



# Byron Shire Draft Residential Strategy

## Public Exhibition version 2019





### **Acknowledgement to Country**

*Byron Shire Council recognises the traditional owners of this land, the Bundjalung of Byron Bay, Arakwal people, the Widjabal people, the Minjungbul people and the wider Bundjalung Nation.*

*We recognise that the most enduring and relevant legacy Indigenous people offer is their understanding of the significance of land and their local, deep commitment to place.*

*The Byron Shire Residential Strategy respects and embraces this approach by engaging with the community and acknowledging that our resources are precious and must be looked after for future generations.*

### **Disclaimer**

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### **Document history**

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## Executive Summary

The Draft Byron Shire Residential Strategy represents the culmination of three years of planning, research and community consultation on this topic.

Our work in that time includes the Housing Needs Report, the Housing Summit - Roundtable Challenge, targeted community engagement, the Accessible Housing Project, Housing Charrette and Shaping our Neighbourhoods discussion. Overall, this collection of work clearly indicated that a healthy supply of housing for a range of incomes, lifestyle choices, household types and life stages is needed to maintain our community diversity and social cohesion.

Byron Shire is one of Australia's most visited local government areas, with stunning beaches, beautiful hinterland and vibrant communities of Byron Bay, Brunswick Heads, Mullumbimby, Bangalow and our northern villages of Ocean Shores, New Brighton and South Golden Beach. These communities offer a unique lifestyle and importantly are 'home' to our residents.

Whilst our population is forecast to grow, the Shire is also faced with the challenge of accommodating our growing number of visitors, over 4.5 million visitor nights annually. North Coast Regional Plan 2036 (NCRP) identifies a potential population increase to 37,950 people by 2036 and anticipated need for additional 3,150 dwellings.

Byron Shire's high desirability as a place to live and visit is placing housing supply, land, services, infrastructure and community funds under pressure. More residents and businesses are realising the seriousness of climate change and diminishing resources and are taking sustainable living to heart. Guided by a motivated community with a passion for what makes their local areas special, this strategy examines ways to retain the strong sense of community and continue to offer a unique and welcoming lifestyle.

This strategy identifies that Byron Shire's best prospects for improving our response to providing housing for locals, up to and into the second half of this century, lie in four key policy initiatives:

- Policy 1: Providing suitable land for future housing
- Policy 2: Improved housing choice, diversity and equity
- Policy 3: Housing that reflects the 'local' in our places
- Policy 4: Make our neighbourhoods local

The strategy policy is supported by directions to guide decision making and actions needed to manage urban residential land for a sustainable future.

It promotes opportunities for Byron Council to manage residential lands and development supporting a community's desire to leave a better place for future generations.

## Introduction

This Byron Shire Residential Strategy (the strategy) is one of Byron Shire Council's main growth management strategies. It is our policy framework and action plan that guides residential development in our urban areas for at least the next 20 years.

The strategy relates to future housing in Bangalow, Brunswick Heads, Byron Bay, Mullumbimby, New Brighton, Ocean Shores, South Golden Beach, Suffolk Park and Sunrise (Figure 1).



**Figure 1: Byron Shire urban areas**

Source Community Strategic Plan – Our Byron Our Future

## Why does Byron Shire need a residential strategy?

Byron Shire is part of the Northern Rivers district in New South Wales. It shares boundaries with the Tweed, Lismore and Ballina local government areas. The Northern Rivers has a close association with South East Queensland (SEQ), which is expected to grow from 3.5 million people to 5.3 million over the next 25 years.

Our Shire's proximity to Brisbane (less than a two hour drive) and the Gold Coast (a half hour drive) means our residents and businesses enjoy many of the economic and social benefits people in a city have. It also means we face many of the same growth management issues as SEQ, including population growth, rising land costs, high tourist numbers, development pressures on natural assets and farmland, and the need to invest in extra infrastructure and community services. These pressures are comparable to those in Sydney's outer suburbs.

We need a progressive residential strategy to:

- help achieve the objectives in our Community Strategic Plan (CSP), '*Our Byron, Our Future 2028*', particularly the objective to '*manage growth and change responsibly*'
- provide a local context to Commonwealth and State legislation and policy
- respond to pressures from:
  - our proximity to South East Queensland
  - global trends influencing housing demand and supply, such as new models to finance and deliver housing projects (like housing cooperatives and share equity).
- respond to the near unanimous agreement among climate scientists that human induced climate change is real and poses a risk for human activity and natural systems
- integrate the rights, interests and aspirations of Indigenous people and give traditional owners opportunities to be meaningfully involved in future housing development
- help our community, developers, community housing sector and government agencies make better decisions about housing, business and community infrastructure, and services
- guide our work internally and with the community and other partners to make changes to our current practices and regulations and support our place planning projects, such as the Bangalow Village Plan already under way in our local areas.

Our Shire is part of the North Coast region, a State Government declared strategic planning region under the *Environmental Planning and Assessment Act 1997* (the Act).

The North Coast Regional Plan (NCRP) includes Byron Shire in its vision to be '*the best region in Australia to live, work and play thanks to its spectacular and vibrant communities*'.

The NCRP anticipates an increase in the North Coast's population by 76,200 people by 2036, with 46,000 more homes required.

It is expected some 6,400 of those people will choose Byron Shire as their home, which will mean 3150 more homes will be needed.



Read more about the background in Appendix 1 and 2.

## Priorities guiding the strategy's development

The strategy is the result of three years of planning, research and community consultation.

Our work in that time included the Housing Needs Report, the Housing Summit, targeted community engagement, the Accessible Housing Project, the Housing Roundtable and the Housing Charrette. Overall, this collection of work clearly indicated that a healthy supply of housing for a range of incomes, lifestyle choices, household types and life stages is needed to maintain our community diversity and social cohesion. Diagram 1 summarises the pathway taken in looking at important issues.

Byron Shire is attractive not only for its natural and lifestyle assets but its strong economic and employment opportunities. It's a great place to be, which brings significant growth pressure as more people want to move to the area.

The strategy focusses on Byron Shire and it's residents by seeking to make good use of the most suitable land with policy for residential development in both infill and new release urban growth areas that:

- maintains community diversity and social cohesion by providing a good supply of housing for a range of lifestyle choices, household types and life stages, including:
  - young people
  - older residents
  - diverse families
  - workers
  - those on a low to middle income.
- respects local character while supporting a housing shift away from detached dwellings towards more diverse housing types
- manages tourism in a way that has a positive impact for locals



Read more on the strategy development process in Appendix 2.



### **What is infill?**

Residential infill is new housing built in established neighbourhoods that are already zoned for residential uses. For example, secondary dwellings at the rear of blocks or replacing a detached house on an existing lot with townhouses.

### **What is new release?**

New release is currently non-residential zoned land that has been identified as suitable for future urban residential development.

## Strategy structure

The strategy is presented in 5 sections:

**Section 1** contains the introduction, executive summary and information about our residents, households and housing types

**Section 2** is the strategy vision

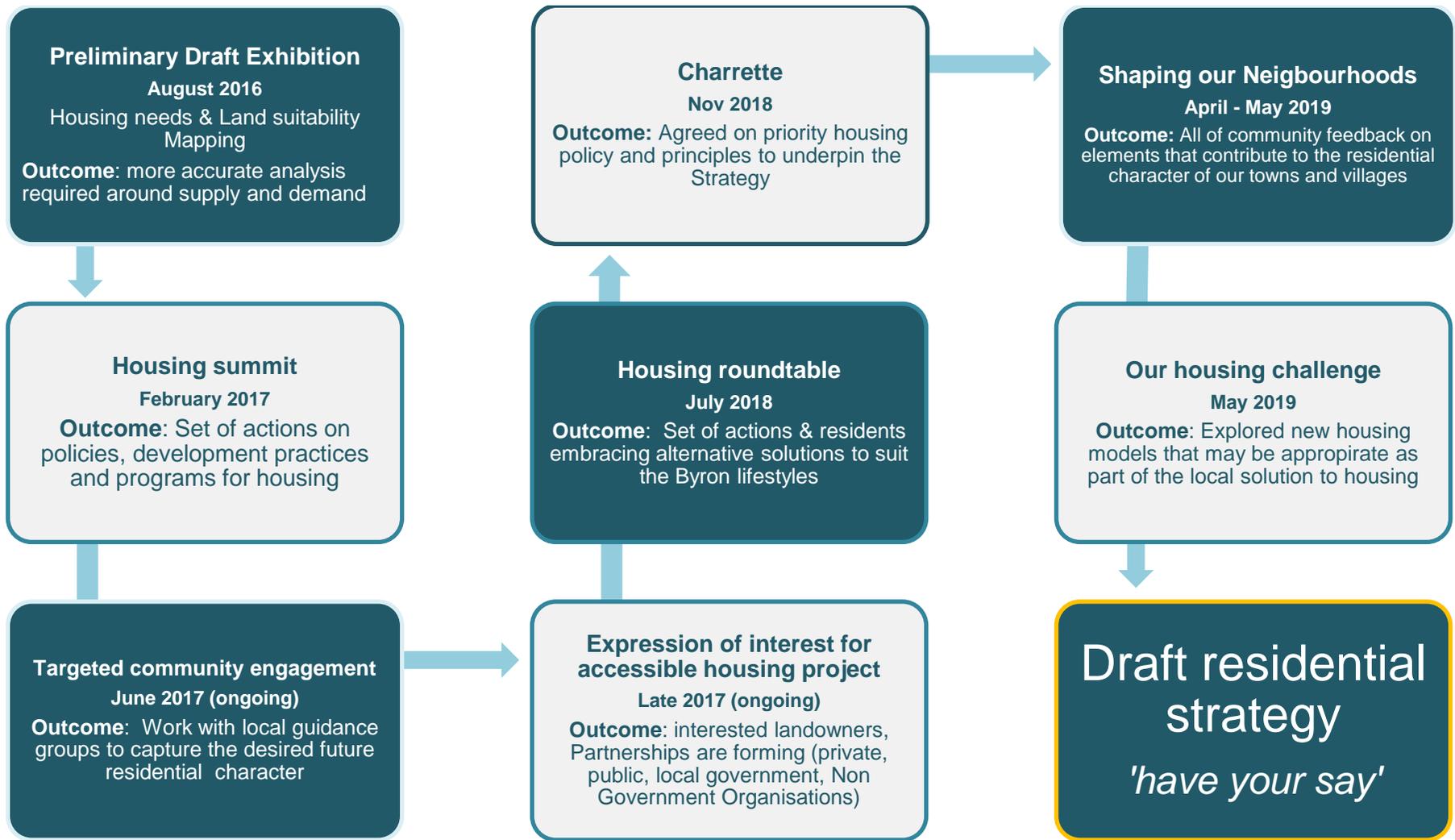
**Section 3** holds the policies to deliver the vision:

- Policy 1: Providing suitable land for housing
- Policy 2: Improving housing choice, diversity and equity
- Policy 3: Housing that reflects the 'local' in our places
- Policy 4: Make our neighbourhoods local

Each policy is provided with a context, the direction we are taking, a set of planning directions and action to achieve the outcome.

**Section 4** is about making the strategy happen. It contains a table of actions, including a measure and timeframe for implementing the strategy.

**Section 5** contains key housing terminologies and definitions.



**Diagram 1: pathway taken to develop the strategy**

## Our residents, households and housing types

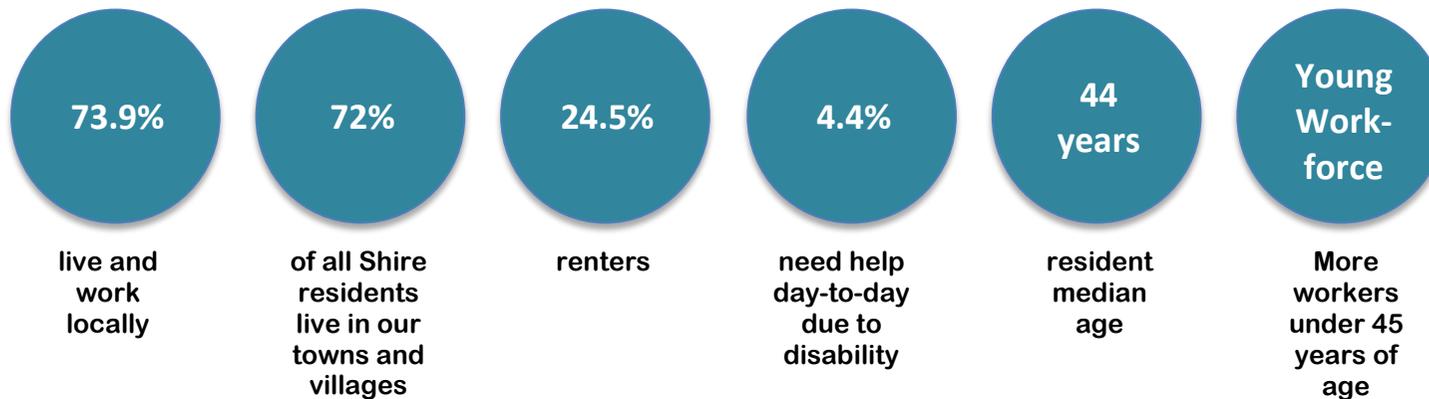
Maintaining our diverse community and social cohesion are essential for the Shire's social and economic vitality. A critical pathway to this outcome is ensuring a good future supply of housing for a range of incomes, lifestyle choices, household types and life stages.

In 2016, the Census recorded 31,570 residents in Byron Shire. 22,720 (72%) lived in urban areas, with the balance, 8,850 residents (28%), in rural areas and villages.

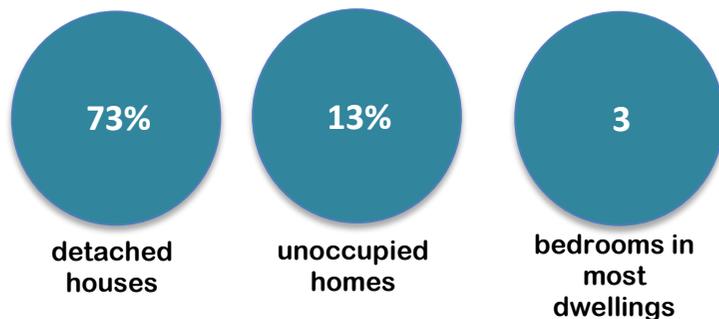
Our population will continue to increase - an extra 6,400 residents are expected by 2036 (an annual growth rate of around 0.8%). To accommodate these extra people, 3,150 extra dwellings are required. Not all homes will be delivered in the urban areas - 2,720 new dwellings are expected in urban areas and the remaining 430 in the rural areas.

### In our Shire's urban areas:

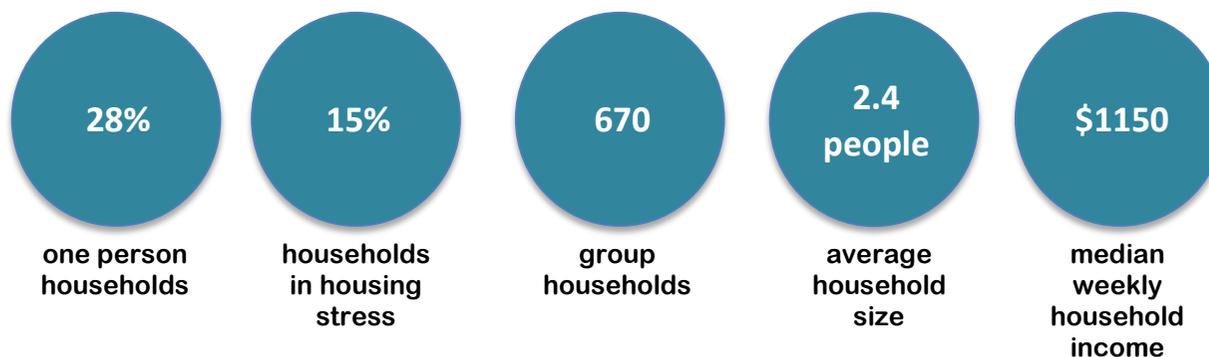
We have **22,720 residents**



We have **11,250 homes**



We have **9,868 households**



A detached dwelling (a single dwelling on a parcel of land) currently makes up 73% of all housing stock in our urban area. A natural question is whether this existing housing stock is appropriate. Table 1 summarises our urban housing profile by locality as at 2016: the housing stock, household types, stress and household weekly incomes.



For a detailed community and housing profile, by locality, see Appendix 3.

In Bangalow, Mullumbimby and Ocean Shores, the detached three bedroom house on a single block is the most common housing type, with a dominant skew towards family households. Ocean Shores has recently seen increased infill unit development.

Byron Bay, Sunrise and Brunswick Heads offer the most alternatives to the detached house, with medium density housing such as low-rise units and live/work spaces. These alternatives are likely to attract more young adults, first home buyers, smaller households or empty nesters looking to downsize.

**Table 1: Housing and household profile by urban locality – Census 2016**

Locality	Total private dwellings	Unoccupied dwellings		Occupied private dwellings as separate houses		Households		All households in housing stress <sup>6</sup> .		Households renting privately		Renting social housing	Group households		Average person/household	Median household weekly income (\$)
		Number	Percent (%)	Number	Percent (%) <sup>3</sup>	Number	Number	Percent (%)	Number	Percent (%) of all household	Percent (%) of rental households in stress	Number	Number	Percent (%)		
<b>Bagalow<sup>1</sup></b> 1780 people Dominant household type: couples with children (32%)	745	75	10%	702	94%	681	100	15%	144	21%	40%	4	33	5%	2.4	1,375
<b>Brunswick Heads</b> 1630 people Dominant household type: lone people (32%)	1025	122	12%	510	50%	894	168	19%	281	31%	47%	31	38	4%	2.4	788

Locality	Total private dwellings	Unoccupied dwellings		Occupied private dwellings as separate houses		Households	All households in housing stress <sup>6</sup>		Households renting privately			Renting social housing	Group households			Average person/household	Median household weekly income (\$)
		Number	Percent (%)	Number	Percent (%) <sup>3</sup>		Number	Percent (%)	Number	Percent (%) of all household	Percent (%) of rental households in stress		Number	Number	Percent (%)		
<b>Mullumbimby<sup>2</sup></b> 3781 people Dominant household type: lone people (26%)	1774	151	8.5%	1505	85%	1647	316	19%	372	23%	60%	32	60	4%	2.4	965	
<b>Ocean Shores,NB &amp; SGB<sup>5</sup></b> 6298 people Dominant household type: LP/CC/CWC <sup>5</sup> (23% each)	2966	324	11%	2609	88%	2675	440	16%	681	25%	45%	6	148	5.5%	2.4	1,130	
<b>Byron Bay</b> 4229 people Dominant household type: lone people (25%)	2423	536	22%	1467	60%	1915	196	10%	514	27%	36%	87	182	10%	2.2	1,197	
<b>Sunrise</b> 1199 people Dominant household type: lone people (30%)	616	74	12%	238	39%	535	72	14%	155	29%	39%	15	58	11%	2.3	1,038	

Locality	Total private dwellings	Unoccupied dwellings		Occupied private dwellings as separate houses		Households	All households in housing stress <sup>6</sup> .		Households renting privately			Renting social housing	Group households			Average person/household	Median household weekly income (\$)
		Number	Percent (%)	Number	Percent (%) <sup>3</sup>		Number	Percent (%)	Number	Percent (%) of all household	Percent (%) of rental households in stress		Number	Number	Percent (%)		
<b>Suffolk Park</b> 3795 people Dominant household type: couples with children (24%)	1699	202	12%	1196	70%	1521	158	10%	464	31%	26%	15	153	29%	2.4	1,488	
<b>Byron Shire urban areas summary</b> 22,712 people Dominant household type: LP/CC/CWC <sup>5</sup> . (22% each)	11248	1484	13%	8227	73%	9868	1450	15%	2611	26%	Unavailable for urban areas <sup>4</sup> .	190	672	7%	2.4	1,149	

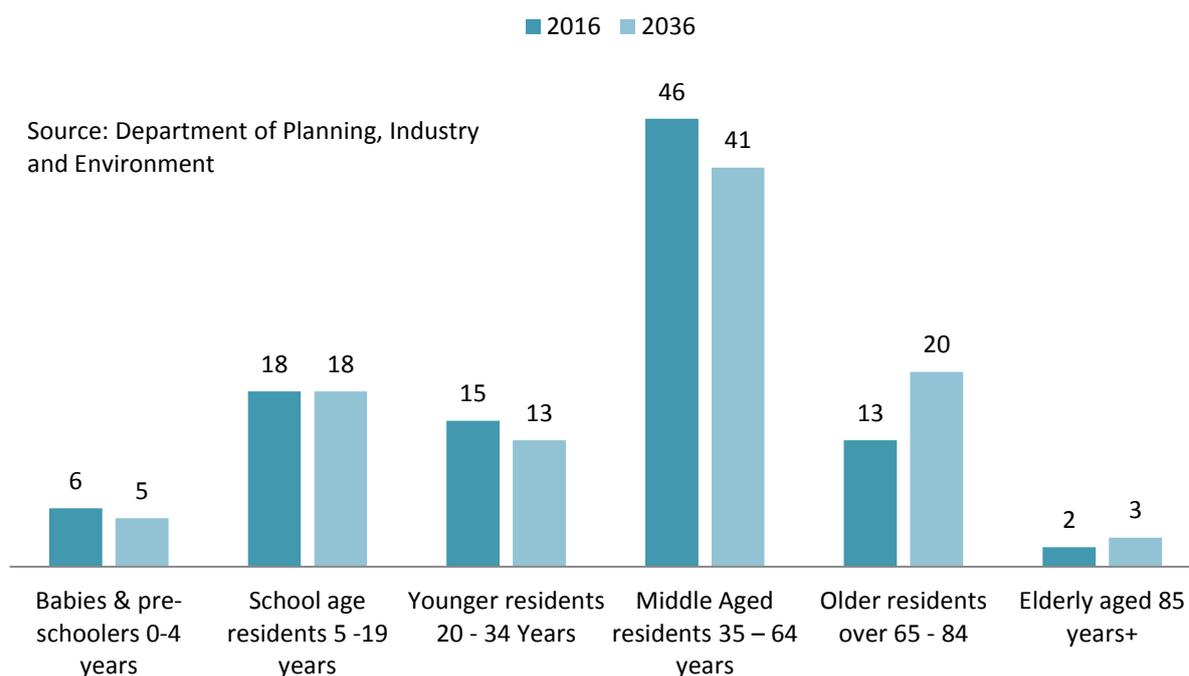
1. Estimates only as Statistical Areas (SA) 1 are split to capture urban land – SA1 are the small areas in which statistics are captured by the Australian Bureau of Statistics. In some locations, the boundaries capture urban and rural land and/or have not been updated to reflect more recent subdivision, as is the case with the Meadows estate in Bangalow.
  2. Includes Left Bank Road large lot housing area.
  3. Rounded to the nearest 1%.
  4. The Shire-wide statistic for rental stress: 17.2%; NSW: 12.9%.
  5. LP – lone person; CWC – couples without children; CC – couples with children; NB – New Brighton; SGB – South Golden Beach.
  6. Housing stress is often described as paying more than 30% of household income in mortgage or rental repayments and associated housing costs.
- Source: Australian Bureau of Statistics, [Census of Population and Housing, 2011 and 2016](#). Compiled and presented by [.id](#), the population experts.

## Distribution of population by age structure groups

For the census period 2011- 2016, the median age of residents went up by 2 years to 44 years.

Figure 2 provides a breakdown by age structure groups and projected percentile change in life-stage profiles of Byron Shire residents between 2016 & 2036.

Using age structure groups helps us identify how that demand is or could change, as need for certain services or types of housing can change at different stages in life.



**Figure 2: Projected percentile change in life-stage profiles Byron Shire residents between 2016 & 2036**

## Housing considerations for Aboriginal and Torres Strait Islander people

In the 2016 Census, Aboriginal and Torres Strait Islander people made up 1.8% of the Byron Shire population (574 people). This is notably lower than that of regional New South Wales (NSW) (5.5%) and NSW (2.9%). The median age of Aboriginal and/or Torres Strait Islander people in our Shire was 26.

For the Shire, the average household size for dwellings occupied by Aboriginal and Torres Strait Islander people was 3.1 people, compared with the Shire average of 2.4 people. The median household weekly income was \$1,236, the median weekly rent was \$400 and the median monthly mortgage repayment was \$1,733.

In September 2016, community agencies across the Byron Shire took part in a 'street survey' of people sleeping rough in the local area. Of those interviewed (87 in total), nearly 20% identified as Aboriginal or Torres Strait Islander.

Aboriginal and Torres Strait Islander people face complex challenges. Housing stability gives Aboriginal and Torres Strait Islander families the opportunity to pursue other social or economic goals. Byron Shire Council acknowledges that housing is a foundational issue in closing the gap on Indigenous disadvantage. Improved access to local housing will allow Bundjalung people to live on Country and connect to Country.

## Housing considerations for young people and workforce (18–34 years)

In 2016, Byron Shire had more 18 to 34 year old residents than the Northern Rivers in general.

Those residents in the young workforce, 25 to 34 year old age group, increased by 1% (some 500 residents) from 2011 to 2016. Many young people leave the Shire for education and employment reasons, but they are also the workers in the retail, tourism, hospitality, community and personal service sectors our economy depends on.

The main housing issues young people face are the housing unaffordability and lack of diverse housing stock, particularly in rental prices and its knock-on effects:

- living in poor quality housing with exposure to conditions such as overcrowding, dampness and mould growth, and lack of basic amenities
- young people moving out of the area to seek affordable accommodation
- young people at risk of homelessness, frequently 'couch-surfing' rather than sleeping rough and often itinerant due to unstable tenures linked to the holiday letting market
- the above attributing to increased rates of homelessness among young people.

Our community members and youth support services raise concerns about the lack of affordable housing options. The impacts they describe are homelessness and families being separated as young people move out of the Shire when they can't access the extremely limited stock of safe, secure housing.

In 2016, the number of homeless people in the Shire was estimated at 327. The largest age group was 21 to 30 (33%). Our community's awareness of this issue is rising as people sleeping rough become more visible.

Reducing homelessness is important to maintain a socially inclusive community and for our overall community wellbeing. An Australia-wide survey on attitudes to housing affordability in 2017 found around 87% of respondents were either very concerned or somewhat concerned that future generations will not be able to afford to buy a house. Some 68% cited emotional security, stability and belonging as the main reasons to buy a house.

## **Housing considerations for parents, homebuilders, older workers and pre-retirees (35–59 years)**

Our residents have a strong connection to the area and consider the Shire a 'great place to live'. Parents value raising their family in an enriching, safe and comfortable place. We have a strong sense of community for families, which is fostered through schools, extra-curricular activities and community meeting places such as parks and playgrounds.

The number of residents who are parents, home builders, older workers and pre-retirees (34 to 59 year olds) has shrunk by 3.6% over the past five years. Correspondingly, the number of school-age children has also declined, with a 4% decline in the number of family households.

Workforce participation in the Shire is highest for those aged 40 to 49, with 50 to 59 year olds also having a high participation rate. The main housing issues for the 35 to 59 year old cohort relate to the lack of affordability in both the rental and purchase markets and its knock-on effects:

- low to moderate income families and older workers can't afford to consider the Shire as an option to live
- when families separate, often one or both parents will move from the family home, possibly to a more affordable and smaller dwelling. With the high cost of housing, one or both parents may have to move out of the area, resulting in children and parents moving away from their schools and social and support networks, and longer commutes to work.

These are critical issues, particularly with parents and homebuilders who want to stay in the area and may be unable to do so. Housing choice and design needs to respond to changing household and family structures, including couples delaying or not having children and sole-parent or blended families.

A significant issue for Bundjalung family households unable to live on Country is on maintenance and relationship with Country. Bundjalung children's education involves learning by observing and practicing the activities and rites of conduct on their Country. This includes how to nurture and seek sustenance from their Country and, most importantly, how to interpret it. As adults, they follow these practices, caring for the land to which they belong.

