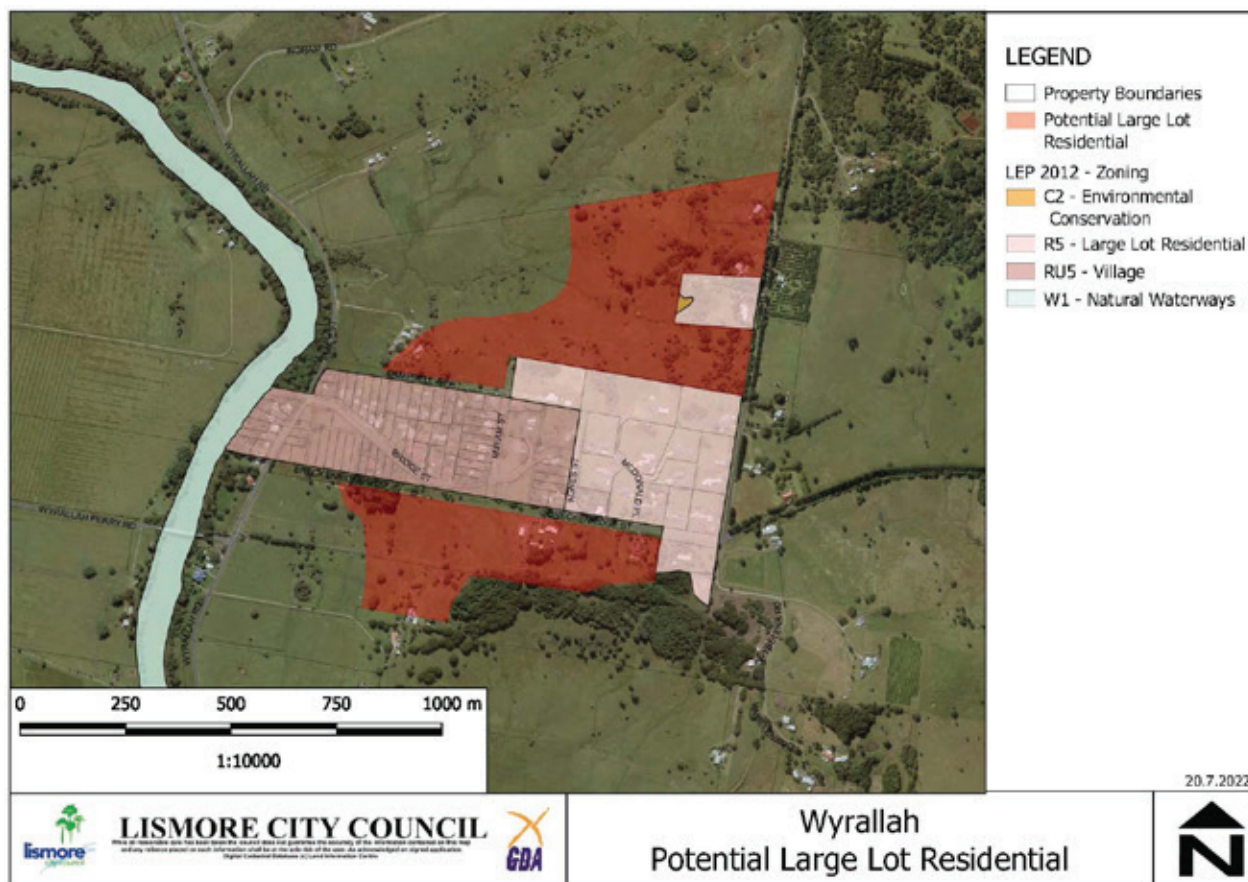
The potential expansion areas identified, as shown at Map 14, have a total area of approximately 65 hectares. Detailed consideration of site constraints such as localised flooding along Tuntable Creek, slope and native vegetation at the Planning Proposal stage may significantly reduce this area.



Map 14: Potential village or large lot residential expansion at The Channon.

