

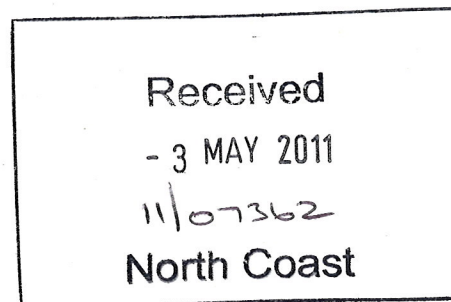


our ref: FS:MJK: EF09/822

your ref:
contact: Fiona Sinclair

29 April 2011

Steve Murray
Department of Planning and Infrastructure
Locked Bag 9022
GRAFTON 2460



Dear Mr Murray

North Lismore Plateau- Planning Proposal; Amendment to Lismore Urban Strategy; and Amendment to the Far North Coast Regional Strategy

1 Council's Resolution

As you are aware, Council has included the North Lismore Plateau area in its strategic planning for urban development since the early 1990's. On 12 April 2011 Council considered recent submissions made by landowners and their representatives in this area requesting that it commence a planning proposal. Council resolved the following:

That Council:

1. *Agree to support the planning proposal as outlined in this report for the revised North Lismore Plateau study area (as per the Investigation Study Area shown as a red outline in attachment G) and forward it to the NSW Department of Planning for its consideration and processing through the planning gateway.*
2. *Amend the 'Lismore Urban Strategy 2003' in relation to the land release sequencing as outlined in the report and the area of the North Lismore Plateau and shown on maps 11,13 and 14 of the Strategy (attachment J) to align this area with the revised map referred to in recommendation (1).*
3. *Publicly exhibit the changes to the 'Lismore Urban Strategy 2003' referred to in recommendation (2) for a period of 28 days.*
4. *Request the NSW Department of Planning to amend sheet 4 (attachment k) of the 'Far North Coast Regional Strategy 2006' to align the area of the North Lismore Plateau with the revised map referred to in recommendation (1).*

2 The Planning Proposal

The details of the planning proposal are covered in the enclosed Council report. This report has a range of attachments that provide the Department with information on what part of the land is Council owned, the findings of the design charrette held in December 2010, a preliminary concept plan, and initial studies on water, sewer and traffic that will assist you in evaluating this planning proposal. Attachment G to this Council report identifies in red the area to which Council's planning proposal resolution applies.

I also enclose a copy of the Dunoon Road Planning Study prepared on behalf of Lismore City Council in 1994 to assess the feasibility of rezoning the North Lismore Plateau area for urban development. It provides an overview of some of the issues that will need to be considered if the Department agrees that the planning proposal should proceed through the gateway process. It includes an analysis of flora and fauna issues (as at 1994), as well as Aboriginal and non Aboriginal archaeology.

Note that the planning proposal addresses the sustainability criteria in Appendix 1 of the Far North Coast Regional Strategy. The North Lismore Plateau is an innovative planning proposal that is located outside of the "coastal area" in proximity to a major regional centre. Those parts of the planning proposal area that are outside of the proposed future urban release area designated in the Far North Coast Regional Strategy clearly meet the threshold sustainability criteria.

3 Lismore Urban Strategy 2003

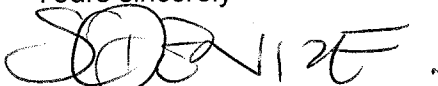
The North Lismore Plateau has been identified in the Lismore Urban Strategy since 2003 but up until February 2010 it was not regarded as a priority area for greenfield development. Council now considers that it should be a priority area and should be able to proceed in the short term to provide a new residential land supply area for Lismore city. Council considers that the area identified in the 2003 Strategy needs to be expanded to ensure that urbanisation occurs in an efficient way and can yield enough lots to make it a sustainable new urban area with adequate infrastructure. Accordingly Council has adopted a larger Investigation Study Area that aligns with the area that is subject to the planning proposal commenced on 12 April 2011. The justification for this larger area is contained in the enclosed Council report. The decision to amend the Strategy has been taken and Council will place the revised Strategy on public exhibition for the information of the community. It is Council's position that the resolution of 12 April 2011 has amended the relevant maps in the Strategy and identified the North Lismore Plateau as being in the short term for sequencing of residential release areas.

4 Far North Coast Regional Strategy

The North Lismore Plateau has been identified in the Far North Coast Regional Strategy since 2006. It is understood that the Far North Coast Regional Strategy is due to be reviewed by the Department in 2011 as part of a periodic review process. Lismore City Council welcomes this review and requests that the larger Investigation Study Area identified in this planning proposal and in the revised Lismore Urban Strategy be adopted by the Department. We ask that you amend sheet 4 of the Far North Coast Regional Strategy accordingly.

Council looks forward to your early response on these important matters. Should you have any enquiries please contact me on 1300 87 83 87.

Yours sincerely



Steven Denize

Manager Integrated Planning

Attachment: Council report (ref BP11/205:EF09/822) plus all its attachments
Dunoon Road Planning Study

Report

Subject North Lismore Plateau

TRIM Record No BP11/205:EF09/822

Prepared by Consultant Principal Planner - GHD

Reason The reasons for this report are to respond to the request that Council formally commence the rezoning process over certain land at North Lismore Plateau and to confirm that the area subject to the rezoning process is aligned with the amendment to Lismore Urban Strategy resolved by Council on 9 February 2010 and to advise the NSW Department of Planning that Council considers the Far North Coast Regional Strategy should be amended to align with the amended Lismore Urban Strategy in relation to land at North Lismore plateau.

Community Strategic Plan Link Sustainable Economic Growth and Development

Overview of Report

This report responds to a planning proposal (a request for Council to commence an LEP amendment to rezone the land) submitted from two groups representing various landowners on the North Lismore plateau. The planning proposal requests that an area similar to that identified in the Lismore Urban Strategy be rezoned for residential and environment protection purposes. It is recommended that Council support the planning proposal and forward it to the NSW Department of Planning for its consideration and response.

This report also considers the area subject to the planning proposal in relation to the North Lismore Plateau as identified in the Lismore Urban Strategy and recommends that the Lismore Urban Strategy be amended to align it with the planning proposal area. Furthermore, this report recommends that the NSW Department of Planning amend the Far North Coast Regional Strategy to align with Council's revised Lismore Urban Strategy in relation to the North Lismore Plateau.

Executive Director Sustainable Development Overview

The North Lismore Plateau (NLP) has been under consideration for possible residential rezoning for a number of years as evidenced by its inclusion in the Far North Coast Regional and Lismore Urban Strategies. However the rezoning has not progressed for several reasons i.e. a 'quota' on how much land could be released, indicative high infrastructure costs and the impact on the speedway. This report provides Council, the community and ultimately the Department of Planning (DOP) with an opportunity to have a fresh look at the NLP.

The method for this re-examination is Council's consideration of the NLP planning proposal and any subsequent DOP rezoning 'gateway' determination. The 'gateway' determination process did not exist when the NLP was previously examined. The 'gateway' is a checkpoint to ensure the planning proposal is justified before the proponent has to spend a lot of money on studies etc. It also provides Council, the community and developers with a list of required studies, the community consultation requirements and a timeframe for finalising the rezoning.

