



**BALLINA SHIRE COUNCIL**  
**GROWTH MANAGEMENT STRATEGY**

**DRAFT**

**April 2012**

## EXECUTIVE SUMMARY

The purpose of the Ballina Shire Growth Management Strategy is to provide the framework for managing population and employment growth in Ballina Shire, with respect to residential, commercial and industrial development opportunities, over the planning period of 2012-2031.

The strategy provides for growth by outlining the process for Council's consideration of significant changes to Council's land use planning regime. The strategy sets out local growth management arrangements for each of the shire's urban localities. These outline the desired future character of the particular locality, identify key locality objectives and proposed actions to give effect to those objectives.

The document also identifies 'strategic urban growth areas', in non-urban parts of the shire that appear at a broad strategic level to have potential to accommodate future urban growth. These strategic growth areas will be subject to detailed consideration through the statutory rezoning process prior to the land being available for development. Such considerations will include the analysis of environmental constraints to development, and the capacity of urban and community infrastructure. Infrastructure requirements for strategic growth areas will be outlined in Infrastructure Delivery Plans (IDPs) prepared by the Council, prior to development occurring.

### DRAFTING NOTE:

The timeframe for the release of population data from the 2011 National Census data does not support its timely incorporation into the GMS. A subsequent population update will be provided following the release and analysis of the 2011 Census data.

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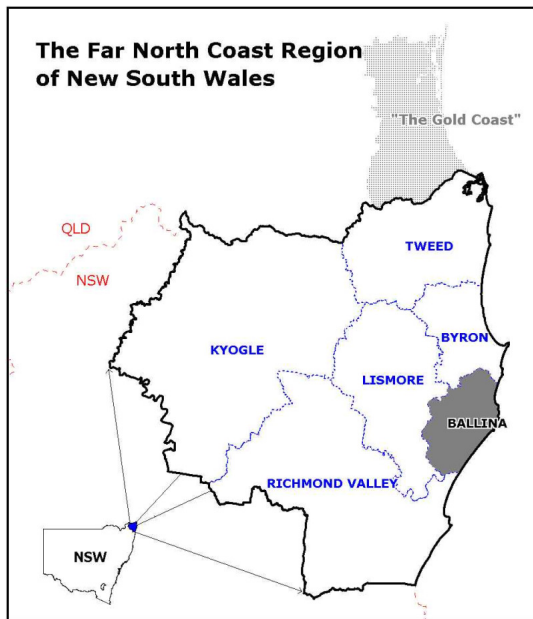
### VERSION MANAGEMENT:

<b>Title</b>	Ballina Local Growth Management Strategy 2012	
<b>Version history</b>	version	prepared/reviewed
	May 2008	SMS/SJB,MJW,KV,KS
	April 2012	SMS, MJW, SBS, KG
<b>Exhibited</b>		
<b>Adopted</b>		

# 1 Introduction

## 1.1 Background

Ballina Shire is located within one of the fastest growing regions of Australia, the Far North Coast of New South Wales.



The Region is located approximately 780 kilometers north of Sydney and 230 kilometers south of Brisbane. Ballina Shire is bordered by the Byron Shire to the north, Richmond Valley Shire to the south and Lismore City to the west. The Shire is also located in close proximity to the 'hot-spot' growth regions of the Tweed Shire coast, Queensland's Gold Coast and the south east Queensland area generally.

Council recognises that such a position necessitates careful planning to manage growth pressures to secure the long-term identity and well being of the community, and to retain the shire's intrinsic values.

## 1.2 Need for a Strategy

The preparation of a local Growth Management Strategy (GMS) has arisen due to the need to:

- Provide a strategic framework for future urban development in Ballina Shire;

- Identify lands which, subject to detailed environmental assessment and comprehensive structure planning, may be suitable for rezoning and development for urban purposes;
- Provide a framework for the assessment of development applications for new release areas, to ensure that the release of these areas occurs in a coordinated and integrated way;
- Provide a framework to identify future infill development areas and to inform the assessment of development applications in these areas;
- Establish the framework for Council's consideration of rezoning proposals, for lands identified within the strategy; and
- Assist, through the above, the coordination of State and Local Government (Council) functions including the provision of community services and infrastructure.

## 1.3 Relationship with Regional Planning Context

### 1.3.1 The Far North Coast Regional Strategy

The Far North Coast Regional Strategy (FNCRS), produced by the NSW State Government in 2006, is the principal planning strategy guiding future development of the Far North Coast region's settlements to 2031. The FNCRS has several key implications for planning undertaken by local councils, namely:

- A planning framework, including a settlement hierarchy, comprising cities, Major Regional Centres (Tweed Heads and Lismore), Developing Major Centres (Ballina), Major Towns (Murwillumbah), Towns (such as Byron Bay and Mullumbimby) and Inland and Coastal Villages (such as Bangalow and Lennox Head.);
- Establishing settlement 'footprints' within which future development will be

confined. No further land east of the Pacific Highway (2006 alignment) will be considered for future urban development, outside those areas already identified in councils' local strategies. The identification of additional lands west of the Pacific Highway in council strategies may be considered if consistent with the Regional Strategy's 'Sustainability Criteria'; and

- Setting down requirements for the preparation of Growth Management Strategies and new generation Local Environmental Plans.

This Growth Management Strategy has been prepared as required by the Far North Coast Regional Strategy and associated planning guidelines.

#### *Regional Strategy Actions*

The FNCRS identifies several 'actions' relating to 'settlement and housing' that underpin settlement planning in the region to 2031. These actions include:

- Local environmental plans, local growth management strategies and other statutory planning controls will align with the Regional Strategy's settlement network (as shown on the Housing Map) to contain the spread of urban development, efficiently utilise existing services and infrastructure, and protect areas of high conservation value.
- Tweed Heads, Lismore and Ballina will be promoted and supported as major regional centres of population and service provision for the region.
- Councils will review the building height

limits within the central business areas, major employment areas and major tourism areas of Tweed, Ballina and Lismore local government areas.

- Local environmental plans will ensure that all new development reinforces existing urban and rural centres, towns and villages.
- New development must be located in a manner that prevents ribbon or strip development along major roads and does not impact on the safety and efficiency of arterial roads.
- A land release staging program will be developed to ensure the orderly release of new housing.
- Where development or a rezoning increases the need for State infrastructure, the Minister for Planning may require a contribution towards the provision of such infrastructure.
- Councils will plan for a range of housing types of appropriate densities, location and suitability that are capable of adapting and responding to the ageing of the population.
- Local government will consider a range of affordable housing strategies, including forms of low cost housing, suitable zonings and development controls to improve housing choice, and specific schemes. These strategies must be consistent with relevant State policies.

#### *Population and Housing Targets*

The FNCRS anticipates that the region will experience a population increase of some 60,400 people in the period to 2031, and that the greatest future population growth

LGA	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 Valley	8 710	9 900
Tweed	34 650	19 100
<b>Totals</b>	<b>94 920</b>	<b>51 000</b>

pressure will occur around the major regional centres of Tweed Heads and Ballina and within the other coastal settlements east of the Pacific Highway.

The FNCRS establishes 'Dwelling Targets' for each local government area in the region that councils will need to accommodate through local planning, and specifically via councils' local growth management strategies. The Dwelling Target for Ballina Shire is for an additional 8,400 dwellings between 2006 and 2031. Further, the FNCRS aims to 'achieve a more appropriate mix that reflects the Region's changing housing needs' by establishing a 'Density Target' that all LGAs should seek to achieve whereby future dwellings will be developed such that 60% are single dwellings and 40% are multi-unit dwellings.

Population growth projections used in the housing demand and supply forecast which informs this strategy are those provided by the NSW Department of Planning and Infrastructure (DP&I), Transport and Population Data Centre (2005 release). The Department projects that the population of Ballina Shire will increase by 13,500 persons between 2006 and 2031. On the basis of these projections, and the estimated population of 2006 of 40,300 and base dwelling stock of 17,150, Ballina Shire will require approximately 7,700 additional dwellings by the year 2031.

It is noted that this projection varies from the DOP projections of dwellings required of 8,400 additional dwellings. The reason for this discrepancy is that the Department (2005) figure under-estimated the number of houses and over-estimated the population of Ballina Shire for the base year 2006, relative to the 2006 Census results.

### **1.3.2 NSW Government DRAFT Centres Policy for Retail and Commercial Development**

The NSW Government's DRAFT Centres Policy for Retail and Commercial

Development seeks to maintain an adequate supply of land for future commercial development through flexible application of land uses within appropriate zones and ensuring that adequate supplies of zoned land are identified.

The policy provides a framework for state, regional and local planning structured around the following principles:

*Principle 1* – Retail and commercial activity should be located in centres to ensure the most efficient use of transport and other infrastructure, proximity to labour markets, and to improve the amenity and liveability of those centres.

*Principle 2* – The planning system should be flexible enough to enable centres to grow, and new centres to form.

*Principle 3* – The market is best placed to determine the need for retail and commercial development. The role of the planning system is to regulate the location and scale of development to accommodate market demand.

*Principle 4* – The planning system should ensure that the supply of available floor-space always accommodates the market demand, to help facilitate new entrants into the market and promote competition.

*Principle 5* – The planning system should support a wide range of retail and commercial premises in all centres and should contribute to ensuring a competitive retail and commercial market.

*Principle 6* – Retail and commercial development should be well designed to ensure it contributes to the amenity, accessibility, urban context and sustainability of centres.

The DRAFT Centres Policy has been considered in the preparation of this strategy.

### 1.3.3 NSW Government Climate Change Policy

As a local government body, Council is required to act on relevant legislation presented to it by the State and Federal Governments. There is a variety of legislation that is relevant in considering Council's responsibilities and the associated implications of climate change, including the following:

- *NSW Sea Level Rise Policy 2009* - outlines the NSW Government's objectives and commitments in relation to sea level rise projections of a 40cm increase by 2050 and 90cm increase by 2100 relative to 1990 levels as a planning benchmark;
- *NSW Coastal Planning Guideline: Adapting to Sea Level Rise 2010* - provides guidance with respect to the consideration of sea level rise in land use planning in NSW; and
- *Formal State directives* - Formal directions to councils, with respect to the consideration of climate change within local plans, are contained within Section 117 Ministerial Directions, State Environmental Planning Policies, Regional Strategies and the Standard Instrument Local Environmental Plan (SILEP).

The NSW Governments Coastal Planning Guideline adopts the following six coastal planning principles for sea level rise adaptation:

- Assess and evaluate coastal risks taking into account the NSW sea level rise planning benchmarks.
- Advise the public of coastal risks to ensure that informed land use planning and development decision-making can occur.
- Avoid intensifying land use in coastal risk areas through appropriate strategic and land use planning.

- Consider options to reduce land use intensity in coastal risk areas where feasible.
- Minimise the exposure of development to coastal risks.
- Implement appropriate management responses and adaptation strategies, with consideration for the environmental, social and economic impacts of each option.

Council has had regard for this legislative framework associated with climate change, and the above coastal planning principles, in the preparation of this Strategy.

### 1.3.4 The Northern Rivers Regional Industry & Economic Plan

The Northern Rivers Regional Industry and Economic Plan (REIP), adopted in 2005, aims to provide 'an overarching regional economic development framework geared to facilitating sustainable business and employment growth in the region for all organizations and individuals involved in economic development'.

The REIP identifies a number of strategic aims, objectives and actions to support the future economic development of the region, generally and with respect to key industry sectors. The Ballina Shire Growth Management Strategy supports the relevant objectives of the REIP by providing for future development opportunities to support future demands for population and employment growth in Ballina Shire.

### 1.4 Relationship with the Ballina Local Environmental Plan

The Ballina Local Environmental Plan (LEP) is the key mechanism for the delivery of the Growth Management Strategy actions. The LEP manages future growth through the identification of permissible (and prohibited) development types on land within Ballina Shire and

specifies matters that must be considered when determining development applications. The intent and application of land use zones provided for in the Ballina Local Environmental Plan 2011 are documented in the Draft Ballina LEP 2011 exhibition materials (September 2011).

Targeted planning studies addressing specific actions identified in the GMS may be required prior to changes being made to the LEP. Such studies would seek to refine the actions or strategies of the GMS and consider the full range of policy options and the constraints to, and implications of, any policy changes.

Previously (prior to the Ballina LEP 2011) Council had identified candidate urban land release areas by way of the 1(d) Rural (Urban Investigation) Zone of the Ballina LEP 1987. With the introduction of the NSW Government's 'Standard LEP Instrument' the option for identifying Strategic Urban Growth Areas via such a zone was removed from LEPs.

Consequently, the role of the GMS, among other things, is to identify those lands which would previously have been designated for future urban investigation via the 1987 LEP zone as Strategic Urban Growth Areas, and to protect those areas from inappropriate development which might compromise the future integrated development of the area.

The Ballina LEP 2011 includes a number of provisions to support the growth management framework via the following:

- Identifying potential future land release areas on a 'Strategic Urban Growth Area Map', with an associated clause that seeks to regulate interim land uses that might compromise future development of the area due to factors such as land use conflict and infrastructure delivery issues.
- identifying strategic land release areas (strategic growth areas that are zoned for urban development but not developed) on a 'Land Release Map', with associated clauses that:
  - a) Require that development not be consented to on such land unless

Council is satisfied that any public utility infrastructure that is essential for the proposed development is, or will be, available prior to development occurring;

- b) Require that development not be consented to on such land unless a development control plan (DCP) has been prepared, which provides for the following:
  - a staging plan for the timely and efficient release of urban land making provision for necessary infrastructure and sequencing,
  - an overall transport movement hierarchy showing the major circulation routes and connections to achieve a simple and safe movement system for private vehicles, public transport, pedestrians and cyclists,
  - an overall landscaping strategy for the protection and enhancement of riparian areas and remnant vegetation, including visually prominent locations, and detailed landscaping requirements for both the public and private domain,
  - a network of passive and active recreational areas,
  - stormwater and water quality management controls,
  - amelioration of natural and environmental hazards, including bushfire, flooding and site contamination,
  - detailed urban design controls for significant development sites,
  - measures to encourage higher density living around transport, open space and service nodes,
  - measures to accommodate and control appropriate neighbourhood commercial and retail uses, and
  - suitably located public facilities and services, including provision for appropriate traffic management facilities and parking.

## 2 Guiding Principles for Sustainable Development

### 2.1 Sustainability Strategy

Council's comprehensive long term strategic plan, *People, Place, Prosperity: A Framework for a more sustainable Ballina Shire 2025* is intended to guide the future of the shire for the next 20 years. The Framework, now embedded in Council's Community Strategic Plan, embraces the principles of sustainability and establishes eight core visions (see below) and a series of aims and strategies for the achievement of the visions. These visions, aims and strategies will, where relevant, guide the development of the Local Growth Management Strategy and its implementation through the Ballina Local Environmental Plan.

A built environment contributing to health & wellbeing

A diverse & prosperous economy

A healthy natural environment

Diverse & balanced use of our land

People attaining health and wellbeing

Resilient and adaptable communities

Responsible & efficient use of resources

Transparent and accountable governance

The Framework advocates a range of strategies within these visions, which are relevant to the Local Growth Management Strategy, namely:

A built environment contributing to health & wellbeing

- Promote built spaces & infrastructure that minimise intrusion on natural areas & beaches
- Promote principles for infrastructure & urban development that minimise impact on natural habitat areas
- Develop & enforce principles for infrastructure & urban development that minimises negative impacts on water quality

- Create built environments & infrastructure that promote social interaction & an active community
- Develop diverse types of housing to meet community needs
- Encourage adaptive reuse
- Promote distinctive villages & towns
- Design built environment & infrastructure to minimize fragmentation of land areas
- Develop visual impact criteria for urban development in different areas of the shire
- Find ways to integrate heritage & contemporary aspirations in the design of built environments
- Encourage building & site design that provides transition between urban uses
- Identify significant & iconic heritage items & places throughout the shire

A diverse & prosperous economy

- Build links between sectors to better coordinate land use efficiency
- Attract & retain business, services, & facilities in neighbourhoods
- Encourage new business sectors to the shire
- Promote diversity of & within sectors
- Develop tourism options that preserve our social & environmental assets

A healthy natural environment

- Prevent marine & foreshore pollution
- Remediate foreshore vegetation
- Identify natural habitat areas & their primary threatening processes & agents
- Improve riverbank vegetation
- Support efforts to adopt best practice in all forms of land use
- Integrate natural ecosystems into urban areas
- Protect prominent areas of vegetation, waterways, & geological landforms



#### Diverse & balanced use of our land

- Develop planning guidelines & instruments to direct good environmental design
  - Promote the 'sense of place' for different localities
  - Maintain or develop transition areas between urban settlement areas
  - Define appropriate & compatible uses for different areas in the shire
  - Establish planning controls that enable integrated land use
  - Develop transition areas between different land uses
  - Develop criteria for circumstances when buffer areas are desirable
  - Establish planning guidelines & instruments that support diverse employment options
  - Utilise land use controls to locate appropriately land uses that might impact negatively on water quality
  - Recognise & integrate climate change concepts into land use policy & planning
  - Encourage more passive movement within & between localities
  - Protect visual distinctions between shoreline, coastal lowlands, escarpment, & the Plateau
  - Locate land uses to maximize transport & resource efficiency
- Identify the features of villages & towns that make them different from one another & that contribute to the sense of place associated with them
  - Promote better understanding of the needs of different land users
  - Develop information about the needs & activities of various land uses & where they occur in the shire
  - Develop strong links between local business & communities
  - Build sense of community & belonging
  - Facilitate access to health services, regardless of age, socio-economic circumstances or location
  - Develop diverse housing stock within localities to cater for different age groups & economic status
  - Build transport infrastructure that is equitable & meets needs

#### Responsible & efficient use of resources

- Encourage less reliance on individual car use
- Locate land uses to maximize efficiency & effectiveness of resource use.

#### Transparent and accountable governance

- Develop policy guidelines and regulatory conditions supporting businesses and industries that do not degrade the environment
- Maintain open, accountable & meaningful reporting

#### People attaining health and wellbeing

- Promote positive social interactions at neighbourhood level
- Improve the overall health status of individuals
- Facilitate access to health promoting programs, activities & facilities
- Promote holistic & integrated understanding of health

#### Resilient and adaptable communities

- Create opportunities for informal social interactions for all age groups
- Encourage multiple use of public spaces
- Make public spaces attractive & user-friendly
- Restrict the development of environmentally inappropriate buildings & infrastructure

# 3 Foundations for Growth

## 3.1 The Regional Settlement Hierarchy

The Far North Coast Region of New South Wales displays a 'settlement hierarchy' comprising larger regional cities/centres, such as Tweed Heads and Lismore and the emerging centre of Ballina, surrounded by a network of towns (such as Murwillumbah and Byron Bay), villages (including Alstonville, Lennox Head and Bangalow) and smaller rural hamlets. This network of settlements has led to the region being referred to as a 'Region of Villages'.

Ballina Shire mirrors the regional settlement hierarchy by having a range of urban and rural settlements of various size and characteristics. The larger of these include Ballina (including Ballina Island, East Ballina, West Ballina and North Ballina), the coastal village of Lennox Head, the riverside village of Wardell and the inland villages of Alstonville and Wollongbar. The coastal community of Skennars Head is also emerging as a distinctive settlement (village).

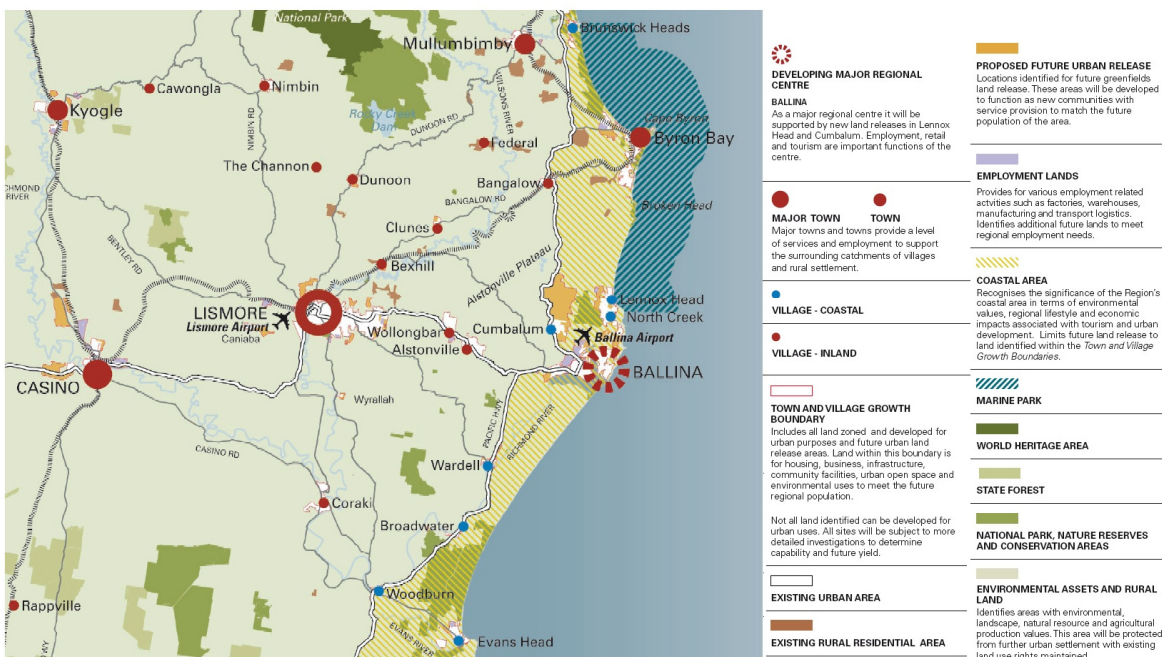
The State Government's Far North Coast Regional Strategy 2006 identifies Ballina as a 'Developing Major Regional Centre'.

*'As a major regional centre [Ballina] will be supported by new land releases in Lennox Head and Cumbalum. Employment, retail and tourism are important functions of the centre.'*

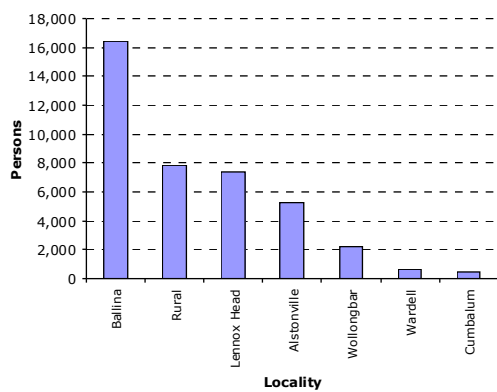
## 3.2 Population Growth

The resident population of Ballina Shire is estimated (as of 2006) at approximately 40,000 people. In the twenty years between 1986 and 2006 the population of the shire increased by 60%, at an average rate of 728 additional residents per year. However, consistent with the regional trends, the rate of population growth has declined more recently. For example, between 1986 and 1991 the population growth rate was 4.3% per annum; between 2001 and 2006 it was 1.1% per annum.

The areas within the shire that experienced the most growth, between 1996 and 2006 were Skennars Head



(5.6%), Lennox Head (5.0%), Wardell (3.1%, from a low base), West Ballina (2.1%) and Wollongbar (2.0%). The areas within the shire that experienced the least growth in the same period were East Ballina (0.3%), and Alstonville (1.1%). The population of Ballina Island declined (-0.7% per year) between 1991 and 2006. The likely reasons for this decline include a declining occupancy rate (fewer people per dwelling), and the relocation of the Tinkerbell Caravan Park off the island during this period. The distribution of the population throughout the shire, as of 2006, is shown in the following chart.



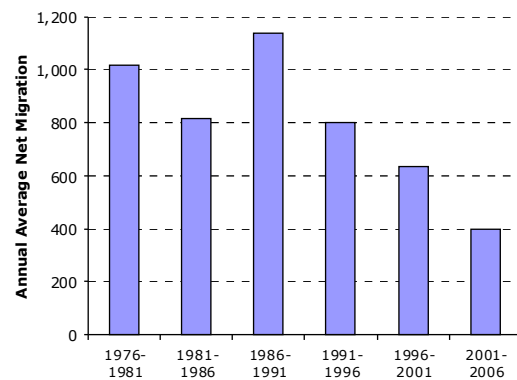
**Figure 3.1. Population of Ballina Shire by Locality, 2006.**

(Source: ABS 2006)

The 1986-1991 period had the highest rate of net migration to the shire of an average of 1,138 persons per year, with the growth rate since 1991 trending downward, although still at a strong rate (over 600 persons per year on average). The major

demographic trends affecting migration rates in Ballina Shire include the following:

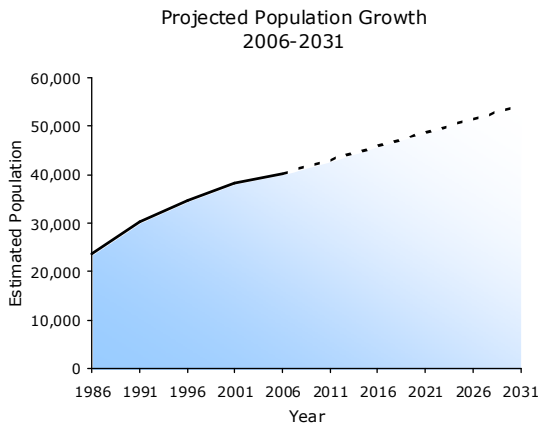
- The inflow of older migrants to lifestyle (particularly coastal) regions;
- The outflow of younger migrants from rural and regional areas to inner metropolitan regions; and
- The nation-wide ageing of the Australian population, particularly the transition of the post-WWII generation, the 'Baby-Boomers', into retirement.