2.6.5 Wyrallah

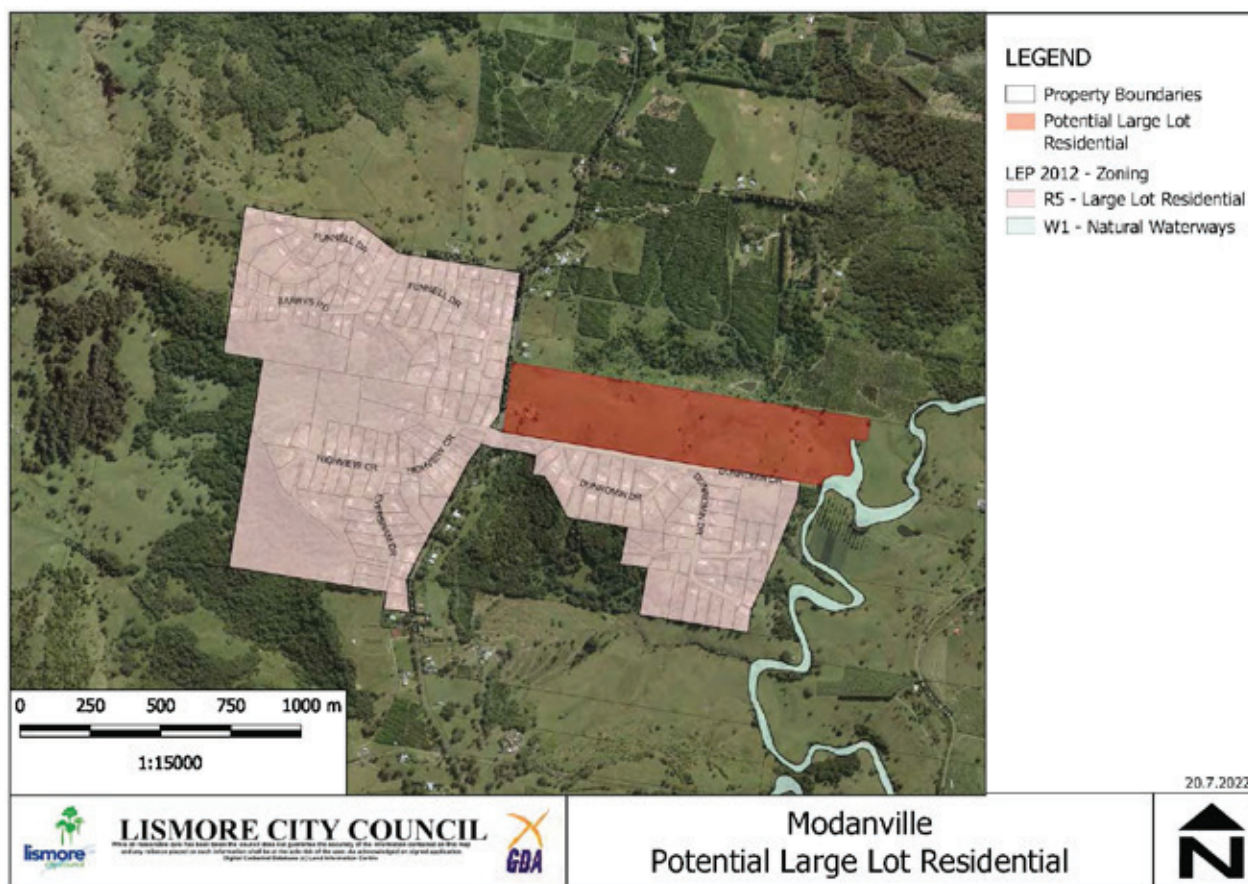
Two areas surrounding Wyrallah village were identified for potential large lot residential use in the GMS in 2015. One lot has since been rezoned and subdivided. The remaining areas are to be retained for future large lot residential use as shown at Map 15. The potential expansion areas identified has a total area of approximately 36 hectares.



Map 15: Potential Wyrallah large lot residential expansion areas.

