

An ORDINARY MEETING of LISMORE CITY COUNCIL will be held at
the COUNCIL CHAMBERS, 43 Oliver Avenue on
Tuesday, 12 April 2011 at 6.00pm.

Attachments Excluded From Agenda



Paul G O'Sullivan
General Manager

5 April 2011



Attachments

Reports

12.1 North Lismore Plateau

Attachment 3: North Lismore Plateau Attachments A to I 3

12.4 Nimbin Caravan Park and Operation of Nimbin Public Pool

Attachment 2: Nimbin Caravan Park T2011-17 - Attachment 2 203

12.5 Crime Prevention Plan 2011-2013

Attachment 1: Crime Prevention Plan 2010 204

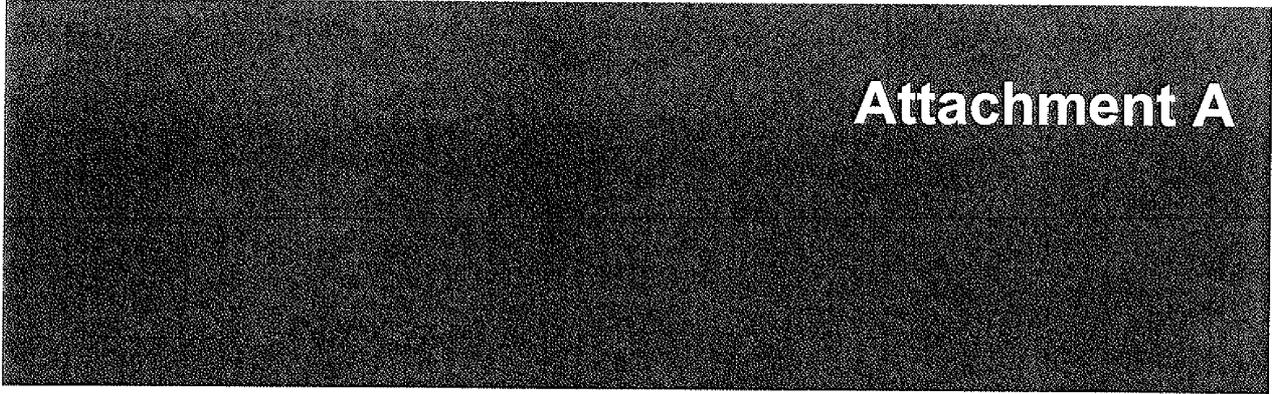
12.7 Festivals and Events Strategy and Events Contribution Policy

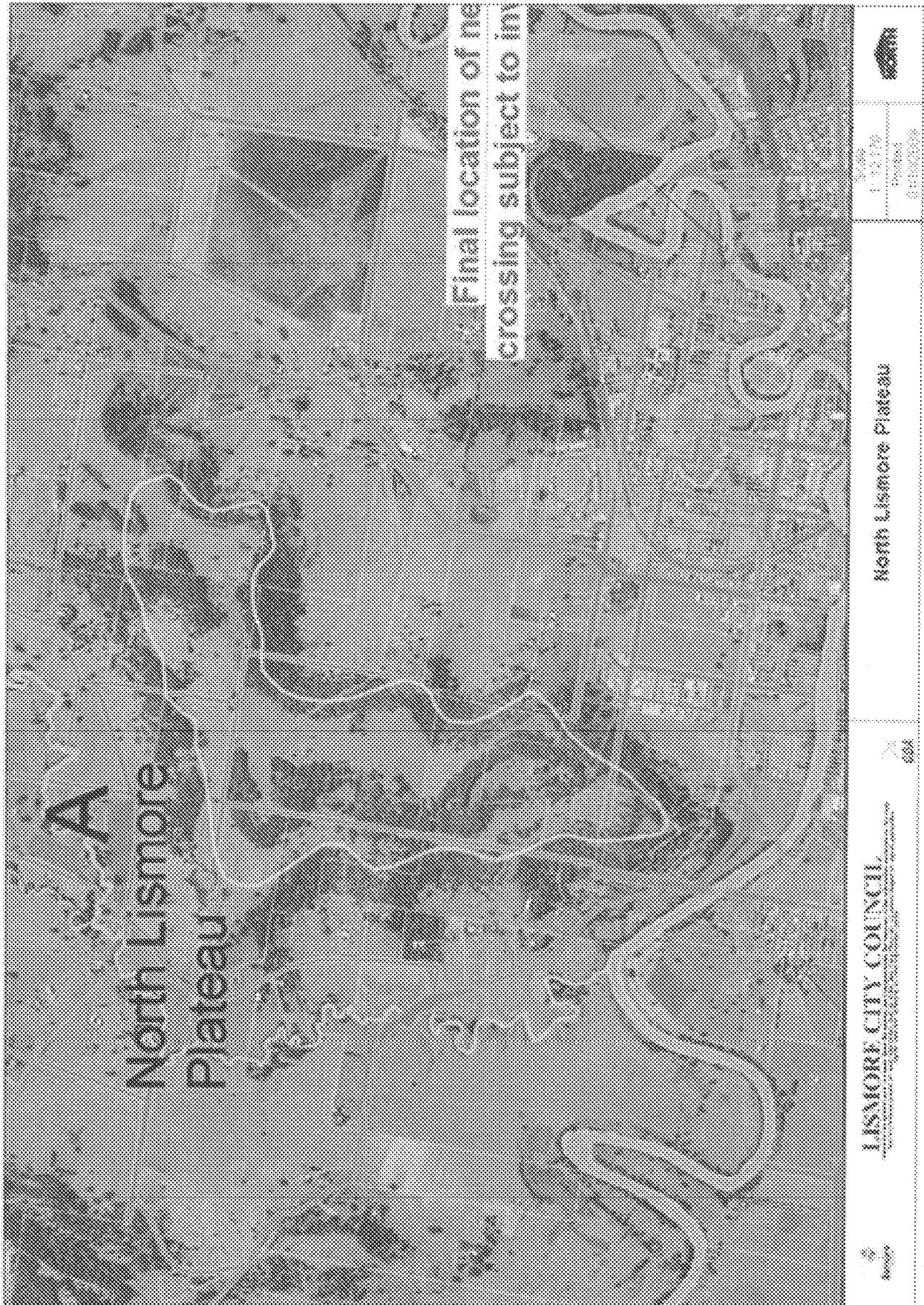
Attachment 1: Festivals and Events Strategy 228

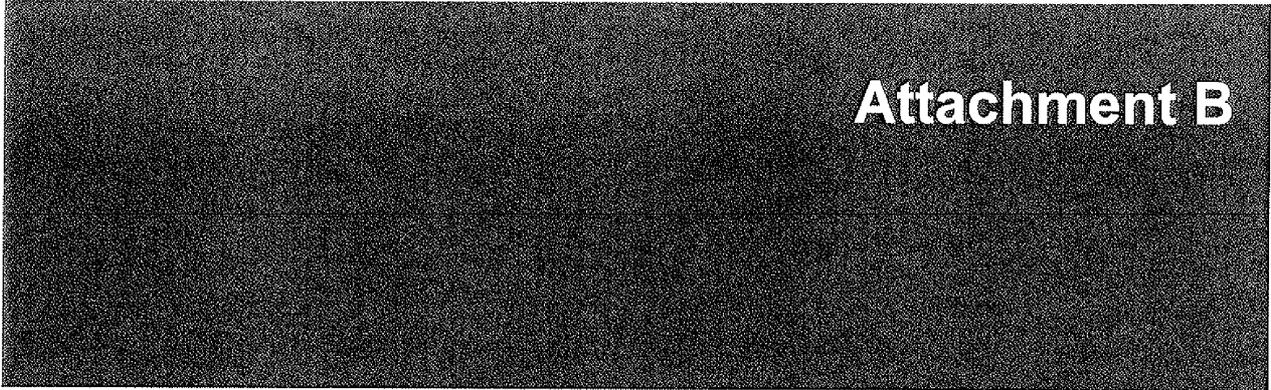
Attachment 2: Festivals and Events Contribution Policy 244

