



Byron Shire Business and Industrial Lands Strategy

October 2020



Acknowledgement to Country



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

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

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

Document history

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Executive Summary

To many, the Byron Shire is synonymous with success, thanks to the incubation of a range of specialised small to medium businesses across industry sectors.

Yet, our region's residents have low median weekly incomes and, in terms of increasing business and industry opportunities, we have reached a juncture. How do we satisfy the land requirements of existing business as they move to the next level? How do we accommodate new entrepreneurs in search of creative influences and lifestyle choice? The desirability of our location places us in the unique position of having to meet the needs of a growing population not only in Byron Shire but also across the Northern Rivers and South East Queensland, all whilst retaining the integrity of our unique natural setting, productive farmland, and distinctive towns, villages and industrial areas.

Byron's unique natural setting, strong local identity and emerging innovative industries have seen:

- economy growth at a marginally faster rate than the rest of regional NSW and the Northern Rivers
- relatively strong business and job growth
- a focus on tourism, lifestyle, clean and green produce, health and wellbeing and entrepreneurship
- quick responsiveness of business to consumer trends in food production, retailing, tourism, workplace opportunities and global trends.

Our businesses inject economic benefits into the area by employing residents and providing broader economic spin-offs to the region and Australia. If this is to be maintained, we need to be perceptive in how we plan for future land and/or floor space needs. Without action, we will see increased business costs negatively influence the viability of both incumbent businesses and new entrants to the market. It is essential to keep pace by meeting the needs of a growing and diversifying population and a buoyant economy.

The Byron Shire has a fixed land base, constrained by ocean, natural barriers and farmland. It is the centre of the Northern Rivers. The 'Byron' brand is a strong entity in the region and globally. Our businesses are well informed; taking hold of technological opportunities to regionalise and globalise. This is strengthening the economic base our town and village centres without compromising their integrity. It is redefining our industrial estates, evolving from isolated industrial areas into lively hubs of innovation, industry and creativity.

This Business and Industrial Lands Strategy is part of a new way of thinking to facilitate and accommodate future business and industrial zoned land. It is designed to take us up to - and into - the second half of the 21st century.

The aim of this strategy is to ensure that the Byron Shire has business centres and industrial areas that work for people, commerce and the environment.

Five key directions are proposed, aiming to free up local space for businesses that need to be local such as tourism and urban service providers:

Direction 1: Enable business centres to retain an individual identity and fulfil their potential.

Direction 2: Improve the use of existing industrial areas for industrial and urban services.

Direction 3: Secure a sustainable long-term supply of suitable industrial lands.

Direction 4: Promote an attractive investment environment with people-friendly industrial areas and business centres.

Direction 5: Improve infrastructure in business centres and industrial areas.

This strategy sets out suitable land and design principles needed to manage business and industrial land for a sustainable future. It also provides guidance on knowledge- and creative-industry precincts, co-operative business and innovation hubs, and development close to Byron Central Hospital.

This strategy outlines 26 specific actions to meet its core aim, along with plans for monitoring and review.

Overall, this Business and Industrial Lands Strategy promotes opportunities for Byron Shire Council to manage business and industrial land development in a way that supports the community's desire to leave a better place for future generations of residents and workers.

SECTION 1: OVERVIEW

Introduction

Maintaining the Byron Shire as an attractive place to invest means building on its competitive advantages, making the best use of existing land, and providing a supply of additional land to meet needs.

The unique natural setting provides a basis for our Shire's thriving tourism economy and strong farming and agricultural sector. These industries, combined with our Shire's strong local identity and emerging innovative industries is providing a solid foundation for success.

This Business and Industrial Lands Strategy ('The Strategy') is one of a suite of documents that contribute to local growth management strategy, setting out directions, actions, land suitability, and design principles needed to manage business and industrial lands over the next 20 years for our sustainable future.

This document promotes opportunities for Byron Shire Council to best manage its industrial areas and business centres to attract investment and growth.

Companion documents include *Enterprising Byron 2025* and *Place Plans* (including town and village masterplans), *Enterprising Byron 2025* targets the generation of employment opportunities and attracting investment from public and private sources. *Place Plans* shape the future of our towns and villages by concentrating on the 'look and feel' of places - their form and character - rather than focusing purely on conventional categories of land use.