2.6.6 Modanville

An area for potential large lot residential expansion at Modanville north of Dunromin Drive has been identified as shown at Map 16. The site is constrained by electricity transmission lines and any future planning proposal would need to consider if adequate buffers could be provided. The potential expansion area identified has a total area of approximately 31 hectares.



Map 16: Potential large lot residential expansion area at Modanville.



3. AFFORDABLE HOUSING CONTRIBUTIONS SCHEME

An Affordable Housing Contributions Scheme (AHCS) is a mechanism enabled by the Environmental Planning and Assessment Act, 1979 that allows councils to levy developer contributions from landowners who benefit from an 'upzoning' of their land. The contribution may be in the form of land, housing or a monetary contribution made to a council that is to be utilised for the purpose of providing affordable housing by a registered Community Housing Provider.

Councils are required to identify the areas of land to which an AHCS will be applied and then to determine a viable affordable housing contribution rate. Different rates may be applied to different areas. All land identified for potential rezoning or upzoning (such as increased density permissible through changes to height controls) identified in Section 2 of this strategy (Maps 1-16) will be subject to viability testing for a future AHCS to be referenced in the Lismore Local Environmental Plan 2012 (LEP).





4. EMPLOYMENT LANDS

A commercial and industrial land needs analysis undertaken in 2013 and incorporated into the GMS in 2015 found Lismore had 516 hectares of zoned business and industrial land and that there was sufficient available land to meet future demand scenarios. However feedback from industry prior to the natural disaster was that the location and size of undeveloped industrial land did not meet the needs of mid-size businesses looking to establish or grow. Further feedback through the consultation process indicates there is a desire to relocate some business and industry to higher ground and that Lismore has an opportunity to cater to smaller businesses wishing to establish in the Northern Rivers region.

Lismore's capacity to attract new business and industry and to create employment opportunities will have a significant impact on its ability to retain and attract residents. Therefore the creation of new flood free commercial and industrial precincts is a priority of this strategy.



4.1 CBD and New Commercial Centres

The Lismore CBD is the heart of the town and community consultation was split as to whether strategies to protect or retreat from the CBD should be pursued. There was general support for protecting the heritage values in older buildings and in trying to adapt through the use of flood resilient building materials.

Flood mitigation measures to protect the CBD may be identified in the CSIRO and National Recovery and Resilience Agency study, however this is not due to be completed until 2024. Council acknowledges that it is unlikely any mitigation measures will ever be able to keep out extreme flood events and adaptation measures are encouraged for retrofitting existing buildings. Council will also advocate for a federally funded re-insurance guarantee to provide additional certainty to support CBD businesses.

The Lismore CBD will need to reinvent itself, both due to the ongoing flood risk and the global trend towards retail trading happening online. Service and creative industries and businesses that are able to mobilise quickly in the event of flood warnings are likely to be more likely to adapt better than businesses that rely on large amounts of stock or heavy equipment being located on site. Council will undertake further planning and engagement work with businesses and the wider community to understand how it can best support the reinvention of the CBD as a vibrant, flood resilient commercial and community centre.

This strategy also recommends the establishment of additional commercial precincts that are flood free and located close to residential areas, particularly at East Lismore as addressed at Section 2.4.

A small expansion of the Eastpoint Shopping village at Goonellabah as shown at Map 17 is also identified for rezoning. Community engagement indicated there was a desire for improved walkability, liveability and access to services in new and existing residential areas. Future strategic planning work will be undertaken to identify whether other small commercial and community focus points could be established in suitable locations to facilitate a series of localised 'urban villages'.