12.10 Information Services' Strategic Plan 2010 - 2012

Attachment 1: Information Services Strategic Plan 2010-2012 251





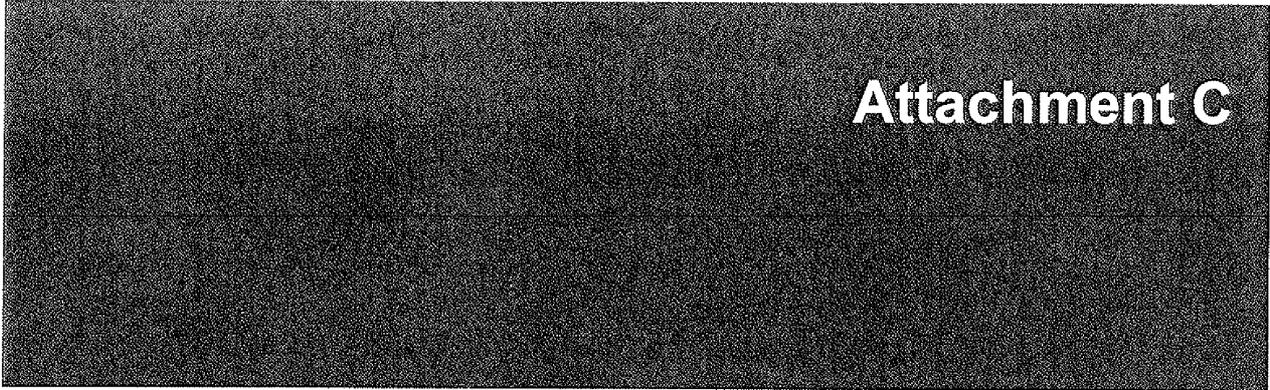


North Lismore Plateau Zoning – Lismore LEP 2000



1 (a) - General Rural Zone	3 (b) - Neighbourhood Business	- - - Main Route
1 (b) - Agricultural Zone	3 (c) - Special Business (Road Side)	□ Water Catchment
1 (c) - Rural Residential Zone	4(a) - Industrial Zone	▨ Core Innovation Area (Clause 45)
1 (d) - Investigation Zone	5 - Special Uses Zone	□ North Lismore Plateau (Clause 45)
1 (e) - Forestry Zone	5 Highway	
1 (f) - Riverside Zone	5(b) - Special Uses Zone: Technology Park	
2 (a) - Residential Zone	6 (a) - Recreation Zone	
2 (b) - Residential Zone (Road Hub)	6 (b) - Private Recreation	
2 (c) - Village Zone	7 (a) - Environment Protection, Natural Vegetation & Wetlands Zone	
2 (d) - Business Zone	7 (b) - Environment Protection (Habitat) Zone	
	8 - National Parks of Nature Reserves	







North Lismore Plateau

Planning Proposal

January, 2011

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Introduction

This Planning Proposal has been prepared on behalf of the Winten Property Group and Riordans Consulting Surveyors in respect of various properties in North Lismore. The collective area of the holdings is referred to as the 'North Lismore Plateau' (NLP).

In December 2010 Lismore City Council, in conjunction with consultants for the Winten Property Group and Riordans Consulting Surveyors held a two day strategic design workshop aimed at preparing a draft master plan for the North Lismore Plateau development. A resolution of the workshop was to have a Planning Proposal prepared for consideration by Council. An overview of Council's design workshop is provided in Appendix K.

The Planning Proposal aims to result in a Local Environment Plan (LEP) which alters the zoning of the North Lismore Plateau site to allow for urban residential and related uses.

The Site is located within the Lismore Local Government Area.

The real property description of the North Lismore Plateau lands includes Lots 113, 213 and 35 in DP755729, Lots 1, 2 and 3 in DP772626, Lot 1 in DP 184196, Lot 2 in DP576450, Lot 2 in DP 1040479, Lot 23 in DP710682, Lot 1 in DP118555, Lot 1 in DP772627, Lot 12 in DP844585, Lot 2 in DP1044983, Lots 20 & 21 in DP1148069, Lot 1 DP 176337, Lots 1 & 2 DP 596437, Lot.2 DP925006, Lot 11 DP582143, Lot 1 & 2 DP570029, Lot 3 DP623619 and Lot 3 in DP 808657. The total site area is approximately 335 Ha. The area is shown in Appendix D.

The plateau area has been identified in the New South Wales Department of Planning's Far North Coast Regional Strategy 2006-2031, and the Lismore Urban Strategy as a potential location for urban residential uses.

This planning proposal will assess the social, economic and planning arguments for urban development on the North Lismore Plateau based on current and historical data.

This planning proposal has been completed in accordance with the Department of Planning's guide to preparing planning controls. A gateway determination under Section 56 of the Environmental Planning and Assessment Act is requested.

Part I Objective or Intended Outcomes

The objective of this Planning Proposal is to facilitate the rezoning of lands within the North Lismore Plateau to allow for future urban residential and related uses.

Part 2 Explanation of Provisions

The Planning Proposal seeks to implement a Local Environmental Plan in the form of a Standard Instrument LEP.

Under the existing Lismore Local Environmental Plan 2000, the majority of the North Lismore Plateau is located within the 1 (d) (Investigation Zone).

The City-Wide Draft Lismore Local Environmental Plan was released in August 2010 for Public Exhibition. The public exhibition period closed on 30 August, 2010. Over 1,000 submissions were received by Council.

Following submission of the hearings, Council workshops are to be held in early 2011 to allow Council to deliberate on the issues raised by submissions. After the workshops, staff will prepare a report on the submissions; the matters raised and proposed changes to the draft LEP. This report will be considered and determined at a formal Council meeting. This is expected to occur by May 2011.

Whilst the Draft Lismore Local Environmental Plan proposes that the North Lismore Plateau comprise of a RU1(a) (Primary Production) and RU2 (Rural Landscape) zoning, it must be noted that these proposed zonings do not reflect Council's intention not to proceed with investigations for the future urban development of the site, but rather are a consequence of the lack of an 'investigation zone' category in the new LEP model provisions.

Part 3 Justification

This section answers the justification questions as outlined in the New South Wales Department of Planning's *A Guide to Preparing a Planning Proposal*.

Section A - Need for the Planning Proposal

Is the planning proposal a result of any strategic study or report?

The North Lismore Plateau was first officially identified as a potential location for higher order development under the **Lismore Local Environment Plan (1992)** when it was designated as a 1(d) investigation zone. The designation allowed for the site to be considered for higher order uses such as rural and urban residential development. This was followed soon after by the **Dunoon Road Planning Study (1994)**, which was undertaken on behalf the Lismore City Council to investigate the physical attributes of the NLP prior to rezoning the land. The study concluded that 'the urban residential development is the most appropriate future development of the site'.

The 2000 Lismore Local Environment Plan continued the designation of the North Lismore Plateau Study Area as a 1(d) investigation zone.

The Lismore Urban Strategy of 2003 (amended in 2005) identified the North Lismore Plateau as one of six potential locations for urban residential development over the short term, to 2011.

The New South Wales Department of Planning also acknowledged the North Lismore Plateau as having potential for urban residential development when it was identified as a Proposed Urban Release Area under the Far North Coast Regional Strategy 2006-2031.

The Dunoon Road Planning Study was prepared by Northern Rivers Engineers Planners and Scientists in 1994 for Lismore City Council. The report investigated the potential for the North Lismore Plateau to be utilised for urban residential and rural residential development and recommended urban residential development as the most appropriate use for the Study Area, with rural residential to be discounted as a viable option.

The following positive aspects for urban residential development within the Study Area are identified in the Planning Study:

- Economical and logical use of the land compared to other uses;
- Proposal would assist in maintaining the centrality of the Central Business District by encouraging development west of the city centre;
- Attractive land of high amenity with opportunities for views and creative use of bushland regeneration areas, access to breezes and good microclimate;
- Planned urban development can provide a diversity in residential product available to the Lismore market, including affordable housing;

- The development will enable a more efficient and affordable use of existing infrastructure;
- Easy accessibility to the Lismore Central Business District and existing local and regional facilities (within 3 Kms); and
- Minimal impact on agricultural land uses and other conflicting land uses.¹

A detailed overview of the Dunoon Road Planning Study is located in Appendix B.4.

The Dunoon Road Planning Study identified the North Lismore Plateau as a viable option for large scale residential development, and the site has been historically recognised as having urban potential having been designated within the 1(d) investigation zone under the previous and current LEP. (A detailed history of the North Lismore Plateau in the planning process is located in Appendix A.)

Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

It is considered that a planning proposal under the Gateway process for the preparation of a site specific Local Environmental Plan for the North Lismore Plateau as a future residential area is the best means of achieving the intended outcome. Council has already drafted and exhibited it's comprehensive LEP under the State's direction.

The Dunoon Road Planning Study, in addition to other studies (which are identified and discussed in the literary overview in Appendix B), have provided detailed investigations of the potential for residential development on the site, and it is considered that a planning proposal submitted through the gateway process will allow Lismore City Council and the New South Wales Department of Planning to advise which additional studies must be undertaken to satisfy the requirements of current legislation.

Is there a net community benefit?

