

ATTACHMENTS TO

Environmental and Sustainability Committee Meeting Business Paper

11 March 2026

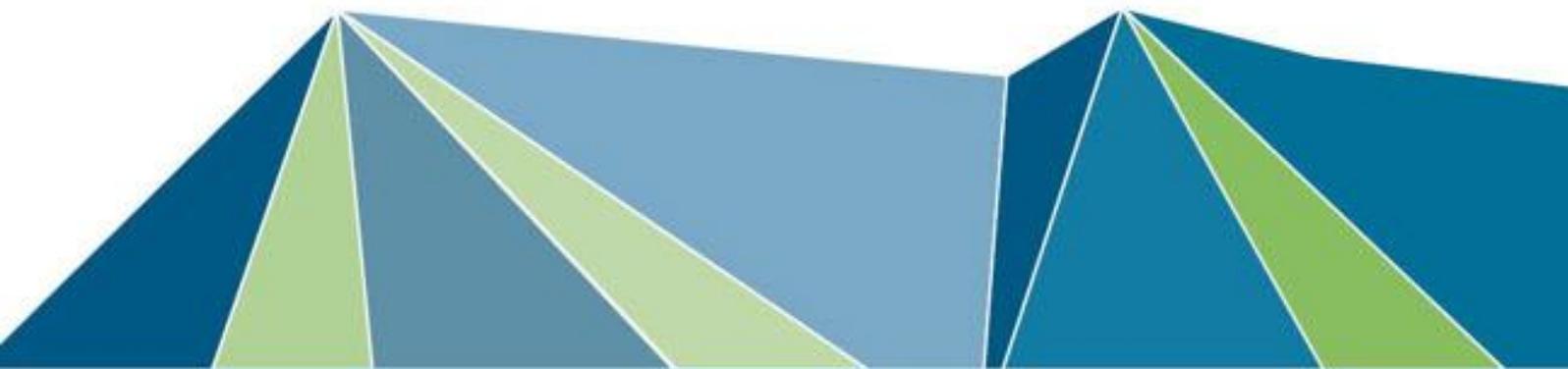
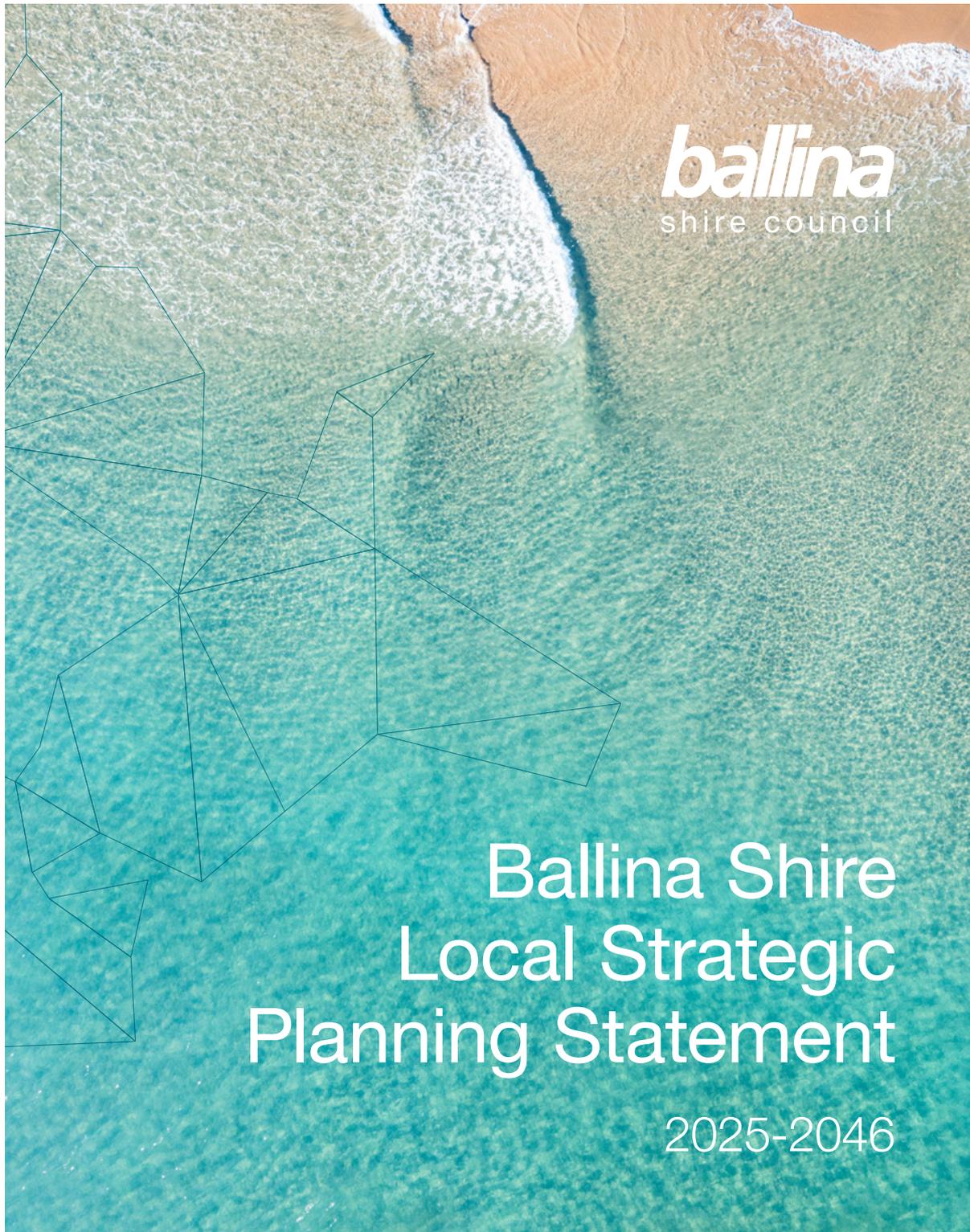


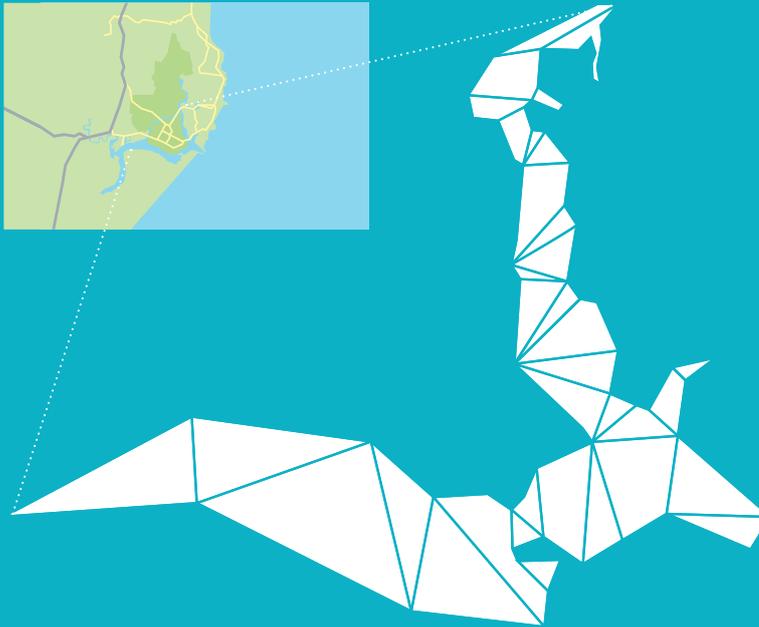
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Living in paradise: Our vision, our future

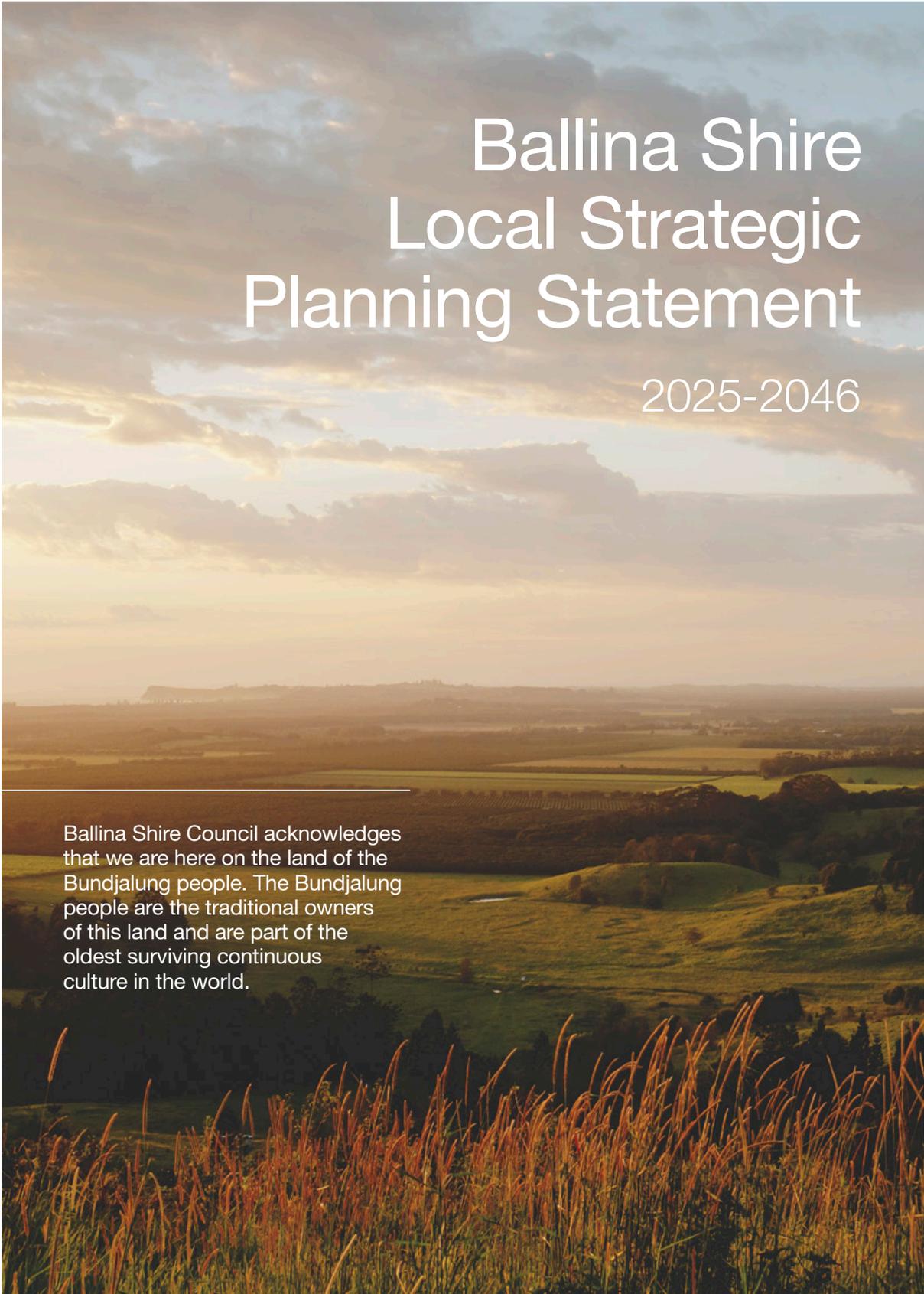


Our design rationale for this document is based on a conceptual interpretation of its contents. To symbolise the strategic community approach, we have used segmented shapes to represent the elements of the community that fit into the geographic focus – Ballina. Together, the shapes form the Ballina River map. Every element impacts on the challenges, direction and ultimately the future of its entire form – our community. We hope you enjoy the journey and the view.

Mapping

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Ballina Shire Local Strategic Planning Statement

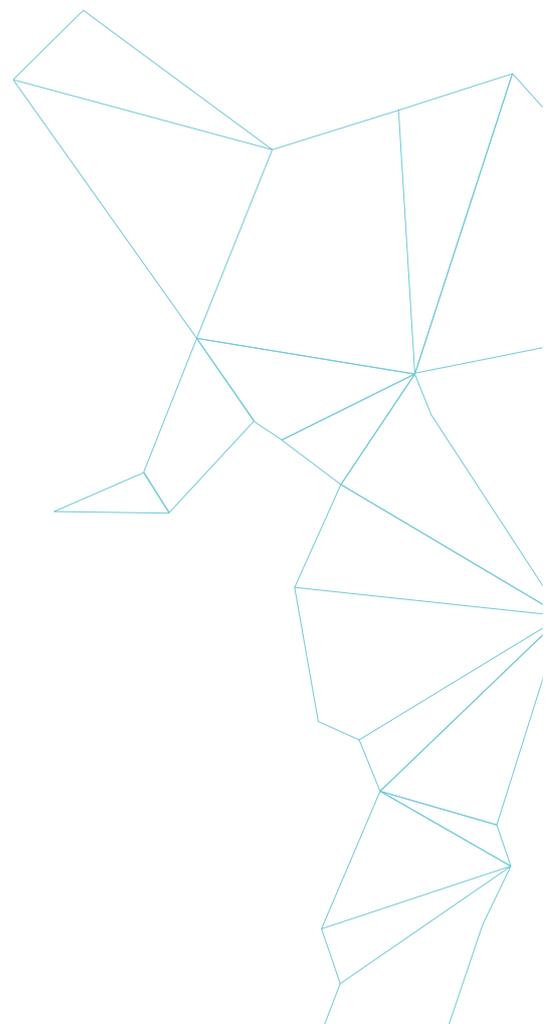
2025-2046

Ballina Shire Council acknowledges that we are here on the land of the Bundjalung people. The Bundjalung people are the traditional owners of this land and are part of the oldest surviving continuous culture in the world.

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Introduction from *our councillors*

The Ballina Shire is one of the most beautiful places in New South Wales. Our beaches and waterways are spectacular, and the hinterland is equally as breathtaking with hidden waterfalls and creeks, and lush pastures that have sustained families for generations.

We are, however, as much defined by the strength of our community as we are of our natural environment.

As a Council it is our role to protect and enhance our beaches, river systems, bush and natural attractions whilst ensuring we foster sustainable economic development that will provide a wide range of employment and business opportunities.

We need to ensure we provide and advocate for housing, facilities, services and infrastructure that caters for the needs of all our residents, from the young to the elderly.

Living in Paradise Our Vision Our Future is an update of Ballina's Local Strategic Planning Statement (LSPS) that identifies the community's strategic planning priorities for the next 20 years. It will provide the framework for Council's planning goals, strategies, and targets.

In updating the LSPS, we referred to the things people had previously told us about what they wanted the Ballina Shire to look like in the future, and what issues are important to them.

Prior to the LSPS being finalised it will be subject to additional community consultation which will assist Council to determine the final list of planning priorities and associated actions.

Living in Paradise Our Vision Our Future is Council's commitment to working in partnership with our residents, community groups and the State and Federal Governments to realise our vision:

"The Ballina Shire is safe, with a connected community, a healthy environment and a thriving economy"

Our plan lays the groundwork for the Council, our community and other groups, working together, to create a shire that will deliver the best possible future.

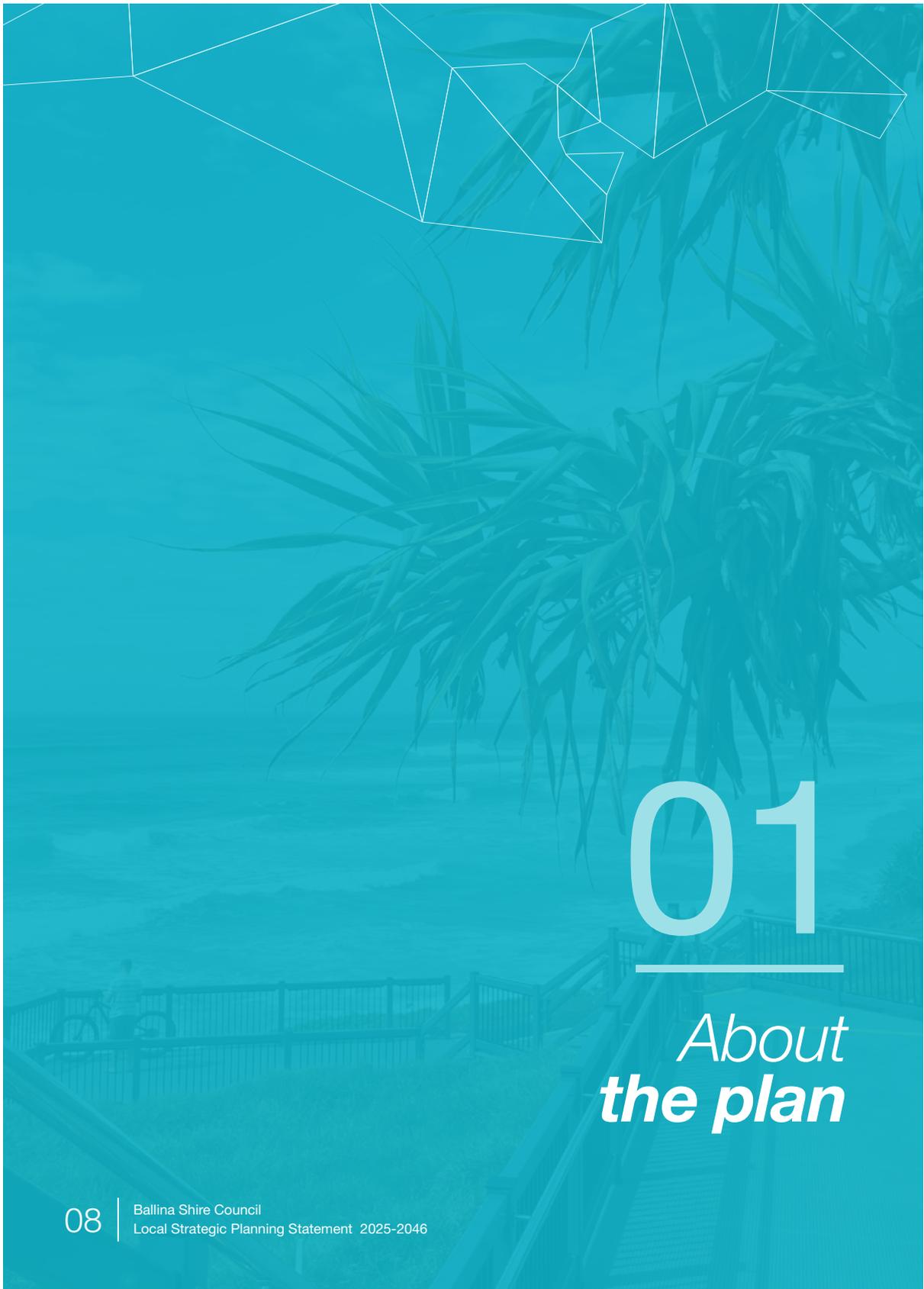
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Ballina Shire Council
Local Strategic Planning Statement 2025-2046

“*The Ballina Shire
is safe, with
a connected
community,
a healthy
environment
and a thriving
economy*”



Pictured L-R: Cr Simon Chate, Cr Michelle Bailey, Cr Eva Ramsey, Cr Damian Loone, Cr Sharon Cadwallader (Mayor), Cr Simon Kinny, Cr Therese Crollick, Cr Kiri Dicker, Cr Erin Karsten, Cr Phillip Meehan



08

Ballina Shire Council
Local Strategic Planning Statement 2025-2046

About the plan

The first Ballina Shire Local Strategic Planning Statement (LSPS) was adopted by Council on 28 May 2020. It is a requirement under the *Environmental Planning and Assessment Act 1979* (the EP&A Act) that Councils review their LSPS within 7 years and to ensure it reflects the economic, social and environmental priorities of the community.

The revised LSPS sets strategic land use planning priorities to 2046 and aligns with objectives in the *North Coast Regional Plan 2041* (NCRP) and Ballina Council's *Community Strategic Plan* (CSP) and the *Delivery Program and Operation Plan* (DPOP).

The LSPS reflects and builds on planning work that Ballina Council has undertaken over many years and is found in various other plans, studies, and strategies that are referenced and summarised within this document. It also suggests future amendments to statutory planning controls such as the Ballina Local Environmental Plan 2012 (LEP) and Ballina Shire Development Control Plan 2012 (DCP), as well as infrastructure contribution plans.

The LSPS will be considered when any other planning documents are reviewed and updated to ensure strategic consistency.

Since its adoption in 2020, Council has completed 13 of the 56 actions identified to implement Ballina's planning priorities at that time, with many other actions commenced and ongoing. Since 2020 Ballina Shire has experienced natural disasters including the 2022 floods, the COVID-19 pandemic and a subsequent population spike through increased migration. We have also been impacted by the national housing crisis that has seen the affordability and availability of housing become a major issue for people of all ages.

This review and update of the LSPS reflects these and other changes that were expressed as community priorities through consultation activities. It also reflects a range of other strategic planning work undertaken and adopted by Council since 2020.

The community vision that *"The Ballina Shire is safe, with a connected community, a healthy environment and a thriving economy"* remains the same.



The main changes in this draft LSPS include:

- ▶ Slightly modified Planning Themes, including a new 'Housing and Liveable Places' theme.
- ▶ Modification and consolidation of the Planning Priorities from 14 to 13.
- ▶ New actions that align with the revised planning priorities.
- ▶ Updated growth area maps and the *Growth Management Strategy* (2012) has been superseded and incorporated into the LSPS.
- ▶ Updated data and maps on the proposed location of future residential growth and new housing over the forecast period.
- ▶ Updated data and maps on the demand for new employment land and options for potential sites
- ▶ Updated housing, demographic and forecast growth data post the 2021 Census to reflect anticipated growth to 2046.
- ▶ Updated community engagement section to reflect the findings from engagement activities undertaken in late 2024 to early 2025.
- ▶ Updated references to the revised *North Coast Regional Plan* endorsed and published by the State Government in 2022.
- ▶ Updated alignment and references to the *Community Strategic Plan* (2025 – 2035).
- ▶ Relevant Council strategies are reflected including the Housing Strategy, Biodiversity Strategy, Destination Management Plan and others such as contributions plans.
- ▶ Updated section on town and village place-based strategies.

The LSPS consists of descriptions, maps, diagrams and figures which provide context and direction for land use decision making in Ballina Shire.

The purpose of the LSPS is to:

- ▶ provide a 20-year land use vision for Ballina Shire,
- ▶ outline the characteristics which make our area special,
- ▶ identify our shared values to be enhanced or maintained,
- ▶ direct how future growth and change will be managed,
- ▶ implement the *North Coast Regional Plan 2041* where relevant to our area, and
- ▶ identify further detailed strategic planning that may be needed



02

Policy **context**

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Ballina Shire Council
Local Strategic Planning Statement 2025-2046

Policy context

The Local Strategic Planning Statement (LSPS) gives effect to the *North Coast Regional Plan 2041 (NCRP)*, implementing the directions and actions at a local level. It recognises the growing regional importance of Ballina in terms of residential development, transport, tourism, retail, health, financial and professional services.

The LSPS is also informed by other statewide strategies including:

- ▶ *The NSW Housing Strategy (Housing 2041)*,
- ▶ *Future Transport Strategy*
- ▶ *NSW Net Zero Plan*
- ▶ *NSW Climate Adaptation Strategy*

as well as other regional strategic policies including:

- ▶ *Northern Rivers Regional Economic Development Strategy (2023)*
- ▶ *NSWDPI Right to Farm Policy*
- ▶ *NRJO Strategic Regional Priorities (2022 – 2024)*
- ▶ *NSW OEH North Coast Enabling Regional Adaption Report (2019)*

The LSPS works with Council's *Community Strategic Plan (CP)*, which has a similar but broader purpose on how Council will work to meet the community's needs. The CSP is a requirement under the *Local Government Act 1993* and identifies the community's main priorities and aspirations for the future. Objectives identified in the CSP, and the priorities and actions identified in the LSPS are translated into activities to be undertaken by Council in its Delivery Program and Operational Plan (DPOP), which is reviewed annually with progress reports provided quarterly.

The LSPS reflects planning priorities in Council's local placed-based and other strategies including the Ballina Major Regional Centre and Employment Land strategies, Lennox Head, Alstonville, Wollongbar and Wardell place plans, Biodiversity Strategy, Housing Strategy, Economic Development Strategy, Destination Management Plan and others.

A table showing the 'line of sight' between these key documents is provided at Appendix A and is also represented in Figure 2.0.

The revision of the LSPS was guided by the *Ballina Shire Growth Management Strategy (2012-2031)* ('the GMS') which has provided the framework for managing growth and land release areas for new residential, commercial and industrial purposes across Ballina Shire. The revision of the LSPS and a review of the GMS has now combined these documents into a single land use strategy.

The LSPS shows Ballina Council's 'Strategic Urban Growth Areas' (SUGAs) in non-urban parts of the shire that appear, at a broad strategic level, to have potential to accommodate future urban growth. These strategic growth areas will be subject to detailed consideration through the statutory rezoning process prior to the land being available for development.

As our population increases, the qualities that make our Shire special, such as our productive farmland and our natural environment will need to be conserved. The LSPS details some of the strategies required to ensure this is achieved. The planning priorities and actions will provide the rationale for decisions about how we use our land to achieve the Ballina community's broader goals.

4.1 Local Strategic Planning Statement - Adoption

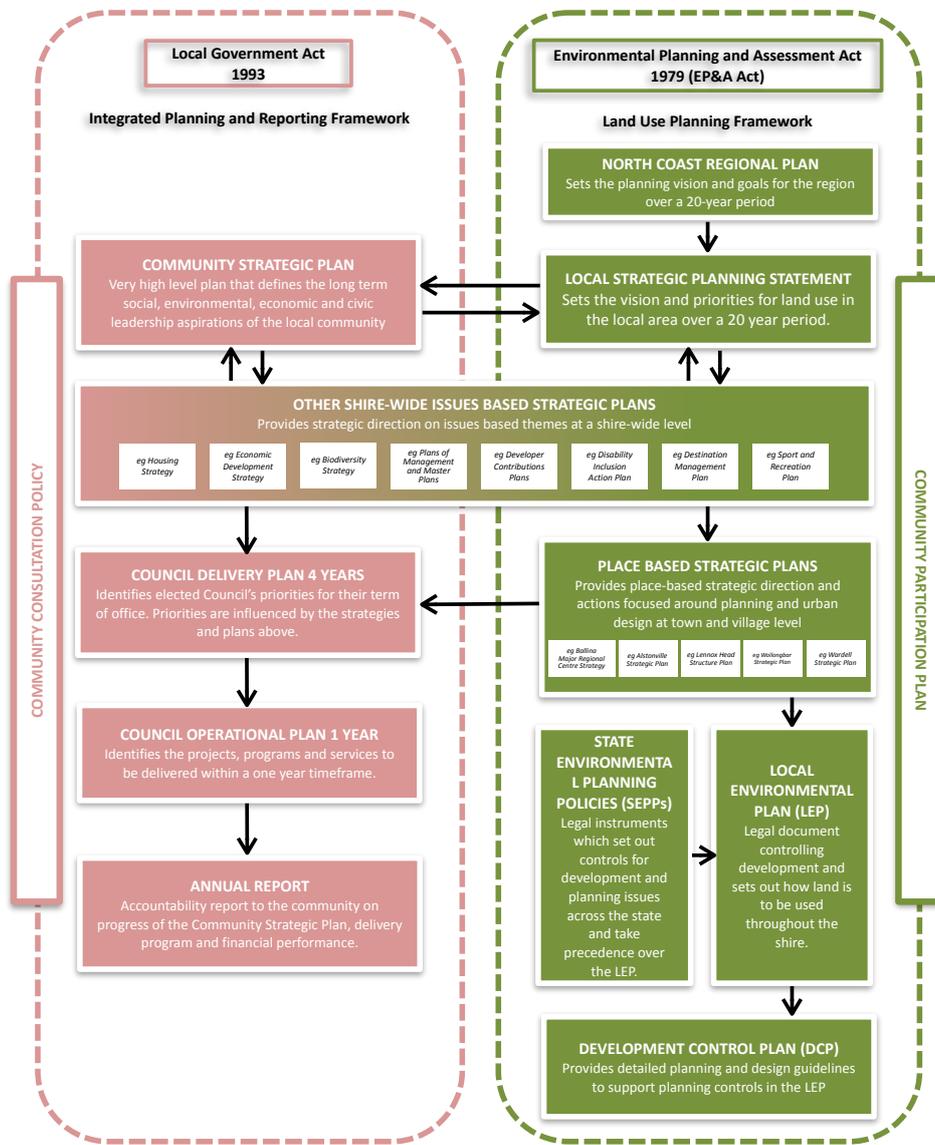
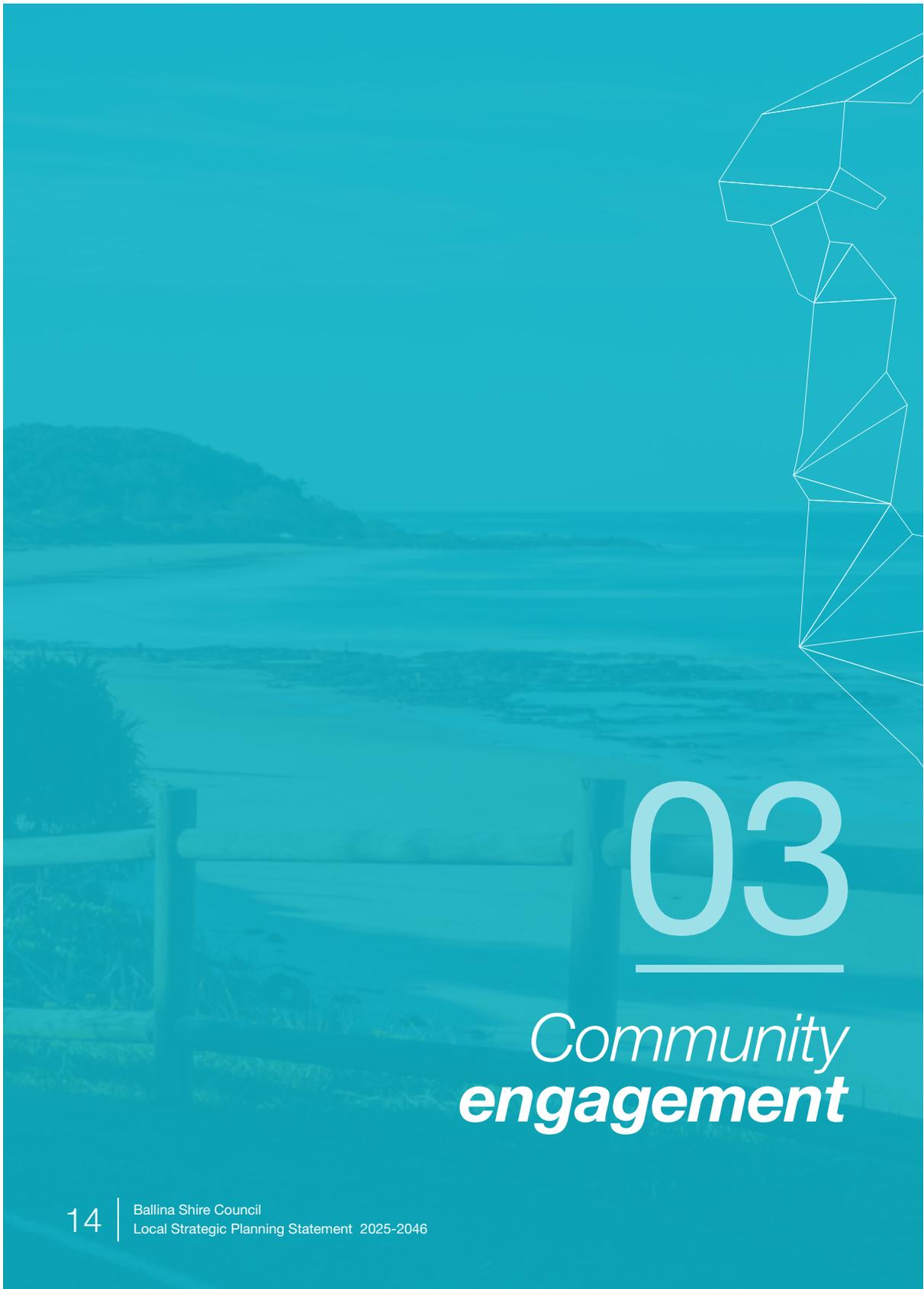


Figure 2.0
Policy Context Flow Chart



Community engagement

Development of the original LSPS in 2020 was based on community engagement that had occurred in association with the *Community Strategic Plan (2017)* and placed based strategic plans for Ballina (2015), Wardell (2015), Alstonville (2017) and Wollongbar (2019). Since that time further engagement activities have been undertaken for the Lennox Head Strategic Plan (2023) and the Ballina Housing Strategy (2024).

From October 2024 to February 2025 Council ran a detailed community engagement program to build a comprehensive picture of the needs and desires of the Ballina community over the upcoming decade to update its Community Strategic Plan (CSP). The key themes to emerge from these engagement activities were:

- ✓ Cost and availability of housing, and how future development or growth will be managed from an environmental or lifestyle / character perspective,
- ✓ The importance of beaches and waterways, including their condition, accessibility and facilities that enable their enjoyment, and
- ✓ Infrastructure to meet existing and future populations, from basic needs such as transport networks, water and sewer services, through to those that provide for community wellbeing, such as recreational, sporting and cultural assets.

The CSP engagement included:

500+ randomly selected residents contacted via phone

173 survey responses via Your Say

394 targeted youth survey responses

92 responses via short answer questions, face-to-face engagement and written submissions or drawings.

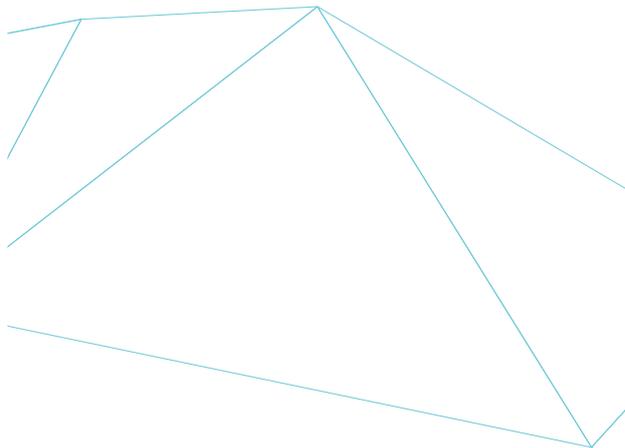
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Local Strategic Planning Statement 2025-2046



Community priorities

- ▶ Protect the environment and live sustainably
- ▶ Balancing housing and population growth
- ▶ Enhance waterways and recognise their risks
- ▶ Demonstrate leadership and communication
- ▶ Connect and support all communities
- ▶ Enhance community safety
- ▶ Improve community recreational infrastructure
- ▶ Encourage vibrant foreshores and town centres
- ▶ Provide safe and effective transportation networks

“
Protect the health
of our waterways
and natural
assets.”



What people said

“More affordable housing is needed.”

“Increase parkland/leisure space on all future housing developments.”

“We need seniors living area in the centre of town”



We love the bike tracks, community and natural spaces.



The deliberate development of local outdoor shared spaces and active recreation areas has been wonderful...

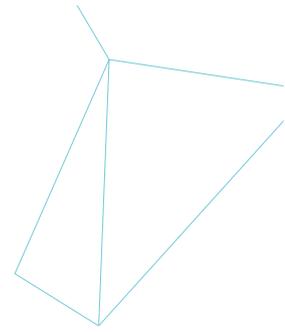
“I’d love to see a diverse community with a good mix of people and housing options.”

“We need to manage development and population growth”

“The communities of Wollongbar & Alstonville want the buffer between them retained.”







Our vision our shire

Our vision

The vision reflects the community’s priorities and sets an overarching goal as we plot a course for Ballina Shire’s future to 2046.

“*The Ballina Shire is safe, with a connected community, a healthy environment and a thriving economy*”

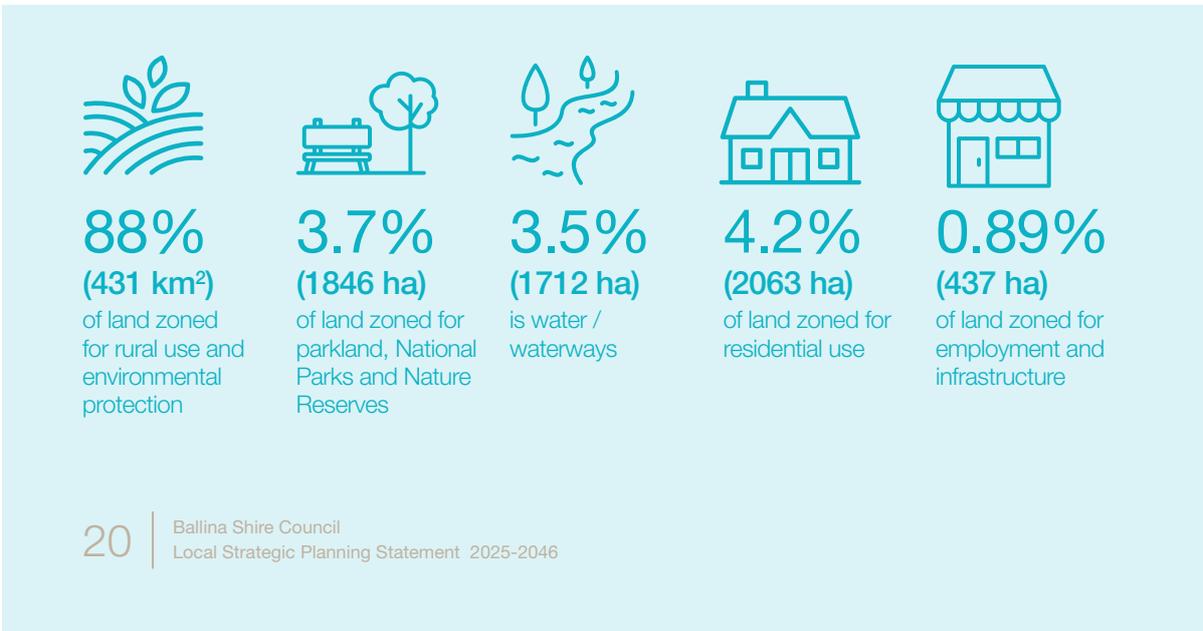
Our shire

Ballina Shire is in one of the fastest growing parts of regional New South Wales. Growth is being driven largely by tourism and lifestyle migration, particularly from the Sydney metropolitan area.

Our main town and commercial centre is Ballina, which is supported by other small towns and villages including Lennox Head, Alstonville, Wollongbar and Wardell. There are also several small villages and localities in the rural hinterland, such as Tintenbar and Newrybar.

Ballina Shire’s beautiful natural environment of coastline, waterways, rainforests, wetlands, and the rural hinterland are the foundation of its appeal as a popular residential and tourist destination. Additionally, the mild subtropical climate, moderate rainfall and productive soils provide the foundation for a diverse and productive agricultural base.

Our coast, the Richmond River and the Alstonville Plateau and escarpment are the standout geographic features in the Shire. Their associated waterways, natural habitats, farming landscape and cultural and heritage values, along with the beaches and ocean, help to define our place and communities.



4.1 **Local Strategic Planning Statement - Adoption**





Our shire continued

Ballina Shire is well serviced by high quality infrastructure including the Pacific Motorway and the Bruxner Highway, the Ballina-Byron Gateway Airport, parks and modern sporting facilities such as the Ballina Indoor Sports Centre and other critical urban services such as the NBN and state of the art wastewater treatment facilities. Ballina Shire's urban centres are well designed, with good connectivity (by roads and pathways) and abundant open space.

The Pacific Motorway provides a two-lane separate motorway linking Ballina with the Gold Coast (1 hour) and Brisbane (2 hours). South East Queensland had a population of 3.8 million at the 2021 Census, which is forecast to increase to 6 million by 2046¹. This is an extra 2.2 million residents, or a 57% increase, providing the Ballina Shire with a huge and growing marketplace on its doorstep.

Ballina Byron Gateway Airport (BBGA) provides direct jet access to Sydney and Melbourne. Each year, our busy regional airport supports around 635,000 commercial passengers – this is expected to increase to over 900,000 by 2040.

We are proud of Country and our strong sense of place. The Shire is rich in highly valued Aboriginal cultural heritage sites as well as iconic sites of environmental and historical significance. The acknowledgement of contemporary Aboriginal identity, history, culture and presence in the community is important to our Aboriginal community and acknowledges the more distant past.

Our community places a very high cultural value on the natural environment and other outdoor environments, as these features underpin our lifestyle. These include conservation areas, beaches and foreshores, parks, walkways and cycle ways as well as the wharves and jetties enable boating and fishing activities. We aim to foster cultural activity that promotes the heritage, stories and unique features that are the Ballina Shire and make the Shire an attractive place to live and visit.

Our social environment is also seen as a key strength. The general friendliness of our community as well as diverse level of skills and education of our residents are valued by the community.

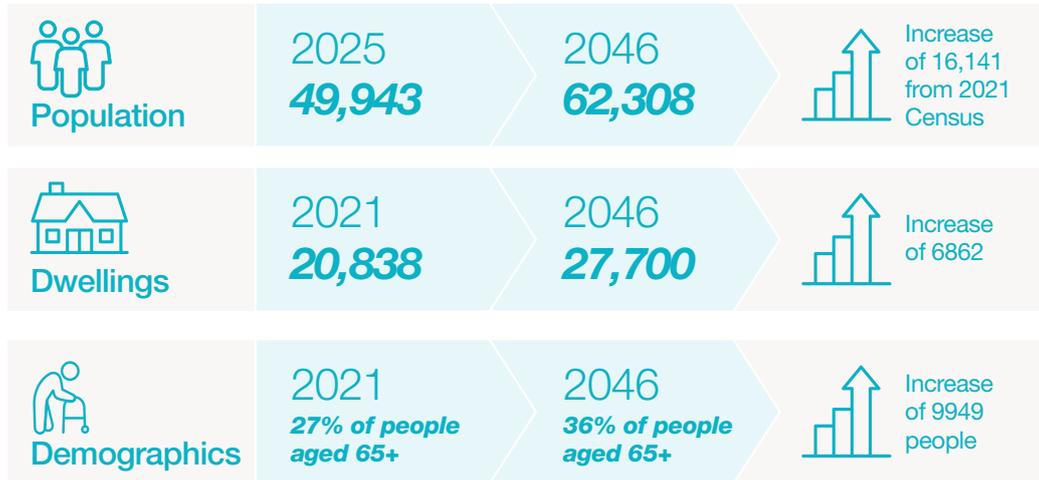
Our place in the region

Ballina Shire is in the Northern Rivers region of NSW, which is part of the wider North Coast Planning area as shown in Figure 4.0. Ballina is located 780 km (8.5 hours drive) north of Sydney and 230 km (2 hours drive) south of Brisbane.



Figure 4.0
The North Coast Region
(Source - North Coast Regional Plan 2041)

Population growth and demographics

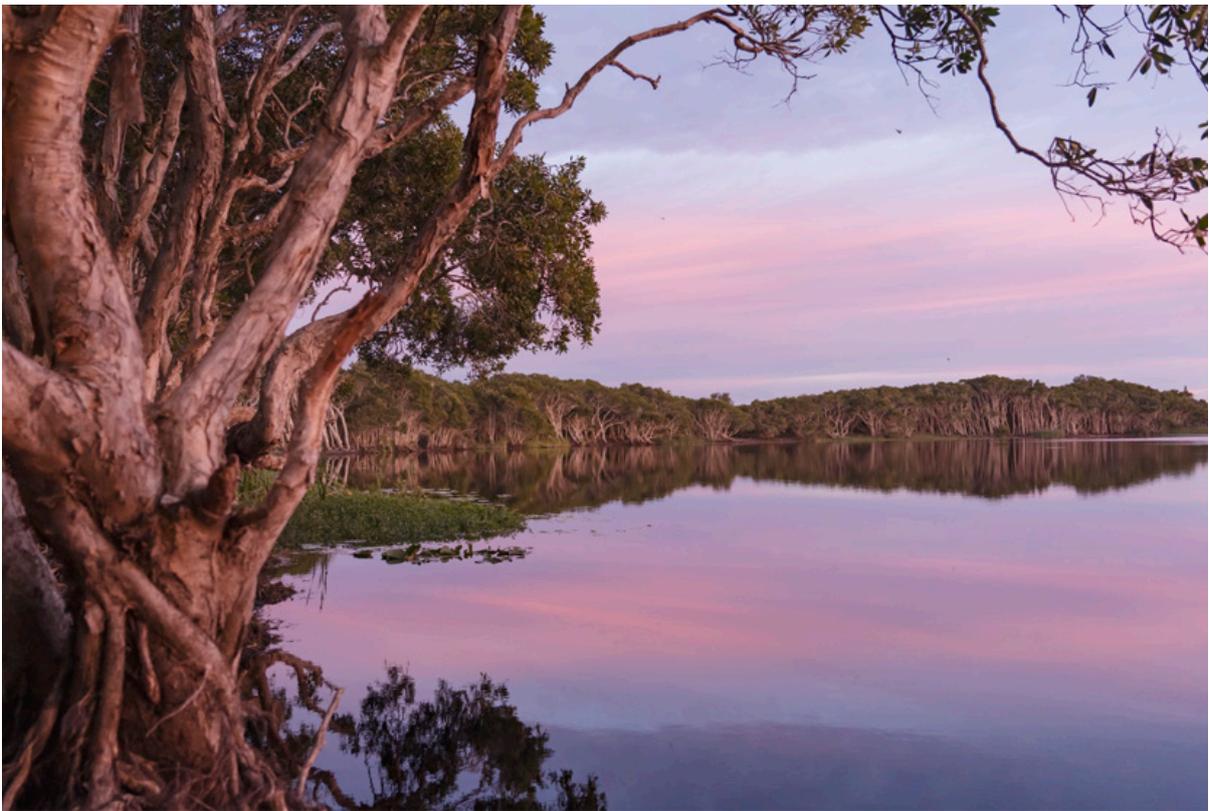


Ballina Shire is continuing to experience relatively high population growth. Between 2011 and 2021 the population grew by 5449 people (13.3%) from 40,747 to 46,196. Over the 25 year period from 2021 to 2046 Ballina’s population is forecast to grow to by a further 16,141 people to 62,308 which is an annual increase of 1.21%².

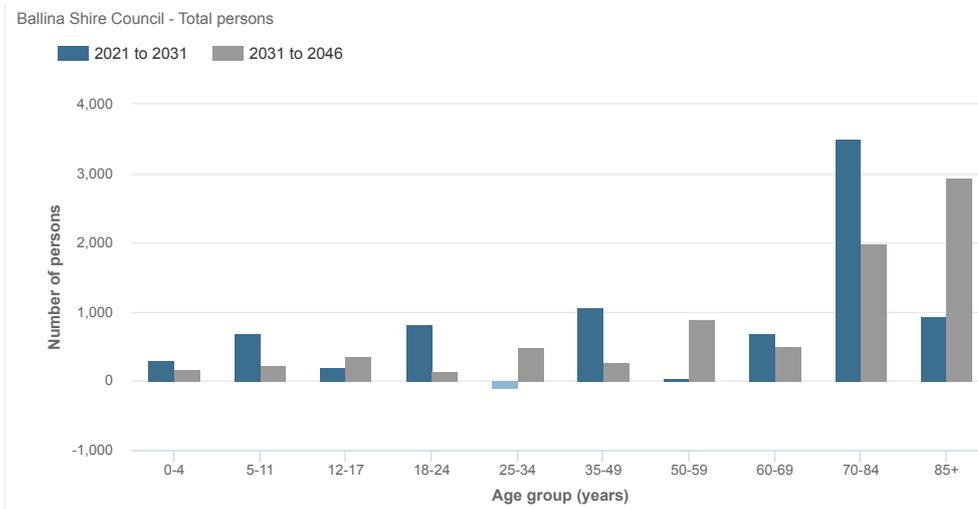
Ballina also has an ageing population. By 2046, 36% of our residents are expected to be over the age of 65 years (up from 27.1% in 2021). Figures from the 2021 census show the dominant age group for people in Ballina Shire was 65 to 69, which accounted for 7.4% of the total population. The largest increase in persons between 2021 and 2031 is forecast to be in ages 75 to 79, which is expected to increase by 1,448 people and account for 6.8% of the total population. The largest 5 year age group in 2031 is anticipated to be 70 to 74 years, with a total of 3,997 persons. By 2046, 9.1% of the population (5671 people) will be aged over 85 years or over.

Between 2021 and 2031, the age structure forecasts for Ballina Shire Council indicate a 13.7% increase in population under working age, a 40.2% increase in population of retirement age, and an 8.4% increase in population of working age³.

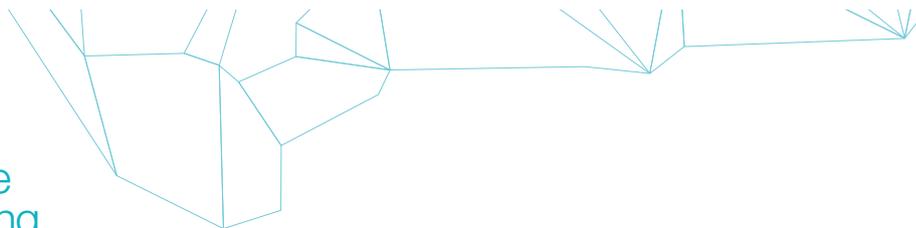
² All population forecast data in the LSPS is from forecast.id.com.au/ballina
³ All population forecast data in the LSPS is from forecast.id.com.au/ballina



**Forecast change in age structure
- service age groups**



Future housing



To support the housing needs for this increased population, a further 6863 dwellings is likely to be required. This is an average of 275 new dwellings per annum. Ballina Shire Council has, over many years, identified sufficient land for housing (both greenfield and infill), supported by appropriate levels of civil and social infrastructure including water and sewerage, roads, recreation, and community facilities.

Greenfield Housing Sites

There is sufficient greenfield land to meet projected demand for the next 20+ years, which equates to between 2800 and 5400 new dwellings.

Undeveloped residential zoned land is available at Lennox Head, Skennars Head, Kinvara, Cumbalum, West Ballina and Wollongbar. As of 2025 Ballina Shire has just under 400 hectares of vacant residential land available for 'greenfield development'. Of this, 190 hectares had development approval for residential subdivision and arrangements in place for the delivery of infrastructure. An estimated dwelling yield based upon 8 - 15 dwellings per hectare has been provided in the following table:

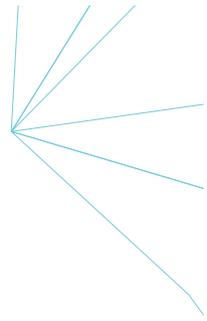
It is also important to progressively examine options for new land supplies (considering the various advantages and disadvantages) to ensure a platform for residential development in the period beyond the current land supply capacity. Ballina Council has identified approximately 650 hectares as Strategic Urban Growth Areas (SUGAs). These areas could potentially yield a further 1000+ residential lots over the longer term, subject to land constraints.

A review of the suitability of the SUGA areas was undertaken in 2023 including community and stakeholder consultation. The result of the review was that some areas were removed or refined to meet contemporary planning principles regarding environmental constraints and infrastructure requirements. The revised SUGA maps were endorsed by Council and the Department of Planning and have been updated within the Ballina Local Environmental Plan 2012 (LEP). These areas will be subject to further detailed investigations of constraints such as biodiversity values, flood and bushfire risk at the time that rezoning for future housing is considered.

Council will also review the option for a third village on the Alstonville Plateau in the longer term if current identified areas are not suitable to meet future demand for housing.

**Table 1
Residential Land potential
dwelling yield**

<i>Location</i>	<i>Residential Zoned 'greenfield' sites</i>	<i>Potential dwelling yield</i>
West Ballina	3.7 ha	29-55
Cumbalum	100 ha	800-1500
Kinvara Area	136 ha	1088-2040
Lennox Head	52.6 ha	420-789
Skennars Head	16ha	128-240
Wollongbar	50.4 ha	403-757
Ballina Shire Total	358.7ha	2868 - 5381



Future housing

Infill Housing

The *Ballina Shire Housing Strategy*, adopted in May 2024, outlines Council's role in addressing local housing challenges over the next 20 years. The strategy did not update land release areas but instead focuses on actions related to housing diversity, infrastructure capacity, affordable housing, and medium to high-density development within existing areas.

Data from the 2021 Census shows 66% of dwellings across Ballina Shire had only one or two permanent occupants, with an average of 2.34 persons per household. Yet there is a continuing preference for the market to build 3+ bedroom houses. The Housing Strategy aims to increase the mix of housing options to ensure new housing meets the needs of smaller households and the financial capacity of the population, including key workers and low-income households.

In 2024, a State Environmental Planning Policy (SEPP) amendment concerning dual occupancies and

semi-detached dwellings was introduced that facilitates these types of housing in areas zoned R2 Low Density Residential.

Ballina's Housing Strategy identifies a range of further actions for Council to undertake to ensure future housing is available, diverse, walkable and resilient. Increased density in the form of dual occupancy and multi-unit housing will be required and encouraged within established residential areas that have existing social and physical infrastructure, as well as proximity to shops and services.

In existing population centres such as the greater Ballina urban area, Lennox Head, Alstonville and Wollongbar, Council will investigate increasing density provisions and ensuring there is suitable infrastructure capacity; investigate opportunities for housing projects on Council-owned land and establishing community housing trusts, as well as advocating for affordable housing within State and Federal government frameworks.

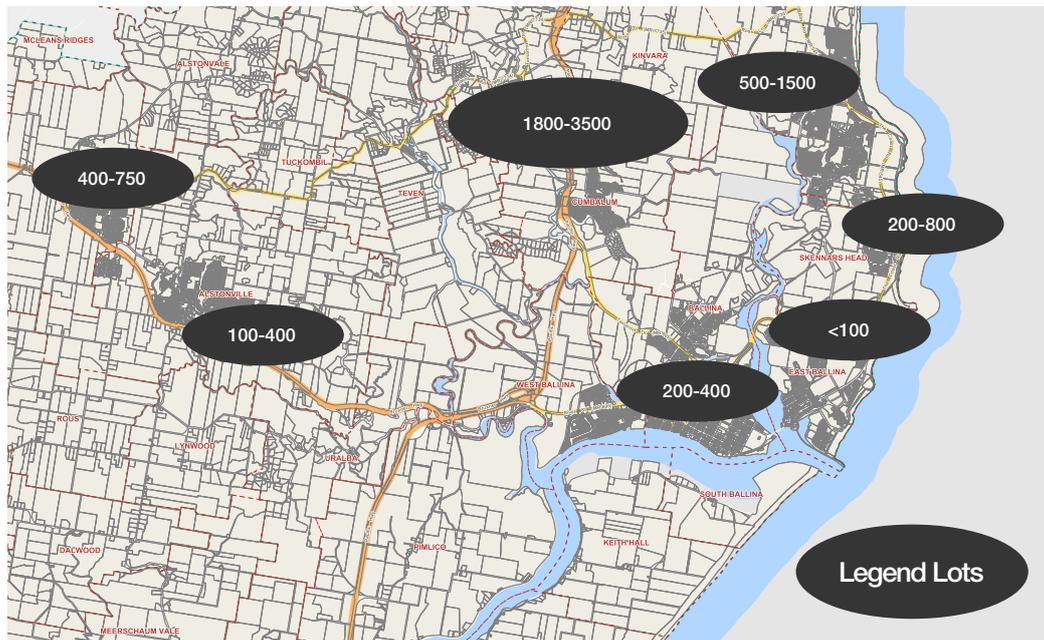


Figure 6.0
Illustrative forecast dwelling growth by precinct

Forecast dwellings and development

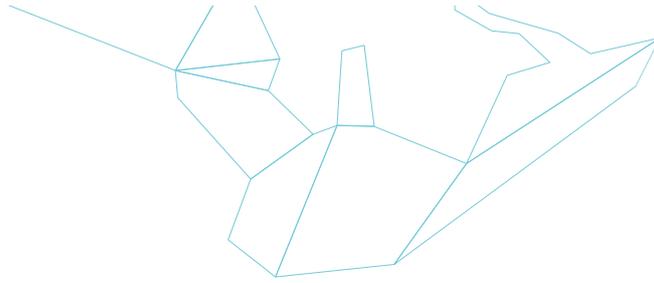


Table 2 (below) and Figure 6.0 (on previous page) show the anticipated location and number of all new dwellings (greenfield and infill) over the 25 year forecast period.

Figures 7-10 show existing residential areas, undeveloped residential zoned land and Strategic Urban

Growth Areas (SUGAs). These maps represent the long-term development and land release strategy of Council to meet anticipated population growth, along with associated strategies to increase infill development within existing population centres.

Table 2
Forecast dwellings and development

Area	2021		2046		Change between 2021 and 2046	
	Number	%	Number	%	Number	%
Ballina Shire	20,837	100.0	27,700	100.0	+6,863	+32.9
Alstonville	2,687	12.9	3,086	11.1	+399	+14.9
Ballina (Island)	3,915	18.8	4,077	14.7	+162	+4.1
Ballina (North)	1,126	5.4	1,281	4.6	+155	+13.8
Cumbalum - Tintenbar	1,093	5.2	3,892	14.1	+2,800	+256.2
East Ballina	2,838	13.6	2,848	10.3	+11	+0.4
Lennox Head	3,240	15.6	4,703	17.0	+1,463	+45.1
Skennars Head	551	2.6	1,605	5.8	+1,054	+191.3
Teven - Newrybar - Rural North	998	4.8	998	3.6	0	0
Wardell - Rural South	1,514	7.3	1,585	5.7	+71	+4.7
West Ballina	1,528	7.3	1,746	6.3	+218	+14.3
Wollongbar - Mcleans Ridges	1,348	6.5	1,879	6.8	+531	+39.4



Residential Growth Areas Cumbalum / Kinvara / Tintenbar area

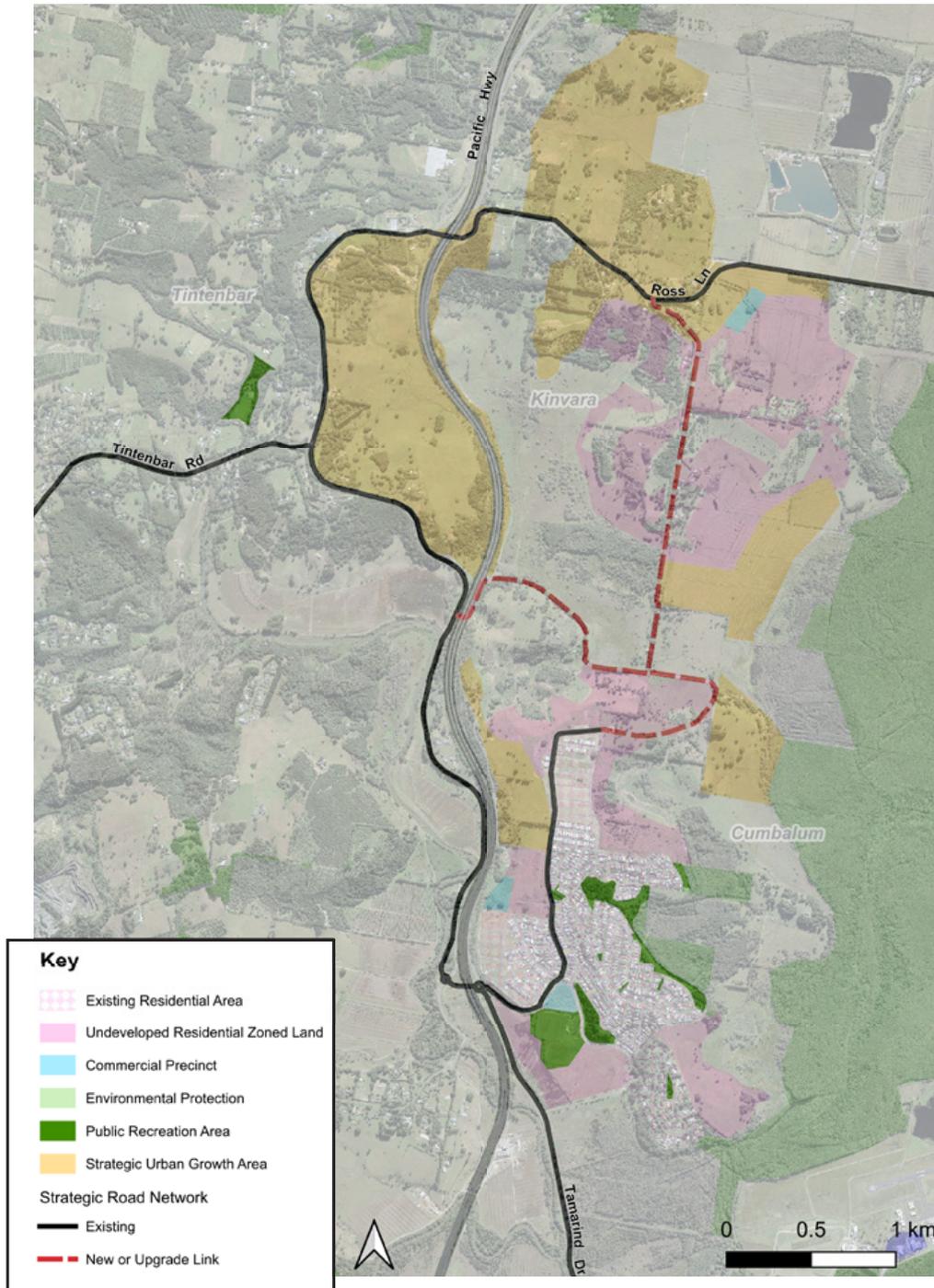


Figure 7.0
Residential Growth Areas
Cumbalum / Kinvara / Tintenbar area

Residential Growth Areas Lennox Head / Skennars Head area

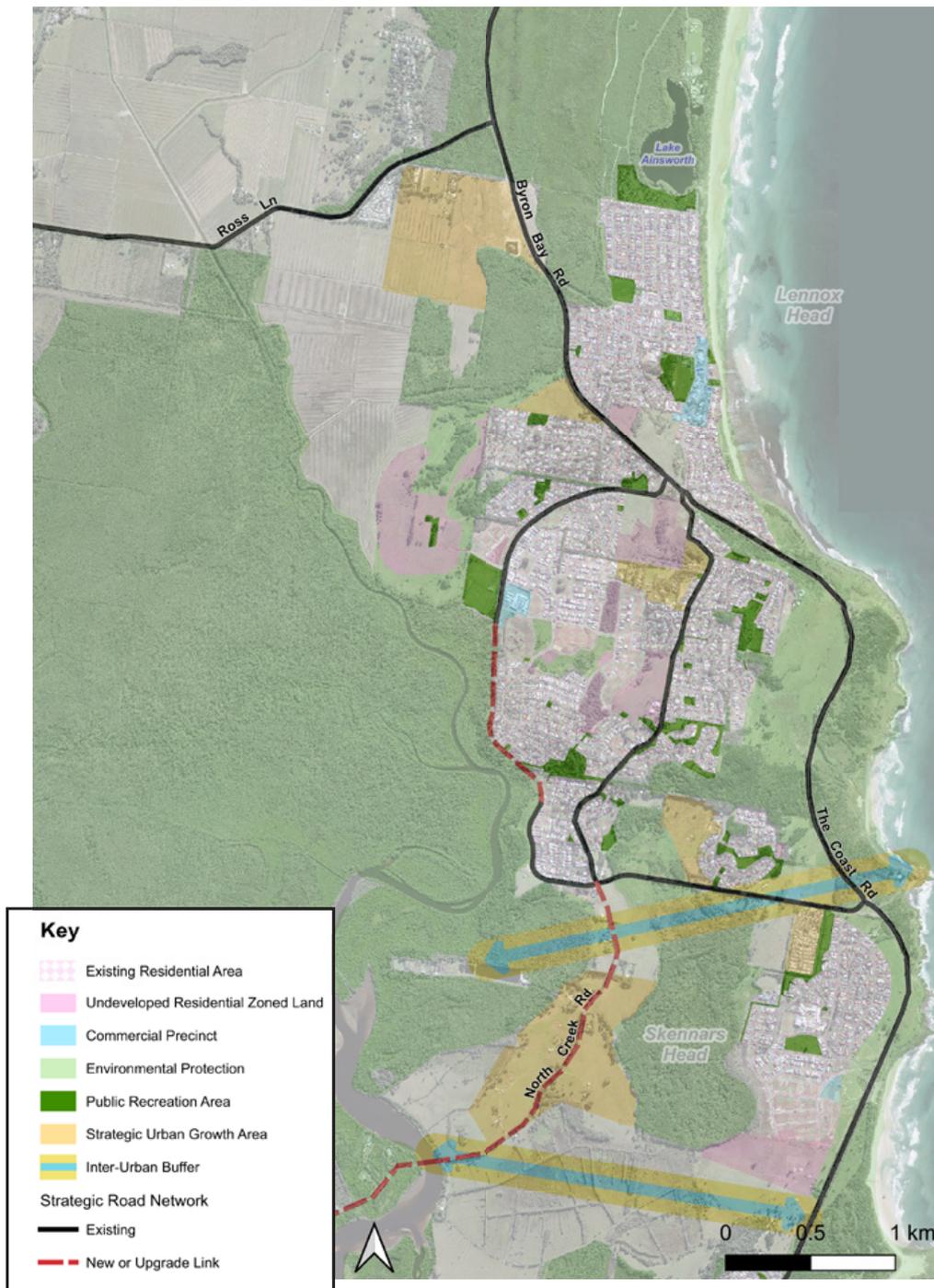


Figure 8.0
Residential Growth Areas
Lennox Head / Skennars Head area

Residential Growth Areas Wollongbar / Alstonville area

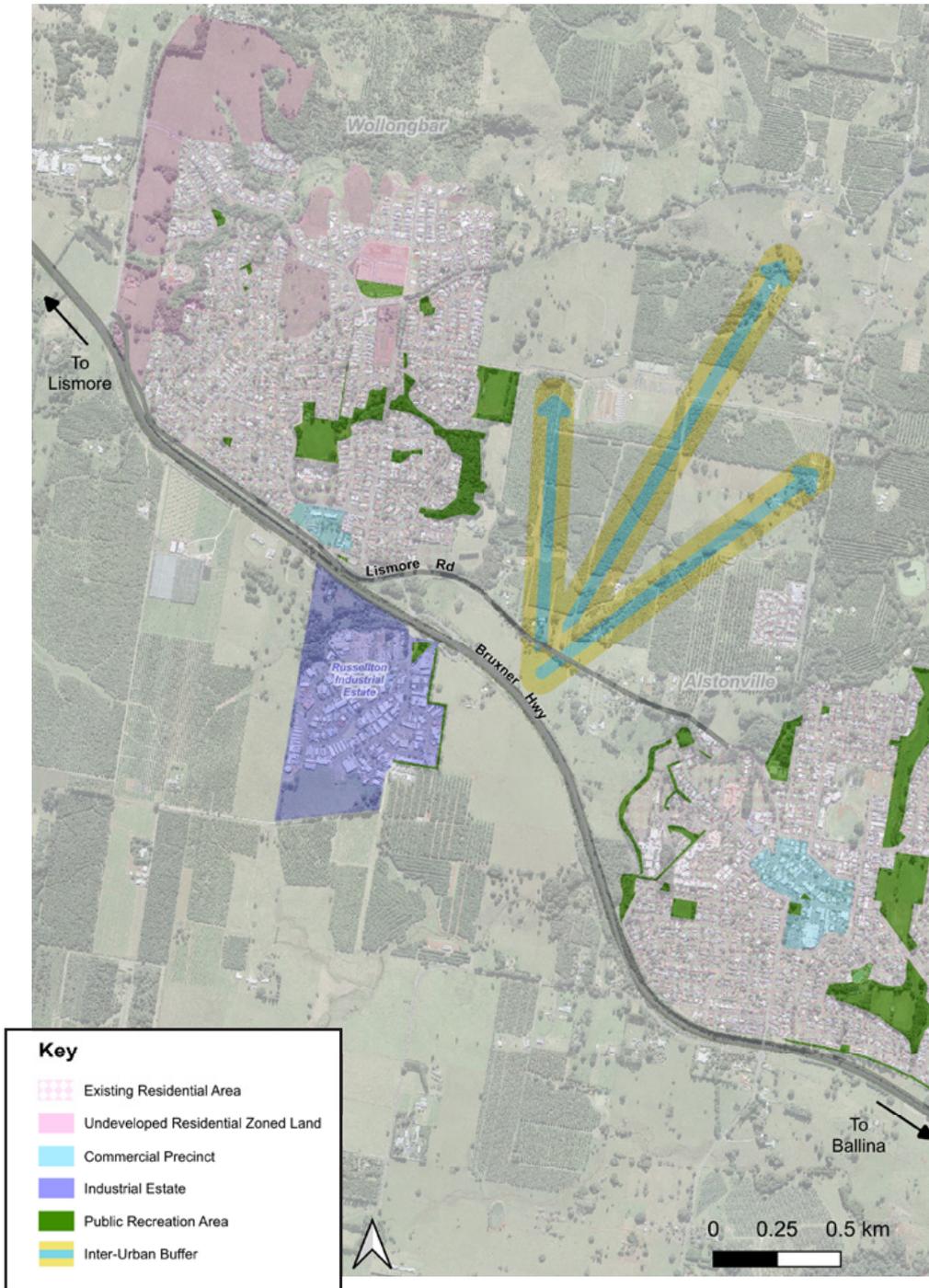


Figure 9.0
Residential Growth Areas
Wollongbar / Alstonville area

Residential Growth Areas Wardell

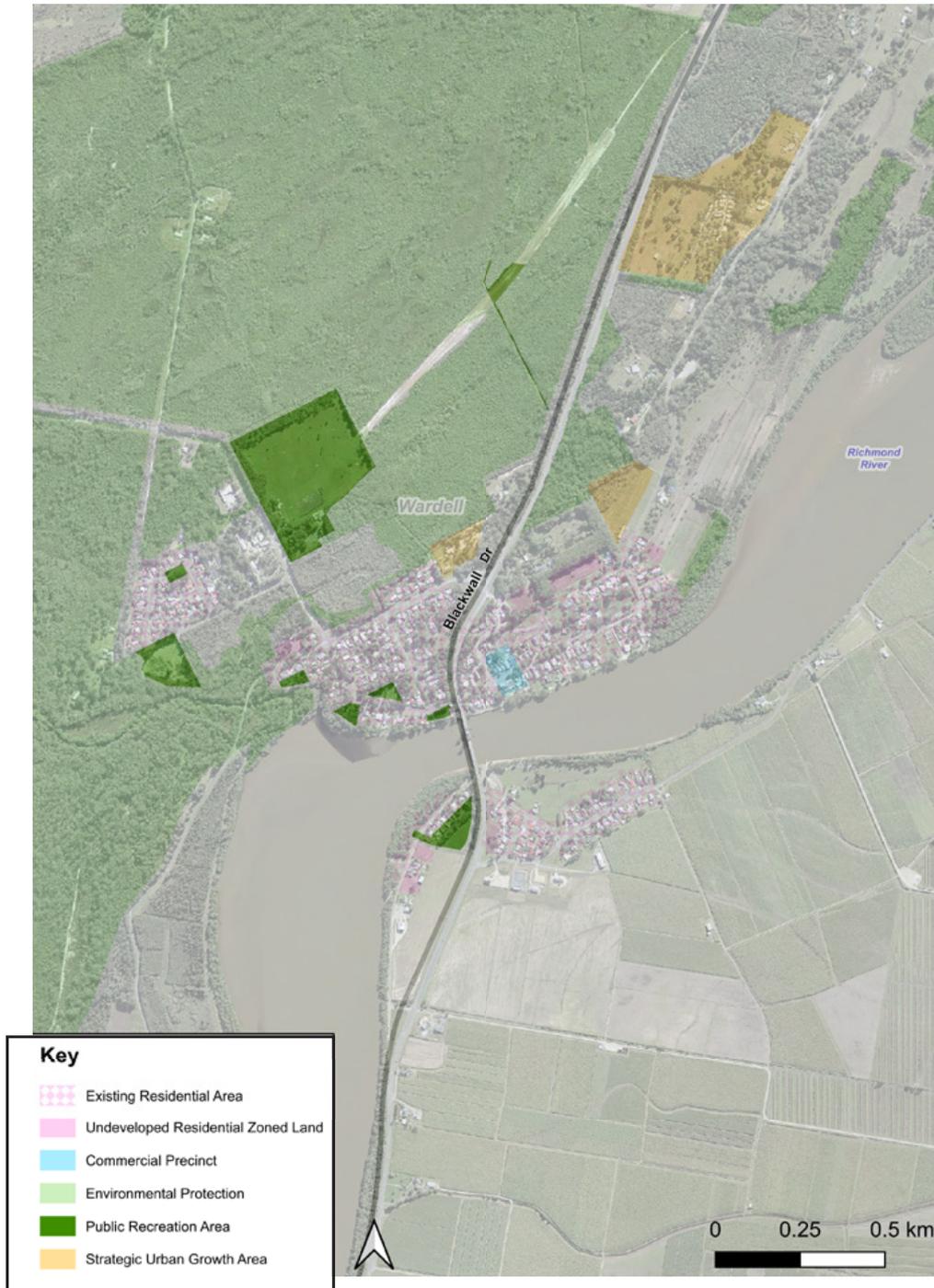


Figure 10.0
Residential Growth Areas
Wardell

Towns, villages and rural hamlets

Ballina Shire Council has undertaken extensive community engagement and planning work to ensure that the character and qualities of our towns and villages is maintained and enhanced.

A series of localised strategic plans have been developed and adopted to provide a framework for future works and decision making in relation to these areas. Place based strategic plans are monitored annually for progress and specific actions are incorporated within the Delivery Program and Operating Plan. Each placed based strategic plan is periodically reviewed at a recommended 10 yearly interval. A summary of the key elements for each of the towns and villages and the relevant placed-based strategic plan is provided below.





Ballina

Ballina’s main urban centre, incorporating East and West Ballina, will continue to be the residential and commercial heart of the shire. This area contains Ballina’s Town Centre, the Kerr Street and River Street Retail Precincts, the Ballina-Byron Gateway Airport, Southern Cross Industrial Estate, Ballina Hospital as well as key sporting, recreational, community and education facilities and established residential areas.

The *Ballina Major Regional Centre Strategy* (BMRCS) was prepared in 2015 to respond to the NSW Government’s *Far North Coast Regional Strategy (2008 – 2031)* that designated Ballina as a Developing Major Regional Centre. The most recent *North Coast Regional Plan (2041)* designates Ballina as the only Strategic Centre

on the Far North Coast, with Tweed Heads and Lismore identified as Regional Cities.

The area identified within the BMRCS will support future growth, but future climate impacts need to be understood and managed. There is a strong overlap with the priorities and actions contained within the revised LSPS.

The BMRCS is due for periodic review to ensure priorities and actions for this area are up to date and consistent with other strategic planning documents.



Alstonville

Alstonville village has a population of 5912 people and is serviced by a commercial precinct, primary and secondary schools and a range of open space and sporting facilities. It is characterised by its elevated plateau location with rural vistas, low rise development, it's commercial centre and timber buildings with local historic value.

The *Alstonville Strategic Plan 2017 - 2037* (ASP) applies to the urban areas of Alstonville north of the Bruxner Highway and identifies the limited opportunity for new housing which will come from increased density rather than through new greenfield release areas.

The existing village character and maintaining the urban

buffer between Alstonville and Wollongbar were identified as important to the community and are reflected within the ASP.