## **Housing considerations for an older population (over 60)**

Our population is ageing, and people are living longer and healthier lives.

Residents in the Shire's 'empty nesters' and retirees (60 to 69 cohort) grew by almost 4% (1,516 people) between 2011 and 2016. This was the largest change in age cohorts.

Whether this trend will continue is influenced by the ability for parents, home builders, older workers and pre-retirees to access local housing as they move forward into this age bracket over the next 20 years.

The main housing issues for our older population relate to:

- unmet demand for affordable, small, low-maintenance dwellings located close to or within easy access to services in established locations
- a predominance of large, detached housing not suitable for 'ageing in place'
- a lack of regulatory requirement at state level for adaptable or universal housing
- dwellings on steep land making it difficult for them to continue their daily activities
- difficulty for service providers to access properties for transport to appointments or providing in-home services due to issues such as convenient parking
- rental accommodation and some seniors' living options not affordable or even available.

Many of these issues are also experienced by households with a member living with a disability.

Planning for an older population must consider more homes that support 'ageing in place' and housing choice such as smaller one and two bedroom dwellings for seniors who don't want to live in retirement housing complexes and want to stay in their community.



#### **What is ageing in place?**

remaining in your own home and not having to move to another facility when your care needs become higher.

## **Cost of housing**

Byron Shire is a desirable place to live and visit. This also means a high cost of housing that is driven by:

- our proximity to South East Queensland
- the strong short term rental accommodation market, which leads to competition for housing
- strong employment growth
- housing supply and demand
- the Shire being a destination for retirement and leisure living.

This high cost of housing affects both households and the community's social and economic wellbeing.

For households, the impact is acute housing stress (both rental and mortgage). Housing stress is when more than 30% of the household's income is spent on mortgage or rent payments and other housing costs (such as rates and insurance).

Byron Shire has the highest housing stress levels in the Northern Rivers and higher than the New South Wales average. The impact extends beyond very low to low income households

to include median income households (typically the income of retail, hospitality and essential services workers such as nurses, police and emergency services personnel). To avoid housing stress, a median annual household income of \$102,267 is required. Byron Shire's median annual household income is \$63,336 - two-thirds of that.

Renters in the Shire are spending a higher percentage of their earnings on rent, with up to 48% of the weekly household income required to pay the median rent in all housing categories.

The high cost of land is also affecting the overall cost of all housing. The Shire's residential land sale values jumped 25.8% in 2017, compared with only 10% in the North Coast region. For example, the median house price in Mullumbimby in 2017 was \$700,000. That requires a monthly mortgage repayment of \$2,925 and a monthly income of \$9,750 to stay below the 30% affordability benchmark. A Mullumbimby household's median monthly income was half this amount, at \$4,325.

The demand for housing below the 30% affordability benchmark far exceeds supply, which means very low, low and moderate income households (as explained in Policy 2 - Table 4) are becoming some of our community's most vulnerable people.

These households struggle to cover their housing costs and face issues that erode their wellbeing, including:

- having to live in overcrowded and often substandard housing in order to live locally or having long commutes to work from other areas
- working long hours to pay for housing
- missing out on other opportunities because housing costs are too high relative to their income.

The Shire has seen a decline in workforce self sufficiency as the proportion of local workers who also live in the Shire reduced by 3.9% to 73.9% between 2011 and 2016. The main sectors experiencing a decline in resident local workers are retail, manufacturing, accommodation and food services, health care and social assistance, even though the local workers employed in these industry sectors has risen in that same period.

Another growing workforce sector is local Bundjalung workers employed in areas such as National Parks. Land is of great significance to Aboriginal and Torres Strait Islander people. While their work is giving these workers connection to Country, they also can't afford to live locally on Country, which compounds the impact of dislocation.

In terms of our economy, high housing costs are a risk to businesses.

Our workforce is growing and our employment rate is healthy— for the period 2015/16 the Byron Shire economy grew at a marginally faster rate (1.7%) than that of the Northern Rivers district (1.6%). Our health and community services industry is the second largest local employer, and we have a relatively young workforce.

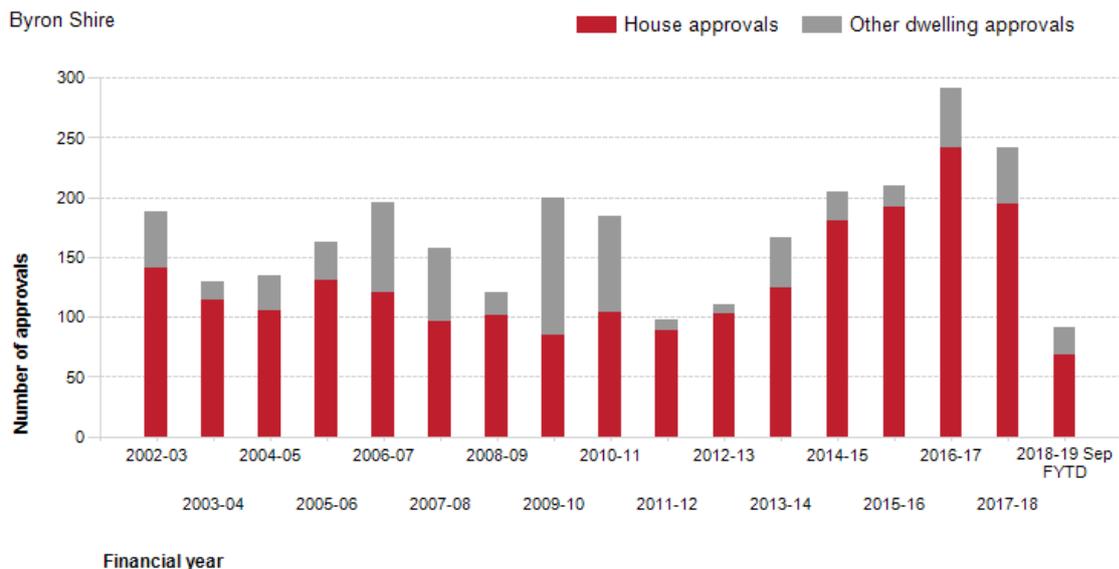
Local businesses have indicated that the unaffordability of housing is affecting their ability to attract and retain employees, including critical skilled workers and aged and disability care workers. The need for workers to commute from other areas is also a contributing factor to congestion on our roads.

## Residential building approvals

Total dwelling approvals in the Shire fluctuate, as shown in Figure 3. This may be due to economic variations in terms of interest rates, availability of mortgage funds, government spending and business investment.

To encourage more affordable housing, in 2012 Council launched a policy to waive fees for building secondary dwellings. That change has seen more than 600 dwellings approved throughout the urban areas of the Shire.

Social housing stock is limited (190 dwellings), and the waiting time is around 10 years. The waiting time for a three bedroom dwelling is five to 10 years. Social housing is secure and affordable rental housing, for people on low incomes with housing needs.



Source: Australian Bureau of Statistics, Building Approvals, Australia (8731.0). Compiled and presented by .id, the population experts.



**Figure 3: Residential building approval trends**

## The Strategy's Vision

### Byron Shire: What it means to be part of the future

*Byron Shire towns and villages will offer a diversity of housing to meet the needs of its community both now and in the future.*

*Residents will be able to find housing that suits their current and future needs in terms of type, tenure, size and cost. More diverse housing such as town houses, units and apartments will be located in locations with convenient access to shops, services, transport and open space, where it is easy to walk or cycle.*

*Greater housing diversity will create a more self-sufficient Shire so that residents do not have to move outside the Shire to find the housing they want.*

To deliver this vision, the Byron Shire Residential Strategy sets out four desired policies:

- \* Policy 1: Providing suitable land for housing
- \* Policy 2: Improving housing choice, diversity and equity
- \* Policy 3: Housing that reflects the 'local' in our places
- \* Policy 4: Make our neighbourhoods local.

# Policy 1: Providing land for future housing

## Context

Byron Shire community's expressed desire for a sustainable future will change the pattern of housing development and influence the future form of towns and villages at the lot, street, neighbourhood and town levels.

The community consultation messages we have gathered are clear on what helps make liveable neighbourhoods:

- they allow people to walk and cycle as often as possible
- easy access to work, the village centre and community services
- they allow people to grow their own food
- energy and water is used efficiently and waste is reduced
- they are friendly and safe
- conserve habitats to enhance biodiversity.

The location, concentration and design of new housing can affect all of these attributes.

Past practice of providing most of the Shire's housing in our towns and villages is sound and supported by both Council and NSW Government policy. However, this approach has generally seen our towns and villages spread outwards into rural areas. This contributes to loss of vegetation, decreased water quality, loss of farming land and compromised scenic amenity. It also leads to increased traffic and higher infrastructure and maintenance costs and may not deliver liveable neighbourhoods.

To be more environmentally sustainable, we need to shift our focus to housing residents using sensitive and appropriate infill development in our established urban areas. This is complemented by a limited number of new urban growth areas. This policy direction has implications for infrastructure delivery and capacity within established residential areas. Preliminary analysis to date, as contained in Appendix 4, indicates a need to link the location and sequence of additional infill with infrastructure planning.

The way we supply housing must be consistent with the North Coast Regional Plan 2036 (NCRP). The NCRP identifies that Byron Shire should plan to deliver 3,150 dwellings over the next 20 years to meet population growth. This number is based on the NCRP estimate of 16,100 dwellings as at 2016.

The NCRP requires a sustainable approach to this by protecting the environment, creating stronger, better-connected communities and investigating opportunities for increased housing diversity in the form of additional multi-unit dwellings in appropriate locations. These measures help protect the natural environment and maintain our rural productivity by limiting urban sprawl.

We estimate the Shire's rural areas, including the villages of Main Arm and Federal, are likely to contribute 430 extra dwellings by 2036 (see further explanation about this in the

[Byron Shire Rural Land Use Strategy](#)). This leaves 2,720 additional dwellings for delivery in our urban areas.

## Direction we are taking

To deliver land for housing for a sustainable future, we will need to take some decisive actions.

We held a charrette on 2 November 2018 in a concerted effort to resolve the policy directions for providing future housing. Our two goals for the charrette were:

- To agree on priority housing principles and directions (to be included in the strategy) that will best meet the Shire's housing needs to 2036.
- To identify actions for infill and new release development that would support the strategy's implementation.

The charrette participants also considered both infill and new release areas as a potential source for future housing. This included looking at the associated strengths, weaknesses, opportunities and threats for both.

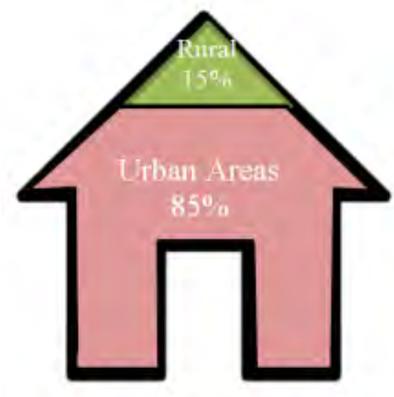
The following priority themes were identified:

- A focus on infrastructure: the need for forward planning of infrastructure, both in new release areas and associated town centres and other related infrastructure networks (e.g. transportation, drainage) to effectively integrate new areas with existing areas.
- Sustainable transportation: recognising the benefits of development in and around transportation nodes, particularly rail, as well as pedestrian/cycle connectivity between new release and established areas.
- Ensuring delivery: the need to create mechanisms and a level of certainty in delivering housing diversity that is consistent with residential character and community objectives, ensuring policies can be achieved.
- Density in the right place: recognising the benefits of increased density in and around town centres rather than in isolated locations without the right infrastructure.

The charrette and preliminary draft residential strategy feedback have helped inform our three directions around providing suitable land for future housing:

**DIRECTION 1.1: The majority of our Shire’s future housing will be in urban towns and villages**

To encourage the efficient use of land and infrastructure, most new dwellings will be provided in our towns and urban villages. The balance will be in our rural villages and surrounding rural areas. This encourages ‘walkable’, socially connected neighbourhoods that can reduce our dependence on cars. It also means the extra investment in infrastructure (transport, wastewater and other services) is more cost effective. Importantly, this approach supports more reliable infrastructure planning and delivery.



**Local planning actions**

1. Adopt a target of 85% of new dwellings (2,680 dwellings) to be provided in towns and urban villages by 2036 to make good use of land and infrastructure, with the balance in our rural areas.

## DIRECTION 1.2: Land for housing will be suitable for the use

The charrette participants supported using a set of 'suitable-for-use principles' to guide how we determine what land is appropriate. The principles combine their feedback with the broader social, economic and environmental outcomes sought by our community and the NCRP.

The following principles will be considered when evaluating new release areas, infill areas and planning proposals.

### Urban residential suitable-for-use principles

**Avoids valued assets:** the land is generally unencumbered by areas of high environmental, extractive resource or heritage value or significant farmland unless the farmland adjoins an existing urban area

**Safe:** the land is safe from hazards or risks such as high flood hazard, coastal erosion, tidal inundation, slip, dunal movement, extreme bushfire and slopes greater than 20%.

**Access to essential services:** the land is connected or capable of being connected in a logical sequence to water, sewer, stormwater and communication infrastructure that can accommodate projected demand at no additional cost to the council or the community

**Travel efficient:** the land minimises the need for travel and maximises the opportunity for public transport use, walking and cycling. It also supports pedestrian / cycle connectivity between new release and established areas

**Part of a community:** the land is close to existing residential development, enabling integration with the community and opportunities for social activities

**Respectful:** the land pays respect to the Byron Shire and the Bundjalung of Byron Bay, Arakwal people, the Widjabal people, the Minjungbul people and the wider Bundjalung Nation.

The above principles were applied to determine potential housing supply over the next 20 years. The results are shown in Table 2:

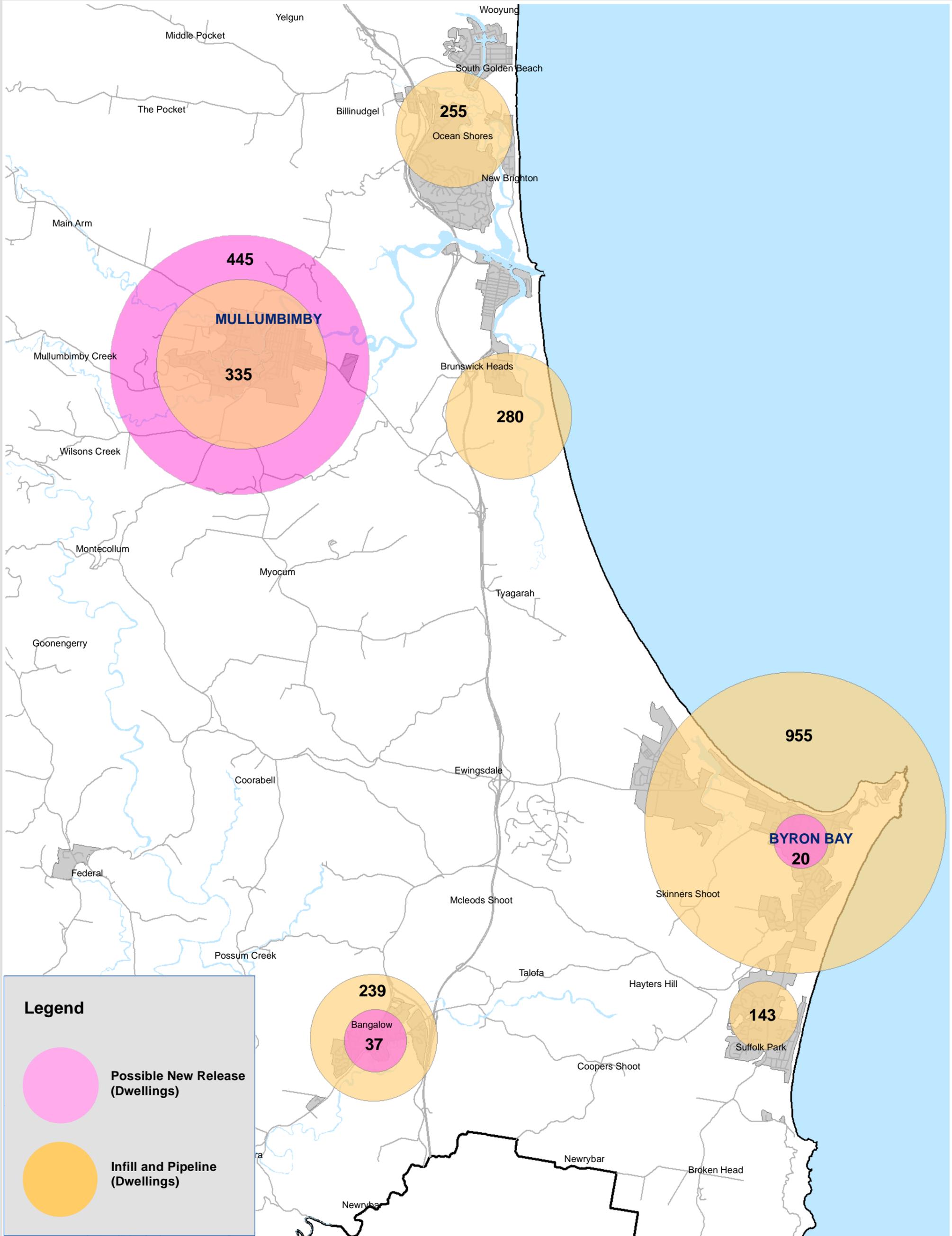
**Table 2: Estimated dwelling supply potential in urban growth areas**

Source of land for housing <sup>1</sup>	Estimated dwelling yield	% of future additional urban housing
Already supplied between July 2016 and 2018	235 dwellings	8%
Zoned vacant (undeveloped)	1340 dwellings	45%
Infill <sup>2</sup>	860 dwellings	30%
New release	500 dwellings	17%
Total estimated dwelling yield capacity	2935 dwellings	100%

<sup>1</sup> Please refer to Policy 3 Figure 7: Projected additional dwellings 2018 – 2036, for a detailed breakdown by locality.

<sup>2</sup> These estimates are based on current regulations and an anticipated infill take-up range of 10 to 15%.

# MAP 1: Housing Supply Distribution



## Legend

-  Possible New Release (Dwellings)
-  Infill and Pipeline (Dwellings)

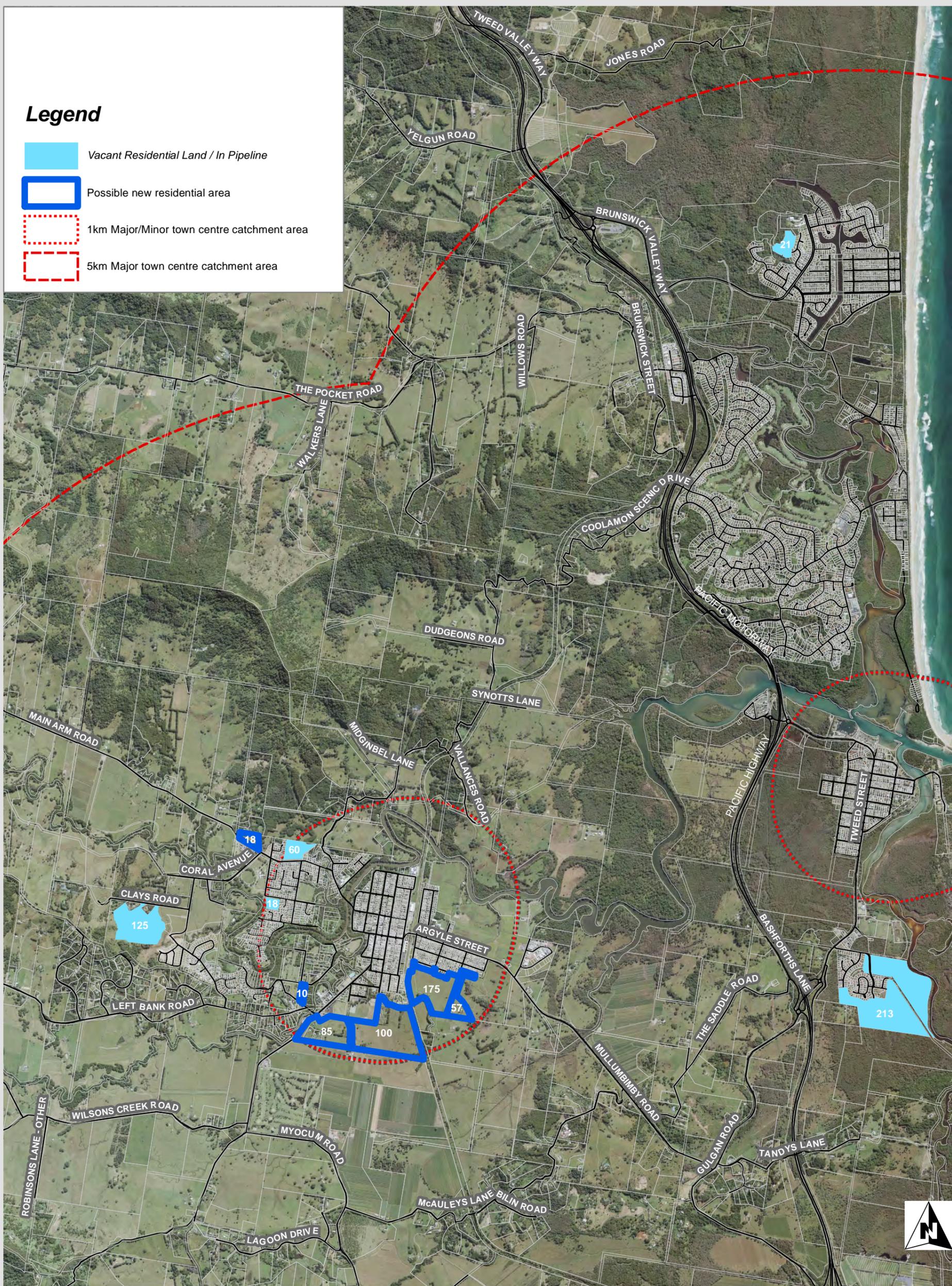
Disclaimer : While all reasonable care has been taken to ensure the information contained on this map is up to date and accurate, no warranty is given that the information contained on this map is free from error or omission. Any reliance placed on such information shall be at the sole risk of the user. Please verify the accuracy of the information prior to using it. Note : The information shown on this map is a copyright of the Byron Shire Council and the NSW Department of Lands.

0 2,150 4,300 Metres

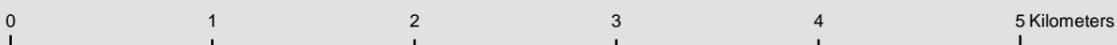
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# MAP 2A: Potential Housing Supply - Shire North

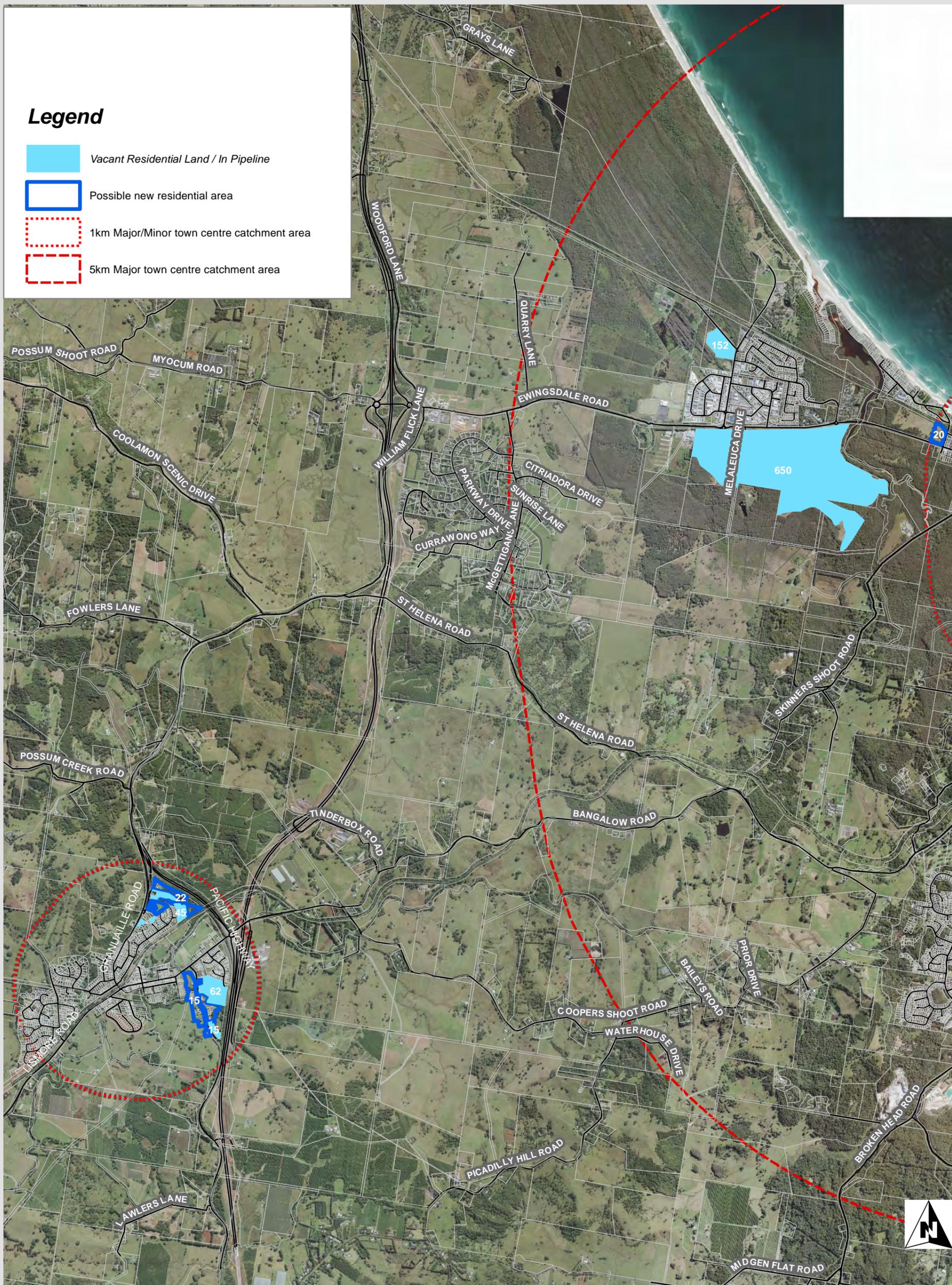


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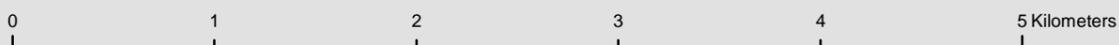


Date: 16/08/2019

# MAP 2B: Potential Housing Supply - Shire South



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Date: 16/08/2019



## Local planning actions

2. Examine our current infrastructure capacity, charges and engineering standards to determine:
  - a) any areas unable to support significant infill development, and explore mechanisms to manage any infill until such times as they can be serviced with adequate and cost-effective physical and social infrastructure
  - b) where improvements or upgrades are needed to service identified new release land, and investigate options for timely delivery
  - c) updates needed to support the mix of housing and lot typologies shown in Figure 5 and 6 of the strategy.
3. Examine opportunities in the local planning framework for sensitive (i.e. reflects the 'local' in our places) urban infill, redevelopment and increased densities in appropriate locations to make good use of urban land.
4. Amend the Byron Local Environmental Plan (LEP) provisions to ensure that slope is a consideration (along with minimum lot size) for assessing low rise medium density development proposals and advocate to the State Government to amend the State Environmental Planning Policy Exempt and Complying Development Code (SEPP) provisions to incorporate slope and locational considerations.