The planning proposal is for the North Lismore Plateau site, which is located in North Lismore, approximately two to four kilometres north west of the Lismore City Centre. The site is currently designated as an urban investigation zone under the Lismore LEP 2000.

The identification of the North Lismore Plateau site as an urban expansion area with the intent of residential development will have a number of benefits for the wider Lismore community. These include:

- The current function of Lismore as a **Major Regional Centre** supports and requires a larger population base
- The lack of residential land **supply** in relation to the current and future **demand** for residential land will limit the potential for Lismore to accommodate higher levels of population growth
- The **location** of the North Lismore Plateau in relation to the Lismore City Centre will enhance the centrality of the Lismore City Centre and will also limit the need for additional services and facilities to be developed onsite to meet the needs of the resident population.
- An opportunity to provide a diversity of residential product not currently available within the Lismore LGA, (viz. affordable housing, a greater range of lot and housing type)
- The growth in Lismore has been dominated by development along the Lismore-Ballina corridor – the NLP will provide a geographical diversity for housing choice and a subsequent balance for the provision

¹ Dunoon Road Planning Study - Page 83

of services and infrastructure.

Lismore is designated as a Major Regional Centre under the Far North Coast Regional Strategy (FNCRS), and as such it provides a high level of social and economic infrastructure which supports the current population base. The high provision of social and economic infrastructure, with medical and educational facilities in particular, enhances the function of Lismore as a major centre of activity within the Far North Coast Region and the centre should therefore be experiencing high levels of population growth instead of the fluctuating population growth levels which it has experienced over the preceding ten years (as outlined in Appendix A). The identification of North Lismore Plateau as an urban expansion area will allow for the large scale residential development, which will have a positive impact on population growth levels over the medium term. The increase in population provided by the development of the North Lismore Plateau will provide population growth as allocated under the FNCRS, allow for a more effective utilisation of existing infrastructure provided in Lismore, and also result in a larger working population. Higher levels of population growth and an increasing population base will provide a larger and more diverse range of employment opportunities within Lismore and the local economy is required to meet the employment demands of a growing population.

Previous residential supply and demand assessments (which are detailed in Appendix B) include the Pricewaterhouse Coopers Supply and Demand Assessment, the Dunoon Road Planning Study, and MacroPlan Far North Coast Regional Residential Submarket Analysis provide a general consensus that the current supply of residential land in Lismore is not sufficient to meet current and future levels of demand. Whilst there is a high provision of residential zoned land under the Lismore Planning Scheme, the Pricewaterhouse Coopers report identifies that the majority of this land is constrained and therefore not considered developable or appropriate for development. Lismore is therefore a supply constrained market, which still has a high level of demand associated with the existing resident population. The lack of residential supply has also adversely affected residential prices with significant price increases in an area which requires lower house prices as a means of attracting residents away from the coastal areas. As a means of encouraging population growth Lismore will require a higher level of residential supply in order to accommodate future residents. The North Lismore Plateau site will provide approximately 335 Ha of land to be utilised for urban purposes.

The allocation of a residential zoning to this area will increase the supply of residential land within the Lismore area, thereby meeting current and future levels of demand. It will allow for more affordable housing options as the area is not an established and recognised residential precinct. It will also provide a mix of residential types and densities not currently available to the Lismore housing market.

From a planning perspective, the North Lismore Plateau is well located for large scale residential development as residential development on the site will not only benefit the Lismore City Centre but also provides a good location for residential uses from the purchasers' and residents' perspective. Large scale residential development, which is the intended purpose of the NLP, will enhance the centrality of the Lismore City Centre by naturally expanding the urban area of Lismore to the north. Given the proximity of the City Centre from the NLP it is not necessary for higher order retail and professional services to be located within the development, which will further emphasise the centrality and function of the Lismore City Centre. Therefore, a significant amount of population growth will occur on the NLP which will support and maximise the value of the existing centre and facilities and infrastructure rather than require additional facilities to be developed.

Appendix C provides a more detailed evaluation of the benefits of residential development at the North Lismore Plateau to the wider Lismore community.

The introduction of urban residential development in North Lismore would not have a detrimental impact on the surrounding area, existing residential areas, or on the Lismore CBD. Moreover, it is considered that the development of large scale residential uses on the North Lismore Plateau site would have a positive impact on the economic vitality of the Lismore CBD.

Section B - Relationship to Strategic Planning Framework

Is the planning proposal consistent with the objectives and actions contained within the applicable regional or sub-regional strategy (including the Sydney Metropolitan Strategy and exhibited draft strategies?)

The Far North Coast Regional Strategy (FNCRS) 2006-2031 was prepared by the New South Wales Department of Planning and pertains to the LGAs of Ballina, Byron, Kyogle, Lismore, Richmond Valley and Tweed. Key plans and components of the FNCRS include:

- A projected population growth of 60,400 people (26%) between 2006 and 2031.
- Plans for 51,000 new homes to be built by 2031 to accommodate population growth projections.
- Allocation of 35% of future housing to the regional centres of Tweed, Lismore and Ballina
- Encourage growth of non coastal centres.

Lismore is identified as a Major Regional Centre under the FNCRS. The FNCRS states that "Lismore will continue as a regional hub for creative industry and cultural activities, education, health, employment and retail²." Tweed is identified as the only other Major Regional Centre and Ballina is identified as a Developing Major Regional Centre. The FNCRS allocates 8,000 dwellings in Lismore between 2006 and 2031, which equates to 363 additional dwellings per year. Based on regional population growth projections of 60,400 people and a dwellings target of 51,000, there is a planned rate of provision of 1.1 people per dwelling. Therefore, the provision of 8,000 additional dwellings within Lismore will accommodate population growth of approximately 9,500 people.

A primary aim of the FNCRS is to limit further development of coastal centres and encourage development within the non-coastal centre so as to "protect fragile and vulnerable areas and ecosystems... [T]his policy will [also] help sustain and invigorate non coastal centres."³ The strategy ensures that there is sufficient land available within the non-coastal areas of the Far North Coast, which is appropriately located to accommodate the projected housing employment needs of the Region's future population.

The FNCRS identifies Proposed Urban Release Areas throughout the region which are appropriate for urban residential development. The Proposed Urban Release Area located north of Lismore is in line with the Study Area identified in the Dunoon Road Planning Study of 1994 and covers a significant proportion of the North Lismore Plateau boundary currently proposed for residential development.

It is considered that the planning proposal is consistent with the aims of the Far North Coast Regional Strategy. With a total area of approximately 335 Ha it is considered that the North Lismore Plateau would

² FNCRS - Page 13.

³ FNCRS page 20

have the capacity to provide between 1,200 and 1,500 residential dwellings, which equates to a significant proportion of the dwellings required within Lismore under the FNCRS. The planning proposal is also consistent with the primary aim of encouraging residential development away from the coastal areas and enhancing the function of Lismore as a Major Regional Centre.

Is the planning proposal consistent with the local council's Community Strategic Plan, or other local strategic plan?

The Planning Proposal is consistent with Lismore Regional City Plan 2005 and objectives of the Lismore Urban Strategy.

Lismore Regional City Plan 2005

The Lismore Regional City Plan 2005 was prepared by the Lismore City Council and provides an overview of short, medium and long term priorities for further developing Lismore as a Regional Centre. The Regional City Plan outlines land which can be development to meet future demand for residential, commercial, industrial and recreational uses.

The Lismore Regional City Plan provides a range of development opportunities and steps which should be undertaken to enhance the regional role and function of Lismore City, by increasing the ability of the City to meet demand for residential, commercial, industrial and recreation uses within Lismore City. The City Plan further emphasises the ability of the North Lismore Plateau to accommodate a significant residential population of approximately 2,500 people.

The planning proposal is consistent with the aims and objectives of the Lismore Regional City Plan 2005 as the plan identifies the potential for the North Lismore Plateau site to be utilised for residential purposes. The plan also, however, identifies a list of actions and studies to be undertaken, which will be required following the preliminary approval of the planning proposal under the gateway process.

A detailed overview of the Lismore Regional City Plan 2005 is located in Appendix B.2.

Lismore Urban Strategy

The principle objective of the Lismore Urban Strategy 2005 (LUS) is to "reinforce Lismore's regional role and status by facilitating the City's growth through the identification of appropriate areas for new residential, commercial and industrial development... [The] strategy seeks to ensure that there is sufficient land identified for residential development in Lismore to satisfy current and future needs."⁴

The LUS identifies three key capability and suitability criteria required for land to be identified for potential future residential uses:

- * Land must be physically unconstrained
- * Land must exhibit attributes that will make it desirable to homebuilders in the current marketplace, and
- * Land must be capable of being developed and serviced in a cost effective manner.