The ASP contains 19 actions including a range of beautification and pathway improvements. Eight actions have been completed by 2025 with others commenced and ongoing.



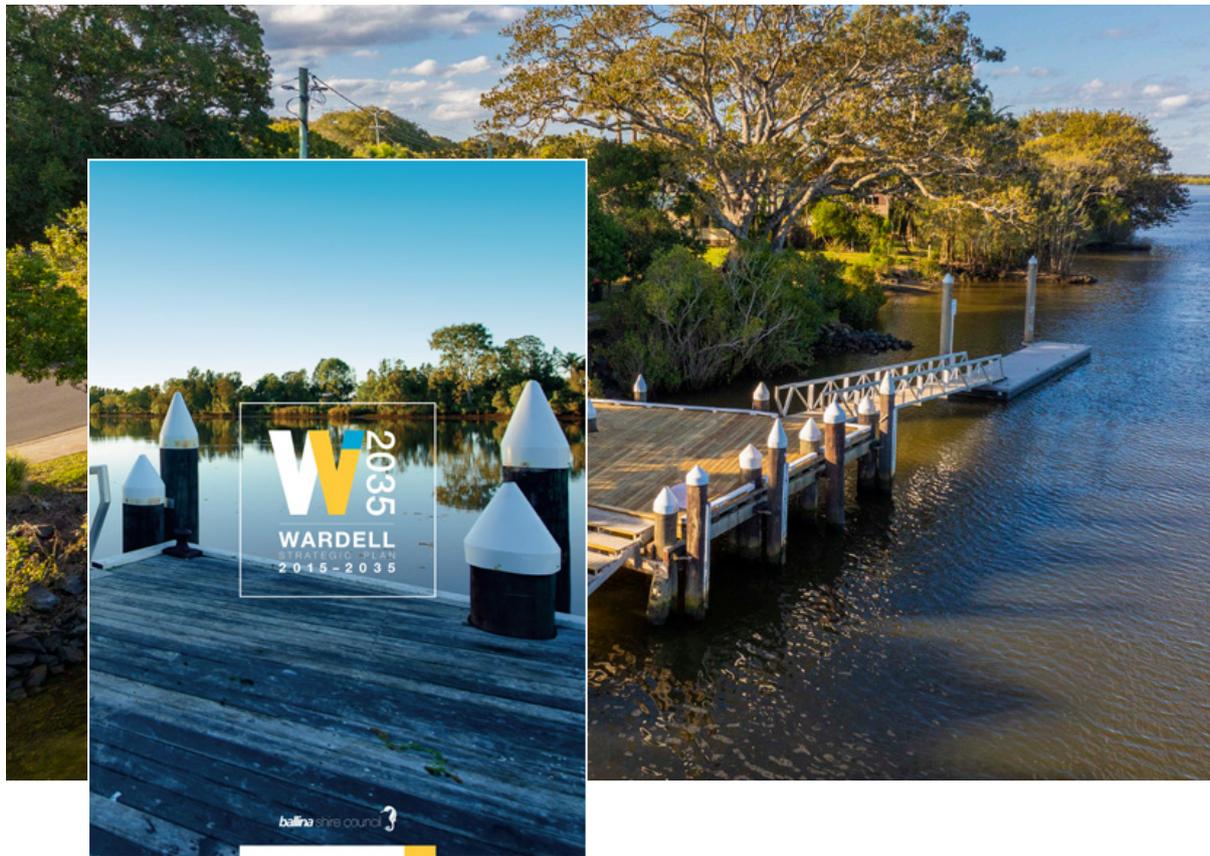
Wollongbar

Wollongbar had a population of 3261 at the 2021 Census and is estimated to have an annual population growth of 1.5% from 2021 to 2031, with an estimated 4600 people living there by 2046⁶. This relatively high projected population growth can be accommodated on existing vacant residential zoned land and through increased density.

Wollongbar has a higher level of housing affordability (compared to Ballina and other coastal areas). It is serviced by a small commercial precinct, a sports field complex located to the east of the village, a primary school and TAFE.

The *Wollongbar Strategic Plan 2019 – 2039* (WSP) applies to the urban area north of the Bruxner Highway as well as the Russellton Industrial estate south of the highway. One of the key strategic actions of the WSP is to retain the inter-urban buffer between Wollongbar and Alstonville and to discourage urban style developments in the rural area between the villages. Providing additional employment land within the Russellton Industrial Estate for additional local job opportunities was identified as an emerging issue, along with enhanced community infrastructure.

There are 13 actions included in the WSP, with three having been completed by 2025 and others commenced and ongoing.



Wardell

Wardell village is located on the banks of the Richmond River, with the majority of houses and the small commercial precinct located north of the river, and a smaller number of houses on the southern bank. The greater Wardell area has a population of 830 people, with 10.8% identifying as Aboriginal⁷.

The *Wardell Strategic Plan 2015 – 2035* (WSP) provides a framework for potential growth beyond its current limits. Areas identified as Strategic Urban Growth Areas (SUGAs) in the Ballina LEP 2012 were somewhat reduced as part of the 2023 review but are likely to allow for a modest growth, subject to detailed assessment of bush fire risk, flooding, ecological and other environmental factors.

The WSP includes 29 actions including beautification projects, tourism opportunities, accessibility and staged development. Nine actions had been completed in 2025 with many others commenced and ongoing.

A *Wardell Village Centre Revitalisation Master Plan* was also adopted by Council in 2023 which provides a range of detailed design works to improve public amenities and connectivity to the river.



Lennox Head and Skennars Head

The greater Lennox Head and Skennars Head area is home to 9378 people⁸. It is characterised by rugged coastline, pathways with ocean views, residential neighbourhoods buffered by rural lands, local centres, low rise development and special places including Lake Ainsworth, Lennox Headland, the surf beaches and Lennox village shops.

Lennox Head / Skennars Head had population increase of 19% (an additional 1446 people) from 2016-2021 and is expected to experience ongoing growth over the forecast period to a projected 16,799 people by 2046⁹.

The *Lennox Head Strategic Plan 2023 – 2043* (LHSP) applies to the greater area of Lennox Head and Skennars Head and includes character statements for the distant geographical communities of North Lennox, Lennox

Head Village, West Lennox, East Lennox, Skennars Head and North Creek, with future planning objectives established for each area.

The LHSP focuses on guiding the development and management of Lennox Head over the next two decades, aiming to balance growth with the preservation of the town's natural beauty and community character.

The LHSP outlines Council's priority actions for the area based on the population projections. The LHSP updated Council policy regarding Strategic Urban Growth Areas, removing areas that are no longer appropriate or that have already been developed.

Many of the 34 actions within the LHSP are focused on local placemaking to improve access to and amenity of existing natural assets and community facilities.



Rural hamlets

Ballina Shire also contains several small rural hamlets that are dispersed across the landscape and contribute to the character of the area. In 2014 Ballina Council prepared Rural Settlement Character Statements for nine rural hamlets that defines each areas key features and the qualities that make them special to the local community at that time. The areas covered are Newrybar, Tintenbar, Fernleigh, Meercschaum Vale, Rous, Rous Mill, South Ballina, Empire Vale / Keith Hall and Patches Beach.

No expansion of these hamlets is proposed and generally, no subdivision of lots is permissible for these areas, with additional housing limited to existing vacant lots that have a dwelling entitlement (under the provisions of the LEP), and new dual occupancies on lots that have an existing dwelling.



Newrybar

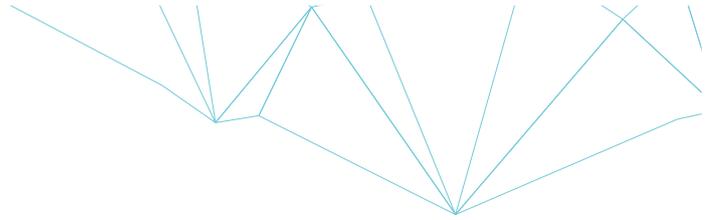
A Streetscape Master Plan for Newrybar (adopted by Council in July, 2025) proposes changes to traffic and parking conditions, additional pedestrian connections and other amenity improvements that are in keeping with the community's vision for Newrybar to be a *'welcoming and vibrant village where character, community, and creativity flourish. An intimate, walkable destination that honours its artisanal spirit, local produce, and deep connection to the natural landscape'*

The historic character of the village and a range of commercial and community activities makes Newrybar attractive to both residents and visitors. Council will consider amendments to planning controls that enable some expansion of these enterprises and allow additional land uses where it is demonstrated that proposed commercial activities are in keeping with the character of the village, environmental attributes, the vision expressed in the streetscape masterplan and can be accommodated by existing infrastructure.

Figure 11.0
Overview of the Newrybar Streetscape Master Plan

⁸ ABS Estimated Residential Population, 2023

⁹ All population forecast data in the LSPS is from forecast.id.com.au/ballina



Economy and employment

Gross Regional Product
\$3.04 billion
2023



Local Jobs
22,730
2023



Local Businesses
5181
2024



Largest Employer
Health care & Social assistance
4132
2022/23



Key industries

Tourism generates
\$210 million per annum
2022/23



Agriculture, Forestry & Fishing generates
\$166 million per annum
2022/23



Construction generates
\$225 million per annum
2022/23



Retail trade generates
\$222 million per annum
2022/23





Economic Snapshot

Ballina has a diverse industry base including health care and social assistance, construction, tourism, agriculture, forestry and fishing and manufacturing.

Ballina Shire's annual Gross Regional Product was estimated at \$3.04 billion in 2022/23 and supported an estimated 5181 local businesses, which provided 22,730 local jobs.

Health Care and Social Assistance is the highest gross value added (GVA) industry in Ballina Shire, generating \$323 million GVA in 2022/23 and providing 4,132 jobs. GVA is a measure of an industry's contribution to the economy measured by subtracting the cost of the inputs into production from gross revenue.

The services sector accounts for the majority of jobs in the Shire, with 18.2% of the workforce employed in health care and social assistance jobs and 11.9% employed in the retail sector.

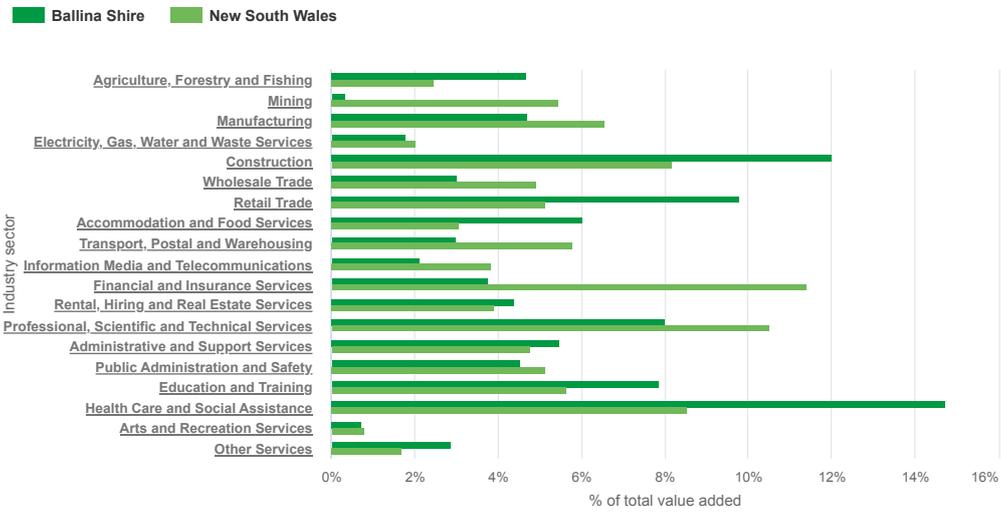
Health Care and Social Assistance is anticipated to experience ongoing growth due to Ballina Shire's ageing demographic profile. Tourism is also expected to increase significantly due to the growth of South Eastern Queensland and active marketing of Ballina as a premier destination within NSW.

The diagrams below display a comparison of the value added per industry sector and the changes that have occurred in the 5 year period between 2017/18 to 2022/23.

4.1 Local Strategic Planning Statement - Adoption



Value added by industry sector 2023/24

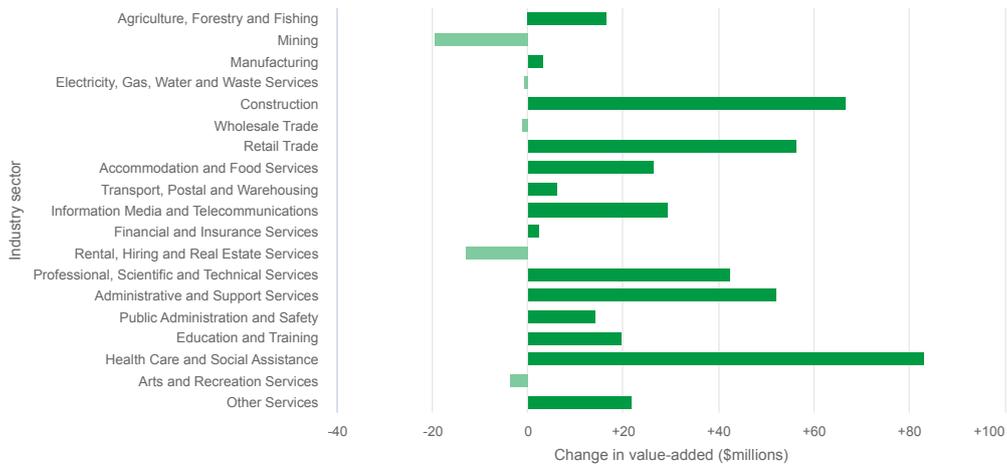


Source: National Institute of Economic and Industry Research (NIEIR) ©2025. Compiled and presented in economy.id by .id (informed decisions).



Change in value-added by industry sector, 2017/18 to 2023/24

Ballina Shire



Source: National Institute of Economic and Industry Research (NIEIR) ©2025. Compiled and presented in economy.id by .id (informed decisions).



Figure 12.0
Ballina's industry sectors shown as a percentage of Value Added productivity 2023/24

Figure 13.0
Growth in GVA by industry sector between 2017/18 and 2023/24.



Commercial Centres

The *Ballina Shire Economic Development Strategy (2019)* identifies key drivers for future economic growth as well as Ballina's strengths, weaknesses, opportunities and threats. Fundamental to the strategy is the long-term planning for commercial and industrial development within a hierarchy that establishes Ballina Town Centre and the Kerr Street Retailing Precinct as the primary retail centres for the Shire. The strategy indicates that these facilities should be protected and consolidated at the top of the retail hierarchy.

Surrounding localities include a variety of smaller scale commercial areas in East Ballina, West Ballina, Lennox Head (including the Epiq retail precinct), Alstonville and Wollongbar. Modest levels of retail services are also provided in the Shire's rural villages such as Wardell, Newrybar and Tintenbar. Additional retail facilities of a neighbourhood/local scale are planned for the Cumbalum urban release area and the Skennars Head area in the future.

The Southern Cross and Smith Drive industrial estates in Ballina and the Russellton estate at Alstonville provide the majority of industrial employment lands, with bulky goods and other large retailers at the western end of River Street.

The commercial and industrial hierarchy is shown in Figure 14.0



Commercial and Industrial Hierarchy in Ballina Shire

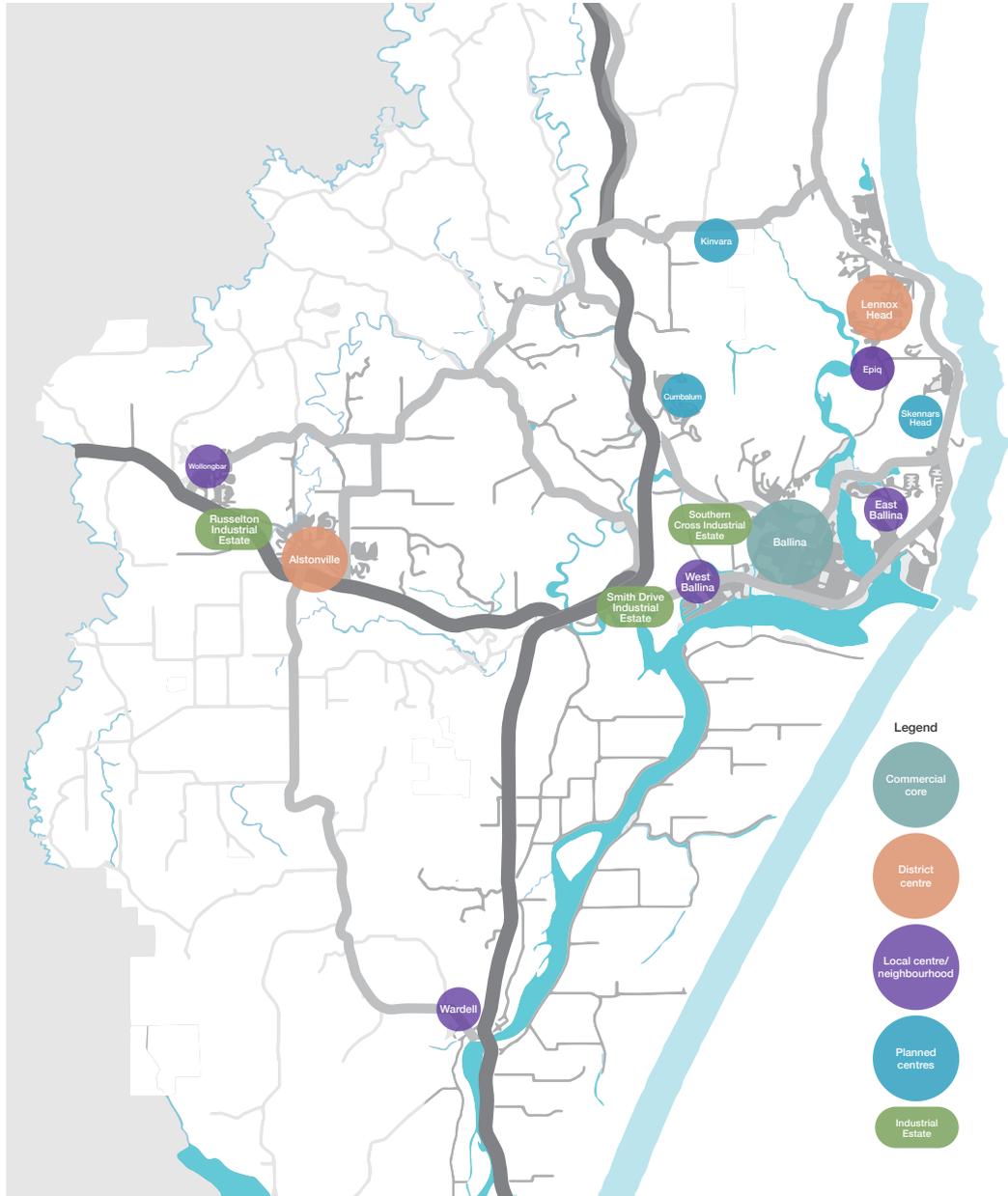


Figure 14.0
Ballina's commercial and industrial hierarchy



Demand for employment space

The *Ballina Commercial Centres and Employment Lands Strategy 2019* (Hill PDA) forecasts demand and supply of commercial and industrial land within Ballina Shire to 2041.

The forecast demand for commercial and industrial space / land included:

- ▶ 48,500m² of additional retail space,
- ▶ 37,000m² of additional office space, and
- ▶ Up to 50ha of additional industrial zoned land.

No new land releases were recommended to deliver the additional retail and office floor space estimated to be required to 2041. This is based on the anticipated capacity in currently zoned business areas. This position will continue to be periodically monitored to ensure there is sufficient supply to meet demand as circumstances and assumptions change over time.

A scoping proposal for an area of approximately 1.4ha bounded by Kerr, Bentick and Burnet Streets that is currently used for a range of commercial, residential and other uses was received in May 2025. The proposal seeks a change of zone from residential (R2) to employment (E3 Productivity Support). Council will consider this proposal as part of a wider precinct plan to look at the potential for a range of uses in a key strategic location.

A regional study of supply and demand for employment lands (*Northern Rivers Employment Land Study, Hill PDA, 2023*) indicates there is significant demand for

industrial land uses such as manufacturing, transport and warehousing and wholesalers. The report recommends that a further 106ha of new employment land should be investigated for rezoning across the Northern Rivers region and that Ballina consider an additional 26-30 hectares to meet demand forecasts¹¹.

The previous LSPS (2020) identified the bulk of the supply for future industrial land uses in Ballina was anticipated to come from the existing and proposed expansion of the Southern Cross Industrial Estate. However environmental and flooding constraints mean the development potential of the 35ha expansion area is severely limited. Council resolved in March 2025 not to pursue rezoning and to investigate additional sites, whilst retaining the Southern Cross expansion area within the strategic planning framework.

Hill PDA's 2023 report also found that three other potential industrial land sites (at Ferngrove Drive, West Ballina, land adjacent to the racecourse and land adjacent to the Clark St industrial precinct) were all constrained by flood risk and are unlikely to be developed.

Other potential industrial sites that need further evaluation as to suitability, are located west of Lennox Head (18-50ha), an expansion of the Russellton estate at Alstonville (23ha) and land north of Wardell. Council also resolved in March 2025 to consider the SUGA land at Skennars Head for its employment land potential. These sites will be subject to further evaluation of site constraints and may satisfy demand in the medium to long term.

Table 3 and Figures 15-19 show the location of potential new employment lands.

¹¹A similar report commissioned by the Department of Planning, Housing and Infrastructure in 2023 recommended 76 hectares of additional employment land across the Tweed, Byron and Ballina LGAs be investigated.



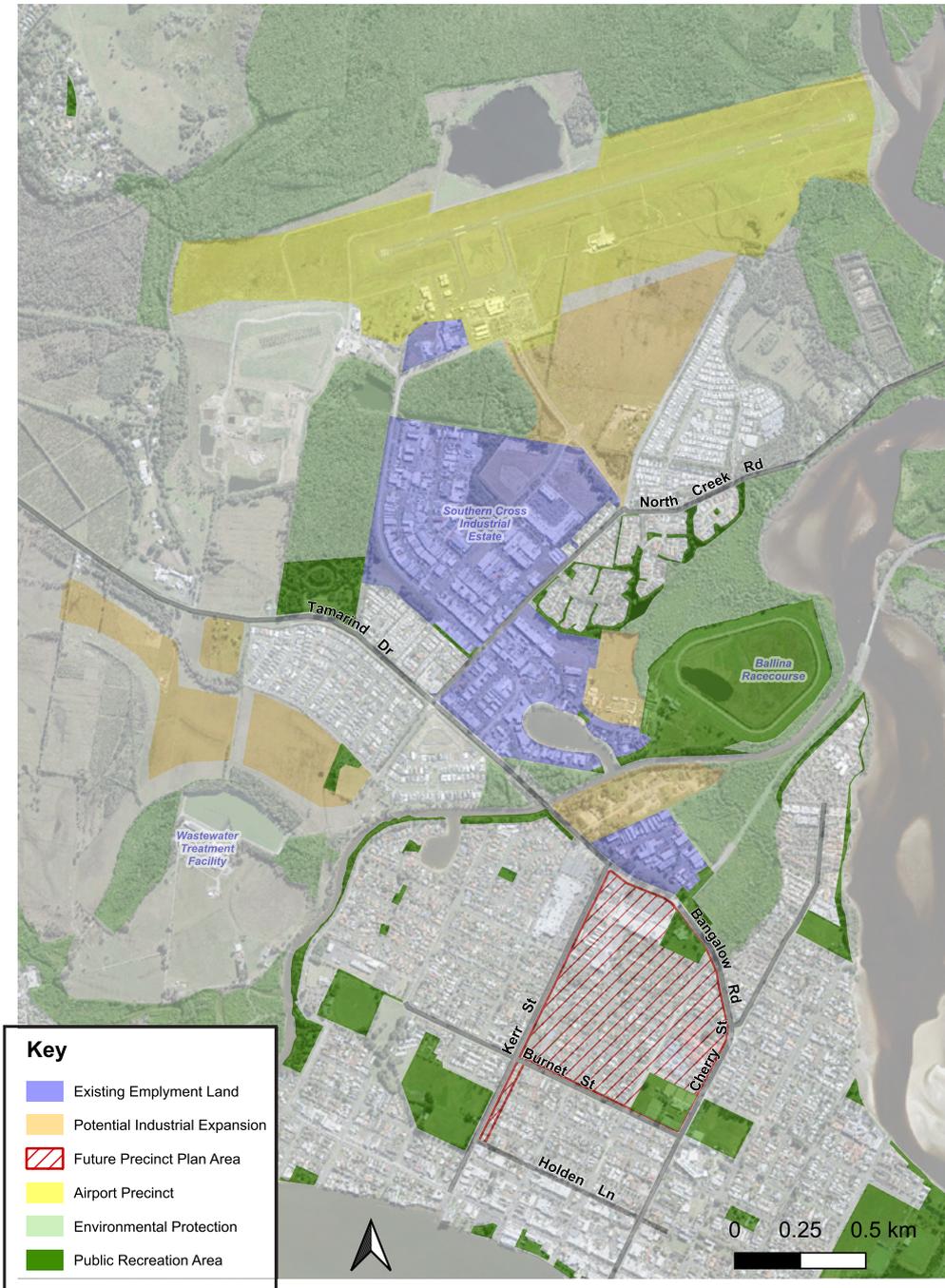
Table 3
Potential Employment Land Sites

Location	Area of zoned employment land	Vacant land	Potential future growth area	Comments
Kerr St precinct	0ha. Currently zoned R2, R3 & E2	N/A	N/A	A precinct plan will examine the potential for a mix of residential, commercial and other uses.
Southern Cross Ballina	76 ha E4 General Industrial	<6 ha Vacant zoned land at the northern end of Boeing Ave has approval for a specialist retail centre on a 2.5ha site. The vacant lots on the opposite 3.2 ha site were released in 2025.	Approx. 35ha identified as SUGA	The SUGA area is subject to considerable flooding and ecological constraints. Council has resolved not to progress with rezoning and the site will not be developed in the short to medium term.
Smith Drive West Ballina	15ha E4 General Industrial	Approx. 7ha DA approval for a bulky goods retail centre has been granted on one site, with site filling approved on the other vacant parcel.	N/A	No further expansion is proposed due to flooding constraints.
Ballina Racecourse adjacent land	0ha Currently zoned RU2	N/A	Approx. 6ha identified as SUGA.	Land contains a range of existing uses associated with horse racing. Site is flood prone and adjacent to wetland area.
Clark Street expansion area Ballina	0ha Currently zoned RU2	N/A	Approx 6ha identified in NCRP.	Land owned by State Government and part leased to council for depot purposes. Site is impacted by flooding and contamination constraints.

Table 3 Continued
Potential Employment Land Sites

Location	Area of zoned employment land	Vacant land	Potential future growth area	Comments
Ferngrove Drive Ballina	0ha Currently zoned RU2	N/A	Approx 36 ha identified as SUGA.	Site is impacted by flooding, with <4ha considered suitable for future development. A proposal for the use of this land for residential purposes may also be considered by Council.
Teven Road Transport Logistics Hub	17ha Additional Permitted Use provision	N/A	N/A	A landscape supply business and warehouse storage facility currently occupy part of the site. Freight transport facilities and warehouse or distribution centres are currently permitted on this site with development consent. A rezoning to general industrial use may be considered by Council to support further development in this area, or further Additional Permitted Uses (APUs).
Russellton Estate Alstonville	40ha E4 General Industrial	The final stage of existing E4 zoned land (approx. 5 ha) is due for completion in 2025.	Approx 23ha identified in the Wollongbar Strategic Plan.	Land located to the east of the existing estate is identified for further evaluation as to its suitability for future rezoning and expansion of industrial land. See Appendix 2 for an assessment of urban growth variation principles from NCRP 2041.
Ross Lane Lennox Head	0ha Currently zoned RU2	N/A	Approx 21ha identified as employment land investigation area in the NCRP (2041).	A SUGA area of approximately 54 ha has been identified around Ross Lane and Byron Bay Rd. The site is impacted by flooding. Infrastructure servicing including sewer and roads are required, with Hill PDA's analysis indicating this is likely to be a long-term development site. A structure plan to determine preferred land uses and infrastructure requirements is recommended.
North Creek Rd, Skennars Head	0ha Currently zoned RU1.	N/A	Approx 61 ha. Identified as SUGA.	The site is identified as a residential growth area. However, Council resolved to investigate additional sites for employment land including this site at Skennars Head. Construction of the North Creek Rd upgrade and bridge, or an alternative road network upgrade would be required to service the site. A potential long term development site if other employment land options are found to be unsuitable.
Blackwell Dve, Wardell	0ha Currently zoned RU2	N/A	Approx 13ha identified as SUGA.	The site is identified as a residential growth area. However, it may also be suitable for employment land. Further investigations are to be undertaken regarding site constraints and infrastructure requirements to determine future use.

Ballina
Potential Employment Expansion Areas



West Ballina
Potential Employment Expansion Area



Alstonville
Potential Employment Expansion Area



Lennox Head / Skennars Head
Potential Employment Expansion Areas



Figure 18.0
Lennox Head / Skennars Head
Potential Employment Expansion Areas

Wardell
Potential Employment Land Expansion Area





Services and infrastructure

Roads and Transport

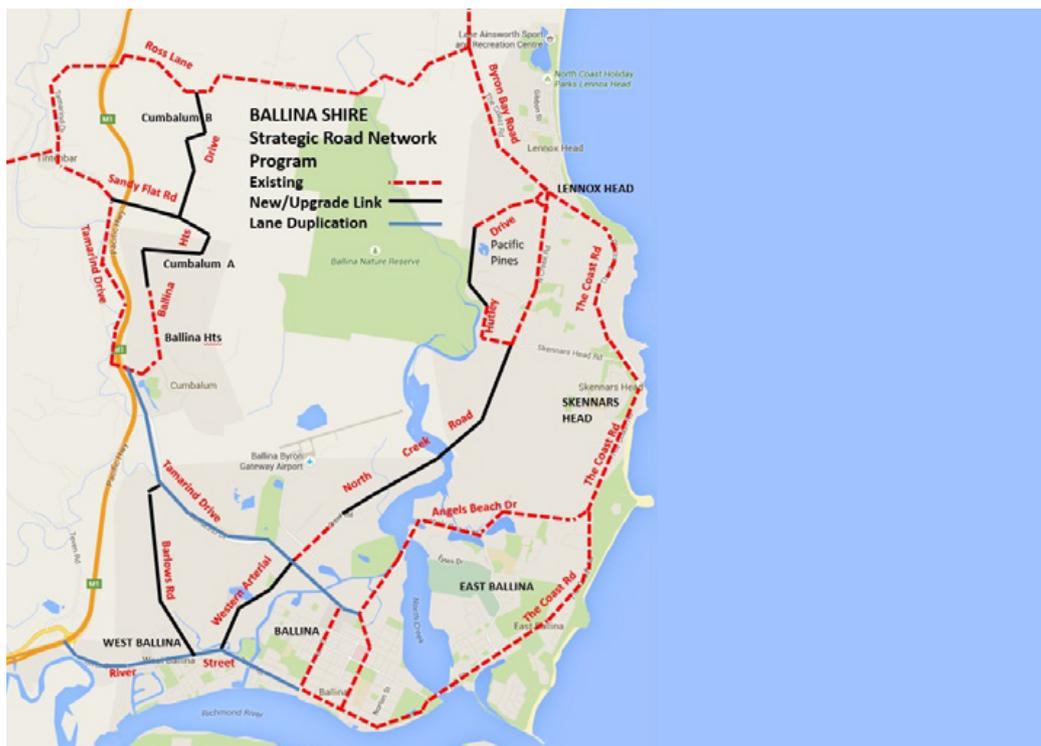
Ballina is well serviced by road and air transport infrastructure including the upgraded Pacific Motorway that bypassed the town centre and provides links to Brisbane, the Gold Coast and Sydney, whilst the Ballina Byron Gateway Airport provides passenger services to Sydney and Melbourne.

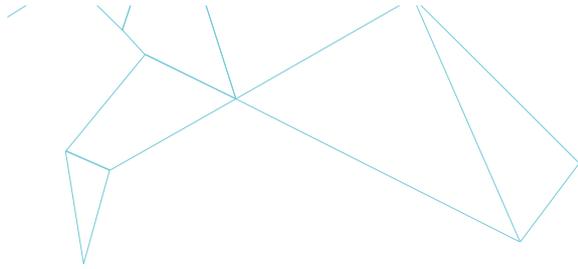
Ballina Council has prepared a Marina Master Plan to encourage and facilitate the redevelopment of the West Ballina Trawler Harbour Site for an enhanced marina

and associated infrastructure that could include future commercial and residential development.

Where new residential or employment land development will generate additional traffic into the road network, developers are required to provide road upgrades and/ or a monetary contribution so that Council can undertake future works to provide a safe and efficient road network.

Future road links and the distribution of costs is identified in the *Ballina Shire Roads Contributions Plan (2021)*. Figure 20.0 shows the location of current proposed major roadworks. A review of the Ballina Road Network Strategic Traffic Model is being undertaken in 2025 which will look at road network demand to 2046. At the completion of this review, it is likely the Roads Contributions Plan will also be updated.





Walking & cycling

There is an extensive network of walking and cycling paths across Ballina Shire, with over 50km identified in Council's 'Cycleways and Shared Paths' map and information brochure. The provision of new facilities is guided by structure plans within the Development Control Plan for new greenfield land release areas and is otherwise guided by the *Ballina Shire Council Bike Plan (2017)* and the *Pedestrian Access Mobility Plan (2018)* for existing urban areas. An update of both of these plans is a recommended action of the LSPS.

Water and Sewer Infrastructure

Rous Water is the regional body responsible for the supply of water and operates Ballina and Lennox Head's main water source, Emigrant Creek Dam. *Rous Regional Supply: Future Water Project 2060* identifies options to ensure regional water security to 2060.

Ballina Council is responsible for the provision of water infrastructure from Rous Water's storage facilities to lots with a water connection. The cost of new water supply infrastructure is attributed through a Development Servicing Plan (DSP) to new development requiring the provision of the water. The DSP was most recently updated and adopted by Council in June 2024. Rous Water also supply customers directly with drinking water in some rural areas.

Wastewater and non-potable recycled water infrastructure is provided by Council, with the cost of new infrastructure attributed to new development requiring wastewater disposal and treatment. The DSP for wastewater infrastructure was also updated and adopted by Council in June 2024.

Outside of urban centres and areas directly supplied by Rous Water, individual landowners are responsible for the provision of water and on-site wastewater management systems.





Open Space and Recreation

Ballina Shire is well serviced with public open space with 1846 hectares currently zoned for recreational use, National Parks and other nature reserves. This includes some 400 hectares of parks (including 29 sports parks for formal team sports), 38 bushland reserves and eight beaches.

An audit of Ballina's existing open spaces and community facilities and an analysis of future need based upon population projections was undertaken in 2022. This identified that in the key growth areas of Cumbalum and Kinvara, the provision of suitable playing fields, local parks and walking tracks had been incorporated into existing infrastructure planning provisions.

A further \$41 million in new and improved open spaces facilities has been identified to be delivered by 2036, with \$17 million of this attributable to new development and the remainder to be funded by Council and grants.

A range of site-specific Master Plans and Plans of Management guide future development and management of important public spaces.

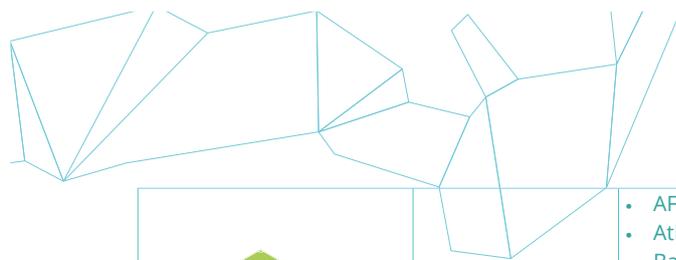
Council is also developing a *Place and Public Realm Framework* that will apply to all Council owned and managed land including roads/streets, open spaces and linear corridors. The framework aims to better manage the amenity and function of these public spaces and sets principles and targets to provide greener streets, better connected pedestrian and cycle routes through urban landscapes and easy ways to follow them, as well as identifying more ways to celebrate local stories and places.

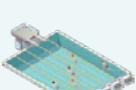
Other Community and Health Infrastructure

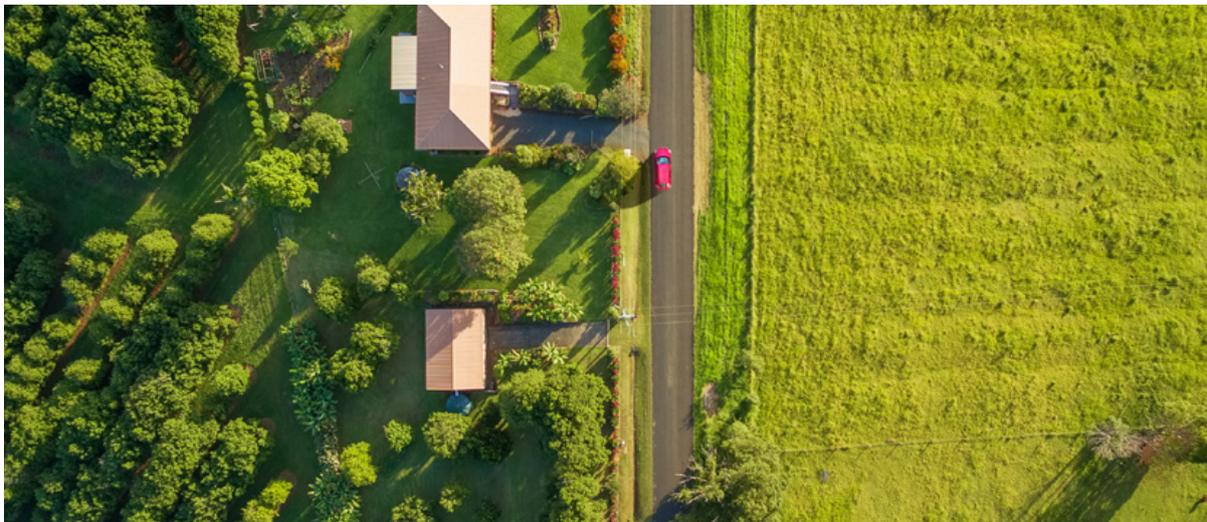
The Ballina District Hospital is a community hospital that provides a wide range of public healthcare services. The NSW State Government has committed \$2 million to redevelopment planning of the hospital and NSW Health are exploring a range of options to ensure hospital services in Ballina are fit for purpose to meet future demand.

The shire is well serviced for primary and secondary education facilities, as well as TAFE campuses at Ballina and Wollongbar.

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	29 Sports parks	<ul style="list-style-type: none"> • AFL • Athletics • Baseball and softball • Cricket • Cricket nets • Croquet • Football (Senior) • Football (Junior) • Touch Football • Hockey • Oztag and Touch Football • Rugby League • Rugby Union
	4 BMX/ Skate parks	<ul style="list-style-type: none"> • 1 Mountain bike facility • 3 skate and BMX facilities
	45 Play spaces	<ul style="list-style-type: none"> • 45 existing playgrounds
	2 Outdoor exercise facilities	<ul style="list-style-type: none"> • 2 existing facilities
	2 Surf clubs	<ul style="list-style-type: none"> • 2 surf clubs owned by Council but managed by Council appointed service providers/ SLSC
	2 aquatic facilities	<ul style="list-style-type: none"> • 2 inland pools • 1 ocean pool being investigated by a community ocean pool committee
	2 Indoor recreation centres	
	6 Lawn sports and golf	
	0 Outdoor multi-purpose courts	<ul style="list-style-type: none"> • 2+ planned full size outdoor multipurpose courts • 2 half courts and basketball hoops, plus 1 planned • 3 Hit-up walls • 43 other courts in the LGA (code specific or indoors)



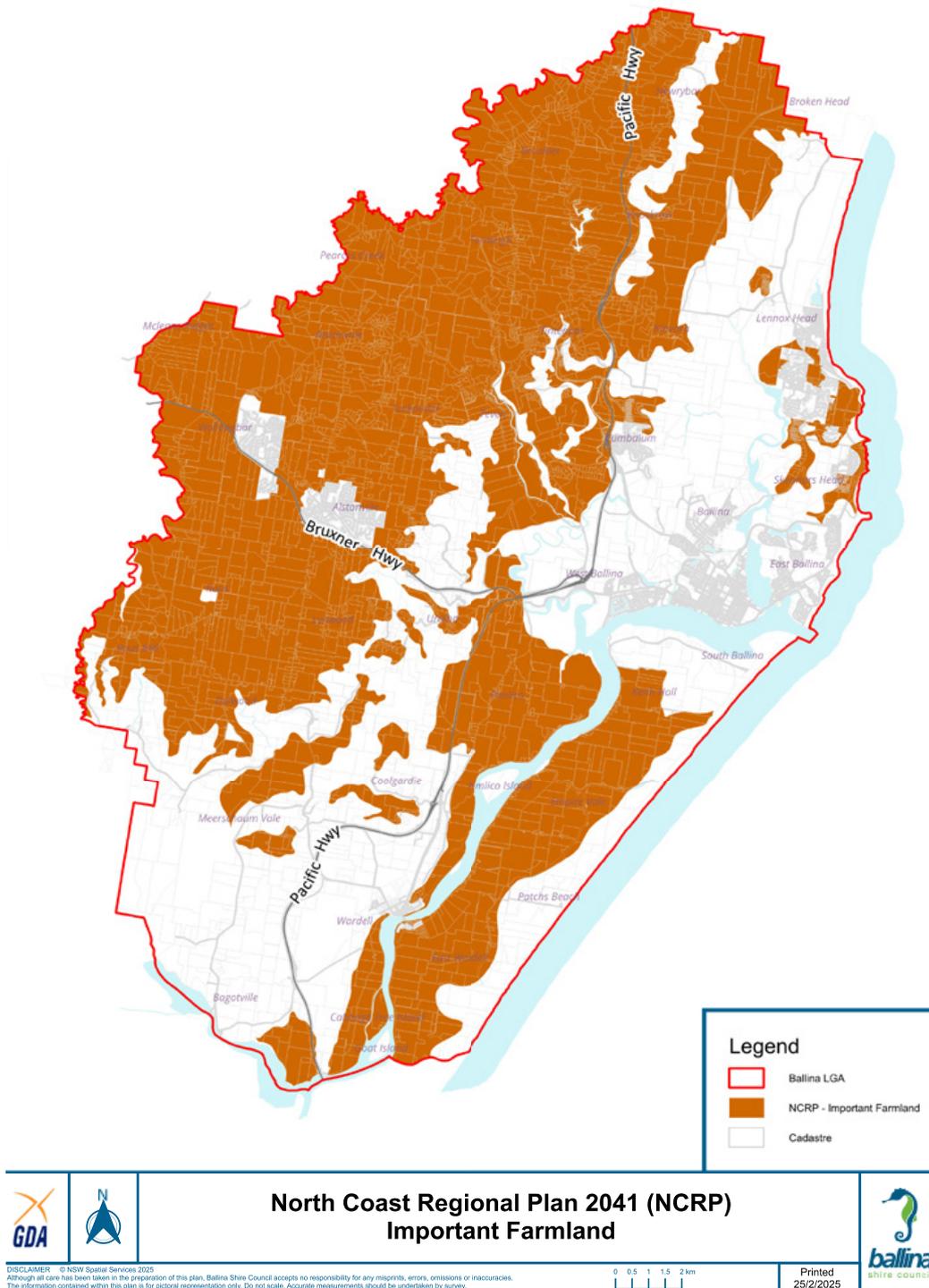
Rural land use and character

Of the Ballina Shire's 491 square kilometres, 88% of the land is zoned for rural or environmental uses. Our rural and environmental land contributes to the scenic amenity and beauty of the region, as well as providing highly productive farming land for food production. It also provides a range of environmental services to support biodiversity and ensure we maintain healthy river systems and clean airways.

263 square kilometres of Ballina's rural area is identified as 'Important Farmland' in the North Coast Regional Plan, based upon soil classification and recommendations in the *Northern Rivers Farmland Protection Project (2005)*. Areas identified as Important Farmland will generally be protected from incompatible land uses to ensure the agriculture sector remains strong and viable in the long term.

Rural land also has an important role to play in protecting and enhancing areas of High Environmental Value (HEV) for habitat and climate refugia of endangered species and ecological communities. There are emerging opportunities for rural landowners to undertake activities that will enhance biodiversity, protect waterways or contribute to carbon sequestration that will supplement agricultural income streams.

The importance of protecting productive farmland, encouraging on-farm diversification and maintaining the character of our rural areas is reflected within the planning priorities in the LSPS.





Environment and climate change

Biodiversity

The Northern Rivers region has long been recognised as a biodiversity hotspot with a variety of significant vegetation types including the World Heritage listed Gondwana Rainforests. Ballina is home to a diverse and unique array of animals (fauna) and plants (flora), including 151 fauna species that are identified as classified as threatened under State or Commonwealth legislation.

Our rural and coastal regions are a natural asset that support a diverse range of species, ecosystem functions and also contributes to the beauty and enjoyment of humans living in and visiting the area.

There are many ways in which Ballina Council can, in partnership with the community, protect, manage and enhance areas of High Environmental Value (HEV) land. Native vegetation, wildlife habitat, waterways, riparian areas and other HEV assets will be protected via planning controls and actively enhanced through on-the-ground actions, which are outlined in the *Ballina Shire Biodiversity Strategy (2023-2033)*. The *Koala Management Strategy (2017)* and the *Healthy Waterway Program* are other examples of Council working collaboratively with the community to improve environmental outcomes.

Climate Change and Natural Disaster Planning

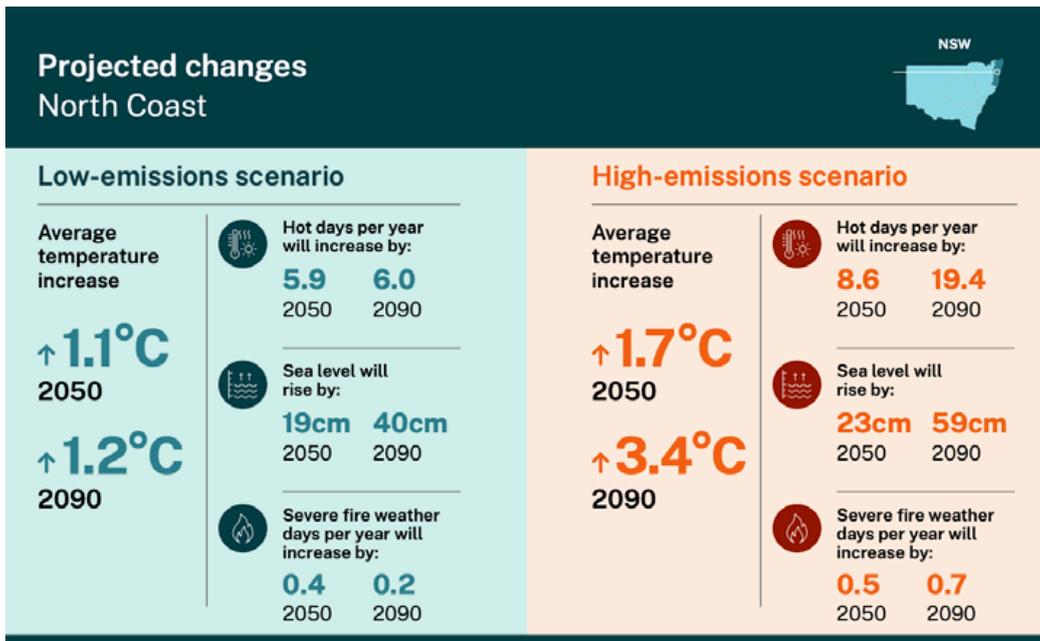
In 2019 Ballina Shire Council declared a climate emergency which, in part, calls for urgent action by all levels of government to act to meet the Paris Agreement target of limiting global warming to 1.5°C by 2100. It also acknowledges that Ballina Shire is likely to be substantially affected by climate impacts including sea level rise, bushfires, droughts and floods.

By 2046 Ballina Shire is likely to be confronting significant challenges associated with climate change. This includes impacts on our agricultural systems, natural ecosystems, regional infrastructure and health impacts on vulnerable groups (such as the ill, very young and the elderly).

The North Coast Region is projected to continue to warm by 0.7°C in the near future (2020–2039) and somewhere in the range of 1.1°C and 1.7°C by 2050, compared to recent years (1990–2009). The number of high temperature days (above 35°C) is projected to increase, along with the number of severe fire weather days, while a reduction is anticipated in instances of frost risk. The local climate is likely to be dryer and hotter and rainfall events are likely to have increased in intensity, with winter rainfall expected to decrease by 13-18% by 2090.¹²



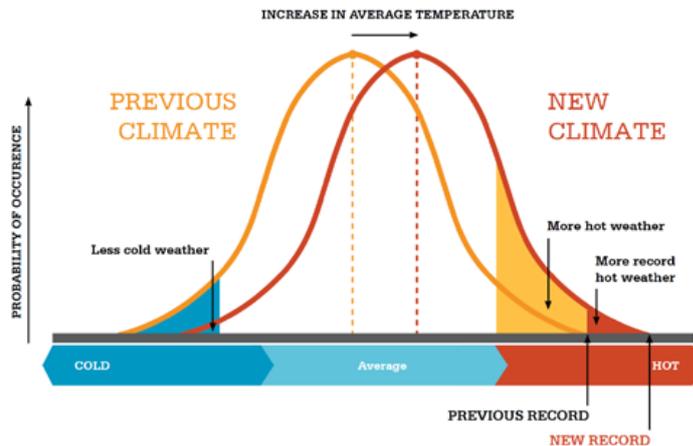
The 2024 UN Emission Gap Report indicates that the world is on track for a 2.6 - 3.12°C temperature increase this century unless drastic cuts in greenhouse gas emissions of 42% by 2030 and 57% by 2035 are made to reach the goal of the Paris Agreement.



Why does a couple of degrees warming matter?

Climate change should be regarded as a risk multiplier. That is, it exacerbates the consequences and likelihood of many existing risks. The projected increases are to average temperatures, not just a couple of degrees on any particular day.

Extreme weather events occur at the very edge of the distribution. As the graphic below shows, as the average becomes warmer, the probability of extreme weather events increases.



Some of the likely local impacts include:

- ▶ Low lying areas such as the Richmond River Floodplain may experience more frequent inundation associated with sea level rise, storm and flood events. This may impact the value of agricultural production and increase the risk of damage to property.
- ▶ Our natural environment will likely be under significant stress, leading to habitat and species loss as the climate becomes warmer and drier. The koala population of the North Coast may be critically endangered.
- ▶ Changes to infrastructure to allow better protection from climate impacts are likely to be required. Levee systems, flood control valves within stormwater systems and roads constructed to high levels, and increased water storage in tanks and reservoirs are examples of adaptation measures.
- ▶ The design of our dwellings may change in order to be more resilient to climate conditions. Changes to planning and building controls may be required to regulate increased flood and bushfire protection measures. Energy efficiency and carbon neutral measures, changes in building materials and the installation of solar panels and battery storage facilities may become the norm.

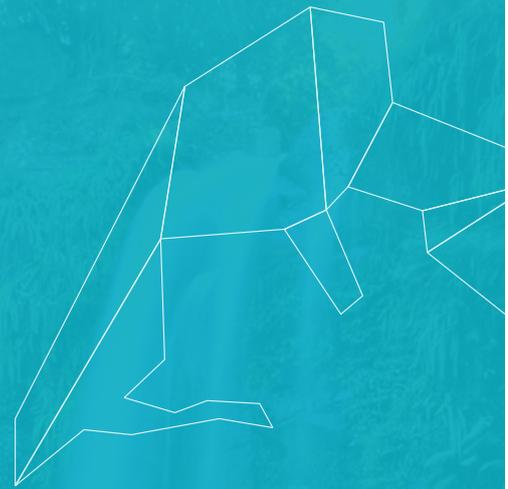
Ballina Council's *Climate Change Policy (2021)* reflects the Council's longstanding commitment to climate action, emphasising organisational emissions reductions through targeted corporate strategies. Council's *Corporate Emissions Reductions Plan (2024)* sets a policy goal of 100% renewable electricity and net zero emissions by 2030 for all Council operations. A *Climate Change Risk Assessment and Adaptation Plan* also sets out actions with regards to reducing the risk to Council's assets, operations and people.

With regards to planning for natural disasters, Council is guided by a range of statewide policies including the *Flood Risk Management Manual (2023)*, *Planning for Bushfire Protection (2019)* and the *Coastal Management Act 2016*.

A range of local data mapping and associated management strategies are in place that will be periodically updated as required. As knowledge and Council data sets are updated with regards to the risk from fire, flood, storms, rising sea levels and rising temperatures there is an obligation to keep the community informed through appropriate engagement activities and also ensuring best practice planning controls and decision-making processes are applied. A range of bespoke resources may be required to ensure the community is aware, prepared and more resilient to changing climatic conditions.

Ballina Council is also participating in a regional Disaster Adaption Plan (DAP), which is an initiative of the State Government through the NSW Reconstruction Authority. The DAP will guide regional initiatives to reduce risk where we can and adapt where we can't, taking into consideration the findings and recommendations of the CSIRO's Northern Rivers Resilience Initiative.





05

Vision, themes and planning priorities

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Ballina Shire Council
Local Strategic Planning Statement 2025-2046

Vision, themes and planning priorities

“The Ballina Shire is safe, with a connected community, a healthy environment and a thriving economy.”

4 themes **13 Planning priorities**



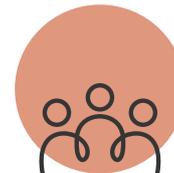
Housing and Liveable Places



Employment and Economy



Healthy Environment



Connected Community

The vision is captured in four inter-related themes that are aligned with the community’s priorities in the Community Strategic Plan (CSP).

The four themes will be implemented through 13 planning priorities and a total of 56 actions to support and deliver the nominated planning priorities. The timing for the delivery of actions is identified as follows:

Timing:

- ▶ Immediate = Commenced
- ▶ Short Term = 0-2 years
- ▶ Medium Term = 2-5 years
- ▶ Long Term = 5 years +

The plan on a page

Vision Statement: The Ballina Shire is safe, with a connected community, a healthy environment and a thriving economy.



Housing and Liveable Places

Planning Priority 1
Encourage good urban design to support healthy, safe and vibrant lifestyles and ensure open space and public facilities meet community needs and expectations.

Planning Priority 2
Increase housing supply, diversity and affordability in existing population centres and key strategic growth areas.

Planning Priority 3
Maintain the character and settlement pattern of existing village hamlets and protect rural vistas.



Employment and Economy

Planning Priority 4
Stimulate economic activity and provide local services around major Shire infrastructure such as Ballina Hospital, Ballina Byron Gateway Airport and education facilities.

Planning Priority 5
Maintain a supply of suitably located employment land, close to population centres at Alstonville – Wollongbar, and Ballina – Lennox Head, to foster local employment opportunities and reduce journey to work travel distances.

Planning Priority 6
Maximise proximity to growth in South East Queensland for future housing and tourism opportunities and leverage the Pacific Motorway, Ballina Byron Gateway Airport and digital technologies for employment opportunities.



Healthy Environment

Planning Priority 7
Provide leadership in mitigating and adapting to climate change.

Planning Priority 8
Identify and manage risks from natural hazards and ensure adaptation strategies are in place.

Planning Priority 9
Ensure biodiversity values, waterways, drinking water catchments and riparian areas are protected and enhanced.

Planning Priority 10
Protect productive agricultural land and encourage on-farm diversification.



Connected Community

Planning Priority 11
Ensure high quality transport networks including roads and walking and cycling paths are planned for and provided.

Planning Priority 12
Support a regional approach to the sustainable release of land for housing and industry as well as the location of key industries, infrastructure and other inter-Council issues.

Planning Priority 13
Protect and celebrate Ballina Shire's culture and heritage.

Planning themes

Housing and Liveable Places



Planning theme **Housing and Liveable Places**



Planning priority 1

Encourage good urban design to support healthy, safe and vibrant lifestyles and ensure open space and public facilities meet community needs and expectations.

Rationale

Ballina Shire will experience significant growth in the period to 2046 and there is a responsibility to ensure new development complements and enhances the local character of the different towns and villages across the shire, and that housing is suitable for the sub-tropical climate.

Infrastructure that encourages active travel, with appropriate rest areas and shade, needs to be prioritised when designing large trip generating developments. Active travel enhances the opportunities for chance encounters between members of the community, encourages healthier lifestyles and contributes towards reducing greenhouse gas emissions. Access to areas of open space, sport and recreation facilities and other community facilities such as libraries, community halls and childcare enhance the liveability of our Shire and underpins social cohesion and local character. Good urban design that incorporates public spaces that cater for multiple users and a diverse population can also facilitate encounters between people and foster a greater sense of community.

Ballina Shire has over 700 hectares of public open space and 27 publicly accessible community spaces, all of which contribute to the physical, recreational and mental wellbeing of our residents. Maintaining and extending a diverse range of open spaces and public facilities will help address major national health issues including social isolation and obesity in the population. Opportunities to exercise, to experience nature and to participate in social activities within your local community are key factors in ensuring long-term health benefits. Council has a role

to play in ensuring open spaces and public facilities are provided in suitable locations, are well managed and maintained, and respond to the changing demographics and other needs of the community.

In 2022, Ballina Council undertook an audit of its future needs for open spaces and community facilities. The findings have been incorporated into an infrastructure delivery plan that identifies over \$80 million in capital works (\$41.5 million in open space and recreation facilities works and \$38.7 million in community facilities) to be delivered between 2022 and 2036. A full list of proposed works and locations can be found in Council's *Open Space and Community Facilities Contributions Plan* which identifies that \$25 million of the cost of delivering these works is attributable to new developments.

Actions to support planning priority 1

No.	Action	Timing
1.1	Implement the delivery of works identified in the Ballina Shire Open Space and <i>Community Facilities Contributions Plan (2022)</i> .	Ongoing
1.2	Implement and update as required Council's <i>Disability Inclusion Action Plan (2023-2026)</i> and <i>Active Aging Plan (2015)</i> .	Ongoing
1.3	Prepare a <i>Place and Public Realm Framework</i> and ensure its principles and commitments are met in the design and delivery of all works within Council owned and managed land.	Ongoing
1.4	Implement actions across villages and towns identified in local place-based strategies.	Ongoing
1.5	Review and update place-based strategies every 10 years.	Ongoing

Planning theme **Housing and Liveable Places**



Planning priority 2

Increase housing supply, diversity and affordability in existing population centres and key strategic growth areas.

Rationale

Ballina's total population is anticipated to grow by 13,265 people between 2025 and 2046. Residential growth areas including Strategic Urban Growth Areas (SUGAs) are shown in Figures 7-10 on pages 29-32.

The largest population growth is expected to occur in the 'seniors' (70-84 year old) age range. The forecast is for an additional 4,101 people in this range by 2046, which is a 20.1% increase¹³.

A diversity of housing types helps cater to the housing needs of people at different stages of their lives. Of dwellings built between 2016 – 2021, 75% had three or more bedrooms, yet 66% of households had only one or two permanent residents. As our population continues to age, residents will be seeking more choice in the type of housing that they want to live in. The ability to be able to age in place and find suitable housing that meets their needs will become an increasingly high priority for many of the Shire's residents.

The provision of safe and secure housing is one of the building blocks for a fair and equitable society. House building also plays a significant role in the economy. In Ballina Shire, the construction industry represents approximately 11.7% of the Shire's workforce, with jobs in related professional services such as finance and real estate comprising a further 8.6%. The ability to attract workers to service our growing and ageing population will also require housing to be at a price point that is comparable with earning capacity.

This planning priority aims to encourage greater housing choice to provide housing that meets the needs of smaller households and changing demographics in locations that have access to key services.

In 2024 Ballina Council adopted a Housing Strategy that identifies a range of outcomes and includes 24 actions to be undertaken under the following four guiding principles:



Actions to support planning priority 2

No.	Action	Timing
2.1	Implement actions within the <i>Housing Strategy (2024)</i>	Ongoing
2.2	Report progress on the <i>Housing Strategy</i> and periodically update as required.	Ongoing
2.3	Work with landowners in Strategic Urban Growth Areas (refer to maps) to better understand site constraints and opportunities, as well as infrastructure needs in order to progress rezoning for new housing.	Short – Long Term
2.4	Implement housing initiatives identified in place-based strategic plans.	Ongoing

Figure 23.0
Ballina Housing Strategy principles

¹³All population forecast data in the LSPS is from forecast.id.com.au/ballina

Planning theme **Housing and Liveable Places**



Planning priority 3

Maintain the character and settlement pattern of existing village hamlets and protect rural vistas.

Rationale

New housing will predominantly be located in existing urban centres and identified greenfield sites.

In 2014 Ballina Council prepared Rural Settlement Character Statements for nine rural hamlets that defines each area's key features and the qualities that make them special to the local community at that time. The areas covered include Newrybar, Tintenbar, Fernleigh, Meerscham Vale, Rous, Rous Mill, South Ballina, Empire Vale / Keith Hall and Patches Beach. The character of these existing rural hamlets will be preserved and generally, there will be no further subdivision of lots within these areas.

Council is investigating the merits of allowing detached dual occupancies in a water catchment area in the 1987 LEP.

Expansion of existing commercial operations on rural land in village hamlets will be considered on a case-by-case basis.

The visual impact of new development should not dominate the landscape when viewed from surrounding rural areas. Future development of rural land that is currently identified as a SUGA, particularly areas in the vicinity of the Pacific Motorway, will be required to consider the visual amenity of development and noise impacts from the highway. Rural inter-urban buffers and/or scenic ridgeline controls may be incorporated into DCP controls to ensure urban development does not dominate the landscape.

Actions to support planning priority 3

No.	Action	Timing
3.1	Implement the Streetscape Master Plan for Newrybar and consider amendments to planning provisions relating to commercial land uses within the village where such uses can be demonstrated to be in keeping with the community vision, village character and the environmental and infrastructure characteristics of the area.	Ongoing
3.2	Monitor and amend LEP and DCP planning controls as required to ensure new greenfield sites are appropriately screened and do not dominate the landscape in rural areas.	Ongoing
3.3	Identify scenic landscapes and other places with special rural character to ensure they are appropriately protected.	Ongoing

Planning themes

Employment and Economy



Employment and Economy



Planning priority 4

Stimulate economic activity and encourage local services around major Shire infrastructure such as Ballina Hospital, Ballina Byron Gateway Airport and education facilities.

Rationale

As the shire's population grows and ages, there will be a need for more local jobs. The *Ballina Commercial Centres and Employment Lands Strategy (Hill PDA, 2019)* estimates that the largest growth sector will be in the health and education sectors and other special purpose uses.

The NSW Government included \$2 million in the 2022-23 budget for redevelopment planning of the Ballina District Hospital. Ballina Council has identified that precinct planning should be undertaken to ensure opportunities for expansion and location of associated facilities such as specialist medical facilities and housing opportunities are considered. Appropriate changes to planning controls may be required as a result of the precinct planning.

The Ballina Byron Gateway Airport is a major economic driver and long-term planning to facilitate future growth is required.

The preparation of precinct plans for our main educational facilities may also identify opportunities for complementary uses such as research and innovation centres and other commercial and community opportunities. A Memorandum of Understanding (MoU) is in place for the shared use of the Ballina Indoor Sports Centre (BISC) with Ballina Coast High School. Further MoUs with Education NSW for the shared use of education facilities with the wider community may present further commercial and/or community benefits.

Actions to support planning priority 4

No.	Action	Timing
4.1	Prepare and implement a precinct plan for land in proximity to Ballina Hospital, and incorporating St Andrews Village, Ballina Central Shopping Centre, Biala Special School, Super Amart and the Cherry Street Sports Club. The precinct would have an area bounded by Burnett Street, Cherry Street, Bangalow Road, and Kerr Street. Residential areas on the eastern side of Kerr St south of Burnett Street will also be included.	Short Term – Long Term
4.2	Collaborate with NSW Health to ensure Ballina District Hospital services are fit for purpose, meet community need, and are sustainable into the future.	Ongoing
4.3	Prepare precinct plans for land adjoining Ballina Shire TAFEs and school facilities.	Long Term
4.4	Collaborate with NSW Education on a priority plan and Memorandum of Understanding for the shared/ joint use of educational facilities within the Shire.	Short Term – Long Term
4.5	Monitor airport upgrade requirements and ensure planning controls are compatible.	Ongoing

Employment and Economy



Planning priority 5

Maintain a supply of suitably located employment land, close to population centres at Alstonville – Wollongbar, and Ballina – Lennox Head, to foster local employment opportunities and reduce journey to work travel distances.

Rationale

There is a regional shortage of suitable employment lands to meet forecast demand, with a recommendation that Ballina considers an additional 26-30 hectares be identified for future employment lands.¹⁴

Sites for potential employment land expansion are identified in Table 3 and Figures 15-19 on pages 49-53.

Providing opportunities for local jobs also assists to reducing the dependency on the car as method to journey to work, and / or reduces the distances travelled.

In 2021:

- ▶ 31.5% of workers travel outside of the Ballina Shire for work, predominantly to Lismore and Byron.
- ▶ 62.4% of workers live and work within the Ballina Shire.

Actions to support planning priority 5

No.	Action	Timing
5.1	Work with landowners and relevant State Government agencies to facilitate rezoning of additional industrial land adjoining Russellton estate at Alstonville.	Short Term
5.2	Work with landowners of land identified as a SUGA area at Ross Lane, Lennox Head to identify infrastructure needs in a structure plan and progress rezoning for employment purposes.	Short – medium term
5.3	Undertake detailed site constraints and opportunities analysis with landowners of other SUGA lands identified in Ballina and Wardell for potential employment use to determine their suitability for future development.	Medium Term
5.4	Work with landowners in the Teven Road area to understand constraints, opportunities and infrastructure requirements for a potential rezoning to support general industrial uses or further Additional Permitted Uses (APU's).	Short – Medium Term

Employment and Economy



Planning priority 6

Maximise proximity to growth in South East Queensland for future housing and tourism opportunities and leverage the Pacific Motorway, Ballina Byron Gateway Airport and digital technologies for employment opportunities.

Rationale

South East Queensland’s (SEQ) population is anticipated to grow by 57% to 6 million by 2046 which provides a large potential marketplace for our Ballina businesses.¹⁵

The *Shaping SEQ 2023* strategy prioritises infill and consolidation, with compact housing to limit urban sprawl. This means that very little greenfield land releases will occur in SEQ over the coming decades. Demand for land release areas in Ballina Shire will come under increasing pressure due to the lack of supply in SEQ.

The Gold Coast airport is also undergoing a \$500 million redevelopment and is expected to see visitors double from 6.2 million in 2024 to around 13 million annually by 2044, potentially doubling the 400 weekly passenger flights across Australia, New Zealand and Asia¹⁶. This may have impacts on the Ballina Byron Gateway airport which will require close ongoing monitoring and evaluation.

Given the economic development potential associated with fostering closer economic ties between Ballina Shire and SEQ, it is considered important that potential opportunities continue to be monitored and explored.

As opportunities to work from home continue to be incorporated into work practices in industries that do not require employees to be physically present in a workplace, and for increased flexibility to become the norm, there will be increasing opportunities for people in professional industries to relocate for lifestyle reasons. Access to digital technologies, Ballina’s coastal lifestyle and proximity to major airports and the Pacific Motorway presents an opportunity to grow the number

of people working for a range of businesses that are not geographically located here.

The Ballina Byron Gateway Airport supports more than 600,000 commercial passengers each year, with growth to 900,000 anticipated by 2040. The airport and the visitor economy are important economic drivers with \$210 million in “value added” tourism sales in 2022/23, directly employing 1300 people, and indirectly a further 806¹⁷. Ballina’s visitors have fluctuated over the past... decade, but the five-year average is for 347,874 annual domestic overnight visitors, staying an average of 3.1 days. A further 475,970 day-trippers came to Ballina each year, predominantly from South East Queensland and regional NSW. The Ballina Coast and Hinterland Destination Management Plan (2021-2030) has a goal of attracting \$450 million per annum in overnight visitor expenditure by 2030, with a particular focus on increasing the mid-week overnight visitation rates.

Actions to support planning priority 6

No.	Action	Timing
6.1	Maintain a watching brief for opportunities provided by the increased connectivity to South East Queensland.	Ongoing
6.2	Maintain a watching brief to monitor the manner in which the Gold Coast Airport impacts on the future development of the Ballina Byron Gateway Airport	Ongoing
6.3	Implement and report on actions in the <i>Destination Management Plan</i> to grow the visitor economy.	Ongoing
6.4	Maintain a watching brief on opportunities provided by digital technologies and their impact on land use planning strategies.	Ongoing

¹⁵ShapingSEQ, 2023, South East Queensland Regional Plan 2023, Queensland Government

¹⁶Gold Coast Airport, Preliminary Draft Master Plan 2024

¹⁷<https://economy.id.com.au/ballina/tourism-value?Tourismtype=2>

¹⁸<https://economy.id.com.au/ballina/tourism-visitors-nights?Tourismtype=2>

Planning themes

Healthy Environment



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Healthy Environment



Planning priority 7

Provide leadership in mitigating and adapting to climate change.

This will involve engagement with other levels of government, utilities, emergency services, businesses and community groups.

Rationale

Climate related impacts are already being observed in our community, economy and environment. These include threats from natural hazards such as bushfire, heatwaves, coastal erosion and inundation, drought, flooding, cyclones and storms. Other seasonal changes will also be exacerbated by climate change. Council will attempt to manage the impact of climate change on its assets and services and attempt to facilitate our communities and individuals to be better prepared and more resilient to the impacts of climate change and natural hazards.

Actions to support planning priority 7

No.	Action	Timing
7.1	Implement actions and update as required by the <i>Climate Change Risk Assessment and Adaption Plan</i> .	Ongoing
7.2	Provide timely and up-to-date information and other resources to ensure the community is aware, prepared and more resilient to changing climatic conditions.	Ongoing

The *North Coast Enabling Regional Adaption region report (2019)* provides a strong evidence base for identifying adaption pathways and opportunities to minimise climate impacts on local communities.

Ballina Council's Climate Change Policy (2021) identifies areas where Council can influence Climate Change action. There is a strong focus on reducing the organisation's greenhouse gas emissions with a commitment to net zero by 2030, including the use of 100% renewable energy by 2030. This commitment has been turned into a detailed action plan (*Council's Corporate Emissions Reductions Plan, 2024*).

Council has also developed a *Climate Change Risk Assessment and Adaption Plan (2024)*. This primarily focuses on risks to Council's assets and operations, but also addresses land use planning matters. It details a range of current and future adaptation actions and will be periodically reviewed and updated.

Beyond concern for the Council's assets and operations, a future risk and adaptation process could address shire-wide risks and adaptation planning to ensure that the community across the whole LGA is resilient to the impacts of the changing climate.

Healthy Environment



Planning priority 8

Identify and manage risks from natural hazards and ensure adaptation strategies are in place.

Rationale

The risk from fires, floods, droughts, storms, rising sea levels and rising temperatures pose a significant an ongoing risk to our communities, to individuals and to assets and infrastructure.

The role of identifying and managing risks and ensuring short and long-term adaptation strategies are in place is the responsibility of all levels of government and a coordinated approach will be required.

Strategic land-use planning is one of the tools to help address risk associated with natural hazards to ensure the impact on future development is limited. Adaptation strategies are required to ensure critical infrastructure and services are as resilient as possible to the impacts of climate change.

Actions to support planning priority 8

No.	Action	Timing
8.1	Update bushfire mapping in partnership with the Rural Fire Service to ensure future risk is understood and incorporated into the planning framework.	Short Term
8.2	Update the Ballina Floodplain Risk Management Plan to reflect current flood risk modelling and NSW policy directives.	Immediate
8.3	Review LEP and DCP controls following updates to floodplain, bushfire and coastal management risk mapping to incorporate updated risk projections, including climate change scenarios and relevant State Government directions to avoid and manage vulnerable areas and hazards.	Short – Medium Term
8.4	Contribute to the development and implementation of a regional Disaster Adaption Plan.	Ongoing

Healthy Environment



Planning priority 9

Ensure biodiversity values, waterways, drinking water catchments and riparian areas are protected and enhanced.

Rationale

The Far North Coast of NSW is one of the most biodiversity rich regions in Australia. But the historical clearing of the Big Scrub Rainforest and subsequent land uses have led to fragmentation and a proliferation of invasive weed species.

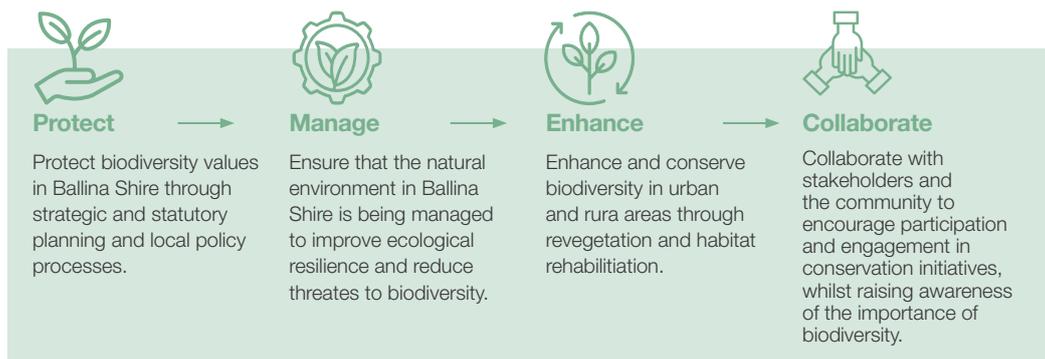
Statewide biodiversity legislation requires a hierarchical process of “avoid, minimise, offset” when it comes to assessing a development’s impact on biodiversity. This means development applications must demonstrate they have avoided and minimised impacts on areas identified as being of high environmental value before a process of offsetting or replacing can be implemented.