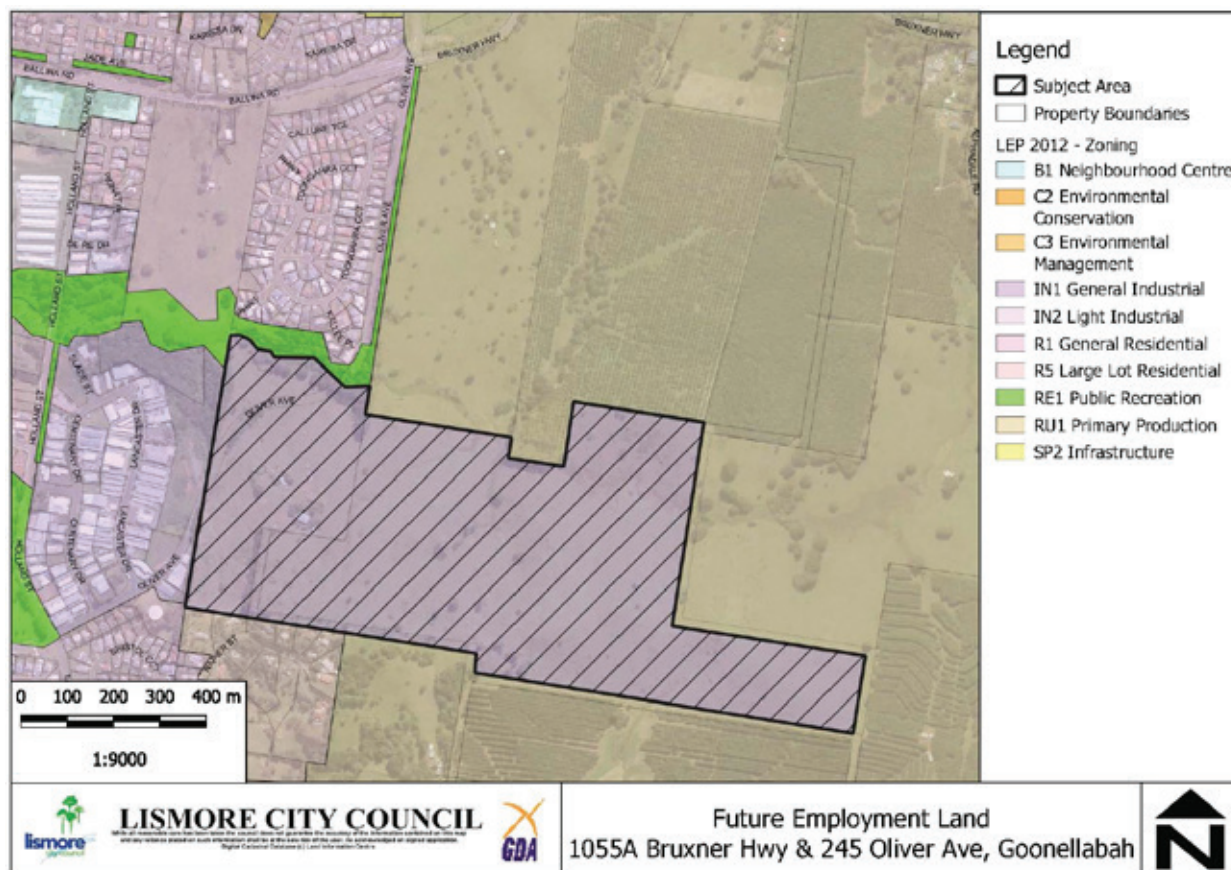


Map 17: Potential rezoning for the expansion of Eastpoint Shopping Village, Goonellabah.

