



**ballina**  
shire council

# Wardell Planning and Environmental Study

Wardell Village and Surrounds

11/2015



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# chapter 1

## BACKGROUND, INTRODUCTION AND VISION

During 2002 and 2003 the *Wardell Strategic and Land Use Plan* was prepared and exhibited. In September 2003 the plan was adopted by Council. In November 2004 draft amendments to the Ballina Local Environmental Plan 1987 (Ballina LEP 1987) and Development Control Plan No. 1 – Urban Land were prepared and placed on exhibition.

### 1.1 Background

The above mentioned amendments proposed to put into place the zoning strategies arising from the *Wardell Strategic and Land Use Plan*. Ultimately the proposed amendments to Ballina LEP 1987 did not proceed due to the Roads and Traffic Authority (RTA) commencing community consultation regarding the preferred route of the Pacific Highway upgrade between Woodburn and Ballina. In December 2004 the draft LEP and draft DCP were formally held in abeyance until such time that the RTA had selected its preferred route option. It was not until December 2012 that Roads and Maritime Services placed on exhibition the EIS for the realignment of the Pacific Highway between Woolgoolga and Ballina.

Amendments to Ballina LEP 1987 to rezone land for the future expansion of Wardell subsequently did not proceed. Investigation of areas suitable for future urban development did, however, proceed during the process of preparing the Ballina Shire Growth Management Strategy (BSGMS) and the Ballina Local Environmental Plan 2012 (Ballina LEP 2012). The BSGMS and Ballina LEP 2012 both consistently identified a number of areas as Strategic Urban Growth Areas (SUGA's) at Wardell.

These SUGA areas incorporated some of the areas proposed to be rezoned in 2004 under Ballina LEP 1987 for Urban Investigation purposes (Zone 1(d)) as well as additional areas already zoned as such under the 1987 LEP. It also included areas designated as proposed future urban areas in the Far North Coast Regional Strategy.

Designating land as a SUGA is intended to ensure that strategic urban development opportunities on

such land are maintained. It is the role of the BSGMS to establish the strategic planning framework for this. Under the provisions of Ballina LEP 2012 development consent must not be granted for development on land designated as a SUGA, or on certain identified adjoining land, unless consideration has been given to whether such development would preclude future urban or employment land uses on the land.

The Wardell and Strategic Land Use Plan was intended to guide the development of Wardell for a period of 10 years before being substantially reviewed. The process of undertaking the Wardell Planning and Environmental Study (WPES) encompasses the review of the 2003 Wardell Strategic and Land Use Plan and builds upon the work undertaken during the preparation phase of Ballina LEP 2012 when SUGA areas were identified.

In addition to evaluating areas for future urban development suitability the Wardell and Strategic Land Use Plan also developed a number of actions aimed at promoting economic development, and securing outcomes related to lifestyle, land development, environment and amenity. An implementation strategy was also developed to timetable recommended actions and outcomes.

### 1.2 Wardell Strategic and Land Use Plan 2003 and Wardell Village Concept Masterplan 2007 – Action Status

Council adopted the *Wardell Strategic and Land Use Plan* in August 2003. In 2007 the Wardell Village Concept Landscape Masterplan was prepared. These

plans included recommended actions which are detailed in Annexure 8 to this report. In the period 2008 to 2012 Council spent approximately \$1.5 million on works within Wardell Village on projects recommended in the Masterplan.

### 1.3 Introduction to 2015 Strategic Plan Review

Ballina Shire Council's *Community Strategic Plan 2013 / 23* highlights the issue of housing affordability and the need to sustain a prosperous economy throughout the shire. The *2014/15 – 2017/18 Delivery Program and Operational Plan* contains a commitment to analyse options for the delivery of affordable housing in Wardell during 2015 [PE3.2.1d]. In that context the Council, at its meeting held on 27 November 2014 [Minute No 271114/20] endorsed the scope of the Wardell Planning and Environmental Study (WPES) and strategic plan review.

The scope of the WPES as endorsed by Council includes, but is not limited to the following:

- to document the demographic characteristics of the Wardell Village and the nature of demographic change that has occurred in the period 2001 to 2011.
- to forecast likely demographic changes under existing planning instruments and guidelines.
- to document the extent to which the Wardell Village and nearby Strategic Urban Growth Areas are impacted by land constraints, such as flooding and bushfire risk, or that have other overriding attributes or values.
- to determine whether land constraints are significant barriers impacting on the capacity of the Wardell Village to expand.
- to document the nature of the Wardell Village housing market and whether there are adequate opportunities available for village growth.
- to examine the economic environment of Wardell Village and the potential opportunities available for job creation within the village and surrounding district.
- to document the anticipated economic impacts on Wardell Village once Pacific Highway bypass works are implemented.
- to conceive a vision for the future of Wardell Village

through a process of community engagement.

- to formulate policy recommendations to guide the development in the period 2015 to 2035 through a revised strategic plan for Wardell Village.

The WPES will also focus on the infrastructure needs of Wardell Village to support a potential increase in population. The process of community engagement that is recommended in section 1.4.2 may result in the investigation of additional issues raised by the local community which will then be incorporated into the WPES.

In the preparation of the WPES the following documents have been considered:

- Ballina Shire Affordable Housing Strategy 2010
- Ballina Shire Growth Management Strategy 2012
- Ballina Local Environmental Plan 2012
- Ballina Local Environmental Plan 1987
- Ballina Floodplain Risk Management Plan 2013
- Bureau of Statistics Population and Housing Census 2001, 2006 and 2011
- Environmental Planning and Assessment Act 1979
- Environmental Planning and Assessment Regulation 2000
- Far North Coast Regional Strategy 2006
- Settlement Planning Guidelines, August 2007: Mid and Far North Coast Regional Strategies
- Far North Coast Regional Conservation Plan 2010
- State Environmental Planning Policy No 71 – Coastal Protection
- Northern Rivers Catchment Action Plan 2013 - 2023
- NSW Coastal Policy 1997: A Sustainable Future for the New South Wales Coast
- Planning for Bushfire Protection 2001
- Planning Guidelines for Acid Sulfate Soils 1998
- Wardell Community Based Heritage Study 2004
- Wardell Strategic and Land Use Plan 2003
- Wardell Village Concept Masterplan 2006
- Wardell Village Design Guidelines 2008 (draft), and
- Woolgoolga to Ballina Pacific Highway Upgrade Environmental Impact Statement 2012.

## 1.4 Strategic Planning Context

This section documents how Wardell Village fits into the strategic planning context at the regional and local level.

### 1.4.1 Far North Coast Regional Strategy

The Far North Coast Regional Strategy (FNCRS) was released by the NSW Government in 2006 to manage what was considered to be a high growth region to 2031. The strategy anticipated that the region's population would increase by 60,400 people and that an additional 51,000 new dwellings would be required. Each local government area was required to make provision for specified new dwelling targets in their local growth management strategies. The dwelling target set for Ballina Shire was 8,400 new dwellings.<sup>1</sup>

The dwelling targets were required to be accommodated within the existing Town and Village Growth Boundaries or within proposed Future Urban Release Areas designated within the FNCRS.<sup>2</sup>

Wardell is designated as a village within the FNCRS and is afforded a similar status to centres such as Alstonville, Brunswick Heads and Bangalow. Part of Wardell is located within the coastal zone which is generally that area to the east of the Pacific Highway. In that area new housing development is generally restricted to mapped Town and Village Growth Boundaries. In the case of Wardell, however, a significant area east of the Pacific Highway to Pimlico Road and immediately north of the village growth boundary is designated as a proposed future urban release area.

The FNCRS recognises that new housing development in the region is often constrained by natural hazards such as flooding, bushfire, acid sulfate soil exposure, coastal inundation, erosion and climate change including sea level rise<sup>3</sup>. A requirement is contained within the strategy that local environmental plans will zone areas subject to high hazard to reflect the capabilities of the land<sup>4</sup>.

<sup>1</sup> Far North Coast Regional Strategy p27

<sup>2</sup> Far North Coast Regional Strategy p27

<sup>3</sup> Far North Coast Regional Strategy p21

<sup>4</sup> Far North Coast Regional Strategy p23

### 1.4.2 Ballina Shire Growth Management Strategy

The Ballina Shire Growth Management Strategy (BSGMS) has been prepared in response to requirements contained within the Far North Coast Regional Strategy. The BSGMS sets the following growth management principles for future urban development within the shire which are considered to be of particular relevance to Wardell Village<sup>5</sup> :

- support the desired identity, character, and amenity of the shire and its communities
- facilitate greater housing choice through an adequate mixture of dwelling type
- support the regional settlement hierarchy of cities and towns surrounded by villages and smaller rural hamlets
- minimise the exposure of new and existing residential areas to environmental hazards
- integrate urban development with key infrastructure and services
- provide for a functional urban environment that is compatible with environmental characteristics and community expectations
- identify potential future urban growth areas
- retain existing functional caravan park and manufactured home estate sites and locate new sites within urban areas
- provide for affordable housing stock

The BSGMS estimated that an additional 400 people and 135 dwelling units would be contained within Wardell Village and adjoining SUGA areas by 2036. This is a part of the shire target of 13,500 people and 7,700 new dwellings set in the BSGMS.

The BSGMS estimated that the population of Wardell Village would be approximately 1033 persons in 2031 and 1076 persons in 2036. In terms of the location of new dwellings approximately 100 would be contained within SUGA land release areas and the remainder within the existing urban areas of Wardell Village through "infill" development.

<sup>5</sup> Ballina Shire Growth Management Strategy pp20-23

### 1.4.3 Ballina Local Environmental Plan 1987

Ballina LEP 1987 applies to that part of Wardell Village deferred from Ballina LEP 2012. These areas were proposed to be zoned for environmental purposes (E zones) under Ballina LEP 2012 but were subsequently removed from the plan by the State Government.

The State Government owned land, located between Carlisle and Pine Streets, is still zoned under the provisions of Ballina LEP 1987 as indicated in the map extract contained in Figure 1. The 2(b) Village Area and 7(l) Environmental Protection (Habitat) zone both permit the erection of dwelling houses with development consent. Having regard to the significant vegetation communities and habitat areas that this land contains, this land has not been found as having potential for housing development. Refer to section 6.5 of this study for further details concerning the vegetation communities and threatened species recorded within this area.

### 1.4.4 Ballina Local Environmental Plan 2012

This plan applies to the majority of Wardell Village. Potential future urban release areas, as generally identified in the Far North Coast Regional Strategy and the Ballina Shire Growth Management Strategy, are designated as Strategic Urban Growth Areas (SUGA) under the provisions of Ballina LEP 2012. Approximately two thirds of the residential zoned areas are zoned R2 Low Density Residential and one third R3 Medium Density Residential as indicated in Figure 3.

SUGA areas within and adjoining Wardell Village occupy an area of 44 hectares and have a potential to accommodate 300 to 500 residential lots, under reasonably conventional development densities, and provide housing for 800 to 1200 people. Refer to Chapter 7 for more details concerning the development potential of SUGA areas.

Figure 1 Extract from Ballina LEP 1987





Photos 1 and 2: Wardell residents attending public meetings



## 1.5 Vision Statement

### 1.5.1 Background to Vision Statement

A vision to guide the development of Wardell in the period 2015 to 2035 will be established following community consultation and feedback as part of the process of developing the WPES.

In 2003 the Wardell community nominated the following factors as being important as Wardell developed :

- maintenance of the friendly and peaceful lifestyle
- provision of opportunities to increase the population of Wardell
- enhancement of the town's links to the river, both physically and aesthetically
- preservation and promotion of the natural assets of Wardell
- ensure opportunities exist to access basic services and to enhance the local economy and provide local employment.

### 1.5.2 Community Consultation and Future Vision

Prior to the WPES being finalised a community consultation process was undertaken. This process incorporated the following elements:

- a survey and invitation, to attend one of three public meetings, was forwarded to every property owner within Wardell Village. Refer Annexure 4 for a copy of the Resident's Survey
- an electronic version of the survey was made available on Council's web site
- the draft WPES was available on Council's web site to inform and guide community discussion and feedback
- an independent facilitator was appointed to chair community meetings
- evening weekday consultation meetings with local residents were held over a three night period from 15 June to 17 June 2015
- individual letters were forwarded to each owner of Strategic Urban Growth Area (SUGA) designated land inviting them to meet or discuss issues relevant to the zoning of their land with Council officers.

In addition to the above, interviews have been undertaken with business operators located within Wardell Village, the operators of the local service station and the Principal of Wardell Public School.

Annexure 13 contains a summary of comments made contained within the resident's survey.

Annexure 14 contains a summary of comments made by owners of SUGA designated properties.

Annexure 15 contains the report from Mike Svikis, the independent facilitator appointed to chair the three Wardell Village public meetings. The report includes a summary of comments made at the public meetings.

Comments received have been used to further inform the WPES and develop a vision statement for Wardell Village.

### 1.5.3 Future Wardell Village Vision

Local residents described why they enjoyed living in Wardell Village in terms of the words contained in the Word Map below. The relative size of the words relates to their frequency of use in comments made at the public meetings and contained within survey responses.



# chapter 2

## WARDELL VILLAGE GEOGRAPHICAL LIMITS AND ZONING

### 2.1 Defining the geographical limits for Wardell Village

Figure 2 depicts the boundaries of the Wardell locality used by the Australian Bureau of Statistics (ABS) for the purposes of the 2011 Census. The ABS Wardell Urban Centre Locality (UCL) boundaries have been adopted in the WPES as the boundaries for Wardell Village. The primary focus of the WPES is the existing Wardell Village together with areas designated as Strategic Urban Growth Areas (SUGA's) within the Ballina LEP 2012 which are located immediately to the north – east of Wardell Village.

Wardell Village has an area of approximately 1.5 square kilometres and in 2011 contained 272 private dwellings which provided housing for 648 people.

## 2.2 Wardell Village Land Zoning

### 2.2.1 Ballina LEP 2012

Wardell Village is zoned under the provisions of Ballina Local Environmental Plan 2012 (Ballina LEP 2012) and Ballina Local Environmental Plan 1987 (Ballina LEP 1987).

Figure 3 contains a map extract from Ballina LEP 2012 with the ABS 2011 Census boundaries shown in blue outline.

### 2.2.2 Strategic Urban Growth Areas

The 2003 Wardell Strategic and Land Use Plan identified areas at Wardell as potentially being suitable to support future urban development. Ballina LEP 2012 designates these areas as Strategic Urban Growth Areas (SUGA). It is these areas which may support urban development subject to further detailed evaluation as to suitability. Figure 4 shows the location of SUGA areas at Wardell.

The Wardell SUGA areas are zoned as either RU1 Primary Production or RU2 Rural Landscape. To enable urban development to proceed on these areas would require the preparation of a planning proposal. Chapter 7 of this study examines in further detail the suitability of Wardell SUGA areas to support urban development based on a series of known constraints which include flood affectation, bushfire risk, topography and number of property ownerships within each area.

In total, the Wardell SUGA areas are contained within six distinct land parcels which occupy a total area of approximately 44 hectares.

### 2.2.3 Ballina LEP 1987

Ballina LEP 1987 applies to those areas designated as Deferred Matter (DM) within Figure 2. These areas were assigned an environmental zone in the exhibited draft Ballina LEP. All areas proposed to be zoned for environmental purposes have been deferred from Ballina LEP 2012 by the Department of Environment and Planning pending the outcome of a State level “E” zone review.

Figure 5 contains an extract from Ballina LEP 1987 which shows the zones which are applicable to areas designated as a Deferred Matter from Ballina LEP 2012 in Wardell Village and adjacent areas.

The area designated as 2(b) Village Area Zone is Crown land under the control of the State Government.

Figure 2: ABS 2011 Census Wardell Locality Boundaries Map

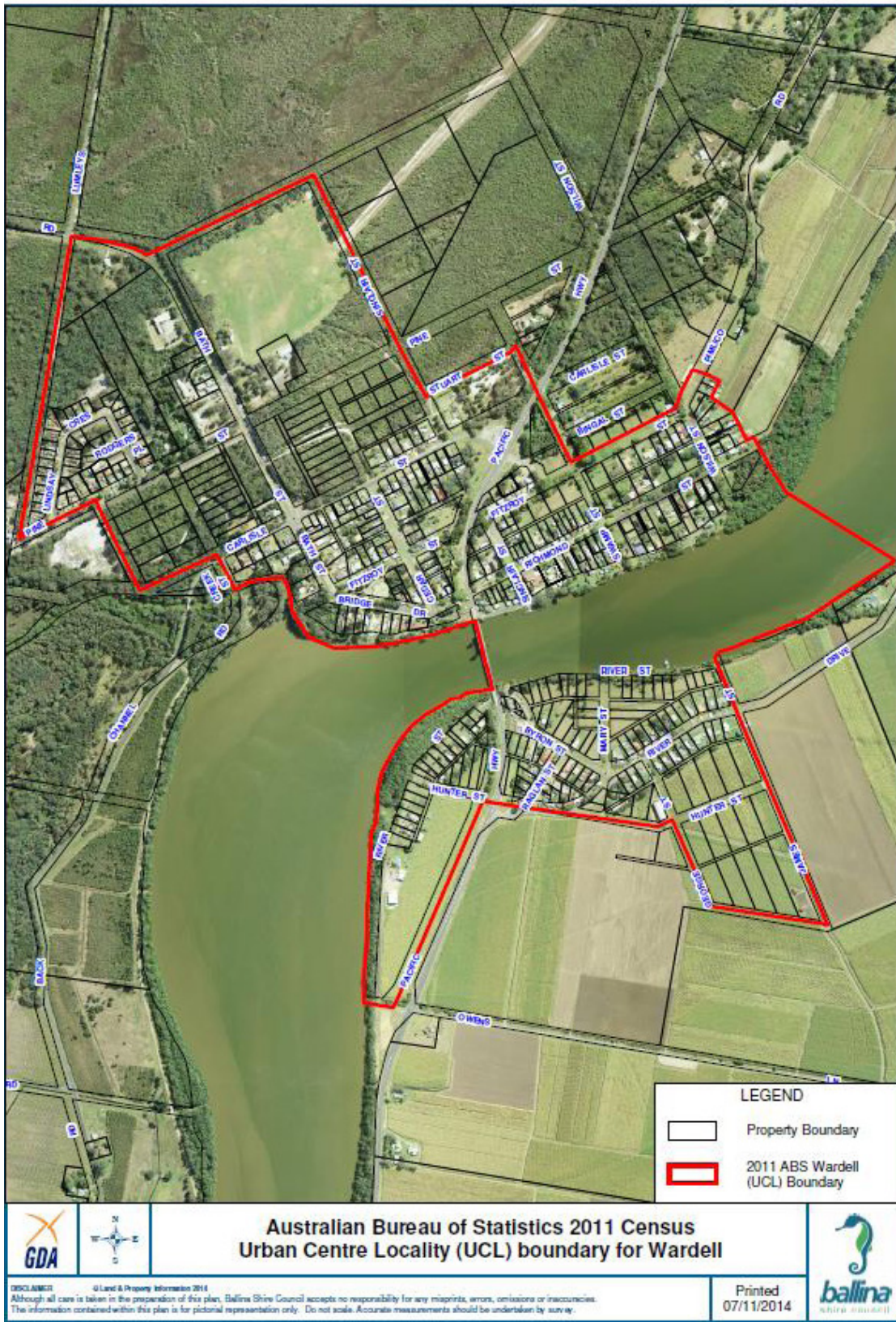


Figure 3: Extract from Ballina LEP 2012 Zoning Map

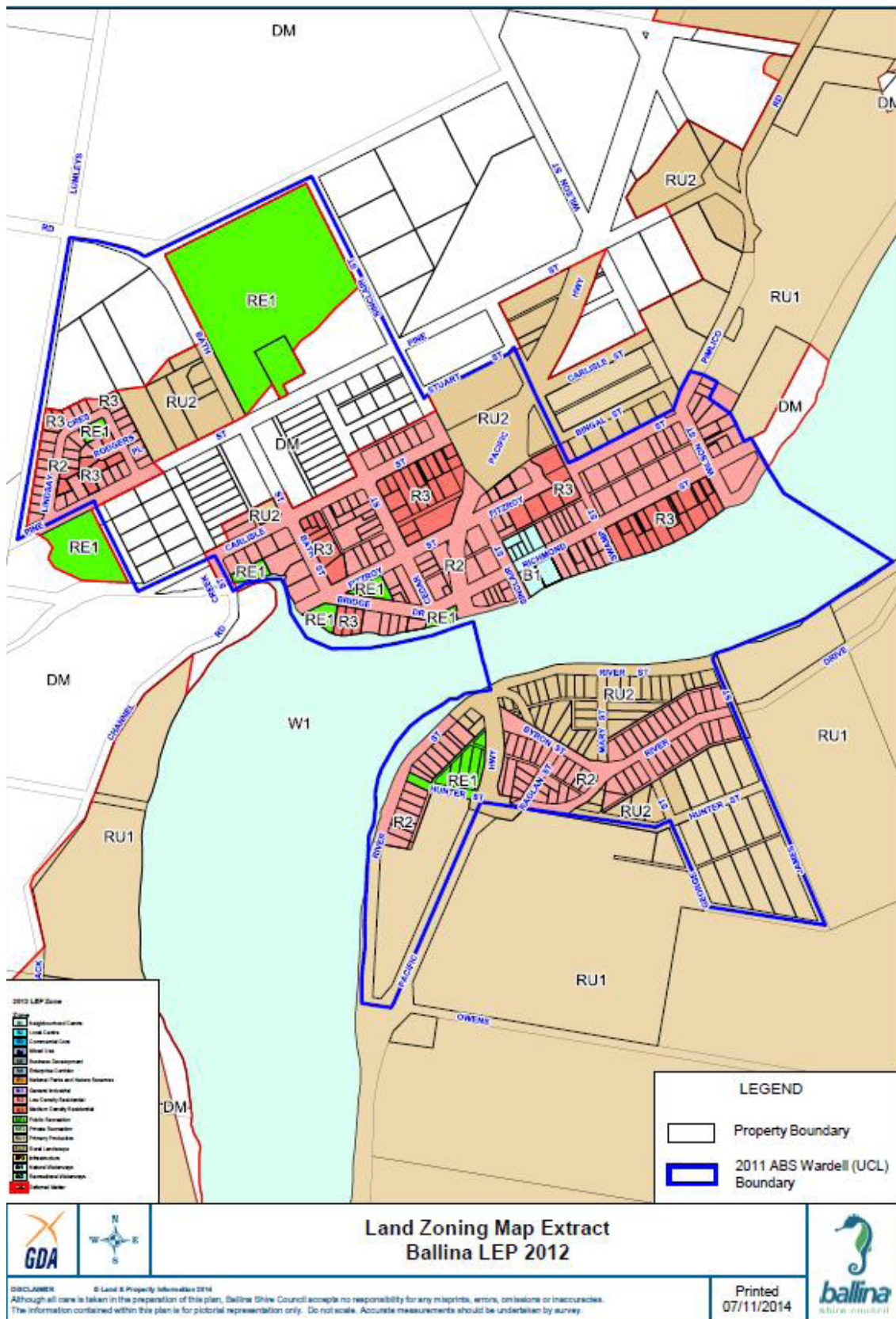


Figure 4: Designated Strategic Urban Growth Areas at Wardell

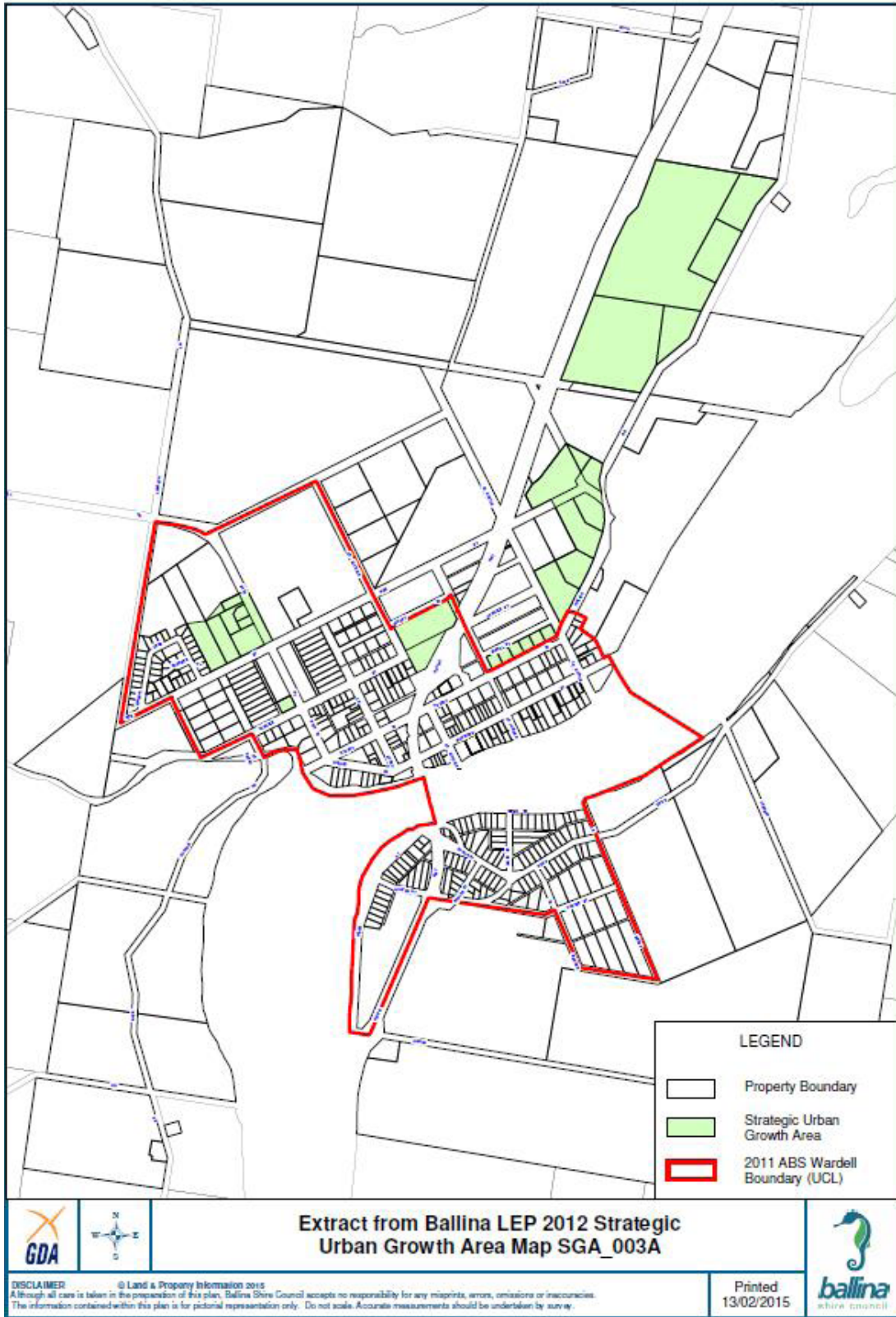
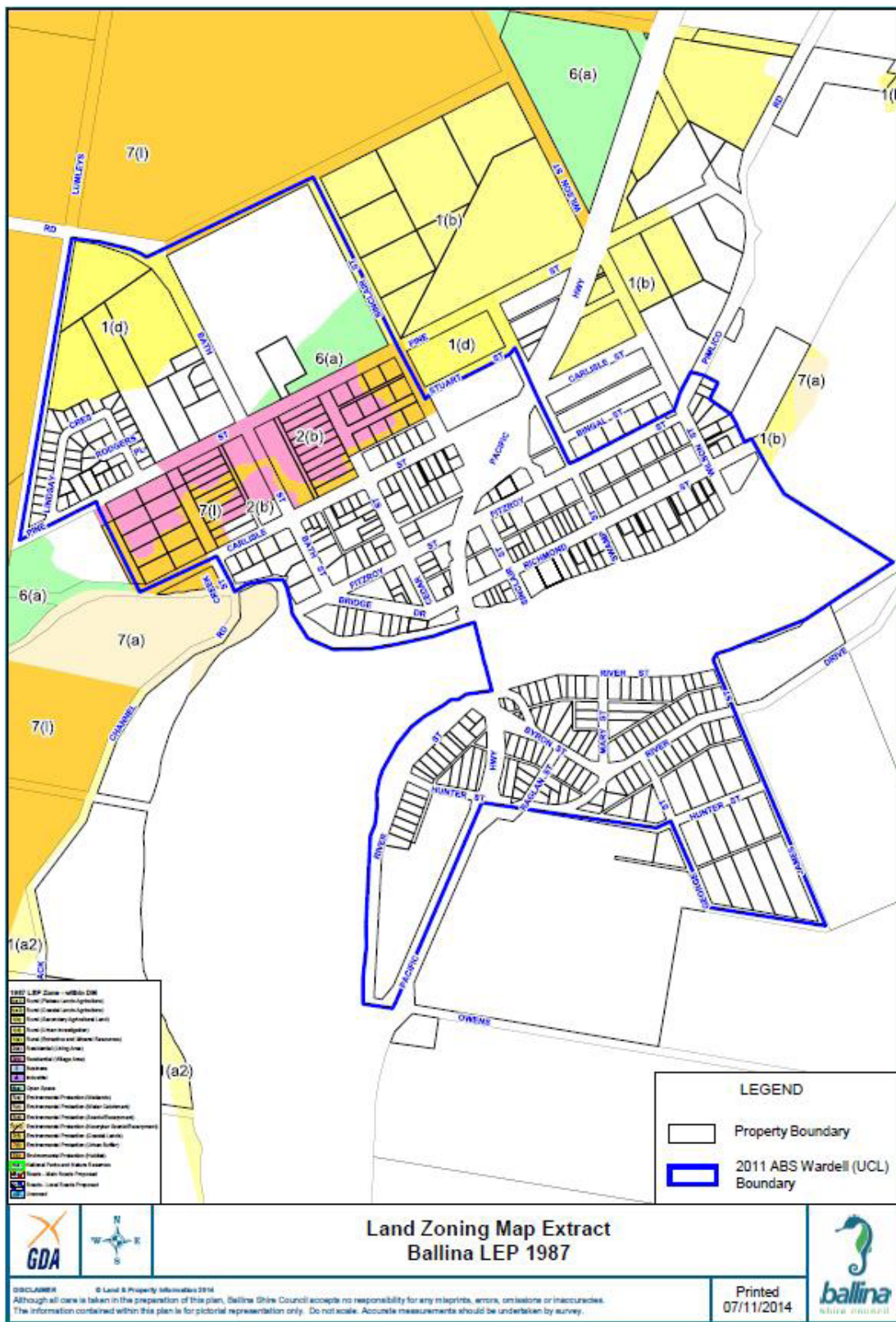


Figure 5: Extract from Ballina LEP 1987



# chapter 3 DEMOGRAPHIC CHARACTERISTICS OF WARDELL VILLAGE

## 3.1 Population Data and Age Profile

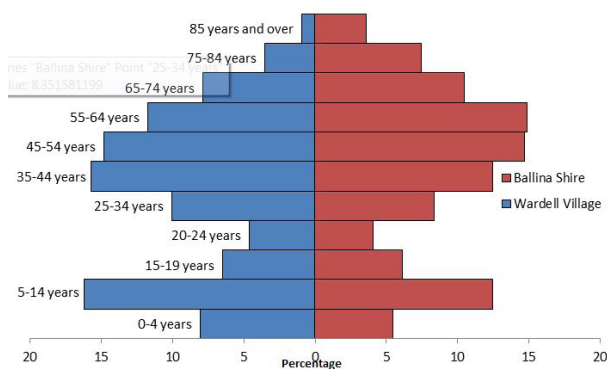
Annexure 1 to this study contains a detailed comparison of key demographic characteristics for the Wardell Village community for the period 2001 to 2011. In this 10 year period the population increased by 34% from 485 to 648 persons.

The Wardell Village community was found to have a younger age profile than Ballina Shire with the median age, in 2011, being 38 years compared to 45 years in the shire. Persons aged 19 or less comprised 31% of the Wardell Village population compared to 24% of the shire's population.

Persons identifying themselves as being of Aboriginal or Torres Strait Islander descent within Wardell Village, in 2011, comprised 9.4% of the population compared to approximately 3% of the population of Ballina Shire.

Figure 6 contains a comparison of the age profile of Wardell Village and Ballina Shire.

**Figure 6:**  
**Age Pyramid Wardell Village and Ballina Shire 2011**  
(Source: ABS 2011 Census)



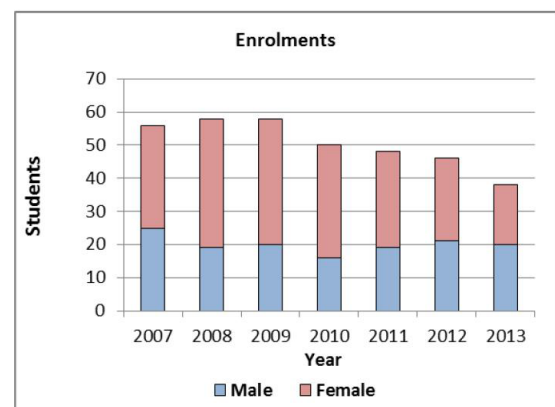
### 3.1.1 Wardell Public School Enrolment Data

Whilst it is the case that Wardell has a younger age profile than Ballina Shire, and the population has increased by 34% in the 10 years to 2011, there has been a significant decline in enrolments for the Wardell Public School, located in Richmond Street within Wardell Village. Figure 7 below is an extract from the Wardell Public School 2013 Annual Report. In 2013 school enrolments varied from 34 to 38 students<sup>1</sup>.

**Figure 7:**  
**Wardell Public School Enrolment Profile 2007 - 2013<sup>2</sup>**

#### Student enrolment profile

Gender	2007	2008	2009	2010	2011	2012	2013
Male	25	19	20	16	19	21	20
Female	31	39	38	34	29	25	18



The Principal of Wardell Public School attributes the decline in enrolments to the following two factors:

1. The policies being pursued by larger centre schools which encourage out of area enrolments
2. The lack of suitable before and after school care facilities which meet the needs of working families.

<sup>1</sup> Wardell Public School 2013 Annual Report p 3  
<sup>2</sup> Wardell Public School 2013 Annual Report p 3



The Principal of Wardell Public School also indicated that based on Australian Bureau of Statistics data Wardell currently has a potential enrolment pool of approximately 80 children. In February 2015 enrolments had declined to 25 students, partially as a consequence of 3 families leaving the area. The principal advised that these families left Wardell because of a lack of suitable rental accommodation (1 family) and a desire to be closer to jobs (2 families). The implication arising from this drop in enrolments is that Wardell Public School may become a one teacher school during 2015 (currently 2 teacher plus part time staff).

