

Northern Rivers
Regional Strategy



Copmanhurst Shire Council
Grafton City Council
Macleay Shire Council
Nymboida Shire Council
Ulmarra Shire Council

In association with the Department of
Urban Affairs and Planning

MARCH 1999

Clarence Valley Settlement Strategy

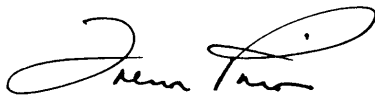
FOREWORD

The Clarence Valley's unique natural values, its physical resource base and its social and cultural character all contribute to its great potential wealth. By looking after the valley's natural, economic and social qualities we can become resilient and adaptable while retaining our quality of life and protecting biodiversity.

As a river valley, the Clarence sub-region is best served by a planning approach which is based on cooperation and a shared recognition of the value of the greater whole.

The Clarence Valley Settlement Strategy has enabled councils to take that larger, valley-wide view in identifying sustainable settlement opportunities for the next 20 years. The benefits of a cooperative approach are evident both in terms of the process and the outcome of the exercise.

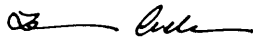
The partners in this initiative are committed to an era of urban and rural settlement planning which implements the principles and proposals set out in the Strategy. This commitment will be to the benefit of present and future generations in the Clarence Valley.



Trevor Prior
Regional Director
Department of Urban Affairs and Planning



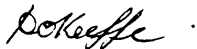
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Clarence Valley Settlement Strategy

The Clarence Valley Settlement Strategy is a sub-regional joint planning project forming part of the Northern Rivers Regional Strategy. The project involves a valley-wide strategic approach to future planning by the Councils of Copmanhurst, Grafton, Maclean, Nymboida, and Ulmarra in conjunction with the Department of Urban Affairs and Planning.

The Strategy provides a vision of how the Clarence Valley can grow sustainably over the next 20 years. It seeks to locate population growth in areas which will have the least costs in environmental, social and economic terms.

The Strategy will result in most of the new growth being focused close to Grafton and Maclean in sewered areas which are close to services. These areas comprise Grafton, South Grafton, Maclean, Yamba, Junction Hill village, a future village at Clarenza and possible village-type development at Waterview Heights. Small villages will remain small, and rural residential settlement will be contained in areas linked to existing settlements which can provide services and community identity.

The Strategy, in seeking to deal with urban and rural issues on a co-operative valley-wide basis, is an innovative exercise which will do much to preserve the unique values of the Clarence Valley while allowing a range of settlement opportunities. Focusing the bulk of growth close to Grafton means reducing car dependency, improving access to services and reducing the human footprint, leaving greater areas for biodiversity, food production or rural industries.

The Strategy represents an urban and rural land release strategy in terms of the North Coast Regional Environmental Plan. It was on public exhibition in draft form for eight weeks in 1998. Public meetings and displays were held at various locations within the Clarence Valley, and community feedback from these events were considered along with formal submissions during the finalisation phase of the Strategy.

THE STRATEGY

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1**INTRODUCTION****1.1 PREAMBLE**

The Clarence Valley Joint Planning Exercise was prepared as a component of the Northern Rivers Regional Strategy (NRRS). The NRRS is a joint initiative of the Northern Rivers Regional Organisation of Councils (NOROC), the Northern Rivers Regional Economic Development Organisation (NOREDO), and the Department of Urban Affairs and Planning (DUAP). It is the first time in the region that a regional planning strategy has been developed as a partnership of business, State and local government, and the innovative nature of this joint venture approach to regional planning has recently been recognised by two awards issued by the NSW Division of the Royal Australian Planning Institute. This team building style has enabled the development of a wide range of networks and avenues for consultation and debate, and has allowed the disciplines of land use planning, social planning, economic development and environmental management to be fully integrated.

Early in this process, three sub-regions, generally defined by valley catchments, were identified. These sub-regions are the Tweed, Richmond and Clarence Valleys. Each of these sub-regions represent a grouping of local government areas within a framework of natural (or river) catchments. This valley approach was seen as having considerable benefits in building on communities of interest and developing a better sense of the Northern Rivers.

In the case of the Clarence sub-region, a Clarence Valley Committee was formed to respond and input to the NRRS. The Committee comprises Mayors and General Managers from the Copmanhurst, Ulmarra, Nymboida, Maclean, Kyogle, and Grafton City Councils, as well as representatives from the Clarence River County Council, the Lower Clarence County Council, the Clarence Valley Conservation Coalition, Maclean Business Enterprise Centre and Grafton Business Enterprise Centre. The Committee felt that the sustainability principles developed by the regional framework could be best further developed by adopting a “valley view”. The Clarence Valley Joint Planning Exercise (CVJPE) was born, therefore, as part of the Northern Rivers Strategy, with the aim of adding to it in terms of a sustainable future for the Clarence Valley sub-region.

1.2 THE CLARENCE VALLEY SETTLEMENT STRATEGY

At the same time as the Clarence Valley Committee was discussing further development of sustainability principles, the Councils of Grafton City, Nymboida, Ulmarra and Copmanhurst were intending to review substantial parts of their existing Local Environmental Plans. The North Coast Regional Environmental Plan (NCREP) requires councils to prepare urban and rural land release strategies as a basis for major residential land rezonings.

As a result, each of these councils saw a joint planning exercise as an opportunity to develop a strategy which would meet the NCREP requirements whilst also establishing a consistent valley-wide approach to the future settlement of the area.

Ulmarra, Copmanhurst, Nymboida and Grafton City Councils are the participating Councils. Maclean Council, as a fifth Clarence Valley council was not an active participant in the initial stages of this project, having already developed a local strategic plan. The Maclean local government area has, however, been included in the Strategy by way of integration of its current strategic planning position. Relevant aspects of Maclean strategic planning are incorporated in this document to ensure a consistent valley wide approach.

Corindi and Red Rock, while part of Ulmarra Shire, are not included in this Strategy. These settlements are considered to be functionally part of the Coffs Harbour sub-region rather than the Clarence Valley sub-region.

1.3 OBJECTIVES

A fundamental aim of the Clarence Valley Strategy is to build on the work established to date in the Northern Rivers Regional Strategy. This is to be done by establishing the framework for a future settlement pattern within the Clarence River catchment.

To achieve such a framework, the exercise needs to:

- Accommodate future growth in suitable locations so as to minimise social, environmental and economic costs to State and local government, and to the wider community;

- Build strong, self-reliant communities emphasising well-being and lifestyle;

- Acknowledge and protect the natural environment and ecological processes;

- Maintain and enhance biodiversity;

- Preserve and enhance the Clarence Valley's urban, rural and scenic character; and

- Build on the role of Grafton as the sub-regional centre and optimise the level of services offered.

Adoption of this Settlement Strategy will then allow participating councils to advance their individual strategic planning to:

- Help to achieve greater energy efficiency in housing and transport;

- Build a sustainable economic base for current and future generations;

- Maintain high levels of accessibility to human services such as health, education, commercial and community services;

- Maximise the valley's agricultural base;

- Protect and maintain sustainable rural industries;

- Protect and enhance the elements of environmental heritage, including biodiversity, scenic values, water values of the river and its tributaries, natural vegetation, the coast, wetlands and soils;

- Aim for improved water quality outcomes in the approach to the disposal of wastewater; and

- Reduce the potential for land-use conflicts.

1.4 SCOPE OF THE STRATEGY

The Clarence Valley Settlement Strategy is a rural land release strategy and an urban land release strategy within the meaning of clauses 20 and 38 respectively of the North Coast Regional Environmental Plan 1988. The Strategy has a planning horizon to the year 2016 and relates to the area shown in Figure S.1.

1.5 STRUCTURE OF THIS DOCUMENT

This document is divided into two parts. The Strategy provides a picture of the future valley settlement hierarchy and the principles which underpin it. It also provides a summary of local area strategies for each settlement, and sets out a list of future actions to assist in implementing these strategies. The Appendices section comprises background information on the policy context, the existing physical, servicing and social context and population growth data. Additionally, it provides a more detailed picture of local area strategies. A document including submissions to the draft settlement strategy and an account of the community consultation process is available at Clarence Valley council offices.

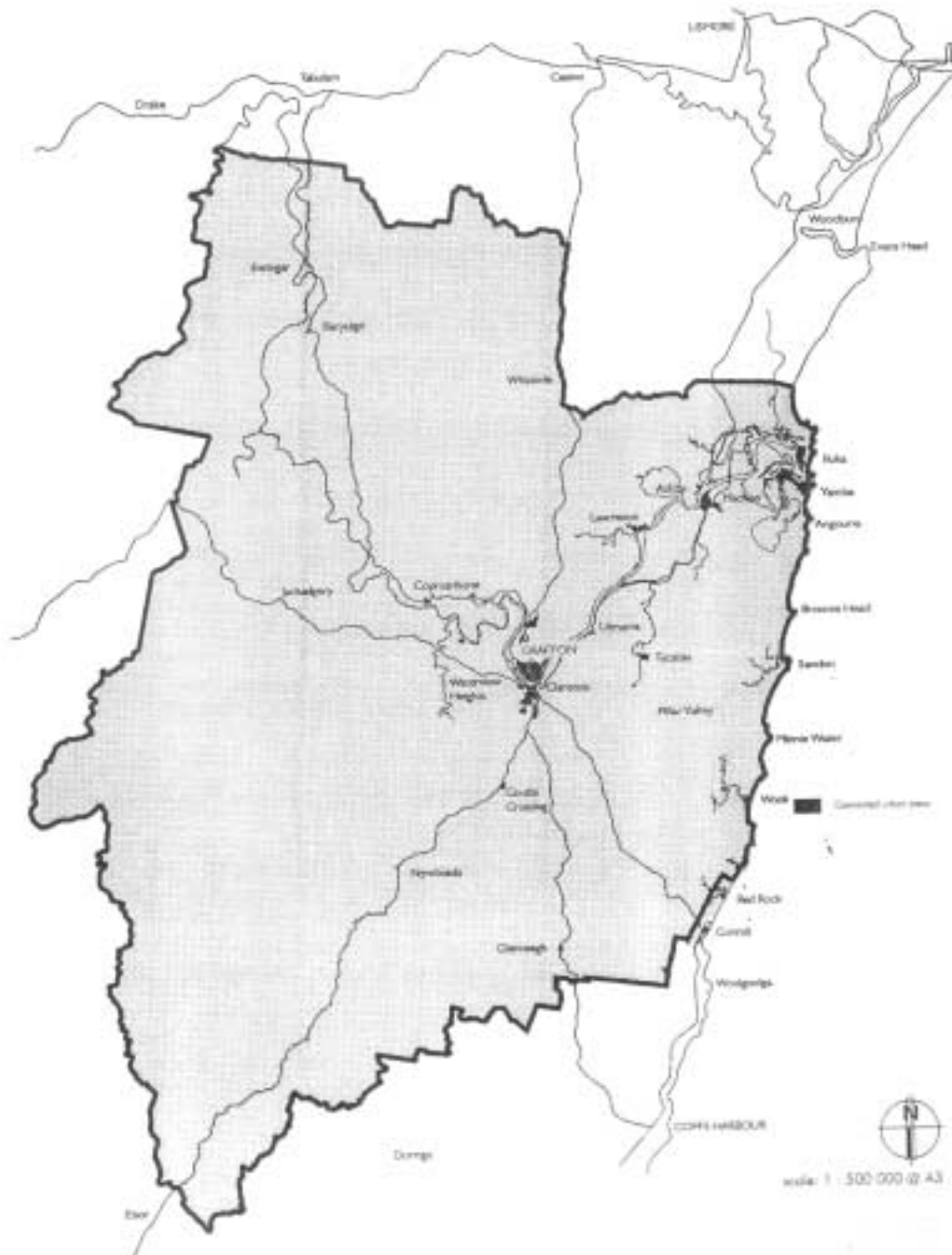


Figure S.1
the clarence valley study area

2

THE PRINCIPLES

2.1 NORTHERN RIVERS REGIONAL STRATEGY SUSTAINABILITY PRINCIPLES

The Northern Rivers Regional Strategy document entitled “Guiding Principles for a Sustainable Future” (NRRS, 1998) recommends a vision for the future of the region in order to give us something to work towards. The suggested vision for where the region wants to be in 2016 is:

A healthy, prosperous and sustainable future for the communities of the Northern Rivers Region.

In order to achieve this vision the Northern Rivers Regional Strategy Management Committee adopts the following guiding principles:

Precautionary Principle

If there are threats of serious or irreversible environmental damage, lack of full scientific certainty should not be used as a reason for postponing measures to prevent environmental degradation (or prevent immediate mitigation action). In the application of the precautionary principle, public and private decisions should be guided by:

- (i) careful evaluation to avoid, where practicable, serious or irreversible damage to the environment; and
- (ii) an assessment of the risk-weighted consequences of various options.

Conservation of Biodiversity and Ecological Integrity

Conservation of biodiversity and protection of ecological integrity should be a fundamental consideration. The non-evolutionary loss of species and genetic diversity needs to be halted and the future of evolutionary processes secured.

Inter-generational Equity

The present generation should ensure that the health, diversity and productivity of the environment is maintained or enhanced for the benefit of future generations.

Improved Valuation, Pricing and Incentive Mechanisms

Environmental factors should be included in the valuation of assets and services, such as:

- (i) polluter pays - that is, those who generate pollution and waste should bear the cost of containment, avoidance or abatement;
- (ii) the users of goods and services should pay prices based on the full life cycle of costs of providing goods and services, including the use of natural resources and assets and the ultimate disposal of any waste;
- (iii) environmental goals, having been established should be pursued in the most cost effective way, by establishing incentive structures including market mechanisms, that enable those best placed to maximise benefits or minimise costs to develop their own solutions and responses to environmental problems

Global Perspective

A global perspective is needed to ensure that Australia does not simply move its environmental problems elsewhere. This requires recognition and consideration of the ecological footprint of our activities and developments. We must share the global responsibility for action on greenhouse gases, ozone depleting substances, biodiversity and habitat protection and pollution reduction.

