

**From:**  
**To:** [Flood Inquiry](#)  
**Subject:** Our flood story really begins in Nov 2021  
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[18486eb3a5ac5cc325c127f8bc3c7601\\_Discussion\\_paper\\_-\\_Land\\_Use\\_Management\\_Strategy\\_Review.pdf](#)

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To Professor O'Kane and Mr Fuller,

Please find, what really is only the beginning of our flood story attached. Our story is quite long and winding, and still is ongoing as our future is still very uncertain.

My husband and I attended last night's meeting via zoom and I appreciate that you took the time to listen to the Lismore (and surrounding) people. Whilst I agree with a lot of what was said and heard the common concerns &/or themes, my biggest questions are more related to the Review of Lismore's Land Use Management Strategy.

The road ahead is already uncertain and so very unclear. There is little government support, and because we are insured it appears that we are also not as deserving of government support. YES WE ARE! Our government is supposed to keep us safe!!!! Whilst flood mitigation, improved communication, early warning systems and rebuilding might be helpful in the future for some. What about us over in South Lismore!!!!? The Review of Lismore's Land Use Management Strategy paper (attached) speaks to de-populating North & South Lismore. The statistics speak for themselves > 675 residential damaged homes in just the South Lismore alone. (I actually believe these figures are worse than currently stated knowing my houses full assessment is not being carried out until the 10<sup>th</sup> of May)

I want to know how we will be supported navigating a potential land swap or buy back and how we do this in partnership with our insurer? I want to know where ever and whatever we rebuild - we will be safe. The paper talks to the levee, whilst protecting the CBD, ensures worse impact for South Lismore. It also talks to more frequent and larger events to be expected in the future. How are the government and the local council going to step up and support us and help us navigate this nightmare??

More than anything I want as much support as possible, and I will not sit and be quiet whilst waiting!!!! I have written to many senators and MP's, the Prime Minister and the opposition, asking for direction and advice on how we move forward. I can tell you of all the letters, I have had one half hearted reply and one telephone call (of which was helpful – Thankyou Janelle Saffin). We need to know what to do next. We need to have a timeline – an idea of how long our lives are tipped on their heads. We need to know where to go to get the answers we need. We need decisions made NOW!!!!

I will remain active in our plight for support and direction. Please let me know if you can provide any additional advice, on how I can be involved to gain traction in what needs to be done.

Thank you for reading our story.

Regards

Ph:  
Of:  
South Lismore

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## Our Flood Story

–

of

South Lismore

### Part 1

Our flood story really begins in Nov 2021, when we took, what we thought was an educated gamble to uplift our lives and move to the heart of the Northern Rivers - Lismore. It was initially a three-year plan, but we soon fell in love with Lismore and the people, and the *oh so special* feeling that our little block of paradise brought us @ **South Lismore**. Maybe it was our forever home. 2017 was a one in one-hundred-year flood, right? Maybe we would live out our days here uninterrupted...?

We laughed and said that Lismore was the home of the rain cloud – so much rain, it rained for what felt like weeks with little breaks. All whilst we were reassured by locals that this was nothing, and we had nothing to worry about. But the rain kept coming and over the weekend of the 25<sup>th</sup> of February we did wonder whether we were just newbies over thinking it or did we actually have something to worry about? The river was rising, but of course, we were just over thinking it. So, I left, flew to Newcastle to see friends and to work, with a plan to return home the following weekend. Nothing to worry about it. How wrong we were!

Sunday the 27<sup>th</sup> the rain kept coming, as a newbie and being directed by our neighbours, (my husband) moved anything of value from downstairs to upstairs. It was going to be safe there. If the water rose, it would only damage anything underneath. Between him and my neighbour, they moved each other's belongings to higher levels and drove our cars to higher ground. The water might rise but everything of value would be ok. So we thought!

& I were in contact the entire time, from Sunday lunchtime onwards. Checking in with each other making the decisions together. Planning for the worst, hoping for something mediocre. As it turns out, it was to be something unimaginable.

We hadn't been there for any flood before so we were highly anxious and not sure how much we should listen to those experienced. Our thinking 'this will be shit, but we'll be ok'. As the texts rolled in from LCC and the SES, with updates and water levels rising our anxiety grew. I was stuck in Newcastle, and my family and everything that mattered to me was in South Lismore – I felt helpless, scared, and sick. I paced my motel room and in between speaking with Mitch, was calling friends in tears.

At 12.27am on the 28<sup>th</sup> of February we got the message "LISMORE IS ISOLATED. FOR YOUR SAFETY EVACUATE TO HIGHER GROUND IF SAFE TO DO SO". I sent a message and called him, grab the box of our most precious belongings and documents, (my daughter) and the dogs and go! I was so scared, and I wasn't even there. With so much bravery and without a second thought, and got the dogs and our bird, a backpack each and a few worldly possessions, waded through already ankle deep and flowing water to the car, and drove in the water and dark to higher ground, with the directions provided by the police manning roads. Throughout all of this my daughter, experiencing this firsthand, was reassuring me on the phone that everything was going to be ok. Her bravery amazed me and still bring tears to my eyes.

They crossed the river at 1.37am and by 2am it was closed. It was a close call. They made it to the UNI evac centre and just waited. Whilst waiting our neighbour called poor at about 3am to tell him to call the SES for her, the water was coming into the house, and she was scared. She could hear things

**Commented [MA1]:** Note that, the afternoon of Sunday the 27<sup>th</sup> the SES knocked on our door and spoke to . He asked for advice about whether to leave, their response was that they could not give advice, but they were expecting something similar to that of the 2017 flood.

**Commented [MA2]:** There has been a lot of criticism about the notice and information coming through – whilst it could be improved for future events, we felt informed enough to make the call to leave. We have wondered if we did this due to having not experienced a flood here before, and others were expecting what had occurred in the past only.

**Commented [MA3]:** Turns out she and other neighbours were stuck on the roofs for up to 16 hours in the dark and rain with their pets and little help. One neighbour had to paddleboard to a family across the road and with her bare hands tear the tin sheets from the roof so that this young family could escape the ceiling cavity. SES wouldn't take people with pets, it was locals in boats that eventually saved my neighbours.

hitting under the house. There was nothing he could do. How helpless he must of felt. *(that's his story to tell)*

The night turned too day and            and            were able to find refuge with            friend            for a few hours in Goonellabah. A hot shower, a place for the dogs to be out of the car and a place to reset. Bearing in mind –            had a goal to get to me and get our family and dogs to permanent safety. The road out was currently flooded and blocked, but he didn't give up hope.

Monitoring the tides and continuing to check the roads, (as the Ballina exit was under water and closed) Mitch and my family got out. They were heading to me in Newcastle – they were alive and safe and soon to be in my arms.

Whilst waiting for them, of course I was glued to the news and in shock about what was happening to the place we had come to love, and the devastation being brought to the lives of those within it. This was devastating. Thank God it wasn't my family sitting on roof in the rain waiting for help. Thank God our fear made them leave. Thank God!!! In the pit of my stomach, although what really mattered was safe, I knew that all we had worked hard for, all that we had done to create our haven – our HOME, was lost. It is a gutting feeling, one I never want to experience again.

,            and the pets finally arrived. It felt like forever for them to arrive. I was so relieved to have them all in my arms again. The tears fell, we held each other tight – we had each other!            tells me, he never wants to see that look on my face again. I was devastated & scared. What was yet to come, was still unknown. Over the next day, helplessly we were glued to the news. Grieving for our beautiful city and the people within it! **Steve Krieg** – our mayor – he deserves a call out here. What a guy – supporting our community every step of the way, even though he and his family were/are experiencing the same amount of loss as so many of us.

We spent coming days organising our family, where we could all stay & where our dogs would be ok whilst we sort of whatever was store for us. During this time the love and support of our families and friends kept us going. Oh, my beautiful friends and family – **SUCH LOVE!**

The 4<sup>th</sup> of March, we packed the car with water, petrol, and cleaning supplies. With the few personal belongings we had left, we drove home – nothing could prepare us for what was once our beautiful home – our piece of paradise.

## Part 2

It was long drive back to the Northern Rivers. One that also required multiple detours as so many roads were closed. We drove through Casino and started heading towards Lismore, some of the damage started to appear. On the lower side of Casino people were pulling ruined carpets and furniture items from their homes, but it looked manageable. Maybe that's what we also had in store for us? That was certainly not the case.

We headed into Lismore through the south side down Caniaba Road and onto the Bruxner Hwy. As we drove down and overlooked our city, we could see what I can only describe as a brown mess. We headed past the airport and there were planes in trees, upside down. Any fence that had survived was covered in debris, cars overturned, washed up, some on top of others. We headed to where had left my car, on 'higher ground'. We drove into the carpark, and like all the others in there, my car had been submerged. My beautiful car was full of mud, still wet and smelly. Parked next to all the

'new' cars from the Mazda dealership – none of them had a chance. So, we lost a car, so insignificant in comparison for what was yet to come – we weren't ready for what we were about to see.

As we drove down our street in seemed unreal. Like something from another world or a movie or something not of this world. Piles of people's lives had already started mounting out the front of their houses. Mountains of people's lives covered in brown sludge. As we drove and looked around, beyond the mess, were our neighbours. Each one of them looking defeated, tired and many in tears. Our anxiety was high as we braced ourselves for how our home had held up. We stopped in our driveway. Our happy place looked sad. Clearly the mud level was at our second story ceiling level, front windows were broken, our front yard and trees filled with some familiar, and also foreign furniture and debris. We didn't know where to start.

The first thing to take us by surprise was our hard wood day bed, weighing about 300kgs, sitting in the middle of our front yard. This was originally on the back deck. My office furniture in our front tree, random shoes, and handbags, strewn across the yard – and the mud. It hadn't left anything untouched. We went around the back, and what once of little piece of paradise, a garden we had worked hard in, and our fruit and vegies – ruined. Trees down and logs and debris that did not belong to us had stopped in our yard. Any fence that had survived covered in long grass, dried in the direction that of the current that had covered all this just days ago. Also, little studio, that she had recently painted (creating memories with her Pa in the process) and decorated, now full of mud, the ceiling lost and certainly no longer looking like her little sanctuary.

Deep breath, as we headed up the back stairs across the deck and through the back door. Nope, we weren't ready for it. Opening the door and looking in, it resembled a sight like someone had picked up our home, shaken it wildly and covered everything with dirty water and mud. The mud – it was through and on and in everything. It didn't miss a spot. We loved our home, we loved and were proud of what we had achieved in just four short months – we felt gutted. It was overwhelming. An overwhelming feeling of sadness, loss, and disbelief. We sobbed as we waded through the muddied mess that once resembled our house.

From outside I heard it "whoop whoop". The known call we had with our neighbour when calling each other to the back fence. I literally ran to her, and we hugged and cried. She had been through so much. Her story is so much more tragic, having not escaped the water and being rescued from her rooftop after being stuck here for 16hrs in the rain with her dog – what she must've seen (but that's her story to tell). Recovering from the group hug, none of us knew what to do next. We hadn't even started the clean up and we were all exhausted.

We started with checking on our most valued items, our photo albums, my crystals, jewellery and guitars. Some photos survived, some where lumps of paper mache. Some crystals and jewellery were located, needing a wash. But sadly, not one of guitars were ok. Him finding these was the moment I remember him breaking for the first time. He had been so stoic, my rock. But his guitars held all his memories and loosing them hurt. That the look I never want to see on his face again.

That afternoon we left, feeling defeated, a little broken and extremely sad. This was a lot to take in. We took a few treasures to our emergency accommodation and 'tried' to get some rest. Sleep was something I was going to have to learn to live without for weeks to come. Insomnia certainly set in.