Table 1 below contains school enrolment data for small village schools located within Ballina Shire and adjoining areas. The decline in school enrolments experienced by Wardell Public school is not dissimilar to the situation facing other small rural public schools within close geographic proximity.

Table 1: Selected Public School Enrolment Data <sup>3</sup>

SCHOOL	2010	2011	2012	2013	2014	% change 2010-2014
Broadwater	35	33	37	37	41	+17%
Cabbage Tree Island	33	18	17	26.2	26.6	-19%
Empire Vale	66	55	44	40	39	-41%
Fernleigh	30	22	21	23	21	-30%
Rous	78	68	69	63	69	-12%
Teven / Tintenbar	141	141	139	156	139	-1%
Wardell	56	49	41	38	39	-30%
Woodburn	110	106	108	104	107	-3%

Schools contribute significantly to community building and fostering community cohesion. In many ways schools are the heart of the local community through which friendships are formed and the community stays connected. It is therefore important for the future of Wardell Village that strategies aimed at increasing enrolments be developed and supported by the community.

<sup>3</sup> NSW Public School February Enrolment Data – March 2014, NSW Department of Education and Communities

## 3.2 How Long Do People Stay / Live In Wardell Village?

The 2011 Census contains information on place of usual residence 1 year and 5 years before the Census. Table 2 contains place of usual residence data for Wardell Village, Ballina Shire and NSW.

Table 2: Wardell Village and Ballina Shire Place of Usual Residence 1 year and 5 years prior to 2011 Census

LOCALITY	WARDELL VILLAGE	BALLINA SHIRE	NSW
% of Population in same place of usual residence 1 year ago	84%	81%	81%
% of Population in same place of usual residence 5 years ago	56%	57%	57%

The data contained within Table 2, indicates that over a 1 and 5 year period, place of usual residence data for Wardell Village is comparable with the data for the shire and NSW. Therefore there are unlikely to be any significantly different factors that impact upon Wardell Village residents in terms of their mobility than is the case elsewhere in the shire and within NSW.

## 3.3 Mortgage, Rent and Housing Stock

Mortgage and rent payments were respectively 8% and 14% below the shire medians. More households had mortgages (38.1% compared to 26.7% across the shire), and less owned their homes outright (27.1% compared with 40.2% across the shire).

The number of households renting in 2011 at 30.8% was similar to the shire rate of 29.2%. Households in rental accommodation increased in the 10 years to 2011 from 25.1% to 30.8%. During this period there was also a significant decline in homes owned outright from 41.2% to 27.1%.

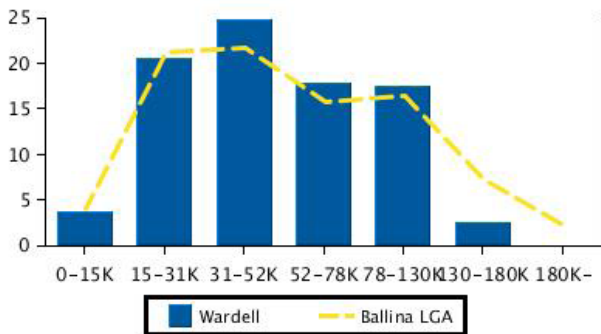
Separate (detached) houses in Wardell Village comprised 86.6% of the housing stock in 2011. This was significantly higher than the shire average of 71.1%.

In the 10 year period to 2011 the number of private dwellings in Wardell Village increased by 22.5% from 222 to 272 dwellings.

### 3.4 Household Income and Unemployment

Household median weekly income was slightly higher (1%) than the shire median at \$940 per week. Figure 8 contains a comparison between Wardell and Ballina Shire annual incomes in 2011.

Figure 8:  
2011 Annual Income Comparison Wardell and Ballina Shire  
(Source: myrpdata.com)



The unemployment rate in Wardell Village was 8.25% in 2011 compared to the shire rate of 6.3%.

### 3.5 Industries Where People Work

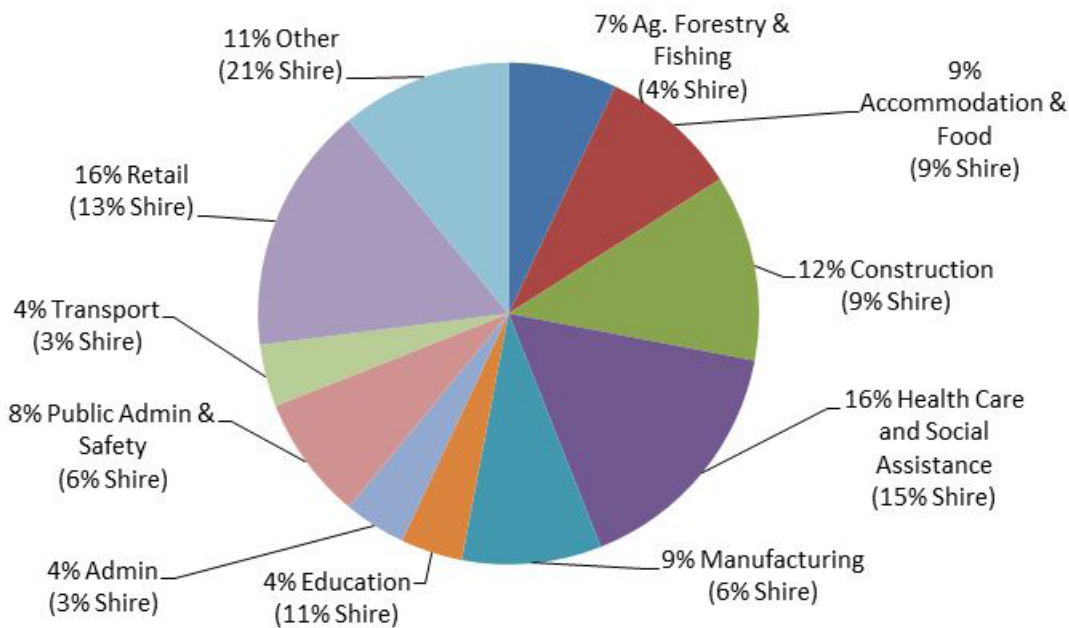
The predominant industry types from which people living in Wardell Village derived their income, in 2011, were retail, health care and social assistance, and construction. The data indicates that the Wardell workforce is diverse in nature and not dominated by rural or farm based activities. Whilst specific data as to place of employment is not available, the industries in which people work is suggestive of workers commuting out of Wardell Village to larger centres such as Ballina and Lismore.

Figure 9 provides details of the industry types in which people living in Wardell Village work and how this compares with the industry types that employ people at the shire level.

Figure 9: Industries Providing Employment for Wardell Village Residents 2011

Area

### Wardell Village - Industries Where People Work



## chapter 4

# ECONOMIC CHARACTERISTICS OF WARDELL VILLAGE

The business operators located within the Wardell Village business area, located in Richmond Street, were interviewed and asked the questions contained within Annexure 2.

These business operators provided the following services:

- pie manufacture
- café and ice creamery
- fashion and beautician
- postal Services, banking, gift and second hand clothing
- hotel services

A summary of the main comments received is contained within Annexure 3.

In addition to the above business operators, the lessees of the BP service station located in Fitzroy Street, and facing the Pacific Highway, were also interviewed.

The majority of business owners indicated that they had changed their product range over the past 5 year period so as to provide a more local based service as opposed to one focused primarily on the tourist trade. One business in Richmond Street currently employs 35 people and is no longer primarily highway dependent, according to the business owner.

The 5 businesses located within the Richmond Street business area provided employment for a total of 46 people as at January 2015. When asked whether their businesses had expanded over the past 5 years there was a mixed response with one having expanded significantly, others having expanded their product and service range and one having experienced a contraction of trade.

None of the business owners indicated that the relocation of the Pacific Highway was expected to have a significant impact on their business. The likelihood of the Highway being relocated had been the driver for

business diversification from tourism focused to more locally focused for some of the businesses over the past 5 year period.

An emerging industry within the Wardell hinterland at East Wardell is intensive horticulture and the use of greenhouses and growing tunnels to grow vegetables such as cucumbers.

Fresh@Heart operates a hydroponics farm located in Sneesbys Lane, Wardell. In 2014 the farm operation employed 41 people. Some 4,500 tonnes of cucumbers were produced in 2013. Subject to being able to secure sufficient water, it is proposed to triple production over the next three years. Employment is anticipated to grow to 100 persons over this period. Many of the employees of this business live in Wardell village. Mini buses are used to transport some employees from Wardell Village to Sneesbys Lane.

Photo 3: Shows Fresh@Heart Cucumber Farm, Sneesbys Lane, Wardell



Figure 10: Northern Star story 13 February 2014



BUSY LIFE: Successful vegetable grower Carlo Pippo at his Wardell farm.

ACROSS our great brown land vegetable growers are suffering, according to the latest statistics, but not Wardell cucumber grower Carlo Pippo.

He attributes three things to his success - his hydroponic greenhouses, hard work, and his biggest customer, Coles.

The cucumber farm has tripled in size over the past five years and he plans to double production again in the next five.

The farm has eight batches on rotation at all times, and turns around four entire crops a year in each shed, with each crop taking 40 days from seed to fully grown. It's a pretty busy routine.

"Nine months of the year we work seven days a week - we pick, pack, and send every day - and three months of the year we can maybe have a day off each week," Mr Pippo said.

"You haven't got time to stop."

Hydroponic greenhouses produce 10 times the volume of open fields, and protect the crop from bad weather, making production very reliable; more like a factory than a field.

"They are the way of the future," Mr Pippo said.

"You use a tenth of the water and very little is wasted... you're not losing crops through the weather."

The lifetime grower left school at 12 to start growing tomatoes with his father in western Sydney, before moving to the 50ha Wardell property when the family's Penrith farm became too small.

At 20 years old, Mr Pippo suggested the father-son team build a 350sq m hothouse during a bad run of weather.

"When we started with the produce undercover, a Coles store opened up in Ballina," he said, recalling the moment he made his first local supply agreement with the supermarket giant.

"So we started with Ballina Coles, and they were very happy with the product, and as we got bigger we went to Lismore Coles, and then we went to Murwillumbah, Tweed City, Tweed Mall, Banora Point."

Soon after they were delivering to every Coles store from Grafton to Morayfield north of Brisbane.

"Eight years ago we started delivering direct to Coles DC (distribution centre) in Brisbane. Then we bought the farm off my father, and within six months Coles asked me to trial some cucumbers, because they were having trouble finding reasonable cucumbers."

"They went really well, so they asked us to grow a few more."

"Within 18 months of buying the farm off Dad we stopped growing tomatoes and turned the whole farm into cucumbers."

## chapter 5

# ENVIRONMENTAL CHARACTERISTICS OF WARDELL VILLAGE

The broader Wardell locality contains numerous plant and animal species of regional, state and national significance.

The area has been found to be biodiversity significant in mapping undertaken by NSW Department of Environment Climate Change and Water. An extract of the biodiversity map for Wardell is contained in Figure 11.

The vegetation communities present on the northern side of the Richmond River are transitional communities between those that are present in the more elevated Blackwall Range and the coastal areas on the southern side of the Richmond River. Due to generally poorer soil fertility levels the area has not been as extensively cleared and farmed as other nearby areas. Consequently, the broader Wardell locality contains a wide variety of fauna and flora species having high biodiversity and habitat value.

The 2008 Targeted Vegetation Survey of Floodplains and Lower Slopes on the Far North Coast recognised the Wardell / Coolgardie area as containing vegetation with highly significant conservation value. The following is an extract from this survey<sup>1</sup>:

*The survey data highlighted the very high significance of the area of vegetation centred on Wardell / Coolgardie / Blackwall Range. The area is a rare contiguous example of the transition from alluvial floodplain to extensive coastal barrier sandplains and ranges of metasedimentary and basalt bedrock. This area contains superb examples of undisturbed old growth swamp sclerophyll forest, lowland floodplain and riparian rainforest, dry and wet sclerophyll forests and diverse wallum wet and dry heaths.*

*Thirteen vegetation communities were recorded here and this included Swamp Sclerophyll Forest, Lowland Rainforest on floodplains and Subtropical Coastal floodplain forest endangered ecological*

*communities. Records of numerous threatened plant species were made during the survey including: Oberonia titania Vulnerable; Marsdenia longiloba Endangered; Trichosanthes subvelutina Vulnerable; Persicaria elatioe vulnerable; Palm lily (Cordyline congesta) rare; and Arthrochilus prolixus poorly Known.*

The Far North Coast Regional Conservation Plan 2013 (FNCRCP) has also recognised the high biodiversity and habitat value of the broader Wardell locality. The Tuckean–Blackwall Range area has also been designated as a Group 1 Regional Conservation Priority Area (RCPA). The following extract from the FNCRCP documents the significance of this area:

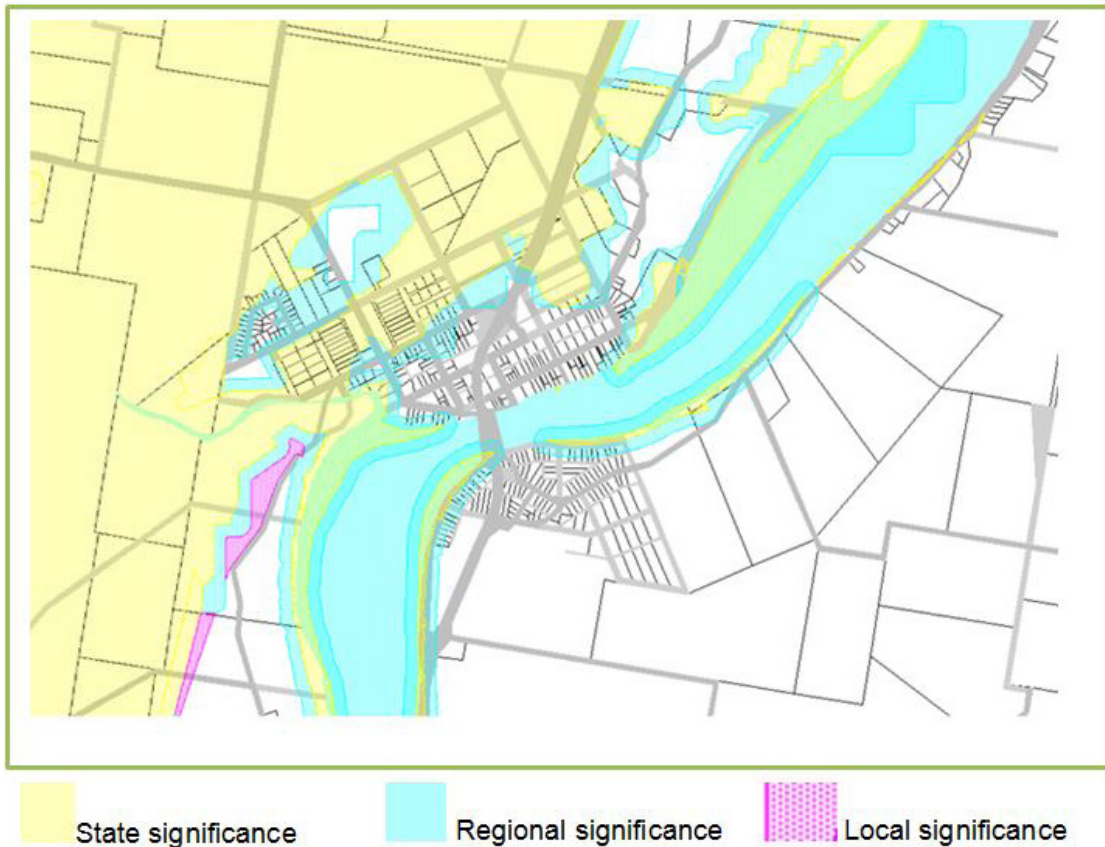
*The Tuckean–Blackwall Range the Tuckean Broadwater in the south and following the Blackwall Range north to Uralba NR, this priority area represents highly significant remnants of a largely depleted landscape. The area also includes high conservation value lowland heaths and swamp sclerophyll forests east and west of the Blackwall Range. A number of the few remaining mapped Big Scrub remnants occur in the area, as well as large areas of Swamp Sclerophyll Forest on Coastal Floodplains and Lowland Rainforest EECs. A large number and variety of threatened fauna are known to occur throughout the area including owls, doves, wader birds and mammals. The area provides a high degree of connectivity between the existing and future conservation areas.<sup>2</sup>*

Group 1 RCPA's are typically significant contiguous areas of high conservation value native vegetation. These areas are also referred to as regional priority offset areas due to their higher potential for long term

<sup>1</sup> Targeted Vegetation Survey of Floodplains and Lower Slopes on the Far North Coast, DECC, 2008

<sup>2</sup> Far North Coast Regional Conservation Plan, DECC&W, 2010, p 59

Figure 11: Extract from Biodiversity Map



conservation management.<sup>3</sup> It is within such areas that the loss of native vegetation associated with an approved development is able to be considered or offsetting in accordance with State Government policies.<sup>4</sup>

## 5.1 NSW Wildlife Atlas

A desktop assessment was undertaken in December 2014 utilising the NSW Office of Environment and Heritage's Wildlife Atlas to determine the presence of Threatened, Vulnerable or Endangered species, communities or populations within Wardell Village or nearby areas. The search was undertaken within a 10km by 10km area centred on Richmond Street [Reference Co-Ordinates -28.89 North, 153.4 West, 153.5 East and -28.99 South]. The data base searches are detailed in the sections below.

### 5.1.1 Flora

The search found 137 records of 19 species of

Threatened, listed in the NSW State Threatened Species Conservation Act (TSC Act 1995) or the Federal Environment Protection and Biodiversity Conservation Act (EPBC Act 1999), listed plant species in the search area as indicated in Table 3.

Annexure 10 contains details of the Threatened species and the number of records found within the broader Wardell locality. The five plant species with the greatest number of records are detailed in Table 3:

Table 3: Most Frequent Recorded Threatened Species, Broader Wardell

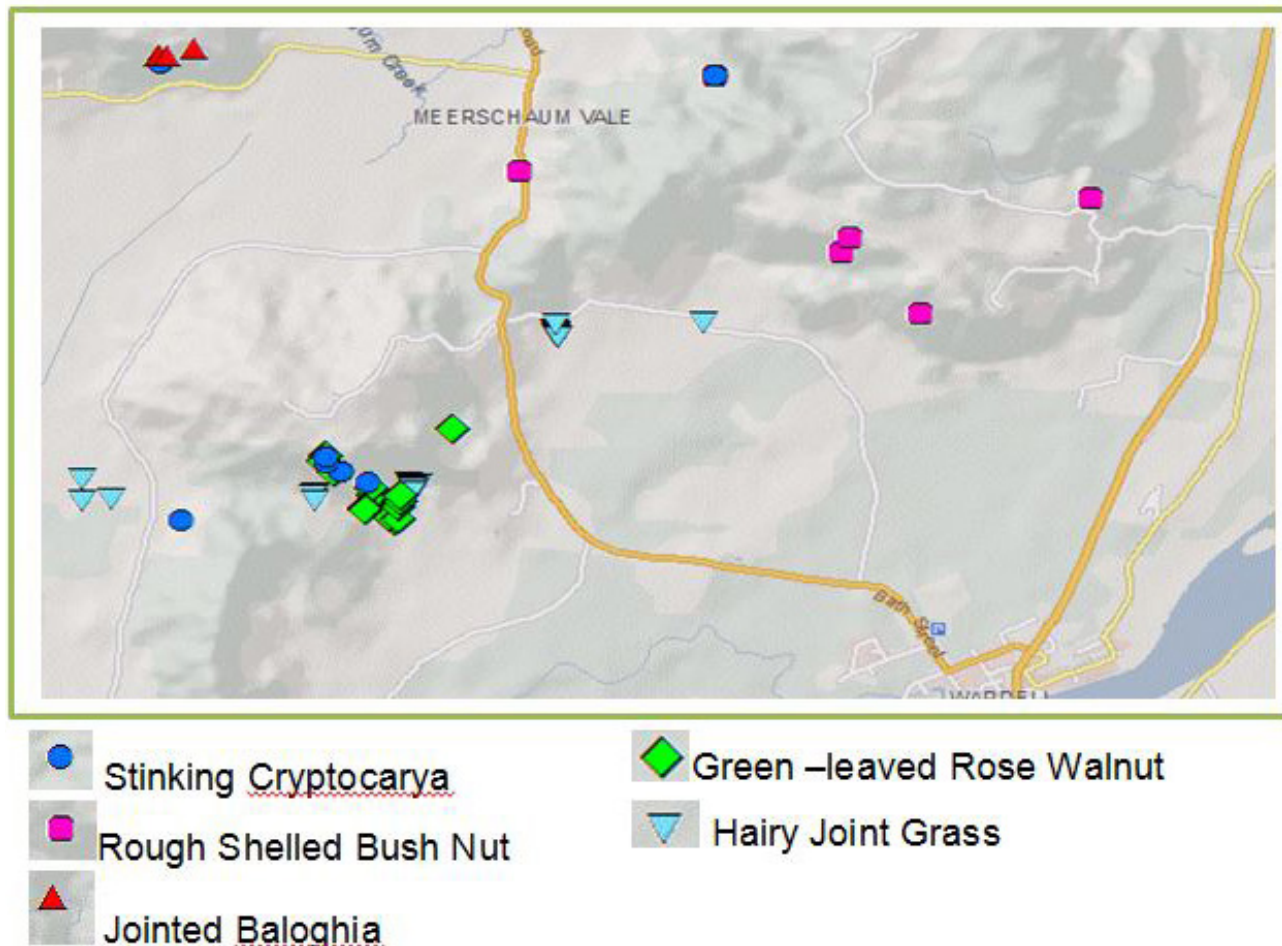
PLANT SPECIES	NUMBER OF RECORDS
<i>Arthraxon hispidus</i> (Hairy Jointgrass)	24
<i>Baloghia marmorata</i> (Jointed Baloghia)	23
<i>Endiandra muelleri</i> subsp. <i>Bracteata</i> (Green-leaved Rose Walnut)	16
<i>Macadamia tetraphylla</i> (Rough-shelled Bush Nut)	10
<i>Cryptocarya foetida</i> (Stinking Cryptocarya)	9

3 Far North Coast Regional Conservation Plan, DECC&W, 2010, p 57

4 Far North Coast Regional Conservation Plan, DECC&W, 2010, p 57

The map below has been extracted from the NSW Wildlife Atlas and shows graphically the location of the five plant species with the highest number of records in closest proximity to Wardell Village.

Figure 12: Extract from NSW Wildlife Atlas Showing Location of Selected Plant Species



### 5.1.2 Fauna

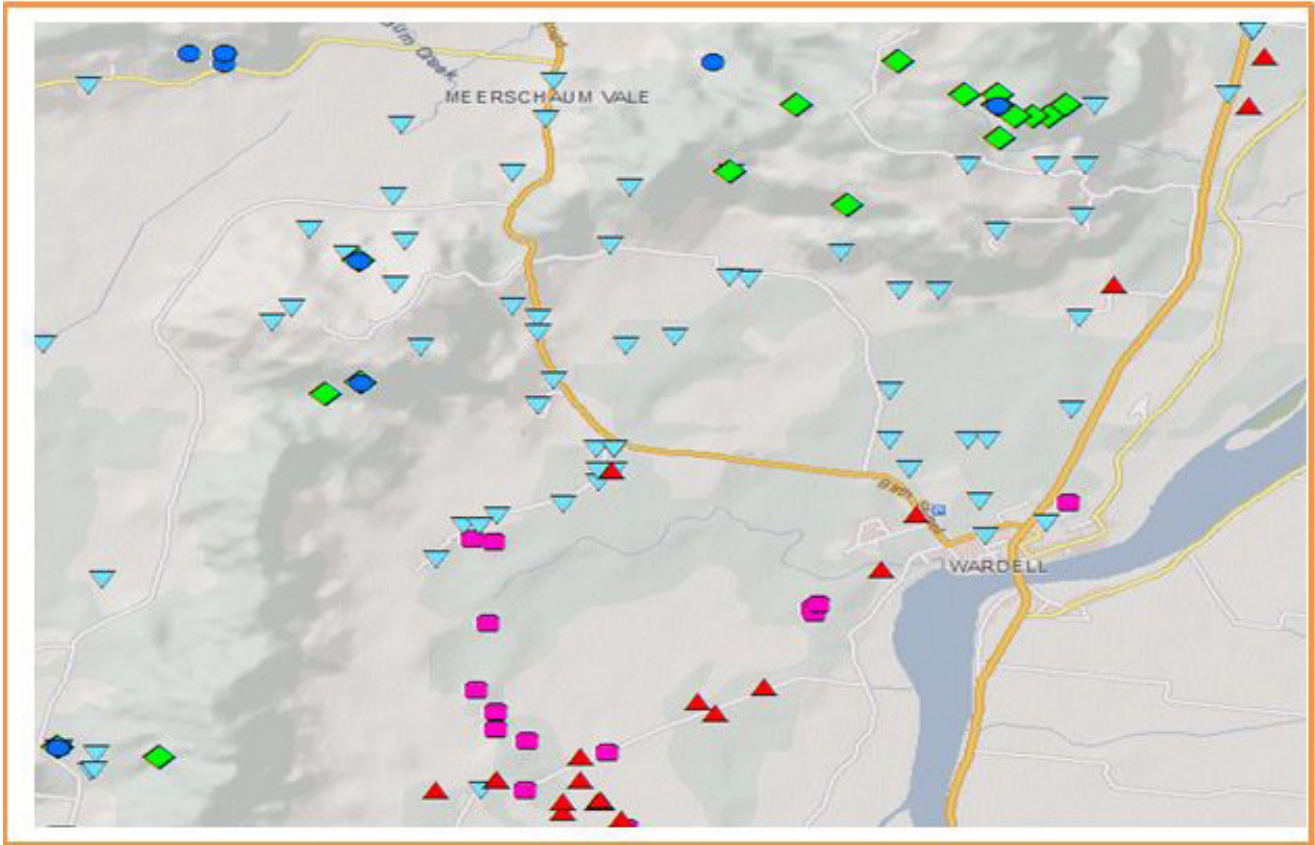
The search found 584 records of 51 species of Threatened (listed in the TSC Act 1995 or EPBC Act 1999) listed animal species in the search area as indicated in the table contained within Annexure 11. A selection of five highly recorded animal species appears in table 3 below (1 amphibian, 2 birds and 2 marsupials).

Table 4: Selection of highly recorded animal Threatened species in Broader Wardell locality

SPECIES	NUMBER OF RECORDS
<i>Crinia tinnula</i> (Wallum Froglet)	26
<i>Menura alberti</i> (Albert's Lyrebird)	29
<i>Phascolarctos cinereus</i> (Koala)	177
<i>Potorous tridactylus</i> (Long-nosed Potoroo)	21
<i>Ptilinopus magnificus</i> (Wompoo Fruit-Dove)	73

The map below has been extracted from the NSW Wildlife Atlas and shows graphically the location of the five animal species contained within Table 4 above in close proximity to Wardell Village.

Figure 13a: Extract from NSW Wildlife Atlas Showing Location of Selected Animal Species in close proximity to Wardell Village



- ▲ Wallum Froglet
- ▼ Koala
- Long Nosed Potoroo
- ◆ Albert's Lyrebird
- Rose-crowned Fruit Dove

Figure 13b: Photo showing Marcus Ferguson, JALI Ranger holding a long nosed potoroo located within Wardell's Ngunya Jargoan Indigenous Protected Area (Sydney Morning Herald 3/12/2014)





The long nosed potoroo population in the broader Wardell locality is considered to be of special significance as it represents probably the only remaining population with long-term viability prospects on the NSW North Coast.<sup>1</sup>

The 2013 Koala Habitat and Population Assessment: Ballina Shire Council LGA has established the presence of a major source population of koala in the southern section of the shire coinciding with the localities of Bagotville, Meerschaum Vale, Coolgardie and Wardell. As indicated in Figure 13a, there have been numerous koala recordings in close proximity to Wardell Village including some within the northern village area.

<sup>1</sup> M Andren, D Milledge, D Scotts and J Smith in press Aust. Zoologist *The distribution of the Long-nosed Potoroo on the NSW far north coast*, as referenced in a submission from D Milledge to Ballina Shire Council dated 4 November 2013.

The koala is listed as a Vulnerable species for purposes of the Environmental Protection and Biodiversity Conservation (EPBC) Act 1999. The koala population in Wardell is regarded as an 'important' koala population for the purposes of the EPBC Act.<sup>2</sup> Proponents for projects that may impact negatively on this 'important population' would need to be referred to the Federal Department of Sustainability, Environment, Water, Population and Communities for a determination as to whether the project will have a significant impact.

### 5.1.2 Plant Communities

The search found 10 plant communities that are listed as endangered pursuant to the TSC Act 1995 or the EPBC Act 1999 which are present within the broader Wardell locality as listed in the table below.

<sup>2</sup> Koala Habitat and Population Assessment: Ballina Shire Council LGA, 2013

Table 5: Threatened Plant Communities within Broader Wardell Locality

SCIENTIFIC NAME	COMMON NAME	NSW STATUS	COMM. STATUS
<i>Coastal Cypress Pine Forest in the New South Wales North Coast Bioregion</i>	Coastal Cypress Pine Forest in the New South Wales North Coast Bioregion	Endangered	
<i>Coastal Saltmarsh in the New South Wales North Coast, Sydney Basin and South East Corner Bioregions</i>	Coastal Saltmarsh in the New South Wales North Coast, Sydney Basin and South East Corner Bioregions	Endangered	Vulnerable
<i>Freshwater Wetlands on Coastal Floodplains of the New South Wales North Coast, Sydney Basin and South East Corner Bioregions</i>	Freshwater Wetlands on Coastal Floodplains of the New South Wales North Coast, Sydney Basin and South East Corner Bioregions	Endangered	
<i>Littoral Rainforest in the New South Wales North Coast, Sydney Basin and South East Corner Bioregions</i>	Littoral Rainforest in the New South Wales North Coast, Sydney Basin and South East Corner Bioregions	Endangered	Critically Endangered
<i>Lowland Rainforest in the NSW North Coast and Sydney Basin Bioregions</i>	Lowland Rainforest in the NSW North Coast and Sydney Basin Bioregions	Endangered	Critically Endangered
<i>Lowland Rainforest on Floodplain in the New South Wales North Coast Bioregion</i>	Lowland Rainforest on Floodplain in the New South Wales North Coast Bioregion	Endangered	Critically Endangered
<i>Subtropical Coastal Floodplain Forest of the New South Wales North Coast Bioregion</i>	Subtropical Coastal Floodplain Forest of the New South Wales North Coast Bioregion	Endangered	
<i>Swamp Sclerophyll Forest on Coastal Floodplains of the New South Wales North Coast, Sydney Basin and South East Corner Bioregions</i>	Swamp Sclerophyll Forest on Coastal Floodplains of the New South Wales North Coast, Sydney Basin and South East Corner Bioregions	Endangered	
<i>Themeda grassland on seacliffs and coastal headlands in the NSW North Coast, Sydney Basin and South East Corner Bioregions</i>	Themeda grassland on seacliffs and coastal headlands in the NSW North Coast, Sydney Basin and South East Corner Bioregions	Endangered	
<i>White Gum Moist Forest in the NSW North Coast Bioregion</i>	White Gum Moist Forest in the NSW North Coast Bioregion	Endangered	

In addition to the above, Ballina Shire Council is aware of a Swamp Oak Floodplain Forest plant community located in close proximity to Wardell Village. This community is an endangered ecological community under the NSW TSC Act 1995.

Figure 14a: Swamp Oak Floodplain Forest<sup>3</sup>



Figure 14b: Swamp Sclerophyll Forest



3 Figures 14a and 14b extracted from Wetlandcare Australia's Information bulletin EEC Wetlands project December 2005

## chapter 6

# ESTIMATING IMPACTS OF PACIFIC HIGHWAY RELOCATION ON WARDELL VILLAGE

### 6.1 Overview of research relating to impact of highway bypasses

A comprehensive review of literature related to the Economic Evaluation of Town Bypasses was undertaken by the University of NSW for NSW Roads and Maritime in 2011. A summary of the major learnings derived from this review, as it relates to smaller communities (population less than 2500 persons), is as follows:

- Smaller communities have a greater potential to be impacted by a bypass. The smaller the town the more negative the economic impacts, especially for highway sectors (p 9, p13& p17)
- For smaller communities there may be a need to develop and market themselves as destinations to minimise adverse economic impacts from a bypass (p10)
- Communities closer to a larger centre lost more traffic to the bypass as the larger centre became an alternative destination for highway and non-highway related needs. The role of distance to a larger centre remains inconclusive (p11 & 12)
- Karuah in NSW (population 1070 in 2001) experienced a 98% diversion of through traffic when the bypass opened in 2004. One year later 6 of 38 businesses had closed with decreased revenues for the remaining business. By 2009 Karuah had not been very successful in attracting through traffic to the town (p11 &12)
- The stronger the town economy, measured by business vacancy rates, the better it will fare when bypassed (p14)
- “After” studies of Berrima and Mittagong reported very positive effects on land and property values (p15)
- Research indicates that bypassed communities have a lower proportion of retail outlets and a higher proportion of new businesses. A clear economic

strategy is necessary to help the community find and maintain an alternative economic focus to highway generated trade (p16)

- Improved road conditions can also lead to improved tourism and services, increased opportunities to interact with larger nearby centres and economic development (p16)
- Employment impacts generally reported as minimal due to establishment of niche markets, highway service centres and growth in accommodation (p16)
- Employment opportunities can arise from improved accessibility and ability to commute to regional centres (p17)
- Positive social impacts generally arise through improved safety, access, visual amenity, reduced air and noise pollution, - “the removal of traffic has returned the street ....back to the community” (p18)

Whilst there are more local examples of highways bypassing local villages, such as Alstonville and Bangalow, no detailed post economic evaluation studies have been undertaken. For this reason section 5.1.1 considers the impact of the Pacific Highway bypass on Karuah which has been extensively documented due to requirements imposed as part of the road approval process.

#### 6.1.1 Case Study - Karuah, NSW

In respect to Karuah the research undertaken indicated that it was particularly vulnerable to negative economic impacts due to the following factors<sup>1</sup>:

- low population
- remoteness from other larger centres and no outside economic linkages
- high level of dependency on passing trade
- low urban design quality
- existing community issues – unemployment and low paid workforce.