⁴ LUS 2003 (amended 2005) - Executive Summary.

The LUS identifies six areas for potential future residential uses:

- North Lismore Plateau
- Trinity Drive
- Pineapple Road
- Tucki Creek
- Invercauld Drive
- Monaltrie

The LUS contains the following comments and statements regarding the North Lismore Plateau:

- "Reasonably level and enjoys high quality views and aspect"⁵
- "Although servicing and access costs are likely to be high, this would be offset to some extent by the high lot yield that would be achievable for the entire plateau areas and the fact that blocks should attract premium prices given the characteristics of the site."⁶
- "In some respects the area has advantages over Trinity Drive in that it is closer to the CBD and the attributes of the site would lend itself to innovative subdivision practice that could potentially provide an environment of high quality and amenity for future residents"⁷ (800+ lots).
- "The level of existing noise from the Speedway operations was excessive at all locations under consideration for future residential development in the area."⁸

It is considered that this planning proposal is consistent with the objectives of the LUS and that the North Lismore Plateau is a viable residential development site. The Dunoon Road Planning Study (as outlined in Appendix B.4) identifies the potential constraints associated with residential development on the site. These constraints have, however, been mitigated or will be addressed in further detailed reports. Mitigated constraints associated with the site include the following:

The quarry bordering the Dunoon Road Study Area to the south is no longer licensed to operate, and has not been operating for a number of years. Council passed a resolution in 1998 to remediate the quarry, however, the remediation work has yet to be undertaken.

The costs of providing all necessary infrastructure to service a large scale residential community on the North Lismore Plateau site have been recently analysed by independent consultants and found to be within economic viability limitations

The constraints relating to noise, flooding, and traffic have been investigated in previous studies, as identified and discussed within this report. Critical aspects have been further examined and dealt with at Council's design workshop where agreement was reached that the constraints could be satisfactorily addressed with further analysis and design following the initial gateway determination.

⁵ LUS Planning Assessment - Page 19

⁶ LUS Planning Assessment - Page 19

⁷ LUS Planning Assessment - Page 19

⁸ LUS Planning Assessment - Page 20

Is the planning proposal consistent with applicable state environmental planning policies?

The planning proposal is consistent with applicable State Environmental Planning Policies (refer to Appendix E).

Is the planning proposal consistent with applicable Ministerial Directions (s.117 directions)?

The planning proposal is consistent with Ministerial Directions under Section 117 of the Environmental Planning and Assessment Act (refer to Appendix F).

Planning Direction 5.3 relates to farmland of state and regional significance on the NSW Far North Coast. The direction specifies that 'a planning proposal must not:

- (a) rezone land identified as "State Significant Farmland" for urban or rural residential purposes.
- (b) rezone land identified as "Regionally Significant Farmland" for urban or rural residential purposes.
- (c) rezone land identified as "significant non-contiguous farmland" for urban or rural residential Purposes

The Direction provides that a planning proposal may be inconsistent with the terms of this direction only if council can satisfy the Director-General of the Department of Planning or (an officer of the Department nominated by the Director-General) that the planning proposal is consistent with:

- (a) the Far North Coast Regional Strategy, and
- (b) Section 4 of the report titled Northern Rivers Farmland Protection Project – Final Recommendations, February 2005, held by the Department of Planning.

Sections of the study area are mapped as regionally significant farmland. As the plateau area is identified for future urban development under the Far North Coast Regional Strategy the proposal to rezone regionally significant farmland is consistent with the Direction. As identified above the planned rezoning is consistent with all relevant objectives and provisions of the Far North Coast Regional Strategy including projected population growth predictions, servicing and sustainability criteria.

Section C - Environmental, Social and Economic Impact**Is there any likelihood that critical habitat or threatened species, population or ecological communities, or their habitats, will be adversely affected as a result of the proposal?**

The Dunoon Road Planning Study 1994 comprised a concise assessment of vegetation and habitat within the North Lismore Study Area undertaken by James Warren, Biological and Environmental Consultant. The assessment found that the following species were considered as possible occurrences on or near the site or to have some reliance on habitats contained within the study area:

- Planigale maculate (Common Planigale)
- Pteropus alecto (Black Flying Fox)
- Miniopteris spp. (Little Bent-Wing Bat)
- Nycticeius ruyppellii (Greater Broad-Nosed Bat)
- Nyctophilus bifax (Northern Long-Eared Bat)

- *Chalinofobus nigrogriseus* (Hoary Bat)

Overall, the assessment found that residential development on the North Lismore Plateau, as proposed in 1994, would have no significant impact on flora and fauna in terms of Section 5A of the Environmental Planning and Assessment Act, 1979. Development of the site would have to, however, take into consideration vegetation communities identified by James Warren as being of medium value.

However, the significance of habitat and species within a proposed development area need to be assessed in accordance with Section 5A of the Environmental Planning and Assessment Act. Therefore an assessment of any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of large scale residential development on the North Lismore Plateau will need to be re-assessed in line with current requirements. Further investigation of environmental impacts of the planning proposal will be undertaken following the initial determination within the gateway process. This will include investigation of vegetation, habitat, bushfire and landslip.

Are there any other likely environmental effects as a result of the planning proposal and how are they proposed to be managed?

It is considered unlikely that the planning proposal would have any other environmental effects. Any additional environmental effects resulting from the planning proposal as identified by the Department of Planning through the gateway process will be investigated in further detailed reports to follow.

How has the planning proposal adequately addressed any social and economic effects?

The intended development of an urban residential community on the North Lismore Plateau is anticipated to have a positive effect on the local community and economy.

The planning proposal estimates that between 1200 and 1500 residential dwellings will be located on the North Lismore Plateau site, which will generate significant short term employment over the construction phase of the development. It is generally accepted that for every \$1million in construction expenditure, twenty seven jobs are created throughout the broader economy.

The community development on the site will also generate a significant resident population which will enhance the current role and function of the Lismore CBD.

The Dunoon Road Planning Study identifies that the Study Area has no Aboriginal heritage issues, however the dry stone wall located to the northwest of the Study Area does have some significant heritage value and Pioneer Memorial Park should also be considered for heritage value, pending increased visitation to the area. The location of these heritage sites in relation to the current boundaries of the North Lismore Plateau Site need to be assessed in additional technical studies that will be undertaken following the initial gateway determination.

Section D - State and Commonwealth Interests

Is there adequate public infrastructure for the planning proposal?

In terms of utility service infrastructure there will be a need to extend and upgrade existing facilities to provide adequate services to the proposed development.

Based on analysis conducted to date, the costs of providing all necessary infrastructure to service a residential community on the site have been recently analysed by independent consultants and found to be within economic viability limitations.

Further consultation with public authorities responsible for the provision of public infrastructure to the North Lismore Plateau site is required, and the relevant public authorities to be consulted will be identified in the initial gateway determination.

What are the views of State and Commonwealth public authorities consulted in accordance with the gateway determination?

The gateway determination provides a means whereby proposals such as the North Lismore Plateau can be assessed in terms of their objectives and justification, to ascertain proposal viability at an early stage.

The studies and investigations already completed for this site have included communications with relevant authorities and their views and requirements have been noted in the various reports. In particular, initial meetings with the Regional Office of the Department of Planning have indicated in principle support for the North Lismore Plateau proposal.

In reviewing the Planning Proposal the Minister for Planning will determine any further input that may be required from other Statutory Authorities.

Part 4 Community Consultation

It is considered that community consultation for the planning proposal should comprise an exhibition period of 28 days. Community consultation will be commenced by giving notice of the public exhibition of the planning proposal:

- » in a newspaper that circulates in the area affected by the planning proposal;
- » on the web-site of the Lismore City Council and the Department of Planning; and
- » in writing to adjoining landowners

The written notice will:

- » Give a brief description of the objectives or intended outcomes of the planning proposal;
- » Indicate the land affected by the planning proposal;
- » State where and when the planning proposal can be inspected;
- » Give the name and address of the RPA for the receipt of submissions; and
- » Indicate the closing date for submissions.

During the exhibition period, the following material must be made available for inspection:

- » The planning proposal, in the form approved for community consultation by the Director General of Planning;
- » The gateway determination; and
- » Any studies relied upon by the planning proposal.

The initial gateway determination will confirm the public consultation that must be undertaken in relation to the planning proposal. If the gateway determination specifies different consultation requirement this part of the proposal will be revised to reflect the terms of the gateway determination.