Strategy aim

The aim of this strategy is to:

Create business centres and industrial areas that work for people, commerce and the environment.

What are our business and industrial lands?

The strategy focuses on land designated for industrial, retail and commercial office uses under the *Byron Local Environmental Plan 2014 (BLEP)*.

In particular, the strategy applies to land in the following zones:

Business centres	Industrial areas
B1 Neighbourhood Centre	IN1 General Industrial
B2 Local Centre	IN2 Light Industrial
B4 Mixed Use	B7 Business Park
RU5 Village (Billinudgel only)	

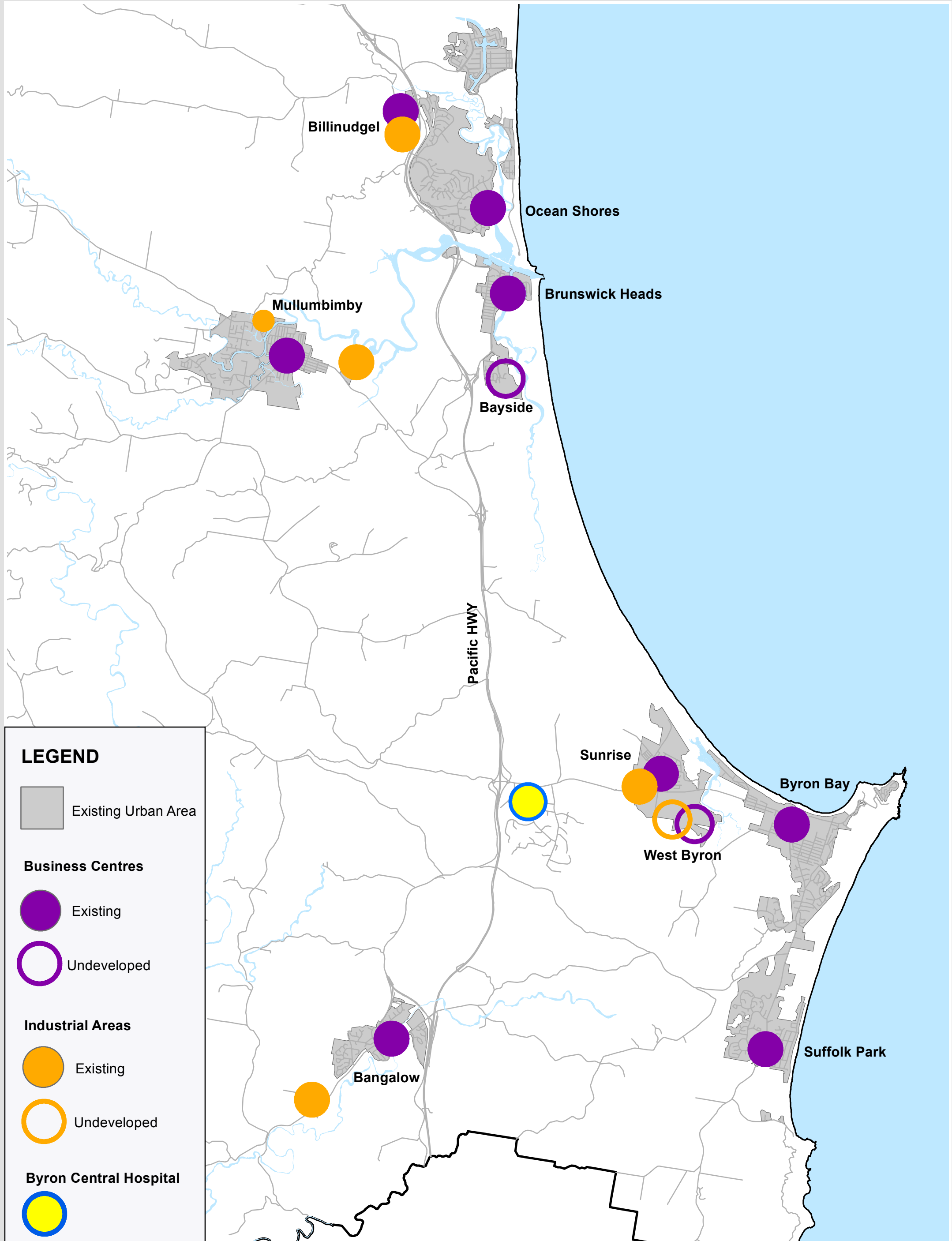
In addition, the strategy provides guidance on:

- possible development close to Byron Central Hospital
- knowledge- and creative-industry precincts
- co-operative business and innovation hubs.