Qualitative Development

Qualitative development requires an increase in the qualitative dimension of human welfare and not the quantitative growth in resource throughput as a key objective. Conservation of resources needs to be an integral component of the planning and implementation of development and activities. However, investment is needed to replenish and expand the capital base, and the human, technological and natural productive base should not be depleted.

Limits on Natural Resource Use

The scale and throughput of material resources need to be limited by the capacity of the environment to both supply renewable resources and to assimilate wastes. Harvesting rates of renewable resources should not exceed their rate of regeneration.

Constant Natural Capital and Sustainable Income

Our stock of capital - natural environment, technology and knowledge - is required to sustain our lifestyles and activities. The natural capital (e.g. biological diversity, healthy environments, fresh water supplies, productive soils) must be maintained or enhanced from one generation to the next. Only that income which can be sustained indefinitely, taking account of the biodiversity conservation principle, should be taken.

Community Participation

Strong community participation will be a vital pre-requisite for effecting a smooth transition to an ecologically sustainable society.

Efficiency and Resilience

Efficiency of resource use must become a major objective in economic policy. Economic policy needs to focus on developing a resilience to withstand economic or ecological shocks. A resource-driven economy is unlikely to be resilient. We should aim to establish a range of inputs and outputs in economic activities.

Projects undertaken and processes used in production should be efficient; that is, they yield the greatest output per unit input.

2.2 SPECIFIC PLANNING ELEMENTS

Planning elements reflecting the North Coast Regional Environmental Plan (1988), the North Coast Urban Planning Strategy (1995), the Rural Settlement Guidelines (1995) and Northern Rivers Regional Strategy Policies have been adopted as a second layer of principles to provide specific direction for the location and design of future settlement. A future Social Plan will become a further part of the planning framework.

Protecting the resource base and natural areas

Urban and rural settlements should:

- avoid riverine corridors
- avoid areas of acid sulphate soil
- avoid wetlands
- avoid areas with habitat or conservation significance
- avoid sensitive coastal lands
- not occupy good agricultural land
- be isolated from agricultural pursuits
- not encroach on extractive resources
- be isolated from rural industry, including haulage routes
- not contribute to soil erosion
- not affect environmentally significant land, natural habitat & vegetation
- avoid impacts on drinking water catchments
- protect scenic areas
- avoid impacts on water quality in water courses/groundwater
- avoid Aboriginal sites and areas
- contribute to catchment management

Maximising access to goods, services and opportunities, and reducing the need to travel.

Urban settlement should:

- improve potential for public transport
- provide land for community services
- locate commercial & community services close to housing
- provide new housing with good access to core services
- be compact rather than sprawl, and encourage higher density development
- provide good access to higher order services

Rural residential settlement should:

- be close to settlements with human services/community facilities, linking into the functional hierarchy
- link into existing services without pressure, or provide for self-reliance
- provide good access to higher order services
- encourage efficient use of vehicles through proximity to services/access to public transport
- be of a population size suitable to maintain human services
- establish human services to suit the scale and location of the development

Maximising resource efficiency and minimising environmental and social impact

Urban settlement should:

- employ measures to achieve better urban design and utilisation of urban land, and provide a range of housing options
- identify suitable land for employment
- be readily provided with reticulated water and sewerage
- be located in an area near urban land which is economic to service
- encourage energy and water conservation
- be in a form which is conducive to economical servicing
- use infrastructure which is designed as part of water cycle management

Rural settlement should:

- be located where the cost and impact of infrastructure can be minimised
- allocate true costs to users
- not encroach on land identified for future urban development
- protect the safety and efficiency of arterial roads
- utilise effluent disposal arrangements which safeguard water quality in creeks and rivers

Creating and maintaining a high level of livability and safety

Urban settlement should:

- be consistent with any floodplain, estuary or coastline management plan
- be free of flooding or any other environmental hazard
- be free of airport noise
- encourage a sense of community and identity, livability, and neighbourhood character
- maintain the character or heritage significance of towns, villages and small coastal settlements
- provide access to open space/recreational space
- put aside land for indoor and outdoor community use
- include a 'heart' within easy access of all areas, where community development can occur
- avoid land which has heritage or cultural significance

Rural settlement should:

- be free from contamination
- be free from bushfire risk
- be free from any other significant environmental hazard
- avoid land which has heritage or cultural significance
- protect visual and scenic amenity
- be located and designed to avoid conflicts with nearby land-use
- identify and enhance distinctive rural character

3 **POPULATION ESTIMATES**

This Strategy extrapolates the growth rates experienced between the 1991 and 1996 census to provide a guide to the scale of population by 2016.

A summary of 1991 and 1996 census data for the study area is outlined in Figure S.2. For the whole of the study area, there was a growth of 0.95% per annum over the intercensal period. If growth were to be maintained at this level to the year 2016, the resultant population would be approximately 57,000, an increase of about 9,500 people.

Figure S.2 also looks at a population growth scenario where, due to buoyant economic circumstances, population growth over the life of this strategy would be high. For the purposes of evaluating such a scenario, an annual growth rate of 1.3% per annum has been adopted. Under this scenario, the resultant population would be approximately 61,000, an increase of some 13,500 over the 1996 census. This scenario would allow the area to absorb additional population and may reduce the population pressures on other very sensitive areas of the Northern Rivers Region.

Figure S.2 Population Growth Forecast

June 1991 Census	45,306	
June 1996 Census	47,460	
Trend Growth Rate (% pa.)	0.95%	
Higher Growth Rate (% pa)	1.3%	
Forecast Population:	Trend Scenario	Higher Growth Scenario
2001	49,700	50,500
2006	52,000	53,800
2011	54,500	57,000
2016	57,000	61,000

Source: ABS 1991 and 1996 census data. Forecast population by GeoLINK.

These forecast populations need to be considered in terms of required dwelling sites. For example, at the 0.95% trend annual growth rate, relevant factors include:

- the continuation of the decline in dwelling house occupancy (assumed decline to 2.35 by 2016);
- provision for vacancy rates in new dwelling construction to take into account dwellings not permanently occupied (assumed 5%);
- an allowance for residency rates i.e. land held for investment, short term speculation and the like (assumed 10%); and
- a provision for economic circumstance fluctuation (assumed 5%).

As a result of these considerations, a population of the size forecast would require planning for about 8,000 new dwellings by 2016.

4

THE STRATEGY

4.1 VISION

For the purpose of this Settlement Strategy, a suggested vision for where the Clarence Valley should be in the year 2016 is:

A healthy, prosperous and sustainable future for all forms of life in the Clarence Valley by acknowledging and building on the strengths of the Valley, particularly the river, and by encouraging a settlement pattern which builds on existing communities and minimises urban and rural residential sprawl.

4.2 A SCENARIO FOR THE FUTURE

A Clarence Valley Committee workshop in April 1997 discussed the sustainability of three basic settlement scenarios. These scenarios were devised to examine different ways in which the same volume of population growth could be accommodated. They comprised a sprawling, dispersed model, a tightly compact model and a model which focused growth while allowing a range of living opportunities.

The Settlement Strategy suggested for the Clarence Valley to the year 2016 is generally based on the model characterised by the following:

Higher densities in Grafton close to the Central Business District (CBD);

Settlements close to Grafton to be higher density in strategic areas, and to be designed for community identity and self-reliance in terms of local services and employment opportunities;

Existing small villages to expand to suitable population levels to maintain existing services and seek improved outreach services, while retaining village character and minimising environmental impact;

Further rural residential development to be clustered in areas having a direct functional relationship with town or village settlements.

Details of the scenarios are provided at section C2 of the Appendices. The Strategy also incorporates the relevant provisions of the Maclean Shire Strategic Land Use Plan. A map illustrating the Settlement Strategy is shown in Figure S.3. Figure S.4 shows how the Settlement Strategy fits into the basic agricultural, transport and vegetation context of the Clarence Valley.

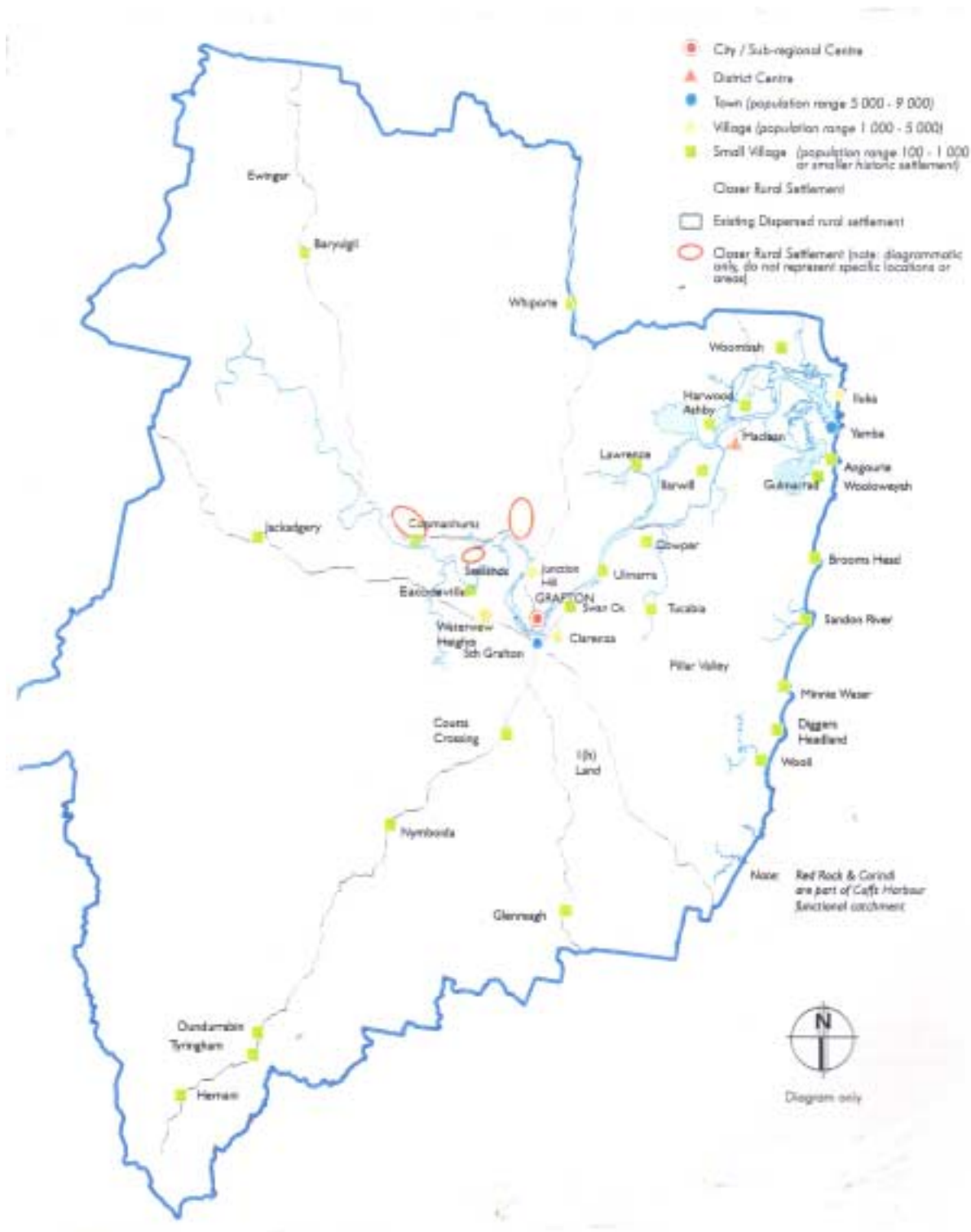


Figure S.3
clarence valley
settlement strategy



Figure S.4
valley structure plan

4.3 THE SETTLEMENT HIERARCHY

The Clarence Valley landscape has a basic hierarchical pattern of city, towns, villages and rural areas which has evolved since white settlement. The following settlement hierarchy builds on that pattern to maintain social and economic viability while preserving natural landscape values. The dot points under each sub-heading list the agreed outcomes proposed to be achieved by implementation of the Strategy. Individual elements of the hierarchy are discussed in more detail at section 5.

1. **The sub-regional centre** of Grafton and South Grafton:

- Grafton may reach a population of approximately 18,350 around 2016 following urban infill and minor peripheral additions to the existing residential zone;
- Grafton will continue to function as a sub-regional centre (as originally defined in the North Coast Urban Planning Strategy (NCUPS) 1995), providing a focus for services to the Clarence Valley community. It will accommodate sub-regional educational, health, community and recreational services, and provide outreach services to smaller centres;
- Grafton will continue to provide a primary focus for major commercial activity;
- Grafton will continue to fulfil the role of sub-regional administrative centre for State Government;
- residents' access to services will be optimised by higher densities being encouraged closer to the Central Business Districts, while a design approach to urban infill is adopted which emphasises human scale, compatibility with heritage values, access to open space, and high quality landscaping;
- Grafton and South Grafton's character and heritage significance will be maintained;
- Grafton and South Grafton will be linked by improved public transport access to higher order services in other sub-regional centres;
- the town of South Grafton will aim to provide enhanced commercial/retail services to settlements south of the Clarence River as well as accommodating industrial development; and
- Grafton and South Grafton will aim to provide good cycle and pedestrian access to CBDs.