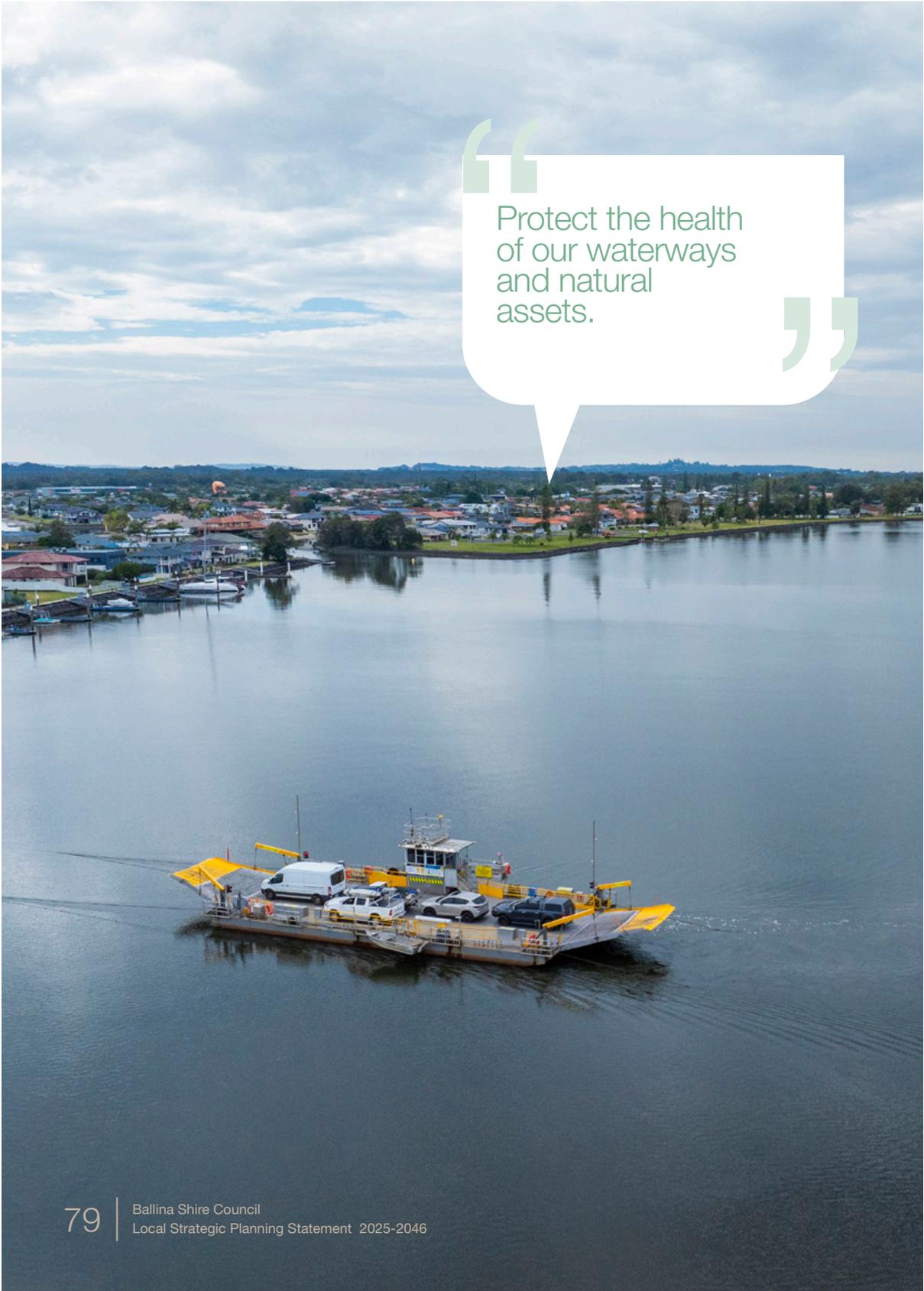
Beyond limiting the impacts of future development, there is an urgent need to repair and improve our natural environment. Ballina Shire *Biodiversity Strategy (2023-2033)* identifies 72 actions to be undertaken in partnership with the community, under the following four themes:

Actions to support planning priority 9

No.	Action	Timing
9.1	Implement and report on actions in the Biodiversity Strategy to protect, enhance and improve biodiversity across the shire.	Ongoing
9.2	Finalise shire-wide Biodiversity and High Environmental Value mapping, to be incorporated into the Statewide mapping and /or local planning overlays.	Short Term
9.3	Continue the review of Deferred Matter areas and ensure appropriate zoning is applied for High Environmental Value (HEV) areas.	Ongoing
9.4	Prepare biodiversity development controls and guidelines in the DCP.	Short Term
9.5	Update and implement the <i>Koala Management Strategy (2017)</i> .	Ongoing

Through planning measures and on-ground activities, Ballina Council will conserve and enhance our important environmental assets for the community and for future generations.





Healthy Environment



Planning priority 10

Protect productive agricultural land and encourage on-farm diversification.

Actions to support planning priority 10

No.	Action	Timing
10.1	Monitor and maintain planning controls that minimise land use conflict in rural areas to ensure agriculture is protected.	Ongoing
10.2	Maintain a watching brief on emerging opportunities for on-farm diversification and respond to emerging issues as required.	Ongoing

Rationale

Large areas of the Ballina Shire are identified as 'Important Farmland' as shown in Figure 22.0 on page 59, providing highly productive farming land for food production. Existing and future agricultural uses are to be facilitated within the planning framework.

Lawful agricultural practices should be undertaken without conflict or interference arising from complaints from neighbours or other adjacent land users. The NSW Government's 'Right to Farm' policy enshrines this objective and provides a range of measures to manage the rights and responsibilities of landowners. Council's planning controls will be periodically reviewed and updated to ensure they reflect best practice.

Ballina Shire's agricultural output in 2020/21 was valued at \$102 million, with nuts accounting for 40.6% of economic value and nurseries / cut flowers accounting for a further 40.2%. As the climate changes, new threats and opportunities will emerge and having areas of viable farming land with access to water will be a strategically important resource.

Agricultural activities are subject to seasonal variation, climatic shocks and international market forces that make the financial security and viability of farming increasingly difficult. We want to ensure rural landowners have the opportunity to diversify their income streams through a range of appropriate land uses that do not affect the agricultural viability of land. The ability to diversify will assist the long-term viability of rural land to support agriculture alongside emerging opportunities such as (but not limited to) biodiversity offsetting, carbon sequestration and agritourism.

Planning themes

Connected Community



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Healthy Environment



Planning priority 11

Ensure high quality transport networks including roads and walking and cycling paths are planned for and provided.

Rationale

Fast, safe and efficient vehicle transport networks support businesses, residents and visitors to move around the Ballina Shire and beyond. Ballina Shire has an extensive road network with the State Government, through Transport for NSW (TfNSW), responsible for managing State roads including the Pacific Highway which serves as the major north – south link to Brisbane and Sydney, and the Bruxner Highway which provides an east-west corridor to Lismore, Casino and across the range to Tenterfield. Ballina Council is responsible for over 660 kilometres of regional and local roads which connect our local towns, villages and rural areas.

As we transition to Net Zero, the prevalence of electric vehicles (EVs) and e-micromobility is anticipated to grow exponentially. All new light vehicles sold in Australia are expected to be electric by 2035 and the CSIRO forecasts that 97% of all vehicles on the road will be electric by 2050¹⁹. Transitioning our fuelling habits and infrastructure will be a major priority over the forecast period with the need for a significant roll out and investment in EV charging stations.

Council also maintains bridges, car parks, bus stops, cycleways and a large network of footpaths and shared paths across the shire. Active transport including walking, cycling and other forms of micromobility will be increasingly important for social, recreational and health reasons as well as for commuting. Ensuring high quality networks are planned for and delivered will continue to be a priority for Council to 2046.

Actions to support planning priority 11

No.	Action	Timing
11.1	Update the Ballina Strategic Road Network model to incorporate all future growth areas to ensure future road requirements are understood and planned for.	Immediate
11.2	Update the Ballina Shire Roads Contributions Plan to ensure new development adequately contributes to funding road network upgrades.	Short Term
11.3	Investigate whether major walking and cycle paths should be incorporated into a revised Roads Contributions Plan.	Short Term
11.4	Update DCP design guidelines to ensure active travel infrastructure is provided around major trip generators such as schools, retail hubs, hospitals and large residential developments.	Short Term
11.5	Investigate opportunities for the delivery of EV charging stations throughout Ballina Shire.	Short Term
11.6	Update the <i>Ballina Bike Plan (2017)</i> and <i>Pedestrian Access and Mobility Plan (2018)</i> (PAMP), incorporating principles from the <i>Place and Public Realm Strategy</i> to ensure there are measurable targets for the provision of new walking and cycling facilities.	Short Term
11.7	Delivery of the Bike Plan and PAMP is incorporated into DPOP to ensure timely delivery and commitments within the <i>Place and Public Realm Framework</i> are met.	Ongoing
11.8	Investigate opportunities to deliver parking and charging points for e-bikes in town centres.	Ongoing

Healthy Environment



Planning priority 12

Support a regional approach to the sustainable release of land for housing and industry as well as the location of key industries, infrastructure and other inter-Council issues.

Rationale

Council recognises that some issues impacting Ballina Shire also affect the broader region and would benefit from the development of regional strategy responses. Negotiating a regional approach may also avoid duplication of resources and may assist to preserve our unique North Coast environment.

Ballina Council is a member of the Northern Rivers Joint Organisation (NRJO) which is made up of the seven councils in the North Coast region. It has a strong advocacy role and is able to negotiate directly with NSW State and Commonwealth Governments on regional issues and to unlock associated grants and other funding opportunities.

In 2024 the NRJO engaged the CSIRO team undertaking the Northern Rivers Resilience Initiative flood modelling project to deliver a Regional Vision and Masterplan.

Actions to support planning priority 12

No.	Action	Timing
12.1	Collaborate with the NRJO and neighbouring Councils on regional and intra-regional housing and employment land delivery and industry development based on an environmentally sustainable growth model.	Ongoing
12.2	Collaborate and advocate with the NRJO on regional priorities and projects.	Ongoing
12.3	Participate in the development and delivery of a Regional Vision and Masterplan.	Short - Long Term
12.4	Engage directly with State Government agencies, on an as-needed basis, on regional issues of significance to Ballina.	Ongoing

Healthy Environment



Planning priority 13

Protect and celebrate Ballina Shire's culture and heritage.

Actions to support planning priority 13

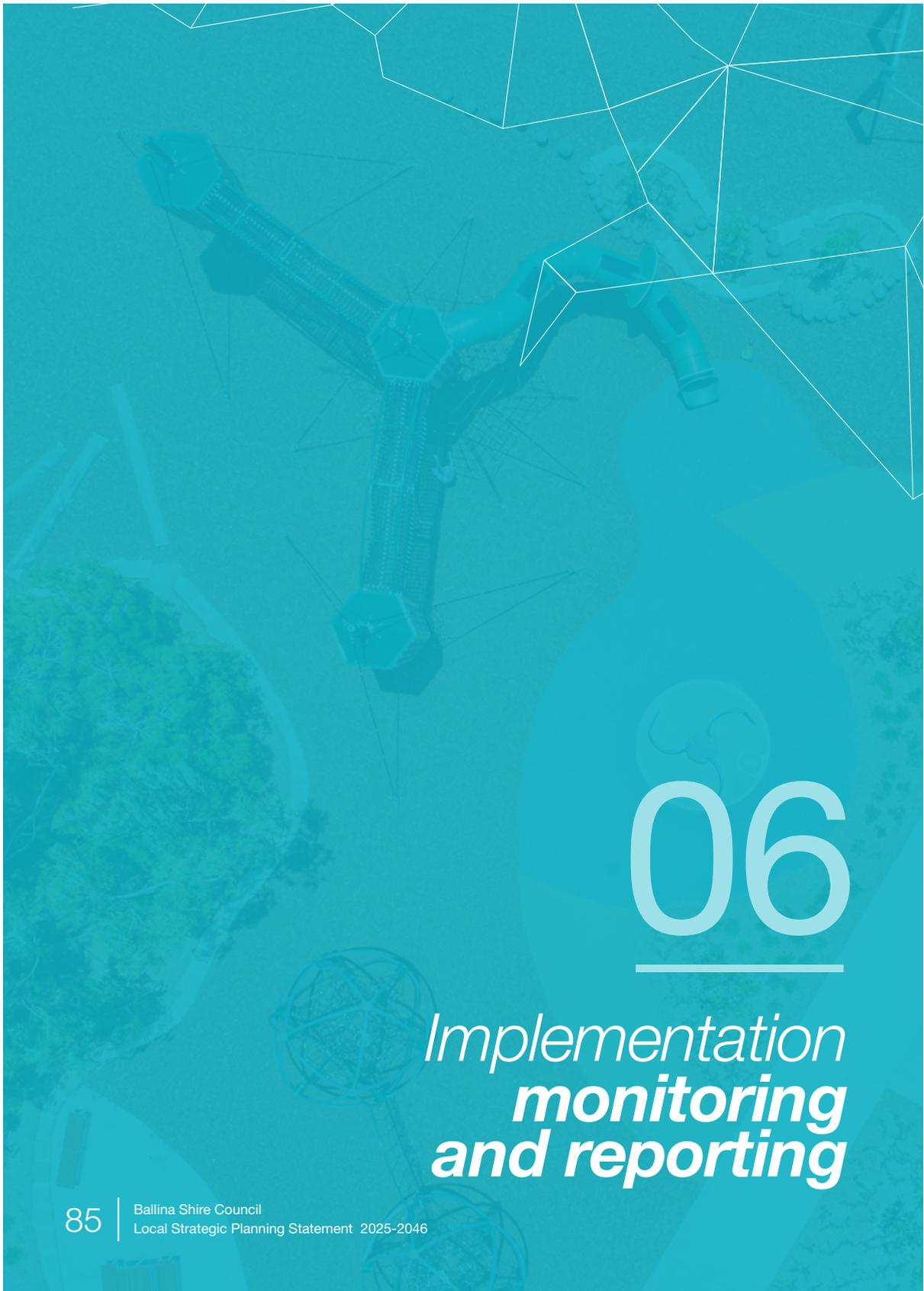
Rationale

The expression of European and Indigenous culture and heritage throughout the Ballina Shire contributes to an understanding of the past and underlies our sense of place. Culture and heritage can be widely defined to include everything from the natural landscape to the architecture of the built environment, as well as cultural activities and institutions such as markets, galleries and museums.

From a land use planning perspective, non-Indigenous heritage items are generally identified in the Local Environmental Plan (LEP) with controls in place to ensure the heritage significance is conserved whilst allowing appropriate contemporary changes. Indigenous heritage sites are required to be identified in consultation with the relevant Local Aboriginal Land Council and protected where a change of land use is being proposed, such as through a rezoning application or a significant new development proposal.

Beyond the mechanisms of the planning system to identify and protect areas of significant cultural and heritage importance, Ballina Council seeks to create vibrancy in the community through the celebration of culture through events, public art and other activities that bring people together.

No.	Action	Timing
13.1	In conjunction with Indigenous knowledge holders, provide cultural signage to share stories with visitors and residents in places of significance.	Short-Long Term
13.2	Establish mechanisms to work with Local Aboriginal Land Councils (LALCs) and other Aboriginal organisations to ensure local knowledge and culture is preserved and incorporated, where appropriate, into planning frameworks.	Short – Long Term
13.3	Develop and deliver public art that celebrates local culture.	Medium-Long Term
13.4	Develop and deliver a cultural strategy to promote local arts and culture.	Short – Medium Term
13.5	Partner with community organisations to deliver a wide range of cultural events.	Ongoing
13.6	Monitor and maintain local heritage provisions within the planning framework.	Ongoing

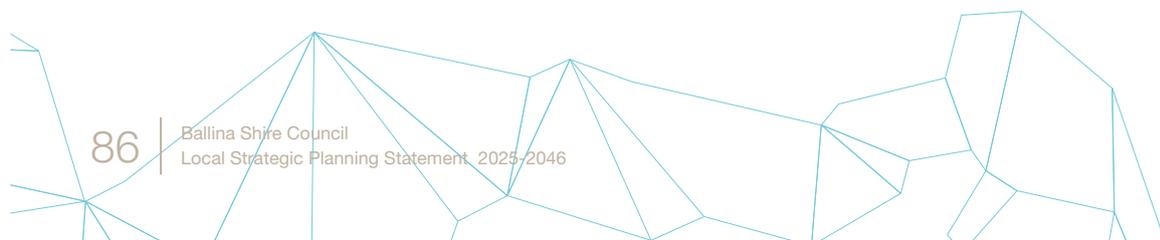


Implementation, monitoring and reporting

Section 3.9(2)(d) of the *Environmental Planning and Assessment Act 1979* (EP&A Act) requires Council to identify how it will monitor and report on the implementation of actions contained within its LSPS.

The LSPS communicates the long-term land use strategy for the Ballina Shire LGA over a 21-year planning horizon. To realise this strategy, a series of amendments to other Council plans which provide the delivery framework for Council's strategic planning will be required. These plans and their functions are described below:

Local Environmental Plan (LEP) LEPs are the principal statutory document which establishes the planning controls for an LGA. Through zoning, development standards and other local provisions the LEP provides the legal framework to ensure development is appropriate and reflects the communities' vision for land use in the LGA.	Development Control Plan Are non-statutory plans that provide detailed planning and design guidelines, and development controls to support the LEP.	Contributions Plan Part 7 of the EP&A Act 1979 gives Council the power to collect contributions from developers toward public infrastructure required as a consequence of their development.
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LEP amendments

Changes to development controls or land use zoning through amendment of the LEP may be required before a development application can be submitted to enable proposed development that aligns with the strategic planning directions in the LSPS.

Amendments to the LEP are subject to planning proposals in accordance with section 3.4 of the EP&A Act. A planning proposal to amend the LEP may either be initiated by Council or by applicants. Alignment to the strategic direction within the LSPS and the strategies that it references will be a significant consideration when determining whether an LEP amendment will proceed. A Planning Proposal needs to be supported by both the elected Council and also by the NSW Department of Planning, Housing and Infrastructure. A description of the stages and the benchmark timeframes for LEP amendments can be found in the Department of Planning's *Local Environmental Plan Making Guideline (2023)*.

DCP amendments

Ballina Council's Development Control Plan is divided into chapters that relate to different aspects of Council's development control framework. Some chapters are general in nature, others relate specifically to geographical locations or to particular types of development (e.g. industrial development) or particular planning issues (e.g. floodplain management). These DCP chapters are periodically updated to reflect community expectations and best practice planning processes in accordance with the EP&A Regulations.

Contributions plan amendments

Ballina Council currently has five contributions plans for:

- ▶ Cumbalum Urban Release Area Precinct A (2015)
- ▶ Car Parking (2014)
- ▶ Open Space and Community Facilities (2022)
- ▶ Heavy Haulage (2019), and
- ▶ Roads (2021)

These will be updated as required in accordance with the EP&A Act and associated Regulations.

Monitoring, implementation and review

Council will monitor, review and report on its LSPS to ensure that its planning priorities are being achieved through the existing *Integrated Planning and Reporting (IP&R)* framework under the *Local Government Act 1993*.

In accordance with the IP&R Framework, actions within the LSPS will be incorporated into the Delivery Program and Operation Plans of Council, which is reviewed annually with progress reports provided quarterly.

Section 3.9 of the EP&A Act requires Councils to review their Local Strategic Planning Statements at least every 7 years. Therefore, the next review of the LSPS will be prior to 2032.

Funding and investment

The LSPS will play an important role in Council's resourcing strategy, with preparation of strategies and studies required by this plan funded in the 4-year delivery program and annual operational plans.

Governance arrangements and partnerships

Existing governance arrangements including collaboration with the Northern Rivers Joint Organisation of Councils will be utilised to support effective approaches to cross boundary issues such as biodiversity, housing and industrial land supply.

The need to work effectively with other councils in the region recognises the wider role that Council's strategic planning and decision-making plays in achieving the objectives of the North Coast Regional Plan 2041. It also recognises the potential impact that strategically important decisions taken by Council regarding critical infrastructure, environmental issues, housing, investment and a range of other topics covered in the LSPS may have on the plans of neighbouring councils.

These valued cross boundary partnerships will also support Council to realise its vision by driving efficiencies in accessing government funding, attracting inward investment and accessing a wider field of expertise.

The LSPS also provides a framework for the coordinated action of many other partners in delivery. Council will continue to work hard to establish effective partnerships with State government agencies and other organisations to support the realisation of the plan.

Appendix 1 Strategic alignment

Section 3.9(2)(b) of the *Environmental Planning and Assessment Act* (EP&A Act) requires Council to identify how Planning Priorities are consistent with any strategic plan applying to the area (North Coast Regional Plan, 2041) and the applicable community strategic plan (CSP) (Ballina Council CSP, 2025-2035)

Theme - Housing and liveable places

LSPS Planning Priority	North Coast Regional Plan	CSP sub-themes
Planning Priority 1 Encourage good urban design to support healthy, safe and vibrant lifestyles and ensure open space and public facilities meet community needs and expectations.	Objective 18: Plan for sustainable communities.	CC1 We feel safe and resilient.
Planning Priority 2 Increase housing supply, diversity and affordability in existing population centres and key strategic growth areas.	Objective 1: Provide well located homes to meet demand.	LP1 Liveability is high across Ballina Shire.
Planning Priority 3 Maintain the character and settlement patten of existing village hamlets and protect rural vistas.	Objective 20: Celebrate local character.	HE3.2 Minimise negative impacts on the natural environment.

Theme - Employment and economy

LSPS Planning Priority	North Coast Regional Plan	CSP sub-themes
Planning Priority 4 Stimulate economic activity and provide local services around major Shire infrastructure such as Ballina Hospital, Ballina Byron Gateway Airport and education facilities.	Objective 14: Deliver new industries of the future.	LP2 We are an attractive destination.
Planning Priority 5 Maintain a supply of suitably located employment land, close to population centres at Alstonville – Wollongbar, and Ballina – Lennox Head, to foster local employment opportunities and reduce journey to work travel distances.	Objective 11: Support cities and centres and coordinate the supply of well-located employment land.	LP3 We support business diversity, sustainability and choice.
Planning Priority 6 Maximise proximity to growth in South East Queensland for future housing and tourism opportunities and leverage the Pacific Motorway, Ballina Byron Gateway Airport and digital technologies for employment opportunities.	Objective 12: Create a diverse visitor economy	EL3.2 Encourage a networked and adaptive approach to meeting regional challenges.

Theme - Healthy environment

LSPS Planning Priority	North Coast Regional Plan	CSP sub-themes
<p>Planning Priority 7 Provide leadership in mitigating and adapting to climate change.</p>	<p>Objective 5: Manage and improve resilience to shocks and stresses, natural hazards and climate change.</p>	<p>EL1 Decision-making is inclusive, transparent, and underpinned by sustainability.</p>
<p>Planning Priority 8 Identify and manage risks from natural hazards and ensure adaptation strategies are in place.</p>	<p>Objective 5: Manage and improve resilience to shocks and stresses, natural hazards and climate change</p>	<p>EL1.2 Involve our community in the planning and decision making processes of Council.</p>
<p>Planning Priority 9 Ensure biodiversity values, waterways, drinking water catchments and riparian areas are protected and enhanced.</p>	<p>Objective 3: Protect regional biodiversity and areas of high environmental value.</p>	<p>HE1 We protect, respect, and enhance our natural environment.</p>
<p>Planning Priority 10 Protect productive agricultural land and encourage on-farm diversification</p>	<p>Objective 8: Support the productivity of agricultural land.</p>	<p>HE2.2 We use our resources wisely</p>

Theme - Connected community

LSPS Planning Priority	North Coast Regional Plan	CSP sub-themes
<p>Planning Priority 11 Ensure high quality transport networks including roads and walking and cycling paths are planned for and provided.</p>	<p>Objective 15: Improve state and regional connectivity.</p>	<p>LP3.1 Enhance transport and other business networks.</p>
<p>Planning Priority 12 Support a regional approach to the sustainable release of land for housing and industry as well as the location of key industries, infrastructure and other inter-Council issues.</p>	<p>Objective 11: Support cities and centres and coordinate the supply of well-located employment land.</p>	<p>EL3 Our leaders work effectively with the community, other levels of governments and other councils.</p>
<p>Planning Priority 13 Protect and celebrate Ballina Shire’s culture and heritage.</p>	<p>Objective 4: Understand, celebrate and integrate Aboriginal culture.</p>	<p>EL1.1 Facilitate and develop strong relationships and partnerships with the community.</p>

North Coast Regional Plan
Ballina objectives and action

	NCRP	LSPS Alignment
Regional Priorities	Expand nature-based, adventure and cultural tourism by investigating opportunities to develop and enhance infrastructure and places which support this, including major event spaces within the shire.	Planning Priority 6
	Support a sustainable agricultural sector in farmland areas across the shire.	Planning Priority 10
Liveable and Resilient	Support environmentally sustainable development that is responsive to climate change and natural hazards, in particular flood risk.	Planning Priority 8
	Retain and protect local biodiversity through effective management of environmental assets and ecological communities.	Planning Priority 9
	Promote and recognise Aboriginal culture, local character and local creativity and investigate opportunities for the provision and enhancement of cultural and community assets within the shire.	Planning Priority 13
Productive and Connected	Maximise the opportunities associated with the Southern Cross Industrial Precinct to deliver additional jobs.	Planning Priority 5
	Support employment lands and jobs at Ballina, Lennox Head and Wollongbar.	Planning Priority 5
Housing and Place	Deliver housing at Cumbalum, Kinvara, Wollongbar and Lennox Head.	Planning Priority 2
	Support the delivery of housing supply and greater diversity in strategic and local centres, including higher density housing within and close to Ballina CBD.	Planning Priority 2
	Promote social cohesion and connection through good design and place making.	Planning Priority 1
Smart, Connected and Accessible Infrastructure	Support economic growth associated with the Ballina-Byron Gateway Airport.	Planning Priority 4
	Support a regional framework for employment land delivery by fostering stronger connections and collaboration at the Northern Rivers subregional level.	Planning Priority 1
	Maximise opportunities associated with growth in South East Queensland and the increased connectivity provided by the upgraded Pacific Motorway and digital technology.	Planning Priority 6

Appendix 2

Assessment of urban growth area variation principles

Ballina Council is seeking the inclusion of 23 hectares located to the east of the existing Russellton Industrial Estate to be identified within the LSPP for potential future expansion of employment lands (See Figure 17 on page 51). The land is mapped as being Important Farmland within the *North Coast Regional Plan 2041* (NCRP), which states:

It is recognised that agricultural production may not be suitable on some small pockets of mapped important farmland due to non-biophysical factors that make the land more suited to other uses. The urban growth area variation principles will continue to be used to assess the suitability of these pockets of land for non-agricultural land use.

The rationale for seeking the inclusion of the land to be identified as potential future employment land is:

- ▶ The total supply of vacant zoned industrial land within the Ballina Shire is limited to approximately 13 hectares (at Southern Cross estate and Smith Drive). Most of this land has development consent in place, limiting the availability of land for new businesses to approximately 4 hectares.
- ▶ Future employment land identified as Strategic Urban Growth Areas (SUGAs) is subject to flooding, with the exception of approximately one hectare at Ross Lane, Lennox Head. Additional land to be considered at Skennars Head would require an extension of North Creek road and construction of a bridge for access.

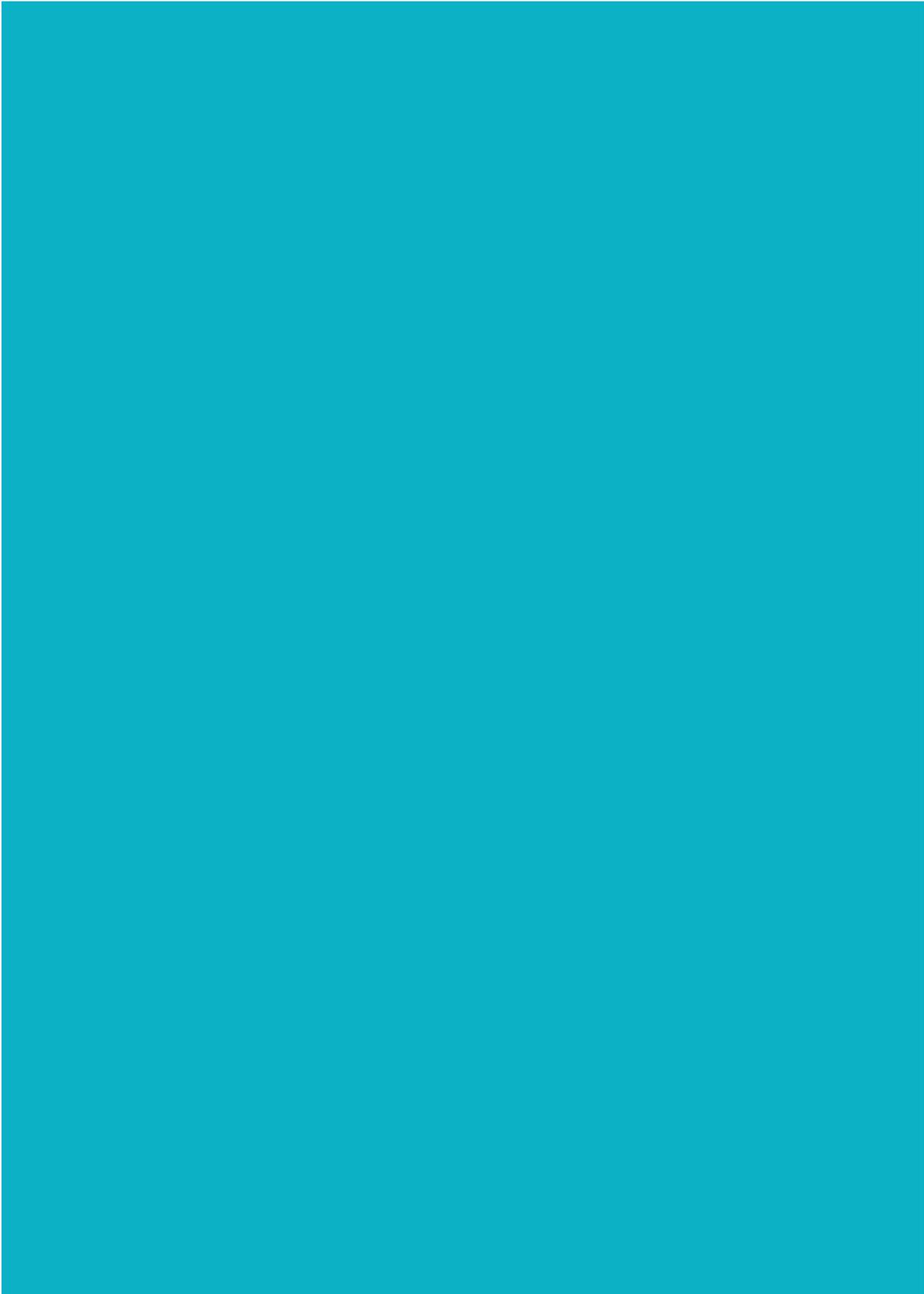
- ▶ A regional study of supply and demand for employment lands commissioned by the Northern Rivers Joint Organisation (Northern Rivers Employment Land Study, Hill PDA, 2023) recommends that a further 106 hectares of new employment land should be investigated across the Northern Rivers region in the short to medium term (0-10 years) and that Ballina consider an additional 26-30 hectares to meet demand forecasts. A similar study undertaken for the DPIE recommends investigating around 76 hectares of new employment land across Tweed, Byron and Ballina LGAs to meet forecast demand in the short to medium term.

Ballina Shire has 26,307 hectares of land mapped as Important Farmland which is 53.5% of the total land mass. The inclusion of 23 hectares adjoining an existing industrial estate is not considered to be inconsistent with Objective 8 of the NCRP to support the productivity of agricultural land.

The proposal is generally consistent with the urban growth variation principles in the NCRP as demonstrated in the table below.

North Coast Regional Plan Urban growth area variation principles

Consideration	Response
<p>Policy - The variation needs to be consistent with the objectives and outcomes in the North Coast Regional Plan 2041 and should consider the intent of any applicable Section 9.1 Direction, State Environmental Planning Policy and local growth management strategy.</p>	<p>The inclusion of the site within the LSPS, to be endorsed by the Planning Secretary, will provide consistency with Ministerial Directions 9.1 and 9.2 that address rural zones and rural lands. The inclusion is considered to be of minor significance to the overall quantum of Important Farmland within the Ballina Shire. (23 hectares represents 0.08% of the land identified as Important Farmland within the Ballina Shire).</p>
<p>Infrastructure - The variation needs to consider the use of committed and planned major transport, water and sewerage infrastructure, and have no cost to government. The variation should only be permitted if adequate and cost effective infrastructure can be provided to match the expected population.</p>	<p>The provision of water, sewer and transport infrastructure can be provided at no cost to government and will be provided in accordance with Council's existing contributions plans.</p>
<p>Environmental and heritage - The variation should avoid, minimise and appropriately manage and protect any areas of high environmental value and water quality sensitivity, riparian land or of Aboriginal and non-Aboriginal heritage.</p>	<p>The site is not identified as containing areas of high environmental value or heritage.</p>
<p>Avoiding Risk - Risks associated with physically constrained land are identified and avoided, including:</p> <ul style="list-style-type: none"> ▶ flood prone ▶ bushfire-prone ▶ highly erodible ▶ severe slope, and ▶ acid sulfate soils. 	<p>The site is not impacted by:</p> <ul style="list-style-type: none"> ▶ Flooding ▶ Bushfire vegetation ▶ Landslip risk ▶ Steep slopes ▶ Acid sulphate soils. <p>Detailed site constraint analysis would be required as part of any future rezoning proposal.</p>
<p>Coastal Strip - Only minor and contiguous variations to urban growth areas will be considered within the coastal strip due to its environmental sensitivity and the range of land uses competing for this limited area.</p>	<p>Not applicable.</p>
<p>Land Use Conflict - The variation must be appropriately separated from incompatible land uses, including agricultural activities, sewerage treatment plants, waste facilities and productive resource lands.</p>	<p>The potential for land use conflict between an expanded industrial estate and surrounding agricultural uses, (macadamia plantations and grazing) or any future agricultural use is considered to be very low and able to be managed through design measures such as vegetated buffers.</p>
<p>Important Farmland - The planning area is contiguous with existing zoned urban land and the need and justification is supported by a sound evidence base addressing agricultural capability and sustainability and is either for:</p> <ul style="list-style-type: none"> ▶ a minor adjustment to 'round off an urban boundary', or ▶ if demonstrated through a Department approved local strategy that no other suitable alternate land is available, and if for housing, that substantial movement has been made toward achieving required infill targets within existing urban growth area boundaries. 	<p>The proposed area is contiguous with the existing E4 General Industrial zoned land. The need is justified by the recommendations contained within the Hill PDA regional employment land supply and demand studies that have identified that there is a shortage of unconstrained employment land in the Northern Rivers region and that Ballina's future employment lands, identified as SUGAs, are subject to significant flooding and other constraints.</p> <p>An assessment of Ballina's potential employment land is provided in Table 3 on pages 47-48.</p>





Ballina Shire Council
40 Cherry Street Ballina NSW 2478
1300 864 444 | council@ballina.nsw.gov.au
ballina.nsw.gov.au

Ballina Local Strategic Planning Statement Addendum

(separate cover page)

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Executive Summary

The Local Strategic Planning Statement (LSPS) is a requirement under s3.9 of the *Environmental Planning and Assessment Act* (EP&A Act) for Councils to identify their strategic planning priorities and to give effect to the applicable regional plan. For Ballina Shire, this is the *North Coast Regional Plan 2041* (NCRP).

The LSPS also reflects Council's Community Strategic Plan and a range of other strategic planning work undertaken by Council. Further to advice from the Department of Planning, Housing and Infrastructure (DPHI), this addendum to the LSPS has been prepared to demonstrate that inclusion of the Russellton Expansion area at Alstonville as a future employment land site is consistent with the NCRP's urban growth variation principles.

The designation of the 24.5 hectare Russellton expansion site as future employment land responds to an identified shortfall of employment land of 26-30 hectares in the short to medium term (0-10 years) within the Ballina Shire and a 106 hectare supply gap in the Northern Rivers region over the 20 year forecast period (*Hill PDA, 2023*).

This addendum specifically addresses the NCRP's urban growth area variation requirements for the use of land mapped as 'important farmland' when a non-agricultural use is proposed. Specifically, it demonstrates:

- The land is contiguous with existing zoned urban land,
- The need is supported by a sound evidence base addressing agricultural capability and sustainability, and
- That no other suitable land is available.

Once endorsed by DPHI, the LSPS addendum will provide consistency with applicable Ministerial Directions that apply to the rezoning of rural land and the loss of important agricultural land.

Section 1 addresses the context and strategic justification of this addendum. Section 2 examines the site's location which is adjacent to the existing E4 (General Industrial) zoned precinct. Section 3 address site constraints and opportunities, with a separate agricultural capability assessment (by Allen Agri Consulting) addressing the agricultural capability of the site. Section 4 provides an overview of employment land supply and demand analysis as undertaken in two 2023 studies by Hill PDA. Section 5 provides an assessment of all other potential employment land sites within the Ballina Shire and concludes that no other sites are suitable for development within the short to medium term. Section 6 addresses in detail the requirements of the NCRP urban growth area variation principles.

1. Context and Strategic Justification

The Draft Ballina Shire Local Strategic Planning Statement (LSPS) was publicly exhibited from 26 September to 5 November, 2025. A submission was received from the Department of Planning, Housing and Infrastructure (DPHI) advising that the proposed expansion of the Russellton Industrial Estate is supported for “further investigation”. The written response and a subsequent meeting between Council and DPHI staff held at Ballina Council on 28 November, 2025 re-iterated that any land identified as ‘important farmland’ can only be converted to employment uses if contiguous with existing zoned urban land and it is demonstrated through a Department approved local strategy that no other suitable alternative land is available.

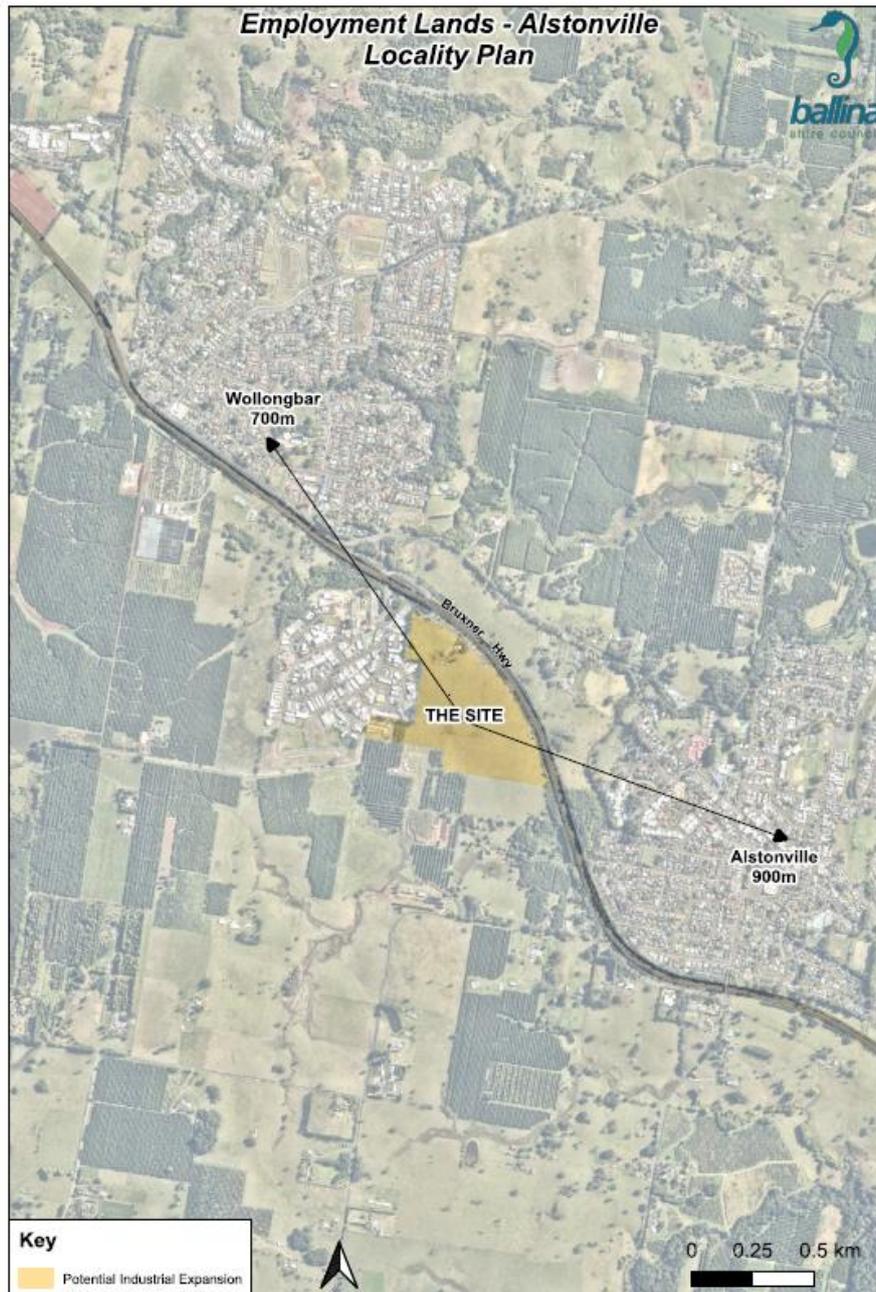
DPHI advised Council that an addendum to the LSPS could be provided for the Department’s review and endorsement. The addendum should provide further evidence and justification that the urban growth area variation principles from the *North Coast Regional Plan 2041* (NCRP) have been adequately addressed, specifically the requirement to demonstrate that no other suitable alternate land is available.

This addendum addresses the request from DPHI. It also provides the strategic justification for the inclusion of approximately 24.5 hectares of land adjacent to the existing Russellton industrial estate as a future growth area for employment land. The rationale for the inclusion is that:

- Employment land demand and supply studies undertaken in 2023 for the Northern Rivers region (see Section 4) identify a shortfall of employment land in the Ballina Shire in the short to medium term (0-10 years). The amount of land recommended for rezoning in this timeframe is 26-30 hectares for the Ballina Shire, or more if looking across regional drive catchments.
- The current supply of vacant employment land available to new businesses in the Ballina Shire is limited to less than 9 hectares which creates an immediate supply shortage.
- Other potential employment land sites identified by Ballina Council in the LSPS are subject to significant constraints and/or are long term (10+ years) development prospects (see Section 5).
- Failing to progress the expansion of the Russellton industrial precinct is likely to result in a loss of economic growth and job opportunities for residents of the Ballina Shire and surrounds.

2. Russellton Expansion Area – the site and surrounds

The proposed Russellton Employment Land expansion area is located adjacent to the existing Russellton Estate approximately 700m south-east of Wollongbar’s commercial centre and 900m west of Alstonville’s commercial centre, separated by the Bruxner Highway as shown in Map 1.



Map 1: Site locality

4.1 Local Strategic Planning Statement - Adoption

The land (hereinafter referred to as ‘the site’) is approximately 24.5 hectares in area and comprised of the following parcels as shown on Map 2 below –

- Lot 13 DP 1059499
- Lot 1 DP 738412
- Part Lot 11 DP 1059499
- Part Lot 1 DP 1221732
- Lot 2 DP1221732
- Part Lot 3 DP 1221732

Table 1 describes the current land uses and structures within the site.

Table 1: Existing development and land uses.

Property Description	Existing development and use
Lot 13 DP1059499 14 Dulcet Lane, Alstonville	Contains a dwelling, detached garage, a small shed and stable associated cattle yards and is currently used for grazing.
Lot 1 DP 738412 2 Dulcet Lane, Alstonville	Vacant grazing land with a vehicle access from Dulcet Lane and access to a tunnel under the Bruxney Highway.
Lot 11 DP 1059499	A Council-owned parcel zoned RE1 (Public Recreation) with some planted vegetation that acts as a buffer between the existing industrial estate and the adjoining agricultural land. Part of this buffer area is currently used for the storage of rainwater tanks that are manufactured by a business in an adjoining parcel.
Lot 1 DP 1221732 9 Robb Street, Alstonville	The land is partly zoned E4 (General Industrial) and contains Council approved industrial buildings used to manufacture and sell rainwater tanks. The storage of the tanks occurs on hard stand areas within the 7(i) Environmental Protection (Urban Buffer) zoned land and into Council's RE1 zoned land to the north.
Lot 2 DP1221732	A Council-owned parcel created to facilitate a 10m buffer between industrial and agricultural land uses.
Lot 3 DP 1221732 Norman Jones Lane	Contains a macadamia nut plantation, associated on-farm storage and processing facilities and includes vacant land on the southern side of a drainage line / stream.

The land shown on Map 2 is approximately 1.3 hectares larger than was publicly exhibited with the draft LSPS in response to submissions. The land is currently identified as Deferred Matter in the Ballina LEP 2012 and zoned 7(i) Environmental Protection (Urban Buffer) in the Ballina LEP 1987. A small area of land zoned RE1 (Public Recreation) and owned by Council is also included that provides a 10m buffer between the site and existing industrial land.

Land to the west is the existing Russellton industrial precinct, zoned E4 General Industrial (refer to Map 2) that includes a mix of industrial businesses. Vehicle access is provided from Wollongbar via Kays Lane and via exits from the Bruxner Highway.

Land to the south is agricultural land currently used for the growing of macadamias and some cattle grazing. Land north of the Bruxner Highway is also agricultural land potentially used for grazing that forms part of the 7(i) zoned buffer area between the villages of Alstonville and Wollongbar.



Map 2: Proposed Russellton Expansion Area

3. Site Constraints and Opportunities

Significant Farmland

The entire site is identified as containing State Significant Farmland under the Northern Rivers Farmland Protection Project (2005) and is mapped as containing Ferrosol soils (formerly referred to as Krasnozems). The site is predominantly used for grazing with an area of approximately 4000m² used for growing macadamias. An agricultural capability assessment is provided as a separate attachment to address the viability of a more intense agricultural use and the impact the loss of important farmland would have within a regional context. Using the Rural Land Evaluation Model (RLEM), the site was classified as Class 3, suitable for grazing. A transition to a higher agricultural use is constrained by the site's limited scale and isolation and in turn its economic viability.

Bushfire Risk

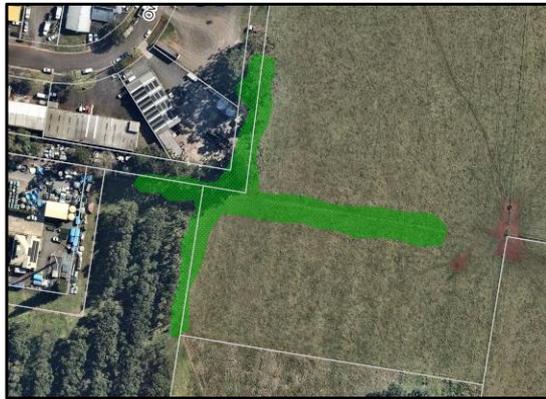
Recently adopted bushfire prone land mapping (November 2025) identifies the site as containing Category 3 Vegetation (Grasslands) and an associated buffer area. The risk from bushfire is considered to be very low and any future development would need to demonstrate compliance with Planning For Bushfire Protection Guideline requirements.

Land Use Conflict

The proposed use of the site for future employment land is consistent with existing uses within the adjoining Russellton estate. Potential conflicts with agricultural activities to the south can be managed through the use of buffers, as is currently the case at the interface of the change in zoning from E4 to agricultural uses in the 7(i) urban buffer zone.

Ecology

A small corner in the south west of 14 Dulcet Lane (where it intersects with the macadamia farm to the west and Council's public recreation buffer) is mapped as containing 'Secondary A' koala habitat in Council's Koala Management Strategy (2017). It is believed that the koala habitat was planted as a windbreak. Aerial imagery indicates this area is now largely cleared as shown in Map 3. Council would require supplementary plantings to be undertaken with any future rezoning.



Map 3: Koala habitat mapping

Infrastructure Servicing

The site is within Ballina Council's Drinking Water Supply Service Area E and can be connected to nearby water supply infrastructure (Wollongbar Reservoir gravity zone). The trunk main on Kays Lane has the capacity to supply the proposed area. Pressure requirements would need to be demonstrated in a future planning proposal.

The site is also within the Development Servicing Plan (DSP) area for wastewater and recycled water and can be connected to the wider sewerage network. Wastewater from the site will need to be discharged to the Kays Lane sewer pump station. Any upgrades to the sewer pump station or rising main would be funded from Section 64 Contributions.

The existing farmhouse has connection to electricity supply, and it is anticipated this can be extended to service the entire site. Verification from Essential Energy would be required with a future planning proposal.

Traffic Infrastructure

The site has a frontage of approximately 380m to Dulcet Lane. Access to the Bruxner Highway and broader road network is available in both directions from Dulcet Lane via the current on- and off- ramps. A roundabout configuration is likely to be required in the vicinity of where Dulcet Lane connects to the Bruxner Highway and where access is proposed to any future industrial sites. A high-level Transport Impact Assessment (TIA) will be required with any future planning proposal. TfNSW have provided preliminary advice regarding requirements for the TIA, including modelling assumptions and methodology.

There is an opportunity to create an additional access to Owens Crescent in the existing Russellton estate through Lot 11 DP 1059499. This will require access through Council's 10m RE1 zoned buffer land as shown in Map 4.



Map 4: Potential vehicle access point

4. Employment Land Demand Analysis

The Northern Rivers Joint Organisation (NRJO) commissioned Hill PDA to undertake an employment lands study for the seven LGAs in the region (Ballina, Byron, Clarence Valley, Kyogle, Lismore, Richmond Valley and Tweed). The *Northern Rivers Employment Lands Study* (September 2023) represents the most up to date and comprehensive analysis of employment

4.1 Local Strategic Planning Statement - Adoption

land supply, demand and emerging trends. It provides anticipated demand for a 20-year period, utilising two different growth scenarios:

- Scenario 1 uses DPHI's Common Planning Assumption projections (2022), and
- Scenario 2 uses Forecast.id estimates.

Under Scenario 1, employment across the Northern Rivers would increase by around 20,855 jobs or 16% over the 20-year period. Under Scenario 2, employment across the Northern Rivers would increase by around 40,960 jobs or 31% over the 20-year period.

The report examines total floorspace requirements for all employment sectors, existing supply of vacant land and future supply pipelines. Land constraints and serviceability of potential future sites were examined to determine the need for additional employment land in the short to medium term.

Ballina was found to have a deficit of employment land under both scenarios in the short and medium term. Under Scenario 2 the report concludes that an additional 106 hectares should be investigated for new employment land across the Northern Rivers, with 26-30 hectares recommended in Ballina Shire. Alternatively, if looking at regional drive catchment areas, the Tweed to Ballina region had a deficit of 72-120 hectares under the two different growth scenarios, and the Ballina / Byron / Lismore catchment had a deficit of 37-68 hectares.

A similar report was commissioned by the then Department of Planning and Environment (*North Coast Employment Land Investigation, Hill PDA, August 2023*). The report differs in that it looks at the whole North Coast planning area but is separated into Northern Rivers and Mid-North Coast sub regions. This report's analysis found the greatest need for future employment land to be investigated is in the Tweed to Ballina catchment and the Byron to Lismore catchment. It recommended a further 76 hectares of new employment land be investigated for rezoning across the Tweed, Byron and Ballina LGAs.

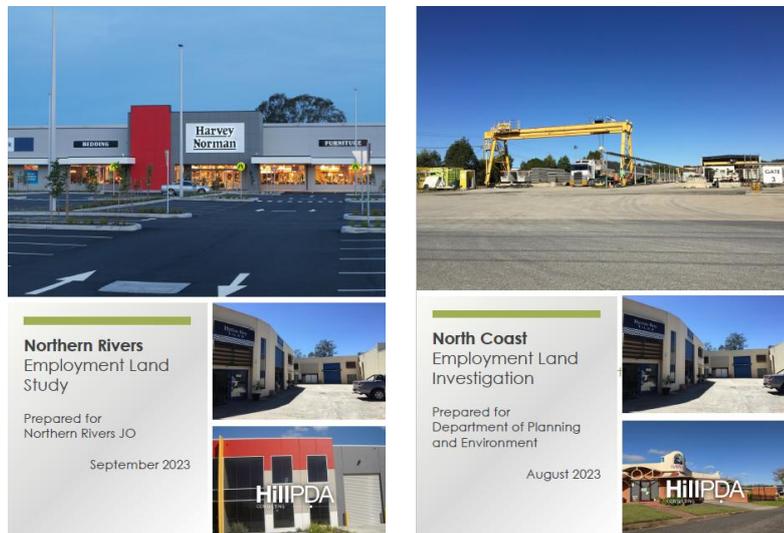


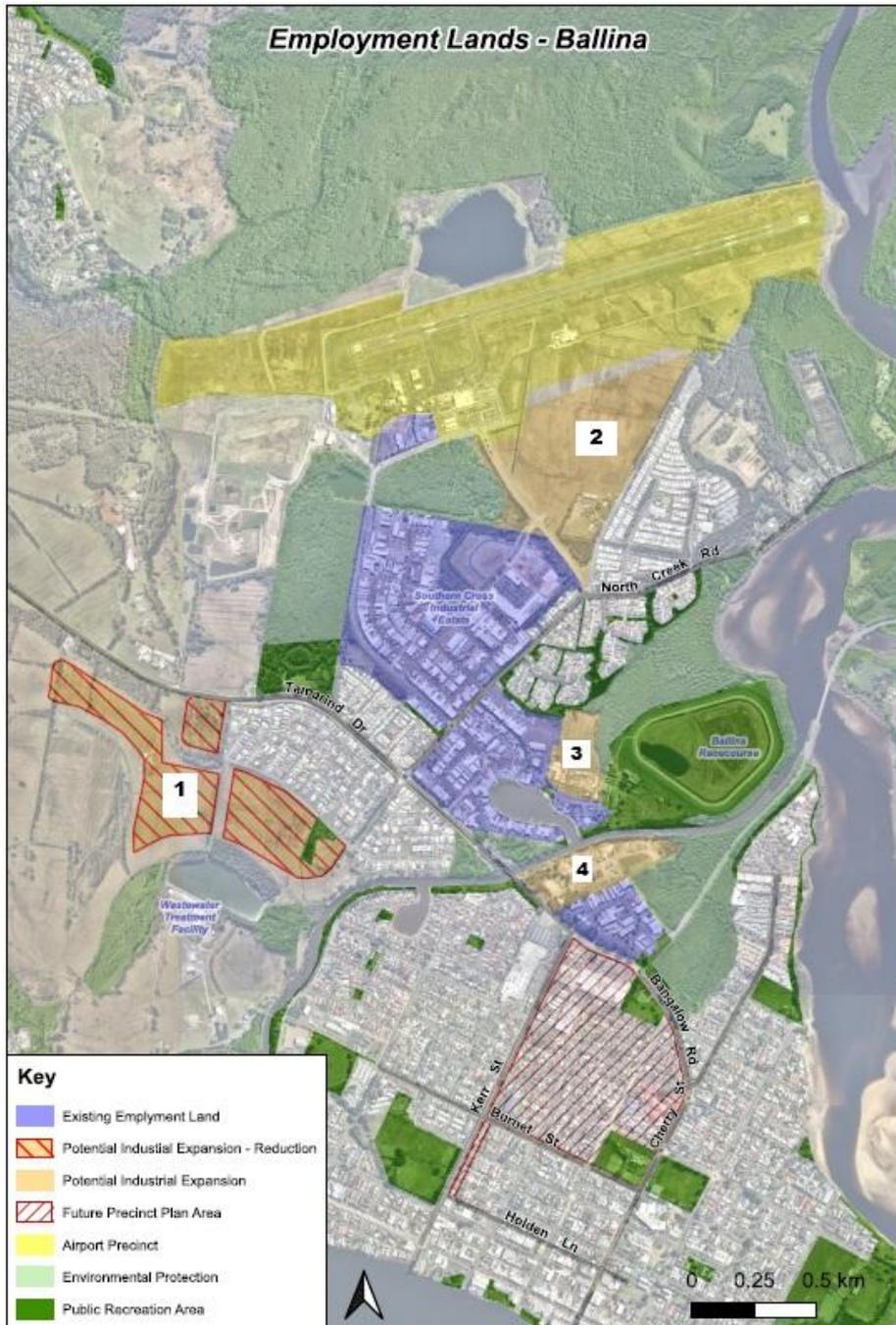
Figure 1: The two employment land studies undertaken by Hill PDA in 2023.

5. Employment Land Supply Analysis

The LSPS contains an analysis of potential employment land and associated mapping of these sites on pp 47-53. Areas identified as potential future growth areas in the LSPS were generally assessed for their constraints and barriers within the two Hill PDA reports. However, the sites at Blackwell Drive, (Wardell) and at North Creek Road, (Skennars Head) were not previously been considered by Hill PDA as potential employment land sites. These sites are both mapped as Strategic Urban Growth Areas (SUGAs) within the Ballina LEP 2012 and identified in the North Coast Regional Plan (NCRP) as urban / residential investigation areas. They are identified in the LSPS for both future residential and employment investigation.

A 68 hectare site at Wardell, identified in the NRJO employment land study as Investigation Area 'A2' and having "limited or no constraints" has been excluded from the LSPS for further investigation due to this land being predominantly owned by Transport for NSW (TfNSW) and required for biodiversity offsetting. Hill PDA identified this site as being a short-term priority for Ballina, potentially contributing 68 hectares of future employment land with connection to the Pacific motorway, and availability of water and sewer. However, as TfNSW has confirmed the land is required to be managed exclusively for koala habitat and other biodiversity offsets, the land is no longer considered to be potential employment land.

The following site analysis provides further details of known site constraints and servicing issues for all the potential employment land expansion sites within the LSPS.



Map 5: Potential Ballina employment area investigation sites

1. Tamarind Drive, Ballina

The site - The site was initially identified in the West Ballina Structure Plan (2010) as a potential industrial precinct with potential for a residential live / work component. The site is identified as a SUGA in the Ballina LEP 2012 and in the NCRP as an investigation area for employment land.

Constraints and Servicing - The Ballina Flood Study Update (2023) provided updated flood mapping across the Ballina LGA for a range of design flood events and improves Council's understanding of flood behaviour. The site is predominantly mapped as a flood storage area, with a floodway aligning with the creek that runs west to east through the site. Flood engineering advice is that no filling south of the creek line would be acceptable, with some potential to fill north of the creek and divert water to the south (subject to more detailed modelling). As a result of this, the LSPS includes a reduced area of land within the investigation area from 36ha to approximately 4ha. It also identifies the site for potential residential use, rather than employment use.

Vehicle access from Tamarind Drive is constrained by limited road reserve width and high traffic generating developments in the vicinity that will require upgrades to the Tamarind Drive / Gallans Road intersection.

Potential land use conflict between industrial uses and the residential estate to the east would require a suitable buffer that would further reduce the available land, further supporting the preferred residential use of the site in the future.

The ability to connect to reticulated water and sewage services appears feasible, subject to further modelling.

Conclusion – The Tamarind Drive site has since been excluded as a potential employment land expansion site within the LSPS. Approximately 4ha will be retained as an investigation area for residential use. A Planning Proposal to amend the LEP SUGA maps will be undertaken in the future to reflect this change.

2. Southern Cross Expansion Precinct, Ballina

The site - For many years Council has been investigating the potential for a rezoning of land it owns adjacent to the Ballina Byron Gateway Airport to cater for expansion of the Southern Cross Industrial Estate. It is identified as a SUGA in the LEP (2012) and an employment land investigation area in the NCRP.

Vacant land within the existing E4 zoned area is limited to <6ha and either has existing development consent in place or was sold in 2025, with future development anticipated in the short term. The 35 ha expansion area to the north east adjoining the Ballina-Byron gateway Airport appeared to be a logical expansion and Council's 2020 LSPS stated that: *'The bulk of the demand for industrial zoned land to 2041 is likely to be met from the existing and proposed expanded Southern Cross Industrial Estate at Ballina'*.

However, further assessment of constraints, notably flooding and biodiversity, since then have led to a Council resolution not to take any further action in relation to the rezoning of this site, but to maintain it within the LSPS as a potential future industrial expansion area.

Constraints and Servicing – Updated flood modelling that considered site filling requirements to service airport expansion found it was highly unlikely a suitable design could be achieved that would allow for both the Southern Cross Expansion Precinct (SCEP) and proposed airport upgrades. A report by BMT recommended Council focus on achieving suitable flood mitigation to support the airport and exclude future development within the SCEP.

The site also includes Endangered Ecological Communities (EECs) including regenerating freshwater wetlands. Advice from the then Biodiversity Conservation Division was that a maximum of 9 hectares would be suitable for rezoning for employment purposes due to these ecological constraints.

Water, sewer and road access are available.

Conclusion – Council has prioritised the future expansion of the airport under the approved Airport Land Use Plan, and it is highly unlikely any future employment land development will occur within the SCEP. Council has resolved to maintain the site as a Strategic Urban Growth Area (SUGA), but this position may need to be reviewed when the LSPS is next updated.

3. Racecourse Road Precinct, Ballina

The site – Approximately 6 ha of land adjacent to the Ballina Racecourse, with access from Racecourse Road and Ascot Road, is identified as a SUGA in the Ballina LEP 2012 and an employment land investigation area in the NCRP.

Constraints and Servicing – The site is impacted by flooding and would have flood heights of 1.9m-2m (AHD) in a 1% AEP event. The area is identified as being a flood storage area, with some flood fringe area on the perimeter in Council's updated flood modelling. Hill PDA's employment land reports identified development priority as 'unlikely' and that site specific investigations were required.

The site's location next to existing horse stables, training facilities and other equine uses is now identified within the Ballina Development Control Plan (DCP) that gives weight to these existing land uses. This was a recommendation of the Northern Regional Planning Panel (February 12, 2025) in its determination to reject a planning proposal that would have allowed for a gymnastics facility in the area due to the potential for land use conflict.

Water, sewer and road access are available.

Conclusion – The flood constraints of the site and the DCP's precinct objectives and controls are likely to limit any further development of the site to uses that are complementary to existing equine uses.

4. Clark Street Expansion area, Ballina

The site – Approximately 6 ha of State Government owned land adjacent to North Creek canal that is currently leased to Ballina Council for depot purposes. The site is identified in the NCRP as being an employment land investigation area.

Constraints and Servicing – The site is impacted by flooding with flood function mapping showing a mix of floodway, flood storage and flood fringe areas. It appears as though some site filling has occurred, and the majority of the site is above the 1% AEP flood height.

Water and road access are available. Connection to sewer servicing requires further investigation.

Hill PDA's employment land reports identified development priority as 'unlikely' and that site specific investigations were required.

There is also an Aboriginal Land Claim over this Council managed Crown Lands site.

Conclusion – the existing use by Council as a materials depot is unlikely to change in the short to medium term. The site is being maintained in the LSPS as a future investigation area for the long-term.

5. Teven Road, West Ballina

The site – As shown on Map 6, the 17ha site is located between Teven Road and the Pacific Highway at West Ballina. It currently supports a landscape supply business and warehouse storage facility and there are provisions within the Ballina LEP 2012 that would permit freight transport and warehouse distribution centres. The site is not identified in the NCRP and was not investigated by Hill PDA.

Constraints and Servicing – The site is impacted by flooding. Flood function mapping shows the site is predominantly flood storage with some areas of flood fringe. Part of the site has been filled to be above the 1% AEP flood height.

DPHI's response to the draft LSPS indicates the site is supported for further investigation, but that detailed flooding and traffic modelling would be required with any future planning proposal.

Water and sewer capacity will need to be increased to support any significant intensification of existing uses. This has been flagged as a potentially significant cost to the landowners.

Conclusion – There is potential for some limited expansion of existing uses in the short to medium term. The cost of the required water and sewer upgrades are unknown and may impact upon the feasibility of the long-term development of the site.



Map 6: Teven Road potential employment area investigation site

6. Ross lane, Lennox Head

The site – As shown on Map 7 below a SUGA area of approximately 54 ha has been identified near the intersection of Byron Bay Road and Ross Lane at Lennox Head. Approximately 21 ha is identified as an employment land investigation area in the NCRP, with the remainder urban / residential investigation.

Constraints and Servicing – Approximately half of the site is impacted by a 1% AEP flood event, with the flood function being flood storage and flood fringe. Modelling on the impacts of site filling would be required with any future planning proposal.

Further investigation is required regarding the location of Indigenous cultural heritage objects and their impact upon any future development.

Connection to reticulated water and sewage services appears feasible and is identified in Council's Development Service Plans. Vehicle access via Ross Lane and/or Byron Bay Road appears feasible, with detailed traffic planning required at the planning proposal stage.

A small cluster of houses off Cooper Close and the adjoining residential land on the west present a possible conflict that may require some buffers to be incorporated into the design of any future employment land precinct.

Conclusion - Council has been engaging with landowners in this area to provide information about planning processes to understand the long-term goals of the existing owners. The long-term planning and delivery of the site is complex due to multiple landowners.

From initial discussions, a potential live / work mixed use precinct providing light industry facilities, offices and a residential component is a potential outcome for the site. Hill PDA concluded development potential was likely to be 'long-term'.

7. North Creek Road, Skennars Head

The site – Approximately 61 ha identified as a SUGA in the LEP (2012) and as an urban / residential investigation area in the NCRP. Refer to Map 7.

The site is identified in the LSPS as a potential residential expansion area but was also included as a potential employment land site as a result of a Council resolution (Ordinary meeting March 2025) made at the time Council decided not to pursue the rezoning of the Southern Cross Expansion Precinct (SCEP). The Council resolution acknowledges the acute shortage of potential employment land across the Ballina Shire and Council's desire to explore all options.

Constraints and Servicing – the upgrade of North Creek Road, from Ballina to Lennox Head, including a bridge over North Creek is identified within Council's Strategic Road Network Plan and was costed in 2025 at approximately \$80 million. The timing for the delivery of this key infrastructure project is unknown but likely to be in the 20 year horizon.

A wastewater treatment plant is in the vicinity and connectivity to reticulated water and sewage services appears feasible, subject to further modelling.

Conclusion - any significant future development of the Skennars Head site will not be considered without the associated upgrade to North Creek. The ridgeline's scenic values are also likely to command a premium price and market economics suggest the price that could be achieved for residential land is likely to be more attractive than developing the site purely for employment purposes. A potential mix of residential and employment land uses

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is considered a long-term prospect. The potential for this site to be developed purely for employment land is considered low, and certainly not in the short to medium term.



Map 7: Lennox Head and Skennars Head potential employment investigation sites

8. Blackwell Drive, Wardell

The Site – Map 8 shows the 13ha site on Blackwell Drive is located 1.6km north of Wardell’s main village centre and approximately 16km from Ballina’s residential area. It is

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identified as a SUGA and as both a potential residential and employment expansion site in the LSPS. It is identified as an urban / residential investigation area in the NCRP. Part of the site is currently utilised as a caravan park with various accommodation facilities and amenities.

The site was not considered in the Hill PDA reports.

Constraints and Servicing – The site’s location 2km from a highway interchange and 15km from a major population centre may be a deterrent to future development for employment lands, however it is understood that no specific market soundings have been undertaken.

The properties within the SUGA currently all have access from Pimlico Road to the east and access from Blackwell Drive appears feasible. The site is identified in Council’s Water and Wastewater Development Serving Plans (DSPs), however there is currently no reticulated water or sewer service in this area.

Conclusion – The site’s flat topography and a location outside of a 1%AEP flood event make it a potentially desirable development site. Ballina Council has not had direct contact with current landowners within the site, so their long-term plans are unknown. The use of this site for employment lands is unlikely in the short to medium term and no market feasibility has been undertaken to understand the viability of establishing a new employment land precinct so far from a major population centre. Its future use may be more suited to residential.



Map 8: Wardell potential employment investigation site

Supply analysis conclusion

The analysis in this section confirms that there are no other potential suitable sites for employment land expansion in the Ballina Shire in the short to medium term (0-10 years), other than a possible small expansion of current activities at the Teven Road site.

In the longer term (10+ years), the sites at Ross Lane, (Lennox Head), Skennars Head, Blackwell Drive, (Wardell) or the Council depot at Clark Street (Ballina) may also prove to be suitable for some employment land development, subject to ongoing demand and market conditions.

Should the Russellton expansion site not be supported as a growth area, there will be a shortfall of land to meet the anticipated demand identified in Hill PDA’s reports in the short to medium term.

Table 2: Summary of site constraints and development potential

No	Site	Key Constraints	Development Potential	Conclusion
1	Tamarind Dve, Ballina	The flood function of the site mapped as a SUGA means filling of the site south of the creek would not be acceptable.	The area suitable for future development is to be reduced to approximately 4ha and is identified in the LSPS for future residential use.	There is no potential for the site to be used for employment purposes.
2	Southern Cross Expansion Area, Ballina	Flood impacts and the site’s proximity to Ballina airport mean the site cannot be filled. EEC’s also limit development potential.	Ballina Council resolved not to pursue a rezoning of this land in 2025 due to flood and ecological constraints. The resolution maintains the site as a potential employment land site, however, this may need to be re-visited when the LSPS is next updated.	There is very little prospect of the site being developed for employment purposes.
3	Racecourse Road precinct, Ballina	Flooding and Land Use Conflict with existing equine uses.	The site’s classification as a flood storage area means filling will generally not be permitted.	Any future development is likely to be limited to uses that complement existing equine facilities in the area.
4	Clark Street expansion, Ballina	Flooding (although some site filling has occurred).	The site is likely to be maintained as a Council depot in the short to medium term (0-10 years).	The site is being maintained as a future employment land investigation area

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				for the long-term (10-20 years).
5	Teven Road, West Ballina	Flooding and infrastructure upgrades to water and sewer infrastructure.	Existing Additional Permitted Use (APU) provisions in the LEP for land within the Teven Road site allow for freight transport and warehouse distribution activities to be developed in the short to medium term (0-10 years). Any longer-term expansion of the site will require further detailed investigation of flood mitigation options and detailed costing of water and sewer upgrades.	A potential long-term development expansion site (10+ years) for future employment lands.
6	Ross Lane, Lennox Head	Flooding and potential land use conflict with existing residential uses.	Future development of this site is likely to be long term (10+ years). There are multiple landowners and discussions about future use and planning requirements are at a very preliminary stage. A mix of residential and employment uses is currently identified in the North Coast Regional Plan.	A potential long-term development site (10+ years) for future employment and residential uses.
7	North Creek Road, Skennars Head	Road infrastructure requirements.	The future development of the Skennars Head site is reliant upon an \$80 million upgrade to access the site. This is likely to be on the 20+ year horizon.	A long term (20+ year) development site that may provide either residential or a mix of residential and employment uses.
8	Blackwell Drive, Wardell	No reticulated water or sewer currently available.	Any development of this site is likely to be long term (10+ years) as water and sewer services are currently not available. There is uncertainty of the demand for an industrial site located 16km from a major residential centre.	A potential long-term development site (10+ years) for future employment or residential uses.

6. Assessment of Urban Growth Area Variation Principles

Objective 8 in the North Coast Regional Plan 2041 (NCRP) is to ‘support the productivity of agricultural land’. The associated Farmland Mapping identifies land considered to be a resource to be protected to support a strong and profitable agricultural sector.

The NCRP also identifies that there may be some limited circumstances whereby Important Farmland could be more suited to other uses and states:

It is recognised that agricultural production may not be suitable on some small pockets of mapped important farmland due to non-biophysical factors that make the land more suited to other uses. The urban growth area variation principles will continue to be used to assess the suitability of these pockets of land for non-agricultural land use (page 36).

The rationale for seeking the inclusion of the Russellton expansion area site to be identified as potential future employment land is:

- The total supply of vacant zoned industrial land within the Ballina Shire is limited to approximately 18 hectares (across the Southern Cross estate, Smith Drive and the final stage of the Russellton estate). There are development consents in place for much of this land, limiting the availability of land for new businesses to <9 hectares.
- All other potential employment land expansion sites identified within the LSPS are subject to significant constraints as outlined in Section 5 of this addendum.
- A regional study of supply and demand for employment lands commissioned by the Northern Rivers Joint Organisation (Northern Rivers Employment Land Study, Hill PDA, 2023) recommends that a further 106 hectares of new employment land should be investigated across the Northern Rivers region, with 85 hectares required in the short to medium term (0-10 years) under a high growth scenario. It recommends that Ballina Council consider an additional 26-30 hectares to meet demand forecasts. A similar study undertaken for the DPIE recommends investigating around 76 hectares of new employment land across Tweed, Byron and Ballina LGA’s to meet forecast demand in the short to medium term.

Important Farmland

Ballina Shire has 26,307 hectares of land mapped as Important Farmland, which is 53.5% of the total land mass. Of that land, 7089 hectares is identified as State Significant Farmland. The potential loss of 24.5 hectares represents 0.09% of the land identified as Important Farmland within the Ballina Shire, or 0.34% of the State Significant Farmland.

Its location adjoining an existing industrial estate is considered to be consistent with the urban growth variation principles in the NCRP as demonstrated in the table below.

NCRP Urban Growth Area Variation Principles	
Consideration	Response
<p>Policy - The variation needs to be consistent with the objectives and outcomes in the North Coast Regional Plan 2041 and should consider the intent of any applicable Section 9.1 Direction, State Environmental Planning</p>	<p>The proposal is considered to be consistent with the NCRP’s Objective 11 to ‘<i>Support cities and centres and coordinate the supply of well-located employment land</i>’. Within this objective, Strategy 11.3 is to support existing and new economic activities by ensuring strategic planning manages significant employment lands, responds to the workforce characteristics of the region, addresses freight and service delivery requirements,</p>

NCRP Urban Growth Area Variation Principles	
Consideration	Response
<p>Policy and local growth management strategy.</p>	<p>identifies future employment lands and ensures suitable infrastructure servicing is available and provides flexibility in planning controls. The inclusion of the Russellton expansion area in the LSPS will ensure there is a staged expansion of a well-located employment precinct that will serve the needs of new industrial businesses and support employment growth in the region.</p> <p>The intent of direction 9.1 Rural Zones is to protect agricultural production on rural land. The inclusion of the Russellton expansion area would not be consistent with this direction, however the loss of 0.09% of important farmland across Ballina Shire is justified on the grounds that the loss of agricultural production is 'of minor significance' (if that's directly from the direction please put the clause number in brackets).</p> <p>The intent of direction 9.2 Rural Lands is similarly to protect productive agricultural land and to minimise conflict and fragmentation. Again, the proposal to include the Russellton expansion area would not be consistent with this direction but is justified on the grounds that there are other social and economic considerations, (such as ensuring a supply of suitable land to meet employment needs of the community) and that the loss of farmland is 'of minor significance' when considered in the context of the amount of productive agricultural land across the Ballina Shire.</p> <p>The intent of direction 9.4 Farmland of State and Regional Significance on the NSW far North Coast is to protect the best agricultural land for future generations and reduce land use conflict between farming and non-farming uses. The proposal to include the Russellton expansion area would not be consistent with this direction but is justified on the grounds that it is consistent with the North Coast Regional Plan's urban growth variation principles. Specifically in relation to the requirement for important farmland that it has been 'demonstrated through a Department approved local strategy that no other suitable alternate land is available'. This requirement is the basis of the LSPS addendum.</p> <p>Inclusion of the site within the LSPS addendum, to be endorsed by the Planning Secretary, will provide consistency with Ministerial Directions 9.1 and 9.2 that address rural zones and rural lands and 9.4 that specifically addresses land of the North Coast mapped as State or regionally significant farmland.</p>
<p>Infrastructure - The variation needs to consider the use of committed and planned major transport, water and sewerage infrastructure, and have no cost to government. The variation should only be permitted if adequate and</p>	<p>The provision of water, sewer and transport infrastructure can be provided at no cost to government and will be provided in accordance with Council's existing contributions plans.</p>

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NCRP Urban Growth Area Variation Principles	
Consideration	Response
cost-effective infrastructure can be provided to match the expected population.	
Environmental and heritage - The variation should avoid, minimise and appropriately manage and protect any areas of high environmental value and water quality sensitivity, riparian land or of Aboriginal and non-Aboriginal heritage.	The site is not identified as containing areas of high environmental value or heritage.
Avoiding Risk - Risks associated with physically constrained land are identified and avoided, including: <ul style="list-style-type: none"> • flood prone • bushfire-prone • highly erodible • severe slope, and • acid sulfate soils. 	<p>The site is not impacted by:</p> <ul style="list-style-type: none"> - Flooding - Landslip risk - Steep slopes - Acid sulphate soils. <p>Bushfire vegetation mapping is category 3 (grasslands) which represents a low risk that can be adequately managed.</p> <p>A detailed site constraint analysis would be required as part of any future rezoning proposal.</p>
Coastal Strip - Only minor and contiguous variations to urban growth areas will be considered within the coastal strip due to its environmental sensitivity and the range of land uses competing for this limited area.	Not applicable.
Land Use Conflict - The variation must be appropriately separated from incompatible land uses, including agricultural activities, sewerage treatment plants, waste facilities and productive resource lands.	The potential for land use conflict between an expanded industrial estate and surrounding agricultural uses, (macadamia plantations and grazing) or any future agricultural use is considered to be very low and able to be managed through design measures such as vegetated buffers.
Important Farmland - The planning area is contiguous with existing zoned urban land and the need and justification is supported by a sound evidence base addressing agricultural capability and sustainability and is either for: <ul style="list-style-type: none"> • a minor adjustment to 'round off an urban boundary', or • if demonstrated through a Department approved local strategy that no other suitable alternate land is available, and if for housing, that substantial movement has been made toward achieving required infill targets within existing urban growth area boundaries. 	<p>The proposed area is contiguous with the existing E4 General Industrial zoned land. The need is justified by the recommendations contained within the Hill PDA regional employment land supply and demand studies that have identified that there is a shortage of unconstrained employment land in the Northern Rivers region.</p> <p>The evidence base addressing agricultural capability and sustainability is demonstrated through an agricultural assessment of the site by Allen Agri Consulting. This report has been produced in connection with a scoping proposal for the site) and is provided as a separate attachment. The assessment concludes that the site is best suited to grazing and that the long-term agricultural potential is limited by scale and existing fragmentation. The costs and returns associated for the conversion of the land to macadamia production are not viable to support the needs of an average family. The report concludes that the loss of</p>

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NCRP Urban Growth Area Variation Principles	
Consideration	Response
	<p>this land from future agricultural production (grazing or otherwise) will have no significant impact on existing agriculture in the region and that conversion to an industrial use would likely have a benefit through the expansion of agricultural support businesses within an expanded industrial precinct.</p> <p>An assessment of Ballina's potential employment land is provided in Table 3 at pages 47-48 of the LSPS and Section 5 of this addendum. This analysis shows that Ballina's other potential future employment land sites are subject to flooding and other constraints and that no other suitable alternate land is available in the short to medium term.</p>

4.1 Local Strategic Planning Statement - Adoption

From: [REDACTED]
Sent: Wednesday, 3 December 2025 8:43 AM
To: [REDACTED]; Councillors; Cr. Sharon Cadwallader
Subject: [REDACTED] - 424 Ross Lane Lennox Head Strategic Urban Growth Area

Subject: Request for Consideration of 424 Ross Lane, Lennox Head in the North Coast Regional Plan (2041)

Dear Andy, Councillors, Mayor Cadwallader & Ballina Shire Council,

I am writing to request that [REDACTED] 424 Ross Lane, Lennox Head (DP 4/1250055 prior DP 713013) be considered for future rezoning and the long-term intensification of land uses, particularly for employment and industrial purposes.