**Figure 3.2. Net Migration, Ballina Shire 1976-2006.**

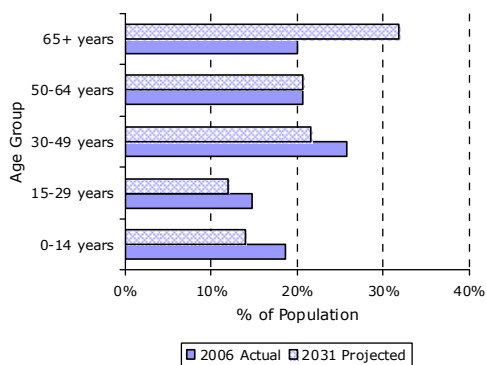
Projections of future population growth (prepared by the NSW Department of Planning and Infrastructure) suggest that the population of Ballina Shire is likely to increase at a rate of approximately 560 additional people per year (on average) over the next 20 to 30 years. This rate of growth would result in a shire population of approximately 54,300 persons by 2031.

Year	1986	1991	1996	2001	2006
<b>Population (raw Census Count)</b>	23,416	30,120	34,702	37,218	38,971
<b>Population (Estimated Resident Population)</b>	23,416	30,192	34,650	38,158	40,265
<b>Total Dwellings</b>	N/A	12,099	14,779	16,127	17,129
<b>Occupied Dwellings</b>	9,519	11,239	13,412	14,921	15,837
<b>Population Growth Rate (%) Between Census Years</b>	N/A	5.2	2.8	1.9	1.1
<b>Average Annual Increase (persons)</b>	N/A	1,355	892	702	421
<b>Percentage Change in Population between Census</b>	N/A	28.9	14.8	10.1	5.5
<b>Occupancy Rate (persons/dwelling)</b>	2.46	2.68	2.59	2.49	2.46



**Figure 3.3. Population projections, Ballina Shire 2006-2031.**  
(Source: DOP 2005)

Another significant change that is anticipated for Ballina Shire is declining household size, due to the combined effect of population ageing and projected higher rates of family dissolution.



**Figure 3.4. Ballina Shire age profile, actual (2006) and projected (2031).**  
(Source: ABS 2006, DOP 2005)

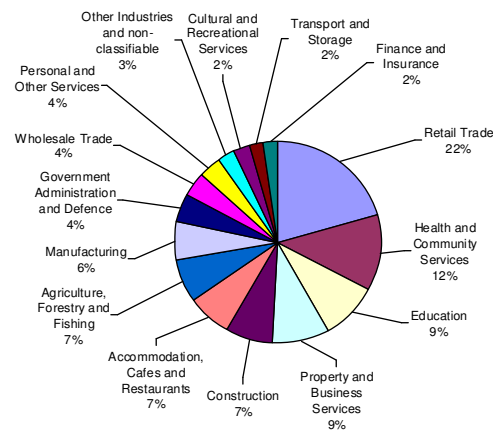
Declining average household size has the effect of increasing the number of dwellings required to house the same population. This may have implications for some localities of Ballina Shire, where capacity for (or rates of) redevelopment and expansion are low, meaning that the population capacity of those localities may decline over time, if intensification of development does not occur.

To address this issue, the Growth Management Strategy proposes that a number of actions be pursued, including

investigating infill development opportunities in proximity to commercial and community facilities on Ballina Island and in Alstonville. Such investigations will be undertaken as an action of the GMS, taking into consideration a broad range of issues including infrastructure capacity, heritage values, community consultation, consistency with the desired future character of the locality and the potential implications of sea-level rise associated with climate change.

### 3.3 Commerce and Industry

The major industries, by the number of persons employed in Ballina Shire (as distinct from the number of employed persons resident in the shire) are retail trade, social services, education, property and business services, the building and construction industry and tourism related industries (food and accommodation).



**Figure 3.5. Major Industries, by persons employed in Ballina LGA 2008.**  
(Source: Lawrence Consulting 2008)

The Northern Rivers Regional Industry and Economic Plan (RIEP) identifies that the Northern Rivers Region will require some 68,000 full time equivalent jobs, between 2006 and 2031, as the population grows. Of these, some 18,500 jobs will likely need to be derived from growth in export (out of region) based enterprise rather than population driven activity (e.g. education, retail, personal services).

Projections of employment growth prepared for Ballina Shire Council suggest

employment growth of approximately 4,400 persons between 2008 and 2028, predominantly in the property and business services industry, retail trade, tourist related trades construction, health and community services and education.

The implications of future economic development and employment growth on the demand and supply of commercial and industrial land is discussed further in Sections 3.4 and 4.2 of this strategy.

### 3.4 Commercial Hierarchy

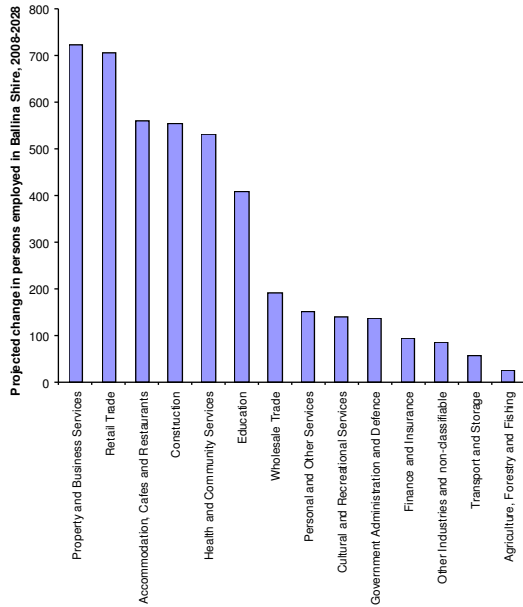


Figure 3.6. Projected growth in persons employed in Ballina Shire, 2008-2028.

(Source: Lawrence Consulting 2008)

The Ballina Shire Retail Strategy (BSC 2003) identifies a retail centre hierarchy for the shire. The hierarchy establishes the Ballina Town Centre and the Kerr Street Retailing Precinct as the primary retail centres for the shire, and indicates that these facilities should be protected at the top of the retail hierarchy.

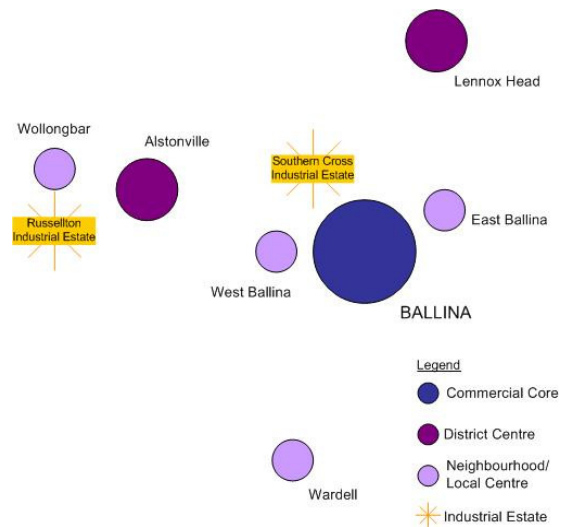


Figure 3.7. Ballina Commercial Hierarchy

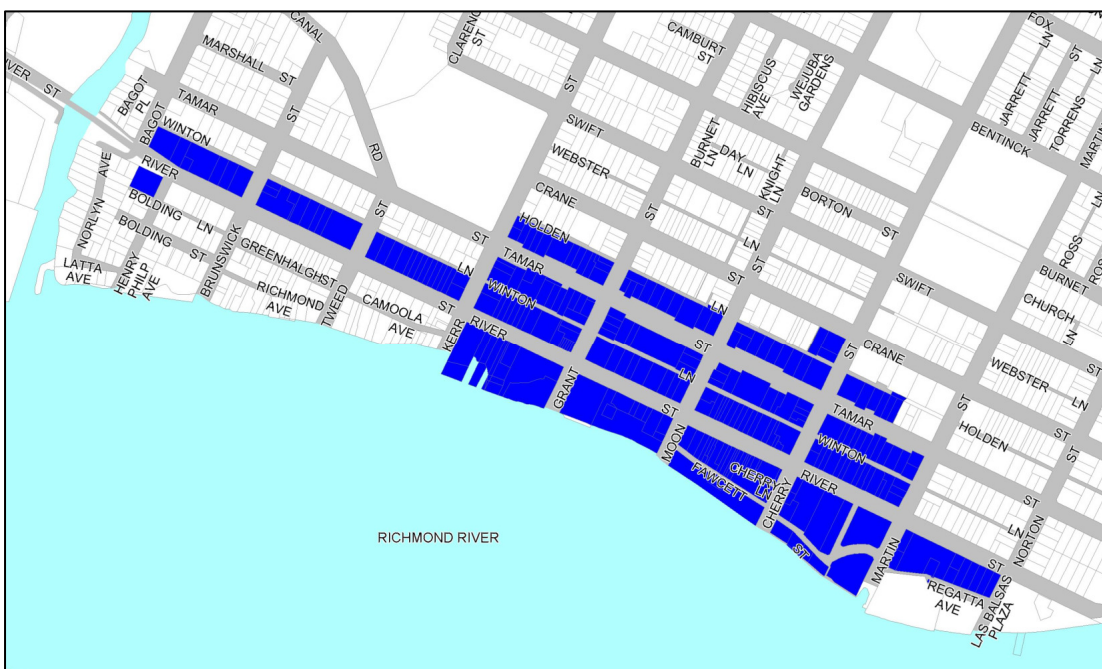


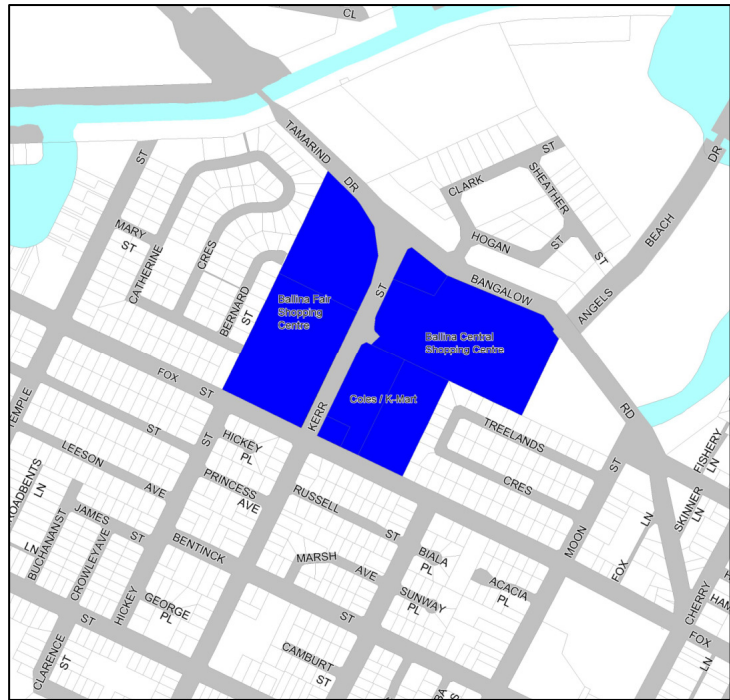
Figure 3.9. Ballina Central Business District

The Ballina Town Centre area is characterised by a mixture of retail, civic and professional services type uses. The majority of activity is located on River Street, although newer developments have orientated business activity towards the Richmond River, such as along Fawcett Street. The construction of new commercial premises along Tamar Street is also serving to consolidate the northern part of the centre.

The Kerr Street Retail Precinct is characterised by Ballina Fair Shopping Centre, the Kmart and Coles shopping complex and the relatively new Ballina Central development. These facilities are typified by retail businesses including higher order supermarket, specialty and department store outlets.

In addition to the central facilities located in Ballina, surrounding localities also include a variety of smaller scale commercial areas. Lennox Head provides commercial facilities in its village centre, housing a mixture of retail and professional services activities. The extent of facilities in the village has increased significantly in recent years, with further development expected. However, Ballina continues to provide for higher order commercial activity on a wider scale. Alstonville incorporates a shopping plaza and main street area which provides for retail and professional services activity. The plaza includes a supermarket and is intended as the primary retailing area for the Alstonville Plateau locality. The facilities in Alstonville are complemented by a neighbourhood shopping centre in Wollongbar.

West Ballina includes the Ballina Quays shopping precinct which provides neighbourhood shopping facilities for residents. This area also includes some bulky goods retailing. East Ballina includes a neighbourhood shopping precinct. Modest levels of retail services are also provided in the shire's rural



**Figure 3.10. Kerr Street Retail Precinct**

villages such as Wardell, Newrybar and Tintenbar. Through the Wardell Strategic and Land Use Plan, the Wardell community has indicated a desire to increase the availability and variety of local services to the village.

Future neighbourhood shopping facilities have been planned for the Skennars Head locality adjacent to Xavier Catholic College and within the Pacific Pines residential release area at Lennox Head. It is also anticipated that Cumbalum will incorporate commercial development centred on a supermarket in order to provide for the needs of the local population as the area grows.

The commercial hierarchy is also supplemented by a range of quasi-retail activities and bulky goods outlets located within the Southern Cross, Clark Street and Russellton Industrial Estate areas, as well as dispersed bulky goods activity along the former Pacific Highway (e.g. Super A Mart and Good Guys).

The Southern Cross Industrial Estate serves as the primary industrial area on the coast, with areas such as the Clark Street, Barlows Road, Kalinga Street and Smith Drive areas providing additional

industrial sites in Ballina. The Smith Drive industrial area also includes a cluster of marine-based industry. The Russellton Industrial Estate is the central area for industrial activity on the Alstonville Plateau. A small industrial area is also located at Wardell. Additional industrial land is foreshadowed adjacent to the Southern Cross Industrial Estate and at Lennox Head, with undeveloped land at West Ballina also being identified under the Far North Coast Regional Strategy as a potential location for future employment land.

The Ballina Byron Gateway Airport located adjacent to the Southern Cross Industrial Estate provides strong potential for airport-related and/or export-oriented industry to develop in association with the industrial estate, over time.

#### **3.4.1 Marine-based Commercial Activity**

The Smith Drive Industrial Estate in West Ballina includes a cluster of marine related industry. Investigation of the potential for further enhancement of marine-based industry, within or adjacent to the Smith Drive Industrial Estate, is a recommendation of this Strategy.

In 2004 Council prepared the Lower Richmond River Recreational Boating Study (GHD 2005) to formulate an integrated short term and long term strategy, comprising strategic options to address the current and future needs and requirements of recreational boating within the lower Richmond River Estuary. The study includes a series of potential sites for a marina facility in the Shire.

Key recommendations of the study include investigating site options and the economic feasibility of a large-scale greenfield marine precinct within the Lower Richmond River Estuary. This work is to include the consideration of the potential for clustering industrial, residential and commercial land uses at the preferred site. At the time of writing the recommendations of the Recreational

Boating Study have not been substantially progressed. Consequently, these recommendations have been reinforced in the strategic actions of the Growth Management Strategy.

#### **3.4.2 Retail Trends**

Council's investigations into Bulky Goods and Large Format Retail (Hill PDA 2012) identified the following key retail industry trends:

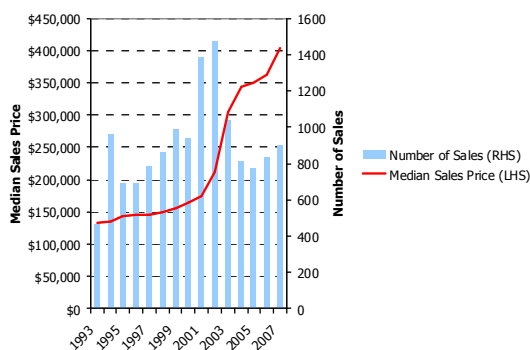
- *Expansion of the regional centres with a stronger element of leisure/entertainment activity. The trend towards both larger stores and larger centres in Australia has been evident for decades. Super regional centres over 100,000 square metres have established themselves in most major metropolitan areas.*
- *Continued suburbanization of office space and the growth of business parks.*
- *Strong growth in the bulky goods retailing centres with the "big box" retailers looking to capture market share from the department stores and some specialty retailers in traditional retail centres.*
- *Growth in the size of supermarket floor sizes, their trading hours and market share of the food and beverage household expenditure.*
- *Growth of 'mini-majors' (stores between 400 & 2,000m<sup>2</sup>) and 'category killers' (stores which provide an extensive range of goods within a single market segment).*
- *Reduced share of expenditure captured by traditional department stores.*
- *Pressure from supermarket and "big box" retailers to develop outside commercial centres.*
- *Loss of many traditional specialty retailers but also new retailers entering the market (e.g. ALDI, Masters, Costco).*
- *Potential rise in electronic shopping.*

#### **3.5 Housing Affordability**

The affordability of housing is fundamentally a matter of the balance between income and housing costs. Household incomes are set by the broad economic conditions, while housing costs are a combination of house prices, transaction costs (such as conveyance and stamp duty) and financing costs (interest rates).

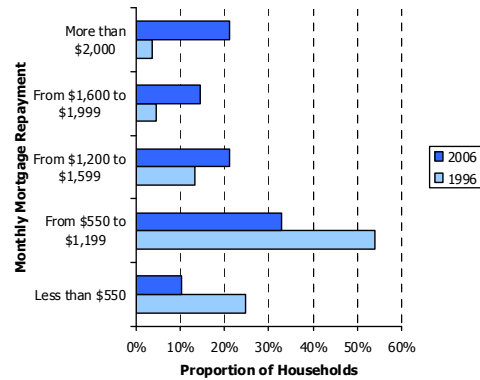
The extent and severity of the present housing affordability challenge facing Ballina Shire is reflected in the following key statistics:

- The gross median household weekly income in Ballina Shire increased from \$607 in 2001 to \$776 in 2006, an increase of 27.8% over five years;
- Council records indicate the median dwelling sale price (houses and units combined) in Ballina Shire increased from \$175,000 in 2001 to \$362,500 in 2006, an increase of 107% over 5 years. The change in the median sale price for all dwellings, along with the number of sales is shown on the following chart;
- The median weekly residential rent for Ballina Shire increased from \$150 to \$210 per week, an increase of 40% over the five years;
- The median monthly housing repayment for Ballina Shire increased from \$884 in 2001 to \$1,287 in 2006, an increase of 45.6% over five years;
- The large jump in monthly housing loan repayments and rental costs, for Ballina Shire residents, which occurred over the five-year period between 2001 and 2006 is shown on the second and third figures below respectively.



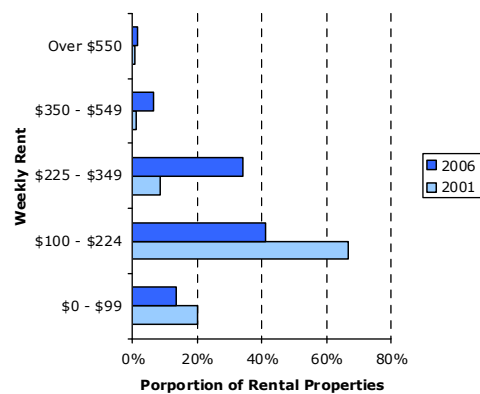
**Figure 3.11. Median Sales Price and Number of Sales, All Dwellings, Ballina Shire 1993-2007.**

(Source: Ballina Shire Council data)



**Figure 3.12. Monthly Housing Loan Repayment, 2001 & 2006.**

(Source: ABS 2006)



**Figure 3.13. Weekly Housing Rental Costs, Ballina Shire 2001 & 2006.**

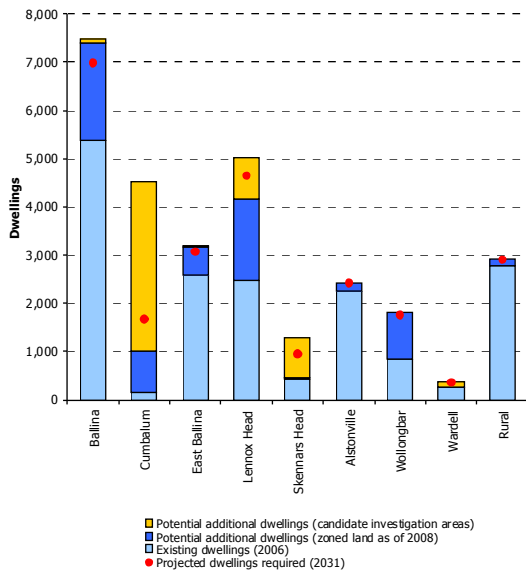
(Source: ABS 2006)



# 4 Land Supply and Demand

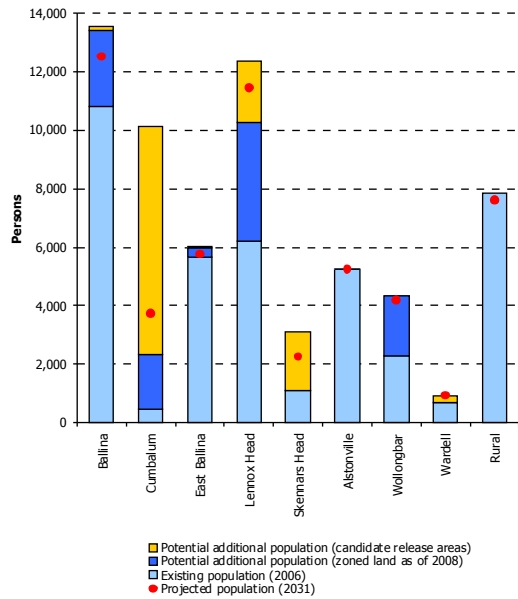
## 4.1 Residential Land

Ballina Shire Council's planning over the last 20 years has resulted in the identification of significant areas of land that appear to have potential for future residential development. These areas, identified in this Growth Management Strategy as Strategic Urban Growth Areas, appear sufficient to accommodate the population demand projected for Ballina Shire beyond the next 20-30 years, as shown in the following figure, for each of Ballina Shire's urban localities. For the purpose of the figure 'Ballina' includes Ballina Island, West Ballina and North Ballina. The red dot on the figure represents the number of dwellings required in 2031 to accommodate the projected population for the locality.



**Figure 4.1. Dwelling Supply, Existing 2006, Potential and Required, Ballina Shire.**

The implication of this on the population of each locality is shown on the following figure.

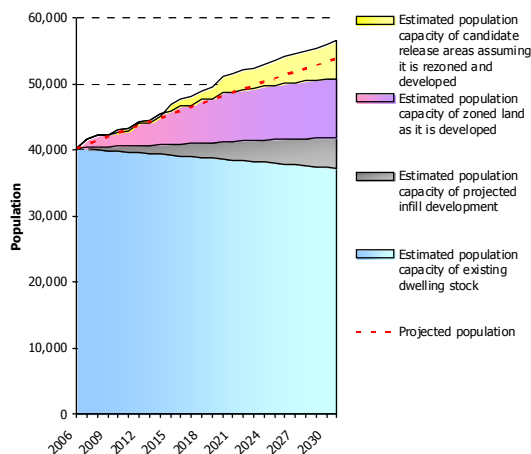


**Figure 4.2. Population Capacity of lands identified in local growth management strategy.**

As the above figures show, the main future growth areas in the Shire are the localities of Cumbalum, Lennox Head and Wollongbar.

This forecast of housing demand and supply suggests that sufficient supply exists in lands identified in the local growth management strategy to accommodate the forecast population demand, over the long-term.

In the shorter term however, supplies of urban zoned land need to be regularly augmented (via rezoning of suitable lands) to provide a diversity of residential opportunities within the various urban settlements and distinct housing markets (or sub-markets). The capacity and framework to do so is outlined in Part 7 (Land Release Program) of this strategy. The projected supply and demand for residential zoned land is shown in the following figure, on the basis of projected population growth and anticipated land releases.