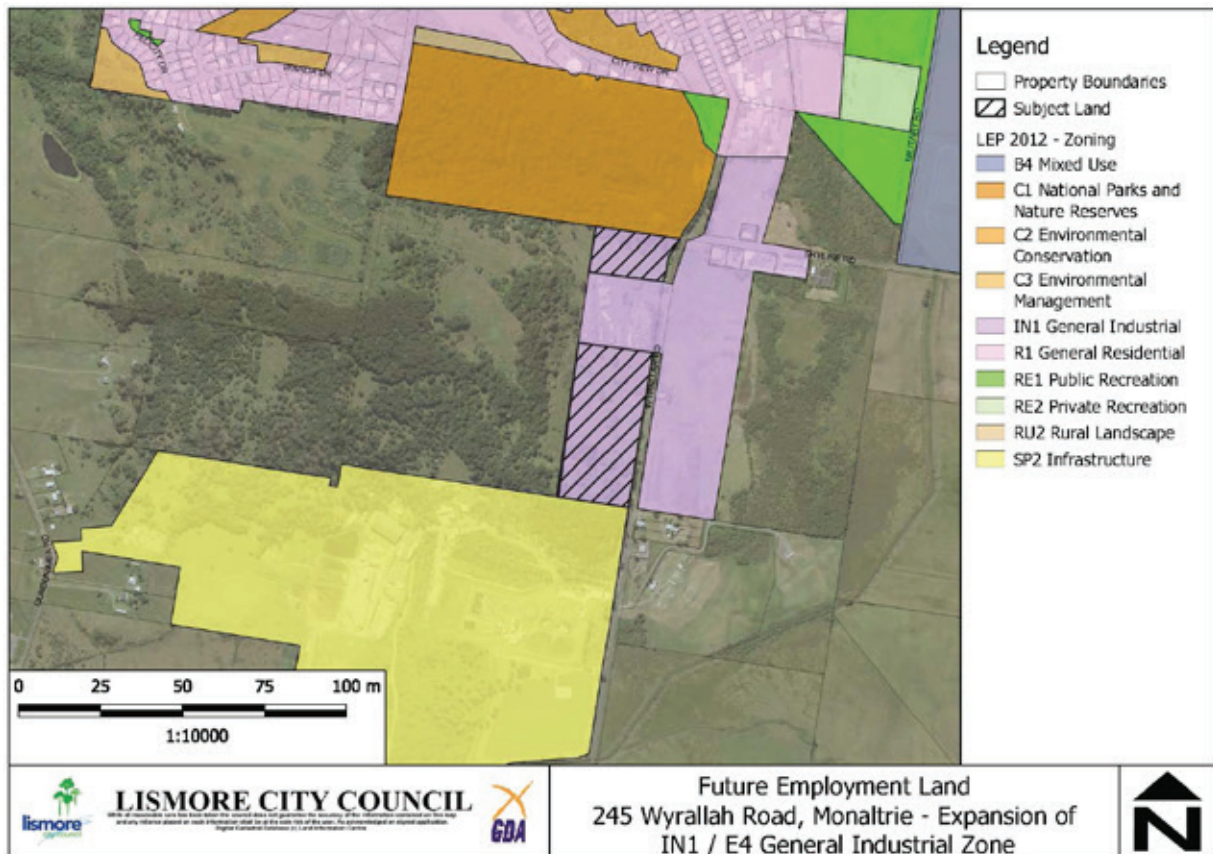
4.2 New Industrial Land

The creation of new flood-free industrial land to facilitate new business opportunities and the relocation of existing businesses will be integral to Lismore's future growth and realignment. An area of approximately 50 hectares has been identified as potential suitable for significant expansion of the Goonellabah Industrial Precinct as shown at Map 18.