### Context to Action 4

At the State Government level, 'exempt and complying' development refers to certain types of development that can be undertaken without the need for Council approval, subject to meeting certain requirements. This can include, for example, detached houses, dual occupancies and secondary dwellings. The current SEPP provisions for houses and low rise medium density:

- do not consider the implications of slope. Slopes greater than 20% are more difficult sites to build on and may not allow easy access because they might need more complex technical solutions
- do not consider locational factors like proximity to essential services
- focus on meeting lot size requirements (for densification), which has implications for sloping sites and meeting liveable neighbourhood principles.

Byron Shire has been deferred from the application of the Code until **October 2019**. Maps 4.3 and 4.7 in Appendix 4 indicate areas where this Code and housing types could apply as complying or non - complying development. For more information about the Code, please see Appendix 4.

### **DIRECTION 1.3: New subdivisions and infill will support the attributes of liveable neighbourhoods**

The charrette participants broadly considered and supported using 'liveable neighbourhood principles' to guide how we deliver housing in residential areas. These principles combine their feedback with the broader social, economic and environmental outcomes sought by our community and the NCRP.

The following design principles will be considered evaluating new release areas, infill areas and planning proposals:

#### **Liveable neighbourhood principles**

**Variety:** lot size and housing types that are adaptable and versatile

**Open spaces that make places:** well-defined open spaces that contain a mix of interesting places where people feel safe and comfortable to socialise and engage in outdoor activities in their neighbourhood

**Urban greening:** the natural areas are an essential part of the neighbourhood, bringing wildlife, shade, comfort and visual amenity. These are to be supported with the inclusion of street trees

**Legible with human scale:** use human dimensions (physical as well as non-physical) to help people relate to, interpret and appreciate the streetscape and feel safe and comfortable. The layout should allow for clear mental maps of the neighbourhood.

**Interconnected and permeable:** easy walking or cycling between places, such as public transport stops, cafes, shops, the doctor's surgery, aged care and child care services, and primary schools. Safe streets with low-speed traffic, pavements and easy crossing points.

**Environmental and cultural sensitivity:** sensitive to the environment, Bundjalung connection to Country and responds to its natural and geographical conditions.



Read more information about the charrette in Appendix 2.



#### **Local planning actions**

5. Investigate opportunities in the local planning framework (LEP and DCP provisions) to support liveable neighbourhood principles when assessing new subdivision and infill development proposals.
6. Prepare a structure plan for the Mullumbimby Accessible Housing Area (sites in Map 3.3) setting out a visual framework for:
  - a) protecting the environment
  - b) managing flooding and stormwater
  - c) securing movement corridors (vehicular, cycling and walking)
  - d) the scale, pattern and broad location of new housing, including providing accessible housing
  - e) supporting liveable neighbourhood principles.

## Policy 2: Improved housing choice, diversity and equity

### Context

Our community has expressed a desire to ‘cultivate and celebrate our diverse cultures, lifestyle and sense of community’ as well as to ‘manage growth and change responsibly’.

Within these objectives is our need to deliver greater housing diversity and affordability in the Shire. This aligns with the challenges outlined in ‘*Our residents, households and housing types*’, which discusses a need for improved housing choice, diversity and equity.

Affordability, location and space requirements are the main factors that influence people’s choice in housing. The type of house we live in and its location can affect our lives in a number of ways: the length of our daily commute, how often we see family and friends, choices about how we bring up our children and whether we can remain living in the same area we grew up in.

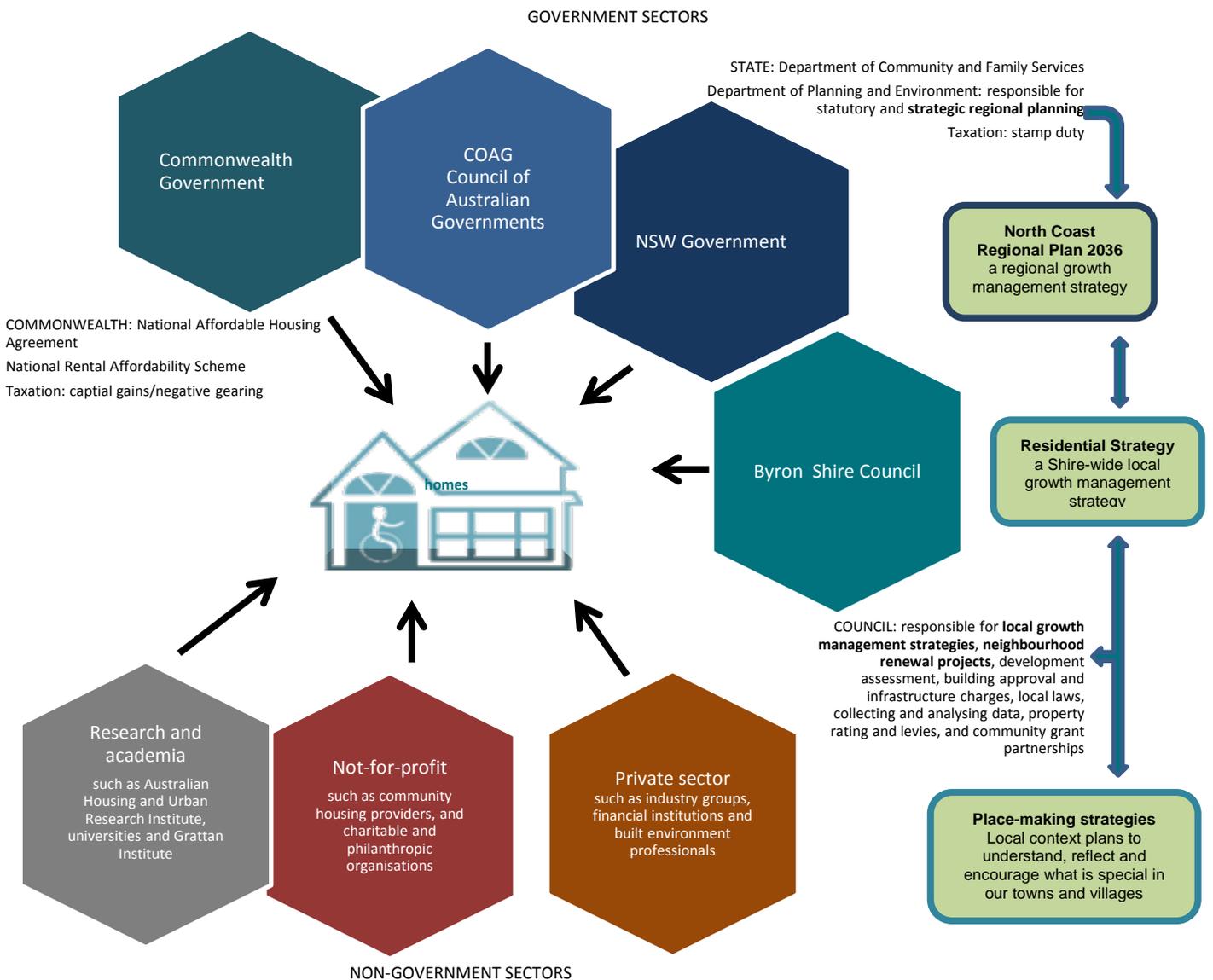
As no single housing type can satisfy everyone’s household requirements, it is important to provide greater housing mix and choice in the Shire. This will make it easier to cater for our residents including young adults and the elderly, people with a disability, empty-nesters wanting to down size, lone-person households and new family units.

Housing also needs to be accessible for households on very low, low and moderate incomes. Many of our critical workers (those employed in the retail, hospitality, care and creative art sectors) are in this income bracket. These workers play an important role in contributing to our liveable and vibrant Shire. Improving these residents’ ability to access the housing they need is one of the main challenges of this strategy.

At a broader level, improving housing choice, diversity and equity can lead to a more diverse employment base, with greater local employment and business opportunities.

### Direction we are heading

This strategy (as a local growth management strategy) is only one component of a complex framework of both government and non-government factors that influence housing outcomes (as outlined in Figure 4). The strategy primarily focusses on land use planning enablers and barriers to housing types and models.



**Figure 4: Complex array of influences on housing outcomes**

Housing choice, diversity and equity all affect individuals' and our community's wellbeing and social cohesion. Community members, Council and representatives from the private sector attended a housing summit in February 2017 and a follow up housing roundtable in July 2018. Both forums explored innovative housing responses to better meet our changing community expectations and needs, with a focus on:

- i. planning enablers and barriers
- ii. housing types and models
- iii. tenure types and security
- iv. finance and investment models.

Feedback from the housing summit, place planning and the charrette processes has informed five directions aimed at providing improved housing choice, diversity and equity.

**DIRECTION 2.1: Enable opportunities for innovative new residential forms and models that give a sense of place, promote environmental stewardship and encourage social, economic and cultural diversity and equity.**

This direction refers to new residential forms and models that can be built on private land or government owned land (such as the old Mullumbimby Hospital site). These are a possible option for people who want more affordable higher quality homes with a strong sense of community, which is currently not met by the traditional model of speculative housing development.

Table 3 Byron Shire bespoke residential forms, lists seven innovative residential forms and their land use planning considerations. The list is not exhaustive, the forms are not necessarily mutually exclusive, and all should be located and designed as part of a larger liveable neighbourhood.



Potential sites for these new forms are shown in the table and on maps 4.1A and 4.1B in Appendix 4.

**Table 3: Byron Shire bespoke residential forms**

Byron Shire bespoke residential models	Possible location/site* opportunities as shown on maps 2A and 2B	Land use planning considerations
<p><b>Micro-home/lot</b> Single house on a freehold lot less than 100m<sup>2</sup>.</p>	<p>Site 15</p>	<p>Design: access, minimum standards for outdoor living space, car bays, lot coverage, building setback.</p>
<p><b>Intentional community</b> An integrated housing project on a single lot with shared community facilities collectively funded by residents who often have shared values.</p>		<p>Use: an appropriate zone to allow mixed uses. Design: lot coverage, building setback, density, car bays and outdoor space requirements.  (See draft criteria for comment – Appendix 5)</p>
<p><b>Pocket neighbourhoods</b> A cluster of approximately 12 neighbouring houses or apartments gathered around a shared open space.</p>	<p>Site 30 Laneways or culs-de-sac in established areas.</p>	<p>Design: a shared outdoor space central to the cluster of homes such as a garden courtyard, a pedestrian street, a series of joined backyards or a reclaimed laneway.</p>
<p><b>Seniors and people with a disability housing communities</b> Specific housing pockets or intentional communities to cater for the needs of older people or people with a disability. Scale can range from a small cluster of homes to a larger facility offering low to high care accommodation.</p>	<p>Sites 12 and 16</p>	<p>Design: physically located and suited to older residents and those with a disability:</p> <ul style="list-style-type: none"> <li>• within easy walking distance of ordinary activities of daily living</li> <li>• allows independence to those who do not drive</li> <li>• reinforces local community services and facilities for an ageing population</li> <li>• facilitates opportunities to provide support to other local living arrangements used by seniors or people with a disability, such as ageing in place.</li> </ul> <p>(For criteria on location and design please refer to: <i>State Environmental Planning Policy – Housing for Seniors and People with a Disability - 2004</i>)</p>

Byron Shire bespoke residential models	Possible location/site* opportunities as shown on maps 2A and 2B	Land use planning considerations
<p><b>Live/work spaces</b> Spaces designed to incorporate a person's professional and personal lives in one space. Compared with a home occupation, it is a more work-driven type of space in which employees and walk-in trade are permitted. The uses have a more equal status between the residential and work components.</p>	<p>Places that are pedestrian-oriented neighbourhoods, on lively mixed-use streets where there are easy opportunities for people to step outside and encounter others in a congenial public realm.</p>	<p>Use: tendency for live/work space to revert to purely residential use. Residential use only is undesirable due to incompatibilities with other pre-existing business uses, lack of residential amenities and propensity to convert to short-term holiday let accommodation.</p> <p>Design: locating live/work types suitably while providing for flexibility and use evolution - lot coverage, building setback, interior space requirements for living and working, opportunities for spontaneous interaction among residents as they come and go in 'interactive spaces' such as courtyards and atriums.</p> <p>The apportionment of live to work spaces may affect capacity to qualify for a residential mortgage and/or rates.</p>
<p><b>New generation boarding houses</b> Self-contained furnished studios from 12m<sup>2</sup> to 25m<sup>2</sup> with all utilities included in the rent or occupancy.</p>	<p>Sites under council's 'Housing First Model' yet to be identified, but support in principle to include a site in Byron Bay.</p>	<p>Use: retaining as secure stock as a long-term low income housing option under Affordable Housing State Environmental Planning Policy.</p> <p>Design: the importance of building design cross ventilation, such as a wide central 'breezeway', corridors and voids, and the use of corner blocks.</p>
<p><b>Indigenous community land trusts and housing</b> Land secured to enable community housing suited to the Bundjalung people, providing a connection with and living on Country, as well as a broader pathway to home ownership in the Shire.</p>	<p>No sites determined</p>	<p>Culturally appropriate development and design provisions around access, minimum standards for outdoor living space, car bays, lot coverage, building setback.</p>

\* Site numbers contained in Appendix 4.

New residential forms and models can bring benefits for both future residents and our broader community, including:

- **Sense of community:** joining a group of like-minded people creates a sense of community from the start of the project. In some instances, the community can become the developer, and upon completion, connections and relationships are already formed between the new residents and existing neighbours.
- **Improved built form outcomes:** participants get to co-create a space that will meet their long-term needs, with the future owners and/or community members in control of the design process and not motivated by short-term profit maximisation. This means they are free to accept lower returns and invest in higher quality design and better quality materials and can pursue higher social and/or environmental objectives.
- **Innovation:** controlling the design process also allows groups to experiment with variations to traditional approaches to car parking, sustainability, community spaces, lot size and dwelling sizes.
- **Reductions in the overall project delivery cost:** experiences elsewhere in Australia have found some new forms are delivering dwellings at a cost typically 15 to 25% less than the market price.
- **Collective buying power:** to deliver more assessable housing in locations previously unaffordable to low and moderate-income households in the community.
- **Bridging the gap on Indigenous disadvantage:** improved access to local housing will allow Bundjalung people to live on Country and connect to Country.

At the same time, these alternative forms present a number of challenges including our ability to apply locally appropriate planning provisions and general community awareness of, or resistance to, such alternatives. Other challenges are availability of land, funding for developments that do not fit their typical funding criteria, and tenure structures.

Council is investigating emerging funding and tenure models to complement these new residential forms which are listed below and further explained in Appendix 3.

- community land trusts
- shared equity and dual mortgage ownership
- not-for-profit company providing long term social and affordable housing
- housing co-operatives.

**DIRECTION 2.2:**        **Facilitate and promote growth in the proportion of rental and to-buy housing aimed at the lower end of the market, including those with very low incomes.**

This direction relates to accessible housing for households on very low to moderate incomes. The ability for new release and infill sites to deliver accessible housing is central to maintaining our Shire's community diversity and identity. Future development is unlikely to deliver accessible housing without some sort of intervention, either through the planning framework or complementary actions. Implementing this direction will most likely require a combination of approaches:

- **Leadership:** such as Council rezoning and reclassifying Council owned land to provide for additional residential development, such as Lot 22 DP 1073165, Stuart Street, Mullumbimby.
- **Partnership:** such as Council's Accessible Housing Project involving a number of private landowners interested in contributing to accessible housing. Maps 2A and 2B show the location of these sites.
- **Regulation:** controls that require affordable housing to be included in developments.
- **Incentives:** such as concessions and bonuses in development controls and/or contributions may boost construction of accessible housing.
- **Promotion:** marketing program to help the community understand the need for, and benefits of, accessible housing.

**DIRECTION 2.3: Encourage use of low rise medium density housing types other than the detached house.**

This direction refers to 'conventional' low rise medium density housing types: detached and attached dual occupancies, multi-dwelling houses and manor houses (see Figure 5). These housing types usually occur as residential infill development.

There is a growing trend of people wanting to live in townhouses or apartments in locations that are close to family, friends or shops. Research indicates that using low rise, smaller unit developments (as opposed to a high rise) is both financially feasible and likely to deliver a more affordable product in a full range of locations.

However, this change should be managed carefully to ensure our residents' diverse needs are met and that our suburbs continue to be vibrant, attractive places to live. To help local councils in this process, the State Government has released a draft Urban Design for Regional NSW Local Design guidelines. Residential character narratives will also become useful tools in providing guidance on acceptable development responses.

The State Government is in the process of introducing a 'Low Rise Medium Density Code'<sup>1</sup> with an accompanying 'Low Rise Medium Density Design Guide'. This is to encourage this form of housing by allowing a fast-track approval process for complying development. The ability to use the Code will depend on a site meeting minimum lot size criterion and land use permissibility in our residential zones. For Byron Shire, the main challenges to delivering this form of housing are existing subdivision patterns, availability of suitable sites, infrastructure capacity and uncertainty associated with the planning approval process.



Byron Shire has been deferred from the application of the Code until **October 2019**. Maps 4.3 and 4.7 in Appendix 4 indicate areas where this Code and housing types could apply as complying or non - complying development. For more information about the Code, please see Appendix 4.

**DIRECTION 2.4: Support 'urban village' pockets of mixed-use activities close to business centres.**

The changing structure of business centres and the creep of commercial uses into surrounding residential areas can leave remaining residents feeling isolated. Mixing residential living with working opportunities to create 'urban villages' is a great way to refresh these neighbourhoods. It draws in new residents seeking a lifestyle or a shared live/work space that is close to the town centre. It also reduces reliance on cars, reducing the carbon footprint.

Land use zones need to support a mix of uses and residents suited to 'urban village' locations, such as artists and business incubators. These businesses are significant contributors to Byron Shire's economy and often benefit from mixed-use, pedestrian-oriented neighbourhoods. Emphasis should be on enabling residents and businesses to retain control of their mixed-use spaces through ownership or long term rent subsidies.

In the short term, higher-density apartment forms are unlikely to be feasible in most cases because of their high construction costs. As part of the review in Action 12, consideration could be given to how to avoid an impractical, fragmented tenure in these areas.

**DIRECTION 2.5: Continue to support detached houses but with a stronger emphasis on more diversity in lot and house size and using adaptable and liveable house design.**

This direction refers to detached houses, including dual-occupancy and secondary dwellings. There are strong rational and emotional drivers fuelling a continued preference for a detached house in Australia. In continuing to support detached houses as part of our housing mix, there needs to be more emphasis on diversity in house size and using adaptable house design. This approach furthers our Disability Inclusion Action Plan.

An adaptable and easy-live house can suit many occupants, including people with a disability, ageing baby boomers, people with temporary injuries and families with young children. It enables them to respond to changing needs without costly and energy-intensive alterations or having to move. At different times, a single space may act as a home office, a teenage retreat, a family study or a bedroom for an elderly relative.

Research shows that when building a new home, many people anticipate spending a number of years, if not decades, living in it. Others may plan on a shorter stay. Whatever the intention, any new home is likely to have to accommodate changing needs over its lifetime. An adaptable and easy-live house responds effectively to these needs. For example, the house can be designed to function as a large family home and eventually divided into two smaller units, so residents continue living in a familiar environment.

As with accessible housing, future development is unlikely to deliver much adaptable and easy-live housing without some sort of intervention, either through the planning framework or complementary actions. Implementing this direction will most likely require a combination of approaches:

- **Leadership** – in housing that may result from council housing projects
- **Regulation** – controls that require adaptable housing to be included in new developments

- **Incentives** – such as concessions and bonuses in development controls and contributions may boost construction of adaptable and easy-live housing
- **Promotion** – a marketing program to help the housing industry and community understand the need for and benefits of adaptable housing.

### Action framework

A series of actions are required to implement the above directions. They have two components:

- A Byron Shire 'Housing Typology' (as shown in Figure 5) – a range of low rise housing choices that can fit within the scale of existing lower-density housing in established and emerging neighbourhoods and offer improved equity, choice and diversity.
- A Byron Shire 'Lot Typology' (as shown in Figures 5 & 6) – rethinking the past approach of simply applying standard minimum lot size. Recent experience elsewhere in Australia has found that diversifying lot size with housing typology – often referred to as 'salt and peppering' – can deliver better outcomes, such as innovation, flexibility in the design of homes and delivering more diverse residential development forms.



### Local planning actions

7. Review Byron LEP *R2 Low Density Residential*, *R3 Medium Density Residential*, *B2 Local Centre* and *B4 Mixed Use* zone objectives to include appropriate objectives for improved housing choice, diversity and equity.
8. Implement a new *R1 General Residential* zone to facilitate diversity in housing type and density, accessible housing, adaptable and easy-live housing, supported by a range of facilities and services to meet residents' day-to-day needs.
9. Examine local planning controls (LEP and DCP provisions) to apply a greater mix of lot sizes and a minimum density target of 20 dwellings per hectare to ensure new release areas achieve housing diversity.
10. Examine local planning controls to ensure a mix of housing typologies, as shown in Figure 5, with a focus on:
  - a) infill to be consistent with liveable neighbourhoods principles, not simply based on lot size
  - b) floor space ratios that better relate to the lot size to encourage increased diversity of housing
  - c) slope as a consideration for minimum lot size for low rise medium density development and encouraging adaptable and easy-live housing
  - d) urban design principles consistent with the draft Urban Design for Regional NSW to guide accessibility, sight line provisions, garbage disposal, lot size, solar access, ventilation and parking
  - e) house and lot design to reduce living costs for residents, including travel, energy and water consumption
  - f) retention of a component of residential living in any mixed-use development conversion or removal of an existing dwelling stock for commercial uses, particularly around centres or along major access roads to our towns and villages

- g) supporting detached housing based on adaptable and easy-live house design features, including:
- \* easy access and movement
  - \* practical and cost effective adaptation
  - \* ability to anticipate and respond to the changing needs of home occupants.
11. Examine infrastructure capacity of areas capable of functioning as urban village pockets to make good use of urban land and support a vibrant mixed-use community and pedestrian-oriented neighbourhoods.
12. Subject to the findings of Action 11, prepare criteria and review local planning controls to enable 'urban village pockets' of no more than three storeys in height in suitable locations as part of a liveable neighbourhood in the *B4 Mixed Use* zone (or other appropriate zones). (refer to draft criteria in Appendix 5)
13. Prepare criteria to allow for aged care and people with a disability housing communities in the new R1 Residential Zone (or in other residential zones) as a local response to the State Environmental Planning Policy – Housing for Seniors and People with a Disability (2004). Key aspects to focus on:
- a) ensuring that the location and design of aged care and people with a disability housing is part of a liveable neighbourhood
  - b) creating more innovative options for older residents to 'age in place'
  - c) encouraging the planning and design of neighbourhoods to allow housing choice and social interaction, community participation and activity.
14. Prepare criteria to ensure the location and design of intentional communities are part of a liveable neighbourhood in the new *R1 Residential* zone (or other residential zones). Refer to draft criteria in Appendix 5.
15. Prepare an accessible housing contribution scheme under SEPP 70 to be incorporated in the local planning framework controls. Key aspects to focus on:
- a) inclusion of 'accessible housing principles' as listed at the end of these actions and also contained in Appendix 5
  - b) accessible housing – target 30% of new housing to be affordable for the income targets as defined in the 'accessible housing principles' below (including 5% social housing)
  - c) adaptable housing – target 20% of new housing designed to accommodate lifestyle changes
  - d) increasing the supply of one and two bedroom dwellings in areas close to activity centres, public transport and services, and employment precincts
  - e) providing accessible housing opportunities for Bundjalung people working in the Shire (possibly under a community-owned 'land trust' arrangement) to better connect to and live on Country
  - f) suitable sites to build housing for people sleeping rough as the foundation for a 'Housing First' model to reduce homelessness and it's impact in the Byron Shire using locational social housing criteria in Appendix 5.
16. Examine possible incentives in the local planning framework to encourage voluntary provision of land for accessible housing and/or for constructing accessible and adaptable housing. Some examples include (but are not limited to):

- a) bonus systems using modified planning standards based on performance criteria; for example, site yield or relaxing specified development controls, such as setback or parking controls
  - b) producing a Byron Shire housing diversity design guide with examples of low rise medium density housing that would be consistent with local character.
17. Apply a first option to be given to accessible housing, when considering the best use of lands owned by Council.

## Accessible housing principles

**Mixed and balanced communities** are created.

Accessible housing is to be created and managed so that a **socially diverse residential population** representative of all income groups is developed and maintained in a locality.

Accessible housing is to be made available to a **mix of very low, low and moderate income** households.

Accessible housing is made available for both **renters and home buyers**.

Accessible rental housing is to be rented to **appropriately qualified tenants** and at an appropriate rate of gross household income.

**Rent from accessible housing**, after deduction of normal landlord expenses (including management and maintenance costs and all rates and taxes for the dwellings), is generally to be used for the purpose of improving or replacing accessible housing or for providing additional accessible housing.

**Land provided for housing infrastructure** is to be used solely for accessible housing.

Buildings provided for accessible housing are to be **managed to maintain their continued use** for accessible housing.

Accessible housing is to be constructed to a standard that is **consistent with other dwellings** in the vicinity.

To help readers understand how low to moderate income households are determined, these are households whose gross incomes fall within the target recipient criteria shown in Table 4. Using the Mullumbimby local area catchment as an example, the median household income for this catchment area was \$965 per week at the 2016 Census.