<sup>1</sup> Economic Evaluation of Town Bypasses, Review of Literature, University of NSW, RMS 11.020 ISBN 978-1-922040-15-2, page 12.

Table 6:  
Summary of strategies  
contained within the  
Karuah Community  
Economic Development  
Plan (2004)

- project co-ordinator to implement the plan
- marketing through signage, advertising and annual festivals
- develop a community hub eg expand the community hall
- establish a rural transaction centre and incorporate it within the Visitor Information centre
- main street improvements – landscaping, parking, seating, footpaths, street art, and traffic calming
- riverfront / foreshore improvements
- promotion of indigenous projects
- aquaculture industry and co-op sea food and market produce
- develop a holiday destination and value holiday packages
- ferry link trips to attract day trippers
- local food promotion
- business assistance program to improve skills and increase production of local goods and services
- future subdivision – opportunities to increase population to 4000

The approval for the Karuah bypass require that the Roads and Traffic Authority (RTA) to make a financial contribution of \$200,000 to fund a community economic development plan, and monitor impacts 12 months and five years after the bypass completion<sup>2</sup>. Table 6 below lists the strategies contained within the Karuah Community Economic Development Plan.

The one year post bypass economic evaluation of Karuah found that the short term impact was of serious concern but not as severe as estimates in the EIS. At that time only low key measures had been undertaken with a large number of businesses making no adjustments in response to the bypass<sup>3</sup>. After five years many aspects of the economic development plan had been implemented. It was found that businesses that mitigated against negative impacts had experienced an increase in revenues and those businesses with no mitigation strategies going further into decline<sup>4</sup>.

One measure of the health and vitality of a community relates to changes in the number of children enrolled in school. In 2004, at the time the bypass was opened, the Karuah public school had 140 students enrolled<sup>5</sup>. Enrolments declined over the next four years to approximately 80 students, a level maintained until 2013<sup>6</sup>. In February 2014 there were 106 students enrolled an increase of 28% on the 2013 years enrolments<sup>7</sup>. It appears from the enrolment data that the Karuah community has now turned the corner and is again starting to grow. Some of this growth may be attributable to new residential subdivisions which have been developed.

A letter to the Editor of the Newcastle Herald on 23 October 2014, Figure 15 below, provides an indication that Karuah's may have turned the corner with an emphasis on new housing development and festivals.

2 Economic Evaluation of Town Bypasses, Review of Literature, University of NSW, RMS 11.020 ISBN 978-1-922040-15-2, p23

3 Economic Evaluation of Town Bypasses, Review of Literature, University of NSW, RMS 11.020 ISBN 978-1-922040-15-2, p25.

4 Economic Evaluation of Town Bypasses, Review of Literature, University of NSW, RMS 11.020 ISBN 978-1-922040-15-2, p25

5 2004 Karuah Public School Annual Report

6 Karuah Public School Annual Reports 2008 to 2013

7 NSW Public School February enrolment data. March 2014

Figure 15: Letter to the Editor Newcastle Herald 23 October 2014

# NEWCASTLE HERALD

WEBSITE OF THE YEAR

Thursday November 6, 2014

Opinion

## LETTER: Karuah to mark bridge opening

By Bob Ingle Oct. 23, 2014, 9 p.m.

TOMORROW at noon, Karuah is celebrating 10 years since the Pacific Highway and the new bridge over the Karuah River were opened to traffic.

Karuah has survived and is a great community of caring people. Hidden behind the hill south of the road through town is a new housing development of 60-plus houses, with new building blocks being developed.

Last weekend the Karuah Oyster Festival was held, and it included woodchopping among the attractions for over 1000 visitors.

The festival continued into the evening at the RSL Club with more woodchopping championships.

During the opening in 2004, an ultra-light aircraft flew over the new bridge and I hope to persuade the pilot to repeat the flight tomorrow as part of the history of one of the original areas opened up to farming by the AACo more than 100 years ago at Tahlee.

Bob Ingle,

Karuah

Table 7: Summary of RMS Anticipated Impacts on Wardell Community

ACTIVITY / ISSUE IMPACTED	PREDICTED IMPACTS
<p><b>Amenity</b></p>	<p><b>Wardell Village</b>                      Realigning the highway to bypass Wardell would help to improve the amenity of the town by reducing traffic noise and improving local air quality. A reduction in traffic volumes, particularly heavy vehicles, would also help to improve pedestrian amenity and safety within the town</p> <p>Opportunities to improve access and connectivity for pedestrians and cyclists</p> <p><b>Rural Hinterland</b>                      Would result in the highway being located closer to houses on rural properties at Wardell Road, Tuckombil Mountain Road and Bagotville Road at Meerschaum Vale as well as houses at Coolgardie</p> <p>Wardell interchange at Coolgardie Road may result in impacts on amenity at nearby houses due to increased lighting and traffic noise, including vehicles accelerating and decelerating to enter and exit the highway</p>
<p><b>Business Activity</b>                      wholesale trade                      accommodation, cafes and restaurants                      transport and storage                      education                      health and community services                      retail trade</p>	<p>Wardell is directly bypassed as a result of the project, reducing accessibility for customers and visitors</p> <p>Non-highway related businesses (46%) and highway related businesses (46%) are expected to benefit from improved operating amenity, particularly cafes and restaurants</p> <p>The closeness of the locality to the major town of Ballina (18 kilometres) may be of advantage to the local businesses of Wardell as local residents at Ballina may become more prone to out-shopping and/or potentially travel down to use other services that can lead to commerce within Wardell</p> <p>Highway related businesses comprising accommodation and eateries and non-highway related businesses would continue to service the population irrespective of the new alignment</p> <p>Overall, the potential adverse effects resulting from the project is likely to be minimal. Businesses in the locality of Wardell would experience a continuation of commerce and provide sustained services to residents. (p17-48)</p>
<p><b>Infrastructure</b></p>	<p>A new interchange is proposed at Coolgardie Road, north of the Wardell township. A new bridge would be constructed across the Richmond River</p>
<p><b>Safety</b></p>	<p><b>Wardell Village</b>                      Less heavy vehicles and other traffic passing through would improve safety and ease of access for the local communities</p>

## 6.2 Estimated Impacts of Pacific Highway Bypass on Wardell

The 2012 Woolgoolga to Ballina Pacific Highway Upgrade Environmental Impact Statement produced by NSW Roads and Maritime Services nominated a range of social and economic impacts on the Wardell community. These predicted impacts were derived from a review of relevant research. Structural change was anticipated in a number of communities as a consequence of the reallocation of resources currently providing highway related services to non-highway services such as tourism. Communities nominated to experience structural change were Ulmarra, Woodburn, Broadwater and Wardell<sup>8</sup>.

A summary of the more specific impacts on Wardell is contained within Chapter 17 of the EIS and reproduced in the Table 7 below<sup>9</sup>:

In respect to anticipated economic impacts the *Instrument of Approval for the Pacific Highway Upgrade – Woolgoolga to Ballina*, dated 24 June 2014 contained one condition of relevance which is reproduced below:

*D17. The Applicant shall prepare and implement a Signage Policy to addresses the impact of towns (South Grafton, Ulmarra, Tyndale, Woodburn, Broadwater and Wardell) which are bypassed by the SSI, at least six months prior to operation, unless otherwise agreed by the Secretary. The Policy shall be prepared in consultation with the relevant council and to the satisfaction of the Secretary.*

*The Policy shall be consistent with the Guide: Signposting (RTA July 2007), Tourist Signposting guide (RMS and Destination NSW 2012) and provide for signage that:*

- (a) provides information on the range of services available within the bypassed towns of South Grafton, Ulmarra, Tyndale, Woodburn, Broadwater and Wardell, and*
- (b) informs motorists of routes through the bypassed towns that may be taken as an alternative to the highway.*

It is significant to note that there are only 5 businesses located in the Wardell Village commercial area (pie making, café, dress and beauty shop, post office and

<sup>8</sup> Woolgoolga to Ballina Pacific Highway Upgrade Environmental Impact Statement, p17- 41.

<sup>9</sup> Woolgoolga to Ballina Pacific Highway Upgrade Environmental Impact Statement, p17- 48 to 72.

the hotel). Only one business (BP Service Station) is located immediately adjoining the Pacific Highway within Wardell Village.

Various additional businesses are scattered throughout Wardell Village such as the Nursery and Landscape Supplies in Wardell Road, a hairdresser in Richmond Street and the Sandalwood Caravan Park on Pimlico Road. Good access to internet facilities (ADSL2) has also enabled a number of Wardell residents to work from home and offer a variety of professional services including environmental consultancy and immigration services.

The Wardell Village commercial area is located at a lower level to the Pacific Highway near the Richmond River. Given the limited range of current businesses within the Wardell Village commercial area, and their location away from the Pacific Highway, it is considered that the proposed highway route relocation will have a reduced level of impact on Wardell Village, compared to centres that have many businesses with direct highway frontage. This view is supported by comments made by business operators within Wardell Village.

There also appears to be community support for the Wardell Pacific Highway bypass as evidenced by signage, shown in Figure 16 below, which has appeared on a number of Wardell properties in March of 2015.

Figure 16: Signage displayed on some Wardell properties



It is relevant to note that the State Minister for Planning and Environment approved this project on 24 June 2014, click here for approval. This was followed on 14 August 2014 by Federal Government approval click here for approval. The Federal approval contained a number of additional conditions which require the RMS to demonstrate the impacts of the upgrade on the Ballina koala population will be acceptable, before section 10 (Broadwater to Coolgardie) of the highway upgrade can start.

### 6.3 Economic development opportunities for Wardell

The Pacific Highway relocation is anticipated to create a better living environment within Wardell Village with an expected reduction in noise levels and an increase in air quality. In addition a safer environment for pedestrians and cyclists is anticipated when through traffic is largely eliminated.

The Wardell and District Progress Association, with the support of local residents, have proposed that a boardwalk be constructed adjoining the bank of the Richmond River adjacent to Bridge Drive from the wharf to east of the existing road bridge. This boardwalk is intended to provide a safe pedestrian, cycle and disabled access which links both sides (either side of the Highway) of Wardell. It is understood that a design for the boardwalk has been prepared and some funding has been allocated. The boardwalk project was nominated at the June 2015 public meetings as being the highest capital work priority for Wardell residents.

The boardwalk once completed will enhance the Bridge Drive riverside precinct and may increase the attractiveness of Wardell as a tourist destination.

The economic impacts upon Wardell Village associated with the relocation of the Pacific Highway are anticipated to be relatively limited for the following reasons:

- the small number of businesses operating within Wardell Village
- the business diversification that has taken place over the past 5 years which has been directed at increasing local trade as opposed to tourist / traveller dominated trade.

The research indicates that co-ordinated action by the local community before a bypass opening, or immediately following the opening of a bypass, is

valuable in mitigating potential negative impacts. A number of Australian communities including Berrima in NSW, and Deloraine in Tasmania, have been cited as being very successful in terms of transitioning their economies to tourist related activities<sup>10</sup>. The interviews conducted with Wardell Village business operators has confirmed that they have, in the main, attempted to diversify their businesses and have no undue concerns related to negative economic impacts.

The following business development ideas have been identified as having potential to further stimulate economic activity within Wardell Village. These business types are not dependent on Pacific Highway access, nor are they within Council's ability to directly influence.

The development of viable business opportunities may also lead to changes in the Wardell Village housing market which may stimulate demand for housing within the village. It is noted, however, that more modern housing designs such as those which predominate in Lindsay Crescent would be inconsistent with the historic arts and crafts theme envisaged to be created in the part of Wardell Village east of the Pacific Highway and north of the Richmond River.

A greater diversity of businesses and business opportunities will stimulate economic activity and create additional local jobs. This in turn may result in more residents working locally and potentially enrolling children at the Wardell public school.

Figure 17 contains an article extracted from the Blue Mountains Gazette newspaper which provides an example of a potential tourist and educational attraction for Wardell Village which links with the areas Aboriginal heritage. Such a facility could link with a broader strategy to establish an Aboriginal cultural and training facility in Wardell Village which provides links with Ngunya Jargoan Indigenous Protection Area.

Figure 18 contains information relating to the Eltham Village Gallery which is an example of a business type considered suitable for establishment within the Wardell Village business area located in Richmond Street. Businesses with an arts and craft theme would create character and provide the village with a drawcard for day trippers, tourists and local shire residents.

<sup>10</sup> Economic Evaluation of Town Bypasses, Review of Literature, University of NSW, RMS 11.020 ISBN 978-1-922040-15-2, p26



## Wardell Business Development Ideas

- Wardell on the River Hotel (previously known as the Royal Hotel) - development of outdoor covered eating areas overlooking the Richmond River. A destination dining venue similar to the Eltham pub is envisaged
- Linking of the Richmond Princess, or another operator, with the Wardell on the River Hotel to provide a tourist experience incorporating lunch at the pub
- Establishment of arts and crafts, antiques and boutique food business outlets in area adjoining and opposite the Wardell on the River Hotel
- Historic walking tours around Wardell Village incorporating a pub lunch. Figure 19 shows the location of heritage sites within Wardell Village
- Development of a micro boutique brewery with on tap beer sales through the Wardell on the River Hotel or as part of a restaurant in the adjoining business area
- Development of an Aboriginal Cultural and Education Centre upon State Government land within the northern part of Wardell Village. The centre would provide a link with the Ngunya Jargoan Indigenous Protection Area which is part of the National Reserve System
- Monthly Saturday farmers markets and a farm and craft trail which includes Wardell Village
- Shuttle bus linking Wardell village with Ballina and providing an hourly return service during certain peak periods
- Redevelopment of the strata villa units adjoining the hotel to provide motel style accommodation (6 of the 8 units are part owned by the owner of the hotel)
- Extending the B1 Neighbourhood zone along southern side of Richmond Street to Swamp Street. See aerial photo extract of suggested area below



Figure 17: Extract from the Blue Mountains Gazette 26/11/2014

www.bluemountainsgazette.com.au

# Wild for bush tucker



**Changing times:** Clr Don McGregor (right) with Paul O'Reilly, who was instrumental in establishing the bush tucker walk and (inset) one of the signs on the bush tucker walk.

By Jennie Curtin

It was once a wasteland, covered in weeds and grass and overshadowed by pine trees.

But North Katoomba's bush tucker garden is now thriving, with meandering paths among the native plants and, as of last week, a new bush tucker walkway.

The walk is dotted with signs which explain the way the Darug and Gundungurra people saw plants and used them, for medicine, for food, for tools, for shelter or for decoration.

The garden has been a five-year labour of love initiated by the Aboriginal Cultural and Resource Centre, drawing heavily on students from Wentworth Falls TAFE.

The TAFE students planted 500 trees, shrubs, ferns and ground covers and moved 300 cubic metres of mulch. Every week they would weed and water.

Bush regeneration groups and green corps groups as well as members of the local indigenous community and the North Katoomba

community also helped.

Clr Don McGregor, who officially opened the walk after a smoking ceremony from Darug man Chris Tobin, said many years ago he and his wife used to bring their small children when it was just an old paddock with a couple of horses.

"It was barren and a rather sad and pathetic scene," he said.

But when he returned some months ago, there were "small family groups around all the trees having picnics in the dappled light. It took me back to my childhood when we had those secret little places in the bush."

He also acknowledged the wide range of people who have been involved in creating the space.

"To see all these disparate groups come together – indigenous, TAFE, the North Katoomba community, council, it's a really heartening thing for a council to see the result of that collaboration in this lovely place."

The bush tucker garden and walk is at the Harold Hodgson Reserve, beside the community gardens, on Victoria Street, North Katoomba.

Figure 18: Northern Star story 16 December 2014

**VILLAGE GALLERY: Historic building on the market for first time in 38 years**

# Grand old lady of Eltham

**HELEN HAWKES**

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IT'S been 38 years since it was last on the market. Now the Eltham Village Gallery, a grand old lady in the tiny village, is up for sale.

The historic and iconic timber building boasts vaulted ceilings, large open spaces and an unusual pressed metal front.

Owners Genevera Hooper and Lesley Schreiber plan to continue living in the area but are looking for a change of pace.

They originally bought the building from Lesley's sister, moving from Surry Hills where they ran cafes and restaurants, for a tree change.

"We had border collies and we loved the land, the area and the locals," said Ms Hooper.

The couple soon transformed the building into a store packed with local delights, from glassware to art works. "We supported local artists and suppliers, it was all local things.

"The prices were good and many people bought all their gifts here. At Christmas time we were also well-



**FOR SALE:** Genevera Hooper and Lesley Schreiber owners of the Eltham Village Gallery outside the store before Christmas in 2012, finishing their popular window display.

known for our window displays."

Ms Hooper said: "We are really hoping that someone who buys it will want to give back to the community.

"Eltham needs a community business here. It has only been us and the pub."

The building, that Ms Hooper estimates is more than 100 years' old, oozes

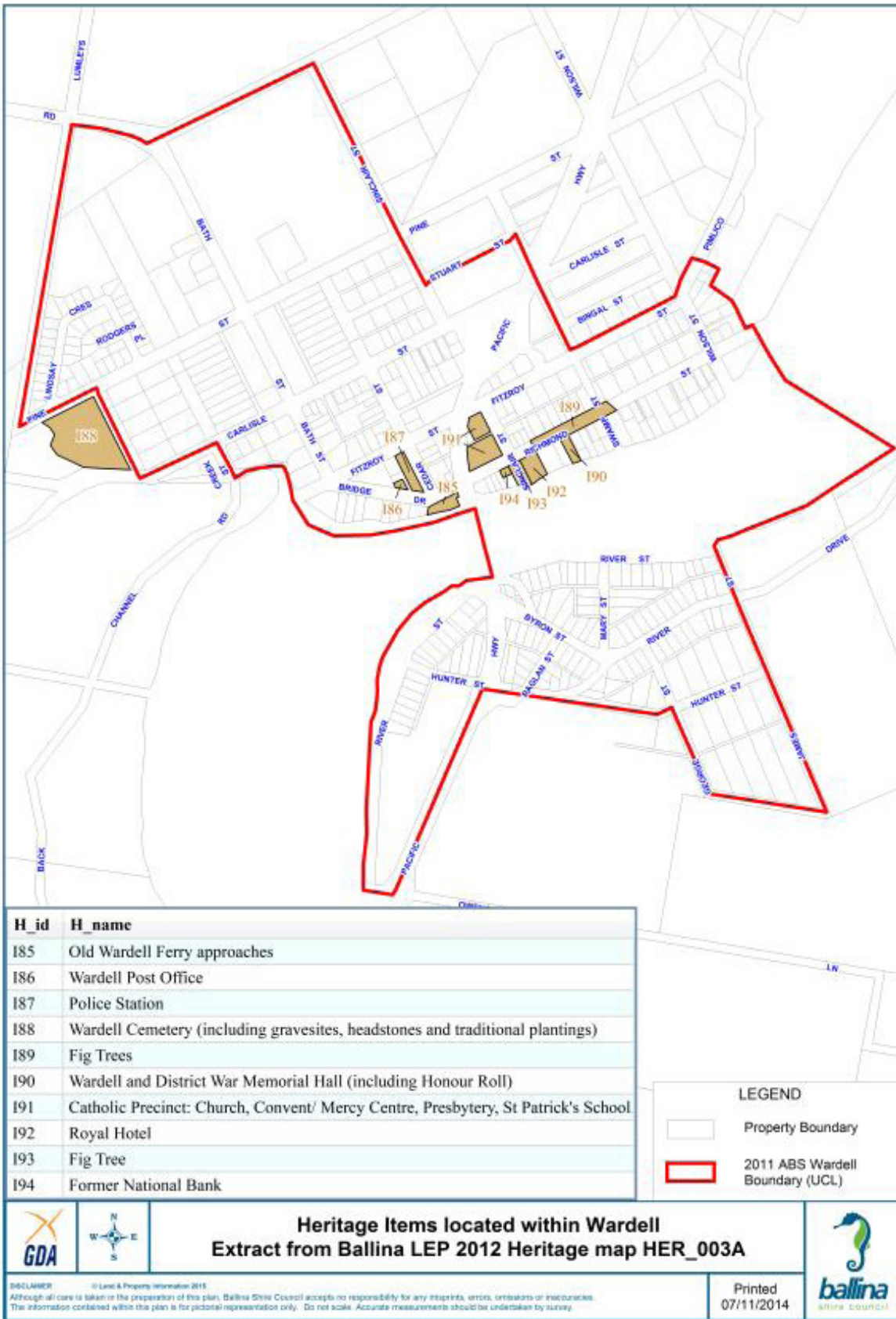
charm and character and comes with some unusual extras such as four vintage wagon wheels.

With more than 1846m<sup>2</sup> of land with side access and a

residents' quarters at the rear, it has plenty of potential, said Mary O'Connor of Bangalow Real Estate.

The property is listed for \$875,000.

Figure 19: Wardell Village Heritage Sites Listed in Ballina LEP 2012



# chapter 7

## LAND CONSTRAINTS IMPACTING ON THE EXPANSION OF WARDELL VILLAGE

This chapter examines the impact of a number of land constraints that may impact the development potential of land located within designated SUGA areas for residential purposes. For the purpose of this study, the constraints examined are flooding, bushfire hazard, acid sulfate soils and natural area and habitat value. In addition, water and sewerage capacity limitations have also been considered.

The extent and location of State Government land holdings within and adjacent to Wardell Village has also been examined. The State Government is the major land owner within Wardell Village and the location of its landholdings effectively dissects the northern part of Wardell Village into two sections.

### 7.1 Flooding

Flooding is a significant land constraint which impacts parts of Wardell Village and adjacent areas. Whilst flood affectation is most severe in that part of Wardell Village located on the southern side of the Richmond River, part of the village on the northern side of the river is also flood affected.

Figure 20 contains information extracted from the Ballina Floodplain Risk Management Study 2012 (BMT WBM 2012) which shows the degree of flood impact for the 1:100 year flood event under current climate and 2100 climate change conditions.

Ballina Shire Development Control Plan (DCP 2012) Chapter 2b – Floodplain Management contains requirements for minimum floor and fill levels for flood affected land. The requirements applicable to Wardell are reproduced below:

#### **Wardell Village**

*The following provisions apply to infill development in the residential village area of Wardell:*

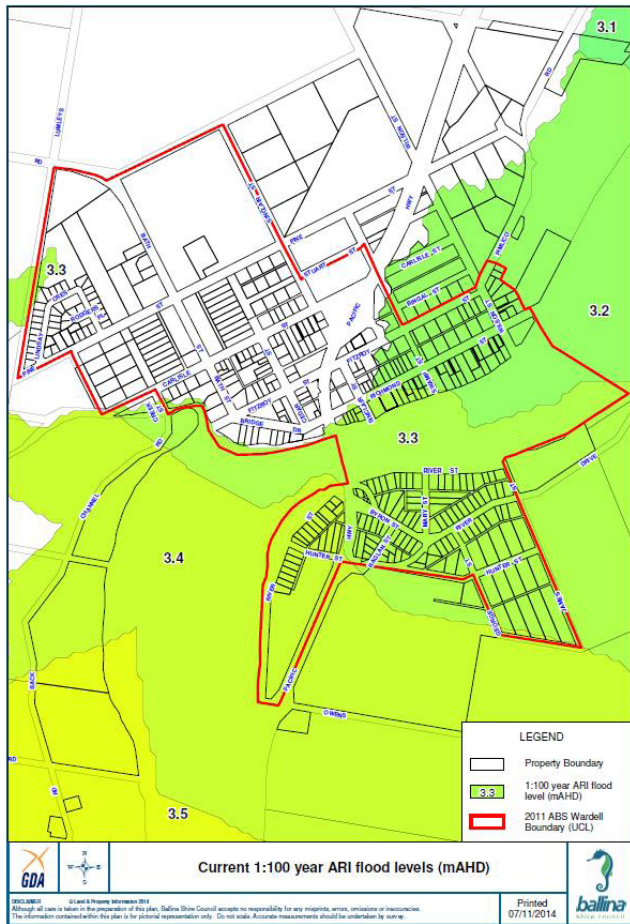
- i. Minimum habitable floor heights shall be Map 1b heights plus 0.5m AHD.*
- ii. In areas other than those identified in clause vi, the floor heights may be achieved by either filling the site to the nominated level or constructing a dwelling which is elevated to the required level.*

- iii. Where the filling of an allotment does not occur, and the habitable floor is supported on structure, the following shall apply:*
  - Certification of flood proofing of the structure including enclosures shall be provided which shall include, but not be limited to, structural assessment, electrical safety assessment etc.*
  - Sub-floor areas (areas located beneath the habitable floor level and subject to 1:100 year inundation) may be enclosed up to a maximum area of 50m<sup>2</sup>.*
  - Sub-floor enclosures beyond the 50m<sup>2</sup> is not permitted. It is intended that the movement of floodwaters be allowed to pass beneath the building.*
  - Any alterations and additions to existing buildings will be considered on their individual merits. Council may require the adoption of minimum habitable floor heights depending on circumstances and practicability.*
- iv. Filling of allotments along River Street, upstream of the Pacific Highway bridge, shall remain as the most appropriate method for achieving flood protection (due to flood hazard). Minimum fill height shall be as specified on the applicable Flood Planning Map.*

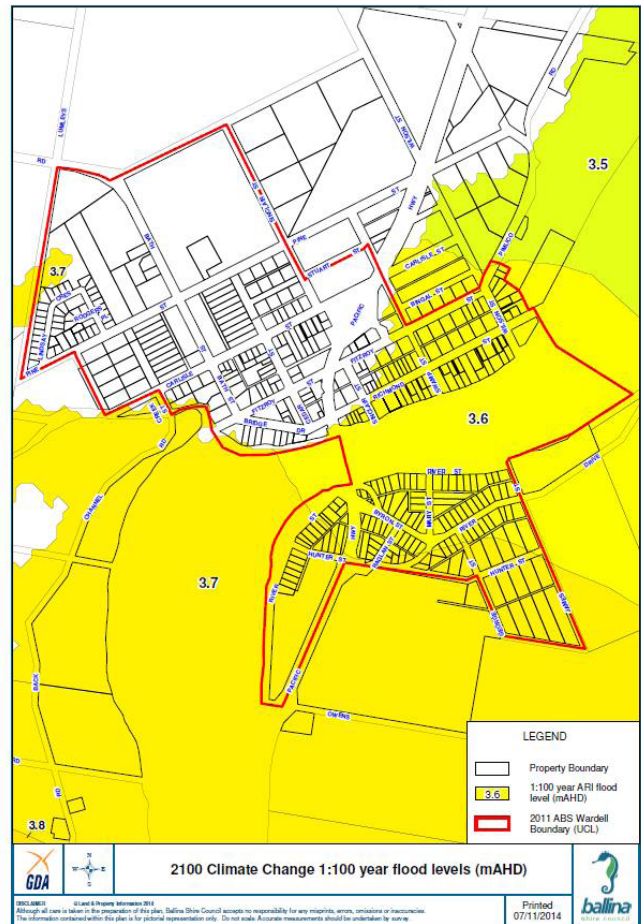
Map 1b referenced in the DCP relates to flood modelling undertaken in the period 1997 to 2010 for existing climate conditions and does not reflect additional modelling undertaken in the 2013 Ballina Floodplain Risk Management Plan. Generally minor variations to flood mapping occurred in the 2013 modelling for current climate.

Figure 20: 1:100 year flood Maps extracted from Ballina Floodplain Risk Management Study 2012

1:100 year flood levels under current climate



1:100 year 2100 climate change flood levels

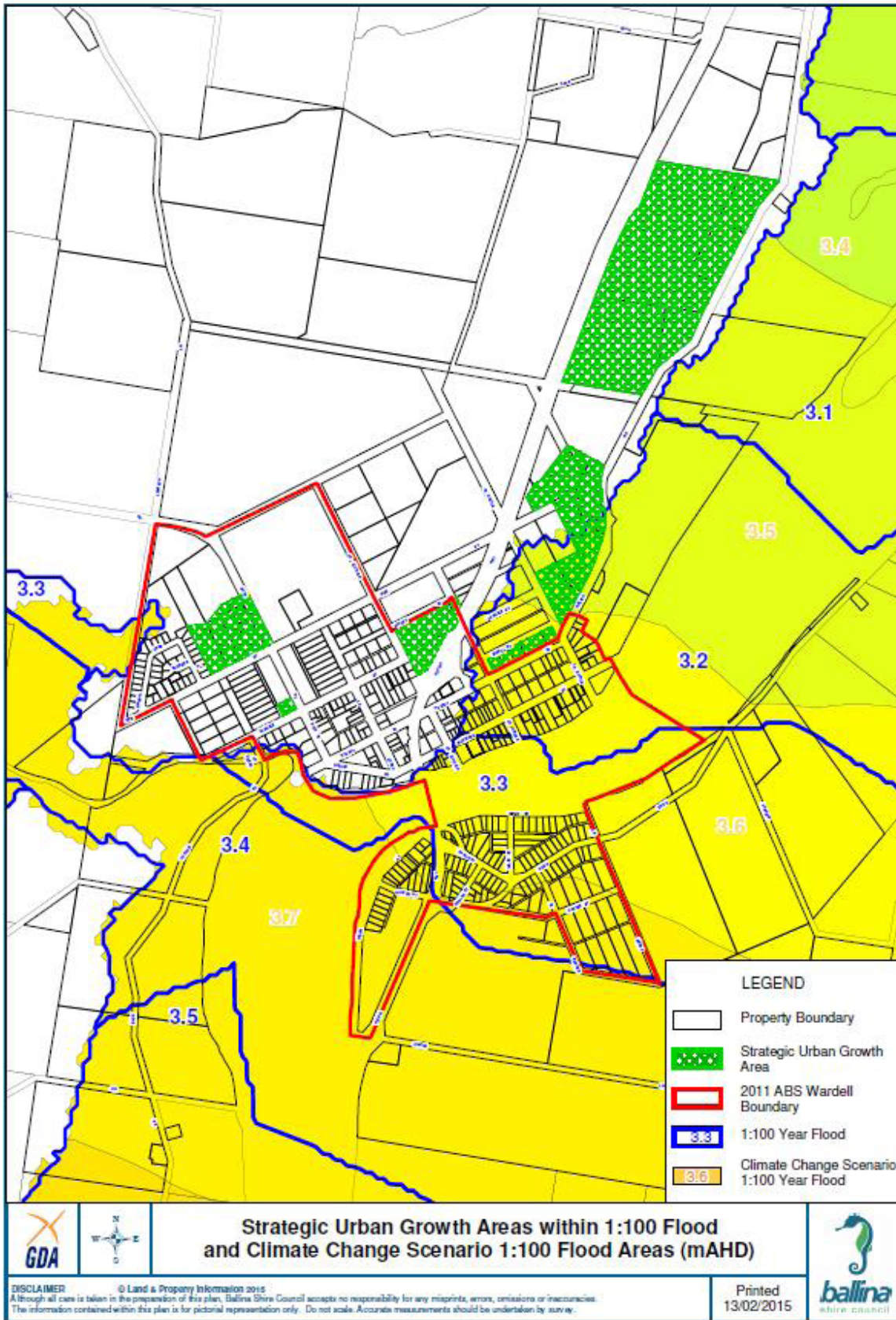


The construction of elevated dwellings, as an alternative to site filling, is permitted in Wardell Village except for the area along River Street, upstream of the Pacific Highway Bridge. This concession does not apply to other areas within the floodplain such as Ballina where filling to the 1:100 year flood level is required for all sites. The non-filling solution for Wardell Village was developed in response to submissions made to the 2003 *Wardell Strategic and Landuse Plan* which questioned the compatibility of site filling requirements with the historic character of the Wardell Village.

7.1.1 Flooding Impacting on SUGA areas

Figure 21 shows the location of SUGA areas at Wardell, together with the limits of the 1 in 100 year flood for the year 2100. Two SUGA areas are impacted by the 1 in 100 year flood.

Figure 21: SUGA areas and 1 in 100 year climate change flood limits



### 7.1.2 Development Example Richmond Street, Wardell Village

Richmond Street, which runs parallel to the Richmond River on the northern side of Wardell Village, has existing ground levels in the vicinity of RL 2m AHD. Recent development examples have incorporated significant filling of sites to achieve finished floor levels

of RL 3.7m AHD. This reflects the 1:100 year current climate flood level plus 500mm freeboard.

An example of a dwelling constructed in 2009, at 28 Richmond Street, has a finished floor level of RL3.79m AHD. The level of Richmond Street at this location is RL 2.25m AHD at the kerb. This example is depicted in photos 4 and 5.

Photos 4 and 5 show a dwelling constructed in Richmond Street, Wardell in 2009



Ballina Shire Development Control Plan (DCP 2012) Chapter 2b – Floodplain Management now permits the construction of elevated dwellings, and non-filling of sites except for drainage purposes, at Wardell in all areas except those located along River Street, upstream of the Pacific Highway bridge.

There have been few recent new housing developments constructed within the flood affected areas of Wardell Village. The construction of elevated dwellings, with limited or no site filling, will assist to make new residential development more compatible with existing development within Wardell Village.

## 7.2 Bushfire

Significant areas within the northern section of Wardell Village are within designated bushfire areas and are classified as bushfire prone lands. All SUGA areas at Wardell are also designated as bushfire prone to varying degrees.

Figure 22 shows the location of SUGA areas and how these are impacted by bushfire prone land. A planning proposal for the rezoning of bushfire prone land must have regard to the NSW Rural Fire Service document Planning for Bushfire Protection 2006 and

be otherwise consistent with the requirements of the Minister for Planning's Directions under section 117(2) of the Environmental Planning and Assessment Act 1979. Section 117(2) direction 4.4 requires consultation with the Commissioner of the NSW Rural Fire Service after Gateway determination and prior to exhibition of a planning proposal.

To enable consideration to be given to the degree of hazard associated with permitting residential development upon bushfire prone land, a Bushfire Threat Assessment Report would need to be prepared by an appropriately qualified consultant. This report would make recommendations concerning requirements for Asset Protection Zones (APZ) and the applicability of AS3959-2009 Construction of buildings in bushfire prone areas. Whilst it is unlikely that the subject land's bushfire affectation would preclude the rezoning of the land for residential purposes, it is likely that building work will be more costly due to the additional construction requirements to mitigate against bushfire impacts. The likely residential lot yield from bushfire prone land would also be lower than similar unaffected land if asset protection zones are required to be provided.



Properties impacted by the dual risk of flooding and bushfire risk are considered to have a lower likelihood of being developed for residential purposes. This is due to the likely higher costs associated with building dwellings on this land after rezoning and subdivision. Such lots may also be seen as comparatively less desirable by prospective land purchasers which would then impact negatively on likely land sale prices.