Figure 1 shows the location of existing business centres, industrial areas and the hospital.

Our business and industrial lands occupy the Country of the Bundjalung people. The Federal Court has recognised that the Bundjalung of Byron Bay (Arakwal) people maintain a connection today, as they have always done, through their enduring Native Title over part of their native title determination area.


Figure 1: Existing business centres, industrial areas and Byron Central Hospital location




LEGEND

 Existing Urban Area


Business Centres

 Existing

 Undeveloped

Industrial Areas

 Existing

 Undeveloped

Byron Central Hospital



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.

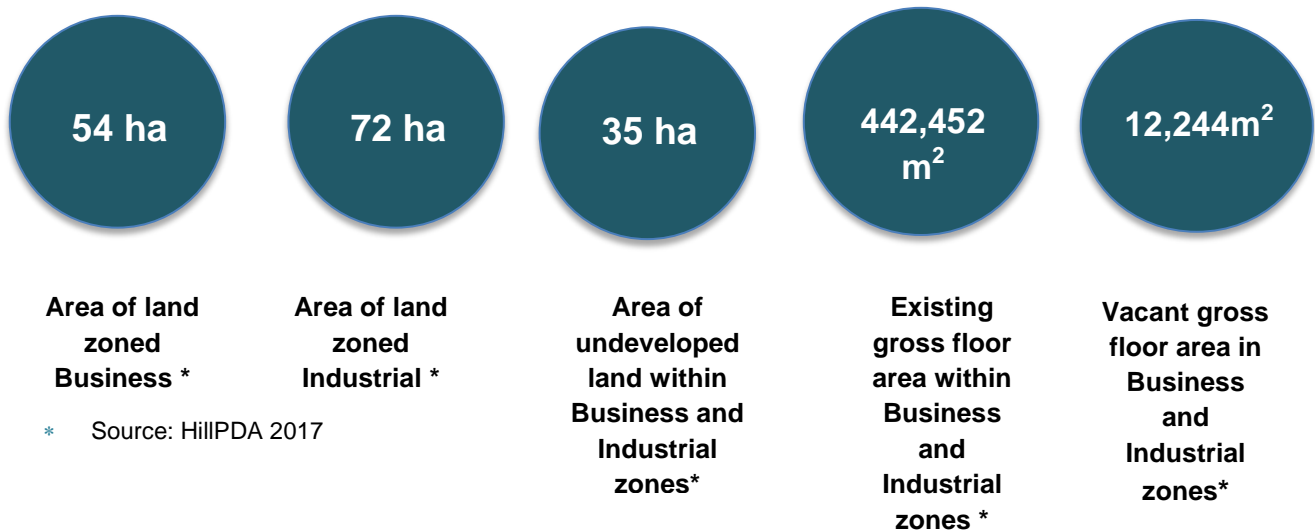
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Date: 21/10/2019



We have **126 hectares** of Business and Industrial zoned land



Why does Byron Shire need a Business and Industrial Lands Strategy?

Byron 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'). This region extends along the NSW coastline from Port Macquarie to Tweed Heads.

The State Government's *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 first Direction of the NCRP is *Deliver environmentally sustainable growth*. Actions 1.3 and 1.2 require Councils to:

- develop local growth management strategies that identify commercial or industrial urban growth areas
- prepare land release criteria to assess appropriate locations for commercial and industrial uses.

These messages are similar to objectives outlined Byron Shire Council's *Community Strategic Plan (CSP)*, titled: '*Our Byron, Our Future 2028*'.

The NCRP anticipates an increase in the North Coast's population by 76,200 people by 2036. Of these, it is expected 6,400 of these people will choose Byron Shire as their home. This means increasing demand for jobs, business, industrial premises and services.

The North Coast Region 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 both Brisbane (less than two hours drive) and the Gold Coast (half an hour drive) provides both cross-border opportunities and pressures such as rising land costs and population growth.