**Commented [MA4]:** The vision and feeling of what we were hit with is too deep to describe. It hurt so much. We are in our forties and have both lived harder lives. Both hard workers this was our first home together and loosing it is too much to bear. Emotionally & financially.

**Commented [MA5]:** How fortunate we were to have accommodation. So many left with no-where to go. This included many of our neighbours. There needs to be somewhere – beyond an evac centre for people to stay and feel safe.

### Part 3

So, we turned up to the house the morning of the 5<sup>th</sup> of March with a mammoth task ahead of us. Dad had arranged for my sister and her partner and, of course Dad to arrive and help us for the day. I feel like I keep using the word overwhelming, but it was. Where did we start? We first just wanted to make the house and rooms accessible. In the main bedroom the bed and mattress has moved to a position where it was blocking two doors, so Dad & [redacted] thought they'd start there. They could barely move our completely sodden mattress, let alone get it outside. This was going to be a long day. To be completely honest, a lot of that day is a blur... It was hard work, emotional, depressing and exhausting.

A-mid us trying to sort through the muck, a man appeared at our door and asked if we would like some help. Before that moment we had been determined to not take help or charity, like we could manage it all on our own. That thought is now so laughable. There was no way we were doing it all or getting through this without ALL the love and support that has been sent our way. Again, thank you is not enough!

Anyway, back to [redacted] – the man at our door. I looked at [redacted] and then looked back to [redacted], 'yes please'. He then announced he had a group of 8 people with him to help. They all walked in and were given the instruction from [redacted], to treat our belongings with respect and too as much as possible check with [redacted] or I before they dis-guarded anything. Can I just tell you – those young adults were amazing and will never be forgotten by [redacted] or I. They worked so hard, got so dirty, gave us love support and empathy throughout the entire day, hugged us when we needed it and at times even made us laugh. Truly – angels. I can't remember all their names - [redacted], [redacted], [redacted], [redacted], and gang from Byron Bay, thank you from the bottom of our hearts.

So, the real work was now in full swing, lifting and moving mud-soaked furniture and our belongings to the front street. The pile grew and so did our sadness. Team Byron, my Dad, Mitch, Ben and myself worked so hard – lifting, pulling, carrying, sifting – trying to get as much of the damage out of our house. It's hard to describe what it's like losing everything, but then also seeing your life and all you treasured in a big dirty pile. That day is a very sad-blur but also hard pressed in my mind. It's a different grief, one I wished we didn't have to endure.

### Part 4

After that we went and stayed at our emergency accommodation in Byron Bay. It sounds so flashy doesn't it – wow we got to stay at 'Byron'. Let me tell you we rarely left our little apartment, we missed our home, our daughter, and our dogs. We spent many days crying there and trying the best we could to move forward. Those days seem like a really distant memory because everything was so surreal.

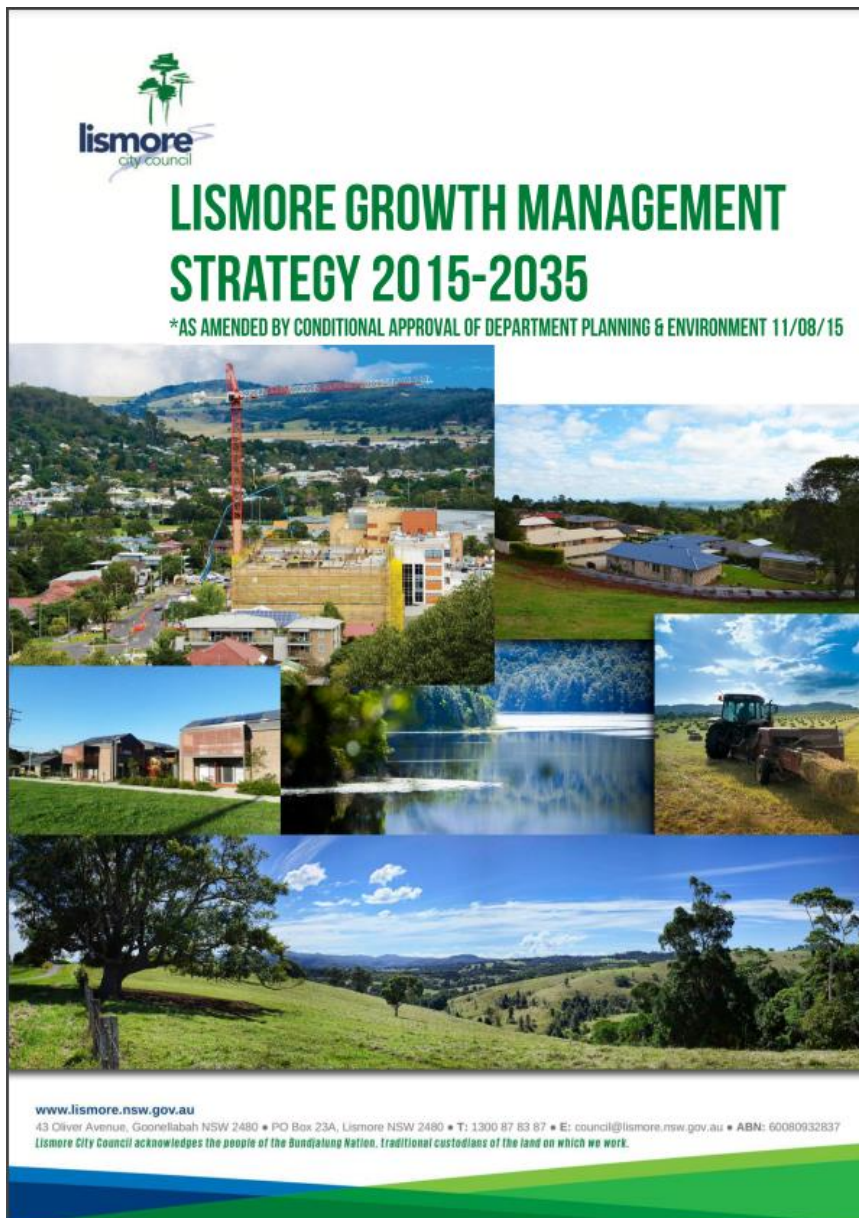
We had taken a few photo albums to try and salvage and some special items that we had kept that were our children's when they were babies, but it was hard to work through all of it – the smell. If I never smell flood mud again, I'll be ok with that. During these initial days I also worked hard to try and find us more permanent temporary accommodation. Knowing the road ahead will be long, I wanted to ensure we could find a place to have our dogs with us also. I wrote emails to what felt like every real estate between Yamba and Tweed Heads trying to find us somewhere to go. Finally – BINGO – we got a call that we had been successful in securing a property in Goonellabah. I broke into tears and thank yous. We were so fortunate in comparison to others. My heart still breaks for people, still without proper accommodation all these weeks later.

**Commented [MA6]:** Our home claim was lodged the day after the first main event. Not an insurer in sight to help with any of the clean-up. There needs to be a better response for those of us fortunate enough to have insurance. For those of us paying exorbitant premiums we deserved their help. I will note here – that contact was not made directly from my insurer AAMI to me until the 27<sup>th</sup> April 2022 – 8 weeks and two days after the event. This is NOT good enough!

**Commented [MA7]:** Again, whilst my insurance policy is meant o assist with this – no help – no calls – no nothing from AAMI. Any contact was initiated by me. My so-called Claims Manager was never available, and to this day I have not heard the voice of the CM first assigned to me.

# Review of Lismore's Land Use Management Strategy

## A Discussion Paper on Growth and Rebuilding in Lismore.



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### **Abbreviations & Acronyms**

<b>AHCS</b>	Affordable Housing Contributions Scheme
<b>AHD</b>	Australian Height Datum
<b>DA</b>	Development Application
<b>DPE</b>	Department of Planning and Environment
<b>EP&amp;A Act</b>	Environmental Planning and Assessment Act 1979
<b>ERP</b>	Estimated Resident Population
<b>GMS</b>	Growth Management Strategy
<b>LEP</b>	Local Environmental Plan
<b>LSPS</b>	Local Strategic Planning Statement
<b>PP</b>	Planning Proposal
<b>RLSC</b>	Rural Land Sharing Community



## Executive Summary

The Lismore Growth Management Strategy 2015-2035 (GMS) is a key strategic planning document that identifies land for future residential, commercial and industrial use. It was due to be reviewed in 2022 and incorporated into *Inspire Lismore 2040* which is a relatively new document required under the *Environmental Planning and Assessment Act (EP&A Act)* and adopted by Council in 2020.

The floods that hit Lismore in February and March 2022 caused untold physical, social and emotional damage to communities in the affected areas. Rising temperatures are predicted to significantly increase the likelihood of more frequent and heavier rain events leading to more frequent and severe flooding. This requires a complete re-think about how we plan to rebuild a regional city located at the convergence of two rivers. There can no longer be a 'business as usual' approach to planning for Lismore. Rather, it is time for big ideas about how we can adapt, mitigate and live with the flood risk so that we are not endlessly repeating the same heartbreaking clean-up processes.

The aim of reviewing our land use planning documents now is to set a strategic direction for growth and rebuilding in Lismore and to ensure that in the long-term there is a suitable supply of land available for new and existing businesses and a suitable supply of flood-free residential land. This document also identifies land that is available in the short to medium term.

This discussion paper presents some broad brushstrokes for how Lismore can build back better. It recommends that in the short to medium term (0-10 years) we protect and "de-risk" the CBD through mitigation measures and that we "de-populate" other more vulnerable areas. Ideally this would be through a 'land swap' program for eligible residents in North and South Lismore, whilst house raising and other flood protection measures will be encouraged. This paper also recommends the rezoning of new flood free industrial land at Goonellabah and that preliminary feasibility and design work is undertaken for the creation of a new commercial centre on the golf course land at East Lismore. **All of this will require significant and ongoing support from both State and Federal Governments.** At the time of writing the Northern Rivers Reconstruction Corporation had just been announced and Council aims to work collaboratively with this new agency and will also play an advocacy role to other levels and sectors of government as required.

The recommendations at Section 7 also include an expansion of the medium density 'health precinct' around Lismore Base Hospital and a new medium density precinct at East Lismore are also proposed, along with potential height increases on land zoned for mixed use development near the Northern Rivers Football Academy. The introduction of an Affordable Housing Contribution Scheme is also recommended. This is a mechanism in the EP&A Act that allows Council to levy developer contributions from landowners who benefit from an 'upzoning' of their land that is used to provide new affordable housing.

Council is seeking feedback on the recommendations made in this report from landowners, business and industry and the general Lismore community. All feedback received will be considered by strategic planning staff and addressed in a report to Council. Once adopted by Council, maps identifying future growth areas and any related recommendations will be added as an addendum to the *Imagine Lismore 2040* Local Strategic Planning Statement (LSPS).

# 1. Background

## 1.1 What is the Growth Management Strategy?

Council adopted the Lismore Growth Management Strategy 2015-2035 in May 2015. The Growth Management Strategy (GMS) identifies land that is potentially suitable for future housing, commercial and industrial purposes to accommodate future population and employment growth until 2035. It is a key strategic document as it ensures development is planned and located in areas that have minimal constraints and can be serviced with necessary and appropriate infrastructure. It does this by defining the community's preferred pattern of settlement and identifying areas that are constrained for development or are resource areas, such as prime agricultural land, and need to be retained for that purpose.

Identification of land in the GMS precedes site or locality specific applications to rezone land, often from a rural zone to a residential or other urban zone, but also from one type of urban zone to another, for example, a general residential zone to a medium density zone.