The site's location offers several strategic advantages that support its suitability for future employment land:

- Direct frontage to Ross Lane, providing strong transport access and visibility.
- Adjacent to the Barratt land, which has also been identified for future growth potential.
- Close proximity to Lennox Village, enabling easy access to services, workforce, and existing community infrastructure.
- Located on the same road as Sanctuary Village & Saltwood Estate DA, aligning with established and expanding urban development patterns.
- Backing onto the Epic development, reinforcing the area's transition toward more intensive land uses.
- Existing infrastructure already in place, reducing future servicing costs and improving feasibility for employment or industrial zoning.

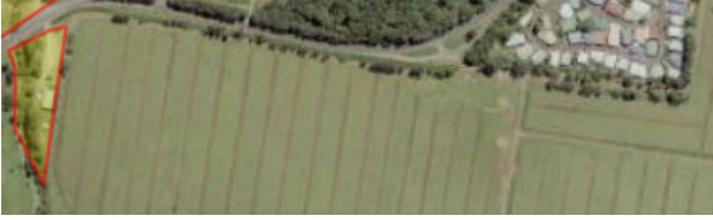
Given these attributes, I believe 424 Ross Lane represents a valuable opportunity for the region's long-term employment land supply and would align with planned growth outcomes under the North Coast Regional Plan 2041.

I appreciate Council's consideration and would be pleased to provide any further information or discuss the site's potential in more detail.

Kind regards,
Peter & Alison Anderson

[REDACTED]

4.1 Local Strategic Planning Statement - Adoption



4.1 Local Strategic Planning Statement - Adoption



ENGINEERING
PLANNING
SURVEYING
CERTIFICATION
PROJECT MANAGEMENT
ABN 41 657 245 517

Our Ref:250281

5 November 2025

The General Manager
Ballina Shire Council
Council@ballina.nsw.gov.au

Attention: [REDACTED] Parks

Submission on Draft Local Strategic Planning Statement – Newrybar Village.

Barker Ryan Stewart has been engaged by [REDACTED] on behalf of a group of landowners within Newrybar Village who hold existing commercial properties, to prepare a submission on the draft Ballina Shire Local Strategic Planning Statement (LSPS) currently on public exhibition. This submission represents the collective interests of these landowners and seeks to ensure that the LSPS appropriately recognises the existing commercial role and character of Newrybar Village, supports the ongoing viability of local businesses, and provides a clear framework for the future growth and sustainability of the village consistent with its established rural and tourism identity. The properties subject to this submission are identified in figure 1 and table 1 below.



Figure 1 Properties subject of this submission

SYDNEY

P (02) 9659 0005
E sydney@brs.com.au

www.brs.com.au

CENTRAL COAST

P (02) 4325 5255
E coast@brs.com.au

HUNTER

P (02) 4966 8388
E hunter@brs.com.au

COFFS HARBOUR

P (02) 5642 4222
E coffs@brs.com.au

NORTHERN RIVERS

P (02) 6681 6696
E northernrivers@brs.com.au

SOUTH EAST QLD

P (07) 5582 6555
E seqld@brs.com.au

Table 1 Properties subject of this submission

Street Address	Lot / DP
9 Old Pacific Highway	2/879998
19 Old Pacific Highway	3/569455
10 Old Pacific Highway	2/776207
12 Old Pacific Highway	1/776207
14 Old Pacific Highway	4/1040699
16 Old Pacific Highway	3/1040699
18-20 Old Pacific Highway	6/1055157
22 Old Pacific Highway	5/1055157
24 Old Pacific Highway	15/233782

Background & History

The Newrybar Village is located within the northern area of the Ballina Shire and is currently zoned 7(c) Environmental Protection - Water Catchment Zone under the provisions of the Ballina Local Environmental Plan 1987 (BLEP 1987).

This submission to the Draft LSPS seeks to have additional wording and actions added to the LSPS with respect to Newrybar Village to facilitate the expansion of future commercial land uses, and to include a long-term goal to resolve the current zoning of the land into an appropriate Land use zoning under the current 2012 Ballina Local Environmental Plan.

The key issues facing the Newrybar Village are largely relating to the land use zoning, sewer infrastructure and protection of the drinking water catchment. Due to the current strategic framework applicable to Newrybar, changes to the LSPS are required to facilitate the actions outlined within the draft strategy, with the latter issues to be addressed in detail at a later planning proposal or development application stage.

In the Council meeting held 27/04/2023, Council considered future planning for Newrybar as item 8.1 titled "Planning for Newrybar". This report was provided to Council following a request from previous landowners to apply an RU5 zoning to the Newrybar village area, which was not supported by Council at that time due to the limitations of sewer infrastructure for the village, and possible impacts on the drinking water catchment as raised by Rous County Council. This report then led to the preparation of the Newrybar Streetscape Masterplan as a recommendation of the Planning for Newrybar Report. As part of the recommendations of the report, Council did not support rezoning of the Newrybar village and instead advised landowners of its preference for consideration of changes to land use permissibility in relation to commercial activities to be via site specific planning proposals.

This preference for amendments to land use permissibility to occur on a case-by-case basis should be explicitly reflected within the wording of the draft LSPS, consistent with the approach outlined in the previous report to Council. The Draft LSPS seeks to include a specific section with respect to Newrybar, stating that:

*"The historic character of the village and a range of commercial and community activities makes Newrybar attractive to both residents and visitors. **Council will consider amendments to planning controls that enable some expansion of these enterprises and allow additional land uses** where it is demonstrated that proposed commercial activities are in keeping with the character of the village, environmental attributes, the vision expressed in the streetscape masterplan and can be accommodated by existing infrastructure".*

As shown in bold above, the draft LSPS notes that 'some expansion' would become permissible within the within the village and allow additional land uses. Historic amendments to the LEP 1987 have resulted in uses that were previously permissible within the zone to be prohibited. This change has stymied the ability

of the Newrybar village to grow or change to address the change in needs of the community, or business owners within the village and further afield for both commercial, residential and rural land uses.

It is noted that as part of a scoping proposal submitted to Council in 2025 that sought to enable additional permitted uses within the Newrybar Village, Council's preference was to limit the extent of any use to the current floor area in existence. It is considered that this restriction is not necessary and will hinder the flexibility of uses to be carried out within the village area and would ultimately hinder the economic use of the land. Notably any expansion or intensification of uses within Newrybar is limited by the ability to service site with appropriate sewer connections to be provided on-site in the current situation. Other limitations in terms of the ultimate design of development within the village could also be addressed through the adoption of appropriate planning controls i.e. building height or a 'key sites map' and associated LEP provisions, in a similar manner to what has been adopted through Byron Shire LGA under Clauses 6.13 or 6.14, or to further the objectives of the Streetscape Master Plan as adopted by Council in July 2025.

The Draft LSPS includes action 3.1 which seeks to

"Implement the Streetscape Master Plan for Newrybar and consider amendments to planning provisions relating to commercial land uses within the village where such uses can be demonstrated to be in keeping with the community vision, village character and the environmental and infrastructure characteristics of the area".

To facilitate the expansion of commercial uses within Newrybar, it is requested that Council include an additional action or to expand upon action 3.1 within the draft LSPS to clarify the circumstances in which Council will allow for the expansion of the commercial uses within Newrybar village area.

It is also noted that for certain properties in Newrybar, the introduction of select light industrial uses are appropriate within the scope of "commercial land uses" as referenced in Action 3.1. In particular, *artisan food and drink premises* would support the development of farm-to-table enterprises that align with and enhance the Newrybar Streetscape Masterplan vision. These small-scale, locally focused production and retail activities would strengthen the village's distinctive rural character, promote local produce, and attract additional visitors to the area, acting as keystone uses that underpin the ongoing economic and social vitality of the village.

Given that Newrybar Village is currently identified as "Significant Farmland" under the Department of Primary Industries (DPI) mapping, it is considered appropriate that the draft LSPS be amended to provide flexibility for land that already contains existing commercial operations, or land that is of an insufficient size or configuration to support viable agricultural use. To address this, it is recommended that an additional action be included in the LSPS to review and refine the Significant Farmland mapping within the Newrybar Village area, specifically where the land meets these parameters. This would ensure that the LSPS remains consistent with Ministerial Directions relating to the protection of significant farmland, while also recognising the existing land use patterns and the unique role of Newrybar as a small rural service and tourism centre.

Finally, the LSPS only considers expansion of commercial uses in the context of retail premises. Commercial, but non-retail-based uses, including some tourist-based uses would also benefit from the inclusion within the LSPS as tourism is a key growth driver for the Ballina Shire as outlined throughout the draft LSPS. The expansion of possible tourist opportunities is consistent with Planning Priority 6 which seeks to:

"Maximise proximity to growth in South East Queensland for future housing and tourism opportunities and leverage the Pacific Motorway, Ballina Byron Gateway Airport and digital technologies for employment opportunities".

The expansion of certain tourist-based uses within Newrybar is also consistent with the objectives of the Ballina Destination Management Plan 2021–2030. In combination with the existing and proposed

commercial retail uses, this approach would enable Newrybar to capitalise on its unique location within the Ballina hinterland and further establish the village as a key day-trip destination. Notably this plan considers that Newrybar would allow for "stops for fresh locally grown produce, family attractions, refreshments from one of the cafes and for a yarn, historic bakery or plantations in the hinterland townships, stroll through nature or a visit to art galleries, artist studios and unique shops selling all sorts of wares".

It is requested that an additional action within planning priority 6 be included to consider the expansion of tourist-based land uses to enable tourist activities and destinations within rural hamlets and villages throughout the Shire as this would work in concert with the potential to expand commercial land uses as outlined within action 3.1.

Resolve the land zoning of the Newrybar Village

The entire village area of Newrybar is currently zoned 7(c) Environmental Protection – Water Catchment under the BLEP 1987. This zoning is highly restrictive in terms of permissible land uses and does not reflect the historic pattern of development and commercial activity within the village. Further changes to the LEP in 2006, specifically Amendment No. 49 (dated 08/09/2006), rendered the existing commercial uses within the village as prohibited. This amendment transformed the 7(c) zone into a closed zone whereas it was previously an open zone with most forms of development permissible with consent.

It is respectfully requested that Council include an additional action under Planning Priority 3 to investigate the application of the Water Catchment zone within the Newrybar village to a more appropriate land use zone. Council has previously acknowledged this potential rezoning as a future option for investigation in the report presented at the Council Meeting on 28 August 2025 (Item 8.4 – *Dual Occupancy Permissibility – Environmental Protection Zones*), where it was identified as 'Option 3'. While the report concluded that rezoning the 7(c) Environmental Protection – Water Catchment zone was not supported at that time in relation to permitting detached dual occupancy, it was noted that further work would be required to progress this option. Option 3 is reproduced in figure 2 below.

Option 3

Council endorses preparation of a planning proposal to transition land zoned 7(c) Water Catchment to an appropriate rural zoning in BLEP 2012.

This option would have a similar impact as Option 1, in that properties within Zone 7(c) would have detached dual occupancies as a permitted use.

However, it would also facilitate a range of additional potential uses, as discussed in this report.

Almost all the land in Zone 7(c) is identified as 'Important Farmland', which would indicate a RU1 Primary Production zoning could be the most appropriate LEP 2012 zone and consistent with adjoining land.

Provisions for the protection of water quality would be facilitated by an extension of the Drinking Water Catchment overlay map which triggers a range of requirements under Clause 7.4 of BLEP 2012.

This option is not recommended as transition of only one of the Deferred Matter areas to BLEP 2012. This approach also requires much broader consideration of implications and consequences and address of a wider range of planning matters. If this approach is preferred, it is recommended that Council receive a further report.

Figure 2 extract of Council report item 8.4 Dual occupancy permissibility - Environmental Protection Zone

Given the restrictive nature of the current zoning and its inconsistency with the historical land uses within Newrybar village, it is requested that Council, as part of the draft LSPS include an additional action to resolve the land use zoning of the 7(c) zone to an appropriate zone under the Ballina LEP 2012. Doing so would help resolve longstanding land use anomalies and support the continued viability of existing uses within the village.

Accordingly, the rezoning of the Newrybar Village area to the RU1 Primary Production zone, as indicated within option 3 as outlined within the Council report, Item 8.4 - Dual occupancy permissibility - Environmental Protection Zone is considered inappropriate. The existing land uses within the village are not consistent with, nor conducive to, primary production activities. This is due to the small lot sizes, which are generally incapable of supporting viable agricultural uses, and the current pattern of residential dwellings and established commercial tenancies throughout the village. In this context, an RU5 Village zoning is considered to be the most appropriate and strategically consistent zoning for these properties. The RU5 zone would better reflect the existing and desired future character of Newrybar as a small-scale mixed-use rural village, while providing flexibility to support local businesses and tourism activity. It is also recommended that the LSPS include provision for a Key Sites Clause and Map, or alternatively, an 'Additional Permitted Uses' clause, to enable the expansion of commercial uses consistent with Action 3.1 of Planning Priority 3, supporting local economic development and village activation.

The RU5 Village zone under the Standard instrument zone is an open zone and as a result, Council may choose to modify the land use permissibility table to permit or prohibit land uses to suit the applicable areas while limiting potential land uses that would have likely significant impacts on the drinking water catchment. As the LSPS indicates that expansion of the commercial uses is to be considered on a case-by-case basis, it is considered that commercial uses would be best kept through an additional permitted use, or key sites clause to enable a specific solution for Newrybar, which is likely to be unique to other rural villages or hamlets within the Shire. It is noted that should the LEP be amended to enable additional commercial land uses prior to the land being rezoned, it would be requested that any additional permitted use provision be brought forward into the LEP 2012 to ensure that development is not required to be carried out under existing use right provisions as is the current situation.

Conclusion

As outlined in this submission, the draft LSPS does currently enable the expansion of some commercial uses within the Newrybar village, and in principle the current commercial property owners support the intention of the LSPS to enable this expansion. However, it is requested that Council considers further expanding the actions within the LSPS to clarify the extent to which commercial uses may be expanded, and to consider the inclusion of other non-residential land uses within that action to enable a range of uses to allow for Newrybar to provide additional services for residents and tourists to the village.

It is also requested that Council includes an action within this strategy to resolve the deferred matter zoning for the water catchment zone as part of future strategic planning work for the Shire.

We appreciate Council's consideration of these recommendations and look forward to ongoing collaboration in finalising the LSPS.

Regards,

Lachlan Wall | Town Planner
BRS Northern Rivers (ABN 41 657 245 317) part of the Barker Ryan Stewart Group

Our Ref:250673

5 November 2025

The General Manager
Ballina Shire Council
council@ballina.gov.nsw.au



ENGINEERING
PLANNING
SURVEYING
CERTIFICATION
PROJECT MANAGEMENT
ABN 26 134 067 842

9 Robb St – Submission on Draft Local Strategic Planning Statement

1. Introduction

Barker Ryan Stewart (BRS) has been engaged by [REDACTED] 9 Robb Street, Alstonville (lot 1 DP 1221732).

9 Robb Street is approximately 7800m² in size and adjoins the existing Russellton Industrial Estate. The site is currently split zoned E4 General Industrial under the Ballina LEP 2012, and 7(i) Environmental Protection (urban buffer) zone under the Ballina LEP 1987. The landowner is seeking to have the entire site identified within the Draft Local Strategic Planning Statement (LSPS) to enable the future rezoning of the land to E4 General Industrial. The subject site represents a logical and feasible future industrial investigation area as it is partially zoned E4 General Industrial and contains an existing industrial use.

The site currently contains two industrial businesses that work in concert with each other. Ajay Fibreglass industries builds rainwater tanks and other fibreglass products that are then stored on the remainder of the site and sold by the Duraplas business that is located within the 7(i) zoned area of the site. The current 7(i) zoning prohibits industrial development within the zone and the existing businesses can only expand or operate lawfully within the E4 zoned area of the land.

SYDNEY

P (02) 9659 0005
E sydney@brs.com.au

CENTRAL COAST

P (02) 4325 5255
E coast@brs.com.au

HUNTER

P (02) 4966 8388
E hunter@brs.com.au

COFFS HARBOUR

P (02) 5642 4222
E coffs@brs.com.au

NORTHERN RIVERS

P (02) 6681 6696
E northernrivers@brs.com.au

SOUTH EAST QLD

P (07) 5582 6555
E seqlid@brs.com.au

www.brs.com.au



Figure 1 Aerial image of Site (Source Nearmap image dated 15/09/2025)

2. History of previous planning investigations.

On 12 August 2025, Council's Coordinator of Strategic Planning confirmed in writing that Council would support including 9 Robb Street as part of a planning proposal to rezone 2 and 14 Dulcet Lane to the E4 General Industrial zone.

However, following consultation with the landowner of 2 and 14 Dulcet Lane, it was made clear that they do not support the inclusion of 9 Robb Street in their proposal. Given this, we now seek Council's support to include 9 Robb Street in the Local Strategic Planning Statement (LSPS) as a separate item. This will enable the land to be considered for rezoning to E4 General Industrial at a future date, aligning with Council's previously stated position and supporting long-term strategic planning goals.

3. Land use constraints

A preliminary assessment of environmental constraints affecting the site has been undertaken and the principal findings are summarised below. The site is not identified as being affected by, or containing, any of the following constraints:

- Bushfire prone land
- Flood prone land
- Acid sulfate soils
- Drinking water catchment
- Steep slopes

The following outlines the key physical, environmental, and contextual factors that influence the site's development potential and identifies any matters requiring further detailed investigation at a later stage and in association with a future planning proposal.

Urban buffer between Alstonville and Wollongbar

The land proposed for inclusion in the LSPS is situated at the southern edge of the existing Russelton Industrial Estate. Although part of the property is not currently zoned E4 General Industrial, it is already developed for industrial use and supports an active business with associated materials on-site.

Due to the site's topography and its location within the established industrial estate, it is effectively screened from the Alstonville Bypass and surrounding viewpoints. This natural screening preserves the visual and spatial separation between the nearby villages, ensuring that the inclusion of this land in the LSPS would not compromise the integrity of the urban buffer or the visual character of the locality.

Given that the site is already developed and partially zoned for industrial purposes, a detailed visual impact assessment would be undertaken for the rezoning.

Aboriginal Cultural Heritage

A preliminary search of the Aboriginal Heritage Information Management System (AHIMS) confirms that there are no recorded Aboriginal sites or places on the property or in its immediate vicinity. Based on this initial assessment, including the land as an investigation area within the LSPS is not expected to result in any significant impacts on Aboriginal cultural heritage.

4. Site opportunities

Already partially zoned for Industrial land use

As shown in Figure 2, the site is already partially zoned E4 General Industrial and is currently used for industrial purposes. An existing business operates within the western portion of the property, which is zoned as deferred matter / 7(i) Urban Buffer. Including the remainder of the property within the E4 General Industrial zone would align with its established use and support a consistent planning approach. This adjustment would formalize the site's current function and enhance strategic land use within the industrial estate.



Figure 2 Land use zoning map (Source, NSW Spatial viewer)

Access to services

The site contains an established business that is already serviced by existing Council infrastructure. As such, including the remainder of the property within the LSPS investigation area would not necessitate any significant new infrastructure. This approach supports efficient land use and leverages current servicing capacity without placing additional burden on Council resources.

Limited Environmental Constraints

The site is largely unconstrained by environmental factors, with no known flood risk affecting the land. This presents a strategic opportunity to expand employment land within Ballina Shire in a location that is already suitable for industrial use and can be effectively managed through detailed design and planning. While the site's current conditions support its inclusion in the LSPS, any future rezoning application would be subject to a comprehensive assessment of all relevant environmental constraints. This ensures that future development is responsibly planned and any potential impacts are appropriately mitigated.

Minimal visual impact

The site is not expected to generate any significant visual impacts given the property has already been developed for industrial purposes, its proximity to the existing Russelton Industrial Estate. Due to the slope of the land, the site is not visible from the Bruxner Highway or Alstonville.

Minimal land use conflicts

The site is currently partially zoned E4 General Industrial and accommodates existing industrial businesses. As such, including the remainder of the property within the LSPS as an investigation area for industrial zoning would not introduce any land use conflicts. This proposal aligns with the established character and function of the site.

Furthermore, given the site's existing industrial use, its inclusion into the LSPS investigation area would have a minimal impact on the agricultural land located further to the south of 9 Robb Street. The proposal supports a logical extension of industrial zoning without compromising surrounding land uses.

5. Assessment against draft Local Strategic Planning Statement

Consistency with Local Strategic Planning Statement themes

The inclusion of the subject site within the LSPS aligns with the overarching objectives of the Ballina Shire 2025 LSPS and supports the delivery of key planning priorities relating to employment land supply, regional connectivity, and economic resilience. The site's location, land capability, and relationship to the existing Russelton Industrial Estate position it as a logical and strategic extension of established employment lands.

The inclusion of the site is consistent with proposed Planning Priority 5 which states:

"Maintain a supply of suitably located employment land, close to population centres at Alstonville – Wollongbar, and Ballina – Lennox Head, to foster local employment opportunities and reduce journey to work travel distances".

The inclusion of 9 Robb Street in the LSPS would resolve a current zoning anomaly, as the property is already partially zoned E4 General Industrial and supports existing industrial operations. Rezoning the remainder of the site would enable the continued operation of the business and support compatible industrial uses adjacent to the Russelton Industrial Estate.

This inclusion also presents an opportunity to expand employment land on a site that is already developed for industrial purposes and serviced by Council infrastructure making it a logical and efficient extension of the existing industrial zone.

According to the 2019 Hill PDA report, Ballina Shire Council should investigate the provision of an additional 26–30 hectares of industrial land to meet projected demand. The Draft LSPS currently identifies approximately 23 hectares of land to the east of the Russelton Industrial Estate, adjoining 9 Robb Street, for inclusion within the Strategic Urban Growth Area (SUGA).

Recognising the site's established industrial use, existing infrastructure, and proximity to the Russelton Industrial Estate, inclusion of 9 Robb Street within the LSPS provides a strategically sound opportunity to consolidate and expand Ballina's employment lands in line with Council's adopted growth priorities.

Justification for Inclusion within the Urban Growth Boundary

The site is already partially zoned E4 General Industrial and supports an existing industrial business that occupies the remainder of the land currently zoned 7(i) Urban Buffer. Given this context, the inclusion of the remaining portion of the site within the LSPS investigation area represents a logical and 'minor rounding off' of the industrial zone. This proposal aligns with the Urban Growth Area Variation Principles outlined in the North Coast Regional Plan 2041, with a preliminary assessment of these principles included in table 1 below.

Table 1 Assessment of NCRP 2041 Urban Growth Area variation principles

North Coast Regional Plan 2041 Urban Growth Area Variation Principles	
Consideration	Response
Policy - The variation needs to be consistent with the objectives and outcomes in the North Coast	The site is mapped as being Significant Farmland.

<p>Regional Plan 2041 and should consider the intent of any applicable Section 9.1 Direction, State Environmental Planning Policy and local growth management strategy.</p>	<p>The inclusion of approximately 6700m² of Significant Farmland represents a small area of the total farmland within the Ballina Shire, within a lot that is already largely developed for industrial uses will have a negligible impact on rural lands and is considered to be justifiably inconsistent with ministerial directions 9.1 and 9.2 as</p> <ul style="list-style-type: none"> - The land is bounded by land in other ownership, notably Council owned land strip of community land that surrounds the site. - The limited size of the lot being <1ha in size has limited agricultural viability as well as containing an already established industrial use. - The existing use of the land is not for agricultural uses as a result of the existing split zoning on the land.
<p>Infrastructure - The variation needs to consider the use of committed and planned major transport, water and sewerage infrastructure, and have no cost to government. The variation should only be permitted if adequate and cost-effective infrastructure can be provided to match the expected population.</p>	<p>The site has access to all services. This area is subject to the current Development Servicing Plan for the Alstonville/ Wollongbar area and any intensification of development would be subject to developer contributions to be payable at a development application stage that would pay towards infrastructure services.</p>
<p>Environmental and Heritage - The variation should avoid, minimise and appropriately manage and protect any areas of high environmental value and water quality sensitivity, riparian land or of Aboriginal and non-Aboriginal heritage.</p>	<p>The site is not identified as containing areas of high environmental value or non-indigenous heritage. A basic AHIMS search was carried out on 03/11/25 which did not identify any Aboriginal relics or places in or near the property. A detailed investigation of potential Aboriginal heritage would be conducted as part of any future planning proposal.</p> <p>As the site has been developed, it is not expected that Aboriginal relics would remain within the site, however as part of a future rezoning application further consideration of aboriginal heritage would be undertaken as needed.</p>
<p>Avoiding Risk - Risks associated with physically constrained land are identified and avoided, including:</p> <ul style="list-style-type: none"> • flood prone • bushfire-prone • highly erodible • severe slope, and • acid sulfate soils. 	<p>The site is not currently identified as being subject to:</p> <ul style="list-style-type: none"> • Flooding, • Bushfire vegetation, • Landslip risk, and • Acid sulphate soils • High value vegetation or habitat • Steep Slope <p>The site may be identified as future bush fire prone land however this can be addressed as required at the planning proposal stage.</p>
<p>Coastal Strip - Only minor and contiguous</p>	<p>Not applicable as the land is not located within the</p>

<p>variations to urban growth areas will be considered within the coastal strip due to its environmental sensitivity and the range of land uses competing for this limited area</p> <p>Land Use Conflict The variation must be appropriately separated from incompatible land uses, including agricultural activities, sewerage treatment plants, waste facilities and productive resource lands.</p>	<p>coastal strip.</p> <p>The site contains an existing industrial business and will not be subject to land use conflicts.</p> <p>The land is currently used for industrial uses and the rezoning will not create a significant impact on the nearby agricultural activities.</p>
<p>Important Farmland The planning area is contiguous with existing zoned urban land and the need and justification is supported by a sound evidence base addressing agricultural capability and sustainability and is either for:</p> <ul style="list-style-type: none"> • a minor adjustment to 'round off an urban boundary,' or • if demonstrated through a Department approved local strategy that no other suitable alternate land is available, and if for housing, that substantial movement has been made toward achieving required infill targets within existing urban growth area boundaries. 	<p>The subject site contains an area of E4 General Industrial zoned land and is considered to be a minor adjustment to round off an urban boundary with the existing industrial estate. The remainder of the land is identified as Significant farmland.</p> <p>Further, the important farmland mapped area of the site is constrained by both the lot size of 7800m² and the council owned strip of land that borders the site that prevents the use of land for agricultural purposes.</p>

6. Conclusion

As outlined in this submission, 9 Robb Street (Lot 1 DP 1221732) is already partially zoned E4 General Industrial and currently supports an active industrial use. The site is largely free from environmental constraints and does not require significant works to support further development.

Its inclusion represents a logical extension of the existing Russelton Industrial Estate. The property is well-serviced by existing Council infrastructure, and its rezoning would not impact the capacity of other investigation areas to deliver housing or general commercial land uses. Importantly, the site is already developed and connected to essential services, making it a practical and low-impact opportunity to expand industrial land supply in the short term.

Accordingly, we respectfully request that Council include the remainder of Lot 1 DP 1221732 within the LSPS as an investigation area for future industrial zoning. Given that the site is already partially zoned E4 General Industrial, we further request that Council consider its inclusion in a future LEP housekeeping amendment to formalize the zoning and support continued industrial activity.

Regards,

Lachlan Wall | Town Planner
Barker Ryan Stewart Pty Ltd



Our Ref: 24-158
5 November 2025

The General Manager
Ballina Shire Council
PO Box 450
BALLINA NSW 2478

Attention: [REDACTED]
[REDACTED]@ballina.nsw.gov.au

Dear Sir / Madam,

SUBMISSION - DRAFT LOCAL STRATEGIC PLANNING STATEMENT

On behalf of [REDACTED] we have prepared the following submission with regard to the Draft Local Strategic Planning Statement.

The first Ballina Shire Local Strategic Planning Statement (LSPS) was adopted by Council on 28 May 2020. It is a requirement under the Environmental Planning and Assessment Act 1979 (the EP&A Act) that Councils review their LSPS within 7 years and to ensure it reflects the economic, social and environmental priorities of the community. The revised LSPS sets strategic land use planning priorities to 2046.

We support the general intent of the draft Local Strategic Plan, to maintain a supply of suitability located employment land close to population centres, specifically Ballina.

We specifically support Action 4.1, which involves the preparation of a Precinct Plan for land in proximity to several hubs, specially the Super Amart site within Ballina. Additional employment opportunities within the town of Ballina are considered to be in demand. Further, we consider there is a need to foster local employment opportunities. This will also allow for reduced commutes for Ballina residents if they can live and work in town. We consider that the timing for this Action should be within the short to medium term, rather than the long term (i.e. 5+ years).

The Amart site is a large site within the town and provides for a great opportunity for an enhanced employment hub. The implementation of a Precinct Plan will allow for the ultimate potential of the site to be unlocked. We support the intent for the deficit in employment zoned land within Ballina being identified by Council.

We trust this information is sufficient for your purposes, however, should you require any further details or clarification, please do not hesitate to contact the writer by telephone.

Yours faithfully,
Plan A Town Planning Pty Ltd

A handwritten signature in black ink, appearing to read "Peter Catchlove".

Peter Catchlove
Director

Plan A Town Planning Pty Ltd
Town Planning & Development Consultants

4/134 Constance St, Fortitude Valley Q 4006
PO Box 13 Fortitude Valley Q 4006

p 07 3846 0807
e mail@planatp.com.au

abn 17 634 960 937
www.planatownplanning.com.au

4.1 Local Strategic Planning Statement - Adoption

5 November 2025

Mr Paul Hickey
General Manager
Ballina Shire Council
PO Box 450
BALLINA NSW 2478

Attention: Matthew Wood – Director, Planning & Environmental Health
Sent via email to council@ballina.nsw.gov.au

Dear Mr Wood

Submission - Ballina Shire draft Local Strategic Planning Statement 2025-2046

Thank you for the opportunity to make this submission on Council's *Draft Local Strategic Planning Statement 2025-2046* (draft LSPS).

Intrapac has more than 40 years' experience delivering high-quality residential communities across five Australian states and territories, including almost two decades in New South Wales. We are a major contributor to the Ballina Shire's housing supply through our projects at Cumbalum and Skennars Head.

As one of Australia's most experienced and respected land developers, we recognise that the delivery of new housing has never been more challenging. Our submission focuses on the barriers to unlocking and delivering economically viable housing supply to meet the needs of Ballina Shire's growing and evolving communities.

Local and Regional Economic Context

We acknowledge the interconnected nature of the Northern Rivers LGAs and the anticipated increase in population and migration into Ballina Shire. This growth highlights the importance of enabling both diverse and viable housing supply within existing communities and appropriately planned greenfield locations.

While the *Ballina Shire Housing Strategy 2024* addressed housing diversity, infrastructure capacity, affordability, and medium to high-density housing within existing urban areas, it didn't identify new land release areas. The *North Coast Regional Plan 2041* (Regional Plan) emphasises that housing choice must be provided "*in locations where people want to live*", and we believe the draft LSPS should more strongly reflect this principle.

We support the LSPS's goal of facilitating sustainable and balanced population growth. However, achieving this will require realistic and flexible planning mechanisms that recognise the economic limits of infill development in regional markets. While infill housing remains an important objective from a planning and sustainability perspective, its practical delivery in Ballina is constrained by

feasibility, fragmented ownership and infrastructure costs, meaning it will continue to play only a minor role in overall housing supply.

A stronger emphasis on feasible and deliverable greenfield and edge-of-centre growth will better sustain housing supply, support local employment and workforce retention, and maintain affordability for both residents and the tourism economy.

Development Capacity and Yield Limitations

The infill development capacity currently embedded within the Ballina LEP - and referenced in the draft LSPS through the Ballina Housing Strategy 2024 will remain largely unrealised in our experience. This is not a reflection on likely development inaction but of structural feasibility constraints. In regional markets such as Ballina, the LEP's prescribed height and floor space controls cap achievable yield, providing only modest uplift relative to existing built form. Combined with high construction costs, land values, fragmented ownership and infrastructure upgrade requirements, this limited planning headroom makes most infill and redevelopment sites financially marginal or unviable. Byron Shire has found similar results recently in targeted feasibility testing of its Affordable Housing Study¹.

The draft LSPS correctly identifies infill as an important mechanism to improve housing diversity and utilise existing infrastructure, yet it stops short of quantifying its delivery potential - reflecting the reality that, in practice, infill will make only a modest contribution to total supply. From a feasibility perspective based on local market evidence, low- to medium-density housing in well-located greenfield areas provides a more viable and scalable pathway to meet future housing needs.

It should also be recognised that the illustrative greenfield yield assumptions (8–15 dwellings per hectare) in the draft LSPS are indicative only and represent a very broad range. Once environmental, topographic, and infrastructure constraints are factored in, realistic yields are likely to fall toward the lower to mid-range of this band—typically 8–11 dwellings per hectare in the Ballina context. Applying feasibility-based testing and constraint-adjusted modelling would provide a more credible and transparent understanding of future supply potential, ensuring housing forecasts better reflect deliverable capacity rather than theoretical maximums. Having said that, we would be happy to work with Council on the required levers to increase the yield in identified greenfield locations.

Finally, we recommend that the Strategic Urban Growth Areas (SUGAs) and other investigation areas should not be constrained by rigid cadastral boundaries unless supported by detailed technical studies. Flexibility in refining these urban footprints will enable Council to maintain a realistic long-term supply pipeline and respond to declining household sizes (currently 2.34 persons per dwelling) and the North Coast Regional Plan 2041 directive that 40 % of new dwellings by 2036 be delivered through multi-dwelling or small-lot (sub-400 m²) housing.

¹ [Byron Bay Urban Design Housing Density Study - Byron Shire Council](#)

Proposed LSPS Planning Considerations

Intrapac would like to recommend the following planning considerations to be embedded in the draft LSPS. These targeted outcomes align and expand on the aims of the draft LSPS, Council’s Housing Strategy 2024, and the NSW Housing Strategy 2041, which emphasise the importance of flexibility, affordability, and diversity in housing supply.

Table 1: targeted outcomes and planning considerations for Ballina LSPS

Control	Description	Targeted Outcomes
Increase FSR and HOB	Apply targeted and <i>viable</i> uplift opportunities to key development sites to optimise yield where infrastructure capacity and market demand align.	Unlock feasible redevelopment potential, improve dwelling yield in well-serviced and strategic growth areas, and reinforce Council’s objective of delivering compact, sustainable communities.
Remove Minimum Lot Size	Review and rationalise outdated minimum lot size controls that no longer reflect contemporary market or household needs.	Increase flexibility to deliver a wider range of housing products suited to smaller and changing household types, including singles, couples, and downsizing households, while improving affordability.
Greenfield expansion	Low-to-medium density development targeted to balance community needs.	Ensure a competitive and diverse land supply pipeline, reduce pricing pressures by improving feasibility, strengthen housing affordability, and enable households to move within the local community as their needs evolve.

Case Study – Alstonville

Council’s Alstonville Planning and Environmental Study 2017² identified potential future expansion opportunities for the town, including land to the north along Teven Road (shown in Appendix 1), as a logical direction for growth once the adjoining quarry ceased operations. This area forms a contiguous and accessible extension of the existing village, adjoining established residential and employment lands and lying within the Alstonville Village Growth Management Boundary identified in Council’s Growth Management Strategy 2012.

This area represents a clear example of how strategic greenfield investigation areas can support local housing supply in a feasible and sustainable manner. It sits between the former quarry site - recently rezoned to SP4 Enterprise to enable a mix of employment and visitor accommodation uses - and the existing R2 Low Density Residential and R3 Medium Density Residential zones of Alstonville Village.

Consistent with the Regional Plan, which promotes new urban areas adjacent to existing settlements to optimise infrastructure and land efficiency, the Alstonville north precinct provides a logical and well-located opportunity for a planned, low-to-medium density extension of the township. This area

² [final-alstonville-planning-and-environmental-study-june-2017-web-version.pdf](#)

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is characterised by single land ownership, manageable topography, and existing infrastructure connectivity - factors that strongly support feasibility and delivery compared with fragmented infill sites.

Developing the area (shown in Appendix 2) under a contemporary, place-based structure plan would enable a balanced mix of housing types and densities, contribute to local employment and retail vitality, and reinforce Alstonville's role as a sustainable and connected plateau community. Further, it is a logical urban inclusion supporting Council's rezoning of the former quarry site, and as such should be included in the draft LSPS.

Conclusion

Intrapac acknowledges the strategic direction outlined in the Draft Local Strategic Planning Statement 2025–2046 and supports Council's intent to plan for sustainable growth, housing diversity, and economic resilience across the Ballina Shire. The draft LSPS provides a timely opportunity to establish a clear, evidence-based framework to guide housing and employment outcomes that respond to the region's changing demographic and economic profile over the next two decades.

We support a market-informed and partnership-based approach that delivers practical and feasible growth outcomes. Encouraging a wider range of housing forms - particularly smaller, more compact, and attainable dwellings - will be essential to meeting community needs and improving affordability.

To unlock Ballina's full potential, future planning should continue to move beyond historic zoning boundaries and apply a flexible, site-specific approach that enables growth where it is both feasible and supported by infrastructure. This approach will help to rebalance housing supply, retain local workers, and attract younger households, contributing to more sustainable and resilient communities.

Intrapac is committed to working collaboratively with Council to refine housing assumptions, structure planning, and delivery strategies - particularly within our key growth areas at Banyan Hill and Aureus - and encourages Council to consider the inclusion of land connecting the former Alstonville Quarry and the existing township. This area has been identified in previous strategic studies and, with the quarry now rezoned, represents a logical and deliverable extension of the urban footprint.

Through continued collaboration, Intrapac looks forward to supporting Council in achieving the LSPS vision and delivering a sustainable pipeline of new homes that reflect both community aspirations and market realities.

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Please contact me on [REDACTED] or on [REDACTED] if you have any questions in relation to this matter.

Yours faithfully

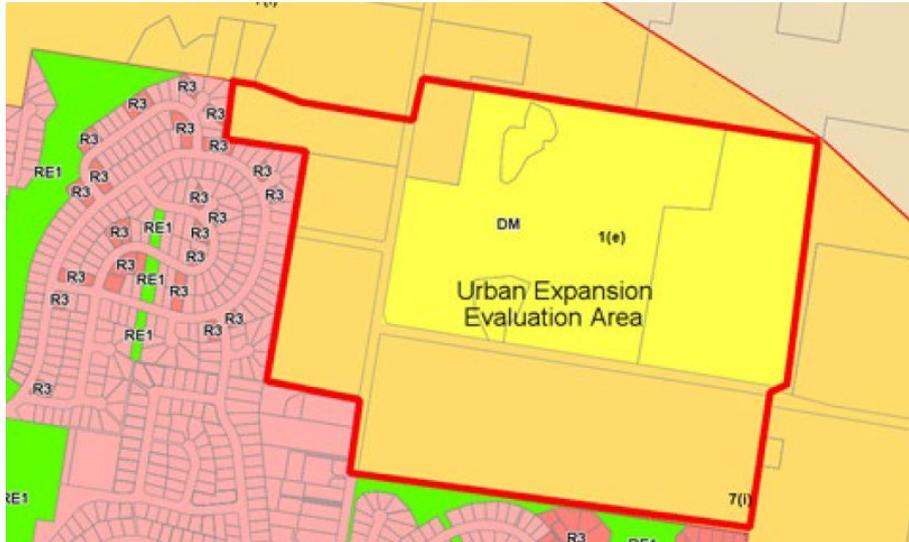
Michael Khan

Michael Khan
State Manager QLD/NSW

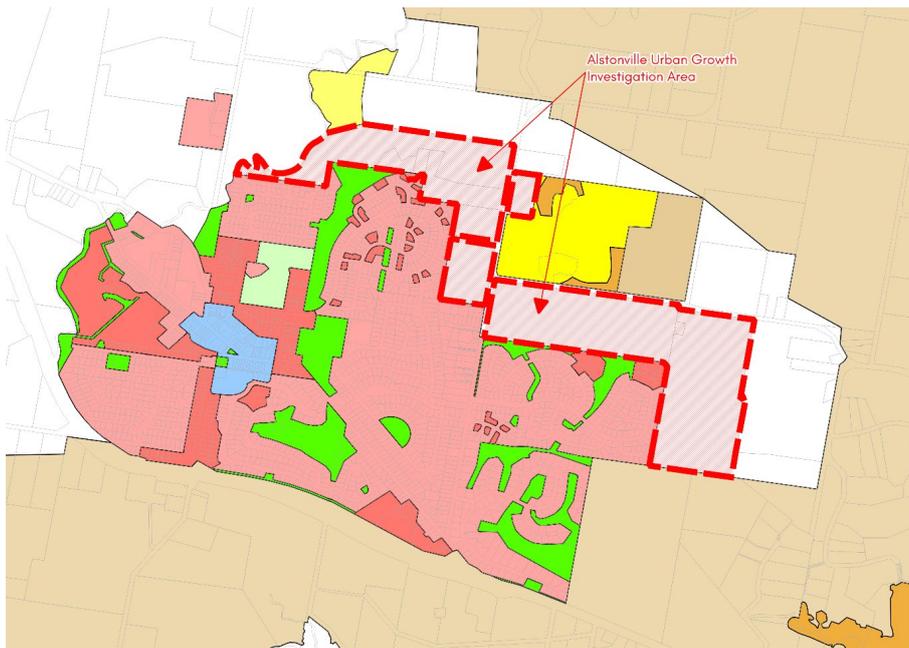
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Appendix 1: Urban Expansion Evaluation Area identified in Alstonville Planning and Environmental Study 2017

Map 9: Area 2 Alstonville village urban expansion evaluation area



Appendix 2: Recommended Alstonville Urban Growth Investigation Area





Our Ref: Letter 001 to BSC re Submission on Draft LSPS

Contact: David Laing

30 October 2025

The General Manager
Ballina Shire Council
40 Cherry Street
BALLINA NSW 2478

Attention: [REDACTED]

Via Email to council@ballina.nsw.gov.au

Maddan Holdings Pty Ltd
ABN 14 120 186 807
est. 2006

15A Northcote Street
Wollongong NSW 2500
Australia

Phone: (0419) 284 626
david@maddanholdings.com.au

Re: Submission on behalf of Addenbrooke on Draft Local Strategic Planning Statement - 184 Rifle Range Road, Alstonville

Dear Sir,

Addenbrooke (<https://www.addenbrooke.com.au/>) is a family-owned property investment and development firm with over 30 years of experience in delivering transformative, design-led places. The company has a strong track record across NSW, QLD and VIC in residential, commercial, hotel, and retail projects, with landmark developments such as Merchant House, Observatory Tower, Sydney Park Village, Heathwood Estate and the Rose Bay and Point Piper Marinas. In recent years, Addenbrooke has expanded into regional markets and is currently delivering a major coastal estate at Blueys Beach (<https://blueys.com.au/>).

Addenbrooke has identified land at 184 Rifle Range Road, Alstonville which has potential for a modest urban expansion of Wollongbar to meet its housing diversity and affordability needs.

Addenbrooke with support of the owner has engaged Maddan Holdings Pty Ltd (Strategic Development Advisory) to prepare this submission on Council's Draft Local Strategic Planning Statement (LSPS) 2025 – 2047.

In preparing this submission, the team met with Council's Strategic Planning Manger to discuss a range of opportunities and constraints for the site. Council advised that, whilst the site was identified as a potential growth area in the Wollongbar Planning and Environmental Study (see pp62 & 63), no such actions were contained within the Wollongbar Strategic Plan. The local and state strategic planning framework does not refer to this site nor its wider area being a potential for urban land. Council is in the process of exhibiting a revised Draft LSPS and you are invited to lodge a submission related to this site.

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Submission on Behalf of Addenbrooke
On Draft Local Strategic Planning Statement - 184 Rifle Range Road, Alstonville



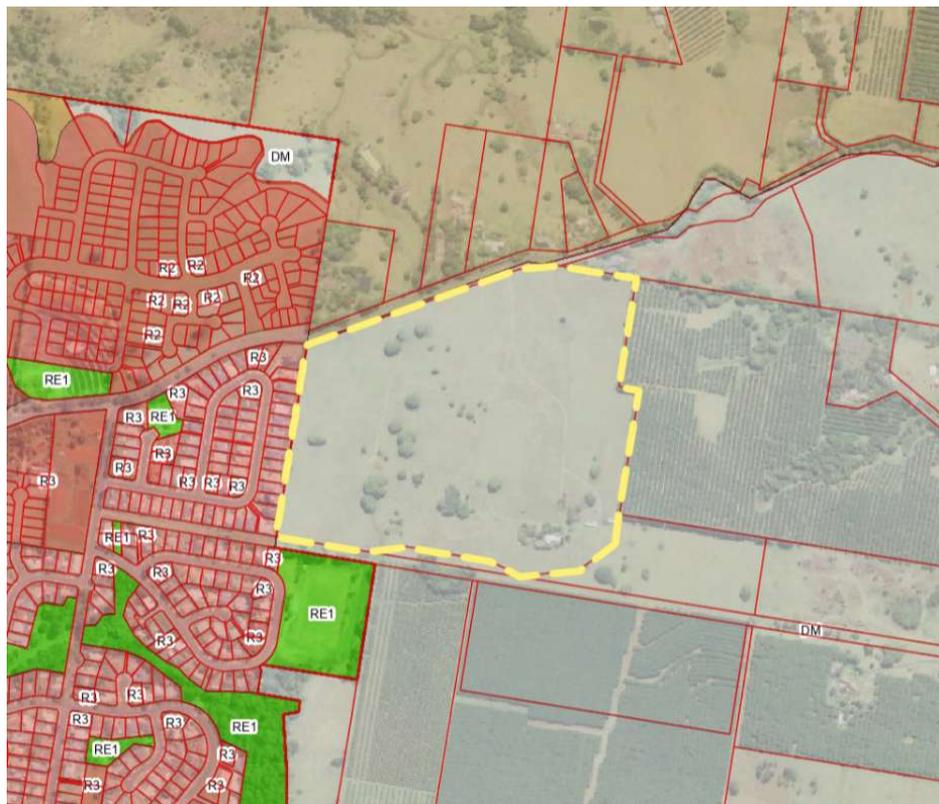
Background to the Site and Planning Controls

Ballina Local Environmental Plan 2012

184 Rifle Range Road, Alstonville comprises 27.4ha of cleared land located immediately to the northeast of Wollongbar (outlined in yellow below). The site is currently mapped as "DM - Deferred Matter" under Ballina Local Environmental Plan 2012 (2013 EPI 20), so the relevant LEP is Ballina LEP 1987 which zones the site 7(i) Environmental Protection (Urban Buffer) Zone. The buffer zone was intended to provide a physical separation of the towns of Alstonville and Wollongbar.

The DM lands, relate to broad scale preservation of regional significant agricultural/conservation land on the North Coast of NSW so nothing specifically to do with this site or even Ballina Shire.

The site is cleared of any significant native vegetation and comprises a single farmhouse. Unlike other sites around it, it has never been developed as a Macadamia Plantation and has been used for agistment only. The site is free of constraints and potentially serviceable by the existing Wollongbar reticulated water and sewer system.



184 Rifle Range Road, Alstonville (source NSW Planning Portal)

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Submission on Behalf of Addenbrooke
On Draft Local Strategic Planning Statement - 184 Rifle Range Road, Alstonville



Wollongbar Planning and Environmental Study June 2019

This study found that, within the existing zoned residential areas of Wollongbar there is potential for 860 residential lots (720 potential lots within WUEA, 78 potential lots outside of the WUEA and 62 vacant subdivided residential lots).

The biggest threat to greenfield lot supply is the uncertainty associated with the development of 32ha of land owned by the United Protestant Association (UPA). If this land is not developed to support conventional residential development (detached housing on individual lots) then a potential shortfall of up to 370 greenfield lots will result in Wollongbar. It is considered reasonable to consider alternative locations to offset the potential loss of conventional residential lots in Wollongbar to 2038.

An alternative 27ha site on Rifle Range Road has been identified for further evaluation should the need arise once UPA master planning has been completed. If additional residential land can be released, then this will alter population projections for Wollongbar to 2038 depending on the nature of development that results on UPA owned land.

Site	Strength	Weakness	Opportunity	Threat
<p>5. Lot 1 DP 1006150, 184 Rifle Range Road, Wollongbar</p>  	<p>Approximately 27ha of relatively gently undulating grazing land adjoining the eastern edge of the Wollongbar village area.</p> <p>Southern boundary adjoins Elvery Lane and Wollongbar Sports Field site.</p> <p>Not significantly land slip affected.</p> <p>Not classified as bushfire prone land.</p> <p>Land currently used for cattle grazing – non intensive agricultural purpose.</p> <p>Sparse tree cover.</p>	<p>Located within the urban buffer area.</p> <p>Predominantly State significant farmland.</p>	<p>Land has potential to warrant further evaluation for urban suitability.</p>	<p>Potential use of land for more intensive agricultural purpose such as a macadamia nut plantation could impact negatively on residential development to the west.</p>

Submission on Behalf of Addenbrooke
 On Draft Local Strategic Planning Statement - 184 Rifle Range Road, Alstonville



7.4.1 Expansion of Wollongbar Village Urban Footprint

One potentially suitable area for the expansion of Wollongbar village emerged as a result of the SWOT analysis of 7 sites undertaken and documented in Annexure 5. That site is known as Lot 1 DP 1212249 (Lot 1), 184 Rifle Range Road as shown by the red outline in Diagram 35 below.

Lot 1 has an area of 27.4 hectares and is currently utilised for cattle grazing. If rezoned for residential purposes, it has the potential to yield approximately 300 residential lots⁴³.

⁴³ This is based on the 11.75 dwellings per hectare estimated for infrastructure purposes within the WUEA.

Diagram 35 – Potential Wollongbar Urban Expansion Evaluation Area



Lot 1 is considered a suitable candidate for more detailed urban expansion evaluation given its proximity and connectivity with the existing village, its generally suitable topography and relatively sparse tree cover, as well as its common rear boundary with part of the Wollongbar Sports Field site. It is the location of the sport fields that has created an opportunity to consider the potential for additional residential land immediately to the north. That is, the sports fields have defined the southern edge of potential urban development at Wollongbar even though such development would be viewed as an intrusion into the urban buffer.

The approach suggested here has some similarities with the foreshadowed future expansion of Alstonville, in a generally easterly direction along Teven Road and Gap Road, as discussed in the Alstonville Planning and Environmental Study. Such expansion, proposed for consideration once the quarry ceases to operate, also considered topography, proximity and connectivity with the existing village area, availability of road access and services.

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On Draft Local Strategic Planning Statement - 184 Rifle Range Road, Alstonville



Wollongbar Strategic Plan 2019 - 2039

This Plan discontinued any expansion of Wollongbar (particularly to the east in the buffer zone) in favour of maintaining the rural separation between it and Alstonville (north of the Bruxner Highway). It advocated a policy position which generally discourages proposals which seek to introduce urban style development within the rural area which separates Wollongbar from Alstonville with reference to properties fronting Lismore Road.

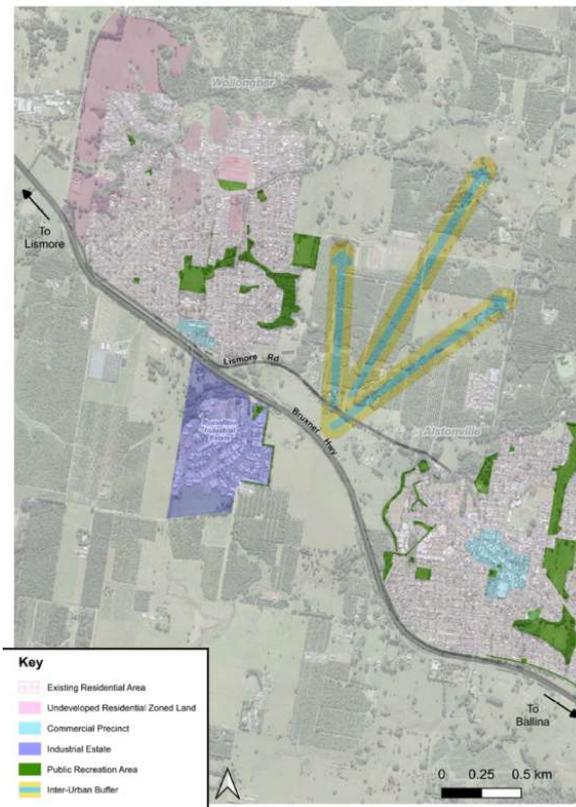
The Plan seeks to provide higher level housing affordability and more housing choice through infill development – principally dual occupancy and medium density housing types meet the communities changing life needs.

Draft Local Strategic Planning Statement 2025 - 2046

The Draft LSPS responds to many of the challenges and opportunities facing Wollongbar (and the wider Ballina Shire). Those matters relevant to the subject site include:

- Recognition of the importance of housing affordability through a new Action.
- Continued high population growth in Wollongbar i.e., 1.5% from 2021 to 2031.
- An increasing ageing of the population in Ballina Shire.
- Relative higher level of housing affordability in Wollongbar as compared to Ballina and other coastal areas.
- Reliance on existing vacant residential zoned land and through increased density.
- Preservation of the inter-urban buffer between Wollongbar and Alstonville but perhaps not to this site.
- Preservation of rural and environmental land to enhance the scenic amenity and productive farming land.

Residential Growth Areas Wollongbar / Alstonville area



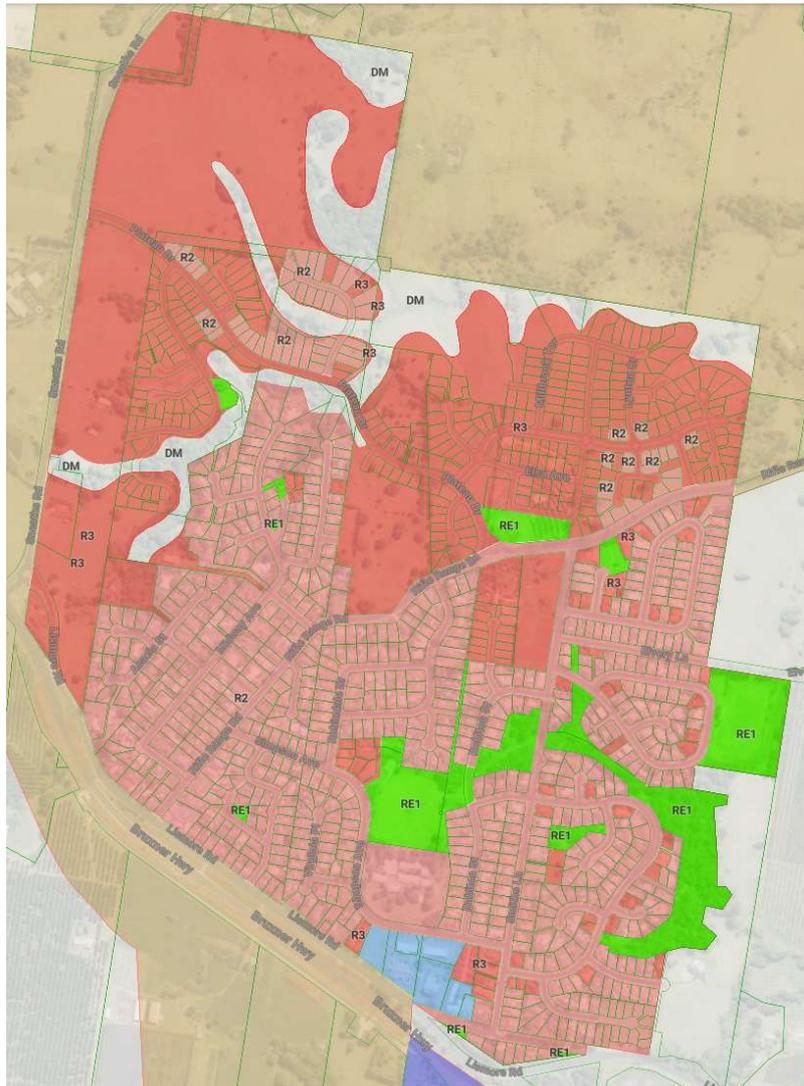
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Commentary on the Draft LSPS

1. Much of the greenfield sites in and around Wollongbar have been developed and there remains little to no opportunity for further growth. The UPA land has still not been developed which (as noted above) presents a threat for the orderly release of future housing.



Remaining Zoned Land Wollongbar (source NSW Planning Portal)

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On Draft Local Strategic Planning Statement - 184 Rifle Range Road, Alstonville



Current Greenfield Housing Estates as of September 2025 (source Mecone Planning)

2. New housing development comprises largely traditional low-density estates (typ. 8 – 15dwg/ha) comprising detached family homes. Unfortunately, the housing new housing stock is more of the same with traditional low-density. It does not respond to the demand for aged and price-appropriate housing. The population continues to age, and new forms of housing are required to meet this demand.

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3. There has been little evidence urban infill as per the above images of cadastre v zoning v aerial photos (as of September 2025). It is simply not economic to demolish a median value house in Wollongbar and replace it with a duplex or townhouse.
4. In terms of affordability, the median house price for Wollongbar and Alstonville are currently \$910,000 and \$950,000 which cannot in any terms be described as 'affordable' (see <https://www.realestate.com.au/nsw/alstonville-2477/>). To put this into context, you would need a household income of at least \$198,000-\$222,000, with substantial savings for a down payment for even a median house in Wollongbar. The community demand for the POD to remain is evident of the housing problems affecting Wollongbar.
5. The LSPS continues the narrative of the buffer between Alstonville and Wollongbar. From a visual perspective, the subject site not visible from either Lismore Road or the Bruxner Highway which connects Alstonville to Wollongbar. This is an important aspect of the buffer which is largely about 'character'. In effect, development of the subject site would only be 'visible' from Rifle Range Road or aerial photography. The subject site stands out as an anomaly with essentially urban uses to the south and east, existing established Macadamia plantations to the east and the ridgeline along Rifle range Road to the north.

Whilst important for preserving the 'character' of a place, the buffer accommodates a range of land uses which are needed by the growing communities which border it, namely:

- Wollongbar Alstonville Rugby Club
 - Wollongbar Tennis Courts
 - Wollongbar POD Village
 - Alstonville Adventist Aged Care Facility and Retirement Village.
6. Almost 90% of Shire's land mass is zoned for rural or environmental uses. Some 263 square kilometres of Ballina's rural area is identified as 'Important Farmland' in the North Coast Regional Plan, based upon soil classification and recommendations in the *Northern Rivers Farmland Protection Project (2005)*. Whilst areas identified as Important Farmland will generally be protected from incompatible land uses (such as residential expansion), this needs to be measured against the orderly urban growth of towns esp. when sites such as this, present ideal opportunities for expansion. Important land uses in the buffer were all developed on important farmland.

Further site-specific analysis would still be required in terms of soil type, lot size, micro-climate, and economic viability for preservation as farmland. It is particularly telling that the site has never been used for intensive cultivation.

Conclusion

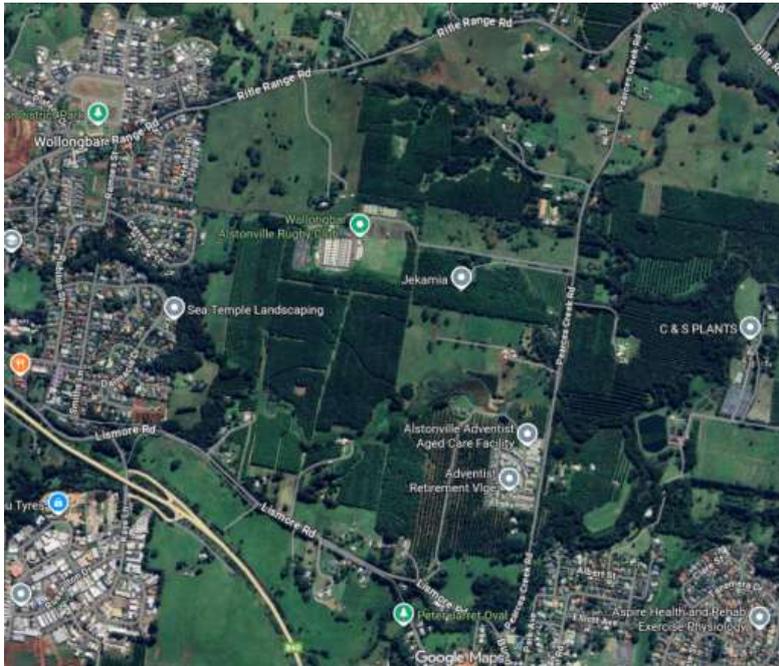
Having regard to the above commentary, the subject site presents the best opportunity to manage the future growth of Wollongbar. It can deliver a mix of housing types not

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limited to seniors/affordable/traditional housing. It can be easily developed, serviced, and cannot be seen from Lismore Road or the Bruxner Highway. It maintains the integrity of the Inter-Urban Buffer.



Land Uses within the Inter-Urban Buffer (source Google Maps)

The potential change in land use from agriculture to urban provides Council with a unique opportunity to 'value capture' only possible via an uplift in land value created by rezoning of land. Through a Voluntary Planning Agreement, Addenbrooke can deliver much needed affordable housing (say 5% of total yield) to be managed by a local Community Housing Provider for the residents of Wollongbar.

Thank you once again for the opportunity to make a submission on this very important document for Ballina Shire.

Yours faithfully,

A handwritten signature in black ink, appearing to read "David Laing".

David Laing
Director
For **Maddan Holdings Pty Ltd**



ENGINEERING
PLANNING
SURVEYING
CERTIFICATION
PROJECT MANAGEMENT
ABN 26 134 067 842

Our Ref:250668

30 October 2025

The General Manger
Ballina Shire Council
Council@ballina.nsw.gov.au

Submission on Draft Local Strategic Planning Statement 2025 - Norman Jones Lane property.

1. Introduction

Barker Ryan Stewart (BRS) has been engaged by [REDACTED] Lot 3 DP1221732 located at Norman Jones Lane.

The landowner owns a 14.7-hectare parcel of land, identified in Figure 1, located immediately south of the existing Russelton Industrial Estate. The site directly adjoins land at 2 and 14 Dulcet Lane, which Council has already identified within the draft LSPS as suitable for future industrial rezoning.

The [REDACTED] is seeking to have the northern area of the site, comprising approximately 5.5 hectares to be included within the draft Local Strategic Planning Statement (LSPS) as an investigation area for future employment lands.

To ensure the appropriate and timely delivery of industrial land into the future, it is essential that Council identifies a pipeline of suitable investigation areas for potential rezoning. The subject site represents a logical and feasible future industrial investigation area, capable of accommodating building lots as well as the land needed for associated infrastructure, road connections, and landscaped buffers. Given the limited supply of unconstrained and readily developable industrial land within Ballina Shire, the inclusion of this site within the LSPS as an investigation area is both justified and necessary to support Council's long-term employment land strategy.

SYDNEY

P (02) 9659 0005
E sydney@brs.com.au

CENTRAL COAST

P (02) 4325 5255
E coast@brs.com.au

HUNTER

P (02) 4966 8388
E hunter@brs.com.au

COFFS HARBOUR

P (02) 5642 4222
E coffs@brs.com.au

NORTHERN RIVERS

P (02) 6681 6696
E northernrivers@brs.com.au

SOUTH EAST QLD

P (07) 5582 6555
E seqld@brs.com.au

www.brs.com.au



Figure 1 Subject property (Source Nearmap Image dated 15/09/2025)



Figure 2 Approximate area of proposed area sought to be included as an investigation area for employment lands within the draft LSPS. (Source Nearmap image dated 15/09/2025)

2. History of previous planning investigations.

Council previously assessed the subject property and the wider area to the west of the Russellton Industrial Estate as part of the 2018 Wollongbar Planning and Environmental Study (WPES), as illustrated in Figure 3 below. During this assessment, Council determined that the land was constrained by steep

topography and therefore deemed generally unsuitable for industrial development.

This submission requests that Council reconsider the northern portion of the Norman Jones Lane property for inclusion within the LSPS as a future investigation area for industrial land, informed by updated economic analysis undertaken by Hill PDA. The findings of this analysis identify an increasing shortfall in suitably zoned and unconstrained employment land across Ballina Shire, reinforcing the need to identify additional investigation areas to secure a sustainable supply of industrial land into the future.

While the Wollongbar Planning and Environmental Study (WPES) previously concluded that future employment growth would occur primarily beyond the major centres of Ballina, Lennox Head, and Skennars Head, it also recognised the Alstonville Plateau, particularly around Alstonville, Wollongbar, and the Russelton Industrial Estate as a key location for accommodating long-term employment and industrial development. The subject site aligns with this strategic intent and presents a logical extension of the existing and proposed industrial precinct.

Diagram 38 – Location of land subject to preliminary evaluation for industrial suitability

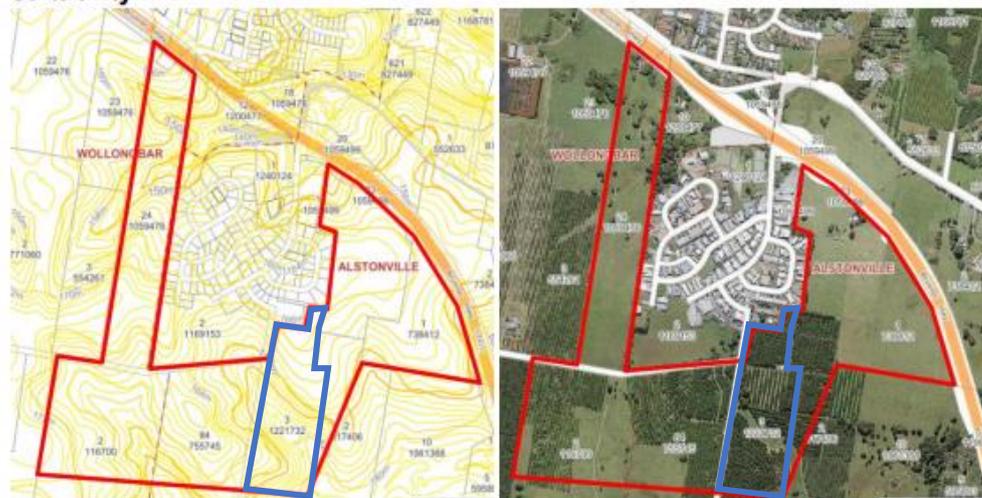


Figure 3 Extract of land previously considered for preliminary investigation for industrial suitability (Source Ballina Shire Council). Property boundaries identified in blue polygon.

The current Draft Local Strategic Planning Statement (LSPS), as exhibited by Council, identifies approximately 201 hectares of land across the Shire for future growth. This total comprises both industrial and commercial investigation areas. However, the draft strategy offers only a limited allocation for new industrial land uses, with few provisions in place to support a robust pipeline for additional industrial land supply.

Of the identified land, only 23 hectares, located adjacent to the Russelton Industrial Estate and the Norman Jones Lane property are not classified as flood-prone. The remaining land includes a 45-hectare buffer intended to accommodate future industrial growth, along with an additional 13 hectares currently zoned for industrial development. Despite these allocations, the draft LSPS reveals a significant shortfall in short- to medium-term industrial land supply that is free from environmental constraints, particularly flooding.

To address this gap, it is recommended that Council includes additional sites within the draft LSPS as investigation areas to consider future rezoning opportunities. This would help mitigate the risk of currently identified land being deemed unsuitable due to environmental limitations and ensure timely availability

of industrial land to meet short- and medium-term demand within the Shire.

Notably, the largest areas identified in the draft LSPS are affected by significant constraints, including flooding, ecological sensitivity, and servicing limitations. Many of these areas are also earmarked for residential growth with a secondary use to consider development for employment land. While some may offer limited potential for employment land, they will be generally unsuitable for industrial uses due to their proximity to future residential development and the inherent land use conflicts between residential and industrial land uses. In contrast, the Norman Jones Lane property (Lot 3 DP 1221732) is not subject to flooding or encumbered by residential growth designations, making it a more viable candidate for future industrial development.

It is important to distinguish industrial uses from commercial uses, as industrial activities typically generate more intense and direct impacts on surrounding areas, particularly residential zones. Incorporating industrial uses into areas designated for mixed employment and residential purposes within the draft LSPS would likely undermine the integrity of future residential growth areas. This could compromise the ability of those areas to meet housing targets outlined in the Ballina Shire Housing Strategy 2024 and diminish their suitability for long-term residential development.

3. Land use constraints assessment.

A preliminary assessment of environmental constraints affecting the site has been undertaken, and the principal findings are summarised below. The site is not identified as being affected by, or containing, any of the following constraints:

- Bushfire prone land
- Flood prone land
- Acid sulfate soils
- Drinking water catchment

The following outlines the key physical, environmental, and contextual factors that influence the site's development potential and identifies any matters requiring further detailed investigation at a later stage.

Slope

In its previous assessment as part of the WPES, Council excluded land to the west and south of the existing Russelton Industrial Estate due to slope constraints.

While the southern portion of the site beyond the east-west leg of Norman Jones Lane does exhibit significant slope limitations, including drainage lines leading into Maguires Creek, the northern area presents a different profile. This northern section has a slope comparable to the land at 2 and 14 Duclet Lane, Alstonville, and forms the area the landowner seeks to have included for further investigation as a potential future industrial investigation area.

The elevation of the northern portion ranges between 165m AHD and 155.5m AHD. This terrain is similar to that of the recently developed industrial land to the west of the subject site and, as such, is not considered to be significantly constrained by slope. Figure 4 illustrates the area proposed for inclusion within the future employment lands, showing 1m contour data overlaid with the boundaries of the site the landowner wishes to have considered within the strategic urban growth boundary. Although the land is sloping, the gradient is consistent with that of the adjacent industrial estate extension and is therefore considered manageable. It is acknowledged that the southwestern corner of the proposed area contains steeper slopes. However, this section would be subject to further analysis during the preparation of a concept design as part of a future planning proposal.

Preliminary review indicates that suitable engineering solutions can be applied to accommodate future development within the proposed area, as shown in Figure 4, ensuring that slope and drainage are effectively managed without adverse impacts on the surrounding locality.

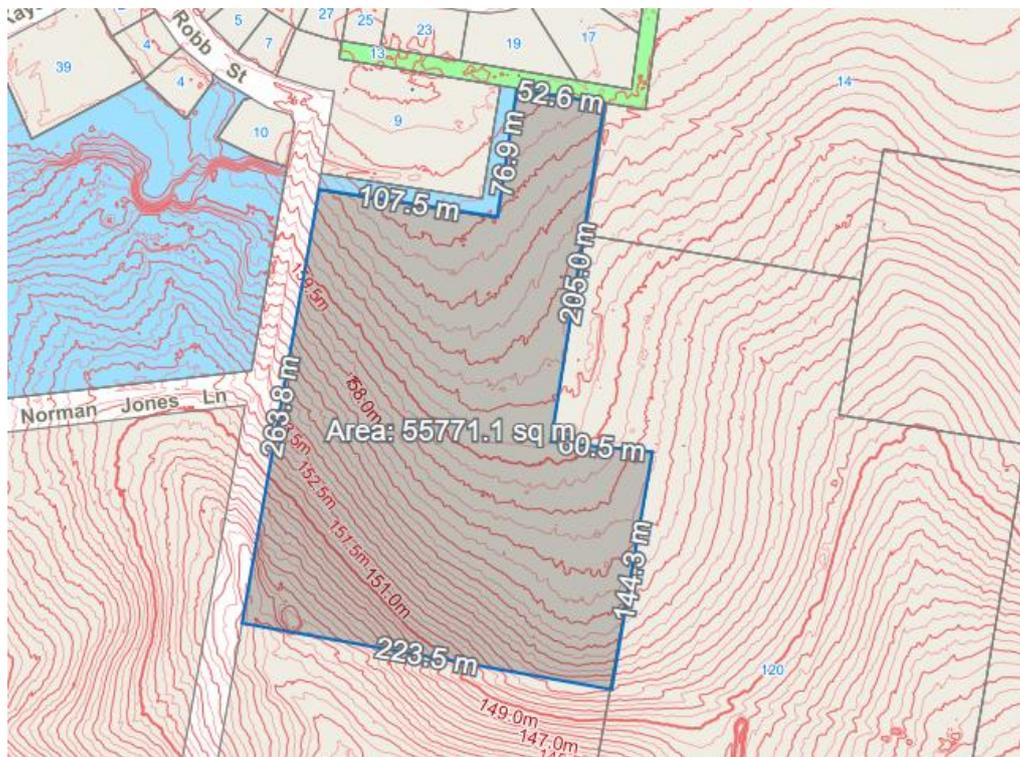


Figure 4 contour map of site and approximate area sought to be included in the Draft LSPS.