Goal 2 of the NCRP is *A thriving interconnected economy*. To help deliver on this, the State Government adopted the *Northern Rivers Regional Economic Development Strategy 2018 - 2022 (REDS)*. Prepared in consultation with the Northern Rivers councils, it aims to encourage local government areas to working together to facilitate economic growth and to improve land and space options regionally. The Northern Rivers is a sub-area of the North Coast region.

Local government areas captured under REDS are the Ballina Shire, Byron Shire, Kyogle Council, Lismore City Council, Richmond Valley Council (Figure 2 below). The Northern Rivers is identified as a widely diversified lifestyle, production and creative services hub.



Source: REDS

Figure 2: Local government areas that form the Northern Rivers under REDS

REDS promotes the Byron Shire as an attractive business environment for diverse, high yield low impact, innovator and incubator businesses and industries within a larger collective economic region.

Our Shire's economy is growing marginally faster rate than the Northern Rivers and the rest of regional NSW. Our Shire has seen diverse specialisations and has emerged prosperous in the tourism, lifestyle, clean and green produce, health and wellbeing sectors.

Due to the success of local entrepreneurs, business people are attracted to our Shire in search of success, creative influences, lifestyle and the appeal of our villages and towns.

We need a progressive strategy to:

- provide a local context for Commonwealth and State legislation and policy
- respond to opportunities and pressures emerging from:
 - o our proximity to South East Queensland
 - o global trends, such as online retailing and technology, enabling workspace decentralisation
- 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
- help our community, developers, business sector and government agencies make better decisions about business, industry, infrastructure, and services
- guide our work, both internally and with the community and other partners, in making changes to our current practices and regulations, as well as to support our Place Planning projects, such as the Bangalow Village Plan already under way in our local areas.

Strategy structure

This strategy is presented in five sections:

Section 1 - Overview: contains the introduction, strategy aim, an overview of what business and industrial lands are and why we need this strategy. You are reading this section now.

Section 2 – Background: contains informative details about our people, workforce, economy and the drivers of change.

Section 3 – Directions: outlines the directions to be taken to deliver the strategy aim:

Direction 1: Enable business centres to retain an individual identity and fulfil their potential.

Direction 2: Improve the use of existing industrial areas for industrial and urban services

Direction 3: Secure a sustainable long term supply of suitable industrial lands

Direction 4: Promote an attractive investment environment with people-friendly industrial areas and business centres

Direction 5: Improve infrastructure in business centres and industrial areas.

Each direction is provided with a context to the direction we are taking and a set of planning actions to achieve the outcome.

Section 4 – Making it happen: specifies actions needed to implement the strategy. This section contains a table of actions, including measures and timeframes for implementing the strategy. It also outlines plans for monitoring and review.

Section 5 – Key terminology: definitions of terms used in this document.

Appendix A: A protocol framework for participatory working with our Aboriginal community.

The strategy is supported by a *Byron Shire Business and Industrial Lands Background Report* containing:

- state policy consistency check
- background analysis
- consultation summary reports.

SECTION 2: BACKGROUND

Our people, workforce, economy and the drivers of change

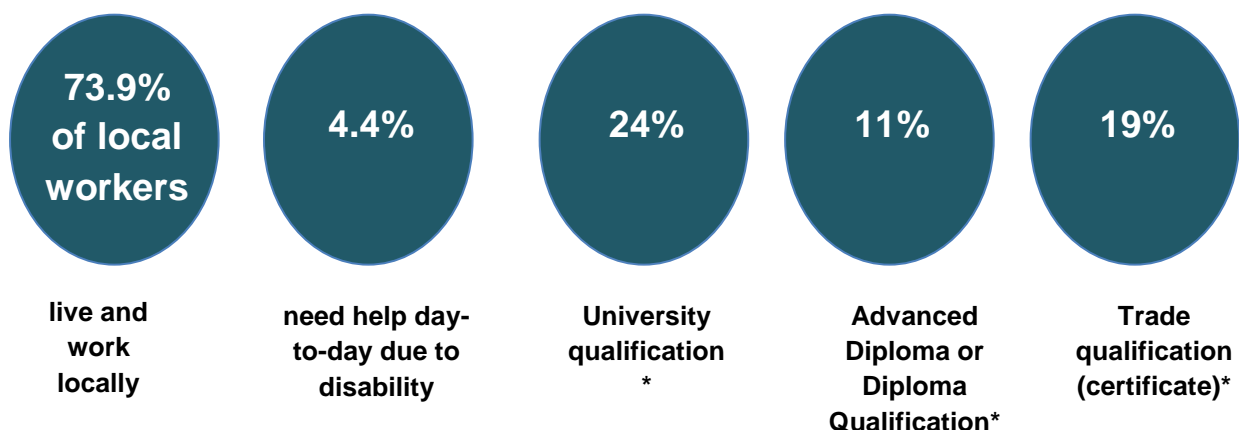
The strategy focuses on setting priorities, getting organised, and making the most of our business and industrial lands for the economic health and resilience of our community over the next 20 years. In doing this, it is important to understand our people, jobs and economy, as well as business and consumer trends.

