



Council

An Extraordinary Meeting of the City of Lismore Council will be held at the Council Chambers on Friday, 19 June 2026 at 10:00 AM

Members of Council are requested to attend.

Lismore City Council acknowledges the Widjabul Wia-bal people of the Bundjalung nation, traditional custodians of the land on which we meet.

Eber Butron
General Manager

16 June 2026



ETHICAL DECISION MAKING AND CONFLICTS OF INTEREST

A guiding checklist for councillors, staff and community committees

Ethical decision making

- Is the decision or conduct legal?
- Is it consistent with government policy, Council's objectives and Code of Conduct?
- What will the outcome be for you, your colleagues, the Council, anyone else?
- Does it raise a conflict of interest?
- Do you stand to gain personally at public expense?
- Can the decision be justified in terms of public interest?
- Would it withstand public scrutiny?

Conflict of interest

A conflict of interest is a clash between private interest and public duty. There are two types of conflict:

- Pecuniary – an interest that you have in a matter because of a reasonable likelihood or expectation of appreciable financial gain or loss to yourself or another person or entity defined in part 4 of the Lismore City Council Code of Conduct with whom you are associated.
- Non-pecuniary – a private or personal interest that you have that does not amount to a pecuniary interest as defined in the Lismore City Council Code of Conduct. These commonly arise out of family or personal relationships, or out of involvement in sporting, social, religious or other cultural groups and associations, and may include an interest of a financial nature.

The test for conflict of interest

- Is it likely I could be influenced by personal interest in carrying out my public duty?
- Would a fair and reasonable person believe I could be so influenced?
- Conflict of interest is closely tied to the layperson's definition of "corruption" – using public office for private gain.
- Important to consider public perceptions of whether you have a conflict of interest.

Identifying problems

- Do I have private interests affected by a matter I am officially involved in?
- Is my official role one of influence or perceived influence over the matter?
- Do my private interests' conflict with my official role?

Disclosure and participation in meetings

- A councillor or a member of a Council Committee who has a pecuniary interest in any matter with which the Council is concerned and who is present at a meeting of the Council or Committee at which the matter is being considered must disclose the nature of the interest to the meeting as soon as practicable.
- The councillor or member must not be present at, or in sight of, the meeting of the Council or Committee:
 - a. at any time during which the matter is being considered or discussed by the Council or Committee, or
 - b. at any time during which the Council or Committee is voting on any question in relation to the matter.

No Knowledge - a person does not breach this clause if the person did not know and could not reasonably be expected to have known that the matter under consideration at the meeting was a matter in which he or she had a pecuniary interest.

Non-pecuniary Interests - Must be disclosed in meetings.

There are a broad range of options available for managing conflicts & the option chosen will depend on an assessment of the circumstances of the matter, the nature of the interest and the significance of the issue being dealt with. Non-pecuniary conflicts of interests must be dealt with in at least one of the following ways:

- It may be appropriate that no action be taken where the potential for conflict is minimal. However, councillors should consider providing an explanation of why they consider a conflict does not exist.
- Limit involvement if practical (eg. participate in discussion but not in decision making or vice versa). Care needs to be taken when exercising this option.
- Remove the source of the conflict (eg. relinquishing or divesting the personal interest that creates the conflict)
- Have no involvement by absenting yourself from and not taking part in any debate or voting on the issue as of the provisions in the Code of Conduct (particularly if you have a significant non-pecuniary interest)

Whilst seeking advice is generally useful, the ultimate decision rests with the person concerned.

Agenda

- 1. Opening of Meeting**
- 2. Acknowledgement of Country**
- 3. Pause for reflection**
- 4. Apologies and Applications for Leave of Absence or Attendance by Audio-Visual Link**
- 5. Disclosures of Interest**
- 6. Mayoral Minute(s) and Condolence Motions**
- 7. Reports of Committees**
- 8. Matters Arising**
- 9. Reports of the General Manager**

Director Corporate Sustainability

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| 9.1 | Draft 2026-2027 Operational Plan, Draft 2026-2027 Budget by Program, Draft 2026-2027 Statement of Revenue Policy, Draft 2026-2027 Fees & Charges and Draft 2026-2036 Long Term Financial Plan..... | 5 |
| 9.2 | 2026-2027 Rates and Charges..... | 16 |
| 9.3 | Quarry Fees & Charges 2026/2027 | 19 |
| 9.4 | Strategic Asset Management Plan 2026-2036..... | 21 |
| 9.5 | Delivery Program Progress Report - 1 July to 31 December 2025..... | 23 |
| 9.6 | Risk Management Framework..... | 26 |

Director Planning and Economy

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|-----|---|----|
| 9.7 | Planning Proposal - Amendment to Lismore LEP 2012 to rezone land at 245 & 245A Oliver Avenue, 420 Oliver Avenue, and 15 Holland Street Goonellabah..... | 28 |
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- 10. Notices of Motion / Questions with Notice**

Reports of the General Manager



Report

Subject	Draft 2026-2027 Operational Plan, Draft 2026-2027 Budget by Program, Draft 2026-2027 Statement of Revenue Policy, Draft 2026-2027 Fees & Charges and Draft 2026-2036 Long Term Financial Plan
TRIM Record No	BP26/508:EF26/112
Prepared by	Manager Finance Partnering, Corporate Planning & Revenue
Reason	To adopt the 2026-2027 Operational Plan, 2026-2027 Budget by Program, 2026-2027 Statement of Revenue Policy, 2026-2027 Fees and Charges and 2026-2036 Long Term Financial Plan and comply with the Integrated Planning & Reporting Guidelines
Strategic Theme	Leadership and participation
Strategy	We communicate and engage with our community.
Action	Coordinate and initiate community engagement in Council activities and decision-making.

Executive Summary

Council resolved to endorse the public exhibition of the following documents for a period of 28 days at its Ordinary Meeting 12 May 2026:

- Draft 2026-2027 Operational Plan
- Draft 2026-2027 Budget by Program
- Draft 2026-2027 Statement of Revenue Policy
- Draft 2026-2027 Fees and Charges
- Draft 2026-2036 Long Term Financial Plan

The public exhibition period commenced 13 May 2026 and closed Thursday 11 June 2026.

Some changes have been made to the budget following the public exhibition period as a result of further reviews undertaken and additional information having been received post the May Ordinary Meeting.

Council is required to consider these changes and all submissions received during the public exhibition prior to adopting the 2026-2027 Operational Plan, 2026-2027 Budget by Program, 2026-2027 Statement of Revenue Policy, 2026-2027 Fees & Charges and the 2026-2036 Long Term Financial Plan.

Recommendation

That:

1. all submissions to the 2026-2027 Operational Plan, 2026-2027 Budget by Program, 2026-2027 Statement of Revenue Policy, 2026-2027 Fees and Charges and the 2026-2036 Long Term Financial Plan be received and noted.
2. the following documents be adopted and published:
 - a. 2026-2027 Operational Plan including:
 - i. 2026-2027 Operational Plan
 - ii. 2026-2027 Budget by Program
 - iii. 2026-2027 Statement of Revenue Policy
 - iv. 2026-2027 Fees and Charges
 - b. Resourcing Strategy incorporating:
 - i. Long Term Financial Plan 2026-2036
3. the budgeted capital expenditure of \$4,370,319 for the purchase of seven (7) garbage trucks be carried forward to the FY26/27 year (funded from expended grants).

Background

At its May Meeting, Council resolved to place the Draft 2026-2027 Operational Plan, Draft 2026-2027 Budget by Program, Draft 2026-2027 Statement of Revenue Policy, Draft 2026-2027 Fees and Charges and Draft 2026-2036 Long Term Financial Plan on public exhibition.

Council is required to consider any public submissions and proposed changes detailed in this report, prior to adopting the documents.

2026-2027 Operational Plan

The document has been updated to incorporate three reallocations of Directorate responsibilities, and three graphic design changes.

2026-2027 Operational Plan – Budget by Program

The Operational Plan is a sub-set of the Delivery Program and details activities which will occur in each of the four years and includes a detailed four-year Budget by Program that is included in the attachments to this report.

During the public exhibition period, further reviews of the budget have been undertaken. In addition, Council has received further information following the May Council Meeting that impacts the budget, requiring some changes to be made.

The main changes are outlined below:

Operating Revenue

- Decrease in operating revenue of \$116,018 due to ensuring income budgets align with the Statement of Revenue Policy. Further details included in the table below.

Operating Expenditure

- A net increase in operating expenditure of \$20,931 due to Council receiving notification of its 2026-2027 Emergency Services Levy (ESL).
- Various adjustments with a net decrease in operating expenditure of \$16,391.

Lismore City Council

Meeting held 19 June 2026 - 9.1 - Draft 2026-2027 Operational Plan, Draft 2026-2027 Budget by Program, Draft 2026-2027 Statement of Revenue Policy, Draft 2026-2027 Fees & Charges and Draft 2026-2036 Long Term Financial Plan

Capital Expenditure

- Increase of \$4,370,319 for the replacement of 7 garbage trucks. Council has received grant funding of \$5,000,000 for the replacement of 8 trucks, however only 1 has been delivered to date. It is now anticipated that the remaining 7 will be delivered in the 2026/2027 financial year. The remaining 7 trucks with a budget of \$4,370,319 will be carried forward from the 2025/2026 budget and funded from unexpended grants
- Increase in roads capital expenditure of \$2,914,294. Council has been successful in obtaining grant funding of \$4,857,156 under the Safer Local Roads Infrastructure Program (SLRIP) to upgrade the Dunoon Road/Tweed Street corridor, with works to be staged over two financial years. Council's co-contribution is included in the flood restoration portfolio budgets

The proposed changes to the 2026-2027 budget have reduced the unrestricted cash surplus marginally by \$4,540, with the surplus now projected to be \$2,612,723. Please note the operating surplus result relies on financial savings accruing during the year.

It is imperative Council starts building an unrestricted cash reserve balance to ensure it has sufficient financial capacity to fund unexpected events and to be able to reinvest in improvements and initiatives that will drive Council forward as well as improving Council's long term financial sustainability. The impact of high inflation rates and global wars is uncertain.

The table below further details the financial impacts of the proposed changes to the budget:

Program	Reason for change	2026/2027 Budget Impact Saving/(Cost)
Operating Revenue		
Stormwater Drainage	Minor amendment to match Revenue Policy (overstated)	(6,450)
Water	Amendment of revenue to match Revenue Policy (overstated)	(109,568)
Total		(116,018)
Operating Expenditure		
Emergency Services	Fire & Rescue NSW 26/27 statutory contribution advised	(59,123)
Emergency Services	NSW Rural Fire Service 26/27 statutory contribution advised	32,340
Emergency Services	State Emergency Service 26/27 statutory contribution advised	5,852
Various	Various adjustments resulting in a net decrease in operating expenditure of \$16,391	16,391
Total		(4,540)
Capital Grants		
Roads & Bridges	Dunoon Road/Tweed Street Corridor Upgrade SLRIP	2,914,294
Total		2,914,294
Capital Expenditure		
Fleet Management	Garbage truck purchases (grant funded)	(4,370,319)
Roads & Bridges	Dunoon Road/Tweed Street Corridor Upgrade SLRIP	(2,914,294)
Total		(7,284,613)
Reserve Funding		
Stormwater Drainage	Stormwater Management reserve – reduced transfer to	6,450
Water	Water Infrastructure reserve – reduced transfer to	109,568
Fleet Management	Transfer from unexpended grants (Garbage trucks)	4,370,319

Total		4,486,337
Total Budget Impact	Impact of changes on unrestricted cash surplus	(4,540)
	Unrestricted Cash Surplus (Draft Budget on Public Exhibition)	2,617,263
	Revised Unrestricted Cash Surplus	2,612,723

A summary of revised 4 year Budget by Program is shown below. Please note these results include internal transactions (ie. Internal transfers and are prior to accounting consolidation).