2. **The towns** of Maclean and Yamba:

- will have 2016 populations of around 5,000 and 6,500 people respectively;
- in the case of Yamba, will continue to be an important residential and tourist centre, and provide a river port capable of servicing maritime transport;
- in the case of Maclean, will continue to function as a major district centre, helping to serve the lower Clarence community with secondary levels of sub-regional services (NCUPS 1995), commercial and industrial development. Maclean will also continue as the central town of Maclean Shire and maintain its strong physical and cultural identity;
- residents' access to services will be optimised by higher densities being encouraged closer to the Central Business Districts, while a design approach to urban infill is adopted which emphasises human scale, compatibility with heritage values, access to open space, and high quality landscaping; and
- will aim to provide good cycle and pedestrian access to CBDs.

3. **Villages**, comprising expansion of the existing village of Junction Hill, a new village at Clarenza, and village-type development incorporated into existing rural residential settlement at Waterview Heights:

- will be located within 10 kilometres of Grafton;
- will each support 2016 populations of between 1200 and 2000;
- in the case of Waterview Heights, have an identified population capacity based on the utilisation of existing zoned land;
- in the case of Junction Hill and Clarenza, may be suitable for longer-term growth beyond 2016;
- will aim for a strong identity and self-reliance in terms of local services, rather than functioning as dormitory suburbs;
- in the case of Junction Hill, will accommodate significant industrial development;
- will aim to provide for local shop(s), community open space and a community building clustered in a central 'heart' area, with new development located and designed for good pedestrian access to that area by linked streets, parks and squares;

- will be linked to Grafton by bicycle track, by safe road access, and where possible by a public transport system which is responsive to residents' needs;
- will be provided with reticulated water and sewerage and be designed for economical servicing;
- will aim to provide local services and community identity to rural residential and rural catchments; and
- will provide for a range of housing types, including higher densities near the 'heart' area.

4. **The coastal village** of Iluka:

- will accommodate a 2016 population of about 2,370;
- will aim to maintain its character as a low key North Coast fishing village in a quality environmental setting surrounded by National Parks; and
- will provide a range of local services and community identity.

5. **Small river villages** at, Copmanhurst, Coutts Crossing, Glenreagh, Ulmarra, Lawrence, Baryulgil, Nymboida, Jackadgery, Dundurrabin, Tyringham, Hernani, Swan Creek, Eatonsville, Tucabia, Cowper, Chatsworth Island, Ilarwill, Ashby, Harwood and Woombah:

- will have populations of between 130 and 730 by 2016;
- will provide local services and community identity to rural residential and/or rural catchments;
- will be unlikely to attract major new services;
- will aim to enhance community facilities (within the existing scale) to increase self-reliance and reduce the need to travel. For example, community halls could be equipped with facilities to accommodate visiting outreach workers providing health services from Grafton or Maclean;
- will support populations large enough to maintain existing services, and be able to grow to an upper population limit developed in consultation with local communities and based on potential impacts of expansion on existing village character, on water quality, on vegetation and habitat values, and on the landscape;
- will seek opportunities for public transport options based on a scale and timetable which suits residents' needs;
- will be likely to continue to have a rural/agricultural focus;

- will aim to maximise access to existing community infrastructure by locating and orienting new development close to the existing village 'heart' area;
- will aim to preserve special village character or heritage significance by asking the community to identify distinctive lifestyle or landscape elements, and by encouraging compatible design in new development; and
- will aim to fulfil any potential for low-key tourism associated with natural, built, or cultural attributes.

6. **Small coastal villages** at Woolli, Angourie, Sandon River, Wooleweyah, Diggers Headland, Minnie Water and Brooms Head:

- will have 2016 populations of between 30 and 650;
- will generally comprise populations closely focused around a hall or small school;
- will continue to have a strong coastal, recreational and tourism focus;
- will continue to have a strong community identity, but will not serve a substantially populated rural catchment;
- will rely on a nearby village for local services, or will relate directly to Grafton, Maclean or Yamba;
- will be unlikely to attract major new services; and
- will aim to preserve special village character or heritage significance by asking the community to identify distinctive lifestyle or landscape elements, and by encouraging compatible design in new development.

7. Closer rural settlement areas near Coutts Crossing, Copmanhurst, Junction Hill, Nymboida village, Glenreagh, Ashby, Woombah, Gulmarrad and Waterview Heights:

- will build on existing rural residential cluster areas, but will exclude parts of those areas which occupy:
 - riverine corridors
 - areas of acid sulphate soil
 - wetlands
 - sensitive coastal lands
 - good agricultural land or agricultural pursuits
 - extractive resources, including haulage routes
 - environmentally significant land
 - natural habitat and vegetation areas
 - scenic areas .
 - Aboriginal sites and areas
 - contaminated land
 - significant bushfire hazard or other environmental hazard
 - areas where soil erosion is likely;
- will aim to contribute to catchment management;
- will encourage subdivision designs which provide elements of rural lifestyle while protecting the environment and using resources efficiently;
- will be separated by location and design from rural land-uses such as sawmills, quarries and intensive agriculture in adjacent areas;
- will be closely linked by physical, servicing and social catchment to a village or town which provides human services and community facilities;
- will link into existing local or sub-regional services without pressure, or provide for self-reliance;
- will establish human services to suit the scale and location of the development;
- will aim for effective bushfire management, preservation of wildlife corridors, continued road safety and efficiency, and lower-cost/lower-impact infrastructure provision by clustering houses within reasonable distances of each other. Clustering in conventional subdivisions should be encouraged by measures such as building envelopes, common service trenches, specifying average lot densities, single access points to main roads, and not requiring minimum road frontages for lots;
- will provide the option of clustering by the use of Community Titles subdivision. (This type of subdivision entails private ownership of house sites, with common ownership and management of the remainder of the parcel of land. A land management plan is developed by residents. This approach can be useful in management of effluent disposal systems, as well as in managing nature conservation, permaculture or conventional agricultural themes);

- will encourage energy and water conservation;
- will be located where the cost and impact of infrastructure can be minimised;
- will not encroach on land identified for future urban development;
- will protect the safety and efficiency of arterial roads;
- will reduce bushfire risk by avoiding heavily vegetated areas, and by including fuel free zones and radiation zones in subdivisions. Adequate water supplies for fire-fighting are essential, as is access for fire-fighting vehicles;
- will be able to grow towards identified population capacities developed in consultation with local communities and based on existing rural and landscape character, environmental impacts, economic impacts, and the extent to which village and services can be utilised;
- will aim to provide for demand for various lot sizes/styles on a valley basis to be established as part of further work initiated by this strategy; and
- will aim to identify and enhance distinctive rural character

8. **Dispersed residential settlement** at Halfway Creek, Kungala, Lanitza, Whiporie, Ewingar, Seelands, Coaldale, Braunstone, Blaxlands Flat-Kangaroo Creek and Pillar Valley, and dispersed agricultural populations in these and other parts of the Upper Clarence Valley:

- will generally not be further encouraged for residential settlement;
- will comprise existing scattered populations;
- will rely on distant villages for local services, or will relate directly to Grafton, Coffs Harbour or Casino; and
- will be related to purposeful agricultural production or responsible land management.

Remedial planning action is proposed with respect to land zoned 1(h) in Ulmarra Shire. Following investigations, some of this land may be converted for use as planned closer rural settlement.

4.4 PRINCIPLES FOR ALL LEVELS OF THE SETTLEMENT HIERARCHY

Water cycle management, soil and vegetation management, cultural heritage, residential quality, open space, contributions, density and social planning are issues that are relevant to all levels of the settlement hierarchy. The following recommendations seek to achieve a greater level of social, economic and environmental sustainability in our approach to those issues.

Water Cycle Management

- Water supply, sewage, stormwater and greywater in urban, village and rural residential areas should be managed in an integrated way, along with tools such as demand management and re-use. Larger expansion areas such as Clarenza, any village precinct at Waterview Heights, Yamba, Gulmarrad, Iluka, Maclean and to some extent Junction Hill and Lawrence offer great potential for the cost-effective application of an integrated water cycle.
- Water use should be as effective and efficient as possible to minimise impacts on natural water systems. Decisions in terms of regulatory and institutional arrangements, water source management and water demand management should be consistent with the Lower Clarence County Council's draft Regional Water Efficiency Strategic Plan.
- Before reticulated water is supplied to areas using on-site sewage treatment systems, the capacity of those systems should be re-assessed and upgraded if necessary.
- Low water use devices should be encouraged, particularly in unsewered areas.
- In areas where reticulated water is not available, strategies should be developed to ensure that assessment of the suitability of alternative supplies is undertaken, including an assessment of impact on the water environment. Riparian water use is discouraged; rural households should provide adequate rainwater harvesting infrastructure. To protect river flows and improve public access to rivers, riparian lands affected by a residential subdivision should be dedicated as public open space. This could be achieved through developer contributions or as a dedication to the Crown or council.

- All settlements should utilise effluent disposal arrangements which aim to safeguard water quality in creeks, rivers and groundwater, particularly in water supply catchment areas. A number of small settlements in the Clarence Valley do not expect to financially sustain conventional sewage treatment infrastructure but current on-site wastewater management may not be environmentally sustainable. Villages and localities in this category include Copmanhurst, Waterview Heights, Eatonsville, Seelands, Ulmarra, Nymboida, Pillar Valley, Sandon, Diggers Camp, Minnie Water, Tucabia, Glenreagh, Wooli, Brooms Head, Cowper, Brushgrove, Chatsworth Island, Harwood, Lawrence, Ashby and Woombah. Existing and future development in those areas should meet the principles and performance objectives set out in the “Environment and Health Guidelines - On-site Sewage Management for Single Households” and should be consistent with the On-Site Sewage Management Strategy being prepared by Clarence Valley councils. This may entail reviewing lot sizes or requiring a higher level of treatment for new subdivisions. Small-scale effluent treatment package plants servicing multiple households and managed as part of a Community Titles development may be effective in rural residential areas or in any village development at Waterview Heights. Impacts of holiday loadings should be considered in any evaluation of sewage infrastructure, particularly in the Lower Clarence. Recycling of wastewater should take place where appropriate, with a priority placed on reuse activities that offset the use of current resources.
- Stormwater management plans should be developed for all new areas prior to rezoning, linking in with councils’ catchment-based stormwater plans. Innovative methods should be utilised including collection of rainwater for non-potable uses, reducing paved areas, and maintaining natural vegetation along drainage lines.
- Settlement and development in the Clarence Valley should be consistent with the water quality and river flow objectives developed by the NSW Government Water Reform process.

Soil and Vegetation Management

- Rezoning investigations for all new areas should include identification of past land-uses which may have resulted in contamination, such as dipsites, horticultural lands and intensive livestock sites. If contamination is found to be a possibility, measures should be put in place to ensure that the

potential for contamination, the suitability of the land for the proposed use, and the feasibility of remediation are assessed properly before the rezoning proceeds.

- Any new urban, village and rural residential areas should avoid land which is substantially timbered. Flora and fauna assessments should be carried out in all areas planned for urban and rural residential development prior to rezoning or any alteration in planning provisions. During the subdivision process, any native vegetation should be retained where possible and incorporated into the residential plan. Measures to mitigate against impacts on native vegetation should also be incorporated. Remnant vegetation should be retained, particularly along waterways, and expanded where possible to link in with larger natural areas. Areas of environmental significance need to be protected by appropriate zones and buffers.

Cultural heritage

- Aboriginal cultural heritage values should be assessed in detail prior to any rezoning, including identification of sites, relics and places of significance. Consultation with local aboriginal land councils/aboriginal communities and the National Parks and Wildlife Service should occur as part of the rezoning process. Aboriginal Land Councils could also be approached to suggest suitable names for places, streets or reserves to reflect the Clarence Valley's history.

Residential quality

- Opportunities should be provided for easy access to public natural vegetation areas and waterways. For example, areas of community-managed native vegetation with foot and bicycle paths could link clusters of houses and form a local greenbelt. Community Titles subdivision could be encouraged to enable management of such areas.
- Settlements should aim to provide a high level of residential quality based on community identity, protection of landscape biodiversity and scenic values, and provision of good access to local and sub-regional services.

- Settlements should aim to encourage energy and water conservation, promote energy-efficient housing, and encourage self-sufficiency in water and power provision.
- Settlements should aim for landscaping, sign posting and the like to give a distinct sense of place, aiming to foster a sense of belonging and community pride.
- Urban and village settlements should encourage a range of uses in suitable locations through local planning controls.
- Settlements should aim to foster community identity by maintaining and strengthening community facilities such as halls, community gardens, heritage resources and public open space.

Contributions

- All urban and rural residential development should be subject to plans requiring a contribution to the true costs of service provision and maintenance.

Regional greenbelt-open space

- A local/sub-regional greenbelt network should be maintained within and between settlements, for the purposes of:
 - supporting biodiversity;
 - protecting wildlife corridors;
 - maintaining scenic values;
 - providing recreational opportunities; and
 - defining and separating settlementsand should link in with any regional greenbelt network.

Density

- The North Coast Urban Planning Strategy seeks to optimise residential densities in order to minimise urban sprawl, thus improving accessibility and infrastructure provision. In the city and towns, land use density in core urban CBD locations should be maximised to contribute to this aim. Similarly, village density should be higher near the 'heart' area and

lower towards the periphery. A mix of lot sizes should be provided in all urban areas, and neighbourhood dwelling densities should generally increase overall. Specific density targets may not be appropriate in many circumstances. Specific site conditions and urban design matters are important in identifying desired densities. Minimisation of urban sprawl and creation of a compact settlement pattern are inherent features of the adopted settlement scenario (section 4.2).

Social Planning

- Social impact assessment should be carried out as part of the rezoning process for any expansion of residential areas and new areas. Any issues identified in a Social Plan need to be addressed at all levels of the settlement hierarchy.