In 2016, the census recorded 31,570 residents in Byron Shire. Those living in urban areas make up 72% (22,720 residents), with the balance (8,850 residents) living in rural areas and villages of Federal and Main Arm. Our Shire population will continue to increase with an extra 6,400 residents expected by 2036.

Byron Shire Residents

Our residents

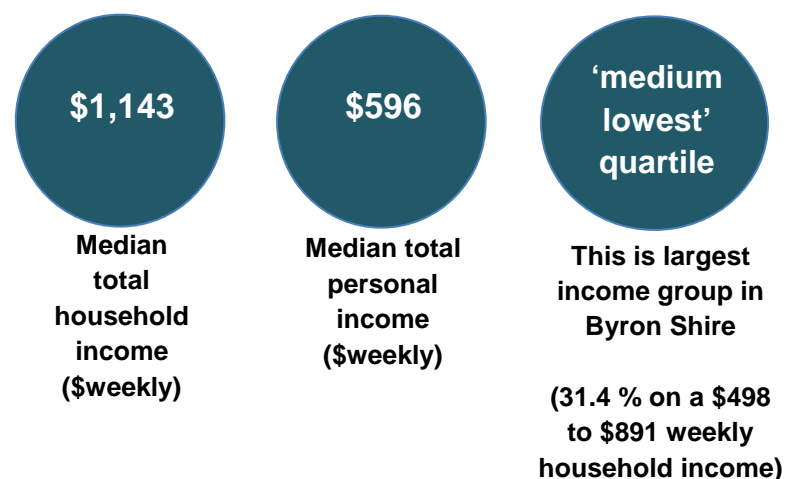
We have **31,570[#]** residents



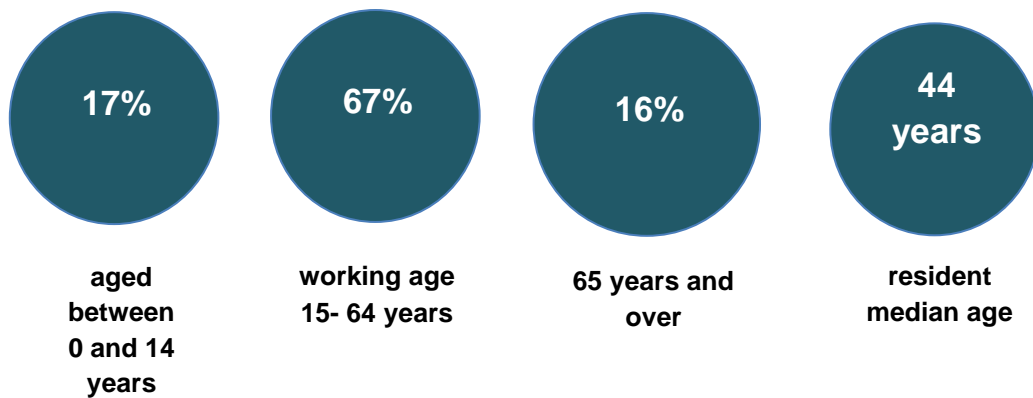
Usual place of residence statistic, (the estimated resident population was 33,399 residents)