**Figure 4.3. Projected Residential Zoned Land Demand and Supply, Potential Population Accommodated 2006-2031.**

What this broad balance between demand and supply does not reflect, however, is the availability of 'appropriate housing'. As noted above, changing household types and population ageing mean that a greater diversity of housing types (traditional single detached housing, units, townhouses, apartments and seniors living) will likely be required into the future, compared to the currently available housing stock (which is predominantly traditional single detached housing).

Council can facilitate a broader mixture of dwelling types by enabling such development through the planning regime, specifically the Local Environmental Plan and Development Control Plans, particularly within existing urban areas. Amending these plans, to address housing mix, will however require further investigations to identify suitable locations, design and development requirements and potential constraints. Specific such investigations are recommended actions in Part 6 (Local Growth Management Strategies) of this Strategy.

With respect to achieving a greater dwelling mix in new release areas, this strategy requires future release areas to achieve a density target (gross neighborhood dwelling density) of 15 dwellings per hectare, to provide a greater diversity of housing mix in new areas. This would see an increase in densities

compared with existing established residential areas of approximately 5 dwellings per hectare.

## 4.2 Employment Lands

The availability of 'employment lands', that is land zoned for commercial and industrial purposes, is fundamental to expanding economic opportunities in the shire. The rate of demand for commercial and industrial lands depends on a number of factors, including the following:

- Population growth within the shire and surrounding localities and growth in real incomes;
- Growth in tourist visitation and discretionary income of visitors;
- Prevailing economic circumstances that affect export opportunities (both inter-regional and international exports), real income growth and the availability and affordability of finance to local businesses;
- Construction costs for development related building works.

Council has undertaken studies into the demand and supply of commercial, industrial and large format retail (including 'bulky goods retailing') for Ballina Shire. These reports are the 'Ballina Shire Industrial and Commercial Land Review' (Geolink & BSC 2008), the 'Retail Showrooms and Bulky Goods Report' (Core Economics & BSC 2004) and Ballina Shire Bulky Goods Retailing Investigation (Hill PDA 2012). The purpose of this work has been to identify the existing supply of land available for commercial, industrial and large format retail development, to estimate the future demand for such land, and thus determine whether a shortfall exists. The findings of this work are discussed below.

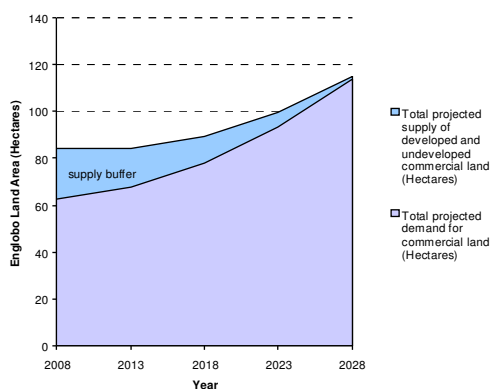
### 4.2.1 Commercial Lands

The commercial land audit undertaken indicates that the supply of zoned commercial land, available for development as being approximately 21.4 hectares (in 2008), including an allowance

for development of 50% of town centre commercial properties to two stories. With respect to the anticipated future demand for commercial land, the audit estimates approximately 20.5 hectares of commercial land will be required between 2008 and 2028. This suggests that the supply of existing commercial zoned land is sufficient to accommodate the projected demand for the forthcoming planning period (to 2028), although supply may need to be augmented at some stage in the future to maintain an adequate buffer of commercial zoned land.

The assessment does not include the areas that have previously been identified as longer term potential industrial and commercial sites, nor does it include any allowance for additions to the existing large shopping centre areas on Kerr Street, Ballina. It is considered that significant further assessment would need to be undertaken to determine the realistic potential of these sites.

The following chart summarises the demand and supply situation for commercial land in Ballina Shire to the year 2028, on the basis of the existing stock of commercial zoned land. The blue area on the chart represents the projected land supply buffer for commercial land going forward.



**Figure 4.4. Ballina Shire Commercial Land Audit, Projections of Demand and Land Supply Buffer.**

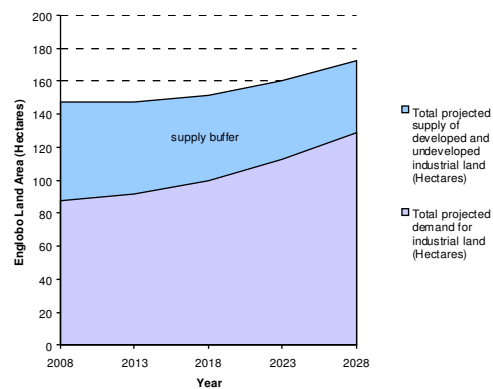
The audit suggests that sufficient supplies of commercial zoned land exist in Ballina Shire, with a land supply buffer (supply as % above projected demand) at 25% as of

2008. This is projected to decline to less than 1% by 2028. The maintenance of an adequate buffer of commercial land supply will be monitored and reviewed regularly through the periodic review of the Ballina Shire Growth Management Strategy.

#### 4.2.2 Industrial Lands

The industrial land audit undertaken in 2008 indicates that the supply of (vacant) zoned industrial land, available for development as being approximately 60.2 hectares (in 2008). With respect to the anticipated future demand for industrial land, the audit estimates approximately 16.7 hectares of land will be required between 2008 and 2028.

The following chart summarises the demand and supply situation for industrial land in Ballina Shire to the year 2028, on the basis of the existing stock of industrial zoned land. The blue area on the chart represents the projected land supply buffer for industrial land going forward.



**Figure 4.5. Ballina Shire Industrial Land Audit, Projections of Demand and Land Supply Buffer.**

The audit suggests that sufficient zoned industrial lands currently exist to accommodate the anticipated future demand over the forthcoming planning period (to 2028), with a projected land supply buffer (supply as % above projected demand) of 40% as of 2008. This is projected to decline to less than 25% by 2028. The maintenance of an adequate buffer of industrial land supply will be monitored and reviewed regularly through the regular review of this Strategy.

As noted above, the figures of commercial and industrial land supply detailed above do not take into account areas that have previously been identified as longer term potential industrial and commercial sites, including the potential for redevelopment of the Kerr Street Retail Precinct and lands identified in the Southern Cross Masterplan, the West Ballina Structure Plan or the Lennox Head Structure Plan.

#### **4.2.3 Bulky Goods and Large Format Retail**

Large format retail (LFR) and 'Bulky Goods' retailing, are treated here as a separate commercial / retail land use due to the particular characteristics of the format.

The term 'bulky goods retailing' is defined as:

*A building or place used primarily for the sale by retail, wholesale or auction of (or for the hire or display of) bulky goods, being goods that are of such size or weight as to require:*

- a) *a large area for handing, display or storage; or*
- b) *direct vehicular access to the site or building or place by members of the public for the purpose of loading or unloading such goods into or from their vehicles after purchase or hire, but does not include a building or place used for the sale of foodstuffs or clothing unless their sale is ancillary to the sale or hire or display of bulky goods.*

The term 'Large Format Retail' (LFR) refers, more loosely, to retail developments that have a large retail floorspace, whether or not the items for sale comprise 'bulky goods'.

In 2011, Council commissioned a report, Ballina Shire Bulky Goods Retailing Investigation (Hill PDA 2012), to examine the existing provision of bulky goods and large format retailing floorspace, analyse future demand and determine the capacity to accommodate this demand under existing and potential planning policy.

The LFR/Bulky Goods analysis found that such development is distributed over several locations in Ballina Shire, including:

- Ballina Town Centre;
- Kerr Street retail precinct;
- Clarke Street Industrial Estate;
- West Ballina precinct; and
- Southern Cross Industrial Estate.

The largest concentration of LFR/Bulky Goods floorspace is located within the Southern Cross Industrial Estate.

The assessment identified a number of scenarios for the potential future supply of LFR/bulky goods retailing floorspace in Ballina Shire. These scenarios took into account uncertainty regarding sites that have approval for bulky goods developments, but for which site limitations mean development may ultimately not proceed.

The analysis suggested that Ballina Shire will require an additional 49,500m<sup>2</sup> (equivalent to approximately 12.4 Hectares of englobo land) above the existing developed footprint in the period to 2026. However taking into account the likely supply of developable (and appropriately zoned) floorspace, the analysis suggests that an additional 3 Hectares of land is required to accommodate the projected level of demand to 2026.

The analysis recommended that it would be advantageous for LFR/bulky goods floorspace to be concentrated in one location, where possible. The study identified the Southern Cross Industrial Estate as the most suitable location for such concentration, due to a range of factors including locational advantages, capacity for expansion and proximity to services (including the Ballina-Byron Gateway Airport).

The maintenance of an adequate buffer of LFR land supply will be monitored and reviewed regularly through the review of this Strategy.

# 5 Growth Management Framework

## 5.1 Introduction

Ballina Shire Council recognises the importance of planning for how future population growth will be accommodated. The growth pressures in the region highlight the need for a comprehensive strategic approach to the release and development of urban land. Accordingly, the Growth Management Strategy aims to set the parameters for the future development of the urban areas within Ballina Shire in a responsible and sustainable manner. It seeks to achieve this by ensuring that decisions regarding the development of urban land are founded on sound planning principles and by ensuring that a comprehensive monitoring process relating to supply and demand is maintained.

## 5.2 Relationship with previous Settlement Strategies

Previous Urban Land Release Strategies (ULRS), prepared by Ballina Shire Council were undertaken primarily to monitor the release of residential land in response to the housing demand and supply situation changing over time. The land identified for residential release within these earlier strategies was based primarily on the Local Environmental Study prepared as a precursor to the Ballina Local Environmental Plan 1987. Subsequently, further land was identified and included in the Urban Land Release Strategy following the State Government's North Coast Urban Planning Strategy 1995.

It is considered desirable to review this document regularly in order to gauge the adequacy of land stocks in the various urban zoning categories and localities. Accordingly, this Growth Management Strategy is the fourth such strategy that has been prepared for the Ballina Shire, with previous strategies having been prepared in 1990, 1996 and 2000. However, while the former strategies focused primarily on the release of land for

residential development, the current strategy seeks to address a wider range of urban growth issues including commercial and industrial land.

A key difference between the ULRS and the GMS is that the ULRS focused almost exclusively on providing for population growth through 'greenfield development', that is development on land that previously had a non-urban land use. The GMS, however, provides strategies for considering the range of land uses and infrastructure required for greenfield development, as well as a framework for consideration of redevelopment in existing areas.

## 5.3 Framework for Future Growth and Development

Ballina Shire Council is committed to providing for anticipated demand for residential, commercial and industrial growth and development in an appropriate and responsible manner. This will be achieved through:

- The identification of potential release areas via the Growth Management Strategy (and Far North Coast Regional Strategy);
- A commitment to Council's strategic land release program as identified in the GMS - based on strategic structure planning, rezoning, master-planning and staged subdivision;
- The periodic review of the land release program to determine future strategic rezoning priorities, depending on population demands and lot release.

## 5.4 Strategy Review

To ensure that Council's planning for future population and employment growth is kept current, the Growth Management Strategy will be reviewed on a five-yearly basis.

The consideration of land for inclusion in the strategy outside of the strategy review cycle will only occur where a strong case has been made with respect to the capacity of the land to accommodate urban development and there is a pressing need for the land, with respect to demand and supply.

## 5.5 Growth Management Principles

Planning for future development should be guided by basic principles to ensure future urban development occurs in a manner which enhances the living environments of

our towns and villages, contributes to the sustainability of the local and regional economy and preserves the quality of the natural and built environments.

Growth management issues were considered at length as part of the Ballina LEP Renewal project. The Urban Lands and Industry and Commerce Discussion Papers, prepared to inform the LEP Renewal, identified a number of key development principles to guide future urban and industrial growth. These relevant principles are reproduced below, forming the planning principles for the Growth Management Strategy.

**Table 5.1. Ballina Shire Growth Management Strategy Principles.**

Growth Management Principle	Rationale
<b>Support the desired identity, character and amenity of the shire and its communities.</b>	<p>Maintaining amenity contributes to community cohesion through a sense of shared history and by providing common cultural reference points, such as headlands, heritage buildings and 'places' (such as villages and neighbourhoods).</p> <p>Key aspects of maintaining identity, character and amenity include reinforcing the settlement hierarchy, defining town and village boundaries, protecting scenic landscapes and features and preserving elements of natural and cultural heritage.</p>
<b>Facilitate greater housing choice through an adequate mixture of dwelling types.</b>	<p>The population of Ballina Shire is likely to experience a number of significant changes over the next 20 years, due to the general ageing of the population and declining average household size. There are also identified issues with respect to declining housing affordability.</p> <p>These trends are likely to result in demand for a greater variety of dwelling types, including a greater variety of 'medium density' dwelling types. This approach supports the requirement of the FNCRS for the provision of housing that responds to the ageing population and consideration of adaptable and affordable housing issues.</p>
<b>Support the regional settlement hierarchy of cities and towns surrounded by villages and smaller rural hamlets.</b>	<p>The FNCRS requires local councils to maintain the regional 'settlement hierarchy' of cities and towns surrounded by villages and smaller rural hamlets. Supporting the settlement hierarchy will preserve a major amenity feature of the region and the shire and is consistent with local planning conducted in various localities throughout the shire.</p> <p>This also supports the 'Region of Villages' concept for the Far North Coast and local structure planning in the shire that indicates community desire for the retention of distinct settlement identities.</p>
<b>Provide for a variety of education and learning, public meeting and performance and exhibition facilities, and flexible use of community spaces.</b>	<p>A variety of civic facilities that are accessible to urban and rural communities is central to ongoing and regular social activity including information sharing, community participation and cultural exchange. Such facilities contribute to the establishment and retention of a high level of social capital within the community.</p>

<p><b>Facilitate opportunities for well-designed higher density residential development in central areas, within proximity to community and commercial facilities.</b></p>	<p>Appropriately designed and constructed residential development in central locations within good accessibility to commercial and community facilities can improve housing options, reduce transport use and improve the amenity and activity levels of central areas.</p> <p>This approach also supports the FNCRS requirement for housing types that respond to the ageing population.</p>
<p><b>Minimise the exposure of new and existing residential areas to environmental hazards.</b></p>	<p>The exposure of urban areas to environmental hazards, such as flooding, bushfire and coastal erosion, should be avoided to minimise the long-term impacts associated with damage to property and loss of life.</p> <p>This is consistent with the requirements of the FNCRS which advocates zoning consistent with the capabilities of the land.</p>
<p><b>Avoid and mitigate the potential for land use conflicts to occur between urban land uses and between urban and non-urban land uses.</b></p>	<p>Land use conflict can occur between various urban land uses (such as residential-commercial) and between urban land use and non-urban land uses (such as agriculture and habitat). The results of such impacts can include declining urban and rural amenity and the threaten economic viability of various urban and rural enterprises.</p>
<p><b>Integrate urban development with key infrastructure and services.</b></p>	<p>Mixed-use development can provide opportunities for integrated development outcomes, in terms of providing diverse options for residential living, maximising the efficient use of land and building on commercial opportunities in key activity centres. It is prudent, however, to ensure that such development occurs in appropriate localities, where infrastructure and services (such as utilities and transport infrastructure) can be readily and efficiently provided.</p> <p>The FNCRS requires planning for urban land to be integrated with supply of infrastructure and provision of accessible open space. This also supports the provision of compact, efficient and liveable urban areas.</p>
<p><b>Provide for a functional urban environment that is compatible with environmental characteristics and community expectations.</b></p>	<p>Related to character and sense of place, development in relation to the environmental attributes of an area and community expectation can significantly influence the style, feel and function of urban areas.</p> <p>Consistent with the FNCRS, development should recognise the environmental attributes and hazards associated with an area. Further, desired community outcomes with respect to urban form and function have been identified in local planning and as such should inform the future outcomes for urban areas.</p>
<p><b>Identify potential future urban growth areas.</b></p>	<p>Identification of settlement boundaries and growth areas is important in guiding the future of communities and settlements in relation to a range of key areas including housing, employment, infrastructure and facilities.</p> <p>This approach provides for planning linked to Council's Town and Village Growth Boundaries as defined under the FNCRS and local strategic planning that has identified locality specific growth opportunities. It also provides a framework for long term planning associated with population and employment growth.</p> <p>Such growth areas are considered as part of Council's Local Growth Management Strategy as required under the FNCRS.</p>
<p><b>Recognise a diverse range of land uses in urban areas.</b></p>	<p>The urban areas within the shire support a diverse mixture of uses including residential, commercial, industrial, recreational and environmental. State, regional and local planning tools support this diversity in land uses whilst acknowledging the need to mitigate and avoid unnecessary land use conflict.</p>

<p><b>Promote a retail hierarchy consistent with the Ballina Retail Strategy, with the Ballina Town Centre and Kerr Street Retail Precinct as the central retail areas for the shire.</b></p>	<p>Consideration of commercial activity in accordance with the Retail Strategy supports the long term maintenance of a defined commercial hierarchy in the shire. This provides for consolidated core commercial areas supported by a network of district and neighbourhood level facilities to service the shire.</p> <p>This approach is consistent with the FNCRS and other statutory requirements and supports the retention of the Ballina Town Centre as a key component of commercial activity in the shire. It also reduces the potential for further fragmentation of retailing areas.</p>
<p><b>Enable health, community support and emergency facilities in close proximity to key population areas, and promote clustering of such facilities.</b></p>	<p>Population growth will increase the need for access to health, support and emergency services. Locating such facilities in close proximity to key population centres where they are readily accessible provides the optimal opportunity to maximise the efficiency and effectiveness of these facilities in the long term.</p>
<p><b>Enable professional services activities within appropriate commercial areas and establish defined professional services precincts within the shire.</b></p>	<p>Enables flexibility in the establishment of professional services whilst also encouraging co-location over time.</p> <p>This approach also supports mixed use outcomes in commercial areas.</p>
<p><b>Provide for diversity and mixed uses in commercial areas, including residential.</b></p>	<p>Mixed use and diverse land use outcomes support variety and flexibility and have potential to contribute to the establishment of vibrant areas with a sense of place and identity. Diversity and mixed uses also support the concept of multi-functional town and village centres advocated by the FNCRS.</p> <p>The variety associated with mixed use areas may also reduce reliance on particular sectors of the economy through provision of workforce and consumer choice.</p>
<p><b>Encourage suitable home based business activity in urban areas, subject to defined criteria for operation.</b></p>	<p>Provides for home-based business activity, which is an important and growing sector of the local economy, whilst enabling the management of potential land use conflict. This is consistent with the FNCRS requirement for LEPs to facilitate home business.</p>
<p><b>Provide for an adequate supply of industrial land in suitable locations.</b></p>	<p>Facilitates take up of existing land supplies which are considered adequate at present, whilst providing a framework for future land availability. This approach conforms with the requirements of the FNCRS with respect to the availability and release of employment lands.</p> <p>Importantly, the provision of adequate industrial land not only relates to available land area, but also to the provision of areas that are suited to different industry sectors that may seek to establish in the shire. Such consideration can improve diversity outcomes for commerce and industry.</p>
<p><b>Limit the opportunity for land use conflict in relation to industrial and commercial operations and surrounding land uses.</b></p>	<p>Limitations on the co-location of certain industrial and commercial activities with potentially sensitive land uses may reduce difficulties and challenges associated with land use conflict.</p>



<p><b>Provide for suitable maritime based activity along the Richmond River in defined locations.</b></p>	<p>Provides for industry diversity and support for any future increases in maritime activity in the shire. Also assists in establishing a clear direction for the future location of maritime activity in order to minimise speculation and reduce potential land use conflict.</p>
<p><b>Establish industry cluster areas.</b></p>	<p>Provides for the co-location of like industries to enhance opportunity for resource and infrastructure efficiencies. May also reduce land use conflict and establish destination areas for certain industry activities or encourage new industry sectors to the shire.</p> <p>This would not be to the exclusion of mixed uses in industrial areas. Rather, clustering would involve co-location of like activities within a broader area supporting a variety of uses or clusters.</p>
<p><b>Retain existing functional caravan park and manufactured home estate sites and locate new sites within urban areas.</b></p>	<p>Provides for the ongoing provision of caravan parks and manufactured home sites which provide a particular style of holiday accommodation and living opportunities. In particular, caravan parks attract tourists to the shire which supports the local economy. Retention of (and location of new) caravan parks and manufactured home sites in urban areas is consistent with the planning outcomes of the FNCRS and Ministerial Directions.</p>
<p><b>Maintain and integrate key infrastructure provision throughout the shire.</b></p>	<p>Ballina Shire is generally well serviced and is geographically positioned to capitalise on road and air transport networks. In particular, the Pacific Highway, Bruxner Highway and Ballina/ Byron Gateway Airport offer significant access and transportation opportunities for industrial and commercial activity in the locality. This is further enhanced by access to telecommunications infrastructure that enables interaction on a wide scale outside the shire, particularly with respect to specialty product suppliers, intellectual property based activity and home based business.</p> <p>Maintenance and support of such infrastructure is a key factor in the long term viability of industrial and commercial enterprise in the shire.</p>
<p><b>Provide for affordable housing stock.</b></p>	<p>Affordability of housing is an increasing critical issue for the local population, including the workforce (particularly those aged less than 30). Without affordable housing options, the workforce may shift to alternative locations outside the shire, diminishing the skills available to the shire. This may have a significant negative impact on a range of business activity and could result in the relocation of business outside the shire to access a workforce.</p> <p>A workforce shift due to affordability, combined with the ageing population could significantly reduce the available workforce in the shire in the future.</p>

## 5.6 Natural Resources

The identification of Strategic Urban Growth Areas in this strategy and the refinement of those areas through the statutory rezoning process takes into account the presence and availability of 'natural resources', including the following:

- Areas of High Conservation Value (HCV) vegetation;
- Drinking water catchments;
- Areas of high scenic value; and
- Mineral resources, including quarry materials potentially available for construction.

### 5.6.1 High Conservation Vegetation

Ballina Shire has a range of High Conservation Vegetation (HCV) communities, including the following:

- Big Scrub Rainforest
- Little Rainforest
- Coastal Heath Land
- Dry and Wet Sclerophyll
- Wetlands

The broad distribution of HCV within Ballina Shire is shown on the map provided below.

### 5.6.2 Drinking Water Catchments

The Rocky Creek Dam (not located in Ballina Shire) supplies the bulk of water to the residents of Ballina Shire. However, the Rocky Creek supply is supplemented by a number of additional drinking water sources, several of which are located (wholly or partly) within Ballina Shire. These include the following:

- Emigrant Creek Catchment;
- Marom Creek Catchment;
- Wilsons River Source; and
- Converys Lane, Lumley Park, Ellis Road and Lindendale Bores - supply Wardell.

These drinking water sources (or parts thereof that are located within Ballina Shire) are protected by virtue of clause 7.5 of the Ballina Local Environmental Plan

2011. The lands affected are identified on the map provided below.

### 5.6.3 Mineral Resources

The NSW Department of Industry and Investment has undertaken an audit of mineral resources within Ballina Shire (NSW Industry & Investment 2011). This audit provides mapping of existing and potential mineral resources, provided on the map below.

The mapping identifies three categories of land:

- Identified Resource Areas - areas that are subject to current or recent active mineral extraction activities;
- Transition Areas - land adjacent to identified resource areas; and
- Potential Resource Areas - areas that have the potential for resource extraction by virtue of the geology of the area. This designation does not consider other constraints that may affect the capacity to exploit such potential.

Lands identified by the above categorization are affected by Ministerial Direction No.1.3 which seeks to:

*"to ensure that the future extraction of State or regionally significant reserves of coal, other minerals, petroleum and extractive materials are not compromised by inappropriate development."*

Consequently, the land affected cannot be rezoned without consultation with the NSW Government agencies responsible for mineral resources.

## 5.7 Cultural Values

The identification of Strategic Urban Growth Areas in this strategy and the refinement of those areas through the statutory rezoning process takes into account the following cultural values:

- Cultural heritage values; and
- Scenic landscape values.

### **5.7.1 Cultural heritage values**

Ballina Shire forms part of the Country of the Bundjalung people and contains important Aboriginal cultural heritage values. Some of these values are recognised through the formal listing of sites by the NSW Office of Environment and Heritage (Environment Protection Authority) on its Aboriginal Heritage Management System database.