5 **SPECIFIC AREA STRATEGIES**

This section of the Strategy details the specific implications of the settlement strategy on an individual area basis

5.1 PREAMBLE

Adoption of the Settlement Strategy will have obvious implications in terms of how individual existing settlements change in the future. For some areas such change will be significant, while other areas are unlikely to change in any major way.

This section describes, on an individual area by area basis, how this change might occur, and what form it may take. Specific areas addressed in this section are:

Grafton
 South Grafton
 Junction Hill - Clifden - Kyarran - The Whiteman - Whiteman Creek
 Clarenza
 Waterview Heights
 Copmanhurst - Upper Copmanhurst - Stockyard Creek - Mylneford
 Baryulgil
 Jackadgery
 Ulmarra
 Tucabia
 Pillar Valley
 Wooli, Diggers Camp, Minnie Water and Sandon River
 Glenreagh
 Coutts Crossing
 Nymboida and Area
 Halfway Creek, Kungala, Glenugie and Lanitza
 Ewingar, Whiporie, Dundurrabin, Hernani and Tyringham
 Yamba
 Maclean -Townsend
 Gulmarrad
 Iluka
 Lawrence
 Ashby Village and Rural Residential Area
 Woombah
 Coastal Villages
 Maclean Inland Villages

A full version of the area-by-area strategies is at section D of the Appendices and includes desired future character, the current (1998) situation and council objectives.

5.2 GRAFTON

*1996 population 10,370
2016 population about 11,100*

Urban infill and small peripheral extensions to Grafton's urban area have the potential to contribute to public transport viability, utilise existing physical infrastructure, improve energy and water conservation, and optimise access to human services, including recreation and commercial facilities. Compared with other settlement types, this form of settlement can contribute more in terms of environmental and economic benefits, and will help to achieve the most sustainable settlement hierarchy by focusing populations closer to the sub-regional centre. Design issues at higher densities need to consider the city's visual character, including

its heritage values. Adoption of objectives-based residential controls based on suitable AMCORD principles would allow the Council to ensure high levels of neighbourhood amenity are achieved. Higher densities near the central business district could result in better amenity and "livability" by improving access to services. Developer funded cycleways may help to lessen traffic impacts while enhancing the character of the CBD. Peripheral extension requires sensitive planning and design to manage encroachment onto agricultural lands and to provide a suitable buffer at the urban/rural interface.

*1996 population 6,460
2016 population about 7,250*

5.3 SOUTH GRAFTON

Future residential development will comprise urban infill and small peripheral extensions.

Sensitive revitalisation of the South Grafton CBD, including provision of a quality, competitive supermarket would reduce pressure on the bridge and provide a more efficient service to valley residents living south of the river. The population data at Figure A.11 of the

Appendices indicates a substantial population south of the river which may represent a catchment for more retail services in South Grafton. This will also enhance South Grafton's role, further defining its own history and sense of identity. Any further commercial development should only be in the area bounded by Ryan Street, Bent Street, Cowan Street and the Clarence River.

*1996 village population 1678
2016 village population about 2000
1996 rural hinterland population 418*

The objective with regard to Junction Hill is to consolidate the existing zoned area into a vibrant and self-reliant village. Junction Hill has the potential to function as a major village with its own identity, providing the benefits of good local services to its residents and rural residential catchment while maintaining easy access to Grafton for higher order services. It has a large supply of available land which can be released in stages to take up extra demand. Review of the local Strategic Plan for the village following rezoning will assist in achieving the above objective.

The evolution from a dormitory suburb to a distinctive, self-reliant village within the next 20 years will depend on a number of factors. Identifying a site for a 'heart' area early, ensuring new development is designed for easy access towards that site, and providing a community building as early as possible will be necessary to create a strong community. The community building should ideally be equipped to satisfy a range of cultural, social, and health needs, and should include land for outdoor community activities.

As the village grows these facilities can be enhanced, and local retail opportunities can be established. Higher densities nearer to the 'heart' area will improve residents' access to that area and contribute to the sense of a compact, distinct village. Design of future housing

will be important in creating a comfortable village feeling. The existing community should be asked for its views on design elements. A conceptual diagram of the recommended principles for Junction Hill is at Figure S.5.

The route of the Summerland Way is crucial to the future amenity of Junction Hill. The "back fence" treatment results in duplication of roads and means the function of the main street is not on a village scale. The community is currently divided in two. While the Roads and Traffic Authority (RTA) has no plans to relocate the road, identification of a preferred route, (and land-use planning in accordance with that notional route) is the first step in ensuring the road does not permanently sever the village. By-pass funding options to achieve road relocation need to be investigated.

Minor commercial and light industrial opportunities catering for local needs should be encouraged, increasing local self-reliance and reducing the need to travel to Grafton. Occupations carried out in the home should be encouraged for the same reason. The possible extension of residential development north of the industrial precinct is not supported in the life or context of this Strategy.

The rural residential catchment is currently based on a system of nominated roads between Junction Hill and Copmanhurst.

Opportunities exist to review this system in order to help future development meet key planning principles in terms of protecting natural values, protecting rural industry, lessening the costs and impacts of infrastructure, and avoiding land-use conflicts. Future rural residential development is proposed to be focused in defined enclaves with a clear physical, social and servicing link to Junction Hill village, in areas supporting existing settlement. Focusing development will reduce the settlement “footprint” in the area between Copmanhurst and Junction Hill. It may assist in bushfire management, improve road efficiency and safety, and will result in lower costs and impacts of infrastructure than a more dispersed pattern. A number of potential areas are free from constraints associated with flooding, acid sulphate soils, good agricultural land, quarries and other rural industries. However, there is a lack of information on flora and fauna values in these areas. Final identification of suitable areas should be preceded by a flora and fauna survey, and should be consistent with the criteria at sections 4.3 and 4.4 of the Strategy.

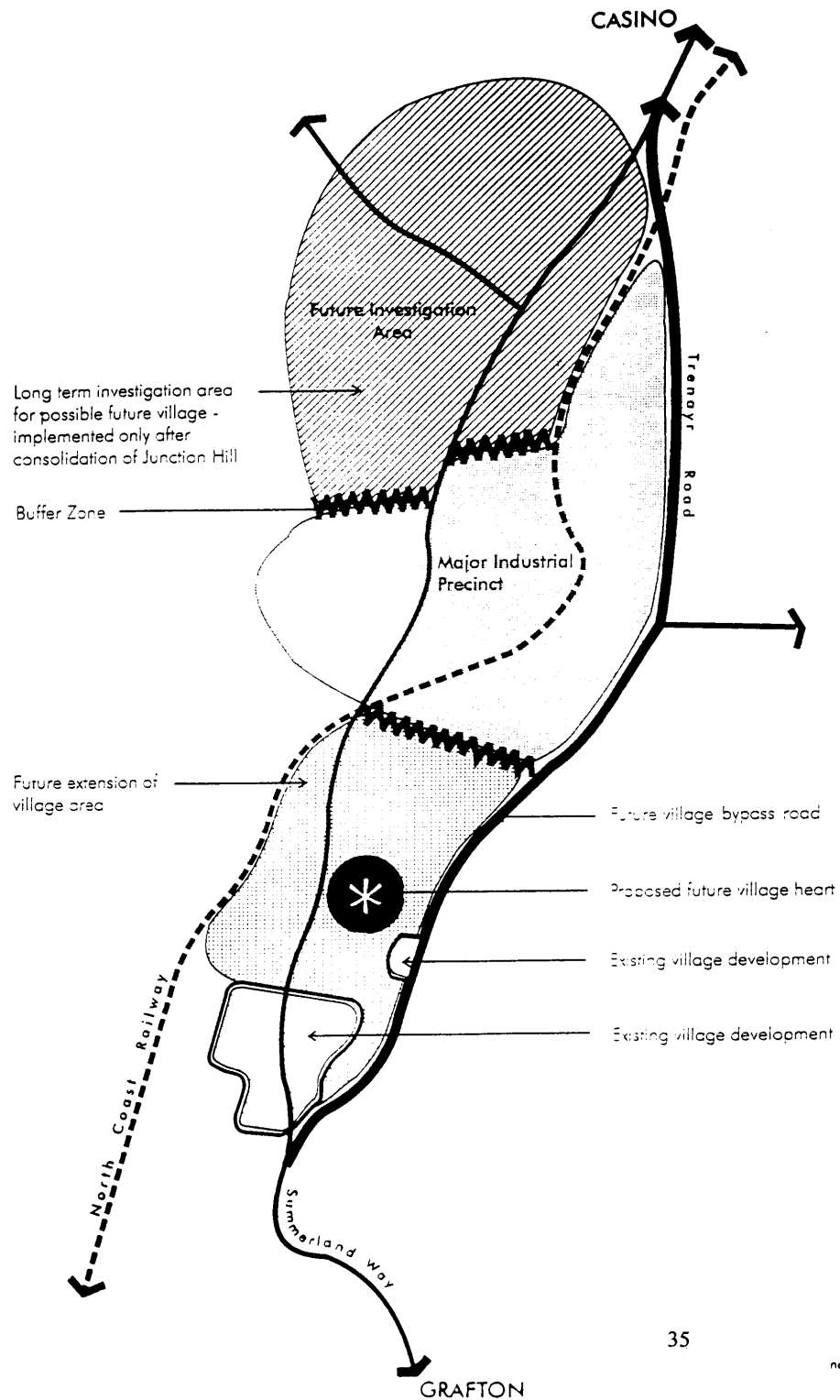
The strategy for this area entails reducing the amount of land available for rural settlement. In the circumstances, it is reasonable that an identified enclave area may include some vegetated land,

providing other locational criteria are met, and providing the above flora and fauna survey does not indicate likely negative impacts on threatened flora and fauna species.

Ironstone and sand resources in the area, including haulage routes, should be protected from encroaching development. Areas outside identified enclaves will not be able to be subdivided for rural residential purposes. Opportunities for responsive, small-scale public transport between Copmanhurst and Grafton should be investigated.

Within the wider hinterland, reviewing the 40 hectare minimum lot for land zoned 1(a) may help to protect agricultural production in the valley. It would also reduce potential for additional population pressure in rural areas. This would relieve pressure to continuously upgrade school bus routes, relieve pressure on roads and bridges, reduce land-use conflicts, and encourage people to live closer to services, thereby reducing car dependency. It would also lessen settlement impacts on vegetation, water, soil and wildlife, while keeping the options open for some areas of this land to be used for food production. Any review of the 40 hectare requirement will be dependent on NSW Agriculture land suitability surveys.

FIGURE S.5
PRINCIPLES DIAGRAM - JUNCTION HILL



5.5 CLARENZA

1996 population 272

2016 population about 1500

Clarenza has the potential to develop as a well-designed village, self-reliant in terms of local services and community identity, with good access to Grafton's higher order services, 4 kilometres away. While maintaining a strong visual and functional link with Grafton, it could develop a distinct identity rather than function as a dormitory suburb. However, its position in the 2016 settlement hierarchy is subject to a more thorough exploration of transport and access implications, in local terms as well as in the Clarence Valley context.

500 dwellings would generate about 4495 vehicle trips per day. This would be concentrated on the Pacific Highway from Duncans Lane. Current Highway traffic is estimated to be about 8500 vehicles per day. Reliance on the Highway for access to Clarenza will have implications for the safety and efficiency of the Highway and is not recommended. A 100 kph speed limit applies to the existing intersections. While the area is physically close to Grafton, accessibility will depend on the extent to which safe traffic, bicycle, foot and public transport arrangements can be provided. Safe access arrangements to the satisfaction of the RTA need to be planned prior to any rezoning. The RTA has suggested that an overpass is one possible solution. Other possible options which could be investigated include staging of access improvement commensurate with the rate of development. Suitable intersection

treatment is likely to be expensive. Ultimately, intensified use of the Highway may contribute to a need for an eastern highway bypass of Clarenza/South Grafton, which may have implications for Grafton's visibility and accessibility within the regional and State context, as well as having cost implications for the wider community. The RTA does not plan a by-pass in its 10-year draft program for upgrading the Highway. Nevertheless, the Draft Structure Plan envisages a bypass sometime before 2016.

Development of Clarenza would increase local pressure on the Grafton Bridge and Bent Street, as would a similar scale of development in other areas south of the Clarence River. Currently, 95% of traffic using the bridge is local, rather than associated with the Summerland Way. No bridge augmentation is planned. Increasing servicing and employment self-reliance in any settlements to the south, providing public transport and cycleways, and promoting improved commercial and community services in the South Grafton central business district may help to alleviate pressure. Expanding settlement on both sides of the river at Junction Hill and Clarenza may result in a dilution of potential impacts on the Grafton Bridge and on the Casino Road and Turf Street.

Further issues which need examination include the long term agricultural value of class 3 agricultural land in the area, and

protection of the existing effluent reuse system. Stormwater treatment will need to protect Alipou Creek from urban run-off. Clarenza's traditional use as a flood refuge for stock should be recognised.