* Persons age 15 year+

Our income



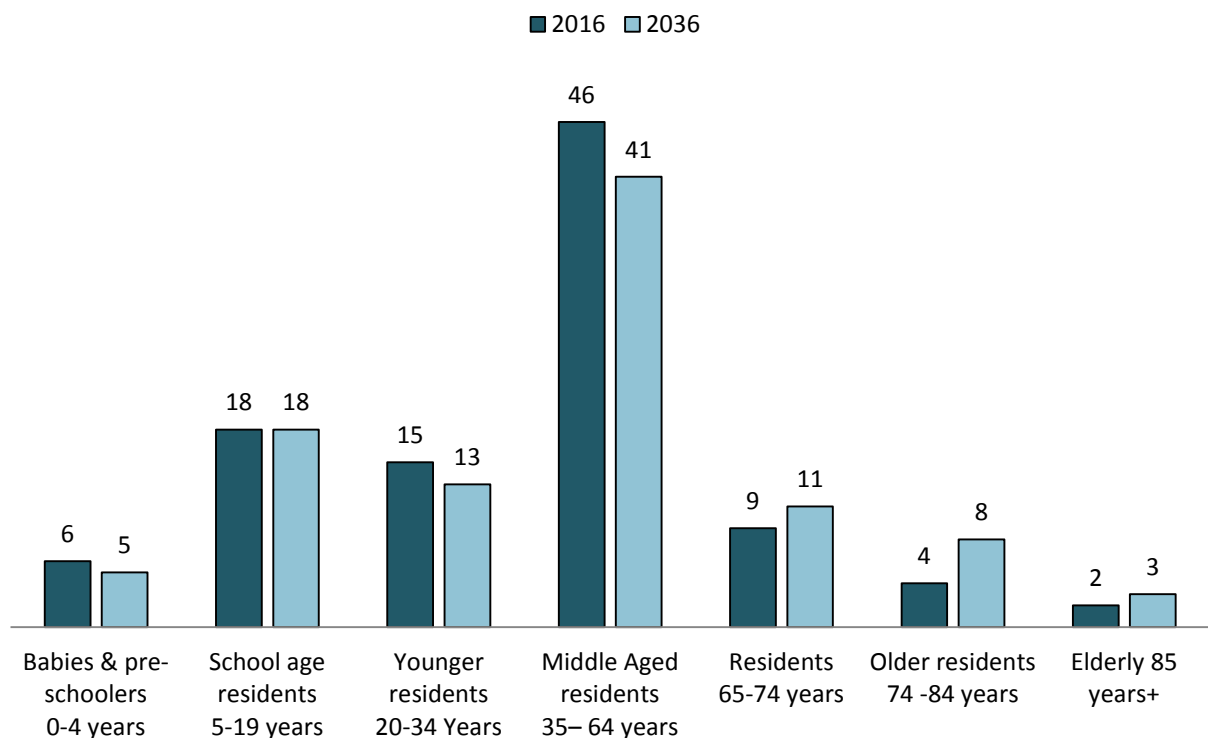
Our age structure



Source: ABS 2016 Census

In 2016, the median age of residents was 44 years, an increase of two years since the previous census in 2011. This is projected to increase again by 2036.

Figure 3, below, provides a breakdown by age structure groups and projected percentile changes in our Shire residents between 2016 and 2036. As the population is ageing, by 2036 an additional 3,650 residents are expected to be 65 years and over. This type of projection helps us identify how demand for certain services could change, as well as what the region’s capacity is for workforce participation.



Source: Department of Planning, Industry and Environment

Figure 3: Projected percentile change in life-stage profiles Byron Shire residents between 2016 & 2036

Byron Shire workforce

We have **13,560 workers**

In 2016, there were around 13,560 people living in Byron Shire who were employed. This number represents nearly 43% of residents.

Our Shire's workforce is comprised of 45% full-time and 53% part-time employees.

Workforce participation in our Shire was highest for those aged 40 - 49 years (12%), with 50 - 59 year olds also having a high participation rate. Part-time work was more dominant for the younger and older age cohorts (younger than 24 years and older than 60 years).

Overall, our Shire had a relatively young workforce with more workers under 45 years of age.

Table 1, immediately below, provides a workforce participation and unemployment comparison rate with the Northern Rivers as a whole, showing that the Byron Shire has a higher participation and lower unemployment rate as compared with the Northern Rivers as a whole.