Farmland Classification

The site is identified as 'Significant Farmland' under the North Coast Regional Plan 2041; however, it currently supports an aging macadamia plantation that is nearing the end of its productive life. The landowner has commenced removal of the trees due to their declining economic viability, reflecting the site's transition away from productive agricultural use and its diminishing capacity to function as viable farmland.

Given its proximity to the existing Russelton Industrial Estate and the more recent expansion developed by Ballina Council, the northern portion of the site faces increasing land use conflicts that limit its capacity to support functional agricultural activity. Industrial operations in the surrounding area has created conditions incompatible with productive farming, particularly where agricultural uses require greater separation from industrial buildings and infrastructure. These conflicts are expected to substantially reduce the agricultural viability of the area proposed for inclusion, limiting its potential for productive farming and reinforcing the need for its reconsideration as future employment land.

The area proposed for inclusion within the strategic growth area map adjoins steeper slopes to the south, which could be effectively utilised as landscape buffers. These buffers would provide a meaningful transition between industrial development and ongoing agricultural activity further south on the Norman Jones Lane property.

As previously noted, the landowner is seeking to rezone approximately 5.5 hectares of this northern area. This represents just 0.02% of the total significant farmland within Ballina Shire and is considered to have

limited impact on the overall agricultural land supply. Nonetheless, any future rezoning proposal would require a detailed assessment of land use conflicts and agricultural viability to ensure appropriate planning outcomes.

Any future planning proposal involving the site will require a detailed assessment of agricultural capability and potential impacts on surrounding land, in accordance with Section 9.1 Direction 5.3 of the Environmental Planning and Assessment Act 1979: *Farmland of State and Regional Significance on the NSW Far North Coast*.

Urban buffer between Alstonville and Wollongbar

The land proposed for inclusion within the employment lands growth area is located directly south of the Russelton Industrial Estate, in a position that maintains the existing urban buffer between Alstonville and Wollongbar. The site's topography and existing vegetation ensure it remains largely screened from the Alstonville Bypass and surrounding viewpoints, thereby preserving the visual and spatial separation between the two villages. As such, its inclusion within the LSPS would not compromise the integrity of the urban buffer or the visual character of the locality.

Nonetheless, a detailed visual impact assessment would be required as part of any future rezoning process. This assessment would determine whether specific measures are necessary to maintain or enhance the visual buffer to ensure that the character and identity of the surrounding villages are preserved.

Aboriginal Cultural Heritage

A preliminary Aboriginal Heritage Information Management System (AHIMS) search indicates that the property does not contain any recorded Aboriginal sites or places. Based on this initial review, the inclusion of the land as an investigation area within the LSPS is not anticipated to result in any significant impacts on Aboriginal cultural heritage.

The site is located within the Widjabul Wia-Bal Native Title Determination Area (NCD2022/001) and is subject to the Widjabul Wia-bal Goori Naa Indigenous Land Use Agreement (ILUA) (NI2022/002). Accordingly, any future planning proposal involving the site would be supported by a comprehensive Aboriginal Cultural Heritage Assessment, undertaken in consultation with relevant Aboriginal stakeholders to ensure culturally appropriate and compliant outcomes.

Biodiversity values

An area within the southern half of the site has been identified as containing biodiversity values specifically associated with Maguires Creek and its riparian corridor. It is noted, the portion of land proposed for inclusion as an investigation area excludes this environmentally sensitive area and would not result in direct impacts to the creek or other watercourses on the property.

The site has historically been used for macadamia farming, and within the area proposed for inclusion, there is little to no remaining native vegetation. Consequently, the ecological value of the northern portion of the site is considered low, with minimal potential for direct biodiversity impacts arising from its future investigation or development.

Should the land be adopted into the LSPS for future industrial rezoning, a detailed ecological assessment would be required to support any planning proposal. Additionally, an engineering design for stormwater management would be necessary to ensure that runoff entering Maguires Creek is appropriately treated and does not adversely affect the surrounding environment.

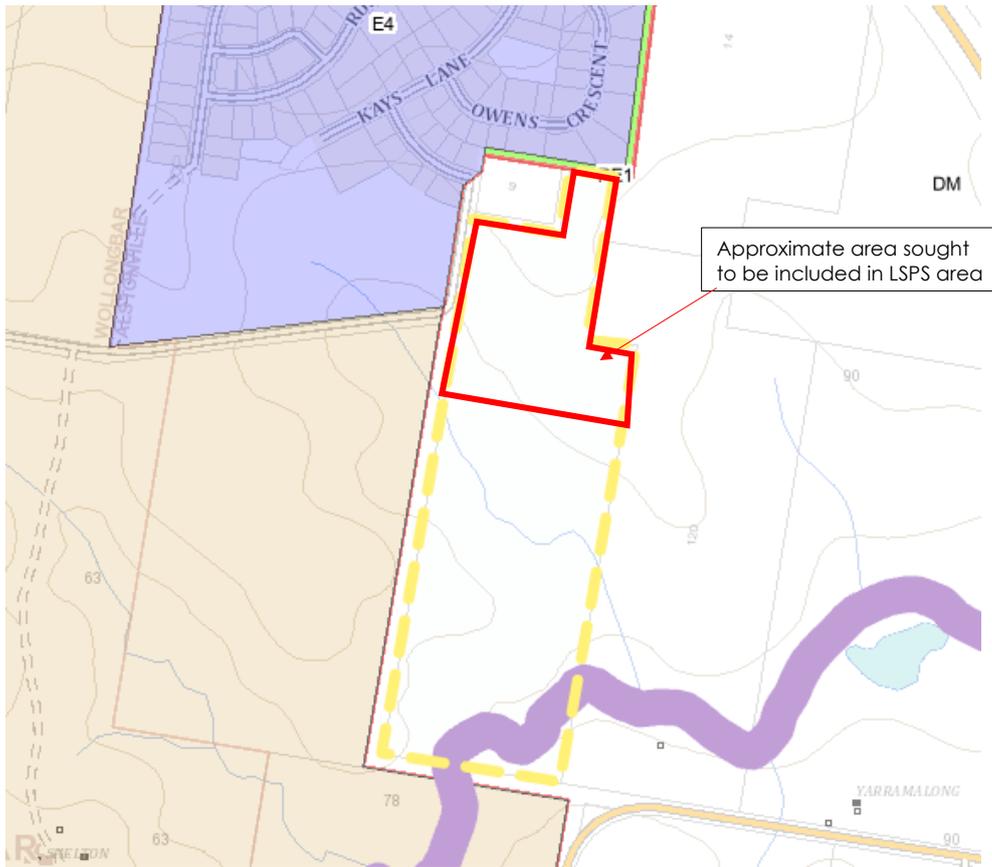


Figure 5 biodiversity values map (Source NSW Spatial viewer)

Potential contaminated lands

The site's historical use for macadamia production presents a low potential for residual contamination, primarily from past agricultural activities such as pesticide or fertiliser application. A preliminary contamination assessment would be undertaken as part of any future planning proposal to confirm site suitability for industrial development and to identify any remediation or management measures, if required, to ensure compliance with relevant NSW EPA and SEPP (Resilience and Hazards) requirements.

A detailed contaminated lands assessment would be undertaken at a detailed design stage following the rezoning should the preliminary investigation reveal contamination that would require additional testing or remediation of the site.

Traffic Infrastructure servicing

Traffic flow impacts and vehicle manoeuvrability associated with increased movements within the Russelton Industrial Estate will need to be carefully assessed as part of any future rezoning proposal. Consideration must be given to how additional industrial activity may affect internal circulation, access points, and the broader road network.

It is also anticipated that Norman Jones Lane would be upgraded required to meet current standards as

part of future development on the site. This would likely include sealing the road and improving its capacity to accommodate heavier vehicle loads and increased traffic volumes, ensuring safe and efficient access to the site.

4. Site Opportunities

Location

The site's strategic location adjoining the Russelton Industrial Estate positions it as a natural extension of the existing employment precinct. This location provides a strong foundation for industrial growth within the Alstonville–Wollongbar area, offering convenient access to both labour supply and supporting infrastructure, while reinforcing the corridor's role as a key employment hub for the Shire.

The site also benefits from nearby pedestrian infrastructure, facilitating active transport options for residents who may live in Alstonville or Wollongbar and work within the industrial precinct. This enhances accessibility and supports sustainable transport outcomes and enables jobs closer to existing residential centres.

In terms of servicing, the site is located near existing water, sewer, and electrical infrastructure and is capable of being connected to these networks in accordance with Council's Development Servicing Plan. The land adjoins Norman Jones Lane and it is anticipated that any future rezoning would include upgrades to this road to meet current standards and support increased traffic volumes.

Minimal visual impact

The site is not expected to generate any significant visual impacts given its proximity to the existing Russelton Industrial Estate, which already establishes an industrial character in the locality. The landform and topography beyond the site provide natural screening, ensuring it is not visible from key viewpoints, including the villages of Alstonville and Wollongbar or the Alstonville Bypass. Any future planning proposal would include a detailed Visual Impact Assessment to confirm these findings and identify any measures required to maintain the visual integrity of the surrounding landscape.

Limited Environmental Constraints

The site is largely free from significant environmental constraints, most notably it is not affected by flooding. This presents a valuable opportunity to expand employment land within Ballina Shire in a location that can be appropriately managed through detailed design and planning. Any future rezoning application would require a comprehensive assessment of all relevant environmental constraints to ensure that development is appropriately planned and mitigated.

Links to transport infrastructure

The location of the site enables easy connection to existing infrastructure and transport networks, including its proximity to the Alstonville Bypass that provides good access to major east-west, and north-south transport routes for industrial or freight vehicles.

Single ownership

The site's single ownership provides the ability to implement any necessary works or mitigation measures within the landholding itself, without reliance on adjoining properties. This enables the creation of a landscaped buffer or transition area to appropriately separate industrial uses from surrounding rural and agricultural land, ensuring compatible land use interfaces and high visual amenity outcomes.

5. Assessment Against draft Local Strategic Planning Statement

Consistency with LSPS themes

The inclusion of the subject site within the Local Strategic Planning Statement (LSPS) aligns with the overarching objectives of the Ballina Shire 2025 LSPS and supports the delivery of key planning priorities relating to employment land supply, regional connectivity, and economic resilience. The site's location, land capability, and relationship to the existing Russelton Industrial Estate position it as a logical and strategic extension of established employment lands.

The following assessment demonstrates the site's consistency with the draft LSPS Planning Priorities, particularly Priority 5 – Employment Land Provision and Priority 6 – Regional Connectivity and Economic Growth, which collectively aim to ensure a sustainable supply of well-located industrial land to support local jobs and the Shire's long-term economic development.

The inclusion of the site is considered to be consistent with proposed Planning Priority 5 which states:

"Maintain a supply of suitably located employment land, close to population centres at Alstonville – Wollongbar, and Ballina – Lennox Head, to foster local employment opportunities and reduce journey to work travel distances".

Given the sites proximity to the existing Russelton Industrial Estate and the proposed expansion area to its east it presents a strategic opportunity to deliver additional employment land within the Alstonville–Wollongbar corridor. The inclusion of this site, in conjunction with the area already identified in the draft LSPS, would strengthen Ballina Shire's industrial land supply and support the creation of local employment opportunities close to established population centres.

According to the recommendations outlined in the 2019 Hill PDA report, Ballina Council should investigate the provision of an additional 26–30 hectares of industrial land to meet projected demand. The Draft LSPS currently identifies approximately 23 hectares of land to the east of the Russelton Industrial Estate which adjoins this property for inclusion within the Strategic Urban Growth Area (SUGA). Including the northern portion of the Norman Jones Lane site as an investigation area would help address this shortfall and contribute to meeting the recommended industrial land supply targets identified in the Hill PDA report.

It is therefore requested that Council include an additional action under Planning Priority 5 to undertake a detailed site and constraints analysis of land adjoining the Russelton Industrial Estate at Alstonville. This would enable the identification of short- to medium-term options for industrial land expansion and support the inclusion of the subject site within the LSPS.

Council must also consider the long-term pipeline for industrial and employment land provision. The subject site offers a valuable opportunity to buffer against identified shortfalls and ensure a sustainable supply of industrial land to support future economic growth across the Shire.

The inclusion of the site into the LSPS also allows for additional opportunities to further support planning priority 6 which states:

"Maximise proximity to growth in South East Queensland for future housing and tourism opportunities and leverage the Pacific Motorway, Ballina Byron Gateway Airport and digital technologies for employment opportunities".

The site benefits from strong transport connectivity, with direct access to both the Pacific Highway and the Alstonville Bypass. These connections offer efficient north-south and east-west transport links, enhancing the site's strategic value for industrial and employment land expansion.

The provision of additional employment lands within the Alstonville Plateau area presents a significant opportunity to support job creation within Ballina Shire. This expansion can also serve surrounding local government areas and extend economic benefits into South-East Queensland, strengthening regional employment networks.

Furthermore, the strategic location and accessibility of the site provides a foundation for Council to consider additional planning actions that support long-term employment growth and regional economic development.

Justification for Inclusion within the Urban Growth Boundary

The northern 5.5-hectare portion of the site is proposed for inclusion within the LSPS as a logical and minor extension of the existing Urban Growth Boundary. Although not presently identified as an investigation area, the land warrants further assessment against the Urban Growth Area Variation Principles to confirm its strategic suitability for future employment land expansion.

Despite its designation as Significant Farmland under the North Coast Regional Plan 2041, the site's proximity to existing and proposed industrial lands significantly limits its ongoing agricultural viability, making it a logical candidate for inclusion within the extended industrial precinct.

As previously noted, the Hill PDA report recommends that 106 hectares be investigated for rezoning to meet regional employment land demand. The study highlights a significant shortfall of employment-zoned land within Ballina Shire and surrounding north coast local government areas. The subject site, being largely unconstrained and adjacent to existing industrial development, offers a practical opportunity to contribute to the future pipeline of employment land supply. The proposed inclusion is considered a minor and strategic rounding off of the existing urban growth boundary for the Russelton Industrial Estate.

A preliminary assessment of the site against the Urban Growth Area Variation Principles outlined in the North Coast Regional Plan is provided in Table 1 below.

Table 1 NCRP 2041 Urban Growth Area variation principles

North Coast Regional Plan 2041 Urban Growth Area Variation Principles	
Consideration	Response
<p>Policy - The variation needs to be consistent with the objectives and outcomes in the North Coast Regional Plan 2041 and should consider the intent of any applicable Section 9.1 Direction, State Environmental Planning Policy and local growth management strategy.</p>	<p>The inclusion of the northern area of the site within the LSPS.</p> <p>The inclusion of approximately 5.5 hectares of land identified as Significant Farmland would represent only 0.02% of the total significant farmland within Ballina Shire. This minor extent of impact, together with the site's limited agricultural viability, provides a clear justification for an inconsistency with Ministerial Directions 9.1 and 9.2, in the context of establishing a pipeline of future employment lands to be considered for rezoning at a later stage.</p>
<p>Infrastructure - The variation needs to consider the use of committed and planned major</p>	<p>The provision of water, sewer and transport infrastructure can be provided at no cost burden to</p>

<p>transport, water and sewerage infrastructure, and have no cost to government. The variation should only be permitted if adequate and cost-effective infrastructure can be provided to match the expected population.</p> <p>Environmental and Heritage - The variation should avoid, minimise and appropriately manage and protect any areas of high environmental value and water quality sensitivity, riparian land or of Aboriginal and non-Aboriginal heritage.</p> <p>Avoiding Risk - Risks associated with physically constrained land are identified and avoided, including:</p> <ul style="list-style-type: none"> • flood prone • bushfire-prone • highly erodible • severe slope, and • acid sulfate soils. 	<p>government and will be provided in accordance with Council's existing contributions plans. Construction of new or upgraded water, sewer and transport infrastructure would be considered in a further planning proposal. This area will be subject to the current Development Servicing Plan for the Alstonville/ Wollongbar area.</p> <p>The site is not identified as containing areas of high environmental value or heritage.</p> <p>A basic AHIMS search was carried out on 21/10/25 which did not identify any Aboriginal relics or places in or near the property. A detailed investigation of potential Aboriginal heritage would be conducted as part of any future planning proposal.</p> <p>As part of a future planning proposal and structure planning process, the full extent of site design considerations, such as water quality management, slope stabilisation, and erosion control can be resolved through detailed engineering and environmental design. Where required, supplementary infrastructure or mitigation measures will be incorporated into the conceptual layout to achieve environmentally sustainable outcomes within the proposed investigation area.</p> <p>The site is not currently identified as being subject to:</p> <ul style="list-style-type: none"> • Flooding, • Bushfire vegetation, • Landslip risk, and • Acid sulphate soils • High value vegetation or habitat <p>The overall site does contain areas of steep slopes; however these areas are not intended to be included within the investigation area that is sought to be included as an investigation area within the LSPS and will be avoided in any future development concept</p> <p>Preliminary review indicates that appropriate engineering measures can be implemented to address site gradients, with a detailed slope assessment to be completed as part of any future planning proposal to confirm design feasibility.</p> <p>The site may be identified as future bush fire prone land however this can be addressed as required at the planning proposal stage.</p>
<p>Coastal Strip - Only minor and contiguous variations to urban growth areas will be</p>	<p>Not applicable as the land is not located within the coastal strip.</p>

<p>considered within the coastal strip due to its environmental sensitivity and the range of land uses competing for this limited area</p>	
<p>Land Use Conflict The variation must be appropriately separated from incompatible land uses, including agricultural activities, sewerage treatment plants, waste facilities and productive resource lands.</p>	<p>The potential for land use conflict between an expanded industrial estate and surrounding agricultural use, (macadamia plantations and grazing) or any future agricultural use is considered to be low.</p> <p>The northern area of the site is impacted by the existing industrial land uses which has limited the ability to undertake agricultural activities. The macadamia orchards historically established on the site have become economically unviable due to the limited size of the landholding, the presence of steeper slopes, and drainage lines traversing the central and southern portions of the lot, which effectively divide the property in two. The southern portion of the site remains capable of continued agricultural or rural living use, while the northern area provides a more suitable opportunity for future employment land investigation.</p> <p>Due to the small area of the lot, there is a limited ability to undertake significant grazing or husbandry on the land with the likelihood of reconsolidation of land being limited due to the fractured nature of ownership within the vicinity.</p>
<p>Important Farmland The planning area is contiguous with existing zoned urban land and the need and justification is supported by a sound evidence base addressing agricultural capability and sustainability and is either for:</p> <ul style="list-style-type: none"> • a minor adjustment to 'round off an urban boundary,' or • if demonstrated through a Department approved local strategy that no other suitable alternate land is available, and if for housing, that substantial movement has been made toward achieving required infill targets within existing urban growth area boundaries. 	<p>The proposed area is contiguous with the existing E4 General Industrial zoned land and is considered to be a minor adjustment to round off an urban boundary with the existing industrial estate. This land is bounded by existing industrial land to the west and north, and adjoins land identified as industrial land to the east that is subject to a planning proposal.</p> <p>The need to provide additional employment land within Ballina Shire is justified by the recommendations contained within the Hill PDA regional employment land supply and demand studies that have identified that there is a shortage of unconstrained employment land in the Northern Rivers region and that Ballina's future employment lands, identified as SUGAs, are subject to significant flooding and other constraints.</p> <p>In particular the Southern Cross industrial estate has been significantly constrained by flooding that limits the pipeline of future employment land available within the shire.</p> <p>Separation from the existing primary production</p>

	activities can be accommodated within the subject land and where / if required a vegetated buffer can be created within the land on areas of the site that are not suitable for industrial or primary production due to the slope of the land.
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6. Conclusion

As outlined in this submission, the northern portion of Lot 3 DP 1221732 possesses characteristics that support its future conversion to industrial use. Its inclusion within the Local Strategic Planning Statement (LSPS) would assist in securing a sustainable pipeline of employment land within the Ballina Shire Local Government Area, helping to support local jobs and businesses. The land is relatively unconstrained by significant environmental limitations, particularly flooding, and is suitable for further detailed investigation.

The need for additional industrial land has been clearly identified and justified in the Hill PDA report. Including the northern part of Lot 3 DP 1221732 as an investigation area within the LSPS would contribute to addressing this need. The site is not identified as flood-prone and offers a viable short- to medium-term development opportunity that complements and expands upon the existing Russelton Industrial Estate. This area represents a logical extension of the current industrial precinct. It is well-positioned to be serviced by existing infrastructure and does not compromise the capacity of other investigation areas to deliver housing or general commercial land uses.

Accordingly, it is respectfully requested that Council include the northern portion of Lot 3 DP 1221732 within the LSPS as an investigation area for future employment zoning.

Regards,

Lachlan Wall | Town Planner
Barker Ryan Stewart Pty Ltd

4.1 Local Strategic Planning Statement - Adoption

From: Ballina Shire Council [REDACTED]
Sent: Wednesday, 5 November 2025 3:16 PM
To: Strategic
Subject: Mark [REDACTED] completed Feedback Form - DRAFT Local Strategic Planning Statement - Task to [REDACTED] Parks

Mark [REDACTED] just submitted the survey Feedback Form - DRAFT Local Strategic Planning Statement with the responses below.

Planning Priority #1 - Encourage good urban design to support healthy, safe and vibrant lifestyles and ensure open space and public facilities meet community needs and expectations.

Do you support this Planning Priority and the associated actions, and do you have any comments?

Comments - We are dismayed to see that Ballina's draft strategic plan does not consider any amendments to the LEP's section 4.2A (Erection of dwellings on certain rural and conservation zones). There are numerous rural properties affected by this particular development standard. Utilizing the land for agricultural purposes really demands a full-time presence on site, yet Ballina does not recognize this reality and instead seems wedded to a strategy that is failing its affected residents and landowners. A simple adjustment that allows for a dwelling opportunity where the owner can demonstrate a genuine agricultural or conservation use is being undertaken on-site would empower affected landowners by creating a viable pathway forward, entrench and protect local agriculture (we all know there's pretty much nothing Council can do to safeguard agriculture on other properties which are being converted to trophy 'lifestyle' blocks at an alarming rate). By making this small adjustment to Section 4.2A of the LEP, Council will enable landowners to secure investment/loans (difficult/impossible to get without the chance of a dwelling) and will be providing precious dwelling opportunities to local - and in most cases, long-time - landowners in this time of acute housing crisis. This is not revolutionary but is rather good common sense strategic thinking/planning. Tweed Valley Council has recently resolved to provide dwelling opportunities to every single rural lot in their shire, and Lismore is heading in the same direction with the exemption they received last year. Other Councils among the 7 LGAs in the Northern Rivers are looking at this as well. Come on Ballina!! You can and should do better here on this, rather than simply recycling decade-old policy (by your own account!) that is not currently fit for purpose. If you relax the standards under 4.2A as suggested, the sky will not fall. It will not adversely affect the rural character or present conflicts with land use (particularly in this time of secondary dwellings and all the lifestyle properties everywhere). Relevant development control plans will still apply. This is a rare opportunity where you can actually ensure agricultural and/or conservation usage of the land going forward alongside positive housing outcomes! Concurrent to this, you will realise a dramatic reduction in the need for surveillance and enforcement actions as well as an elimination of complex dwelling entitlement search requests. It's a win-win-win here. Please do the right thing by the Shire's residents and landowners with this.

No

Planning Priority #2 - Increase housing supply, diversity and affordability in existing population centres and key strategic growth areas.

4.1 Local Strategic Planning Statement - Adoption

Do you support this Planning Priority and the associated actions, and do you have any comments?

Comments - Please reference my comments under Planning Priority #1. I note that your strategic plan does not foresee any growth in housing across rural areas of the shire over the next 10 years. Is this realistic?! Not really. Similarly, it is not realistic - or good planning - to simply discount a subset of properties from any contribution to the housing outcomes across the Shire regardless of their suitability or not. If you want to protect agricultural uses, then support them by allowing those who commit to working the land in a beneficial way to live on their properties!

No

Planning Priority #3 - Maintain the character and settlement pattern of existing village hamlets and protect rural vistas.

Do you support this Planning Priority and the associated actions, and do you have any comments?

No

Comments - In addition to my comments under Priorities #1 and #2, I must point out that Ballina Shire Council is one of the few around that does not have a Rural Strategic Plan in place?! As this draft strategy points out, rural and/or environmental-zoned land makes up 88% of the Shire's 491 Square km. Surely it is important enough to warrant a specific strategy?! Some of the more intractable issues which I have highlighted herein have barely merited an oblique mention across one paragraph of this draft, and rural matters are given short shrift relative to their weight across the Shire. A proper fit-for-purpose rural strategy must be a priority for Ballina!

Planning Priority #4 - Stimulate economic activity and encourage local services around major Shire infrastructure such as Ballina Hospital, Ballina Byron Gateway Airport and education facilities.

Do you support this Planning Priority and the associated actions, and do you have any comments?

Neutral

Planning Priority #5 - Maintain a supply of suitably located employment land, close to population centres at Alstonville – Wollongbar, and Ballina – Lennox Head, to foster local employment opportunities and reduce journey to work travel distances.

Do you support this Planning Priority and the associated actions, and do you have any comments?

Comments - People can't work here if they cannot find affordable housing, which is very difficult at present. Ballina should be considering any/all solutions.

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Planning Priority #6 - Maximise proximity to growth in South East Queensland for future housing and tourism opportunities and leverage the Pacific Motorway, Ballina Byron Gateway Airport and digital technologies for employment opportunities.

Do you support this Planning Priority and the associated actions, and do you have any comments?

Neutral

Planning Priority #7 - Provide leadership in mitigating and adapting to climate change.

Do you support this Planning Priority and the associated actions, and do you have any comments?

Neutral

Planning Priority #8 - Identify and manage risks from natural hazards and ensure adaptation strategies are in place.

Do you support this Planning Priority and the associated actions, and do you have any comments?

Yes

Comments - This requires good flood-free housing stock, not homes along Ross Lane (or the like).

Planning Priority #9 - Ensure biodiversity values, waterways, drinking water catchments and riparian areas are protected and enhanced.

Do you support this Planning Priority and the associated actions, and do you have any comments?

Yes

Planning Priority #10 - Protect productive agricultural land and encourage on-farm diversification.

Do you support this Planning Priority and the associated actions, and do you have any comments?

Comments - Please reference my earlier comments under #1, #2, and #3. I have served for years in a leadership position in the Northern Rivers' food and agricultural space. I am all for the protection of agricultural land and decry the demolition of farms in favour of lifestyle properties - something that is occurring at pace across the Northern Rivers. That is why I am encouraging Ballina Council to adopt minor changes to Section 4.2A of the LEP, supporting those who undertake and commit long-term to

4.1 Local Strategic Planning Statement - Adoption

genuine agricultural and/or conservation efforts on their land. This is, to my knowledge, the only area in which Council can influence a positive outcome for agriculture across the Shire. Otherwise, it's going to experience a slow death by 1,000 cuts as properties - already far too valuable to continue as farms - are converted to trophy lifestyle allotments.

Planning Priority #11 - Ensure high quality transport networks including roads and walking and cycling paths are planned for and provided.

Do you support this Planning Priority and the associated actions, and do you have any comments?

Yes

Planning Priority #12 - Support a regional approach to the sustainable release of land for housing and industry as well as the location of key industries, infrastructure and other inter-Council issues.

Do you support this Planning Priority and the associated actions, and do you have any comments?

Yes

Comments - I wholeheartedly support a regional approach, particularly across the 7 LGAs of the Northern Rivers. Please start by looking at what others like Tweed and Lismore are doing with regards to dwelling opportunities (entitlements) on rural-zoned land.

Planning Priority #13 - Protect and celebrate Ballina Shire's culture and heritage.

Do you support this Planning Priority and the associated actions, and do you have any comments?

Yes

Comments - As part of our work, we attend events statewide. Our most recent was the Bayside Food and Wine Festival put on by the Bayside Council in Sydney. They are in almost all cases fantastic events that bring the community together for an afternoon/evening. For some reason, Ballina - with all it has going for it - does not offer anything like this?! It's not hard...

Is there anything else you think Council should be doing in its long-term planning that is not currently identified in the LSPS?

Develop a rural strategic plan - please!!

Do you support the overall objectives and content of the Local Strategic Planning Statement?

4

4.1 Local Strategic Planning Statement - Adoption

Neutral

Was the Local Strategic Planning Statement easy to read and understand?

Yes

I have read and agree with Council's [Privacy Policy](#)

Yes

4.1 Local Strategic Planning Statement - Adoption

From: Ballina Shire Council [REDACTED]
Sent: Tuesday, 4 November 2025 4:20 PM
To: Strategic
Subject: [REDACTED] Lennox completed Feedback Form - DRAFT Local Strategic Planning Statement - Task to Andy Parks

[REDACTED] Lennox just submitted the survey Feedback Form - DRAFT Local Strategic Planning Statement with the responses below.

Planning Priority #2 - Increase housing supply, diversity and affordability in existing population centres and key strategic growth areas.

Do you support this Planning Priority and the associated actions, and do you have any comments?

Yes

Comments - I support greater housing supply..but oppose any increase to height limit..shadowing, blocking of light and higher density will take away the village ambience. Above commercial residential will attract short term accomodation and not fulfil the need for lower cost permanent dwellings.

Planning Priority #3 - Maintain the character and settlement pattern of existing village hamlets and protect rural vistas.

Do you support this Planning Priority and the associated actions, and do you have any comments?

Yes

Comments - Any increase in height limit destroys the character and settlement pattern.

Planning Priority #4 - Stimulate economic activity and encourage local services around major Shire infrastructure such as Ballina Hospital, Ballina Byron Gateway Airport and education facilities.

Do you support this Planning Priority and the associated actions, and do you have any comments?

Yes

Planning Priority #5 - Maintain a supply of suitably located employment land, close to population centres at Alstonville – Wollongbar, and Ballina – Lennox Head, to foster local employment opportunities and reduce journey to work travel distances.

Do you support this Planning Priority and the associated actions, and do you have any comments?

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Yes

Planning Priority #6 - Maximise proximity to growth in South East Queensland for future housing and tourism opportunities and leverage the Pacific Motorway, Ballina Byron Gateway Airport and digital technologies for employment opportunities.

Do you support this Planning Priority and the associated actions, and do you have any comments?

Yes

Planning Priority #7 - Provide leadership in mitigating and adapting to climate change.

Do you support this Planning Priority and the associated actions, and do you have any comments?

Yes

Planning Priority #8 - Identify and manage risks from natural hazards and ensure adaptation strategies are in place.

Do you support this Planning Priority and the associated actions, and do you have any comments?

Yes

Planning Priority #9 - Ensure biodiversity values, waterways, drinking water catchments and riparian areas are protected and enhanced.

Do you support this Planning Priority and the associated actions, and do you have any comments?

Yes

Comments - Urgent action must be taken re the health of the Richmond River

Planning Priority #10 - Protect productive agricultural land and encourage on-farm diversification.

Do you support this Planning Priority and the associated actions, and do you have any comments?

Yes

4.1 Local Strategic Planning Statement - Adoption

Do you support the overall objectives and content of the Local Strategic Planning Statement?

Neutral

Was the Local Strategic Planning Statement easy to read and understand?

No

I have read and agree with Council's [Privacy Policy](#)

Yes



5 November 2025

Mr Paul Hickey
General Manager
Ballina Shire Council
PO Box 450
BALLINA NSW 2478

Attention: Matthew Wood – Director, Planning and Environmental Health
Sent via email to council@ballina.nsw.gov.au

Dear Mr Wood

SUBMISSION - DRAFT BALLINA LOCAL STRATEGIC PLANNING STATEMENT 2025-2046

I welcome the opportunity to provide feedback on the Draft Ballina Local Strategic Planning Statement 2025-2046 (draft LSPS) on behalf of [REDACTED]. As a major landowner within the Ballina Shire, [REDACTED] looks forward to working collaboratively with Council to help realise the visions and aspirations set out in the draft LSPS.

The draft LSPS is an important forward-looking document that establishes the long-term vision and strategic priorities for the Shire to 2046. We commend Council on the clarity of its direction and the strong alignment with the community's vision that "*Ballina Shire is safe, with a connected community, a healthy environment, and a thriving economy.*"

Our submission acknowledges the significance of the LSPS and provides feedback across its four key themes:

1. **Housing and Liveable Places** – meeting population growth with housing choice, affordability, and good design.
2. **Employment and Economy** – expanding local jobs, diversifying industry, and ensuring sufficient employment land.
3. **Healthy Environment** – protecting biodiversity, waterways, and agricultural land while responding to climate change.
4. **Connected Community** – ensuring transport, social infrastructure, and cultural identity support growth

While this submission focuses primarily on **Employment and Economy**, it is acknowledged that employment outcomes are inherently linked with all four LSPS themes – housing, infrastructure, and the environment. The ability to deliver sustainable growth across these areas depends on a strong and diverse local economy supported by healthy employment opportunities.

The draft LSPS correctly identifies the importance of economic diversification and notes the influence of an ageing population in driving future demand for health and care sector jobs. When combined with the projected population growth of South East Queensland – an

4.1 Local Strategic Planning Statement - Adoption

additional 2.2 million people by 2046 – this represents a significant external market opportunity for Ballina’s economy.

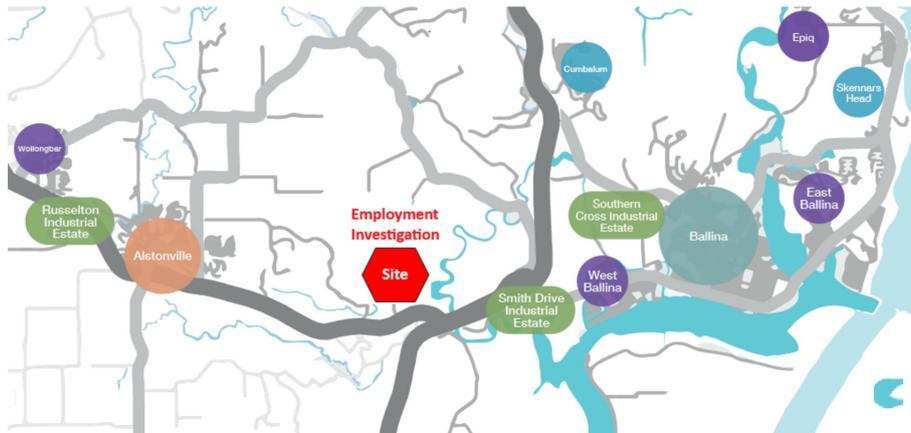
From a regional perspective, Ballina is strategically positioned, highly connected, and serviced by quality infrastructure, including the Pacific and Bruxner Highways and the Ballina Byron Airport. The LSPS recognises this context and highlights the opportunity for Ballina to play a leading role in future employment and industrial development across the broader Northern Rivers sub-region.

WESTBRIDGE QUARRY SITE

As owner of the Westbridge Quarry site, [REDACTED] requests that the subject site be included in the LSPS as an **Employment Investigation Area**. Located northwest of the Bruxner and Pacific Highway intersection, the site represents a logical and strategically positioned extension of Ballina Shire’s employment land network. It provides a unique opportunity to address one of the LSPS’s key challenges – activating suitably located land for employment purposes.

To assist Council in finalising its LSPS priorities and actions, [REDACTED] encloses the *Westbridge Employment Precinct: Research Report*, which details the site’s characteristics, constraints, and potential to deliver a significant new employment opportunity consistent with the LSPS vision. *Figure 1* below illustrates the location of the proposed Investigation Area in the context of the draft LSPS (reference – Figure 14.0).

Figure 1 – Proposed Commercial & Industrial Hierarchy – Ballina Shire



The site offers a strategic opportunity to strengthen Ballina’s employment land supply by providing:

- **Immediate highway access** suitable for freight, logistics, and light industrial operations.

- **Proximity to existing infrastructure and services**, minimising the need for major new capital works.
- **Capacity to accommodate clean industry, advanced manufacturing (including for rural industries), and service-based employment**, aligned with the LSPS objective of economic diversification.
- **Regional integration potential**, capturing industrial demand generated by the expanding South East Queensland corridor.

The attached *Research Report* outlines the site's attributes and employment potential. Its inclusion as an *Investigation Area* would enable Council to assess its suitability through subsequent detailed technical studies, ensuring Ballina maintains a balanced, flexible, and forward-looking employment land pipeline to 2046 and beyond.

PRINCIPLES OF THE DRAFT LSPS

The draft LSPS provides a clear vision for sustainable growth across housing, environment, community, and economy. While this submission focuses on Employment and the Economy, it recognises that employment outcomes are closely linked to population growth, housing delivery, and infrastructure investment.

Ballina's population is forecast to grow by over 16,000 people by 2046, driving demand for housing, services, and local jobs. The LSPS identifies the need for a diverse, resilient economy and a consistent pipeline of zoned and serviced employment land to support this growth.

From a regional perspective, Ballina is strategically located – well connected via the Pacific and Bruxner Highways, serviced by the Ballina Byron Gateway Airport, and supported by high-quality infrastructure such as NBN connectivity and wastewater treatment facilities. These strengths position the Shire to capture a larger share of regional employment growth, particularly given the expanding South East Queensland market (projected to grow by 2.2 million people by 2046).

EMPLOYMENT AND ECONOMIC CONTEXT

Ballina's economy contributes \$3.04 billion to Gross Regional Product and supports over 22,700 jobs across more than 5,000 businesses. Key sectors include health care, construction, retail, and tourism; however, as identified in the LSPS, greater diversification and local job containment are essential to maintaining economic resilience.

While the LSPS identifies logical directions for employment growth, these are limited in scale. Without additional investigation areas, the Shire risks under-providing future employment land, constraining its ability to respond to market demand and attract emerging industries.

Precinct Planning

- Around Ballina Hospital, to integrate health services, aged care, specialist medical, and housing.
- Around the Airport, to capture growth in tourism and freight, with compatible land uses.

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- Around TAFE and schools, with opportunities for innovation hubs and shared-use facilities

Employment Land Supply

- Maintain and expand employment land near Ballina-Lennox Head and Alstonville-Wollongbar to strengthen local job containment and reduce commuter outflows.
- Establish a long-term pipeline of zoned and serviced employment land to 2046, aligned with infrastructure capacity and evolving industry demand – including the of new investigation areas such as the Westbridge Quarry Site to ensure flexibility and future supply.

Regional Integration

- Leverage Ballina’s strategic location on the Pacific Motorway and proximity to South East Queensland to capture overflow demand for industrial and logistics uses.
- Encourage growth in the digital and remote work economy, supported by NBN infrastructure and the region’s strong lifestyle appeal.

PLANNING PRIORITIES LSPS

The LSPS identifies three key Planning Priorities that collectively emphasise the need to stimulate new economic activity, provide well-located employment land close to population centres, leverage existing transport infrastructure, and maximise opportunities for regional growth. These priorities establish a strong policy foundation for the inclusion of additional employment investigation areas, such as the Westbridge Quarry Site, to ensure a balanced and future-ready supply of employment land.

Planning Priority 4: Stimulate economic activity and encourage local services around major Shire infrastructure such as Ballina Hospital, Ballina Byron Gateway airport and education facilities.

Rationale: As the shire's population grows and ages, there will be a need for more local jobs the Ballina commercial centres an employment land strategy (Hill PDA, 2019) estimates that the largest growth will be in the health and education sectors and other special purpose uses.

Planning Priority 5: Maintain a supply of suitably located employment land, close to population centers at Alstonville – Wollongbar, and Ballina – Lennox Head, to foster local employment opportunities and reduce journey to work travel distances.

Rationale: There is a regional shortage of suitable employment lands to meet forecast demand, with a recommendation that Ballina considers an additional 26 to 30 hectares be identified for future employment lands.

Planning Priority 6: Maximise proximity to growth in South East Queensland for future housing and tourism opportunities and leverage the Pacific motorway, Ballina Byron Gateway airport and digital technologies for employment opportunities.

Rationale: Given the economic development potential associated with fostering closer economic ties between Ballina Shire and southeast Queensland, it is considered necessary that potential opportunities continue to be monitored and explored.

POTENTIAL EMPLOYMENT LAND SITES AND EXPANSION OPPORTUNITIES

The draft LSPS outlines four key actions to support *Planning Priority 5 – Maintain a supply of suitably located employment land*. It acknowledges that Ballina requires an additional 26–30 hectares of industrial land to 2046. However, more recent regional studies and updated demographic projections indicate that this figure **significantly underestimates future demand** and that further employment land investigation is warranted.

Both the *Commercial Centres and Employment Lands Strategy (HillPDA, 2019)* and the *Northern Rivers Employment Land Study (2023)* highlight a looming regional shortfall of suitable industrial land, driven by growing demand for manufacturing, transport, logistics, and wholesale trade uses. The latter recommends that at least **106 hectares of new employment land** be investigated for rezoning across the Northern Rivers region – a figure that underscores the strategic need to broaden Ballina’s employment land portfolio beyond the sites currently identified in the LSPS.

Actions to support planning priority 5		
No.	Action	Timing
5.1	Work with landowners and relevant State Government agencies to facilitate rezoning of additional industrial land adjoining Russellton estate at Alstonville.	Short Term
5.2	Work with landowners of land identified as a SUGA area at Ross Lane, Lennox Head to identify infrastructure needs in a structure plan and progress rezoning for employment purposes.	Short – Medium Term
5.3	Undertake detailed site constraints and opportunities analysis with landowners of other SUGA lands identified in Ballina and Wardell for potential employment use to determine their suitability for future development.	Medium Term
5.4	Work with landowners in the Teven Road area to understand constraints, opportunities and infrastructure requirements for a potential rezoning to support general industrial uses or further Additional Permitted Uses (APU’s).	Short – Medium Term

Since publication of the Northern Rivers Employment Land Study (2023), Forecast ID (2024) projections incorporating post-Census data show Ballina’s growth outlook has strengthened markedly. The updated projections suggest a 70% higher population increase than previously estimated, indicating a **material uplift in local employment land demand** and demonstrating that the HillPDA Study (2019) understates Ballina’s long-term industrial land needs.

2021-41	DPHI 2022	.id projections (latest)	% change
Ballina	+7,975	+13,545	+69.8%

Source: DPHI Projections 2022, various population projections from Informed Decisions.

ASSESSMENT OF IDENTIFIED EMPLOYMENT AND EXPANSION SITES

A review of the potential employment land sites (Table 3) and expansion sites (Figures 15–19) in the draft LSPS indicates that most have little to no unconstrained development capacity remaining.

Employment and Expansion Sites	Key Shortfalls or Issues
Southern Cross Industrial Estate	76 ha zoned, only 6 ha vacant. Expansion area (35 ha) is flood constrained and affected by EECs; Council resolved in 2025 not to proceed.
Smith Drive (West Ballina)	15 ha with bulky goods approvals; no expansion potential due to flooding.
Racecourse, Clark Street, Ferngrove Drive	All affected by flooding, contamination, or ecological constraints.
Russellton Estate, Alstonville	23 ha identified for expansion but faces significant servicing and connectivity challenges; potential conflict with high-value agricultural land.
Ross Lane, Lennox Head	21 ha long-term potential; flood and servicing constraints.
North Creek Road, Skennars Head	61 ha SUGA area; constrained by EECs and bridge upgrade requirements.
Wardell (Blackwell Drive):	13 ha SUGA site; lacks servicing and is remote from population centres.
Teven Road Logistics Hub	17 ha already active for freight and industrial uses; no additional expansion capacity.

The above constraints highlight significant issues affecting Ballina’s capacity to meet its future employment land needs:

- **Constraint Burden:** Much of the identified employment land is flood-prone, ecologically constrained, or unserviced.
- **Timing Uncertainty:** Investigations are noted without clear sequencing or delivery timeframes.
- **Quantum and Role:** The total developable employment land supply remains unclear, with limited understanding of its functional role.
- **Fragmentation:** Employment sites are dispersed, limiting economies of scale and coordinated infrastructure delivery.
- **Regional Competition:** Without new land identification, Ballina risks losing strategic opportunities to locations better positioned to accommodate growth.

WESTBRIDGE QUARRY SITE – PROPOSED EMPLOYMENT INVESTIGATION AREA

The challenges identified throughout the draft LSPS reinforce the need to identify additional employment investigation areas that can provide relatively unconstrained, well-located, and serviceable land to meet Ballina’s long-term industrial and economic needs. The Westbridge Quarry Site, located at the intersection of the Pacific and Bruxner Highways, directly addresses these challenges and aligns strongly with the intent of Planning Priorities 5 and 6 in the draft LSPS.

Situated approximately 5km west of the Ballina CBD, at the foothills of the Alstonville Plateau, the site benefits from strategic access to key arterial routes – the Pacific and Bruxner Highways – providing convenient connections to the Ballina CBD, Ballina Byron Gateway Airport, and surrounding employment precincts. This location offers exceptional freight and logistics efficiency, positioning the site to leverage Ballina’s accessibility to both domestic and international markets and to function as a regional economic gateway between the Gold Coast and Newcastle.

The Westbridge Quarry Site represents one of the few remaining locations within Ballina Shire capable of supporting large-scale employment uses and delivering:

- **Immediate connectivity** to major east-west and north-south freight corridors.
- **New employment capacity** without the environmental and servicing constraints that limit existing industrial precincts.
- **Regional integration benefits** by capturing industrial and logistics demand from the expanding South East Queensland corridor.
- **A logical and scalable addition** to Ballina’s employment land portfolio, strengthening economic resilience and flexibility.

Preliminary Site Assessment

Initial due diligence has identified several opportunities and manageable constraints, none of which preclude further investigation. Key findings include:

- The existing quarry licence expires in 2032, with extraction limited to approximately 200,000 tonnes per annum, providing a **natural transition point for redevelopment**.
- Additional technical studies will be required to confirm localised flood behaviour and potential acid sulfate soil presence – both typical considerations for the region. Preliminary flood modelling prepared by BMT (November 2024) indicates that limited filling of the site to support future employment use can be achieved **without compromising flood behaviour**. The modelling, undertaken using Council’s Integrated Flood Model across current, future and ultimate development scenarios, found **no measurable external impacts for the 1% or 5% AEP events, and only minor, highly localised effects under the 20% AEP event**, well within Council’s accepted tolerance for incremental change. These findings suggest that appropriately designed fill for employment purposes can proceed without adverse flood impacts, subject to detailed

verification at the development application stage. The preliminary BMT assessment can be provided to Council separately.

- The site is currently zoned RUI Primary Production, with parts mapped as 'Important Farmland' presently used for sugar cane cultivation (representing less than 0.1% of the Broadwater Mill catchment). Preliminary strategic assessment indicates that the regional economic and employment benefits of redevelopment would significantly outweigh the limited agricultural loss.
- The site comprises over 200 hectares under single ownership, providing sufficient land – and subject to detailed planning – to accommodate a balanced outcome that supports employment uses while retaining areas for ongoing agriculture and natural buffers to surrounding land uses.

Strategic Rationale

The inclusion of the Westbridge Quarry Site as an Employment Investigation Area would directly respond to the shortfall of unconstrained and serviced employment land identified in the LSPS and supporting technical studies. It provides the strategic scale and location needed to deliver a regionally significant employment precinct that can:

- Accommodate freight, logistics, advanced manufacturing, and value-added agricultural industries.
- Strengthen regional economic resilience through diversification of Ballina's employment base beyond health, tourism, and construction.
- Enhance connectivity to South East Queensland, positioning Ballina as a complementary employment and logistics hub for the broader Northern Rivers region.
- Support the LSPS objectives of Planning Priority 5 (maintaining a supply of well-located employment land) and Planning Priority 6 (maximising regional integration and leveraging infrastructure connectivity).

While the LSPS correctly highlights the health and ageing sectors as key employment growth areas under Planning Priority 4, these represent sectoral opportunities rather than spatial solutions. The Westbridge Quarry Site provides that spatial opportunity – a strategic, developable location capable of accommodating the next generation of industry and enterprise for the Ballina Shire.

Inclusion of the Westbridge Quarry Site as an Employment Investigation Area will ensure the LSPS establishes a balanced, forward-looking, and regionally integrated employment land pipeline that supports Ballina's population growth, economic diversification, and long-term competitiveness within the Northern Rivers region.

CONCLUSION

██████████ appreciates the opportunity to comment on the *Draft Ballina Local Strategic Planning Statement 2025-2046* (draft LSPS) and commends Council on preparing a clear and forward-looking framework to guide sustainable growth and economic resilience. The LSPS articulates a strong community vision for a “safe, connected, healthy, and thriving” Ballina and establishes a solid policy basis for long-term prosperity.

As a major landowner within Ballina Shire, ██████████ supports the LSPS’s four key themes – *Housing and Liveable Places, Employment and Economy, Healthy Environment, and Connected Community* – and particularly the focus on expanding and diversifying local employment opportunities. The ability to deliver housing, infrastructure, and environmental outcomes depends on a robust local economy with sufficient, well-located, and serviced employment land.

The LSPS correctly identifies the opportunities arising from Ballina’s strategic location and infrastructure assets, but also highlights the limitations of existing industrial precincts, many of which are constrained or nearing capacity. To maintain economic momentum and capitalise on Ballina’s position within the Northern Rivers and South East Queensland corridor, additional employment investigation areas must be considered.

In this context, the **Westbridge Quarry Site** provides a logical and strategically positioned opportunity to advance the LSPS vision. Located at the Pacific and Bruxner Highways intersection, the site offers the scale, accessibility, and flexibility needed to support freight, logistics, advanced manufacturing, and value-added rural industries. Its single ownership and 200-hectare footprint allow for a balanced outcome that accommodates employment uses while retaining agriculture and natural buffers.

Inclusion of the Westbridge Quarry Site as an **Employment Investigation Area** would:

- Address the shortage of unconstrained and serviced employment land;
- Support projected population and workforce growth;
- Strengthen regional integration with South East Queensland; and
- Deliver on *Planning Priorities 5 and 6* by ensuring a resilient, well-connected, and future-ready employment land pipeline.

██████████ is committed to working collaboratively with Council and State agencies to undertake detailed technical investigations, including land capability, servicing, ecological, and flooding assessments, to confirm the site’s suitability.

By formally identifying the **Westbridge Quarry Site** as an *Employment Investigation Area* in the final LSPS, Council can secure a balanced, forward-looking, and regionally integrated employment strategy that supports Ballina’s growth, enhances economic diversity, and positions the Shire as a leader in sustainable regional development to 2046 and beyond.

4.1 Local Strategic Planning Statement - Adoption

I can be contacted on [REDACTED] or via email at [REDACTED] should you require any clarification or additional information. We would welcome the opportunity to meet with Council at your convenience to present the detailed findings of the technical investigations undertaken for the site.

Yours faithfully



Gary White MPlA (Life Fellow)
Chief Planner



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Executive Summary

Purpose of report

The initial workshop report reviewed and assessed the North Coast Regional Plan 2041 and the Ballina Shire Council planning context (where relevant) through the Ballina LSPS and other local strategies.

The initial assessment concluded that the subject site at West Ballina should develop a hybrid precinct to meet local needs and drive value-adding growth.

This report outlines a new vision for the subject site (Westbridge), analysing key strategic considerations and identifying 'gaps' that present opportunities to achieve that vision and the planning pathway. The assessment includes the following:

- Strategic Narrative , Vision and Planning Pathway
- Today's Landscape – Opportunities & Constraints
- Strategic Drivers
- Industry Composition
- Land Use/Sector Analysis
- Employment Precinct Concepts

Site Location

The subject site "Westbridge" is strategically located in the Ballina Shire of the Northern Rivers region, approximately 5km west of Ballina CBD. It benefits from strategic access to key arterial roads, including Pacific Highway and Bruxner Highway, which provide convenient connectivity to the Ballina CBD, Ballina Airport and local employment precincts.

The site is well-positioned to offer freight efficiency through easy access to Australia's premier highway network and Ballina Byron Gateway Airport, enabling it to serve both domestic and international markets.

Strategic Narrative

Ballina and the wider Northern Rivers region are experiencing steady economic growth, with significant opportunities for further expansion. This growth potential can be further unlocked through a range of measures, including the development of key 'engines of growth' and enablers, the enhancement of connections to external markets and the provision of new industrial and employment land given critically significant and growing shortages.

The site leverages Ballina LGA's strategic location, including its coastal position, highway access, proximity to South East Queensland and strong connections to Sydney and other key economic and population centres, positioning it as a prime hub for a range of key industries/higher-order uses, economic growth, employment and investment.

Strategically positioned at the intersection of the Pacific Motorway and Bruxner Highway, **Westbridge** is Ballina's emerging multipurpose activity hub, fostering economic growth, employment and innovation for Ballina Shire and Northern NSW.

Transitioning from the Westbridge Lane Quarry, this dynamic precinct integrates freight, logistics, advanced manufacturing, research, and sustainable agriculture to drive regional economic resilience. Westbridge harnesses Ballina's strategic locational advantages, strengthening connections to South East Queensland, national supply chains and key industries.

While the development will result in a negligible reduction in sugar cane production, less than 1% of the Broadwater Mill catchment, equating to under 700 tonnes, this marginal impact will not affect the mill's operations or broader industry viability.

More importantly, repurposing this underutilised agricultural land presents a significant opportunity to address the critical shortage of employment land across the Northern Rivers region (especially Ballina LGA). With limited supply constraining growth, this transformation will help bridge market gaps, curb unsustainable price increases and unlock new job opportunities.

Executive Summary

Regional Land Supply Constraints

The Northern Rivers region is facing a substantial employment land shortage, requiring an additional 173 to 290 hectares between 2021 and 2041. In Ballina LGA, only 28.1 hectares of vacant land remains, with two-thirds deemed unsuitable for development, leaving no readily available employment land.

Since 2021, the region has seen a 12% decrease in employment land availability, largely due to flooding, with Ballina experiencing a 20% reduction. This has intensified the land supply deficit, and the Northern Rivers Employment Land Study estimates that Ballina LGA requires an additional 26 to 30 ha of employment land. However, the current demand assessment may be underestimated for Ballina, as updated population projections were not included in the study.

To address this, prioritising rezoning in Ballina is crucial to support future business growth and development. The subject site holds unrealised potential to accommodate the region's rapid growth, while also making a material contribution to alleviate the current land supply shortage and its associated economic impacts.

Vision/Landscape

Westbridge will be a key driver in shaping the future economic landscape of Ballina Shire, ensuring long-term economic prosperity, employment stability, sustainable regional development and enable Ballina to maintain its crucial role in supporting the region's agricultural sector. It will cement Ballina's role as a critical economic and logistics hub for Northern NSW, delivering resilient growth opportunities while preserving the region's unique environmental and lifestyle values.

Westbridge - identified as Employment Precinct Concept 5 (EPC5) throughout the report - will:

- Deliver a logistics and employment powerhouse - leveraging nationally significant freight and transport upgrades, supporting large-scale industrial and commercial activities.
- Drive growth in innovation and technology-driven industries - fostering research, agri-tech and advanced manufacturing, in alignment with regional growth strategies.
- Significantly enhance Ballina's position as a pivotal regional economic hub, supporting the growth, development and value-adding of key industries in the region.
- Strengthen Ballina's role as a key driver of the Northern Rivers agricultural sector to support long-term sustainability and growth of the broader region.
- Deliver a sustainable and circular economy model - transitioning a former quarry site into a hub for low-carbon industries, waste-to-resource innovation and renewable energy production, storage and integration.
- Accommodate a diverse range of business types and sizes, from large floorplate operators to SMEs and start-ups.
- Develop experiential and educational tourism activities that support the visitor economy, including value-adding to agricultural/food production and rural tourism.
- Facilitate long-term job creation and economic diversification - strengthening Ballina Shire's employment base with high-skill and future-focused industries.

1. EMPLOYMENT OPPORTUNITIES

Employment Opportunities

A range of sectors and industries were assessed, with the following identified as having strategic planning merit and deep market and economic potential for the site.

Agribusiness

Agriculture is a key sector for the North Coast. North Coast's agricultural businesses are mainly engaged in Timber & Forestry, Meat & Beef, Grain, Horticulture and Sugar, Dairy and Quarry. The sector is the core of the \$1.1b north coast output.

The Ballina LGA has a strong agricultural sector, contributing \$365.7 million to the economy, \$181.8 million in value and 918 jobs.

Agribusiness development on the subject site could attract investment to grow Australian agriculture such as dairy production which is under increasing pressure from rising costs and supply chain constraints.

Strengthening the value chain by fostering interrelationships between local agricultural businesses - such as linking dairy production with food processing, research, and logistics - could enhance economic resilience.

Collaboration with Commonwealth food research institutes and the CSIRO could provide critical innovation and technological advancements, helping the sector improve efficiency, productivity, and sustainability.

Manufacturing

Manufacturing is a key pillar of the Northern Rivers economy, contributing \$687 million and ranking as the fourth-largest sector.

It supports key employment precincts and exhibits strong synergies with sectors such as food production, timber, transport and agribusiness.

Significant specialisation is evident in food, beverage, wood, and recreational product manufacturing, underpinned by the region's natural assets and skilled workforce.

Nationally, manufacturing contributes 6.8% to total employment and 11% of exports. The sector is projected to grow by 16%, driven by rising global labour costs, re-shoring, demand for premium products, and Industry 4.0 technologies. Regional manufacturing demand is forecast to require up to 280,000 sqm of floorspace and 1,439 new jobs by 2041 (ELS23).

Strategically located with strong road and air links, the Northern Rivers region offers ideal conditions for manufacturing growth. Emerging trends include the integration of renewable energy, cold storage logistics, and advanced manufacturing facilities.

Opportunities exist for clustering, innovation, and hybrid-tourism offerings such as factory tours and on-site retail, enhancing economic diversification and visitor attraction. The sector is positioned to leverage NSW's clean technology focus, aligning with broader economic and employment strategies.



Employment Opportunities

Tourism

Tourism is already a major industry in the Northern Rivers with the visitor economy value adding over \$800 million per annum to the region and supports over 9,000 jobs in the region.

The most recent tourism data reveals that international and overnight visitation rates to the Ballina LGA have continued to rise through 2023/34, further strengthening the positive outlook for the industry moving forward.

The proximity to Ballina Airport will be a major drawcard for attracting visitors to the local area.

Tourism as a land use can be integrated well with other land uses such as food processing, advanced manufacturing, aquaculture, nature-based tourism, agritourism, retail, F&B.

Strong population and employment growth in Ballina LGA and the Northern Rivers region, with strong foodie culture and its location and proximity to transport amenities, the subject site has a strong appetite for investment.

Aquaculture

In 2021-22, total aquaculture production in Australia reached approximately 128,835 tonnes, now accounting for 42% of the nation's total fisheries and aquaculture output by volume.

Seafood consumption has also grown steadily, increasing by 37.3% from 248,403 tonnes in 2001-02 to 341,092 tonnes in 2016-17.

Despite this rising demand, the aquaculture sector in Ballina LGA remains an untapped market with significant growth potential. Currently, it has a relatively low presence, contributing just 1% to the region's total value-added output in 2021-22, and employing only eight workers.

Circular economy principles are commonly applied in aquaculture, particularly through integrated multi-trophic systems, where waste from one species – such as prawn excrement – serves as nutrients for another, like algae. This approach reduces waste and enhances resource efficiency.

Additionally, opportunities exist to repurpose aquaculture by-products into valuable secondary applications, including fertilisers, biofuels, health products and for human consumption.

With strategic investment and industry support, Ballina LGA could develop into a major aquaculture hub, supplying not only domestic markets in Sydney and South East Queensland but also international export markets (e.g. Asia, Middle east etc.).



Employment Opportunities

Renewables / Battery Storage

As demand for renewable technologies rapidly increases, the development of a battery industry hub could help Australia become internationally competitive, boost industry investment and stimulate economic activity across the sector.

Ballina Shire Council's commitment to 100% renewable electricity for its operations by 2030 suggests strong local support for renewable initiatives, creating a favorable environment for businesses.

Integrating a Battery Energy Storage System (BESS) with solar energy enables the storage of excess solar power, ensuring a stable and reliable electricity supply even during periods of low or no solar generation. This enhances grid stability and optimises energy management.

The subject site is well-positioned to support a BESS. It is located near a 66 kV transmission line, the site offers an ideal connection point, enabling efficient grid integration and enhancing the reliability of the regional energy network.

The closest electricity transmission substation is located on Temple Street in Ballina, approximately 5-7 km from the subject site.

Freight & Logistics

Rapid restructuring in retail, online transacting, freight, delivery, and workspace is reshaping how we handle, distribute, and store goods. This lasting shift, driven by technology and changing consumption patterns, is influencing sectors such as e-commerce and cold storage.

Freight and logistic tasks will grow in the Northern Rivers region, driven by number of factors including population growth and a different type of consumer demand.

The Northern Rivers region, along with the nearby SEQ corridor (one of Australia's fastest-growing areas), has a rapidly growing population, driving increased demand for inventory and warehouse space.

In Ballina LGA, the supply of new warehouse facilities has been constrained in recent years due to limited land availability for industrial development, leading to unsustainable price growth as evidenced by recent market transactions.

The subject site is strategically located offering freight efficiency through easy access to Australia's best highway network and Ballina Byron Gateway Airport and is well-positioned to serve both domestic and international markets.

Cold Storage

The demand for cold storage facilities in Australia will continue to rise, particularly from the food, grocery and healthcare sectors, driven by the growth of e-commerce, restructured supply chains and the globalisation of food industries.

Despite rising capacity, Australia's cold storage facilities are experiencing near-zero vacancy rates, indicating a significant demand for temperature-controlled storage.

Given the strong population and employment growth in Ballina LGA and the Northern Rivers region, coupled with a limited supply of cold storage warehousing and low vacancy rates, and its strategic location with proximity to key transport amenities, the subject site presents a strong investment opportunity.

E-Commerce

In 2024, 17.08 million Australian shoppers used online shopping websites monthly. Australian eCommerce spending reached \$56.07B in 2024.

Australian industrial and logistics supply pipeline will struggle to meet the increasing demand from the e-commerce sector. The market is already experiencing solid demand from e-commerce businesses seeking larger warehouse footprints.

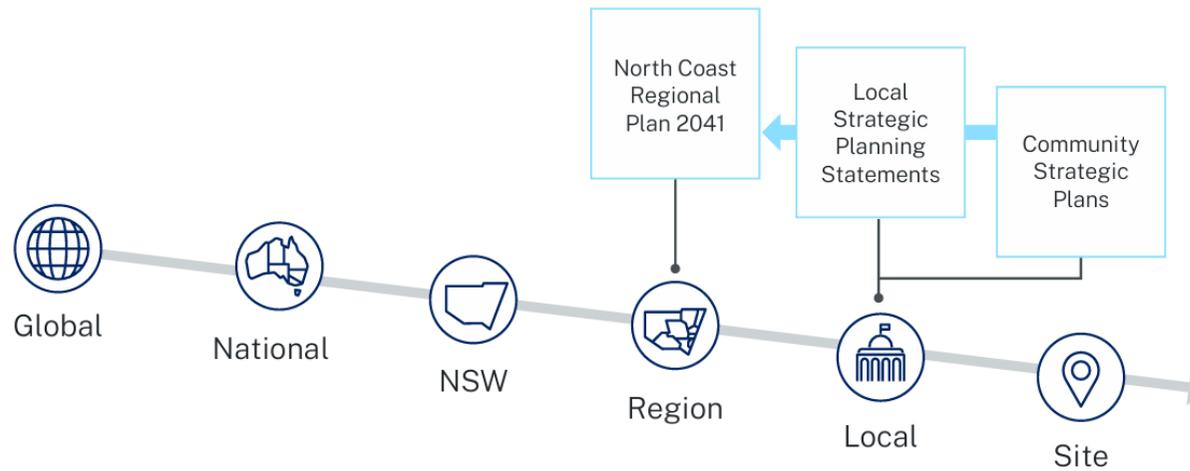
It can be expected that this will hold positive implications for Ballina and the subject site.

2. STRATEGIC NARRATIVE, VISION & PLANNING

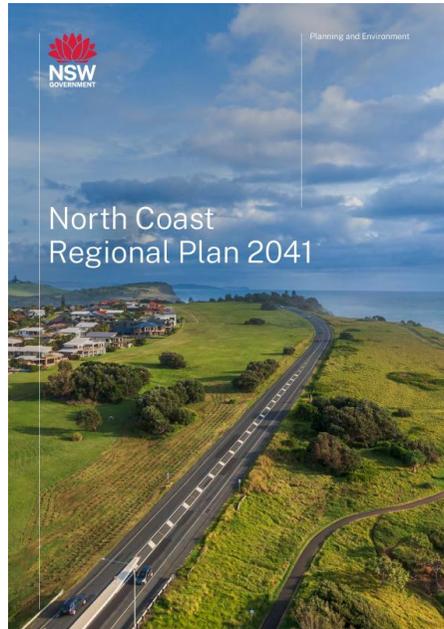
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Vision Context - Line of Sight

- Understanding and drawing from Regional Vision (detailed in the North Coast Regional Plan 2041)
- Understanding Ballina Shire Council planning through the Ballina LSPS and other strategies
- Helps inform the vision for the site or identifies 'gaps' which present as opportunities to reset the state/local vision



North Coast Regional Plan 2041 - key implications of the regional plan for the project



Tourism and Economic Growth

- Expansion of nature-based, adventure, and cultural tourism, including the development of major event spaces.
- Supporting the Ballina-Byron Gateway Airport to boost economic growth.
- Enhancing agricultural industries, particularly in farmland areas, to ensure sustainability.

Employment and Business Development

- Maximising job creation opportunities associated with the Southern Cross Industrial Precinct. (This precinct is now capped out)
- Strengthening employment lands and job opportunities in Ballina, Lennox Head, and Wollongbar.
- Encouraging regional collaboration at the Northern Rivers subregional level to support employment growth.

Housing and Urban Development

- Expanding housing supply in key areas like Cumbalum, Kinvara, Wollongbar, and Lennox Head.
- Increasing housing diversity, including higher-density developments near the Ballina CBD.
- Enhancing social cohesion and community connection through good urban design and placemaking.

North Coast Regional Plan 2041 - key implications of the regional plan for the project

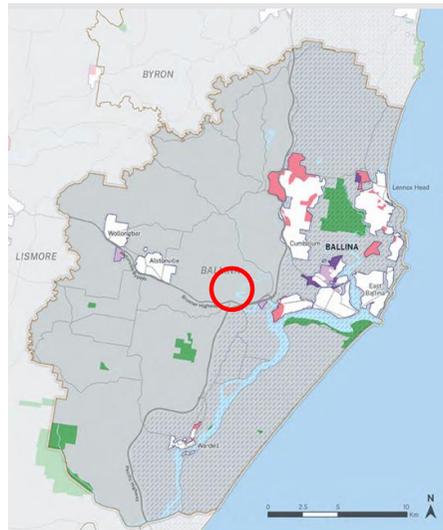


Figure 12: Urban growth area map for Ballina LGA

Legend:

- LGA boundary
- Road
- Highway
- National parks and nature reserves
- Water body
- Urban growth area
- Investigation area - urban land
- Investigation area - employment land
- Existing employment land
- Coastal strip

Growth areas show the boundaries of urban areas and as such, identify both existing and proposed urban lands. Not all land identified within the growth area can be developed for urban uses. All sites will be subject to more detailed investigations to determine capacity and future yield and that is subject to council approval.

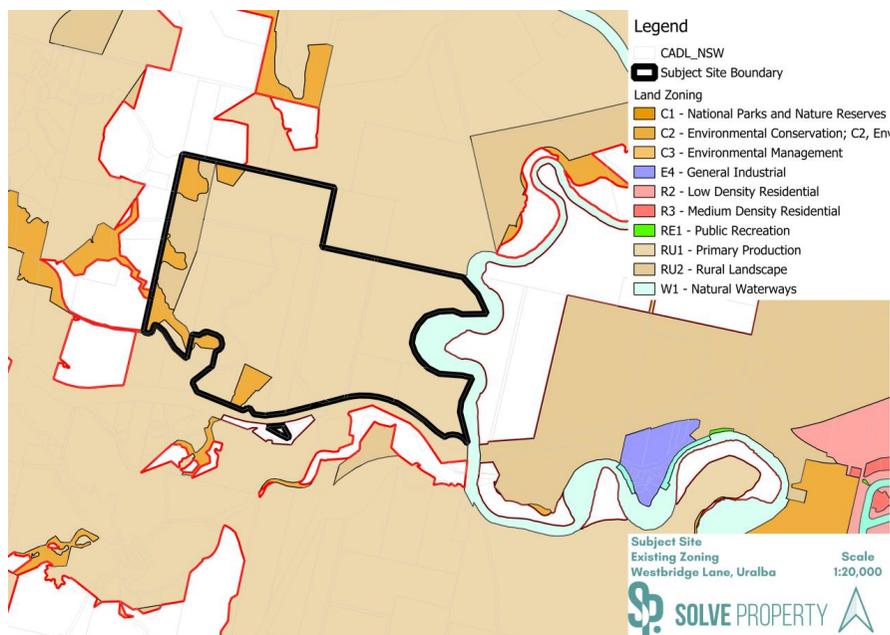
Environmental Sustainability and Climate Resilience

- Promoting environmentally sustainable development to mitigate the impacts of climate change and natural hazards like floods.
- Protecting and managing biodiversity and ecological assets to maintain local environmental integrity.

Infrastructure and Connectivity

- Leveraging the upgraded Pacific Motorway and digital technology advancements to maximise economic opportunities.
- Improving connectivity with South East Queensland to support regional growth.

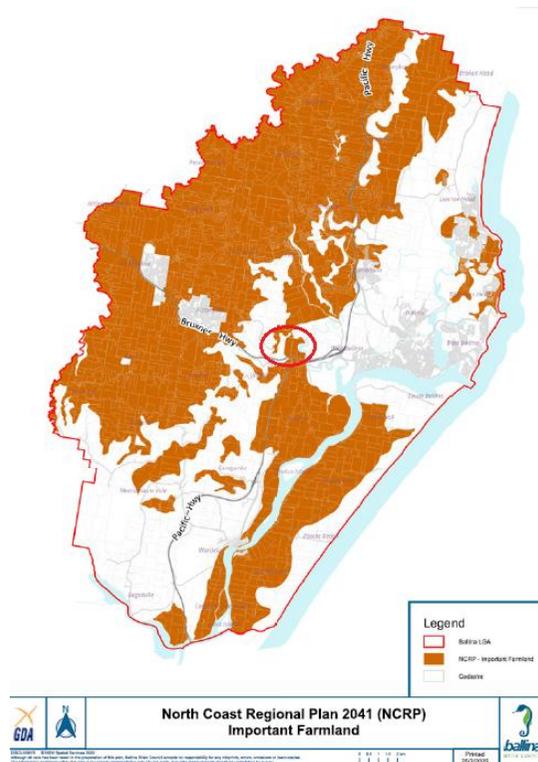
Ballina LEP 2012 – Current Land Zone



- The site is predominantly zoned RU1 – Primary Production with smaller areas of RU2 – Rural Landscape and C2 – Environmental Conservation on the western boundary.
- The RU1 zone has the following zone objectives:
 - *To encourage sustainable primary industry production by maintaining and enhancing the natural resource base.*
 - *To encourage diversity in primary industry enterprises and systems appropriate for the area.*
 - *To minimise the fragmentation and alienation of resource lands.*
 - *To minimise conflict between land uses within this zone and land uses within adjoining zones.*
 - *To maintain the rural, cultural and landscape character of the locality.*
 - *To enable development that is compatible with the rural and environmental nature of the land.*
 - *To ensure that there is not unreasonable or uneconomic demands for the provision of public infrastructure.*
- Relevant uses that are permitted in the zone include:
 - Extensive Agriculture, Intensive plant agriculture



Important Farmland



The subject site is partially mapped as being ‘Important Farmland’ within the North Coast Regional Plan 2041 (NCRP)

The urban growth area variation principles will be used to assess the suitability of land for non-agricultural land use.

The rationale for seeking the inclusion of the land to be identified as potential future employment land is:

- the Northern Rivers Joint Organisation (Northern Rivers Employment Land Study, Hill PDA, 2023) recommends that a further 106 hectares of new employment land should be investigated across the Northern Rivers region in the short to medium term (0-10 years) and that Ballina consider an additional 26-30 hectares to meet demand forecasts.
- Ballina Shire has 26,307 hectares of land mapped as Important Farmland and land use change to employment is considered to be of minor significance to the overall quantum of Important Farmland within the Ballina Shire, and aligns with regional significant employment objectives.

More detailed technical investigation work will be necessary as part of any future proposal.



Sugar Cane Land Reduction and Potential for Alternative Opportunities

Impact Analysis

- The proposed loss of 15-20 ha of sugar cane land is minimal in the broader context of the Broadwater Mill's 14,950 ha catchment:
 - Impact on Catchment: 15-20 ha represents less than 1% of the total catchment area.
- The total sugar cane tonnage produced in 2024 was 520,000 tons.
 - Reduced Tonnage: A reduction of less than 700 tons of sugar cane from the site (compared to 520,000 tons) reflects a small impact on overall production.
- The loss of land will not undermine the operation of the Broadwater Mill.
 - Employment Considerations: The impact on the Broadwater Mill's sugar cane production is minimal, only about 0.1% of total production, meaning the Mill will not need to reduce its workforce.
- Opportunities: The site's conversion to other employment land uses presents significant opportunities in sectors like manufacturing, aquaculture, nature-based tourism, and agritourism, which will contribute to the region's economic growth.
- The minimal impact on sugar cane production, combined with the diverse opportunities for future growth, value-adding and industrial transformation, ensures that the change will not disrupt the mill's operations or its importance to the region.

Key Takeaway

Overall, the expected impact on the region's sugar cane production is minimal, accounting for less than 1% of the total Broadwater Mill catchment (less than 700 tonnes). This marginal impact is not expected to significantly affect the operation or viability of the Broadwater Mill.

This is particularly important when considering the broader benefits achievable by repurposing the underutilised agricultural land to a higher and better use, especially given the limited supply of employment land currently available in the Northern Rivers region. The scarcity of employment land creates significant market gaps, drives unsustainable price growth, and limits job creation.

In addition to other sectors, the proposed development aims to leverage advanced agricultural processes and technologies, ensuring more efficient use of the strategically valuable and regionally significant land. This would bring higher value to the state, benefiting both the agricultural sector and other industries.

It is our assessment that the overall benefits of developing the site for a higher and better use far outweigh any negligible loss in sugar cane production within the catchment.

Key Vision Considerations

Leveraging Distinctive Assets

- Capitalise on Ballina's historical, natural, and regional setting, enhancing its role as a key destination in Northern NSW.
- Recognise and strengthen Ballina's strategic location at the intersection of the Pacific Motorway and Bruxner Highway, enhancing accessibility and connectivity.

Maximising Infrastructure and Economic Growth

- Leverage the nationally significant Pacific Motorway upgrades to drive economic activity, tourism, and business expansion.
- Support emerging tourism, employment, and industry growth, ensuring sustainable economic opportunities.

Defining Success through a Clear Vision

- Develop a compelling narrative of success that aligns with Ballina's potential as a thriving economic and lifestyle hub.
- Encourage investment in job creation, productivity, and innovation, positioning Ballina as a leader in regional economic development.

Economic Strategy for Sustainable Growth

- Ballina and the broader Northern Rivers region are experiencing steady economic growth, with significant opportunities for further expansion. This growth potential can be further unlocked through a range of measures, including an economic strategy that harnesses key 'engines of growth', enablers and strengthens market connections.
- Focus on what Ballina already has, strengthening its existing economic sectors while identifying what is needed for future resilience and prosperity.
- Foster NSW productivity by actively shaping the future rather than reacting to changes.