## 1.2 Why review the Growth Management Strategy?

A periodic review of the GMS is recommended every 5 years with the aim of monitoring the requirements for new land and ensuring there will be a sufficient supply to satisfy forecast demand. This review timeframe allows for consideration of population change, new land constraints mapping and data and new Council strategies (e.g. the Local Strategic Planning Statement requires consideration of climate change risks in the review of the GMS).

In 2020 Council adopted *Inspire Lismore 2040*, its Local Strategic Planning Statement (LSPS) as required by Section 3.9 of the *EP&A Act*. The LSPS sets out Councils' 20 year vision for land use planning and reflects the community's priorities in regards to economic, social and environmental matters. The LSPS reflects a range of other Council and regional strategies and sets out 14 Planning Priorities that will guide the future growth and character of Lismore.

Upon completion of this review, maps of future growth areas will be incorporated into the LSPS which has superseded the GMS as Council's principal strategic land use planning document. Legislation stipulates the LSPS is reviewed every 7 years.

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

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

### 1.3 Post flood considerations

It has been calculated that 3045 residential, commercial and industrial buildings were directly affected by above floor inundation when the catastrophic flood event hit the region on February 28, 2022. It caused untold physical, social and emotional damage to communities in the affected areas. Lives were lost, hundreds of millions of dollars of critical infrastructure was damaged, thousands of people were made homeless and thousands of businesses were impacted. There has also been a litany of environmental disasters from landslips to polluted waterways and downstream fish kills, to the 70,000 tonnes of waste sent to landfill. Then on March 30 another major flood hit the town, compounding and exacerbating these impacts on an already traumatised city.

Lismore was built on the convergence of two rivers in the mid-19<sup>th</sup> Century as a way of transporting the high value timber that was at the heart of its early settlement and development. As a consequence, the town centre and adjoining residential areas are susceptible to regular flooding as shown in the graph below. The February 28 flood peaked at 14.4m AHD, well above previous flood peaks of 12.27m (1954) and 12.15m (1974). The March 30 flood peaked at 11.4m AHD. The Probable Maximum Flood (PMF) for Lismore has been modelled at 16 -16.5m AHD. As the atmosphere warms it holds more moisture which will significantly increase the likelihood of more frequent and heavier rain events leading to more frequent and severe flooding.

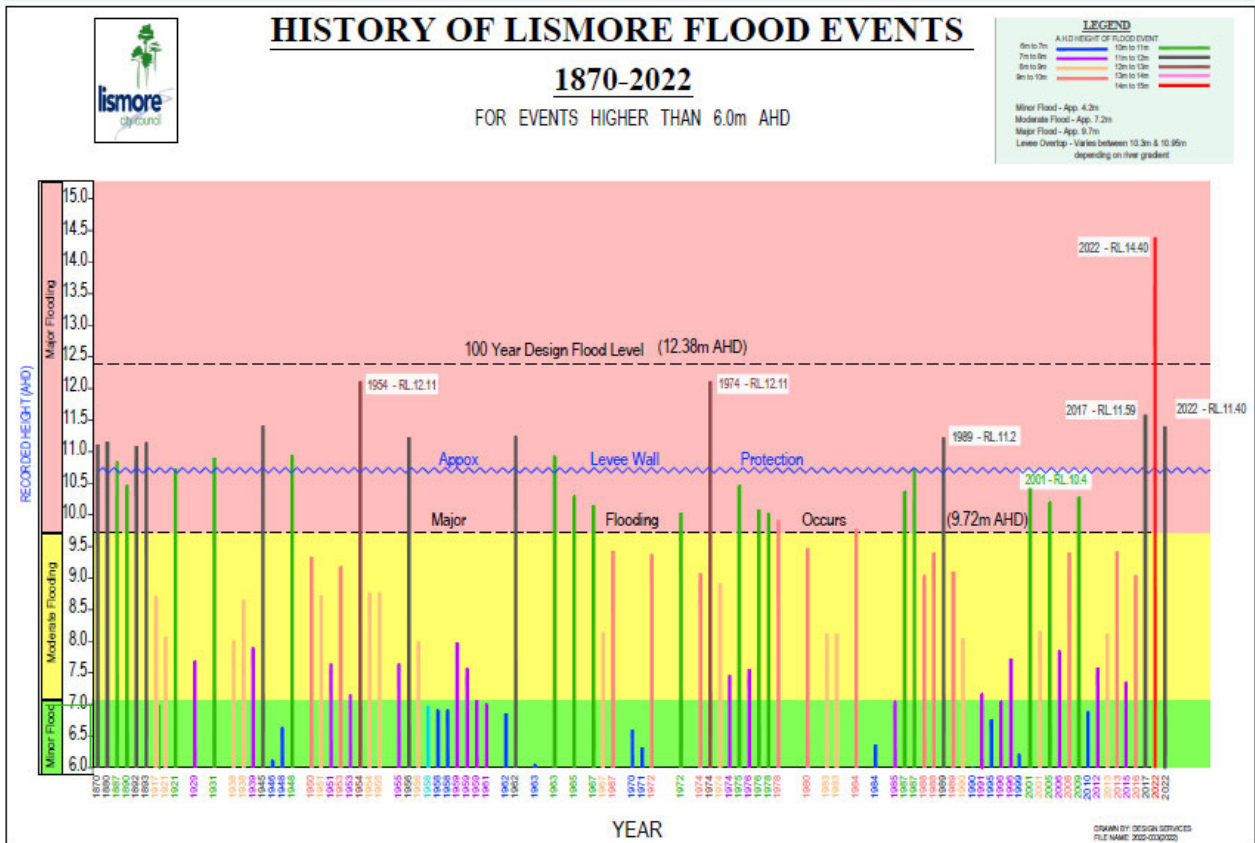
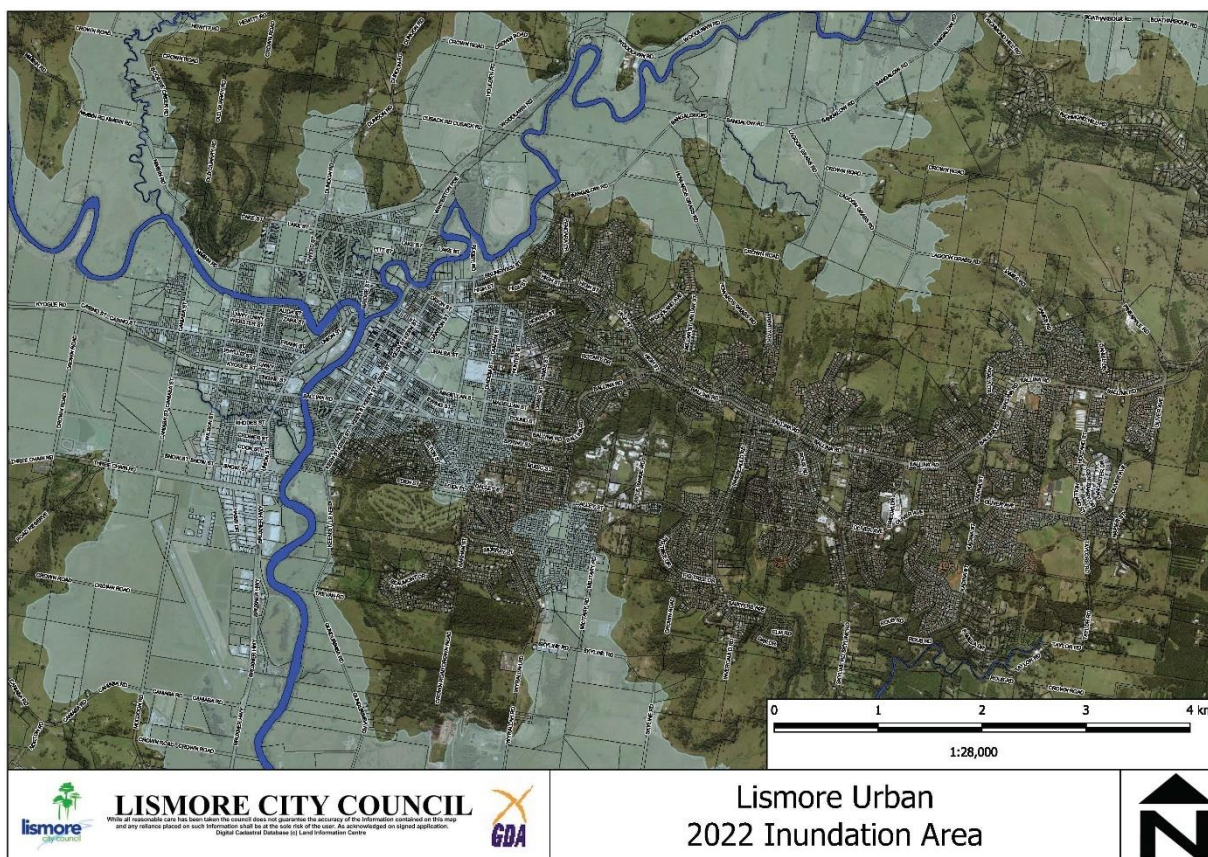


Figure 2: Lismore Flood Heights through the years



**Figure 3: Lismore Urban Inundation Area, February 28, 2022**

An earlier version of this discussion paper was scheduled to go out for community consultation in early March. But Lismore is not the same place as it was prior to the February and March floods. There can no longer be a ‘business as usual’ approach to our planning. It is time for big ideas and to rethink how we can adapt, mitigate and live with the flood risk so that we are not endlessly repeating the same heartbreaking clean-up processes.

As a regional city with an urban population of 27,650 Lismore plays an important role in the Northern Rivers region. It is a centre for jobs and high-level services, particularly in the health and education sectors, as well as providing regionally significant sporting and cultural facilities. This discussion paper proposes a series of long-term planning strategies that will underpin the growth and rebuilding of Lismore into a regional growth centre - the beating heart of the Northern Rivers. All of the recommendations in this discussion paper will require significant and ongoing support from both State and Federal Governments. Lismore must grow and change because the alternative is that it may die, and it is too big to fail.

### **1.4 Purpose of this Discussion Paper**

The aim of reviewing our land use planning documents now is to set a strategic direction for growth and rebuilding in Lismore and to ensure that in the long-term there is a suitable supply of land available for new and existing businesses and a suitable supply of new flood-free residential land.

This discussion paper presents some broad brushstrokes for how Lismore can build back better. It recommends that in the short to medium term (0-20 years) we protect and “de-risk” our most valuable asset, the CBD, through mitigation measures, and that we “de-populate” other more vulnerable areas. New residential land release areas and higher density

developments in existing residential areas unconstrained by flooding will need to be accelerated, as well as ensuring there are provisions for the delivery of affordable housing. New areas of flood-free industrial and commercial land are also required. In the longer term (20+ years) the building of a new flood-free commercial centre should be undertaken, with planning to commence in the short term.

This paper also provides information on what has occurred since the GMS was adopted in 2015 including the amount of land that has been rezoned and the lot yield realised in any subsequent DA approvals. It also provides the most recent (pre-flood) population and demographic projections and addresses infrastructure delivery and constraints.

This discussion paper seeks feedback from landowners, business and industry and the general Lismore community with regards to the conclusions and recommendations presented. All feedback received will be considered and addressed in a report to Council. Once adopted by Council, maps identifying future growth areas and any related recommendations will be added as an addendum to the *Imagine Lismore 2040* LSPS.

## 2. Flood Response Strategies

### 2.1 Depopulate North and South Lismore

After the February 28 flood, the damage impact assessment carried out by the SES identified the following information for residential dwellings in North and South Lismore:

<b>North Lismore – Total Residential = 222</b>	<b>South Lismore – Total Residential = 675</b>
Destroyed = 18	Destroyed = 9
Severe Impact = 176	Severe Impact = 223
Major Impact = 26	Major Impact = 369
Minor Impact = 2	Minor Impact = 74

Flood mitigation measures such as raising of the levee wall to provide greater protection to the CBD and land to the east of the Wilsons River would also lead to significant adverse impacts upon North and South Lismore. Even without further works to the CBD levee, there are areas of North and South Lismore that will continue to be impacted by future flood events and are not suitable for ongoing habitation. These areas should be subject to a managed retreat over time.