Budget	2026/2027 \$'000	2027/2028 \$'000	2028/2029 \$'000	2029/2030 \$'000
Operating Revenue	187,626	183,736	173,730	168,799
Capital Grants and Contributions	190,747	76,750	7,991	5,745
Total Income from Continuing Operations	378,373	260,486	181,721	174,544
Operating Expenditure	188,321	183,374	174,452	169,638
Operating Result for the year	190,052	77,112	7,269	4,906
Operating Result before capital grants and contributions	(695)	361	(722)	(839)
Unrestricted Cash Result – Surplus/(Deficit)	2,612	2,825	2,350	2,745
Capital Expenditure	225,674	110,930	41,285	32,750

2026-2027 Statement of Revenue Policy and Fees and Charges

The following changes have been proposed to the Statement of Revenue Policy or the Fees and Charges from the documents placed on public exhibition from 13 May to 11 June 2026:

- regulatory fees and charges have been updated to reflect legislative changes which Council has been made aware of since being placed on public exhibition.
- inclusion in pricing policy section of Fees & Charges report of a description for Price on Application (POA) fees.
- updated product descriptions in the Quarry fees and charges to reflect products currently offered
- amendment to GST status for some fees and charges to reflect correct treatment.
- additional explanatory wording for the “Rates & Charges Administration / Refund Fee” to include non-standard services.

2026-2036 Long Term Financial Plan

The Long Term Financial Plan (LTFP) is a 10-year rolling plan informing decision making and demonstrating how the objectives of the Community Strategic Plan and commitments of the four-year Delivery Program and the annual Operational Plan will be resourced and delivered over the short, medium, and long term. The LTFP has been updated to reflect the changes to the Budget by Program and is summarised below:

	2026-2027	2027-2028	2028-2029	2029-2030	2030-2031	2031-2032	2032-2033	2033-2034	2034-2035	2035-2036
	\$m	\$m	\$m	\$m	\$m	\$m	\$m	\$m	\$m	\$m
Operating Income	164	159	149	143	147	152	157	162	166	171
Capital Grants	191	77	8	6	8	8	8	8	8	8
Total Income	355	236	157	149	155	160	165	170	174	179
Operating Expenses	165	159	150	144	148	152	156	160	163	168
Operating Result	190	77	7	5	7	8	9	10	11	11
Operating Result before Capital Grants	(1)	0	(1)	(1)	(1)	0	1	2	3	3

The LTFP shows a projected improvement in Council's operating result before capital grants and contributions, from a loss of \$1 million in 2026-2027 to an ongoing break-even result from 2031-2032. This demonstrates Council's focus on financial sustainability in delivering essential community services, whilst being fiscally prudent in achieving an unrestricted cash surplus in each year.

Council's operating performance ratio is projected to achieve a break-even result in 2026-2027. This ratio excludes net losses from the disposal of assets.

It should be noted that the LTFP is based on a number of critical financial assumptions and existing budget methodologies. The impact of significant natural disaster restoration works on future asset maintenance, renewal and depreciation commitments needs further detailed modelling to fully understand the impacts on Council's long term financial position.

The Draft LTFP is attached to this report.

Cost Shifting

Cost shifting describes a situation where the responsibility for, or the cost of, providing a certain service, concession, asset, or regulatory function is "shifted" from one sphere of government to another sphere of government, without the provision of corresponding funding or the conferral of corresponding and adequate revenue raising capacity. In 2021 Council resolved that *"staff include in the annual budget and the annual audited financial statement to Council a separate schedule which includes the amounts cost shifted onto Council each year and that the schedule is itemised into the areas cost shifted, as categorised in the LGNSW survey, and the amounts"*.

In terms of the 2026-2027 budget, the impact of cost shifting to Council is estimated at \$9.14 million. A breakdown of the individual items is attached to this report and is based on the last survey completed and lodged in February 2025.

Comments

Finance

As detailed in the report.

Other officer comments

Included in the table of submissions.

Public consultation

The Draft Operational Plan (Draft Budget by Program), Draft Statement of Revenue Policy, Draft Fees and Charges and Draft Long Term Financial Plan were placed on public exhibition for 28 days from 13 May to 11 June 2026. The exhibited documents were made available through Council's Your Say webpage, which received 838 visits during the exhibition period and generated 523 document downloads, demonstrating strong community interest and engagement. The most downloaded documents were the Draft Budget by Program 2026–2027 (126 downloads), Draft Operational Plan 2026–2027 (115 downloads) and Budget Highlights document (75 downloads).

A total of 117 submissions were received. Redacted versions of each submission are attached in three documents being: Regional Landfill submissions; Nimbin playground submissions; and Other submissions. The submissions are summarised in the following table.

Delivery Program issue	Summary of submission/s	No. of Submissions	Officer Comment
<p>Continue planning for a new regional landfill site to service future needs.</p>	<p>Key concerns raised included the suitability of the site, potential environmental impacts, increased traffic and road infrastructure pressures, impacts on nearby residents, schools and agricultural land, and the perceived impact on the region's identity and tourism appeal. Many submitters also expressed concerns regarding the level of community consultation undertaken and requested greater transparency, independent assessment of alternative sites, and consideration of alternative waste management solutions.</p> <p>A small number of submissions raised other matters relating to community infrastructure, service delivery and budget priorities.</p> <p>Submissions were received from across the Lismore local government area and surrounding Northern Rivers communities.</p>	<p>105</p>	<p>Council Officers reiterate that the FY26/27 Budget allowance is intended to only fund <i>preliminary investigation</i> into the potential to use Blakebrook quarry as a regional waste solution. That investigation will appropriately consider the points raised in these submissions. This will ensure due process.</p> <p>By way of background the below should be noted:</p> <ul style="list-style-type: none"> • Councils current landfill capacity is forecast to be exhausted in the early 2030's • In November 2023 council resolved: <ul style="list-style-type: none"> 13.1 Waste Operation Review That Council proceed with the implementation of the Balanced Regional Model (C) as presented to councillors during the workshop on 11 September 2023 and attached. • In December 2024 – Council resolved: <ul style="list-style-type: none"> 13.2 Balanced Regional Model A That Council: <ol style="list-style-type: none"> 1. rescind its 21 November 2023 decision to implement Balanced Regional Model (C) 2. proceed to implement Balanced Regional Model (A) • In September 2025 – Council resolved: <ul style="list-style-type: none"> 12.2 New Landfill Development Project That Council progress the Landfill Development Project to concept design and business case development, including: <ol style="list-style-type: none"> a. further technical studies and investigations b. direct consultation with key stakeholders c. engagement with councils through the Northern Rivers Joint Organisation

Delivery Program issue	Summary of submission/s	No. of Submissions	Officer Comment
			The FY26/27 budget allowance is in line with actioning these council resolutions
<p>Deliver priority projects within the Nimbin Place Plan, including upgrading the existing basketball court to a multipurpose sports court and progressing improvements to Peace Park, Allsopp Park, and Main Street.</p>	<p>Submissions supporting funding for the upgrade of the Nimbin playground, citing safety concerns, ageing and damaged infrastructure, and limited play opportunities. Submitters requested the project be prioritised within the 2026/27 budget and highlighted the benefits of improved play equipment, nature-based play elements, shade, seating and accessible facilities that reflect Nimbin's unique community character. The playground was identified as an important community asset supporting children, families and visitors to the village.</p>	<p>8</p>	<p>Approximately 12 months ago, Council reinstated the soft fall surface beneath the swings. This has recently been vandalised and damaged, resulting in its removal from service. As a result, the swings have been closed and repairs are being organised prior to reopening.</p> <p>Council has also submitted a grant application for the Nimbin Peace Park Revitalisation Project, which includes the proposed replacement of the playground with a new nature based adventure play space, along with improved access, pedestrian and cycling connections, and enhanced community recreation facilities.</p> <p>Funding outcomes are expected in July 2026. This will help inform Council's future direction for the management and renewal of this asset.</p>

Delivery Program issue	Summary of submission/s	No. of Submissions	Officer Comment
Draft Economic Development Strategy	The Nimbin Chamber of Commerce supported the Draft Economic Development Strategy's recognition of Nimbin as a significant economic, cultural and tourism destination, and requested greater investment through the Operational Plan and Budget to support this role. Key matters raised included continued local management of the Nimbin Business Rate Levy, improved village maintenance and presentation, replacement of the Cullen Street public toilets, completion of the Traffic and Pedestrian Safety Management Plan, investigation of visitor information services, improved management of the Nimbin Skate Park, and renewal of the Peace Park playground. The Chamber emphasised the need for practical investment to support Nimbin's ongoing economic and community development.	1	<p>Nimbin Business Rate Levy is approximately \$19,200 and is provided annually by the Council to the Nimbin Chamber of Commerce to manage.</p> <p>Council is pursuing grant funding to revitalise Peace Park (as noted above).</p> <p>The Rainbow Walking Track project has been completed in prior years with expenditure exceeding \$2.5m. Nimbin Village Way Finding Streets and Shared Space project was completed in FY24 at a cost of \$500,000. Drainage improvements at the Nimbin Headers Football Club were completed in FY24 at a cost of \$160,000.</p> <p>A \$400,000 project for the Nimbin Pool and Peace Park was completed and acquitted in October 2025.</p>
Fees and Charges	<ol style="list-style-type: none"> 1. A business owner that provides aquatic therapy for NDIS and allied health clients expressed concern for the application of an additional hourly fee for space hire at GSAC for allied health professionals. 2. Objection to RTRL copy charges 	2	<p>The increase is necessary to support the financial sustainability of GSAC.</p> <p>Copying and printing are not core library services, we're unable to match the lower prices of large commercial providers. Our pricing ensures we recover costs, use resources responsibly, and maintain accessible services across our regional libraries.</p>
Other	<ol style="list-style-type: none"> 1. Requesting funding be sought for investigation and design of a purpose-built building in the Cultural precinct to houses various art and historical collections 2. Submission received objecting to a proposal but not specific as to which proposal. 	2	<p>Council staff note the request to seek funding for a purpose built Cultural building and will consider appropriate grant funding options.</p>

Conclusion

The Operational Plan, Budget by Program, Statement and Revenue Policy and Fees and Charges, and Long-Term Financial Plan have required some changes following the public exhibition period of 13 May to 11 June 2026 as detailed in this report. It is recommended that Council adopts the documents and publishes them on Council's website.