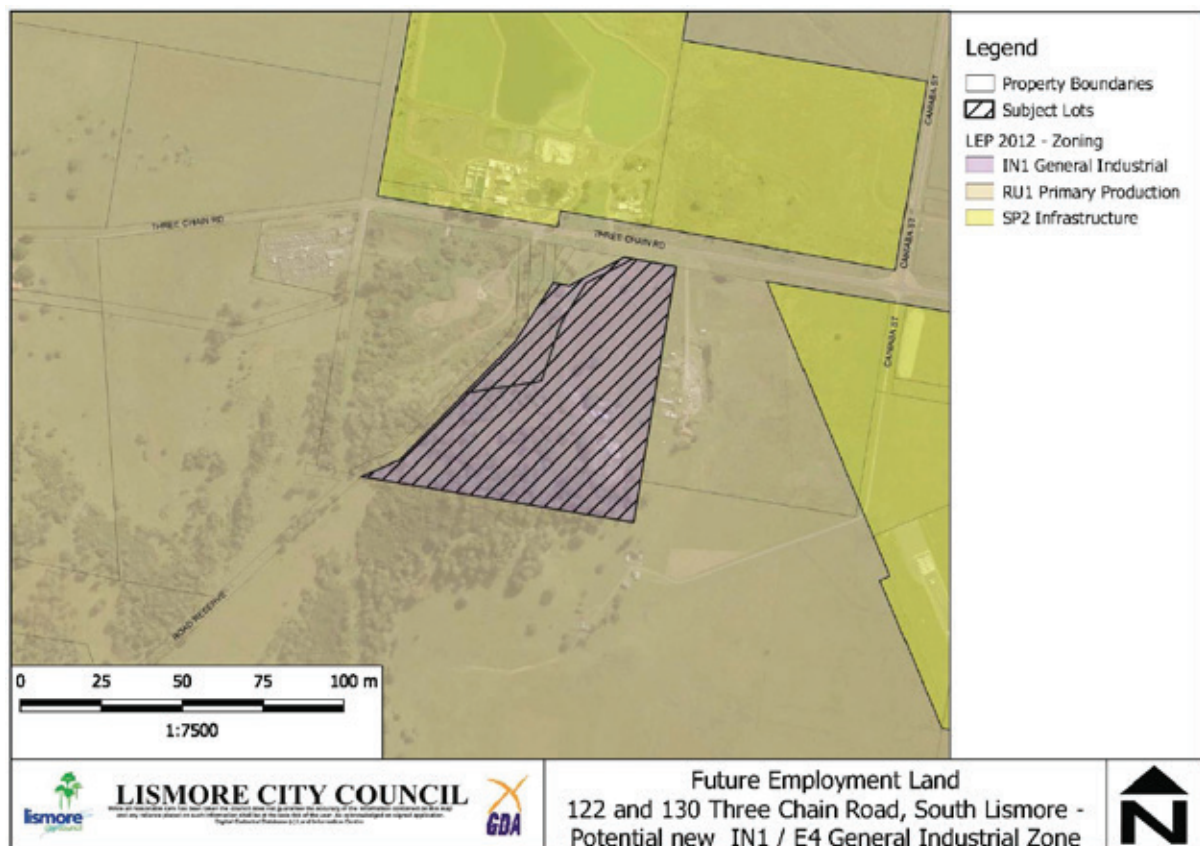
Other potential new industrial land at Wyrallah Road, Monaltrie and Three Chain Road, South Lismore has also been identified as shown at Maps 19 & 20.



Map 18: Potential expansion area of the Goonellabah Industrial precinct.



Map 19: Potential industrial land at Wyrallah Rd, Monaltrie.



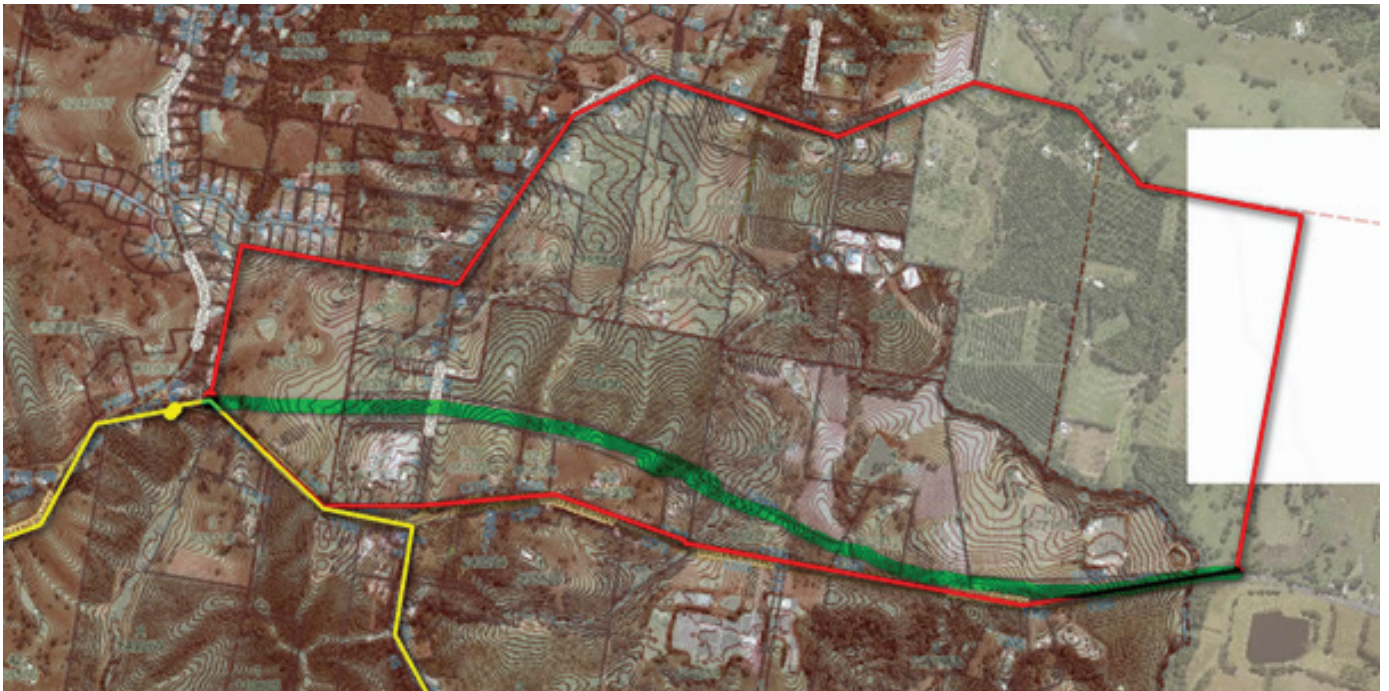
Map 20: Potential industrial land at Three Chain Rd, South Lismore.