A detailed cost / benefit analysis would provide a better understanding of the ongoing cost of continually rebuilding versus a planned retreat from the most flood impacted areas. This is a body of work that Lismore Council will endeavour to undertake to support our advocacy efforts to State and Federal Governments for a voluntary buy out and land swap scheme similar to that undertaken in Grantham (Queensland) after the 2011 floods. The concept of a land swap rather than just a buy out is important to keep people in the area, close to their social networks and jobs.

Lismore's current Floodplain Risk Management Plan (2014) includes provision for voluntary house purchases in areas mapped as being within the 'floodway' and 'high flood risk' categories. A total of 209 properties containing residential dwellings were identified. However, due to lack of funding for this program, only a handful of properties were purchased. It is proposed that new criteria are developed and suitable areas for relocation are identified to support the staged relocation of residents from the most flood-prone areas to higher ground. In some circumstances landowners may be able to relocate existing dwellings. Where landowners elect not to relocate, voluntary house raising and other flood adaptation work will be encouraged.

The long-term use of residential land that is purchased and a strategy for commercial and industrial land uses in these areas must be the subject of future strategic planning work by Lismore City Council. But in general terms the land should be utilised for open space, recreation and revegetation. This would then allow for the re-purposing of existing open space and parklands in areas outside of flood or where additional protection is provided through flood mitigation measures.

## **2.2 Protect the CBD**

The Lismore CBD is the social, cultural and commercial heart of the town. The Insurance Council of Australia has indicated that it is uninsurable unless mitigation measures are undertaken to reduce the risk of frequent flood inundation. Business owners need some certainty that they can be protected, up to a certain point, from future flood events. Council will also advocate for a Federal Government reinsurance guarantee similar to that announced for North Queensland in May.

Details of future flood mitigation measures will be determined in a new Floodplain Risk Management Plan and the CSIRO flood mitigation study for the Richmond and Wilsons catchments. But in general terms, the principal that we protect the CBD and land on the eastern side of the Wilsons River is a key strategic planning objective that should be identified and imbedded in all of Council's planning documents.

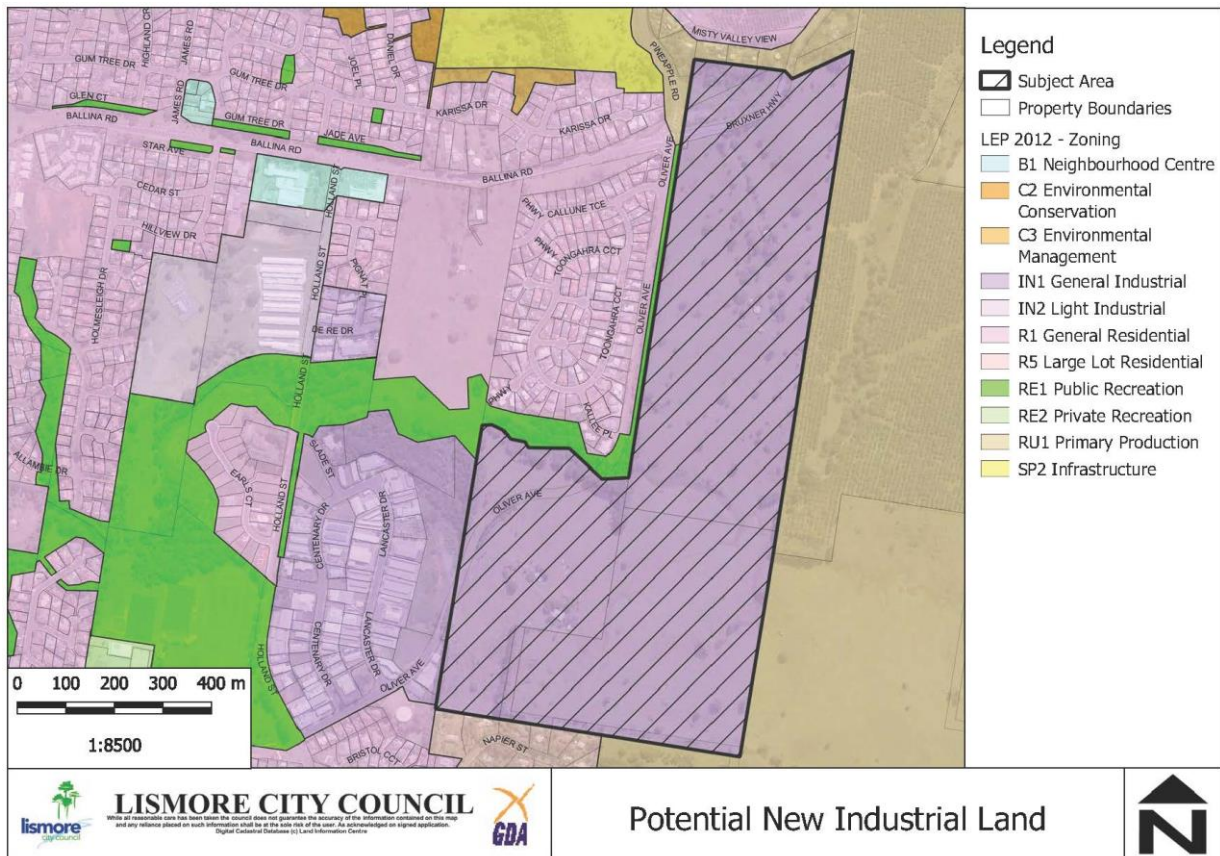
Once future flood mitigation measures are determined and delivered, there may be opportunities for future residential and commercial developments to be undertaken where the floor level is above the 1:500 AEP or PMF flood level. Further investigation into sewage capacity constraints will also be required to support any future development in this area.

## **2.3 New flood-free industrial land**

Even prior to the February and March floods, feedback from industry was that although Lismore has large areas of undeveloped industrial land, the size of lots, the location and/or flood considerations meant there was a shortage of suitable land for mid-sized businesses looking to establish or grow.

The \$14 million Lismore Employment Lands project that includes construction of the Oliver Avenue link to the Bruxner Highway and associated upgrades is under way and designed to facilitate an expansion of the Goonellabah Industrial Precinct. Further investigation into the rezoning of land for industrial use in this precinct (approximately 60ha - subject to site constraints and servicing) is recommended as shown in Figure 4. It is noted that this land is identified as State Significant Farmland and will likely require the support of the NSW Department of Primary Industries. Future realignment of the Bruxner Highway in this vicinity may also be required to support additional truck movements.

Lismore City Council will consider submissions for other areas to be considered for future employment lands where it can be demonstrated there is appropriate infrastructure servicing available; the land is not otherwise constrained and the location is consistent with the Planning Priorities in the LSPS and the GMS Growth Principles in **Appendix 2** of this discussion paper.



**Figure 4: Potential new industrial land at Goonellabah**

## 2.4 New Commercial Centre

In the short to medium term (0-20 years) protection and adaptation of the existing CBD will be supported and encouraged. But if Lismore is to grow and function as a truly regional city for the Northern Rivers then the long-term development of an alternative, flood-free another commercial centre is recommended. Figure 3 shows the inundation of the Lismore urban area in the February 28 flood.

This discussion paper recommends that preliminary feasibility, design and planning work is undertaken to determine whether the site of the Lismore Golf Course could be utilised as a future mixed-use commercial and residential hub. The site is outside of the flood impact area and strategically located close to existing residential and commercial land uses, as well as St Vincent's private hospital and Southern Cross University.

This initiative will take years of careful planning and design to come up with a masterplan for the site, but the recommendation acknowledges that Lismore will continue to experience flooding and that no amount of mitigation measures will ever keep extreme events out and that we must plan to adapt for future generations.

It is envisaged that a new golf course could be created on residential land that is recommended for a planned retreat and conversion to open space in North and South Lismore.



Figure 5: Location of the Lismore Golf Course

### 3. What level of growth are we planning for?

#### 3.1 Population growth and projections

Based on data at the time, the GMS forecast a population increase for the Lismore LGA from 44,350 (2011) to 50,200 (2031) and that an additional 3,600 dwellings would be required to house the increase in residents. These projections anticipated an annual growth of 0.7% to 2021 and then a slightly lower level of growth to 2031. Since 2011 Lismore’s population has experienced a slight decline, with the Estimated Resident Population (ERP) in 2016 being 44,122 and in 2020 it was 43,667.

The North Coast Regional Plan prepared by DPE set a minimum target of 3350 new dwellings for Lismore for the period 2016-2036. For the period 2015-2021, a total of 796 new residential development DAs were approved, including 10 ‘multi-dwelling housing’ developments and two ‘residential flat buildings’.

Population projections undertaken in 2021 by .id (Informed Decisions) found that Lismore’s ERP was 44,926 and projected to increase to 47,616 by 2031 and to 51,023 by 2041. This is a net increase of 13.6% over 20 years with an additional 3,105 dwellings anticipated to be required in that time.

However, all of these projections were based upon a set of pre-flood assumptions. The impact of the floods on anticipated inward and outward migration of residents is simply unknown at this time.

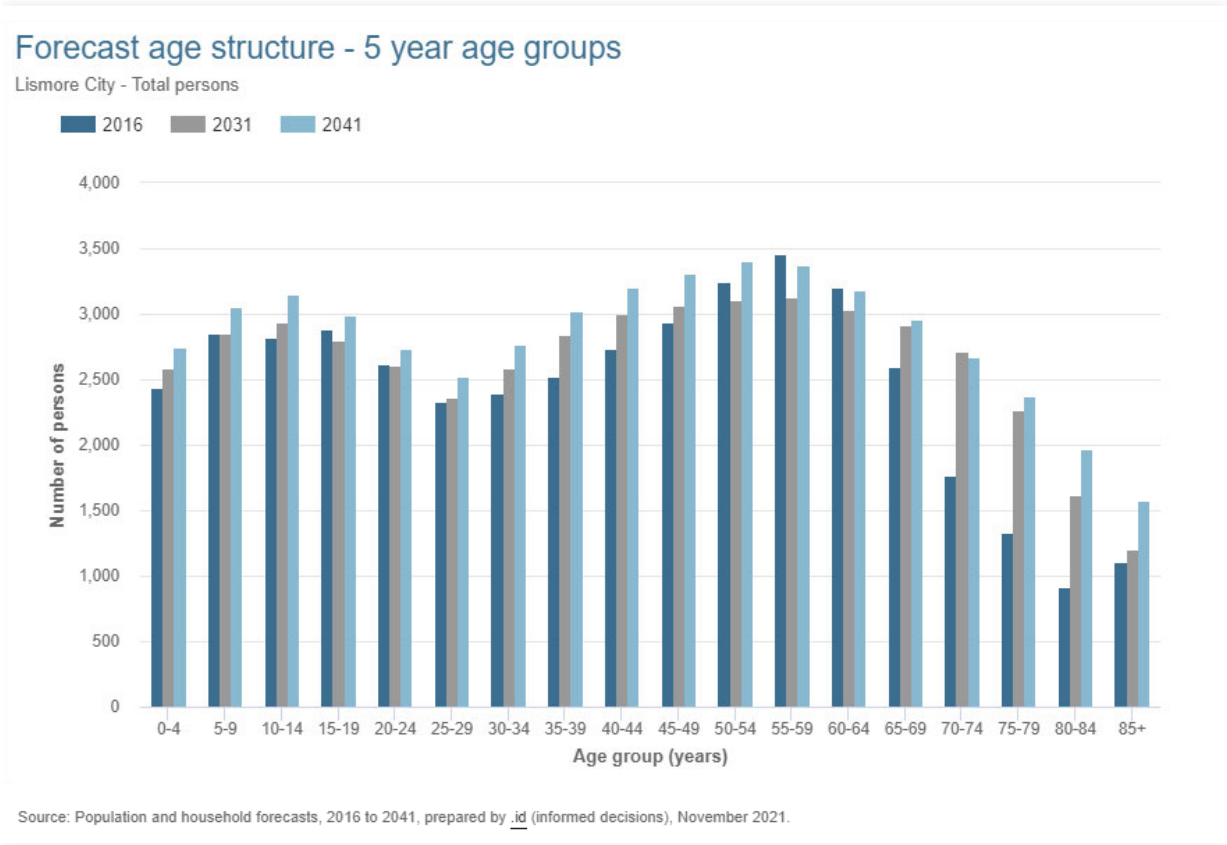
It is assumed that there will continue to be a high level of demand for residential dwellings outside of the flood impact areas and that this will be exacerbated by any program to relocate



residents out of North and South Lismore. Council's aim is that there is sufficient residential, commercial and industrial land zoned and able to be serviced for a high growth scenario.