Attachment/s

1. Draft Budget by Program 2026-2027 (Over 7 pages)
2. Draft Long Term Financial Plan 2026-2036 (Over 7 pages)
3. Draft Statement of Revenue Policy 2026-2027 (Over 7 pages)
4. Draft Fees and Charges 2026-2027 (Over 7 pages)
5. Cost Shifting Survey (Over 7 pages)
6. Draft Operational Plan 2026-2027 (Over 7 pages)
7. Nimbin playground submissions (Over 7 pages)
8. Other submissions (Over 7 pages)
9. Regional Landfill submissions (Over 7 pages)

Report

Subject	2026-2027 Rates and Charges
TRIM Record No	BP26/515:EF26/25
Prepared by	Grants Revenue & Rates Lead
Reason	To comply with the legislative requirements of the Local Government Act 1993 and for Council to make the 2026-2027 Rates and Charges
Strategic Theme	Leadership and participation
Strategy	We provide effective management and responsible governance.
Action	Ensure the efficient and effective operation of Council.

Executive Summary

This report presents recommendations that if adopted would allow Council to comply with the provisions of the *Local Government Act 1993* (Act) in relation to the making of the 2026-2027 Rates and Charges. This is consistent with the advertised draft Operational Plan and Budget 2026-2027.

Recommendation

That in accordance with Section 405 of the *Local Government Act 1993*, Council makes the Rates, Wastewater Charges, Waste Management Charges, Water Charges, Stormwater Management Services Charges and Interest Charges for 2026-2027 as set out in the attached document.

Background

Council has prepared a draft Operational Plan and Budget 2026-2027 which includes the Draft Statement of Revenue Policy (The Policy). The Policy lists all rates and charges proposed to be levied in 2026-2027. On the basis Council adopts the Operational Plan and Budget 2026-2027, this report is prepared for Council to make the 2026-2027 rates and charges in accordance with its statutory obligations.

2026-2027 Rates and Annual Charges

The Revenue Policy lists all proposed 2026-2027 rates and charges. The following is a selection of the main rates and charges:

Ordinary Rates

The NSW Independent Pricing and Regulatory Tribunal determined the rate pegging percentage increase for 2026-2027 was 3.1%. This has been factored into the rating structure for 2026-2027.

Base Rate

A base rate is charged to all rateable properties. The base rate relates to costs Council considers are of equal value to a ratepayer regardless of the location of a property or its valuation. Costs considered reasonable to include in the base rate amount relate to Councillors, Corporate Management, Corporate Centre, Financial Services and Regulatory Services (Development and Compliance). The base rate has been increased in line with the 3.1% allowable rate peg (plus rounding) and will be \$490 in 2026-2027.

Wastewater Charges

The charges have been increased by 3.1% for the 2026–2027 financial year, in line with the approved rate peg.

Waste Management Charges

A full schedule of waste and resource recovery charges is detailed in the Revenue Policy for the 2026–2027 financial year, with all domestic waste management and waste collection charges levied as annual charges under Sections 496 and 501 of the Local Government Act 1993, and therefore applicable for the full year irrespective of usage.

Following the restoration of Council's waste cell to its pre-2022 flood operational capacity, the Queensland waste levy of \$75.00 per service will be discontinued for the 2026–2027 financial year.

Council will reintroduce the Waste Minimisation charge of \$65.00 per service in 2026–2027.

In addition, a Waste Infrastructure Charge of \$125.00 per service will be introduced in 2026–2027. This charge is expected to generate approximately \$1.94 million in revenue and will support the funding of landfill cell capping and other critical waste infrastructure. The charge will be applied to each rateable assessment receiving a waste service, in accordance with section 501 of the Local Government Act 1993.

Waste services have been reviewed, with changes incorporated into the 2026–2027 financial year, including updates to service delivery and the associated charging structure. These changes are intended to better align charges with the cost of service delivery and support the long-term financial sustainability of Council's waste operations.

Stormwater Management Services Charges

The Stormwater Management Services charge is applied to rateable land within the Lismore urban area, subject to exemptions in accordance with the Revenue Policy for 2026–2027.

Stormwater charges will remain unchanged for the 2026–2027 financial year.

For residential lots, the charge is \$25.00 per assessment, and for residential strata and company titled land, the charge is \$12.50 per unit.

For business properties, the charge is based on land area, with a minimum charge of \$25.00 for properties up to 350m², plus \$25.00 for each additional 350m² or part thereof.

For business properties over 4,200m², the charge is based on the proportion of impervious area, with a minimum charge of \$300.00, plus \$25.00 per 350m² (or part thereof) of impervious area. An appeals process is available for these properties to review the assessed charge.

Business strata and company titled properties are charged on a proportional basis according to unit entitlement, with a minimum charge of \$5.00 per unit.

A full schedule of charges and related details is provided in the Revenue Policy for 2026–2027.

Water Charges

Council applies a user-pays policy for water charges. The 2026–2027 charges have been set in accordance with this approach, comprising both a consumption-based charge and a fixed service availability charge.

Water consumption is charged at \$5.81 per kilolitre. Fixed service availability charges are applied based on the size of the water service connection, with a full schedule of charges detailed in the Revenue Policy for 2026–2027.

Interest Charges

In accordance with Section 566 (3) of the *Local Government Act 1993*, the interest rate on overdue rates and charges will be 9.5%.

Maps and Schedules

Council is required to provide maps and schedules of some of its rates and charges. Copies of these are provided as attachments to this report.

Comments

Finance

The recommended 2026-2027 Rates and Charges are consistent with those advertised in the draft Operational Plan and Budget 2026-2027 and are supported.

Public consultation

The draft Operational Plan and Budget 2026-2027, which includes the Rates and Charges, was on public display from 13 May 2026 to 11 June 2026.

Conclusion

Council is required to adopt the 2026-2027 rates and charges. The rates and charges to be made include ordinary rates, base rate, wastewater charges, waste charges, water charges, stormwater management services charges and interest on overdue rates and charges.

The recommendations are worded to meet Council's statutory obligations when deciding the 2026-2027 Rates and Charges and are consistent to that proposed in the draft Operational Plan and Budget 2026-2027.

Attachment/s

1. Rates and Charges 2026/2027 (Over 7 pages)

Report

Subject	Quarry Fees & Charges 2026/2027
TRIM Record No	BP26/533:EF19/24-8
Prepared by	Corporate Accountant
Reason	For Council to adopt the proposed fees and charges for Blakebrook Quarry for the 2026/2027 financial year.
Strategic Theme	Leadership
Strategy	Ensure effective governance, advocacy, engagement and partnerships with a focus on long-term financial sustainability
Action	Provide responsible, transparent and accountable leadership with sustainable management of Council finances, assets, risks and human resources

Executive Summary

Council's fees and charges for its quarry products do not form part of the publicly advertised fees and charges document. Section 4.24 of the NSW Integrated Planning and Reporting (IP&R) Guidelines allows Council to exclude information from its statement of fees and charges if disclosure would provide a commercial advantage to a competitor.

Council requires flexibility in setting pricing for its quarry products so it can respond in a timely manner to changes in costs of production and other market influences. The quarry is a declared business activity of Council, which further justifies the need to react promptly to changes in economic conditions.

Applying section 4.24 of the IP&R Guidelines gives Council this flexibility and allows Council to change its fees and charges without having to seek public submissions.

Council staff have developed the proposed fees and charges for its quarry products for the 2026/2027 financial year and is seeking Council to adopt these, effective from 1 July 2026. Further information is provided in the report.

Recommendation

That Council adopt the proposed fees and charges for its quarry products for the 2026/2027 financial year as included in this report, effective from 1 July 2026.

Background

Fees and charges for Council's quarry products have been developed for the 2026/2027 financial year. These fees and charges did not form part of the Draft Fees and Charges for 2026/2027 that were placed on public exhibition following the May Council Meeting (with the fees and charges listed as price on application within the public document). The relevant legislative provision for this is section 4.24 of the NSW Integrated Planning and Reporting (IP&R) Guidelines, which allows councils to exclude information from their statement of fees and charges if disclosure would provide a commercial advantage to a competitor.

Not publicly advertising fees and charges for Council's quarry products ensures that a competitor cannot gain a commercial advantage by advertising these in advance of the new financial year. In addition, Council requires flexibility in setting the price of its quarry products due to changes in costs of production or market influences, such as the price of fuel and other inflationary impacts. Taking this approach allows

Council to adjust its pricing as required without the need to amend the fees and charges document and seek public submissions.

This report is seeking for Council to formally adopt the fees and changes for its quarry products for the 2026/2027 financial year, effective from 1 July 2026.

Comments

Finance

As detailed in the report.

Public consultation

Public consultation is not required in accordance with section 4.24 of the IP&R Guidelines as it may confer a commercial advantage on a competitor of Council.

Conclusion

Council staff have developed fees and charges for its quarry products for the 2026/2027 financial year and are recommending that Council adopt these to be effective from 1 July 2026.

Attachment/s

1. Quarry Fees and Charges 2026/2027 - *This matter is considered to be confidential under Section 10A(2) (d i) of the Local Government Act, as it deals with commercial information of a confidential nature that would, if disclosed prejudice the commercial position of the person who supplied it*

Report

Subject	Strategic Asset Management Plan 2026-2036
TRIM Record No	BP26/377:EF26/79
Prepared by	Strategic Asset Engineer
Reason	To adopt the revised Strategic Asset Management Plan to support the delivery of the Community Strategic Plan
Strategic Theme	Leadership
Strategy	Ensure effective governance, advocacy, engagement and partnerships with a focus on long-term financial sustainability
Action	Provide responsible, transparent and accountable leadership with sustainable management of Council finances, assets, risks and human resources

Executive Summary

The *Local Government Act 1993* requires Councils to operate within the Integrated Planning & Reporting (IP&R) framework, which guides the strategic direction of Council and delivery of its services. A key component of this framework is the Resourcing Strategy, comprising the Long-Term Financial Plan (LTFP), Workforce Management Plan and Asset Management Plan (AMP), which together support implementation of the Community Strategic Plan (CSP).

A review of Council's Strategic Asset Management Plan (SAMP) has been undertaken to ensure alignment with the IP&R framework, current CSP, LTFP and other Council strategies. Necessary changes have been incorporated to strengthen strategic alignment, improve clarity and support informed decision-making regarding Council's assets. The Asset Management Policy has also been reviewed with no changes required.

Recommendation

That Council adopts the revised the Strategic Asset Management Plan as part of the Integrated Planning and Reporting Framework.

Background

Under the *Local Government Act 1993*, Councils are required to prepare and adopt an Asset Management Policy, Asset Management Strategy and Asset Management Plans in accordance with the Integrated Planning and Reporting (IP&R) Framework. The objective of the planning framework is to establish a guide for the planning, construction, maintenance, operation, renewal and disposal of Council's infrastructure assets essential for providing services to the community.

Lismore City Council's SAMP incorporates both the Asset Management Policy and Asset Management Strategy, forming the overarching framework for asset management across the organisation. The SAMP is supported by detailed Asset Management Plans (AMPs), which provide information on service levels, maintenance requirements, capital renewal programs and upgrade needs for individual asset classes.

These documents are dynamic and are subject to ongoing review to reflect changes in Council priorities, service expectations and available resources. A review of the SAMP has recently been completed, with some updates made to remove duplication, improve clarity and ensure alignment with the current CSP and other relevant Council strategies.

The Asset Management Policy has been reviewed with no changes required.