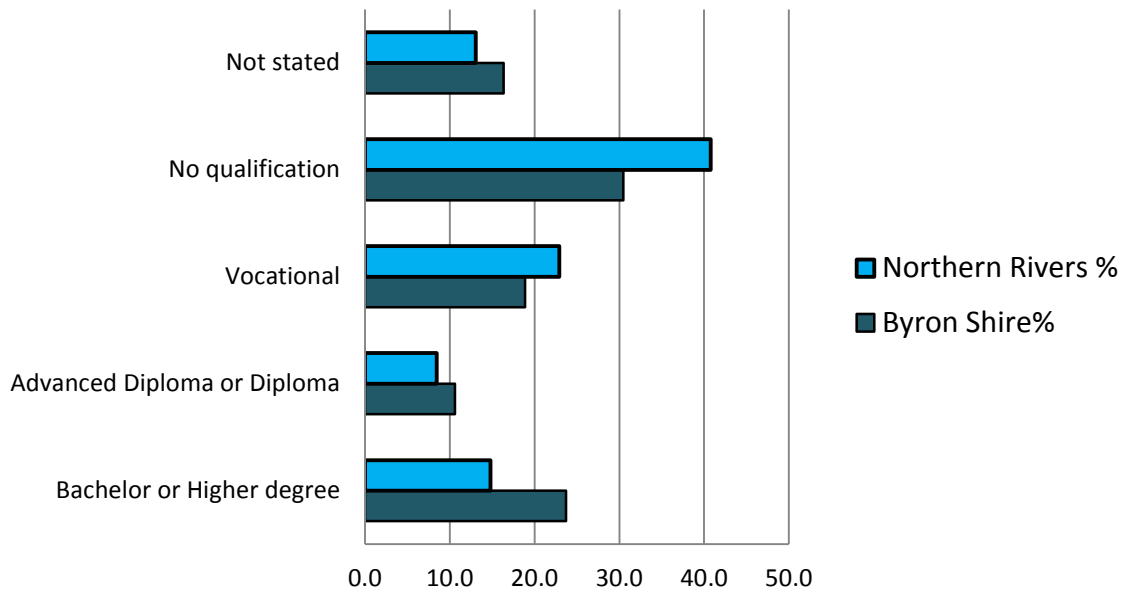
Table 1: Participation rate comparison Byron Shire and Northern Rivers, 2016

Region	Workforce Participation rate	Unemployment rate
Byron Shire	55%	6.6%
Northern Rivers	51%	7.3%

Source: ABS 2016 Census

In 2016, 53% of our Shire population aged over 15 years had a qualification gained outside schooling offered by the NSW Department of Education (TAFE, university and trade qualifications) compared to 46% in Northern Rivers (Figure 4 below). The percentage our Shire's population with such qualifications is growing at a faster rate than other parts of the Northern Rivers.





Source: ABS 2016 Census

Figure 4: Shire persons aged 15 and over with a qualification gained outside the schooling offered by the NSW Department of Education as at 2016

Byron Shire jobs

We provide around **15,700 jobs**

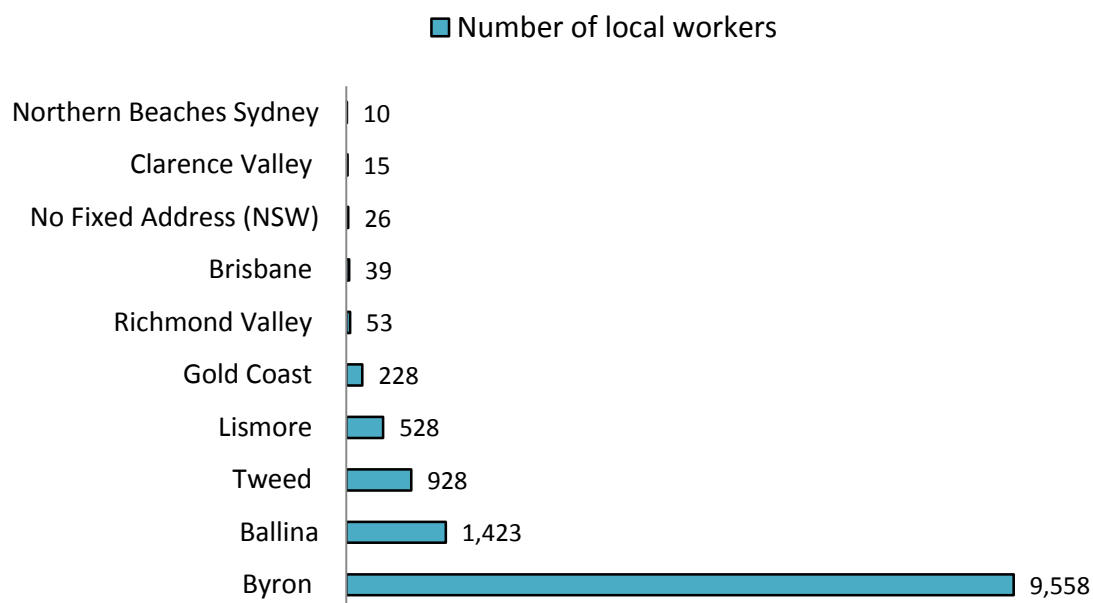
Our Shire had 14,092 jobs (as at 2015/16), representing a 23% increase in employment generation from that recorded in 2000/01 (11,442 jobs). Over this period, almost all industry categories experienced increased employment generation except for manufacturing which recorded a decrease in employment (-34 jobs) and agriculture, forestry and fishing (-95 jobs).