From a planning viewpoint the planning proposal justifies re-examination as it has been in the relevant planning strategies for some time. From a City perspective the NLP definitely justifies re-examination for several reasons. Firstly, there is an expectation from both the DOP and the Council that Lismore will have much greater housing choice. In recent years land supply in Lismore has been very limited and

even the land planned for release via the draft LEP is relatively small scale. NLP's potential scale is significantly greater. Secondly, the NLP if it proceeds would allow the City to become more centred. What is meant by this is that the more immediate small scale land releases along the southern part of the City are to the east of the CBD. The NLP is located to the west and crucially could provide much needed significant lost retail catchment for the CBD.

Can the issues that prevented NLP from moving forward be resolved? At this first 'checkpoint' step the detailed plans and studies around how they will be resolved are not required to be addressed. The important questions in order for this proposal to pass through the gateway are can it be justified and is it feasible to resolve these issues? I will not repeat the assessment in this report that considers these matters rather make a few brief comments on the design charrette held between Council and the developers in late December 2010.

The NLP design charrette was aimed at robustly testing the justification for the planning proposal, determining the feasibility of resolving the key issues and establishing a collaborative approach. I have already briefly covered some of the outcomes of the justification considerations. The charrette as one of its 'agreed findings' resolved that it was feasible to resolve the three big issues namely the provision of wastewater treatment, road access and not unduly impact the speedway operations. Attachment 4 is the summary slide headed 'agreed outcomes' from the design charrette. The charrette was also successful in establishing a collaborative approach which is important on these large and lengthy developments.

Council staff have identified a range of positive outcomes in this report that will result from the development of North Lismore Plateau. They have also identified a number of detailed matters which warrant further study and investigation once the North Lismore Planning Proposal passes through the 'gateway' step in the process. This outcome is consistent with the intention of the Planning Proposal process i.e. Council generally determines that it can support a Planning Proposal then promotes it to the 'gateway' which requires the proposal to address in detail all relevant issues.

The final matter to cover is the probity issue around Council's land inclusion in the planning proposal. Of note the gateway and final rezoning determinations are made by the State Government. There are a number of measures that are going to be taken to ensure probity issues are covered;

1. Firstly, it is important from a transparency viewpoint that this report clearly states that Council land is involved in the proposed area. There is a section in this report about Council's landholdings.
2. There is a DOP practice note or planning circular on the subject. One of the key requirements of this is that if the proposal gets past the gateway and eventually gets exhibited there are requirements around the form of that exhibition with the purpose of making it clear that Council has land involved. A person making a submission may request a public hearing.
3. Finally, it is the practice of some Councils in this instance that the planning report is completed by an external consultant. That has occurred in this case.

Background

The Winten Property Group and Riordans Consulting Surveyors representing a range of landowners in the North Lismore plateau locality has sought an amendment to Lismore Local Environmental Plan 2000 (or the new revised LEP if it becomes the substantive instrument) to enable residential development and environment protection. For the purposes of this report this area is described as the Winten/Riordan study area. An amendment to an LEP is called a planning proposal. The land proposed to be rezoned is based on (but not identical to) a locality that is identified on map 11 of Lismore Urban Strategy (a strategy agreed to by the NSW Department of Planning in 2003). It is similar to, (but not identical to) an area identified on sheet 4 of the Far North Coast Regional Strategy as a proposed future urban release area.

At its ordinary meeting of 9 February 2010 it was:

RESOLVED that Council, subsequent to amending the Urban Lands Release Strategy (ULRS) to include Pineapple Road (as per the Resolution of Council's December 2009 meeting):

- 1. Include in the ULRS the area known as the North Lismore Plateau (shown as Area A on the attached 'Stocktake' plan) and;*
- 2. As part of this process, Council meet with the relevant landowners in a 'Structure Planning' session that will smooth Area A's inclusion in the ULRS.*

The 'Stocktake' plan is provided as Attachment A to this report (enclosed separately). The area known as North Lismore Plateau is identified as area A on the 'Stocktake' plan and is identical to the area identified in the LUS as North Lismore plateau.

The action to "include in the ULRS the area known as North Lismore plateau" is interpreted by staff as ensuring that the NLP is regarded in the sequencing of residential release areas in the LUS as an area that Council would like to proceed with in the short term. The second part of the resolution was completed when Council undertook a design charrette workshop on 16 and 17 December 2010 in conjunction with Winten Property Group and Riordans Consulting Surveyors as representatives of the landowners.

Current zoning

The Winten/Riordan study area is currently zoned partly 1(d) Investigation zone (111ha), part 1(a) General Rural zone and part 1(r) Riverlands zone under Lismore LEP 2000. A map showing the existing zone boundaries is provided as Attachment B to this report (enclosed separately).

Likely future zoning

Should the Winten/Riordan study area be rezoned while Lismore LEP 2000 is still the current planning instrument then it is likely that the land will be variously zoned 2(a) Residential zone, 3(b) Neighbourhood Business zone, 7(a) Environment Protection (Natural Vegetation and Wetlands) zone, 6 (a) Recreation zone, and 7(b) Environment Protection (Habitat) zone. It is possible that if areas are identified that do not fit in with these zones then the 1(a) General Rural zone and 1(r) Riverlands zone may also be used.

Planning proposal

The planning proposal ((enclosed separately as Attachment C) has been submitted to Council by the Winten Property Group and Riordans Consulting Surveyors. The process of amending the local environmental plan starts with a planning proposal, which is undertaken or endorsed by Council and then sent to the Minister for Planning.

In preparing the local environmental plan the Council must explain and justify the proposal to the Minister for Planning. Council needs to provide the Minister for Planning with:

- a statement of objectives and intended outcomes of the proposal
- an explanation of the provisions of the proposal
- a justification of the objectives and outcomes, including how this is to be implemented
- maps containing the appropriate detail are to submitted, including land use zones, heritage areas and flood prone areas, and
- details of the community consultation that will be undertaken.

A summary of the planning proposal based on the Department of Planning's standard format is as follows:

Part 1 Objectives and Intended Outcomes

The objective of the planning proposal is to rezone the subject land at North Lismore plateau for residential and neighbourhood business uses as well as environment protection and restoration and open space and recreation.

This objective will be achieved through an amendment of Lismore LEP 2000. The exact distribution of zones has not been finally determined and will be influenced by additional studies to be undertaken. The Planning Proposal will enable a new urban area to be established.

Part 2 Explanation of Provisions

It is proposed that Lismore Local Environmental Plan 2000 be amended by removing the current 1(d) Investigation zone, 1(a) General Rural zone and 1(r) Riverlands zone and replacing it with a range of zones that reflect the existing characteristics and desired future use of the land.

These zones may include the following:

2(a) Residential – to apply to areas elevated out of the floodplain that are largely constraint free and may be suitable for residential development at various densities that are compatible with surrounding land uses. A primary school site may also be identified in this zone.

3(b) Neighbourhood Business zone – to apply to one or two small areas that are largely constraint free and may be suitable for local neighbourhood business uses that will be required in time to service the residential population of the area.

6(a) Recreation zone – to apply to areas that may be required for passive or active open space as the urban area grows.

7(a) Environment Protection (Natural Vegetation and Wetlands) zone - to apply to significant areas of natural vegetation, such as rainforest remnants and wetlands. These areas typically occur on the shoulders to the plateau and in the valley below it and need to be identified with buffer areas as necessary.