Clarenza may represent a future opportunity to design a high quality, energy-efficient settlement which maximises landscape values while creating a sense of community. Incorporating housing into the existing landscape patterns will help to create a natural village character. Careful treatment of the scenic relationship between Clarenza and Grafton would lessen visual impacts to the wider community. Identification of a central 'heart' site and an increase in density close to that site will contribute to a compact, economical urban form which provides residents with easy access to local services. The 'heart' area should be remote from the Pacific Highway, to avoid it competing with Highway service facilities in the 60 km/hour zone of South Grafton. The 'heart' may eventually include a community building serving a variety of uses, community outdoor space, local shops, and possibly a pre-school/infant school site. For those services likely to be provided by the private sector, this will depend largely on economic issues. Street patterns could be oriented towards this area, with direct foot or bicycle access. Facilitating mixed uses in the form of light industrial activity, home industries and small offices in suitable locations would reduce the need to travel to work for some people. Planning provisions should

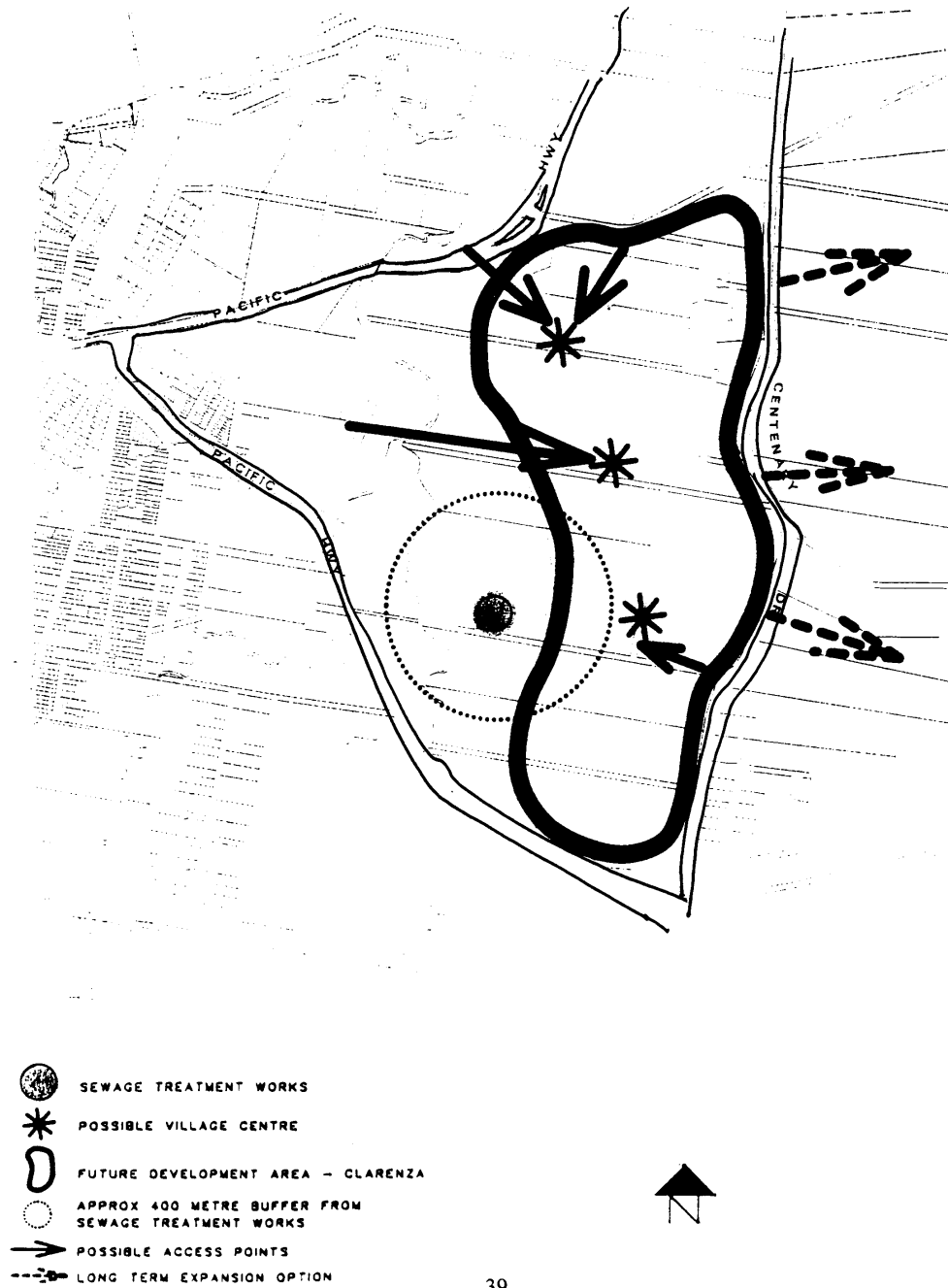
not hinder establishment of these operations.

A conceptual principles diagram of Clarenza is at Figure S.6.

The 94 ha area west of Centenary Drive has a potential for about 500 lots or 1150-1500 people. Current growth rates suggest that this area, together with incremental expansion of the existing urban area, would be utilised by about 2010-2012. After that time, an area east of Centenary Drive to accommodate about 250 lots (600-900 people) would be required as a future stage to 2016, or alternatively, another location would be necessary. Grafton City Council intends to increase the minimum lot size east of Centenary Drive from 10 to 20 hectares, to protect future residential potential. This will mean that if village development on the east side of Centenary Drive is necessary, unfragmented land will be available for urban subdivision.

Ulmarra Shire Council has indicated that there may be potential for rural residential development in the Shire area east of Four Mile Lane to link in with development at Clarenza. Land at Clarenza to the east of Four Mile Lane, cleared before January 1998 and currently zoned 1(a) under Ulmarra Local Environmental Plan 1992, may be suitable for investigation for a quite limited rural residential settlement linking in with Clarenza village development. Investigation of this matter should include an assessment of agricultural land values.

FIGURE S.6
PRINCIPLES DIAGRAM - CLARENZA



Waterview Heights:
1996 population 762;
2016 population about 1200;

Eatonsville:
1996 population 399;
2016 pop about 450;

Seelands:
1996 population approx 318;
2016 population up to 500

5.6 WATERVIEW HEIGHTS

Rather than continue to expand as an unserviced dormitory suburb, Waterview Heights has the potential to increase services for residents while reducing costs and impacts of development, improving energy and water conservation and maintaining some of the elements of the rural lifestyle. This would entail creating a carefully-designed village precinct on undeveloped land north of the Gwydir Highway. A precinct could offer a range of smaller allotments from 700-1000 square metres, and would be designed as a whole to achieve a settlement which is oriented to the natural features of the site, and maximises rural outlook while creating a sense of neighbourhood. Providing quality open space would be an important element of this approach, as would ensuring good foot or cycle access to services in the village. Precinct design should include areas of vegetated open space, these areas having been retained rather than cleared and replanted. Site selection would need to be informed by a thorough flora and fauna survey. The precinct would need to be planned for bushfire protection, including firetrails, water access and radiation zones. Effluent disposal may need to be by small-scale technology such as a mini-treatment system or systems. Good design of the village precinct would be paramount. Existing residents should be asked to help identify elements which contribute

to amenity. Allowing the population to expand without expanding the boundaries of the settlement will help to attract commercial and community services which will be easily accessible to residents.

Identifying a 'heart' area for services in a location accessible to existing residents as well as precinct residents will be a necessary challenge. This area will need to accommodate a community building serving a variety of uses, community outdoor space, local shops, and a future school site. Light industrial activity and home industries should be located to avoid residential conflicts. The need to maintain safe transport access for gravel trucks using Rogan Bridge Road and Eatonsville Road should be recognised in development at Waterview Heights. Buffers to adjacent agricultural uses will also be important.

The development of a village precinct should be considered only after consultation and general agreement of residents, proper investigation of physical and social issues, and development of a master plan layout.

Further development within the 1(c) zone will be subject to effluent disposal arrangements meeting the principles, objective and performance standards listed in the "On-site Sewage Management

Guidelines,” and to the provisions of the Threatened Species Conservation Act. Resubdivision of developed land in this area is unlikely to achieve acceptable effluent disposal outcomes, and may impact on residential amenity.

Further rural residential rezoning within the Solitude Lane area at Seelands is inconsistent with the principles of this Strategy and is therefore not recommended. This area includes a roadbase/ conglomerate quarry operating under continuing use rights to extract a limited annual amount. The Department of Mineral Resources would object to any change in zoning over the quarry which would restrict or prohibit extraction. Some local residents have opposed the quarry and would be likely to oppose any quarry expansion. While zoned potential exists for a further 75 lots within the Whiting Estate, economic constraints associated with extending the reticulated water supply have so far discouraged further subdivision. If the vacant land was rezoned from 1(c) to 1(d), reticulated water would not be required and a potential 13 lots could be created. The Seelands area is functionally isolated, and is

not linked to any social or service hierarchy.

Expansion of Eatonsville should be limited. Eatonsville will be unlikely to attract further services, but residents will access local services in Waterview Heights. The hall at Eatonsville should be maintained and enhanced to preserve the community focus.

Ramornie is not identified as a growth area. Increasing the 40 hectare minimum lot size for land zoned 1(b) would reduce potential for additional population in this area. This would relieve pressure for continued expansion of the school bus routes, relieve pressure for upgrading of roads and bridges, reduce land-use conflicts, and encourage people to live closer to services. It would also lessen settlement impacts on vegetation, water, soil and wildlife, while keeping the options open for some areas of this land to be used for food production

Existing septic systems in all areas will need to be monitored as a priority to ensure aged or faulty systems are replaced.

2016 village population about 400
1996 village population 212

1996 rural hinterland population 375
2016 rural hinterland population about 550

5.7 COPMANHURST - UPPER COPMANHURST - STOCKYARD CREEK - MYLNEFORD

Copmanhurst village, while distant from higher order services in Grafton, has an established population and rural/rural residential catchment. The role of Copmanhurst in the 2016 settlement hierarchy will be as a small village providing local services and community identity to its catchment.

Sustainable village growth will depend to a large extent on the outcome of a future comprehensive groundwater study to investigate potential groundwater problems. If the study indicates a sewage-related groundwater problem, the Council will need to decide on a suitable course of action. Options could include providing sewerage, investigating other sewage disposal options, or limiting future development. Existing septic systems in the village and rural areas will need to be monitored to ensure aged or faulty systems are replaced. If reticulated water is provided to rural residential areas, effluent volumes will increase. Design of the rural residential areas including levels of effluent treatment will need to reflect this. Innovative approaches to effluent disposal could be investigated as part of this approach.

If the groundwater study does not result in a need to limit development, village growth should not exceed the scale of existing services, but should be of a scale which maintains and reinforces

those services. Major new services will be unlikely to be located in the village. Strong community identity should be encouraged by maintenance and enhancement of community facilities. The community hall should be equipped to accommodate visiting outreach health workers, and to fulfill community social and cultural needs. If the village expands, protection of the village character and surrounding landscape will be important. The community should be asked for its views on design elements to achieve this. Future development should be oriented to supporting the village 'heart' area, and provide easy foot access to this area. Opportunities for responsive, small-scale public transport between Copmanhurst and Grafton should be investigated.

Minor commercial and light industrial opportunities catering for local needs and job opportunities should be encouraged, increasing local self-reliance and reducing the need to travel to Grafton. Occupations and business carried out in the home should be encouraged for the same reason.

The rural residential catchment is currently based on a system of nominated roads between Junction Hill and Copmanhurst. The strategy outlined for the Junction Hill rural area at section 5.4 of the Strategy also applies to the area surrounding Copmanhurst village. A number of threatened flora and

fauna species have been recorded to the east and west of the village. Copmanhurst's Kangaroo Creek Sandstone geology may be a limitation in development.

Increasing the 40 hectare minimum lot size required for a house on land zoned 1(a) would help to protect agricultural production in the Valley. It would also reduce potential for additional population in this area. This would relieve

pressure on transport infrastructure, reduce land-use conflicts, and encourage people to live closer to services. It would also lessen human impacts on vegetation, water, soil and wildlife, while keeping the options open for some areas of this land to be used for food production. Any review of the 40 hectare requirement will be dependent on NSW Agriculture's land suitability survey.

1996 district population 218
2016 population 233

5.8 BARYULGIL

Development and land-use at Baryulgil and Malabugilmah has special cultural implications, and needs to be informed by consultation with the community.

The existing settlement is isolated from Grafton's sub-regional

services. Local retail services and employment opportunities would improve self-reliance, and need to be encouraged. Funding opportunities to seal the road between Baryulgil and Malabugilmah should be pursued

5.9 JACKADGERY

Jackadger's remote location from Grafton and its role as a sole provider of basic local services to an isolated rural area gives it a unique status. The establishment of 15-20 rural residential lots close to the hamlet services would help to support those services. Future development should be subject to the following issues being addressed:

- effluent disposal and potential impacts on water quality;
- potential land-use conflicts between new residents and agricultural practices;
- the need to provide additional human services, and the ability of existing Grafton-based

outreach services (eg Home Care) to cater for additional demand;

- economic and environmental costs of providing and maintaining physical infrastructure;
- access to sub-regional services in Grafton;
- employment opportunities;
- the safety and efficiency of the Gwydir Highway; and
- maintaining the existing character of the settlement.

Any studies should be funded by landowners who are likely to benefit from subdivision.

1996 population 472

2016 population about 500

5.10 ULMARRA

Significant expansion of the village boundaries beyond the current zone is unlikely to be sustainable. Preservation of the special built and landscape values for low-key tourist visits may contribute in a more sustainable way to Ulmarra's future than residential expansion. This potential will be greatly enhanced when the Pacific Highway is removed from the town in the near future. It will remove the noise, pollution and danger, yet open other opportunities for use of this wide corridor, including landscaping, open space, cycleways etc. The new highway, including a suitable buffer, should form the outer limit of any urban growth.

Ulmarra's role in the 2016 hierarchy will be that of a small village with tourist value based on heritage, arts and crafts, and its prime river position. It is important that local self-reliance be reinforced; this will entail maintaining the existing scale of commercial and community services for the expected residential and visiting population, and aiming for flexibility to cater for changing demographic needs. Light industry catering to local needs, (particularly tourist-based) would increase local self-reliance.