**Table 4: Target recipient household criteria**

Category level	Criteria	Example using Mullumbimby local area catchment
Very-low income household	less than 50% of the median household income	< \$482.50 per week
Low-income household	50% or more but less than 80% of the median household income	\$482.50 – \$722.00 per week
Moderate-income household	80%–120% of the median household income	>\$722.00 – \$1158.00 per week

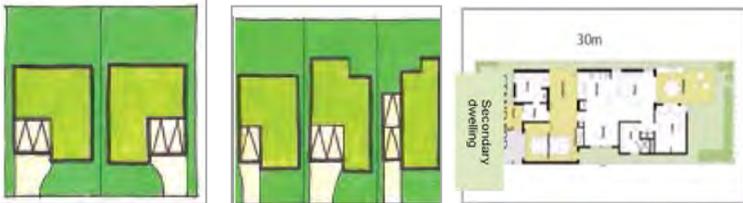
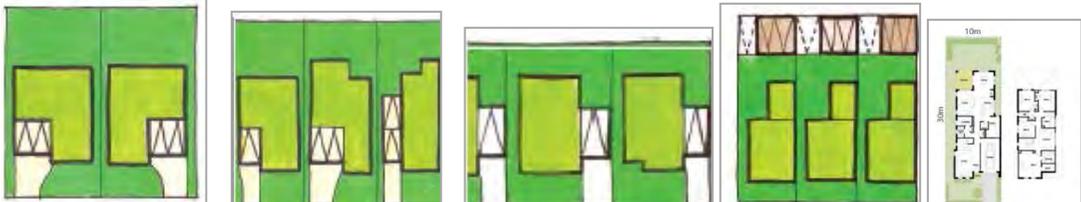
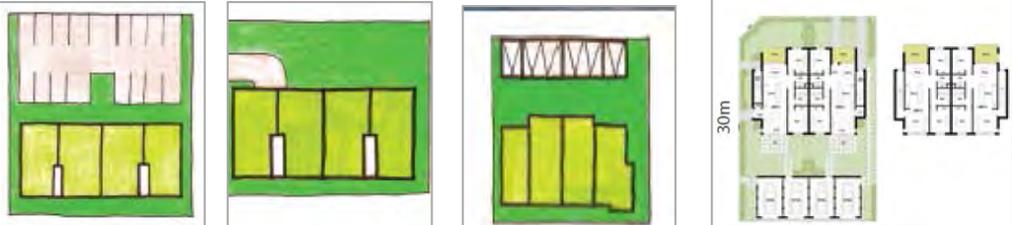


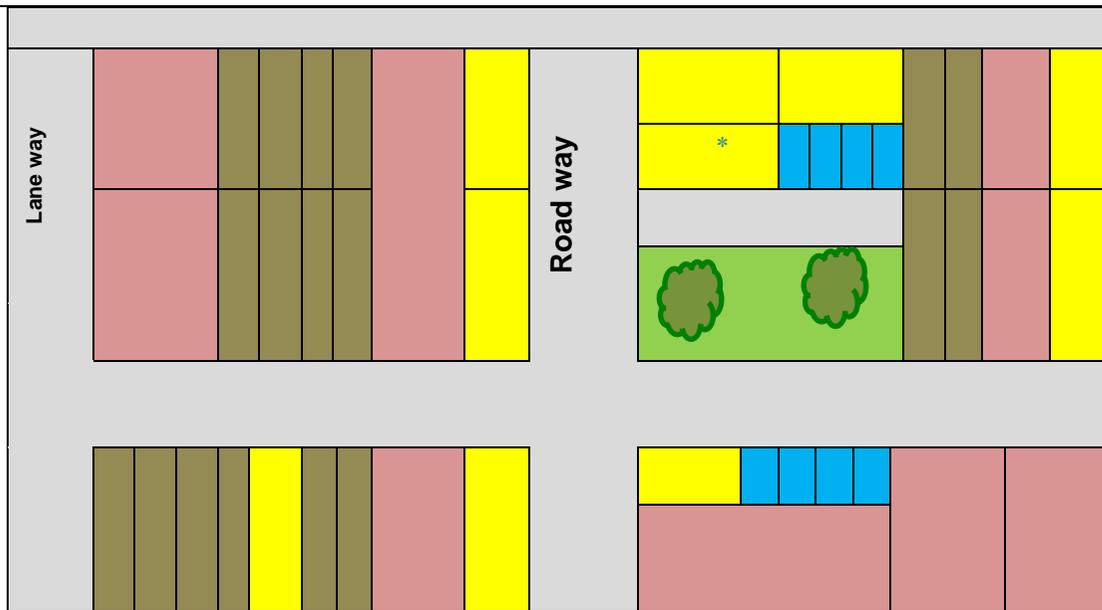
	Low density			Low rise, medium density types (*can be activated under the LRMD code)				Other medium density		
	Detached house	Secondary dwelling	Micro-homes/lot	Dual-occupancy detached*	Dual-occupancy attached*	Multi-dwelling housing: townhouse & terraces*	Manor house*	Apartment shop top live & work space	Boarding houses	Byron bespoke intentional communities
	Fully detached homes			Semi-detached to attached homes			Attached			
		Dwelling not more than 60m <sup>2</sup> or 30% of floor area of principal dwelling.	Attached or detached housing on lots less than 100m <sup>2</sup> .  For more explanation, see Table 3.  	Two detached dwellings on one lot of land but does not include a secondary dwelling.	Two dwellings on one lot of land that are attached to each other.	Three or more dwellings on one lot of land, each with <u>access at ground level</u> . No part of a dwelling is above any part of any other dwelling. Terrace dwellings – one alignment facing the street.	A building containing three or four dwellings, where each dwelling is attached to another dwelling by a common wall or floor, and at least one dwelling is partially or wholly located above another dwelling.	A living space in a residential building containing three or more dwellings or residential space mixed with workspaces either within the one tenancy or separate  	Let as lodgings with residence for three months or more, shared facilities or a bathroom within a lodger's room.  For more explanation, see Table 3	People come together to be the developer of their own homes.  For more explanation, see Table.3.
<b>Lot types suited to housing type</b>	Type A or B 200 – 800 m <sup>2</sup>	Type A 450 – 800m <sup>2</sup>	Type D < 100m <sup>2</sup>	Type C >800m <sup>2</sup>	Type C >800m <sup>2</sup>	Type C R2 > 1000m <sup>2</sup> R3 > 800m <sup>2</sup>	Type C >800m <sup>2</sup>	Type C > 800m <sup>2</sup>	N/S	Community title
<b>Life stage<sup>#</sup></b>										
Younger years (aged 18–34) 20% of residents increasing to 26% <sup>1.</sup>		✓	✓	✓	✓	✓	✓	✓	✓	✓

	Low density			Low-rise, medium-density types (*activated under the LRMD code)					Other medium density	
	Detached house	Secondary dwelling	Micro-homes/lot	Dual-occupancy detached*	Dual-occupancy attached*	Multi-dwelling housing: townhouse & terraces*	Manor house*	Apartment shop top live & work space	Boarding houses	Byron bespoke intentional communities
Parents, homebuilders, older workers (aged 35–59) 50% of residents increasing to 56%	✓			✓	✓	✓				✓
'Empty-nesters' and retirees (aged 60–69) 19% of residents decreasing to 12 %		✓	✓	✓	✓	✓	✓	✓		✓
Seniors (aged 70+) 13% of residents stable		✓	✓	✓	✓	✓		✓	✓	✓

# Changes in the proportion of residents in a life-stage is based on Stage Government projections to 2036  
Excludes children as a percentage of life stages – changes in percentage are projections only

**Figure 5: Housing typology**

Lot type	Lot size	Mix of lots for 20 dw/ha density (%) (refer to diagram below)	Examples of houses on lots
Type A traditional lots	450–800m <sup>2</sup>	10%	
Type B small lots	200–449m <sup>2</sup>	37%	
Type C large lots for multiple dwelling housing and attached dwellings	Lots ranging from 800m <sup>2</sup> to 1,400m <sup>2</sup>	47%	
Type D micro lots	Small lots, less than 100m <sup>2</sup>	10%	
Byron bespoke intentional communities	N/A	N/A	



- Type A traditional
- Type B small lot
- Type C large lot
- Type D micro lot
- 'Salt and pepper' – aim for a maximum of five housing types in a row
- \* Loft secondary dwellings work well on the corner lot of a rear lane way.

**Image sources for Figures 4 & 5:**

- NSW Department of Planning and Environment
- Byron Kollektive website
- Economic Development Qld
- Western Australian Planning Commission

20 dwellings /ha Torrens Layout

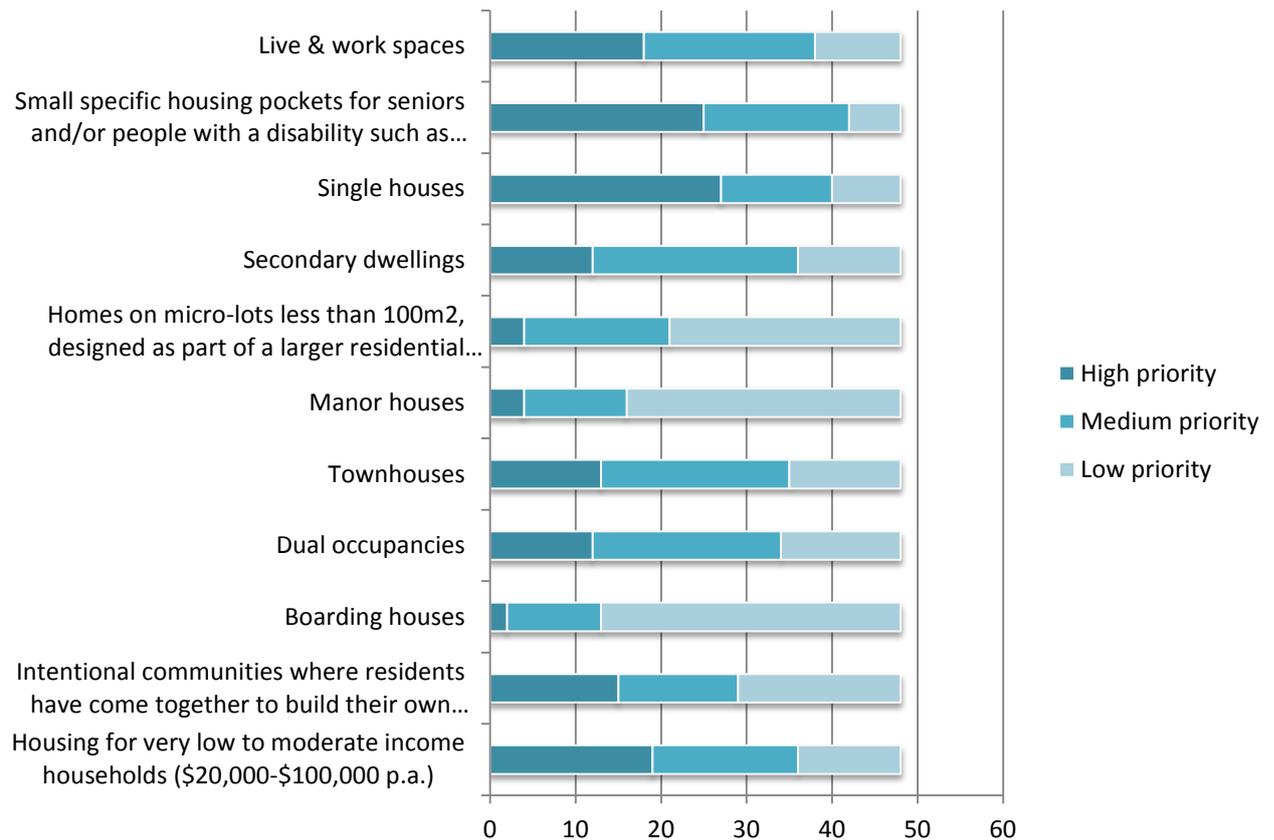
**Figure 6: Indicative lot size typology, mix and layout options for future residential development**

## Shaping our Neighbourhoods feedback

In talking with the community on **housing types** for our towns and villages via the **Shaping our Neighbourhoods** consultation, we asked survey respondents the following question:

*Thinking about the character of your local areas and the range of housing currently available, what priority would you give the following housing types?*

### This is what we heard:



## Policy 3: Housing that reflects the ‘local’ in our places

### Context

Our towns and villages occupy the Country of the Bundjalung people, whose connection to Country remains an important part of the ‘local’ in our places.

Each town and village has its own distinctive character with a mix of cultural values that embrace traditional, contemporary and alternative lifestyles and philosophies. Our Shire’s unique and individual communities actively engage in conversations about matters that affect the character, lifestyle and environmental attributes that influence their choice to live in the Shire.

Community support for increased housing diversity and accessible housing requires us to consider how we want our suburbs, villages and towns to change over time. There is a strong community desire for new housing to:

- complement what already exists
- respect the amenity of neighbouring residents
- enhance the established local character
- help in shaping a sense of community.

We need to manage change carefully to ensure there is housing choice for our residents and our suburbs continue to be vibrant, attractive places to live.

There has been local concern in recent years about design quality, density and the potential ‘one design fits all’ approach to development. At the same time, many developers have a perception that the Byron Shire community opposes development that is not a standard block and detached house and that trying a different product will likely lead to lengthy assessment timelines and affect project viability.

The challenge is how to articulate what the desired local residential character of our suburbs, villages and towns is. What is needed is a clear understanding of what ‘local’ attributes underpin the identity of these areas and how future development can be designed to respect these elements. This can then give developers and the community more confidence to trial new housing types, be leaders in good design and support an efficient assessment and approval process.



Figure 7 shows the anticipated dwelling yields, via either infill or new release, and Figures 8 and 10 the likely additional residents by local area. All urban areas will experience varying levels of growth over the next 20 years.

Maps 3.1 – 3.5 identify land with potential urban housing supply for each town and village. Within the existing R2 Residential Low Density and R3 Residential Medium Density zones, as shown on these maps, there is capacity for infill development.

Appendix 4 Housing and Land Supply Analysis provides further details on location of potential land and anticipated yields.

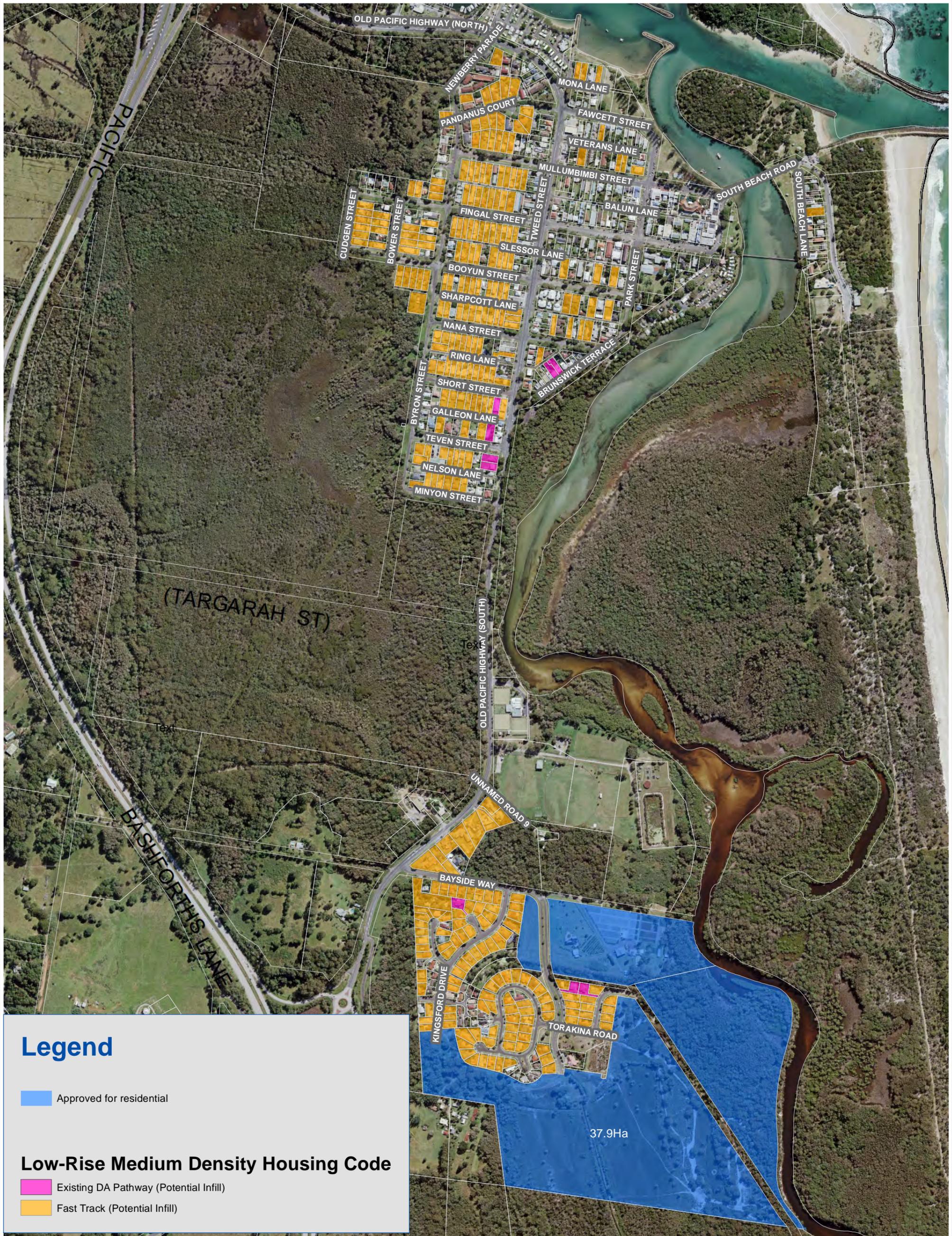


	Bangalow	Brunswick Heads	Byron Bay & Sunrise	Mullumbimby	Ocean Shores - South Golden - New Brighton	Suffolk Park
■ Dwellings as at 2016	745	1025	3050	1774	2966	1699
■ Total projected dwellings (TPD) as at 2036 comprising:						
■ Estimated approved dwellings 2016-18	35	29	42	37	63	29
■ Infill	117	67	153	152	234	143
■ Vacant land/in pipeline	122	213	802	183	21	0
■ New release	37	0	20	445	0	0

**Figure 7: Projected additional dwellings, 2016 – 2036**

Note: The infill dwelling yields in Figure 7 are calculated using a state set standard for low rise medium density minimum lot areas of 600m<sup>2</sup>. Council considers the minimum lot size requirements for manor houses and terraces should align with existing LRMD housing provisions in the LEP. A planning proposal has been forwarded to the NSW Department of Planning and Environment to amend LEP 2014 to include a minimum lot size for manor houses and terraces for R2 Low Density Zone – 1000m<sup>2</sup> & R3 Medium Density Zone – 800m<sup>2</sup>.

# Map 3.1 - Potential Urban Housing Supply: Brunswick Heads



## Legend

 Approved for residential

## Low-Rise Medium Density Housing Code

 Existing DA Pathway (Potential Infill)

 Fast Track (Potential Infill)

Disclaimer : While all reasonable care has been taken to ensure the information contained on this map is up to date and accurate, no warranty is given that the information contained on this map is free from error or omission. Any reliance placed on such information shall be at the sole risk of the user. Please verify the accuracy of the information prior to using it. Note : The information shown on this map is a copyright of the Byron Shire Council and the NSW Department of Lands.

0 250 500 Metres

1:8,000 @ A3 size



# Map 3.2 - Potential Urban Housing Supply: Ocean Shores & New Brighton

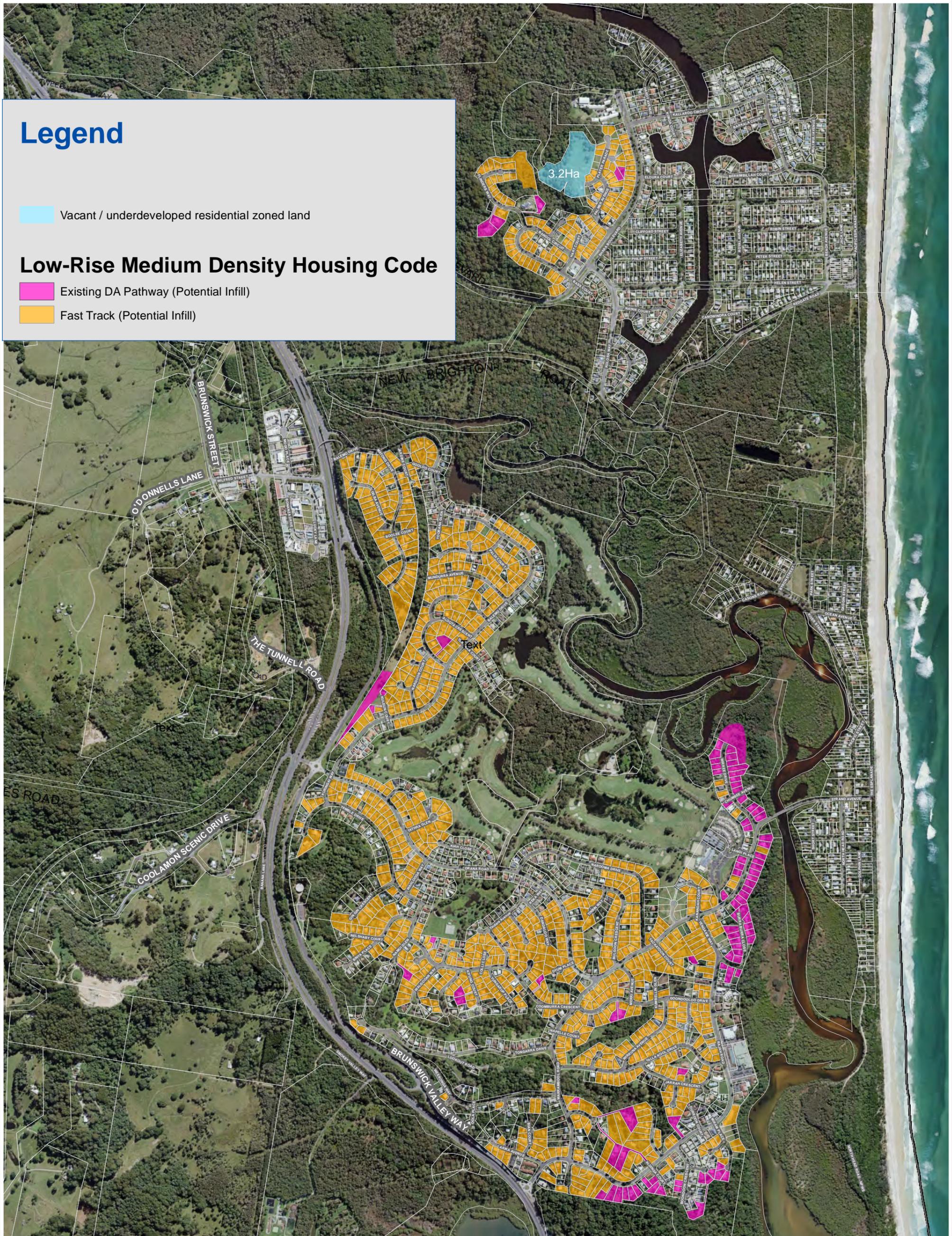
## Legend

 Vacant / underdeveloped residential zoned land

## Low-Rise Medium Density Housing Code

 Existing DA Pathway (Potential Infill)

 Fast Track (Potential Infill)



Disclaimer : While all reasonable care has been taken to ensure the information contained on this map is up to date and accurate, no warranty is given that the information contained on this map is free from error or omission. Any reliance placed on such information shall be at the sole risk of the user. Please verify the accuracy of the information prior to using it. Note : The information shown on this map is a copyright of the Byron Shire Council and the NSW Department of Lands.

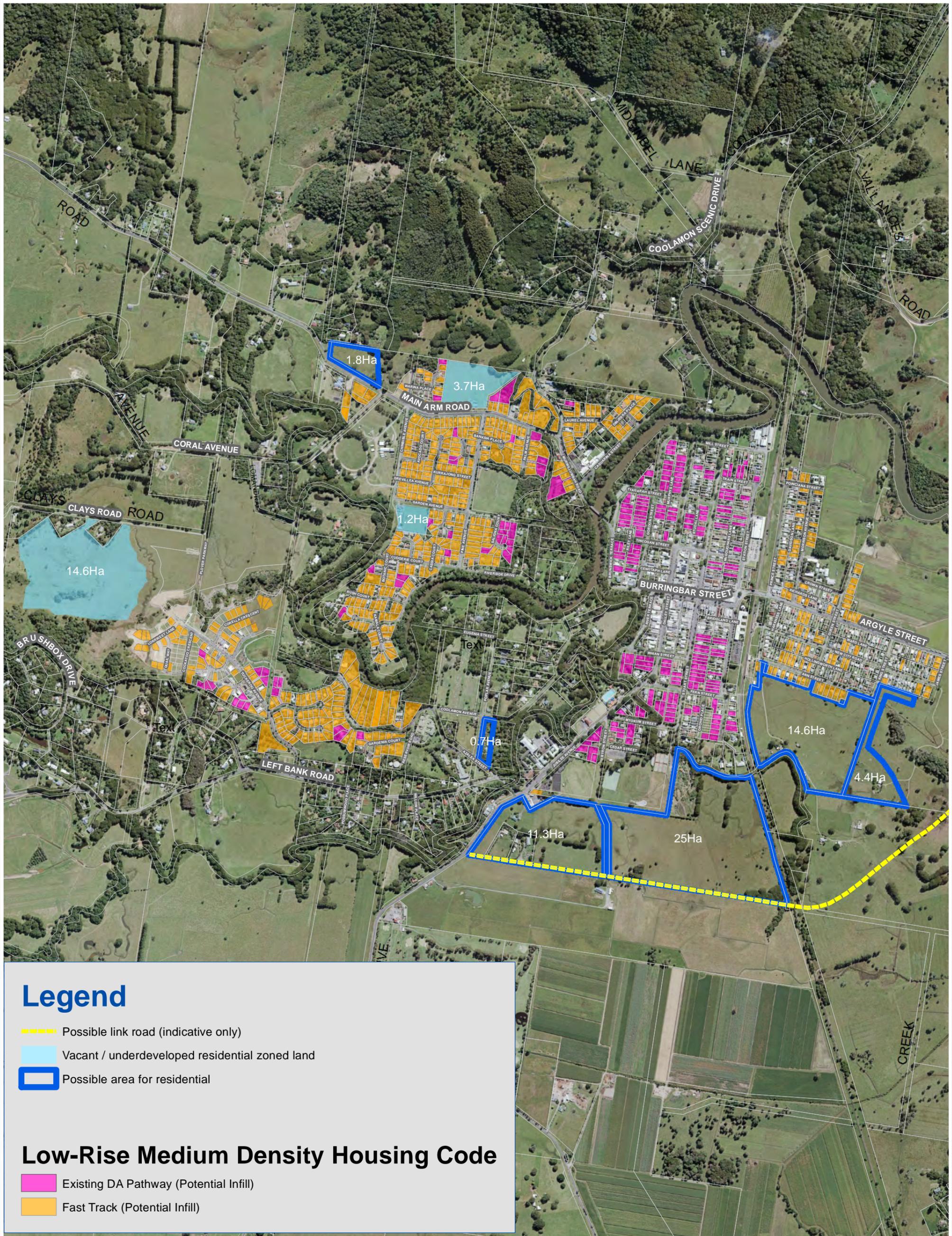
0 400 800 Metres

1:13,000 @ A3 size



Date: 27/08/2019  
Page 49

# Map 3.3 - Potential Urban Housing Supply: Mullumbimby



## Legend

-  Possible link road (indicative only)
-  Vacant / underdeveloped residential zoned land
-  Possible area for residential

## Low-Rise Medium Density Housing Code

-  Existing DA Pathway (Potential Infill)
-  Fast Track (Potential Infill)



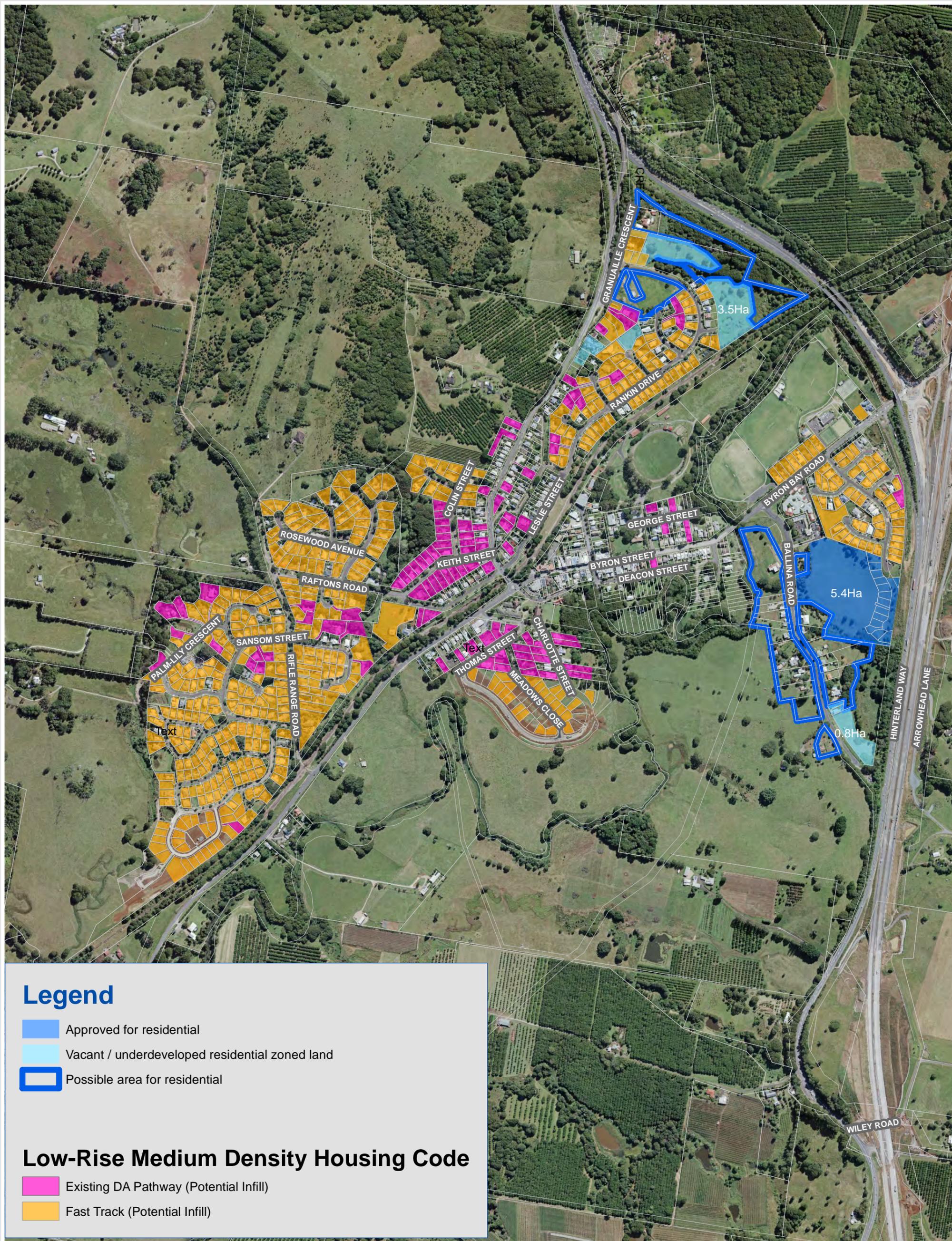
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0 500 1,000 Metres