### 7.3 Acid Sulfate Soils

To varying degrees all land within Wardell Village and SUGA areas have the potential to contain acid sulfate soils. Properties mapped as having the potential to contain acid sulfate soils trigger requirements under the provisions of Ballina LEP 2012 for the preparation of Acid Sulfate Soils Management Plans under certain circumstances. The intent of these provisions is to ensure that development does not disturb, expose or drain acid sulfate soils and cause environmental damage.

Figure 23 contains an extract from the Acid Sulfate Soils Map which forms a part of Ballina LEP 2012. Clause 7.1 of the LEP contains a trigger for development consent, supported by an acid sulfate soils management plan, for certain works as indicated in the legend within Figure 23.

### 7.4 Water and Sewerage Capacity

Chapter 7 examines in detail the development potential of the six SUGA areas located at Wardell. In total, these areas occupy an area of approximately 44ha and have the potential to yield between 300 and 500 residential lots and provide housing for 800 to 1200 people.

The capacity of existing water and sewerage infrastructure to service these areas has been examined by Council's Water and Sewerage Strategic Engineer. Advice provided indicates that only the largest SUGA area (Area 1) located at North Wardell, between the Pacific Highway and Pimlico Road, may require significant water and sewerage infrastructure if rezoned for residential purposes.

The trigger point for requiring an upgrade of water services within Area 1 appears to be above 160 lots (equivalent tenements). At 160 lots water pressure has been modelled to be marginal but still acceptable whereas at 260 lots and above service augmentation was found to be required.

Area 1 was found to have a development potential for between 220 and 330 lots. To service this number of lots it has been estimated would require the water infrastructure detailed in Table 8.

*Table 8: Water Infrastructure required to service SUGA Area 1*

INFRASTRUCTURE ITEM	ESTIMATED COST
New 250mm water main 3.5km long	\$500,000 to \$800,000
Trunk main augmentation between Whites Lane Reservoir and Meerschaum Vale Balance Tank via a pump station	\$150,000
Trunk main augmentation between Whites Lane Reservoir and Meerschaum Vale Balance Tank via duplicate 6km main.	Unlikely to be feasible until the main is due to be renewed (constructed in 1990).

In addition to the water infrastructure detailed in Table 8 the development of SUGA Area 1 would highly likely require construction of a sewerage pumping station. There is also high potential for some treatment plant upgrade work. These works are envisaged to be incorporated into the future Development Servicing Plan for Wardell and could result in a significant increase to s64 charges, unless Council resolved to continue to subsidise Wardell s64 charges, as is the case at present. If the subsidy were continued, those additional works would need to be funded by the remaining shire population through sewer rates.

### 7.5 State Government Land Holdings in Wardell Village

Figure 24 shows the location of State Government owned land within and adjoining Wardell Village.

The land south of Pine Street occupies a land area of approximately 12.8 hectares and all but approximately 3000m<sup>2</sup> contains stands of native vegetation. The majority of this land is zoned for residential purposes with the remainder identified for environmental protection under the provisions of Ballina LEP 1987. The residential 2(b) Village zone was applied to the land in 1999.

Due to the land's location, the availability of services, and its zoning which permits the erection of dwelling houses with development consent, consideration has been given to whether the land would be suitable for urban development.

An examination of the subject land during the preparation phase of Ballina LEP 2012 has found that the subject land contains substantial areas of high conservation value vegetation. This vegetation is also directly linked to ecologically significant land to the north, thereby forming a vegetation corridor link between vegetation to the north and west of Wardell. The subject site is also partly located within the Department of Environment and Conservation's mapping of Key Habitats and Corridors for North-Eastern NSW.

The vegetation on this land is considered to be of high conservation value. It is also likely to be a habitat for various threatened fauna species. It is considered appropriate that the entire area of the land except for a small area fronting Carlisle Street be zoned for environmental protection purposes under the provisions of Ballina LEP 2012. At this time however, all proposed E zones have been deferred from the LEP pending the finalisation of the State Government's E zone review.

The following vegetation communities have been identified on the subject land:

- Swamp Sclerophyll Forest
- Dry Heath
- Coastal Cypress Pine Forest (Endangered ecological community)
- Swamp Mahogany and Blackbutt forest

The following threatened species have been recorded on or near to the subject land:

- Wallum Froglet
- Wallum Sedge Frog
- Koala
- Grass Owl
- Black Bitten
- Common Blossom Bat
- Eastern long Bat

Based on the vegetation communities present on the site, it is also expected that the following threatened species may be present on the land:

- Long nosed potoroo
- White-eared Monarch
- Grey Crowned Babbler
- Bush Hen
- Grey-headed Flying-fox
- Common Blossom Bat
- Common Planigale
- Little Bentwing Bat
- Osprey
- Australian Bittern
- Large footed myotis

Given the nature of vegetation communities and threatened species recorded on or near this land, no further consideration has been given within this report as to this land's suitability for urban development.

Figure 22: Strategic Urban Growth Areas and Bush Fire Prone Land

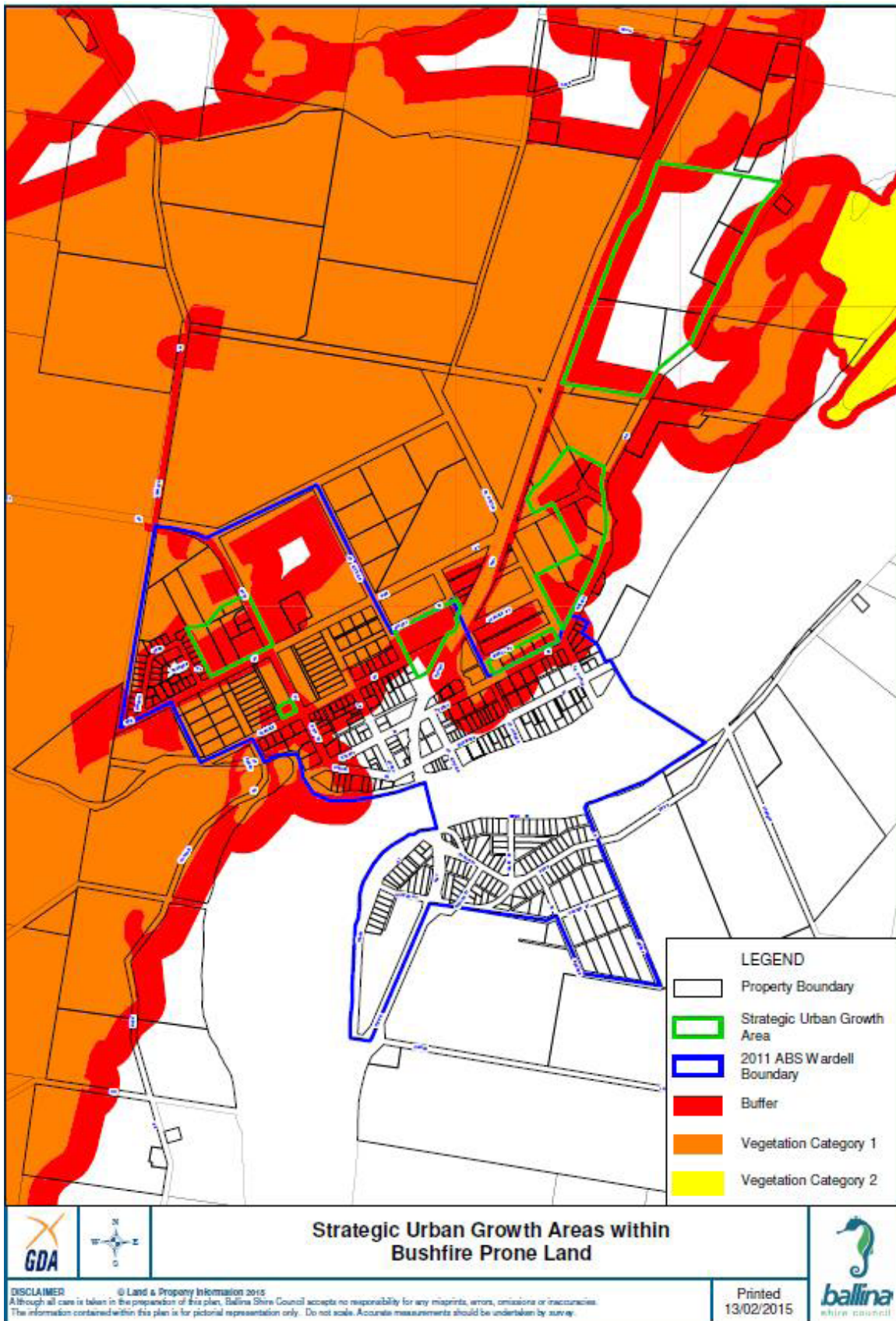


Figure 23: Extract from Ballina LEP 2012 Acid Sulfate Soil Map

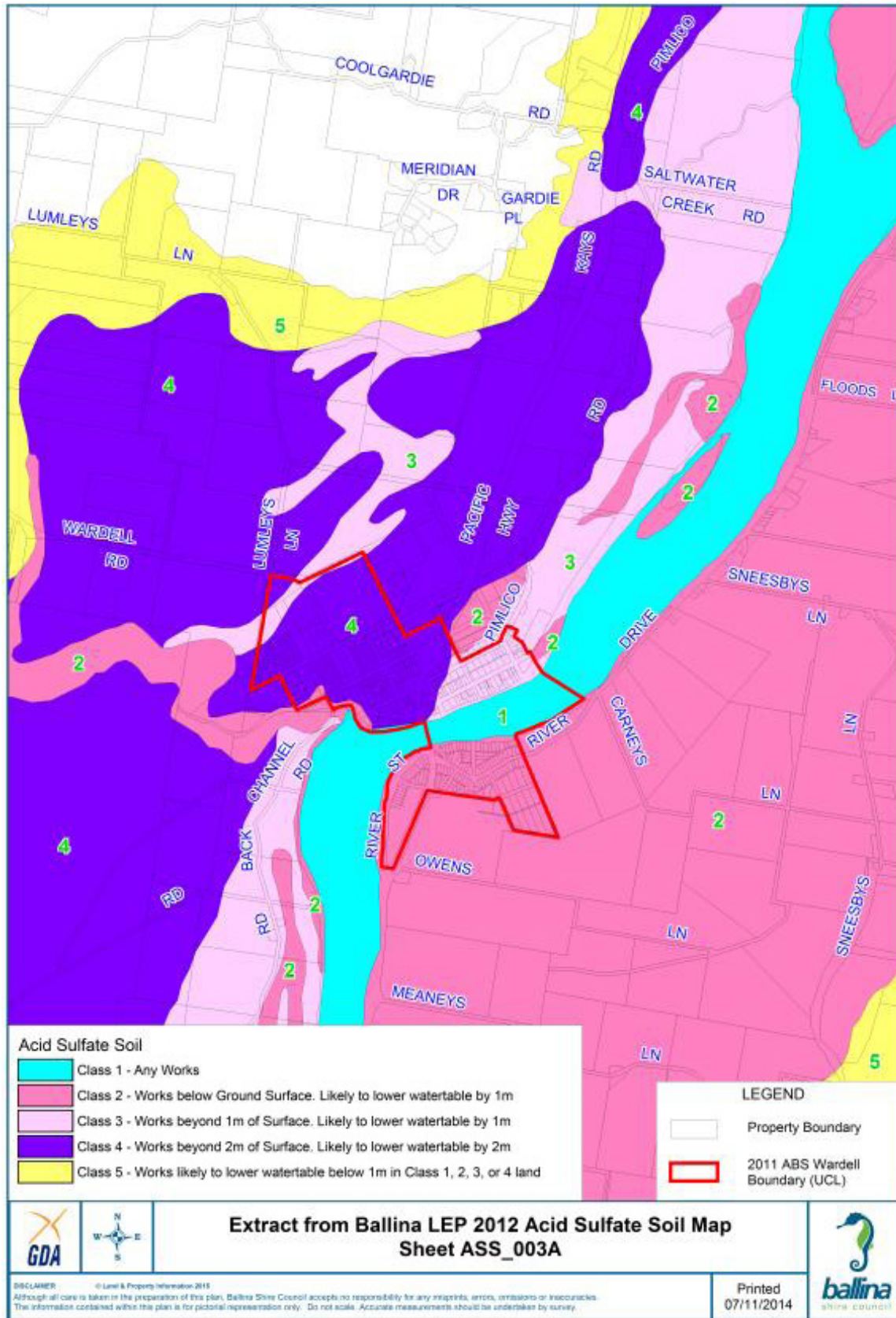
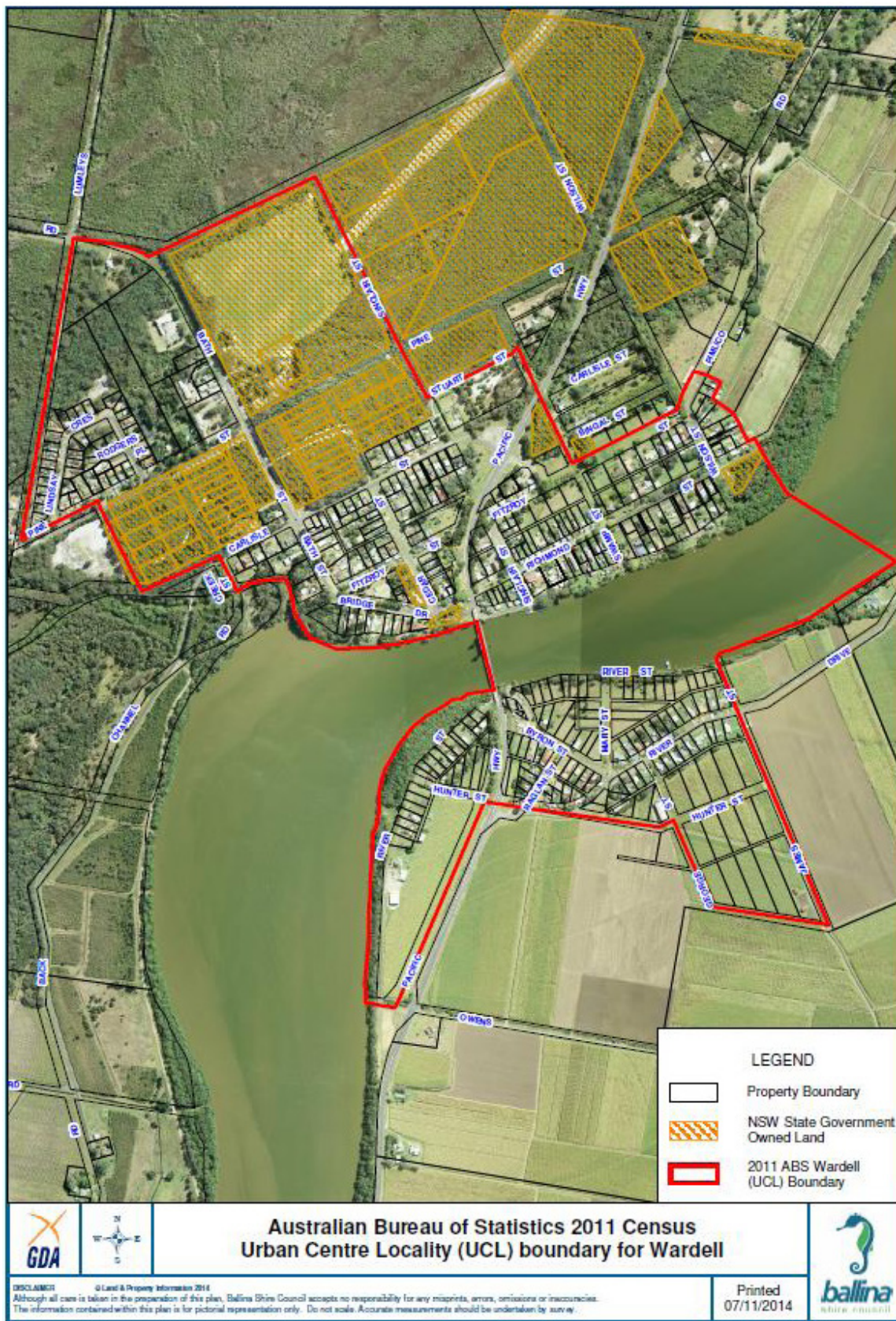


Figure 24: Map showing location of State Government owned land November 2014



## chapter 8

# EVALUATION OF STRATEGIC URBAN GROWTH AREAS FOR URBAN DEVELOPMENT POTENTIAL

### 8.1 Location of SUGA Areas

There are three SUGA areas located within Wardell Village and an additional three areas adjoining the village to the north-east as shown in Figure 4.

The SUGA areas in total occupy an area of approximately 44 hectares, with 7 hectares being located within the existing Wardell Village boundary.

Table 9 provides specific details of each SUGA area including land ownership (as at December 2014) and land area information.

### 8.2 Potential of SUGA Areas to Support Urban Development

To further evaluate the potential of SUGA areas to support urban development, and to provide a means whereby the relative suitability of SUGA areas can be assessed, an evaluation tool has been developed. The SUGA Evaluation Tool (SUGA – ET) evaluates suitability by examining the following six constraints:

- number of land owners within the SUGA
- topography – general precinct levels to Australian Height Datum
- potential orientation of subdivision lots
- acid Sulfate Soil Affectation
- bushfire Risk
- flooding affectation.

The SUGA – ET is contained within Annexure 5. Individual SUGA-ET worksheets for each of the SUGA areas are contained within Annexure 6.

Table 10 provides a summary of the SUGA-ET results for each of the six SUGA areas.

In total this basic evaluation has concluded that the

redevelopment of the six SUGA areas as indicated in Table 9 above has the potential to provide for approximately 300 to 500 residential lots and housing for approximately 800 to 1200 people. Residential yields are based on 8 to 12 dwellings per hectare as achieved in the Wollongbar Urban Expansion Area. An occupancy rate of 2.5 persons per dwelling has been assumed based on the 2011 Census results for the Wardell Urban Area Locality.

It should be noted, however, that each of the SUGA areas is not without some level of constraint which, although largely resolvable, will impact land development and future housing costs. In that context and having regard to costs associated with servicing this land from water, sewerage, drainage and road access perspectives new residential lots at Wardell may not be able to be released at prices supported by the current market. That is, the anticipated development costs may exceed the level at which there is a current market for land at Wardell.

It has also been concluded from an examination of areas adjacent or nearby to designated SUGA areas that there are no areas considered to be more suited to urban development than those areas already designated as SUGA areas.

In the context of Ballina Shire there are many areas considered to be more suitable for urban development than designated SUGA areas at Wardell. These include areas at Wollongbar, Cumbalum, Lennox Head and also Ballina. The demand for land within Ballina Shire is at a level where it appears to be reasonably well balanced by supply within the current market. In such an environment it is less likely that there will be significant demand for the release of land within Wardell Village and nearby areas.

Table 9: Schedule of Strategic Urban Growth Areas at Wardell

LOT, SECTION & DP	ADDRESS	AREA
4, DP 605802	912 Pimlico Road	2 ha
3, DP 605802	936 Pimlico Road	2 ha
10, DP 853662	944 Pimlico Road	14.5 ha
1, DP 354729	950 Pimlico Road	1.348 ha
1, DP 605802	978 Pimlico Road (Sandalwood Van & Leisure Park)	8.1 ha
<b>Area 1</b>	<b>Total Land Area</b>	<b>27.95 ha</b>
69, DP 755688	1018 Pimlico Road	1.8665 ha
65, DP 755688	1018 Pimlico Road	2934m <sup>2</sup>
1, DP 602281		4864m <sup>2</sup>
38, DP 755688		8038m <sup>2</sup>
37, DP 755688	1042 Pimlico Road	1.5377 ha
39, DP 755688		1.004 ha
40, DP 755688	Pimlico Road Cnr Wilson Street	1.477 ha
<b>Area 2</b>	<b>Total Land Area</b>	<b>7.47 ha</b>
1, 10, DP 759050	Fitzroy Street	1845m <sup>2</sup>
2, 10, DP 759050	Fitzroy Street	1871.7m <sup>2</sup>
3, 10, DP 759050	Fitzroy Street	1846.4m <sup>2</sup>
4, 10, DP 759050	Fitzroy Street	1846.4m <sup>2</sup>
5, 10, DP 759050	Fitzroy Street	1821m <sup>2</sup>
6, 10, DP 759050	Fitzroy Street	1795.8m <sup>2</sup>
<b>Area 3</b>	<b>Total Land Area</b>	<b>1.10 ha</b>
Southern extension of Swamp Street		1391m <sup>2</sup>
16, DP 217966	40 Carlisle Street	1.8ha
Unformed section of Carlisle Street and adjacent area		7900m <sup>2</sup>
<b>Area 4</b>	<b>Total Land Area</b>	<b>2.73 ha</b>
1, 15, DP 759050	17 Bath Street	2012m <sup>2</sup>
<b>Area 5</b>	<b>Total Land Area</b>	<b>2012m<sup>2</sup></b>
Bath Street (section from Pine Street north approx 190m)		5819m <sup>2</sup>
Part Lot 3 DP 246276	Part of 63 Bath Street (rear triangular section behind 53 Bath Street)	1116m <sup>2</sup>
4, DP 246276	53 Bath Street	2023m <sup>2</sup>
5, DP 584837	51 Bath Street	3944m <sup>2</sup>
3, DP 584837	47 Bath Street	1900m <sup>2</sup>
4, DP 584837	45 Bath Street	1440m <sup>2</sup>
17, DP 755688	43 Bath Street	7284m <sup>2</sup>
16, DP 755688	108 Pine Street	8094m <sup>2</sup>
Part Lot 6, DP 580972	114 Pine Street	1.02 ha
<b>Area 6</b>	<b>Total Land Area (GIS Calculation)</b>	<b>4.18 ha</b>
<b>AREAS 1 TO 6</b>	<b>ESTIMATED TOTAL LAND AREA</b>	<b>43.63 HA</b>

Chapter 10 contains an analysis of anticipated development costs applicable to a lot located within SUGA Area 6 which was being offered for sale in December 2014. This analysis indicates that raw land development costs are in excess of current anticipating market prices for vacant land.

Table 10: SUGA-ET Summary of Results

AREA NO.	LOCATION	SUITABILITY RANKING	COMMENT
1	North Wardell between Pacific Highway and Pimlico Road	Good	<p>This area is rated as having a good suitability for urban development. The land is not flood affected. The land is partly designated as bushfire prone with significant areas within the bushfire buffer zone.</p> <p>Based on the land area it has a potential for 220 to 330 lots providing housing for 550 to 800 people.</p> <p>Costs associated with augmentation of water supply infrastructure (new 3.5km long 250mm pipe) and sewerage pumping station may adversely impact development viability.</p>
2	Eastern extension of Pine Street (unformed), Pimlico Road and Wilson Street	Fair to Good	<p>Approximately half of the site has a low suitability for urban development due to flooding affectation. The land is also bushfire prone being located within the flame and buffer zones. Presence of Class 2 and 4 Acid Sulfate Soils is indicated.</p> <p>Non flood affected areas have a good suitability for urban development.</p> <p>Assuming approximately 4 ha is flood free then this has potential for 30 to 50 lots providing housing for 75 to 125 people.</p>
3	Bounded by Swamp, Fitzroy, Bingal and Wilson Streets	Fair	<p>This area is rated as having a fair suitability for housing development. Major impediments include flooding, bushfire risk and likely presence of Class 3 Acid Sulfate Soils.</p> <p>Based on land area it has a potential for 9 to 13 lots providing housing for 20 to 30 people.</p>
4	Bounded by Sinclair, Stuart, Swamp Streets and Pacific Highway	Good	<p>This area is rated as having a good suitability for housing development. The land is not subject to flooding.</p> <p>The land is bushfire prone being located within the flame and buffer zone.</p> <p>Based on the land area it has a potential for 20 to 30 lots providing housing for 50 to 80 people.</p>
5	corner Bath and Carlisle Streets	Good	<p>Good suitability for urban development. Not flood affected. Bushfire prone land within buffer zone.</p> <p>Based on the land area it has a potential for 2 to 3 lots providing housing for 5 to 8 people</p>
6	Pine and Bath Streets	Good	<p>Good suitability for urban development. Not flood affected. Bushfire prone land within buffer zone.</p> <p>Based on the land area it has a potential for 30 to 50 lots providing housing for 75 to 125 people.</p>



## chapter 9

# EVALUATION OF EXISTING WARDELL VILLAGE AREAS TO YIELD ADDITIONAL LOTS AND SUPPORT INCREASED RESIDENTIAL DENSITIES

The evaluation of the existing Wardell Village to yield additional residential lots or to support an increase in residential densities for the purpose of this study has been limited to:

- an examination of development opportunities within land zoned R3 Medium Density residential under the provisions of Ballina LEP 2012, and
- the potential for additional infill development such as attached dual occupancy or duplex development within the R2 Low density residential zone under the provisions of Ballina LEP 2012.

### 9.1 Development Potential of Existing R3 Medium Density Residential Zone

The R3 Medium Density Residential zone within Wardell Village applies to 62 lots, having a total land area of approximately 8.4 hectares. Table 11 below provides information related to the location of R3 areas, the approximate land areas that they contain as well as the approximate area of land which has not been developed for medium density purposes as at December 2014. These areas are shown graphically in Figure 2 – Chapter 2.

The maximum dwelling density permitted within the R3 zoned areas of Wardell Village is 1 dwelling per 300m<sup>2</sup> of site area. Applying this requirement to the undeveloped areas as indicated in Table 9 suggests that these areas have the potential to accommodate approximately an additional 200 dwelling units. Should flood prone areas be removed from the total (approx. 3.4ha), due to potentially higher development costs, then the additional dwelling yield is reduced to approximately 110 dwellings.

It is significant to note that many of the R3 zoned lots have larger (>1000m<sup>2</sup>) land areas and contain older style single storey dwellings. The fact that few medium density housing developments have taken place in Wardell Village may be indicative of a lack of demand for such housing products.

Medium density housing was at one time more broadly permitted throughout the village, under the 2(b) Village Area Zone which applied under Ballina LEP 1987 and the Interim Development provisions that applied prior to that time.

The largest multi-unit housing development within the Wardell Village consists of 8 villa style units located within the B1 Neighbourhood Centre zone at 53 – 55 Richmond Street. This site adjoins the “Wardell on the River Hotel”. The strata plan for this development was registered in 1994 however the development appears to predate this time. One local resident has suggested that this development was originally approved as motel units.

Within the residential zoned areas of Wardell Village a 4 villa home development is located at 36 Fitzroy Street which appears to have been constructed in the early 1980s. In addition to this development a land use survey carried out in November 2014 found a duplex development in Richmond Street, two duplex developments in the Lindsay Crescent / Rodger Place subdivision and a duplex development in Bridge Drive.

It has been concluded that there are adequate opportunities for dual occupancy and multi – dwelling housing products within the existing R3 zoned areas in Wardell Village. The fact that few such developments have been built is considered to be indicative of a lack of demand for such housing products as opposed to lack of opportunities.

Increasing permitted densities within existing R3 zoned areas has also been considered. An increase in density to 1 dwelling per 200m<sup>2</sup> for example is also an option available. Such a density may detract from the character of the existing village and is therefore considered to be excessive. It may also result in future development being intensified within the most flood prone parts of Wardell Village, in Richmond and Fitzroy Streets, which is seen as an undesirable outcome. For these reasons, and given the previous comments regarding a lack of perceived demand for medium density development, increasing densities is not recommended.

## 9.2 Infill Development Opportunities within the R2 Low Density Zone

The minimum lot size for subdivision of R2 zoned land within the southern section of Wardell Village is 1200m<sup>2</sup>. Lots within this area have no further potential for subdivision into smaller lots. The larger minimum lot size is reflective of the areas flooding affectation and lack of flood free access. The objective here has been to minimise opportunities for additional residential development.

The minimum area for subdivision within the R2 zoned areas located within the northern section of Wardell Village is 600m<sup>2</sup>. A limited number of properties have

potential to be subdivided into smaller lots due to their large existing lot size. The total number of additional lots able to be realised through subdivision of suitable lots is not of great consequence and has not been investigated in detail.

Section 7.1 has concluded that there are adequate opportunities available for dual occupancy and multi –dwelling housing within the R3 zoned areas of Wardell Village. Notwithstanding this, it is considered that a case may exist for attached dual occupancy development to be permitted within the R2 zoned areas in the northern section of Wardell Village. The reasons for this are as follows:

- makes more efficient use of existing infrastructure such as water and sewerage services and road networks
- may assist to stimulate economic activity through building activities
- may stimulate redevelopment of existing housing stock and assist with urban renewal
- provides opportunities for “mum and dad” developers to develop their existing single dwelling sites.

The additional permitted use provisions of Ballina LEP 2012, or a new special provision in the LEP, could be used to permit attached dual occupancy development within the existing flood free areas of Wardell Village whilst retaining the general prohibition applicable to this type of development in flood prone areas.

Table 11: R3 Medium Density Zoned Areas in Wardell Village

Location of R3 zone	No. of existing lots	Approx land area	Approximate undeveloped land area (not developed for medium density purposes)
Richmond Street, southern side, between Swamp and Wilson Streets	18	2.4ha	2.3ha. Land contains mainly older single dwellings. One duplex and limited number of newer dwellings. Land significantly flood affected.
Fitzroy Street, between Sinclair and Swamp Street	5	1.2ha	1.2ha. Land vacant. Majority is flood affected at approximately RL 2m AHD with higher ground in section closest to Fitzroy Street.
Carlisle Street, southern side between Cedar and Fitzroy Street, to Pacific Highway	18	2.7ha	2.7ha. Land contains predominantly single dwellings with no medium density housing. Land is flood free. Some land (approx 1/3 within bushfire buffer).
Bath Street, eastern side between Carlisle and lane and 3 lots on southern side of Bridge Drive	11	1.2ha	1.2ha. Predominantly older style single dwellings. No medium density development. Land not flood affected. Land bushfire buffer affected.
Lindsay Crescent	10	1ha	0.84ha. 2 sites contain detached duplex developments with the remainder containing dwelling houses. Land is bushfire buffer affected.
<b>TOTAL</b>	<b>62</b>	<b>8.4ha</b>	<b>8.24ha</b>

# chapter 10

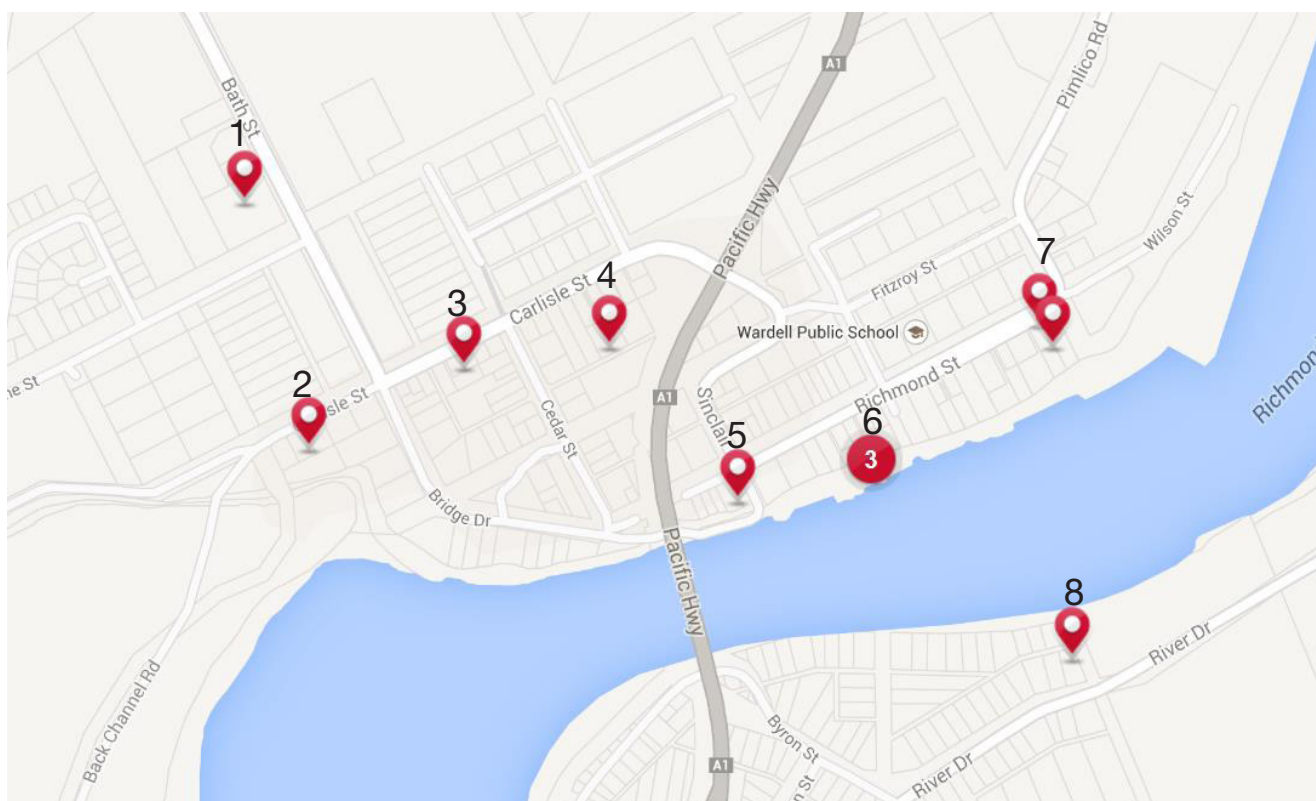
## FACTORS IMPACTING ON THE WARDELL VILLAGE HOUSING MARKET

### 10.1 House prices

The Wardell Village housing market has been examined through viewing properties listed for sale and sold on the realestate.com.au web site and through discussions held with local real estate agents.

Figure 25 shows the location of properties listed for sale on realestate.com.au on 11 December 2014. Further details relating to these properties are contained within Annexure 7.

Figure 25: Wardell Village properties listed for sale on Realestate.com.au on 11 December 2014



#### Location

- |                   |                   |
|-------------------|-------------------|
| 1. 43 Bath St     | 5. 2 Bridge St    |
| 2. 95 Carlisle St | 6. 43 Richmond St |
| 3. 74 Carlisle St | 7. 7 Richmond St  |
| 4. 55 Carlisle St | 8. 45 River Dr    |

Figure 26 shows the location of property sales within Wardell Village since 2008 as recorded on realestate.com.au. The sales map shows a concentration of sales in Lindsay Crescent, Carlisle, Cedar and Sinclair Streets. Lindsay Crescent contains predominantly single storey, 3 bedroom, brick veneer dwellings

built after 1995, whereas Carlisle, Cedar and Sinclair Streets contain predominantly older style single storey dwellings of mixed material construction including timber, fibro and brick veneer. More recent sale prices of properties in these locations are typically in the range of \$280 - \$330,000.