Assumptions

This report has been prepared on the instructions of the stated parties and is intended to address the issues as defined in the methodology. The data, analysis and findings contained in this report are, therefore, not appropriate for use in any other circumstance. The report contains a series of projections and forecasts, which have been prepared on the basis of the best available information. Due to the dynamic nature of many of these issues and the number of variables involved, RPS can give no guarantee that these projections and forecasts will be realised.

Documents issued electronically are susceptible to being altered. Therefore, only versions held and issued by RPS can be used as an acceptable reference or source of information.

Appendix A – North Lismore in the Local and Regional
Context

A.1 HISTORY OF THE NORTH LISMORE PLATEAU

The North Lismore Plateau (NLP) is located in North Lismore approximately four kilometres out of the Lismore City Centre. The area has been considered for urban development for almost 20 years due to its physical characteristics, scale and proximity to the Lismore City Centre. Planning documents (which are overviewed in Section 2) have identified the area as suitable for potential urban development since 1992. Proposals for residential land use were prepared as early as 1982, pre-empting the future rezoning of the site.

The North Lismore Plateau was first officially identified as a potential location for higher order development under the Lismore Local Environment Plan (1992) when it was designated as a 1(d) investigation zone. The designation allowed for the site to be considered for higher order uses such as rural and urban residential development. This was followed soon after by the Dunoon Road Planning Study (1994), which was undertaken by the Lismore City Council to investigate the physical attributes of the NLP prior to rezoning the land. The study concluded that 'urban residential development is the most appropriate future development of the site'.

Following the recommendation for the NLP to be utilised for urban residential development in the 1994 Planning Study, no further initiatives were undertaken by the Lismore City Council to ensure the development of the site. The 2000 Lismore Local Environment Plan continued the designation of the North Lismore Plateau Study Area as a 1(d) investigation zone. The Lismore Urban Strategy of 2003 (amended in 2005) identified the North Lismore Plateau as one of six potential locations for urban residential development over the short term, to 2011. Whilst the NLP was acknowledged as a potential location for urban residential development, it was not allocated as one of the development sites to receive a residential zoning to allow for development over the short term. The New South Wales Department of Planning also acknowledged the North Lismore Plateau - identifying it as a Proposed Urban Release Area under the Far North Coast Regional Strategy 2006-2031.

The City-Wide Draft Lismore Local Environmental Plan was released in August 2010 for Public Exhibition. The public exhibition period closed on 30 August, 2010. Over 1,000 submissions were received by Council.

Following submitter the hearings, Council workshops are to be held in early 2011 to allow Council to deliberate on the issues raised by submissions. After the workshops, staff will prepare a report on the submissions; the matters raised and proposed changes to the draft LEP. This report will be considered and determined at a formal Council meeting. This is expected to occur by May 2011.

Whilst the Draft Lismore Local Environmental Plan proposes that the North Lismore Plateau comprise of a RU1(a) (Primary Production) and RU2 (Rural Landscape) zoning, it must be noted that these proposed zonings do not reflect Council's intention not to proceed with investigations for the future urban development of the site, but rather are a consequence of the lack of an 'investigation zone' category in the new LEP model provisions.

Due to the complexities and size of the North Lismore Plateau proposal, Council has taken the initiative to consider this proposal as a site specific LEP under the gateway process. Council's design workshop in December 2010 was the first step in that process.

1.1 A.2 REGIONAL CONTEXT

The Lismore Local Government Area (LGA) is located within the Far North Coast region of New South Wales, and is governed by the Lismore City Council. The Lismore City Centre is located approximately 32 kilometres west of Ballina and 45 km southwest of Byron Bay. The Bruxner Highway, an east-west link from the Northern Rivers to Tenterfield, runs through the city centre and connects the city to Ballina in the east and to Casino in the west.

The Far North Coast of NSW comprises the LGAs of Ballina, Byron, Kyogle, Lismore, Richmond Valley and Tweed. As highlighted in Section B.1, Lismore is identified by the NSW Department of Planning as a Major Regional Centre within the Far North Coast region due to the high provision of employment opportunities, and social and economic infrastructure within the City.

Tweed is also identified as a Major Regional Centre and Ballina is identified as a Developing Major Regional Centre. Table A.1 provides an overview of the population numbers for the Lismore LGA from 1996 to 2006 in comparison to Ballina and Tweed.

Table A.1
Population Growth 1996 to 2006

	1996	2001	2006	1996-2006 Growth		Annual Growth
				#	%	
Lismore	42,537	41,031	42,210	-327	-0.8%	-0.1%
Ballina	33,887	36,134	38,461	4,574	13%	1%
Tweed	63,607	70,905	79,319	15,712	25%	2%
Total	140,031	148,070	159,990	19,959	14%	1%

Source: ABS Census, RPS

As illustrated in Table A.1, the population of Lismore has decreased by a total of -0.8% between 1996 and 2006, with an annual population decrease of approximately -0.1%. Between 2001 and 2006, however, there was an increase in population following a decrease of 1,506 people in the five years to 2001 (population growth of -4%). The population growth characteristics of Lismore over the ten year period remained somewhat stable considering the increase from 2001 to 2006 regained a majority of the population which was lost over the preceding five years. This is in comparison to significantly higher levels of growth which occurred in Ballina (1% per annum) and Tweed (2% per annum) over the same period.

Table A.2 below provides an overview of the industry of employment characteristics of the Lismore, Ballina and Tweed resident population from the 1996 to 2006 censuses.

Table A.2
Industry of Employment Data by Resident Population

	Lismore				Ballina				Tweed			
	1996	2001	2006	96-06	1996	2001	2006	96-06	1996	2001	2006	96-06
Agriculture, forestry & fishing	1,292	1,178	1,110	-14%	1,018	983	847	-17%	1,427	1,271	939	-34%
Mining	25	12	32	28%	46	23	34	-26%	55	55	90	64%
Manufacturing	1,389	1,274	1,302	-6%	980	1,044	1,023	4%	1,533	1,751	1,981	29%
Electricity, gas, water & waste services	142	111	140	-1%	77	90	120	56%	164	185	234	43%
Construction	950	858	1,134	19%	982	989	1,478	51%	1,825	2,152	3,566	95%
Wholesale trade	690	667	606	-12%	483	542	560	16%	791	850	831	5%
Retail trade	2,026	2,155	2,682	32%	1,683	1,892	2,312	37%	2,575	3,306	4,141	61%
Accommodation & food services	1,114	1,078	1,206	8%	1,036	1,197	1,355	31%	2,336	2,555	2,967	27%
Transport, postal & warehousing	500	491	580	16%	353	443	451	28%	881	979	1,178	34%
Information media & telecommunications	500	393	388	-22%	367	237	231	-37%	328	303	344	5%
Financial & insurance services	429	355	411	-4%	338	344	398	18%	475	450	534	12%
Rental, hiring & real estate services	209	216	251	20%	263	293	325	24%	509	577	687	35%
Professional, scientific & technical services	548	659	753	37%	433	642	805	86%	764	884	1,177	54%
Administrative & support services	440	447	412	-6%	332	415	428	29%	593	784	920	55%
Public administration & safety	646	663	857	33%	433	653	894	106%	901	1,151	1,572	74%
Education & training	1,664	1,724	1,888	13%	1,146	1,419	1,641	43%	1,437	1,678	2,096	46%
Health care & social assistance	2,305	2,282	2,753	19%	1,423	1,636	2,168	52%	2,080	2,620	3,611	74%
Arts & recreation services	125	165	192	54%	139	161	228	64%	314	403	499	59%
Other services	873	717	791	-9%	558	580	578	4%	912	931	1,110	22%
Inadequately described/Not stated	433	305	349	-19%	365	293	342	-6%	679	613	783	15%
Total	16,300	15,750	17,837	9%	12,455	13,876	16,218	30%	20,579	23,498	29,260	42%

Source: ABS Census, RPS

Despite population fluctuations between 1996 and 2006, there has been a 9% increase in the number of Lismore residents who are working. There have been, however, some decreases in the level of employment within some industries, with Information, medical and telecommunications (-22%), agriculture, forestry and fishing (-14%), and wholesale trade (-12%) in particular. In comparison to Lismore, Ballina and Tweed experienced significantly higher increases in employment levels, with minimal decreases in employment per industry. Within Tweed LGA the only decrease in employment numbers occurred within in the agriculture, forestry and fishing industry.

Population increases in Ballina and Tweed generated a significant increase in the level of employment within population serving industries and industries directly impacted by population growth.