Summary of changes

The key sections changed in this update include:

- Executive summary – reduced from 13 pages to 1 page to give a simplified overview
- Levels of Service – this section has been updated to bring it into better alignment with the IPWEA approach and for consistency in AMPs
- Future Demand – this section has been updated to reflect Council’s current objectives and strategies (including significant growth) and has been developed in consultation with Strategic Planning
- Risk Management – this section has been updated to align with the work Council is undertaking on the enterprise risk management framework.
- Financial Reporting – financial data updated to align with the LTFFP in consultation with Council’s Finance Team. Some figures have been removed as they are included in the individual AMPs.

Public consultation

The updated SAMP is a revision of the documents adopted in 2025, with updates to financial data, improved alignment with strategic objectives and minor improvements to content and structure.

The IP&R framework does not require exhibition of asset management planning documents, which are intended to be maintained as ‘living’ documents, monitored regularly and updated as required.

The review and updates have been developed through internal consultation across relevant areas of Council, including Finance, Operations, Strategic Planning, Risk Management and the Executive Leadership Team.

Conclusion

Council’s SAMP has been reviewed and updated to align with the LTFFP, CSP and other relevant strategic documents. No changes have been made to the Asset Management Policy.

Adoption of the revised SAMP supports sustainable asset management and informed decision-making for service delivery.

It is recommended Council adopts the revised SAMP as part of the IP&R framework.

Attachment/s

1. Strategic Asset Management Plan (SAMP) (Over 7 pages)
2. Asset Management Policy (Over 7 pages)

Report

Subject	Delivery Program Progress Report - 1 July to 31 December 2025
TRIM Record No	BP26/521:EF19/798-8
Prepared by	Coordinator Corporate Planning & Reporting
Reason	To update Councillors and the community of our progress on Delivery Program actions.
Strategic Theme	Leadership
Strategy	Ensure effective governance, advocacy, engagement and partnerships with a focus on long-term financial sustainability
Action	Provide responsible, transparent and accountable leadership with sustainable management of Council finances, assets, risks and human resources

Executive Summary

The attached Progress Report provides a summary of progress against each of the activities in the Delivery Program 2025-2029 and Operational Plan 2025-2026 for the period 1 July to 31 December 2025.

Recommendation

That Council receive and endorse the attached Delivery Program Progress Report for the period 1 July to 31 December 2025.

Background

The *Local Government Act 1993* requires the General Manager to provide a report on the progress of the implementation of Council's Delivery Program (DP) at least every six months. The attached report covers the period 1 July 2025 through to 31 December 2025 and includes a traffic light status update with supporting commentary for the Delivery Program 2025 – 2029 /Operational Plan 2025 - 2026.

This will be the first progress report on actions from the Community Strategic Plan 2025 - 2035 and associated Delivery Program and Operational Plan.

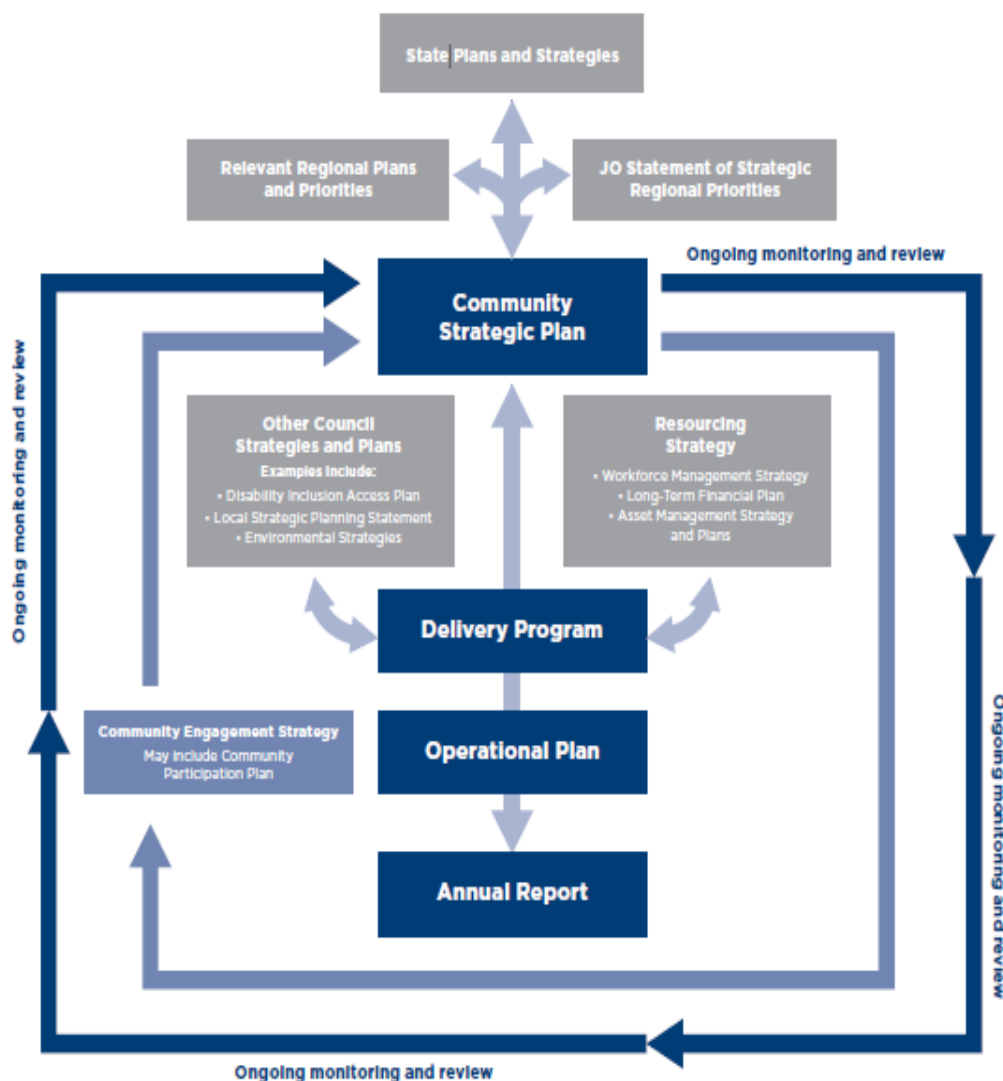
The four-year Delivery Program is Council's plan for achieving the objectives as articulated in the Community Strategic Plan (CSP), while the Operational Plan is a sub-set of the DP that includes specific activities to be undertaken each financial year as well as the accompanying budget.

The five key priority areas of the CSP 2025 - 2035 are:

- **Place** - Plan growth to ensure Lismore retains its place as a regional city and remains the heart of the Northern Rivers
- **Environment** - Value and protect local biodiversity, natural landscapes and waterways, and strengthen resilience to natural hazards
- **Community** - Foster safe, healthy and inclusive communities for all ages, cultures and abilities.
- **Prosperity** - Support the growth of prosperous and vibrant communities

- **Leadership** - Ensure effective governance, advocacy, engagement and partnerships with a focus on long-term financial sustainability

The Operational Plan is a one-year plan setting out the details of the Delivery Program, identifying the individual projects and activities to be undertaken in a specific financial year to achieve the commitments made in the four-year Delivery Program. Each activity is assigned to a Council officer responsible for its delivery with Council releasing progress reports to provide a summary of progress against each of the activities at least every six months.

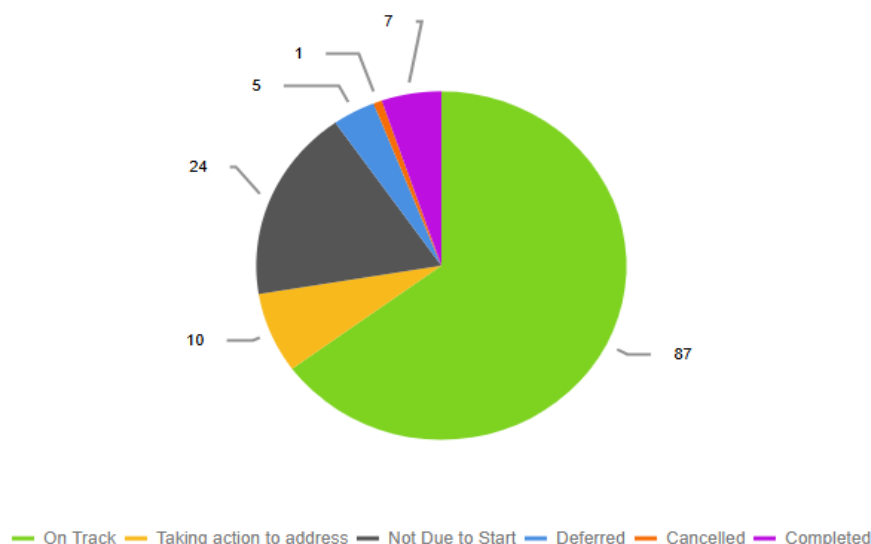


Progress updates for the six months to 31 December 2025 have been submitted for the 134 Operational Plan actions. In summary good progress is being made on substantial majority of the action items (additional details are set out in the attachments):

Status	Number of Actions	% of total Actions	Explanation of status
On Track	87	65%	This item is on track and things are progressing well.
Taking action to address	10	7%	These action items are behind schedule - accordingly appropriate remedial actions are being implemented with Responsible Officers to get these "back to green".

Not due to start yet	24	18%	These items are due to start in a later financial year.
Completed	7	5%	The items have been completed for the year.
Cancelled	1	1%	It has been formally agreed this action will not happen at all.
Deferred	5	4%	These items are deferred to a later reporting period.
Needs critical attention	1	1%	Responsible officers select this status if they are 'putting their hand up' for assistance. They have done all they can to try and address issues with the action and it has not worked, so they are indicating that they need to escalate the matter
Total	134	100%	

A graphical representation of progress is set out in the following pie chart:



Conclusion

The attached report details progress against the operational activities and projects for the period July to December 2025.

Overall progress remains strong, with 94 of the 134 actions (70%) either completed or on track for delivery. A further 10 actions (7%) are progressing with corrective measures in place to address identified challenges. Twenty-four actions (18%) are not yet due to commence, while six actions (5%) have been deferred or cancelled. One action (1%) has been identified as requiring critical attention and is being actively monitored.

Attachment/s

1. Delivery Plan Progress Report 1 July - 31 December 2025 (Over 7 pages)

Report

Subject	Risk Management Framework
TRIM Record No	BP26/504:AF26/2326
Prepared by	Risk & Compliance Specialist
Reason	
Strategic Theme	Leadership
Strategy	Ensure effective governance, advocacy, engagement and partnerships with a focus on long-term financial sustainability
Action	Provide responsible, transparent and accountable leadership with sustainable management of Council finances, assets, risks and human resources

Executive Summary

This report covers the Enterprise Risk Management Framework (ERMF) submitted to Council for approval. Management have developed a risk management framework (ERMF) which describes the roles, responsibilities, activities and processes that embed risk management into decision making. Concurrently, a material risk register has been developed which articulates the most significant risk to Council achieving its strategic and operational objectives. Risk workshops have been held across the organisation, the Executive Leadership Team and ARIC culminating in the risk workshop held with the Councillors on 2 June. The ERMF is now presented to Council for approval.