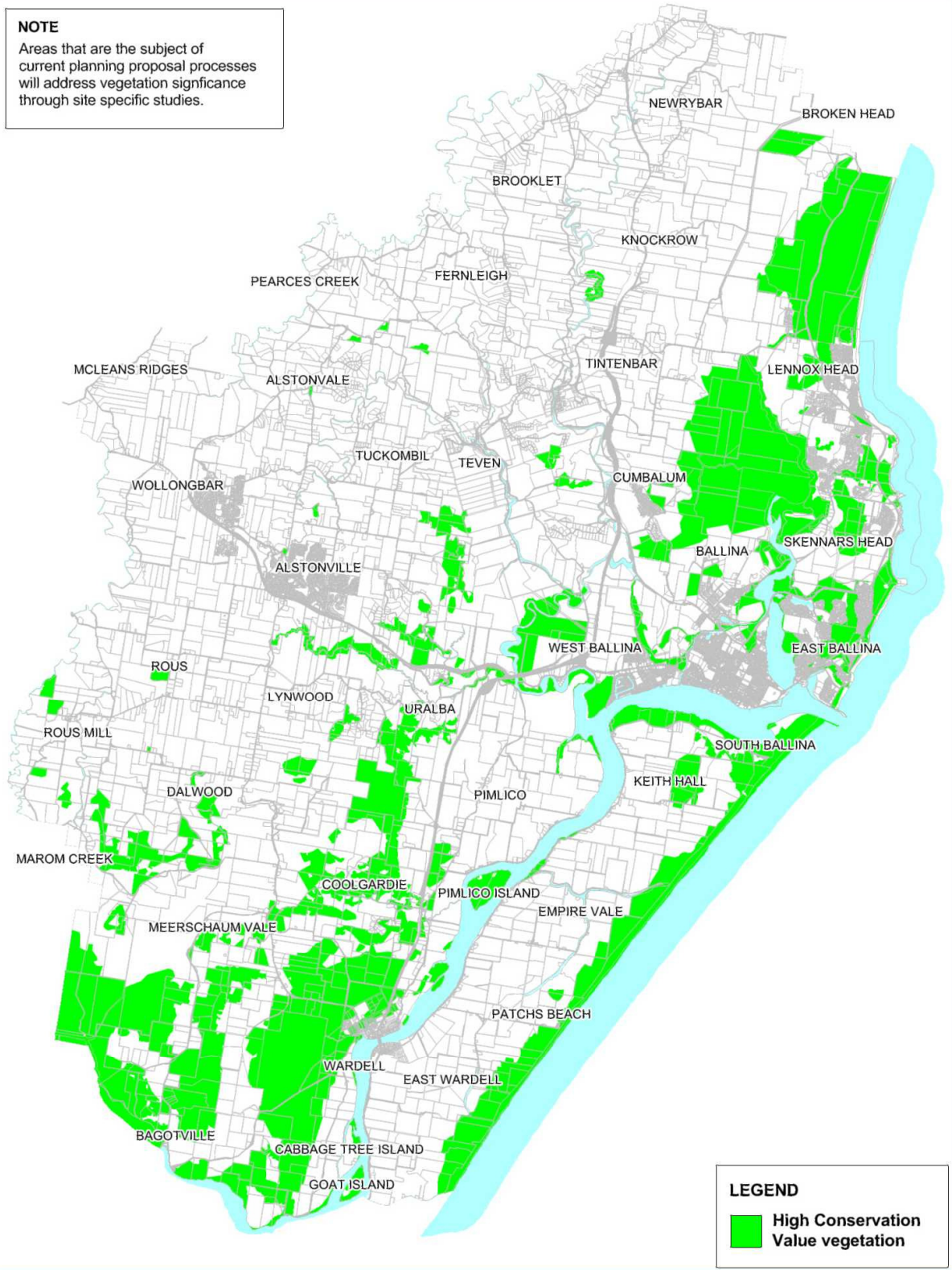
European and other non-Aboriginal cultural heritage values are also recognised throughout the shire. Items and places in the shire assessed to have heritage values are listed on Council's Local Environmental Plan as items of environmental heritage.

### **5.7.2 Scenic landscape values**

Ballina Shire contains land that has particular values associated with its scenic character. These scenic areas include land located along the edge of the Alstonville escarpment and land located within the coastal zone. Land that has significant scenic value in Ballina Shire has been included in the E3 Environmental Management Zone of the Ballina Local Environmental Plan 2011. Lands within the E3 Zone that have been identified as having high scenic values are shown on the map below.

**NOTE**

Areas that are the subject of current planning proposal processes will address vegetation significance through site specific studies.

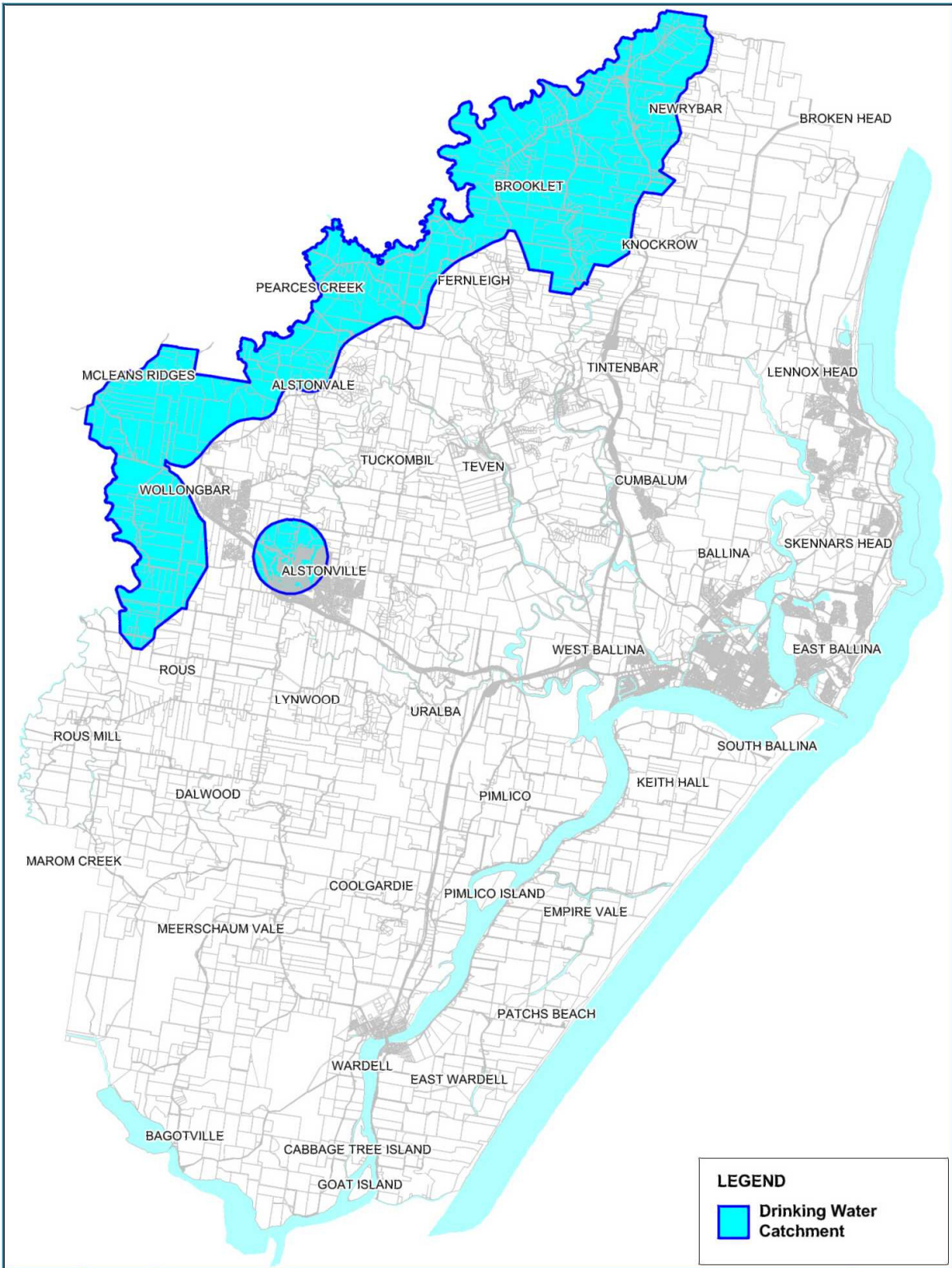


**High Conservation Value (HCV) vegetation  
Ballina Shire**



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**LEGEND**

 Drinking Water Catchment

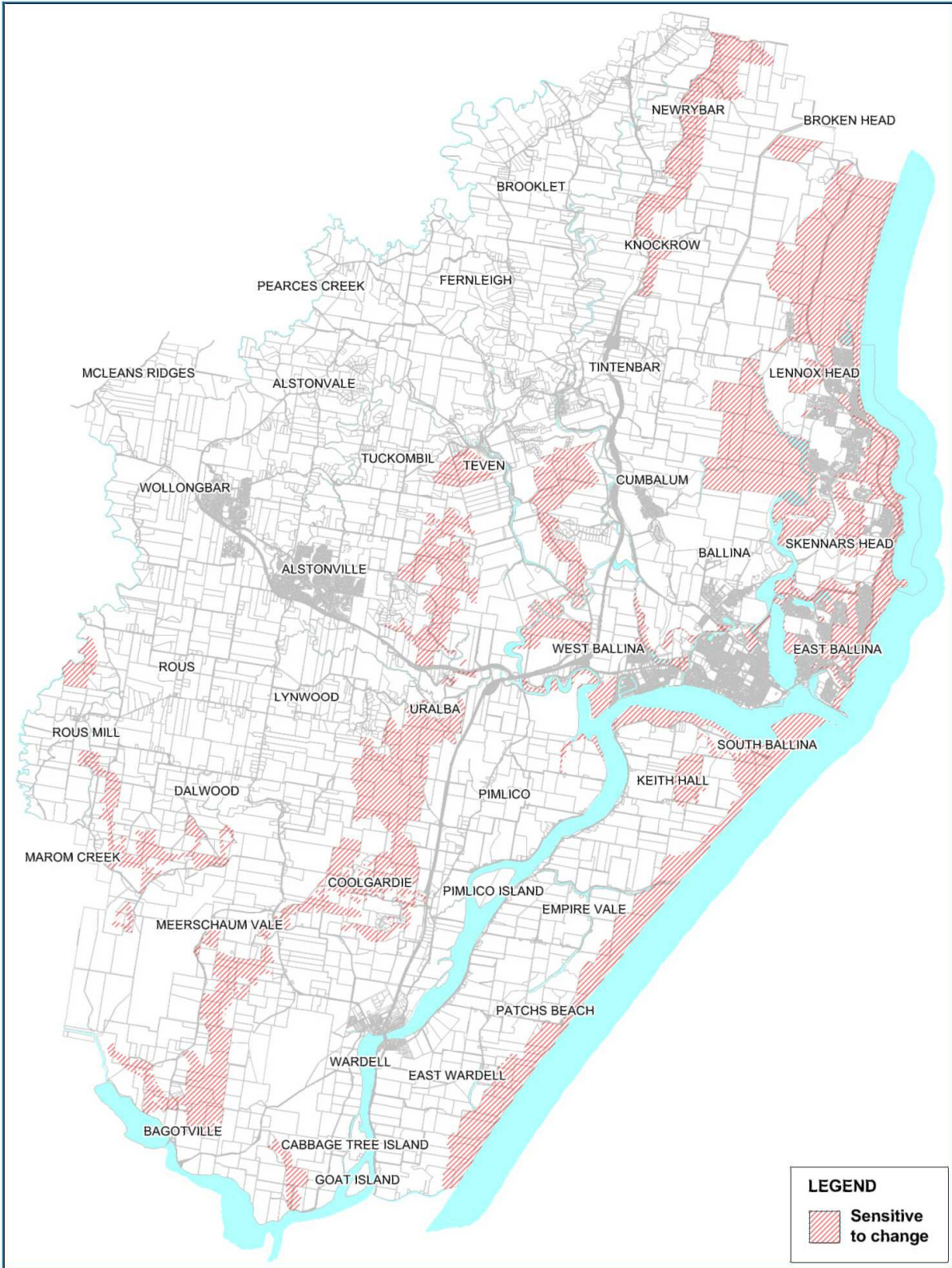


**Drinking Water Catchments  
Ballina Shire**



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**LEGEND**

 Sensitive to change

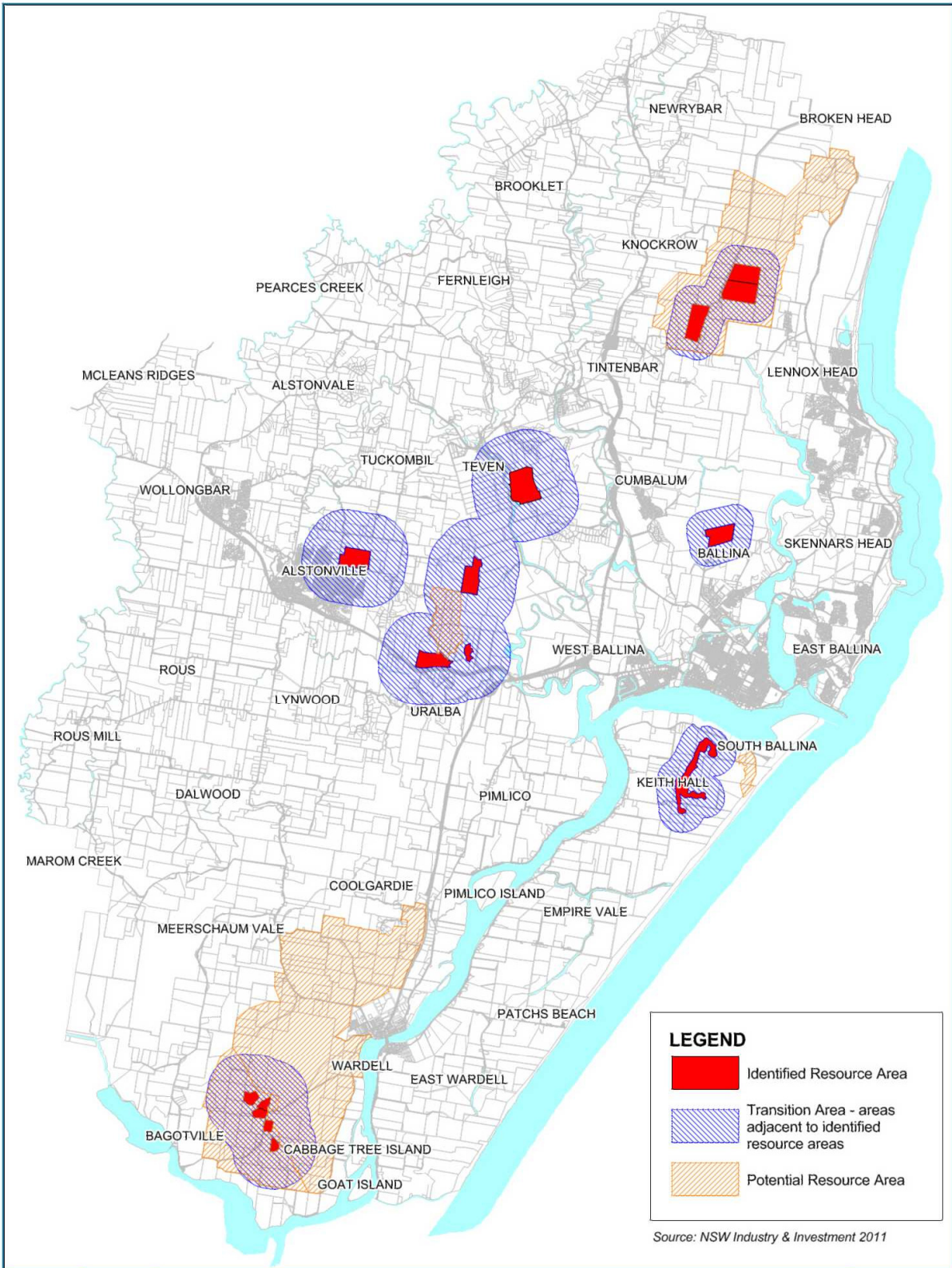


**Land sensitive to change in relation to visual amenity  
Ballina Shire**



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		<h3>Mineral Resources Ballina Shire</h3>	
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## 6 Local Growth Management Strategies

### 6.1 Outline

This part outlines Council's strategic land use planning policy relating to specific localities in the shire.

### 6.2 Local Strategies

For each locality a number of matters are identified. These include:

- Vision/locality character statement - this provides a guiding statement of Council's intent and strategic context for the area;
- Main features of the locality, relevant to future development;
- Key issues associated with change in the locality;
- Locality Objectives - identifying key outcomes that Council is seeking to achieve through future development;
- Strategic Actions - identifying Council actions arising from the locality objectives. Such actions might include the preparation of further policy such as development controls, or studies that are underway at the time of drafting the Growth Management Strategy; and
- Reference to other locality specific strategic planning policies where relevant - these may include site-specific development control plans, urban structure plans and/or precinct plans. Such plans and policies should be referred to for more specific planning advice relevant to the locality.

Accompanying maps identify many of the key features and issues documented in the table.

The strategic actions for each locality are discussed in further detail, with the identification of prerequisites, responsibility and priorities in Appendix 2 of this Strategy.

### 6.3 Strategic Urban Growth Areas

The maps which follow also identify areas which Council considers warrant further detailed investigation to determine their urban suitability. The following section outlines basic assessment requirements and known issues for these areas as a basis for future investigations.

The purpose of identifying Strategic Urban Growth Areas for each urban locality in the shire is to:

- improve transparency and community understanding of the planning process; and
- provide a clear strategic approach to land development, to avoid the negative effects associated with: land speculation on non-urban land, including the sterilisation of agricultural activities due to inflated land values; and the tying up of Council resources in the assessment of nebulous development proposals; and
- provide a solid basis for long-term infrastructure planning, including roads, water, sewerage infrastructure and community infrastructure.

Strategic Urban Growth Areas (SGA) have been identified via Council's long-term strategic planning for the shire, in prior Urban Land Release Strategies and in the following local strategies:

- Wardell Strategic Land Use Plan 2003
- Lennox Head Structure Plan 2004
- Cumbalum Structure Plan 2006

The designation of an area as a 'Strategic Growth Area' should not be interpreted as indicating that Council considers the land suitable for urban use or that it will become available for urban purposes in the future. These Strategic Urban Growth Areas will be subject to detailed assessment prior to rezoning, to determine appropriate land uses, as outlined in Part



7 (Land Release Program) of this Strategy.

The map below identifies the shire's urban localities, for the purpose of this part of the strategy. The maps that follow identify the Strategic Urban Growth Areas within the shire's urban localities.

### 6.4 Inter-urban Breaks

A number of the following maps identify 'inter-urban breaks' between urban

settlements. The purpose of displaying these inter-urban breaks is to indicate that Council wishes to maintain the visual separation between urban localities, to avoid continuous urban (particularly coastal) development or 'urban sprawl'.

Council has structured its Ballina LEP 2011 such that the E3 Environmental Management Zone is suited to application over land identified for maintenance of inter-urban breaks.

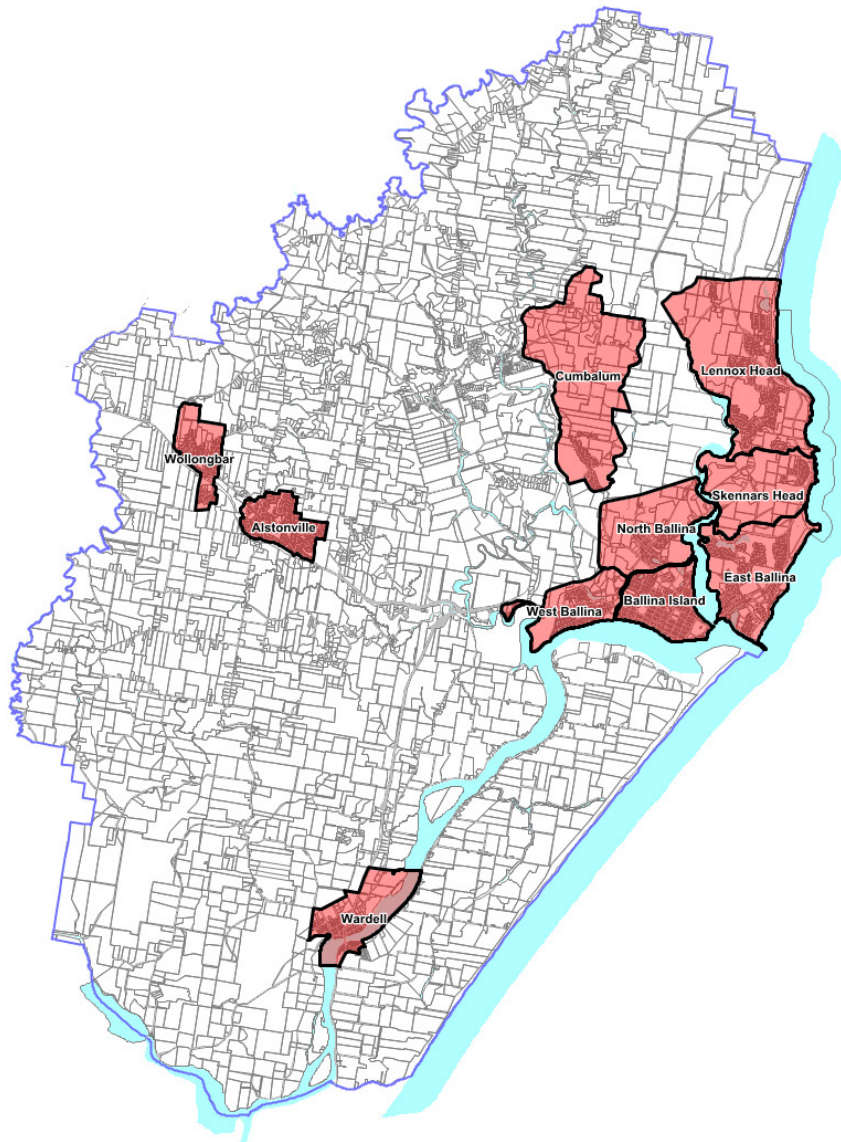


Figure 6.1. Ballina Shire Urban Localities

## Ballina Island

### Locality Vision / Character Statement:

*Ballina Island will provide a balanced living and working environment, servicing the needs of residents whilst delivering business and commerce opportunities to the broader shire community.*

*Ballina Island will continue to operate as the primary business and civic centre for Ballina Shire, providing a range of commercial and civic facilities and services including 'higher-order' retail, banking and office services and key community facilities such as civic, recreation, cultural, health and justice services.*

### Main Features:

- Location of major community facilities (including health facilities) and major commercial centres.
- Multi-storey Central Business District (CBD) with mixture of commercial and residential land uses, surrounded by predominantly low and medium density residential areas.
- The Kerr Street Retail Precinct provides additional retail premises.
- Buildings of a range of ages and styles, including recognised heritage items.
- Key location for people living alone, lower income households, small households, older persons and people living in medium density housing.
- The Clark Street industrial area, located in the north of the locality, contains a range of industrial and commercial land uses.
- Major centre for tourist accommodation, marine and recreation activities.

### Key Issues:

- Ballina Island is potentially affected by major (although very infrequent) flood events and may be vulnerable to sea-level rise associated with climate change in the longer term.
- Flat topography amenable to pedestrian traffic and good accessibility for seniors, with proximity to commercial and community facilities.
- Development has been occurring predominantly via incremental infill development of larger residential lots through dual-occupancy development or single and two storey multi-unit development. Some multi-storey residential and tourist development is also occurring in the CBD area along the river foreshore. The FNCRS requires Council to review height provisions for the CBD area.
- Capacity for further incremental infill development under current controls appears limited due to lot configuration and size, and the compounding effect of development standards on potential development yields.
- The demographic profile of existing residents suggests vulnerability to changing patterns of development in that lower income households may be 'forced out' as redevelopment occurs.
- Further urban intensification will need to have regard for capacity of urban infrastructure (water supply, sewerage and roads).
- Main centre of community services (centred on Ballina Hospital and Community Health) and commercial facilities (centred on River Street and Kerr Street).
- Heritage values contribute to, and enhance, cultural and social well being.

### Locality Objectives:

- Reinforce Ballina Island as a key commercial and community centre, including health services and civic facilities.
- The Ballina CBD to remain as the core of the shire's retail hierarchy.
- Recognise Ballina Island as a favoured location for seniors living, due to good accessibility to social and commercial facilities and the flat topography.
- The residential function of Ballina Island is complemented by the broad range of land uses including commercial, industrial and community services and facilities.
- Maintain access to affordable housing.
- Manage Aboriginal and European cultural heritage in accordance with best practice

### Strategic Actions:

- Investigate the potential impacts of climate change, particularly sea-level rise, on the locality.
- Identify preferred precincts for infill development intensification including lot consolidation and multi-storey development.
- Review building height standards.
- Identify a healthcare precinct to facilitate the clustering of health-related services.
- Investigate the potential of the Clark Street Industrial Estate for development as a business incubator.
- Investigate the appropriate land uses for land adjacent to Clark Street Industrial Estate (Old Depot).
- Manage and promote Aboriginal and European cultural heritage values in accordance with relevant stakeholders.