Strengthening Ballina's Sense of Place

- Capitalise on Ballina's unique identity as a gateway to Northern NSW, with a strong local character and high-quality lifestyle offerings.
- Enhance freight and logistics capabilities, ensuring Ballina remains a vital connection point within the regional transport network.

Adaptability and Innovation

- Recognise that no single model fits Ballina's growth, but emerging trends and opportunities will shape its evolution.
- Focus on place-based interventions that align with the town's unique strengths and opportunities, ensuring long-term success and sustainability.

Key Vision Considerations - Westbridge: Connected, Innovative, and Thriving

Strategically positioned at the **intersection of the Pacific Motorway and Bruxner Highway**, **Westbridge** is Ballina's emerging **multipurpose activity hub**, fostering **economic growth, employment, and innovation** for Ballina Shire and Northern NSW.

Transitioning from the **Westbridge Lane Quarry**, this dynamic precinct integrates **freight, logistics, advanced manufacturing, research, and sustainable agriculture** to drive regional economic resilience. **Westbridge harnesses Ballina's strategic locational advantages**, strengthening connections to South East Queensland, national supply chains, and key industries.

A Future-Focused Economic Precinct

Westbridge will deliver:

- **A logistics and employment powerhouse** – leveraging nationally significant **freight and transport upgrades**, supporting large-scale industrial and commercial activities.
- **Innovation and technology-driven industries** – fostering **research, agri-tech, and advanced manufacturing**, in alignment with regional growth strategies.
- **A sustainable and circular economy model** – transitioning a former quarry site into a hub for **low-carbon industries, waste-to-resource innovation, and renewable energy integration**.
- **Long-term job creation and economic diversification** – strengthening Ballina Shire's employment base with **high-skill and future-focused industries**.

Westbridge will be a **key driver in shaping the future economic landscape of Ballina Shire**, ensuring **long-term economic prosperity, employment stability, and sustainable regional development**. It will cement Ballina's role as a **critical economic and logistics hub** for Northern NSW, delivering **resilient growth opportunities** while preserving the region's unique environmental and lifestyle values.

The visitor economy is a vital driver of Ballina and the Northern Rivers' economic landscape. **Westbridge will harness the region's tourism sector strengths by creating a dynamic, high-impact hybrid precinct**, designed to support a diverse range of **educational, experiential, and immersive tourism opportunities**. As secondary land uses, tourism-related activities will complement and enhance the primary uses of the precinct, of which could potentially include food manufacturing, aquaculture, nature-based tourism, and agritourism, **fostering synergy and driving sustainable growth in the region's tourism sector**.

3. Supporting Research Available on Request

Further research that underpins the vision

The following detailed research and analysis has been conducted and in the final stages of completion and can be made available shortly:

- **Todays Landscape – Opportunities & Constraints**
- **Strategic Drivers**
- **Business, Employment & Industry Composition**
- **Regional Competitive Position**
- **Employment Land – Market Activity**
- **Land Use Overview**

- **Land Use/Sector Analysis**

- Freight & Logistics
- Manufacturing
- Agribusiness/Agriculture
- Refrigerated / Cold Storage Warehouse
- Agribusiness
- Aquaculture
- Renewables
- Battery Storage
- Tourism

- **Indicative Floorspace & Land Provision**

- **Employment Precinct Concepts**

- Mixed Use Employment Precinct
- Advanced Manufacturing & Food Hub
- Transport, Logistics & Distribution Centre
- Service & Tourism Hub
- Hybrid & Diversified Powerhouse





abn: 56 291 496 553
6 Porter Street, Byron Bay, NSW, 2481
Bundjalung Country
Telephone: 1300 66 00 87

4th November 2025
Our reference: S_1038.5084 S.2.06

The General Manager
Ballina Shire Council
PO Box 450
BALLINA NSW 2478

Email: council@ballina.nsw.gov.au

Dear Sir

RE: RE: submission to Local Strategic Planning Statement concerning employment lands

PLANNERS NORTH makes this private submission to the Ballina Shire Draft Local Strategic Planning Statement ("DLSPS"). The DLSPS sets out Council's 20 year vision concerning land use planning matters and will supersede the 2012 Growth Management Strategy.

Concise submission summary

Expert studies commissioned by Council forecast demand for employment land of up to 50ha. Land practically usable for new employment development is estimated to be only 4ha. The DLSPS approach to releasing new employment lands it is to promote the concept of including 23ha of land located to the east of the existing Russellton Industrial Estate for identification for potential future expansion of employment lands. The release of this land is potentially fraught, given its Environmental Protection – urban buffer zoning.

We submit that there remains a 23-50ha deficiency that needs to be urgently addressed.

Demand for employment lands

The Hill PDA *Ballina Commercial Centres and Employment Lands Strategy 2019* forecasts demand and supply of commercial and industrial land within Ballina Shire to 2041. The forecast demand for employment land was for up to 50ha of additional industrial zoned land.

A regional study of supply and demand for employment lands (*Northern Rivers Employment Land Study, Hill PDA, 2023*) indicates there is significant demand for industrial land uses such as manufacturing, transport and warehousing and wholesalers. That report recommended that a further 106ha of new employment land should be investigated for rezoning across the Northern Rivers region and that Ballina consider an additional 26-30 hectares to meet demand forecasts.

Potential employment lands

The Council's previous LSPS (2020) identified that the bulk of the supply for future industrial land uses in Ballina was anticipated to come from the existing and proposed expansion of the Southern Cross Industrial



Planning
Institute
Australia



Estate. However, environmental and flooding constraints mean the development potential of this area is severely limited. Council resolved in March 2025 not to pursue rezoning and to investigate additional sites.

Hill PDA's 2023 report also found that three other potential industrial land sites (at Ferngrove Drive, West Ballina, land adjacent to the racecourse and land adjacent to the Clark St industrial precinct) were all constrained by flood risk and are unlikely to be developed.

Other potential industrial sites mooted by the DLSPS as warranting further evaluation as to suitability are:

- west of Lennox Head (18-50ha);
- an expansion of the Russellton estate at Alstonville (23ha);
- land north of Wardell; and
- land at Skennars Head.

Attached as **Annexure A** are Figures 15-19 from the DLSPS showing the location of potential new employment lands. We have "marked up" these plans, making notations on these Figures to highlight key considerations.

The DLSPS approach to releasing new employment lands

The DLSPS notes that Ballina Council is seeking the inclusion of 23 hectares located to the east of the existing Russellton Industrial Estate to be identified for potential future expansion of employment lands (See Marked up Figure 17). We note that this land is located within 7(i) Environmental Protection (Urban Buffer) Zone. The primary objective of that zone was to create a rural buffer between Alstonville and Wollongbar and prevent development of an urban character.

The rationale for seeking the inclusion of the Russellton land to be identified as potential future employment land is that the total supply of vacant zoned industrial land within the Ballina Shire is limited to approximately 13ha (at Southern Cross estate and Smith Drive). Most of this land has development consent in place, limiting the availability of land for new businesses to approximately 4 ha. The regional study of supply and demand for employment lands commissioned by the Northern Rivers Joint Organisation (Northern Rivers Employment Land Study, Hill PDA, 2023) recommends that a further 106 ha of new employment land should be investigated across the Northern Rivers region in the short to medium term (0-10 years). A similar study undertaken for the DPIE recommended investigating around 76 ha of new employment land across Tweed, Byron and Ballina LGA's to meet forecast demand in the short to medium term.

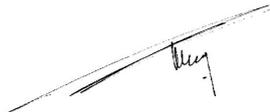
Meeting the DLSPS employment land deficiency

The DLSPS has a significant employment land deficiency. That deficiency has likely adverse consequences for the Shire's economy and population.

We respectfully submit that the DLSPS deficiency should be corrected by the identification of at least 50ha of immediately available and strategically located land.

Yours faithfully,

PLANNERS NORTH



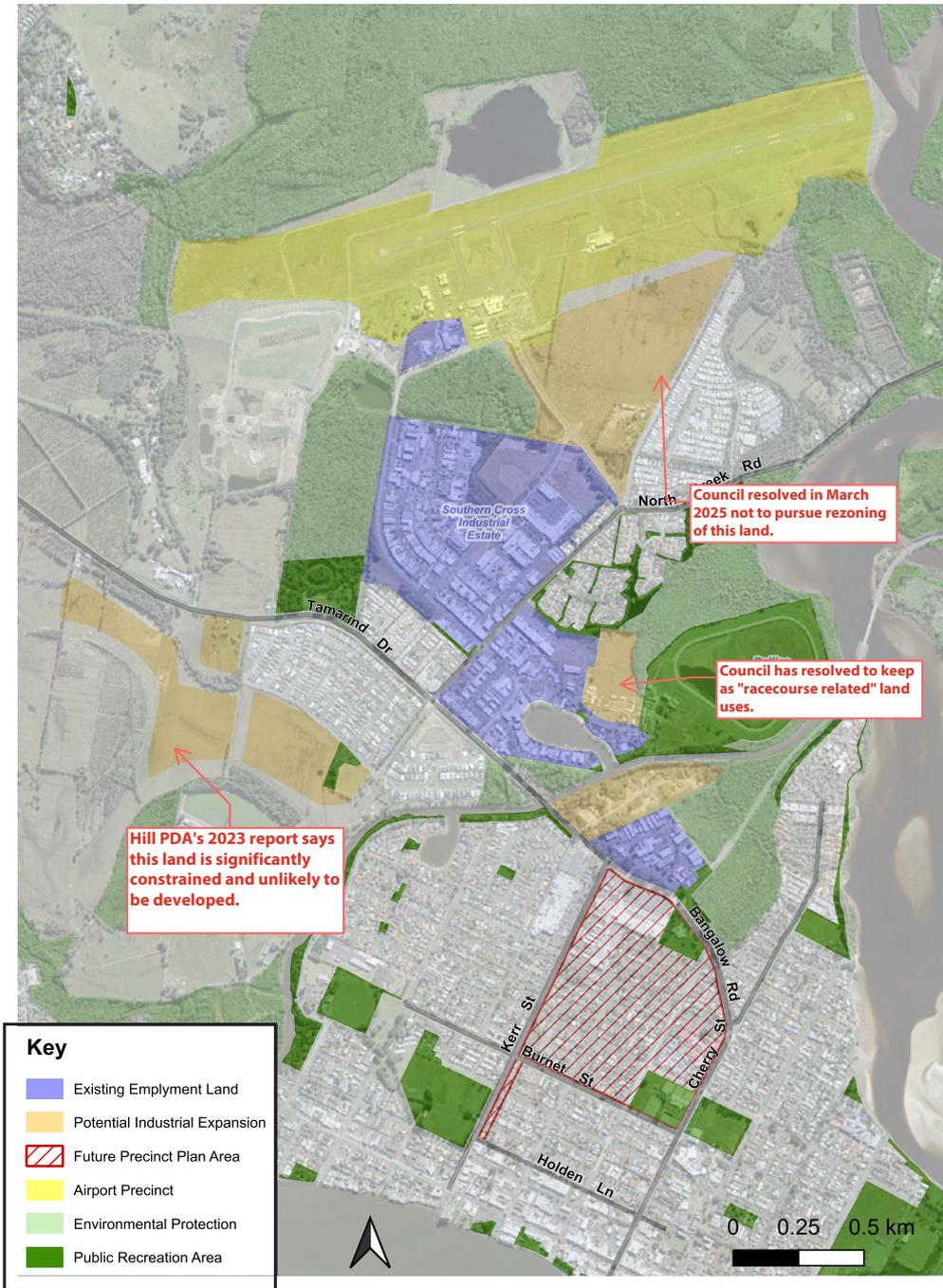
Stephen Connelly RPIA (Life Fellow), CEnvP-IA

PARTNERSHIP PRINCIPAL

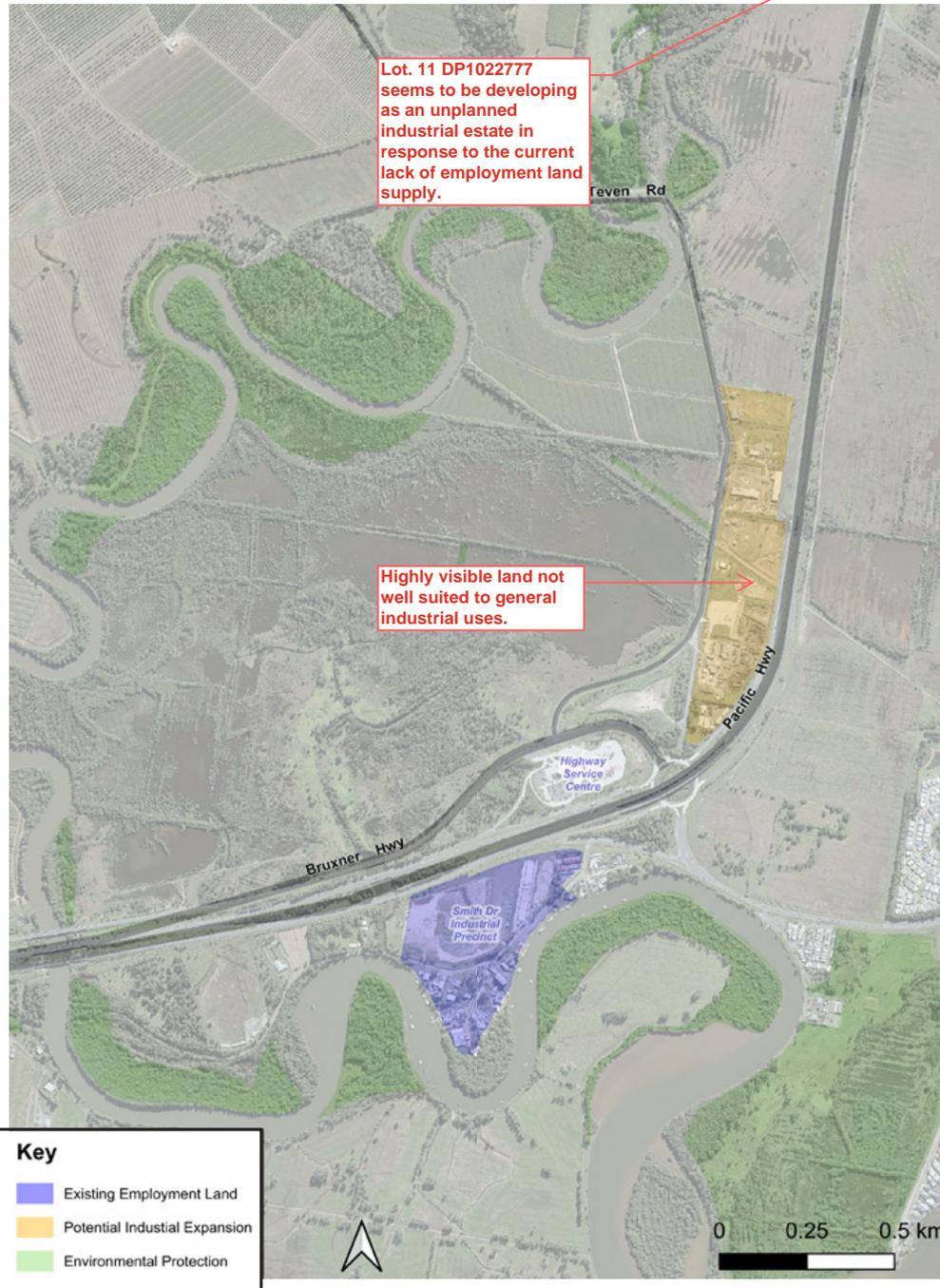




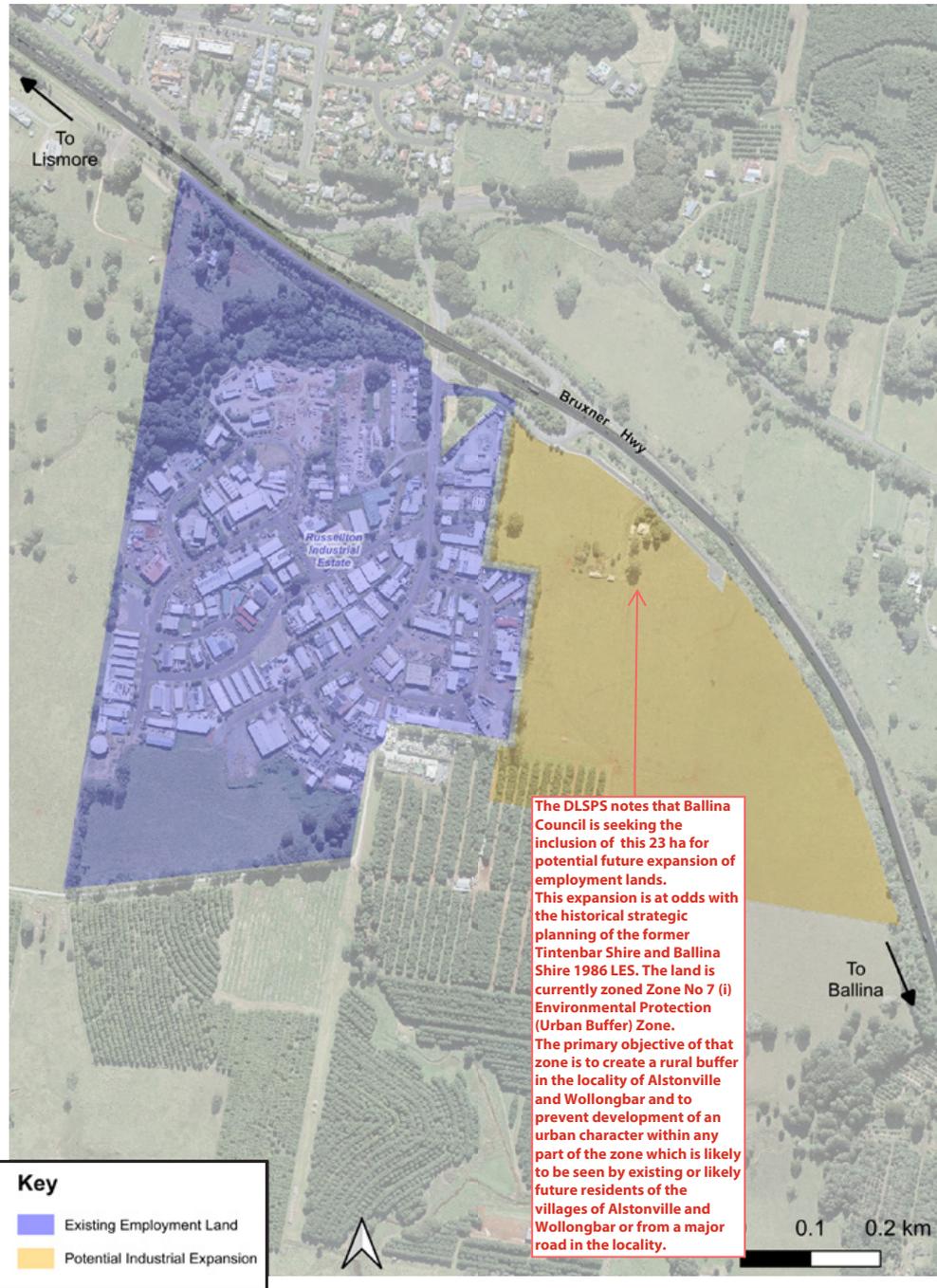
Ballina
Potential Employment Expansion Areas



West Ballina
Potential Employment Expansion Area



**Alstonville
Potential Employment Expansion Area**



Lennox Head / Skennars Head
Potential Employment Expansion Areas



Figure 18.0
Lennox Head / Skennars Head
Potential Employment Expansion Areas

Wardell
Potential Employment Land Expansion Area



Department of Planning, Housing and Infrastructure



Our ref: IRF25/2546

Mr Paul Hickey
General Manager
Ballina Shire Council
PO Box 450
Ballina NSW 2478

Via email: council@ballina.nsw.gov.au
[REDACTED]@ballina.nsw.gov.au

Dear Mr Hickey

Draft Ballina Local Strategic Planning Statement (LSPS) 2025-2046

Thank you for the opportunity to review and comment on Council's draft Local Strategic Planning Statement 2025-2046 which aims to provide a strategic land use framework for the Ballina LGA.

The following comments are provided to assist Council in finalising the statement prior to its submission to the Department.

- A key action of the draft LSPS is to implement Council's 2024 Housing Strategy. It is noted that this strategy has not yet been submitted to the Department for endorsement. It is recommended that Council submit the strategy for the Department's review and endorsement to ensure alignment between the North Coast Regional Plan 2041, the final LSPS and Council's Housing Strategy and that the outcomes of the housing strategy can be supported;
- The proposed employment expansion area east of the Russellton Industrial Estate is located on important farmland and is outside the current urban growth area boundary as identified in the North Coast Regional Plan 2041. In accordance with the requirements of the North Coast Regional Plan 2041 urban growth boundary variation principles, important farmland can only be converted to employment uses if contiguous with existing zoned urban land and the need and justification is supported by a sound evidence base addressing agricultural capability and sustainability and is either for:
 - a minor adjustment to 'round off an urban boundary', or
 - if demonstrated through a Department approved local strategy that no other suitable alternate land is available.

While the proposed land is contiguous with existing zoned land, and is supported for further investigation, Council has not yet prepared a Department approved local strategy demonstrating that no other suitable land is available or addressing the agricultural capability and sustainability of the land. It is recommended that the LSPS be updated to note this requirement and confirm that the strategy will be submitted for the Department's review and

4.1 Local Strategic Planning Statement - Adoption

endorsement prior to any LEP changes being sought to ensure alignment with the North Coast Regional Plan 2041 and relevant s9.1 Ministerial Directions

- The proposed Teven Road Transport Logistic Hub is located on flood prone land and outside the North Coast Regional Plan 2041 urban growth area boundary. While the land is identified as being flood prone, which would generally make the land inconsistent with the North Coast Regional Plan 2041 urban growth variation principles, no objection to its further investigation is raised due to the existing and permitted land uses that can already occur on the site. Any future rezoning request would however need to adequately and appropriately address in particular flooding and traffic issues before it could be determined whether the site is suitable for more intensive development and is consistent with the North Coast Regional Plan 2041 urban growth area boundary principles.
- The draft LSPS identifies that a number of precinct plans will be developed in areas such as in proximity to the Ballina hospital and TAFE to guide future land use outcomes. It is recommended that the LSPS be amended to note that these plans will be submitted for the Department's review and endorsement prior to any LEP changes being sought to ensure alignment with the North Coast Regional Plan 2041 and relevant s9.1 Ministerial Directions.
- Council must ensure and demonstrate that any future proposed land use changes that are a result of the final LSPS are consistent with the North Coast Regional Plan 2041 and relevant Section 9.1 Ministerial Directions and State Environmental Planning Policies.

Should you have any enquiries about this matter, I have arranged for Clayton Logan, Senior Planning Officer to assist you. Mr Logan can be contacted on [REDACTED].

Yours sincerely

 14/11/25

Craig Diss
Director, Hunter and Northern Region
Local Planning and Council Support

Department of Primary Industries
and Regional Development



OUT25/14611

Mr Paul Hickey
General Manager
Ballina Shire Council

██████████@ballina.nsw.gov.au

Attention: Mr ██████████ Parks

Draft Ballina Local Strategic Planning Statement (LSPS)

Dear Mr Hickey

Thank you for your email referral of 20 October 2025 and the opportunity to provide advice on the Draft Ballina Local Strategic Planning Statement.

The NSW Department of Primary Industries and Regional Development, Agriculture and Biosecurity (the Department) collaborates and partners with our stakeholders to protect and enhance the productive and sustainable use and resilience of agricultural resources and the environment.

The Department's advice is guided by section 4.15(1) of the *Environmental Planning and Assessment Act 1979* (EP&A Act), which requires a consent authority to evaluate a project's potential environmental, social, and economic impacts, as well as the public interest. Sections 1.3(a) and (b) of the EP&A Act emphasise facilitating ecologically sustainable development in land use decision-making. This promotes responsible resource management that benefits present and future generations.

The Department understands that the revised LSPS will set the strategic land use priorities for the Ballina Local Government Area (LGA) to 2046.

The Department provides the following advice and recommendations for Council's consideration.

Planning Priorities

The Department supports the inclusion of Planning Priority 10, 'Protect productive agricultural land and encourage on-farm diversification'. Ballina LGA ranked as the 4th highest LGA in the North Coast Region for total agricultural production in 2020/21¹, with a total agricultural production valued at \$102.3M. Macadamia nut production was the highest value agricultural commodity at \$41.5M. This ranked the Ballina LGA as the number one LGA for macadamia production value in NSW.

¹ Agtrack - <https://www.dpi.nsw.gov.au/agriculture/lup/agriculture-data-for-planning/dashboard>

4.1 Local Strategic Planning Statement - Adoption

The area's biophysical characteristics and locational advantages are ideal for agricultural production and will become increasingly important in the face of future climate change impacts. Recent climate vulnerability assessments for various horticultural crops across NSW have shown that macadamia growing regions in NSW will continue to have high to very high climate suitability for growing macadamias by 2050 under a changing climate. This emphasises the importance of retaining and increasing opportunities for agricultural uses within the LGA to support a resilient, localised food system.

The Draft LSPS indicates that 88% of land within the Ballina Shire LGA is currently zoned for rural use or environmental protection. This statistic is a 5% decrease from the 93% reported in the 2020 LSPS. Given the Shire's total land area of 49,187ha, this percentage change equates to a loss of approximately 2,459ha of land previously designated for rural or environmental purposes.

The rationale behind the planning amendments that have led to this shift is unclear. However, the scale of this change highlights a concerning trend and reinforces the critical need to safeguard the LGA's remaining productive agricultural land and environmental assets. Strategic planning must prioritise the long-term protection of these areas to ensure the sustainability of the region's agricultural economy and natural ecosystems.

Residential Growth

The Department notes that no new greenfield sites have been identified for future residential investigation outside of the Urban Growth Areas (UGA) already identified in the North Coast Regional Plan 2041.

Future employment lands

The Department does not support the inclusion of 23ha of rural land known as the Russellton Industrial Expansion Area. The subject land associated with the Russellton Industrial Expansion Area is identified as State Significant Farmland under the Northern Rivers Farmland Protection Project (NRFPP) 2005. The amount of rural land suitable for high levels of agricultural production in NSW is limited. The NRFPP principles allow urban and industrial development in regionally significant farmland only under limited circumstances. State Significant Farmland should be avoided.

The Russellton Industrial Estate Expansion Area is mapped as Ferrosol soils (formerly referred to as Krasnozems), known for their high fertility and water retention capabilities. These soils are among the most productive in NSW, yet they occupy less than 1.5% of the state's land area, and are nationally rare.

Ferrosols, along with Vertosols, are considered the most agriculturally valuable soil types. Their presence, combined with the area's relatively high rainfall, has underpinned the region's macadamia industry and is critical to its future resilience. The Department strongly recommends that such soils remain in agricultural use. A precautionary approach should be undertaken for any proposal that has the potential to impact continued agricultural production in the area.

The North Coast Regional Plan (NCRP) 2041 provides Urban Growth Area (UGA) Variation Principles for proposals seeking to rezone lands mapped as Important Farmland (formerly NRFPP) under the NCRP. These principles were intended to apply to small, isolated pockets of Important Farmland, not

4.1 Local Strategic Planning Statement - Adoption

lands that form part of a larger contiguous agricultural landscape. The application of these principles to larger contiguous areas will continue to erode the protection of high-quality agricultural land.

As previously recommended, it is important that Council investigate alternative future employment areas before considering the inclusion of the Russellton Industrial Estate Expansion in the LSPS. This investigation is necessary to provide evidence to support any justification against the UGA Variation Principles, should no alternative sites be identified to meet the future employment demand of 26-30ha.

Following an assessment of the potential employment lands outlined in the LSPS, it is considered that lands identified at Skennars Head and Wardell could be investigated without the need to include the Russellton Estate Expansion Area. Whilst the Skennars Head site is also identified as a Strategic Urban Growth Area, the analysis indicates that this could be supported for industrial purposes with the upgrading of infrastructure in the area.

The Skennars Head site is identified as regionally significant farmland (non-contiguous) under the NRFPP. The Skennars Head site is generally isolated due to surrounding residential development and heavily vegetated lands, and as such would generally be supported by the Department for future employment lands, given its existing strategic identification as a Strategic Urban Growth Area.

Planning principles emphasise the 'orderly and economic use of land', including the recognition that rural land, particularly where agriculture is permitted, has equal weight within the planning framework. Rural land use carries its own strategic objectives to protect, support, and enable agricultural expansion. Agricultural land is a finite and strategically valuable resource that requires careful management and considered planning decision-making regarding any potential conversion to alternative, and likely permanent, incompatible land use.

Should you require clarification on any information contained in this response, I have arranged for Selina Stillman, Agricultural Land Use Planning Officer, to assist you. Selina can be contacted by email at landuse.ag@dpird.nsw.gov.au.

Sincerely



Dr Jason Crean
Group Director
Climate and Natural Resources, Agriculture and Biosecurity

12 November 2025

105 Prince Street | Locked Bag 21
Orange NSW 2800

E: landuse.ag@dpird.nsw.gov.au
dpird.nsw.gov.au



ALLEN AGRI CONSULTING

AAA MANAGEMENT

Allen Agri Consulting
PO Box 344
Alstonville NSW 2477

P: 0416 241 513
E: johnwallen10@bigpond.com

ABN: 22 406 898 051

AGRICULTURAL ASSESSMENT

on

**Lot 1 DP 738412 & Lot 13 DP 1059499
2 & 14 Dulcet Lane**

Bruxner Highway, Alstonville

Prepared by:

John Allen

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1 EXECUTIVE SUMMARY

1. An agricultural assessment has been requested in relation to a proposed rezoning of lands identified as Lot 1 DP 738412 and Lot 13 DP 1059499 situated directly adjacent to the Russellton Industrial Estate at Alstonville and directly to the south of the Bruxner Highway / Alstonville Bypass.
2. The report has classified the land as Class 3 agricultural land that is best suited to grazing operations on native or improved pastures. The land has inherent soil type, terrain type (slope) and prevailing climate that would normally attract a higher land classification. In this instance however, the long term agricultural potential of the land is constrained by its limited scale, fragmented configuration and its isolation from wider and more contiguous intensive agricultural production areas.
3. Land within the site has been identified as State Significant Farmland under the Northern Rivers Farmland Protection Project. This report disagrees with this assessment and has provided comments in this regard. As a general summary the land is not of a sufficient size to allow its purposeful use to an associated high value agricultural land use such as horticultural production. Furthermore the land does not form part of a large, contiguous or strategically important agricultural precinct for the wider region as a whole.
4. The historical pattern of agricultural land use and development for the region shows surrounding lands that are more suited to higher value agricultural uses been developed to these purposes. In contrast the land within the site remains a grazing operation. This long-standing pattern indicates that the subject land has not functioned as a part of a viable intensive agricultural landscape and reflects inherent constraints associated with its limited scale and fragmented configuration.
5. The Wollongbar Planning and Environmental Study (May 2018) identified land to the east of the Russellton Industrial Estate, including the subject site as the most suitable location for potential industrial expansion when assessed against alternative areas. The Study concluded that the site's topography, existing grazing land use, proximity to the Bruxner Highway and relationship to existing industrial development made it the preferred location for future employment land, notwithstanding existing zoning and farmland mapping constraints.
6. The Ballina Shire Local Strategic Planning Statement (LSPS) identifies the need to provide additional employment land in accessible and unconstrained locations to support population growth within nearby urban release areas, including Wollongbar and Alstonville. The site's location adjacent to existing industrial land and major transport infrastructure aligns with these strategic objectives.
7. The findings of the 2022 NSW Flood Inquiry have highlighted the reduced reliability of some existing employment lands within flood affected areas. This reinforces the importance of identifying suitable, flood resilient locations for future industrial development. The subject land

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Agricultural Assessment – Lot 1 DP 738412 & Lot 13 DP 1059499, Alstonville

represents such a location and is strategically well placed to support local employment growth without encroaching into higher value agricultural areas elsewhere within the region.

8. From an agricultural perspective therefore, there is no reason why Council should not approve the application.

Page 4

2 INTRODUCTION

9. Allen Agri Consulting have been requested to undertake an agricultural assessment of the land identified as Lot 1 DP 738412 and Lot 13 DP 1059499 situated at the Bruxner Highway Alstonville. The agricultural assessment will be submitted as a part of a proposal for the rezoning of the land to Industrial; that is allowing the expansion of the existing Russellton Industrial Estate.

10. In addition to supporting the rezoning application, this assessment has been prepared to inform Council's broader strategic planning framework, including consideration of the site's potential inclusion within the Ballina Shire Local Strategic Planning Statement. The report considers the agricultural capability of the land, its long term suitability for agricultural production and the implications of its removal from agricultural use in the context of regional growth and employment land demand.

3 PROPERTY DESCRIPTION

3.1 General

11. Appendix 1 shows the location of the site. Entrance to the site is via Dulcet Lane which runs off the Industrial Estate/Wollongbar exit as it leaves the Alstonville Bypass.

12. The Bruxner Highway (Alstonville Bypass) forms the north-eastern boundary of the site while the Russellton Industrial Estate is situated along the site's western boundary. Rural lands (horticulture and grazing) are situated to the south.

13. The site is comprised of two titles – Lot 1 and Lot 13. Lot 1 has an approximate area of 10.7 hectares while Lot 13 has an approximate area of 12.5 hectares. The current land use of the site is identified as cattle grazing on unimproved pastures.

14. The site and the adjacent Russellton Industrial Estate are situated between the townships of Wollongbar and Alstonville. Landuses that immediately surround and that are near to the site are a therefore a combination of built up residential, industrial and rural.

3.2 Draft Concept Layout and Development Framework

15. A draft concept layout has been prepared (refer to Appendix 2) for the site so as to inform consideration of the proposed rezoning and to assist in assessing potential land use compatibility, buffering and mitigation measures.

16. The draft concept illustrates a potential industrial subdivision layout including internal roads, and lot configurations. The draft is not intended to represent a final development design. Rather it provides a framework to demonstrate that industrial development can be accommodated within the subject land without extending into adjoining rural areas or creating indirect impacts on surrounding agricultural land.

17. The layout is also sensitive to land use conflict as per the proposal’s accompanying Land Use Conflict Risk Assessment (LUCRA) particularly in relation to the management of interfaces between industrial development and nearby rural land uses.

4 LAND CLASSIFICATION

18. It is normal to define land use potential by using the Rural Land Evaluation Manual¹ (RLEM) to classify land forms into classes based on their potential land use. The land classes in the RLEM are as per the following.

Class 1
Arable land suitable for intensive cultivation where constraints to sustained high levels of agricultural production are minor or absent.
Class 2
Arable land suitable for regular cultivation for crops but not suited to continuous cultivation. It has a moderate to high suitability for agriculture but edaphic (soil factors) or environmental constraints reduce the overall level of production and may limit the cropping phase to a rotation with sown pastures.
Class 3
Grazing land or land well suited to pasture improvement. It may be cropped in rotation with pasture. The overall production level is moderate because of edaphic or environmental constraints. Erosion hazard and soil structural breakdown or other factors including climate may limit the capacity for cultivation and soil conservation or drainage works may be required.
Class 4
Land suitable for grazing but not for cultivation. Agriculture is based on native pastures or improved pastures established using minimum tillage techniques. Production may be seasonally high but the overall production level is low as a result of major environmental constraints.
Class 5
Land unsuitable for agriculture or at best suited only to light grazing. Agricultural production is very low or zero as a result of severe constraints, including economic factors, which preclude land improvement.
Special Class
Land which, because of a combination of climate and soil, is well suited to intensive production of a crop or a narrow range of crops whose special requirements limit their successful culture to such land. This class may include some lands formerly described as unique.

19. In this particular situation and as per the RLEM Land Classification Classes, land within the subject site is classed as being Class 3 land. Land classification studies are made based on the analysis of the lands biophysical (terrain, soil type, climate etc.), social and economic factors. In this instance land within the site has physical attributes (soil and terrain) that would typically award a higher Special Class (or better) classification as per much of the surrounding lands that are widely used for intensive horticulture. However in this instance existing social and economic factors as they relate to the site precluded such a higher land classification.

¹ RLEM. Rural Land Evaluation Manual (1988), New South Wales Department of Planning Sydney

20. Further discussion around each of the principal factors studied is provided in the Sections 4.1 through to 4.5.

4.1 Topography

21. Refer to Appendix 3 that shows the terrain of the site. Landform patterns present are Low Hills. According to the nature of the landform present, the degree of slope within the site fluctuates but on average is less than 5%.

22. On the basis of slope and terrain alone the land is good quality agricultural land. In this instance however the sites topography was not the principal determining factor in land class determination.

4.2 Soil Type

23. From experience and local knowledge, it is known that the soil throughout the site is of the Krasnozem type as shown in the Soils Landscape map for the Lismore – Ballina² area. Krasnozem soils are typically strongly structured³ deep well drained red to red-brown soils that are loam to clay loam textured at the surface and which gradually become more clayey with depth. The successful production of a wide range of sub-tropical horticultural crops throughout the immediately surrounding district as well as the wider region bears testament to the suitability of the Krasnozem soil type for these purposes.

24. On the basis of soil type alone the land is good quality agricultural land. In this instance however the sites soil type was not the principal determining factor in land class determination.

4.3 Climate

25. The property enjoys a variable but favourable annual rainfall which is ideal for the successful production of many agricultural crops.

26. Rainfall intensity in the area can be extremely high and this along with the lightly textured nature of the soil combines to make land within the site vulnerable to erosion in an unvegetated state because of high rates of surface runoff and high water flow velocities.

27. Temperatures are warm to hot in summer and this allows a long pasture and crop growing season when moisture levels permit.

28. On the basis of climate alone the land is good quality agricultural land. In this instance however the sites local climate was not the principal determining factor in land class determination.

² Morand, D.T. (1994) Soil Landscapes of the Lismore-Ballina 1:100000 Sheet. Department of Conservation and Land Management.

³ Charman, P.E.V., Murphy, B.W. (eds). (1991), Soils. Their Properties and Management. A Soil Conservation Handbook for New South Wales. Sydney University Press.

4.4 Social Factors

4.4.1 Land Use Conflict

29. There is always concern in relation to developments that are contradictory in nature in relation to neighbouring land uses. In this instance land uses that immediately surround or that are close to the site are identified as Industrial, residential (Wollongbar, Alstonville townships), lifestyle lots, grazing and horticulture. Refer to Appendix 5 that shows the location of the site with respect to nearby land uses.

30. Ultimately the subject site occupies a transitional location between established industrial land and general rural land. This, as opposed to potentially much more conflict generating theoretical situations such as residential development directly adjacent to intensive agriculture.

4.4.1.1 Use of the Site for Intensive Agriculture

31. The Russellton Industrial Estate directly adjacent to the west offers the greatest potential for land use conflict with any agriculture undertaken within the site that is more intensive than livestock grazing.

32. Conflict between agricultural and non-agricultural uses can arise due to issues with undesirable levels of noise, dust, chemical spray drift and odour originating from the source (agriculture) and being experienced by a sensitive receptor (industrial). The potential for conflict will increase with the greater intensity of agriculture undertaken. As an example low intensity grazing operations (Class 4 land use) will have a lower risk of conflict generation with adjacent non-agricultural lands than intensive horticulture (Class 1, 2 and Special Class land uses) and as an example macadamia production.

33. There are 19 existing neighbours within the Industrial Estate that are situated within 100 metres from the site's (Lot 13) western boundary. This pattern of development introduces practical constraints on the ability to undertake intensive agricultural operations unless significant buffer zones are included in the design process.

34. Buffer zones may be utilised as a means of conflict avoidance between potentially conflicting land uses. Examples of buffer zones between residential development and intensive horticulture vary from 300 metres of open space separation⁴ to 80 metres of a combination of open space and vegetative zone⁵. While a buffer zone could theoretically be implemented within the site, doing so would reduce the area of land available for productive agricultural use and would further limit the economic viability of any potential intensive agricultural enterprise. Further information is provided in Section 4.5.

⁴ Learmonth, R., Whitehead, R., Boyd, B and Fletcher, S (2007). Living and Working in Rural Areas. A handbook for managing land use conflict issues on the NSW North Coast.

⁵ Lismore City Council (2012). Development Control Plan, Chapter 11.

4.5 Economic Factors

35. Lot 1 is approximately 10.7 hectares in area while Lot 13 is approximately 12.5 hectares in area. The land has inherent soil, terrain and prevailing climate that would possibly result in the land being suited to its use for a more intensive agricultural use than the current grazing enterprise. Macadamia production that is widely undertaken throughout the Northern Rivers for instance is physically suited to the soil type, terrain and local climate.

36. Other intensive horticultural operations such as blueberries which do not require as large an area of land for production as macadamia may also be considered. However, the absence of adequate water for irrigation purposes effectively restricts this and other similar land uses that require supplementary irrigation. Also, and similarly to a potential macadamia operation a blueberry orchard would be faced with the same issues of potential land use conflict outlined (Section 4.4.1). Issues of land use conflict are recognised in other blueberry growing regions with comments provided that blueberry farms or operations on these farms that are closer to residential areas (as an example) may be restricted to the point that their economic viability is affected⁶.

4.5.1 Theoretical Macadamia Enterprise

37. Lot 1 is 10.7 hectares in area while Lot 13 is approximately 12.5 hectares. After making an allowance for a 40 metre buffer zone along the western boundary of Lot 13, normal tree row headlands along lot boundaries and land associated with the existing house and shed (Lot 13) a balance of 7.6 hectares and 7.5 hectares is determined to be the possible plantable land within Lot 1 and Lot 13 respectively.

Table 1: Economics of macadamia production

Lot 1	
Plantable Area (Ha)	7.54
Annual Yield (Industry Average 2.58 tonnes/Ha)	19.5
Income (Industry Long Term Average) \$3.50/kg	\$68,139
Costs of Production (Industry Average) \$8,000/Ha	\$60,320
NET RETURN	\$7,819
Lot 13	
Plantable Area (Ha)	7.65
Annual Yield (Industry Average 2.58 tonnes/Ha)	19.7
Income (Industry Long Term Average) \$3.50/kg	\$69,133
Costs of Production (Industry Average) \$8,000/Ha	\$61,200
NET RETURN	\$7,933

38. Table 1 provides a broad overview of the costs and returns that could be expected to be achieved based on the two potential macadamia orchards within each of the lots.

⁶ Regional Development Australia, NSW Department of Industry (2015), *Blueberry industry business barriers review*. NSW northern rivers.

39. The yields achieved and prices paid to the farmer ultimately determine the economic productivity of the orchard. Yields per hectare of producing orchard vary from 0.92 for the bottom 25% to 4.06 tonnes per hectare of Nut In Shell (NIS) for the top 25% of benchmarked orchards⁷. Orchards within the Northern Rivers of NSW achieve on average 2.58 tonnes of NIS per hectare⁸. The long-term average Industry price (1996 – 2021) is approximately \$3.50⁹.

40. The figures within Table 1 show that assuming average Industry yields, costs and returns, the respective orchards will not achieve a level of income that is sufficient enough to sustain an average family without supplementary and off-site income. At the industry average yields achieved, the net incomes received of \$7,819 (Lot 1) and \$7,933 (Lot 13) are clearly insufficient to support the needs of an average family.

41. **Economic factors are therefore of a severe enough level to result in a Class 3 Classification for the site.**

5 POTENTIAL AGRICULTURAL LAND USE

42. The highest and best agricultural land use suited to the site is believed to be livestock grazing as per the current land use. Use of the land for a higher land use is severely constrained by the fragmented nature of the site and in turn its economic viability.

43. In practical terms there is no realistic pathway for the site to transition from its current low intensity agricultural use (grazing) to a higher value or more intensive agricultural use that could be sustained over the long term.

6 THE APPLICATION AND RELEVANT ISSUES

6.1 Wollongbar Planning and Environmental Study

44. The Wollongbar Planning and Environmental Study (WPES) was published in 2019 by Ballina Shire Council. The study in recognition of an average annual population growth rate of +2.65% per annum between 2016 and 2038 for the Wollongbar village acknowledged a need to provide employment opportunities for new residents associated with this growth. Having available an adequate supply of land suited to industry was recognised to be one way of assisting with the creation of new jobs¹⁰.

45. As a part of the WPES lands immediately to the west, south and eastern sides of the existing Russellton Industrial Estate were examined to determine their suitability for industrial uses. This evaluation determined that only the land to the east of the Industrial Estate had potential for this

⁷ Department of Agriculture and Fisheries (2016), *Macadamia industry benchmark report. 2009 to 2015 seasons*.

⁸ Department of Agriculture and Fisheries, *op cit*

⁹ <http://australian-macadamias.org/industry/about-aussie-macadamias/stats>

¹⁰ Ballina Shire Council (2019), *Wollongbar planning and environmental study – May 2018*.

development¹¹. This determination was based on several factors; namely inherent topography, current grazing land use (lower value next to intensive horticulture), ease of linking with existing road access from the Bruxner Highway and high visibility of the area to the Bruxner Highway.

46. While the report identified the site as containing the lands most suited to industrial expansion it acknowledged the existing State Significant Farmland Classification and the current Ballina LEP zoning. Further discussion addressing these issues is outlined in Sections 6.5 and 6.6.

47. Since the completion of the WPES, residential development within Wollongbar and surrounding areas has continued to be delivered in line with projected growth assumptions. The ongoing delivery of residential land and dwellings has further reinforced the need to provide nearby employment land to support the growing population to and maintain economic resilience within the locality.

6.2 North Coast Regional Plan

48. The North Coast Regional Plan provides a strategic framework for managing growth and development across the broader region, including the protection of important agricultural land and the provision of employment opportunities. The Plan recognises the importance of balancing farmland protection with the need to accommodate urban growth and employment generating development in appropriate locations.

49. In the context of the subject site the Plan supports the consolidation of employment land in locations that are well serviced by infrastructure, that are accessible to growing communities and that are capable of minimising land use conflict.

6.2.1 Appendix A – Urban Growth Area Variation Principles

50. Where appropriate comment is provided in relation to relevant areas (as relating to this Report) of the Urban Growth Area Variation Principles.

- **Policy**

The proposed rezoning is consistent with both the understood need for the provision of additional Industrial land and acknowledgement of the land within the site as being the most suited to such expansion. Refer to Section 6.1.

- **Environmental and farmland protection**

The proposal avoids encroachment into larger and more contiguous areas of high value agricultural land and confines industrial development to a site that is already isolated from broader agricultural production systems.

- **Land use conflict**

Of the lands identified for investigation for the future expansion of the Russellton Industrial Estate the site was identified as been the most suitable. These lands provide the least potential for land use conflict due to their location not only with respect to the existing

¹¹ *ibid*

industrial estate but also because they are situated directly between the existing villages of Wollongbar and Alstonville. This versus the other studied lands to the west and south of the site that are situated on the edge of a much wider and contiguous area of mapped State Significant Farmland.

Refer to Section 4.4.1 for further information.

- **Avoiding risk**

The lands are not flood prone, bushfire-prone, highly erodible, have severe slope nor acid sulfate soils.

6.2.2 Appendix B – Important Farmland Interim Variation Criteria

51. Where appropriate comment is provided in relation to relevant areas (as relating to this Report) of the Important Farmland Interim Variation Criteria.

- **Agricultural Capability**

The lands being situated directly adjacent to the Russellton Industrial Estate and also between the villages of Wollongbar and Alstonville are more isolated from wider and more contiguous areas of important farmland. The lands due to the small size of each lot and also the potential for conflict with existing Industrial lots have a significantly lower ability to achieve long term sustainable agricultural production than other important farmlands separate to the site.

- **Land Use Conflict**

Refer to comments around Land Use Conflict are provided in Sections 4.4.1 and 6.2.1.

- **Avoiding Risk**

Refer to Section 6.2.1.

6.3 Ballina Shire Local Strategic Planning Statement

52. The Ballina Shire Local Strategic Planning Statement (LSPS) provide Council's overarching strategic framework for managing population growth, land use and infrastructure delivery over the medium to long term.

53. A key objective of the LSPS is to ensure that there is sufficient land available to support local employment opportunities in locations that are accessible to existing and planned residential communities.

54. The LSPS recognises that the continued growth of urban areas such as Wollongbar and Alstonville will increase demand for employment land that is located close to where people live. The subject site is strategically located between Wollongbar and Alstonville and is directly adjacent to existing industrial development and major transport infrastructure. The site is therefore well placed to contribute to the delivery of employment land consistent with the objectives of the LSPS

and the proposal is therefore in alignment with Council’s strategic intent to focus employment growth in appropriate and well serviced locations.

6.4 NSW Flood Inquiry

55. The NSW Flood Inquiry (2022) examined the impacts of major flooding events across the State, including within the Northern Rivers region. The Inquiry identified that flooding events have reduced the reliability and availability of some existing employment lands located with flood affected areas which has in turn created challenges for business continuity and economic resilience.

56. In terms of the subject site, it is not located within a mapped floodplain. It also benefits from its elevated position on the Alstonville Plateau. The subject site is a flood resilient location that is more suited to industrial development when compared to alternative sites within the wider region that are constrained by flood risk.

6.5 Northern Rivers Farmland Protection Project

57. According to Appendix 4 the land is classified as State Significant Farmland. This report considers that the land is more appropriately classified as Regionally Significant Farmland. Further discussion in relation to some central issues relating to the Farmland Protection Project are warranted.

6.5.1 Limitations to the Use of the Land for a State Significant Farmland Purpose

58. The land may be physically capable (soil type, slope conditions) of a land use that mirrors the use of local State Significant Farmland (primarily macadamia production), however due to the small area of practically available land for each Lot it is not economically viable for that purpose.

59. The Northern Rivers Farmland Project Methodology Report indicates that present economics of an industry are not a sufficient justification of the inclusion or exclusion of lands from a particular land use¹². In this instance it is believed that the economics of the macadamia industry; be they good or bad, is most certainly a sufficient justification for the exclusion of the land from the State Significant Farmland classification.

60. Table 1 within this report indicates that an average annual net income of \$7,819 (Lot 1) and \$7,933 (Lot 13) is achievable for the site under Macadamia production. In the context of average and long term trends for Macadamia production, the site therefore, irrespective of yield and price potential, simply is not of an adequate size to be economically viable as a self-sustainable operation that is capable of supporting an average family.

6.5.2 Historical Use of the Site and Surrounding Region

61. Appendix 6 shows aerial photography of the site and the surrounding region over the course of the previous 40 years – 1979, 1991 and 2021. The aerial photos show the progressive change

¹² Department of Infrastructure, Planning and Natural Resources and NSW Department of Primary Industries, 2004, Northern Rivers Farmland Protection Project – Mapping Methodology.

of land use of the rural farmlands surrounding Alstonville and Wollongbar away from grazing operations over to more intensive macadamia orchards (horticulture). These properties are typically larger in size than the Lots within the Site and they also do not have the level of Land Use Conflict potential that the site would have with a more intensive agricultural land use.

62. In contrast to the changing pattern of land use for the surrounding region the Site has remained a Grazing operation or a land use that is more in line with a Regionally Significant Farmland use.

6.5.3 Planning Principles – Regionally Significant Farmland: Industrial Development

63. Planning Principles as provided in Section 4 of the Final Recommendations report of the Farmland Protection Project provide comments in relation to industrial development on regionally significant farmland. In particular “regionally significant farmland is not an absolute constraint to industrial development.”¹³ Councils may consider the development of regionally significant farmland for industrial use provided all the following apply.

- **It would not significantly undermine the integrity of a regionally significant farmland area and;**

64. The site is situated directly between the existing villages of Alstonville and Wollongbar. The existing Russellton industrial estate is also situated directly adjacent to the site. The site is therefore located within a mixed use region of land as opposed to land that is used solely for farming.

65. The location of the site in the context of wider and contiguous tracts of farmland (State Significant predominantly to the south or Regionally Significant predominately to the north) is such that its use for Industrial purposes will in no way undermine the integrity of wider farmlands.

- **It would not compromise local or regional agricultural potential by alienating agricultural infrastructure or agricultural transport routes, or decreasing ‘critical mass’ for any existing agricultural industry and;**

66. Expansion of the existing Industrial Estate onto the site would in no way negatively affect existing agricultural infrastructure or transport routes within the region. Rather approval of the proposal would by its very nature benefit local and regional agricultural industries through the resulting provision of inevitable agricultural support businesses.

- **It would not create impacts which would compromise the agricultural use of nearby regionally significant land; and**

67. With the exception of the Alstonville Bypass that exists directly adjacent to the northern boundary of the Russellton Industrial Estate existing lands to the west, south and east are all rural/agricultural in nature. The existing Industrial Estate and neighbouring agricultural lands have co-existed for many years to this point without any identified conflict occurring. There is no reason to indicate that approval of this proposal will result in a different outcome.

¹³ Department of Infrastructure, Planning and Natural Resources and NSW Department of Primary Industries, 2005, Northern Rivers Farmland Protection Project – Final Recommendations.

- **It would not be located in an area where there was an identified risk of land use conflict near an existing agricultural enterprise and;**

68. As per the above point the subject site is not located within an area where there is a risk of land use conflict occurring that is any greater than the potential for such conflict which already exists between other current (or future) rural and neighbouring industrial land uses of the immediate region.

- **It would not involve filling part of a floodplain unless consistent with a floodplain management plan prepared in accordance with the Floodplain Management Manual and;**

69. The site is not located within an identified floodplain.

- **No viable alternative land is available which is suitable for the proposed industrial use.**

70. The need for the expansion of Industrial land for the locality has been established. The subject land has been identified as been a suitable site for such an expansion. Approval of the development will take pressure off other better quality rural lands that are separate to the site for similar developments.

6.5.4 Alienation of Agricultural Land

71. Approval of the application will remove the proposed development area of the site from future agricultural production. In terms of potential agricultural production the land has been identified as been suited to grazing operations at best. The land is not high value agricultural land due to its small land area and poor potential economic productivity. The loss of this land from future agricultural production (grazing or otherwise) will have no significant impact on the existing or future agricultural production potential of the location or wider region as a whole.

72. Importantly the proposed rezoning is confined to an isolated area of land and will not create pressure for the alternative rezoning of other nearby rural lands.

6.6 Ballina Shire LEP 1987

73. According to the Ballina Shire LEP 2012 the site has a Deferred Matters zoning and as such retains the Ballina Shire LEP 1987 zoning of 7(i) Environmental Protection (Urban Buffer) Zone. Comments in relation to the Objectives of the zone are provided below.

6.6.1 Objectives of 7(i) Zone

- A. **The primary objective is to create a rural buffer in the locality of Alstonville and Wollongbar and to prevent development of an urban character within any part of the zone which is likely to be seen by existing or likely future residents of the villages of Alstonville and Wollongbar or from a major road in the locality.**

74. The proposal will result in the expansion of an existing Industrial Estate into a small area of the rural buffer between Alstonville and Wollongbar. This is contrary to the objective outlined.

However projected population growth of Wollongbar has highlighted a need for the provision of additional employment opportunities in the area. An increased area of land devoted to industrial development has subsequently been identified by Council as part of a solution for increasing these opportunities.

75. The development of current non-industrial lands in the locality to industrial is as per the previous paragraph an inevitable consequence of population growth for the region. The 7(i) subject lands are ideally situated for this development. These lands have also been identified by Council as providing the best potential in comparison to other lands studied.

76. Approval of this rezoning proposal will take pressure off other lands in the wider region for this type of development.

B. The secondary objective is to enable development as permitted by the primary and secondary objectives of Zone No 1 (a1), except for development which would conflict with the primary objective of this zone.

77. Lands within the Site have been identified as having a lower agricultural potential than other lands separate to the location that have similar physical attributes (soil type, terrain) but that which have a lower potential for land use conflict. Approval of this rezoning proposal will take pressure off these other higher value agricultural lands in the wider region for this type of non-agricultural development.

7 KEY AGRICULTURAL SUPPORT INFRASTRUCTURE

78. In assessing the suitability of land for rezoning and the implications of its removal from agricultural use it is necessary to consider the presence of key agricultural support infrastructure and the extent to which such infrastructure relies on the continued agricultural use of the land. Key agricultural support infrastructure relevant to the region may include processing facilities, livestock handling facilities, agricultural transport routes and businesses that rely on a critical mass of agricultural production within the locality.

79. The subject site does not contain any agricultural infrastructure of local, district or regional significance.

80. The proposed rezoning and development of the site will not disrupt existing agricultural transport routes. The Bruxner Highway and associated local road network will continue to function as key freight and transport corridors servicing agricultural areas throughout the Northern Rivers region.

81. Agricultural processing facilities, storage facilities and supply chains serving the wider region are not dependent on the subject land and will not be adversely affected by its removal from agricultural use. In contrast, the provision of additional industrial land in this location has the potential to support agricultural industries indirectly by accommodating businesses involved in

servicing, logistics, storage, transport and other value-adding activities that service the regional agricultural sector.

82. From an agricultural infrastructure perspective, the removal of the subject land from agricultural use will not result in any material loss of infrastructure, nor will it undermine the functioning or viability of agricultural industries elsewhere in the region.

8 IMPACTS ON AGRICULTURAL LAND AND INDUSTRIES

8.1 Loss of Agricultural Land

83. Approval of the proposal will result in the permanent removal land within the subject site from agricultural use. The land currently supports a low intensity grazing enterprise and has remained in this use for an extended period despite the long standing presence of directly adjacent industrial development.

84. The loss of the subject land will not result in the fragmentation of larger agricultural holdings, nor will it sever connections between contiguous areas of productive agricultural land. The site functions as a discrete and isolated land unit and does not form part of a broader agricultural production landscape.

8.2 Impacts on Agricultural Productivity

85. The subject land does not make a meaningful contribution to agricultural production at either a local or regional scale. While the land is physically capable of supporting a higher level of agricultural production, its limited scale, fragmented configuration serve to significantly limit its productive potential.

86. The removal of the land from agricultural use will therefore not result in any measurable reduction in agricultural output within the Ballina Shire or the wider Northern Rivers region.

8.3 Impacts on Agricultural Industries and Employment

87. Agriculture remains an important land use within the Northern Rivers region; however, the proportion of employment derived directly from agricultural production has been declining relative to employment in industrial, logistics, construction and service-based sectors.

88. Census data demonstrates that employment growth within the region is increasingly driven by non agricultural industries. This is particularly in locations that are nearby to major transport corridors and expanding residential communities. In this instance the subject site is located between the communities of Wollongbar (newer residential development areas) and Alstonville and adjacent to a major highway corridor. Ultimately the subject site is strategically aligned with employment generating land uses.

89. The proposed rezoning will not result in the loss of a critical mass of agricultural employment, nor will it undermine the viability of agricultural industries operating within the region. In this context, the provision of additional industrial land is complementary to the agricultural sector, supporting broader economic resilience and employment diversification rather than competing with agricultural land uses.

9 ALTERNATIVE SITES

90. Consideration has been given to whether reasonable alternative sites exist that could accommodate the proposed industrial development with lesser impacts on agricultural land. Alternative rural sites within the region typically comprise larger and more contiguous areas of productive agricultural land that also form part of established agricultural landscapes. Rezoning such lands for industrial purposes would be more likely to result in the fragmentation of these agricultural holdings, the displacement of the associated (and more) viable agricultural enterprises and subsequently greater cumulative impacts on agricultural production.

91. Other potential sites are constrained by flooding, limited infrastructure capacity or poor accessibility, reducing their suitability for employment-generating development. The NSW Flood Inquiry (2022) has highlighted the reduced reliability of employment lands located within flood affected areas and the importance of identifying flood resilient sites capable of supporting long term economic activity.

92. The subject site benefits from its elevated position, proximity to the Bruxner Highway and immediate adjacent location to existing industrial land, making it strategically well suited to industrial development.

93. The site is already isolated from broader agricultural landscapes and its development will not compromise the integrity of higher value agricultural land elsewhere in the region. In this context, the subject site represents a preferable location for industrial development when compared to alternative sites that would have greater agricultural, environmental or infrastructure impacts and or constraints.

10 MITIGATION STRATEGIES

94. Mitigation strategies form an important component of the proposal and are intended to ensure that industrial development can occur without adversely impacting surrounding agricultural land or creating indirect land use pressures.

95. The primary mitigation measures available for the site include:

- the incorporation of buffer zones where practicable;
- the retention of vegetation where practicable;
- the strategic placement of higher intensity lots away from the more sensitive interfaces; and;
- the confinement of development to the subject land.

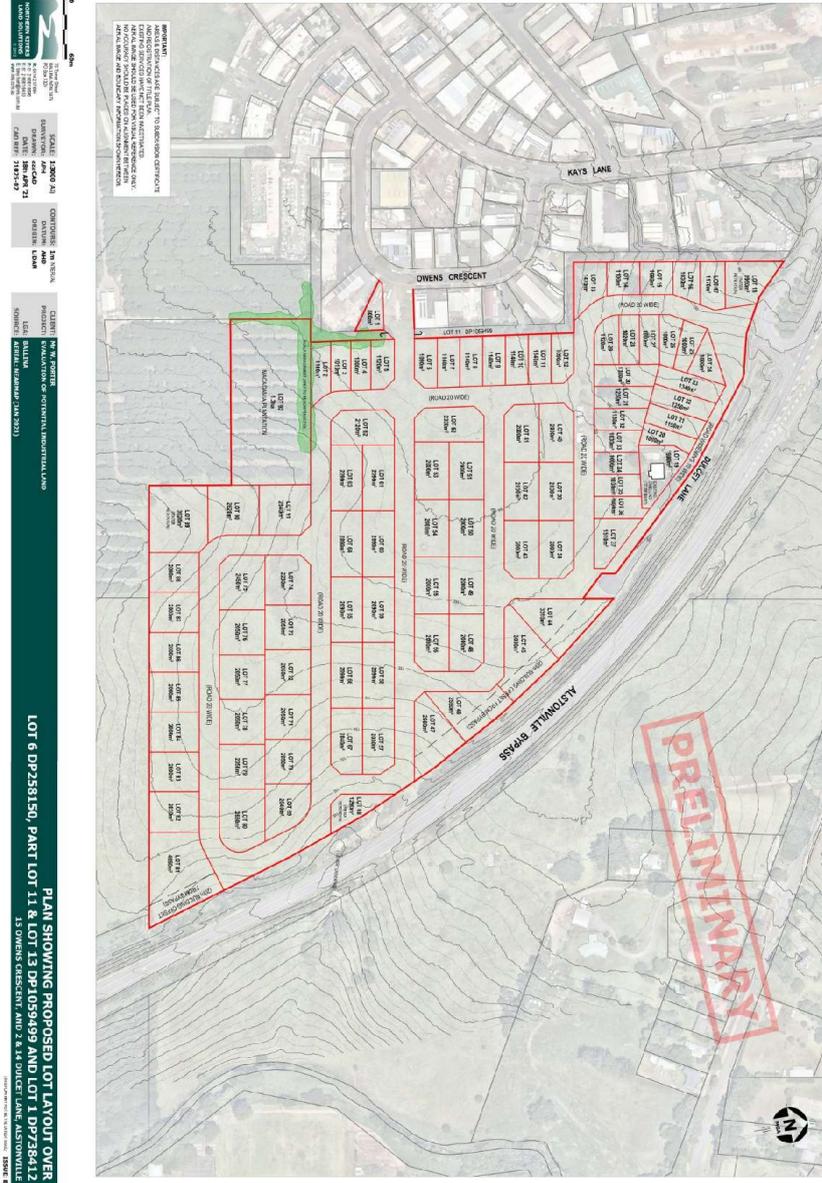
4.1 Local Strategic Planning Statement - Adoption

96. The implementation of appropriate buffers between industrial development and adjoining rural land will ensure that agricultural activities beyond the site are not constrained or sterilised. Importantly, the mitigation strategy is designed to prevent indirect impacts beyond the site boundary, ensuring that no additional agricultural land is compromised as a result of the proposal. These measures ensure that the proposed development will not generate cumulative land use conflicts or create pressure for further rezoning of surrounding rural land.

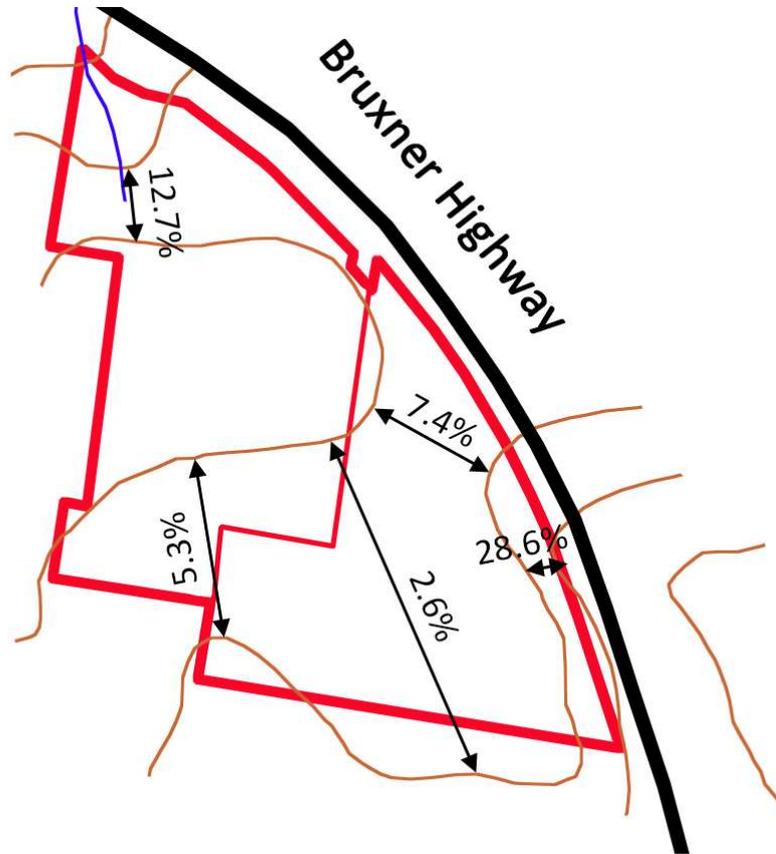
Appendix 1: Site Location



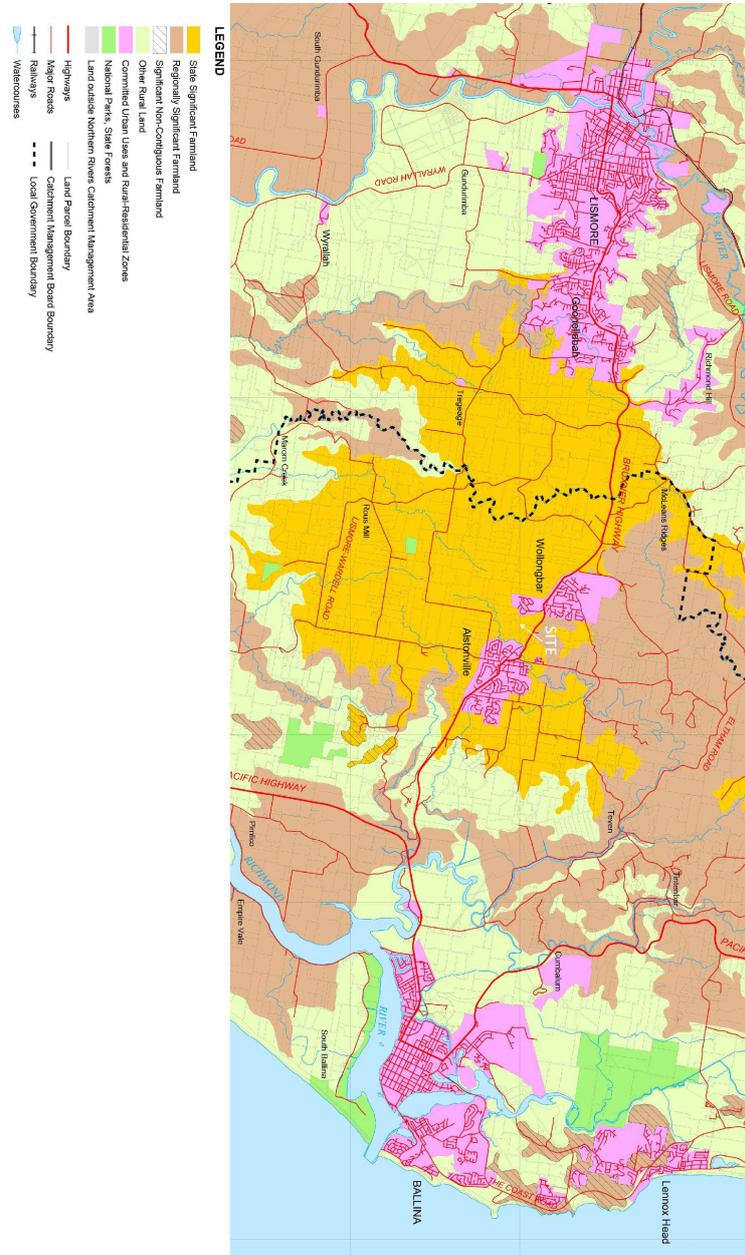
Appendix 2: Draft Concept Layout



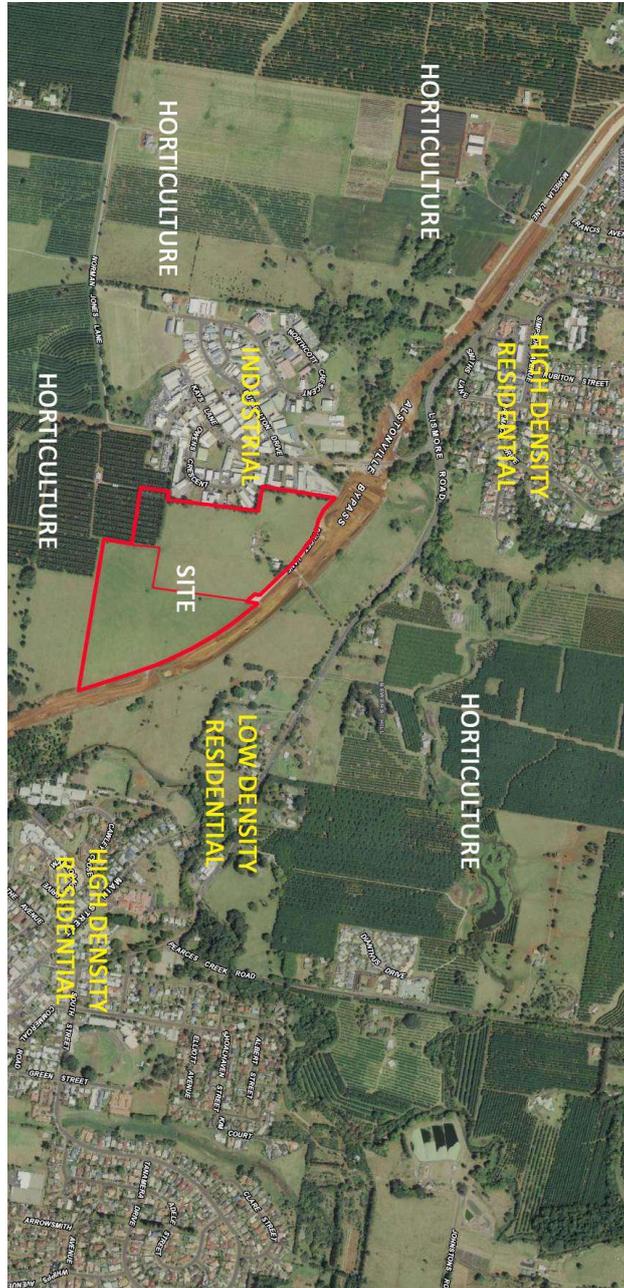
Appendix 3: Topography



Appendix 4: Northern Rivers Farmland Protection Mapping

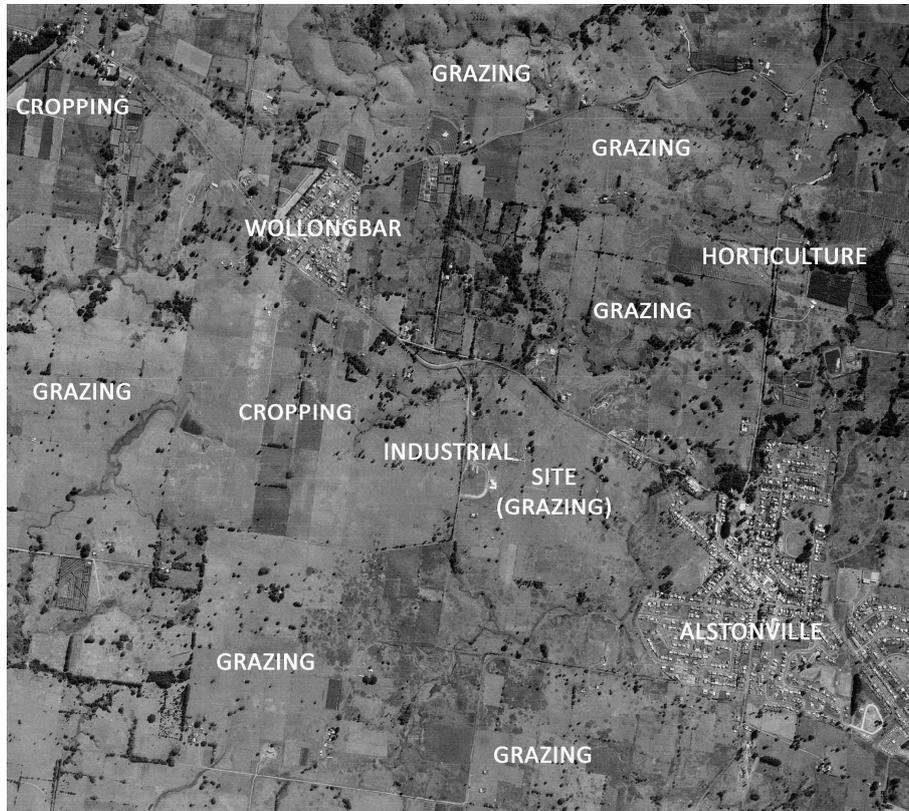


Appendix 5: Surrounding Land Uses



Appendix 6: Pattern of Historical Land Uses (surrounding locality)

- 1979



4.1 Local Strategic Planning Statement - Adoption

Agricultural Assessment – Lot 1 DP 738412 & Lot 13 DP 1059499, Alstonville

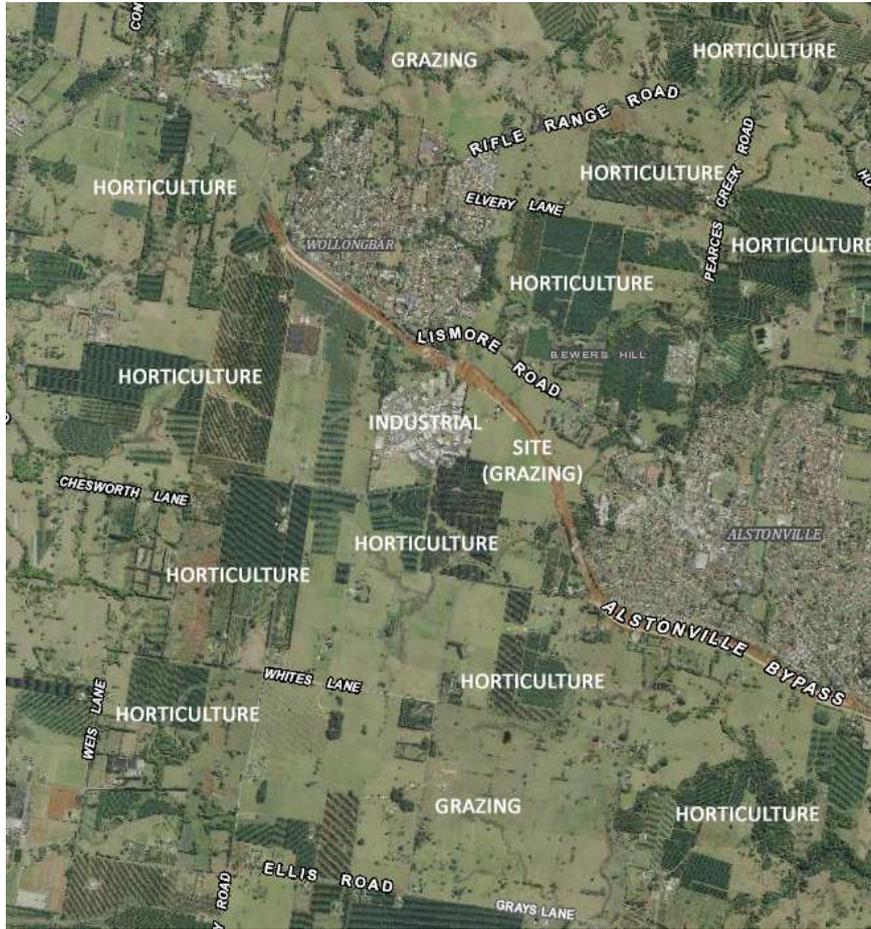
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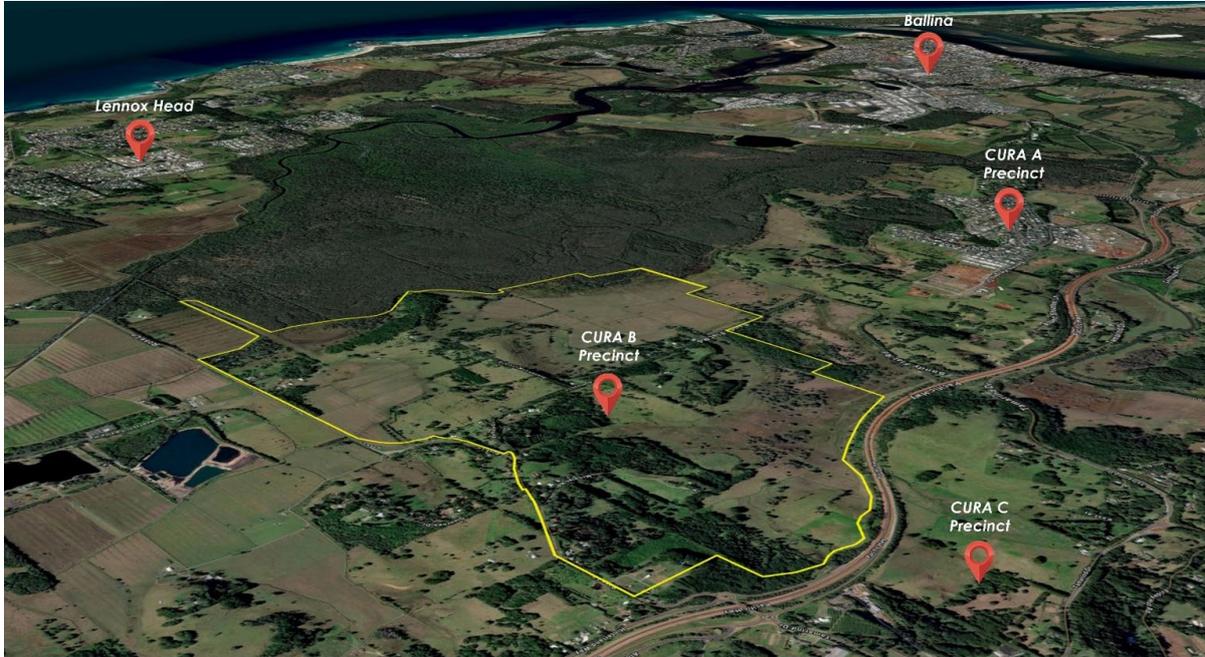


4.1 Local Strategic Planning Statement - Adoption

Agricultural Assessment – Lot 1 DP 738412 & Lot 13 DP 1059499, Alstonville

- 2021





Lennox Head Development Corporation

Planning Proposal

Amendments to Ballina Local Environmental Plan (LEP) 2012
to relocate E1 Local Centre Zone and increase the Building Height Provision

November 2024

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 P (02) 9659 0005 P (02) 4325 5255 P (02) 4966 8388 P (02) 5642 4222 P (02) 6681 6696 P (07) 5582 6555 P (07) 4453 0555
 E sydney@brs.com.au E coast@brs.com.au E hunter@brs.com.au E coffs@brs.com.au E northernrivers@brs.com.au E seqld@brs.com.au E northql@brs.com.au
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SYDNEY	CENTRAL COAST	HUNTER	COFFS HARBOUR	NORTHERN RIVERS	SOUTH EAST QLD	NORTH QLD
P (02) 9659 0005 E sydney@brs.com.au	P (02) 4325 5255 E coast@brs.com.au	P (02) 4966 8388 E hunter@brs.com.au	P (02) 5642 4222 E coffs@brs.com.au	P (02) 6681 6696 E northernrivers@brs.com.au	P (07) 5582 6555 E seqld@brs.com.au	P (07) 4453 0555 E northql@brs.com.au

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1. Introduction

1.1 Purpose

This Planning Proposal report has been prepared on behalf of Lennox Head Development Corporation in relation to part of land located at 47 Dufficys Lane and Ross Lane, Kinvara as detailed below:

- Lot 60 DP 1136918; and
- Lot 11 DP 1127111.