1:13,000 @ A3 size



# Map 3.4 - Potential Urban Housing Supply: Bangalow



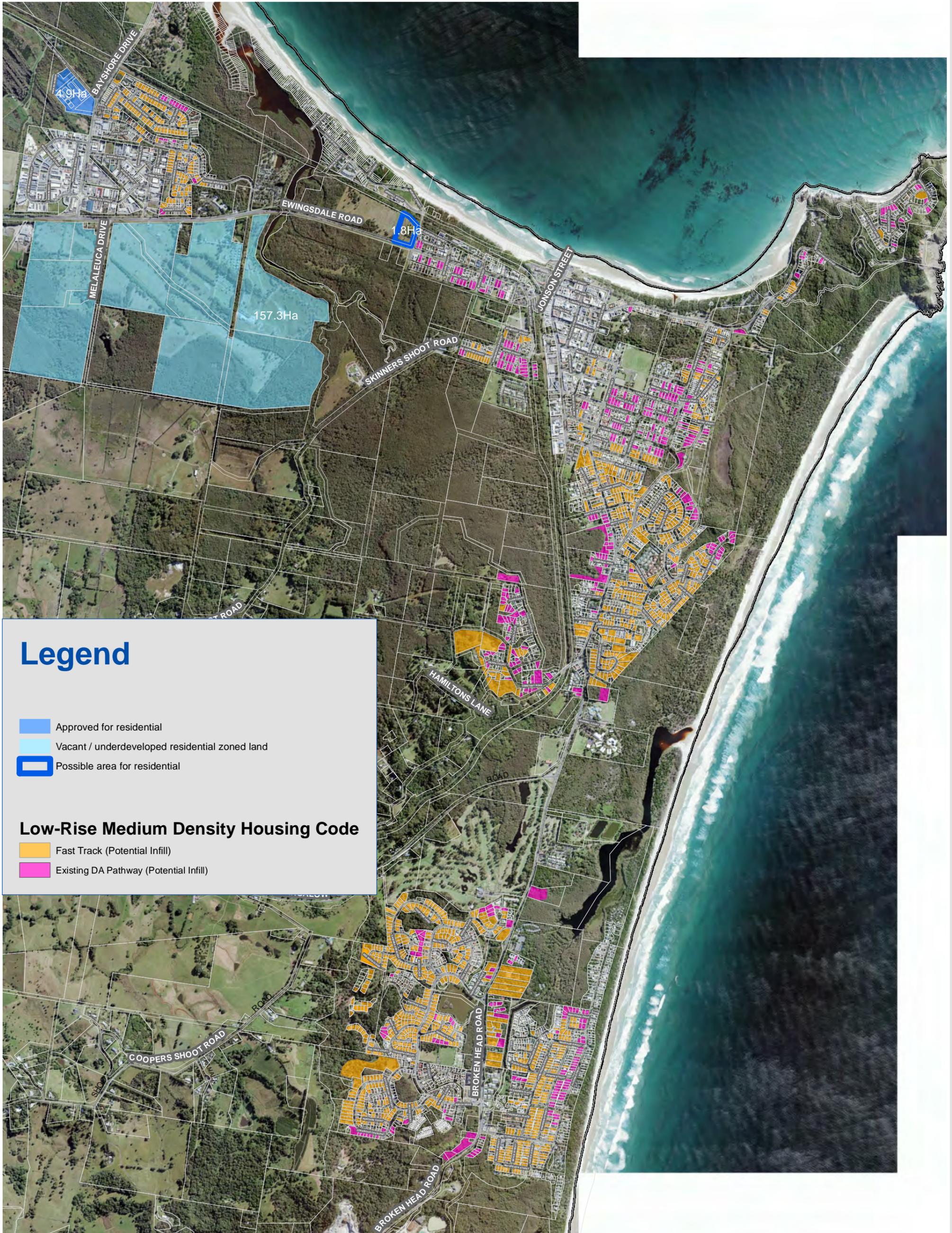
Disclaimer : While all reasonable care has been taken to ensure the information contained on this map is up to date and accurate, no warranty is given that the information contained on this map is free from error or omission. Any reliance placed on such information shall be at the sole risk of the user. Please verify the accuracy of the information prior to using it. Note : The information shown on this map is a copyright of the Byron Shire Council and the NSW Department of Lands.

0 250 500 Metres

1:9,000 @ A3 size



# Map 3.5 - Potential Urban Housing Supply: Byron Bay & Suffolk Park



## Legend

- Approved for residential
- Vacant / underdeveloped residential zoned land
- Possible area for residential

## Low-Rise Medium Density Housing Code

- Fast Track (Potential Infill)
- Existing DA Pathway (Potential Infill)

Disclaimer : While all reasonable care has been taken to ensure the information contained on this map is up to date and accurate, no warranty is given that the information contained on this map is free from error or omission. Any reliance placed on such information shall be at the sole risk of the user. Please verify the accuracy of the information prior to using it. Note : The information shown on this map is a copyright of the Byron Shire Council and the NSW Department of Lands.

0 1,050 2,100 Metres

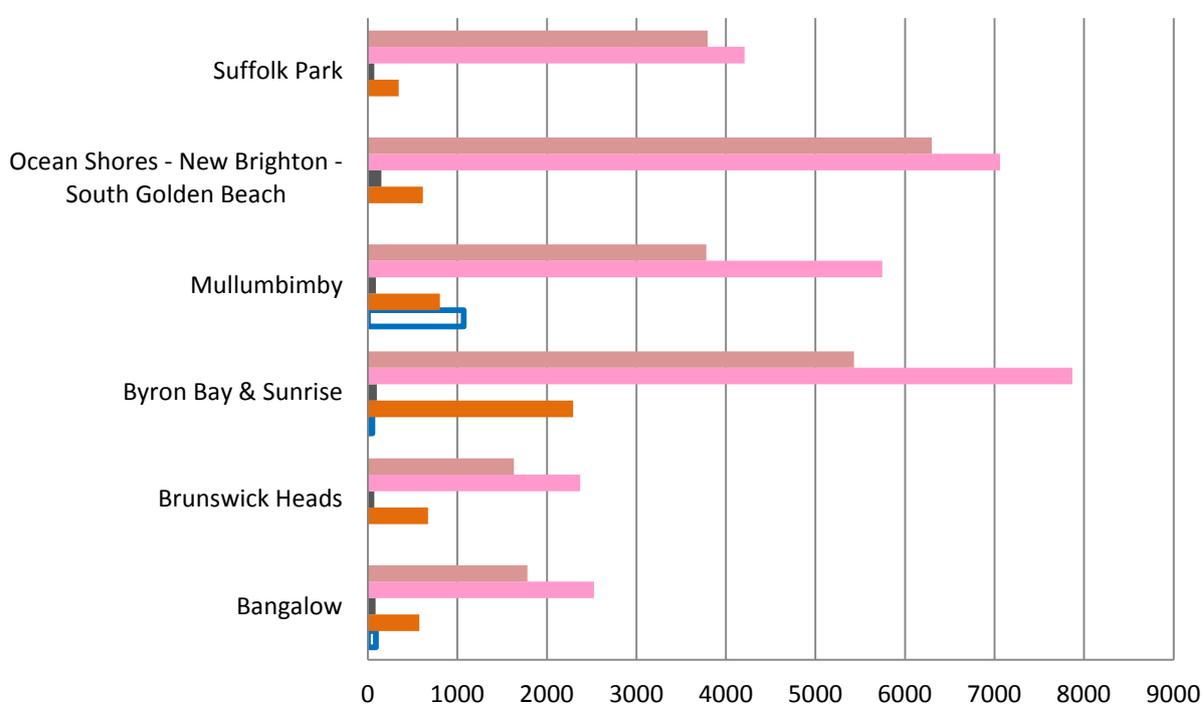
1:21,013 @ A3 size



A total projected population has been calculated using household occupancy ratios. Two scenarios are presented:

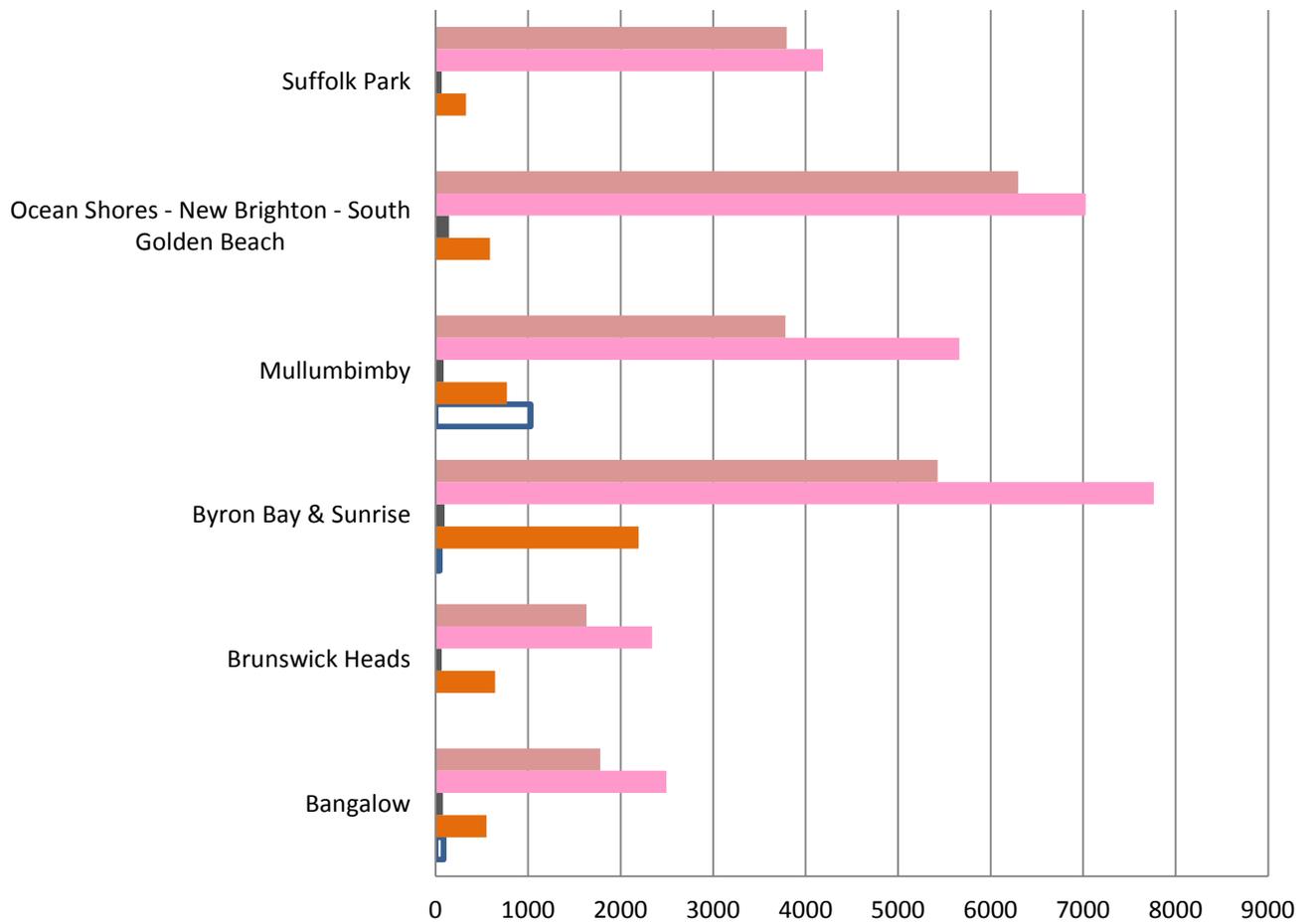
Figure 8: the household occupancy remains at 2.4 people per dwelling, as reflected in the 2016 Census and consistent with the existing developer contribution plan. Total urban areas estimated population: 29782 people.

Figure 9: the household occupancy reduced to 2.3 people per household, which is more consistent with the Department of Planning, Industry and Environment's 2016 area population and household projections and implied dwelling requirements for a Shire-wide projection. Total urban areas estimated population: 29482 people.



	Bangalow	Brunswick Heads	Byron Bay & Sunrise	Mullumbimby	Ocean Shores - New Brighton - South Golden Beach	Suffolk Park
2016 Population (Usual Place Residence)	1780	1630	5428	3781	6298	3795
Total projected population as at 2036	2527	2372	7870	5744	7061	4208
Estimated residents from approved dwellings 2016-18	84	70	100	89	151	70
Additional residents from infill & pipeline	573	672	2292	804	612	343
Additional residents from new release	90	0	50	1070	0	0

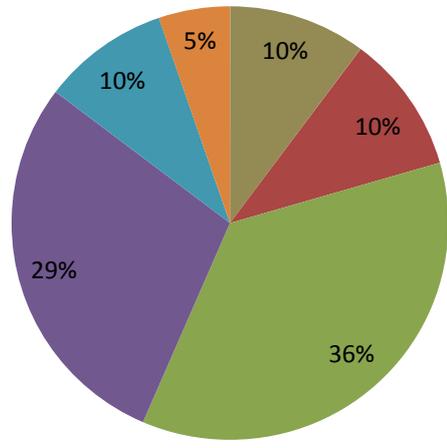
**Figure 8: Projected additional residents, 2016 to 2036, based on 2.4 people per dwelling**



	Bangalow	Brunswick Heads	Byron Bay & Sunrise	Mullumbimby	Ocean Shores - New Brighton - South Golden Beach	Suffolk Park
■ 2016 Population (Usual Place Residence)	1780	1630	5428	3781	6298	3795
■ Total projected population as at 2036	2495	2341	7765	5661	7029	4191
■ Estimated residents from approved dwellings 2016-18	80	67	96	85	145	67
■ Additional residents from infill & pipeline	550	644	2196	770	586	329
■ Additional residents from new release	85	0	45	1025	0	0

**Figure 9: Projected additional residents, 2016 to 2036 based on 2.3 people per dwelling**

Bangalow
  Brunswick Heads
  Byron Bay & Sunrise  
 Mullumbimby
  Ocean Shores
  Suffolk Park



*Readers*

are advised that population projections are not precise predictions of the demographic future. They are the populations that result from certain assumptions being made about future trends. The projected households and dwelling requirements result from certain assumptions being made about future population trends and patterns of living arrangements at different ages. While the assumptions reflect the current outlook for these trends, it is also possible they will not eventuate due to other unforeseen factors.

**Figure 10: Projected population increase, 2016 to 2036 (by percentage)**

## Direction we are heading

The attention given to maintaining the 'local' in our places is growing, not just within the community but at all levels of government.

Recent changes to the Environmental Planning and Assessment Act 1997 ensure that 'local character' is considered in planning at all levels. The Act supports defining a places' special character and values to be preserved and how change will be managed into the future to achieve housing that reflects the 'local' in our places.

To help councils, the NSW Government has released the 'Draft Urban Design for Regional NSW' to provide a framework to consider 'local' in urban design. It covers these principles:

- Better fit – contextual, local and of its place
- Better performance – sustainable, adaptable and durable
- Better for community – inclusive, connected and diverse
- Better for people – safe, comfortable and liveable
- Better working – functional, efficient and fit for purpose
- Better value – creating and adding value
- Better look and feel – engaging, inviting and attractive.

Many of these principles are echoed by our community in local place planning. Our community appreciates the benefits that good urban design can bring to our community's wellbeing. The charrette and place planning processes have helped inform two directions for providing housing that reflects the 'local' in our places:

### **DIRECTION 3.1 :      Respect the current and/or emerging character and values, as recognised in residential character narratives for specific areas.**

There is no single recognised definition of 'character'. For the purpose of this strategy, local character focusses on what makes one neighbourhood distinctive from another in the way it 'looks and feels' to locals and visitors. Character is reflected by the way the built and natural elements in both the public and private spaces interrelate with one another, including the interplay between buildings, architectural style, subdivision patterns, activity, topography and vegetation. Character is dynamic and evolving—not static. Although new developments will have their own unique interpretation of 'local', the outcome should nevertheless be one that respects the elements that contribute to the residential character of an area.

Preparing one single residential character narrative for all the Shire's urban areas has the risk of diluting the 'local' in each village or town. Rather, the approach is to work with local communities to articulate what is fundamentally 'local' about their area and how best to guide a transition to greater housing diversity, choice and equity. This has taken the form of local character narratives, which will eventually be translated into local residential design guidelines and planning controls for inclusion in a Development Control Plan.

The Northern Villages, Brunswick Heads, Bangalow and Mullumbimby local character narratives have been prepared based on feedback from guidance groups directly or via place-making projects.



The residential character narratives are contained at the end of this policy.



### Local planning actions

18. In consultation with local communities and other stakeholders, translate the strategy residential character narratives into local residential design guidelines and planning controls for inclusion in the Development Control Plan. Areas to focus on:
- a) reflecting the unique identity of each village or town and neighbourhood and strengthening the positive characteristics that make each place distinctive
  - b) protecting and managing our heritage items, including buildings, places and landscapes
  - c) protecting and enhancing distinctive landforms, water bodies and indigenous plants and animals
  - d) creating locally appropriate and inspiring dwellings, spaces and places.

### DIRECTION 3.2 : Maintain and enhance the sense of community.

‘Sense of community’ is a feeling residents have of ‘belonging’ and a feeling that neighbours matter to one another. The community vibe of our villages and towns has been, and continues to be, created by those who live there. Many community members share an aim of handing on places to the next generation in as good or better condition. This notion is well grounded in the custodial stewardship values of the Bundjalung people in their connection to and caring for Country.

Future development should reinforce a ‘local’ sense of community by fostering positive personal experiences, social interactions, local identity and collaboration. Here are examples of these elements in a residential context:

- **Personal experiences:** safe and inviting places, such outdoor areas, open spaces and residential streets, that fulfil multiple day-to-day functions and encourage people to become more physically active.
- **Social interactions:** good connections, such as shaded ‘all-ability’ paths and bikeways, where moving from A to B is a pleasurable experience and encourages people to stop, chat and make friendships.

- **Local identity:** creativity adds richness and diversity and turns a functional place into a memorable and identifiable place. Creativity is found in public art, live/work spaces and hubs like community gardens and markets, encouraging innovative approaches.
- **Collaboration:** such as residents coming together as intentional communities to provide homes outside the private home ownership model using co-operative design.



### Local planning actions

19. Council to support through projects such a 'place planning' and public art the delivery of quality urban design and key elements that support a 'sense of community' in our residential areas.

# Residential character narratives context

## What is a Residential Character Narrative?

A Residential Character Narrative is a high level story about the past, for the future - using a mix of facts, imagery and community words to tell the story of connected events that have led to the pattern of development and what is fundamentally 'local' about our residential areas. It captures what makes one neighbourhood distinct from another in the way it 'looks and feels'. Initially developed with key community stakeholders, they were open to everyone to comment on during the *Shaping our Neighbourhoods open for discussion* held in May 2019.

## What do the 'Figures' at the end of each narrative represent?

The 'Figures' use categories to indicate a tier approach to possible character change by signalling how new development should respond to the streetscape and neighbourhood in different parts of a town or village. **Not all categories pertain to every town or village and their placement is suggestive rather than prescriptive.**

## Explanation of the colour coded categories

-  **Sensitive:** any new development reflects existing low scale heritage and/or reflects existing low scale built form and streetscape.
-  **Environmental Sensitive:** due to land slip and/or slope considerations - density and built form to address these considerations and to reflect existing low scale built form and streetscape.
-  **Environmental Sensitive:** due to coastal and/or flooding considerations - density and built form to address these considerations and to reflect existing low scale built form and streetscape.
-  **Subtle:** small clusters of low rise medium density complementing the existing form and terrain – likely to be incremental with many of existing elements remaining.
-  **Transitional:** earmarking an area for change incorporating pockets of low rise medium density homes that match the amenity of traditional free standing homes, while introducing contemporary dwelling forms for old and young singles and families – retaining attributes that are valued by the community. How the area will look and feel in the future is likely to evolve, and in some cases notably.
-  **Emerging:** planned future neighbourhood areas for residents where character is successfully created through careful design considerations and recognition of the need to provide a low rise housing with a mix of lots sizes and housing types to meet a diverse population.
-  **Environmental Sensitive Emerging:** due to coastal and /or habitat considerations: low scale with a mix of lots sizes and housing types to meet a diverse population - density and built form to address these considerations.
-  **Gateways:** enhance as welcoming gateway feel to a country town - retaining distant vista, low scale & low intensity atmosphere and encouraging integrated street scaping.
-  **Urban Village:** an opportunity to expand on the creative/business start-up culture and vibrancy of centres.
-  Large lot residential retained.
-  Large lot residential under review as part of Rural Land Use Strategy Action.
-  Possible local connection multimodal road (indicative only)
-  Possible local connection pedestrian/cycle (indicative only)



## Brunswick Heads Residential Character Narrative

Brunswick Heads is a small coastal village located on traditional lands of the people of the Bundjalung nation. The population is expected to increase by some 740 people over the next 20 years to reach approximately 2370 people.

The functional, practical and utilitarian beginnings as a logging and fishing village set amongst valued nature reserves, wetlands, the Brunswick River and its estuary, foreshore parklands and the beach combine to give an aesthetic appeal that is humble and human in scale. This appeal has helped make Brunswick Heads a popular family-friendly seaside holiday destination over the decades.

Within the village are two distinct residential areas; the original village and the newer Bayside estate. This is evidenced by a contrasting street, lot layout and architectural styles reflecting the trend at the time of the original subdivisions. The community now generally supports a greater housing choice, diversity and equity. However it does not want to see the character of the older original village area eroded by unsympathetic new development.

**Figure 11** following, links with the description below to help define a residential character of Brunswick Heads that contributes to its quintessential vibe as a small family-friendly coastal village both reminiscent and nostalgic of a holiday experience pre the 1960's.



**Area A** wraps around the village centre. Initially developed between 1890 and 1930 on a traditional grid layout with rear laneways, the older detached houses and 1920's holiday cottages evidenced throughout the village contribute to an eclectic mix of housing stock recognised by the community as of historical significance as typified in Booyun, Fawcett, Mullumbimbi and Nana Streets. Most buildings are set back from the street and have established, landscaped gardens enclosed by variable height low set front fences.

The leafy wide streets have grassy nature strips with mature trees offering valued shade and habitat for wildlife. Some have edible street gardens and roadside parking arranged in pockets with a surface of gravel or grass. Residential 'character' is strongly influenced by landscape qualities (waterways, wildlife and green spaces), continuity of landscapes and predominantly flat topography. Commemorative and nostalgic Norfolk pines synonymous with seaside towns throughout Australia, punctuate the skyline. All lend to a relaxed, walkable and spacious feel.

Fisherman's cottages and residential watch towers provide a legacy from the past. The various styles and blend of external materials including fibro, rendered brick and weatherboard. Existing homes and new development in this area will need to maintain a consistency with the domestic scale, rhythm and defining features of existing houses. Large buildings typical of the 1970's flat development and cubist forms are inappropriate where they do not exhibit details appropriate to the existing

mix of predominantly small scale traditional dwellings. These are typically single storey, with low pitched roofs, setbacks that minimise their impact and front doors and verandahs facing the street typical of a traditional seaside village atmosphere.

The rear lanes, once relegated to a service function, are evolving with the old sheds and garages repurposed or replaced with small adaptable, multi-functional dwellings that offer more affordable accommodation to both new and old residents and support the village's vitality and creativity. The transformation of these narrow but highly valued laneways maintains a connection with the service architecture of the past, and retain pedestrian and cycle friendly space for residents to stop and chat.

Tweed Street has seen a change in function from highway to gateway to Brunswick Heads. The native Cyprus pines, streetscape and building form of this street hints entrance to a smaller coastal village set amongst estuaries and wetlands. Developments should connect with the street and look beyond just the basic provision of housing and transport aspects of Tweed Street to focus on the ways to creating an inviting, interesting and memorable vista:

- through the retention of low set pitched roof housing
- use of verandahs, porches and vertical windows and doors addressing the street
- pockets of parking interspersed with paths, open space, seating and vegetation to encourage walkability and a slowing of vehicles
- well blended planting of local indigenous trees and vegetation to create a visual connection to the estuaries and wetlands as well shade, shelter and ecological benefits.

**Area B** containing the more recent Bayside estate is characterised by typically brick and tile homes. This part of town is linked to the older part by a multi-use path surfaced with natural materials that winds through bushland, sporting fields and remnants of coastal cypress pine forest along the banks of Simpson's Creek. Most houses have either no or low front fences and variable front setbacks and streets continue the feeling of openness and

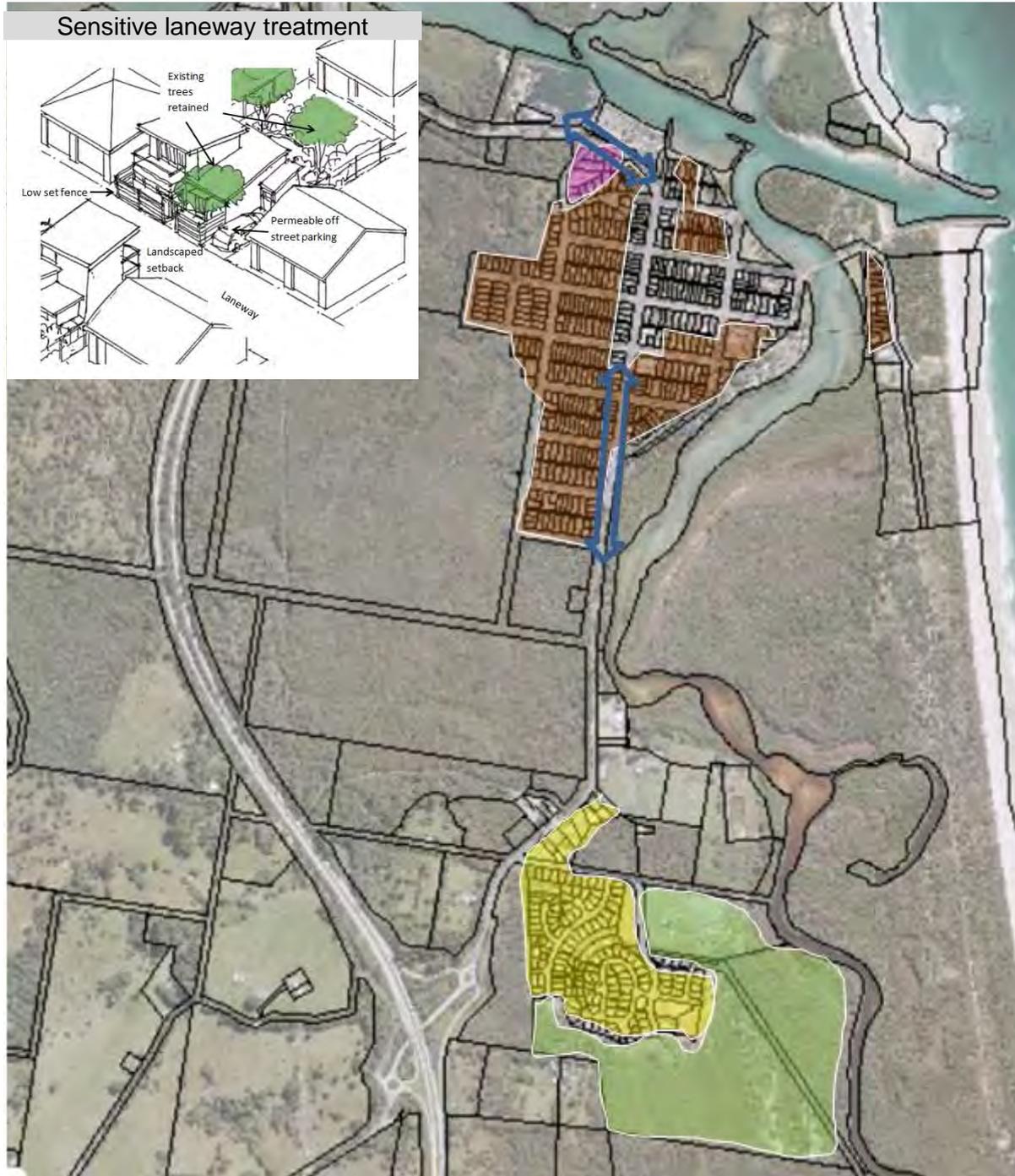


community. The larger lots and vacant residential land as show on Map 3.1 lend to potential accessible housing and one and two

storey medium density homes and that provides all the amenity of a traditional freestanding home in a well-designed and compact form. Parking for this form of development should be accommodated on site and the interface with the street designed to promote safety and community interaction. In this area it is similarly important that future housing complements the low scale character, natural landscape qualities and seaside atmosphere that characterise older Brunswick Heads.