**Key**

- Commercial/retail areas
- Industrial areas
- Residential areas
- Civic facilities
- Community facilities
- Educational facilities
- Child care centres & preschools
- Aged care facilities
- Hospitals & health care facilities
- Places of worship
- Recreation - parks & reserves
- Vegetated areas
- Major public infrastructure
- Major road
- Major road (potential future)

Strategic Urban Growth Area

## West Ballina

### Locality Vision / Character Statement:

*West Ballina is a key entry-point to Ballina and the coastal and estuary environments of the Pacific Ocean and the Richmond River. The locality is a hub for recreational boating activities and provides for a range of commercial opportunities relating to retail, light industrial and tourism.*

*The locality also provides for a mixture of residential opportunities including manufactured home parks and the only Canal Estate in Ballina Shire. The locality also contains important public infrastructure including the West Ballina Wastewater Treatment Facility.*

### Main Features:

- West Ballina commercial area development spine along the Pacific Highway, surrounded by predominantly low density residential areas, including traditional housing estates, a canal estate, several caravan parks with permanent residences and the River Bend Manufactured Home Estate.
- Commercial facilities include bulky goods retailing, neighbourhood scale retailing and motor dealerships.
- Other land uses include Emmanuel Anglican College, sporting fields and light industrial land uses including landscape supplies, indoor sports centre, RMS Depot and Boat Harbour.
- Smith Drive industrial estate located directly to the west, promoted for marine infrastructure, but having a mixture of land uses including storage and 'bulky goods retailing'.
- The West Ballina Wastewater Treatment Facility which provides the bulk sewerage services to Ballina.
- Barriers to outward expansion due to presence of significant physical constraints including agricultural lands, soft soils and flooding.
- Planned western arterial road link runs through the locality.

### Key Issues:

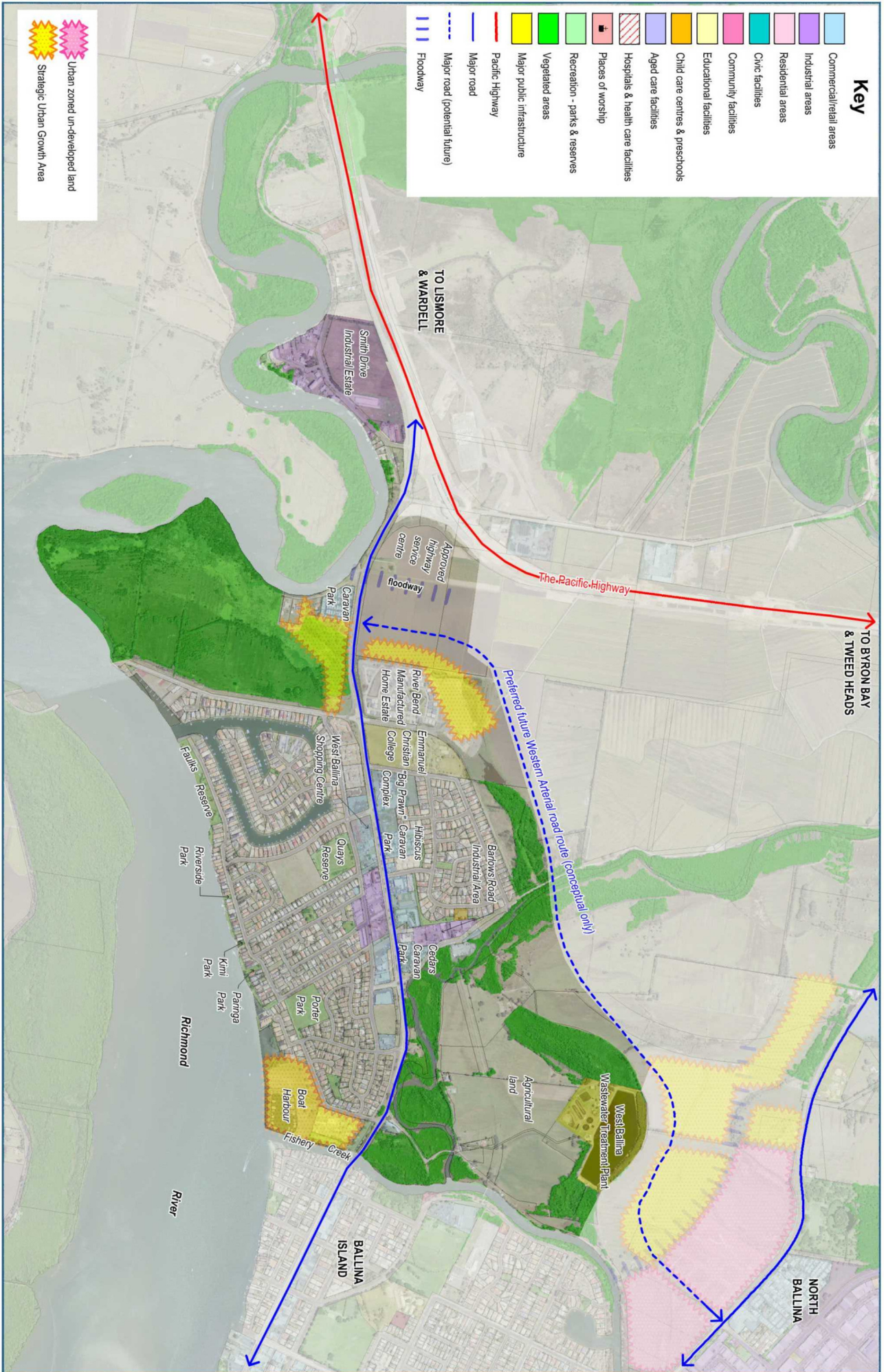
- History of development has resulted in a mixture of commercial land uses, located adjacent to the existing Pacific Highway, that do not reflect the historic (residential) zoning of the land. Many of the existing land uses rely on the high profile location, which may change with the construction of the Ballina Bypass (planned to be completed by 2012). A number of large lots adjacent to the Pacific Highway (to the north) may be amenable to integrated redevelopment.
- Planning for alignment of western arterial road link between West and North Ballina.
- Location of future prominent 'gateway site' to Ballina, adjacent to Teven Road intersection of the Ballina Bypass of the Pacific Highway (a highly visible entrance point into Ballina).
- Land to the west and north subject to development pressure for light industrial land uses including 'bulky goods retailing' and highway service centre uses due to high visibility to the Ballina Bypass highway route.
- The locality provides key access points to the river for recreational boating activities and fishing.
- The locality provides a number of affordable housing opportunities in a number of caravan parks (with permanent residences), a manufactured home estate and in traditional housing estates.
- Little social infrastructure is provided within the locality, with residents reliant largely on infrastructure provided in Ballina.
- The area contains Aboriginal and non-Aboriginal cultural heritage values and/or sites.

### Locality Objectives:

- Provide for balanced land use focused on residential land uses of predominantly medium to low density detached housing.
- Manage transition of the locality, particularly in terms of existing commercial activities, that is likely to arise from re-routing of major traffic routes (Ballina Bypass of the Pacific Highway and the Western Arterial). This change will likely alter the viability and therefore mix of commercial activities in the existing parts of the locality (particularly areas located on the existing Pacific Highway).
- Recognise the natural and economic values of the Richmond River and associated waterways.
- Manage Aboriginal and European cultural heritage values in accordance with best practice guidelines.

### Strategic Actions:

- Investigate the potential impacts of climate change, particularly sea-level rise, on the locality.
- Establish the area along the existing Pacific Highway as a location for innovative and mixed business activity (but not for retail purposes).
- Retain larger lots to facilitate future redevelopment opportunities, and potential for improved access arrangements.
- Reinforce West Ballina as the 'edge' of and 'gateway' to Ballina.
- Identify a desired future character for the locality, derived from a consultative strategic planning exercise.
- Investigate the broadening of marine based activity in the Smith Drive locality.
- Investigate potential locations for a marina facility.
- Manage and/or promote Aboriginal and European cultural heritage values in accordance with relevant stakeholders.



## North Ballina

### Locality Vision / Character Statement:

*North Ballina is a key entry-point to Ballina. The locality is characterised by its mixed live-work environment, which provides a diversity of land uses associated with innovation in the building, construction and manufacturing industries.*

*The locality provides for a mixture of residential opportunities and accommodates sites of major public infrastructure including the Ballina-Byron Gateway Airport and Ballina Waste Management Facility.*

### Main Features:

- North Ballina comprises a mixture of commercial and industrial land uses and residential areas. A broad range of commercial and industrial activities occur within the Southern Cross Industrial Estate, including retailing outlets, light manufacturing, and a diversity of building and construction supplies and services. Residential areas include a number of manufactured home estates with permanent residents, traditional housing estates such as the 'North Lakes Residential Estate' and 'Ferngrove Residential Estate' (currently being constructed) and a 'Seniors Living Estate', 'Aspen' on North Creek Road.
- Other land uses include major public infrastructure (Ballina-Byron Gateway Airport and Ballina Waste Management Facility) and public recreation including the Ballina Racecourse and Centennial Gardens.
- The locality has good accessibility to Ballina Island for commercial, community and civic facilities.
- The northern part of the planned West Ballina Arterial, which is to connect West Ballina and North Ballina, intersects with North Creek Road on the existing Pacific Highway.

### Key Issues:

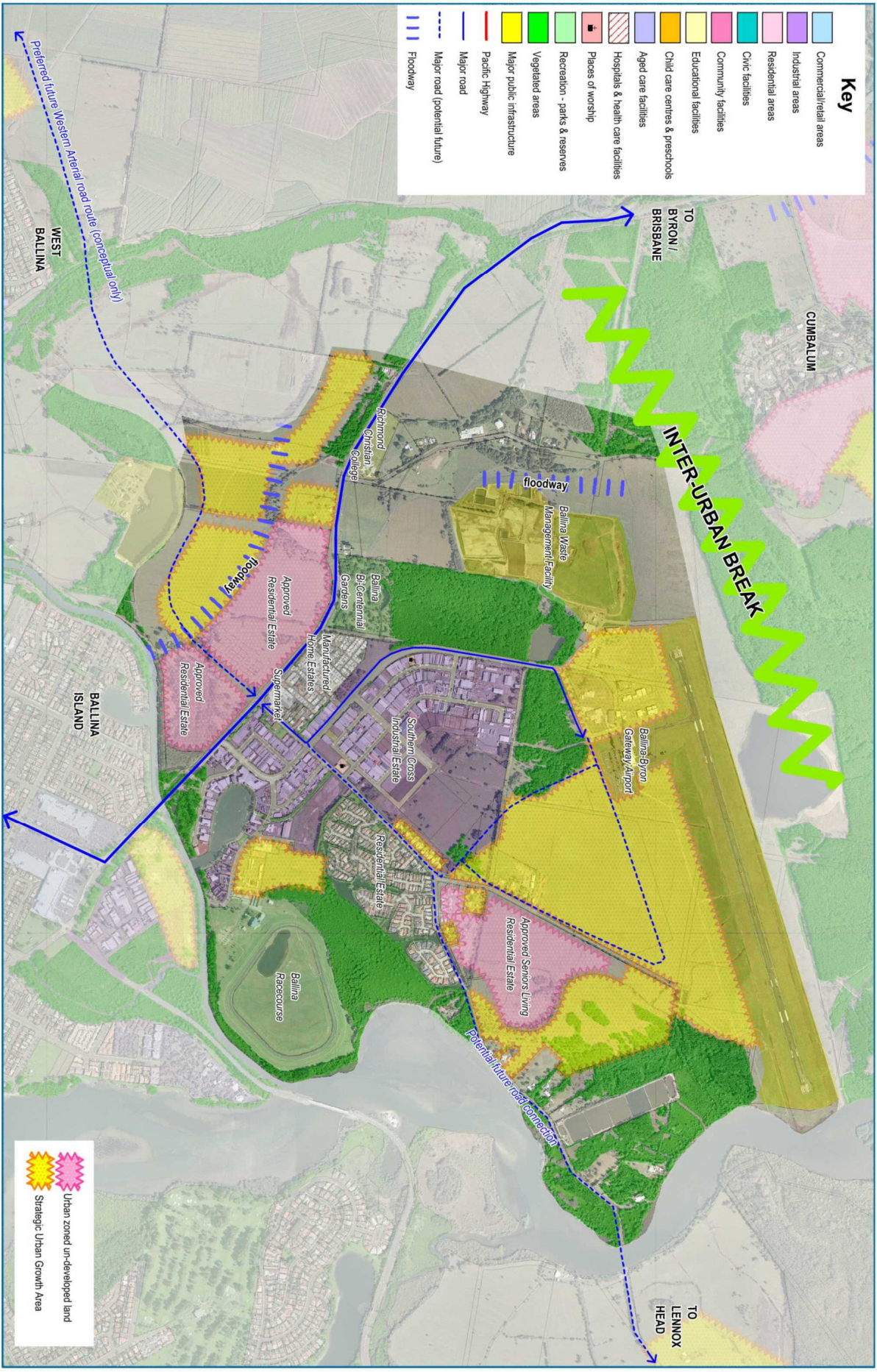
- The locality includes land that is subject to development interest for light industrial land uses including 'bulky goods retailing'.
- The locality provides affordable housing opportunities in a caravan park (with permanent residences), manufactured home estates and in traditional housing estates.
- Limited social infrastructure is provided within the locality, with residents reliant largely on infrastructure provided elsewhere in Ballina.
- Planned alteration to road network with respect to Ballina-Byron Gateway Airport access.
- Known and potential Aboriginal cultural heritage values and/or sites are contained in the area.

### Locality Objectives:

- Provide for future development opportunities that exist for the locality as a major employment area.
- Provide for a balanced land use pattern, by avoiding, mitigating and managing potential land use conflicts associated with the mixture of commercial, industrial, infrastructure and residential land uses.
- Protect important public infrastructure from incompatible development.
- Conserve ecologically valuable vegetation communities.
- Manage Aboriginal cultural heritage values in accordance with best practice guidelines.

### Strategic Actions:

- Investigate the potential impacts of climate change, particularly sea-level rise, on the locality.
- Investigate, through the rezoning process, land development opportunities and the provision of public infrastructure identified in the Southern Cross Precinct Masterplan and the West Ballina Structure Plan.
- Establish a more detailed planning framework for the long term use and development of industrial areas through Council's development control plan.
- Enhance entry treatment including associated with the Ballina/Byron Gateway Airport.
- Establish a clustered bulky goods retailing precinct.
- Investigate future road connection between Ballina and Lennox Head via North Creek Road.
- Manage and/or promote Aboriginal and European cultural heritage values in accordance with relevant stakeholders.



## Cumalum

### Locality Vision / Character Statement:

*'The Cumalum Villages are envisaged as two (possibly three) distinct but related communities, designed and built so as to not impinge upon the surrounding rural and natural environment, each with its individual character and sense of place.*

*Each village will be a fully featured community, comprising residential areas embellished with public open space and a centrally located village centre, providing a focal point for commercial and community activities'.*

### Main Features:

- The Cumalum Urban Release Area (CURA) comprises 157 hectares of residential zoned land ('Ballina Heights'), with an additional 850 hectares currently under investigation for potential rezoning for urban purposes. It is anticipated that not all the latter area will be rezoned for urban purposes, due to the presence of environmental constraints and urban design considerations.
- Currently the un-developed portion of the CURA land comprises a mixture of rural and agricultural land uses, with a variable subdivision pattern and limited access.
- The future development of the CURA has been subject to locality based strategic planning work - the Cumalum Structure Plan (2006).

### Key Issues:

- The Cumalum locality is recognised in the NSW State Government's Far North Coast Regional Strategy as a major urban release area, anticipated to accommodate a substantial proportion of future population growth anticipated for Ballina Shire and the Far North Coast Region.
- Detailed planning is required to determine those parts of the locality that have capacity to accommodate urban development and other land uses, whilst adequately protecting other adjacent sensitive or productive areas and ensuring the timely and equitable delivery of services. This will be achieved via the statutory rezoning process.
- The area contains Aboriginal, European and other non-Aboriginal heritage sites/values.

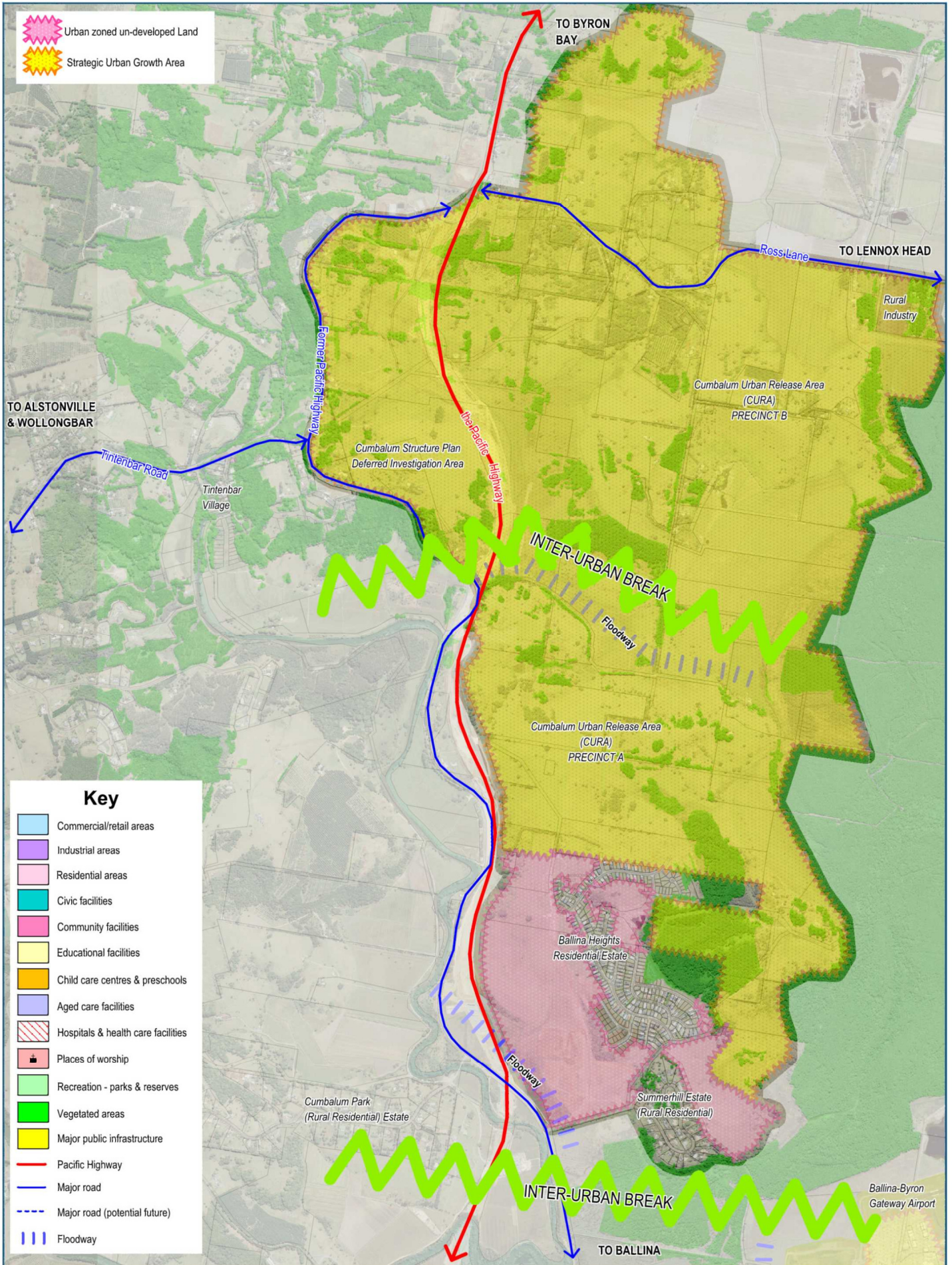
### Locality Objectives:

- Future development to provide for a range of lifestyle and other opportunities, including commerce and employment, recreation and a quality living environment.
- Economic and efficient development recognising that these areas represent several of the remaining significant land releases in the shire.
- Manage Aboriginal, European and other non-Aboriginal cultural heritage values in accordance with best practice guidelines.

### Strategic Actions:

- Undertake a detailed site analysis and investigations to determine appropriate land use zoning that includes provision for employment and recreation outcomes.
- Establish a Development Control Plan (DCP) to guide future integrated subdivision, development and services delivery.
- Prepare an Infrastructure Delivery Plan for the locality.
- Manage and/or promote Aboriginal, European and other non-Aboriginal cultural heritage values in accordance with relevant stakeholders.





## East Ballina

### Locality Vision / Character Statement:

*East Ballina reflects the iconic coastal character that defines Ballina as a residential and tourist destination. Future development will occur at a scale and intensity appropriate to maintaining the coastal character of the locality.*

*The locality is also strongly influenced by proximity to natural environments including wetlands, heathlands, pockets of rainforest and a number of bird roosting sites.*

### Main Features:

- Dominated by proximity to the coast and other natural and water features, including the Richmond River and North Creek, North Breakwall, Shaws Bay, the East Ballina/Shaws Bay escarpment and Prospect and Chickiba Lakes and coastal dunes and heathlands.
- Predominantly low density residential areas with some medium and high density development along the dominant ridgeline and adjacent to the coast.
- Other significant land uses include the Shaws Bay and Lake Side Caravan Parks, East Ballina Shopping Centre, East Ballina Cemetery, Southern Cross School (K-12) and Ballina Golf Course.
- Key significant coastal features include Black Head and Lighthouse Point (headlands), the coastal recreational path and the Lighthouse Beach surf lifesaving club site.

### Key Issues:

- East Ballina is a key coastal locality of Ballina Shire, with good accessibility to commercial and community facilities in Ballina and surrounding high-amenity coastal environments (beaches and heathlands).
- Limited opportunities for outward expansion. Future development will occur mainly through infill development. Such development will need to be balanced with the generally low scale and coastal character of the locality.
- The East Ballina locality contains Aboriginal, European and other non-Aboriginal heritage sites/values.

### Locality Objectives:

- Preserve and enhance the seaside atmosphere of the locality.
- Encourage development to relate to the landscape and character of the locality and that will be compatible with the key natural environments.
- Ensure that future development occurs in a coordinated and integrated manner and that appropriate infrastructure is provided in a timely manner.
- Maintain existing coastal tourist facilities (caravan parks).
- Retain the generally low-rise scale of development.
- Manage Aboriginal, European and other non-Aboriginal cultural heritage values in accordance with best practice guidelines.

### Strategic Actions:

- Establish development controls that reflect the existing and desired future character of the locality, to guide future development.
- Incremental construction of coastal recreational pathway linkages to Lennox Head and Skennars Head.
- Enable key coastal public infrastructure including surf club and marine rescue facilities.
- Manage and/or promote Aboriginal, European and other non-Aboriginal cultural heritage values in accordance with relevant stakeholders.



## Lennox Head

### Locality Vision / Character Statement:

*The seaside village atmosphere and environmental heritage of Lennox Head will be retained and enhanced as the community works together to provide for the needs of existing and future generations.*

### Main Features:

- Comprises the original village subdivision, older estates along North Creek Road, new release areas such as Lennox Meadows and Pacific Pines Estate and several areas nominated for future residential development.
- Lennox Head Village Centre is the commercial and social "heart" of the district. Future stages of Pacific Pines Estate will incorporate a smaller neighbourhood centre and community infrastructure.
- Predominately detached residential housing with medium density infill development occurring in original village area.
- Located in close proximity to significant natural environments including heath, littoral rainforest and wetlands.
- Important coastal and aquatic features include Lake Ainsworth, Lennox Headland, Byron Marine Park and Lennox Surfing Reserve.