Sewage disposal is currently by septic tank. The village's limited ability to expand means that providing a reticulated sewer scheme is unlikely to be feasible. To ensure water quality impacts to

the Clarence River are minimised, existing and future septic systems need to be monitored and remediated where necessary. Monitoring needs to be funded by residents as part of a process to raise awareness of community responsibility for our rivers. If monitoring indicates significant and insoluble problems with septic systems, alternative sewage treatment options for existing and future development should be considered. Innovative approaches to stormwater treatment, including enhancing river vegetation should also be investigated as part of this approach.

Ulmarra's limited rural catchment is mainly farm-based, occupying some of the Clarence Valley's better agricultural land. To ensure this land is preserved for food production rather than purely residential purposes, the 40 hectare minimum lot size required for a house in the rural area may need to be reviewed. About 32 existing lots less than 40 hectares with building entitlement exist around the village.

Existing public transport links to Grafton need to be maintained and strengthened.

5.11 TUCABIA

1996 village population 281

2016 village population about 370

The physical constraints applying to Tucabia mean that sustainable expansion of the village beyond its zoned capacity is unlikely. Rural residential development opportunities around the village are also limited. Increasing the 40 hectare minimum lot size required for a house in the rural area would help to protect prime agricultural values. Tucabia's role in the 2016 settlement hierarchy will be that of a small village, sustaining a limited village population and a static rural catchment. Defining the growth of Tucabia and its surrounds means that existing services and infrastructure will need to be maintained, and kept flexible to respond to the changing needs of the expected population. However, services should not be designed to exceed the village capacity.

Sewage disposal is currently by septic tank. The village's limited ability to expand means that providing a reticulated sewerage system is unlikely to be feasible. To ensure water quality impacts to wetlands and to the Coldstream and Clarence Rivers are minimised, existing and future septic systems need to be monitored and remediated where necessary. Monitoring needs to be funded by residents as part of a process to raise awareness of community responsibility for our rivers. If monitoring indicates significant and insoluble problems with septic systems, alternative sewage treatment options for existing and future development should be considered. Innovative approaches to stormwater treatment, including enhancing vegetation on drainage lines should also be investigated as part of this approach.

5.12 PILLAR VALLEY

Only minimal change is proposed during the life of this Strategy. In that time, minor infill/village type development could occur in an area which would eventually become a village heart. Beyond the life of this Strategy, a small village could then be established, as the nearby coastal villages reach their limits.

Further investigations are needed to assess whether such longer term development of the area would have positive environmental, economic and social outcomes. This will need to consider:

- how Pillar Valley could fit into the sub-regional services and social catchments, particularly the extent to which development at Pillar Valley is likely to link in with services provided at

Tucabia, or the extent to which it should provide its own community infrastructure;

- likely traffic impacts;
- likely impacts on amenity from an upgrading of Grafton Airport;
- flora and fauna values;
- impacts on scenic value;
- potential for water quality impacts, and impacts on coastal wetlands;
- likely conflicts between future residents and quarry haulage routes or agricultural uses;
- likely bushfire risk; and
- opportunities to enhance existing rural character, including an assessment of forms of development which could be integrated into the natural landscape pattern.

Wooli
1996 population 573;
2016 population about 580;

Diggers Camp
1996 population 30;
2016 population about 30.190

Sandon River
1996 population 36;
2016 pop about 40

Minnie Water
1996 population 183;
2016 pop about

The North Coast Urban Planning Strategy notes: "Many of the smaller [coastal] towns and villages are important to the North Coast and add to its attractiveness. They are not in a position to accommodate a significant share of the region's population. Even moderate growth could in some cases jeopardise their special qualities. In particular, the qualities of the more isolated coastal villages should be conserved. The villages of ... Sandon, Minnie Water, Diggers Camp, Wooli ... are in this category." (NCUPS, 1995)

No further expansion is expected in Wooli, Minnie Water, Sandon River or Diggers Camp. However, Wooli has a relatively large existing population with particular needs arising from its demographic composition. Wooli's currently good level of local services also caters for the needs of people in Minnie Water and Diggers Camp. The scale of these services needs to be maintained to provide for the needs of the existing population. Wooli, due to the size of its existing population, its current level of services and its service catchment will have a role in the 2016 settlement hierarchy as a small village. Minnie Water, Diggers Camp and Sandon will remain as smaller villages.

Significant expansion of the Minnie Water residential area as a result of any release of Crown Land is unlikely to be consistent with the principles of this Strategy. Potential for impact on sensitive coastal vegetation and water quality values would be high. The Department of Land and Water Conservation does not recommend further residential development unless a reticulated sewerage system is installed. Achievement of the principles associated with maximising access to goods and services and reducing the need to travel is also unlikely. Minnie Water is remote from higher order services in Grafton. It provides a low level of services, with residents dependent on Wooli for local services other than the shop or hall. Human and physical services to suit the scale of new development would need to be established. Opportunities to maximise resource efficiency would be limited, given the long road network which links Minnie Water with Grafton, and the car dependent settlement pattern likely to result from intensification of development. Opportunities for maintaining the special existing character of the village would also be limited. Any proposal for development would need to fully consider impacts on threatened species, fire protection and impacts on adjacent National Parks.

*1996 village population 276
2016 village population about 425*

Glenreagh's role in the 2016 settlement hierarchy will be as a low-density small village with a distinctive character, providing good local services to residents while realising its tourist potential. It will also provide a community and services focus for the nearby Station Heights rural residential area.

Regular monitoring of Orara River water is carried out to ensure quality of the water supply. Soils in the Glenreagh area have generally low suitability for septic disposal systems. Prior to unsewered expansion of the village zone, there needs to be certainty that existing development does not have adverse health or water quality impacts. Monitoring and remediation of existing septic systems may alleviate any current problems, as well as helping the Council to assess whether on-site waste disposal is suitable for further development. Options for improved treatment levels may need to be investigated. Alternative, low-impact on-site sewage systems may be effective.

Keeping new development focused towards the village centre rather than extending out along roads will help to maintain the existing compact village identity, and will allow residents to easily access services. Care will be needed to preserve the unique scenic and ecological values of the escarpment and river corridor. This will also enhance the tourist appeal of the village.

*1996 rural residential population 75
2016 rural residential population 180*

Expansion should avoid the quarry to the north of the village, and agricultural land to the east and west. A buffer should be maintained between Station Heights estate and the State Forest.

A strong community identity exists at present; this is a positive foundation upon which to maintain existing community infrastructure and services. However, the population should not expand to a point at which local services are strained. It is unlikely that major new services will be located in Glenreagh; expansion should be on a scale which supports existing services.

Opportunities to link in to road or rail public transport services between Coffs Harbour and Grafton should be sought. The RTA has no plans to upgrade the Orara Way within the next 10 years.

Minor commercial and light industrial opportunities catering for local needs should be encouraged, reducing the need to travel to larger centres. Home occupations should be encouraged for the same reason.

The community should be asked for its views on elements which would be important in a future small-scale expansion of Glenreagh.

*1996 village population 510
2016 village pop about 730*

There will be no need to rezone any more village land to achieve the projected 2016 population of 730. The village Development Control Plan should be reviewed with community input to increase future village amenity and preserve natural assets. A sensitive approach to future subdivision which recognises existing vegetation values will help to maintain the existing village character while protecting biodiversity. The inclusion of vegetation corridors in future site planning would be highly recommended. Establishment of a small, carefully designed and located light industrial area would provide local employment while reducing the need to travel to Grafton for such services. Local services such as the school, pre-school and retail services will expand to suit the expected population. A small retirement village catering to the local population would contribute to local self-reliance, but would need to comply with State Environmental Planning Policy No 5. Reducing private car dependence by establishing a bus route between Nymboida, Coutts Crossing and Grafton would have social, economic and environmental benefits. Local operators should be approached to investigate routes and timetables which would respond to peoples' needs.

A large supply of land is contained in the 1(d) zone, enough to ultimately accommodate about 1200 people. At current demand (8 lots per year), the 2016

*1996 rural residential pop 350
2016 rural residential pop 600*

population in this zone could be about 650. Opportunities therefore exist to rationalise the 1(d) zone to help future development to meet key planning principles in terms of protecting natural vegetation and habitat, protecting riparian corridors, protecting rural industry, lessening the costs and impacts of infrastructure, and avoiding land-use conflicts. A review of the zone should be based on the criteria at sections 4.3 and 4.4 and should take into account the existing settlement pattern. It should investigate in particular:

- land in the north-east of the zone near the sawmill;
- vegetated land in the north-east of the zone, comprising the north-east section of the vegetation remnant;
- land in the southern and western parts of the zone near quarries;
- riparian land in the east of the zone on the Kangaroo and Orara rivers; and
- flood-bound land.

A review could also investigate a suitable area close to the village which could support smaller rural residential lots. This land should already be zoned 1(d) and should not be located within the vegetation remnant. A strategy to address on-site effluent management for this area should be prepared prior to any alteration in lot sizes. Any alteration should be consistent with the criteria at sections 4.3 and 4.4.

There is a need for a flora and fauna study to refine the approach to conservation of the vegetation

remnant. Studies should be funded by landowners who are likely to benefit from future subdivision.

Increasing the 40 hectare minimum lot size required for a house on land zoned 1(b) at Blaxlands Flat, Shannondale and Upper Kangaroo Creek would reduce potential for additional population. This would relieve pressure on school bus routes, relieve pressure on roads and bridges, reduce land-use conflicts, and encourage people to live closer to services, thereby

reducing car dependency. It would also lessen human impacts on vegetation, water, soil and wildlife, while keeping the options open for some areas of this land to be used for food production.

The Braunstone area on the Orara Way supports an established rural community and comprises good agricultural land. In keeping with Ulmarra Shire Council's objective of preserving its rich stocks of productive land, this land is not suitable for purely residential use.

*1996 village population 150
2016 village pop about 190*

*1996 rural residential pop 150
2016 rural residential pop subject to
Council/community investigation*

Nymboida Shire Council will undertake a consultation process to gauge community interest in allowing a limited number of additional dwellings in the village area, within 2 kilometres of the Nymboida Hall, utilising an “existing parcels” approach. If community support is indicated, identification of any additional dwelling sites would need to address:

- the views of NSW Health, Clarence Catchment Management Committee and the Lower Clarence County Council; water cycle management, and particularly the ability of wastewater disposal systems to safeguard water quality in the Nymboida River;
- flora and fauna values;
- agricultural values and potential conflicts associated with agricultural uses;
- the safety and efficiency of the Armidale Road;
- the effects of new development on the existing landscape and atmosphere; and
- preservation of the positive social and cultural character which has evolved.

in terms of the objectives and principles of this Strategy.

Development applications for a dwelling around the village area will not be considered until the consultation process has been completed and a decision taken by the Council.

Any village expansion should not be of a scale which puts pressure on existing services and creates a demand for a higher scale of services. The primary school and general store appear to be the main human services which are directly dependent on threshold population numbers. The Department of School Education considers Nymboida School to be viable; with 57 students it is one of the medium-sized schools in the Valley.

The Clarence Valley has many small unsewered settlements on waterways which have the potential to affect ecological values of those waterways via urban runoff. Nymboida village, because it is in a drinking water catchment, has higher potential than most settlements to affect human health. While urban and agricultural activities upstream also have an impact on the catchment, any expansion of the village would need to incorporate effective measures to safeguard water quality. This would include a high level of effluent treatment, as well as stormwater treatment which minimised impacts on the river while enhancing natural vegetation values. Provision of reticulated water would be likely to increase water use and increase effluent volumes.

Nymboida’s remote location from Grafton is an important factor in considering any benefits of expanding the village. Providing significant additional opportunities

to settle further away from Grafton's sub-regional education, health, commercial and administrative services in a car-dependent pattern is not consistent with the basic sustainable settlement hierarchy suggested in this exercise.

Potential exists under the current zoning for substantial additional 10 hectare subdivision in the Glens Creek Road area. However, a sufficient level of contributions for substantial improvements to the road is unlikely to be reached. The Council will undertake a consultation process with residents to gauge community interest in rezoning the 1(e) area to a general rural zone. Threatened species habitat, wastewater disposal, bushfire hazard, agricultural values and proximity and access to local and sub-regional services are other issues which would need careful consideration.

Reducing private car dependence by establishing a bus route between Nymboida, Coutts

Crossing and Grafton would have social, economic and environmental benefits. Local operators should be approached to investigate routes and timetables which would respond to the needs of existing residents.

Increasing the 40 hectare minimum lot size required for a house on land zoned 1(b) would reduce potential for further residential use of rural land. This would relieve pressure on school bus routes, relieve pressure on roads and bridges, reduce land-use conflicts, and encourage people to live closer to services, thereby reducing car dependency. It would also lessen human impacts on vegetation, water, soil and wildlife, while keeping the options open for some areas of this land to be used for food production

Suitable self employment ventures and eco-tourism should also be encouraged in this area, as it has the potential to reduce the need to travel to Grafton for employment.

The subdivided areas include nominated housing sites as well as separate areas designated for horticultural use. Some viable horticulture is being conducted, and this should be allowed to continue and be protected.

However, in other areas, an action plan is needed to provide a sustainable long term solution to the current problem. Whilst, in a perfect world, the areas would not be developed for rural residential development for a variety of reasons, a form of rural residential development would appear to offer one workable solution. Having regard to overriding public need considerations, it is recommended that Council develop a detailed settlement plan for these areas based on the concept that dwellings be allowed on nominated dwelling sites on an “existing parcel” basis (i.e. where a single owner holds more than one lot, the entitlement should be one per parcel rather than one per lot) with ownership patterns as at 1 January 1998 recommended as the entitlement basis. The “split lot” horticultural parcels, where undeveloped should be dedicated, as a condition of Development Consent for a new dwelling, as environmental reserve or open space or the like.