Future housing options will need to address the challenges of: a low growth and ageing population, decreasing household sizes, increasing number of lone person households, attracting young families, housing affordability and growing popularity with holiday makers. To do otherwise may result in Brunswick Heads having negative population growth over time and potentially falling below the 'critical mass' needed to maintain or improve the range of key services and facilities available.

**Figure 11 Brunswick Heads Residential Character Areas (Draft for Discussion)**



**Character categories**

- **Sensitive:** reflects existing low scale built form and streetscape
- **Subtle:** small clusters of low rise medium density complementing the existing form – likely to be incremental with many of existing elements remaining.
- **Transitional:** earmarking an area for change incorporating pockets of low rise medium density homes that match the amenity of traditional free standing homes, while introducing contemporary dwelling forms for old and young singles and families – retaining attributes that are valued by the community. How the area will look and feel in the future is likely to evolve, and in some cases notably.

- **Emerging:** planned future neighbourhood areas for residents where character is successfully created through careful design considerations and recognition of the need to provide a low rise housing with a mix of lots sizes and housing types to meet a diverse population
- ⇄ **Gateways:** enhance as welcoming gateway feel to a seaside village - retaining wetland and esplanade vista, low scale & low intensity atmosphere and encouraging integrated street scaping

## Key residential planning issues, community ideas and initiatives for Brunswick Heads for further community feedback

Reference	Key planning issues and community ideas and initiatives
BH1.	Review local planning controls to facilitate how the lanes could be redefined as a residential frontage incorporating the characteristics of a more traditional street such as building setback from the alignment to address the lane with low set fences, landscaping and onsite parking all important to the delivery of a high-quality, attractive environment.
BH2.	Review local planning controls to articulate how best to ensure the interface between residential development and popular open, public spaces highly valued by the community respects the historical significance of its street facades and distinctive building styles and continues the low scale character and the natural landscape qualities of the older part of Brunswick Heads residential areas
BH3.	Review local planning controls to facilitate 'urban village' pockets of mixed-use activities, including supporting live/work opportunities along Tweed Street.
BH4.	Review DCP 2014 (Brunswick Heads chapter) to consider appropriateness of having separate residential character areas.
BH5.	Investigate options to encouraging opportunities for older person, people with a disability and aged care facilities close to the town centre.
BH6.	Investigate options to encouraging opportunities for residential open spaces such as backyards and streets to be designed and planted as integral wildlife corridors to help improve the biodiversity of the village and surrounding nature reserves.



## Ocean Shores, South Golden Beach and New Brighton Residential Character Narrative

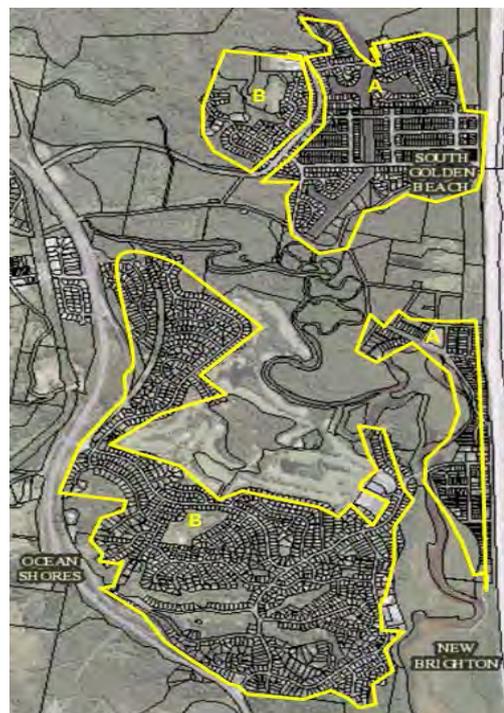
Situated between the coast and the hinterland, this area houses the shire's second-largest urban community. The population is expected to increase by some 760 people over the next 20 years to reach approximately 7,060 people.

The locality has grown in developmental waves. This is evidenced two distinct street patterns (grid and curvilinear), varying lot sizes and layouts, and architectural styles reflecting the trend at the time of the original subdivisions. The community now generally supports a greater housing choice, diversity and equity. **Figure 12** following, links with the description below to help define the residential character of Ocean shores, South Golden Beach and New Brighton a community that lives in a coastal and estuarine environment and identifies as being inclusive, open and nature oriented.

**Area A** contains the small coastal localities of South Golden Beach and New Brighton. These villages are situated in a reserve of protected coastal wetlands and have grown over the years to become attractive places to live, work and holiday. These localities have limited opportunities for additional housing due to a combination of environmental sensitivity, flood risk and coastal erosion hazards.

**Area B** surrounding these localities is Ocean Shores, master planned in the 1970s to provide a residential suburb with its own shopping centre, entertainment facilities, golf course and primary school.

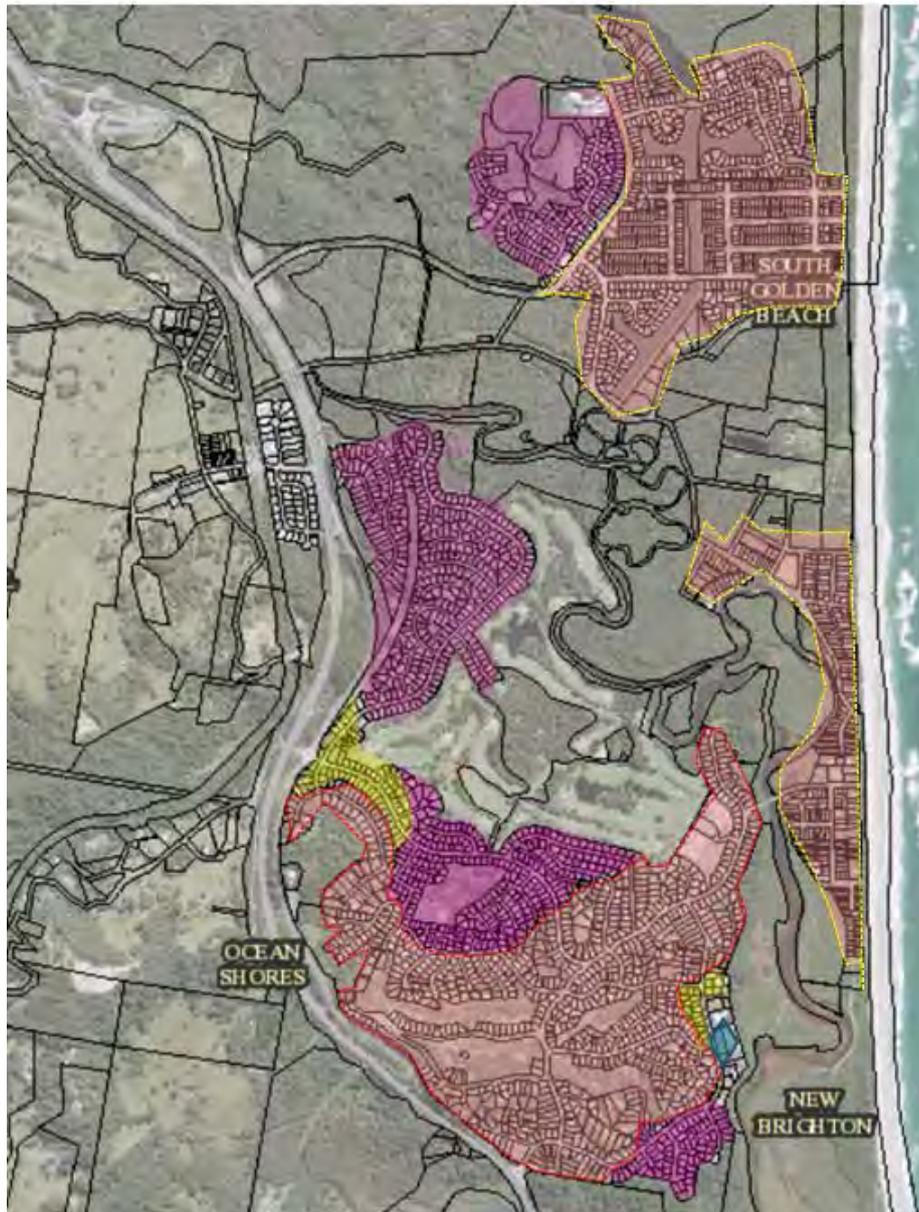
Original homes in Ocean Shores are typically brick and tile homes well set back from the street with relatively large lots and lawn areas. The built form is largely contained at two storeys with some pockets of three-storey housing. Newer homes and renovations responding to solar passive design and demands for greater housing choice display greater variation in size, height, materials, architectural styles and orientation. Outdoor activity spaces are oriented toward the backyard, with the front yard serving primarily an aesthetic landscape function and containing very few front fences. Most townhouse and unit development is clustered around Rajah Road, a main thoroughfare, or near the Ocean Shores Shopping Centre, while dual occupancies and secondary dwellings are more widely dispersed throughout.



The area's coastal and hinterland views, hilly topography and abundance of subtropical vegetation, along with a wide array of wildlife, give it a distinctly natural feel. These attributes combine with the substantial presence of well-tended yards, gardens and leafy streetscapes to form the area's overall residential character.

Future housing diversity in Ocean Shores will occur through infill residential development — mainly in the form of secondary dwellings, dual occupancies and townhouses (to a lesser extent) on suitable sites. With a vitally important and challenging natural environment it is essential that future infill development respects the limitations of steep terrain, flooding and the coastal habitat, as well as surrounding neighbourhood character. The amount of future growth that can be accommodated within Ocean Shores will largely depend on its infill capacity and be supported by adequate infrastructure (e.g. on-street parking). Higher average densities are generally suitable to areas within convenient walking distance of public transport, the Ocean Shores Shopping Centre and/or Billinudgel Centre. By providing greater housing choice in these localities, a greater mix of household types and age groups can be accommodated, which in turn can provide a more 'well-rounded' community.

**Figure 12 Ocean Shores, South Golden Beach and New Brighton Residential Character Areas (Draft for discussion)**



**Character categories**

- ⬢
**Environmental Sensitive:** *due to land slip and/or slope considerations - density and built form to address these considerations and to reflect existing low scale build form and streetscape*
  
- ⬢
**Environmental Sensitive:** *due to coastal and/or flooding considerations - density and built form to address these considerations and to reflect existing low scale build form and streetscape*
  
- **Subtle:** *small clusters of low rise medium density complementing the existing form and terrain – likely to be incremental with many existing elements remaining*
  
- **Transitional:** *earmarking an area for change incorporating pockets of low rise medium density homes that match the amenity of traditional free standing homes, while introducing contemporary dwelling forms for old and young singles and families – retaining attributes that are valued by the community. How the area will look and feel in the future is likely to evolve, and in some cases notably*
  
- ◇
**Urban village:** *opportunity to expand on the creative/business start- up and vibrancy of centres*

## Key residential planning issues, community ideas and initiatives for Ocean Shores, South Golden Beach and New Brighton for further community feedback

Reference	Key planning issues and community ideas and initiatives
OS1.	Investigate options to encourage sensitive infill development (both design and subdivision) that blends with the design, height and bulk of surrounding homes as well as the areas' predominantly open, green and leafy streetscapes.
OS2.	Investigate options to encouraging opportunities for older person, people with a disability and aged care facilities
OS3.	Review local planning provisions to facilitate 'urban village' pockets of mixed-use activities, including supporting live/work opportunities in proximity of the B2 Zone - Ocean Shore Shopping Centre as shown on Figure12.
OS4.	Working in cooperation with residents, support the provision of improved (off-road) cycleway and pedestrian connections in appropriate locations.
OS5.	Investigating capacity for increased densities in areas within convenient walking distance of public transport, the Ocean Shores Shopping Centre and Billinudgel Centre, and that be supported by adequate infrastructure
OS6.	Working in cooperation with residents, to enhance cycleways, walkways and recreational places such as Tom Kendall Park, Waterlily Park, the river and beach areas to meet the needs of the changing community
OS7.	Review local planning controls to facilitate streetscapes that retain low set fences, grass verges and landscaping with onsite parking all important to the delivery of a high-quality, attractive environment.



## Mullumbimby Residential Character Narrative

Mullumbimby situated in the northern part of the Shire is an important service centre for town residents and the surrounding rural area. The population is expected to increase by some 1950 people over the next 20 years to reach approximately 5,740 people.

The town has grown in developmental waves. This is evidenced by diverse street patterns, varying lot sizes and layouts, and architectural styles reflecting the trend at the time of the original subdivisions. The community now generally supports a greater housing choice, diversity and equity in Mullumbimby's established and new release areas. However, it does not want to see the character of its heritage conservation areas eroded by unsympathetic new development. In the established areas, new housing should respect the surrounding neighbourhood character and contribute to the town's low scale, 'country town' feel and landscape character. **Figure 13** following, links with the description below to help define the residential character of Mullumbimby as a 'country town'.



**Area A** wraps around the town centre. Initially developed between 1890 and 1930 on a traditional grid layout with rear laneways, the

older small and detached houses contribute to the recognised heritage character of this precinct. Most buildings are set back from the street and have established, landscaped gardens enclosed by variable height low set front fences.

However, some, generally on small lots, are closer to the street and contribute to neighbourly contact and streetscape variety. The leafy wide streets have grassy nature strips with mature trees offering valued shade. Some have edible street gardens, pockets of parking sealed with permeable, functional materials. All lend to a relaxed, walkable and spacious feel. New houses and low rise medium density developments will need to address the main street frontages, positively respond to their scale and be sensitive to the early 'filigree', 'bungalow' and 'worker's cottage' styles.

The rear lanes, once relegated to a service function, are evolving with the old sheds and garages repurposed or replaced with small adaptable, multi-functional dwellings that offer more affordable accommodation to both new and old residents and support the town's vitality and creativity. The transformation of these narrow but highly valued laneways maintains a connection with the service and industrial architecture of the past, but delivers a more pedestrian and cycle friendly space.

The use of greening techniques to create cooler microclimates, capture stormwater and continue to combat the urban heat island effects in the town centre are all important to the delivery of a high-quality, attractive environment.

**Area B**, east of the rail corridor, reflects the various styles of the post war era with an



eclectic mix of low set homes with a blend of external materials including fibro, rendered brick and weatherboard. Existing homes and new

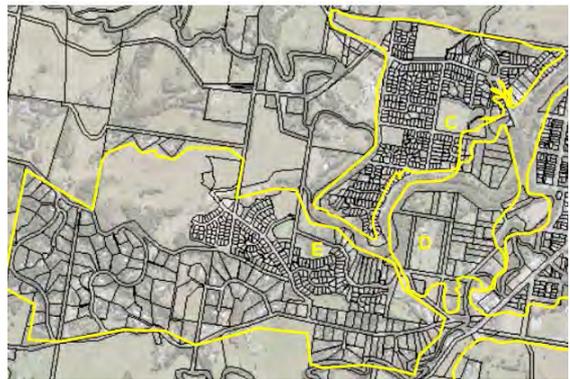
development in this precinct will need to balance necessary responses to flooding

constraints while maintaining a consistency with the scale, rhythm and defining features of existing houses. These are typically single storey, with low pitched roofs, setbacks that minimise their impact and front doors and verandahs facing the street.

The leafy streetscapes, variable low set front fences and gardens support opportunities to contribute to edible streets. As with the areas around the town centre rear service lanes are repurposed in various ways while retaining a connection to their past uses.

Argyle Street is the eastern gateway to Mullumbimby. The streetscape and building form of this street signals entrance to a smaller hinterland centre at the foothills of significant scenic natural areas. These are visible in the distance and that connection should be maintained by minimising building heights. Developments should connect with the street and look beyond just the basic provision of housing and transport aspects of Argyle Street to focus on the ways to creating an inviting, interesting and memorable vista:

- through the retention of low set pitched roof housing unobtrusive to the view beyond
- use of verandahs, porches and vertical windows and doors addressing the street
- pockets of parking interspersed with paths, open space, seating and vegetation to encourage walkability and a slowing of vehicles
- well blended planting of local indigenous trees and vegetation to create a connection to the caldera as well as shade, shelter and ecological benefits.



**Area C** is over Federation Bridge, the primary access to west. It is a suburban garden area bordered by the Mullumbimby Showgrounds and the meandering Brunswick River. Like Argyle Street, Main Arm Road is an important gateway road to and from the town and development should afford similar streetscape outcomes. Other streets use a modified grid layout and introduce the use of cul-de-sacs. They are also characterised by grassy nature strips with kerb and gutter edges more evident.

Original homes in the area are typically brick and tile, well set back from the street with relatively large lots and lawns. The built form is largely single storey with some pockets of two-storey housing. Larger lots on through streets in the less flood prone areas, lend themselves to one and two storey medium density homes that provide all the amenity of a traditional freestanding home in a well-designed and compact form. Parking for this form of development should be accommodated on site and the interface with the street designed to promote safety and community interaction.

**Area D** flanks the riparian area of the Brunswick River with older pockets of large lot residential. These pockets exist due to a response to flooding and servicing constraints, while positively contributing to an important environmental and aesthetic green corridor through the town.

The natural drainage pattern of the town supports good access to open space and opportunities for recreation, while the

provision of future pedestrian and cycle connections across watercourse/drainage areas would improve access to the town centre.

respond to and complement the context and character of the street or lane.

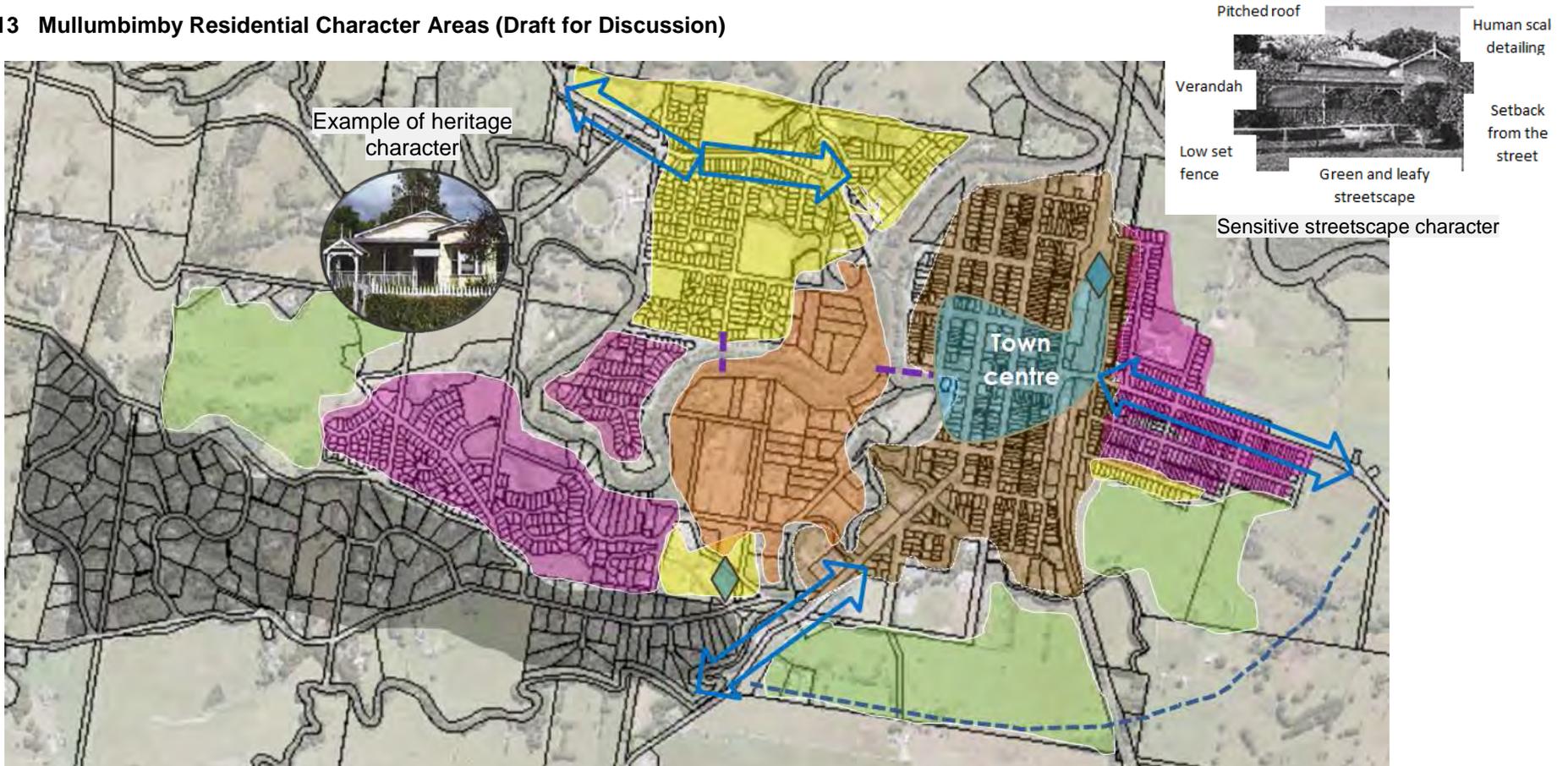
**Area E** houses more recent residential development in Tallowood and along Left Bank Road. Some occurs on hilly topography that supports areas of wet sclerophyll forest and a range of wildlife. These features, and planning principles of the era, have influenced a departure from traditional grid layouts to more curvilinear streets following contour lines and the substantial use of battle-axe lots. However, the pattern of development may also be attributed to the use of 'minimum lot size' rather than 'lot mix' constraints in LEP 2014. This has not encouraged housing diversity and the Area has little variation in housing type and a high level of car dependence. Interestingly, there is a diversity of housing styles.



**Area F** contains the largest new release area known as the

South Mullumbimby Accessible Housing Project Precinct. Coordinated planning using a structure plan will be required for this area and the old Hospital Site to achieve the best possible outcomes for future residents and the community. Structure plans should demonstrate how greater diversity, choice and equity in housing would be delivered while responding to community concerns about flooding and emergency access. This particularly applies to landowners in the southern new release areas identified on Map 3.3 of the Residential Strategy. These have expressed an interest in providing accessible housing on their land. Planning for this area will include investigations for a possible multimodal local connection road. In all areas front fences and walls do not dominate the public domain instead they

**Figure 13 Mullumbimby Residential Character Areas (Draft for Discussion)**



**Character categories**

- **Sensitive:** any new development reflects existing low scale heritage
- **Subtle:** small clusters of low rise medium density complementing the existing form and terrain – likely to be incremental with many of existing elements remaining
- **Transitional:** earmarking an area for change incorporating pockets of low rise medium density homes that match the amenity of traditional free standing homes, while introducing contemporary dwelling forms for old and young singles and families – retaining attributes that are valued by the community. How the area will look and feel in the future is likely to evolve, and in some cases notably
- - - Possible local connection multimodal road (indicative only)
- - - Possible local connection pedestrian/cycle (indicative only)

- **Emerging:** planned future neighbourhood areas for residents where character is successfully created through careful design considerations and recognition of the need to provide a low rise housing with a mix of lots sizes and housing types to meet a diverse population
- ↔ **Gateways:** enhance as welcoming gateway feel to a country town - retaining distant vista, low scale & low intensity atmosphere and encouraging integrated street scaping
- ◇ **Urban village:** opportunity to expand on the creative/business start-up culture and vibrancy of centres
- Large lot residential retained
- Large lot residential under review as part of Rural Land Use Strategy Action

## Key residential planning issues, community ideas and initiatives for Mullumbimby for further community feedback

Reference	Key planning issues and community ideas and initiatives
Mu1	Investigate options to encourage sensitive and subtle infill development (both design and subdivision) to supports housing diversity that blends with the design, height and bulk of surrounding homes as well as the predominantly open, green and leafy streetscape character.
Mu2	Investigate with landowners and stakeholders capacity for a multimodal local connection road in a location as indicatively shown on Figure 13.
Mu3	Review local planning framework provisions to facilitate 'urban village' pockets of mixed use activities including supporting live/work opportunities in convenient walking distance of the Mullumbimby town centre facilitating opportunities for live/work opportunities to attract businesses, entrepreneurs, and residents into the town and to satisfy the increasing demand for a more affordable 'residential – workspace' mix.
Mu4.	Work with residents, support the provision of improved (off-road) cycleway and pedestrian connections, amenity and streetscapes infrastructure (such as footpaths, lighting and additional waterways/drainage area crossing) to encourages walking and cycling between activity points such as schools, parks and the town centre and reduce car dependency
Mu5.	Work with residents and businesses, review development provisions for laneway frontage development to ensure that it contributes to a cohesive and safe streetscape, predominant built form character and public realm.
Mu6.	Investigate undertaking a town/valley wide strategy to identify flooding choke points and methods to reduce localized flood depths, volumes, flow speeds and emergency access problems ensuring an integrated (and innovative) response to flood management in both infill and new release areas.
Mu7.	Work with land owners and residents around structure planning for new release areas to promote distinctiveness in its new housing developments to create among residents a greater sense of community and an enhanced sense of identity and ownership
Mu8.	Investigate options to encouraging opportunities for older person, people with a disability and aged care facilities close to the town centre.



## Bangalow Residential Character Narrative

Bangalow is a rarity, a largely intact early twentieth century village that has transformed into a thriving 21st century village without losing its rural charm or its sense of close, cohesive community. The population is expected to increase by some 740 people over the next 20 years to reach approximately 2,525 people.

Bangalow sits in a valley of State significant farmland. The topography of the village is mixed, with mainly gentle slopes and some steep hills and low-lying flood prone land skirting Byron Creek. A wildlife corridor defines the northwest edge of the village. These features have and continue to influence the pattern of development.

**Figure 14** following, links with the description below to help define the residential character of Bangalow.

The town has grown in development waves. This is evidenced by diverse street patterns, varying lot sizes and layouts, architectural styles reflecting the trend at the time of the original subdivisions. The community now generally supports a greater housing choice, diversity and equity in Bangalow. However, it wants to remain a village rich in history and heritage, with a socially resilient community and economically viable centre, providing a range of services to the people of the community and the surrounding area. The scale of the village and presence of central public spaces support opportunities for social interaction and makes walkability attractive from all residential areas.