### Key Issues:

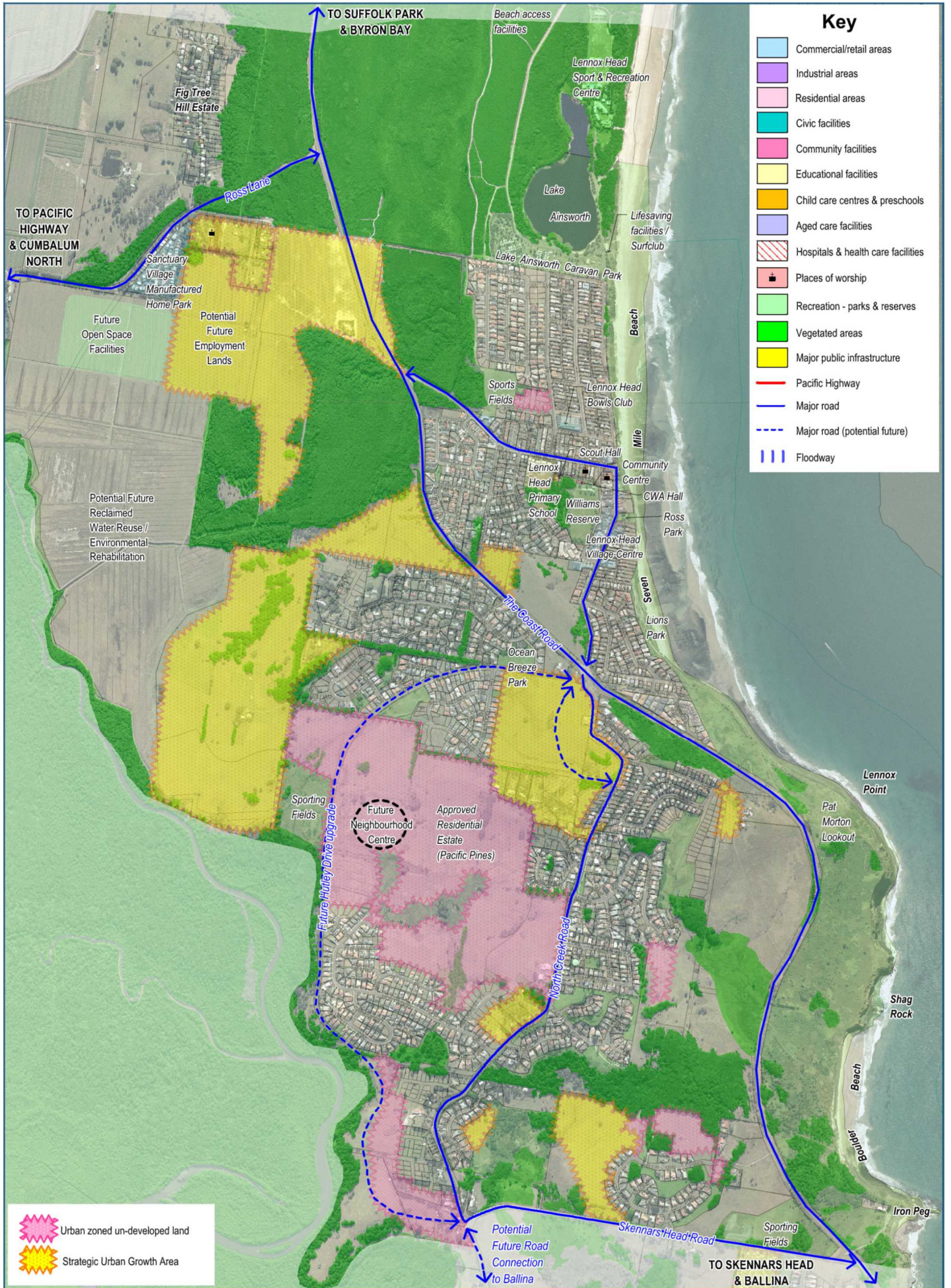
- Detailed strategic planning has been undertaken by Council (in close consultation with the Lennox Head community) which has established a coordinated framework for the future development of Lennox Head. This work has identified the following key issues relating to planning for Lennox Head:
  - Retaining the existing "village atmosphere";
  - Protecting key natural environments including heath, littoral rainforest and wetlands;
  - Concern about the rate of growth and its impact on existing character and the natural environment;
  - Ensuring that the Village Centre retains its role as the commercial and social "heart" of Lennox Head; and
  - Need for additional community infrastructure, such as playing fields and community halls.
- Road network upgrades are required to accommodate increasing population growth in the locality and surrounds. These include the extension of Hutley Drive, improvements to North Creek Road including partial realignment, and an alternative corridor to the Coast Road to connect Lennox Head with Ballina.
- The Lennox Head area contains Aboriginal, European and other non-Aboriginal heritage sites/values.

### Locality Objectives:

- Preserve and enhance the seaside village atmosphere as the Lennox Head community continues to grow and develop.
- Achieve well designed developments which relate to the landscape and character of the locality and which retain and enhance key natural environments.
- Ensure that growth and development occurs in a coordinated and integrated manner and to ensure that appropriate infrastructure is provided in a timely manner.
- Manage Aboriginal, European and other non-Aboriginal cultural heritage values in accordance with best practice guidelines.

### Strategic Actions:

- Maintain commitment to the development framework established by the Lennox Head Community Aspirations Strategic Plan and Lennox Head Structure Plan.
- Provide for additional road, community and sporting infrastructure in a timely manner.
- Provide for light industrial or "employment precinct" uses in accordance with the Lennox Head Structure Plan.
- Develop and implement strategies to protect sensitive natural environments.
- Secure additional sporting facilities on land located to the north west of the village, south of Ross Lane.
- Consolidation of community facilities within the Lennox Head Cultural and Community Centre at Williams Reserve.
- Incremental construction of coastal recreational pathway linkages to Skennars Head and Ballina.
- Enable key coastal public infrastructure including surf club and marine rescue facilities.
- Manage and/or promote Aboriginal, European and other non-Aboriginal cultural heritage values in accordance with relevant stakeholders.



## Skennars Head

### Locality Vision / Character Statement:

*Skennars Head is primarily a residential area with close linkages to the nearby communities of Ballina and Lennox Head, the coastal landscape and natural environments. Future development will ensure ongoing visual separation from East Ballina and Lennox Head whilst providing for improved transport linkages to these communities.*

### Main Features:

- Comprises the existing 'Headlands Estate' and future development of land south of Headlands Estate and west of the Coast Road.
- Beachside location with dramatic coastal and rural views.
- Primarily a dormitory suburb with close links to both the Ballina and Lennox Head communities.
- Private primary and secondary schools available. Skennars Head playing fields utilised primarily for soccer.
- Sensitive wetland and coastal environments located close to both the existing and future urban footprint.
- The coastal landscape has significant Aboriginal cultural heritage values.

### Key Issues:

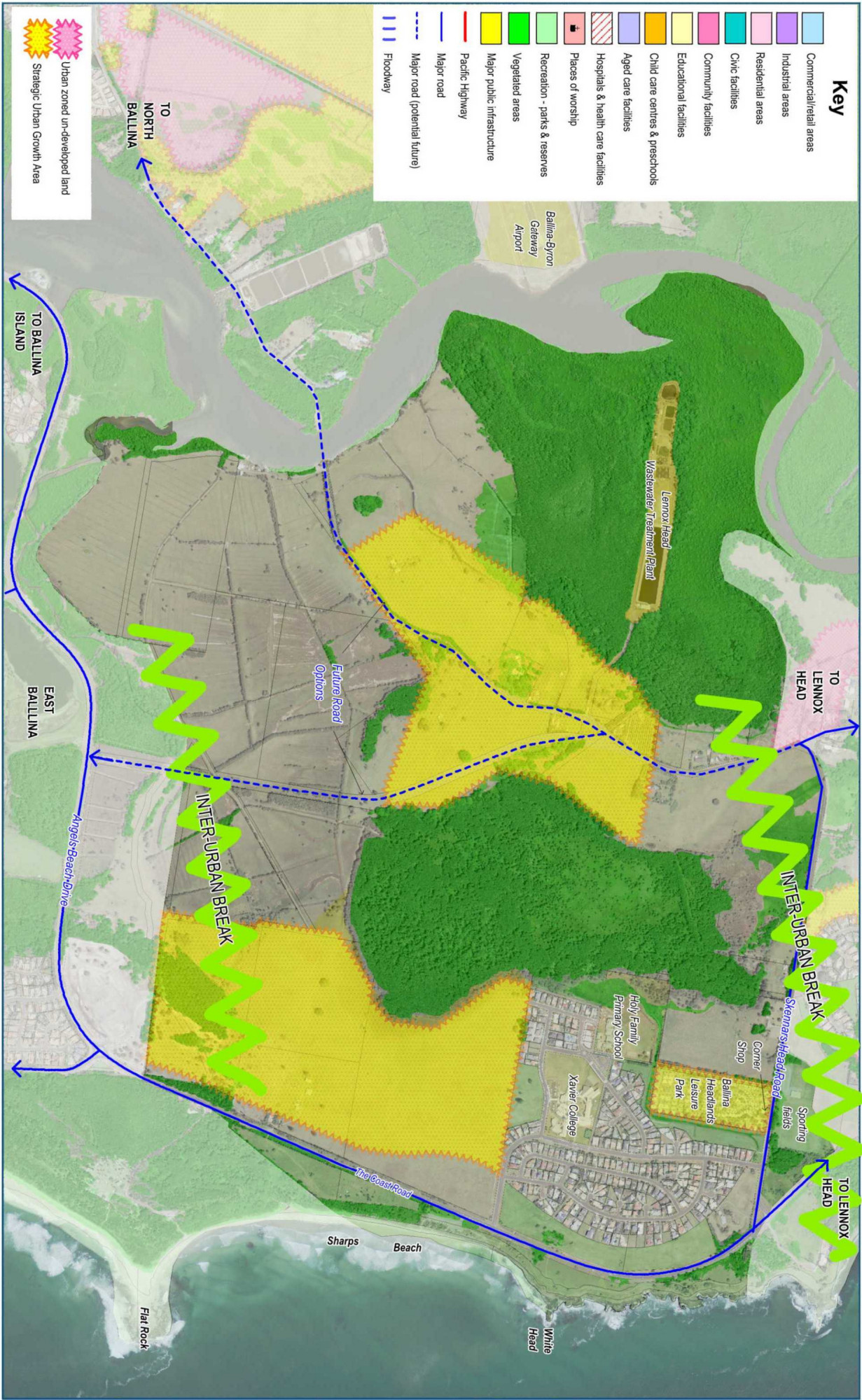
- Need to maintain visual breaks between Skennars Head and East Ballina to the south and Lennox Head to the north.
- Need to protect key natural environments and areas with indigenous cultural heritage values.
- Lack of commercial facilities to provide day to day convenience items.
- Vehicular access to the Coast Road at both Headlands Drive and Skennars Head Road problematic at peak times.
- Poor pedestrian/cycleway linkages to both East Ballina and Lennox Head.
- Skennars Head playing fields capable of being more fully utilised if expanded northward onto adjoining rural property.
- Parts of the locality are affected by aircraft noise from the Ballina-Byron Gateway Airport.
- Major road corridors are a substantial consideration in planning for future growth - including upgrades to intersections on the Coast Road and the provision of an alternative road corridor from the southern part of North Creek Road (in Lennox Head) to either Angels Beach Drive or North Creek Road (in North Ballina).
- Rezoning process underway for land to the south of Headlands Estate (LEP Amendment 90).
- The Lennox Head area contains Aboriginal, European and other non-Aboriginal heritage sites/values.

### Locality Objectives:

- To ensure that future development is designed and located in a manner which is sensitive to the visual qualities of the area.
- To provide low key commercial infrastructure to service the day to day needs of the local community.
- To improve transport connections to Lennox Head and East Ballina whilst maintaining visual separation.
- To protect and enhance sensitive natural environments and important archaeological sites.
- Reinforce inter-urban breaks between Skennars Head and Lennox Head to the north and East Ballina to the south.
- Manage Aboriginal, European and other non-Aboriginal cultural heritage values in accordance with best practice guidelines.

### Strategic Actions:

- Ensure that rezoning processes address the key planning issues identified above.
- Incremental construction of cycleway/pedestrian linkages to Lennox Head and East Ballina.
- Review of Coast Road/Headlands Drive and Coast Road Skennars Head Road intersections.
- Investigate the potential expansion of the Skennars Head playing fields.
- Develop and implement strategies to protect sensitive natural environments.
- Enable and maintain long-term public access to Sharpes Beach.
- Manage and/or promote Aboriginal, European and other non-Aboriginal cultural heritage values in accordance with relevant stakeholders.



# Alstonville

## Locality Vision / Character Statement:

*Alstonville has a strong village character, associated with the following features:*

- *its built heritage and the presence of a number of older timber buildings which significantly contribute to the village streetscape;*
- *its compact and enclosed layout providing a "user friendly" environment;*
- *its small buildings and modest architecture and its residential scale;*
- *the influence of well established parks and street trees throughout the area;*
- *its links with and proximity to Lumley Park and Bulwinkel Park and other places of community, cultural and recreational interest;*
- *its interface with scenic and highly productive agricultural land.*
- *its setting within a post-European rural landscape; and*
- *its elements of the built and landscaped environment which demonstrate its beginnings, growth and change.*

## Main Features:

- The village comprises a central commercial area surrounded by low density residential areas.
- Networked open space areas and centrally located historic showground reinforce the character of the locality as a low density village.
- Other land uses include schools, recreational facilities and aged care facilities. A number of government agencies operate out of offices in Alstonville.
- Proximity to and strong relationship with the village of Wollongbar, the Russellton Industrial Estate, the Gap Road Quarry and NSW Department of Primary Industries Agricultural Research Station.
- The village is effectively 'built-out' to the village footprint identified by Ballina Shire Council and the Far North Coast Regional Strategy.
- The village is surrounded by a 'rural buffer', designated by Council to preserve the distinctiveness and separation of Alstonville and Wollongbar.
- Recent implementation of village centre enhancement plan.
- 

## Key Issues:

- Growth boundary ('rural buffer') established by Council in the 1980s and reinforced by the FNCRS 'town and village footprints' seeks to maintain the 'village atmosphere' and scale of Alstonville.
- Limited potential for further outward expansion of the village, and the declining occupancy rate of the village (that is, declining household size) over time means that the population of Alstonville may stabilise and could decline over time, without a higher rate of infill development occurring.
- The present lack of housing diversity (predominance of single detached dwellings) suggests that there may be a shortage of housing options in the future which could allow residents to remain in Alstonville as they age and need to 'downscale' their dwelling, in terms of aged care.
- Bruxner Highway Bypass has had positive benefits relating to improvements to the amenity of the village centre, which may encourage tourist and other commercial activity over time.
- Surrounding agricultural land is recognised, by the NSW State Government's Northern Rivers Farmland Protection Project 2005, as State and regionally significant farmland.
- A number of historic (public and private) buildings are formally listed as items of environmental heritage on Council's Local Environmental Plan, which are important to maintaining the village's recognised and valued historic character.

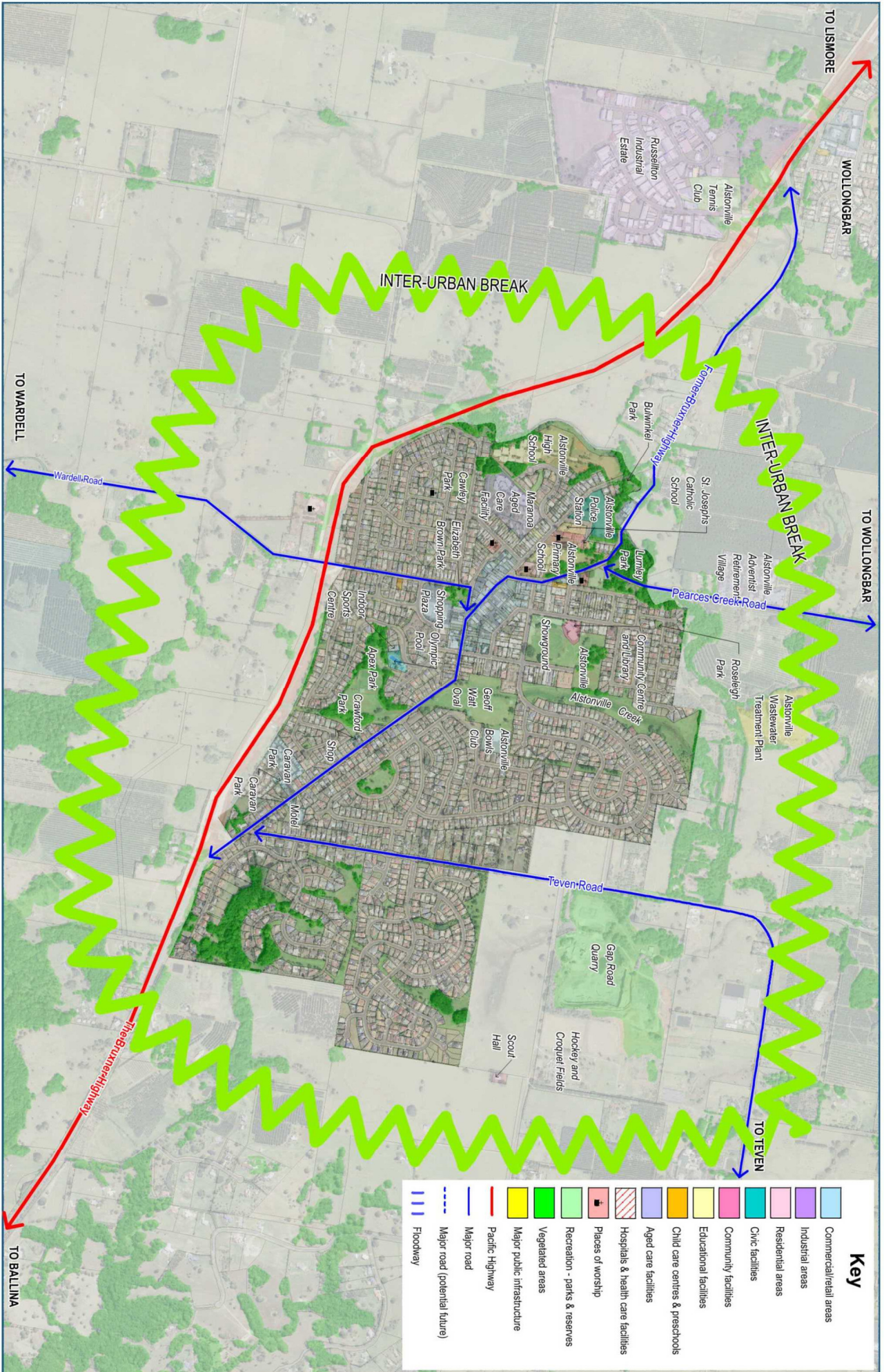
## Locality Objectives:

- Maintain the village 'scale' and 'character' of Alstonville.
- Retain the village footprint.
- Accommodate further infill development in a manner that is sensitive to the village character and heritage values.
- Provide for changing housing needs.
- Manage Aboriginal, European and other non-Aboriginal cultural heritage values in accordance with best practice guidelines.

## Strategic Actions:

- Identify opportunities for additional seniors living facilities.
- Investigate the potential for infill development intensification.
- Review planning controls for village centre following construction of the Bruxner Highway bypass.
- Preserve the integrity of the village footprint.
- Maintain the urban buffer / inter-urban break between Wollongbar and Alstonville.
- Revisit the Third Plateau Village concept.
- Manage and/or promote Aboriginal, European and other non-Aboriginal cultural heritage values in accordance with relevant stakeholders.





## Wollongbar

### Locality Vision / Character Statement:

*The character of Wollongbar is a reflection of the low density residential scale, undulating topography and proximity to surrounding high quality agricultural lands.*

*Future planned development of Wollongbar will be accommodated by a substantial northern expansion of the existing village footprint, strengthening the distinct character of the locality. The neighbouring village of Alstonville will continue to provide the bulk of local commercial and community facilities for both villages.*

*The Russellton Industrial Estate, located between Wollongbar and Alstonville, provides the key employment centre for the plateau. A range of land use activities occur within the estate including light industrial manufacturing, repair services and plant nurseries.*

### Main Features:

- Predominantly a low density residential area, serviced by limited commercial facilities, recreation and education establishments (Wollongbar Primary School), other than the Russellton Industrial Estate and neighbourhood scale commercial area.
- Proximity to high quality agricultural lands, the Wollongbar campus of North Coast TAFE and a Department of Primary Industries (DPI) research station.
- The Wollongbar Urban Expansion Area (WUEA) comprising approximately 80 hectares of land is located immediately to the north of the existing urban area of Wollongbar.
- Strong relationship with the village of Alstonville.

### Key Issues:

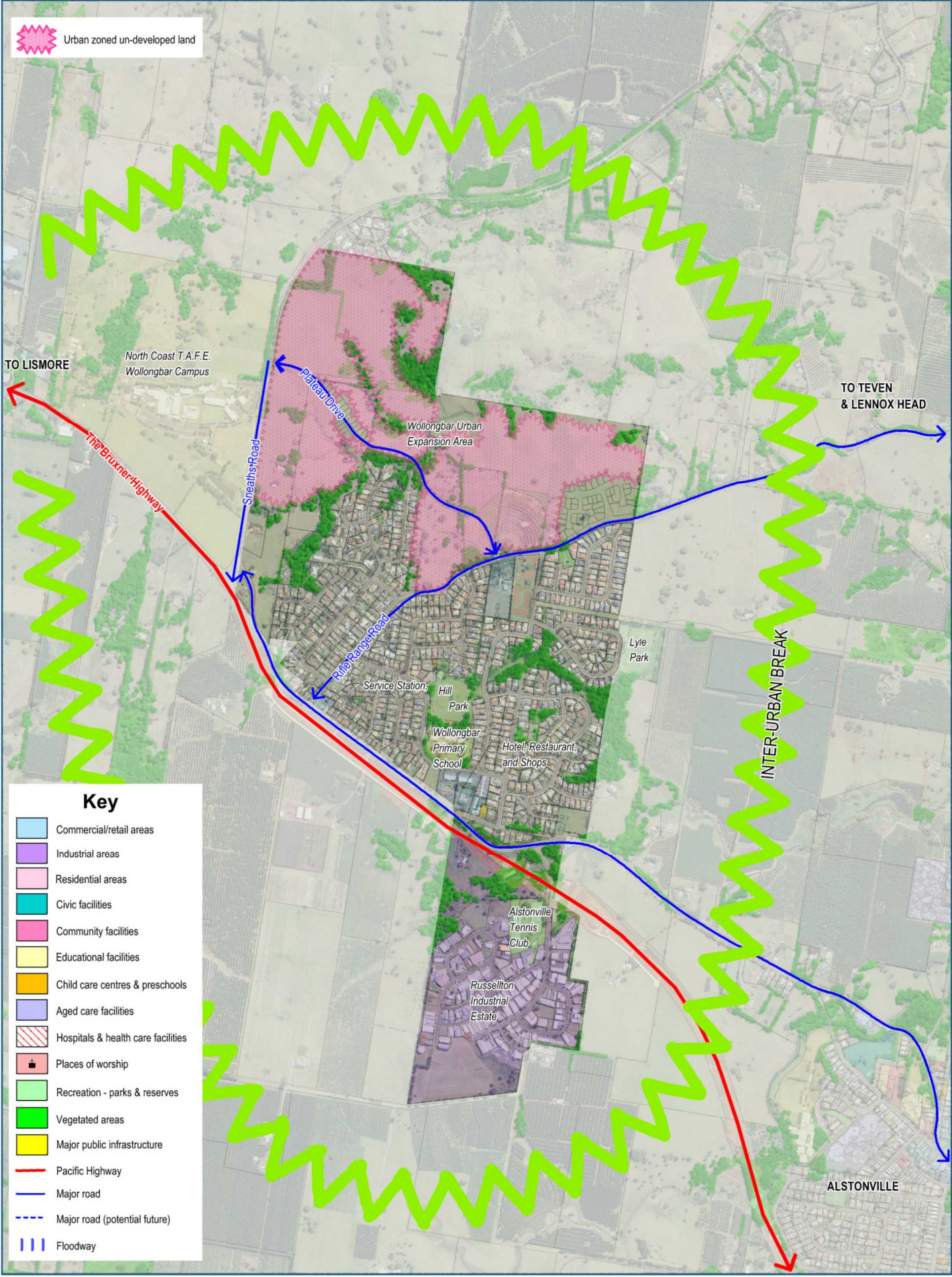
- Predominantly a 'dormitory suburb' servicing the local primary employment centres of Ballina and Lismore, with little local employment opportunities other than the Russellton Industrial Estate and commercial developments and Government offices in Alstonville.
- Significant scope for outward expansion, via the Wollongbar Urban Expansion Area, having capacity to accommodate an additional 900 dwelling units (approximately).
- Local commercial and social facilities provided in Alstonville.
- The Wollongbar area contains Aboriginal, European and other non-Aboriginal heritage sites/values.


### Locality Objectives:

- Maintain the low scale residential character of the village.
- Reinforce the status of Russellton Industrial Estate as the dominant local employment hub and industrial centre.
- Provide for the infrastructure needs of the growing community, including sport and recreational facilities and community halls.
- Manage Aboriginal, European and other non-Aboriginal cultural heritage values in accordance with best practice guidelines.