- Population growth levels required additional construction of residential dwellings and infrastructure and therefore construction employment increased 51% in Ballina and 95% in Tweed.
- Public administration and safety industry employment levels increased 106% in Ballina and 74% within Tweed.
- Health care and social assistance employment increases 52% in Ballina and 74% in Tweed.
- Employment levels within the Art and recreation services industry increased 64% and 59% within Tweed

The most significant increase in employment levels for Lismore occurred within the arts and recreation services (54%), professional, scientific and technical services (37%), public administration and safety (33%), and retail trade industries. Growth within these industries would mainly be offset by decreases in employment levels of other industries, but also indicate that the Lismore economy was shifting toward providing a greater provision of public administration and recreational services to the existing population.

A.2.1 Self Containment

The RPS definition of employment self containment is as follows:

Employment self containment refers to the measure of the number of jobs demanded by residents within a defined community divided by the numbers of those same residents who are employed within the same defined community.

For example, a suburb may have a total resident population of 20,000 people. If 6,800 people are employed by businesses that are located within the same suburb then the employment self containment for that suburb will be 68% (6,800 jobs ÷ 10,000 total jobs demand = 68%). The remaining 3,200 jobs (or 32% of total jobs demand) will be accommodated in employment precincts located outside of the defined suburb.

Of the 17,800 Lismore residents that were employed approximately 13,330 were also employed within the LGA. Therefore the Lismore LGA, comprised of Lismore City - Part A Statistical Local Area (SLA) and Lismore City - Part B SLA, had an employment self containment rate of 75%. This rate of employment self containment is considered to be quite high and is reflective of a regional economy. A regional based community that is not located near a significant economic and employment centre such as a Capital City is likely to gain much less in terms of economic benefits or value from outside areas. Therefore a regional based community is expected to have a much higher level of economic sustainability for it to be considered reasonable.

The 2006 ABS Journey to Work data also shows that there were approximately 18,900 people employed within Lismore, of which 5,555 employees live outside of the LGA. Residents of other areas therefore account for 29% of the Lismore LGA working population. There is a significant level of employment inflow occurring from Ballina, which accounts for approximately 14% of total employee numbers within Lismore.

A.3 SITE ASSESSMENT AND SUITABILITY

The site is located off Dunoon Road in North Lismore and is located approximately 4 kilometres north of the Lismore City Centre, with access provided to the site by Dunoon Road via Woodlark Street crossing over the Wilson River.

The site is generally bounded by Dunoon Road to the east, Hewitt Road and the rural residential precinct of Tullera to the North, and Boerie Creek Road to the west. The real property descriptions of the North Lismore Plateau in its current form include Lots 113, 213 and 35 in DP755729, Lots 1, 2 and 3 in DP772626, Lot 1 in DP 184196, Lot 2 in DP576450, Lot 2 in DP 1040479, Lot 23 in DP710682, Lot 1 in DP118555, Lot 1 in DP772627, Lot 12 in DP844585, Lot 2 in DP1044983, Lots 20 & 21 in DP1148069, Lot 1 DP 176337, Lots 1 & 2 DP 596437, Lot 2 DP925006, Lot 11 DP582143, Lot 1 & 2 DP570029, Lot 3 DP623619 and Lot 3 in DP 808657. The total site area is approximately 335 Ha.

North Lismore can be characterised as a rural residential area. The current provision of community infrastructure within North Lismore is limited to the Richmond River High School (Lake Street), the Italo-Australian Club (Crane Street), Lismore Showground and Speedway (located along Dunoon Road on the opposite side of the road to the southeast of the NLP), and the Lismore Racecourse (Woodlawn Road). Low impact industrial uses are also located within North Lismore along and surrounding Terania Street.

Approximately 8 Ha of land has recently been rezoned for light industrial use immediately south of the saleyards fronting Lake Street. Development has yet to commence on this site.

The Lismore City Centre serves the retail, commercial, and administrative needs of the surrounding Lismore LGA. The majority of residential development within Lismore City is located in close proximity to the city centre and generally extends eastwards towards Goonellabah along Ballina Road and Bruxner Highway. The proposed development at the North Lismore Plateau would expand medium density residential uses further north than currently exists, but would enhance the centrality of the Lismore City Centre. The direct travelling time between the NLP and the Lismore City Centre is approximately seven to eight minutes, compared to a direct journey of approximately fifteen to twenty minutes from the eastern and southern ends of Goonellabah.

Significant population serving infrastructure within Lismore includes the tertiary education facilities, hospitals, airport, and retail centres. Table A.3 provides an overview of significant infrastructure within Lismore and their location in relation to the North Lismore Plateau.

Table A.3
Infrastructure in Relation to NLP

Use	Location	Distance	Time of Travel
Base Hospital	60 Uralba St, Lismore	5 km	10 minutes
St Vincent's Hospital	20 Daley Street, Lismore	6 km	12 minutes
Southern Cross University	Military Road, East Lismore	7.5 km	17 minutes
TAFE – North Coast Institute	Conway Street	4 km	8 minutes
Lismore Airport	Airport Drive, South Lismore	6 km	11 minutes
Lismore Square	Mackenzie Street, Lismore	4.5 km	9 minutes
City Centre/Main Street	Molesworth Street	4 km	7 minutes

As identified in Table A.3, the NLP is located in close proximity to major education, medical and retail infrastructure within Lismore.

A.4 IMPLICATIONS

Lismore, as of 2006, had the second largest population base within the Far North Coast region illustrating the city's role as a major regional centre. Lismore City provides a diverse range of employment opportunities and the city is heavily supported by the provision of medical and tertiary education facilities which are not currently available elsewhere in the region. Due to this current role within the region, it is considered that the Lismore population should not be decreasing. The economy and infrastructure provision should be encouraging an increase in the population base away from the coastal areas which are experiencing significant increase in population growth, therefore also increasing residential prices due to demand increases.

The current boundary of the NLP will provide approximately 335 Ha of land for residential, commercial/retail and open space uses. Previous proposals and recommendations for urban residential development at North Lismore Plateau have suggested that the site could accommodate over 1,000 dwellings. This would generate a significant onsite resident population which would require the provision of some services on site, particularly convenience retail needs. Such large scale development would provide a catalyst for increased development north and north-west of the Lismore City Centre as this population base would generate

demand for a significant increase in community facilities. Master planning of the NLP development would be required also taking into account required upgrades to existing infrastructure.

Development of this scale would become a significant economic force within Lismore, generating an increase in full time and part time employment associated with the construction of residential dwellings and infrastructure development, and an increase in business opportunities and investment potential within Lismore. In addition, the residential component would comprise the majority of the development therefore resulting in a large resident population, which would positively impact current and future population figures for the Lismore LGA.

The North Lismore Plateau is located less than ten minutes from the Lismore City Centre and the majority of higher order community facilities. The NLP is located to the north of the City Centre in an area of Lismore which has experienced minimal development to date. Mixed use development on the site would emphasise the centrality and function of the Lismore City Centre as a major regional centre within the Far North Coast region.

Appendix B – Review of Planning Documents

B.1 INTRODUCTION

This section provides an overview of relevant planning documents, such as the Far North Coast Regional Strategy, Lismore Urban Strategy, Lismore Local Environment Plan, Lismore Regional City Plan, Dunoon Road Planning Study, and North Lismore Water Servicing Strategy. Residential market assessments to be overviewed include the Far North Coast Regional Residential Submarket Analysis and the Supply and Demand Assessment for Urban Residential Development in the Lismore Local Government Area. This section also outlines which planning documents should be re-evaluated when assessing the approval of rezoning the North Lismore Plateau for urban residential purposes.

The planning documents have been arranged based on their intent and content into three categories. These are:

- Documents which emphasise the function of Lismore
- Documents which assess the current supply and demand for residential land
- Documents which focus on the North Lismore Plateau and its capacity to meet residential demand within Lismore and the region.

B.2 ENHANCING AND EMPHASISING THE FUNCTION OF LISMORE CITY

1.1.1 B.2.1 Far North Coast Regional Strategy

The Far North Coast Regional Strategy (FNCRS) 2006-2031 was prepared by the New South Wales Department of Planning and pertains to the LGAs of Ballina, Byron, Kyogle, Lismore, Richmond Valley and Tweed. The strategy outlines the projected level of population growth anticipated in the region, and therefore the number of dwellings and employment opportunities which will be required to support such levels of population growth within the separate LGAs and within the region as a whole.

Key plans and components of the FNCRS include:

- A projected population growth of 26% between 2006 and 2031, with an additional 60,400 people expected to be living in the Region by 2031.
- Plans for 51,000 new homes to be built by 2031 to accommodate population growth projections.
- Allocation of 35% of future housing to the regional centres of Tweed, Lismore and Ballina
- Encourage growth of non coastal centres.