Residential growth is closely aligned to jobs growth so Lismore's population growth (or decline) will be closely linked to post-flood business and economic development. A new strategy for economic recovery and growth will be required and a separate body of work is to be undertaken by Lismore City Council.

The demographic and population projections undertaken in 2021 indicate that the largest increases in age cohorts for Lismore will be in the 70-84 age brackets, with an additional 2,573 people forecast in these age groups by 2031. Lone person households will continue to be the largest type of household and will continue to grow, (from 5,218 in 2016 to 6,022 households by 2031), which would be 30.3% of all households. The average household size will continue to decline over time. This will require changes to the types of housing that is currently built which is overwhelmingly dominated by 3-4 bedroom stand alone dwellings. A separate Affordable and Diverse Housing Strategy has been developed to stimulate additional affordable and medium density housing in Lismore's urban area.



**Figure 6: Population age structure forecasts**

### 3.2 Urban residential

At the time the GMS was adopted in 2015, there were significant areas of land zoned for residential use that were considered adequate to meet the 20 year dwelling projections provided by the DPE at that time. This included the North Lismore Plateau area which is anticipated to provide at least 1200 new lots.

Of the 3600 dwellings projected to be required in 2015, it was estimated that 2270 of these would be in the urban area. The GMS identified three new greenfield urban release areas known as Pineapple Road, Trinity Drive and Lagoon Grass that were estimated to provide 975 lots / dwellings. In addition, a number of smaller infill and urban fringe development sites were identified. Table 1 at **Appendix 1** provides an overview of what has occurred with all of these sites since the GMS was adopted.

An analysis undertaken by strategic planning staff in early 2022 indicates that Lismore has a significant amount of urban residential land either in the development pipeline or identified for potential future residential subdivision, as shown in the map at Figure 7.

Areas identified in blue are sites that have DA approval and sites in yellow have had DAs lodged for new subdivisions. The estimated yield from these developments is 2444 residential lots which includes 222 Strata Units and 24 units in a multi-dwelling housing development. The areas shown in orange are sites that are either zoned for residential use or identified in the GMS for potential residential rezoning. The estimated lot yield from all of these areas is 1616 residential lots. The timelines for infrastructure delivery is the key constraint to accelerating the delivery of new housing in these areas.

Additionally, there are small pockets of undeveloped residential zoned land not shown on the map at Figure 7 and there is potential for increased density on existing residential lots that are outside of high flood risk areas that will contribute to an increase in the overall housing supply for Lismore.

Submissions for further new urban residential land areas will be considered by Council where it can be demonstrated appropriate infrastructure servicing can be provided; the land is not otherwise constrained and the location is consistent with the Planning Priorities in the LSPS and the GMS Growth Principles provided at **Appendix 2** of this discussion paper.

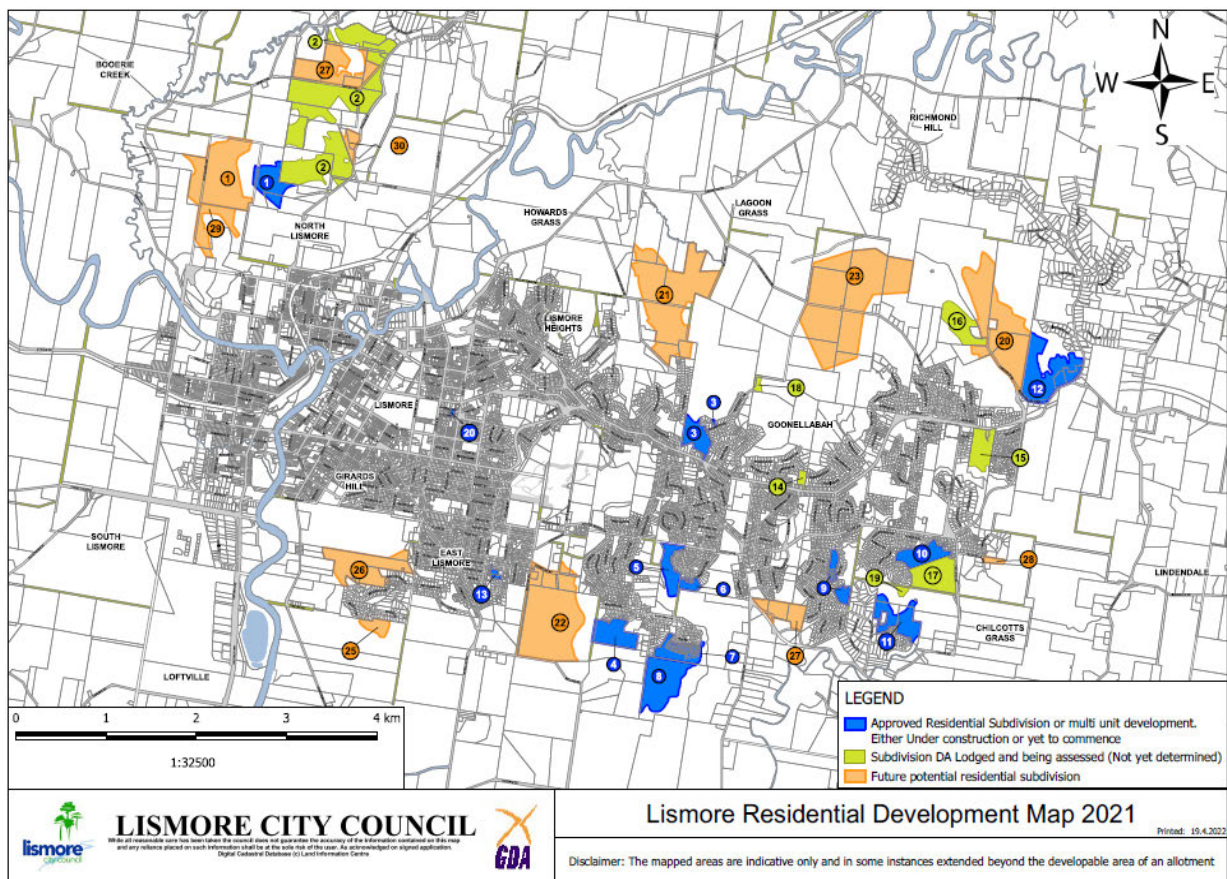


Figure 7: Lismore Residential Development Map

### 3.2.1 Medium density residential growth

The GMS nominated an area for medium density housing around the Lismore Base Hospital and Lismore Square Shopping Centre. This area is known as the ‘Health Precinct’ and was intended to signal to the development industry the preferred area for medium density development. An area of 51.4 hectares was rezoned to R3 Medium Density in 2017, allowing for a maximum building height of 16m. However, the market has not responded with an influx of medium density developments, with only one DA approved seeking to take advantage of the increased density provisions. A market analysis was undertaken in 2018 by AEC Group on behalf of the DPE that looked at the feasibility of high-density housing in the North Coast Regional Cities (Tweed Heads, Lismore, Coffs Harbour and Port Macquarie). The AEC report concluded that:

*Higher-density development in Lismore is not feasible and is a direct function of existing housing options that are available and the comparatively high construction costs of higher density typologies. Across the Lismore Study Area, detached housing priced from \$250,000 to \$450,000. This effectively places a price ceiling on the potential prices paid for new apartments.*

Like many regional areas, Lismore has experienced a significant shift in the demand and price of housing as a result of Covid-19 migration and other factors, with a median sale price of \$560,000 for dwellings in the 12 months to December 2021. Given the change to market conditions and a desire to facilitate higher density residential living in this area, Council is seeking feedback with regards to expanding areas zoned R3 Medium Density. The proposed expansion areas are on the eastern side of Lismore Base Hospital as shown in Figure 8 and an area of East Lismore adjacent to St Vincent’s Hospital and the golf course as shown in Figure 9. It is proposed these area and would be rezoned from R1 (General Residential) to R3 (Medium Density Residential).

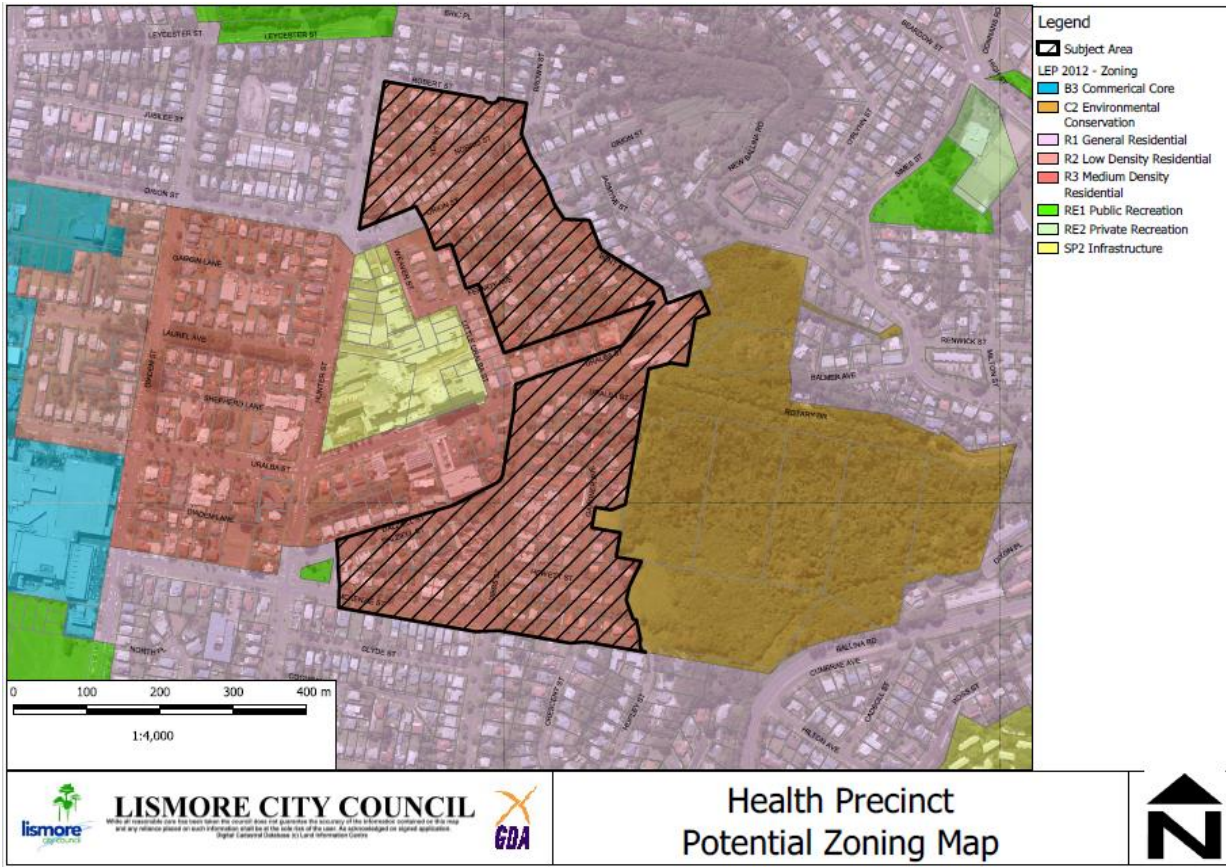


Figure 8: Potential R3 Medium Density Health Precinct Expansion Area (Hatched)