4.3 Critical Industry and Infrastructure Land

Lismore City Council will also consider additional site-specific rezoning or utilising the 'additional permitted use' provisions within the LEP to facilitate the relocation of significant industries or critical infrastructure from out of the floodplain. This could include schools, sewage treatment facilities, airport services or to support the development of new industries.

This approach will allow some flexibility for a site-specific merit-based assessment to be undertaken for land that has not been identified through the consultation periods and reviews undertaken in 2022 but may be suitable for a particular industry or infrastructure purpose.

The future realignment of the Bruxner Highway presents an opportunity for further consideration of land that is east of Richmond Hill Road (as shown below in red at Map 21) that extends into the Ballina Shire Council area as a potential regional employment lands precinct.



Map 21: Future realignment of the Bruxner Highway (shown in green) and investigation area for future employment lands.

5. INFRASTRUCTURE SERVICING

Aligning appropriate infrastructure needs to growth areas will require substantial investment and planning to ensure capital works programs are funded, prioritised and delivered in a coordinated manner. The following section outlines how Council will address infrastructure servicing requirements.



5.1 Road network

Council's Strategic Road Review (2013) is a 20-year strategy that guides the provision of new roads. It is being updated concurrently with the development of this strategy to ensure future road links are planned to service growth areas. Council's Development Contributions Plan is also being updated to ensure that money collected from development is adequate to meet new road infrastructure demands.



5.2 Bulk Water Supply

Rous Water is the bulk water supplier to all reticulated areas within the Lismore LGA, apart from Nimbin. Rous Water's Future Water Project 2060 guides the long-term planning for the region's water security. Rous is also the direct suppliers of reticulated services to residents at Bexhill and Wyrallah.

Lismore City Council is responsible for the bulk water supply to Nimbin. Infrastructure upgrades to the Nimbin Water supply are in the process of being delivered. Capacity limitations to the secure yield at Nimbin will continue to be a constraint on any further future growth.

5.3 Reticulated Water and Sewerage

Council's Strategic Business Plan for Water Supply and Wastewater Services (2014) is a 30-year operational and financial plan to ensure long term financial sustainability of water and wastewater services. This is supported by Development Service Plans (DSP) that align water and sewer contributions with infrastructure delivery. A review of the Strategic Business Plan and associated DSPs is overdue and will need to be a priority to ensure water and sewer infrastructure can be delivered to meet future growth expectations.