### Strategic Actions:

- Accommodate further population growth through implementation of the Development Control Plan for WUEA via the development assessment process.
- Plan for the provision of additional sporting facilities to service the increasing population.
- Maintain the urban buffer / inter-urban break between Wollongbar and Alstonville.
- Revisit the Third Plateau Village concept.
- Manage and/or promote Aboriginal, European and other non-Aboriginal cultural heritage values in accordance with relevant stakeholders.



 Urban zoned un-developed land

TO LISMORE

North Coast T.A.F.E.  
Wollongbar Campus

Plateau Drive  
Sneaths Road

Wollongbar Urban  
Expansion Area

TO TEVEN  
& LENNOX HEAD

The Bruxner Highway

Ruffe Range Road

Service Station  
Hill Park  
Wollongbar  
Primary School

Lyle Park

Hotel, Restaurant  
and Shops

INTER-URBAN BREAK

Alstonville  
Tennis  
Club

Russellton  
Industrial  
Estate

ALSTONVILLE

**Key**

	Commercial/retail areas
	Industrial areas
	Residential areas
	Civic facilities
	Community facilities
	Educational facilities
	Child care centres & preschools
	Aged care facilities
	Hospitals & health care facilities
	Places of worship
	Recreation - parks & reserves
	Vegetated areas
	Major public infrastructure
	Pacific Highway
	Major road
	Major road (potential future)
	Floodway

## Wardell

### Locality Vision / Character Statement:

*Wardell is a small village characterised by its proximity to the Richmond River, agricultural activities and the surrounding natural environment (predominantly heathland). The urban environment of Wardell is strongly influenced by the history of the village as an early port, timber/sawmilling and agricultural town.*

### Main Features:

- The village has a presently small population (approximately 600 persons in 2006.)
- Has characteristics of both an urban and rural village.
- The village is effectively "split" into four segments by the Richmond River and the Pacific Highway.
- Proximity to the Richmond River and floodplain, and surrounding agricultural activities (predominantly sugarcane) and natural environment (predominantly heath vegetation).
- The village is well serviced with regard to public recreation space.
- The nearby Sandalwood Van and Leisure Park, which includes a number of permanent residents, has a strong relationship with the village.
- The village is serviced by a basic level of community and commercial facilities. Community facilities include a school, churches, wharf and War Memorial Hall. Commercial facilities include post-office, hotel, recreation club and general store.
- The village character is shaped by important historic and heritage buildings and the area has important historic and post-European Aboriginal cultural heritage values.

### Key Issues:

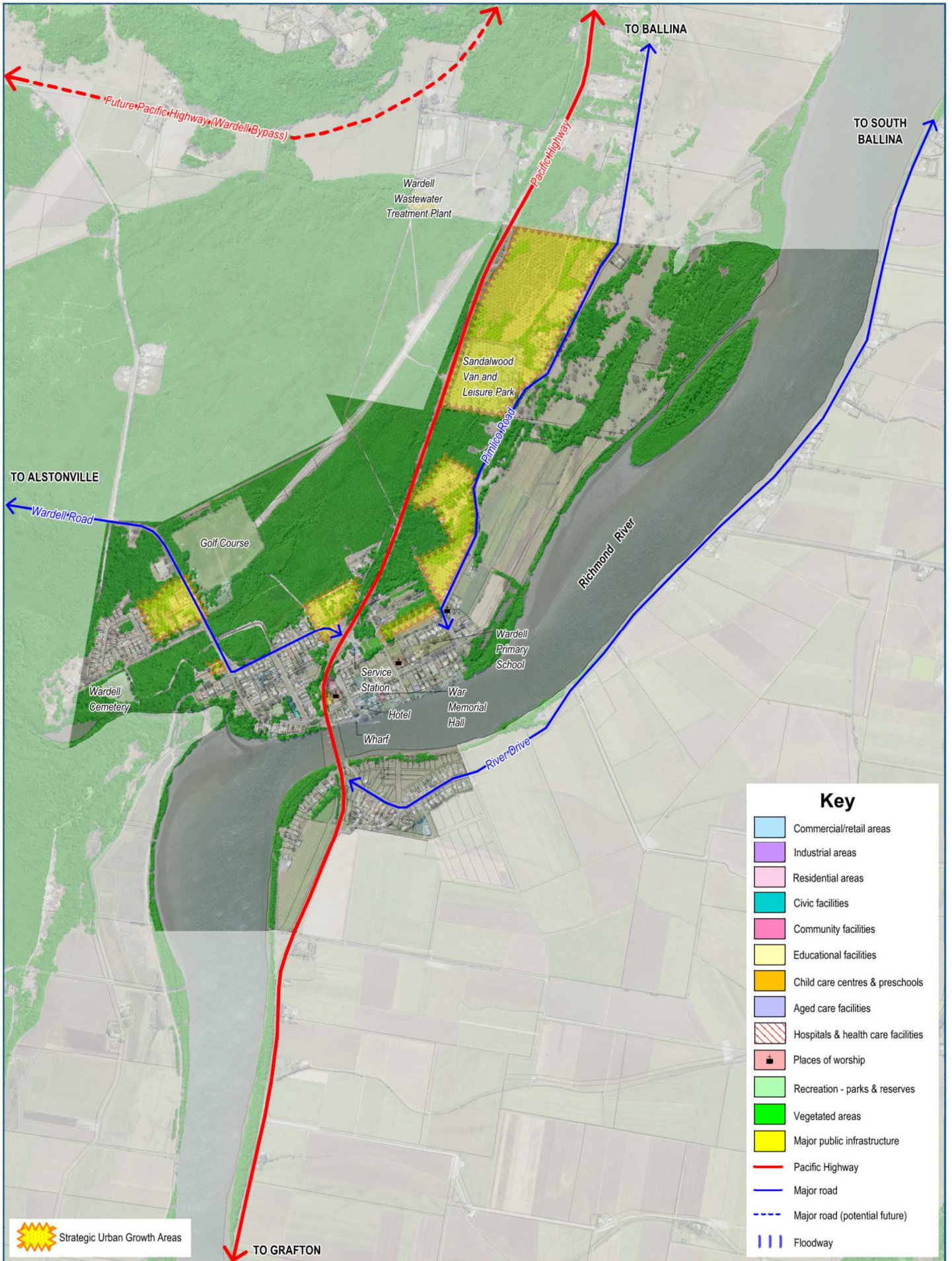
- The character of the village is likely to be significantly altered following the deviation (bypass) of the Pacific Highway. A preferred route for the deviation has been identified to the west of the village. This will have the effect of improving the amenity of the village following the deviation.
- Beautification works, involving a number of streetscape civic improvements have been identified for the central village area.
- The village is well serviced by public infrastructure, in relation to open space facilities and having ample water supply and sewerage capacity.
- The surrounding natural environment provides both amenity values and constraints to future outward expansion of the village.
- Development opportunities (including outward expansion of the village) are constrained by flooding, soft soils, agricultural activities and by the ecological values of surrounding natural areas.
- The heritage values of the central village area and surrounding landscape/s.
- The Wardell Strategic and Land Use Plan, endorsed by Council in 2003, considered many of the above issues and made recommendations on future planning for the locality. The Strategy identified some potential development opportunities, however the consideration of these may have to await the deviation of the Pacific Highway, to enable highway impacts to be better understood.

### Locality Objectives:

- Maintain the heritage and low-scale character of the village.
- Facilitate further development opportunities where consistent with the desired future character of the village as identified in the Wardell Strategic and Land Use Plan (2003).
- Manage Aboriginal, European and other non-Aboriginal cultural heritage values in accordance with best practice guidelines.

### Strategic Actions:

- Implement the Wardell Strategic Plan via the investigation of rezoning opportunities.
- Refresh the Development Control Plan for Wardell.
- Implement the village centre enhancement program.
- Manage and/or promote Aboriginal, European and other non-Aboriginal cultural heritage values in accordance with relevant stakeholders.



## Shire-wide & other localities

### Key Issues:

A number of other Strategic Actions are identified for the shire as a whole or for other specific localities.

### Strategic Actions:

- Define character statements for the shire's rural hamlets
- Complete a shire-wide biodiversity strategy, including vegetation mapping.
- Identify places of strategic interest for long-term planning initiatives.
- Review opportunities for a third village on the Alstonville Plateau.
- Investigate site options and the economic feasibility of a large-scale greenfield marine precinct within the Lower Richmond River Estuary.
- Manage and promote environmental and cultural heritage values of the shire where appropriate.

# 7 Land Release Program

## 7.1 Growth Management Targets

The NSW Department of Planning and Infrastructure has, via the Far North Coast Regional Strategy, established growth management targets for local government areas in the region. These targets have two elements, namely 'dwelling targets' and 'density targets'.

The dwelling target identified for Ballina Shire is for 8,400 additional dwellings by 2031. A survey of potentially developable land, including vacant residential zoned land and estimates of potential yield from Strategic Urban Growth Areas suggests that Ballina Shire has sufficient englobed land supplies to accommodate the Department of Planning dwelling target.

The density target identified for all local government areas in the region is for future residential dwellings to be developed such that 60% are single dwellings and 40% are multi-unit dwellings. Council records for the period 1999-2007 suggests that approvals in Ballina Shire are reasonably consistent with that target, as shown below.

Dwelling Type:	Dwelling Approvals 1999-2007*	
	No.	%
Dwelling houses	1,502	56.3
Attached dwellings, units etc	1,168	43.7
Total	2,670	100.0

\* financial year

The majority of dwellings approved in the recent past have been single detached dwellings, being 56% of approved dwellings between 1999/00 and 2007/08. However, the changing and aging demographics of Ballina Shire, discussed above, suggest that a greater number of medium-density dwelling units will be required to meet changing housing needs and the associated falling average household size.

The Ballina Local Growth Management Strategy aims to support this dwelling density target through a number of actions, namely:

- Including a strategic action to identify preferred precincts for infill development intensification including lot consolidation and multi-storey development having regard for:
  - proximity to key community and commercial facilities;
  - capacity of urban infrastructure;
  - residential amenity and heritage values; and
  - provision and retention of affordable housing.
- the environmental constraints and opportunities of the land.
- Requiring future greenfield development areas to meet a gross neighbourhood dwelling density of 15 dwellings per hectare.

## 7.2 Maintaining Sufficient Land Release

The timely release of land for residential, commercial or industrial purposes requires a number of conditions to be met, namely:

- The availability of land that has appropriate physical characteristics with respect to location, topography, and absence of significant environmental hazards or environmental values;
- The availability and permissibility of the land's development with respect to planning controls (appropriate land use zoning and development controls);
- The land can be adequately serviced with respect to essential infrastructure including roads, water and sewerage, and that the development of the land does not place unacceptable pressure on other existing social infrastructure (such as hospitals); and

- Economic circumstances which support the marketing of such land and the willingness of the owner/developer of the land to release land at a rate commensurate with demand.

Council is committed to maintaining an adequate supply of appropriate zoned and serviced land to accommodate anticipated residential, commercial and industrial demands, within the environmental capabilities of the land and the capacity and efficiency of infrastructure delivery.

Council's assessment of the demand and supply situation suggests that sufficient lands have been identified in the Growth Management Strategy to accommodate the anticipated demand for such land beyond the current planning period (beyond 2031) in the case of residential and industrial land, and to about the year 2028 in the case of commercial land.

These assumptions form the basis for Council's infrastructure planning. As noted, however, this assumes that the land identified will be released at a rate commensurate with demand. Council acknowledges, however, that this assumption may not hold true due to the following:

- Holdings of transitional rural-urban land in Ballina Shire have tended to be concentrated in a small number of hands (few landholders); and
- The nature of the development industry is one that requires significant financing and specialised technical expertise in an environment of limited development opportunities.

Because of this, the local land development industry tends to exhibit low levels of competition, with few landholders/developers in each type of market. Under this situation there may be little incentive to develop and release land at a rate that would meet demand and thus achieve the idealised equilibrium market price (of balanced demand and supply) and indeed they may have incentives to do otherwise (by limiting supply or the rate of supply to

affect prices). It is noted however that incentives to develop land at a set rate may exist where developers have substantial holding costs, such as finance commitments or Council rates.

Increasing the level of competition in the marketplace by increasing the number of developers may improve competition to some extent, however as noted above, 'structural' issues mean that such opportunities and impacts of increased competition tend to be limited. Increasing competition may indirectly improve the demand and supply situation, however, by way of increasing the range of products available ('market segmentation') and thus provide opportunities to minimise over-consumption of the existing land and housing stock.

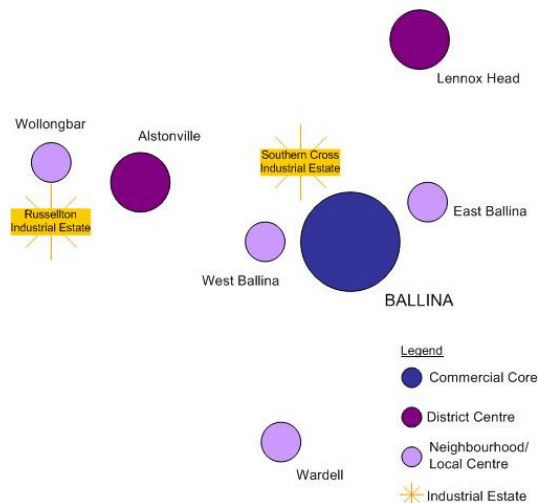
An assumption implicit in the assessment of sufficient housing stock is that demand (i.e. population) projections are accurate. It must be acknowledged, however, that the projections of housing demand are to a large extent subject to what might be called a 'chicken and egg bias', in that the rates of anticipated future population growth are usually based on recent growth rates, which are themselves affected by the supply of dwellings.

Council recognises, however, that basing future rates of land release strictly on recent rates of (possibly constrained) land release could be a self-limiting strategy. This then is a clear argument for providing an adequate 'buffer' of lands available for development to provide flexibility and allow the market to respond to higher levels of demand, which is what Council attempts to provide. Development staging of new release areas will be controlled primarily via Infrastructure Delivery Plans and/or Development Control Plans where appropriate.

### **7.3 Maintaining the Commercial Hierarchy**

The strategy aims to maintain the commercial hierarchy of Ballina Shire, as represented in the following graphic.





**Figure 7.1. Ballina Shire Commercial Hierarchy**

Essentially, the Ballina Town Centre and Kerr Street Retail Precinct are recognised and promoted as the top of the hierarchy, providing for the core of the shire's commercial activity. These areas are supported by retailing centres at Lennox Head and Alstonville and then by a series of district and neighbourhood level facilities throughout the urban areas of the shire. Core industrial development opportunities are to be supported in the key industrial estates of Southern Cross (North Ballina), Russellton (Alstonville) and Clark Street (Ballina). The foreshore properties along Smith Drive in West Ballina will continue to be promoted as a marine industry precinct.

The hierarchy will be maintained through the zoning pattern, zone objectives and permissible uses provided for in the draft Ballina LEP 2011.

## 7.4 Structure Planning

Where a structure plan has not been prepared for the locality in which a Strategic Urban Growth Area is located, a structure plan must be prepared and adopted by Council prior to the rezoning of the land.

The purpose of a Structure Plan is to allow Council and the community to guide future development in a manner which is consistent with the community's expectations and standards. The

Structure Plan will assess the broad capability of the Strategic Urban Growth Area for urban development and consider potential future land uses, without preempting more detailed investigations to be undertaken at rezoning stage.

The Structure Plan will consider:

- the broad environmental constraints affecting the land, for example flooding, bushfire and land slip; and
- the environmental values of the land such as visual amenity and biodiversity and habitat values; and
- sustainability considerations such as transport efficiency, infrastructure capacity and potential for best practice urban design outcomes; and
- the desired future character of the locality, based on community consultation (as appropriate).

Following the adoption of the Structure Plan by Council, rezoning may proceed. The outcomes of the rezoning process must not be inconsistent with the Structure Plan that applies to the area.

## 7.5 Rezoning Strategic Urban Growth Areas

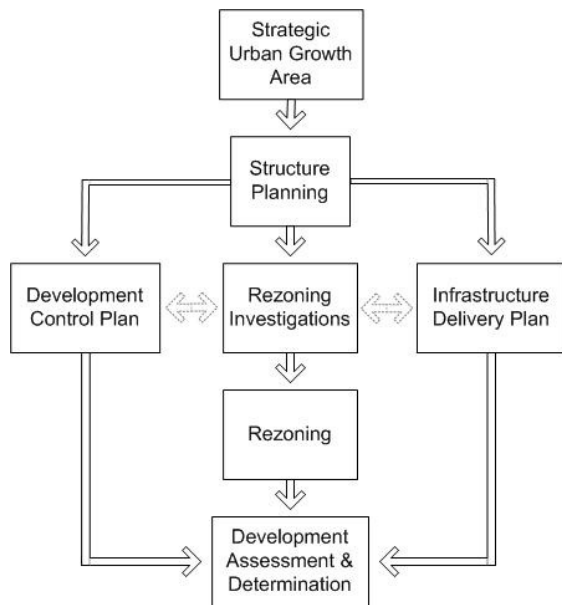
The Strategic Urban Growth Areas identified in this Strategy will be subject to detailed assessment prior to rezoning for residential, commercial, industrial or other appropriate land use. This assessment is undertaken via the statutory (legally mandated) rezoning process.

It should be noted that the identification of land as a Strategic Urban Growth Area is not intended to preempt the detailed assessment of the land's suitability for urban development. It is possible, and in some circumstances likely, that parts of the identified Strategic Urban Growth Areas will be found to be suitable only for non-urban land uses, following the detailed assessment process.

The matters to be considered in such investigations depend upon the characteristics of the land in question and the statutory requirements that apply at

the time of the assessment. Whilst many of these factors may change over time, Appendix 1 of this Strategy provides guidelines for the minimum requirements for the assessment of specific Strategic Urban Growth Areas in the localities of Ballina Shire.

The following diagram shows the process to be followed in the consideration of Strategic Urban Growth Areas.



## 7.6 Urban Land Monitor

Council will maintain a monitor of urban land, which records a number of development statistics, including the following:

- Dwelling Approvals for detached (houses) and attached (units) dwellings.
- Subdivision Approvals, registrations

To understand and monitor the rate of subdivision activity, the following features are monitored:

- lots approved (subdivisions approved);
- lots created (lots registered with the Department of Lands);
- by lot type (residential, commercial & industrial);
- by title type (Torrens Title & Strata);
- and

- by locality.

## 7.7 Strategic Action Matrix

The table in Appendix 2 identifies Council's priorities and responsibilities with respect to the strategic actions identified in Part 6 (Local Growth Management Strategies) of this Strategy.

## 7.8 Development Timing and Sequencing

Ballina Shire Council does not propose, through the GMS, to establish restrictions on the sequencing of development, beyond those restrictions that may exist from time to time associated with the provision of essential urban infrastructure. Any such restrictions that might apply will be identified in the Infrastructure Delivery Plan or Development Control Plan that applies to the relevant Candidate Investigation Area.

## 8 Infrastructure Servicing and Delivery

### 8.1 Key Public Infrastructure

Key public infrastructure, required to support future population growth in the shire, include the following:

- Roads - local and regional
- Water supply & sewerage
- Open space facilities
- Other community facilities (such as libraries and community halls)

Much infrastructure planning starts with anticipated population growth, derived from Council's Growth Management Strategy. A strong link exists therefore between the GMS and infrastructure planning in Ballina Shire.

#### 8.1.1 Roads Planning

There are two key categories of Road in Ballina Shire, namely:

- *Regional Roads* - roads for which the Roads and Maritime Services (RMS) is the roads authority. Includes highways and major regional roads such as the Coast Road.
- *Local Roads* - roads for which Ballina Shire Council is the roads authority.

Roads planning involves the following broad steps:

- Council prepares a roads study, considering anticipated rates of population growth and urban development in various locations;
- The resulting projected traffic rates are compared with 'levels of service' standards to determine upgrade requirements;
- The schedule of works (upgrades) identified in the study are costed and prioritised;
- A roads contributions plan is prepared and adopted by Council (in accordance with section 94 of the *Environmental Planning and Assessment Act 1979*) to fund the identified schedule of works;

- The schedule of works is included in Council's works program, to occur as certain thresholds of traffic flow are reached or development is proceeded with.

#### 8.1.2 Water Supply & Sewerage

The Ballina Urban Water Strategy outlines Council's water management objectives, relating to service delivery and water quality management outcomes.

The Urban Water Strategy provides the broad framework for Council's water and sewer planning, with optimisation investigations occurring as actions of the Strategy. These may relate to specific parts of the network, localities or broader issues.

Following the completion of the optimisation investigations, the works identified are included in Council's works program and funded through water & sewer (contributions) plans, which are prepared in accordance with the *Water Management Act 2000*.

#### 8.1.3 Open Space and Community Facilities

In 2008 Council completed open space and community facilities strategies for the shire. The strategies involved auditing existing facilities, determining the adequacy of existing facilities and projecting future needs, with reference to accepted standards.

These strategies were used as the basis for developing works programs and (s.94) developer contributions plan for open space and community facilities (outlined in the Ballina Shire Contributions Plan 2008).

## 8.2 Infrastructure Planning and Funding

Infrastructure planning in Ballina Shire is undertaken by Council's Civil Services Group.

Funding for public infrastructure comes from three key sources, being Council's rate income, government grants and awards and developer contributions or levies. Developer contributions are levied at the time of development approval. The amount of money (or value of in-kind works) to be contributed is calculated based on the concept of 'apportionment' between the existing population/rate base and increased demand resulting directly from new development.

### 8.2.1 Voluntary Planning Agreements

Voluntary Planning Agreements (VPAs) are legally binding agreements (bound to land title) negotiated between Council and development proponents, which specify commitments to deliver certain public benefits in association with development.

Reasons why Council and proponents may enter into a VPA include the following:

- ability to ensure that particular development produces targeted public benefits, including to compensate for the loss of an existing public amenity, service, resource or asset caused by the development, or to meet the demands created by the development for new public facilities;
- development consent conditions, including those imposed under s94 of the EP&A Act, are often ill-equipped to produce such benefits, as they are primarily designed to mitigate the external impacts of development on surrounding land and communities;
- circumstances where a developer and the Council wish to achieve the certainty of an agreement up front as to the amount of s94 contributions payable in relation to development, in accordance with existing s94 contributions plans. Developers are

increasingly appreciating how their own developments benefit from the provision of targeted public facilities, and accordingly are seeking greater involvement in determining the type, standard and location of such facilities;

- negotiation tends to promote co-operation and compromise over conflict, and can provide a more effective means for public participation in planning decisions;
- agreements provide a flexible means of achieving tailored development outcomes and targeted public benefits; and
- agreements can provide enhanced and more flexible infrastructure funding opportunities for planning authorities.

VPAs may be agreed to at either rezoning or development assessment stage.

### 8.2.2 Infrastructure Delivery Plans

Infrastructure Delivery Plans (IDPs) will be prepared prior to, or in conjunction with, rezoning investigations to facilitate the orderly and efficient provision of urban infrastructure to service future development areas.

An IDP will apply to specific Strategic Urban Growth Areas or Structure Plan areas and will consolidate and clarify the infrastructure requirements, commitments and expectations that relate to future development of that area, for each of the key public infrastructure categories described above.