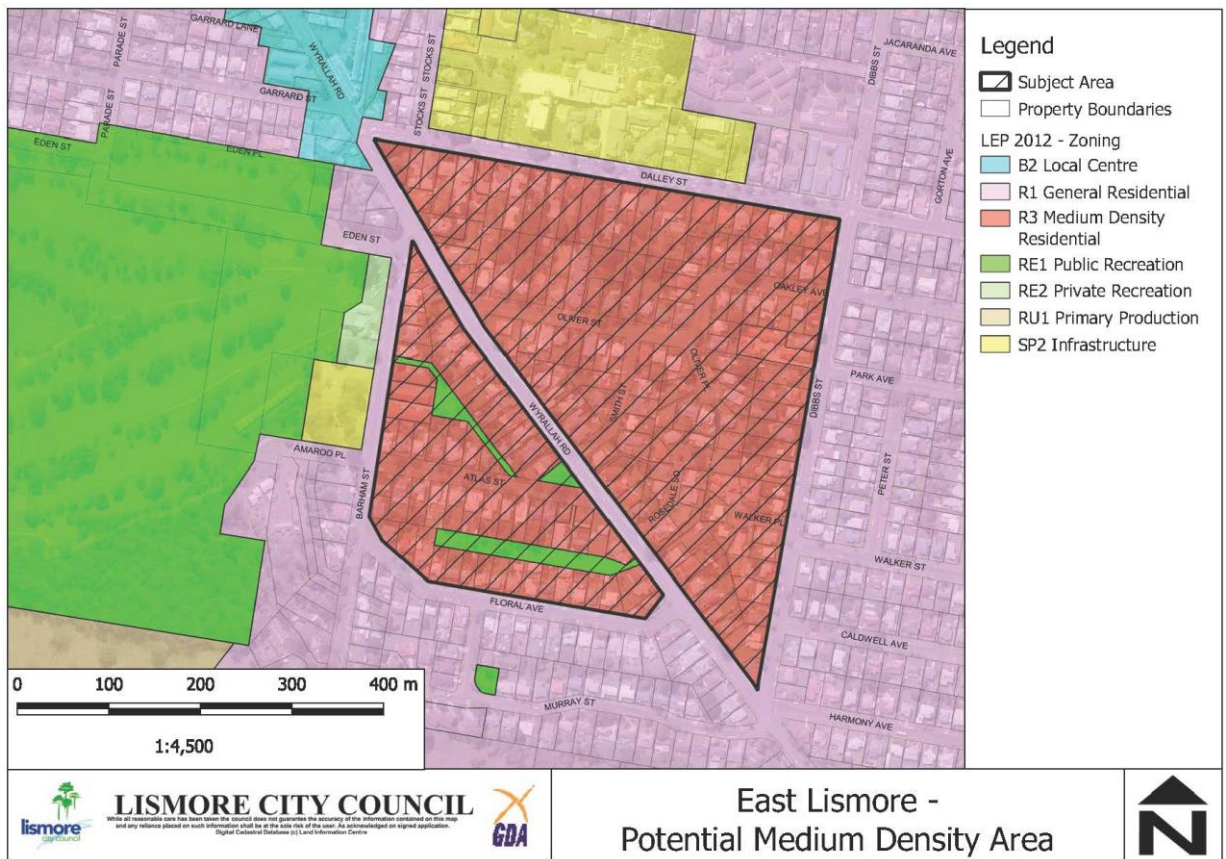


Figure 9: Potential New East Lismore R3 Medium Density Area.

In addition to these areas, Council will consider an increase in the maximum Height of Building (HOB) controls for the mixed use (B4) zoned land along Crawford Road (East Lismore) that leads to the Northern Rivers Football Academy (Figure 10). This land is owned by Southern Cross University, is predominantly flood-free and has been identified as potentially suitable for a range of future commercial and/or residential development options.

As identified at Section 2.4, the land currently occupied by the Lismore Golf Club will be subject to preliminary feasibility and design to work to determine its suitability for a future commercial or mixed used precinct that could accommodate some medium density housing. This land is predominantly Crown Land managed by Lismore City Council.

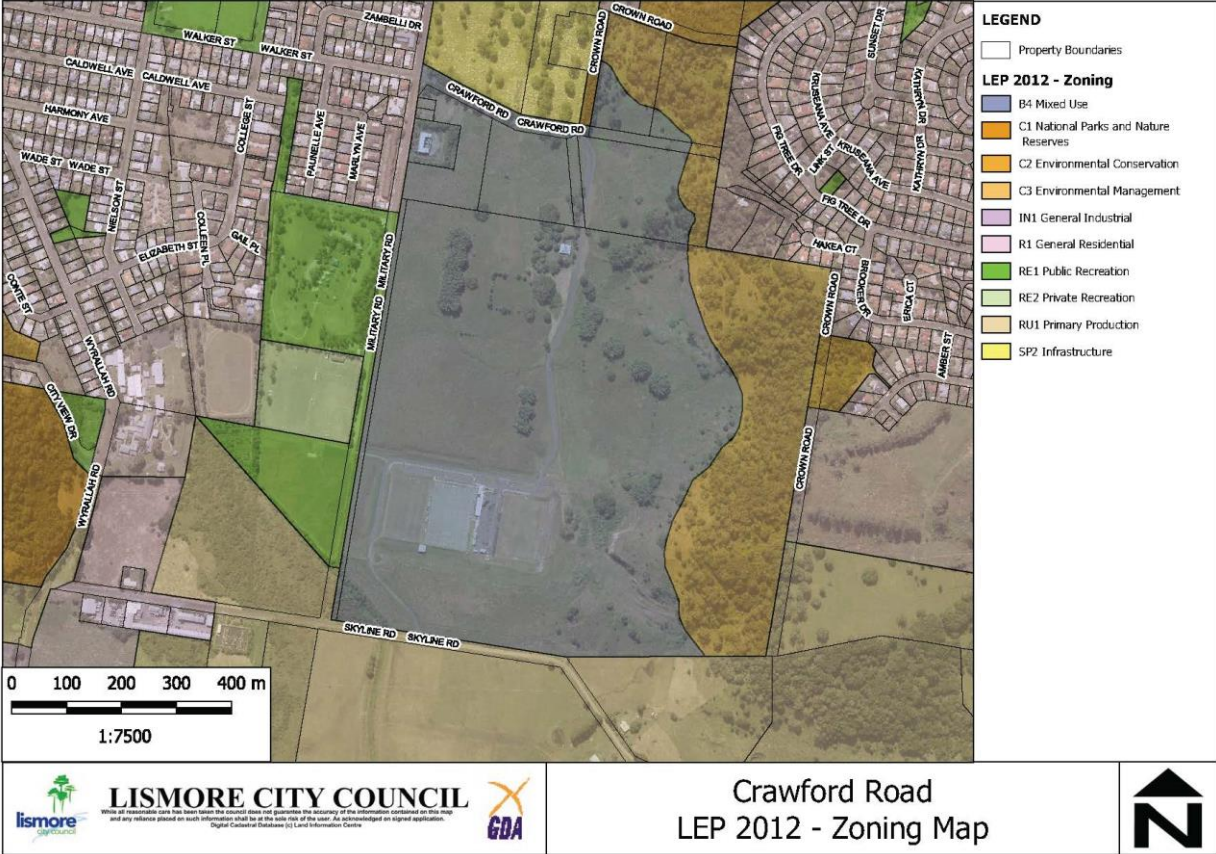


Figure 10: Potential increased height limit for B4 zoned land at Crawford Rd.

### 3.3 Village & Rural Residential

The GMS recognises that Lismore’s villages provide a lifestyle and housing choice for residents and that some limited level of expansion will continue to support our villages whilst maintaining their unique character. Detailed constraints mapping was undertaken to protect important areas of farmland and biodiversity and to exclude land impacted by physical constraints such as flooding and steep slopes etc.

In order to meet contemporary on-site wastewater management requirements, an LEP amendment requiring a minimum lot size of 2500m<sup>2</sup> for new RU5 village lots where there is no reticulated sewer was introduced in 2014. This has resulted in there being less of a distinction between new ‘village’ lots and ‘large lot residential’ lots adjacent to a village.

The GMS included maps identifying areas for future growth adjacent to Lismore’s existing villages as well as four areas for rural residential development that were outside of the existing

villages. Tables 2 & 3 at **Appendix 1** outline what has occurred in those areas since the GMS was adopted. In addition to these areas, two planning proposals were received and supported for separate properties on Dunoon Road Tullera to amend the minimum lot size which has resulted in DA approvals for three additional Large Lot Residential lots.

Other future village and large lot residential development in the pipeline includes:

- further stages of the Perradenya estate at Caniaba (15+ lots)
- further stages of the Alternative Way estate in Nimbin (approximately 45 lots)
- Sibley Street and Gungas Road subdivisions in Nimbin (41 lots)
- Dunromin Drive in Modanville (9 lots)

There are also small pockets of undeveloped village and large lot residential zoned land at Clunes, Richmond Hill, McLeans Ridges and Tullera.

The GMS identifies a further 170 hectares (approximately) of land for potential rezoning around the villages. This is excluding the Gungas Rd / Tunttable Falls Rd land that Council resolved to remove after feedback from the Nimbin community in 2021.

Based upon demand for village and large lot residential housing in recent years, there appears to be sufficient land identified to support anticipated growth.

Submissions for further new village and rural residential land release will be considered by Council where it can be demonstrated the land can be adequately serviced; the land is not otherwise constrained and the location is consistent with the Planning Priorities in the LSPS and the GMS Growth Principles provided at **Appendix 2** of this discussion paper.

### **3.4 Other rural housing**

There is a very limited number of “existing holdings” that may be eligible for dwellings and a limited number of rural properties that may be capable of further subdivision. The main source of new dwellings in the rural areas will be from additional dwellings on existing lots (‘dual occupancies’). Since the GMS was adopted, an additional 114 rural dual occupancies have been approved and it is anticipated that this form of housing will continue to be relatively popular for expanded families or as a source of rental income on existing rural lots. A further amendment to the LEP to allow for a third dwelling on rural land will be considered as part of the Affordable and Diverse Housing Strategy.

The GMS and the Lismore LEP also identify areas that are potentially suitable for new Rural Land Sharing Communities (Multiple Occupancies). However, since the GMS was adopted, no DAs for Rural Land Sharing Communities (RLSC) have been approved. This is largely due to financial institutions being unwilling to lend money for this type of land tenure. Contemporary bushfire and other environmental planning requirements have also increased the cost and complexity of this type of development that was a popular and affordable form of rural housing from the 1970s-90s. An amendment to the Lismore LEP in 2018 allowed previously approved RLSC to be approved for subdivision under the *Community Land Development Act 1989*. The clause does allow for additional housing and does not apply to any RLSC approved after the introduction of the clause. To date four RLSC have been converted to Community Title.