7(b) Environment Protection (Habitat) zone – to apply to largely vegetated areas that are important for wildlife habitat and/or wildlife corridors.

1(a) General Rural zone and part 1(r) Riverlands zone may also be used in areas that are not suitable for residential development and not required for environment protection but are still required for access roads, and stormwater retention and cleansing infrastructure.

In the event that the prevailing instrument is in the Standard Instrument format then a suite of zones most similar to these outlined above will be applied.

Part 3 Justification

Section A – Need for the Planning Proposal

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

Yes. The North Lismore Plateau (NLP) was first officially identified as a potential location for higher order development under the Lismore Local Environment Plan (1992) when part of the Winten/Riordan study area was designated as a 1(d) investigation zone. The designation allowed for the site to be considered for higher order uses such as rural residential and residential development. This was

followed soon after by the Dunoon Road Planning Study (1994), which was undertaken on behalf of 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 planning proposal provided as Attachment C (enclosed separately) contains a summary of the Dunoon Road Planning Study. The area zoned 1(d) was carried into the Lismore LEP 2000 and remains there to this day.

In 2003 the Lismore Urban Strategy (LUS) identified a broader area than that zoned 1(d) and described it as the North Lismore plateau greenfield investigation site on map 11. The LUS suggested that the area may yield up to 800 residential lots subject to resolution of issues such as speedway noise, servicing and access. The LUS nominated three greenfield sites (not including the NLP) for staged release over the five years from 2005 to 2010 (section 9.9). The life of the LUS was forecast to be five years (section 12.1) after which it should be reviewed.

Between 2003 and 2004 Council undertook a comprehensive community consultation program that led to the adoption of the Lismore Regional City Plan in 2005. This plan clearly nominated the NLP as a potential residential area that would assist Council in reversing the population decline in the North Lismore precinct and in turn generate a demand for facilities and services that will rejuvenate North Lismore (page 7). The plan considers a potential population of 2500 people for the NLP.

In response to Council's resolution of 9 February 2010 Lismore City undertook a design charrette workshop in conjunction with the Winten/Riordan landowners to establish if the NLP really does have the potential to yield significant residential development and whether servicing, access and noise issues can be addressed. The workshop produced a draft structure plan that identified a developable area (based on best available constraints information), a potential road access network, a school site and two small neighbourhood business areas. The structure plan allows the NLP to be viewed in the context of nearby employment lands and existing facilities and services at North Lismore such as the showground, schools and sports ovals.

Subsequent to the design charrette workshop the Winten/Riordan landowners have undertaken a water, sewerage and traffic analysis that provides additional information on these key servicing issues (enclosed separately as Attachments D, E and F to this report).

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

Yes, a planning proposal is the only way for the land to be rezoned to permit the proposed residential and environment protection uses.

Is there a net community benefit?

Yes – The Council has not sought to prepare a Net Community Benefit Test as it was not considered to be required given the site's long term inclusion in the LUS and Lismore Regional City Plan. However, there is a net community benefit in utilising the NLP to provide residential and environment protection opportunities.

While the proposal will benefit the land owners it will also benefit the wider community by providing additional housing lots to the market, employment as urban infrastructure and housing is constructed and long term environmental protection of habitat areas and wildlife corridors. The proposed residential development should provide housing at the more affordable end of the north coast housing market.

Benefits from proceeding with residential development at NLP sooner rather than later include:

- refocusing urban growth back on Lismore CBD supporting its revitalisation;
- supporting the revitalization of North Lismore facilities and infrastructure;
- providing an additional land supply source to those east of the CBD; and
- taking pressure off the Ballina Road corridor.

Section B – Relationship to Strategic Planning Framework

Is the planning proposal consistent with the objectives and actions contained within the Far North Coast Regional Strategy?

Yes - The proposal is identified in the Far North Coast Regional Strategy (DoP, 2006) as a proposed future urban release area on sheet 4. As shown within Attachment G (enclosed separately) the Winten/Riordan study area is larger than the area identified in the FNCRS and this is addressed in more detail later in this report. It is recommended in this report that the Winten/Riordan study area be adopted by the NSW Department of Planning as the revised future urban release area on sheet 4 of the FNCRS.

The planning proposal will assist in achieving the aims of the FNCRS as follows:

- important environmental and cultural areas will be protected in the NLP through environment protection zones and structure planning from the outset
- residential development in the NLP will only occur outside of flood affected land or excessively steep land and will be located to avoid visual impacts
- with a potential yield of 1200 to 1500 dwellings and a likely long term population of about 2500 people the NLP will be a significant contributor to catering for the region's expected 26% population increase
- Lismore is one of three identified major regional centres and needs to cater for its share of the 35% of expected regional growth (about 7000 people over 25 years)
- promoting the NLP is consistent with the FNCRS aim to encourage population growth west of the pacific Highway and alleviate pressure on the coast.

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

Yes – 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 the NLP as land which can be developed 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 NLP 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 NLP 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.

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

The proposal is consistent with applicable state environmental planning policies. Refer to the checklist against these provided as Attachment H (enclosed separately) to this report.

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

The proposal is consistent or generally consistent with applicable Section 117 Directions. Refer to the checklist against these Directions provided as Attachment I (enclosed separately) to this report. In relation to Section 117 Direction 5.3 the entire area subject to the planning proposal is not identified as State significant farm land. A large part of the site is Regionally significant farm land, but all except

approximately 45 ha of this is identified in the FNCRS as a future urban growth area. The 45 ha that is not within the FNCRS, but is subject to this planning proposal is located at the northern end of the site near McLeay Road. Excluding it from the NLP study area would not ensure its viability for agriculture as it would be adjacent to a new urban area. It should also be noted that the FNCRS is under review and this area is recommended by Council for inclusion in the revised FNCRS.

Section C – Environmental, social and economic impact

Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected as a result of the proposal?

No - An environmental assessment was undertaken in 1994 for the area zoned 1(d) Investigation. This assessment indicates that parts of the site contain native vegetation of medium conservation value, and that it has wildlife corridor values. It also concluded that the Common Planingale and five species of bats may use the subject land. It did not locate any koalas on the site.

The significant vegetation on the site is proposed to be zoned 7(a) Environment Protection (Natural Vegetation and Wetlands) zone or 7(b) Environment Protection (Habitat) zone which will provide for its on-going conservation and management. Therefore the planning proposal's intention is to protect the critical habitat or threatened species, populations or ecological communities. All wildlife corridors will be maintained. Although updated studies for flora and fauna will be required, the intent will be to protect significant vegetation and habitat on the site.

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

Stormwater quality and quantity will be important environmental issues to manage as this largely rural catchment becomes urbanised over time. This issue is being considered from the outset with inclusion of areas suitable for stormwater retention and treatment systems in the NLP study area. More detailed work needs to be done.

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

The intended development of a new urban 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, which will generate significant employment over the construction phase of the development. It is generally accepted that for every \$1 million 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 NLP community will generate demand for schools and tertiary education facilities as well as increased usage of sporting and recreation facilities and infrastructure.

The Dunoon Road Planning Study included an archaeological assessment which was conducted by a qualified archaeologist accompanied by two representatives of the Ngulingah Local Aboriginal Land Council. It concluded that the Study Area had no Aboriginal heritage issues, although the North Lismore area generally had significance due to traditional values associated with the showground and post contact sites to the south of the study area. Additional consultation with the local Aboriginal community is warranted as the planning proposal progresses.