Recommendation

That Council:

1. adopts the Enterprise Risk Management Framework
2. revokes the current Risk Management Policy

Background

The *Local Government Act 1993*, the *Local Government (General) Regulation 2021* and Guidelines require each Council in NSW to have an audit, risk and improvement committee, a robust risk management framework and an effective internal audit function. In accordance with this requirement, the risk management framework has been developed and is provided to Council for approval.

The attached ERMF document is consistent with the requirements outlined in the Australian Risk Standard (AS ISO 31 000:2018 (Risk management - Guidelines) and has been endorsed by Council's Audit, Risk and Improvement Committee (ARIC). On approval the ERMF will be published on Council's public website.

The new ERMF replaces the existing Risk Management Policy dated 2013 and any previous strategies. The ERMF captures all policy information, negating the need for a separate policy document with duplicated information requiring regular review. There is no legal requirement to have a separate risk management policy. The new ERMF is compliant with Local Government regulatory guidance.

An enterprise-wide material risk register and corresponding risk appetite statements have been workshopped and developed concurrently with the ERMF. These documents have been well socialized

with stakeholders, and the risk framework is supported by a program of work to ensure its successful embeddedness into the organization.

Consistent with the new organizational structure, the ERMF pulls together the various governance arrangements, roles and responsibilities, activities and tools which when integrated provide a whole-of-business view of the risks and controls of the Council. To be effective, the framework must become embedded into the key strategic and operational functions of the Council, increasing risk capability and promoting a positive risk culture. This work is still to occur but has commenced.

The ERMF comprises the following key components:

- policy statement by Council of its commitment to embedding an enterprise-wide approach to risk management
- clarity of roles and responsibilities in managing risk within the Council
- a newly established material risk register
- an expression of the amount and type of risk the Council is willing to take to achieve its objectives (Risk Appetite Statement)
- the risk assessment process
- tools and templates including Council's risk assessment tables, risk matrix and risk escalation and reporting guidance
- risk reporting requirements

Further work to be undertaken to continue Council's risk maturity uplift includes:

1. embedding of the risk framework processes across Council's operations
2. further development of the risk appetite statements including establishment of tolerance measures for reporting purposes
3. establishment of Directorate-level risk registers
4. compliance and Incident Management policy development and implementation to identify and report on compliance breaches and exceptions
5. development of a risk assurance framework
6. operationalising risk reporting to the Executive Leadership Team, ARIC and the Council
7. staff training and systems development

Public consultation

Not required.

Conclusion

Council adopts the Enterprise Risk Management Framework.

Attachment/s

1. Enterprise Risk Management Framework (Over 7 pages)

Report

Subject	Planning Proposal - Amendment to Lismore LEP 2012 to rezone land at 245 & 245A Oliver Avenue, 420 Oliver Avenue, and 15 Holland Street Goonellabah
TRIM Record No	BP26/531:AF25/1260
Prepared by	Senior Strategic Planner
Reason	To seek Council endorsement to proceed to Gateway
Strategic Theme	Prosperity
Strategy	Support the growth of prosperous and vibrant communities
Action	Stimulate economic growth, diversification and investment in established and emerging industries

Executive Summary

This report summarises and recommends supporting for a Planning Proposal that seeks to rezone certain land in Goonellabah for a combination of E4 General Use, MU1 Mixed Use and C2 Environmental Conservation.

The Planning Proposal aligns with Councils adopted Growth and Realignment Strategy as well as the draft Local Strategic Planning Statement – with the site being identified for rezoning. The Planning Proposal includes land across multiple lots being 245, 245A, 420 Oliver Avenue and part of 15 Holland Street that are all currently zoned RU1 Primary Production. The proposed rezoning mix will deliver on Council's strategic objectives to unlock new jobs, homes as well as provide ongoing environmental protection.

If supported, the Planning Proposal will be sent to the NSW Department of Planning, Housing and Infrastructure seeking a Gateway determination before then being put on public exhibition.

Recommendation

That Council:

1. forwards the Planning Proposal to the *Department of Planning, Housing and Infrastructure (DPHI)* seeking a Gateway Determination and proceeds to public exhibition in accordance with any Gateway requirements
2. confirms should any objections be made during the public exhibition stage the Planning Proposal be reported back to *Council*. If no objections are received, the Planning Proposal be finalised and made, as per the delegation of the Gateway Determination

Background

Council received a Planning Proposal from the Proponent in November 2025 seeking to amend the Lismore Local Environmental Plan 2012 (LLEP 2012) to rezone land at 245 & 245A Oliver Avenue Goonellabah.

The Proponent's Planning Proposal relates to land within the emerging Goonellabah employment precinct, which has recently undergone significant strategic rezoning, including the nearby Urban Release Area at 1055 and 1055A Bruxner Highway. That rezoning introduced a mix of residential, commercial and industrial land uses and established the broader strategic framework for growth in this locality.

The Planning Proposal for 245 & 245A Oliver Avenue seeks to align with this strategic context by transitioning the land from its current RU1 Primary Production zoning to an urban zoning framework which supports employment and mixed-use outcomes. The land has been identified through *Council's* Growth and Realignment Strategy Addendum (and draft Local Strategic Planning Statement) as suitable for future employment uses and now represents a logical extension of the rezoned land to the north and east.

Following initial assessment of the Proponent's submission, *Council* officers identified an opportunity to expand the scope of the Planning Proposal to include adjoining *Council*-owned land holdings to achieve a more coordinated and strategically coherent outcome for the precinct.

As a result, the Planning Proposal has been broadened to include:

- 420 Oliver Avenue – proposed to be rezoned to E4 General Industrial, supporting additional flexibility for employment and supporting uses and providing a logical extension of the mixed-use zoning envisaged for 245 & 245A Oliver Avenue; and
- 15 Holland Street – proposed to be rezoned primarily to C2 Environmental Conservation, reflecting the environmental characteristics of the site, while permitting a small, already-cleared portion to be zoned E4 General Industrial to enable appropriate development only in areas already disturbed.

The sites are shown at figure 1, with the indicative rezoning footprint shown at figure 2. Detailed zoning maps, aligned with State-level mapping standards, will be prepared throughout the Gateway determination period.

The inclusion of these *Council*-owned sites is intended to:

- improve the overall land use structure and interface outcomes within the precinct;
- ensure environmentally sensitive land is appropriately protected; and,
- facilitate a more efficient and integrated planning outcome across the broader Oliver Avenue / Holland Street locality.

Accordingly, the Planning Proposal presented to *Council* is a combined proposal, comprising the original Proponent-led rezoning of 245 & 245A Oliver Avenue together with additional land identified by *Council* to support a coordinated planning outcome for the precinct.



Figure 1 – Subject Sites.

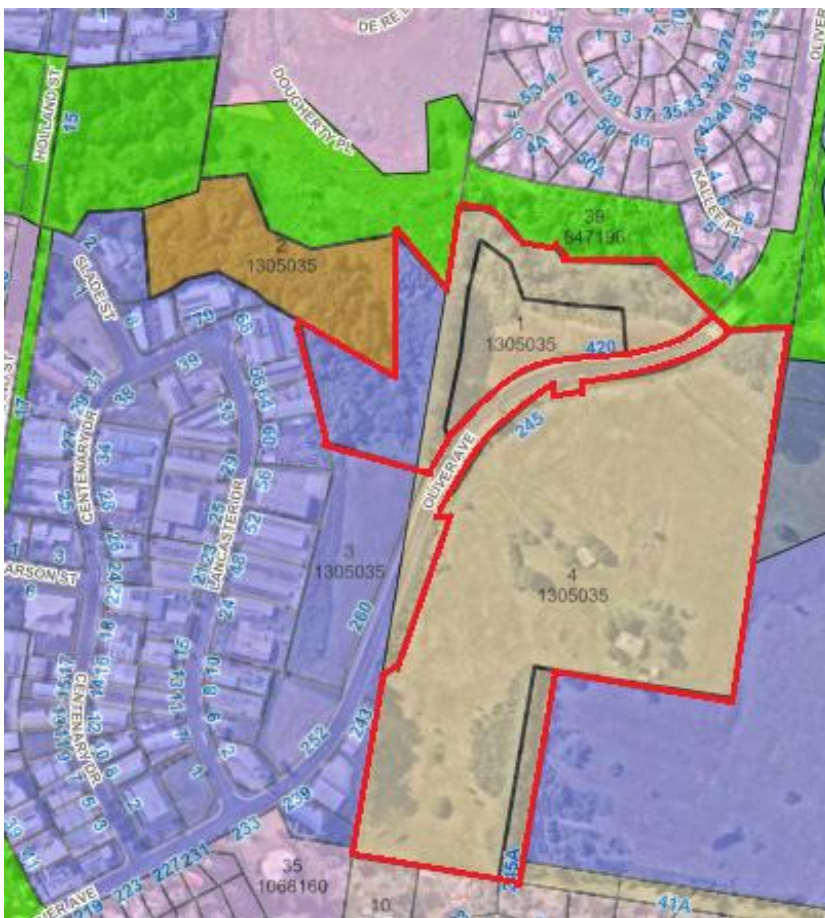


Figure 2 - Rezoning Footprint across the sites (red line)

Characteristics of Subject Site

This Planning Proposal applies to the land described in *Table 1* and *Table 2* (below) and shown in *Figure 1*. The subject site sits on the eastern fringe of Goonellabah. It is approximately 3.0km to the Goonellabah shopping precinct, 5.0km to Southern Cross University, and 8.0km from the Lismore CBD.

Table 1 - Proponent land.

Lot	Deposited Plan	Address	Land Area
4	1305035	245 Oliver Avenue GOONELLABAH	10.3560ha
5	1216940	245 Oliver Avenue GOONELLABAH	3928.00m ²

The Proponent-owned land is currently zoned RU1 Primary Production under the *Lismore Local Environmental Plan 2012* and is located within the western portion of the precinct fronting Oliver Avenue, with the northern boundary fronting Tucki Tucki Creek.

The land is generally north facing and largely cleared, containing a single dwelling and rural sheds. The land is currently used for grazing and is mapped as State Significant Farmland. Most of the land has a slope of 10-20% (referred to as 'rolling'), however some areas are also considered 'undulating' with a slope of 5-10%.

No Height of Building controls apply, and the current Minimum Lot Size is 40 ha.

Table 2 - Council land.

Lot	Deposited Plan	Address	Land Area
1	1305035	420 Oliver Avenue GOONELLABAH	1.1550ha
2	1305035	15 Holland Street GOONELLABAH	6.6100ha

Council-owned 420 Oliver Avenue is currently zoned RU1 Primary Production under the *Lismore Local Environmental Plan 2012*, whilst 15 Holland Street is currently zoned part RU1 Primary Production, C2 Environmental Conservation, and RE1 Public Recreation.

Most of the land is vegetated, though there are portions of cleared land on both lots, which are to align the rezoning to E4 General Industrial land. 420 Oliver Avenue is mapped as State Significant Farmland, as is part of 15 Holland Street (refer *Figure 3*). Across the land, slope ranges from 0-2% ('level'), 5-10% ('gently undulating'), and 20-33% ('hilly') (refer *Figure 4*).

The current Minimum Lot Size varies between nil, 1300m², and 40 ha (refer *Figure 5*). No Height of Building controls apply.