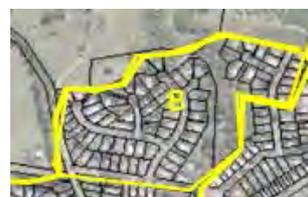


**Area A** dating from around the First World War, surrounds Bangalow's heart - the village centre, and is part of the Bangalow

Conservation Area. It is characterised by small lot sizes (400-500m<sup>2</sup>) on a traditional grid layout. The predominant building materials are locally-produced weatherboards and some red brick bungalows of North Coast Federation style that sit close to the street. The buildings feature an eclectic mix of late nineteenth and early twentieth century characterful features including gables and parapets, gable roof pitches, mixed fenestration styles, traditional building layouts, various architectural period and boundary fences.

This area, in particular along Byron Street and Granuaille Road, is currently undergoing significant land use transition. The area supports a mix of low-scale low-intensity residential dwellings, home businesses and businesses within the original shell of the residential building.

From this heritage centre additional residential areas have grown, yet the footprint of the village has remained contained, defined by an attractive curtilage that clearly identifies the edge between urban village and rural countryside. The retention of mature trees is encouraged, with both indigenous and exotic species contributing to the streetscape and heritage.



**Area B**, Raftons Road, was the second development wave. This is a suburban garden

area where the streets are set out on a modified grid layout introducing cul-de-sac, battle-axe lots. The area generally has lots 1,000m<sup>2</sup> sizes with free-standing, typically single storey brick and tile houses set well back from the street. Outdoor activity

spaces are mostly oriented toward the backyard, with the front yard serving primarily an aesthetic landscape function and containing very few front fences.

respond to and complement the context and character of the street or lane.



**Area C1** - Rifle Range Rd

**Area C2** - The Meadows

**Area C3** - Rankin Drive are more recent residential areas. Lot sizes average 600m<sup>2</sup> with free-standing dwellings of mixed design and materials, including contemporary, faux Queensland Federation, and relocated Queenslanders. Elevated houses provide an opportunity to create understory secondary dwellings. Larger lots on through streets utilise dual occupancy strata titles to deliver one and two storey medium density homes with all the amenity of a traditional freestanding home in a well-designed and compact form. Playgrounds and small pockets of



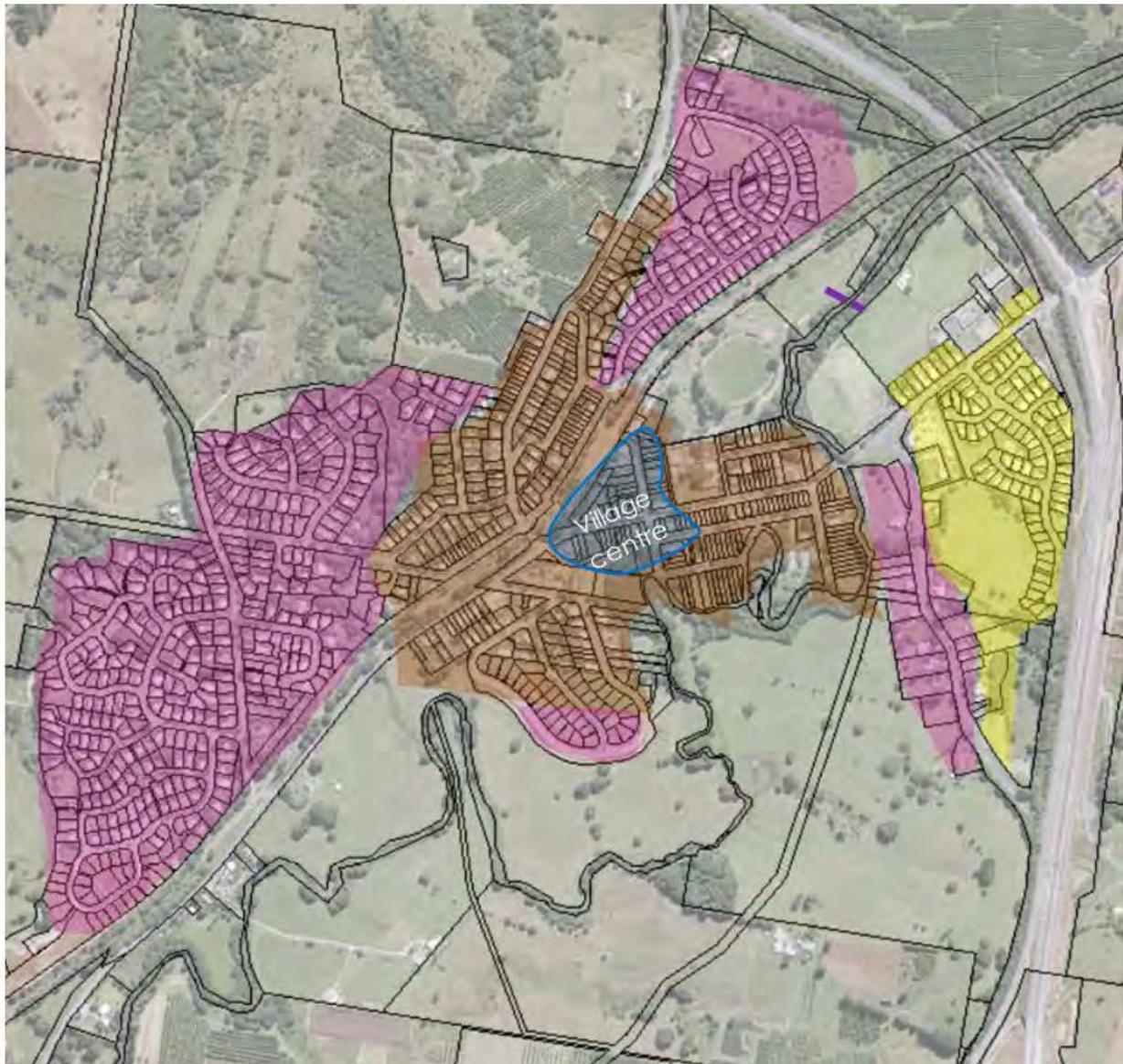
green space are scattered throughout the newer residential subdivisions.

**Area D** Ballina Road and Clover Hill, is the most recent area undergoing development for housing. Containing pockets of R3 Medium Density zoned land, this area has capacity to improve

housing diversity in Bangalow. A number of low rise medium density residential developments are currently underway on land to the east of Ballina Road.

In all areas front fences and walls do not dominate the public domain instead they

**Figure 14 Bangalow Residential Character Areas (Draft for Discussion)**



**Character categories**

- **Sensitive:** any new development reflects existing low scale heritage
- **Subtle:** small clusters of low rise medium density complementing the existing form and terrain – likely to be incremental with many of existing elements remaining
- **Transitional:** earmarking an area for change incorporating pockets of low rise medium density homes that match the amenity of traditional free standing homes, while introducing contemporary dwelling forms for old and young singles and families – retaining attributes that are valued by the community. How the area will look and feel in the future is likely to evolve, and in some cases notably
- | Possible local connection pedestrian/cycle (indicative only)

## Key residential planning issues, community ideas and initiatives for Bangalow for further community feedback

Reference	Key planning issues and community ideas and initiatives
Ba1.	Investigate options to encourage sensitive and subtle infill development (both design and subdivision) to supports housing diversity that blends with the design, height and bulk of surrounding homes as well as the predominantly open, green and leafy streetscape character.
Ba2.	Investigate options to encourage opportunities housing suited to older persons and people with a disability close to the village centre.
Ba3.	Working cooperation with residents to enhance (off-road) cycleway and pedestrian connections, amenity and streetscapes infrastructure (such as footpaths, lighting and additional waterways/drainage area crossing) to encourage walking and cycling between activity points such as sports fields, parks and the village centre and reduce car dependency - a key priority is a walk/cycleway along the railway corridor from the western to the eastern edges of the village.
Ba4.	Largely maintain the current urban footprint of the village and its well-defined entries, exits and edges.
Ba5.	Investigate in regard to three busy roads – Byron Street, Lismore Rd, Granuaille Rd how to improve: <ul style="list-style-type: none"> <li>• safer movement between residential areas and community places</li> <li>• onsite car parking areas such that they are located at the rear of buildings and/or broken-up so as to not dominate the residential streetscape.</li> </ul>
Ba6.	Work in cooperation with land owners and residents along the Ballina Road new release areas as shown on Map 3.4 to investigate planning mechanisms to ensure new developments build on the existing residential character and promote a sense of community.



## Byron Bay and environs Residential Character Narrative

Byron Bay and environs is situated in the south eastern part of the Shire. The population and housing numbers are expected to increase by:

- *Byron Bay & Sunrise 2440 + residents (includes West Byron)*
- *Byron Bay & Sunrise 1020 + homes*
- *Suffolk Park 410 + residents*
- *Suffolk Park 170 + homes*

Over the next 20 years it is anticipated that the population of Byron Bay and environs will reach in the order of 12,000 residents.

Byron Bay and environs or “Cavvanbah” as it is known by the Bundjalung people is an iconic place with a unique history as a meeting place, industrial township, significant port, and spiritual centre. Spectacular beaches extend north and south of a large volcanic outcrop Cape Byron or “Walgun”. It comprises an elongated cluster of neighbourhoods defined by past and present industries, the sensitive coastal environment, scenic escarpment and flooding and coastal erosion threats. Byron Bay town is at the centre, Belongil and Sunrise to the northwest Wategos to the north east, Tallows to the east and Suffolk Park and Baywood to the south.

This vitally important and challenging natural environment combined with the unique indigenous and European heritage and intense popularity with holiday-makers informs the key planning issues the strategy should give attention to:

- design where development is largely secondary to the natural environment. Buildings are low-rise and small scale, integrating with the natural landform and landscape. Buildings are predominantly single or double storey except for three storeys near to the town centre, allowing trees to reach well above rooflines. Building footprints and hard landscaping areas are limited to ensure sufficient vegetated areas are established to maximise the opportunities for habitat creation, recreation and general amenity particularly along street frontages
- consistent with the above, enabling the design and construction of homes to be better equipped for potential climate change disaster events as Byron Bay and environs is strongly impacted by bushfire, flooding and erosion hazards
- ensuring that emergency evacuation points and access routes into and through Byron Bay and environ (including limitations posed by traffic flow capacity and traversing bushfire, flooding or erosion hazard zones) are a determinant to any increase of densities/residences
- ensuring development creates a cohesive streetscape in respect to building setback, massing, composition, architectural detailing, materials and colours and incorporating pitched roofs, elements such as verandahs and balconies to establish a street rhythm making walks more interesting and residences that are well connected to the streets or laneways
- improving housing accessibility to maintain an eclectic community vibe and facilitate live/work opportunities

with a focus on the local living, local business and creativity

- future housing options supporting a pedestrian prioritised Byron Bay and modal shift towards alternatives to the private car as providing for increased road capacity and building new roads and carparks is not sustainable into the future. Alternate modes consistent with the character and unique qualities of Byron include walking, cycling, solar train, public transport and scooters.
- the rear lanes, once relegated to a service function, are evolving with the old sheds and garages repurposed or replaced with small adaptable, multi-functional dwellings that offer more affordable accommodation to both new and old residents
- in all areas front fences and walls do not dominate the public domain instead they respond to and complement the context and character of the street or lane.

In addition to the above, specific localities within Byron Bay and environs will be encouraged to have their own distinct character and style. **Figure 15** following, links with the description below to help define the residential character.



**Area A** contains the original Byron Bay town (including Belongil) has the greatest diversity in built form and an eclectic village character. Set on a grid street layout, residential areas are within easy walking distance of the town centre. The oldest dwellings were the homes of entrepreneurs, farmers and people of a working class background – a mix of street fronting low set fibro workers cottages, bungalows and high-set weatherboard Queenslander style homes with characteristically strong ‘Federation’ influences of hipped or gabled roofs. The homes are located at a relatively consistent setback and of a locally consistent height with front verandahs and set in landscaped gardens. Vehicle access to the sites has minimal interruption to the street frontages with the parking incorporated at the side or to the rear. The newer detached housing has largely continued to reflect these features blending to contribute to an overall integrated streetscape.

The Byron Bay town has a strong presence of medium density villa, townhouse and three storey mixed use holiday let developments. These medium density developments exhibit a somewhat incoherent and inconsistent design contribution to the overall streetscape. As a mix of apartment types and sizes is proposed for this area, new buildings should be able to have their own unique interpretation of ‘local’ to continue the pattern of an eclectic village character. The outcome should nevertheless be one that responds sensitively to the coastal townscape of their particular locality. Developments should use contemporary interpretations of the traditional design elements and detailing found in the older homes and support the ‘Place Principles’ of the Byron Town Centre Master plan by:

- offering a range of dwelling sizes and types to catering for a variety of socioeconomic groups and including local residential living mixed with commercial opportunities i.e.

(live/work) to reduce the overly dominant visitor accommodation in the Byron Bay town

- avoiding the building elements typical of the 1950's to 1970's residential flat and shop top buildings of high proportions of solid walls devoid of decorative architectural elements, back of house areas, particularly along laneways as unsafe environments and car parking and driveway areas dominating the street frontage and creating a poor pedestrian environment.

**Area B** extends south and east from this area forming the Byron Bay suburban garden areas bounded by undulating to steep landforms, national park and wetland nature reserves. These features have influenced the departure from a traditional grid layout to more curvilinear streets following contour lines and the substantial use of cul-de-sacs and battle-axe lots. Housing types include a mix of detached and semi-detached houses as well as low rise terraces (townhouses) and apartments. The built form is largely one or two storeys incorporating various building materials and styles. The areas coastal and hinterland views, hilly topography and abundance of subtropical/coastal vegetation give it a distinctly leafy green and natural feel.



**Area C Wategos Beach,** known locally as Wategos is the most easterly residential area in Australia, bounded on three sides by Cape Byron State Conservation

Area. The beach frontage is part of the Cape Byron Marine Park. Cape Byron Lighthouse can be accessed by a walking track that passes along the beachfront. Consequently, the area is a popular destination for local surfers, day trippers and tourists. The beachfront has for many years been an important meeting place for Wategos residents, townspeople and visitors, and is a focal point for longboard

surfing with club events being held regularly.

Many of the original 1960-70's homes have been replaced or modified. Initially, houses were built as weekenders and holiday homes, with basic design and construction. Over time, as the ownership diversified and land values increased, the design and construction of new builds reflected these values, with an increasing number of substantial permanent residences.

The residential character is one of an eclectic array of architectural styles with diverse coastal architectural themes. Some newer dwellings are two or three storeys in height and step down the slope of the site. There are cases of building bulk that dominates the site, regarded by some as inconsistent with the R2 Low Density Residential zoning of the area. It is considered important that future housing remains consistent with the zoning provisions, with appropriate bulk and scale and use of natural landscape qualities.

Suffolk Park and Sunrise are well suited as housing areas for permanent residents equipped with local shopping centre, a tavern, parks and integrated pedestrian and cycle ways with safe links to the beach and the town centre.



**Area D1 Suffolk Park**

east of Broken Head Road is accessed via Clifford Street with the adjacent local shops a popular community meeting place. The area

is a mix of traditional grid subdivision, a modified grid layout introducing cul-de-sac, battle-axe lots, mixed lot sizes and a number of gated enclaves of detached and attached housing. A number of the original brick and tile houses, duplex and small unit developments having been renovated or replaced with larger more architectural designed dwellings. The leafy streets have wide grassy nature strips some bordered by kerb and channel. This area's low

density coastal residential character is accentuated by landscape qualities (low dunes, waterways, wildlife, green spaces), continuity of landscapes and predominantly flat topography, rather than housing design.

**Area D2 Suffolk Park west** (Baywood Chase and Byron Hills) is a more recent residential area, master planned in the 1990s to provide a residential suburb with its own neighbourhood shopping centre. Original homes are typically brick and tile homes well set back from the street with relatively large lots and lawn areas. The built form is contained at two storeys. Newer homes and renovations responding to solar passive design and demands for greater housing choice display greater variation in size, height, materials, architectural styles and orientation. Outdoor activity spaces are oriented toward the backyard, with the front yard serving primarily an aesthetic landscape function and containing diverse range of fencing types. Enclaves of detached and attached housing and unit development are clustered around the southern end of Beech Drive, while dual occupancies and secondary dwellings are more widely dispersed throughout. The area's coastal and hinterland views, hilly topography and abundance of subtropical vegetation, along with a wide array of wildlife, give it a distinctly natural feel. These attributes combine with the substantial presence of well-tended yards, gardens and leafy streetscapes to form the area's overall residential character.

Future housing in Suffolk Park will occur through infill residential development — mainly in the form of secondary dwellings, dual occupancies and townhouses (to a lesser extent) on suitable sites. It is important that future infill development respects the limitations of steep terrain, flooding and the coastal habitat and complements the low scale character and natural landscape qualities of this area.



**Area E Sunrise**, located west of Belongil Creek is characterised by three distinct sectors – the older Sunrise neighbourhood (Area E1), a recently extended area to encompass an integrated live/work development (Habitat) (Area E2) and the Byron Art and Industrial Estate (BAIE) (Area E3). The older Sunrise has original homes, duplexes and units, typically brick and tile well set back from the street with relatively large lots and lawn areas, interspersed with contemporary single and two storey houses in a mix of styles from lightweight with a variety of claddings, through to modern composite construction to heavier masonry styles. Habitat, aimed at connecting with the flourishing niche businesses often knowledge based or service based, is an integrated live/work development that has a distinctly different character to the older Sunrise area. The live/work spaces contribute to the local economy; often have family lifestyle benefits are both an avenue for self and community expression and a platform for economic development.

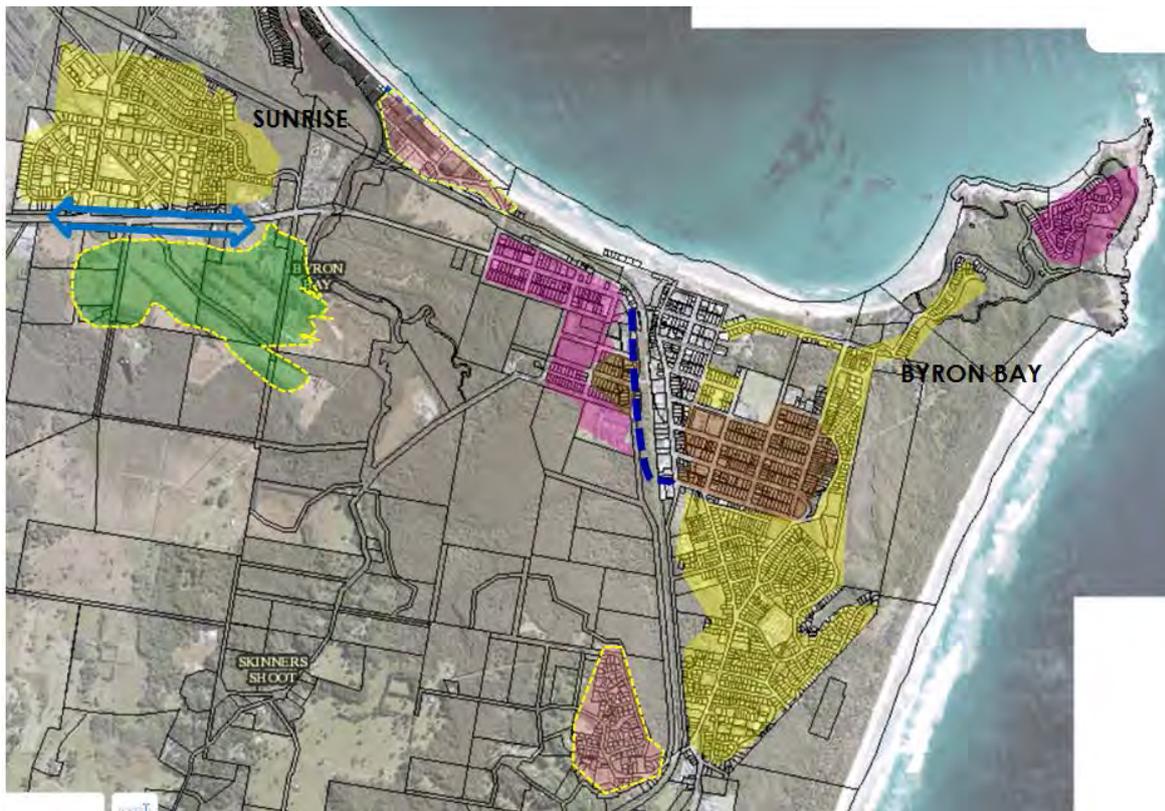
The BAIE has served as the Shire's principal Business Park since its initial development in the mid-1970s, when it began with a much smaller footprint as a traditional small town industrial estate. Over time, the BAIE has grown in size and evolved, as the nature of 'industry' has changed in the Shire, and it now contains a wide range of non-traditional 'creative'

industries. It also includes a range of residential uses and significant amount of retailing.

Most of the original 'non-industrial' uses were established primarily because land values and associated rental costs were significantly lower than in the Byron Bay Town Centre. Over time, these 'non-industrial' uses created their own momentum and the look and feel of the BAIE has changed markedly with the advent of these new businesses and residents; and a number of café bars and retail food establishments now complement a new "village" ambience. The precinct will continue to fulfil local needs of lower cost housing and creative industries, but needs to do this in a way that resolves land use conflict and movement and access issues.

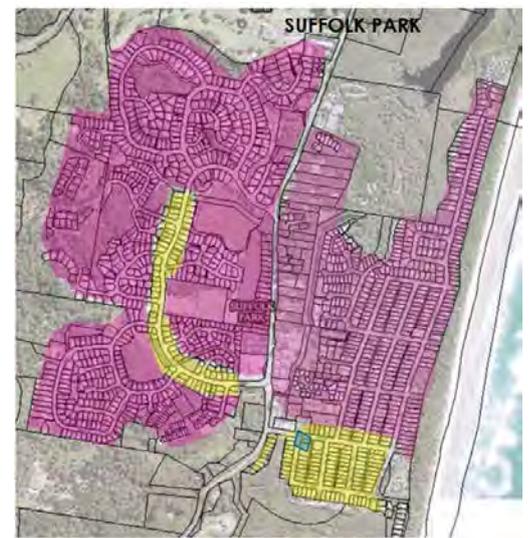
The Sunrise area's proximity to the beach, solar train and the BAIE provides opportunities in an emerging a beach side urban village character. The characteristic of this village being one closely related to its immediate natural surroundings, offering a mix of housing types and small scale creative enterprises where residents live, work and play needs are meet locally. Important to this future character will be the establishment of a local focal place/s such as a square or community green - a beating heart of the community to help bring Sunrise, BAIE and Habitat developments together as a community.

Figure 15 Byron Bay and environs Residential Character Areas (Draft for Discussion)



**Character categories**

- **Sensitive:** reflects existing low scale built form and streetscape
- **Environmental sensitive** due to coastal and /or habitat considerations –density and built form to address these considerations and to reflect existing low scale built form and streetscape
- **Subtle:** small clusters of low rise medium density complementing the existing form – likely to be incremental with many of existing elements remaining
- **Transitional:** earmarking an area for change incorporating pockets of low rise medium density homes that match the amenity of traditional free standing homes, while introducing contemporary dwelling forms for old and young singles and families – retaining attributes that are valued by the community. How the area will look and feel in the future is likely to evolve, and in some cases notably
- **Environmental sensitive emerging:** due to coastal and /or habitat considerations: low scale with a mix of lots sizes and housing types to meet a diverse population - density and built form to address these considerations
- ↔ **Gateways:** enhance as welcoming gateway feel to a seaside village - retaining wetland and esplanade vista, low scale & low intensity atmosphere and encouraging integrated street scaping
- ◇ **Urban Village:** an opportunity to expand on the creative/business start-up culture and vibrancy of centres
- | Local connection multimodal road (indicative only)



## Key residential planning issues and community ideas and initiatives for Byron Bay and environs for further community feedback

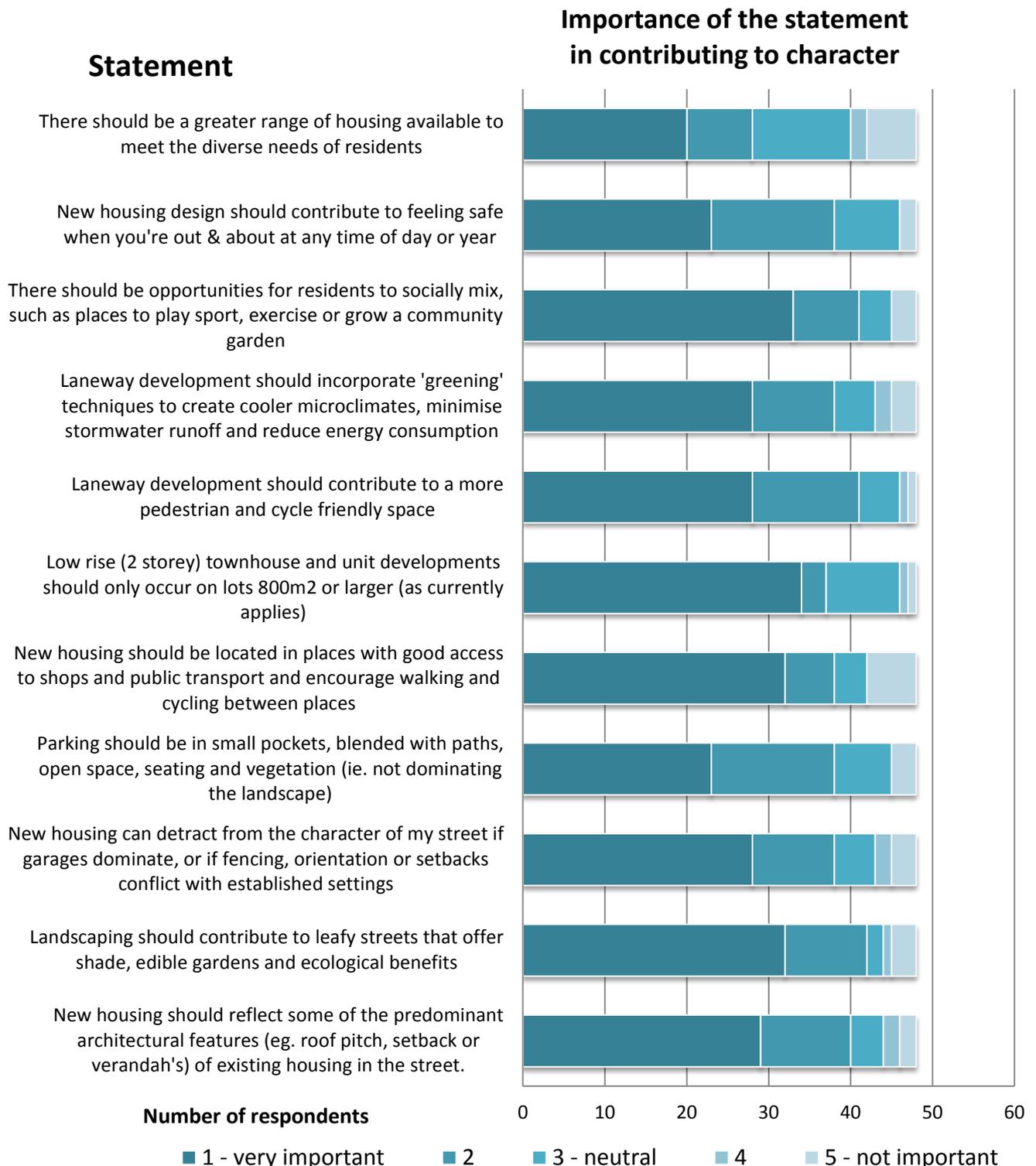
Reference	Key planning issues and community ideas and initiatives
BB.1	Investigation Local Environmental Plan provisions to support transition of land fronting Shirley Street north between Kendal and Lawson Street from residential zoning to a SP 3 Tourist zone
BB.2	Investigate design guidelines to address use of roof top areas for outdoor activities such as swimming pools or roof gardens.
BB.3	Review local planning framework provisions to facilitate an 'urban village' pocket of mixed use activities around Clifford Street, Suffolk Park including supporting live/work opportunities in convenient walking distance of the centre facilitating opportunities for to attract entrepreneurial residents into the Suffolk Park and to satisfy the increasing demand for a more affordable 'residential – workspace' mix.