Fundamental to this approach is the preparation of a comprehensive Section 94 plan to fund a range of services needed, from sealed roads, water etc to bush fire services and community facilities.

Subject to settlement plan/Section 94 plan preparation and LEP amendment, approvals for dwelling construction would therefore be contingent upon the payment of such contribution. This approach may require Council to fund and provide certain infrastructure “upfront” and recoup the costs via the Section 94 process.

A thorough level of investigation and community consultation should inform the settlement plan, particularly in terms of such matters as :

- baseline information relating to land tenure, lot configuration, location, location of existing dwellings;
- consultation with residents/landowners and land managers;
- environmentally and culturally sensitive areas;
- successful horticultural elements and the need for buffers;
- suitable agricultural alternatives, including plantation forestry;
- condition and ownership of physical infrastructure;
- potential contaminated land;
- potential extractive resources;
- consultation with State agencies (Environment Protection Authority, Department of Land and Water Conservation (DLWC), NSW Agriculture, State Forests, Department of Community Service, NPWS);
- the range and costs of community facilities and services required; and
- location of future community facilities.

Ewingar

Ewingar, with a district population of 195 in 1991, is an isolated rural district about 130 kilometres from Grafton. Functionally, it is part of the Casino or Lismore catchments. Part of the connecting road to Grafton is unsealed. New settlement based on 40 hectare subdivisions has increased in recent years; a number of multiple occupancies have also been created. A community hall provides a focal point for residents. Copmanhurst Council has no plans to encourage new development in this area. A review of the 40 hectare lot size would protect agricultural production and reduce potential for further residential development in this area. Any such review will be based on NSW Agriculture land suitability surveys.

Whiporie

Whiporie is 50 kilometres from Grafton, and comprises a mix of agricultural settlement and rural residential settlement based on 40 hectare subdivisions. A community hall and shop provide a focal point for residents. Copmanhurst Shire Council has no plans to encourage new development in this area. A review of the 40 hectare lot size would protect agricultural production in the area and reduce potential for further residential development in this area. Any such review will be based upon NSW Agriculture land suitability surveys. Whiporie relates to the

Casino functional catchment as well as the Clarence catchment.

Dundurrabin, Hernani, Tyringham

These settlements are in a remote area south-west of Grafton, and relate more to the Dorrigo functional catchment than the Grafton catchment. Dundurrabin includes a village area and a rural residential area within which 10 hectare lots can be created. 429 people were recorded in the Clouds Creek-Dundurrabin area in 1991. A strong, distinctive community is focused around the community hall and 44-student school. 30% of the population is under 15 years of age. Surrounding rural land-uses include forestry and agriculture; a chemical-free timber plantation trial is being established near the village. Nymboida Shire Council has no plans for expansion of Dundurrabin village, but sees potential to enhance the existing settlement. The community should be asked for its views on how best to achieve this. Community responsibility for protecting water quality needs to be part of such an approach. Effluent disposal is currently by septic tank. Hernani and Tyringham are isolated settlements which provide a school and general store/wine bar respectively to the dispersed farming population. The Council does not envisage further development of land in these areas, in recognition of agricultural values.

5.19 YAMBA

1996 population 4,721
2016 population about 9,365

The West Yamba LES, Stages 1 and 2, has been undertaken with significant community consultation. Maclean Shire Council has prepared a detailed structure plan which will provide the basis for a Development Control

Plan. The proposed 173 ha of urban land is expected to accommodate an additional 4,400 residents over the next 20 years, and is planned to be released in 3 stages, proceeding south from Yamba Road.

5.20 MACLEAN-TOWNSEND

1996 population 3,157
2016 population about 4,440

The development of Maclean and Townsend is expected to reach a population level of approximately 4,400. Further opportunities for rural residential growth can be accommodated at Gulmarrad where there is considerable potential for expansion. This growth will build on, and enhance the major facilities provided by Maclean as district centre of the Shire.

Development in Maclean township should be designed to complement the heritage character and physical attributes of the town. The scale and identity of the town should be

maintained as a compact settlement due to location of the river, flood liable and steep land.

The principles of the Butterworth Plan should be implemented to enhance the character and tourist potential of Maclean, together with a traffic study to improve parking and traffic circulation in the town.

Council should encourage district level community facilities to be located in Maclean to serve the shire and the provision of additional sporting facilities requiring large areas of land to be located at Townsend/Gulmarrad.

5.21 GULMARRAD

1996 population 335
2016 population 1224

A detailed Development Control Plan will be prepared for the Gulmarrad area as a high priority with the aim of creating a distinct community identity, with rural residential housing surrounded by a network of open space and

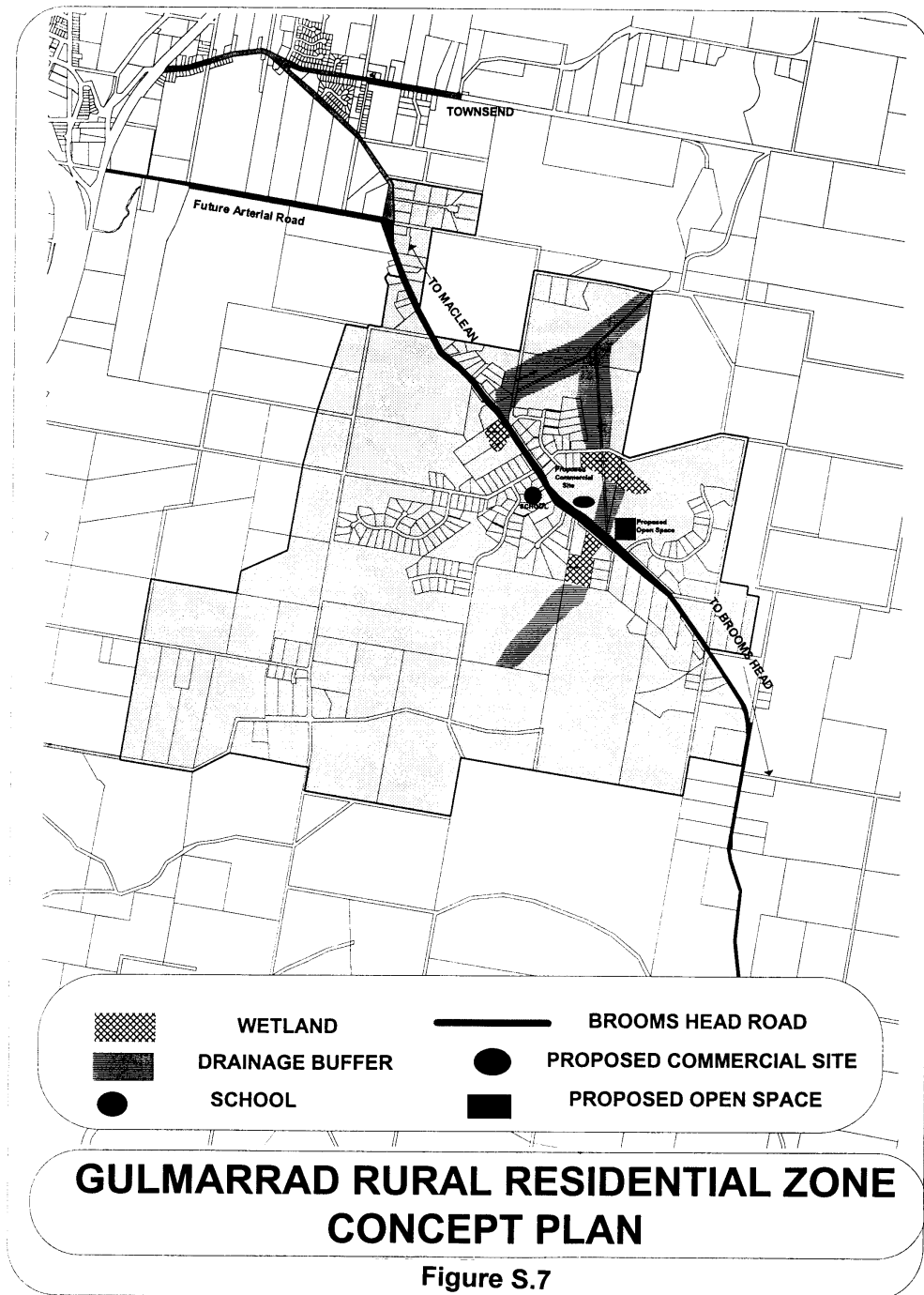
habitat areas. This plan will provide detailed policies on the location of drainage lines, roads, community and commercial facilities. A principles diagram is at Figure S.7.

5.22 ILUKA

1996 population 1,863
2016 population about 2,370

Limited expansion opportunities will ensure that Iluka retains its village character as an important retirement and holiday location. It will also continue to act as a service base providing for local needs. Detailed design controls and two storey height controls are to be included in a DCP to ensure

that the future scale of development is appropriate to the village. Any expansion should fully consider koala habitat values including browse trees and management of threats. Potential impacts on the national park and nature reserve should also be considered.



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5.23 LAWRENCE

1996 population 367
2016 population about 782

Lawrence should continue to have a strong identity of “a village by the river” reinforced by maintenance of its unique natural setting and by ensuring that development is of an appropriate scale and character.

A precinct study should be undertaken to acknowledge the heritage character of the village and to formulate planning policies to assist in the design and integration of new development.

5.24 ASHBY

*1996 population 250
2016 population about 472*

No further residential land is likely to be required at Ashby and therefore the 1(i) Rural (Investigation) Zone has been rezoned to a 1(b) Rural (General Rural Land) zone to prevent speculation and the raising of unlikely development expectations.

Subdivision and dwellings must be sympathetically designed to integrate with the important environmental and scenic quality of the area. This can be achieved by a requirement for dwellings to be located in less sensitive locations and for the maintenance of more sensitive areas in larger holdings or in common ownership. Detailed planning policies should be introduced through a Development Control Plan to implement this.

A detailed Development Control Plan for the Ashby/Broadwater area should be prepared. A Shire wide Koala Management Plan, currently being prepared by Maclean Council, will ensure protection of important habitat and provide consistent guidelines for the future development of this area.

People planning on residing in the Ashby/Broadwater rural area should be aware that Council and the Lower Clarence County Council have no current proposals to extend water or sewerage to this area, and that due to the dispersed nature of settlement, it is not likely to attract a high priority for other services.

5.25 WOOMBAAH

*1996 population 300
2016 population about 537*

Woombah will provide opportunities for village and rural residential growth with a strong emphasis on environmental values, which will cater for demand in this location as land becomes scarce in the Iluka village.

Emphasis should be placed on the sensitive integration of development with native habitat to maintain the environmental value and attractiveness of the area. Also the impact of development on the environment should be minimised by encouraging the clustering of dwellings in less sensitive area and the detailed planning policies in a Development Control Plan. A Shire wide Koala

Management Plan, currently being prepared by Maclean Council, will ensure protection of important habitat and provide consistent guidelines for the future development of this area.

Persons planning residing in the area should be aware that the area is not likely to attract a high priority for the provision of community services/facilities as these will be concentrated in Iluka, Maclean and Yamba.

Council should prepare additional Development Control Plan guidelines for the Woombah area to ensure that development is

sensitively designed to integrate with the local environment`

The following settlements are identified as having limited capacity for future growth and will therefore see little change.

5.26 ANGOURIE AND BROOMS HEAD

Angourie
1996 population 619;
2016 population about 817;

The unique qualities and low key 'North Coast' character of Angourie and Brooms Head should be conserved by careful assessment of development proposals within the existing villages, and by detailed Development Control Plans.

Detailed planning policies should be prepared to guide development

Brooms Head
1996 population 307;
2016 pop about 375

at Brooms Head and Wooloweyah to maintain the special 'North Coast' character of these villages.

The Department of Land and Water Conservation has indicated that no Crown land will be released at Brooms Head until the settlement is sewered.

5.27 MACLEAN INLAND VILLAGES

Brushgrove, Chatsworth Island, Harwood, Ilarwill, Palmers Island.

The unique qualities and character of the inland villages should be conserved through careful assessment of development proposals within the village areas.

Precinct studies should be carried out to acknowledge the heritage character of Chatsworth and Brushgrove villages and to

formulate planning policies to assist in the design and integration of new development in these areas.

The importance of agriculture in the lower Clarence should be recognised by minimising non-agricultural use of better quality agricultural lands and minimising the potential for land-use conflict.

6 FUTURE ACTIONS TO IMPLEMENT THE STRATEGY

6.1 PREAMBLE

While this Strategy builds on work done in the NRRS, it is, in many ways, still only a starting point. The participating councils will need to undertake further work, as well as strategy review, in order to fully implement the recommendations.

6.2 ACTIONS TO PRECEDE FURTHER REZONING OR DEVELOPMENT

Clarenza:

Investigation of Pacific Highway intersections; investigation of agricultural land, residential areas and rural residential areas (including rural residential aspirations of Ulmarra Shire); flora and fauna investigation.

Preparation of a masterplan/Development Control Plan which addresses:

- streetscape and lot layout
- heart location
- density
- community facilities
- passive and active open space
- visual impact
- vegetation retention/landscaping
- public transport planning (in conjunction with the Clarence Valley Public Transport Working Group)
- internal and external foot/bicycle access
- traffic access including approach to Highway safety
- water cycle management (stormwater/water supply/effluent)
- buffers to Sewage Treatment Works and ti-tree plantation
- energy efficiency
- waste management
- contributions plan

consistent with the criteria at sections 4.3 and 4.4, and implementing recommendations of Social Impact Assessment.