Lismore is identified as a Major Regional Centre under the FNCRS. The FNCRS states that "the majority of the growth will occur in and around Lismore. Lismore will continue as a regional hub for creative industry and cultural activities, education, health, employment and retail." Tweed is identified as the only other Major Regional Centre and Ballina is identified as a Developing Major Regional Centre.

As stated above, the FNCRS plans for 60,400 additional people within the Far North Coast Region by 2031, which will require an additional 51,000 dwellings over the same period. Table 2.1 outlines dwelling targets within the separate LGAs from 2006 to 2031.

Table B.1
Far North Coast Regional Strategy Dwelling Targets

	Existing Dwellings (2006)	Additional New Dwellings to 2031
Ballina	16,720	8,400
Byron	13,090	2,600
Kyogle	4,110	3,000
Lismore	17,640	8,000
Richmond Val	8,710	9,900
Tweed	34,650	19,100
Total	94,920	51,000

Source: Far North Coast Regional Strategy

As outlined in Table B.1, the FNCRS plans for an additional 8,000 dwellings within the Lismore LGA between 2006 and 2031, which equates to 363 additional dwellings per year. Based on regional population growth assumptions (60,400) and dwellings target (51,000), there is a planned rate of provision of 1.1 people per dwelling. Therefore, the provision of 8,000 additional dwellings within Lismore will accommodate population growth of approximately 9,500 people. FNCRS states that there will be a decrease in household size across the region predominantly caused by an aging population and therefore there will be a higher proportion of one and two bedrooms across the Far North Coast. Based on the level of population growth anticipated across the region the FNCRS also states that approximately 32,500 new jobs will also be required, with approximately 23,500 of which will be service and construction related.

A primary aim of the FNCRS is to limit further development of coastal centres and encourage development within the non-coastal centre so as to "protect fragile and vulnerable areas and ecosystems... [T]his policy will [also] help sustain and invigorate non coastal centres." The strategy ensures that there is sufficient land available within the non-coastal areas of the Far North Coast, which is appropriately located to accommodate the projected housing employment needs of the Region's future population.

The FNCRS identifies Proposed Urban Release Areas throughout the region which are considered appropriate for urban residential development. The Proposed Urban Release Area located north of Lismore is in line with the Study Area identified in the Dunoon Road Planning Study of 1994 and covers a significant proportion of the North Lismore Plateau, which is currently being proposed for residential development.

Implications

The Far North Coast Regional Strategy outlines that an additional 8,000 new dwellings will be required within the Lismore LGA to meet demand generated by population growth. Based on FNCRS population projections for the region and dwelling targets it is assumed that there will be 9,500 additional people within Lismore by 2031, which equates to 430 additional people and 363 additional dwellings per year for the next 22 years.

The FNCRS also identifies the North Lismore Plateau as a Proposed Urban Release Area illustrating the State Government's previous acknowledgement of the site for consideration for residential development. The NLP covers an area of over 130 Ha and therefore has the capacity to support a significant residential population on the site. The NLP site is the largest Proposed Urban Release Area identified in the FNCRS.

The FNCRS is a three year old document which will be updated for 2011. The document allocates a high level of population growth to occur with Lismore (with 8,000 additional new dwellings required) but this allocation would have taken into consideration population decreases from 1996 to 2001.

B.2.2 Lismore Regional City Plan

The Lismore Regional City Plan 2005 was prepared by the Lismore City Council and provides a list of short, medium and long term priorities for further developing Lismore as a Regional Centre. The Regional City Plan outlines land which can be development to meet future demand for residential, commercial, industrial and recreational uses.

The Lismore Regional City Plan addresses the characteristics and required 'actions' for Lismore within six separate areas: CBD, North Lismore, South Lismore, Northern Ridges, East Lismore, and East Goonellabah.

North Lismore is identified as an area that currently comprises a mix of residential, commercial and industrial uses, with the potential of accommodating significant urban residential development in the future. Potential for the North Lismore Plateau to house 2,500 population brings about the need to provide a wide range of services and facilities, which the Regional City Plan states would be required within the NLP. Such a population, as highlighted, would also require a significant upgrade of the existing road network and the incorporation of open space and recreational space into any future development.

The Lismore Regional City Plan provides the following Actions for future development of North Lismore:

- “ Investigate route options for another crossing of the Wilsons River north of the CBD
- “ Investigate options for transport connections between North and South Lismore
- “ Pursue acquisitions of land for open space purposes in North Lismore
- “ Expand the existing business zone in North Lismore and permit retail development
- “ Future development on the North Lismore plateau to be designed in accordance with a village concept

Implications

The Lismore Regional City Plan provides a range of development opportunities and steps which should be undertaken to enhance the regional role and function of Lismore. The plan aims to increase the ability of the City to meet demand for residential, commercial, industrial and recreation uses. The Plan further emphasises the ability of the North Lismore Plateau to accommodate a significant residential population, and also outlines the infrastructure upgrades which would be required to accommodate such a high level of population growth within a relatively sparsely populated suburb.

The Lismore Regional City Plan is still considered to be an appropriate and relevant planning document as little has changed with regards to the function of Lismore within the regional context since the document was released in 2005. Should significant development be planned in Lismore, the Regional City Plan should be reviewed and amended as required to ensure that the needs of the community are being considered and accommodated.

B.2.3 Lismore Urban Strategy

As stated in the Lismore Urban Strategy (LUS), the planning document's primary aim is to "reinforce Lismore's regional role and status by facilitating the City's growth through the identification of appropriate

areas for new residential, commercial and industrial development... [The] strategy seeks to ensure that there is sufficient land identified for residential development in Lismore to satisfy current and future needs."

The LUS identifies three key capability and suitability criteria required for land to be identified for potential future residential uses:

- Land must be physically unconstrained
- Land must exhibit attributes that will make it desirable to homebuilders in the current marketplace, and
- Land must be capable of being developed and serviced in a cost effective manner.

The Lismore Urban Strategy outlines population projections for the Lismore LGA to 2011. These population projections are outlined in Table B.2.

Table B.2
LUS Population Projections to 2011

	Projected Population	New Residents	Projected Urban population	New Urban Residents
2001	43,384	NA	31,478	NA
2002	43,727	340	31,754	276
2003	44,064	340	32,030	276
2004	44,404	340	32,306	276
2005	44,744	340	32,582	276
2006	45,084	340	32,858	276
2007	45,444	360	33,154	296
2008	45,804	360	33,450	296
2009	46,164	360	33,746	296
2010	46,524	360	34,042	296
2011	46,884	360	34,338	296

Source: Lismore Urban Strategy

As outlined in Table B.2, the NSW Department of Planning projected that the population of the Lismore LGA would increase by 340 people per annum to 2007 and by 360 people per annum thereafter to 2011. This population growth rate is significantly higher than the level of population growth which was experienced between 1996 and 2001, of 0.2% per annum as outlined in the LUS. The population projections outlined in the LUS therefore assumed that the previous growth rate was an anomaly and would return to previous growth levels.

The Lismore Urban Strategy states that the current real supply (as at 2006) was 279 Ha, capable of accommodating approximately 2,235 dwellings. Based on the population projections outlined in Table 2.2 the LUS states that there will be an annual residential land take up of 11 Ha (2001 to 2006) and 12 Ha (2007 to 2011), resulting in only 92 Ha of total real supply remaining by 2011.

There are six areas identified in the LUS for potential future residential uses. These areas are:

- North Lismore Plateau
- Trinity Drive
- Pineapple Road
- Tucki Creek
- Invercauld Drive
- Monaltrie

The LUS states that population growth figures "could be boosted to some extent through the release of suitable residential land on to the market". Market demand is identified as an important factor in identifying future residential land release areas, as new supply should be provided in areas which can demonstrate demand from the market. Such areas would provide high levels of amenity, such as views, limited slope and aspect. The LUS states that market factors need to be considered given previous decreases in population in correlation with the amount of vacant land within the 2(a) zone.

Within the LUS report, the following comments and statements are made regarding the North Lismore Plateau in the Planning Assessment:

- « "Reasonably level and enjoys high quality views and aspect"
- « "Although servicing and access costs are likely to be high, this would be offset to some extent by the high lot yield that would be achievable for the entire plateau areas and the fact that blocks should attract premium prices given the characteristics of the site."
- « "In some respects the area has advantages over Trinity Drive in that it is closer to the CBD and the attributes of the site would lend itself to innovative subdivision practice that could potentially provide an environment of high quality and amenity for future residents" (800+ lots).
- « "The level of existing noise from the Speedway operations was excessive at all locations under consideration for future residential development in the area."