A dry stone wall (about 300m in length) is located to the northwest of the Study Area and does have some heritage value and is likely to be worthy of protection.

No adverse social or economic impacts are predicted.

Section D – State and Commonwealth interests

Is there adequate public infrastructure for the planning proposal?

In terms of utility infrastructure some work has been undertaken to support the planning proposal. For water supply (attachment enclosed separately) the investigation revealed that an initial stage of 200 residential lots within the NLP can be serviced by the existing Tullera Reservoir with the provision of a new 300 mm carrier main from the reservoir to the plateau. A booster pump station will be required to ensure sufficient pressure to all lots. Beyond 200 lots a new 2.5 ML reservoir adjacent to the Tullera Reservoir is required together with upgrading the carrier main from Howards Grass via a 250 mm trunk main approximately 2620 m in length. The cost of these works is attributable to the proposed development. Rous Water has confirmed the provision of bulk water supply to the NLP is available.

Council engineers would like to see a water reticulation system that is not dependant on booster pumps to maintain pressure as a gravity system is more energy efficient and can still deliver water at pressure even when power is not available. This will need to be investigated further.

For sewerage (attachment enclosed separately) the proposal is for reticulated sewerage throughout the proposed urban areas with a transfer route using public access and the existing bridge across Leycester Creek through to the South Lismore Sewage Treatment Plant. The external components will comprise a gravity main, sewer pump station and rising main. The capacity of the South Lismore STP to cater for the demand has been assessed at between 600 ET (equivalent tenements) and 2000 ET subject to design. Although this is a broad range of capacity that needs to be further examined it is clear there is some capacity at the STP at least for the initial stage or stages of the development.

Council engineers consider that conclusions regarding the capacity of South Lismore Sewage Treatment Plant (SLSTP) to accept further load from the proposed North Lismore Plateau development are subject to the conclusions of the proposed SLSTP Investigation Study that Council is currently in the process of commissioning.

Assuming that the NLP will yield approximately 1500 lots, a traffic impact assessment (provided as an attachment to this report) concluded that:

- vehicle access is likely to be off both Nimbin Road and multiple locations along Dunoon Road (MR 306)
- based on advice from the RTA Guide to Traffic Generating Developments, the proposed development of 1500 lots could generate some 1275 vehicle movements during the peak periods and 13500 throughout the day. It is considered that the major attraction would be towards the Lismore CBD and that access via Alexandra Parade and Winterton Parade would be desirable for future residents of the subject site
- there are minimal delays for the existing road users and it is considered that the additional traffic flow associated with development of the subject site will have a minimal impact upon the overall operation of the road network
- the intersection of Winterton Parade and Orion Street suffers from some delays but also creates some safety concerns due to limited visibility at this location. The provision of a roundabout at this location will aid the safe operation of this intersection
- one of the main access points for the development will be a 4-way intersection of Alexandra Parade and Dunoon Road. It is considered that this intersection should be upgraded to a 4-way roundabout control, for ease of traffic movements and to act as a gate way treatment for traffic entering the urban speed limit of 50 km/h within Lismore
- the intersection of Alexandra Parade and Winterton Parade should be altered to reflect the change in priority for the dominant traffic movements
- beyond the development of approximately 500 lots, the continual use of the route via Alexandra Parade and Winterton Parade could change with the provision of the additional bridge crossing proposal supported by Council. Once this is constructed the traffic movements between the subject site and the Lismore CBD could alter considerably and should be reviewed at that stage

- a footpath / cycleway should be provided along Alexandra Parade to connect to the existing footpath / cycleway on Winterton Parade for access between the subject site and the Lismore CBD.

The site is well located in relation to existing public transport infrastructure, utility services, roads and essential services. Being in proximity to the Lismore CBD, all essential services such as schools, sporting facilities, hospitals, police and ambulance are also available.

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

The State Government will need to be consulted in relation to potential for impacts on schools in proximity of the site and its interest in obtaining a school site within the NLP. NPWS will need to be consulted in relation to remnant habitat areas. The RTA will need to be consulted in relation to Dunoon Road which is part of Main Road 306 (MR 306) and is classified regional. It is appropriate to refer the planning proposal to the Lismore Local Traffic Committee to seek its views on the options being considered.

There are no Commonwealth public authorities directly impacted by the planning proposal.

Community Consultation

It is considered that community consultation for the planning proposal should, as a minimum, comprise an exhibition period of not less than twenty eight (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 affected and 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
- indicate the closing date for submissions.

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

- the planning proposal, in the form approved for community consultation by the Director General of Planning
- the gateway determination
- 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.

In the interest of keeping communication open from the outset, key stakeholders will be contacted directly to ensure that they are aware of the planning proposal and are given the opportunity to communicate their concerns and ideas in regards to the development. These will include the Ngulingah Local Aboriginal Land Council, the Banyam/Baigham Landcare Group, the Showground trust, the Lismore Saleyards management group, the North Lismore Progress Association, the Richmond River High School and the owner of adjacent industrial land.

Design charrette workshop

As a result of the resolution by Council of 9 February 2010, a design charrette workshop was held in the Council Chambers on 16 and 17 December 2010. It was chaired by an independent urban designer and in attendance were a range of Council staff from all Departments, representatives of the Winten/Riordan groups and other professionals with expertise in the process. The purpose of the workshop was to assess key issues relating to the NLP and establish if there are matters that would be fatal to a rezoning for residential development. It also aimed to establish if available information is sufficient to put together a planning proposal for reporting to Council in early 2011.

The key issues of traffic, water, sewerage and the showground noise were discussed and subject to further assessment and reports it was agreed that these issues were not fatal to the proposed residential rezoning. The potential socio economic benefits of the proposal proceeding were also discussed.

The available information (subject to some additional reporting) is likely to be sufficient to proceed with commencing the planning proposal. It was generally agreed that the new study area boundary for NLP should become the boundary in Council's LUS and in the FNCRS. The existing LUS area identified greenfield sites that were physically unconstrained, exhibited attributes that will make them desirable to homebuilders in the current market place and are capable of being serviced and developed in a cost effective manner. The Winten/Riordan study area does include some slightly steeper lands (on the plateau edges) and some flood fringe areas (North of Lismore showground on the Dunoon Road). However, this partly constrained land has been included to allow it to be considered for non residential uses and will not in itself be nominated for residential development. The Winten/Riordan study area otherwise does meet the LUS criteria.

The Winten/Riordan study area is approximately 345 ha in total and is based on the following:

The western boundary is the 70 m contour; the southern and south eastern boundary is the 70 m contour; the eastern boundary is predominantly Dunoon Road with the exception being the omission of flood prone lands near the cattle yards and west of Tweed Road; the northern boundary is the rural residential land at the top of Dunoon Road.

A preliminary draft concept plan for the Winten/Riordan study area was prepared as a result of the design workshop and this is provided as Attachment 1. The purpose of the concept plan is to give a general overview of how much of the study area may be suitable for urban development and generally how this might be serviced by roads and other utilities. It can then be amended and change over time as new work is undertaken and the site constraints and opportunities are better understood.

It is not recommended that this preliminary draft concept plan be adopted by Council at this stage of the process or be regarded by the public as a final basis for future land use zones.