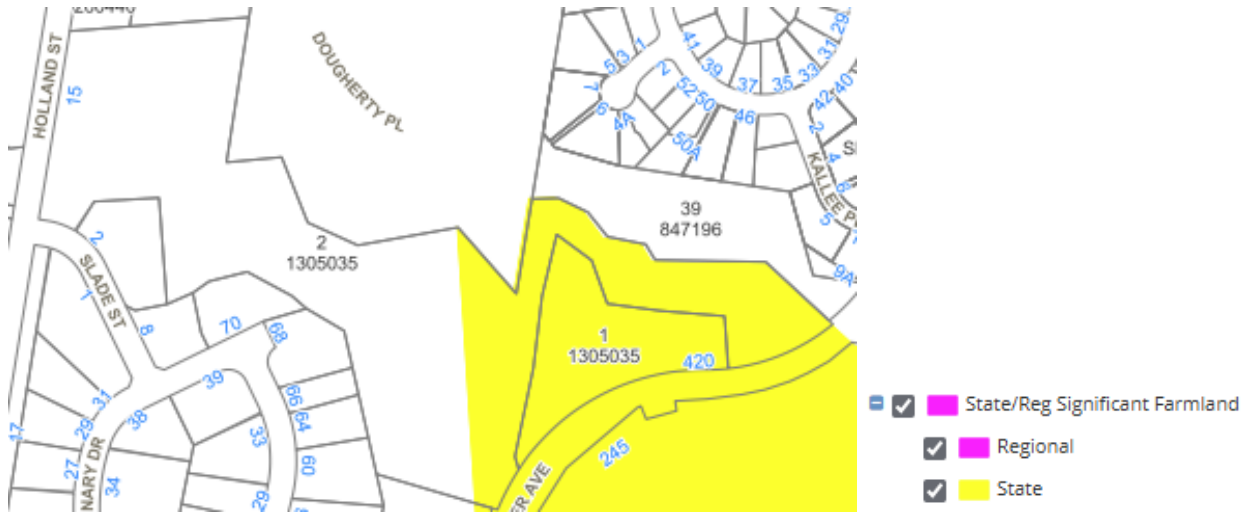


Figure 3 - Council land with Significant Farmland overlay.

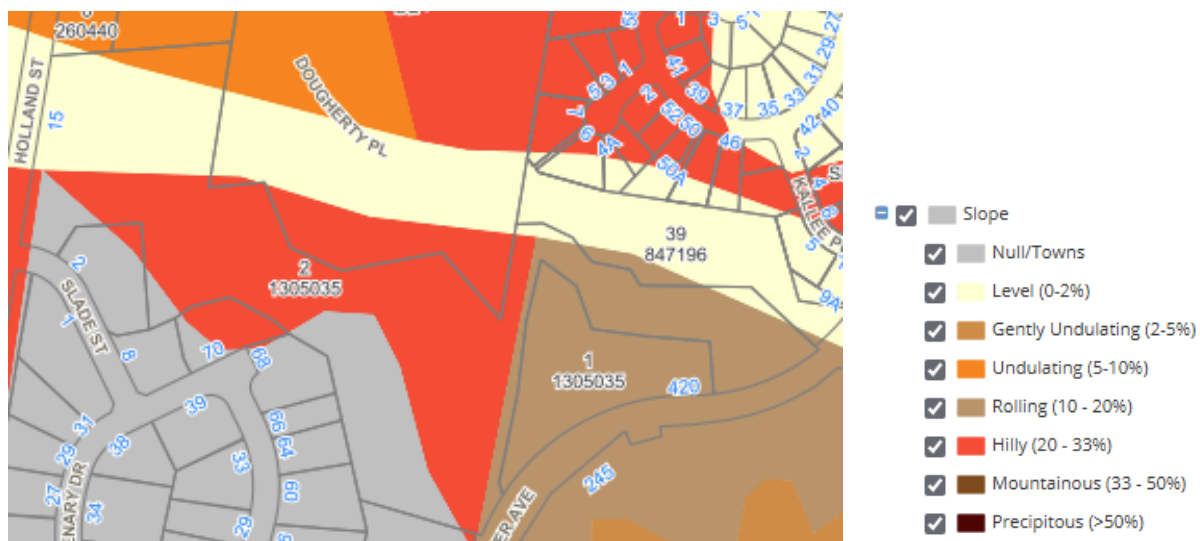


Figure 4 - Council land with Slope overlay.

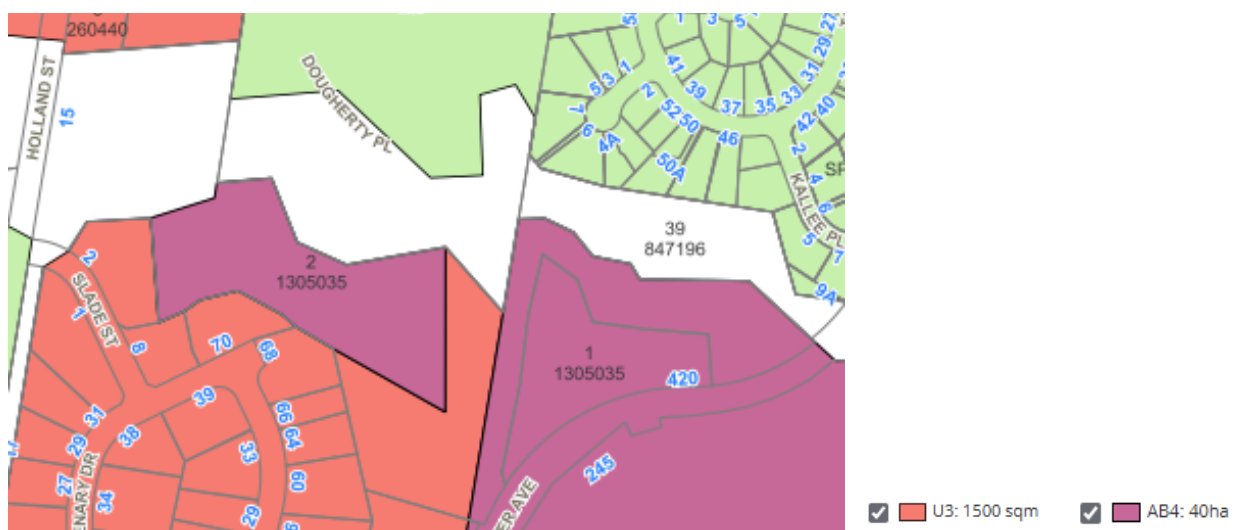


Figure 5 - Council land with Minimum Lot Size overlay.

Strategic Need / Context

Growth and Realignment Strategy / Local Strategic Planning Statement

The proposed rezoning is consistent with the adopted Growth and Realignment Strategy (GRS) and its addendum. The site in its entirety is identified as Map 1 in the GRS addendum, as shown in figure 6.

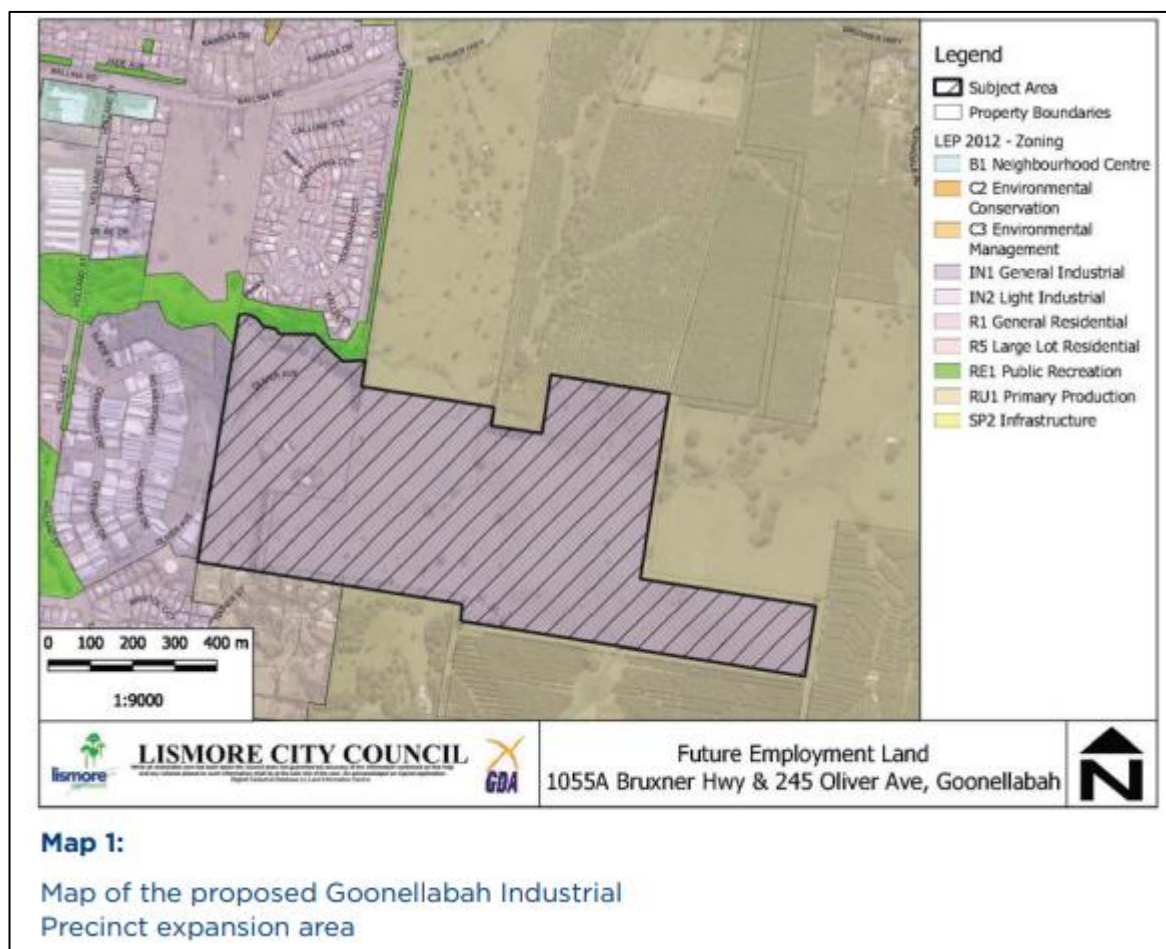


Figure 6 - Excerpt from the Growth and Realignment Strategy Addendum (2023) demonstrating the strategic merit for the site

Similarly, the site is identified as Map 8 of the draft *Local Strategic Planning Statement (Lismore 60,000)* as having the potential to be rezoned to provide for additional *Employment Lands*. The proposed rezoning is considered to be consistent with both the existing and draft *Local Strategic Planning Statement (LSPS)* Planning Priorities of *Liveable Places*, *Productive Economy* and *Connected Communities* (existing) and *A.1 Coordinate Land Use to Guide Sustainable Growth to 60,000 and Beyond*, *B.3 Strengthen Lismore’s Manufacturing Industries and Support the growth of the Circular Economy*, *D.2 Protect and Restore Rivers, Creeks and Riparian Corridors through Management and Revegetation* (draft).

Proposed changes to Lismore Local Environmental Plan 2012

The objective of this Planning Proposal is to amend *LLEP 2012* to enable mixed use land, industrial land, and conservation land to meet the needs of the Lismore community.