Of the six areas identified for potential future development, the LUS outlines a staged release programme spread over three potential release areas with the number of lots allocated on the following basis:

- « Trinity Drive comprising 175 lots
- « Invercauld Road comprising 65 lots
- « Tucki Creek comprising 130 lots

Trinity Drive

The Trinity Drive site covers an area of approximately 35 Ha and the LUS estimates that residential development on the site will exceed the residential standard of eight dwellings per Ha, with a total of 350 lots anticipated on the site. As stated within the LUS, "[t]he Trinity Drive site is located in an area that has performed strongly in terms of land sales and the release of additional land in this area should satisfy a demonstrated demand for lots that share similar attributes to those existing in the area." The only major development issue identified within the report for residential uses along Trinity Drive is the impact that 350 lots will have on the existing road network, as the site is accessed via Trinity Drive. Trinity Drive is a small residential street which will not be capable of sustaining the significant increase in traffic movements due to residential development at the end of the street. The subdivision of the Trinity Drive site will have to take design of the road network into careful consideration.

Invercauld Road

The LUS describes the Invercauld Road site as comprising a majority of low elevation land with limited views and aspect which could potentially be developed into 550 lots. Due to the characteristics of the land, the LUS therefore states that the site is unlikely to generate strong market demand. The Planning Assessment states that the Invercauld site could potentially be developed over the medium term.

Tucki Creek

Tucki Creek is a reasonably level site with a pleasant rural outlook which is capable of accommodating approximately 250 lots. The LUS states that the site would cater to a market which is significantly different to that of the Trinity Drive site and would be capable of offering more affordable land options. However, this residential market sector is already catered for within the Lismore market with the current supply of 2(a) zoned residential land which remains undeveloped and the Planning Assessment states that development of the Tucki Creek site should not proceed unless existing 2(a) zone land is back-zoned to allow for new residential land supply to be brought to the market.

The Department of Planning's agreement to the Strategy on August 5, 2003 was conditional upon the timeframe of the strategy being limited to five years and the Greenfield areas within that timeframe being limited to the Trinity Drive area and Daniel Drive area.

Implications

The population projections utilised for assessing the future demand levels were inaccurate, with the actual level of population growth occurring being lower than what was predicted. As stated in the LUS, low population growth levels can be attributed to the characteristics of zoned residential land available, with supply not meeting market demand factors and therefore a diversified supply of residential land is required to increase population growth rates. The areas identified for future residential development in the LUS can be considered to be 'more of the same', with Invercauld in particular. Other than the North Lismore Plateau, the sites identified are in a similar geographical alignment and well removed from the Lismore CBD. The LUS therefore did not address market demand factors.

The population decrease from 1996 to 2001 was not an anomaly, whilst population growth did occur between 2001 and 2006 as identified in Section 1, the level of growth occurring is not sufficient to meet targets outlined by the FNCRS. A major regional centre such as Lismore should be capable of significant levels of population growth to attract growth away from the coastal areas. The Lismore Urban Strategy provides the framework for future lot releases and should therefore be identifying developable areas which will provide greater diversity of residential product which will catalyse population growth.

The Lismore Urban Strategy is currently being updated because the previous LUS provided a land release strategy to 2011, which will need to be re-assessed to meet the current level of demand. The updated document will be strongly influenced by the level of supply which has been released on to the market, developed and purchased since the previous LUS.

B.2.4 Lismore Local Environment Plan 2000

The Lismore Local Environmental Plan (LEP) was completed in 2000 by the Lismore City Council and the primary aim of the plan is:

"[T]o provide a flexible planning framework that allows for the maintenance and development of a prosperous, attractive and well-serviced living environment that reflects the values, needs and aspirations of the Lismore community."

In regards to residential development within the Lismore LGA, the LEP aims to provide a diverse range of residential options providing a choice in lifestyle with services provided that meet the needs of the population.

The current area of the North Lismore Plateau is located within the 1(d) (Investigation Zone) and the 1(a) (General Rural Zone) under the Lismore LEP 2000. The objectives of the 1(d) (Investigation Zone) are:

- a) To identify land which is to be investigated in respect of its suitability for re-zoning, and
- b) To ensure that development within the zone is compatible with the anticipated future development of the land; and
- c) To ensure that development maintains the existing character of the locality and minimizes disturbance to the scenic value of the landscape through clearing, earthworks, access roads and construction of buildings, and
- d) To ensure that development does not create unreasonable or uneconomic demands, or both, for the provision or extension of public amenities or services.

The NLP site was also identified as 1(d) Investigation Zone under the previous LEP (1992). The planning objectives of the 1(d) zone under the 1992 Lismore LEP was consistent with the Environmental Plan.

The objectives of the 1(a) (General Rural Zone) are:

- a) To maintain and encourage sustainable agricultural activities within the zone, and
- b) To enable a range of other uses to occur on rural land providing such uses do not conflict with existing or potential agriculture and do not detract from the scenic amenity and character of the rural environment, and
- c) To discourage the fragmentation of rural land, and
- d) To restrict the establishment of inappropriate traffic generating uses along main road frontages, and
- e) To enable the provision of rural tourist accommodation and facilities only where such facilities are compatible with the form and density of the nature of the locality.

Implications

Whilst the LEP states that future development within the 1(a) zone needs to be in-keeping with the current characteristics of the area this limits potential for large scale residential developments, with the majority of developable residential land supply already taken up. Slope and flooding within Lismore limits potential for development therefore the identification of new, large areas will be instrumental in allowing for the development of 8,000 dwellings to meet requirement of the FNCRS.

The Lismore Local Environment Plan is currently being updated. The 2010 update will assess the current residential market, update to the current residential supply and address the residential demands of the current population base. The pending updated LEP will also be required to meet the population and dwelling requirements outlined within the FNCRS.

B.2.4.1 Draft Lismore Local Environment Plan 2010

The Draft Lismore Local Environmental Plan 2010 was released for Public Exhibition in 2010. Under the Draft LEP, the NLP site has been allocated a Rural Landscape and Primary Production zoning. This seems an appropriate interim zoning due to the need for up-dated investigations into the North Lismore Plateau and the lack of an 'investigation' zone under the new LEP model. This Planning Proposal has the objective of a stand-alone LEP to cover the Plateau site.

B.3 RESIDENTIAL SUPPLY

B.3.1 Far North Coast Region Residential Submarket Analysis

The Far North Coast Regional Submarket Analysis was prepared by Macroplan Australia in August 2008. The report was prepared for the New South Wales Department of Planning to provide a detailed analysis of the residential markets within the Far North Coast Region. The Residential Submarket Analysis provided an assessment of current drivers and future residential needs within Lismore, Ballina, Byron, Kyogle, Richmond Valley and Tweed.

Population, age and income

The Submarket Analysis provides a brief overview of the demographic characteristics which will influence residential demand to 2031. The report also states that the population of Lismore is not projected to undergo any significant change to 2031. Macroplan state that Lismore will follow national trends with an aging population, where the proportion of Lismore residents aged over 75 will treble by 2031, the remaining other age groups are projected to decline slightly in population. The income profile shows that the majority of residents earn a low (48%) to medium (40%) income.

The Submarket Analysis states that there will be minimal demand due to population growth as they project the population of Lismore to increase by 1,500 to 2031. This equates to an annual increase of 65 people per year.

Supply

The Submarket Analysis briefly assesses the future allocation of residential land supply within the Lismore LGA, identifying that the NSW Department of Planning has allocated approximately 3,360 dwellings to be located in the area surrounding the Lismore City Centre. The remaining residential development allocated to Lismore LGA (8,000 dwellings as outlined in the FNCRS) will be located throughout the Lismore LGA at Greenfield development sites and as infill development.

The Submarket Analysis states that there is limited supply of new residential blocks for sale within Lismore, and therefore the residential market relies on the resale of the existing housing stock. Macroplan, through discussion with local real estate agents, state that there is demand for diversified residential supply that more appropriately meets demand generated by the region's changing demographic profile.

Macroplan identifies North Lismore as a growth area which is intended to accommodate approximately 1,275 additional dwellings by 2031. Goonellabah is identified as a 'hot spot area' despite topographic and infrastructure constraints to residential development.

Demand

The number of dwelling approvals across the Lismore LGA has decreased significantly between 2002/03 and 2007/08, reaching a peak in 2004/05. Data published by Macroplan shows that the current level of dwelling approvals in Lismore is between 100-125 per year. There has been significantly higher demand for detached houses, with semi-detaching dwellings approvals consistently accounts for no more than 10% of total approvals between 2002/03 and 2007/08. The Lismore Part A SLA, which comprises the Lismore City Centre and the area surrounding it, has accounted for the majority (78%) of dwelling approvals within