Figure 26: Location of Property Sales Wardell Village Area 2008 - 2014

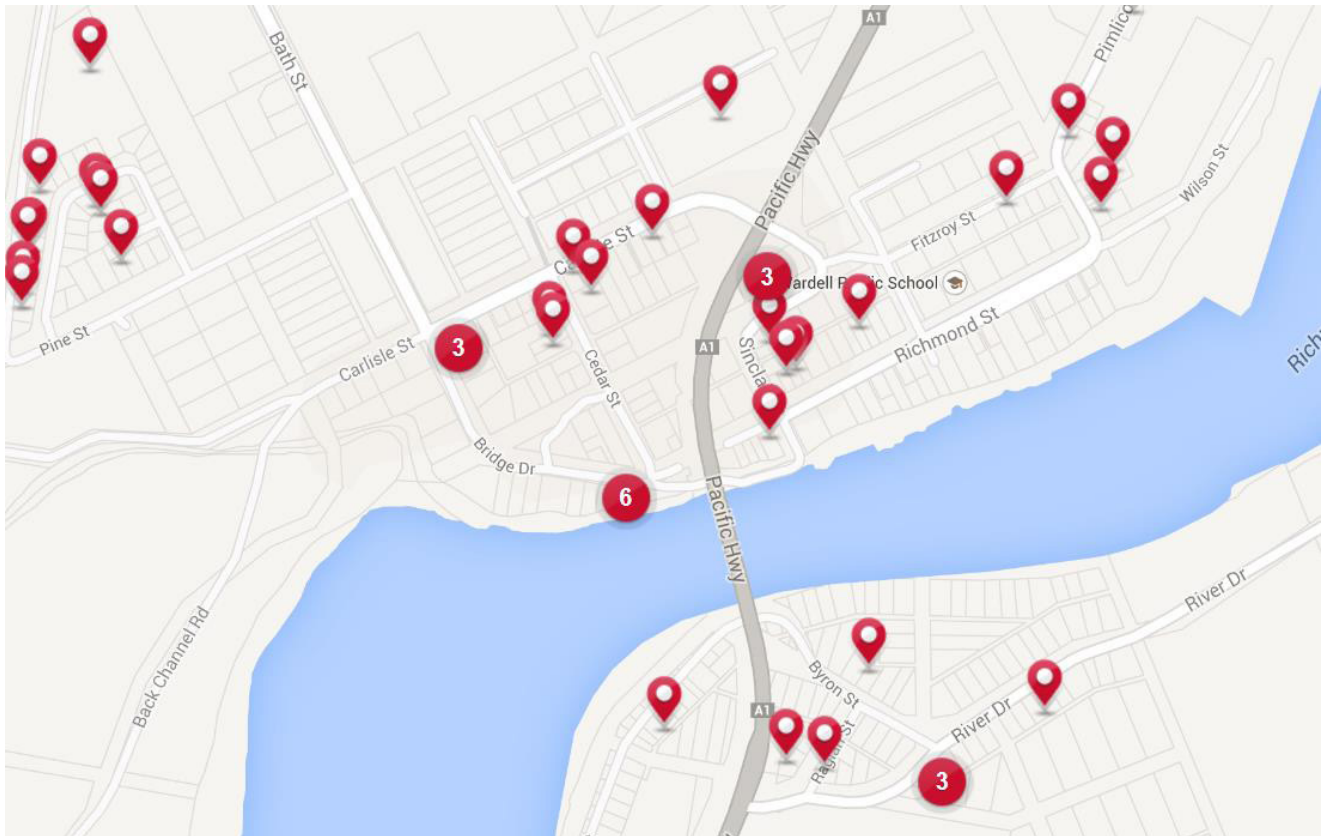


Table 13 provides details of the location and sale prices for the 11 properties sold within Wardell Village, in the 12 months to 20 December 2014, as listed on realestate.com.au.

The median sale price of \$327,500 was achieved for the property at 22 Cedar Street, Wardell. This property is an R3 Medium Density zoned renovated workers dwelling, located on the corner of Cedar and Carlisle Streets, having a site area of 892m<sup>2</sup>.

The 3 year median house data has been obtained from the myrpd.com Wardell Suburb profile Report in October 2014 and is contained within Figure 27.

Table 13: Property Sale Locations, Price and Sale Dates - Wardell Village

ADDRESS	SALE PRICE	SALE DATE
24 River Dr	\$275,000	20/1/14
11 Lindsay Cr	\$280,000	5/3/14
1 Raglan St	\$290,000	2/10/14
46 Lindsay Cr	\$296,000	6/6/14
12 Bath Street	\$301,000	14/3/14
22 Cedar Street	\$327,500	15/8/14
7 River Dr	\$335,000	16/7/14
40 Lindsay Cr	\$347,000	18/6/14
1/21 Bridge St	\$355,000	6/8/14
14 Bath Street	\$430,000	25/11/14
33 Bridge Dr	\$535,000	20/12/14

Figure 27: Three Year Median House Price Comparison Wardell and Ballina Shire

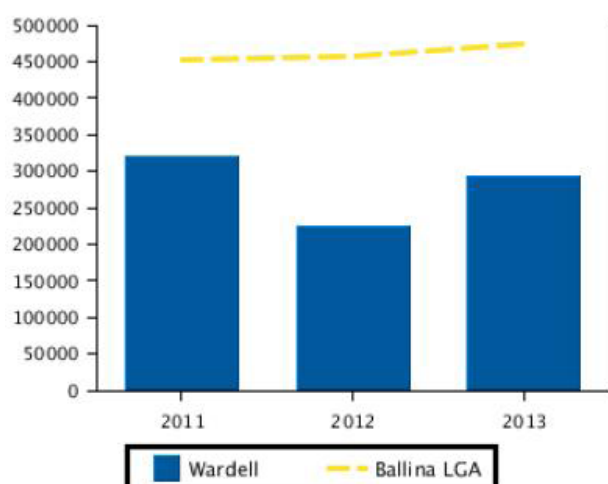


Table 14 provides details of the median house sale prices achieved in selected localities within Ballina Shire, as at December 2014, using data obtained from realestate.com.au.

Table 14: Median Sale Price Comparisons December 2014

LOCATION	MEDIAN SALE PRICE
Wardell Village*	\$327,500
Ballina	\$399,000
Wollongbar	\$415,000
Alstonville	\$430,000
East Ballina	\$530,000
Cumbalum	\$530,000
Lennox Head	\$660,000

\*As calculated in Table 13

The median asking price of the 8 Wardell Village properties listed for sale on realestate.com.au, on 11 December 2014 (Refer Annexure 6) was \$434,500.

The available data indicates that the median sale prices achieved for homes in Wardell is consistently below other population centres within Ballina Shire.

## 10.2 Rental Costs

The median rent for a 3 bedroom home in Wardell as at December 2014 was \$380 per week. Table 15 below provides details of how this compares with selected localities in the shire.

Table 15: Median Rental Payments December 2014<sup>1</sup>

LOCALITY	MEDIAN RENTAL PAYMENT PER WEEK
Wardell	\$380
Wollongbar	\$380
Alstonville	\$380
Ballina	\$400
East Ballina	\$440
Lennox Head	\$490

## 10.3 Real Estate Agent Perspectives

The above housing market analysis was discussed with a local real estate agent. A summary of the comments made is detailed below:

- the Wardell Village market is spasmodic. At times it takes considerably longer to sell properties than in areas such as Ballina
- the area closer to Richmond Street, in the older part of town, is more sought after by buyers than areas such as Lindsay Crescent which are viewed as more isolated
- potential flood issues were not a strong buyer deterrent especially with local buyers
- there is a demand for residential land within Wardell Village with estimated sale prices being in the \$140,000 to \$150,000 range
- at the present time there is little demand for medium density products as the area has a generally younger demographic and older buyers view the area as lacking facilities
- outlying areas such as SUGA Area 1 may be better suited to larger rural residential lots as opposed to small housing sites
- the risk and perceived time delay to secure a rezoning for SUGA sites has acted as a disincentive for potential developers
- a catalyst for redevelopment was required within the village. A refurbished pub was seen as the potential driver of economic activity and a revitalisation of the village area.

<sup>1</sup> Data obtained from realestate.com.au on 11 December 2014

## 10.4 Hypothetical development subdivision of land costs example

A property listed for sale, in December 2014, at 43 Bath Street, Wardell Village is located within SUGA Area 6 and is currently zoned RU2 Rural Landscape Zone. This property has an area of 7,284m<sup>2</sup>. Table 16 contains estimated per lot costs based on a subdivision yield of 10 lots.

Table 16: Subdivision Cost Estimates 43 Bath Street Wardell

SUBDIVISION COST ITEM	ESTIMATED COST PER LOT BASED ON 10 LOT YIELD
Agents' fees	\$4,000
GST on sale	\$15,000
Civil Works	\$50,000
Council Contributions*	\$31,000
Land Acquisition	\$45,000
DA and Rezoning Fees	\$10,000
TOTAL	\$155,000
* See Annexure 8 for further details	

The above estimate does not include contingencies for items such as land contamination which requires more detailed assessment to establish whether any contaminants are present due to site history factors. In addition it assumes that the site will yield 10 lots. This yield will be dependent on the outcomes of an ecological survey which will establish the value of the vegetation that the site contains and how much of it should be preserved. Holding charges have also not been included. A final unknown at this stage is whether a sewer pumping station or upgrade is required, or water main augmentation is needed, which would add extra costs.

It is evident however that even without the potential additional cost items detailed above the base costs of \$155,000 per lot already exceeds the real estate agent's estimate of a \$140 - \$150,000 sale price. To ensure a reasonable margin for profit and contingencies the minimum sale price would need to be around \$200,000 per lot which is well in excess of the current estimated Wardell Village market price for land.

The above analysis has highlighted the following issues impacting on land subdivision development at Wardell:

- low estimated land sale price which is below the costs associated with subdivision of raw land
- uncertainty of determining impact of likely land constraints such as land contamination, bushfire and natural area / habitat buffers which may impact on lot yields
- uncertainty of determining extent of civil works, water and sewerage works required for subdivision unless consent first obtained
- time delays and uncertainties associated with rezoning and development process which impact on holding costs and increase financial risk.

## 10.5 Cost implications of building in bushfire prone areas

Much of the northern section of Wardell Village and the SUGA areas are classified as bushfire prone land. Figure 22, Chapter 6, shows graphically where bushfire prone land is located and the classification of such land.

Building costs increase when building within bushfire prone areas and the increase is related to the Bushfire Attack Level (BAL) rating calculated for a specific site. Table 17 contains information obtained from AAMI Insurance which indicates how an increase in the BAL level impacts on potential rebuilding costs.

Table 17: Increased Building Cost Estimates for Bushfire Prone Areas

BUSHFIRE ATTACK LEVEL (BAL)	ESTIMATED ADDITIONAL BUILDING COSTS
BAL FZ – extreme risk (Flame zone)	\$65,000 - \$277,000 +
>BAL 40 – very high risk	\$19,000 - \$73,000 +
>BAL 12.5 to 40 – moderate to high risk	\$16,000 - \$56,000 +
BAL LOW – very low risk	NIL

A BAL and Risk Assessment report received by Council in November 2014, for a proposed dwelling located at 20 Lindsay Crescent, Wardell (DA2014/495), approximately 40 metres from heath land, was calculated to be within a BAL 19 area. Given the bushfire prone land affectation of SUGA areas it is highly likely that building within such areas, once subdivided, will incur additional building costs. The

associated additional cost impacts, when combined with the subdivision cost estimates contained within section 9.4, indicate that it will be unlikely that affordable detached housing products will be able to be realised within Wardell Village and the associated SUGA areas.

## 10.6 Housing Affordability

### 10.6.1 What is affordable housing?

The benchmark for rental housing to be considered 'affordable' is for the households involved to pay no more than 30% of their gross income in rent<sup>2</sup>. Households paying more than 30 – 35% of gross income on mortgage payments may also be considered to be suffering from mortgage stress.

### 10.6.2 Housing affordability within Wardell Village

The 2011 Census indicates that within Wardell

<sup>2</sup> NSW Department of Planning, Affordable Rental Housing Review, Technical Paper, December 2010. P6

Village 13.5% of households pay 30% or more of their household income in rent. Table 18 shows how this compares with Ballina, Ballina Shire, NSW and Australia.

The above data indicates that whilst median rents are lower in Wardell Village the proportion of households paying 30% or more of their income in rent is slightly above the shire median and above NSW and national levels, but significantly below that experienced in the Ballina localities.

In terms of households with mortgages the 2011 Census data indicates that 12% of households may have affordability issues as their mortgage payments are 30% or more of income. Table 19 provides details on how this compares with other areas.

In terms of the tenure of occupied private dwellings Table 20 indicates that the proportion of households renting in Wardell Village is similar to that found throughout the Shire, NSW and Australia.

Table 18: Household Rent Payments 2011

HOUSEHOLD RENT PAYMENTS	WARDELL VILLAGE	BALLINA	BALLINA SHIRE	NSW	AUSTRALIA
Median Rent \$	250	275	290	300	285
Households where rent payments are 30%, or greater, of household income	13.5	17	13.2	11.6	10.4

Table 19: Household Mortgage Payments 2011

MORTGAGE MONTHLY REPAYMENTS	WARDELL	BALLINA	BALLINA SHIRE	NSW	AUSTRALIA
Median Mortgage Repayment \$	1,599	1,600	1,733	1,993	1,800
Households where mortgage repayments are 30%, or greater, of household income	12%	5.9%	8.5%	10.5%	9.9%

Table 20: Household Tenure 2011

HOUSEHOLD TENURE	WARDELL VILLAGE	BALLINA	BALLINA SHIRE	NSW	AUSTRALIA
Owned Outright %	27.1	39	40.2	33.2	32.1
Owned with Mortgage %	38.1	18.4	26.7	33.4	34.9
Rented %	30.8	37.4	29.2	30.1	29.6

### 10.6.3 Rental and Mortgage Affordability within Wardell Village

Households renting within Wardell Village in 2011 comprised 30.8% of all households. This has increased from 26.9% of households who rented in 2006. The NSW average home rental rate was 30.1% in 2011 and 29.6% at the national level.

The above data suggests that rental affordability in 2011 within Wardell Village was similar to levels at the Ballina Shire level but less affordable than experienced at the NSW and national levels.

In terms of mortgage affordability more households in Wardell Village were above the 30% of household income benchmark than at the shire, NSW and national levels. In other words more households in Wardell Village would be impacted by mortgage affordability issues than at the shire level.

Median household income levels were slightly higher per week in Wardell Village than in Ballina Shire as indicated in Table 21.

Table 21: Household Income 2011

LOCATION	INCOME
Wardell Village	\$940
Ballina Shire	\$930

### 10.6.4 Ballina Shire Affordable Housing Strategy 2010

Ballina Shire Council adopted an Affordable Housing Strategy in March 2010. This strategy contained a toolkit through which affordable housing issues may be addressed at the shire wide level<sup>1</sup>. Table 22 examines the various elements contained within the Affordable Housing Strategy Toolkit with specific reference to their applicability in the Wardell Village context.

<sup>1</sup> Refer pages 35 to 37 of the Ballina Shire Affordable Housing Strategy



Table 22: Affordable Housing Strategy Toolkit Applicability to Wardell Village Circumstances

STRATEGY	APPLICABILITY TO WARDELL VILLAGE
Maintain an adequate supply of zoned land	Approximately 44ha of land is identified as Strategic Urban Growth Area for the future expansion of Wardell Village with 7ha being located within the existing village boundaries. The option is available for Council to initiate the rezoning of this land for urban purposes instead of waiting for private sector planning proposals to be submitted. To do so may overcome the risks associated with rezoning proposals and may also resolve holding cost concerns. Process costs would be transferred to ratepayers throughout the shire as opposed to being met by the private sector. Alternatively, subject to agreement with SUGA owners, Council could initiate the rezoning process and apportion costs back to owners for payment.
Development controls	Council could examine relaxing minimum lot size requirements (600m <sup>2</sup> minimum for the northern section of Wardell Village) and increase the density within the R3 zoned area (currently one dwelling per 300m <sup>2</sup> of site area). The Affordable Housing Strategy notes that these controls should only be relaxed where other community objectives such as infrastructure needs, residential amenity and heritage values are appropriately protected. Chapter 8 has examined a relaxation of density controls and has concluded that there does not appear to be a demand for higher density housing products and that higher than currently permitted densities have the potential to detract from established village character.
Development incentives	Incentives such as waiving of developer contributions could be considered but are considered to have a limited impact in the Wardell context. Such incentives would also result in the broader community subsidising development within Wardell Village which may be difficult to justify from an equity viewpoint. The waiver of development contributions associated with secondary dwellings, adopted by Council in February 2013 for an initial 2 year period from 1 April 2014, had not resulted in any approvals within Wardell Village to end December 2014.
Encourage Industry Innovation	<p>Limited applicability. This strategy links affordability to innovation in the building industry and the encouragement of innovation through awards, subsidies and information events. Shipping container homes are an example of innovation which for certain circumstances is providing an affordable housing solution. Figure 28 provides a current example of such homes.</p> <p>Prefabricated homes are another such example. Prefabricated home parks such as those located in Ballina may also provide a more affordable housing solution assuming demand for such a facility existed</p>
Development Subsidies	<p>Examples of this include the Federal Government's Housing Affordability Fund (HAF) and the Building Better Regional Cities Program (BBRCP). These programs provided funding to reduce the housing related infrastructure costs by providing grants to state, territory and local governments. In 2015 these schemes were fully committed and not available for new projects. The \$25,000 land buyer subsidy schemes in place for certain lots within Ballina Heights and Wollongbar were facilitated through the BBRCP.</p> <p>Council could however introduce its own subsidy scheme to encourage land subdivision and affordable housing options at Wardell. The development of such a scheme does however raise equity issues and in the absence of funding from State or Federal governments would have to be wholly funded by Council.</p>
Support third sector development	Not for profit organisations may be eligible for funding to provide affordable housing. Council's role would be limited to encouraging such organisation to consider providing affordable housing at Wardell. Council could also investigate partnering with such organisations to more directly deliver affordable housing options at Wardell. It is suggested however that Council's role is limited in terms of this option.
Direct provision of affordable housing	Council could directly engage in property development to secure affordable housing products for the Wardell community. As with other similar options it raises equity concerns and would prevent Council from undertaking other projects which may have similar or higher cost benefits.

Figure 28: Internet Advertisement for Container Homes, February 2015

**Email us at [info@containerhomes.net.au](mailto:info@containerhomes.net.au)**

**Quick Smart Shipping Container Homes**

**Instant Space! \$13,000**

**Special One Bedroom 6 meter Unit 3.4 wide \$37,700**

**One or 2 Bedroom 12 meter Unit \$47,700**

Great Granny Flat Ideas \$29,000

Student accomodation units \$13,000

contact us for more information and quick response.

And yes, all our homes are custom made so you can design your dream home and we can assist with the design process.

**Shipping container architecture, building container home**

- ❑ Usually shipping container conversions come in two sizes: 40 foot x 8 Foot or 20 Foot x 8 Foot solid construction.
- ❑ Ideal for remote Australian conditions. (Mining) Easy commissioning within min.
- ❑ Large roomy internal area fully decked out as home easily transportable or optional wheelbase any large four-wheel drive can trailer fully functional bathroom, optional septic or chemical toilet.
- ❑ Fully functional kitchen, electrical appliances.
- ❑ Microwave oven, toaster and fridge. heating and Cooling Gas or electrical hot water system, optional Solar power for lighting with backup batteries.
- ❑ Large integrated water storage tank (optional) large king single bed or bunk bed, double bed and fold down (optional).
- ❑ Fully functional home office with optional PC, TV, DVD, and stereo system.
- ❑ Fully insulated for climate control.
- ❑ Double Glazed sliding glass doors opening onto large undercover deck.
- ❑ Timber polished floors and waterproof flooring and walls to wet areas.
- ❑ Cyclone proof.



**Shipping container architecture building container home**

**Sustainable living, Sustainable Home living, Sustainable living , environmental friendly homes, affordable container Homes**

**READ MORE** - **TYPES OF ACCOMODATION** - **SHIPPING CONTAINERS AS HOMES?**

## 10.7 Findings and Conclusions Factors impacting on the Wardell Village Housing Market

Wardell Village has a younger age demographic than Ballina Shire with the median age in 2011 being 38 years as compared to 45 years at the shire level. This younger age profile was also associated with less outright property ownership (27.1% compared to 40.2% at the shire level) and a higher proportion of households with mortgages (38.1% compared to 26.7% at the shire level).

The measure of housing affordability relates to the proportion of households that spend less than 30% of their income on rent or mortgage repayments. When assessed against this criteria, based on 2011 Census data, it was found that more households in Wardell Village spent more than 30% of their income on mortgage payments than at the shire level (12% compared to 8.5% for the shire). Rental affordability was similar to that experienced at the shire level but significantly higher than State and National benchmarks. Median household income was also found to be slightly higher in Wardell Village than the shire median level in 2011.

The median sale price of dwellings for the period 2011 to 2014 within Wardell Village was found to be significantly below other localities within the shire. This compares with median rental payments which were found to be similar to areas such as Alstonville and Wollongbar.

It is concluded from an examination of the data that housing demand within Wardell Village is at lower levels than comparable urban areas within the shire. This factor may have impacted on capital growth rates which have resulted in the median sale price being significantly below other urban areas within Ballina Shire.

Notwithstanding the lower median sale prices, housing affordability is an issue for more households in Wardell Village than at the Ballina Shire level. This may be partly explained by the younger demographic profile of Wardell Village households who may have more recently purchased their properties and consequently have higher mortgages.

There are significant opportunities within R3 zoned areas of Wardell Village for medium density development, however, demand for this housing form is considered to be low and few sites have been developed.

There are few opportunities for subdivided lots to be created within existing zoned residential areas. The anticipated sale price quoted by a local real estate agent is also at a level which may make it unviable to develop raw land within SUGA areas, once rezoned, as anticipated sale prices may be below land development costs. The costs associated with rezoning and developing SUGA land has, in one example, exceeded the anticipated sale price range quoted by a local estate agent.

The likely additional costs associated with building within bushfire prone areas (or within flood prone areas) may also increase significantly building costs which may further act as a disincentive to new housing development within Wardell Village.

The lack of jobs and general economic activity and services within Wardell Village may also be a factor which contributes to the perceived lower demand for housing and lower median sale prices. If general economic activity increased then this may act as a stimulus for more diverse and newer housing products. Such products may, however, not be perceived as being affordable by existing Wardell Village residents when compared with current housing.

The conclusion drawn from the examination of options contained within the Ballina Shire Affordable Housing Strategy Toolkit, is that the maintenance of an adequate supply of suitably zoned land for housing purposes may have the greatest potential to secure favourable affordable housing outcomes for Wardell Village. Alternatively, direct Council action through the provision of subsidies or affordable housing products may also achieve favourable outcomes. Equity concerns may however arise relating to funding such action in one location and not others as well as concerns related to the diversion of scarce Council resources to a new program initiative with perceived limited broader community benefits.

## SUGGESTED IDEAS TO STIMULATE HOUSING CHOICE DISCUSSIONS

### CONSIDER IDEAS THAT MAY STIMULATE LAND SUPPLY SUCH AS

Council to undertake or initiate full feasibility assessment of SUGA areas and proceed with rezoning of areas found suitable for urban development.	Reason: Removes risk and uncertainty reduces potential holding costs.
Council to estimate and provide full details of works required for the subdivision of SUGA areas.	Reason: Removes risk and uncertainty.
Establishment of ecological restoration and biodiversity offset areas. These areas to compensate the loss of biodiversity significant natural and habitat areas located within the existing Wardell Village precinct and SUGA areas. Planning Agreements with future subdividers could compensate Council for development of offset areas	Reason: Removes potential development barrier and facilitates land clearing for subdivision.

### CONSIDER IDEAS THAT MAY STIMULATE HOUSING SUPPLY SUCH AS

Increase housing opportunities by permitting attached dual occupancy development within the R2 Low Density Residential Zone located above the 1:100 year flood level.	Reason: Increases housing opportunities for “mum and dad” developers in areas where building is more affordable and not subject to flood risk.
Maintain the development contribution waiver for certain secondary dwellings.	Reason: Increase in supply opportunities encourages urban renewal and economic activity.

### CONSIDER IDEAS THAT MAY STIMULATE ECONOMIC ACTIVITY AND GROWTH SUCH AS

Development of a business incubator for new Wardell businesses. This may involve negotiation of rent concessions, provision of training and assistance with marketing and promotion.	Reason: Improvements in the Wardell Village economic environment may stimulate demand and growth in the local housing market.
Increase zoned business land within Wardell Village.	Reason: Greater availability of business zoned land may stimulate economic activity, provide more services and act as a stimulus to the housing market.

### CONSIDER IDEAS THAT MAY ADD VALUE TO HOUSING PRODUCTS

Development of a Housing Design Guide for home builders and renovators that provides ideas on how to respond to the historic values associated with Wardell Village. This guide would have general applicability to similar housing types and styles located elsewhere in the Shire.	Reason: Will assist with blending new and old development with historic value and maintain the character of Wardell Village.
--	--

# chapter 11

## BLUE SKY IDEAS

The following ideas have been developed to stimulate thought and discussion as to their merits or otherwise. Through discussing ideas such as those listed below, other potential ideas to simulate economic activity within Wardell village may be discovered.

### 1.

Encourage day river tours, Wardell to Lismore or Coraki, with bus back to Wardell or Ballina. Reason – There is a lack of day trip opportunities for tourists on the Richmond River. Maybe hold it in conjunction with a Wardell River Festival or on the Friday / Saturday after the Ballina Cup.

### 2.

Significantly increase extent of B1 zoned areas in Richmond Street between Bridge Drive and Swamp Street and along Bridge Drive from Sinclair Street to the Pacific Highway bridge. This reinstates opportunities that existed in the previous 2(b) Village zone which applied under the provisions of Ballina LEP 1987.

### 3.

Apply a B6 Enterprise zone to residential zoned properties with frontage to the Pacific Highway or within 50 metres of the Highway on the northern side of the Richmond River. This may increase opportunities for business and commercial type uses with Wardell Village.

### 4.

Develop a designated cycle way route from Ballina to South Ballina, Wardell Village, Pimlico and back to Ballina. Market the cycleway as a national subtropical conditioning route. Sponsor a national annual event once route is established. Link it with a Wardell festival.

### 5.

Establish a heath land tour, through the local Aboriginal community, of the Ngunya Jargoan Indigenous Protection Area. This to include bush tucker and medicine identification, story-telling and arts and crafts sales opportunities.

### 6.

Negotiate with Wollongbar and or Ballina TAFE for a tourism guide course to train those persons interested in guiding tourists during heath land tours, waterways exploration and other adventure trails.

### 7.

Rezone SUGA Area 1 (Area at north –Wardell between the Pacific Highway and Pimlico Road) to a 0.5ha minimum rural residential zone. This would alleviate water infrastructure augmentation cost concerns and may result in a perceived market shortage elsewhere in the shire for small rural residential lots being satisfied.

## chapter 12

# SUMMARY AND CONCLUSIONS

It has been found that the population of Wardell Village has increased by 34%, in the period 2001 to 2011, from 485 to 648 persons. This increase in population has not resulted in an increase in enrolments in the Wardell Public School which has seen enrolments reduce during part of this period (2007 to 2011) and continue to decline to 2015.

The reasons for the decline in enrolments may be attributed in part to the enrolment policies of larger centre schools, children being transported to schools in larger centres which are also the place where parents work, parents relocating to be closer to jobs and in 2015 the shortage of suitable rental accommodation within Wardell Village. Policies which encourage more local jobs, increased housing opportunities and the availability of funded extended before and after school care may assist to stem the decline in school enrolments.

It would appear that job opportunities within Wardell Village and the nearby rural areas have increased over the past 5 year period but there is still a need to further stimulate the local economy by providing additional job creation opportunities. Such opportunities may be created in part by Council zoning additional land so as to permit business activities, and also by the business with the greatest potential for growth (hotel) committing to a redevelopment plan which could include the creation of a destination dining venue and other related attractions.

The local housing market has been examined and it has been found that the median sale prices achieved for dwellings were considerably below other areas within the shire. Dwellings also take longer to sell on average than in some other locations. Whilst properties cost less to buy this does not mean that for local Wardell residents housing is more affordable. Rental affordability is comparable with other locations in the shire but below State and National levels. In terms of those households with mortgages a greater number spend

30% or more of their income on mortgage payments than in other locations within the shire. Therefore the available evidence suggests that whilst housing (renting or buying) may be cheaper than in other parts of the shire it is generally not more affordable when applying the 30% of income test.

The examination of areas designated for future residential release (SUGAs) has found that these areas are generally located in the more suitable areas but are often still subject to land constraints such as flood and bushfire impacts and have potential to contain acid sulfate soils. These land constraints will impact future development costs and ultimately impact on housing affordability.

An examination of one specific SUGA site, from a development cost perspective, has found that when land development costs are added to the raw land price, the required sale price was significantly above the current market price for land. There appears to be no ready solution to this issue until such time as land values increase to a level where they can absorb anticipated development costs.

Building costs on flood prone land or on land subject to bushfire risk are more expensive than in comparable areas that are risk free. These additional costs also largely mitigate against affordable housing products being developed within Wardell Village.

The future growth of Wardell Village is considered to be reliant on its overall attractiveness to potential home and land purchasers being increased so as to increase underlying land values. When land values increase to a level that can support the development of new subdivisions then additional residential lots will be created. The overall attractiveness of Wardell Village will increase when the village has access to a greater number of jobs and services.



Council may assist the release of residential land at Wardell Village by commencing a program of rezoning

land within SUGA areas for residential purposes. Such action removes development risk and uncertainty and provides access to land which is appropriately zoned. In order to maintain equity with other ratepayers in the shire such a program could be coordinated by Council but funded by SUGA property owners. Alternatively Council could meet all investigation and rezoning costs associated with a land release program.

Council is also well placed to stimulate local economic activity through increasing the number of properties from which business activity is permitted. Increasing the business zone along Richmond Street, as suggested in this report, may lead to greater opportunities for job creation than is the case at present. Ultimately, however, local business activity is stimulated by the entrepreneurial ability of residents and those that see the potential within Wardell Village for viable business opportunities.

A draft Strategic Plan has been prepared for Wardell Village which incorporates many of the ideas and suggestions made at the June 2015 public meetings, the ideas contained within the WPES as well as some of the uncompleted works previously proposed within the Wardell Village Concept Streetscape Masterplan report (2007).

annexure 1  
Wardell Village Census Data Comparison 2001 to 2011

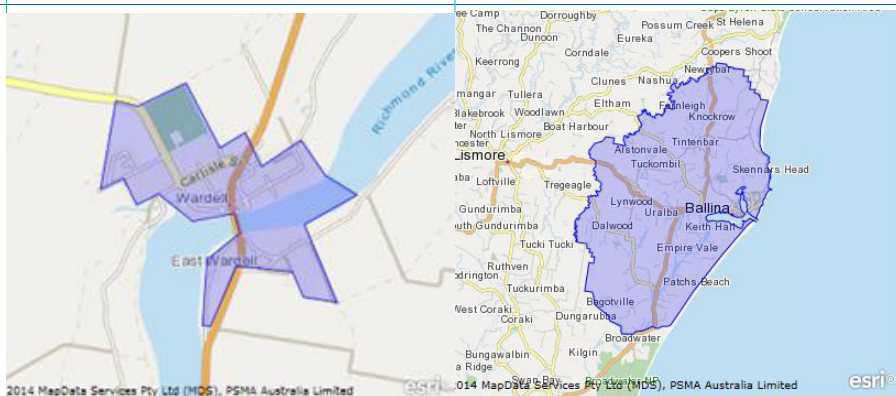
WARDELL LOCALITY SELECT CENSUS DATA (ALL PEOPLE – USUAL RESIDENTS UCL)			
	2001 CENSUS DATA EXTRACTS	2006 CENSUS DATA EXTRACTS	
			
People	485	621	
Families	143	175	
Private Dwellings	222	258	
Average people per household	NA	2.6	
Median Weekly household income	NA	\$708	
Median monthly mortgage repayment	NA	\$1083	
Mortgage <30% of household income	NA	NA	
Mortgage >30% of household income	NA	NA	
Median weekly rent	NA	\$170	
Rent <30% of household income	NA	NA	
Rent >30% of household income	NA	NA	
Tenure – Owned Outright	41.2%	29.1%	
Tenure – Mortgage	30.2%	38.9%	
Tenure - Rented	25.1%	26.9%	
Family Household	70.9%	73.5%	
Single Household	25.1%	22.6%	
Group Household	0%	3.4%	
Unemployed	7.7%	9.5%	
No religion	13.2%	17.9%	
Median Age	NA	36	
Dwelling Type - Sep House		85.6%	
Dwelling Type – semi-detached, row or terrace, townhouse		1.3%	
Dwelling Type – flat unit or apartment		12%	





2011 CENSUS DATA EXTRACTS

SHIRE 2011



	648	39,277
	185	10,953
	272	18,024
	2.5	2.4
	\$940	\$930
	\$1,599	\$1,733
	88%	91.5%
	12%	8.5%
	\$250	\$290
	86.5%	86.8%
	13.5%	13.2%
	27.1%	40.2%
	38.1%	26.7%
	30.8%	29.2%
	72.8%	69.1%
	23.2%	27.3%
	4.1%	3.6%
	8.2%	6.3%
	19.1%	21.4%
	38	45
	86.6%	71.1%
	13.4%	12.8%
	0%	12.8%

annexure 2  
Business Owner Survey Wardell Village

(Sample size 100% of businesses within village and SUGA areas)

1. 1. Where is this business located?
  - a. Village, or
  - b. Hinterland
  
2. What type of business is this?
  
3. How long has this business been established?
  
4. Has the business ownership changed in this period?
  
5. How many people are employed by this business?
  
6. Has the business grown in terms of employees, turnover or range of products etc offered during the past 5 years?
  
7. What are the major issues that are considered to be impacting on the viability of this business at the present time?
  
8. What do you think is likely to happen to this business once the Pacific Highway Bypass is completed?
  
9. What do you see Council's role in terms of the future of Wardell Village and terms of economic development issues more generally?