Based on site specific studies provided as part of the Planning Proposal, the detailed proposed changes to the *LLEP 2012* are as follows:

1. Amend the *LLEP 2012 Land Use Zoning Map* (Sheet LZN_005, Sheet LZN_005AB, Sheet LZN_006, and Sheet LZN_006AB):

Site	Current Zoning	Proposed Zoning
Lot 4 DP 1305035; 245 Oliver Avenue	RU1 Primary Production	A combination of: RE1 Public Recreation MU1 Mixed Use E4 General Industrial
Lot 5 DP 1216940; 245A Oliver Avenue	RU1 Primary Production	E4 General Industrial
Lot 1 DP 1305035; 420 Oliver Avenue	RU1 Primary Production	E4 General Industrial
Lot 2 DP 1305035; 15 Holland Street	C2 Environmental Conservation E4 General Industrial RU1 Primary Production RE1 Public Recreation	A combination of: C2 Environmental Conservation E4 General Industrial RE1 Public Recreation

Indication of the zoning as applied to each parcel is shown in figures 7, 8 and 9.



Figure 7 – Proposed E4 General Industrial, MU1 Mixed Use and RE1 Public Recreation Zoning Application, 245 & 245A Oliver Avenue.



Figure 8 – Proposed E4 General Industrial Zoning Application, whole lot 420 Oliver Avenue and part lot 15 Holland Street (yellow outline).

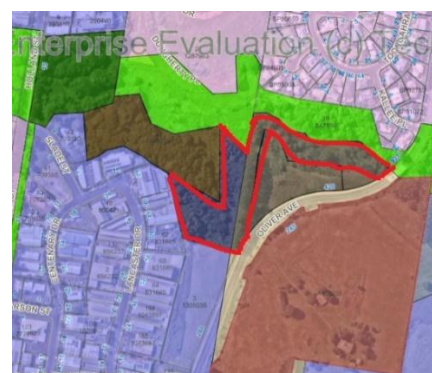


Figure 9 – Proposed C2 Environmental Conservation Zoning Application, 15 Holland Street (red outline).

2. Amend the *LLEP 2012 Lot Size Map* (Sheet LSZ_005, Sheet LSZ_005AB, Sheet LSZ_006, and Sheet LSZ_006AB) to remove the current minimum lot size requirement and impose the following minimum lot sizes:

Site	Current Min. Lot Size	Proposed Min. Lot Size
Lot 4 DP 1305035; 245 Oliver Avenue	40ha	RE1 Public Recreation = Nil MU1 Mixed Use = Nil E4 General Industrial = 1500m ²
Lot 5 DP 1216940; 245A Oliver Avenue	40ha	E4 General Industrial = 1500m ²
Lot 1 DP 1305035; 420 Oliver Avenue	40ha	E4 General Industrial = 1500m ²
Lot 2 DP 1305035; 15 Holland Street	40ha 1500m ² Nil	C2 Environmental Conservation = Nil E4 General Industrial = 1500m ² RE1 Public Recreation = Nil (unchanged)

3. Amend the *LLEP 2012 Height of Building Map (Sheet HOB_005, Sheet HOB_005AB, Sheet HOB_006, and Sheet HOB_006AB)* to remove the current maximum height of building impose the following maximum height of building control:

Site	Current Height of Building	Proposed Height of Building
Lot 4 DP 1305035; 245 Oliver Avenue	Nil	RE1 Public Recreation = Nil MU1 Mixed Use = 13.0m E4 General Industrial = Nil
Lot 5 DP 1216940; 245A Oliver Avenue	Nil	E4 General Industrial = Nil
Lot 1 DP 1305035; 420 Oliver Avenue	Nil	E4 General Industrial = Nil
Lot 2 DP 1305035; 15 Holland Street	Nil	C2 Environmental Conservation = Nil E4 General Industrial = Nil RE1 Public Recreation = Nil

The intended outcomes of the amended planning controls through changes to the *LLEP 2012* are to:

- provide commercial and community land to meet the needs of the new residential community;
- provide open space areas to meet the needs of the residential community, including, but not limited to, a pedestrian/cycling link along the Tucki Tucki creek reserve;
- provide a diversity of industrial lots; and
- retain, enhance and protect the existing environmental qualities on the site.

Environmental, Social and Economic Impact Assessment

A total of nine (9) technical reports has been provided to support the Planning Proposal (primarily at 245 and 245A Oliver Avenue. A summary of the key issues is provided below.

Environmental and Physical Constraints

Biodiversity

The subject land is mostly cleared and historically used for agriculture, with biodiversity values concentrated in planted windrows, scattered paddock trees and the riparian corridor of Tucki Tucki Creek. No 'Threatened Ecological Communities' were confirmed as occurring on the site at relevant condition thresholds. The ecological report concludes biodiversity impacts are expected to be minor, provided the Tucki Tucki Creek corridor is retained and rehabilitated and detailed biodiversity assessment is undertaken at Development Application stage.

Land Contamination

A Preliminary Site Investigation and Detailed Site Investigation were undertaken to assess potential contamination associated with former cropping, orchard and grazing uses, together with historic structures and farm shed activities on the site. The investigation included extensive soil sampling across the broadacre areas and targeted hotspot sampling around the existing dwelling and sheds.

The investigation found soil results across the former broadacre cropping and grazing land were generally below the relevant investigation criteria and are considered suitable for the proposed rezoning and future land use. Localised contamination associated with the existing farm shed was identified, including an isolated lead exceedance and an elevated heavier petroleum hydrocarbon fraction (>C16–C34), which will require further detailed investigation and remediation prior to future development in that area.

The report concludes the site is suitable for the proposed mixed-use rezoning subject to a further Detailed Site Investigation and Health Risk Assessment being undertaken in the identified area of concern near the farm shed, and asbestos investigation/removal being completed prior to demolition of existing structures.

Bushfire

The site is mapped as bushfire prone land and a Bushfire Assessment Report has been prepared in accordance with *Planning for Bush Fire Protection 2019* and AS3959. The assessment determines almost all of the site is suitable for development at BAL LOW or BAL 12.5, with only a narrow strip along the eastern boundary affected by higher BAL ratings. The report concludes that, provided its recommendations are implemented, the proposed rezoning and subsequent subdivision can comply with relevant bushfire planning and construction requirements. Detailed Asset Protection Zones, internal access and lot-specific bushfire measures can be resolved at subdivision and Development Application stage.

Geotechnical

The geotechnical investigation identifies the site as gentle to moderately sloping terrain, with slopes up to approximately 14 degrees, and a generally uniform subsurface profile of silty clays. No subsurface groundwater was encountered during fieldwork, and the site is classified "as is" as AS2870 Site Class M - Moderately Reactive. The report notes the current site condition does not present any "problem site" factors which would prevent normal development, although reassessment would be required if significant cut/fill occurs or if final building locations differ substantially from the current concept. These matters can be addressed at Development Application stage through detailed design and earthworks controls.

Flooding

The Stormwater Management Plan identifies the site contains small ridgelines and dry first-order depressions, with runoff directed to the existing Oliver Avenue drainage system and ultimately toward the broader receiving environment. The report does not identify a stormwater or overland flow constraint

which would prevent the rezoning proceeding, subject to future subdivision and development incorporating the proposed treatment train and attenuation measures.

The ecological report notes Tucki Tucki Creek and associated riparian land form an important environmental feature on the site. No broadscale wetlands were mapped or observed on the subject land, though local waterlogged areas may occur in paddock areas. Detailed stormwater and riparian management will be required at Development Application stage to protect aquatic habitat values.

Land Use Conflict

The Noise Impact Assessment identifies the potential for conflict between future mixed-use development and nearby sensitive receivers, including reverse amenity impacts from the approved industrial development at 1055 Bruxner Highway. The report concludes these potential conflicts can be managed through appropriate acoustic design, façade treatment for affected residential lots, and limiting proposed on-site industrial/commercial uses to low-impact daytime operations.

Significant Farmland

The site is mapped as State Significant Farmland under the *Northern Rivers Farmland Protection Project 2005*. The Planning Proposal acknowledges this creates an inconsistency with *Section 9.1 Ministerial Direction 9.4 – Farmland of State and Regional Significance on the NSW Far North Coast*, though argues that inconsistency is justified. The Proponent's report states that, despite this mapping, the site does not have high agricultural production value, as most of the land is assessed as Class 4 and 5 agricultural land, and the site has become an isolated parcel of rural-zoned land within an emerging urban precinct. As the site is already within a growth management strategy, adopted by Council and endorsed by DPHI the strategic merit has already been demonstrated and justified.

Acoustics / Noise Impact

A Noise Impact Assessment has been prepared to assess road traffic noise from Oliver Avenue, noise generated by future industrial/commercial uses within the site, and reverse amenity impacts from the approved industrial development at 1055 Bruxner Highway. The report finds some future residential lots will require acoustic façade treatment to achieve the relevant internal road traffic noise criteria. It also concludes on-site industrial/commercial uses can comply with operational noise criteria, provided they remain low impact, are contained within appropriately constructed buildings, and operate during daytime hours only. Noise from the adjacent approved industrial development may also require façade treatment for some future residential lots. Overall, the report concludes that, with recommended mitigation measures implemented, noise will not impose any further constraint on the proposed development.

Social, Economic and Cultural Heritage Impacts

Cultural Heritage

The Aboriginal Archaeology Due Diligence Assessment found no Aboriginal objects or previously recorded Aboriginal sites within the project area. However, one sensitive landform was identified on the northern spur crest near Tucki Tucki Creek, with potential for subsurface cultural material. The report recommends an Aboriginal Cultural Heritage Assessment be undertaken at Development Application stage if impacts are proposed in this area, together with Unexpected Finds and Human Remains procedures.

Social Assessment

No standalone Social Impact Assessment has been provided. However, the proposal includes land to be zoned RE1 Public Recreation, and the technical studies completed to date indicate key amenity and safety matters can be managed through detailed design and the Development Application process. No significant adverse social impacts are apparent at the Planning Proposal stage.

Economic

No standalone Economic Assessment has been provided. However, the proposal will facilitate additional mixed-use and employment land within the Goonellabah Industrial Land Precinct, consistent with *Council's* strategic planning framework, and the site is considered capable of being serviced and accessed for future development.

Servicing and Infrastructure

Water and Wastewater

The Sewer and Water Supply Report confirm the Planning Proposal land is within the servicing footprint identified in *Lismore City Council's Development Servicing Plans for Water Supply and Wastewater (March 2016)*. It concludes conventional water and wastewater reticulation can be implemented to service the likely development layout.

For sewer, the report identifies the site topography can accommodate a gravity sewer network draining to a future pump station on a proposed reserve lot, with discharge then pumped to the existing sewer network. Internal 150 mm gravity sewer mains are proposed, and the report suggests diurnal pump station design options may be appropriate due to the mixed-use / industrial nature of the future development.

For water, the report identifies servicing via the nearby Holland Street reservoir, together with a new 150 mm watermain connection via Oliver Avenue. It notes three future lots at higher elevations may not achieve standard minimum head and may require individual booster pump / fire-fighting solutions to be considered at Development Application stage. Subject to those measures, the report concludes the Planning Proposal land can meet *Council's* servicing requirements.

The Bushfire Assessment notes the future development is intended to be serviced by reticulated water, which is expected to comply with the requirements for bushfire protection. More detailed assessment of water and wastewater servicing capacity is not provided in these reports and should be addressed through the dedicated servicing investigations and Development Application process.