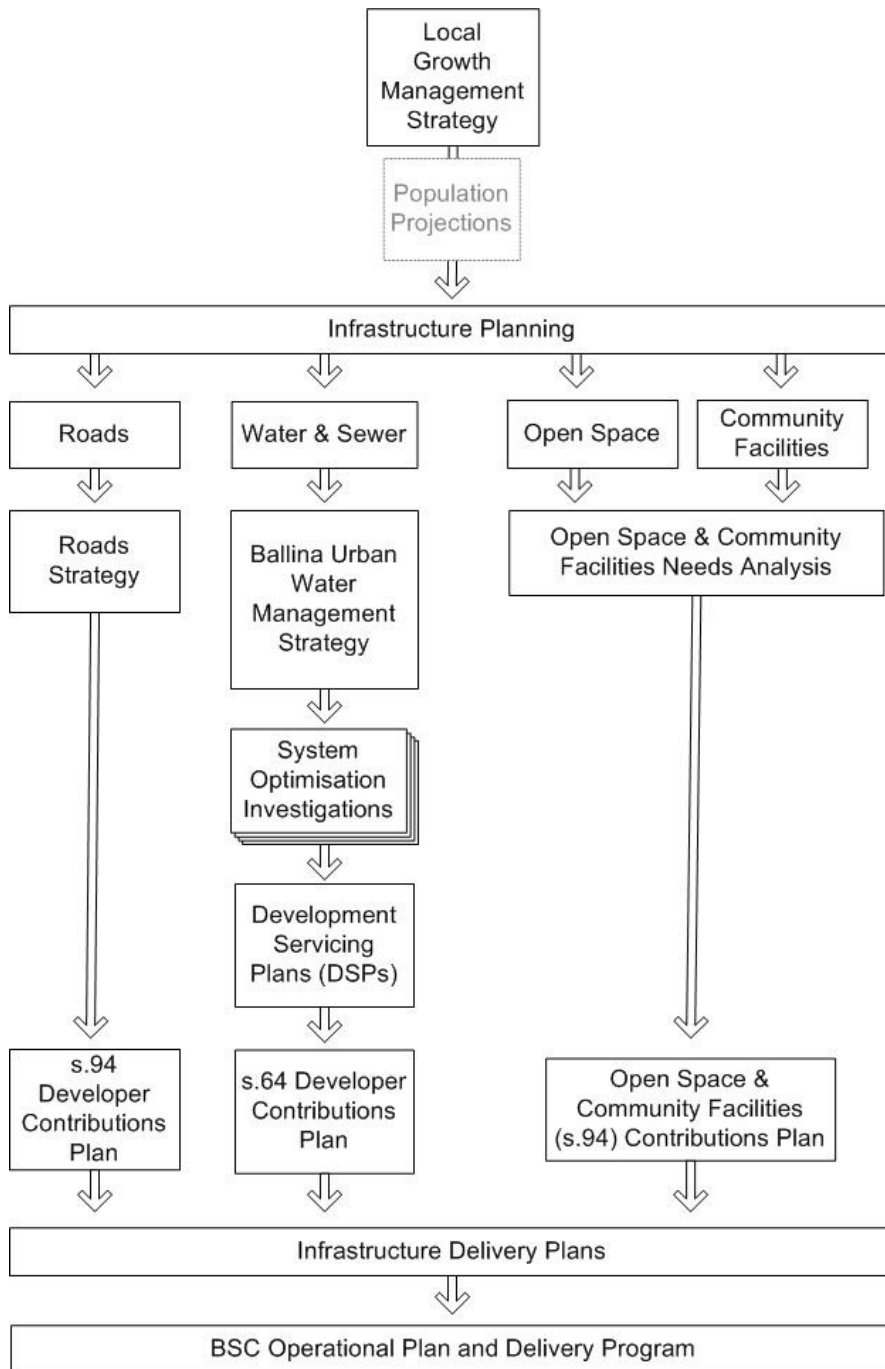
The Infrastructure Delivery Plans will:

- provide the context for future urban growth, with respect to infrastructure provision;
- identify infrastructure contingencies and "bottlenecks" where these exist;
- outline the assumed sequence and timing for future development;
- clarify connections with higher levels of infrastructure planning and with development servicing plans, infrastructure works programs and development contributions plans;

- establish commitment of infrastructure delivery by Council at key stages; and
- establish requirements/expectations for infrastructure delivery by developers at key stages.

improve transparency of process and clarify for development proponents the expectations that apply to future development. A further advantage of IDPs may lie in assisting with the preparation of Voluntary Planning Agreements.

The benefit of having this information in the one reference document will be to



# Appendices

# APPENDIX 1: Matters of Consideration for Rezoning Investigations

The matters to be considered in rezoning investigations depend upon the characteristics of the land in question, the nature of the development foreshadowed and the statutory requirements that apply at the time of the assessment. The following schedule provides a general guideline of the minimum requirements for the assessment of Strategic Urban Growth Areas in Ballina Shire, identified in this Strategy.

Council may require that additional matters, not identified below, be assessed in relation to rezoning investigations. Further, the statutory planning context is subject to change and review from time to time. The matters listed below may not be required to be assessed in all circumstances. Proponents should consult with Council's Strategic and Community Services Group prior to lodging planning proposal (rezoning) requests.

## Planning Context

Discuss the proposal with respect to the statutory planning context, including:

- The Far North Coast Regional Strategy;
- Ballina Local Environmental Plan;
- relevant Ballina Shire Council Development Control Plans;
- the Ballina Shire Growth Management Strategy;
- relevant State Environmental Planning Policies;
- the NSW Coastal Policy;
- relevant Section 117 Ministerial Directions; and
- other relevant statutory matters.

Demonstrate the proposal's consistency with the local planning context, with respect to:

- *People, Place, Prosperity: A Framework for a more sustainable Ballina Shire 2025*, Ballina Shire's comprehensive long-term strategic plan;
- the relevant Structure Plan; and
- the Ballina Shire Retail Strategy or economic development strategy.

## Environmental Assessments

Assess environmental hazards/constraints, services and social considerations with respect to the suitability of the land for urban development. Such assessment should

include consideration of the following, where appropriate:

### Bushfire hazard

- bushfire hazard assessment and buffering requirements.

### Hydrology, flooding and drainage:

- assessment of catchment extents, landform and drainage characteristics;
- identify extent of flood affectation;
- identify adequate emergency access arrangements to and from the site during flooding;
- assessment of ecological impacts of floodway and floodplain construction;
- consistency with Floodplain Management Manual; and
- assessment of potential impacts on groundwater.

*(NB: Flood assessments are to be undertaken utilising Council's floodplain model. Contact should be made with Council's Civil Services Group for more information.)*

### Stormwater management:

- assessment of pre and post-development stormwater pollutant loads;
- assessment of pre and post-development stormwater flows;
- assessment of potential stormwater impacts on receiving environments; and

- stormwater management and impact mitigation options.

#### Cultural heritage assessment:

- assessment of European and Aboriginal Cultural Heritage; and
- assessment of natural heritage.

#### Agricultural issues:

- assessment of agricultural values of the land and the locality;
- assessment of impacts associated with alienation of agricultural lands; and
- assessment of potential for post-development rural/residential land use conflict.

#### Visual impact assessment:

- Assess impact of development on visual amenity of the locality viewed from and to the site; and
- Consideration of impacts associated with planned and approved Ballina Bypass route.

#### Geotechnical assessment:

- assessment of erosion hazard associated with development;
- assessment of slope instability/slippage hazards; and
- assessment of foundation hazard.

#### Land contamination:

- assessment of potential sources of land contamination; and
- assessment and management of Acid Sulfate Soils.

#### Flora and fauna:

- assessment of native flora and fauna (including presence of threatened species); and
- consideration of landscape linkages for fauna movement (habitat corridors).

#### Mosquitoes:

- assessment of mosquito hazard;
- assessment of suitable mosquito management options, in relation to:
  - the need for buffers between residential development and potential mosquito breeding sites;
  - the location and design of stormwater control measures; and

- the location and design of open space areas and habitat corridors, in relation to the potential to provide a 'bridge' between mosquito breeding sites and future residential areas.

#### Traffic and access:

- assessment of road capacity and planned upgrades;
- assessment of traffic noise;
- assessment of pedestrian access (including cycleways within and beyond the site); and
- assessment of public transport.

*(NB: Traffic assessments are to be undertaken utilising Council's traffic model. Contact should be made with Council's Civil Services Group for more information.)*

#### Landuse conflict:

- assessment of potential for post-development land use conflicts; and
- avoidance or mitigation measures proposed to ameliorate such potential for conflict.

#### Social considerations:

- assessment of community facilities and open space needs;
- consideration of urban design issues including the functional relationship and linkages with adjacent development; and
- social impact assessment including the impact of development on housing affordability.

#### Infrastructure services:

- consideration of, and consultation with relevant authorities in relation to:
  - water supply;
  - sewer services; and
  - electricity and telecommunications.

#### Aircraft Noise

- consideration of impacts relating to existing and projected aircraft noise associated with the Ballina-Byron Gateway airport.



# APPENDIX 2: Strategic Action Matrix

Locality	Strategic Action	Outline	Prerequisites	Responsibility	Priority
Ballina Island	Investigate the potential impacts of climate change, particularly sea-level rise, on existing and future development.	Due to the low-lying coastal character of Ballina Island, the locality may be susceptible to impacts associated with potential climate-change induced sea-level rise, over the long-term. There is therefore a need to investigate potential impacts and ameliorative measures to inform long-term land use planning for the locality.	Nil	Strategic and Community Services Group	High
	Investigate infill development opportunities in proximity to key community and commercial areas.	The flat topography and proximity to amenities and commercial and community facilities makes Ballina Island an attractive retirement residential location. However declining household sizes mean that the population of Ballina Island may also decline over time. There is therefore a need to investigate the potential for further infill development on Ballina Island, having regard for factors including: the capacity of urban infrastructure; residential amenity and heritage values; provision and retention of affordable housing and the environmental constraints and opportunities of the land.	Assessment of climate change impacts on sea-level rise.	Strategic and Community Services Group, Civil Services Group	Moderate
	Investigate a health-care precinct in proximity to the Ballina Hospital.	Ballina is the key location of community services and health facilities. The locality also has a high proportion of elderly residents, for whom access to health care facilities is important. The clustering of health facilities has advantages with respect to transport efficiency and synergies between health practitioners.	Nil	Strategic and Community Services Group	Moderate
	Investigate the potential of the Clark Street Industrial Estate for development as a business incubator.	The location and character of the Clark Street Industrial Estate may lend it to development as a business incubator.	Assessment of climate change impacts on sea-level rise.	Strategic and Community Services Group, Commercial Services Section	Moderate
	Investigate the appropriate land uses for land adjacent to Clark Street Industrial Estate (Old Depot)	The land adjacent to the Clark Street Industrial Estate along the Canal has a long and varied history as a Council tip site and depot site. This use has involved the storage of material and chemicals that have likely resulted in contamination of the site. Notwithstanding, due to the location and character of the site it may have	Assessment of climate change impacts on sea-level rise.	Strategic and Community Services Group	Moderate

Locality	Strategic Action	Outline	Prerequisites	Responsibility	Priority
		potential beyond its current use.			
West Ballina	Investigate the potential impacts of climate change, particularly sea-level rise, on the locality.	Due to the low-lying coastal character of West Ballina, the locality may be susceptible to impacts associated with potential climate-change induced sea-level rise, over the long-term. There is therefore a need to investigate potential impacts and ameliorative measures to inform long-term land use planning for the locality.	Nil	Strategic and Community Services Group	High
	Establish the area along the existing Pacific Highway as a location for innovative and mixed business activity (but not for retail purposes).	The strip of development along the Pacific Highway at West Ballina has a mixture of business uses occurring there.	Assessment of climate change impacts on sea-level rise.	Strategic and Community Services Group	High
	Retain larger lots to facilitate future redevelopment opportunities, and potential for improved access arrangements.	The large lot configuration in the commercial strip at West Ballina is amenable to integrating traffic access for future development.	Nil	Strategic and Community Services Group	High
	Reinforce West Ballina as the 'edge' of and 'gateway' to Ballina.	West Ballina is a key entry point to Ballina for north-bound traffic exiting the Pacific Highway. Vistas, landuse mix and landscaping treatments will therefore likely impact on visitors and tourists' first impressions of Ballina. These features can be reinforced through appropriate development controls and regulation of land uses, as well as public works.	Nil	Strategic and Community Services Group, Civil Services Group	Moderate
	Identify the desired future character of the locality via a consultative strategic planning exercise.	The locality is lacking in social infrastructure. The maintenance of affordable housing in the locality may be vulnerable to change. The preparation of a Strategic Plan in consultant with the community will help inform development controls and Council strategies to support the development of the locality in a manner that is consistent with the desired future character of the locality.	Assessment of climate change impacts on sea-level rise.	Strategic and Community Services Group	Moderate
	Investigate the broadening of marine-based activity in the Smith Drive locality.	The development of the Smith Drive industrial area has included strong presence of marine-based industry, due to its proximity to the confluence of Emigrant Creek and the Richmond River. Council will consider the potential	Nil	Strategic and Community Services Group	Moderate

Locality	Strategic Action	Outline	Prerequisites	Responsibility	Priority
		for broadening and strengthening of marine-based industry in the locality through appropriate development controls and other measures.			
	Investigate potential locations for a marina facility.	The Lower Richmond River Recreational Boating Study (2005) considered, among other things, a number of potential sites for the establishment of a large-scale marine precinct. This work is to be further advanced.	Nil	Strategic and Community Services Group	Moderate
North Ballina	Investigate the potential impacts of climate change, particularly sea-level rise, on the locality.	Due to the low-lying coastal character of North Ballina, the locality may be susceptible to impacts associated with potential climate-change induced sea-level rise, over the long-term. There is therefore a need to investigate potential impacts and ameliorative measures to inform long-term land use planning for the locality.	Nil	Strategic and Community Services Group	High
	Investigate, through the rezoning process, land use opportunities identified in the Southern Cross Masterplan and the West Ballina Structure Plan.	Council's locality strategic planning work has identified potential for further development intensification in the locality. These opportunities should be investigated in detail through the statutory rezoning process.	Assessment of climate change impacts on sea-level rise.	Strategic and Community Services Group	High
	Reinforce North Ballina as a key 'edge' of and 'gateway' to Ballina.	North Ballina is a key entry point to Ballina for south-bound traffic exiting the Pacific Highway. Vistas, landuse mix and landscaping treatments will therefore likely impact on visitors' and tourists' first impressions of Ballina. These features can be reinforced through appropriate development controls and regulation of land uses, as well as public works.	Nil	Strategic and Community Services Group, Civil Services Group	Moderate
	Establish a more detailed planning framework for the long term use and development of industrial areas through Council's Development Control Plan.	A Development Control Plan for industrial area within the locality would improve development outcomes in terms of clustering of compatible land uses, land use conflict mitigation, traffic access and functionality of the estate.	Nil	Strategic and Community Services Group	High
	Establish a clustered bulky goods retailing precinct.	The Ballina Shire Bulky Goods Retailing Investigation report (2012) recommended that it would advantageous for bulky goods retailing to be concentrated in one location. The study identified the Southern Cross Industrial Estate as the most suitable location for such concentration due to a range of factors including locational advantages, capacity for expansion and	Nil	Strategic and Community Services Group,	High

Locality	Strategic Action	Outline	Prerequisites	Responsibility	Priority
		proximity to services, including the Ballina-Byron Gateway Airport.			
	Investigate future road connection between Ballina and Lennox Head via North Creek Road.	An additional road connection linking North Ballina with Lennox Head via an improved North Creek Road alignment (and creek crossing) may have significant benefits in terms of accessibility generally, and in particular in relation to access to the Ballina-Byron Gateway Airport and Southern Cross Industrial Estate.	Nil	Strategic and Community Services Group, Civil Services Group	
Cumalum	Undertake a detailed site analysis and investigations to determine appropriate land use zoning that includes provision for employment and recreation outcomes.	Council's locality strategic planning work has identified potential for further development intensification in the locality. These opportunities should be investigated in detail through the statutory rezoning process.	Nil	Strategic and Community Services Group	High
	Establish a Development Control Plan (DCP) to guide future subdivision and development.	The Cumalum Urban Release Area is a substantial new urban area. The opportunity exists, therefore, for Council to guide the form of development in a manner that will be consistent with the character of the region and with the expectations of the community.	Nil	Strategic and Community Services Group	High
	Prepare an Infrastructure Delivery Plan for the locality.	An Infrastructure Delivery Plan (IDP) will be required to ensure future development in the locality can be adequately and efficiently serviced in terms of urban infrastructure.	Nil	Civil Services Group	High
East Ballina	Council to endorse a Development Control Plan (DCP) to guide future subdivision and development.	To maintain and enhance the predominantly low-scale coastal character of East Ballina.	Assessment of climate change impacts on sea-level rise.	Strategic and Community Services Group	High
	Incremental construction of coastal shared pathway linkages to Lennox Head and Skennars Head.	To improve pedestrian and cycle linkages between coastal settlements and improve accessibility to the coastal environment.	Nil	Civil Services Group	Moderate
	Enable key coastal public infrastructure including surf club and marine rescue facilities	Public use of the coastal environment for recreational purposes is a key value of the coast to the residents of Ballina Shire. Providing supporting infrastructure within the coastal environment to support this use is consistent with the community's aspirations for coastal areas.	Nil	Strategic and Community Services Group, Civil Services Group	
Lennox Head	Maintain commitment to the development framework	The preparation of the LHCASP and LHSP involved extensive consultation with the Lennox Head	Nil	Regulatory Services Group	High

Locality	Strategic Action	Outline	Prerequisites	Responsibility	Priority
	established by the Lennox Head Community Aspirations Strategic Plan (LHCASP) and Lennox Head Structure Plan (LHSP).	community, to identify the needs of the community and the desired future character of the locality. This work forms the basis for future planning in Lennox Head.		Civil Services Group	
	Provide for additional road, community and sporting infrastructure in a timely manner.	Maintaining adequate provision of urban infrastructure is important to maintaining the amenity of the Lennox Head locality, particularly as development continues.	Nil	Civil Services Group	High
	Provide for light industrial or "employment precinct" uses in accordance with the Lennox Head Structure Plan.	Providing for light industrial opportunities in the locality will improve access to commercial services and local employment to the community.	Assessment of climate change impacts on sea-level rise.	Strategic and Community Services Group	Moderate
	Develop and implement strategies to protect sensitive natural environments.	Lennox Head is anticipated to continue to grow and development over the forthcoming planning period. Protecting and developing the environmental assets of the locality will help maintain the amenity and quality of life of the community.	Nil	Civil Services Group Regulatory Services Group	High
	Secure additional sporting facilities on land located to the north west of the village, south of Ross Lane.	The need for adequate provision of sporting facilities has been identified as a key desirable outcome for the community.	Assessment of climate change impacts on sea-level rise.	Strategic and Community Services Group, Civil Services Group	Moderate
	Consolidation of community facilities via construction of the Lennox Head Cultural and Community Centre at Williams Reserve.	The construction of a community centre on Williams Reserve will provide a key community asset in a central location.	Nil	Commercial Services Section	High
	Incremental construction of coastal shared pathway linkages to Skennars Head and Ballina.	To improve pedestrian and cycle linkages between coastal settlements and improve accessibility to the coastal environment.	Nil	Civil Services Group	Moderate
	Enable key coastal public infrastructure including surf club and marine rescue facilities	Public use of the coastal environment for recreational purposes is a key value of the coast to the residents of Ballina Shire. Providing supporting infrastructure within the coastal environment to support this use is consistent with the community's aspirations for coastal areas.	Nil	Strategic and Community Services Group, Civil Services Group	
Skennars Head	Ensure that rezoning processes address the key planning issues	The Skennars Head locality is expected to grow over the forthcoming planning period. Managing this growth	Nil	Strategic and Community	High

Locality	Strategic Action	Outline	Prerequisites	Responsibility	Priority
	identified in the GMS that apply to the locality.	will require the consideration of the key issues outlined in the GMS.		Services Group	
	Incremental construction of cycleway/pedestrian linkages to Lennox Head and East Ballina.	To improve pedestrian and cycle linkages between coastal settlements and improve accessibility to the coastal environment.	Nil	Civil Services Group	Moderate
	Review of Coast Road/Headlands Drive and Coast Road/Skennars Head Road intersections, in association with rezoning proposals.	Future development in the locality will need to ensure that adequate and safe access can be provided and that the function of the Coast Road is not compromised.	Nil	Civil Services Group	Moderate
	Investigate the potential expansion of the Skennars Head playing fields.	The need for adequate provision of sporting facilities has been identified as a key desirable outcome for the community.	Nil	Civil Services Group	Moderate
	Develop and implement strategies to protect the locality's sensitive natural environments.	Lennox Head is anticipated to continue to grow and development over the forthcoming planning period. Protecting and developing the environmental assets of the locality will help maintain the amenity and quality of life of the community.	Nil	Civil Services Group Regulatory Services Group	High
	Enable and maintain long-term public access to Sharpes Beach.	Access to Sharpes Beach is provided via an agreement between Council and a private landholder. Securing and maintaining long-term public access to Sharpes Beach has significant value to the community.	Nil	Commercial Services Section	High
Alstonville	Identify opportunities for additional seniors living facilities.	Alstonville has little by way of housing diversity and has an ageing population. To provide options for existing residents to move into more appropriate dwellings as they age, but to remain in their existing communities, further opportunities for seniors living will need to be considered.	Nil	Strategic and Community Services Group	High
	Review planning controls for village centre following construction of the Bruxner Highway bypass.	The Alstonville Bypass of the Bruxner Highway has had a significant impact on the amenity of the village centre. Reviewing the planning controls for the village provides an opportunity to further enhance the quality of the village environment.	Nil	Strategic and Community Services Group	High
	Preserve the integrity of the village footprint.	The villages of Alstonville and Wollongbar are distinct and separate communities. The residents of the villages and Council have long held that this situation should be maintained into the future. This desire has	Nil	Strategic and Community Services Group , Regulatory	High

Locality	Strategic Action	Outline	Prerequisites	Responsibility	Priority
		been long reflected in Council planning policy for the plateau, and is now recognised in the NSW Government's Far North Coast Regional Strategy.		Services Group	
	Ongoing management of active and passive open space and bushland areas.	The integrated network of public open space is a key community asset of Alstonville. Maintaining this network will preserve the residential amenity of the locality.	Nil	Civil Services Group	High
	Revisit the Third Plateau Village concept.	The concept of a third village on the Alstonville Plateau has been a key element of Council's planning to accommodate future population growth in the shire since the 1980s. Council considered the issue in 2001 and resolved to revisit the issue in about 10 years time.	Nil	Strategic and Community Services Group	Moderate
Wollongbar	Accommodate further population growth through implementation of the Development Control Plan for the Wollongbar Urban Expansion Area via the development assessment process.	The future development of the Wollongbar Urban Expansion Area will be guided by the Development Control Plan for the area.	Nil	Regulatory Services Group	High
	Plan for the provision of additional sporting facilities to service the increase population.	The provision of sporting facilities will be important to securing a quality residential amenity for this growing community.	Nil	Civil Services Group	High
	Maintain the urban buffer / inter-urban break between Wollongbar and Alstonville	The villages of Alstonville and Wollongbar are distinct and separate communities. The residents of the villages and Council have long held that this situation should be maintained into the future. This desire has been long reflected in Ballina Shire Council planning policy for the plateau, and is now recognised in the NSW Government's Far North Coast Regional Strategy.	Nil	Strategic and Community Services Group , Regulatory Services Group	High
	Revisit the Third Plateau Village Concept.	The concept of a third village on the Alstonville Plateau has been a key element of Council's planning to accommodate future population growth in the shire since the 1980s. Council considered the issue in 2001 and resolved to revisit the issue in about 10 years time.	Nil	Strategic and Community Services Group	Moderate
Wardell	Implement the Wardell Strategic and Land Use Plan via the investigation of rezoning opportunities.	Council's locality strategic planning work has identified potential for further development intensification in the locality. These opportunities should be investigated in detail through the statutory rezoning process.	The completion of the Woodburn to Ballina upgrade the Pacific Highway.	Strategic and Community Services Group	Moderate

<b>Locality</b>	<b>Strategic Action</b>	<b>Outline</b>	<b>Prerequisites</b>	<b>Responsibility</b>	<b>Priority</b>
	Establishment of a Development Control Plan for Wardell.	A new Development Control Plan will assist in guiding the future development of the locality.	Nil.	Strategic and Community Services Group	High
	Implement village centre enhancement program.	Main street beautification works will improve the amenity of the village centre.	Nil	Civil Services Group	Moderate
Shire-wide & other localities	Define character statements for the shire's rural hamlets	The rural hamlets of the shire have histories, character and amenity that are unique. Locality based strategic planning work may assist in enhancing the positive attributes of these localities and addressing challenges faced by their communities.	Nil	Strategic and Community Services Group	Moderate
	Complete vegetation mapping for the shire.	Vegetation mapping is an important asset for managing the environmental outcomes of the shire and informing Council's decision making processes for managing growth and development.	Nil	Strategic and Community Services Group	Moderate
	Identify places of strategic interest for long-term planning initiatives.	Council should ensure that key opportunities for managing change and development are identified and secured from activities that might compromise those opportunities.	Nil	Strategic and Community Services Group	Moderate
	Review opportunities for a third village on the Alstonville Plateau some time after 2010.	The concept of a third village on the Alstonville Plateau has been a key element of Council's planning to accommodate future population growth in the shire since the 1980s. Council considered the issue in 2001 and resolved to revisit the issue in about 10 years time.	Nil	Strategic and Community Services Group	Moderate
	Investigate site options and the economic feasibility of a large-scale greenfield marine precinct within the Lower Richmond River Estuary.	The Lower Richmond River Recreational Boating Study (2005) considered, among other things, a number of potential sites for the establishment of a large-scale marine precinct. This work is to be further advanced.	Nil	Strategic and Community Services Group	Moderate