Notes – Survey to determine business growth over past 5 years, employee numbers and expectations for future. Also to determine what business owners see Council's role.

## annexure 3

### Summary of Comments Business Owner Survey

- Directional signage required from Highway to business area.
- Council staff should be more flexible around issues such as footpath dining and display of signage and find solutions not barriers.
- Concern that Council does not have an even handed approach to upgrade requirements for food related premises.
- Access point from new highway to Wardell required and located at a convenient point.
- Rules around subdivision for new dwellings need to be reviewed to make subdivision more attractive.
- Council should try and find solutions for issues such as signage rather than find reasons as to why its not possible.
- Little overall change expected once Pacific Highway relocation completed. Businesses have mostly already adapted to broaden their sale items over the past 5 years to attract a more local market.
- Population of Wardell consists of large transient population who may stay 12 to 18 months then move on.
- Farm labourers associated with a local intensive horticultural business accommodated live in 2 share houses in Wardell Village.
- Signage on the highway has boosted business by 40% over the past 3 years.
- There appears to exist a shortage of rental accommodation at the present time and house values are increasing. This may affect business as a large part comes from renters.
- Destination dining and new kitchen facilities are proposed for the Wardell on the River Hotel.
- Hotel would become dog friendly in its design and incorporate holiday cabins as part of its future development plans.
- Public toilets are required in Wardell Village in the area near the Wharf.
- Cycle way facilities are required to link River Drive in East Wardell with the Pacific Highway to Richmond Street. The present bridge crossing is considered dangerous for bikes.
- General agreement that a revamped hotel offering good meals and outdoor dining by the river would provide significant flow on stimulus for the rest of the town.
- Current business viability influenced by lack of capital to invest in expansion ideas.
- Most businesses have been in the same ownership over the past 5 year period.

annexure 4  
resident Survey - Wardell Village

1. Do you live in Wardell or East Wardell?
2. Why do you live in Wardell?
3. What do you find best about living in Wardell?
4. What's not so good about living in Wardell?
5. If working, how far do you travel for work?
6. In terms of Wardell's future what do you think are the main issues that will affect Wardell in the future (next 20 years)?
7. Looking ahead 20 years how do you think Wardell will change?
8. What would you like to see happen in Wardell over the next 20 years?
9. What is your view about population growth and provision of additional housing in and around Wardell?
10. How do you think the completion of the Pacific Highway Bypass will impact on Wardell Village?
11. What do you see Council's role in terms of the future of Wardell Village?



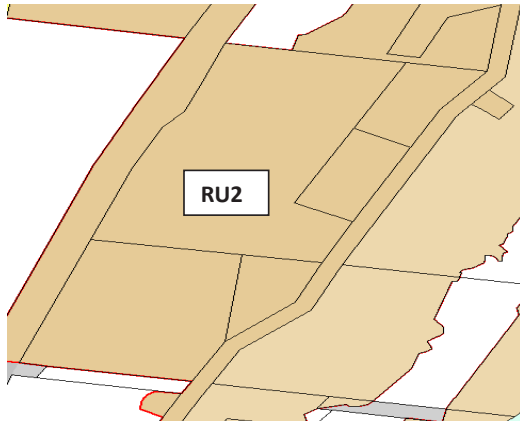

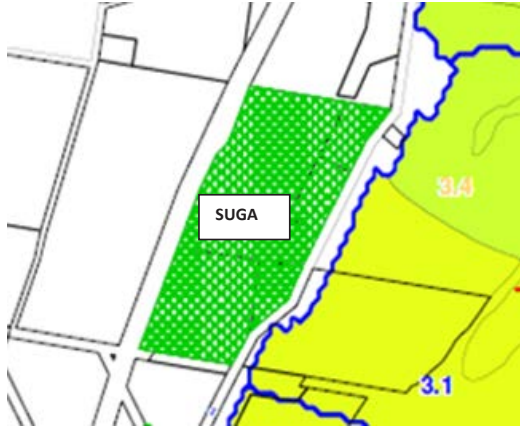

Note: Survey to determine why people live in Wardell, what the issues are for them and how they see Wardell developing over the next 20 years and beyond. Particular emphasis on how they think the Pacific Highway relocation will impact Wardell.

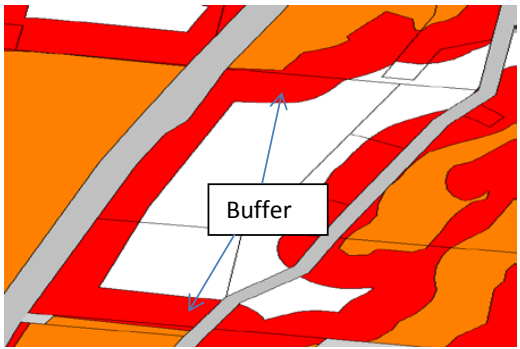
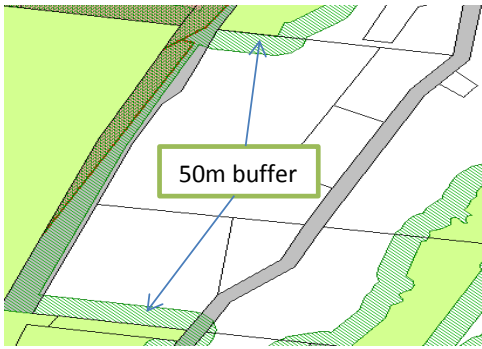
## annexure 5

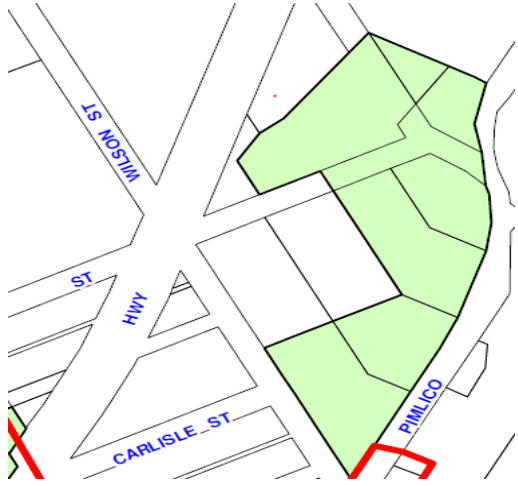

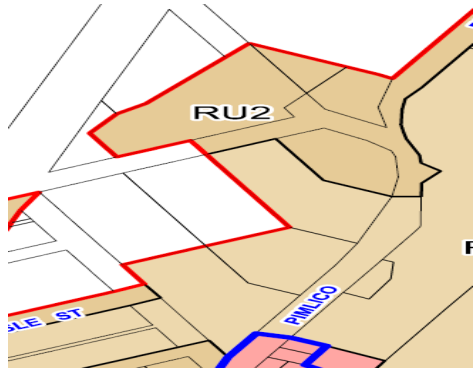

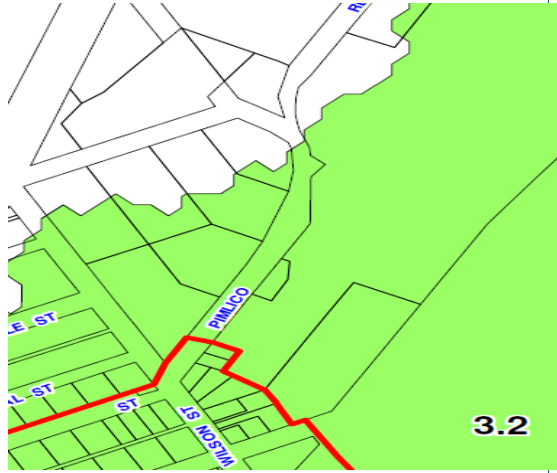
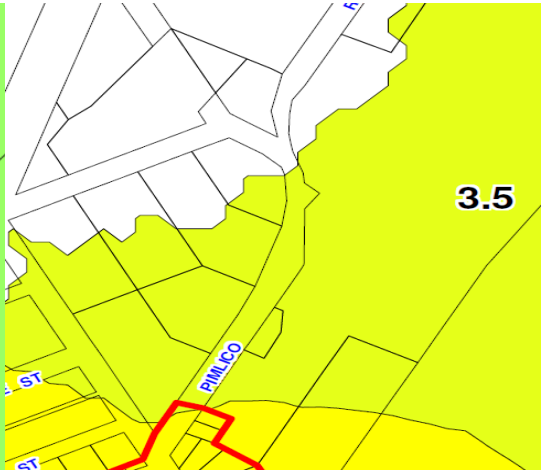
## Strategic Urban Growth Area Evaluation Tool (SUGA-ET)

CRITERIA	CRITERIA SCORING	REASONING
Number of owners within SUGA	1 owner = 5; 2 to 5 owners = 4; more than 6 owners = 3	Fewer owners may reduce co-ordination and negotiation issues that may otherwise arise.
Topography – General precinct levels (General level across precinct at least 50% of lots meet minimum level)	< AHD RL 3.3 metre = 0 AHD RL 3.3 metre to 3.7 metres = 2 AHD RL > 3.7 metre to 4 metres = 3 AHD RL > 4.1 to 4.9 metres = 4 AHD RL > 5 metre = 5	Scoring reflects the reduction in risk associated with developing higher level sites. Sites below RL 3.3m AHD are below the current 1:100 year flood level.
Precinct potential lot orientation	North – South > 75% = 5 North – South 50 to 75% = 3 North – South up to 50% = 2	Sites that lend themselves to future subdivision with lots oriented north-south score higher.
Acid Sulfate soil affected	Not affected = 5 Class 5 = 4 Class 4 = 3 Class 3 = 2 Class 1 or 2 = 1	The scoring reflects the additional anticipated costs associated with works within areas subject to acid sulfate soils.
Bushfire Risk (General estimate applied to precinct at least 25% of lots affected)	Not affected = 5 Within buffer area = 2 Within flame zone and buffer = 0	Scoring reflects the additional costs associated with building within bush fire prone areas. This cost includes direct building costs as well as subdivisional costs associated with the provision of Asset Protection Zones and the consequential reduction in lot yields.
Flooding (General estimate applied to precinct at least 25% of site affected) (Ballina Floodplain Risk Management Study BMT WBM Dec 2011 – maps based on 2100 climate change model)	Not Subject to 1:100 year flood = 5 Subject to 1:100 flood = 2 Subject to 1:50 year flood = 0 Subject to 1:20 year flood or within a floodway = 0	Scoring reflects the general undesirability of permitting higher density residential development upon flood prone land.
Natural Areas and Habitat	Unaffected = 5 Buffer = 3 Significant Area = 0	Mapping referenced for this category include areas identified as having high natural area and habitat value, wildlife corridors and significant urban bushland areas.
<b>SUGA housing redevelopment suitability</b>	<b>Scoring</b> <b>0 – 10 (&lt;31%) = Low suitability</b> <b>11 – 19 (31% - 54%) = Fair suitability</b> <b>20 – 29 (55% - 85%) = Good suitability</b> <b>30 - 35 (86% - 100%) = High suitability</b>	

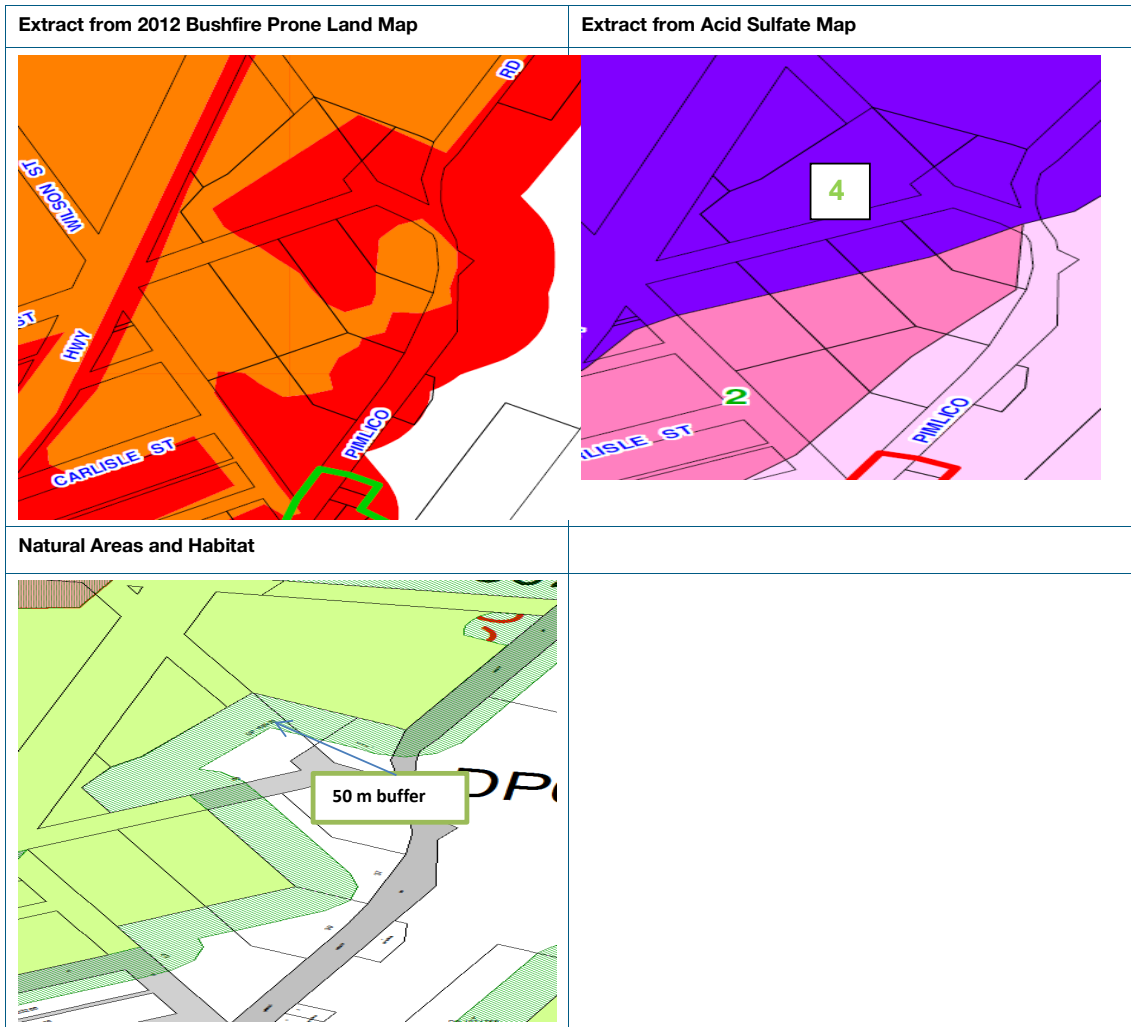
annexure 6  
SUGA ET Worksheets 1 to 6

Wardell SUGA – Area 1 - North Wardell between Pacific Highway and Pimlico Road (27.95ha – 5 owners)	
<b>Extract from SUGA Map</b> 	<b>2007 Aerial photo</b> 
<b>Extract from land zoning map</b> 	<b>Extract from Contour Map</b> 
<b>Extract from 1:100 year Flood Map 2100 Climate</b> 	<b>Extract from Acid Sulfate Map</b> 



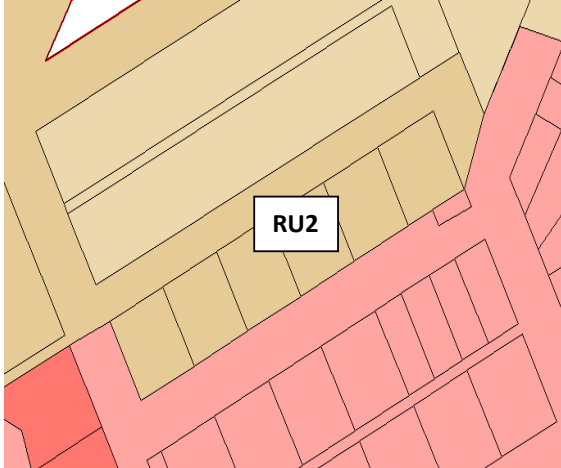
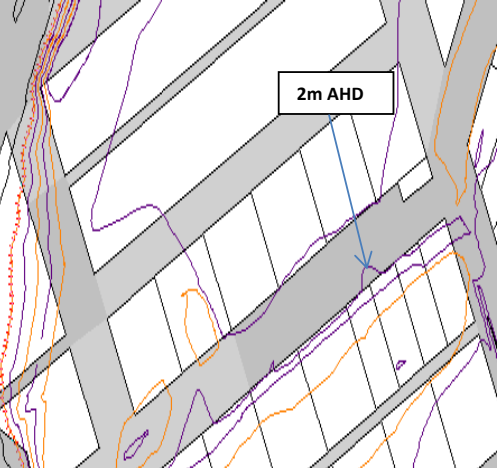

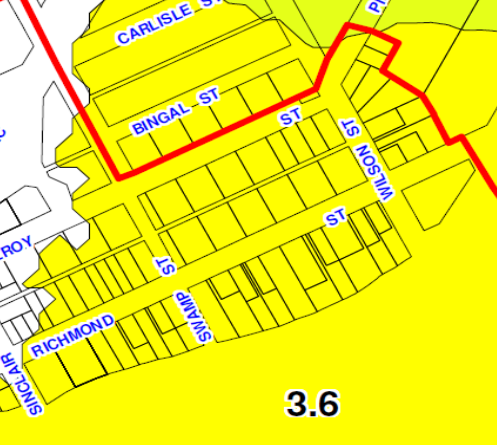
Extract from 2012 Bushfire Prone Land Map		Natural Areas and Habitat
		
<b>Wardell SUGA – Area 1 - North Wardell between Pacific Highway and Pimlico Road (27.95ha – 5 owners)</b>		
Criteria	Score	Comments
Number of owners within SUGA 1 owner = 5; 2 to 5 owners = 4; more than 6 owners = 3	4	5 property owners , includes the Sandalwood Van and Leisure Park
Topography – General precinct levels (General level across precinct at least 50% of lots meet minimum level) < AHD RL 3.3 metre = 0 AHD RL 3.3 metre to 3.7 metres = 2 AHD RL > 3.7 metre to 4 metres = 3 AHD RL > 4.1 to 4.9 metres = 4 AHD RL > 5 metre = 5	5	General level across site is 6m AHD
Precinct potential lot orientation North – South > 75% = 5 North – South 50 to 75% = 3 North – South up to 50% = 2	5	Site has potential to be serviced by roads that run east to west thereby providing lots with a north – south orientation.
Acid Sulfate soil affected Not affected = 5 Class 5 = 4 Class 4 = 3 Class 3 = 2 Class 1 or 2 = 1	3	Potential to be impacted by Class 4 Acid Sulfate Soil.  Works more than 2 metres below the natural ground surface or works by which the watertable is likely to be lowered more than 2 metres below the natural ground surface require development consent . Clause 7.1 of Ballina LEP 2012 applies and may require the preparation of an acid sulfate soil management plan to support the DA.
Bushfire Risk (General estimate applied to precinct at least 25% of lots affected) Not affected = 5 Within buffer area = 2 Within flame zone and buffer = 0	2	All lots affected by bush fire buffer area. Future subdivision of lots and affected by the buffer will be classified as bushfire prone land. An assessment is required by s79BA of the Environmental Planning and Assessment Act to ensure that proposed development complies with the <i>Planning for Bush Fire Protection</i> , publication and a certificate has been provided in respect to compliance. Additional building costs may be incurred when building on bush fire prone land.
Flooding (25% of site affected by area) Not Subject to 1:100 year flood = 5 Subject to 1:100 flood = 2 Subject to 1:50 year flood = 0 Subject to 1:20 year flood or within a floodway = 0	5	Not flood affected.
Natural Areas and Habitat Unaffected = 5 Buffer = 3 Significant Area = 0	4	Some minor buffer area to natural and habitat area affectation along northern and southern boundaries of SUGA
<b>Total Area 1</b>	28 or 80%	This area is rated as having a good suitability for housing development. Based on the land area it has a potential for 220 to 330 lots providing housing for 550 to 800 people.


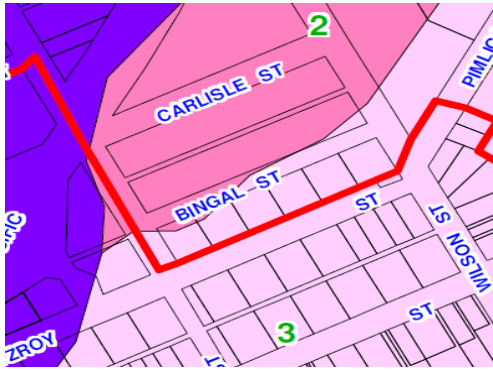
Wardell SUGA – Area 2 - Eastern extension of Pine Street (Unformed), Pimlico Road and Wilson Street (7.47ha - 4 owners)	
<p>Extract from SUGA Map</p> 	<p>2007 Aerial photo</p> 
<p>Extract from land zoning map – LEP 2012</p> 	<p>Extract from Contour Map</p> 
<p>Extract from 1:100 year Flood Map Current Climate</p> 	<p>Extract from 1:100 year Flood Map 2100 Climate</p> 

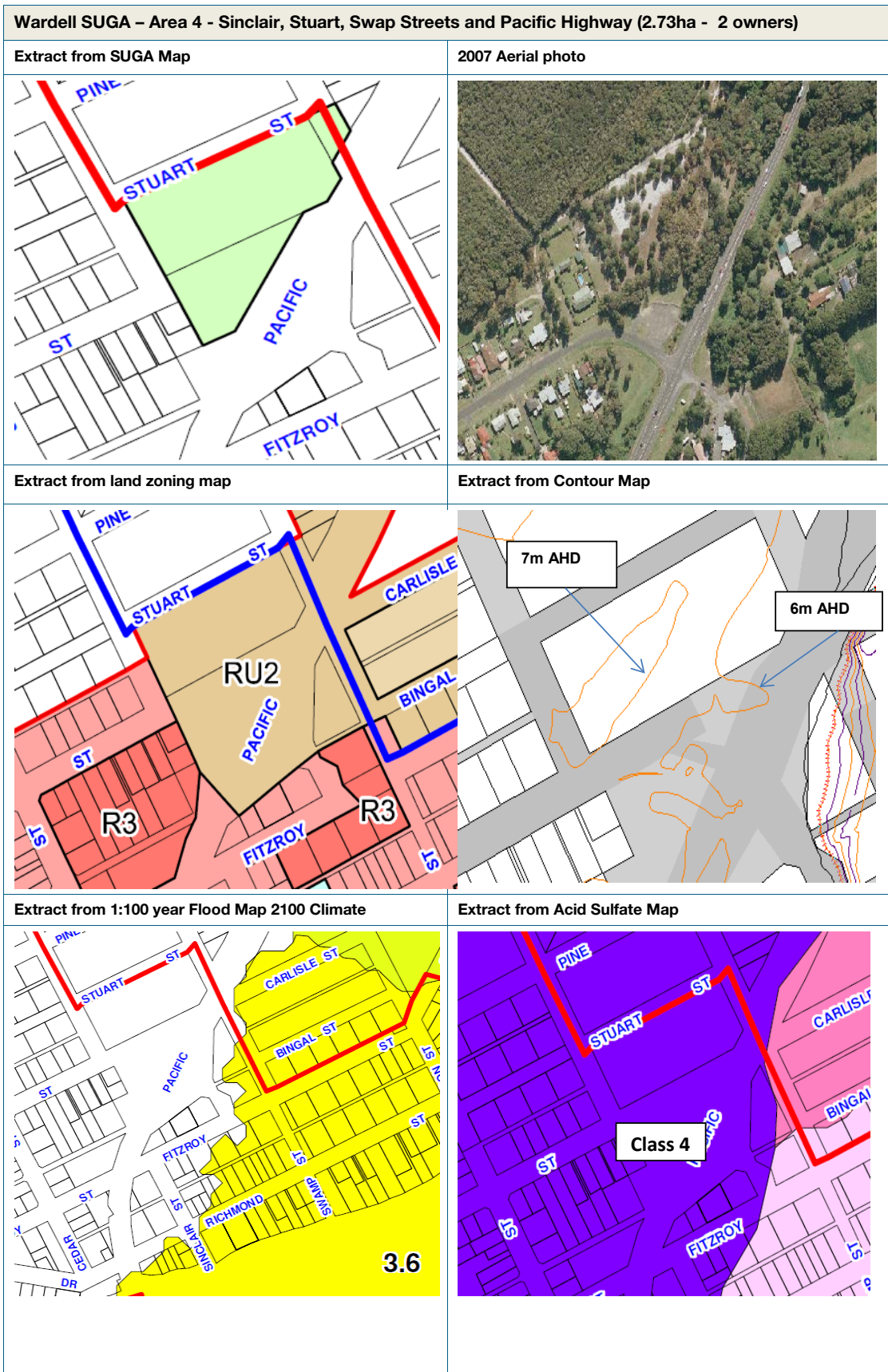


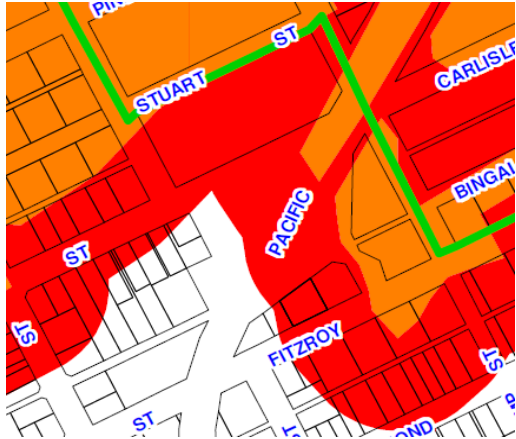
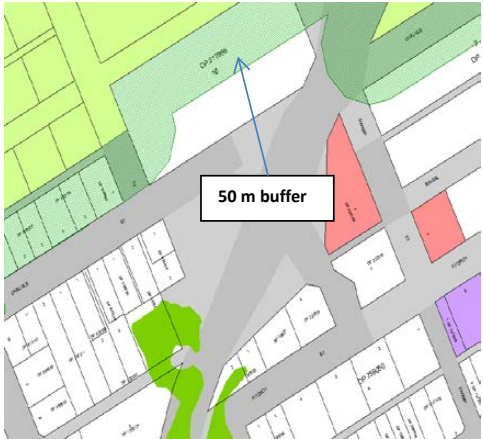


<b>Wardell SUGA – Area 2 - Eastern extension of Pine Street (Unformed), Pimlico Road and Wilson Street (7.47ha - 4 owners)</b>		
<b>Criteria</b>	<b>Score</b>	<b>Comments</b>
Number of owners within SUGA 1 owner = 5; 2 to 5 owners = 4; more than 6 owners = 3	4	4 owners
Topography – General precinct levels (General level across precinct at least 50% of lots meet minimum level) < AHD RL 3.3 metre = 0 AHD RL 3.3 metre to 3.7 metres = 2 AHD RL > 3.7 metre to 4 metres = 3 AHD RL > 4.1 to 4.9 metres = 4 AHD RL > 5 metre = 5	0	Majority of land area is below RL 3.3m AHD.
Precinct potential lot orientation North – South > 75% = 5 North – South 50 to 75% = 3 North – South up to 50% = 2	3	Lots have a general north – south orientation. Depending on the location of future access roads at least 50% are anticipated to also have a north – south orientation.
Acid Sulfate soil affected Not affected = 5 Class 5 = 4 Class 4 = 3 Class 3 = 2 Class 1 or 2 = 1	1	Approximately 50% of site potentially affected by Class 2 with remainder Class 4 Acid Sulfate Soils.
Bushfire Risk (General estimate applied to precinct at least 25% of lots affected) Not affected = 5 Within buffer area = 2 Within flame zone and buffer = 0	0	Lots within flame and buffer zone
Flooding (At least 25% of site affected) Not Subject to 1:100 year flood = 5 Subject to 1:100 flood = 2 Subject to 1:50 year flood = 0 Subject to 1:20 year flood or within a floodway = 0	0	Significant part of this site is at approximately 2m AHD. At this level the site is affected by the 1 in 50 year flood for current climate (RL2.4 to 2.6m AHD). It is also affected by the 1:20 year floor for 2100 (RL 2.4m to 2.6m AHD). The 1:100 year flood level for 2100 at this site is 3.5m AHD and for current climate 3.2m AHD.
Natural Areas and Habitat Unaffected = 5 Buffer = 3 Significant Area = 0	3	Affected by 50 metre buffer to natural and habitat areas along northern and west most edges of SUGA.
<b>Total Area 2</b>	11 or 31% Fair 22 or 63% - Good - Non flood affected area	The flood prone portion of the site is rated as having a fair suitability for housing development. Major impediments include flooding, bushfire risk and presence of Class 2 and 4 Acid Sulfate Soils. Non flood affected portion of site has a Good suitability for urban development but are impacted by the 50m buffer to natural and habitat areas.

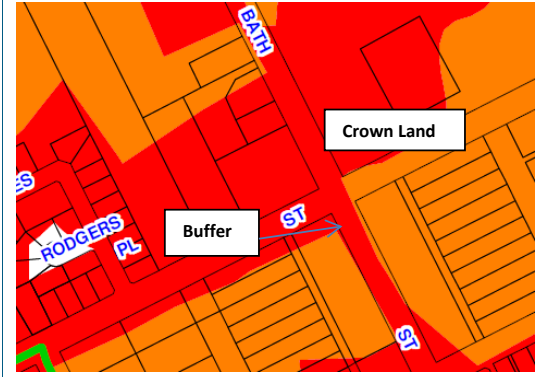

Wardell SUGA – Area 3 - Bounded by Swap, Fitzroy, Bingal and Wilson Streets (1.1ha - 3 owners)	
Extract from SUGA Map	2007 Aerial photo
	
Extract from land zoning map	Extract from Contour Map
	
Extract from 1:100 year Flood Map Current Climate	Extract from 1:100 year Flood Map 2100 Climate
	

Extract from 2012 Bushfire Prone Land Map		Extract from Acid Sulfate Map	
			
<b>Wardell SUGA – Area 3 - Bounded by Swap, Fitzroy, Bingal and Wilson Streets (1.1ha - 3 owners)</b>			
Criteria	Score	Comments	
Number of owners within SUGA 1 owner = 5; 2 to 5 owners = 4; more than 6 owners = 3	4	3 owners	
Topography – General precinct levels (General level across precinct at least 50% of lots meet minimum level) < AHD RL 3.3 metre = 0 AHD RL 3.3 metre to 3.7 metres = 2 AHD RL > 3.7 metre to 4 metres = 3 AHD RL > 4.1 to 4.9 metres = 4 AHD RL > 5 metre = 5	0	Approximate level RL 2m AHD	
Precinct potential lot orientation North – South > 75% = 5 North – South 50 to 75% = 3 North – South up to 50% = 2	5	All proposed lots would have a general north-south orientation	
Acid Sulfate soil affected Not affected = 5 Class 5 = 4 Class 4 = 3 Class 3 = 2 Class 1 or 2 = 1	2	Predominately likely to be subject to Class 3 Acid Sulfate Soils.	
Bushfire Risk (General estimate applied to precinct at least 25% of lots affected) Not affected = 5 Within buffer area = 2 Within flame zone and buffer = 0	0	All lots within flame and or buffer zones.	
Flooding (At least 25% of site affected) Not Subject to 1:100 year flood = 5 Subject to 1:100 flood = 2 Subject to 1:50 year flood = 0 Subject to 1:20 year flood or within a floodway = 0	0	Site levels are approximately 2m AHD. At this level the site is affected by the 1 in 50 year flood for current climate (RL2.4 to 2.6m AHD). It is also affected by the 1:20 year floor for 2100 (RL 2.4m to 2.6m AHD). The 1:100 year flood level for 2100 at this site is 3.6m AHD and for current climate 3.2m AHD.	
Natural Areas and Habitat Unaffected = 5 Buffer = 3 Significant Area = 0	5	Not within a natural and or habitat significant area or within buffer.	
<b>Total Area 3</b>	16 or 46%	This area is rated as having a fair suitability for urban development. Major impediments include flooding, bushfire risk and likely presence of Class 3 Acid Sulfate Soils.	