### **3.5 Employment land**

A commercial and industrial land needs analysis was undertaken by Hill PDA in 2013 that examined the existing and proposed supply of employment lands in the Lismore LGA and the

extent to which additional land should be zoned for such purposes for the period up to 2036. A total of 516 hectares of zoned business and industrial land was identified as shown in Figure 11 below and identified in blue in the map at Figure 12.

Precinct	Area (hectares)							
	B1	B2	B3	B4	B6	IN1	IN2	Total
Central (CBD) Lismore			79.6	9.1			8.9	97.6
Goonellabah	6.0	13.5				22.7	11.1	53.3
East Lismore		5.1		58.7			14.1	77.9
North Lismore	9.4					20.8	10.6	40.8
South Lismore	5.8				60.4	124.2	15.7	206.1
Monaltrie						20.1		20.1
Tuncester						20.3		20.3
<b>Total</b>	<b>21.2</b>	<b>18.6</b>	<b>79.6</b>	<b>67.8</b>	<b>60.4</b>	<b>208.1</b>	<b>60.4</b>	<b>516.1</b>

Source: LCC GIS data. Note to zone names: B1 Neighbourhood Centre, B2 Local Centre, B3 Commercial Core, B4 Mixed Use, B6 Enterprise, IN1 General Industrial, IN2 Light Industrial

Figure 11: Employment land and localities

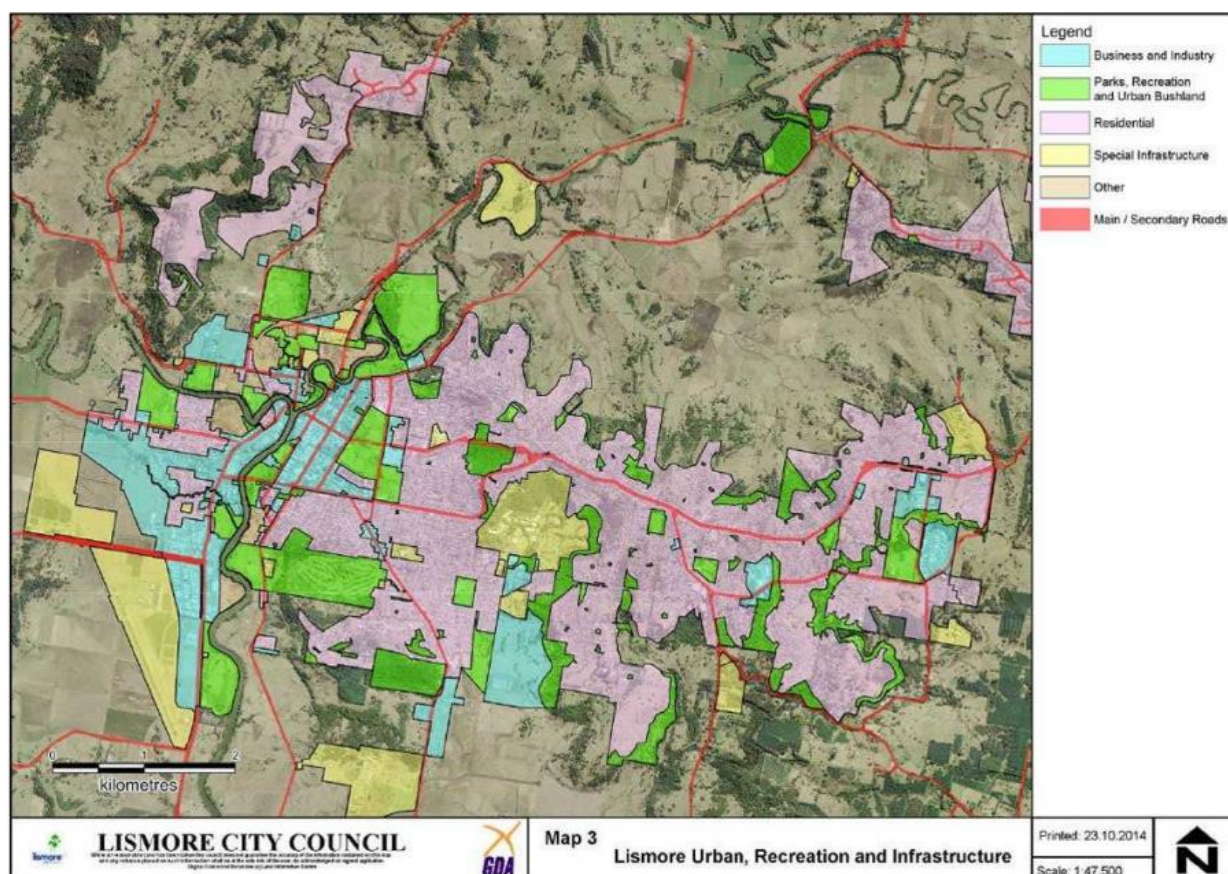


Figure 12: Employment land areas (shown in blue).

There was 116 hectares of vacant employment land identified at that time. Utilising a high-growth forecast scenario, the Hill PDA report concluded Lismore has sufficient quantities of zoned industrial and commercial land to meet future demand.

Since the GMS was adopted in 2015 there have been 75 approvals on land zoned IN1 (General Industrial), 22 approvals on land zoned IN2 (Light Industrial) and 18 approvals on land zoned B6 (Enterprise Corridor). Council's data doesn't differentiate between large DAs such as new buildings or subdivisions from small DAs such as a change of use of an existing building or minor works such as alterations and additions, fences and retaining walls etc. Therefore the amount of 'new' industrial development is difficult to quantify.

Feedback from industry indicates that Lismore has large areas of undeveloped industrial land, however the size of lots, the location and/or flood considerations means there is a shortage of suitable land for mid-sized businesses looking to establish or grow.

Seven recommendations were made in the Hill PDA report to ensure the availability of employment lands is responsive to market needs. Some progress has been made in response to these recommendations but a post-flood rethink of commercial and industrial land requirements for Lismore is needed to ensure suitable land is available to support jobs growth.

The map at Section 2.3 (Figure 4) identifies potential new flood-free industrial land at Goonellabah and the commentary at Section 2.4 recommends preliminary feasibility and planning work is undertaken to establish a major new commercial hub on the site of the existing golf course at East Lismore (Figure 5).

Data from the SES damage impact assessments provides the following snapshot of the impact on commercial and industrial buildings in Lismore:

**Total Commercial & Industrial = 649**

- Destroyed = 11
- Severe Impact = 241
- Major Impact = 264
- Minor Impact = 133

Similar to the proposal for a land swap for the most vulnerable residential areas, a cost/benefit analysis should be undertaken to provide a better understanding of the ongoing cost of flooding in industrial areas and the impact of any future mitigation works on the CBD levee, versus a relocation to new industrial land outside of flood.

Submissions for further new commercial and industrial land release will be considered by Council where it can be demonstrated the land can be adequately serviced; the land is not otherwise constrained and the location is consistent with the Planning Priorities in the LSPS and the GMS Growth Principles provided at **Appendix 2** of this discussion paper.

## 4. Infrastructure Delivery

A key growth principle is that infrastructure provision is aligned with population and household growth. The following table provides an update on infrastructure delivery and constraints since the GMS was adopted in 2015.

Infrastructure	GMS comments	Updated comments
Urban Road Network	Council's Strategic Road Review (2013) is a 20-year strategy that guides the	The roads strategy is to be updated in conjunction with the Section 7.11 Contributions Plan



	provision of new roads to meet the growth of the city.	in 2022 to ensure money collected from development contributions is adequate to meet new road infrastructure demands.
Rural Road Network	Due to competing priorities, Council's allocated maintenance and renewal funding for the rural road network is restricted. It is therefore important to contain rural growth.	Planning Priority 1 in the LSPS states growth is consolidated around Lismore City, the CBD and villages.  Rural roads are included in the existing roads strategy which is to be updated in 2022.
Public Transport	Public transport options are limited. The GMS does not provide a public transport strategy but consideration of the suitability of land for new housing has included access to bus routes and proposed new development areas will be located close to existing services.	No change.
Bulk Water Supply	Rous Water's Future Water Strategy guides long term planning for water infrastructure development in the Northern Rivers.	No change.
Reticulated Water and Sewerage	Council's Strategic Business Plan for Water Supply and Wastewater Services (2014) is a 30-year operational and financial plan to ensure long term financial sustainability of water and wastewater services. This plan was developed in conjunction with the GMS. There are also policies in place for the use of private sewage pump stations and pressure sewer systems that cannot be economically serviced by gravity sewer infrastructure.	The Strategic Business Plan for Water Supply and Wastewater Services is periodically reviewed to ensure water and sewer infrastructure delivery is aligned with new land release areas.  An Infrastructure Delivery Strategy is currently underway.  Water and sewer infrastructure delivery will need to be accelerated to meet anticipated demand for new land releases outside of flood affected areas.
Rural and Village Water supply	Lismore City Council is responsible for the bulk water supply to Nimbin. Rous Water is responsible for bulk supplies to Caniaba, Clunes, Dunoon, The Channon, Modanville, Tullera and North Woodburn with Council responsible for the local network.  Bexhill and Wyrallah have bulk water and reticulation supplied by Rous. Rural housing and most rural residential areas are required to supply their own water storage in rainwater tanks.	No change.  Infrastructure upgrades to the Nimbin water supply are in the process of being delivered. Capacity limitations will continue to be a constraint on future growth in Nimbin.
Rural and Village Sewerage	All rural areas and villages except Caniaba, Nimbin and North Woodburn are reliant upon on-site sewerage disposal.	No change.

## 5. Affordable Housing Contributions Scheme

An Affordable Housing Contributions Scheme (AHCS) is a mechanism enabled by the *EP&A Act* that allows Councils to levy developer contributions from landowners who benefit from an ‘upzoning’ of their land. The contribution may be in the form of land, housing or a monetary contribution made to Council that is to be utilised for the purpose of providing affordable housing by a registered Community Housing Provider.

If land is considered suitable for ‘upzoning’ and is identified in a housing strategy, Council may then apply to the State Government to amend its LEP to include a clause to levy a contribution that is considered ‘viable’. This means the landowner can still achieve a suitable investment return and housing supply will not be negatively impacted.

Lismore City Council is seeking to implement an AHCS for all land that is identified for future residential rezoning or where increased density may be achieved by changes to zoning and height controls.

Land that is identified in the revised LSPS will then be subject to a process of determining a viable affordable housing contribution rate. Different rates may be applied to different areas.

## 6. Conclusions

### Urban Residential

Prior to the floods, there was sufficient land zoned for residential use, or identified for potential residential rezoning within the GMS, to meet anticipated population growth. However Council’s desire for a planned retreat away from the most flood affected areas of North and South Lismore will require a similar amount of housing to be established in areas outside of flooding, on top of the forecast growth.

Increased density in existing residential areas outside of high flood risk areas will be encouraged. The expansion of the medium density ‘Health Precinct’ and a new medium density precinct at East Lismore have the potential to provide increased housing choice and density in strategically important locations. New greenfield areas will be considered where it can be demonstrated that they can be adequately serviced, are not otherwise constrained and are consistent with the Planning Priorities in the LSPS and the GMS Growth Principles provided at **Appendix 2** of this discussion paper.

To ensure new affordable housing is delivered as part of Lismore’s growth, all future urban residential growth areas will be identified as part of the proposed Affordable Housing Contributions Scheme and subject to viability testing to determine an appropriate affordable housing contribution rate.

### Village and Rural Residential Housing

Prior to the floods, there was sufficient land zoned or identified within the GMS for village and rural residential housing to support anticipated growth. The land identified in the GMS at Gungas Rd / Tuntabale Falls Rd, Nimbin will be removed in accordance with the Council resolution of July 2021.