Roads and Traffic

A Traffic Impact Assessment was prepared to assess the suitability of the site for rezoning on traffic grounds and to consider its impacts on the local road network. The report identifies the site as an infill landholding fronting the recently opened Oliver Avenue link road, with good access to the broader road network and logical connectivity to adjoining rezoned land.

The report estimates the Planning Proposal land will generate an ultimate peak hour demand of 208 vehicles per hour, which is less than the previously assessed Stage 1 demand for the adjoining Nimble Estate. Traffic counts undertaken by the consultant indicate Oliver Avenue currently operates below earlier modelled volumes, and the report concludes sufficient spare capacity exists within the network to accommodate the proposed rezoning without upgrades to the Oliver Avenue / Bruxner Highway roundabout.

The proposed new intersection to service the site was assessed using SIDRA and found to operate at Level of Service A in both peak periods. The report concludes the traffic demands generated by the Planning Proposal can be suitably serviced from Oliver Avenue and no traffic-related constraint arises at the Planning Proposal stage.

The Noise Impact Assessment models future traffic growth on Oliver Avenue, including traffic generated by the proposed development, and confirms road traffic noise impacts can be managed through acoustic treatment of affected residential lots. The Bushfire Assessment also notes Oliver Avenue has recently been upgraded and extended to improve access to this and other nearby developments. Detailed traffic engineering matters remain to be addressed through the relevant traffic report and **Development Application** process.

Vehicle Access

The Traffic Impact Assessment identifies a proposed new T-intersection from Oliver Avenue (Road 1) as the preferred access arrangement for the site. The assessment concludes this access can be designed to provide satisfactory service to the development, achieve suitable gradients, and accommodate B-Double vehicle movements.

The report also recommends a compliant driveway access point be provided to Lot 3 DP1305035 on the opposite side of Oliver Avenue, at a location approximately 45 metres from its eastern boundary, to ensure orderly access arrangements in the locality. Overall, the report concludes vehicle access can be appropriately resolved as part of future subdivision and Development Application stages.

The Bushfire Assessment states access to individual properties within the future development will be addressed at subdivision stage, though envisages access can be achieved via the surrounding road network, particularly Oliver Avenue. The report is satisfied the surrounding public road system is capable of providing access and egress for emergency services and future occupants.

Stormwater

The Stormwater Management Plan identifies the site already has defined discharge points via the recently constructed Oliver Avenue link road and proposes a decentralised “treatment train” approach consistent with *Lismore Development Control Plan – Part A Chapter 22 Water Sensitive Design*. The proposed treatment train includes on-site reuse tanks, attenuation tanks, bioretention areas, pit basket inserts, gross pollutant traps and small detention basins / rainvault structures to manage stormwater quantity and quality. The plan concludes the proposal can meet *Council’s* stormwater quantity targets by maintaining pre-development peak discharge for the relevant events and can also achieve the required pollutant reduction targets for total suspended solids, total phosphorus, total nitrogen and gross pollutants.

The report also identifies the proposed reuse tanks would achieve a meaningful reduction in potable water demand. Ongoing maintenance of private and public stormwater treatment assets will be required and is outlined in the plan.

The ecological report identifies stormwater and water quality management as important to protect Tucki Tucki Creek and associated aquatic habitat, particularly potential habitat for the Purple Spotted Gudgeon. It recommends future Development Applications incorporate robust stormwater design to minimise changes to creek flows and prevent pollutant discharge or sedimentation.

Overview of the Planning Proposal

The assessment provided in the previous sections of this report demonstrates the rezoning Planning Proposal can be supported. *Table 3* (below) provides an overview of the Planning Proposal structured in accordance with *Department of Planning, Housing and Infrastructure* guidelines for Planning Proposals. The detailed Planning Proposal report is provided as Attachment 1 to this report.

Table 3 - Summary of the Planning Proposal.

REQUIREMENT	JUSTIFICATION
Section A – Need for the Planning Proposal	
<i>Is the planning proposal a result of an endorsed LSPS, strategic study or report?</i>	The site is identified in <i>Council’s</i> Growth and Realignment Strategy (2022) (endorsed by <i>DPHI</i>) and draft Local Strategic Planning Statement 2026-2036.
<i>Is the planning proposal the best means of achieving the objectives or intended outcomes, or is there a better way?</i>	As such, a Planning Proposal is considered the best means of achieving objectives.

Section B – Relationship to Strategic Planning Framework	
<p><i>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)?</i></p> <p><i>Is the planning proposal consistent with a council LSPS that has been endorsed by the Planning Secretary or GSC, or another endorsed local strategy or strategic plan?</i></p> <p><i>Is the planning proposal consistent with any other applicable State and regional studies or strategies?</i></p> <p><i>Is the planning proposal consistent with applicable SEPPs?</i></p> <p><i>Is the Planning Proposal consistent with applicable s9.1 Ministerial Directions?</i></p>	<p>The Planning Proposal will give effect to many objectives and intentions of the following regional plans and strategies:</p> <ul style="list-style-type: none"> • <i>North Coast Regional Plan (2041)</i> • <i>Lismore Regional City Action Plan (2036)</i> <p>The Planning Proposal is consistent with objectives contained within the following local strategies and plans:</p> <ul style="list-style-type: none"> • <i>Local Strategic Planning Statement - Inspire Lismore2040</i> • <i>(draft) Local Strategic Planning Statement 2026-2036</i> • <i>Growth and Realignment Strategy and its addendum</i> • <i>Lismore Community Strategic Plan</i> • <i>Economic Development Strategy - Innovate Lismore</i> • <i>(draft) Economic Development Strategy 2026-2036</i> <p>The Planning Proposal is consistent with applicable State and Regional studies or strategies.</p> <p>The Planning Proposal is consistent (or justifiably inconsistent) with the applicable SEPPs.</p> <p>The Planning Proposal is consistent (or justifiably inconsistent) with the applicable Section 9.1 Directions.</p>
Section C – Environment, Social and Economic Impact	
<p><i>Is there any likelihood that critical habitat of threatened species, populations or ecological communities or their habitats, will be adversely affected because of the proposal?</i></p> <p><i>Are there any other likely environmental effects of the Planning Proposal and how are they proposed to be managed?</i></p> <p><i>Has the Planning Proposal adequately addressed any social and economic effects?</i></p>	<p>A summary of impacts on threatened species and their habitats is provided within this report.</p> <p>Other environmental impacts and the management of these issues have also been addressed within this report.</p> <p>The Planning Proposal has adequately addressed social and economic impacts.</p>

Section D – Infrastructure (Local, State and Commonwealth)

Is there adequate public infrastructure for the Planning Proposal?

What are the views of State and Commonwealth public authorities consulted in accordance with the Gateway Determination?

The technical studies indicate the site can be serviced by public infrastructure, with further detailed design and staging to be addressed following Gateway Determination and at Development Application stage. The Sewer and Water Supply Report concludes conventional water and wastewater reticulation can be implemented, subject to a new pump station, gravity sewer mains, a new watermain connection, and possible booster solutions for several higher lots.

The Traffic Impact Assessment concludes the site can be suitably serviced from Oliver Avenue, sufficient capacity exists within the surrounding road network, and the proposed access intersection would operate at Level of Service A. No upgrade works are recommended for the Oliver Avenue / Bruxner Highway roundabout as part of this proposal.

The Stormwater Management Plan concludes stormwater can be managed to satisfy Council's water quantity, water quality and potable water demand requirements through the proposed treatment train and on-site attenuation measures.

Accordingly, adequate public infrastructure can be provided to service the Planning Proposal, with the detailed extent and timing of any required works to be resolved through subsequent design and Development Application processes.

No consultation has been conducted pre-Gateway Determination. State and federal public authorities and government agencies will be consulted in line with any Gateway Determination condition. It is recommended the following agencies are consulted following the Gateway Determination:

- *Rural Fire Service*
- *Transport for NSW*
- *Department of Climate, Change, Energy, the Environment and Water*
- *Natural Resource Access Regulator*
- *Department of Primary Industries and Regional Development.*

Section E – State and Commonwealth Interests	
What are the views of state and federal public authorities and government agencies consulted in order to inform the Gateway determination?	N/A

Officer Comments

Ecology

Council's Environmental Strategies Officer advised the Planning Proposal is supported, with no significant matters identified. Additionally, whilst the Ecological Assessment Report (EAR) provided by Bower Ecology indicates there are several potential biodiversity issues at the subject site, these are considered relatively minor and can be addressed at the DA stage.

Environmental Health

Council's Regulatory Services Officer advised the Planning Proposal is supported, with no significant matters identified. Any issues concerning Contaminated Land, Noise, Buffers, and Stormwater Management can be suitably addressed at the DA stage of development.

Development Engineering

Council's Lead Development Engineer advised the Planning Proposal is supported, with no significant matters identified. Any issues concerning Traffic and Stormwater can be suitably addressed at the DA stage of development.

Water & Wastewater

Council's **Water & Wastewater** unit advised the **Planning Proposal** is supported, though noted the existing water and sewer networks are unlikely to accommodate the full development yield without augmentation. This is not considered a barrier at the **Planning Proposal** stage, as detailed modelling, final ET confirmation, and delivery/staging of required water and sewer upgrades can be addressed through the **DA** process and/or conditions of consent.

Public consultation

The Planning Proposal will be exhibited in line with any Gateway Determination received by the *DPHI*. *Council's* standard practice is to exhibit for a period of twenty-eight (28) days. If any objections are raised during the consultation period, a report will be provided back to *Council* for consideration should. The Planning Proposal will also be referred to relevant NSW agencies, as determined by the Gateway Determination.

Conclusion

The Planning Proposal seeks to amend the *Lismore Local Environmental Plan 2012* to facilitate a coordinated planning outcome across 245 & 245A Oliver Avenue (Proponent land) and the additional *Council*-owned land at 420 Oliver Avenue and 15 Holland Street. The site is proposed to transition from rural zoning to a combination of MU1 Mixed Use, E4 General Industrial, RE1 Public Recreation (riparian corridor) and C2 Environmental Conservation.

Having regard to *Council's* strategic planning framework and the assessment undertaken to date, the Planning Proposal is considered to have strategic merit and to represent a logical and orderly progression of the emerging Goonellabah employment precinct. Internal officer review has not identified any matters that would prevent the proposal progressing at the Planning Proposal stage. Ecology, Environmental Health and Development Engineering have advised support, noting that detailed matters such as biodiversity management, contamination, noise, buffering, traffic and stormwater can be appropriately addressed at the Development Application (DA) stage. The Water & Wastewater unit also supports progression, noting augmentation of the existing networks is likely to be required to service the full development yield, and that detailed modelling, confirmation of demand and delivery/staging of upgrades can be addressed through the DA process and/or conditions of consent.

Accordingly, it is concluded the Planning Proposal should be supported for the purposes of seeking a Gateway Determination, and if a Gateway is issued, proceed to public exhibition and agency consultation in accordance with the Gateway requirements. Should objections be received during exhibition, the matter will be reported back to *Council* for consideration.

Attachment/s

1. (Pre-Exhibition) Planning Proposal - PP-2025-2034 - Rezoning at 245 Oliver Avenue GOONELLABAH (Over 7 pages)