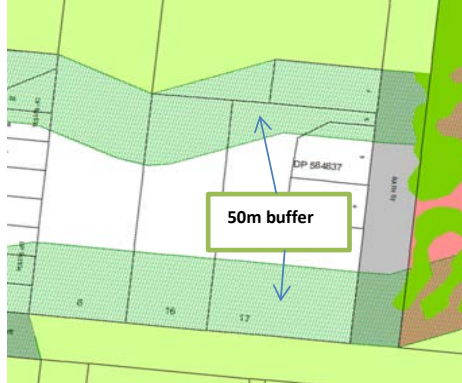
Extract from 2012 Bushfire Prone Land Map		Natural Areas and Habitat
		
<b>Wardell SUGA – Area 4 - Sinclair, Stuart, Swap Streets and Pacific Highway (2.73ha - 2 owners)</b>		
Criteria	Score	Comments
Number of owners within SUGA 1 owner = 5; 2 to 5 owners = 4; more than 6 owners = 3	4	Two owners.
Topography – General precinct levels (General level across precinct at least 50% of lots meet minimum level) < AHD RL 3.3 metre = 0 AHD RL 3.3 metre to 3.7 metres = 2 AHD RL > 3.7 metre to 4 metres = 3 AHD RL > 4.1 to 4.9 metres = 4 AHD RL > 5 metre = 5	5	General levels across site between RL 6 to 7m AHD.
Precinct potential lot orientation North – South > 75% = 5 North – South 50 to 75% = 3 North – South up to 50% = 2	5	Adequate opportunities for 75%+ of proposed lots to have a north – south orientation given access opportunities to adjoining road system.
Acid Sulfate soil affected Not affected = 5 Class 5 = 4; Class 4 = 3; Class 3 = 2 Class 1 or 2 = 1	4	Class 4
Bushfire Risk (General estimate applied to precinct at least 25% of lots affected) Not affected = 5 Within buffer area = 2 Within flame zone and buffer = 0	0	Site within flame and buffer zones.
Flooding (At least 25% of site affected) Not Subject to 1:100 year flood = 5 Subject to 1:100 flood = 2 Subject to 1:50 year flood = 0 Subject to 1:20 year flood or within a floodway = 0	5	Not flood affected
Natural Areas and Habitat Unaffected = 5; Buffer = 3 Significant Area = 0	3	Located within buffer area to natural and or habitat significant area.
<b>Total Area 4</b>	26 or 74%	This area is rated as having a good suitability for urban development. Based on the land area it has a potential for 20 to 30 lots providing housing for 50 to 80 people. +

Wardell SUGA – Area 5 - Cnr Bath and Carlisle Streets (2012m <sup>2</sup> – 1 owner)	
<p>Extract from SUGA Map</p> 	<p>2007 Aerial photo</p> 
<p>Extract from land zoning map LEP 2012</p> 	<p>Extract from Contour Map</p> 
<p>Extract from 1:100 year Flood Map 2100 Climate</p> 	<p>Extract from Acid Sulfate Map</p> 

Extract from 2012 Bushfire Prone Land Map	Natural Areas and Habitat	
		
<b>Wardell SUGA – Area 5 - Cnr Bath and Carlisle Streets (2012m<sup>2</sup> – 1 owner)</b>		
Criteria	Score	Comments
Number of owners within SUGA 1 owner = 5; 2 to 5 owners = 4; more than 6 = 3	5	1 owner
Topography – General precinct levels (General level across precinct at least 50% of lots meet minimum level) < AHD RL 3.3 metre = 0 AHD RL 3.3 metre to 3.7 metres = 2 AHD RL > 3.7 metre to 4 metres = 3 AHD RL > 4.1 to 4.9 metres = 4 AHD RL > 5 metre = 5	5	Site at approximate level of RL 6m AHD
Precinct potential lot orientation North – South > 75% = 5 North – South 50 to 75% = 3 North – South up to 50% = 2	3	Estimated up to 75% of lots will have a north south orientation.
Acid Sulfate soil affected Not affected = 5 Class 5 = 4 Class 4 = 3 Class 3 = 2 Class 1 or 2 = 1	3	Potential to be impacted by Class 4 Acid Sulfate Soil.  Works more than 2 metres below the natural ground surface or works by which the watertable is likely to be lowered more than 2 metres below the natural ground surface require development consent . Clause 7.1 of Ballina LEP 2012 applies and may require the preparation of an acid sulfate soil management plan to support the DA.
Bushfire Risk (General estimate applied to precinct at least 25% of lots affected) Not affected = 5 Within buffer area = 2 Within flame zone and buffer = 0	2	All lots affected by bush fire buffer area. Future subdivision of lots will be classified as bushfire prone land. An assessment is required by s79BA of the Environmental Planning and Assessment Act to ensure that proposed development complies with the <i>Planning for Bush Fire Protection</i> , publication and a certificate has been provided in respect to compliance. Additional building costs may be incurred when building on bush fire prone land.
Flooding (At least 25% of site affected) Not Subject to 1:100 year flood = 5 Subject to 1:100 flood = 2 Subject to 1:50 year flood = 0 Subject to 1:20 year flood or within a floodway = 0	5	Not flood affected.
Natural Areas and Habitat Unaffected = 5 Buffer = 3 Significant Area = 0	3	Located within buffer area to natural and or habitat significant areas.
<b>Total Area 5</b>	26 or 74%	Good suitability for urban development. Potential for 2 to 3 lots providing housing for 5 to 8 people.



Wardell SUGA – Area 6 – Pine and Bath Streets (4.18ha – 5 owners)	
<b>Extract from SUGA Map</b>	<b>2007 Aerial photo</b>
	
<b>Extract from land zoning map</b>	<b>Extract from Contour Map</b>
	
<b>Extract from 1:100 year Flood Map 2100 Climate</b>	<b>Extract from Acid Sulfate Map</b>
	

Extract from 2012 Bushfire Prone Land Map		Natural Areas and Habitat
		
<b>Wardell SUGA – Area 6 – Pine and Bath Streets (4.18ha – 5 owners)</b>		
Criteria	Score	Comments
Number of owners within SUGA 1 owner = 5; 2 to 5 owners = 4; more than 6 owners = 3	4	5 owners with this precinct
Topography – General precinct levels (General level across precinct at least 50% of lots meet minimum level) < AHD RL 3.3 metre = 0 AHD RL 3.3 metre to 3.7 metres = 2 AHD RL > 3.7 metre to 4 metres = 3 AHD RL > 4.1 to 4.9 metres = 4 AHD RL > 5 metre = 5	5	Majority of site at RL 7m AHD or higher
Precinct potential lot orientation North – South > 75% = 5 North – South 50 to 75% = 3 North – South up to 50% = 2	3	Given 2 street frontages and subject to a east – west cul-de-sac being constructed from Bath Street into the site it is estimated that at least 50% of lots will have a north-south orientation.
Acid Sulfate soil affected Not affected = 5 Class 5 = 4; Class 4 = 3; Class 3 = 2 Class 1 or 2 = 1	3	Potential to be impacted by Class 4 Acid Sulfate Soil.  Works more than 2 metres below the natural ground surface or works by which the watertable is likely to be lowered more than 2 metres below the natural ground surface require development consent. Clause 7.1 of Ballina LEP 2012 applies and may require the preparation of an acid sulfate soil management plan to support the DA.
Bushfire Risk (General estimate applied to precinct at least 25% of lots affected) Not affected = 5 Within buffer area = 2 Within flame zone and buffer = 0	2	Site primarily within bushfire buffer area. Future subdivision of lots will be classified as bushfire prone land. An assessment is required by s79BA of the Environmental Planning and Assessment Act to ensure that proposed development complies with the <i>Planning for Bush Fire Protection</i> , publication and a certificate has been provided in respect to compliance. Additional building costs may be incurred when building on bush fire prone land.
Flooding (At least 25% of site affected) Not Subject to 1:100 year flood = 5	5	Not flood affected.
Natural Areas and Habitat Unaffected = 5 Buffer = 3 Significant Area = 0	3	Located within buffer area to natural and or habitat significant areas.
<b>Total Area 6</b>	25 or 71%	This area is rated as having a good suitability for urban development. Based on the land area it has a potential for 30 to 50 lots providing housing for 75 to 125 people.

## annexure 7

Schedule of Housing Listed For Sale on realestate.com.au on 11 December 2014  
within Wardell Village

Photograph of Property	Property Details
	<p><b>Location:</b> 43 Bath Street, Wardell  <b>Details:</b> Contains large shed and 1 bedroom self-contained flat  <b>Sale price:</b> \$449,000  <b>Zoning:</b> RU2 Rural Landscape  <b>Land Area:</b> 7284m<sup>2</sup>  <b>Constraints:</b> SUGA area, Bushfire prone land – buffer, Class 4 Acid Sulfate Soils.</p>
	<p><b>Location:</b> 95 Carlisle Street, Wardell  <b>Details:</b> 4 bedroom plus study  <b>Sale price:</b> \$479,000  <b>Zoning:</b> R2 Low Density Residential  <b>Land Area:</b> 1075m<sup>2</sup>  <b>Constraints:</b> Bushfire prone land – buffer, Class 4 Acid Sulfate Soils.</p>
	<p><b>Location:</b> 75 Carlisle Street, Wardell  <b>Details:</b> 2 storey timber cottage, 3 bedroom  <b>Sale price:</b> Over \$330,000  <b>Zoning:</b> R2 Low Density Residential  <b>Land Area:</b> 941m<sup>2</sup>  <b>Constraints:</b> Bushfire prone land – buffer, Class 4 Acid Sulfate Soils.</p>

	<p><b>Location:</b> 55 Carlisle Street, Wardell  <b>Details:</b> 4 bedroom home plus study  <b>Sale price:</b> Offers over \$420,000  <b>Zoning:</b> R3 Medium Density Residential  <b>Land Area:</b> 1160m<sup>2</sup>  <b>Constraints:</b> Class 4 Acid Sulfate Soils.</p>
	<p><b>Location:</b> 2 Bridge Street, Wardell  <b>Details:</b> 3 bedroom home plus study  <b>Sale price:</b> Offers over \$420,000  <b>Zoning:</b> R2 Low Density Residential  <b>Land Area:</b> 638m<sup>2</sup>  <b>Constraints:</b> Class 3 Acid Sulfate Soils, Flood affected.</p>
	<p><b>Location:</b> 43 Richmond Street, Wardell  <b>Details:</b> 4 bedroom, 2 bathroom home  <b>Sale price:</b> Offers over \$780,000  <b>Zoning:</b> R2 Low Density Residential  <b>Land Area:</b> 1100m<sup>2</sup>  <b>Constraints:</b> Class 3 Acid Sulfate Soils, flood prone land.</p>
	<p><b>Location:</b> 7 Richmond Street, Wardell  <b>Details:</b> 2 bedroom plus sleepout  <b>Sale price:</b> \$259,000  <b>Zoning:</b> R3 Medium Density Residential  <b>Land Area:</b> 752m<sup>2</sup>  <b>Constraints:</b> Class 3 Acid Sulfate Soils, flood prone land.</p>
	<p><b>Location:</b> 45 River Drive, East Wardell  <b>Details:</b> 5 bedroom, 2 bathroom 2 garages  <b>Sale price:</b> \$500 - \$550,000  <b>Zoning:</b> R2 Low Density Residential  <b>Land Area:</b> 1353m<sup>2</sup>  <b>Constraints:</b> Class 2 Acid Sulfate Soils, flood prone land</p>



## annexure 8

## Section 94 and 64 Charges for Subdivision at Wardell December 2014


<b>Section 94 or 64 Contribution Components</b>	<b>Amount \$</b>
Wardell Local Parks	\$230.00
Wardell District Parks	\$1,064.00
Wardell Playing Fields	\$1,064.00
Regional Open Space Facilities	\$889.00
Open Space Administration	\$35.00
Wardell District community Facilities	\$1,277.00
Regional Community Facilities - Amend 1	\$3,972.00
Community Facilities Administration	\$73.00
Roads Wardell 2010	\$11,161.00
Roads Administration 2010	\$169.00
Wardell Sewerage (DSP Area A)	\$7,671.00
Wardell Water (DSP Area A)	\$3,541.00
<b>TOTAL</b>	<b>\$31,146.00</b>

annexure 9



Status of Actions Arising from the Wardell Strategic Land Use Plan 2003 & Wardell Village Concept Landscape Masterplan Report 2007

Action	Status	Photo / Comments
<b>Wardell Strategic and Land Use Plan 2003</b>		
1A – Landscaping plan for Richmond Street	<b>Completed</b>	<p><b>Richmond Street centre median works completed.</b></p> 
1B – Improve access to Richmond River	<b>Completed</b>	<p><b>Wharf and launching ramp completed, access from Swamp Street improved.</b></p> 

<p>2B – Trial of Wardell Community Access Space</p>	<p><b>Completed</b></p>	<p><b>Trialled between 2003 and 2011 at the Catholic Presbytery Contained GP services for approximately 1 year. Trial completed due to end of funding and underutilisation of service.</b></p>
<p>2D – Review open space and recreation facilities</p>	<p><b>Completed</b></p>	<p><b>Works to playground and picnic area completed.</b></p> 
<p>3A – Ensure all development occurs in a manner which promotes sustainability at an individual level as well as at the broader, shire –wide level.</p>	<p><b>Completed</b></p>	<p><b>Development in Wardell is subject to Ballina Shire DCP 2012</b></p> <p><i>Ballina Development Control Plan 2012 (BDCP 2012)</i></p> <p>The Ballina Development Control Plan 2012 is the principal Development Control Plan (DCP) in Ballina Shire. The DCP was adopted by Council on 20 December 2012 and came into effect on 4 February 2013.</p> <p>The BDCP 2012 is divided into chapters, which relate different aspects of the Council's development control framework. Refer to Chapter 1 for guidance on the use of the DCP.</p> <p>The DCP chapters can be downloaded via the following links:</p>
<p>3B – Promote use of endemic or indigenous vegetation to enhance links to the Richmond River.</p>	<p><b>Completed</b></p>	<p><b>Endemic vegetation used when undertaking landscape works</b></p> 
<p><b>Wardell Village Concept Landscape Masterplan Report, 2007</b></p>		
<p>Planting four additional fig trees in Richmond Street and modifying the landscape to the central island adjacent to the school.</p>	<p><b>Completed</b></p>	
<p>Arrest erosion around base of fig tree at the hotel river frontage – stone pitch wall, back filling and selected planting.</p>	<p><b>Completed</b></p>	

<p>Extended off road cycle links to recreation and significant cultural areas to the bridge and river.</p>	<p><b>Completed</b></p>	
<p>Upgrade the existing playground near the post office by providing picnic facilities.</p>	<p><b>Completed</b></p>	
<p>Boat ramp facilities on the southern side of the river adjoining the road bridge.</p>	<p><b>Completed</b></p>	
<p>Wharf reconstruction include extension of wharf deck and a pergola structure to provide shade</p>	<p><b>Completed</b></p>	



<p>Installation of directional signage along historic walks, river wharf areas, recreation centre cycle ways etc.</p>	<p>Ongoing</p>	
<p>Extension and repair of embankment along Bridge Drive to the Pacific Highway Bridge.</p>	<p>Ongoing</p>	<p>Section adjoining wharf completed</p> 
<p>WSLUP 2003 Action 1A – Entrance Statement to Wardell</p>	<p>Outstanding</p>	
<p>WSLUP 2003 Action 1C – Increase awareness of Wardell as a day trip location.</p>	<p>Ongoing</p>	
<p>WSLUP 2003 Action 1D – Investigate options to improve access to Wardell and East Wardell off the Pacific Highway.</p>	<p>Ongoing</p>	
<p>Wardell Strategic Land Use Plan 2003 (WSLUP 2003) - Action 2A – Review public transport for Wardell and surrounding districts, include options such as Community Transport, pedestrian and cycleway facilities.</p>	<p>Ongoing</p>	<p>Improvements to pedestrian and cycleway facilities undertaken.</p>
<p>Wardell Village Concept Masterplan 2007 (WVCM 2007) - Beach improvements near boat ramp including improved foreshore access</p>	<p>Outstanding</p>	
<p>WVCM 2007 - Assist the establishment of “people” facilities at the back of hotel. Private investment required to fund these works.</p>	<p>Outstanding</p>	
<p>WVCM 2007 - Long term proposal for a memorial sculptural focal point at the intersection of Richmond and Sinclair Streets.</p>	<p>Outstanding</p>	

WVCM 2007 - Historic information walk linking the village centre, Fitzroy street and the foreshore through to the historic cemetery. Include sculptural artwork.	<b>Outstanding</b>	
WVCM 2007 - Introduction of industrial / marine sculptural elements within the western section of Richmond Street through to the recreational precinct.	<b>Outstanding</b>	
WVCM 2007 - Avenue street tree planting in Carlisle and Cedar Streets (west of the Pacific Highway) and Fitzroy and Sinclair Streets (east of the Pacific Highway)	<b>Outstanding</b>	
WVCM 2007 - New road verge landscaping adjoining Sinclair, Carlisle and Cedar streets	<b>Outstanding</b>	
WVCM 2007 - Landscape entry and directional signage – proposed to build 2 large signs and landscaping at the intersection of the Pacific Highway and Carlisle Street. Two additional vertical entry signage	<b>Outstanding</b>	

## annexure 10

## Extract from Ballina Shire Growth Management Strategy

## 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:

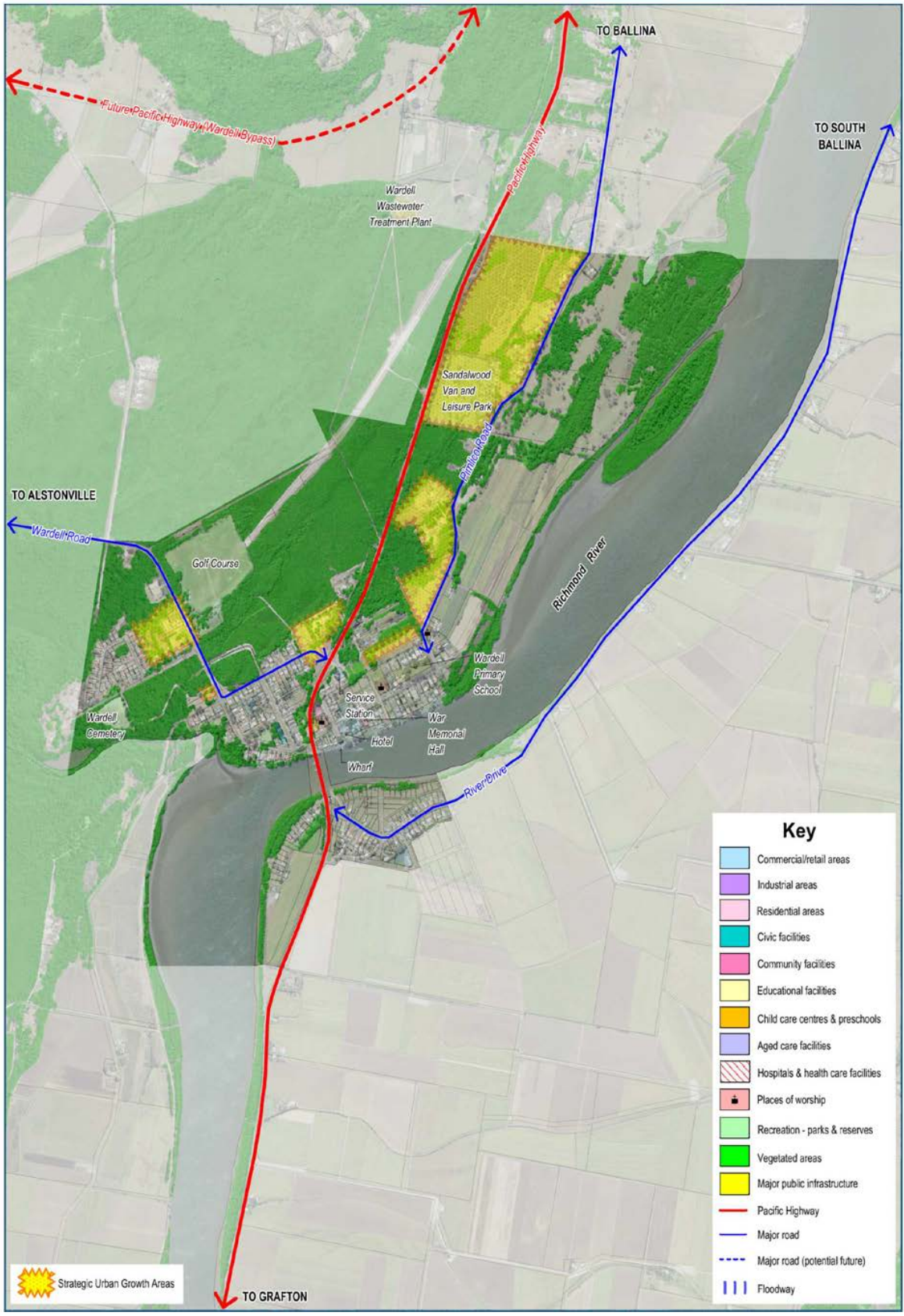
- The character of the village is likely to be significantly altered following the deviation (bypass) of the Pacific Highway. A preferred route for the deviation has been identified to the west of the village. This will have the effect of improving the amenity of the village following the deviation.
- 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.










## annexure 11













Threatened Flora Speices as Recorded in Broader Wardell Locality on NSW Wildlife Atlas  
December 2014











Scientific Name	Common Name	NSW status	Comm. status	Records	Information Link
<i>Marsdenia longiloba</i>	Slender Marsdenia	Endangered	Vulnerable	2	
<i>Ochrosia moorei</i>	Southern Ochrosia		Endangered	7	
<i>Corynocarpus rupestris</i> subsp. <i>rupestris</i>	Glenugie Karaka	Vulnerable	Vulnerable	2	
<i>Baloghia marmorata</i>	Jointed Baloghia	Vulnerable	Vulnerable	23	
<i>Archidendron hendersonii</i>	White Lace Flower	Vulnerable		3	
<i>Cryptocarya foetida</i>	Stinking Cryptocarya	Vulnerable	Vulnerable	9	
<i>Endiandra hayesii</i>	Rusty Rose Walnut	Vulnerable	Vulnerable	5	
<i>Endiandra muelleri</i> subsp. <i>bracteata</i>	Green-leaved Rose Walnut	Endangered		16	
^^ <i>Lindsaea brachypoda</i>	Short-footed Screw Fern	Endangered		1	
<i>Tinospora tinosporoides</i>	Arrow-head Vine	Vulnerable		4	
<i>Syzygium hodgkinsoniae</i>	Red Lilly Pilly	Vulnerable	Vulnerable	6	
^ <i>Oberonia titania</i>	Red-flowered King of the Fairies	Vulnerable		2	
^ <i>Peristeranthus hillii</i>	Brown Fairy-chain Orchid	Vulnerable		3	
<i>Arthraxon hispidus</i>	Hairy Jointgrass	Vulnerable	Vulnerable	24	
<i>Persicaria elatior</i>	Tall Knotweed	Vulnerable	Vulnerable	1	
<i>Floydia praealta</i>	Ball Nut	Vulnerable	Vulnerable	7	
<i>Macadamia tetraphylla</i>	Rough-shelled Bush Nut	Vulnerable	Vulnerable	10	
<i>Acronychia littoralis</i>	Scented Acronychia	Endangered	Endangered	6	
<i>Geijera paniculata</i>	Axe-Breaker	Endangered		6	

annexure 12

Threatened Flora Species As Recorded In Broader Wardell Locality On Nsw Wildlife Atlas  
December 2014

Scientific Name	Common Name	NSW status	Comm. status	Records	Information Link
<i>Assa darlingtoni</i>	Pouched Frog	V,P		1	
<i>Crinia tinnula</i>	Wallum Froglet	V,P		26	
<i>Litoria olongburensis</i>	Olongburra Frog	V,P	V	1	
<i>Caretta caretta</i>	Loggerhead Turtle	E1,P	E	1	
<i>Coeranoscincus reticulatus</i>	Three-toed Snake-tooth Skink	V,P	V	1	
<i>Anseranas semipalmata</i>	Magpie Goose	V,P		2	
<i>Ptilinopus magnificus</i>	Wompoo Fruit-Dove	V,P		40	
<i>Ptilinopus regina</i>	Rose-crowned Fruit-Dove	V,P		73	
<i>Ptilinopus superbus</i>	Superb Fruit-Dove	V,P		3	
<i>Ephippiorhynchus asiaticus</i>	Black-necked Stork	E1,P		7	
<i>Ixobrychus flavicollis</i>	Black Bittern	V,P		2	
<i>Circus assimilis</i>	Spotted Harrier	V,P		3	
<i>Erythrotriorchis radiatus</i>	Red Goshawk	E4A,P,2	V	1	
<i>Hieraaetus morphnoides</i>	Little Eagle	V,P		1	
<i>Pandion cristatus</i>	Eastern Osprey	V,P,3		17	
<i>Grus rubicunda</i>	Brolga	V,P		3	
<i>Amauromis moluccana</i>	Pale-vented Bush-hen	V,P		3	
<i>Burhinus grallarius</i>	Bush Stone-curlew	E1,P		1	

Scientific Name	Common Name	NSW status	Comm. status	Records	Information Link
<i>Haematopus longirostris</i>	Pied Oystercatcher	E1,P		43	
<i>Irediparra gallinacea</i>	Comb-crested Jacana	V,P		8	
<i>Calidris ferruginea</i>	Curlew Sandpiper	E1,P	C,J,K	1	
<i>Turnix maculosus</i>	Red-backed Button-quail	V,P		2	
<i>Sternula albifrons</i>	Little Tern	E1,P	C,J,K	1	
<i>Calyptorhynchus lathami</i>	Glossy Black-Cockatoo	V,P,2		5	
<i>Glossopsitta pusilla</i>	Little Lorikeet	V,P		1	
<i>Pezoporus wallicus wallicus</i>	Eastern Ground Parrot	V,P,3		1	
<i>Ninox strenua</i>	Powerful Owl	V,P,3		1	
<i>Tyto longimembris</i>	Eastern Grass Owl	V,P,3		9	
<i>Tyto tenebricosa</i>	Sooty Owl	V,P,3		2	
<i>Menura alberti</i>	Albert's Lyrebird	V,P		29	
<i>Pomatostomus temporalis temporalis</i>	Grey-crowned Babbler (eastern subspecies)	V,P		21	
<i>Daphoenositta chrysoptera</i>	Varied Sittella	V,P		18	
<i>Coracina lineata</i>	Barred Cuckoo-shrike	V,P		5	
<i>Carterornis leucotis</i>	White-eared Monarch	V,P		11	
<i>Dasyurus maculatus</i>	Spotted-tailed Quoll	V,P	E	1	
<i>Phascogale tapoatafa</i>	Brush-tailed Phascogale	V,P		1	

Scientific Name	Common Name	NSW status	Comm. status	Records	Information Link
<i>Planigale maculata</i>	Common Planigale	V,P		4	
<i>Phascolarctos cinereus</i>	Koala	V,P	V	177	
<i>Petaurus norfolcensis</i>	Squirrel Glider	V,P		1	
<i>Potorous tridactylus</i>	Long-nosed Potoroo	V,P	V	21	
<i>Thylogale stigmatica</i>	Red-legged Pademelon	V,P		5	
<i>Pteropus poliocephalus</i>	Grey-headed Flying-fox	V,P	V	13	
<i>Syconycteris australis</i>	Common Blossom-bat	V,P		3	
<i>Saccolaimus flaviventris</i>	Yellow-bellied Sheath-tail-bat	V,P		1	
<i>Miniopterus australis</i>	Little Bentwing-bat	V,P		4	
<i>Miniopterus schreibersii oceanensis</i>	Eastern Bentwing-bat	V,P		1	
<i>Nyctophilus bifax</i>	Eastern Long-eared Bat	V,P		4	
<i>Scoteanax rueppellii</i>	Greater Broad-nosed Bat	V,P		1	
<i>Pseudomys novaehollandiae</i>	New Holland Mouse	P	V	1	
<i>Pseudomys oralis</i>	Hastings River Mouse	E1,P	E	1	
<i>Nurus atlas</i>	Atlas Rainforest Ground-beetle	E1,3		1	



annexure 13  
Summary Of Resident's Survey Comments

**Q1: Do you live in Wardell or East Wardell?**

**Online Response 1:** Wardell

**Online Response 2:** East Wardell

**Online Response 3:** Wardell

**Online Response 4:** Wardell

**Online Response 5:** Wardell

**Online Response 6:** Wardell

**Online Response 7:** East Wardell

**Online Response 8:** Wardell

**Online Response 9:** Casual resident. A former resident of East Wardell, who returns frequently and still, owns a home there.

**Online Response 10:** East Wardell

**Online Response 11:** Wardell

**Online Response 12:** Wardell

**Online Response 13:** Wardell/East Wardell

**Online Response 14:** Wardell

**Online Response 15:** Wardell

**Online Response 16:** Wardell

**Online Response 17:** Wardell/East Wardell

**Paper Response 1:** Wardell

**Paper Response 2:** Wardell

**Paper Response 3:** Wardell

**Paper Response 4:** Wardell

**Paper Response 5:** East Wardell

**Paper Response 6:** Wardell

**Paper Response 7:** Wardell (West-'New Town' area)

**Paper Response 8:** East Wardell

## **Q2: Why do you live in Wardell?**

**Online Response 1:** I like a small quiet village.

**Online Response 2:** Because it is affordable, quiet, great neighbours, rural feel but with easy access to services in Ballina (15 mins away) and other centres such as Lismore, Alstonville, Evans Head, etc.

**Online Response 3:** It's peaceful and close to everything we need.

**Online Response 4:** Affordable to buy first home.

**Online Response 5:** The village atmosphere, close to work yet do not have to live in town.

**Online Response 6:** Retired here from Sydney. Grandparents had farms here and love the area

**Online Response 7:** Access to the river & rural setting.

**Online Response 8:** I own a house in Wardell and it's a very safe town.

**Online Response 9:** N/A

**Online Response 10:** We like living on the river in a rural setting, quietness

**Online Response 11:** I retired from a beef cattle farm at Kyogle. Sought a village on coast near town (Ballina).

**Online Response 12:** Village lifestyle, closeness to beach, access to larger centres of Ballina, Lismore, Alstonville, Tweed Heads/Gold Coast.

**Online Response 13:** Family long-time residents & property owner.

**Online Response 14:** Quiet peaceful town with river access.

**Online Response 15:** I have lived in Wardell for over 30 years.

**Online Response 16:** We purchased a property there

**Online Response 17:** I love rural living

**Paper Response 1:** Close to the beach, quiet village atmosphere, easy access to Ballina and is affordable.

**Paper Response 2:** Larger residential blocks- less crowded.

**Paper Response 3:** Because at the time land was cheaper.

**Paper Response 4:** Wonderful bush surroundings, the river & quiet country atmosphere.

**Paper Response 5:** Purchased a house.

**Paper Response 6:** I live here because it's close the beach & the shops in Ballina. It is quite & a small friendly community.

**Paper Response 7:** Peaceful close to the river & Patches Beach.

**Paper Response 8:** Because we bought here 22 years ago & we have no desire to move.

### **Q3: What do you find best about living in Wardell?**

**Online Response 1:** The black cockatoos, the quiet Sundays, the laid back lifestyle.

**Online Response 2:** Relaxed nature of the village, low key, unpretentious, genuine, proximity to River and beaches.

**Online Response 3:** It's peaceful and close to everything we need.

**Online Response 4:** Lovely friendly community, close to Ballina and Evans head.

**Online Response 5:** Friendly community; not built up.

**Online Response 6:** Love living in a village on the river in the country. We are close to Ballina and Lismore so have the services of a large town but the peace and quiet of the country. We have good amenities, close to the beach and the neighbourhood is quiet and safe.

**Online Response 7:** Fishing, scenery, quieter lifestyle.

**Online Response 8:** Safe and friendly.

**Online Response 9:** N/A.

**Online Response 10:** It's close to the river the beach and close distance to Ballina.

**Online Response 11:** Country village atmosphere.

**Online Response 12:** Village lifestyle.

**Online Response 13:** Small town friendly atmosphere.

**Online Response 14:** Nice and quiet town. No problems in town, safe, good people.

**Online Response 15:** The beach, river and no crowds.

**Online Response 16:** I like the rural aspect

**Online Response 17:** Laid back country life

**Paper Response 1:** Community.

**Paper Response 2:** Rural, relaxed country living, larger residential blocks.

**Paper Response 3:** Safe & Peaceful. ("Most of the time")

**Paper Response 4:** Affordable.

**Paper Response 5:** Good neighbours.

**Paper Response 6:** It's out of the 'hyped-up' 'rat race' of Byron Bay & Lennox Head.

**Paper Response 7:** Only approximately 15 minutes' drive to Ballina. If Wardell had its own shopping centre all the better.

**Paper Response 8:** Being out of town between the river & the sea, fabulous community of friendly and caring people, nice size village, in fact we can't believe our luck!

#### **Q4: What's not so good about living in Wardell?**

**Online Response 1:** The truck traffic on Carlisle Street. The lack of infrastructure to encourage people to live in Wardell.

**Online Response 2:** Currently the stress associated with the Wardell bypass, which although approved and earmarked for a western route, it is place under question by misguided group led by a Ballina Shire Councillor. This has the effect of creating uncertainty and somehow prevents planning for the future of Wardell. Also the highway and the river create a physical separation.

**Online Response 3:** A highway going through town.

**Online Response 4:** The highway, the town needs a re-vamp! More community activities etc.

**Online Response 5:** Highway noise; Carlisle Street truck traffic & the occasional 'car hoons'.

**Online Response 6:** Limited social resources. Unfortunately the hotel which should be the social hub of town is run poorly and is deteriorating - even physically. The hotel could put Wardell on the tourist map and provide more social events for the town. Also disappointed with some people's and Councillors perception of Wardell.

**Online Response 7:** Limited services - septic and no town water.

**Online Response 8:** Looked down on by other people in the Shire and not supported by many Shire Councillors.

**Online Response 9:** There has been very little progress in the past ten years to bring the Village up to a critical population number that influences - entrepreneurial efforts; investment in housing; tourism; improved local educational facilities; other services; and the socio-economic aspects of a small rural village. More emphasis should be placed on the viability of the local primary school. A strong school can become the key hub for the wider community enabling more efficient delivery of community services, local development and public infrastructure.

**Online Response 10:** The lack of funds that come our way to improve the town. No accommodation for tourists to stay in the town e.g. B&Bs

**Online Response 11:** No doctor. It is also a village divided with no safe access from one side to the other. If Wardell residents choose to send their kids to other schools they should not use public transport.

**Online Response 12:** Pacific highway goat track, number of B-doubles/semi-trailers on highway, noise from highway, not enough footpaths.

**Online Response 13:** Highway noise.

**Online Response 14:** Highway noise and running through the middle of it.

**Online Response 15:** The highway.

**Online Response 16:** The run-down hotel, fast fattening food and overpriced fuel prices

**Online Response 17:** No public transport. Lack of entertainment

**Paper Response 1:** The trucks from the quarries.

**Paper Response 2:** The feeling that Wardell is considered to be 'second-rate' throughout the Shire.

**Paper Response 3:** Nothing.

**Paper Response 4:** Nothing.

**Paper Response 5:** 'Ballina snow' at cane harvest.

**Paper Response 6:** It's the Cinderella of Ballina Shire. Money gets poured into places like Lennox Heads where millions of dollars is spent and we get a few trees planted, which I might add, makes the place amazing & we pay almost the same rates.

**Paper Response 7:** Lack of shops. 'New town' area suitable as its 21 G above sea level.

**Paper Response 8:** Can't think of anything, except the debate with Councillor Jeff Johnson over the bypass.

### **Q5: If working, how far do you travel to work?**

**Online Response 1:** 30 minutes.

**Online Response 2:** N/A. I run an environmental consultancy business from home.

**Online Response 3:** 25-30 minutes.

**Online Response 4:** 35 mins to Byron Bay.

**Online Response 5:** 20 minutes, 40 minutes (Ballina and Lismore respectively)

**Online Response 6:** N/A

**Online Response 7:** N/A

**Online Response 8:** 10kms

**Online Response 9:** N/A

**Online Response 10:** 20kms

**Online Response 11:** N/A. Retired

**Online Response 12:** 17kms

**Online Response 13:** N/A Retired

**Online Response 14:** 25 minutes.

**Online Response 15:** N/A.

**Online Response 16:** N/A. Work from home.

**Online Response 17:** 46kms.

**Paper Response 1:** 20kms

**Paper Response 2:** 8kms

**Paper Response 3:** 18kms

**Paper Response 4:** 10 minutes

**Paper Response 5:** N/A.

**Paper Response 6:** 37kms

**Paper Response 7:** N/A. Retired.

**Paper Response 8:** 30kms

**Q6: In terms of Wardell's future, what do you think are that main issues that will affect Wardell in the future (say, the next 20 years)?**

**Online Response 1:** Poor access to shopping, public transport and amenities.

**Online Response 2:** When the approved western highway bypass is finally completed, I believe this will have a positive impact on Wardell, which is not really economically dependent on the highway. The bypass will create an impetus to development because more people will want to move here as it is more affordable than nearby Ballina and is quite a beautiful place.