Additional areas of village or large lot residential land may be considered if it can be demonstrated that it is consistent with the Planning Priorities in the LSPS and the GMS Growth Principles at **Appendix 2** of this discussion paper. All future village and rural residential growth areas will be identified as part of the proposed Affordable Housing Contributions Scheme and subject to viability testing to determine an appropriate affordable housing contribution rate.

## **Employment Lands**

New areas of flood free industrial and commercial land are a priority to ensure that there are jobs to support Lismore's future growth. Investigations into the expansion of the Goonellabah Industrial Precinct along Oliver Avenue as shown in Figure 4 will be undertaken, along with preliminary design and feasibility work to establish whether a new commercial or mixed-use centre could be established in the location of the golf course at East Lismore in the longer term (20+ years).

Lismore City Council will consider submissions for other areas to be considered for future employment lands where it can be demonstrated that they can be adequately serviced; the land is not otherwise constrained and the location is consistent with the Planning Priorities in the LSPS and the GMS Growth Principles at **Appendix 2** of this discussion paper.

## **7. Recommendations**

**Recommendation 1:** *A planned retreat of residential dwellings from the most high flood risk areas of North and South Lismore is identified as a strategic objective. Lismore City Council will advocate for a State and Federal Government funded land swap arrangement to allow residents to move to higher ground but remain close to existing social networks and jobs. Where landowners elect not to relocate, voluntary house raising and other flood adaptation work will be encouraged.*

**Recommendation 2:** *Protection of the CBD and land on the eastern side of the Wilsons River is identified as a strategic objective. Details of future flood mitigation measures will be determined in a new Floodplain Risk Management Plan and the CSIRO flood mitigation study for the Richmond and Wilsons catchments. Lismore City Council will advocate for a Federally funded reinsurance guarantee similar to that announced for North Queensland to provide additional certainty to CBD businesses.*

**Recommendation 3:** *Investigations into the expansion of the Goonellabah Industrial Precinct along Oliver Avenue as shown in **Figure 4** will be undertaken. A new strategy for economic recovery and growth will be undertaken by Lismore City Council, along with a cost / benefit analysis for the relocation of existing industrial land.*

**Recommendation 4:** *Preliminary design and feasibility work is undertaken to establish whether a new commercial or mixed-use centre could be established in the location of the golf course at East Lismore in the longer term (20+-years).*

**Recommendation 5:** *New areas are zoned R3 for medium density residential use as shown in **Figures 8 & 9**, along with consideration for increased height limits for existing mixed use (B4) zoned land on Crawford Rd adjacent to the Northern Rivers Football Academy (**Figure 10**).*

**Recommendation 6:** *To ensure affordable housing is included as part of Lismore's growth, all land identified for future residential rezoning, (including village and large lot residential zoning) or a change in LEP controls to allow for greater density, will be included in Lismore's Affordable Housing Contribution Scheme and subject to a process of determining a viable rate.*

**Recommendation 7:** *In recognition that the delivery of water and sewer infrastructure is the key constraint to accelerating the delivery of new housing, Lismore City Council will undertake a review of the Infrastructure Delivery program to identify measures to fast-track infrastructure to new land releases outside of flood affected areas.*

## 8. Providing Feedback & Next Steps

Thankyou for taking an interest in the future growth and development of Lismore. You can provide feedback via Council's Your Say website.

Or you can make a written submission by emailing [council@lismore.nsw.gov.au](mailto:council@lismore.nsw.gov.au)

Or writing to PO Box 23A, Lismore NSW 2480.

Please include the subject 'Land Use Management Strategy Review' if submitting via email or post.

The closing date for submissions will be June 10, 2022.

All submission will be considered by our strategic planning staff and presented at a workshop to the elected councillors. A report will then be prepared with final recommendations to Council for adoption.



## Appendix 1- Tables

**Table 1: Urban Residential Growth Areas identified in the GMS (2015)**

Site	Estimated Lot Yield in GMS	Status	Comment
Pineapple Road	380 lots and a site for an estimated 140 seniors living dwellings	This land was rezoned in 2015.	Initial DA approved for 82 lots. First stage complete. DA for next stage lodged - 60 lots. Another 280 lots & 140 units yet to be realised.  Servicing of development dependent on upgrade of Council's sewerage system. Future upgrade of Council's water supply may be required.
Trinity Drive	280 lots	No Planning Proposal for rezoning has been received by Council.	
Lagoon Grass	175 lots	No Planning Proposal for rezoning has been received by Council.	
East Lismore	150-200 lots	Planning Proposal (PP) for rezoning part of this area is in progress.	The PP for the area extending from Felicity Drive is being progressed, however is significantly reduced from the area identified in the GMS and is likely to yield approximately 30 lots. No PP has been received for the area identified directly south of the golf course.
Waterford Park Extension	30 Lots	This land was rezoned in 2015.	A DA for 117 residential lots (incorporating other land within Waterford Park estate) was being assessed at the time this paper was prepared.
123 Taylor Rd Chilcotts Grass	None provided	The land has been rezoned.	A DA for approximately 6 residential lots was being assessed at the time this paper was prepared.
1A Northcott Drive, Goonellabah	None provided	The land has been rezoned.	A DA for 20 residential lots was being assessed at the time this paper was prepared.
209 Bangalow Rd, Howards Grass	None provided	The land has been rezoned.	DA approval for two new lots issued.
2 Opal Crescent, Lismore Heights	None provided	No Planning Proposal for rezoning has been received by Council.	The site is constrained by access to water and sewer infrastructure and only limited lot yield would be possible.
Rous Rd Goonellabah	35 lots	No Planning Proposal for rezoning has been received by Council.	
Blue Hills Ave, Goonellabah	None provided	The land has been rezoned.	No DA lodged. The site is likely to yield approximately 4 large lot residential lots.

**Table 2: Village Growth Areas Identified in the GMS (2015)**

Village	Description of Area(s) identified in GMS	Status	Comment
Bexhill	1. East of Bangalow Rd / Clunes St. 2. South of existing residential lots on Grace Rd. 3. South of Gibson Rd.	1. Land rezoned in 2019.  2 & 3. No Planning Proposal (PP) for rezoning has been received by Council.	1. Initial DA for 11 lots approved. Another DA for 24 lots was being assessed at the time this paper was prepared.
Caniaba	1. North of Caniaba Rd / East of Fredericks Rd. 2. South of Caniaba Rd & Caniaba School.	1. Two separate PPs received and both resulted in land being rezoned. 2. No PP for rezoning has been received by Council.	1. DA approval for 2 new lots for the first site. No DA has been received for second site. It is likely to yield 10-15 rural residential lots.
Clunes	Northern end of the village, accessed from James Gibson Road and Avalon Ave.	One parcel has been rezoned. No PP has been received for the remaining land.	No DA has been received for the rezoned land. It is likely to yield 3 new lots. The GMS provides an estimate of 60-70 lots for the remaining land.
Dunoon	Northern end of the village adjacent to the hall.	This land has been rezoned.	DA approval for 1 new lot.
Nimbin	1. Blue Knob Road 2. Gungas Rd / Tuntable Falls Rd.	1. This land has been rezoned. 2. No PP for rezoning has been received by Council.	1. DA approval for 33 lots. 2. Council resolved in July 2021 that this area be removed from the GMS as part of this review.
The Channon	Three areas NE, NW and SE of the existing village area were identified.	No PP for rezoning any of this land has been received by Council.	
Wyrallah	1. North of Campbell St & west of Skyline Rd South. 2. South of Breckenridge St.	1. One parcel was rezoned. No PP for rezoning the remaining land has been received by Council. 2. No PP for rezoning has been received by Council.	1. DA approval for one new lot.

**Table 3: Large Lot Rural / Residential Growth Areas Identified in the GMS (2015)**

Area	Description of land identified in the GMS	Status	Comment
Eltham	Federation Drive.	This land has been rezoned.	DA approval for 2 new lots.
McLeans Ridges	1. Baldock Drive 2. Lincoln Ave.	1. This land has been rezoned. 2. A PP was received but later withdrawn by the landowner.	1. DA approved for 1 new lot.
Monaltrie	Monaltrie Lane / Durheim Drive	A PP was received in 2016. Council did not support or reject the PP.	The site is identified as containing core koala habitat.

Richmond Hill	407 Richmond Hill Rd.	This land has been rezoned.	No DA received. It is expected to yield approximately 30 lots, adjacent to Stage 1 of the Pineapple Rd development.
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## Appendix 2- Principles for Managing Growth Areas

The principles for managing growth are included in Chapter 4 of the GMS. These principles are presented below and will continue to guide Council in its consideration of potential locations for new development. These principles broadly align with the 14 Planning Priorities in the LSPS.

**Growth and Sustainable Development** - *Population growth is supported and encouraged to ensure that the services, facilities, social cohesion and diversity that the community values remain viable and sustainable. Sustainable development and growth that supports the existing urban centre, villages and other settlements and makes the provision of services and infrastructure more efficient and viable will be encouraged. This means a greater emphasis will be placed on concentrating new housing in and around existing population centres. Development will not be supported where servicing is not feasible and will place an unreasonable economic burden on future generations. The delivery of infrastructure will be planned to coincide with preferred future growth areas including rural residential and village development.*

**Regional Centre** - *Emphasise the importance of Lismore as a major regional centre in the Northern Rivers and promote Lismore's commercial, cultural and community infrastructure as an asset to the Northern Rivers.*

**Commerce, industry and economy** - *Support the expansion of the Lismore Base Hospital and any future expansion of St Vincent's Private Hospital. Confirm and support the retail and commercial hierarchy that promotes the CBD as the commercial, cultural and entertainment heart of Lismore. Goonellabah and Wyrallah commercial centres will not compete with the CBD but will support the economic growth of Lismore and the needs of the local communities they serve. A more than adequate supply of industrial land in suitable locations that respond to market demand will be maintained.*

**Housing** - *The majority of new housing will be located within or immediately adjacent to the Lismore urban area and villages that offer a range of community and commercial facilities. The provision of a diversity (in location and form) of affordable and suitable housing options will be facilitated and promoted. Opportunities for well-designed medium density and infill housing close to the CBD and the Base and St Vincent Hospitals will be promoted and facilitated.*

**Movement** - *Council will advocate for better public and/or community transport within and between Lismore urban centre and villages. Future release areas will be located close to the Lismore urban area and villages to help reduce the number of vehicle trips.*

**Community** - *Facilitate the achievement of the desired identity, character and amenity of Lismore and its communities. Facilitate the provision of affordable health care to the Lismore community. Planning for growth shall occur with the participation of the community, with intelligence and transparency.*

**Environment, natural resources, hazard** - *Agriculture will be supported by locating future development on the least productive farmland and ensuring that potential land use conflict between agricultural and non-agricultural uses is minimised. The variety and quality of Lismore's significant and distinctive urban*

*and rural green spaces that are greatly valued by the community will not be compromised. The character of the rural landscape will be maintained and the visual impact of expansion along ridgelines minimised. Future development will avoid areas of high flood risk, bushfire hazard and steep and unstable land. Development will be located away from ecologically important areas.*

In addition the *North Coast Settlement Planning Guidelines 2019* prepared by the Department of Planning, Industry and Environment (DPIE) contains four growth management principals and additional land release criteria that must be applied in the preparation or amendment of any GMS, LSPS or housing strategy.

- Principle 1: Avoid new urban growth areas in coastal areas.
- Principle 2: Consider a regional approach to land supply
- Principle 3: Prioritise increased housing diversity and choice in existing urban growth areas
- Principle 4: Planning for future growth shall reflect different urban contexts