Council landholdings

Lismore City Council is a landholder in the Winten/Riordan study area. The Council lands were also within the LUS and FNCRS areas. Council lands (shown in Attachment 2 and below) include the following:

Lot 12 DP 844585 (126,800 sq m) - Operational Land.

This lot includes the disused quarry in the southern part of the site.

Lot 1 DP 772627 (186,700 sq m) - Operational Land.

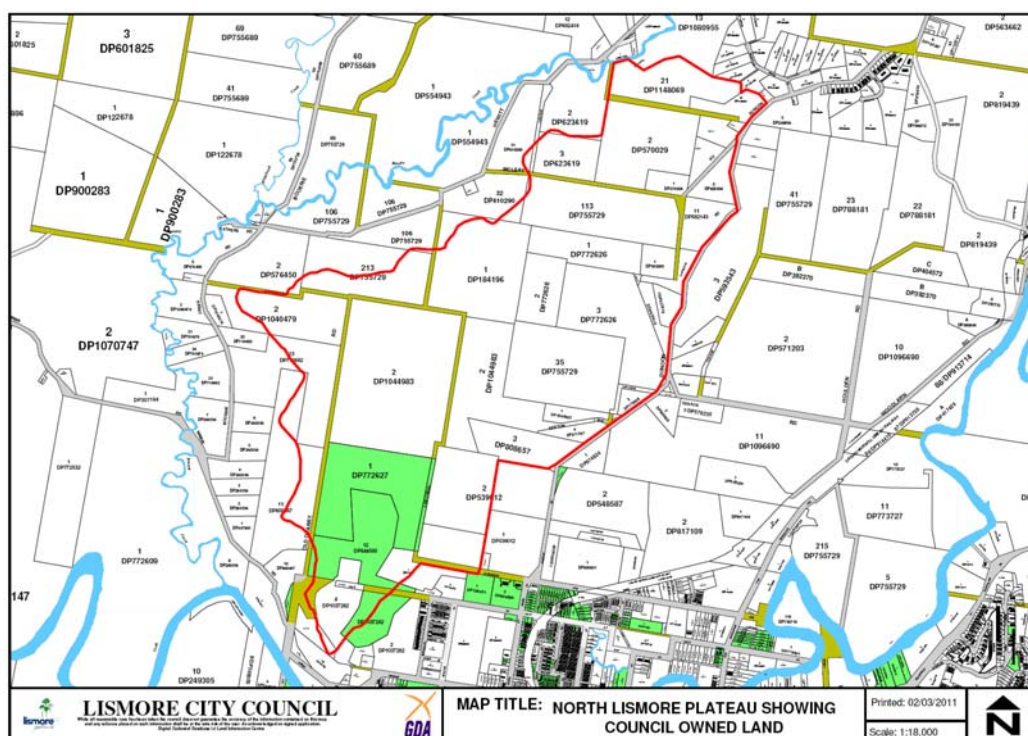
This lot includes most of the land immediately surrounding the disused quarry.

Lot 1 DP 118556 (9,641 sq m) - Operational Land.

This lot is a narrow strip of land that would have been a road reserve and is immediately adjoining the eastern boundary of Lot 1 DP 772627.

Part Lot 3 DP 1037282 (53,660 sq m) - Community Land.

This lot is only partly within the study area and is located in the south eastern corner. It is quite steep and vegetated.



Some of the area surrounding the disused quarry may yield land that is suitable for residential development. Access to the quarry may need to be restricted for safety reasons and the quarry and its surrounds will need to be assessed for land contamination as a result of past land use.

Council has owned the land for some time and used to operate the hard rock quarry. The Council land is currently mostly zoned 1(d) Investigation zone and has been under consideration for its future development potential since 1992. Part Lot 3 DP 1037282 is zoned partly 1(d) Investigation and partly 1(a) General Rural zone. The Council land was included in the Dunoon Road Planning Study in 1994. It is currently part of the NLP as identified in both the Lismore Urban Strategy and the Far North Coast Regional Strategy.

There are two implications of Council being a landholder. If Council wishes to develop a parcel of land that it owns as residential land, it must first be classified as Operational Land under the Local Government Act 1993. It can be rezoned for residential, open space or environment protection, but if it is to be developed as residential land and sold, it needs to be classified as Operational. All but one piece of Council land is already Operational. The land that is currently Community land is unlikely to have any residential potential and it is not recommended at this stage that Council change its status to Operational. The second implication is that Council will be required to contribute to studies and potentially, depending upon its role in the project, servicing costs proportional to its likely residential lot yield from the development in the long term. Post gateway determination, a report to Council will be prepared outlining Council's options for involvement in the project, including cost estimates and risk analysis.

Noise impacts and the Lismore showground

The Lismore showground is known to emit loud noise when it hosts events such as the Lismore Speedway. Rezoning land for residential purposes that is blighted by noise to the extent that the residents cannot enjoy the use of their own home or yard without suffering offensive noise is not good planning practice. The 'tools' that will be required to manage the matter of noise emissions from the showground and potential land use conflict include:

- built design (structures and landscaping)
- buffers (separation of uses to allow sound to dissipate)
- management (formal regulatory notices, noise management plan & community consultation/information)

The existing showground complex will have little opportunity to address noise emissions through built design and will rely heavily on management frameworks, whereas the North Lismore Plateau will have considerable opportunity to incorporate acoustic design.

The recognition of the importance of developing a Noise Management Plan for the Showground is critical to demonstrate an intended strategy for potential land use conflict. This is an issue that can be addressed on this site and should be dealt with more closely as the planning proposal proceeds and more detail is available on where different urban land use may be likely to occur.

Amending the Lismore Urban Strategy (LUS)

The current LUS identifies an area of approximately 128 ha that encompasses most (but not all) of the 1(d) investigation zoned land in the NLP. It is an area that is substantially based on the 100 m contour on the topographic map of the locality (attachment enclosed separately).

In order to keep the various strategic documents consistent it is important that the NLP area in the LUS be modified to be consistent with the Winten/Riordan study area that is the subject of this planning proposal. The proposed study area is approximately 345 ha in total and represents the broader area within which there is likely to be areas suitable for residential and other urban purposes such as local shops, parks, open space and a school site if required.

Once the proposed study area is adopted the revised LUS could be exhibited publicly with the planning proposal to demonstrate the consistency between the documents. It is recommended that the North Lismore Plateau as identified in the Lismore Urban Strategy area be amended to align it with the larger planning proposal area.

Amending the Far North Coast Regional Strategy (FNCRS)

The FNCRS was prepared in December 2006 and includes the NLP as a proposed future urban release area on sheet 4 of its town and village growth boundary maps. The area identified in the FNCRS is shown in the separately enclosed attachment and is approximately 160 ha. It encompasses all of the current LUS area plus an area at the northern end that covers the 1(d) investigation zoned land. It also includes an area of land that is neither in the LUS or zoned 1(d) investigation.

In order to keep the various strategic documents consistent it is important that the NLP area in the FNCRS be modified to be consistent with the Winten/Riordan study area that is the subject of this planning proposal. The proposed study area is approximately 345 ha in total and represents the broader area within which there is likely to be areas suitable for residential and other urban purposes such as local shops, parks, open space and a school site if required.

The FNCRS stated that it would be reviewed every five years and it is understood that the NSW Department of Planning is currently undertaking a review. It is appropriate that the Lismore City Council notify the Department that the FNCRS be amended to be consistent with the revised LUS and planning proposal area.