Junction Hill:

Review of the Junction Hill Strategic Plan to address:

- streetscape and lot layout
- heart location
- density
- community facilities
- passive and active open space
- visual impact
- vegetation retention/landscaping

- public transport planning in conjunction with Clarence Valley Public Transport Working Group
- internal foot/bicycle access
- traffic access including potential future bypass corridor for Summerland Way
- water cycle management (stormwater/water supply/effluent)
- buffers to Sewage Treatment Works
- buffers to industrial development
- energy efficiency
- waste management
- contributions plan

consistent with the criteria at sections 4.3 and 4.4, and implementing recommendations of Social Impact Assessment.

Junction Hill-Copmanhurst potential rural residential areas:

Flora and fauna investigations and selection of rural residential enclaves based on criteria at section 4.3 and 4.4, as a matter of high priority.

Waterview Heights:

Feasibility study for effluent disposal systems and effluent disposal strategy for undeveloped parts of the 1(c) zone in terms of identifying a site for a village precinct.

Flora/fauna investigation of undeveloped parts of the 1(c) zone prior to permitting further subdivision.

Identification of village precinct site in undeveloped area of the 1(c) zone to be undertaken either in conjunction with or after completion of the previously mentioned studies.

Precinct masterplan to include:

- streetscape/lot layout
- water cycle management
- traffic management including Gwydir Highway intersection
- community facilities
- vegetation retention/landscaping,
- internal cycle/footways
- energy efficiency
- industrial area
- open space
- visual impact/views
- waste management
- open space
- public transport planning in conjunction with Clarence Valley Public Transport Working Group
- contributions plan

consistent with the criteria at sections 4.3 and 4.4, and implementing recommendations of Social Impact Assessment. Funding options to be further investigated.

Nymboida village:

Consultation with residents within 2 km of Nymboida Hall to gauge views on allowing 15-20 additional houses in that area.

Nymboida:

Consultation with Glens Creek Road community to gauge views on rezoning the 1(e) area to a general rural zone.

Coutts Crossing rural:

Flora and fauna investigations of undeveloped land zoned 1(d) to south and east of village, as well as for undeveloped parts of the village zone. Review boundaries and provisions of 1(d) zone in terms of criteria at sections 4.3 and 4.4.

Coutts Crossing village:

Review of the village Development Control Plan with community input. Matters which could be incorporated include:

- subdivision layout, lot size
- roading for improved social and natural values
- vegetation retention and enhancement/corridors/landscaping
- location and scale of low-key light industrial development
- future nursing home site
- energy efficiency
- foot and bicycle access to local facilities
- water cycle management.

1(h) lands, Ulmarra Shire:

Investigations into the matters listed at section 5.17. with a view to amendment of 1(h) zone to achieve improved environmental, social and economic values.

West Yamba:

Development Control Plan and Contributions Plans for matters such as the Yamba by-pass, collector roads and trunk drainage

Gulmarrad:

Development Control Plan incorporating the findings of the Gulmarrad Stormwater Management Plan and the Townsend and Gulmarrad Traffic Study, together with appropriate Section 94 Plans.

Ashby and Woombah:

Koala Plan of Management to identify important areas of koala habitat in the northern part of Maclean Shire so that appropriate DCPs may be developed for these rural residential areas.

6.3 MATTERS TO ASSIST IN LEP REVIEW

A ll rural areas currently subject to 40 hectare lot size:
Working group comprising Council planners, DUAP and NSW Agriculture representatives to review the 40 hectare rural standard, reporting to the Clarence Valley Committee.

Preparation of Clarence Valley On-site Sewage Management Strategy consistent with Environment and Health Protection Guidelines “On-site Sewage Management for Single Households”. Strategy should address any existing environmental problems and cater for target populations without damage to the environment (particularly Waterview Heights, Copmanhurst, Glenreagh, Coutts Crossing).

Consultation between councils to examine the need for consistent valley-wide development standards applying to matters such as: water reticulation, road standards, bushfire management. Working group of planners to report to Clarence Valley Committee.

Consultation between councils to identify suitable population thresholds for physical and social infrastructure provision. Working group of planners to report to Clarence Valley Committee.

All potential new rural residential areas: plans to ensure development conforms to the Rural Settlement Guidelines and criteria at section 4.3 and 4.4.

Grafton and Copmanhurst Councils to consider a joint infrastructure planning study to address opportunities and constraints in regard to incremental extensions of the North Grafton residential area.

Valley-wide housing research to determine future housing needs given changing household types and needs.

6.4 NORTHERN RIVERS REGIONAL STRATEGY FOLLOW-UP MATTERS

Local and regional State of the Environment reporting having regard to recent Local Government Act amendment and Agenda 21 principles;
Progression of the regional green belt concept;
Annual updates of the industrial land audits;
Finalisation of the NRRS Regional Structure Plan having regard to the outcomes of exhibition and adoption of the draft Strategy;
Continued development of regional waste management initiatives;
Development of guidelines and action plans to promote the individualisation of settlements, promoting a sense of place and community;

Promote urban renewal initiatives such as the ESD retrofit project at South Grafton;
Finalise rural land suitability work by NSW Agriculture for all Clarence Councils and obtain locally specific advice as to appropriate rural lot sizes;
Promote the development of a regional methodology for landscape assessment;
Participate in the continued development of a regional integrated transport network and communications strategy;
Promote the establishment of a range of alternative conflict management initiatives.

6.5 FUTURE REVIEWS

Population: regular monitoring of population growth is necessary to review the accuracy of forecasts in this report, and to thereby determine the timing of new land releases and services provision;

Research into quality of life indicators applicable to the Clarence Valley, for inclusion in future reviews of the Strategy;

Pillar Valley: investigation as to the most appropriate way to achieve the settlement strategy objectives (by rezoning or by way of existing entitlements);

Valley-wide investigation of demand for rural residential land in terms of lot sizes, lifestyle, services etc. Review of valley rural residential supply;

Investigation of whether targets at section 7 are being met.

7

INDICATORS & TARGETS

The use of measurable indicators and targets helps us to know whether the Strategy is achieving its objectives, or if any elements need to be fine-tuned. The targets listed below should be met between 1998 and 2016. Some will be quickly and easily achieved while others will be worked towards steadily. The five-yearly Strategy review should include an investigation of whether the targets are being met.

Indicator	Target
ACCOMMODATE GROWTH TO MINIMISE SOCIAL COSTS	
Number of significant residential developments for which social impact assessment is carried out.	Each council to have a policy requiring social impact assessment to be carried out for all significant (over 25 lots) residential rezonings.
ACCOMMODATE GROWTH TO MINIMISE ECONOMIC COSTS	
Costs for councils/residents.	Section 94 plans reflecting actual costs of development where applicable.
ACCOMMODATE GROWTH TO MINIMISE ENVIRONMENTAL COSTS	
Review of 40 ha rural subdivision standard, determination of alternatives, implementation in LEPs.	LEPs in all rural shires to implement alternatives to 40 ha standard. Decrease in dwelling applications for "Dispersed Rural Settlement Areas" shown at Figure S.3.
Review of 40 ha rural subdivision standard, determination of alternatives, implementation in LEPs.	LEPs in all rural shires to implement alternatives to 40 ha standard. Decrease in dwelling applications for "Dispersed Rural Settlement Areas".
Dwelling density.	Increase in density within 2 kms of Grafton & Maclean CBD. Increase in density near heart area at Junction Hill. Higher density near heart area at Clarenza.
BUILD STRONG, SELF-RELIANT COMMUNITIES EMPHASISING WELL-BEING AND LIFESTYLE	
Proportion of Clarence Valley residents living in towns/villages within 10 kms of Grafton or Maclean.	Higher proportion than at 1998.
Progress towards achievement of 'heart' area at Junction Hill, Clarenza and Waterview Heights.	<ul style="list-style-type: none"> • Land identified for heart • Land zoned for heart • Development taking place in heart • Development functioning successfully in heart.
Number of settlements with a community building.	Community building in all villages.
Number of settlements with local shop.	Local shop in all villages.

Indicator	Target
Number of LEPs allowing home occupations.	All LEPs to allow home occupations.
Level of satisfaction with urban environments.	Survey of residents' perceptions every 5 years.
Opportunities for light and home industrial developments in villages.	LEPs to allow light industrial uses in villages.
ACKNOWLEDGE, PROTECT AND ENHANCE THE NATURAL ENVIRONMENT AND ECOLOGICAL PROCESSES INCLUDING BIODIVERSITY, SCENIC VALUES, WATER QUALITY VALUES, NATURAL VEGETATION, THE COAST, WETLANDS AND SOILS	
Rural residential criteria at section 4.3.	Gazettal of LEPS excluding closer rural settlement on land at Coutts Crossing, Nymboida and Copmanhurst subject to factors at 4.3 (7).
Bacterial indicators identified in Australian Water Quality Guidelines.	Decreased percentage of failures for bacterial indicators in waterways in future water quality studies compared to 1996 EPA study: "The Northern Rivers – A Water Quality Assessment".
Ratio of new urban dwellings to new rural dwellings (See Appendices Section H).	Increased proportion of new urban dwellings.
Number of composting toilets.	Increase in number of successful applications to operate composting toilets.
Proportion of septic tanks checked and operating satisfactorily.	Increasing proportion septic tanks checked and operating satisfactorily.
Strategies for stormwater management.	Finalisation of urban stormwater plans by end of 2000 (Grafton & Maclean Councils).
Strategy for On-site Sewage Management.	Valley-wide On-site Sewage Management Strategy in place by 2000.
Level of water use.	Annual decrease in average kl/dwelling water use from 1998. Increased sales of water efficiency devices.
Range & extent of ecological studies.	Shire-wide flora & fauna study completed by 2005. Flora and fauna studies for all expansion areas completed before release. Outcomes of studies reflected in LEPs.
Numbers of hectares of vegetation planted as conditions of consent.	Plantings equal or exceed clearing within each area.

Indicator	Target
Endemic species being used for landscaping. Sales from endemic (local) species plant nurseries.	Public education material prepared & available to promote endemic landscaping. Endemic species favoured for public landscaping. Increase in sales from endemic species nurseries.
Maintenance of habitat corridors/greenbelt within and between settlements. Number of agreements with individual landowners for vegetation management under Native Vegetation Conservation Act.	LEPs/DCPs reflecting greenbelt area and links, including management approaches for corridors. Annually increasing number.
PRESERVE AND ENHANCE THE CLARENCE VALLEY'S URBAN, RURAL AND SCENIC CHARACTER	
Provision of public access to natural vegetation areas and waterways.	All urban settlements to include public natural vegetation area. Opportunities for access identified & signposted.
Number of heritage items protected in LEPs or REP.	Updated heritage schedules in LEPs.
Identification of key elements of urban/village townscapes by communities.	DCPs in place to protect elements of city/town/village character as identified by residents.
Level of protection of scenic values identified by sub-regional community.	Valley-wide DCP in place to protect & enhance scenic values.
BUILD ON THE ROLE OF GRAFTON AS THE SUB-REGIONAL CENTRE AND OPTIMISE THE LEVEL OF SERVICES OFFERED.	
Number of sub-regional services provided in Grafton and South Grafton.	Maintenance or increase in number of sub-regional services located in Grafton Establishment of supermarket/increased commercial activity at South Grafton.
ACHIEVE ENERGY EFFICIENCY IN HOUSING AND TRANSPORT	
Level of mains electricity use. Level of sales of alternative energy equipment. Proportion of DAs approved for buildings incorporating energy efficient/passive solar features.	Decrease in average household electricity use. Increase in sales of alternative energy equipment. Adoption by all councils of Energy Smart Policy by Sustainable energy Development Authority. Increase in proportion of DAs for energy-efficient housing.

Indicator	Target
Public transport availability.	Bus services for Clarenza and urban precinct at Waterview Heights in place by 2005. Suitable service for smaller villages in place by 2016.
Extent of cycling tracks.	Clarenza to Grafton cycling track
Traffic counts on Grafton Bridge. (1998 average daily traffic 10,659 northbound, 10,668 southbound)	Reduction in the rate of increase from 1998.
BUILD A SUSTAINABLE ECONOMIC BASE FOR CURRENT AND FUTURE GENERATIONS	
Sub-regional income from tourism. Number of new businesses. Rate of take-up of industrial land for industries based on renewable resources.	Increase in sub-regional income from tourism Increased visitor numbers. Increase in new businesses Number of successful DAs for industry based on renewable resources.
MAINTAIN HIGH LEVELS OF ACCESSIBILITY TO HUMAN SERVICES	
Number of outreach services to major and small villages.	Increase in number from 1998 - 2003 levels Increase in number of village halls with facilities for visiting health workers.
Proportion of new rural residential dwellings within 5 kms of a city, town or village.	Proportion of rural dwelling approvals within 5 kms of a centre to increase from 1998. Baseline research to be done in 1998.
Number of traffic accidents on arterial roads connecting major villages to Grafton.	Decrease in number of traffic accidents associated with arterial roads.
MAXIMISE THE VALLEY'S AGRICULTURAL BASE	
Review of 40 ha rural subdivision standard, determination of alternatives, implementation in LEPs.	LEPs in all rural shires to implement alternatives to 40 ha subdivision standard. Decrease in development applications for "Dispersed Rural Settlement Areas".
Area of good agricultural land available for agriculture.	No decrease in area of available good agricultural land by 2016.
PROTECT AND MAINTAIN SUSTAINABLE RURAL INDUSTRIES	
Implementation of recommendations by Dept Mineral Resources. Number of sub-regionally significant extractive resources protected by buffers.	Avoidance of risk to all sites listed at Section E of Appendices. Increase in number protected.
REDUCE THE POTENTIAL FOR LAND-USE CONFLICTS	
Number of complaints about conflicting neighbouring land-use.	Decrease in number of complaints.

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