**Online Response 3:** Lack of infrastructure compared to growth.

**Online Response 4:** Highway, population growth.

**Online Response 5:** Changing of population age.

**Online Response 6:** The highway Bypass, the Hotel, the commercial hub of the village.

**Online Response 7:** Hopefully the price of housing will encourage young families to move into the area and it will grow; then more businesses will consider opening in the area.

**Online Response 8:** Wardell could become a trendy town like Bangalow if more attention was given to it by Ballina Shire Council (BSC) and a new publican came to town.

**Online Response 9:** Without fairly dramatic change to housing policy and regulations that apply in Wardell, the village has a bleak future. Current Council requirements for a development contribution, current zoning determinations, and local building requirements make future private housing investment unlikely. In addition to the risks associated with local council decisions on residential development, there are also speculated Federal taxation issues that could well be a disincentive for investment in housing. We already have population demographics that show that Wardell residents aged 19 or under comprise 31% of the population. Given that a growing number of these youth attend out-of-area schools, they will not strongly identify with the local school and broader community. There is the potential therefore that there will be a repeat of the problem of 10 – 12 years ago with local youth causing damage to local property and theft. Workers in the hydroponic industry in East Wardell will need local housing; if this is not available there could be a potential problem for the future growth of the business. Steps must be taken to grow Wardell so that

the local primary school can again be an influential partner with the local community and with the local council. The local school should be the community hub, not the Wardell on the River Hotel. In rural areas, schools often partner with local councils to deliver integrated community services, including for example, after hours school care, and health and family support services.

**Online Response 10:** The highway.

**Online Response 11:** Viability of sugar cane industry. Availability of housing for lower income families

**Online Response 12:** Pacific Highway relocation, expansion of village.

**Online Response 13:** Need to release more residential land to help town grow

**Online Response 14:** Placement of highway. Where it goes could have massive effect.

**Online Response 15:** The highway, drainage and development.

**Online Response 16:** The main street

**Online Response 17:** Open drains around the town causing local flooding. Lack of kerbs and gutters in the streets. Lack of recreational parks.

**Paper Response 1:** Release more land, encourage a shopping precinct, and refurbish the hotel to attract more locals.

**Paper Response 2:** Amenities- in particular for the elderly.

**Paper Response 3:** The new highway and possible development.

**Paper Response 4:** Overdevelopment & housing impacting on & destroying virgin bushland.

**Paper Response 5:** Positioning of the Pacific Highway.

**Paper Response 6:** I think the main issue will be young people who have been brought up in Wardell, moving away as there is nothing to keep them here. No skate park, or sports facilities.

**Paper Response 7:** Ample land to build on. Land that young couples would buy (owing to price) thus 'new town' would be self-sufficient.

**Paper Response 8:** Public Transport (lack of it).

## **Q7: Looking ahead 20 years, how do you think Wardell will change?**

**Online Response 1:** Without major infrastructure increases, I think the town will become obsolete. Sad but true.

**Online Response 2:** When the approved western highway bypass is finally completed, I believe this will have a positive impact on Wardell, which is not really economically dependent on the highway. The bypass will create an impetus to development because more people will want to move here as it is more affordable than nearby Ballina and is quite a beautiful place.

**Online Response 3:** More people want to live here.

**Online Response 4:** If highway moves the population will grow, town will develop.

**Online Response 5:** 'Older folks' will pass on, younger families may move here.

**Online Response 6:** Little change - probably more housing and a slowly increasing population. The village will become quieter as the new Highway will bypass it.

**Online Response 7:** Less cane farming, more housing, maybe weekend type accommodation at first for beach access & then becoming permanent homes.

**Online Response 8:** Probably not much unless the State Government releases land and the 'greenies' allow this to happen.

**Online Response 9:** More people living in Wardell; better local school enrolment; increased employment in local industry; and a harmonious relationship between residents and the local indigenous peoples. But this depends on Council decisions which foster such initiatives.

**Online Response 10:** Hopefully it will moderately grow and become a bigger village.

**Online Response 11:** Will become a dormitory satellite of Ballina.

**Online Response 12:** Change in demographic due to more affordable housing.

**Online Response 13:** Increase in population. Younger families move in the area.

**Online Response 14:** It might join with Ballina more. May become more of a desirable village.

**Online Response 15:** It will grow; more people.

**Online Response 16:** It will grow like everywhere else

**Online Response 17:** Main street being developed. More housing.

**Paper Response 1:** More growth, shops etc.

**Paper Response 2:** I would hope it's not treated as a high density slum. Encouraging large numbers of low socio economic/short term residents cannot be supported or balanced with a village of low population.

**Paper Response 3:** Hopefully it will grow?



**Paper Response 4:** Not much hopefully, unsuitable for development due to flooding inevitability of the Richmond River.

**Paper Response 5:** Depends on the above answer.

**Paper Response 6:** I think there will be more families living here.

**Paper Response 7:** Don't look 20 years ahead (ACT NOW!) Every day goes by and you will not be able to afford roads, building land, electricity infrastructure etc. You will look back and say we should have acted back in 2014 and look at the cost now!

**Paper Response 8:** If the bypass goes through it will be fabulous much quieter near the existing highway and possibly more people will move here.

### **Q8: What would you like to see happen in Wardell over the next 20 years?**

**Online Response 1:** More shopping (groceries) and amenities

**Online Response 2:** Improved facilities (eg footpath, public toilets including for the disabled, improved connectivity north-south and east-west). A vibrant, but low-key village centre.

**Online Response 3:** Highway moved out of town, more shops.

**Online Response 4:** Population growth, town development, highway moved, shops, cafes, markets, farmers markets.

**Online Response 5:** More of the community atmosphere, arts/craft hub, creative low density development.

**Online Response 6:** To complete the projects raised in 2007 in the previous plans - mobility access along the foreshore of the river and under the bridge; tourist walks from the wharf to the cemetery; a couple more footpaths; some street lighting and the installation of disabled toilets.

**Online Response 7:** More boat ramps and facilities along the south side of the river. Road maintenance and service provision.

**Online Response 8:** A new pub/casino and vibrant hotel. More kids going to primary school in Wardell as 25 years ago Wardell had 100 kids in the school junior football teams and cricket teams

**Online Response 9:** Council initiated rezoning to allow for more residential development in all areas of the village; support for local industry and employment opportunities (such as hydroponic farming); abolition of the current SUGA areas and view Wardell and East Wardell as a single entity; consider the social impact and needs of the high youth population of the village; reduce the risk, costs and delays to secure rezoning.

**Online Response 10:** Development of land for housing to allow Wardell to grow, this needs to happen to support the small businesses in the town.

**Online Response 11:** Would like to see a community office open in Wardell.

**Online Response 12:** Establish footpaths and linkages throughout village. Utilise recreation ground space for wider community by creating gravel walking paths around perimeter of grounds and through heathland. There is ready made path right through to highway - creating added attraction - bird watching, native garden, bush walk. New toilet block required in location closer to shops, better signage and Entrance statement to town. Highlight historical aspects.

**Online Response 13:** 'As Above'.

**Online Response 14:** Highway moved towards Meerschaum Vale. Streets are well maintained (Main Street), the pub more respectable & less of eyesore, small shops closer.

**Online Response 15:** To be retained as a historic village.

**Online Response 16:** Improvement in public transport

**Online Response 17:** More maintenance around town in particular to grassed areas in front of people's homes that are not maintained. I mow a large section of land in my street and have major issues with the large open drain as well as the last couple of houses do in my street.

**Paper Response 1:** Gradual localised growth but not so it loses its small village flavour.

**Paper Response 2:** A quaint village for people to come off the highway to stop for lunch; visit antique shops, indigenous artists displays etc.

**Paper Response 3:** That the old RTA (*now RMS*) dump on the corner of the highway & Carlisle Street be beautified.

**Paper Response 4:** Nothing to spoil it.

**Paper Response 5:** Improved village signage- only petrol & pie shop there at present.

**Paper Response 6:** I'd like to see the boardwalk finished along the river next to the wharf, complete with barbeques along the river front. Also a bike track from East Wardell to Patchers Beach.

**Paper Response 7:** Grow to support its self (now not in 20 years).

**Paper Response 8:** Would like to see it grow slowly, more shops in the arcade.

### **Q9: How do you think the completion of the Pacific Highway Bypass will impact on Wardell village?**

**Online Response 1:** If the highway goes where it has been proposed, it will improve the living conditions and safety of those that live in the village and travel to work on the highway daily.

**Online Response 2:** It will have an extremely positive impact on Wardell in all sense, amenity, desirable destination, affordable housing.

**Online Response 3:** It will be a positive, peace of mind for child safety.

**Online Response 4:** More people will want to move here and so the town will develop.

**Online Response 5:** No highway traffic noise. It will enable Wardell to reunite, enhance the village atmosphere.

**Online Response 6:** Fantastic; less noise, safer for residents, more connectivity between Wardell and East Wardell.

**Online Response 7:** There will be a decrease in road noise, a reduction in peak holiday traffic (which can be an issue in accessing the highway from River Drive) and unfortunately, less custom for the businesses along the highway - the service station, the hotel and the milk bar.

**Online Response 8:** Yes, it should be a place to visit. If there is a new publican and the foreshore is completed and other streetscape suggestions completed.

**Online Response 9:** The Pacific Highway Bypass will have a positive impact on Wardell. There will be less noise and fewer heavy vehicles. This should result in safer local roads, particularly at the intersection of Wardell access roads and the Pacific Highway. Local arts and crafts and outdoor events associated with the River should emerge in future as part of the local networks of Weekend Markets.

**Online Response 10:** If it stays to the west as originally planned this will be a massive positive for Wardell

**Online Response 11:** It will rid the village of much noise and pollution.

**Online Response 12:** Once Jeff Johnson gives up on his route and the RMS builds it where is now planned to go it can only have positive benefits for Wardell.

**Online Response 13:** Best thing that can happen. The town should flourish.

**Online Response 14:** Depends on where it goes. If it goes near Meerscham Vale I think it will prosper.

**Online Response 15:** It depends on its route, which was decided 10 years ago?

**Online Response 16:** The service station will possibly close.

**Online Response 17:** Less noise. Safer for children as the present route divides the town.

**Paper Response 1:** It will be positive and will bring the village more together as it is currently split by the highway.

**Paper Response 2:** In its current proposed position, the highway should allow the town to 'come together'.

**Paper Response 3:** Safer to cross the highway. But we do have the underpass thankfully.

**Paper Response 4:** Less business for the BP service station & our super cornerstone and pie shop.

**Paper Response 5:** Depends on route.

**Paper Response 6:** I think it will make the village more liveable. I can't believe they put the highway through the middle of the village in the first place.

**Paper Response 7:** Bypass has to be cost effective to tax payers. Some people will lose some will win; it is part of progress.

**Paper Response 8:** Make it so much better if goes where it's planned now. Make it quieter & more village feel.

### **Q10: What do you see Council's role as being in terms of the future of Wardell village?**

**Online Response 1:** Encourage Wardell as a viable option for people to live not just a low cost option. Support the Wardell community against those that are trying to destroy it by using council to further their own endeavors. Council should be impartial

**Online Response 2:** Supporting the growth of Wardell.

**Online Response 3:** Being proactive, listening to residents' concerns, more funding.

**Online Response 4:** To encourage positive growth and development of the town.

**Online Response 5:** Look after it - it's a rare place; not many villages left. Encourage cycleways, community programs, art and craft, a relaxed tourism place to visit.

**Online Response 6:** Hopefully Council will see Wardell as a viable village with opportunities for tourism. More tourism promotion especially in brochures etc. Council needs to take all necessary measures to protect the historical buildings in Wardell - i.e. old Post Office, Police Station, old bank building, Mayley house. Would like to see the cemetery rejuvenated. Would like to see more land available for housing. Hope that Council will continue with the ongoing maintenance with roads, parks, mowing, weed control, clearing etc.

**Online Response 7:** Maintaining services, boat ramps, roads, garbage collection, weed control, tree trimming. A community centre to encourage people into Wardell village?

**Online Response 8:** More support needed from Councillors. Wardell should not be viewed as a place for 'LOW COST HOUSING' as this would make it a social dumping ground. I'm sure many people in the Ballina Shire are not aware how good this place is.

**Online Response 9:** Wardell's future, and the viability of the village, will be determined by Ballina Council's policies on local housing opportunities. Getting the right policies and regulations to encourage new affordable housing in the village is essential to achieve the population levels that will address the problems experienced by the local public school in

attracting students. This will also provide a stimulus for strengthening the social and economic wellbeing of the Wardell community. If the housing opportunities are there, people will come. East Wardell appears to have been removed as part of the solution to this, and no reasons have been provided. While East Wardell has a number of housing development constraints, these constraints are also a feature of other SUGA areas. Given the relative small size of the Wardell village, there would appear to be no justification to singling out specific areas to be designated as SUGA areas. Some of the identified SUGA areas only have a “fair” potential outcome in terms of the construction of new homes. All land in the village Zoned RU1 and RU2 should be included in any consideration of potential growth areas.

**Online Response 10:** Council has a vital role; it needs to allow development to happen for the security of the small businesses and the community. Council needs to allow residential blocks to open up for Wardell to grow.

**Online Response 11:** Management

**Online Response 12:** Listen to what the residents of Wardell want and create a plan that they want, and then fund it and follow through with all aspects of that plan.

**Online Response 13:** Remember where the village is.

**Online Response 14:** Keeping up services for locals. Beautification of the town. Keep/make the village feel.

**Online Response 15:** As a council, it should improve town and not get on its own agenda.

**Online Response 16:** Providing funding for any future projects in need

**Online Response 17:** More maintenance

**Paper Response 1:** Allowing for affordable housing by structuring their costs accordingly.

**Paper Response 2:** Don't allow developments that would not be allowed in more a 'favourable' location.

**Paper Response 3:** N/A.

**Paper Response 4:** Hopefully no inappropriate developing.

**Paper Response 5:** Same 'stable'- different 'horses'.

**Paper Response 6:** I'd like to see the Council spend money to the equivalent of how much we pay in rates. We have no mail system; so on top of our rates we have to pay for a post box. I know people in Lennox Heads are paying just over what we pay in rates but they get a multi-million dollar community centre. I don't think it's very fair.

**Paper Response 7:** Act now as the growing cost of living in all areas of progress is getting more expensive.

**Paper Response 8:** Doing something about a tree preservation order & actually finding people who cut down trees.

annexure 14  
Summary Of Comments Made By Suga Owners

**SUGA Area 1**

Owner of largest property within this SUGA advised that she was interested in Council developing a proposal to rezone all SUGA lots. Cost sharing of rezoning related costs was considered positive subject to Council being in a position to indicate likely costs involved. In terms of lot yields discussion centred on rural residential lots as opposed to smaller building blocks. A minimum half hectare per lot was discussed.

**SUGA Area 3**

Owner of 4 of 6 lots in SUGA Area 3.

Advised that he would be interested in council taking a co-ordinated approach to the rezoning of land within the village area. He has owned this land for some time and initially thought that it would be rezoned as part of Ballina LEP 2012. As it was not he is now making his own enquiries. Issues of concern relate to the fact that he owns the 4 middle lots and he was uncertain whether the end owners would want to be a part of any rezoning.

**SUGA Area 5**

Owner of Lot comprising SUGA Area 5 indicated that the cost and uncertainty of initiating the rezoning process have prevented her from pursuing a rezoning in the past. Has been quoted \$38,000 by consultants to process a rezoning proposal for a 2000m<sup>2</sup> lot.

**SUGA Area 6**

Owner of Lot on corner of Bath and Pine Street indicated cost and uncertainty of rezoning process have prevented him from pursuing a rezoning. Property is currently on the market. Indicated he would be interested in Council taking a lead role to initiate the rezoning process.

annexure 15  
Independent Public Meeting Facilitator's Report



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## **Early Community Consultation for the Draft Wardell Planning and Environmental Study**

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Prepared for Ballina Shire Council  
by MikeSvikisPlanning  
26/06/2015

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## What we did

Council engaged MikeSvikisPlanning to chair three public meetings in Wardell (at the community hall) on 15, 16 and 17 June 2015. Each meeting commenced at 6.00 pm and was completed by approximately 7.30 pm. Each meeting was attended by two Council staff and the Mayor (Cr David Wright). The purpose of the meetings was to discuss planning and infrastructure related issues that may impact Wardell and to seek community assistance in the development of a vision for Wardell's future to 2035. Wardell residents were invited by letter and given a web site link to the Draft Wardell Planning and Environmental Study.

Three meetings were held to encourage smaller groups, that in turn would allow a better opportunity for everyone to have their say. Each meeting was a listening opportunity for Council. Council did not make a formal presentation about the Draft Wardell Planning and Environmental Study.

For those who could not attend the meetings, Council also undertook a web-based survey. The responses to that survey are reported separately.



## Who attended and what you said

Over the three nights 42 people attended the meetings. A summary of what people said is in Appendix 1. Almost everyone who attended spoke at some point. Prompt questions were used such as "Why do you live in Wardell?" and "What do you like or dislike about Wardell?" Meeting participants were informed there are no wrong answers and any issues relevant to the planning of Wardell could be raised.

The first meeting was mostly attended by East Wardell residents, the second by mostly old town residents and the third by residents west of the Pacific Highway. At each meeting, however, there was no restriction on which parts of Wardell could be discussed. Some absentee land owners also attended, although the majority were residents. Attendees represented approximately 6.5% of the 648 residents of the Wardell census district in 2011.

General discussion indicated the community were happy that Council wanted to speak to them. Quite a few had read the Draft Wardell Planning and Environmental Study and those that had were pleased that it was a good quality document, which was well researched. It provides a good basis for planning in Wardell.



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## Priorities and key themes

The following key themes became evident from community feedback at one or more meetings.

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### Highway bypass

A number of attendees were passionate in their support for the western bypass of Wardell (RMS approved route) and were very concerned that there was still discussion of the highway remaining on or near its current alignment, which cuts the town into pieces. Moving the highway out of town was viewed as a trigger for positive change for Wardell in terms of unifying the community, making it safer and more peaceful.

Another suggestion was that the western bypass intersection with Wardell Road was not a complete four-way (on and off in each direction) and this was not good enough for the Wardell community. Council support for a better interchange for Wardell residents was requested.

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### Highway underpass/disabled access

The link under the current highway from old town to west of the highway is not suitable for wheelchairs or prams. It is narrow and considered dangerous, and has poor sight lines. The community needs a proper, wide, shared path under the bridge to link up Wardell safely. This was a very high priority at all three meetings.

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### Urban design issues

All meetings raised issues that fall into the general category of urban design. Street beautification works for Richmond Street and the Sinclair Street/Bridge Street/Richmond Street intersection were discussed. This included gardens, parking, street trees (removal of camphor laurels suggested), footpath improvements and signage.

A good quality public toilet with disabled access was also a priority for some attendees.

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### A post-highway Wardell

Moving the highway would allow Wardell to reclaim its main entrance point. Removal of the RMS gravel dump would assist with entry beautification. A good sign indicating the heritage, etc, of Wardell would also be useful. This could be linked to a heritage walk and signage on buildings telling the story of Wardell's early years.

The river is a major focal point for Wardell and any work that enhances access to it would be wonderful. Parking is an issue near the main jetty. The small reserve could be a lot more family friendly and inviting.

After the highway is gone Wardell will start to grow if land is available for housing. Tourists will come here and visit if there is something to see and do. Grey nomads should be encouraged and could stay at the caravan park.

A tourist drive or bike ride could be promoted that starts and finishes in Ballina and follows River Drive through South Ballina and Empire Vale, stopover for lunch at Wardell and then back up the old highway and Pimlico Road to Ballina.



## Early Community Consultation Wardell

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Wardell could become an arts and crafts village. It could hold a regular market and/or a farmers market to bring interest and commerce back into town. Activity will hopefully encourage private investment in key buildings such as the Wardell Hotel, which is a classic heritage pub with an outstanding beer garden facing the river.

### Growth and change

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Wardell has reticulated sewerage and water, and for a long time has had a sense of community. It also has the basic structure of a village (school, shop, post office, petrol station, church, hall and pub). Wardell is a pretty river village, which the community thinks will grow and change for the better once the highway is gone.

One idea is that growth (residential and commercial) should be focussed away from the floodplain, on suitable land west of the current highway. The economics of land development is not adequate when significant roads, water and sewer extension are required. Basically, the cost of residential lot production is the same as or exceeds the sale price. This may change if the popularity of Wardell continues and existing properties increase in value.

The issue of the cost of rezoning land was also discussed and it was mooted that Council could absorb this cost. The subsequent question is whether Council absorbs this cost initially, but then passes it back to those that benefit from the zone change in the interests of fairness and user pays. In the end, the land purchaser (future resident) would pay the cost.

Another idea is that old town Wardell needs to grow through urban infill before new areas are opened up further away. One of the inhibitions to this is the extent of unmade roads in Wardell that, if upgraded by land owners, will absorb any profit from the land sales. Another is the water/sewer and section 94 contributions that are required by Council. Wardell cannot afford to pay what Lennox Head pays when sale prices are less than half. Whether Council is prepared to review charges for Wardell in order to stimulate its development is a policy and financial decision.

The current position by Council to not charge fees for secondary dwellings was not well known by attendees. Greater advertising of this opportunity (which will expire at some stage) could be a way to test interest in this form of infill development. Another inhibition to infill development is the prohibition of dual occupancy development on the large lots that exist in much of the current R2 zone in Wardell. If Council wants to slowly increase the population of old town then permitting dual occupancy would allow more families to own dwellings within walking distance to town, on fully serviced land. The floor levels to avoid flooding could be addressed on a site-specific basis.

Some attendees did not want to see lot sizes less than 400 m<sup>2</sup> because the larger lot size promotes the open village atmosphere of the residential areas.

Some would like to see more shops in Wardell and given Council has been an active developer in the past, it should consider building a small suite of shops and renting them out to promote better use of the commercial area of Wardell.

The community was keen to retain its local school and recognises that younger people have to live in Wardell for that to happen. Retaining and building on what they have got is the reason for supporting modest growth. A major land release was not supported by some attendees.



## What happens next?

This community consultation will be referenced in the Draft Wardell Planning and Environmental Study (WPES). The WPES will then be the basis for a future review of the zoning of the Wardell village area. It may also result in a review of Council policies such as water and sewer charges and section 94 contributions.

The feedback will also be considered by Council in relation to the funding of infrastructure and works in and around Wardell. The particular priorities suggested in this consultation (eg the disabled access/shared path under the bridge) are important when Council works programs are being considered each year.



## Appendices

Appendix A: Summary of feedback from three public meetings at Wardell



## WARDELL PUBLIC MEETINGS FEEDBACK

Meeting on Monday 15 June 2015 – Attendance 9 people (6 from East Wardell), plus Mayor, Mike Svikis, Suzanne Acret and Klaus Kerzinger

COMMENT NUMBER	COMMENT
1	Draft Wardell Planning and Environmental Study (WPES) is comprehensive and well researched.
2	<p>WPES should clearly state that the western Highway bypass of Wardell is approved by both NSW and Federal Government. There are a number of consent conditions to be implemented one of which requires the Federal Environment Minister to be satisfied that the impact on the koala in section 10 be mitigated to his satisfaction. Once that is achieved there are no further impediments to the highway being constructed as approved.</p> <p><i>(Officer comments: WPES to be amended to indicate that highway has been approved by both State and Federal Governments subject to conditions.)</i></p>
3	<p>Downturn in school enrolments at the Wardell Public school is not an indicator of poor village viability. Many people take their children to schools near where they work – such as Ballina, Alstonville, etc. Also downturn in enrolment might have to do with poor school appeal (without offending teaching staff) as we know that Empire Vale school is actually well attended.</p> <p><i>(Officer comments: Empire Vale school has also suffered from declining enrolments over the past 5 years.)</i></p>
4	Wardell is well serviced by nearby centres such as Ballina, which is only 15 mins away, so again lack of services in the village is not an indicator of poor village 'health'.
5	Wardell economy is not currently reliant on the Highway, if anything, the highway has been a detriment to the village growth. Once Wardell is bypassed, I believe it will flourish.
6	<p>Improved connectivity of the 4 quarters the village is split in should be part of the strategic development of the village. Starting with the disability access to the north of the river safely connecting east to west.</p> <p><i>(Officer comments: Study to be amended to specifically reference the boardwalk / disabled access proposed by the Wardell and District Progress Association.)</i></p>
7	<p>Particularly support for many of the Blue sky ideas detailed in chapter 11, specifically points 1 to 5. Suggestion No. 4 (developing a cycleway from Ballina- South Ballina, Wardell, Pimlico and back to Ballina) supported. This should also be a scenic route for cars (not just bikes) and should be promoted as a tourist attraction. All we would need would be lunch at a refurbished Wardell pub.</p> <p><i>(Officer comments: These ideas will be detailed in the report to the Council. It has been explained at the meetings that they have no specific status at the</i></p>





## Early Community Consultation Wardell

COMMENT NUMBER	COMMENT
	<i>present time and have been included to stimulate discussion.)</i>
8	Because of good internet access (ADSL 2) there are several businesses run from home offices- these should be included in the study. For instance I run an environmental impacts assessments consultancy from home (Land & Fire Assessments Pty Ltd) and my neighbour runs an immigration services consultancy also from home. <i>(Officer comments: Study to be amended to indicate good internet access has provided opportunities for home based work.)</i>
9	Born into the area and still love it 74 years later. Population is very stable in the sense that people live here a long time, sometimes their whole lives. People in this meeting had lived here 74 years, 71 years, 35 years, 'a long time'. The shortest residence time in this meeting was 12 years. This mirrors the situation that was noted in 2002 where there is a large 'core' population that is very stable (although of course, some movement from time to time).
10	Wardell is affordable, grew to love Wardell as a friendly town with a good sense of community and relaxed life style.
11	School children walk across bridge from East Wardell to Wardell to catch the school bus to Alstonville or Ballina.
12	Property information in WPES is a bit dated could it be updated? 14 houses sold in the past 2 weeks.
13	Rental returns are high compared to sale prices and this is driving investment in Wardell.
14	Pacific Islanders come to Wardell on short term working visas for employment in the cucumber and lettuce farms in the area. They are considered to be a very reliable source of labour. A mini bus transports the workers to and from their share homes in Wardell to the farms.
15	Cane farms only provide seasonal labour opportunities. At harvest time contract plant hire used. Professional fishing around Wardell is mainly for prawns.
16	The highway is the biggest dislike. It is not safe to turn across highway due to volume and speed of traffic. B doubles are a problem. The highway is also very noisy.
17	Foreshore around the pub should be improved. The jetty is great but need better access via boardwalk from the wharf to under the bridge is required to provide for disabled access and a safe off road pathway.
18	More footpaths and kerb and gutter are required.
19	Difficult to utilise the foreshore areas. Need for publicly accessible foreshore lands.
20	Won't make any difference to the town – it won't create problems.
21	Will improve village amenity.
22	All the bypassed towns are prospering.
23	Wardell not economically dependent on the Highway.
24	Low key positive tourism – bike rides, historic trail through the old town.
25	Markets are a good way of introducing more activity into the town.
26	Flooding not that big an issue. The 1954 flood was bad because a cyclone off the coast stopped the flood water getting out. Flood waters rise very slowly in Wardell and there is plenty of time to evacuate.



COMMENT NUMBER	COMMENT
27	Current flood controls are supported including the non-filling solution within the northern side of Wardell.
28	Try and remove the uncertainty and cost associated with the rezoning process for the existing SUGA areas. SUGA areas generally supported as being most appropriate for village expansion. These areas should be retained but the risks associated with the rezoning process should be removed.
29	Don't take over the local sports reserve.

Meeting on Tuesday 16 June 2015 – Attendance 21 people (majority from Old Wardell), plus Mayor, Mike Svikis, Suzanne Acret and Klaus Kerzinger

COMMENT NUMBER	COMMENT
1	Village atmosphere, safe community, everyone knows each other, wheelchair accessible except under the bridge, has that river feel, quiet little village away from everything. Like the pie shop and it has a petrol station.
2	Very central (beach and Ballina), came here to retire, affordable country town and accessible, no social problems a very safe place to live. 'Best of both worlds', good little shops including the beauty salon and takeaway.
3	Lots of self-employed people and home based businesses. This is not reflected in the draft WPES.
4	There is more work available locally than workers eg lettuce farms.
5	Worked in Ballina for 30 years, don't mind the commute, driving time used to settle down.
6	B doubles, air brake noise, car horns for slow drivers.
7	Poor access between northern and southern parts of the town, dangerous road access under the bridge. Visibility when approaching the underpass is difficult – can't see other cars or pedestrians until you are actually on it. Footpath unsuitable for disabled.
8	Nothing done since bridge was built in 1964 to make the two sides of the town accessible (either side of the Highway).
9	Patches Beach is not wheel chair accessible due to bollards that have been installed on the pedestrian beach access.
10	Lack of police in town would like to see a full time police presence for peace of mind.
11	Better transport to Ballina. There is only one bus per day and the community bus on Wednesdays.
12	Lack of a good public toilet in town with disabled access. Pub does not like people using the toilet if they are not patrons.
13	Reasonable progressive growth. Not too much land released at the same time.
14	Freehold land suitable for development is fragmented. Cannot get economies of scale to reduce cost of land development. Need Council help for land releases.



## Early Community Consultation Wardell

15	Council's contributions are far too high for a place like Wardell. Even a duplex costs you \$31K plus.
16	Nothing new in Wardell for a long time because it's uneconomic. Won't ever attract a significant developer.
17	Sandalwood caravan park considering providing additional over 55 housing opportunities. This is on hold now due to uncertainties with the location of the highway.
18	Land in most areas of Wardell is very easy to develop due to it being flat and the sandy soils. Also we have good existing infrastructure like water and sewerage. It should not cost as much as it does.
19	Why do we have to pay s94 contributions which include sporting fields at Lennox Head.
20	Council does not provide consistent information as to how much land filling is required in Wardell.
21	What has happened to the proposal for 300 lots behind the golf course?
22	Council should be encouraging two houses for each lot. Why can't you have a duplex on residential land?
23	Wardell does not need 200 new lots what it needs is slow gradual development. A few more houses here and there.
24	Disappointed the meetings only limited to Wardell there are issues in the rural areas as well. Council should be allowing dual occupancy development in the rural areas like Lismore and Byron.
25	We need to know what will happen with the Highway before people are willing to invest in the town.
26	Wardell needs to be developed around the river. The river is the magnet for development. Old town is where it needs to be focussed before more major land is released in the west.
27	Land should be set aside for new shops and strategies put in place to build shops to cater for needs of current and future residents. (No general support for setting aside land behind existing shops for future shop related development.)
28	Council has a responsibility to spend the same sort of money as its spending in Ballina, Alstonville and Wollongbar on Wardell. Council needs to take initiative and spend money on Wardell.
29	Richmond Street needs to be resealed, new footpath required from the town centre to the Catholic Church. Beautification works also required and camphor Laurel trees which are destroying the existing footpath should be removed.
30	Council does not follow up landscaping work. The work needs to be maintained as well.
31	When is the next section of Pimlico Road going to be resealed. This old section is dangerous, narrow and full of potholes. It needs to be reconstructed like the other sections. Drainage is poor also.
32	Most people in the village go to other centres to shop. More shops is not a priority.
33	All of the alcohol free signs are now out of date. These signs need to be removed or updated.
34	People are camping overnight under the bridge near the park. What can be done about this free camping? Do we need a grey nomad camping area?



35	Can something be done about all of the unmade roads in Wardell so that people can get access to their lots. If Council put the roads in the lots would be developed.
36	River side of Pine street should be left natural.
37	Footpath needed from Pine Street to Lindsay Crescent.
38	Need a floating pontoon at boat ramp

Meeting on Wednesday 17 June 2015 – Attendance 13 people (majority from western side of Pacific Highway), plus Mayor, Mike Svikis, Suzanne Acret and Klaus Kerzinger

COMMENT NUMBER	COMMENT
1	Village atmosphere, beach and river, well priced land and a lot quieter than other built up areas.
2	Very close to Ballina, bought knowing highway was going to be relocated.
3	Community feel with everyone knowing their neighbours.
4	You can go to the pub and get to know everyone straight away.
5	Grew up here and wanted to come back to retire near my family
6	Great to have the underpass as it allows you to get to the other side of town without crossing the highway. (acknowledge improvement of highway safety after approval 100km down to 80km through town)
7	All we need is a little shopping centre so we don't need to drive to Ballina. Maybe on the west side out of flood.
8	Change in Council policy related to contributions. \$38K in contributions for an extra lot in Lennox where land is valued at \$500K is fair enough but not for Wardell where land is worth \$150K.
9	What's happening with the old tip site in Wardell Road?
10	Better access to services for older people so they don't need to go to Ballina for everything eg medical and pharmacy.
11	No high density housing or tall buildings. Sensitive development that blends in with the existing historic nature of the town. We have lost so many villages to insensitive development.
12	Different socio economic groups with no concentration of any one group.
13	Need a central market place and something by the river where we can have a BBQ. Community focus point. Hotel could be part of it too. Can we get some more waterfront land back into public ownership?
14	Wardell needs to be promoted after the highway bypass as the first river town.
15	The area around the jetty is too small more parking also needed there – no room for it at present.
16	The old bank building could be turned into a restaurant.
17	Pedestrian link improved from the wharf to under the bridge.
18	Clean up of the RMS truck parking area on the corner of the highway and Carlisle Street. It's still used for materials storage and is an eyesore at our village entrance.
19	More visits from the Richmond Princess.
20	Markets maybe at the recreation ground. Farmers markets could work.
21	Shops should all be out of the flood zone.
22	Interchange with the relocated highway and Wardell Road needs to service both directions not just one.



## Early Community Consultation Wardell

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23	Arts and crafts precinct in the area around the hotel. Ulmarra is a perfect example of what could be achieved.
24	More opportunities for dual occupancy on large lots within the existing village area.
25	Heritage walk with signage needed. Truck stop has a great example of good signage.
26	Pharmacy, doctor and newsagent in a small shopping centre.
27	Don't support lot sizes less than 400m <sup>2</sup>





***ballina***  
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