It is recommended that Council request that the Department of Planning amend the North Lismore plateau as identified in the FNCRS to align it with the larger planning proposal area and revised LUS area.

Sustainability Assessment

Sustainable Economic Growth and Development

Urban expansion in any location will generate costs for the community as it encourages population growth and this in turn creates demand for Council services such as libraries, sporting facilities, open space and utility infrastructure such as roads, water, sewerage and waste disposal. However, it also increases Council's rate base and development contributions can be collected to upgrade or expand services and infrastructure and off set the increased costs that come with population growth. If the NLP is developed it will generate employment in the land development industry including road and utility construction and building related employment. It will have a positive effect on the Lismore economy, particularly the Nth Lismore area and the Lismore CBD as the residents of this area will feed directly into this economy and not be drawn towards the Ballina economy. Additional work is require to assess and upgrade sewer, water and transport infrastructure (including bike and pedestrian paths),but this can be master planned from the outset given the opportunity of working with a small number of larger "players" rather than a mix of land owners. The planning proposal to commence the rezoning of NLP is consistent with the land use priorities of the Community Strategic Plan, the Regional City Plan and the Lismore Urban Strategy.

Social Inclusion and Participation

In providing additional residential land through this planning proposal the master plan will reflect the diverse needs of the Lismore community by providing a range of residential densities and types including aged care accommodation and affordable housing. Over time the NLP will provide for local parks and open space, local shops, child care facilities, and education facilities as well as meeting places. Any Aboriginal cultural heritage or objects or places will be identified (none are currently known) and preserved. European heritage will also be protected - an old stone wall is the only item known to exist on the site. As a new urban area the community will fit well socially with the existing North Lismore community and use its sporting facilities, the Richmond River High School, the showground and the nearby employment lands. The site is well placed to fit into the existing Lismore City urban fabric and build on existing infrastructure and facilities. It will revitalise North Lismore and the CBD and help bring the social and economic focus of Lismore back to its original centre. It will help retain facilities and won't cause any to be lost.

Protect, Conserve and Enhance the Environment and Biodiversity

Storm water quality and quantity will be key issues to manage from the outset as the NLP becomes more urbanised and urban runoff increases due to the inevitable hard surfaces. Best practice water cycle management will need to prevail from the outset to ensure the rehabilitation work undertaken down stream of the NLP is not jeopardised. Ample land is available in the revised study area to allow for this. Biodiversity on the site will be protected through environment protection zones inclusive of wild life corridors and important remnant habitat. This will likely include red gum forest known to occur in the south and dry rainforest areas across the plateau. Once urban boundaries are established there will be significant opportunity for rehabilitation and regeneration of areas cleared in the past to actually increase the biodiversity and habitat value of the site. Its proximity to North Lismore should enable non car based transport options to be implemented such as bikes, pedestrian paths and bus services. The carbon footprint of the new urban area can be an issue addressed in master planning from the outset.

Best-Practice Corporate Governance

The planning proposal is at the start of a longer process that will require detailed community consultation when more information is available and recommendations on developable areas and likely land use are firmed up. To date the design workshop has been inclusive of all Council departments in an attempt to keep them informed and allow them to participate from the beginning in decisions about the NLP. Servicing and infrastructure will be key factors in staging and the costs of the proposed urban area and more work is needed before some of the decisions can be made. However, there is sufficient information to allow the planning proposal to proceed to the gateway stage where the Department of Planning can decide on the extent of additional work required. There is also sufficient information to support a revision of the NLP study area in the Lismore urban Strategy and request that the Department of Planning amend the Far North Coast Regional Strategy to be consistent with Council's position.

Comments

Finance

As indicated in the report, post gateway determination by the Department of Planning, a report will be prepared outlining Council's options for involvement in the project, including cost estimates and risk analysis.

Other staff comments

Social Planner

This is a welcome development for Lismore however care needs to be taken to address the needs of the North Lismore community and support local social infrastructure that will be required as a result of placing an additional 3,300 people in this area (over a period of time).

Housing in Lismore

With an increase in lone person households and an ageing population, Lismore requires diversity in housing stock, in particular one and two bedroom units or "granny flat" type accommodation. How will this be addressed?

Population

Currently there are 852 residents in North Lismore - 2% of Lismore's population. 4.7% are indigenous (3.7% Lismore). There are strong ties with local Widjabul indigenous communities – how will the proponents consult with the local aboriginal communities?

Currently there are 310 dwellings with a proposed 1,500 additional dwellings (staged). This will add 3,300 people in the North Lismore area resulting in a 440% increase in the North Lismore population.

Character of North Lismore

It is important that a DCP for this new urban area, address the issue of urban character, so that it is consistent with that of the existing North Lismore area.

Social Infrastructure

An addition of 3,300 people will require significant increases in social infrastructure. It is not enough to say that Lismore has high levels of social infrastructure and that NLP residents will access community services/facilities in the CBD. Lismore does not have adequate social infrastructure and this proposal will cause additional stress to an inadequate system. In particular, the following would need to be provided with in the development:

- one or two parks/open spaces with embellishments
- a community meeting place
- a primary school
- a pre school
- public transport and associated infrastructure.

Area wide community facilities will also need to be upgraded or expanded due to increased demand from this growth in population.

Social Impact Assessment

A full Social Impact Assessment will need to be completed.

Consultation

For a development of this size, it is recommended that post the gateway determination the proponents and Council should engage early in the planning process, with the key community groups in the area e.g. the North Lismore Progress Association. Face to face and early engagement is essential.

Business Facilitator

CBD revitalisation

- The NLP size and location offers much to the revitalization of the CBD of Lismore
- The NLP development also offers an opportunity for the revitalization of the North Lismore urban area
- The development of the NLP land will move the residential demographic centre of gravity in two ways, firstly the centre presently favouring Ballina (vs Lismore) will move closer to Lismore, secondly the centre presently favouring East Lismore (vs North Lismore) will help balance North Lismore and will centralize the CBD to both of these important residential spaces
- This offers a natural social and economic orientation back towards Lismore CBD
- Casino is seen as a major new hub for employment and as such offers drivers for Lismore especially as regards light service industry. Being a key regional service centre Lismore has the capacity to host economic growth and service growth (recent Business Survey data)
- NLP will generate Increased 'to and through' traffic for the CBD thus enhancing the CBD's function as a natural stopping/shopping/impulse buying centre
- In combination the development of the NLP presents a huge opportunity to increase CBD investment, increase industrial investment, increase jobs, and reduce CBD retail space vacancies.

New large land supply, out of flood, with excellent amenity

- NLP is very close to recently rezoned employment lands
- Lismore City currently and in recent history has an excess of demand over supply for employment generating and residential land i.e. it's not that people don't wish to live in Lismore, but rather that choice and suitability are determining choices.

Reduced journey to work miles

- Live work and play locally
- Reduced family travel expenses/costs
- Reduced community carbon footprint.

Choice

- The NLP development offers a full spectrum of housing including high-end options for home owners.

Potential catalysts for change and/or quantum multipliers

- Removal of impediments to traffic flows
- Movement of more traffic through CBD
- Journey to work benefits and savings
- More dollars being earned and spent in Lismore
- More dollars turning more times in Lismore
- More local Lismore investment by investors and entrepreneurs and business people
- More construction work/development
- More Jobs
- More service work
- More lively City
- Greater residential population, greater rate base.