5.4 Open Space & Walking and Cycling Infrastructure

The provision of suitable areas for passive and active recreation opportunities is consistently identified through community engagement processes as being important to residents. It provides public amenity to support active and healthy living and may also provide biodiversity benefits through areas of urban bushland and wildlife corridors.

Lismore's urban area has some 640 hectares of land zoned for public and private recreation and contains regionally significant sporting facilities. Two new strategies; an Open Spaces Strategy and a Walking & Cycling Strategy were being developed in 2022 to identify and prioritise future works. The impact of the natural disaster has lead to some reconsideration of priorities and some sporting facilities are seeking to relocate out of the floodplain. The new Open Space and Walking & Cycling strategies will need to consider the growth areas and planned retreat areas identified in this strategy. It is anticipated these strategies will be completed in 2023.

5.5 Flood Mitigation

Future flood mitigation works will be identified by Northern Rivers Resilience Initiative which is a \$150 million Federal Government project to be led by the CSIRO covering the seven Local Government Areas in the Northern Rivers region. An initial rapid review and assessment is to be completed by December 2022 with final flood mitigation actions to be identified by May 2024.





6. NORTHERN RIVERS RECONSTRUCTION CORPORATION

The Northern Rivers Reconstruction Corporation (NRRC) is a development corporation set up by the NSW State Government to manage the post flood rebuilding of communities across seven Local Government Areas in the Northern Rivers region. The NRRC will coordinate planning, rebuilding and construction of a diverse range of infrastructure projects and has a significant range of powers to implement its agenda.

Lismore City Council aims to work collaboratively with the NRRC to align our priorities in the rebuilding and reimagining of Lismore.



7. NORTH COAST REGIONAL PLAN (2041)

A draft version of the North Coast Regional Plan 2041 (NCRP) was on public exhibition during the writing of this strategy. The NCRP 2041 contains settlement planning guidelines that establish key aims and principles that should be considered by Councils when developing new settlement strategies. The following table outlines how the NCRP settlement planning guidelines have been considered in the development of this strategy:

NCRP Key Strategic Aims	Lismore Growth and Realignment Strategy
Identify growth needs and opportunities	Section 1.4 addresses growth projections by DPE and comments that the disruption and displacement of residents and businesses from Lismore as a result of the natural disaster and major flood has been so profound that it is not possible to predict with any level of accuracy what the long-term implications will be for Lismore's population over the 20-year horizon of this strategy. Compounding this uncertainty is the strategic aim to commence a planned retreat from the most high flood risk areas. The aim of this strategy, therefore, is to plan for a high growth scenario and to ensure there is sufficient flood free residential and employment lands to facilitate relocation and allow growth over time.
Identify and direct suitable land to accommodate planned growth	<ul style="list-style-type: none"> • New greenfield areas identified at Section 2.2 are generally consistent with the principles (e-h) in the NCRP. The Bruxner Highway/Oliver Ave sites in Section 2.2.5 and Section 4.2 that are proposed for future mixed use and industrial zoning are identified as and adjacent to State Significant Farmland (Northern Rivers Farmland Protection Project, 2005). State Significant Agricultural Land is yet to be identified in the SEPP Primary Production (2021). • This strategy is potentially inconsistent with the principle that important agricultural land be avoided. The inconsistency is justified on the grounds that the site is contiguous with existing urban and industrial sites and that no other suitable land has been identified. Lismore's strategic goal of relocating significant areas of residential and employment land outside of the flood impact area is considered to be a unique set of circumstances and is consistent with Objective 5 of the NCRP to 'manage and improve resilience to shocks and stresses, natural hazards and climate change'. • The loss of some agricultural land (approximately 80ha) is not considered to be significant in a regional context. Land use conflict with the adjoining productive agricultural land can be managed through good design practice including suitable buffers.
Determine the required structure for future development.	This strategy is considered to be consistent with the principles (i-m). Structure plans will be required with any future planning proposals where significant urban growth is proposed to ensure suitable infrastructure delivery and coordination is achieved.
Encourage locally responsive, sustainable design.	This strategy is considered to be consistent with the principles (n-r).