The subject land is currently zoned E1 Local Centre Zone and R3 Medium Density Residential of the Ballina LEP.

The intent of the planning proposal is to effectively 'swap' land currently zoned E1 Local Centre Zone with land zoned R3 Medium Density Residential, moving the E1 zoned land to a more central location within Stage 1 of the CURA B Precinct. Additionally, an increase in the building height provision for the relocated E1 zoned land is sought to 11m.

This report has been prepared in accordance with Section 3.33 (2) of the *Environmental Planning and Assessment Act 1979* and the Department of Planning and Environment's *Guidelines for Preparing Planning Proposals*. It considers the planning implications of the draft LEP amendment as well as outlining the proposed development that is intended to be facilitated by the amendment.

1.2 Background

The site is located within Cumbalum Urban Release Area Precinct B (CURA B) which forms part of a wider urban release area including CURA A and CURA C. The Cumbalum Urban Release Area is located approximately 5.5km west of Lennox Head and 7.5km north-west of Ballina and is shown in Figure 1.

The Cumbalum Urban Release Area extends from the Summerhill Crescent rural residential estate in the south, to just north of Ross Lane and includes the existing Ballina Heights residential area. Ballina Nature Reserve borders the CURA lands to the east and the Pacific Motorway is located to the west.

CURA B is zoned for residential development and supporting retail uses and will transition from its current rural character to an urbanised setting.



Figure 1: Aerial Photo of Locality (Source: Barker Ryan Stewart)

Ongoing technical investigations and consultation with Ballina Shire Council determined the need to update the DCP to align its controls with the future Stage 1 DA which would also assist in facilitating a better development outcome. One of the key changes of the DCP amendment was to reposition the village centre into a more centralised location. The DCP amendment was adopted by Council in August 2024. On this basis, this planning proposal will align the E1 zoned land to be consistent with the most recent DCP amendment.

1.3 Proposed Development

The proposal for the site is to rezone land under the Ballina LEP to relocate the E1 Local Centre Zone to an alternate area within the site currently zoned as R3 Medium Density Residential land.

Specifically, the relocation of the Local Centre will involve the swapping of zones as follows:

1. Rezoning land from R3 Medium Density Residential zone to E1 Local Centre zone; and
2. Rezoning land from E1 Local Centre zone to R3 Medium Density Residential zone.

The zone 'swap' is sought to provide a more centralised location for a future village centre of an appropriate scale to support the centre's catchment needs within Stage 1 of the Precinct. The current and proposed rezoning is shown in Figures 2 and 3 further below. The proposed location of the E1 zoned land is also in line with the outcomes of the recent DCP amendment outlined above.

This planning proposal also seeks to amend the allocated building height within the E1 zoned land. The increase to the building height is being sought within the new E1 zoned land. This will increase the current building height of 8.5m as shown on the 'Height of Buildings Map' within the Ballina Local Environmental Plan 2012 (Ballina LEP 2012) to 11m. This increase is sought to enable shop top housing and other

permitted development in this E1 zone and will encourage more diversity in housing typology, built form outcomes, and land use mix.

Currently there is no 'Floor Space Ratio' applied to the E1 Zone. The FSR is considered consistent with other centre areas in Lennox Head and accordingly no changes are proposed. It should also be noted that no changes are proposed to the land use tables for the relocated zones.

1.3.1 Purpose of the Rezoning

The purpose of this rezoning is to relocate the E1 zone to a more centralised location that is not constrained by steep slopes as per its current location.

A more centralised E1 zone will create an opportunity for a village centre surrounded by a range of residential forms including higher densities to create a vibrant and sustainable commercial precinct that is conveniently accessed by pedestrians, cyclists and public transport.

Replacing the existing E1 zoned land with R3 zoned land on the steeper slopes will enable site responsive residential housing design in this location, compared with the extensive cut that would typically be associated with retail shops and associated car parking.

As previously noted, the amended DCP adopted by Council in August 2024 relocated the commercial centre from its current location to a more central location in the northeast of the precinct as shown in Figure 2 below. These changes were shown on the Structure Plan and Staging Plan which now form part of the CURA B DCP.

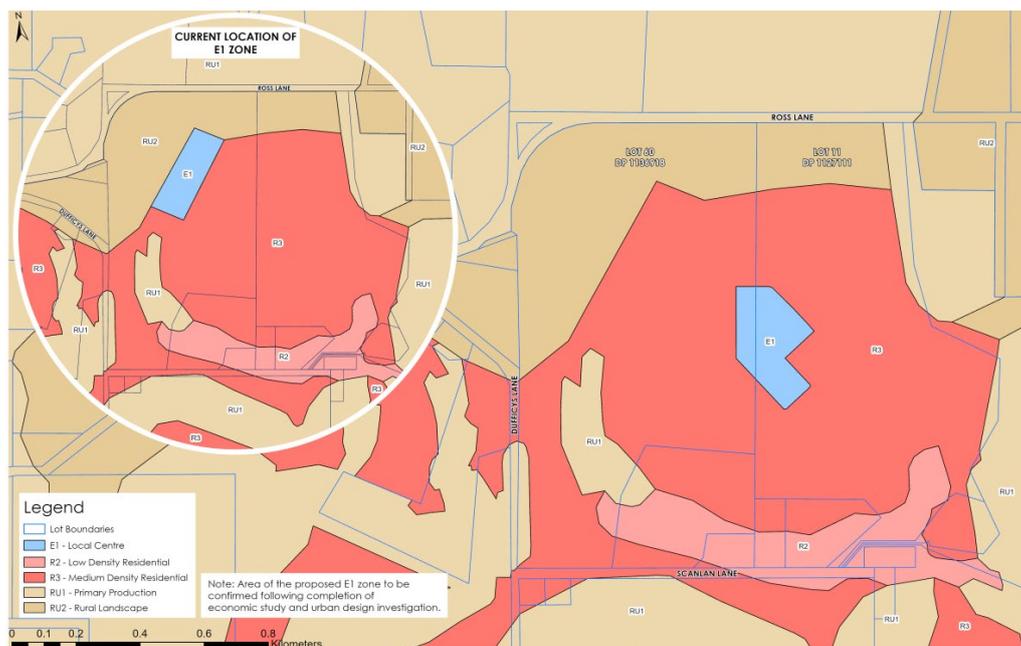


Figure 2: Proposed location of the E1 – Local Centre Zone

An Economic Needs Assessment was undertaken by RPA in association with the original rezoning for CURA B release area which identified the need for a local centre. A subsequent report was prepared by Urbis dated January 2024 as part of the DCP amendment. This report was further updated in October

2024 and recommends a centre of ~600 sqm focused on providing a mix of convenience, food and beverage and retail service specialty retail be provided to service the initial stage of development. The remaining E1 zoned land is to be taken up by a mix of services that will support the wider catchment with other permitted non-retail uses such as medical, gym, childcare and will be subject to operator interest.

1.3.2 Purpose of Increase in Building Height

The purpose of the increase in building height within the subject E1 zoned land is to enable two storeys of residential development (e.g. shop top housing), along with other commercial activities such as office, food and drink premises, gym, etc. above commercial tenancies at ground level. The additional building height from 8.5m (current) to 11m (proposed), will support opportunities for mixed use development in core local centre / village locations, and deliver diversity in housing typology and affordability in areas with good access to amenity, employment, recreational nodes, and walkable catchments.

The proposed building height will maintain a low-rise built form outcome whilst adding visual interest, diversity and opportunities for increased residential densities to support local economic prosperity and commercial catchment areas.

It should be noted that 3 storey buildings are a common built form within the commercial centre of Lennox Head. Whilst the building height limit is specified as being 9m within the main commercial centre of Lennox, most development applications are required to seek a variation to this height limit to enable two storeys of shop top housing. The intention with the minor increase in the height limit to 11m is to encourage a better design outcome for both the commercial premises and residential storeys above, whilst accommodating a more diverse function within the structure.

Amendment to the 'Height of Buildings Map - Sheet HOB_005' is sought to achieve the proposed building height as shown in Figure 3 and 4 below.



Figure 3: Existing Building Height (Source: NSW Government)

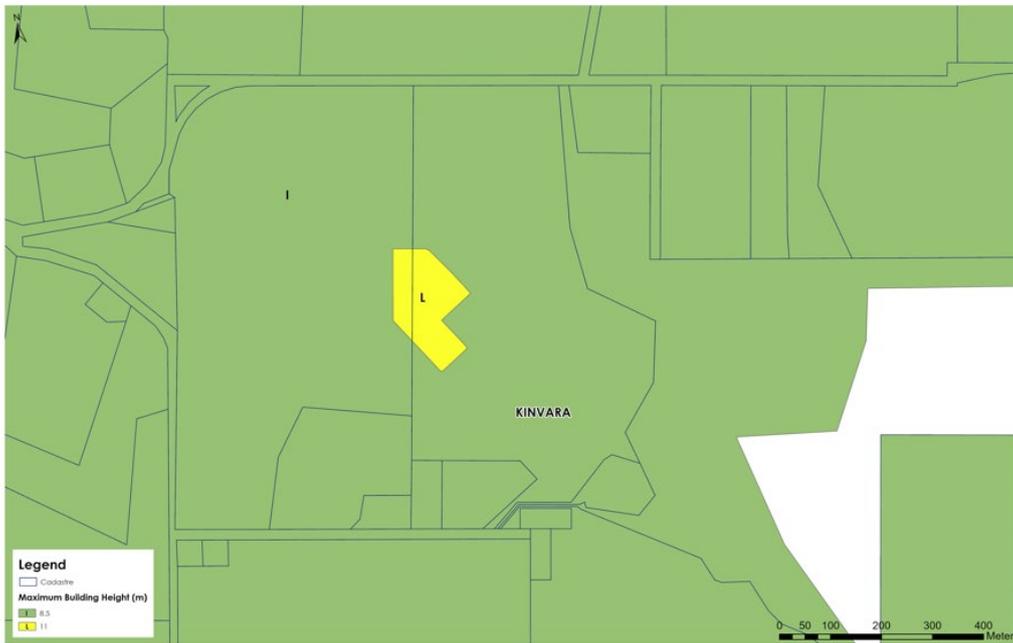


Figure 4: Proposed Building Height (Source: Barker Ryan Stewart)

2. Site Details

2.1 Site Description

The subject land is located in the suburb of Kinvara, in the Ballina Shire Council Local Government Area and forms part of the Cumbalum Urban Release Area (CURA) B.

The area to which this planning proposal applies is identified as Lot 60 DP 1136918 and Lot 11 DP 1127111 as shown in figure 5 below and has a total area of approximately 62 hectares.

The subject site comprises large rural allotments, predominantly cleared of vegetation and used for grazing and agricultural activities. The site is currently embellished with rural dwellings and ancillary outbuildings including a number of sheds of various sizes supporting the agricultural / rural activities of the site.

The topography varies from flat land adjacent to Ross Lane (to the north) with steep slopes extending south to Scanlan Lane and east to Dufficys Lane.

2.3 Existing Planning Provisions

2.3.1 Ballina Local Environmental Plan 2012

The site is currently zoned a combination of E1 Local Centre and R3 Medium Density Residential under Ballina Local Environmental Plan (LEP) 2012 as shown in Figure 6. The relocation of the E1 zoned land from its current location in the north-western portion of the site is required to position the village centre in more centralised location, hence this planning proposal submission.

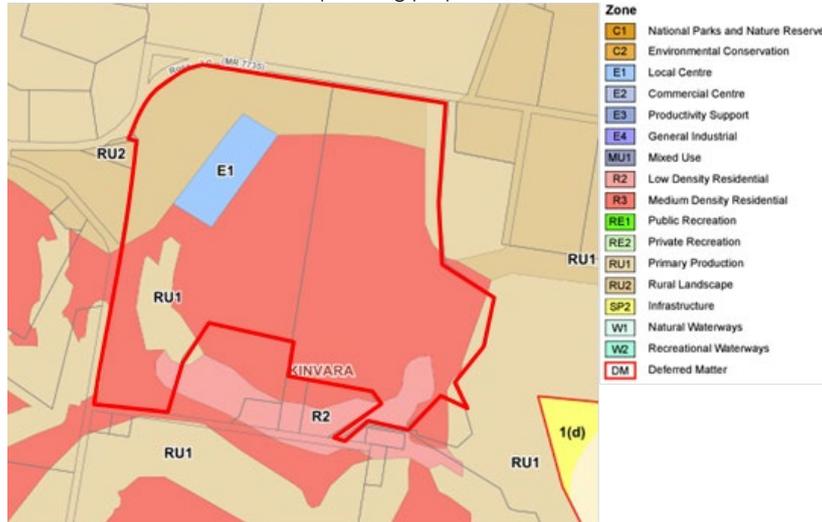


Figure 6: Extract from Ballina LEP 2012 - Land Use Zoning Map (Source: NSW Government)

The E1 – Local Centre land use table from Ballina LEP 2012 that would apply to the R3 – Medium Density Residential zoned area that will be 'swapped' is outlined below.

Zone E1 Local Centre

1 Objectives of zone

- To provide a range of retail, business and community uses that serve the needs of people who live in, work in or visit the area.
- To encourage investment in local commercial development that generates employment opportunities and economic growth.
- To enable residential development that contributes to a vibrant and active local centre and is consistent with the Council's strategic planning for residential development in the area.
- To encourage business, retail, community and other non-residential land uses on the ground floor of buildings.
- To ensure the adequate provision of infrastructure to support neighbourhood shopping facilities.
- To minimise conflict between land uses within the zone and land uses within adjoining zones.
- To encourage development that—
 - (a) recognises natural, cultural and built heritage, and
 - (b) uses resources efficiently, including energy and water, and
 - (c) is compatible with the hierarchy of centres, and
 - (d) has high accessibility and amenity, particularly for pedestrians.
- To ensure that new development provides diverse and active street frontages to attract pedestrian traffic and contribute to vibrant, diverse and functional streets and public spaces.

2 Permitted without consent

Environmental protection works; Home-based child care; Home occupations

3 Permitted with consent

Amusement centres; Boarding houses; Centre-based child care facilities; Commercial premises; Community facilities; Dwelling houses; Entertainment facilities; Extensive agriculture; Function centres; Group homes; Home industries; Hotel or motel accommodation; Information and education facilities; Local distribution premises; Medical centres; Oyster aquaculture; Places of public worship; Public administration buildings; Recreation facilities (indoor); Respite day care centres; Secondary dwellings; Service stations; Shop top housing; Tank-based aquaculture; Veterinary hospitals; Any other development not specified in item 2 or 4

4 Prohibited

Agriculture; Air transport facilities; Airstrips; Animal boarding or training establishments; Boat building and repair facilities; Boat sheds; Camping grounds; Caravan parks; Cemeteries; Correctional centres; Crematoria; Depots; Eco-tourist facilities; Exhibition villages; Forestry; Heavy industrial storage establishments; Helipads; Highway service centres; Home occupations (sex services); Industrial retail outlets; Industrial training facilities; Industries; Marinas; Mooring pens; Moorings; Mortuaries; Recreation facilities (major); Recreation facilities (outdoor); Research stations; Residential accommodation; Restricted premises; Rural industries; Sex services premises; Storage premises; Tourist and visitor accommodation; Transport depots; Truck depots; Vehicle body repair workshops; Warehouse or distribution centres; Waste or resource management facilities; Wharf or boating facilities; Wholesale supplies

The R3 land use table from Ballina LEP 2012 that would apply to the area of current E1 zoned land to be 'swapped' with R3 Medium Density Residential zoned land rezoned area is outlined below.

Zone R3 Medium Density Residential

1 Objectives of zone

- To provide for the housing needs of the community within a medium density residential environment.
- To provide a variety of housing types within a medium density residential environment.
- To enable other land uses that provide facilities or services to meet the day to day needs of residents.
- To provide development that is compatible with the character and amenity of the surrounding neighbourhood.
- To encourage housing and infrastructure that supports the ageing population.
- To provide for development that meets the social and cultural needs of the community.
- To encourage development that achieves the efficient use of resources such as energy and water.

2 Permitted without consent

Environmental protection works; Home-based child care; Home occupations

3 Permitted with consent

Attached dwellings; Boarding houses; Centre-based child care facilities; Community facilities; Extensive agriculture; Group homes; Home industries; Kiosks; Markets; Multi dwelling housing; Neighbourhood shops; Oyster aquaculture; Places of public worship; Respite day care centres; Roads; Roadside stalls; Seniors housing; Tank-based aquaculture; Any other development not specified in item 2 or 4

4 Prohibited

Advertising structures; Agriculture; Air transport facilities; Airstrips; Amusement centres; Animal boarding or training establishments; Boat building and repair facilities; Charter and tourism boating facilities; Commercial premises; Correctional centres; Crematoria; Dairies (pasture-based); Depots; Eco-tourist facilities; Farm stay accommodation; Forestry; Freight transport facilities; Heavy industrial storage establishments; Highway service centres; Industrial retail outlets; Industrial training facilities; Industries; Local distribution premises; Marinas; Mooring pens; Moorings; Mortuaries; Recreation facilities (major); Restricted premises; Rural industries; Rural workers' dwellings; Service stations; Sex services premises; Storage premises; Transport depots; Truck depots; Vehicle body repair workshops; Vehicle repair stations; Veterinary hospitals; Warehouse or distribution centres; Waste or resource management facilities; Wharf or boating facilities; Wholesale supplies

The Ballina LEP 2012 also includes additional provisions that relate to the site, a summary of which is included below.

Clause 4.1 Minimum subdivision lot size

The current minimum lot size for the areas sought to be rezoned are listed below and shown in Figure 8.

- E1 zoned area is 800sqm;
- R3 zoned land is 450sqm, as shown in Figure 7.



Figure 7: Extract from Ballina LEP 2012 – Lot Size Map (Source: NSW Government)

Clause 4.3 Height of buildings

The current building height for the subject site is 8.5m as shown in Figure 8. It is intended to increase the building height provision to 11m for the relocated E1 zoned land only. This change in building height over part of the site is sought through this application.



Figure 8: Extract from Ballina LEP 2012 – Height of Buildings Map (Source: NSW Government)

Clause 4.4 Floor space ratio

There is no specific LEP floor space ratio mapping relevant to the E1 or R3 zoned land. No change to the current floor space ratio provision is proposed.

Clause 5.21 Flood Planning

Council's flood hazard mapping confirms the site is predominantly flood free with areas of low to medium flood hazard along the site's northern boundary. A small area of high flood hazard is mapped in the northeast corner of the site. Refer Figure 9.

Clause 5.21 aims to minimise any associated flood risk to life and property. The areas sought to be rezoned are clear of any mapped flood hazard areas.

Whilst flood planning is raised as a key consideration for this site, it will be addressed in detail in association with the Stage 1 Subdivision Development Application.

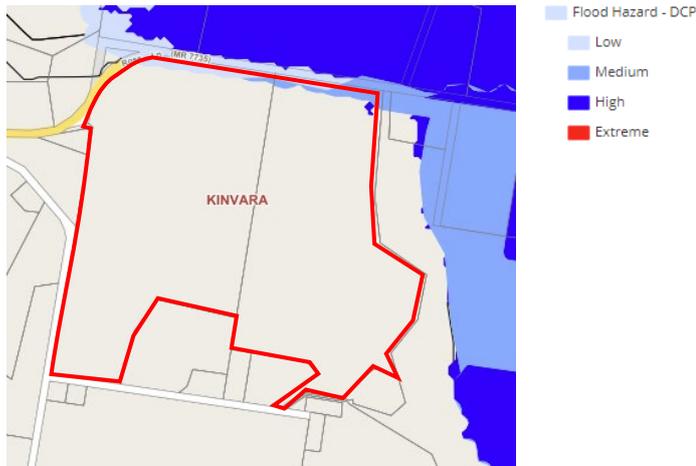


Figure 9: Extract from Ballina LEP 2013 – Flood Planning Land Map (Source: NSW Government)

Clause 5.10 Heritage conservation

This clause aims to conserve the heritage significance of the Ballina LGA. There are no areas of heritage significance located within the subject site; however, an area of local heritage significance adjoins the site to the southeast as shown in Figure 10 relating to a 'dry stone wall'. The proposed rezoning will not affect the heritage significance of the heritage item.



Figure 10: Extract from Ballina LEP 2012 – Heritage Map (Source: NSW Government)

Clause 7.1 Acid sulfate soils

The site is mapped as being within areas of Class 3 & 5 acid sulphate soils across the northern area of the site as shown in Figure 11. The aim of this clause seeks to ensure that development does not disturb, expose or drain acid sulfate soils. The areas of the site subject of this rezoning are both located in

mapped acid sulfate soils areas. An acid sulfate soils investigation will be undertaken at DA stage to confirm acidity levels and an appropriate management plan prepared as required.



Figure 11: Extract from Ballina LEP 2013 - Acid Sulfate Soils Map (Source: NSW Government)

3. Part 1 – Objectives and intended outcomes

Section 55(2)(a) A statement of the objectives or intended outcomes of the proposed instrument.

The intended outcome of the Planning Proposal is to amend Ballina Local Environmental Plan 2012 as follows:

- Rezoning land from R3 Medium Density Residential zone to E1 Local Centre zone; and
- Rezoning land from E1 Local Centre zone to R3 Medium Density Residential zone; and
- Increase the maximum building height of the E1 Zone to 11m.

The objectives of the Planning Proposal are:

- To create the opportunity for a village centre surrounded by a range of residential forms including higher densities to create a vibrant and sustainable commercial precinct that is conveniently accessed by pedestrians, cyclists and public transport within a more centralised, less constrained location; and
- To move the E1 zone location to a relatively flat part of the site will reduce the need for substantial earthworks; and
- Enable residential development (e.g. shop top housing), along with other commercial activities such as office, roof top bar, gym, etc. above commercial tenancies at ground level through an increase in the building height in the E1 zone.

4. Part 2 – Explanation and provisions

Section 55(2)(b) An explanation of the provisions that are to be included in the proposed instrument.
Section 55(2)(d) If maps are to be adopted by the proposed instrument, such as maps for proposed land use zones, heritage areas, flood prone land map - a version of the maps containing sufficient detail to indicate the substantive effect of the proposed instrument.

The proposed objectives outlined in Section 3 (Part 1) will be achieved by amending the Ballina LEP 2012 through changes outlined below.

Table 1: Proposed Changes to Ballina LEP 2012

Amendment Applies to	Explanation of Provision
<p>Land Zoning Map – Sheet LZN_018 The subject land to which this planning proposal relates is zoned E1 and R3</p>	<p>It is proposed to amend the rezoning of land from R3 Medium Density Residential zone to E1 Local Centre zone for within a small portion of the following lots;</p> <ul style="list-style-type: none"> • Lot 60 DP 1136918 and • Lot 11 DP 1127111 <p>As discussed in Section 1.2 above, the zone swap will result in the relocation of the E1 zone to a relatively flat part of the site, which will reduce the need for substantial earthworks, be more accessible for pedestrians and more functional for delivery vehicles and associated car parking.</p> <p>This is shown in the proposed land zoning map included in Section 6 of this planning proposal.</p>
<p>Height of Buildings Map – Sheet HOB_005 The maximum building height applied to the site is 8.5m.</p>	<p>It is proposed to apply a maximum building height of 11m to the E1 zone land within the subject locality as applied through the Height of Buildings Map within the Ballina LEP 2012.</p> <p>The purpose of the increase in building height is to enable residential development (e.g. shop top housing), along with other commercial activities such as office, roof top bar, gym, etc, above commercial tenancies at ground level. The additional building height from 8.5m (current) to 11m (proposed), will support opportunities for mixed use development in core local centre / village locations, and deliver diversity in housing typology and affordability in areas with good access to amenity, employment, recreational nodes, and walkable catchments.</p> <p>The proposed building height will maintain a low-rise built form outcome whilst adding visual interest, diversity in built form outcomes, and opportunities for increased residential densities to support local economic prosperity and commercial catchment areas.</p>

5. Part 3 – Justification

Section 55(2)(c) The justification for those objectives, outcomes and provisions and the process for their implementation (including whether the proposed instrument will comply with relevant directions under section 117).

5.1 Section A – Need for the Planning Proposal

5.1.1 Is the Planning Proposal a result of any strategic study or report?

The Cumbalum Urban Release Area forms a significant part of Councils strategy to meet the demands of the projected growth and development in a way that maintains the quality living environments that are valued by existing and future residents of Ballina.

The Cumbalum Structure Plan adopted in July 2006 identified two distinct but related communities with Precinct B (CURA B) at Kinvara having potential to accommodate a future population of between 2,800 and 5,900 people.

Key features of the Precinct B 'Village Concept Plan' include;

- Mixed-use village centre on flat land, centrally located, visible from elevated residential areas and in proximity to active open space area.
- Active open space provision on flat ground with good external road access and central to largest residential area.
- Protection of highly prominent vegetated and steeply sloping land.
- "Special Use" area on visually prominent site with high exposure to future highway alignment (and associated noise impacts). Land use might include a research or education facility.
- Potential large-scale recreation facility located on flood-prone land.
- Tourist resort area on south facing hillside (not optimal for residential dwellings due to poor solar access) and in proximity to recreation facility.
- Deferred 'investigation area' north of Ross Lane. Future development potential dependent on possible road realignment (of Ross Lane).
- Rural Buffer / Habitat Corridor defining the southern and western border, extending across Sandy Flat from the south – westward to Emigrant Creek and northward to intercept Ross Lane.

The proposed changes to the nominated area of the E1 zoned land to a more centralized location and amendments to the building height maps relating to the E1 zoned land are consistent with the objectives of the Cumbalum Structure Plan. Accordingly, this planning proposal is the result of a series of strategic planning studies which have been undertaken to achieve a development outcome within the CURA B land release area.

5.1.2 Is the Planning Proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

The intended outcomes for the planning proposal are as follows;

- Rezone land from R3 Medium Density Residential zone to E1 Local Centre zone; and
- Rezone land from E1 Local Centre zone to R3 Medium Density Residential zone; and

- Increase the maximum building height within the E1 Zone to 11m.

An LEP amendment is the best way of achieving the proposed outcomes as the proposal directly relates to the land use zoning and subsequent map overlays relating to the E1 Zone within the subject area.

5.2 Section B - Relationship to the Strategic Planning Framework

5.2.1 Is the Planning Proposal consistent with the objectives and actions contained within the applicable regional or sub-regional strategy (including exhibited draft strategies)?

The planning proposal is generally consistent with the objectives and actions set out in the North Coast Regional Plan 2041.

5.2.2 North Coast Regional Plan 2041

The Planning Proposal demonstrates strategic merit through its consistency with the North Coast Regional Plan 2041 as follows:

Goal 1: Liveable and Resilient

The Planning Proposal is consistent with Goal 1 as it:

- o provides well located housing choice surrounding a more appropriately located village centre.
- o Protects (avoids) and enhances important significant biodiversity and/or coastal values.
- o Avoids areas identified as stressed by natural hazards and climate change impacts.

Goal 2: Productive and Connected

The Planning Proposal is consistent with Goal 2 as it:

- o Will create localised construction employment within proximity to Ballina.
- o Reposition the local centre zone for improved walkability, e-mobility and public transport connections.

Goal 3: Growth Change and Opportunity

The Planning Proposal is consistent with Goal 3 as it:

- o Is consistent with the development of a State Government identified and endorsed urban growth area – based on community need.
- o Safeguard the sensitive coastal strip.
- o Provides the opportunity for locally responsive, sustainable design to enhance the unique character of the locality.

Ballina Shire Local Government Narrative

The Planning Proposal is consistent with the narrative for Ballina Shire as:

- o The swapping of zones is not constrained by natural hazards, in particular flood risk.
- o Local biodiversity will not be impacted by the proposal.
- o The objective of delivering housing at Cumbalum will not diminish.
- o Social cohesion and connection through good design and place making will be promoted by locating the village centre within the core of the future residential development.

5.2.3 North Coast Housing Land Monitor 2019

The *North Coast Housing Land Monitor 2019* provides the following key statistics:

- Resident Population (2016): 41,790 persons
- Annual Housing Delivery Target (2016-36): 128 dwellings

- Residential Land Stock (undeveloped, 2016-17): 533 hectares

There will be no reduction in residential yields as a result of the relocation of the E1 and R3 zones.

The proposal is consistent with these strategies in that it will promote important and accessible opportunities for residential housing in an area that is projected to have significant population growth. Future development of the site will also provide a significant employment generator during and following construction. Each strategy and its implications related specifically to this proposal are outlined below.

5.2.4 Is the Planning Proposal consistent with the local Council's community strategic plan or other local strategic plan?

Council has a number of strategic planning documents that are relevant to the proposal including the *Ballina Shire Local Strategic Planning Statement 2020 (LSPS 2020)* and *Ballina Commercial and Employment Lands Study 2020 and the Cumbalum Structure Plan*. The proposal is generally consistent with these documents and the justification is outlined below.

5.2.5 Ballina Shire Local Strategic Planning Statement 2020-2040 (LSPS 2020-2040)

The LSPS sets ongoing, immediate (0 to 2 years), short (3 to 5 years), medium (5 to 10 years) and long-term (10 years +) action timeframes in which to deliver strategic land use planning priorities.

The subject land is identified as a planned centre in the existing zoned residential release area of Kinvara which will assist in achieving the residential supply of land over the next 20 years. The CURA B release area is identified as being unsubdivided residential land (refer to Figure 11).

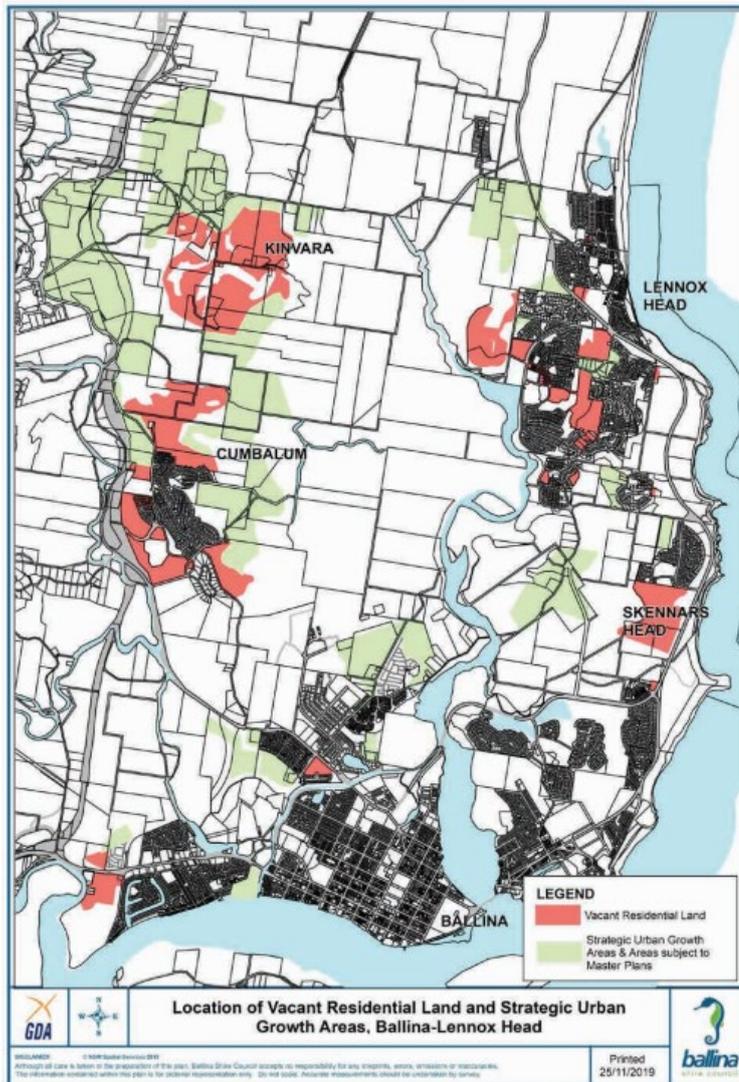


Figure 12: Extract from the BLSPS 2020-2040

The Planning Proposal is consistent with the themes and key priorities of the Ballina Local Strategic Planning Statement 2020-2040 as outlined below:

- A Connected Community
 - The proposal will not create significant demand or generate adverse impacts on existing public infrastructure.
 - The relocation of zones will not affect overall housing targets of an additional 4,400 additional homes by 2040.

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- The relocated zones will not be adversely impacted by bushfire, flooding or associated climate change risks.
- A Prosperous Economy
 - The relocation of the E1 Local Centre zone will not alter the current commercial hierarchy identified in the strategy.
 - The proposal will help support a diversity of housing choice and employment opportunities.
- Healthy Environment
 - The relocation of the E1 zone will create the opportunity to develop a centrally located village centre easily accessible to residents and enable future development that enhances the desired local character.
 - The proposal will not impact on agricultural lands or areas with high biodiversity values.
 - The relocated zones will not be adversely impacted by flooding or bushfire risk.

The planning proposal is generally consistent with the intent of the **Ballina Shire LSPS 2020**, with respect to reinforcing the Ballina Shire Commercial and Industrial Hierarchy.

5.2.6 Ballina Shire Community Profile

The localised population projections undertaken by iD Community, in the Ballina Shire Community Profile, population projections are estimated to reach 51,238 people by 2036.

The relocation of the E1 and R3 zones will assist in providing commercial and housing opportunities to cater for the demand created by this increased population.

5.2.7 Cumbalum Structure Plan 2006

The Cumbalum Urban Release Area is a significant part of Council's strategy to meet the demands of growth and development in a way that maintains the quality living environments that are valued by existing and future residents of Ballina.

The vision statement for the Structure Plan is:

The Cumbalum Villages are envisaged as two distinct but related communities, designed and built so as to not impinge upon the surrounding rural and natural environment, each with its individual character and sense of place. Each village will be a fully featured community, comprising residential areas embellished with public open space and a centrally located village centre, providing a focal point for commercial and community activities.

The proposed relocation of the E1 zone to a more centralised location is considered to be entirely consistent with the vision statement and aligns with the identified location for a Village Centre in the Structure Plan map, shown below.

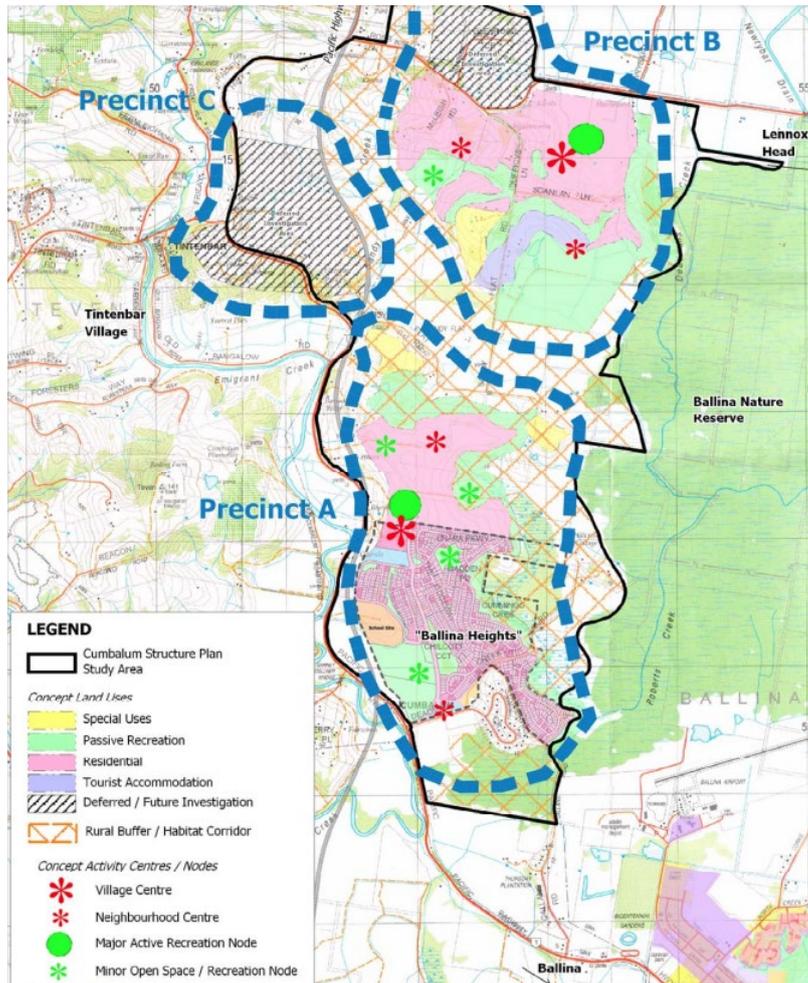


Figure 13: Extract from Cumbalum Structure Plan (Source: Ballina DCP 2012)

5.2.8 Ballina DCP 2012 Chapter 5.5 Cumbalum Precinct B

Ballina DCP 2012 Chapter 5.5 Cumbalum Precinct B applies to the site. The site specific planning objectives include:

- Ensure that adequate land is set aside in appropriate locations for the range of land uses in the village; and
- Provide for a range of residential forms and in particular encourage higher densities in locations accessible to facilities and services.

Relocation of the E1 zone to a more centralised location will create a village centre and the opportunity for a range of residential forms, including higher densities, close to the village centre and supporting site responsive residential design on the steeper slopes.

5.2.9 Is the Planning Proposal consistent with applicable State Environmental Planning Policies (SEPPs)?

Relevant SEPP's to be considered in the preparation of the Planning Proposal include:

- SEPP (Biodiversity and Conservation) 2021
- SEPP (Housing) 2021
- SEPP (Resilience and Hazards) 2021
- SEPP (Transport and Infrastructure) 2021

Table 2 below details implications and relevance of SEPP's applicable to the proposal.

Table 2: Assessment of the Planning Proposal against Relevant SEPP'S

SEPP	Relevance/ Implication
State Environmental Planning Policy (Biodiversity and Conservation) 2021	
	<p>The planning proposal relates to the relocation of the E1 Zoned land to better align with the future stage 1 subdivision layout and the overall strategic objectives of the Cumbalum Structure Plan.</p> <p>Future development applications will be accompanied by a Vegetation Management Plan (VMP) that applies to all environmental conservation and environmental management land within the stage. The management of <i>Arthraxon hispidus</i> (hairy Joint Grass), listed as vulnerable in NSW is required to be included in the VMP.</p> <p>The subject planning proposal is consistent with the provisions of this SEPP.</p>
State Environmental Planning Policy (Resilience and Hazards) 2021	
	<p><u>Contamination</u> A Preliminary Contaminated Site Investigation (PSI) was prepared by Land Partners dated September 2008 to support the original rezoning proposal for CURA B.</p> <p>The report identified that there was a low risk of broad scale contamination across the site. Any areas of contamination that were detected in the PSI were generally associated with existing farm structures and areas used for macadamia production.</p> <p>Further assessment relating to the removal of these structures and potential contamination will be required in association with the Stage 1 Development Application.</p>
	<p><u>Coastal Management</u> Constraints associated with coastal management can be managed or mitigated completely by the design and siting of the future lot layouts in association with the Stage 1 Development Application. The Stage 1</p>

Development Application will be required to demonstrate how the design will address any impact on the biophysical, hydrological or ecological integrity of the coastal wetland. Accordingly, this planning proposal is consistent with requirements provided in SEPP (Coastal Management).

State Environmental Planning Policy (Industry and Employment) 2021

The policy requires signage to be compatible with:

- the future character of an area
- provide effective communication in suitable locations
- be of high-quality design and finish.

The SEPP also provides time-limited consents and controls advertising in transport corridors.

Whilst the provisions of this SEPP are not directly applicable to the rezoning, any future development within land affected by this planning proposal will be subject to the provisions of Chapter 3 in relation to advertising and signage.

A future development would be subject to a development consent or be permissible without development consent under the SEPP (Exempt and Complying Codes) 2008.

State Environmental Planning Policy (Transport and Infrastructure) 2021

The proposed development may trigger requirements of SEPP Infrastructure 2007 at the development application stage in accordance with Clause 104 Traffic Generating Development due to the nature or size of the residential development. The provisions of SEPP will be addressed further at DA stage.

State Environmental Planning Policy (Housing) 2021

This SEPP applies directly to forms of residential development. This planning proposal is not considering any immediate inclusion of housing and is therefore not applicable to this planning proposal.

5.2.10 Is the Planning Proposal consistent with applicable Ministerial Directions (S.9.1 Directions)?

An assessment of the Planning Proposal and its consistency against the applicable Ministerial Directions is provided in Table 6 below.

Table 3: Consistency with applicable Section 117 (2) Ministerial Directions

Ministerial Direction	Comment
Focus area 1: Planning Systems	
1.1 Implementation of Regional Plans	Consistent. The mapping and policy amendments proposed are consistent with the

	objectives of the North Coast Regional Plan 2041.
1.2 Development of Aboriginal Land Council land.	Not applicable. There are no development delivery plans made under Chapter 3 of SEPP (Planning Systems) 2021 or interim delivery plans applicable to the site.
1.3 Approval and Referral Requirements	Consistent. No new approvals or referral requirements are proposed.
1.4 Site Specific Provisions	Consistent. This Planning Proposal is for rezoning of the subject lands only. The proposed changes will be consistent with the standard instrument zoning and will not create any unnecessarily restrictive provisions.
Focus area 1: Planning systems – Place-based	Not applicable.
Focus area 2: Design and Place	Not applicable. No ministerial directions.
Focus area 3: Biodiversity and Conservation	
3.1 Conservation Zones	Consistent. The site does not contain remnant native vegetation and the land is relatively unconstrained in an environmental capacity.
3.2 Heritage Conservation	Consistent. The planning proposal does not impact any known heritage items or conservation areas, nor does it impact any known Aboriginal items or sites of heritage significance.
3.3 Sydney Drinking Water Catchments	Not applicable. The subject land is not located within the Sydney drinking water catchment.
3.4 Application of C2 and C3 Zones and Environmental Overlays in Far North Coast LEPs	Not applicable. The planning proposal does not introduce or alter any C2 or C3 zones.
3.5 Recreation Vehicle Areas	Not applicable.
3.6 Strategic Conservation Planning	Consistent. The area to be rezoned does not contain avoided land or a strategic conservation planning area identified under the State Environmental Planning Policy (Biodiversity and Conservation) 2021.
3.7 Public Bushland	Not applicable. This direction does not apply to the Ballina LGA.
3.8 Willandra Lakes Region	Not applicable.
3.9 Sydney Harbour Foreshores and Waterways Area	Not applicable.
3.10 Water Catchment Protection	Not applicable. The land to be rezoned is not located within a water catchment listed

17002 CURA B – Planning Proposal**Planning Proposal**

	under SEPP (Biodiversity and Conservation) 2021.
Focus area 4: Resilience and Hazards	
4.1 Flooding	Consistent. The land to be rezoned is not identified by Council as being flood prone land.
4.2 Coastal Management	Not applicable. The land to be rezoned is not within the coastal zone, as defined under the Coastal Management Act 2016 – comprising the coastal wetlands and littoral rainforests area, coastal vulnerability area, coastal environment area and coastal use area.
4.3 Planning for Bushfire Protection	Consistent. The area to be rezoned is not mapped as bushfire prone.
4.4 Remediation of Contaminated Land	Consistent. The swapping of E1 and R3 zones does not trigger the need for further contamination assessment at the rezoning stage. A PSI can be completed at the DA stage, if required.
4.5 Acid Sulfate Soils	Consistent. The site contains acid sulfate soils and an ASSMP will be required at the DA stage.
4.6 Mine Subsidence and Unstable Land	Consistent. The site is not affected by mine subsidence.
Focus area 5: Transport and Infrastructure	
5.1 Integrating Land Use and Transport	Consistent. The relocation of the E1 zone to a more central position will improve access for future residents via walking, cycling and future public transport routes.
5.2 Reserving Land for Public Purposes	Not applicable. It is not proposed to reserve land for public purposes.
5.3 Development Near Regulated Airports and Defence Airports	Consistent. Ballina Byron Gateway Airport is located approximately 4.5km from the subject land. The swapping of E1 and R3 zones would not compromise the airport or its operation, nor would airport noise compromise the amenity of future development.
5.4 Shooting Ranges	Not applicable. No shooting ranges are located within proximity to the proposal.
Focus area 6: Housing	
6.1 Residential Zones	Consistent. The proposed rezoning of the land will not reduce the amount of residential land for future housing. The proposal will not result in any loss of net housing potential as it is simply a swap of land within the respective zones. A VPA exist between the developer and Council in relation to the timing of

	<p>services and infrastructure to service CURA B. This planning proposal will not impact on the already agreed to provision of services. The development application for stage 1 of CURA B will also reflect the already agreed to service staging.</p> <p>This planning proposal does not change the density provision of the R3 zone within CURA B.</p>
6.2 Caravan Parks and Manufactured Home Estates	Not applicable.
Focus area 7: Industry and Employment	
7.1 Employment Zones	<p>Consistent.</p> <p>The relocation of the E1 zone to a relatively flat area and in a centralised location will improve the functionality and accessibility of the employment lands and potentially improve economic viability.</p> <p>The proposed increase in building height will encourage a diversity of employment, commercial and residential uses.</p>
7.2 Reduction in non-hosted short-term rental accommodation period	Not applicable.
7.3 Commercial and Retail Development along the Pacific Highway, North Coast	Not applicable.
Focus area 8: Resources and Energy	<p>Not applicable.</p> <p>The area to be rezoned forms part of CURA B and is not identified for extractive industry.</p>
Focus area 9: Primary Production	
9.1 Rural Zones	<p>Consistent.</p> <p>The land is not within an existing or proposed rural zone.</p>
9.2 Rural Lands	<p>Consistent.</p> <p>The proposal will not affect land within an existing or proposed rural or conservation land use zone, nor will it alter any existing or proposed rural or conservation zone boundaries.</p>
9.3 Oyster Aquaculture	<p>Not applicable.</p> <p>The proposed rezoning will not have any impact on any priority oyster aquaculture areas.</p>
9.4 Farmland of State and Regional Significance on the NSW Far North Coast	<p>Not applicable.</p> <p>The proposal will not affect land within an existing rural or conservation land use zone.</p>

5.3 Section C - Environmental, social and economic impact

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

There are a number of ecological values to consider in relation to future development applications, however these are not directly related to this planning proposal and the re-location of the E1 & R3 zoned land.

The Ballina Nature Reserve (BNR) is situated directly adjacent to the east of the CURA B study area. The BNR covers 665 ha, is affected by tidal influences and frequently inundated after heavy rainfall (National Parks and Wildlife Service, 2003). Some of the 1st and 2nd order streams within the study area drain into the BNR.

Studies that will likely be required to support future development applications include;

1. Modelling of the options to understand how the stormwater system will influence water quality and quantity. From an ecological perspective, this should include modelling of the impacts to the adjacent wetland (water levels, hydroperiods etc). The study could also integrate the results of existing groundwater and surface water monitoring already established as part of the CURA B project.
2. Review and consideration of the existing wetland hydrology study being undertaken by Ballina Shire Council in the BNR will benefit the project, if this data becomes available.
3. If stream diversion is required, aquatic ecological studies are likely to be required, alongside consultation with Department of Planning (Water).
4. Additional targeted surveys within the direct impact areas, such as for Hairy Joint Grass

A Biodiversity Development Assessment Report (BDAR) is being prepared to support the Stage 1 Development Application. Note: the Stage 1 DA is for land subdivision and includes the area to be rezoned. However, subsequent DA's and supporting studies will be prepared for development of the relocated E1 zone.

The original rezoning for the CURA B release area took into account the likely impact of critical habitat, threatened species or ecological communities or their habitats. This planning proposal does not seek to enable an increase in development and will retain the footprint of the urban zoned land.

5.3.2 Are there other likely environmental effects as a result of the Planning Proposal and how are they proposed to be managed?

It is not anticipated that these issues will be detrimental to the proposal and will be able to be managed appropriately, mainly at the development application stage. It should also be noted, this planning proposal will not enable an increase in the development footprint of the area that has already been rezoned.

5.3.3 How has the Planning Proposal adequately addressed any social and economic effects?

The following social and economic issues have been considered:

Social impacts

Ballina has a new dwellings target of 8,500 by 2031. Most of this new growth is expected to occur west of Lennox Head in the greenfield area of Cumbalum. This planning proposal assists in reaching these targets. The area has already been rezoned for residential and commercial development in line with the Cumbalum Structure Plan. This planning proposal will relocate the E1 Centre Zone to a more centralised location, with a future built form that encourages a diversity of commercial uses and a mix of residential forms creating a vibrant hub for the wider community.

Economic impacts

An Economic Needs Assessment was undertaken by RPA in association with the original rezoning for Cumbalum Stage B which identified the need for a local centre. A subsequent report was prepared by Urbis dated January 2024 as part of the DCP amendment. This report was further updated in October 2024 and identified that with the assumed completion of the 300th Torrens Title Lot, the CURA B Neighbourhood Centre could be completed concurrently.

The study also recommends a centre of ~600 sqm focused on providing a mix of convenience, food and beverage and retail service specialty retail be provided to service the initial stage of development. The remaining E1 zoned land is to be taken up by a mix of services that will support the wider catchment with other permitted non-retail uses such as medical, gym, childcare and will be subject to operator interest.

A VPA which addresses the staging of the delivery and timing of the Neighbourhood Centre can be prepared, if required by Council. It is anticipated that the proposal will have a positive benefit on the local community in terms of financial and employment gains.

The planning proposal is not anticipated to have any adverse social or economic impacts. The proposal will enable the construction of additional housing, business and industrial opportunities within a greenfield setting.

5.4 Section D - State and Commonwealth interests

5.4.1 Is there adequate public infrastructure for the Planning Proposal?

The adequacy of public infrastructure was addressed at the original rezoning stage. This planning proposal will not impact on the already identified and agreed upon servicing of CURA B.

The Cumbalum structure plan identifies future infrastructure such as schools and community infrastructure which will be developed in association with future stages of the residential subdivision. These are also subject to an existing Voluntary Planning Agreement.

The site is well located and can be serviced by water, electricity and communications.

Public transport routes, bus stops, cycling and pedestrian connections will be provided as part of the future development of the precinct.

The relocation of the E1 zone towards the centre of the site will improve accessibility and public transport connections to the future village centre.

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

This planning proposal has yet to achieve Gateway determination therefore public consultation and government agency referrals have not yet been undertaken.

Consultation with State and Commonwealth public authorities, if required, should be identified as part of the Gateway determination.

6. Part 4 - Mapping

6.1 Proposed Land Zoning Map

Figure 14 below is an extract from the proposed land zoning map incorporating the 'swapping' of the E1 and R3 Zone.

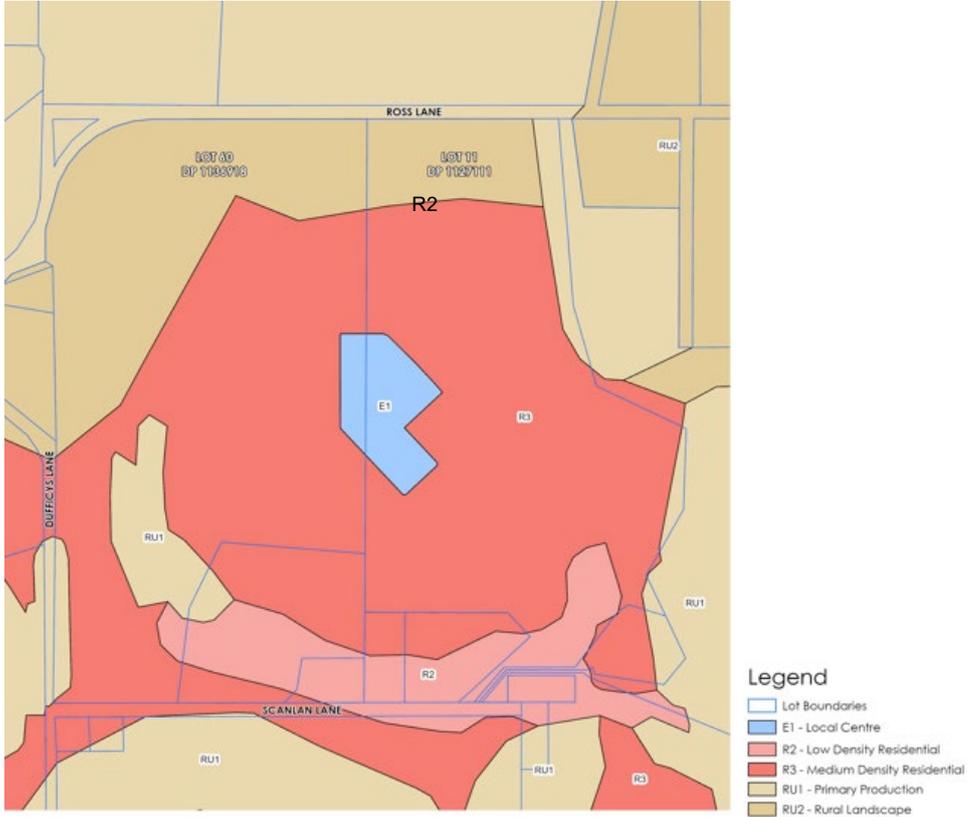


Figure 14 : Proposed Land Use Zoning Map

Figure 15 below is an extract from the proposed building height map showing the 11m height limit within the E1 zoned land area.

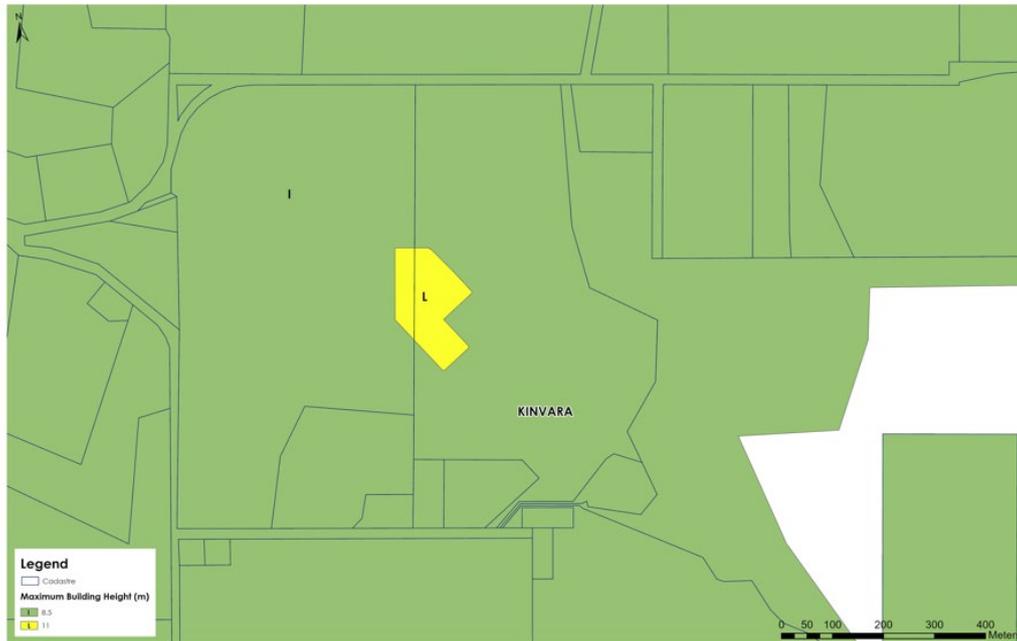


Figure 15: Proposed building height map

7. Part 5 - Community Consultation

It is proposed that this planning proposal be exhibited in accordance with the Gateway Determination and the terms of the *Environmental Planning and Assessment Act 1979*.

Further to the above, it is recommended that Council exhibit the proposal for a period of 28 days and should include:

- Notification in a local newspaper by Central Coast Council;
- Notification on the website of Central Coast Council; and
- Notification in writing to the adjoining and other affected land owners.

The exhibition will need to include:

- The planning proposal and accompanying studies and reports;
- The Gateway determination; and
- Any information or technical reports relied upon for the preparation of the planning proposal.

Further detailed public consultation initiated by the proponent is not considered necessary.

8. Part 6 - Project Timeline

Table 2 below is required to be completed by Council to estimate the timing for the completion of the planning proposal. The timeframe is based on the complexity of the proposal, additional information and agency and community consultation.

Table 3: Estimate of Project timeframe

Action	Timeframe
Anticipated commencement date (date of Gateway determination)	December 2024
Anticipated timeframe for completion of required technical information	February 2025
Timeframe for government agency consultation (pre-exhibition)	March 2025
Public exhibition (commencement and completion dates)	April 2025
Date of Public hearing (if required)	NA
Consideration of submissions	May 2025
Timeframe for government agency consultation (post exhibition if required)	June 2025
Post exhibition planning proposal consideration / preparation	July 2025
Submission to Department to finalise LEP	August 2025
Date RPA will make Plan (if delegated)	September 2025
Date RPA will forward to the Department for notification (if not delegated)	October 2025

9. Site Specific Considerations

This section identifies key characteristics of the site and its surrounds that may warrant additional impact assessment through supporting studies and investigations for the planning proposal.

9.1 Surrounding Development and Land Uses

The site is located within CURA B which includes a combination of small agricultural holdings and rural residential lifestyle lots.

Whilst impacts may be considered as minimal at this stage, the proposed stage 1 subdivision will consider the relationship of the proposed rezoning to surrounding land.

9.2 Topography

The topography varies from flat land adjacent to Ross Lane (to the north) with steep slopes extending south to Scanlan Lane and east to Dufficys Lane. The existing E1 zoned land is located on steeply sloping land with a gradient of more than 20%.

Replacing the existing E1 zoned land with R3 zoned land on the steeper slopes will enable site responsive residential housing design in this location, compared with the extensive cut that would typically be associated with retail shops and associated car parking.

The new E1 zone location within a relatively flat part of the site will reduce the need for substantial earthworks, be more accessible for pedestrians and more functional for delivery vehicles and associated car parking.

9.3 Flooding and Drainage

Drainage channels / riparian corridors extend through the site that appear to have been modified for past farming activities.

The entire precinct will be subject to bulk earthworks as part of the future development and the proposed swapping of zones will not alter impacts to the drainage channels / riparian corridors as a result of the development.

9.4 Landscapes

The site forms part of CURA B and is zoned for future residential and commercial uses.

The planning proposal will be consistent with the developing landscape in the locality.

9.5 Ecology

The site does not contain remnant native vegetation and is not mapped as having biodiversity values.

9.6 Heritage

European Heritage

No known European heritage items have been identified on or near the area to be rezoned and it is not anticipated that there will be any heritage concerns.

Aboriginal Heritage

An Aboriginal Cultural Heritage Assessment Report (ACHAR) has been undertaken by Everick Heritage in association with the Stage 1 Development Application. An extract from the ACHAR has identified Aboriginal sites as shown in Figure 16.

The area to be rezoned will not impact on the identified Aboriginal sites.

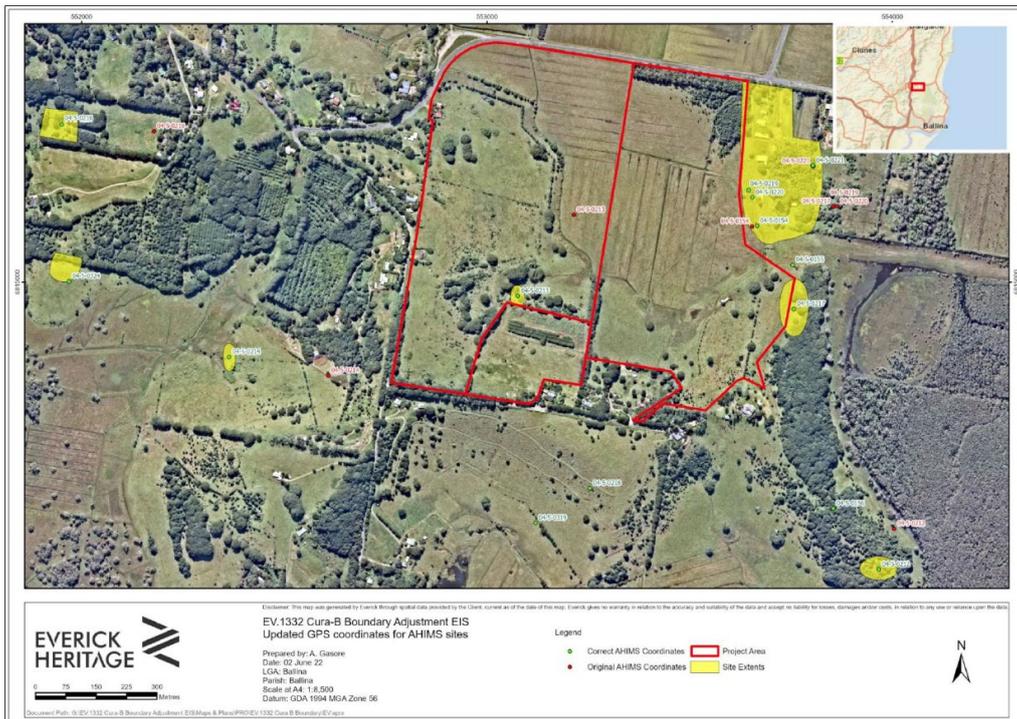


Figure 16: Updated coordinates of AHIMS Sites (Source: Everick Heritage)

9.7 Accessibility and Transport

The Ballina DCP 2012 Chapter 5.5 Cumbalum Precinct B requires access to be provided to the subject site via a roundabout at Ross Lane.

Public transport routes, bus stops, cycling and pedestrian connections will be provided as part of the future development of the precinct.

The relocation of the E1 zone towards the centre of the site will improve accessibility and public transport connections to the future village centre.

9.8 Infrastructure, Utilities and Services

The proposed swapping of zones will not create any additional demand on infrastructure, utilities and services.

The provision of infrastructure, utilities and services will be provided in accordance with:

- Ballina DCP 2012 Chapter 5.5 Cumbalum Precinct B.
- Cumbalum Precinct B Voluntary Planning Agreement.
- Ballina Infrastructure Delivery Plan and Development Services Plan.

9.9 Community and Social Services

The proposed swapping of zones will not create any additional demand for community or social services.

9.10 Key Risks and Hazards

Potential risks and hazards include bushfire, stormwater management and acid sulfate soils.

The entire precinct will be subject to bulk earthworks as part of the future development and the proposed swapping of zones will not alter impacts to the drainage channels / riparian corridors as a result of the development. These risks are being extensively addressed in association with the overall design of the stage 1 subdivision.

There is no obvious evidence of contamination. However, a Preliminary Site Investigation will be undertaken as part of any future development applications.

10. Conclusion

Relocation of the E1 Local Centre zone to a more centralised location with a building height provision of 11m, will create the opportunity for a village centre surrounded by a range of residential forms including higher densities to create a vibrant and sustainable commercial precinct that is conveniently accessible by pedestrians, cyclists and public transport.

The location of the proposed E1 zone is suitable for future development with no vegetation, slope, flooding, bushfire, heritage or archaeology constraints.

The relocation of the R3 zone to the former E1 zone location will allow more site responsive housing designs to minimise the extent of earthworks required.

The increased building height of 11m will support compact low rise development delivering a range of uses and built form outcomes to support an inclusive, diverse and prosperous community.

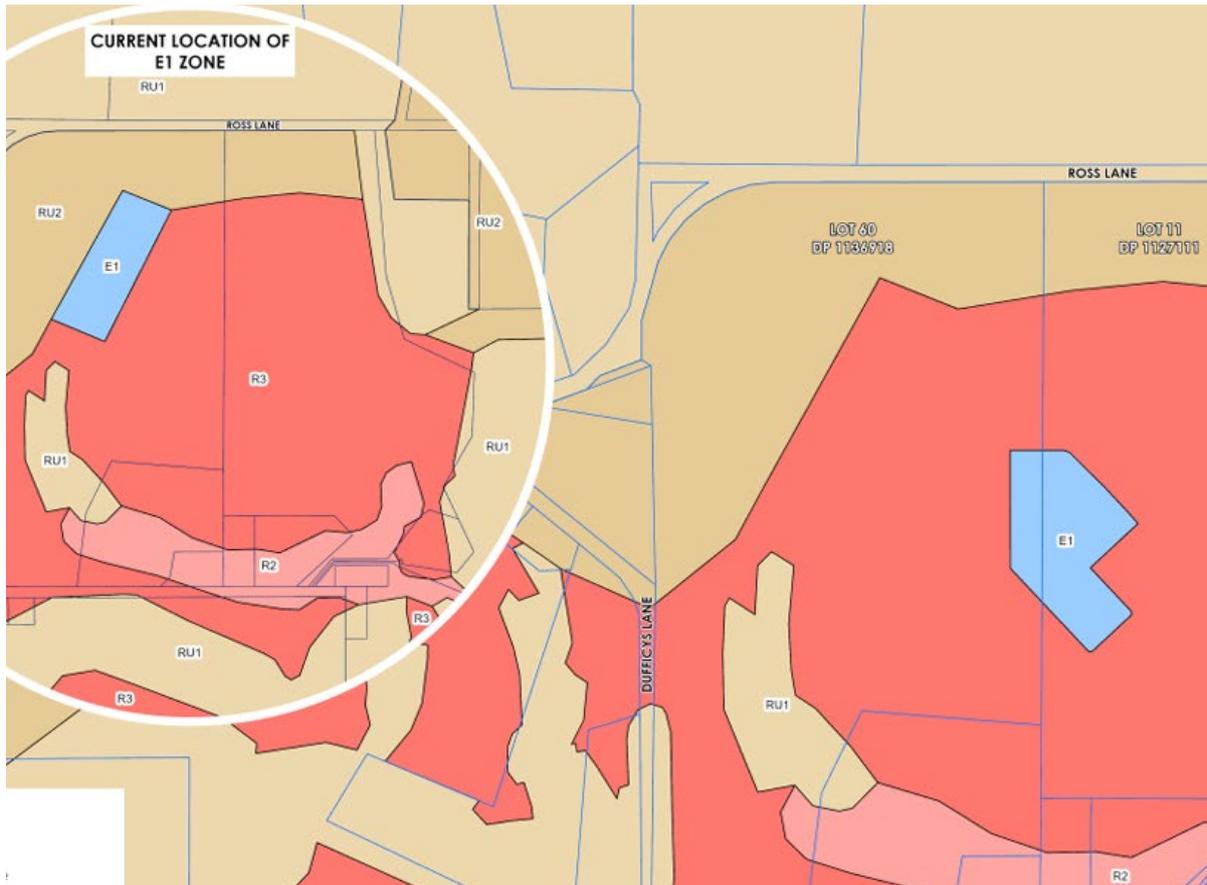
The proposed rezoning and increased building height provision for the E1 zoned land will be consistent with the desired future character and amenity of the locality and consistent with the strategic objectives for CURA B.

The Planning Proposal has strategic merit and rezoning should be supported.

**Appendix A – Current and Proposed location of the E1 Local Centre Zone
and Height of Buildings Map**

Appendix B – CURA B Stage 1 Retails Needs Assessment

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Planning Proposal BSCPP 24/005 (PP-2024-2438)

» CURA B E1 Zone Relocation & Height of Building Increase

Ballina Local Environmental Plan 2012

February 2026 (V1 Commencement - 24/005)





40 cherry street • po box 450 • ballina nsw 2478
t 1300 864 444 • e council@ballina.nsw.gov.au

ballina.nsw.gov.au

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1. Introduction

1.1 Summary

The Planning Proposal (PP) has been prepared by Barker Ryan Stewart on behalf of Lennox Head Development Corporation in relation to a rezoning in relation to land known as Cumbalum Precinct B (CURA B) being part of 47 Dufficy's Lane and Ross Lane, Kinvara described as Lot 60 DP 1136918 and Lot 11 DP 112711.

The subject site is located within a wider urban release area which includes Cumbalum Precinct A and CURA C (not yet rezoned for urban development). The subject site is currently mapped within zone E1 Local Centre Zone and R3 Medium Density Residential within the Ballina Local Environmental Plan (BLEP) 2012.

The Planning Proposal aligns with the adopted DCP amendment (August 2024). The DCP was amended following meetings and technical investigations and the rezoning means to reflect the changes.

The subject lot on which the E1 zone currently applies is Lot 60 DP 1136918, specifically in the portion located south of Ross Lane and adjoining Dufficy's Lane. In its entirety, six (6) different zones apply to Lot 60 as follows as shown on **Figure 1**

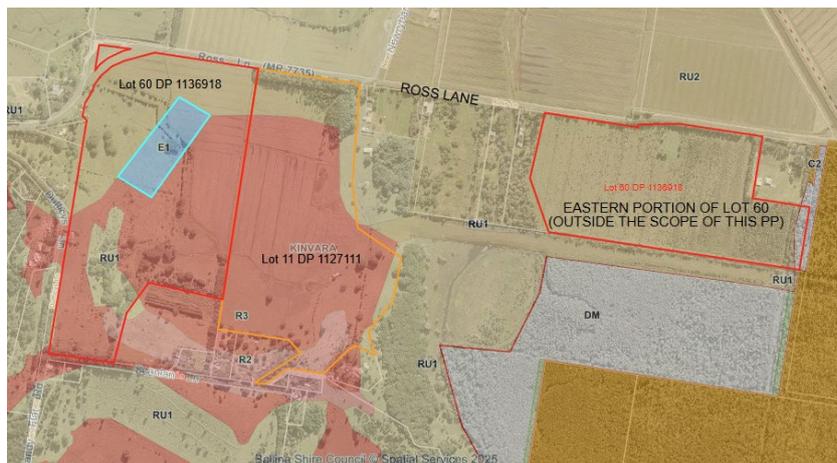


Figure 1- Existing Zoning Map

These zones include:

- R2 Low Density Residential
- R3 Medium Density Residential
- RU1 Primary Production
- RU2 Rural Landscape
- E1 Local Centre

Under the *Ballina Local Environmental Plan (BLEP) 2012*

And

Planning Proposal 24/005 – CURA B E1 Zone Relocation

- 7(a) Environmental Protection Zone under the *Ballina Local Environmental Plan (BLEP) 1987*

The portion of the site affected by the proposed rezoning is land in the E1 zone and in the R3 zone as shown on Figures 1 and 2. The remainder of Lot 60, including deferred matter land is outside the scope of this planning proposal.