Environmental Strategy Officer (NRM/ Planning)

The following comments, on the submitted Planning Proposal (PP) for the North Lismore Plateau (NLP), are provided in regards to **open space and recreation planning**:

The need for open space and recreational facilities to be provided *within* the proposed urban residential development, to service the needs of the projected population on the plateau, is identified in the following studies cited in the PP report:

- Dunoon Road Planning Study
- Lismore Regional City Plan 2005.

Other than this, the PP report does not discuss the open space or sport and recreation contexts further. The 'Draft Preliminary Structure Plan' for the proposed development shows potential open space areas which have been identified by a sieve mapping process. In general these areas can be described as lands constrained due to:

- topographic features such as excessive slope
- the presence of existing native vegetation
- land for drainage purposes, including existing waterways.

It is recommended that the PP report mention the following:

1. Lismore City Council is currently preparing a 'Sport and Recreation Plan', which will provide a strategic planning framework for future development of sport and *active* recreational facilities, services and programs within the local government area (LGA). Completion of the report is anticipated by June 2011. The completed report will help to inform analysis of community needs and the planning of *active* recreational facilities within the proposed NLP development.
2. Post the gateway determination, the masterplanning and design development of future open space areas within the proposed development will need to be responsive to the following considerations:
 - conserving and enhancing the ecological values of the land, including consolidating patches of significant native vegetation and fauna movement corridors
 - servicing the recreational needs of the community at regional, local and neighbourhood scales
 - promoting walkable communities and reducing car usage
 - encouraging active, healthy lifestyles at all stages of life
 - Rehabilitating contaminated and degraded lands
 - Conserving significant views and landscape visual amenity.

3. From an initial site inspection, it seems that the Council owned land which is located at the southern end of the study area and includes the decommissioned quarry, has attributes which give it high potential for future development as quality parkland. The land is elevated with significant views to the surrounding rural landscape and mountains of the north coast hinterland. The land above the quarry face has views to both the east and west and receives desirable cooling breezes. The quarry face itself is a landscape feature which could be enhanced by night-lighting and has potential as a recreational climbing wall (subject to engineering stability assessment). The quarry face is well-sited within an area of relatively level land, such that risks could be managed with appropriate measures such as earthworks, regrading, revegetation and fencing. Located at the southern-most extent of the study site, this land also has proximity to Lismore CBD, existing parkland areas and the Wilson Street bridge to the south. The land has potential to provide green, off-road, pedestrian and cycle links between the proposed residential development and existing employment and recreation lands.

Manager Assets

Water

The proposed development can be serviced with water reticulation. Some issues would need to be resolved regarding the provision of the required capacity and whether an additional reservoir or pump booster station is the most appropriate way to deal with this. These matters would be assessed and negotiated with the developer in the normal way as part of a formal application to Council for rezoning, subdivision etc.

Wastewater

The proposed development can be serviced for wastewater disposal. Some issues need to be resolved regarding:

- Capacity of the South Lismore Sewage Treatment Plant
- Timing of any required upgrade to the South Lismore Sewage Treatment Plant
- Explore alternative solutions to upgrade of South Lismore Sewage Treatment Plant
- Who pays for any upgrades etc. and value of any offsets to Section 64 charges.

These matters would be assessed and negotiated with the developer in the normal way as part of a formal application to Council for rezoning, subdivision etc.

Council Land

Parcels of Council owned land are included in the current proposal. It is understood that this does not commit Council to any future action to actually develop the land in accordance with this proposal. Should the proposal be approved by the Minister, i.e. proceed through the gateway, a separate report would be presented to Council addressing the following issues:

- whether Council wishes to proceed to develop the land.
- what options might be available to Council to proceed with a development.
- likely costs to Council.
- mechanisms that could be used to engage with other parties/land owners that wish to progress a development in accordance with the planning proposal.

Environmental Strategy Officer (Environmental Education)

At Section C – Environmental, Social and Economic Impact, the proposal states “It is unlikely that the planning proposal would have any other environmental effects” after discussing wildlife and vegetation on the site. My comments are:

Urbanisation of the North Lismore Plateau will increase stormwater runoff generated which will be discharged with some impacts on the downstream system, Slaters Creek then the Wilsons River. Post

the gateway determination, a detailed 'Stormwater Management Plan' will be need to be prepared which incorporates 'water sensitive urban design' principles and best practice, to mitigate potential effects on these downstream receiving environments, as identified below:

- Increased volumes have the potential to erode the natural banks of Slaters Creek particularly where it is very confined west of Bridge Street.
- The Banyam/Baigham Landcare Group is partnering with LCC to revegetate the creek corridor from Alexandra Parade to Bridge Street. New plantings of native species along the banks are likely to be impacted by increased runoff from the NLP proposal.
- Two 2 threatened flora species are present along the watercourse, Thorny Pea (*Desmodium acanthocladum*) and Fragrant Myrtle (*Gossia fragrantissima*).
- Stormwater infrastructure (pipe work) within the showground is very old with no pollution control devices and may be unable to cope with increased volumes and require upgrading.
- After being piped under the showground stormwater enters the creek system (at Alexandra Parade). Directly downstream the creek is already blocked with sediment and may benefit from dredging to increase capacity.
- LCC plans to create an offline Stormwater Treatment Wetland in this area.

Senior Strategic Engineer

Traffic

The document submitted by Better Transport Futures represents a preliminary assessment/investigation into the impact on the local North Lismore road network and current traffic flow patterns likely to be generated from the proposed North Lismore Plateau Development. The report could be considered preliminary and tends to be more subjective rather quantitative. This is understandable as no allotment layout has been proposed nor points of access to the existing network defined. The report did not seek to determine the location of these access points.

The report did confirm that the following issues need to be considered in the planning process

- The Bruxner Highway Corridor study did consider the traffic generated by the North Lismore Plateau
- The Bruxner Highway Corridor study demonstrated capacity constraints in the road network but it did not take into account the capacity of the Alexandra Road/Winterton Parade (Simes Bridge) route
- Only a few accidents have been recorded along this route to date
- Winterton/Orion Street intersection suffers some level of saturation (delays) during peak traffic times i.e. start and end of school. It also has visibility problems.
- The report recommends the construction of a roundabout at the Winterton/Orion Street intersection would resolve the problems. The report did not comment of the feasibility of construction of the roundabout.
- The four way intersection at the Dunoon Road/ Alexandra Parade has been identified as highly likely and suggested the provision of a roundabout which in turn can act as a gateway feature to the city
- As the development of each allotment progresses, there will be a shift in the traffic flow patterns at the Alexandra Parade/Winterton Parade intersection. Traffic priority will move from Winterdon Parade being the predominant through route to Alexandra Parade/Winterdon Parade being the predominant flow. This will result in the reconstruction of this intersection in the future.
- The report does not canvass in detail the extent of the impact of the provision of a fourth bridge rather they note that it could alter the Alexandra Parade/Winterdon Parade traffic route.

Railway Crossing

The report did not examine the railway underpass or level crossing. This was disappointing as it will impact the type and volume of traffic using the Alexandra Parade/Winterdon Parade route.

Traffic Counts

The report provides details of the peak hour traffic for Dunoon Road, north and south of Alexandra Parade and Alexandra Parade. It identifies all roads are currently functioning at the highest level of service.