## Shaping our Neighbourhoods feedback

In talking with the community on '**residential character narratives**' for our towns and villages via the **Shaping our Neighbourhoods** consultation we asked survey respondents the following question:

*Thinking about what contributes to the character of your street and neighbourhood, and the range of housing choice available, please rate the importance of the following statements:*

### This is what we heard:



## Policy 4: Make our neighbourhoods local

### Context

In 2017, Byron Shire attracted more than two million visitors, who stayed some 4.5 million visitor nights. While tourism is important to the local economy, there are a number of issues we need to balance in providing for these visitors.

One issue is that of letting residential homes to tourists, known as Short Term Rental Accommodation (STRA). This is not a recent issue for Byron Shire, but it has rapidly grown due to the online platforms born from the global trend of 'Airbnb'.

Up until 2017, Council was pursuing its own suite of local planning controls for the Byron Local Environmental Plan. However a recent state government policy of applying one template for the whole of the state is a major concern for us and our community. This is because the rapid growth in STRA activity in our Shire has adversely affected our community in terms of amenity, character, and available and affordable long-term rental accommodation for residents and critical workers needed to support our local tourist economy.

The State Government has recognised that a 'one-size fits all' approach to STRA does not work for places like the Byron Shire. It has invited Council to prepare a planning proposal to amend the Local Environmental Plan based on local conditions, including varying thresholds for STRA, for example 90 days, rather than 180 days and the introduction of precincts.

For the most up to date information on the State Government's position for STRA see the [Department of Planning Industry and Environment website](#).

These statistics and facts highlight the impacts of STRA on our community:

- Byron Shire has 17.6% of its total housing stock listed as online STRA. This compares to a national rate of 0.2% and a greater Sydney metro rate of 1.7%.
- The composition and spread of online STRA is Shire wide compared to more central/local pockets in other local government areas.
- 'Airbnb' beds account for more than four times the number of traditional tourist accommodation beds in the Shire. This demonstrates the existence of a different legislative playing field for STRA versus traditional tourism operators.
- Online listings of whole homes amount to the equivalent of nearly half the rental housing stock in Byron Shire. This equates to around 50 listings for each permanent rental available.
- The return on investment from STRA is anything up to 170% of that of existing permanent rental properties. This has resulted in homes being solely purchased for STRA in Byron Shire.
- The increase in STRA activity has tightened the local housing market, where renters are unable to find permanent accommodation or are subject to short-term leases and seasonable displacements.

(Source: University of Sydney and Urban Housing Lab research on behalf of the Australian Coastal Councils Association 2018).

## Direction we are taking

STRA is eroding housing accessibility and affecting individuals' and the community's wellbeing and social cohesion. The North Coast Regional Plan Goal 4, *Great housing choice and lifestyle options*, recommends using a different approach to housing delivery on the North Coast to create stronger, better-connected communities. Our community also desires that *'tourism to be managed in a way that has a positive impact for locals'*.

In this *context*, the charrette process helped inform two directions to make our neighbourhoods local.

### **DIRECTION 4.1:      Make dwellings 'homes' again**

The desirability of Byron Shire to visitors encompasses the ability to be immersed in the local community, culture and lifestyle. People who occupy housing contribute to a sense of community through their daily activities, and an area that largely accommodates tourists will have a different feel to one dominated by locals.

In order to support and maintain the quintessential Byron tourism brand, it is essential for measures to be put in place to reclaim dwellings as 'homes' for our residents. To do this, an approach will be to facilitate and, if necessary, regulate for dwellings to have a resident living there before they can be used for STRA. This approach could significantly enhance the visitor experience while providing an income for local residents. Staying in a 'home' can be a welcoming and rewarding experience for visitors. At the same time it can reduce many of the behavioural issues impacting on surrounding residents.

It is also consistent with Council's *'Don't Spoil Us, We'll Spoil You'* marketing campaign.



#### **Local planning actions**

- 20.** Prepare a planning proposal for Short Term Rental Accommodation based on local conditions, including varying thresholds for, for example 90 days, rather than 180 days and the introduction of precincts.
- 21.** Work with the traditional tourism accommodation industry, such as resorts, motels and camping and caravan grounds, to identify planning framework opportunities and barriers in making their accommodation option a more competitive and desirable product to attract a larger proportion of overnight stays.
- 22.** Investigate the rezoning along Shirley Street north, Byron Bay to the SP 3 Zone in acknowledgment of the transition of this area to tourism accommodation.

**DIRECTION 4.2 : Identifying areas and mechanisms where Short Term Rental Accommodation can be excluded**

An ability to identify locations where STRA is excluded gives residents the choice to live in areas where they are less likely to be affected by tourists' activities. It also helps establish a baseline level of permanent resident housing stock in our urban areas.



**Local planning actions**

- 23.** Apply a Short Term Rental Accommodation exclusion provision on all Council land and land that Council divests for the purposes of housing.

## Making it happen – Residential Strategy Actions Summary

Council has a number of tools for implementing a local growth management strategy.

Council can:

- implement zoning changes and lot size provisions in the Local Environmental Plan (LEP)
- revise standards and guidelines for the design, layout, appearance of buildings, subdivisions and new residential developments in the Development Control Plan (DCP)
- support character narratives for local areas through the DCP
- create opportunities for new types of development and encourage development in particular locations
- seek to develop partnerships with the development industry and other service providers to achieve strategic directions
- inform and promote desired strategic outcomes by disseminating information and demonstrating associated benefits.

The strategy contains a set of actions to guide the use of the above tools. Local Environmental Plans guide planning decisions for local government areas and are the main planning tool to shape the future of communities and ensure development occurs appropriately.

Proponents of development will be required to demonstrate consistency with the policies, directions and residential character narratives contained in the strategy.

Table 5 provides an action plan together with measures. The timing of actions will be subject to budget allocation, both capital and operational – the table provides an indicative timing.

**Table 5: Summary Action Plan**

Action No.	Action	Measure	Indicative timing
<p><b>Policy 1: Providing land for future housing</b></p>			
<p><i>Direction 1.1: The majority of our Shire's future housing will be in urban towns and villages.</i></p>			
1	<p>Adopt a target of 85% of new dwellings (2,680 dwellings) to be provided in towns and urban villages by 2036 to make good use of land and infrastructure, with the balance in our rural areas.</p>	<p>2,600 additional dwellings provided in the urban areas by 2036</p>	<p>Ongoing</p>
<p><i>Direction 1.2: Land for housing will be suitable for the use.</i></p>			
2	<p>Examine our current infrastructure capacity, charges and engineering standards to determine:</p> <ul style="list-style-type: none"> <li>a) any areas unable to support significant infill development, and explore mechanisms to manage any infill until such times as they can be serviced with adequate and cost-effective physical and social infrastructure</li> <li>b) where improvements or upgrades are needed to service identified new release land, and investigate options for timely delivery.</li> <li>c) updates needed to support the mix of housing and lot typologies shown in Figure 5 and 6 of the strategy.</li> </ul>	<p>Investigations undertaken and reported to Council including implications to the Section 94 Plan</p> <p>State Government support for deferring from Low Rise Medium Density Code until servicing is adequate</p>	<p>Short term</p>

Action No.	Action	Measure	Indicative timing
3	Examine opportunities in the local planning framework for sensitive (i.e. reflects the 'local' in our places) urban infill, redevelopment and increased densities in appropriate locations to make good use of urban land.	Investigations undertaken and reported to Council including implications to the Section 94 Plan	<ul style="list-style-type: none"> <li>• Short term means a budget bid will be considered for inclusion in the Operational Plan within the next 3 years</li> <li>• Medium term means a budget bid would be considered within the following 3 to 5 years</li> <li>• Long term means a budget bid would be considered within the next 10 years.</li> </ul> <p>Medium term</p>
4	Amend the Local Environmental Plan (LEP) provisions to ensure that slope is a consideration (along with minimum lot size) for assessing low rise medium density development proposals and advocate to the State Government to amend the State Environmental Planning Policy Exempt and Complying Development Code (SEPP) provisions to incorporate slope and locational considerations.	LEP updated with appropriate provisions  Submission made to State Government seeking an amendment to the SEPP	Short term
<i>Direction 1.3: New subdivisions and infill will support the attributes of liveable neighbourhoods.</i>			
5	Investigate opportunities in the local planning framework (LEP and DCP provisions) to support liveable neighbourhood principles when assessing new subdivision and infill development proposals.	Investigations undertaken and reported to Council	Medium term
6	Prepare a structure plan for the Mullumbimby Accessible Housing Area (sites in Map 3.3) setting out a visual framework for: <ul style="list-style-type: none"> <li>a) protecting the environment</li> <li>b) managing flooding and stormwater</li> <li>c) securing movement corridors (vehicular, cycling and walking)</li> </ul>	Structure plan prepared  Community and landowner involved in preparation of the structure plan	Short term

Action No.	Action	Measure	Indicative timing
	<ul style="list-style-type: none"> <li>d) the scale, pattern and broad location of new housing, including providing accessible housing</li> <li>e) supporting liveable neighbourhood principles.</li> </ul>		<ul style="list-style-type: none"> <li>• Short term means a budget bid will be considered for inclusion in the Operational Plan within the next 3 years</li> <li>• Medium term means a budget bid would be considered within the following 3 to 5 years</li> <li>• Long term means a budget bid would be considered within the next 10 years.</li> </ul>
<p><b>Policy 2: Improved housing choice, diversity and equity</b></p>			
<p><i>Direction 2.1 Enable opportunities for innovative new residential forms and models that give a sense of place, promote environmental stewardship and encourage social, economic and cultural diversity and equity.</i></p> <p><i>Direction 2.2 Facilitate and promote growth in the proportion of rental and to-buy housing aimed at the lower end of the market, including those with very low incomes.</i></p> <p><i>Direction 2.3 Encourage use of low-rise, medium-density housing types other than the detached house.</i></p> <p><i>Direction 2.4 Support ‘urban village’ pockets of mixed-use activities close to business centres.</i></p> <p><i>Direction 2.5 Continue to support detached houses but with stronger emphasis on more diversity in lot and house size and using adaptable and liveable house design.</i></p>			
7	Review Byron LEP R2 Low Density Residential, R3 Medium Density Residential, B2 Local Centre and B4 Mixed Use zone objectives to include appropriate objectives for improved housing choice, diversity and equity.	Investigations undertaken and reported to Council	Medium term
8	Implement a new R1 General Residential zone to facilitate diversity in housing type and density, accessible housing, adaptable and easy-live housing, supported by a range of facilities and services to meet residents’ day-to-day needs.	Implemented where appropriate	Ongoing

Action No.	Action	Measure	Indicative timing
9	<ul style="list-style-type: none"> <li>Examine local planning controls (LEP and DCP provisions) to apply a greater mix of lot sizes and a minimum density target of 20 dwellings per hectare to ensure new release areas achieve housing diversity.</li> </ul>	Investigations undertaken and reported to Council	<ul style="list-style-type: none"> <li>Short term means a budget bid will be considered for inclusion in the Operational Plan within the next 3 years</li> <li>Medium term means a budget bid would be considered within the following 3 to 5 years</li> <li>Long term means a budget bid would be considered within the next 10 years.</li> </ul> <p>Short term</p>
10	<p>Examine local planning controls to ensure a mix of housing typologies, as shown in Figure 5, with a focus on:</p> <ul style="list-style-type: none"> <li>a) infill to be consistent with liveable neighbourhoods principles, not simply based on lot size</li> <li>b) floor space ratios that better relate to the lot size to encourage increased diversity of housing</li> <li>c) slope as a consideration for minimum lot size for low rise medium density development and encouraging adaptable and easy-live housing</li> <li>d) urban design principles consistent with the draft Urban Design for Regional NSW to guide accessibility, sight line provisions, garbage disposal, lot size, solar access, ventilation and parking</li> <li>e) house and lot design to reduce living costs for residents, including travel, energy and water consumption</li> <li>f) retention of a component of residential living in any mixed-use development conversion or removal of an existing dwelling stock for commercial uses, particularly around centres or along major access roads to our towns and villages</li> <li>g) supporting detached housing based on adaptable and</li> </ul>	<p>Investigations undertaken and reported to Council</p> <p>Community and landowner consulted on the initiatives</p>	Medium term

Action No.	Action	Measure	Indicative timing
	<ul style="list-style-type: none"> <li>• easy-live house design features, including:               <ul style="list-style-type: none"> <li>▪ easy access and movement</li> <li>▪ practical and cost effective adaptation</li> <li>▪ ability to anticipate and respond to the changing needs of home occupants.</li> </ul> </li> </ul>		<ul style="list-style-type: none"> <li>• Short term means a budget bid will be considered for inclusion in the Operational Plan within the next 3 years</li> <li>• Medium term means a budget bid would be considered within the following 3 to 5 years</li> <li>• Long term means a budget bid would be considered within the next 10 years.</li> </ul>
11	Examine infrastructure capacity of areas capable of functioning as urban village pockets to make good use of urban land and support a vibrant mixed-use community and pedestrian-oriented neighbourhoods.	Investigations undertaken and reported to Council	Medium term
12	Subject to the findings of Action 11, prepare criteria and review local planning controls to enable 'urban village pockets' of no more than three storeys in height in suitable locations as part of a liveable neighbourhood in the <i>B4 Mixed Use</i> zone (or other appropriate zones). (see the draft criteria in Appendix 5)	Investigations undertaken and reported to Council  Community, business and landowner consulted on the 'urban village' precincts	Dependant on Action 11
13	Prepare criteria to allow for aged care and people with a disability housing communities in the new R1 Residential Zone (or in other residential zones) as a local response to the State Environmental Planning Policy – Housing for Seniors and People with a Disability (2004). Key aspects to focus on: <ul style="list-style-type: none"> <li>a) ensuring that the location and design of aged care and people with a disability housing is part of a liveable neighbourhood</li> <li>b) creating more innovative options for older residents to</li> </ul>	Local planning framework updated with criteria	Medium term

Action No.	Action	Measure	Indicative timing
	<ul style="list-style-type: none"> <li>• 'age in place'</li> <li>c) encouraging the planning and design of neighbourhoods to allow housing choice and social interaction, community participation and activity (see the draft criteria in Appendix 5).</li> </ul>		<ul style="list-style-type: none"> <li>• Short term means a budget bid will be considered for inclusion in the Operational Plan within the next 3 years</li> <li>• Medium term means a budget bid would be considered within the following 3 to 5 years</li> <li>• Long term means a budget bid would be considered within the next 10 years.</li> </ul>
14	Prepare criteria to ensure the location and design of intentional communities is part of a liveable neighbourhood in the new <i>R1 Residential</i> zone (or other residential zones). (see the draft criteria in Appendix 5).	Local planning framework updated with criteria	Short term
15	<p>Prepare an accessible housing contribution scheme under SEPP 70 to be incorporated in the local planning framework controls. Key aspects to focus on:</p> <ul style="list-style-type: none"> <li>a) inclusion of 'accessible housing principles' as contained in Appendix 5</li> <li>b) accessible housing – target 30% of new housing to be affordable for the income targets as defined in the 'accessible housing principles' (including 5% social housing)</li> <li>c) adaptable housing – target 20% of new housing designed to accommodate lifestyle changes</li> <li>d) increasing the supply of one and two bedroom dwellings in areas close to activity centres, public transport and services, and employment precincts</li> <li>e) providing accessible housing opportunities for Bundjalung people working in the Shire (possibly under a community-owned 'land trust' arrangement) to better connect to and</li> </ul>	<p>Draft provisions investigated, prepared and reported to Council</p> <p>Community consulted on the initiatives</p> <p>Local planning framework updated with a accessible housing contribution scheme</p>	Short term

Action No.	Action	Measure	Indicative timing
	<ul style="list-style-type: none"> <li>live on Country</li> <li>f) suitable sites to build housing for people sleeping rough as the foundation for a 'Housing First' model to reduce homelessness and its impact in the Byron Shire using locational social housing criteria in Appendix 5.</li> </ul>		<ul style="list-style-type: none"> <li>• Short term means a budget bid will be considered for inclusion in the Operational Plan within the next 3 years</li> <li>• Medium term means a budget bid would be considered within the following 3 to 5 years</li> <li>• Long term means a budget bid would be considered within the next 10 years.</li> </ul>
16	<p>Examine possible incentives in the local planning framework to encourage voluntary provision of land for accessible housing and/or for constructing accessible and adaptable housing. Some examples include (but are not limited to):</p> <ul style="list-style-type: none"> <li>a) bonus systems using modified planning standards based on performance criteria; for example, site yield or relaxing specified development controls, such as setback or parking controls</li> <li>b) producing a Byron Shire housing diversity design with examples of low rise medium density housing that would be consistent with local character.</li> </ul>	<p>Discussion paper on a) prepared and reported to Council</p> <p>Byron Shire housing diversity design guidelines prepared to enable a DCP update</p>	<p>a) Medium term</p> <p>b) Short term</p>
17	<p>Apply a first option to be given to accessible housing, when considering the best use of lands owned by Council.</p>	<p>Consideration undertaken and reported to Council</p>	<p>Ongoing</p>

Action No.	Action	Measure	Indicative timing
<p><b>Policy 3: Housing that reflects the ‘local’ in our places</b></p>			
<p><i>Direction 3.1: Respect the current and/or emerging character and values, as recognised in residential character narratives for specific areas.</i></p>			
18	<p>In consultation with local communities and other stakeholders, translate the strategy character narratives into local residential design guidelines and planning controls for inclusion in the Development Control Plan. Areas to focus on:</p> <ul style="list-style-type: none"> <li>a) reflecting the unique identity of each village or town and neighbourhood and strengthening the positive characteristics that make each place distinctive</li> <li>b) protecting and managing our heritage items, including buildings, places and landscapes</li> <li>c) protecting and enhancing distinctive landforms, water bodies and indigenous plants and animals</li> <li>d) creating locally appropriate and inspiring dwellings, spaces and places.</li> </ul>	<p>Character narratives for local areas included in the Development Control Plan</p> <p>Community support for the initiatives</p>	Medium term
<p><i>Direction 3.2: Maintain and enhance the sense of community.</i></p>			
19	<p>Council to support through projects such as ‘place planning’ and public art the delivery of quality urban design and key elements that support a ‘sense of community’ in our residential areas.</p>	<p>Incorporated as part of the place planning</p>	Short term

Action No.	Action	Measure	Indicative timing
<p><b>Policy 4: Make our neighbourhoods local</b></p>			
<p><i>Direction 4.1: Make dwellings 'homes' again</i></p>			
20	Prepare a planning proposal for Short Term Rental Accommodation based on local conditions, including varying thresholds for, for example 90 days, rather than 180 days and the introduction of precincts.	Planning proposal prepared	Short term
21	Work with the traditional tourism accommodation industry, such as resorts, motels and camping and caravan grounds, to identify planning framework opportunities and barriers in making their accommodation option a more competitive and desirable product to attract a larger proportion of overnight stays.	Industry groups consulted and reported to Council	Long term
22	Investigate the rezoning along Shirley Street north, Byron Bay to the SP3 Zone in acknowledgment of the transition of this area to tourism accommodation.	<p>Investigations undertaken and reported to Council</p> <p>Community and landowner consulted on possible zone change</p>	Short to Medium term

Action No.	Action	Measure	Indicative timing
<i>Direction 4.2: Identify areas where short-term holiday letting can be excluded</i>			
23	Apply a Short Term Rental Accommodation exclusion provision on all Council land and land that Council divests for the purposes of housing.	<p>Draft provisions investigated and discussion paper prepared and reported to Council</p> <p>Local planning and governance framework updated with mechanisms</p>	Short term

## Monitoring and review

There will be ongoing monitoring of the strategy with the aim of making further improvements as additional information becomes available. This includes annual reporting on approvals for the various types of residential development – detached housing, secondary dwellings and low rise medium density in both new release and infill areas.

Reporting will also include an update on the implementation of the strategy's actions. A comprehensive review of the strategy will be undertaken at the end of five years, particularly in regard to:

- how population growth (demand) has affected the supply of housing choice, diversity and equity living opportunities identified in the strategy, as well as to determine if any further additions or deletions should be made to land nominated in the strategy for residential living opportunities
- how tourism accommodation growth (demand) has affected the supply of permanent resident living opportunities
- policy shifts at local, state or commonwealth level or global trends that influence the delivery of housing.

Council has adopted the Appendices and Site Suitability Assessment as supporting reference material to the strategy. Both documents will continue to form supporting reference material in the monitoring and review process.

The Site Suitability Assessment is designed to be a living document that will be updated as needed to reflect latest information available and trends in best practice.

The policy directions are intended to secure long term outcomes and apply over the strategy's 20 year timeframe.

## Key Housing Terminologies and Definitions

### **Accessible housing**

means housing for those households whose gross income falls within the following ranges of percentages of the median household income for the Byron Shire Statistical Division or relevant sub statistical area according to the Australian Bureau of Statistics. Definition of “affordable housing” household income brackets:

- ▶ Very low income household - less than 50%
- ▶ Low income household – 50% or more but less than 80%
- ▶ Moderate income household – 80 to 120%

Source: The affordable housing definition outlines above is from State Environmental Planning Policy No 70—Affordable Housing (Revised Schemes) (2009). The use of this definition was the product of the EOI Accessible Housing Project. This income definition is used in relation to identification of key workers and accessible housing, as key workers are reliant on limited income.

### **Accessible rental housing (also referred to as ‘community housing’)**

means rental housing delivered and managed primarily by community housing providers (CHPs) for very low to moderate-income earners, including key workers essential to economic sustainability and social diversity. Note: Community-housing rents are typically less than 30% of the gross household income for very low to moderate households.

### **Adaptable and easy-live house**

means a house designed to accommodate lifestyle changes without the need to demolish or substantially modify the existing structure and designed to meet the needs of people requiring higher level access from the outset. This can include being designed to easily enable a large family home to be eventually divided into two smaller housing units, so residents continue living in a familiar environment.

### **Ageing in place**

means remaining in your own home and not having to move to another facility when your care needs become higher regardless of age, income and physical ability.

### **Dwelling**

means a room or suite of rooms occupied and used or so constructed or adapted as to be capable of being occupied or used as a separate domicile.

### **Group household**

means a household consisting of two or more unrelated people where all persons are aged 15 years and over. There are no reported couple relationships, parent-child relationships or other blood relationships in these households. Source: ABS

### **Homelessness**

means when a person does not have suitable accommodation alternatives. If their current living arrangement; is in a dwelling that is inadequate; or has no tenure; or if their tenure is short and not extendable; or does not allow them to have control of and access to a space for social relations. (Source: ABS Statistical Definition of Homelessness - Paper 2012)

**Housing choice**

means the types of housing available to meet the current or future needs of the community. Housing choice is driven by factors as the make-up of the population, affordability and lifestyle trends (source NCRP 2036)

**Housing diversity**

means a mix of housing types such as single dwellings, boarding house, dual occupancies, group homes, multi-dwellings, and shop top housing to meet the needs of a socio-economically diverse community. This includes rental housing and social (including public and community) housing and private market housing.

**Housing equity**

means ensuring there is a supply of accessible housing

**Housing stress**

means a household is considered to be in housing stress when rental or mortgage costs are greater than 30 per cent of a household's disposable income and their household earnings are in the bottom 40 per cent of the household income range ('the 30/ 40 rule').

Source: The above Housing Stress definition is from the National Centre for Social and Economic Modelling Measuring housing stress at small area levels: [How much do definitions matter? - University of Canberra Australia](#)

**Inclusionary zoning/value capture**

means a requirement for a percentage of accessible housing to be delivered in connection with new development. It is linked to planning benefits such as rezoning or density bonuses in high land value areas. The aim is to create mixed income neighbourhoods linked with diverse labour force participation rates.

**Infill development**

means new housing built in established neighbourhoods that are already zoned for residential uses. For example, secondary dwellings at the rear of blocks or replacing a detached house on an existing lot with townhouses.

**Integrated housing**

means development on a consisting of a group of dwellings which are planned, designed and assessed to operate as a single development in an urban release area. This is not necessarily what the State Environmental Planning Policy No 53—Metropolitan Residential Development has defined.

**Intentional community**

means a housing project on a singular lot designed from the start to have a high degree of social cohesion and teamwork, incorporating shared community facilities collectively funded by residents who often have shared values.

**New release area**

means non-residential zoned land that has been identified as suitable for future urban residential development.

### **Key Workers for the Byron Shire local economy include:**

- ▶ Food Trades Workers,
- ▶ Automobile, Bus Drivers,
- ▶ Personal Carers and Assistants,
- ▶ Child Carers,
- ▶ Health and Welfare Support Workers,
- ▶ Automotive Electricians/Mechanics,
- ▶ Hairdressers,
- ▶ Checkout Operators Office Cashiers,
- ▶ Food Preparation and Assistants.

In addition, Byron Shire identifies the arts playing an important role in contributing towards the development of a sustainable vibrant Shire and in line with this people employed in the creative arts sector such as; artists, actors, writers and musicians have been identified as an importance component in any key worker target. Artists are often very reliant on grants or very low incomes.

### **Live/work space**

means dwellings designed to incorporate both a person's professional and personal lives in one space.

### **Local growth management strategy**

means a plan prepared to support effective and integrated planning across a local government area.

### **Local Plans (Local Environmental Plans or Development Control Plans)**

means statutory and non-statutory plans prepared by Council for a local government area to guide planning decisions by local councils. Through the use of land zoning and other development controls, a local plan is typically the main mechanism for determining the type and amount of development which can occur on each parcel of land in NSW. Local plans are the main planning tool that shapes the future of communities and ensures local development is appropriate.

### **Market housing**

means housing delivered by the private sector, including private homes for sale to the broader community, and specialist housing such as boarding houses and student accommodation, which are rented to certain target markets.

### **Residential zone**

relates to land that is predominantly for housing. The urban residential zones of Zone R2 Low Density Residential and Zone R3 Medium Density.

### **Short Term Rental Accommodation (STRA)**

it is proposed by the NSW Government to define STRA as: "the commercial use of an existing dwelling, either wholly or partially, for the purposes of short-term accommodation, but does not include tourist and visitor accommodation."

**Shared-ownership housing**

means housing made affordable for lower income earners through a shared-equity mortgage model, by which the homebuyer shares the capital cost of purchasing a home with an equity partner, such as a not-for-profit trust or community-housing provider.

**Social housing (including public housing)**

means housing for low-income earners and people experiencing disadvantage, accessed through a state regulated housing application system. This includes:

- Public housing owned and managed by the state government
- Housing owned and/ or managed by community housing providers
- Housing owned by the Aboriginal Housing Office.
- Housing owned or managed by government regulated housing co-operatives

**Shop top**

means which is one or more dwellings located above ground floor retail premises or business premises', and does not require the residents and business operator to be one in the same.

**Urban residential**

includes all land zoned for various residential purposes within and urban growth area.

**Urban growth area**

includes all land zoned for various urban purposes and all future potential urban land releases as illustrated on the Urban Growth Area Maps in the North Coast Regional Plan. These areas will provide for housing, business, industrial, infrastructure and community facilities to accommodate the future regional population. Not all land identified within urban growth areas will be suitable for development and further detailed assessment will be required.