The intent of the planning proposal is to effectively interchange land currently zoned E1 Local Centre with land zoned R3 Medium Density Residential, moving the E1 zoned land to a more central location within Stage 1 of the CURA B urban release area.

In addition to the rezoning, an increase in the height of building provision for the relocated E1 zoned land is sought to 11m. Consequential amendments to the Lot Size maps will also be required to reflect the change from zone E1 (800m²) to zone R3 (450m²) and vice versa. Details of the LEP map changes are provided in the table below.

The Planning Proposal has been prepared in accordance with Section 3.33 (2) of the *Environmental Planning and Assessment Act 1979* and the Department of Planning, Housing and Infrastructure’s Guidelines for Preparing Planning Proposals. It considers the planning implications of the draft LEP amendment as well as outlining the proposed development that is intended to be facilitated by the amendment.

Figure 2 below shows the existing (left) and proposed zone (right) to be applied to Lot 60 DP 1136918 and Lot 11 DP 1127111.

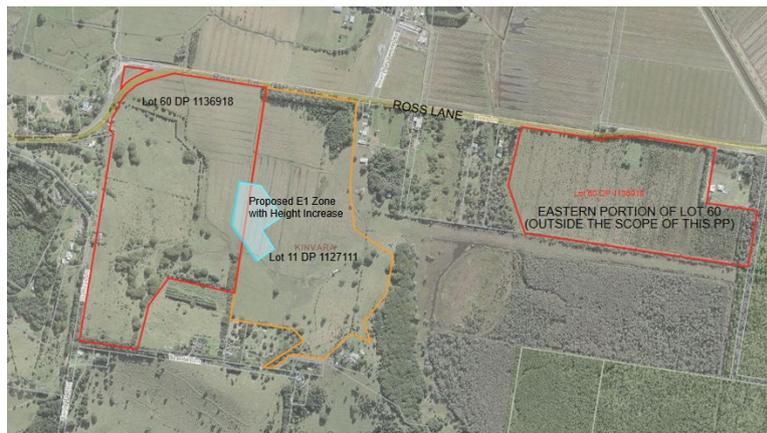


Figure 2 Proposed Location of the E1 Local Centre Zone

Planning Proposal Summary

- Rezone 23,820m² (2.38H) from R3 to E1 Local Centre.
- Rezone 29,681m² (2.97H) from E1 to R3 Medium Density Residential.
- Net effect: E1 Local Centre zone decreases from 29,681m² to 23,820m² (a reduction of 5,861m²).
- Increase maximum building height in the relocated E1 zone from 8.5m to 11m.
- Update Land Zoning Map, Height of Buildings and Lot Size LEP Maps.

Planning Proposal 24/005 – CURA B E1 Zone Relocation

- Facilitate a centralised, walkable neighbourhood centre to align with August 2024 DCP resolution.

LEP Map Affected	Applies To	Details
Height of Building Map 005	Lot 60 DP 1136918 and Lot 11 DP 1127111	Increase maximum building height in the relocated E1 zone from 8.5m to 11m
Land Zoning 005A	Lot 60 DP 1136918	Rezone 352.05m ² from E1 to R3 (mapped portion of the total area of 29,999.64m ²)
Land Zoning 005B	Lot 60 DP 1136918	Rezone 16,439.87m ² from E1 to R3 (mapped portion of the total area of 29,999.64m ²)
Land Zoning 005C	Lot 60 DP 1136918 and Lot 11 DP 1127111	Rezone 5,257.87m ² from E1 to R3 (mapped portion of the total area of 29,999.64m ²)
Land Zoning 005D	Lot 60 DP 1136918 and Lot 11 DP 1127111	Rezone 7,949.85m ² from E1 to R3 (mapped portion of the total area of 29,999.64m ²) Rezone 23,820m ² from R3 to E1 Local Centre
Lot Size Map 005A	Lot 60 DP 1136918 and Lot 11 DP 1127111	Remove 352.05m ² from MLS map-S (800m ²) Changed to R3 with the MLS G-(450m ²) (mapped portion of the total area of 29,999.64m ²)
Lot Size Map 005B	Lot 60 DP 1136918 and Lot 11 DP 1127111	Remove 16,439.87m ² of MLS S-(800m ²) changed to R3 with a subsequent MLS of G-(450m ²) (mapped portion of the total area of 29,999.64m ²)
Lot Size Map 005C	Lot 60 DP 1136918 and Lot 11 DP 1127111	Swap 5,257.87m ² from MLS S-(800m ²) to MLS G-(450 m ²) (mapped portion of the total area of 29,999.64m ²)
Lot Size Map 005D	Lot 60 DP 1136918 and Lot 11 DP 1127111	Remove 7,949.85m ² from MLS S-(800m ²) Add 7,949.85m ² of MLS G-(450 m ²) of R3 Zoned land. Add 23,820m ² of MLS S-(800m ²) as E1 zoned Land.

1.2 Background to Planning Proposal

The subject site is situated within the Cumbalum Urban Release Area Precinct B (CURA B), which forms part of the broader Cumbalum Urban Release Area, encompassing Precincts A, B, and C (not yet rezoned for development). This release area is located approximately 5.5 kilometres west of Lennox Head and 7.5 kilometres north-west of Ballina, as illustrated in Figure 2.



Figure 3: Aerial Photo of Locality (Source: Barker Ryan Stewart)

CURA B is currently zoned for residential development and supporting retail uses. The area is intended to transition from its existing rural character to a more urbanised setting.

An amendment to the Ballina Development Control Plan (DCP) Chapter 3 was adopted by Council at the Ordinary meeting in August 2024 to align with the Stage 1 Development Application, which was lodged with Council in 2025.

The amendment was undertaken following detailed technical investigations and consultation, which identified the need to relocate the village centre to a more central position within the precinct. This change was considered necessary to deliver a more coordinated and functional development outcome.

Accordingly, the adopted DCP amendment aligns the E1 zoned land with the most recent Structure Plan for the overall release area. Refer to Figure 3 below.

This planning proposal seeks to align the E1 zoned land with the most recent Structure Plan for the development of the overall release area as part of a DCP amendment adopted by Ballina Shire Council at its Ordinary meeting on 22 August 2024.

An excerpt from the DCP amendment is shown in **Figure 4** below as well as anticipated circulation of the site. The yellow asterisk symbol indicates the anticipated Local Village Centre.

Planning Proposal 24/005 – CURA B E1 Zone Relocation

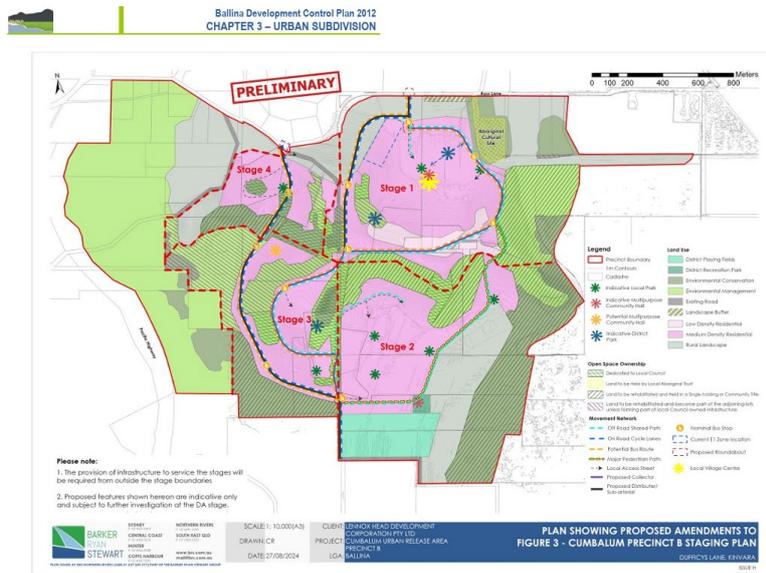


Figure 4 - Ballina DCP Chapter 3 - Urban Subdivision. 5.5 Cumbalum Precinct B

The planning proposal is consistent with the strategic planning framework applicable to the site and has local and strategic planning merit.

Specifically, the proposal seeks to amend the Ballina Local Environmental Plan 2012 (BLEP 2012) with the intended outcomes as stated below;

- Rezone land from R3 Medium Density Residential zone to E1 Local Centre zone; and
- Rezone land from E1 Local Centre zone to R3 Medium Density Residential zone; and
- Increase the maximum building height within the E1 Zone to 11m.

A draft Planning Agreement is proposed to ensure a coordinated staged approach to the rollout of commercial development in line with residential construction in the CURA B subdivision.

1.3 Council Resolutions

To be inserted

1.4 Gateway Determination

2. Planning Proposal

Section 3.33(2) of the *Environmental Planning and Assessment Act 1979* outlines requirements that must be provided when preparing Planning Proposals (PPs). The following sections provide details of the Planning Proposal as it relates to Section 3.33(2) of the Act.

Part 1 – Objectives and intended outcomes

The objective of this Planning Proposal is to:

- Relocate the E1 Local Centre zone to a more central and level site to improve accessibility and reduce earthworks;
- Facilitate a walkable neighbourhood retail centre that is integrated with surrounding medium-density housing;
- Increase the building height within the proposed E1 zone from 8.5m to 11m to support two storeys of residential above commercial ground floor;
- Ensure consistency with the Ballina LEP, LSPS, Housing Strategy 2024, and the CURA B DCP amendment 22 August 2024 (220824/5).

The proposed relocation of the E1 zone is intended to provide a more suitably level and centralised site, supporting a better planning and urban design outcome. The new location is situated at a lower and more consistent elevation (approximately 2.5 to 3 metres) compared to the current E1-zoned area, which sits on a slope of approximately 11% (31.5m fall over 284m length). The existing E1 location is constrained by its steeper topography, potential flood impacts, and concerns regarding the provision of suitable access from Ross Lane.

The land currently in the E1 zone will be rezoned to R3 Medium Density Residential. The height of building control will remain the same for this land.

Part 2 – Explanation of provisions

The Planning Proposal will require Land Zoning Maps - specifically, sheet LZN_005A, LZN_005B, LZN_005C and LZN_005D - to be amended as the subject site is mapped on the intersection of four maps. Consequential amendments will also be required to Lot Size Maps to reflect the change from zone E1 (800m²) to zone R3 (450m²) and vice versa.

It is also proposed to amend the Height of Building Mapping, specifically sheet HOB_005 040 20241210 to reflect an increase from 8.5m to 11m for the E1 zoned land.

Part 3 – Justification

Section A – Need for the planning proposal

Q1 Is the planning proposal a result of an endorsed local strategic planning statement, strategic study or report?

This planning proposal responds to the updated Structure Plan shown in Figure 3 and associated DCP amendments adopted by Council in August 2024, which were the result of more detailed site investigations and a retail study. The existing E1 land is topographically constrained, and its relocation enables a more suitable local centre.

Planning Proposal 24/005 – CURA B E1 Zone Relocation

At the August 2024 Ordinary meeting of Council, DCP Chapter 3, Urban Subdivision, Cumbalum Precinct B Amendments were adopted and are relevant to this Planning Proposal Rezoning, in particular the revised Cumbalum Structure Plan.

This Planning Proposal aligns broadly with section 5.5.2 Planning Objectives of Chapter 3- Urban Subdivision of the Ballina Development Control Plan (2012). Reducing the requirement for more excessive earthworks, the relocation of the village centre better protects the values of the land.

Objective e in section 5.5.2 is also relevant being to *provide for an energy efficient subdivision layout that is responsive to site opportunities and constraints including solar access, topography and prevailing winds;*

The new location for the E1 zone is more responsive to the steep topographic incline in the existing E1 location. The development controls relevant to future development of this land further include;

A. Element - Layout of the Village

ii. The new Village Centre is to be developed with the following characteristics;

- *Relate strongly to the new residential areas;*
- *Be located centrally to the residential areas and generally in the locations shown in Figure 1;*
- *Fully service the everyday retail needs that contribute to the establishment of a viable community, with a tenancy mix designed to cater for drop-in, passing and top up shopping trips and service local convenience shopping needs for food services and professional/ personal services;*
- *Provide for a minimum of 3,000 m² of gross commercial space across the development consisting of mixed commercial and retail uses servicing the needs of the local community;*
- *Provide for child-care centres in convenient locations to service the demands of the local community;*
- *Provide a gateway to the residential estate that is not dominated by a commercial built form but rather provides an intermediate transition from the rural/environmental to the built environment, through a mixture of building and landscaping elements;*

The proposed rezoning achieves a more central location for the village centre, improving accessibility and connectivity to future residential areas and supporting the delivery of everyday retail and convenience-based services. The repositioning of the urban centre to a lower elevation, being approximately 2.5 to 3 metres, helps reduce the visual prominence of commercial built form and supports a more gradual and context-sensitive transition from the surrounding rural and environmental landscape to the urban core. This revised location better aligns with the intent of the planning framework, allowing for a village centre that is functional, accessible, and integrated with both its natural and built context through appropriate site planning and landscaping.

Q2 Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?

Yes.

A planning proposal is the only mechanism available to realign the *Ballina LEP 2012* zone map with the adopted DCP, achieve site-responsive master planning and enable an increase in building height. As well as enabling the facilitated delivery of a viable local

centre by enabling mixed-use development, including shop-top housing, via the 11m height limit.

As no other statutory tool enables these outcomes, the planning proposal is the best means of achieving the objectives and intended outcomes.

Section B – Relationship to strategic planning framework

Q3 Will the planning proposal give effect to the objectives and actions of the applicable regional or district plan or strategy (including any exhibited draft plans or strategies)?

Yes. The *North Coast Regional Plan 2041* is the current top level strategic planning document applicable to the Ballina Shire. It provides the regional framework for the consideration of policy development and the overall vision of the future.

The site is located within the “*urban growth area*” as mapped in the *North Coast Regional Plan 2041*.

“*Support the delivery of housing supply and greater diversity in strategic and local centres, including higher density housing within and close to Ballina CBD*” is a specific action of this Plan.

This planning proposal will directly deliver on this action, while also ensuring that an appropriate area of E1 Local Centre zoning remains on the site to facilitate a local mixed-use village scale commercial development to meet the needs of residents and visitors.

The proposal aligns with the *North Coast Regional Plan 2041*, which:

- Identifies the site within an *Urban Growth Area*;
- Encourages walkable, mixed-use neighbourhoods;
- Supports housing diversity and local centres that are scaled to need.

Q4 Is the planning proposal consistent with a council LSPS that has been endorsed by the Planning Secretary or CSC, or another endorsed local strategy or strategic plan?

Yes. The proposal is consistent with the *Ballina Shire Local Strategic Planning Statement (LSPS) 2020-2040*, including the following planning priorities;

Planning Priority 5 (prosperous economy) states;

Maintain a supply of suitably located employment land, close to population centres at Alstonville – Wollongbar, and Ballina – Lennox Head, so as to foster local employment opportunities and to reduce journey to work travel distances.

Comment: The planning proposal supports the local employment function of neighbourhood centres while ensuring economic viability (Retail Report confirms excessive retail floor space is avoided). The existing E1 zoned land is located on steeply sloping land with a gradient of more than 20%.

Replacing the existing E1 zoned land with R3 zoned land on the steeper slopes will enable site responsive residential housing design in this location, compared with the extensive cut that would typically be associated with retail shops and associated car parking.

Planning Proposal 24/005 – CURA B E1 Zone Relocation

The new E1 zone location within a relatively flat part of the site will reduce the need for substantial earthworks, be more accessible for pedestrians and more functional for delivery vehicles and associated car parking.

Ballina Shire Housing Strategy 2024: Supports greater diversity of housing types including infill, attached, and medium-density dwellings enabled through increased height and flexible zoning.

Comment: The Housing Strategy principles support the delivery of diverse housing options.

Ballina Shire Council Community Strategic Plan 2022-2032 (CSP)

The planning proposal is consistent with the elements and specified outcomes contained within Council’s CSP as its objectives align with the principles of good governance as well as ensuring that planning instruments are operating optimally.

Q5 Is the planning proposal consistent with any other applicable State and regional studies or strategies?

There are no other relevant state or regional studies or strategies relevant to the planning proposal.

Q6 Is the planning proposal consistent with applicable State Environmental Planning Policies (SEPPs)?

The planning proposal is generally consistent with applicable State Environmental Planning Policies as demonstrated in the table below.

SEPP	Comments	Consistency
SEPP (Biodiversity and Conservation) 2021	Chapter 3 Koala habitat protection 2021 This Chapter aims to encourage the conservation and management of areas of natural vegetation that provide habitat for koalas to support a permanent free-living population over their present range and reverse the current trend of koala population decline.	The site is not located within the Koala Planning Area mapped with the <i>Ballina Shire Koala Management Strategy (2017)</i> . Future development applications will be accompanied by a Vegetation Management Plan (VMP) that applies to all environmental conservation and environmental management land within the stage. The management of <i>Arthraxon hispidus</i> (hairy Joint Grass), listed as vulnerable in NSW is required to be included in the VMP. To the east of the subject site is the Ballina Nature Reserve. This planning proposal is considered to be consistent with the provisions of this SEPP.
SEPP (Housing) 2021	Aim: <i>To consolidate and simplify planning provisions for various housing types to</i>	While the delivery of additional diverse housing options, and support of shop-top housing in walkable centres is consistent with

Planning Proposal 24/005 – CURA B E1 Zone Relocation

	<p><i>promote housing diversity and affordability across NSW.</i></p> <p>Key Objectives:</p> <ul style="list-style-type: none"> • <i>Facilitate diverse housing options (e.g. seniors housing, boarding houses, build-to-rent, co-living).</i> • <i>Streamline pathways for medium and high-density residential developments.</i> • <i>Align housing supply with strategic planning and infrastructure.</i> • <i>Encourage well-located, well-designed housing.</i> 	<p>the principles of this Policy, as it applies directly to forms of residential development, there are no provisions within the SEPP that are directly relevant to the proposed rezoning.</p>
SEPP (Planning Systems) 2021	<p>Chapter 2 deals with State and regional development and is applicable at DA stage rather than rezoning.</p> <p>Aim: <i>To establish efficient and transparent planning processes and support strategic planning and development assessment.</i></p> <p>Key Objectives:</p> <ul style="list-style-type: none"> • <i>Provide procedural provisions for plan-making, consultation, and exhibition.</i> • <i>Enable infrastructure contributions and planning agreements.</i> • <i>Support streamlined DA processes and consistency in planning rules.</i> • <i>Facilitate precinct planning and design excellence where relevant.</i> 	<p>The Proposal relates to rezoning only; future DA assessment will consider any applicable regional thresholds.</p>
SEPP (Resilience and Hazards) 2021	<p>Aim: <i>To ensure development appropriately considers natural and human-made hazards and supports community resilience.</i></p> <p>Key Objectives:</p> <ul style="list-style-type: none"> • <i>Regulate development on bushfire-prone land, flood-prone land, and contaminated land.</i> • <i>Ensure risk-based land use planning and adaptive design responses.</i> 	<p>Areas to be rezoned avoid mapped flood hazards; Acid sulfate soils will be managed at DA stage.</p> <p><u>Coastal Management</u> Only a minor area of land situated within the separate eastern portion of Lot 60 DP 1136918 is mapped as being within the SEPP Coastal Wetlands (approximately 426sqm/ 0.43H) and approximately 45460sqm/ 4.5H) is mapped as being within the Coastal Wetland Proximity Area. Given the substantive distance from the subject site, an NSW Coastal Design Guidelines Assessment</p>

Planning Proposal 24/005 – CURA B E1 Zone Relocation

	<ul style="list-style-type: none"> • <i>Reduce risk to people, property, and the environment.</i> <p><u>Chapter 2 Coastal Management</u></p> <p>The aim of this Chapter is to promote an integrated and co-ordinated approach to land use planning in the coastal zone in a manner consistent with the objects of the Coastal Management Act 2016.</p>	<p>checklist is not considered necessary to be undertaken.</p> <p>The planning proposal outlines constraints associated with coastal management are to be planned, managed or mitigated completely by the design and siting of the future lot layouts in association with the Stage 1 Development Application. The Stage 1 Development.</p>
	<p><u>Chapter 4 Remediation of land</u></p> <p>Aim: This Chapter aims to promote the remediation of contaminated land for the purpose of reducing the risk of harm to human health or any other aspect of the environment: <i>(a) by specifying when consent is required, and when it is not required, for a remediation work, and (b) by specifying certain considerations that are relevant in rezoning land and in determining development applications in general and development applications for consent to carry out a remediation work in particular, and (c) by requiring that a remediation work meet certain standards and notification requirements.</i></p>	<p><u>Contamination</u></p> <p>A Preliminary Contaminated Site Investigation (PSI) was prepared by Land Partners dated September 2008 to support the original rezoning proposal for CURA B.</p> <p>The report identified that there was a low risk of broad scale contamination across the site. Any areas of contamination that were detected in the PSI were generally associated with existing farm structures and areas used for macadamia production.</p> <p>Further assessment relating to the removal of these structures and potential contamination will be required in association with the Stage 1 Development Application.</p>
<p>SEPP (Transport and Infrastructure) 2021</p>	<p>Aim: <i>To support the delivery and integration of infrastructure and transport services across NSW.</i></p> <p>Key Objectives:</p> <ul style="list-style-type: none"> • <i>Facilitate development of essential infrastructure like schools, hospitals, utilities, and transport networks.</i> • <i>Provide exempt and complying pathways for public infrastructure.</i> • <i>Ensure infrastructure is appropriately located and designed to support future growth.</i> 	<p>The proposed development may trigger requirements of SEPP Infrastructure 2007 at the development application stage in accordance with Clause 104 Traffic Generating Development due to the nature or size of the residential development. The provisions of SEE will be addressed further within the development application stage.</p>

Planning Proposal 24/005 – CURA B E1 Zone Relocation

<p>SEPP (Industry and Employment) 2021</p>	<p>Aim: <i>To support industrial development and employment-generating uses while managing land use compatibility.</i></p> <p>Key Objectives:</p> <ul style="list-style-type: none"> • <i>Facilitate industrial, business, warehouse, and logistics developments.</i> • <i>Support innovation, emerging industries, and jobs growth.</i> • <i>Protect industrial land from incompatible land uses.</i> • <i>Balance environmental and amenity impacts with economic activity.</i> 	<p>Whilst the provisions of this SEPP are not directly applicable to the rezoning, any future development within land affected by this planning proposal will be subject to the provisions of Chapter 3 in relation to advertising and signage. A future development would be subject to a development consent or be permissible without development consent under the SEPP (Exempt and Complying Codes) 2008.</p>
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Q7 Is the planning proposal consistent with applicable Ministerial Directions (s9.1 Directions)?

Yes.

A number of section 9.1 Directions are relevant to the planning proposal. A section 9.1 Direction checklist is provided at Appendix 3.

Section C – Environmental, social and economic impact

Q8 Is there any likelihood that critical habitat or threatened species, populations or ecological communities, or their habitats, will be adversely affected because of the proposal?

No.

The site is largely cleared and has historically been used for grazing and agricultural activities. It does not contain mapped areas of critical habitat or threatened ecological communities. There are no mapped areas of koala habitat under the *SEPP (Biodiversity and Conservation) 2021*.

The zone swap affects already cleared land and poses no additional ecological risk.

Q9 Are there any other likely environmental effects of the planning proposal and how are they proposed to be managed?

No significant environmental impacts are anticipated as a result of the planning proposal. However, the following environmental considerations have been identified and will be managed through appropriate mechanisms at the development application stage:

- **Flooding:** A small portion of the site along the northern boundary is identified as being subject to low-medium flood hazard. The rezoning area avoids these flood-affected zones. Future development will require detailed hydraulic assessments at the development application stage to address any potential flood impacts. It is noted that existing drainage channels and riparian corridors, which appear to have been previously modified for agricultural purposes, extend through the site. The proposed zone changes

Planning Proposal 24/005 – CURA B E1 Zone Relocation

will not alter the extent or treatment of these drainage features, which will be addressed as part of the broader site earthworks.

• **Acid Sulfate Soils (ASS):** Class 3 and Class 5 acid sulfate soils are mapped in the northern section of the site. A detailed acid sulfate soil assessment will be undertaken at the development application stage, and appropriate management measures implemented if excavation or disturbance of ASS material is proposed.

• **Topography:** The proposed relocation of the E1 zone to a more level part of the site will reduce the need for more extensive cut-and-fill operations, improving the site's responsiveness to its natural topography and reducing potential impacts associated with bulk earthworks.

• **Heritage:** A locally listed dry stone wall is located southeast of the site but lies outside the proposed rezoning area and will not be impacted.

In summary, the planning proposal is expected to reduce environmental impacts associated with topography and earthworks due to the revised zoning layout. While flood hazards exist along the northern boundary, these will be appropriately managed through detailed assessments at the development application stage, and the site will require filling regardless as part of future subdivision works.

Q10 Has the planning proposal adequately addressed any social and economic effects?

Yes.

The proposed swapping of zones will not create any additional demand for community or social services.

Social effects anticipated:

- The proposal supports walkable neighbourhood design and access to essential retail and services.
- The 11m height limit allows for shop-top housing, supporting housing diversity and affordability.
- The relocation of the E1 zone to a more central location enhances accessibility for future residents and creates a vibrant community focal point.

Economic effects anticipated:

- The scale of retail is deliberately modest (~600m²) to align with Stage 1 demand and avoid oversupply, as confirmed by the Retail Needs Assessment (Urbis, 2024).
- The proposed zone enables other supporting services (e.g. childcare, medical) which add local employment and economic activity.
- Shop-top housing will increase residential density within the centre catchment, enhancing its viability and activation.

Section D – Infrastructure (Local, State and Commonwealth)

Q11 Is there adequate public infrastructure for the planning proposal?

Yes.

Planning Proposal 24/005 – CURA B E1 Zone Relocation

The site is part of the CURA B urban release area, which is being developed under a master planning and infrastructure delivery framework. The relocated E1 zone is already planned to be serviced by:

- Road access via Dufficy’s Lane and new subdivision roads;
- Sewer and water infrastructure provided as part of Stage 1 subdivision works;
- Proximity to a proposed district park and shared path network.

Detailed servicing strategies will be addressed at the DA stage for both subdivision and future built form. The planning proposal is consistent with Council’s infrastructure planning for the precinct.

Section E – State and Commonwealth Interests

Q12 What are the views of state and federal public authorities and government agencies consulted in order to inform the Gateway determination?

At this stage, no formal consultation with public authorities has occurred in response to this planning proposal. Consultation is proposed to be undertaken with the NSW Department of Planning, Housing and Infrastructure and any other relevant agencies as required by the Gateway Determination under Section 3.34 of the *Environmental Planning and Assessment Act 1979*.

Part 4 – LEP Mapping

LEP Map Amendment	Applies To	Explanation
<ul style="list-style-type: none"> • Land Zoning Map Sheets • LZN_005A, LZN_005B, LZN_005C and LZN_005D 	Lot 60 DP 1136918 and Lot 11 DP 1127111	Swap zoning of E1 and R3 areas to relocate the village centre to a flatter, more accessible central location.
<ul style="list-style-type: none"> • Height of Buildings Map Sheet HOB_005 	Relocated E1 Zone	Increase height from 8.5m to 11m to accommodate shop-top housing and a mix of ground floor commercial uses.
<ul style="list-style-type: none"> • Lot Size Map Sheets • LSZ_005A, LSZ_005B, LSZ_005C and LSZ_005D 	Lot 60 DP 1136918 and Lot 11 DP 1127111	Move the associated MLS S-800m ² to the new E1 location and revert R3 Land to MLS G-450m ² .

Part 5 – Community Consultation

This proposal will be exhibited in accordance with the Gateway determination, the terms of the *Environmental Planning and Assessment Act 1979* and Ballina Shire Council’s *Community Participation Plan (CPP) 2019*. A minimum exhibition period of 28 days is anticipated as the planning proposal will be exhibited concurrently with a draft planning agreement and associated explanatory statement.

Part 6 – Timeline

The proposed timeline for completion of the planning proposal is as follows:

Plan Making Step	Estimated Completion (Before)
Gateway Determination	April 2026
Government Agency Consultation	April – May 2026
Public Exhibition Period	May – June 2026*
Submissions Assessment	June 2026
Local Plan Making Authority (LPMA) Assessment of Planning Proposal and Exhibition Outcomes	July – August 2026
Submission of Endorsed LEP to DPHI for Finalisation	September 2026
PPA Decision to Make the LEP Amendment (if delegated) #	
Forwarding of LEP Amendment to DPHI for Notification (if delegated)	October 2026

* This may change due to time needed to draft the Planning Agreement

Appendices

Appendix 1 – Council Reports

Appendix 2 – Gateway

Appendix 3 – Section 9.1 Direction Checklist

Section 9.1 Ministerial Direction Checklist - Planning Proposal – BSCPP2024-004	
Direction No.	Compliance of Planning Proposal
Focus area 1: Planning Systems	
1.1 Implementation of Regional Plans	Consistent. The Planning Proposal is consistent with the North Coast Regional Plan 2041.
1.2 Development of Aboriginal Land Council land	Does not apply to this Planning Proposal as there are no development delivery plans under chapter 3 of SEPP (Planning Systems) 2021 or interim delivery plans applicable to the site.
1.3 Approval and Referral Requirements	Consistent. No new approvals or referral requirements are proposed.
1.4 Site Specific Provisions	Consistent. This Planning Proposal is for rezoning of the subject lands only. The proposed changes will be consistent with the standard instrument zoning and will not create any unnecessarily restrictive provisions.
1.4A Exclusion of Development Standards from Variation	Does not apply to this Planning Proposal.
Focus area 1: Planning Systems – Place-based	
1.5 to 1.22	These Directions do not apply to Ballina Shire.
Focus area 2: Design and Place	
	Does not apply to this Planning Proposal.
Focus area 3: Biodiversity and Conservation	
3.1 Conservation Zones	Consistent. The proposal does not relate to an environmentally sensitive area or land within a conservation zone. The land is relatively unconstrained in an environmental capacity. It does not contain remnant native vegetation.
3.2 Heritage Conservation	Consistent. The site does not contain any areas of heritage significance. An item of local heritage significance adjoins CURA B but the proposed rezoning will not affect the heritage significance of the heritage item.
3.3 Application of C2 and C3 Zones and Environmental Overlays in Far North Coast LEPs	Not applicable. The proposal does not involve the introduction of any environmental zones.
3.4 Recreation Vehicle Areas	Not applicable. The proposal does not enable land to be developed for the purposes of a recreational vehicle area.
3.5 Strategic Conservation Planning	Consistent. This planning proposal does not relate to land identified as avoided land or a strategic planning conservation area identified under the SEPP (Biodiversity and Conservation) 2021.
3.6 Public Bushland	Does not apply to Ballina Shire.
3.7 Water Catchment Protection	Consistent. This planning proposal does not affect land in a regulated catchment.
Focus area 4: Resilience and Hazards	
4.1 Flooding	Consistent. This planning proposal does not seek to create, remove or alter a zone or provision that affects flood prone land.
4.2 Coastal Management	Consistent. The planning proposal does not involve rezoning of land which would enable increased development (or more land-use) on land within the mapped Coastal Wetland area. The land to be rezoned is not within the coastal zone, as defined under the <i>Coastal Management Act 2016</i> .
4.3 Planning for Bushfire Protection	Consistent. The subject site to be rezoned is not mapped as being bushfire prone land. The lot to which the E1 is proposed to be relocated to contains land mapped within the bushfire buffer zone sufficiently away from the E1 zone.

Planning Proposal 24/005 – CURA B E1 Zone Relocation

Section 9.1 Ministerial Direction Checklist - Planning Proposal – BSCPP2024-004	
Direction No.	Compliance of Planning Proposal
4.4 Remediation of Contaminated Land	Consistent. A Preliminary Contaminated Site Investigation (PSI) was prepared by Land Partners dated September 2008 to support the original rezoning proposal for CURA B. The swapping of E1 and R3 zones does not trigger the need for further contamination assessment at the rezoning stage. A PSI can be completed at the DA stage, if required.
4.5 Acid Sulfate Soils	Justifiably inconsistent – an acid sulfate investigation and management plan is proposed to be undertaken at DA stage to confirm levels and for the creation of an Acid Sulfate Management Plan. <i>Extract from Ballina LEP 2013 - Acid Sulfate Soils Map (Source: NSW Government)</i>
4.6 Mine Subsidence and Unstable Land	Consistent. The subject site is not affected by mine subsidence.
Focus area 5: Transport and Infrastructure	
5.1 Integrating Land Use and Transport	Consistent. The relocation of the E1 zone to a more central position will improve access for future residents via walking, cycling and future public transport routes.
5.2 Reserving Land for Public Purposes	Consistent. This planning proposal does not create, alter or reduce existing zonings or reservations of land for public purposes.
5.3 Development Near Regulated Airports and Defence Airfields	Consistent. Ballina Byron Gateway Airport is located approximately 4.5km from the subject land. The swapping of E1 and R3 zones would not compromise the airport or its operation, nor would airport noise compromise the amenity of future development.
5.4 Shooting Ranges	Does not apply to this planning proposal as there are no shooting ranges located within proximity to the proposal.
Focus area 6: Housing	
6.1 Residential Zones	Consistent. The proposed rezoning of the urban centre will not reduce the amount of residential land for future housing. A planning agreement exists between the developer and Ballina Council in relation to the timing of services and infrastructure to service CURA B. This PP will not impact on the agreed provision of services. The service staging will also be reflected in the Stage 1 CURA B development application.
6.2 Caravan Parks and Manufactured Home Estates	Does not apply to this Planning Proposal.
Focus area 7: Industry and Employment	
7.1 Employment Zones	Consistent. The relocation of the E1 zone to a relatively flat area and in a centralised location will improve the functionality and accessibility of the employment lands and potentially improve economic viability. The proposed increase in building height will encourage a diversity of employment, commercial and residential uses.
7.2 Reduction in non-hosted short term rental accommodation period	Does not apply to planning proposal.
Focus area 8: Resources and Energy	
	Does not apply to this Planning Proposal.
Focus area 9: Primary Production	
9.1 Rural Zones	Does not apply to this Planning Proposal.

Planning Proposal 24/005 – CURA B E1 Zone Relocation

Section 9.1 Ministerial Direction Checklist - Planning Proposal – BSCPP2024-004	
Direction No.	Compliance of Planning Proposal
9.2 Rural Lands	Does not apply to this Planning Proposal.
9.3 Oyster Aquaculture	Does not apply to this Planning Proposal.
9.4 Farmland of State and Regional Significance on the NSW Far North Coast	Does not apply to this Planning Proposal.

Appendix 4 – LEP Mapping

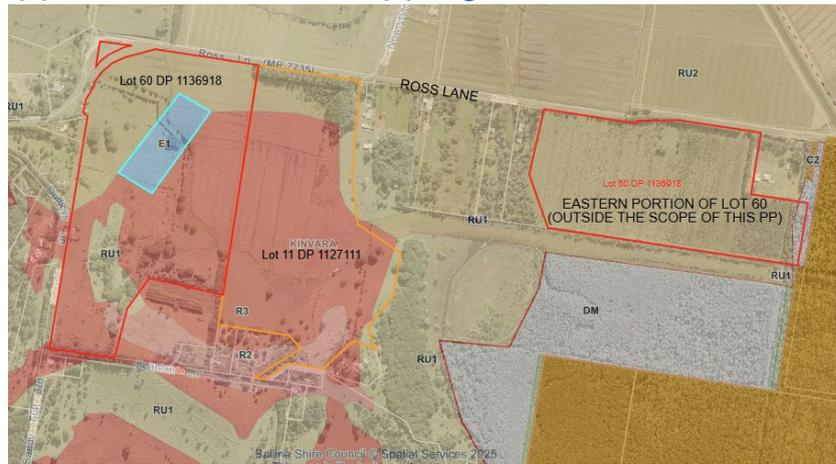


Figure 1 Existing Zone Map

Planning Proposal 24/005 – CURA B E1 Zone Relocation

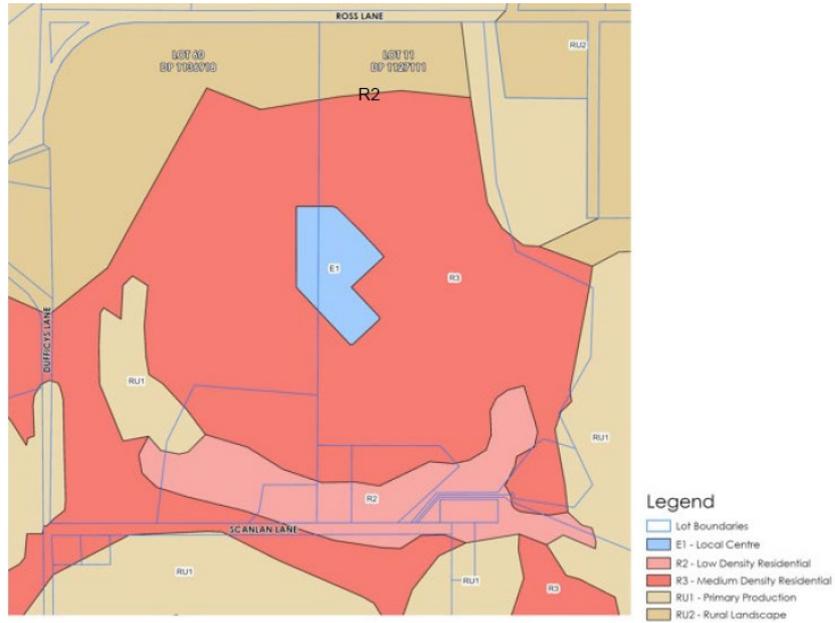


Figure 2 Proposed Zone Map



Planning Proposal 24/005 – CURA B E1 Zone Relocation

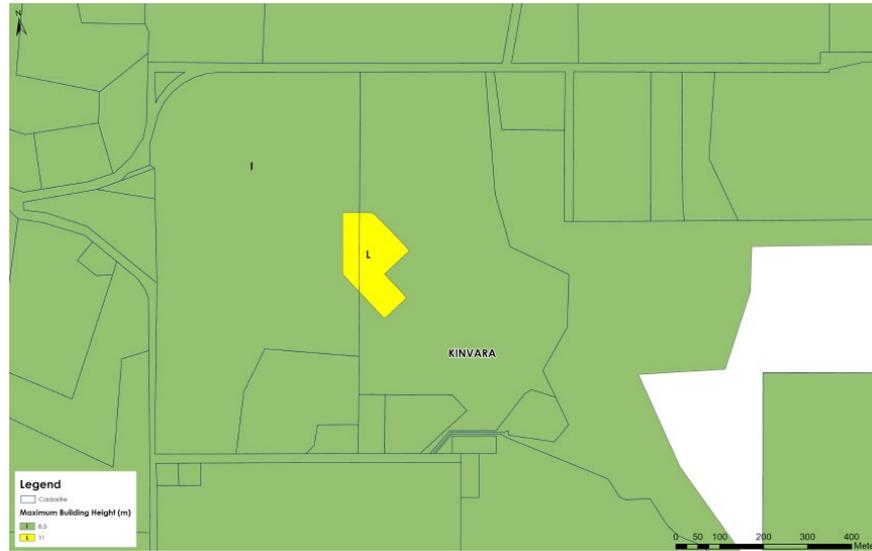


Figure 3 Existing and Proposed Height of Buildings (HOB) Maps



Planning Proposal 24/005 – CURA B E1 Zone Relocation

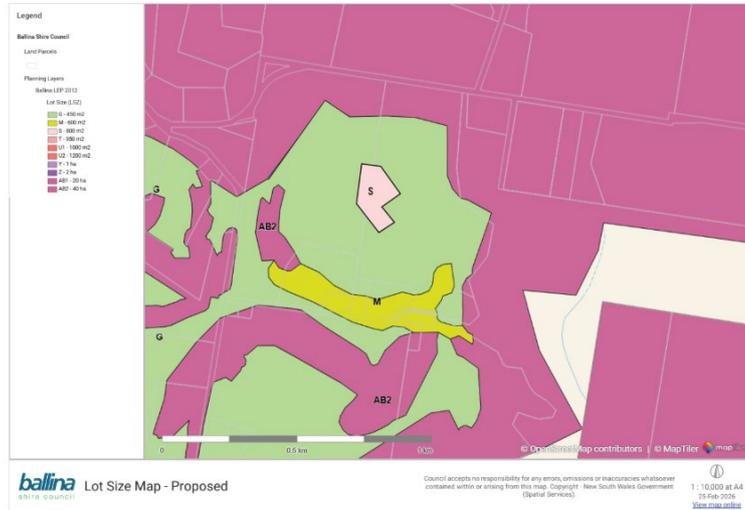


Figure 4 Existing and Proposed Lot Size Maps

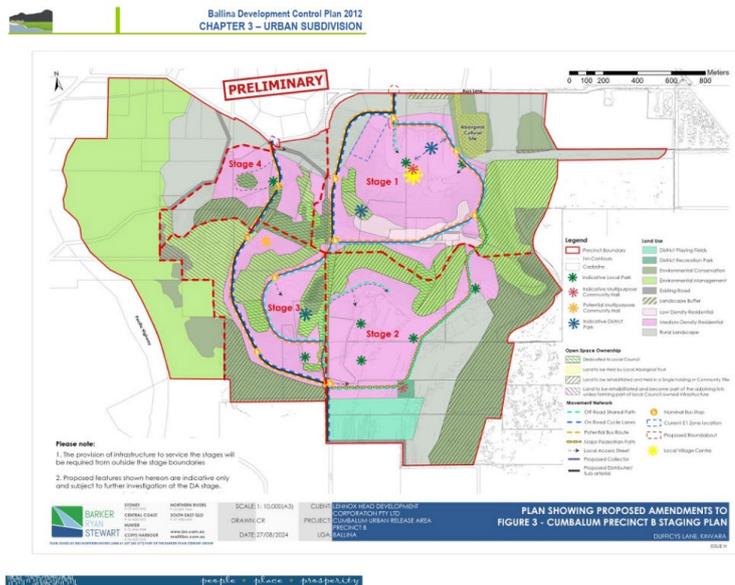


Figure 5: From the *Ballina Development Control Plan Chapter 3- Urban Subdivision*

Planning Proposal 24/005 – CURA B E1 Zone Relocation

Planning Proposal 24/005 – CURA B E1 Zone Relocation

Appendix 5 – Proponent’s Planning Proposal Request Submission



ENGINEERING
PLANNING
SURVEYING
CERTIFICATION
PROJECT MANAGEMENT
ABN 26 134 067 842

Our Ref: NRLS17002

19 June 2025

The General Manager
Ballina Shire Council
PO Box 450
Ballina NSW 2478

Attn: Georgia Buncl & Paula Newman

Saltwood Lennox - CURA B – Justification of proposed 11m Height of Buildings Limit within E1 zone

Further to your letter dated 17 December 2024, this letter outlines the justification for the proposed 11m height of buildings within the proposed E1 zone within the CURA B area.

The purpose of the increase in building height within the subject E1 zoned land is to enable three storey development that includes up to two storeys of residential development (e.g. shop top housing), above ground floor commercial or retail activities. The additional building height from 8.5m (current) to 11m (proposed), will:

- support opportunities for mixed use development in the village centre,
- enable contemporary 3 storey development that will have sufficient height to cater for ground floor shops, two levels of apartments with floor to ceiling heights of 2.7m and sufficient space for building services, parapets and any roof top structures;
- deliver diversity in housing typology and affordability in an area with good access to amenity, employment and recreational nodes;
- promote good urban design by stepping down from higher densities within the central village, to 8.5m in the future residential areas and gradually transitioning to the landscape dominated rural and conservation zones.

This proposed building height increase to 11m is consistent with the objectives of the Ballina Shire Housing Strategy 2024 as it will enable additional diverse dwelling types for those seeking an alternative to traditional detached housing and will improve housing affordability. The provision of shop top housing will also aid in the activation and economic viability of the new village centre as a result of the increased residential density.

The current Development Control Plan states that the new village centre is to:

Provide a gateway to the residential estate that is not dominated by a commercial built form but rather provides an intermediate transition from the rural/environmental to the built environment, through a mixture of building and landscaping elements.

As the CURA B site is located within a greenfield area, the character and nature of development is not influenced by existing residential or commercial development.

SYDNEY

P (02) 9659 0005
E sydney@brs.com.au

CENTRAL COAST

P (02) 4325 5255
E coast@brs.com.au

HUNTER

P (02) 4966 8388
E hunter@brs.com.au

COFFS HARBOUR

P (02) 5642 4222
E coffs@brs.com.au

NORTHERN RIVERS

P (02) 6681 6696
E northernrivers@brs.com.au

SOUTH EAST QLD

P (07) 5582 6555
E seqld@brs.com.au

www.brs.com.au

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As such the master planned layout of the Stage 1 area of CURA B has been designed to ensure the proposed village will complement the surrounding residential development and will not cause undue overshadowing, view loss or privacy impacts.

Figures 1 to 3 below shows extracts from the preliminary master plan for the Stage 1 Northern Neighbourhood. The village centre is to be relocated to a centralised location and within walking distance of future residential lots. The 11m height limits for the village centre will be separated from nearby residential by the proposed road layout and will be oriented and connected to green space including a proposed district park.

Note: the images provided below are preliminary and provided for information purposes only.



Figure 1: Preliminary Northern Neighbourhood Master Plan – showing extensive landscaping and open space

NRLS17002 - Saltwood Lennox - CURA B19 June 2025

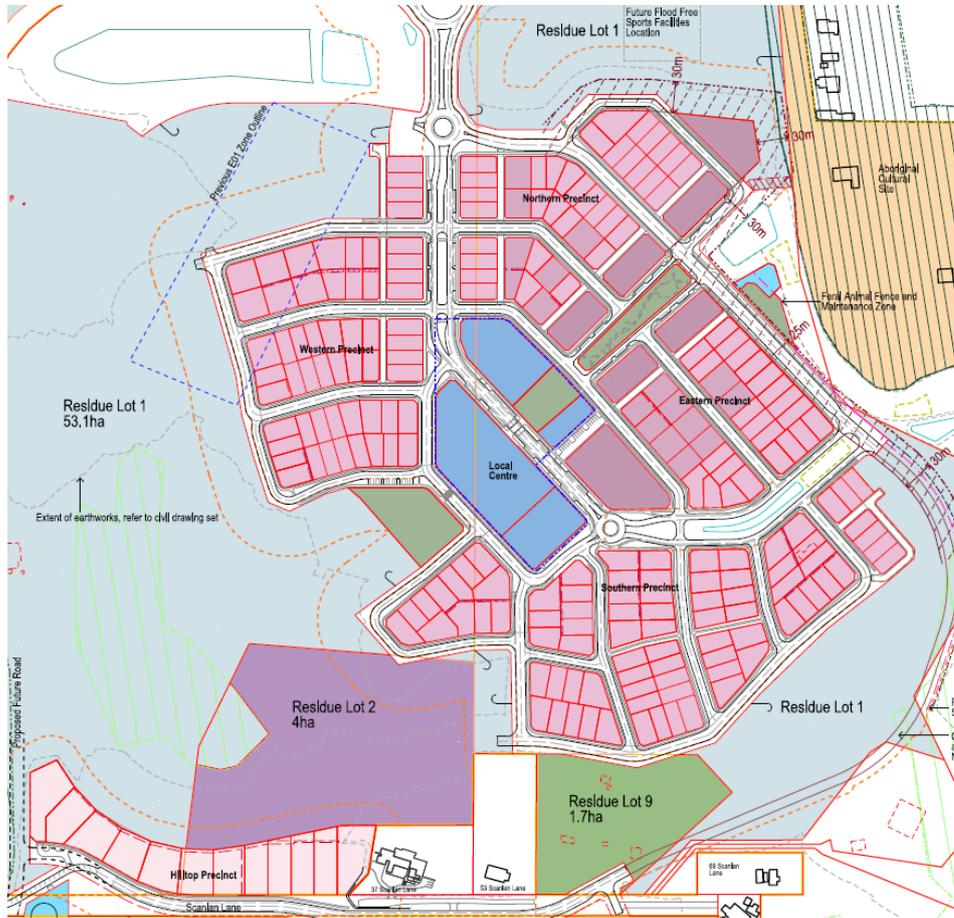


Figure 2 Preliminary Northern Neighbourhood Master Plan – showing smaller lots and terrace housing in proximity to the village centre, with larger lots located on the upper slopes.

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Figure 3 Land Use concepts being explored for the village centre and neighbouring land.

Note: Figures 1 to 3 are indicative plans for discussion purposes only and are not proposed for development at this stage.

An indicative sectional plan of an 11.0m / three-storey shop-top housing development is provided as **Attachment A**. This sectional plan confirms that contemporary mixed-use development requires a minimum height of 11.0m to cater for ground floor shops, two levels of apartments with floor to ceiling heights of 2.7m and sufficient space for building services, parapets and any roof top structures.

An 11.0m height limit will enable development outcomes comparable to the Salt Village (Kingscliff) located in the Tweed Shire Local Government Area.

Salt is a master planned community and permits building heights up to 13.6m. The Bells Boulevard precinct of Salt contains a mixture of commercial restaurants, tourism, community facilities, serviced apartments and dwelling houses in the form of apartments. This area of Salt is an example of 3 storey mixed use developments that adjoin residential development and exhibits good coastal character designed in accordance with the NSW Coastal Design Guidelines. The transition between the residential and mixed use / tourism uses has been achieved without compromising residential amenity and is testament to what can be achieved in greenfield locations through effective master planning. Images of existing buildings and commentary on the built form and character of Salt is included as **Attachment B** to this letter.

4.2 CURA B - E1 Zone Relocation and Height Increase - Planning Proposal

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To further support the change to building heights, an analysis of the height of buildings control in E1 zones within other coastal LGA's (from Tweed Shire south to Port Stephens) has been undertaken. This analysis identifies a number of towns that have adopted a height of building control in excess of 11m or greater demonstrating that this is a common approach being implemented in coastal locations within the State, refer **Attachment C** to this letter.

The proposed 11m height limit in the CURA B E1 zone is consistent with height limits adopted in similar LGA's and represents a good opportunity to provide housing diversity and improved housing affordability with increased residential densities to support the local village centre.

The proposed building height of 11m will enable contemporary building construction whilst maintaining a low-rise built form within a master planned environment that will complement surrounding development.

Kind Regards,

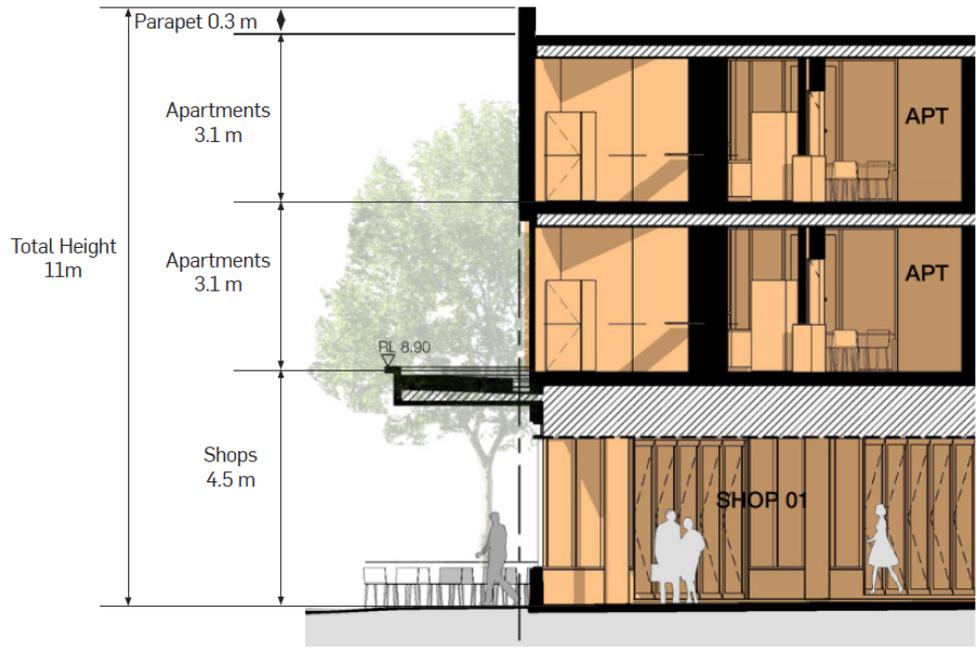


Sally McGarry | Senior Planner
Barker Ryan Stewart Pty Ltd

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Attachment A – Indicative sectional plan of 3 storey shop top housing.

Shop-Top Apartments
Section



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**Attachment B – Analysis of Salt and Casuarina master planned areas
Salt Village - commentary on built form and character**

To support the request to increase the height of buildings control within the CURA B E1 area to 11m, an assessment of the Salt Village area within the Tweed Shire has been undertaken. Salt Village has been selected as it provides a good example of three storey mixed used development that allows building heights above 9m. Salt, being a master planned community enabled the formation of an intentional, coastal character from the initial development and includes design responses to develop a strong activity centre to form the core of the village area. notably, Salt Village was one of the initial stages of the master planned community and the character of the Salt Village was set with the construction of this centre.

1. Locality

Salt Village is a master-planned community centre within Kingscliff in the Tweed Shire Local Government Area. The village centre is focused around the two large tourist resorts being “Peppers” and “Mantra” providing the population to service a series of commercial restaurants, a small shopping centre, and a pub, as well as the Salt Surf Life Saving Club. This village centre surrounds a large public park and acts as the heart of the village. Figure 1 below shows the approximate location of the Salt Village.

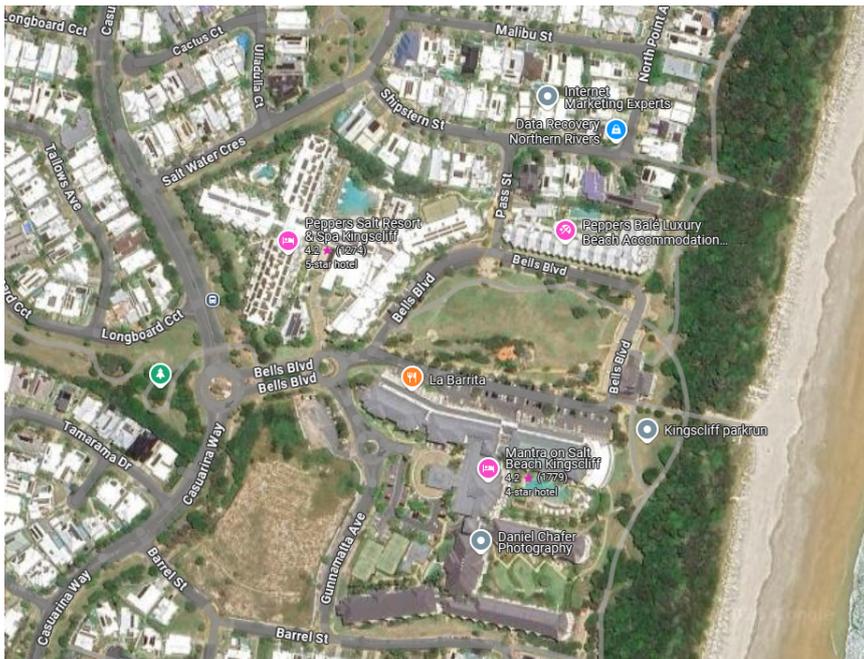


Figure 1 – Aerial Image over Salt Village (Source Google Maps)

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The village area surrounds a central park bounded by Bells Boulevard also is used as a community hub to run weekly markets and other community events. The park has also provided play infrastructure. The Salt Surf Life Saving Club is located within the eastern edge of Bells Boulevard. The site also adjoins the coastal footpath connecting the area to Kingscliff and Cabarita.

2. Built form

The built form of the Salt Village is formed by the two large tourist resorts being Peppers and Mantra. These buildings comprise 3-storey mixed use development comprising a ground floor of commercial tenancies with tourist hotel and serviced apartments above and can be seen in figures 2 & 5 below.

The other building within the Salt Village contains the Surf Life Saving Club. To provide a community function and service to the local area, and includes additional ancillary uses such as a small café.

As a master planned greenfield suburb, Salt was provided significant opportunities to establish and enhance the character of the area. Integral to this was providing pedestrian links to the coastal walkway that connects Kingscliff to Pottsville to provide a significant active transport link to other towns and centres.

The mix of uses within the commercial tenancies also allows for the activation of the Salt Village throughout the day, including opportunities for late night activation with the pub servicing tourists and locals alike.

The material selection is provided in a contemporary coastal colour palette with a mixture of materials with lightweight elements and timber detailing provided to buildings. The existing buildings have been designed with passive solar design to avoid overshadowing of public open space and adjoining residential development and includes shade structures to provide shade and shelter for pedestrians.

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Figure 2 view of Mantra mixed use development (Source Google Streetview)



Figure 3 Salt Surf Life Saving Club

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Figure 4 Existing 3 storey tourist accommodation units / serviced apartments (Source Google Streetview)



Figure 5 View of Peppers resort mixed use development (Source Google Streetview)

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3. Streetscape character

The streetscape character of the salt village area includes significant landscaping and footpaths between the built form and Bells Boulevard. The landscaping used creates a strong coastal character by using native coastal species, such as pandanus and Norfolk Island pines.

Areas of hardstand or covered space is limited to provide greater connection to the coastal use. The provision of the large central park as a play space, market grounds further strengthen the coastal connection of the streetscape.

The Salt Central Park is the central area that the salt village is focused around, with the resorts and commercial ground floor areas all overlooking the park. The Salt Village Area also adjoins the coastal pedestrian path connection Kingscliff and Pottsville. There is no barrier of entry to the Salt Village Area and provides active transport links between the Salt Village and the surrounding residential areas in an accessible and attractive way that connects to the beachfront in a controlled manner.



Figure 6 entrance to Salt Village commercial area (Source Google Streetview)

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Figure 7 secondary roundabout to provide entrance to Salt Village commercial area (Source Google Streetview)

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4. Connection to Residential Areas

This entrance is separated from the existing residential areas by Casuarina Way and the Bells Boulevard entrance to provide a gradual transition to the greater residential area of Salt. The transition is further provided through the provision of a RE1 Public Recreation zoned area that acts as a buffer between the tourist development as shown in figure 8.

A secondary road to the Salt Village is provided via Pass Street to the north of Bells Boulevard. This roadway directly adjoins residential areas the transition of this area can be seen in figure 9 & 10. This provides an example of the transition of 3 storey to 2 storey development in a development showing strong coastal character.

The transition between the 3 and 2 storey areas adjoining the northern boundary of the Peppers Resort is softened through the provision of landscaping and building setbacks throughout the entire zone interface.



Figure 8 view

from Casuarina Road of RE1 zoned buffer area to the west of Salt Village boundary (Source Google Streetview).

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Figure 9 Pass Street looking towards 'salt village' providing transition between 3 storey mixed used developments and traditional 2 storey residential developments.



Figure 10 view of existing 3 storey and 2 storey development west of Pass Street

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Relevant principal planning controls affecting the Salt Village.

The Salt Village Area is zoned SP3 (Tourism) and a height of buildings control of 13.6m. The Salt Central Park is zoned RE1 and contains a height of buildings control of 10m as shown in figures 11 & 12.

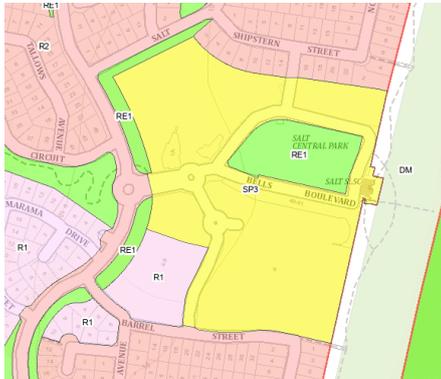


Figure 11 land zoning map of the Salt Village Area (Source NSW Spatial Viewer)



Figure 12 Height of Building Control Map of the Salt Village area (Source NSW Spatial Viewer)

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Attachment C – Analysis of height of buildings within E1 zone across multiple Coastal LGA’s.

The following table identifies the applicable height of building control in various coastal towns on land zoned E1 (from Tweed Shire to Port Stephens), where the height of building control is 11m, or greater.

LGA	Town	LEP Height of buildings map within E1 zone (m)
Tweed	Pottsville	11, 13.6
	Cabarita / Bogangar	13.6
	Casuarina	13.6
	Kingscliff (Salt)	13.6
	Banora Point	13.6
Byron	Byron Bay	11.5
Clarence Valley	Yamba	12
City of Coffs Harbour	Toormina	15.5
	Coffs Harbour	15.5
	Moonee Beach	15.5
	Woolgoolga	11, 15.5
Bellingen	Urunga	11
	Bellingen	11
	Kempsey	Excluded*
	Southwest Rocks	11
Port Macquarie-Hastings	Laurieton	11.5
	Lake Cathie	11.5
	Wauchope	11.5
	Thrumster	11.5
	Port Macquarie	11.5, 14.5, 19
Mid Coast	Gloucester	11.5
	Blueys beach	12
	Tea Gardens	12
Port Stephens	Nelson Bay	15, 17.5, 28
	Soldiers Point	15
	Raymond Terrace	12

*Excluded means that areas of land were zoned E1 that were not identified on the height of buildings map.



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PROJECT MANAGEMENT
ABN 26 134 067 842

Our Ref:NRLS17002

19 June 2025

General Manager
Ballina Shire Council

Att: Paula Newman
Coordinator Strategic Planning
Paula.Newman@ballina.nsw.gov.au

Dear Sir,

Saltwood Lennox - CURA B – Planning Agreement Letter of Offer

On behalf of Lennox Head Development Corporation Pty Ltd, and in accordance with section 7.4 of the Environmental Planning and Assessment Act, 1979 we have been instructed to submit a Letter of Offer to enter into a Planning Agreement with Ballina Shire Council.

This Letter of Offer specifically relates to the delivery and timing of the village centre located within Lot 11 DP 1127111 and Lot 60 DP1136918, Ross Lane Kinvara.

Enclosed with this letter is a copy of the previously supplied Retail Needs Assessment completed by Urbis for the Planning Proposal to relocate the E1 zone. The Urbis report states:

“We recommend a centre of ~600 sq.m focused on providing a mix of convenience, food and beverage and retail service specialty retail be provided to service the initial stage of development. The remaining E1 zoned land is to be taken up by a mix of services that will support the wider catchment with other permitted non-retail uses such as medical, gym, childcare and will be subject to operator interest”.

The Stage 1 subdivision DA currently being prepared for the Northern Neighbourhood will eventually house approximately 300 dwellings in the form of detached housing, multi-dwelling housing and terraces. Future DA's will result in a total of approximately 500 homes in the Northern Neighbourhood.

The time lag between registration of Stage 1 lots and the occupation of future dwellings is approximately 24 months (taking into account the time required for the subsequent approval and construction of 300 dwellings).

To ensure the economic viability of the village centre, it is important the future shops are not constructed prior to residents moving into the completed 300 dwellings.

Accordingly, this letter of offer proposes the delivery of a minimum of 600m² of retail floor space prior to obtaining an occupation certificate for the 301st dwelling in the Northern Neighbourhood.

In response to Councils request to include the provision of affordable housing into a Planning Agreement, we wish to advise that the master plan for the northern neighbourhood is designed to provide a mix of housing forms including small lot housing, terrace housing and shop top apartments. Our clients recognise the importance of a diverse housing mix to cater for different demographics which in turn will contribute to housing affordability by

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4.2 CURA B - E1 Zone Relocation and Height Increase - Planning Proposal

NRLS17002 - Saltwood Lennox - CURA B19 June 2025

providing housing product at differing price points. The inclusion of a commitment to provide affordable housing in a Planning Agreement is therefore not considered necessary.

It is understood that the Letter of Offer is the first step in an iterative process, and we look forward to receiving your response.

Kind Regards,



Sally McGarry | Senior Planner
Barker Ryan Stewart Pty Ltd



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ABN 26 134 067 842

Our Ref:NRLS17002

5 February 2026

General Manager
Ballina Shire Council

Att: Paula Newman
Coordinator Strategic Planning
Paula.Newman@ballina.nsw.gov.au

Dear Paula,

Saltwood Lennox - CURA B – Planning Agreement Letter of Offer Response

Thank you for your letter dated 12 January 2026 regarding the CURA B Planning Agreement Letter of Offer, and for Council's continued engagement on this matter.

We have reviewed Council's proposed amendments in detail and can confirm that the proponent agrees to the timing and staging provisions relating to the delivery of the minimum 600 m² of retail floor space. In particular, we agree to the requirement that the retail be completed within two years of the issue of the Subdivision Works Certificate, or prior to the release of the Subdivision Certificate for the 400th residential lot (whichever occurs first). We consider this mechanism to provide Council with appropriate and effective control to ensure the timely delivery of the village centre and to prevent the subdivision from advancing materially ahead of the retail component.

However, the proponent is unable to agree to the proposed security mechanism involving the potential acquisition of residential or employment-zoned land for \$1. It is our view that this provision is not appropriate in this context and raises concerns regarding lawfulness and proportionality. When read together with the agreed subdivision staging cap, Council already has a clear and enforceable mechanism to secure delivery of the retail component, and the additional security provision is neither necessary nor reasonable.

Accordingly, we confirm agreement to proceed with preparation of a draft VPA on the basis of the agreed timing and staging provisions, excluding the proposed land acquisition security mechanism.

On this basis, we propose that the VPA proceed based on the agreed timing and staging controls, without inclusion of the land acquisition security clause. Should Council wish to discuss this further, we would be happy to meet to work through the matter and progress preparation of a draft Planning Agreement that reflects an agreed and balanced outcome.

We look forward to Council's response and to continuing to work collaboratively to advance the Planning Proposal and associated Planning Agreement.

Kind Regards,

Sally McGarry | Senior Planner
Barker Ryan Stewart Pty Ltd

SYDNEY

P (02) 9659 0005
E sydney@brs.com.au

CENTRAL COAST

P (02) 4325 5255
E coast@brs.com.au

HUNTER

P (02) 4966 8388
E hunter@brs.com.au

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P (02) 5642 4222
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P (07) 5582 6555
E seql@brs.com.au

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Gateway Determination

Planning proposal (Department Ref: PP-2025-1690): To permit detached dual occupancies with consent in the 7(c) Environmental Protection (Water Catchment) Zone

I, the Director, Hunter and Northern Region at the Department of Planning, Housing and Infrastructure, as delegate of the Minister for Planning and Public Spaces, have determined under section 3.34(2) of the *Environmental Planning and Assessment Act 1979* (the Act) that an amendment to the Ballina Local Environmental Plan 1987 to permit detached dual occupancies with consent in the 7(c) Environmental Protection (Water Catchment) Zone, should proceed subject to the following.

The Council as planning proposal authority is authorised to exercise the functions of the local plan-making authority under section 3.36(2) of the Act subject to the following:

- (a) the planning proposal authority has satisfied all the conditions of the gateway determination;
- (b) the planning proposal is consistent with applicable directions of the Minister under section 9.1 of the Act or the Secretary has agreed that any inconsistencies are justified; and
- (c) there are no outstanding written objections from public authorities.

The LEP should be completed within 9 months of the date of the Gateway determination.

Gateway Conditions

1. Prior to agency and community consultation, the planning proposal is to be updated to:
 - revise the Explanation of Provisions to include a plain English summary of the proposed new clause;
 - add contextual maps showing where each area sits within the broader local government area, along with site maps featuring aerial imagery and cadastre; and
 - include consideration of all relevant objectives of the North Coast Regional Plan 2041.
2. Public exhibition is required under section 3.34(2)(c) and clause 4 of Schedule 1 to the Act as follows:
 - (a) the planning proposal is categorised as standard as described in the *Local Environmental Plan Making Guideline* (Department of Planning and Environment, August 2023) and must be made publicly available for a minimum of 20 working days; and
 - (b) the planning proposal authority must comply with the notice requirements for public exhibition of planning proposals and the specifications for material that must be made publicly available along with planning proposals as identified in *Local Environmental Plan Making Guideline* (Department of Planning and Environment, August 2023).

4.3 Detached Dual Occupancies - 7(c) Environmental Protection (Water Catchment) Zone

3. Consultation is required with the following public authorities and government agencies under section 3.34(2)(d) of the Act and/or to comply with the requirements of applicable directions of the Minister under section 9 of the Act:

- Department of Climate Change, Energy, the Environment and Water – Conservation Programs, Heritage and Regulation Group
- Department of Primary Industries and Regional Development – Agricultural and Biosecurity
- NSW Rural Fire Service
- Jali Local Aboriginal Land Council
- Rous County Council

Each public authority is to be provided with a copy of the planning proposal and any relevant supporting material via the NSW Planning Portal and given at least 30 working days to comment on the proposal.

4. A public hearing is not required to be held into the matter by any person or body under section 3.34(2)(e) of the Act. This does not discharge Council from any obligation it may otherwise have to conduct a public hearing (for example, in response to a submission or if reclassifying land).

Dated 23 September 2025



Craig Diss
Director, Hunter and Northern Region
Local Planning & Council Support
Department of Planning, Housing and
Infrastructure

Delegate of the Minister for Planning and
Public Spaces

PP-2025-1690 (IRF25/1976)

4.3 Detached Dual Occupancies - 7(c) Environmental Protection (Water Catchment) Zone



Department of Climate Change, Energy, the Environment and Water

Your ref: PP-2025-1690
Our ref: DOC25/1097098-8

General Manager
Ballina Shire Council
PO Box 450
BALLINA NSW 2478

Attention: Mr Andy Parks

Dear Mr Hickey

RE: Planning Proposal - Ballina Local Environmental Plan 1987 (BLEP) - detached dual occupancy within Zone 7(c) Water Catchment Zone (PP-2025-1690)

Thank you for your email dated 22 December 2025 about the proposed amendments to BLEP to allow detached dual occupancy within Zone 7(c) Water Catchment Zoned, seeking comments from the Conservation Programs, Heritage and Regulation Group (CPHR) of the NSW Department of Climate Change, Energy, the Environment and Water. I appreciate the opportunity to provide input.

In March 2025, Ballina Shire Council requested preliminary email advice on a potential amendment to BLEP to allow dual occupancies in Environmental Protection zones 7(c), 7(d), 7(d1) and 7(i), which currently permit only attached dual occupancies with consent. CPHR provided advice in 2 emails dated 3 April 2025 indicating:

- CPHR would likely only support the proposed LEP amendments where there can be clear demonstration that future detached dwellings are unlikely to impact biodiversity values and are in flood free locations.
- Prior to proceeding with a Planning Proposal Council is to determine whether lands zoned 7(c), 7(d), 7(d1) and 7(i) contain high environmental values (HEV) as per the North Coast Regional Plan 2041 that could be impacted through clearing associated with future detached dwellings.
- Land parcels with HEV that contain the relevant 7 zones that could be impacted by future detached dwellings be excluded from application of the detached dual occupancy provisions.
- The presence of some HEV components may be identified from existing spatial data, while others may require site visit/survey (the DCCEEW "State-wide HEV Criteria and Identification Methods at the Property Scale" document was provided to Council in the April 2025 email).

Since providing our preliminary advice the Planning Proposal has progressed to public exhibition, with a reduced scope applying only to the 7(c) Water Catchment zone under BLEP. However, no assessment has been undertaken to identify HEV areas within the planning area, despite this being a requirement of the North Coast Regional Plan 2041 (NCRP) and noted in our advice to Council in April 2025.

Level 8, 24 Moonee Street, (Locked Bag 914), Coffs Harbour NSW 2450 | environment.nsw.gov.au

4.3 Detached Dual Occupancies - 7(c) Environmental Protection (Water Catchment) Zone

Page 2

Following exhibition in November 2025, we understand the Department of Planning, Housing and Infrastructure has requested written advice from CPHR regarding consistency with Local Planning Direction 3.1 - Conservation Zones, which requires planning proposals to:

- (1) facilitate the protection and conservation of environmentally sensitive areas, and
- (2) not reduce the conservation standards that apply to the land.

Allowing detached dual occupancies in the 7(c) zone would increase development in that zone, with potential impacts including vegetation clearing associated with establishing dwelling sites, bushfire asset protection zones, access, effluent disposal and servicing. Furthermore, in some instances these impacts will not trigger entry into the Biodiversity Offset Scheme at the Development Application stage.

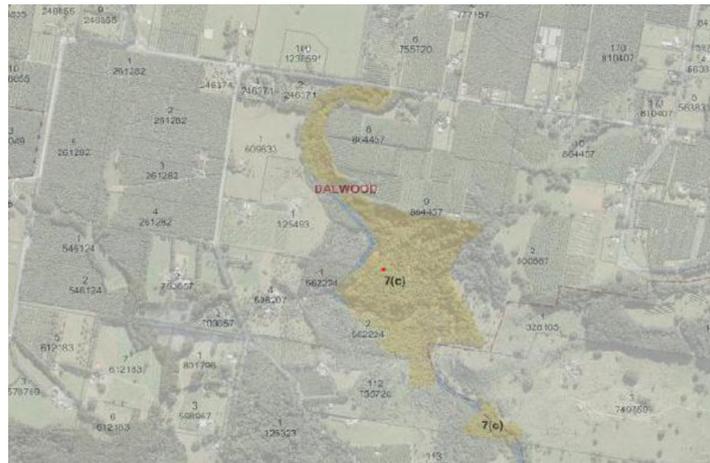
The Planning Proposal justifies enabling this land use in the 7(c) zone by stating:

the landscape in these areas is largely cleared agricultural land, predominantly used for grazing and macadamia production and is identified as 'important farmland' within the North Coast Regional Plan. As such the 7(c) zone is akin to a rural zone and does not have significant biodiversity values in the same way that most of the other '7' zones do.

Whilst there are large areas of land in this zone subject to agricultural production, our review confirmed there are also several large areas of native vegetation generally associated with watercourses that will be subject to the Planning Proposal, with some examples shown below:



7(c) zoned land with native vegetation along Duck Creek at Lynwood shaded in yellow that is subject to the Planning Proposal



7(c) zoned land with native vegetation at Dalwood shaded in yellow that is subject to the Planning Proposal

Native vegetation in the planning area is likely to comprise floodplain or rainforest threatened ecological communities and contain threatened flora species in the understorey. Such areas would likely qualify as HEV land in accordance with the NCRP and for the application of a suitable conservation zone.

Given the Planning Proposal will increase development permissibility and does not identify or exclude the parts of land parcels containing HEV land, CPHR considers the planning proposal to be inconsistent with the NCRP and Local Planning Direction 3.1.

CPHR objects to the Planning Proposal in its current form and recommends that:

1. The Planning Proposal be revised to either:
 - a. Include an additional provision in proposed clause 14A (2) that states, *the development will not have an adverse impact on native flora or fauna or on water quality, or*
 - b. Identify 7(c) zoned land subject to the Planning Proposal that contains HEV land and exclude application of the detached dual occupancy provisions to that HEV land.
2. Consideration be given to preparing a Planning Proposal to rezone the areas of identified HEV land to C2 Environmental Conservation or C3 Environmental Management in accordance with the NCRP and the Northern Councils E Zone Review Final Recommendations Report.

CPHR would reconsider our objection once recommendation 1 above has been addressed and would be pleased to engage with Council with a view to resolving this issue.

If you have any further questions about this issue, please contact Mr Dimitri Young, Senior Team Leader North, Conservation Planning and Assessment, CPHR, on 6659 8272 or at dimitri.young@dceew.nsw.gov.au.

Yours sincerely

KERRY RICHARDSON
Director, Conservation Planning and Assessment
Conservation Programs, Heritage and Regulation
30 January 2026