The morning peak on Simes Bridge has a dominant flow of 525 vph toward the CBD and 180 vph towards the north. This is still at the best level of service but the addition of North Lismore Plateau traffic will reduce the level of service. The report is silent regarding the extent of the impact North Lismore Plateau traffic will have during peak times and the possible likely delays. The peak traffic is specifically related to school generated traffic. In the evening the flow is reversed with 210 vph to the north and 134 vph to the CBD. There is a noticeable reduction in traffic after 4.00pm

Winterton Parade/Orion Street Intersection

The current dominant peak hour traffic flow through this intersection is to Woodlawn College and Richmond River High. Some delays may be experienced

Fourth Bridge

The report states the previous LCC traffic studies have taken the North Lismore Plateau into consideration; however the role of the Simes Bridge has been played down or ignored. Consequently encouraging this traffic to use the Alexandra Parade/Winterton Parade route will delay the time frame for the construction of the fourth bridge.

Road Safety

The network generally has a low level of traffic incidents. The additional traffic will have an acceptable impact given the compliance with current design standards. Winterton Parade/Orion Street has existing visibility problems. This can be addressed by upgrading the intersection.

Capacity of Alexandra Parade/Winterton Parade

The report claims that Alexandra Parade/Winterton Parade has the capacity 5,000 to 10,000 vehicle per day (vpd). *(Note – at 10,000 vpd traffic on a two-way, two lane road is likely to experience unstable flow, congestion with intolerable delays)* Alexandra Parade is currently carrying 3,500 vpd. When fully developed the North Lismore Plateau generates 13,500 trips per day. There is scope within the capacity of Alexandra Parade to handle 50 % of the traffic from the development before augmentation. *(Note this does not allow for growth in the existing traffic or that by improving the Dunoon Road/ Alexandra Parade intersection more traffic will be attracted from the Dunoon Road)* The report suggests a 10 year time frame before the site is fully developed. On this basis it can be interpolated that Alexandra Parade and Winterton Parade will have 5 Years before they need to be upgraded.

Summary

- The Alexandra Parade/Winterton Parade does provide a viable alternative route between the proposed development and the CBD.
- The Winterton/Orion Street will be required to be upgraded with a roundabout being a possible solution
- Alexandra Parade/ Dunoon Road to be controlled by a roundabout
- Footpath/cycleway along Alexandra Parade connecting the Winterton Parade path thereby encouraging pedestrian access to the CBD
- 500 lots will be a trigger point for further review of network performance and consideration of a fourth bridge
- Alexandra Parade/Winterton Parade only has sufficient capacity for 500 – 600 lots
- There are no red flags at this stage but the report should have addressed the railway line issue

Ecologist

Stage 1 - Ecological and Riparian Issues

It is appreciated that in strict accordance with the EP&A Act 1979 a Flora and Fauna Assessment is required at the DA stage for the subdivision, however, given the amount of vegetation located on the subject site and the topographic constraints of the subject site it is recommended that the applicant is required to submit a "comprehensive" Flora and Fauna Assessment to support the Planning Proposal.

The Flora and Fauna Assessment supporting a Planning Proposal will be assessed in accordance with the following NSW State Government Guidelines for the EP&A Act/TSC Act/FM Act:

- DEC (2004). Threatened Biodiversity Survey and Assessment: Guidelines for Developments and Activities (working Draft). Department of Environment and Conservation NSW, Hurstville, NSW.
 - Pay particular attention to the structure and content guidelines detailed in Table 3.4 as I essentially use this as a checklist.
- DECC (2007). Threatened Species Assessment Guidelines: The Assessment of Significance. Department of Environment and Climate Change NSW, Sydney South, NSW.
 - In regards to threatened species, populations and EECs and their habitats, I pay particular attention to the local rather than the regional context

The documentation supporting a Planning Proposal is assessed in accordance with the following NSW State Government Guidelines for the Water Management Act 2000:

- In-stream works
- Laying pipes and cables in watercourses
- Outlet structures
- Riparian corridors
- Watercourse crossings.

Stage 2 - Vegetation Management Plans (VMP)

For most Planning Proposals which affect/have the potential to affect native vegetation and/or riparian areas, conditions of consent may include conditions for rehabilitation/regeneration of native vegetation and restoration of riparian vegetation. It is highly likely that as a condition of consent vegetation management works will need to be incorporated into any Planning Agreement entered into with the applicant. If this is the case, the planning and implementation of these works would need to be carried out under the auspices of a VMP.

In the absence of comprehensive guidelines from DECCW, LCC has developed its own guidelines for VMPs. These guidelines are available at Council's web site.

Public consultation

It is considered that, as a minimum, community consultation for the planning proposal should comprise an exhibition period of not less than twenty eight (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 affected and adjoining landowners.

The timing for community consultation will be when the Department of Planning has advised of its requirements for supporting information and the studies have been undertaken to the satisfaction of Council. At this point there will be a clear picture of the developable area on the subject land and a concept plan for how land use might occur. Council may also at this point have a draft Development Control Plan, draft Section 94 contributions plan and/or draft planning agreement that it wishes to exhibit simultaneously with the planning proposal.

Conclusion

The planning proposal submitted from two groups representing various landowners on the North Lismore plateau has merit and is worthy of Council support. Based on available information the planning proposal substantially complies relevant SEPP's and Section 117 Directions, Council's key strategic documents including its Community Strategic Plan, Lismore Urban Strategy and the Regional City Plan. It also substantially complies with the Far North Coast Regional Strategy.

The planning proposal requests that an area similar to that identified in the Lismore Urban Strategy and far North Coast Regional Strategy (but larger) be rezoned for residential and environment protection purposes. There is sufficient information to enable Council to support the planning proposal and forward it to the NSW Department of Planning for its consideration and response.

It is appropriate that in supporting the planning proposal the North Lismore plateau as identified in the Lismore Urban Strategy be amended to align it with the planning proposal area.

As the Department of Planning is currently reviewing the Far North Coast Regional Strategy Council should also request the NSW Department of Planning to amend the Far North Coast Regional Strategy to align with Council's revised Lismore Urban Strategy and this planning proposal area in relation to the North Lismore Plateau.

Attachment/s

1. Council Owned Land
2. Draft Concept Plan
3. North Lismore Plateau Attachments A to I (Over 7 pages)
4. North Lismore Plateau Attachment J
5. North Lismore Plateau Attachment K
6. North Lismore Plateau Workshop agreed findings (16 and 17 December 2010)

Recommendation

That Council:

1. Agree to support the planning proposal as outlined in this report for the revised North Lismore Plateau study area being the Investigation Study Area shown as a red outline in attachment G and forward it to the NSW Department of Planning for its consideration and processing through the planning gateway.
2. Amend the 'Lismore Urban Strategy 2003' in relation to the land release sequencing as outlined in this report and the area of the North Lismore Plateau as shown on maps 11, 13 and 14 of the strategy (attachment J), to align this area with the revised map referred to in recommendation (1).
3. Publicly exhibit the changes to the 'Lismore Urban Strategy 2003' referred to in recommendation (2), for a period of 28 days.
4. Request the NSW Department of Planning to amend sheet 4 (attachment K) of the 'Far North Coast Regional Strategy 2006' to align the area of the North Lismore Plateau with the revised map referred to in recommendation (1).