The job figure has continued to increase with 15,694 jobs as of 2017/18. The jobs-to-resident ratio for our Shire in 2017/18 was 1.00, meaning that there were more jobs than resident workers. The construction industry had the highest ratio (1.41), while the lowest ratio was found in mining (0.20).

Figure 5, below, summaries where local workers travel from in order to work in the Byron Shire. This shows that, in 2016, 2,902 (21.5%) of our Shire’s working residents travelled from outside of the area to work in Byron Shire. The areas of Sunrise and the Byron Bay as a work destination zone, had the greatest number (39.7%, 5,437 workers) of local workers within our Shire.



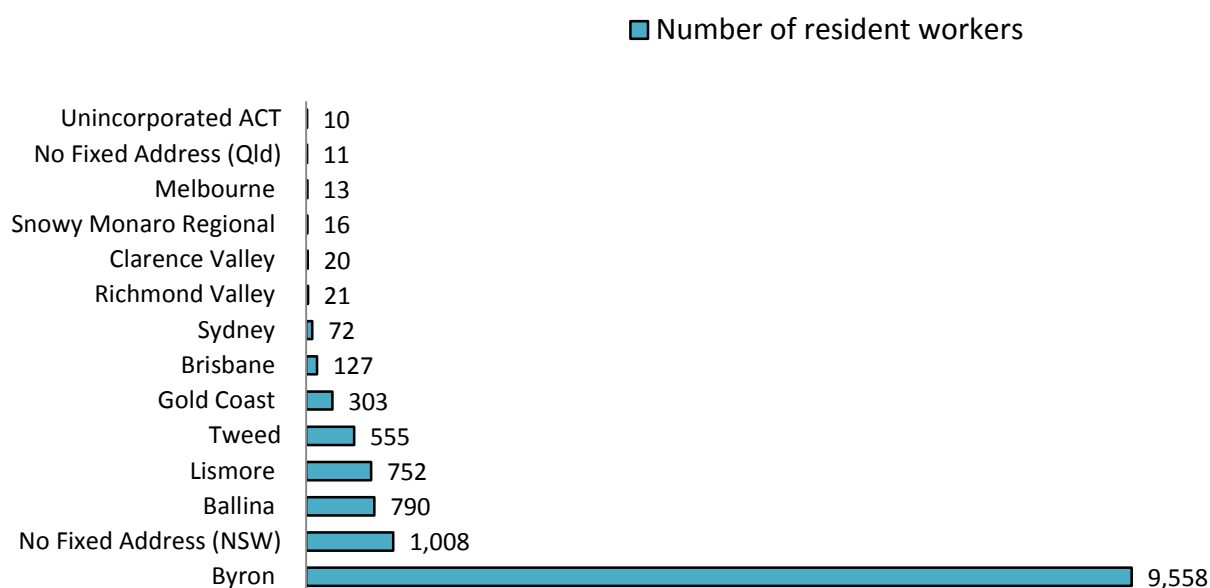
Local workers are made up of all the people who are employed in the local area i.e. Byron Shire, regardless of where they live.



Source: Economy Id. 2018

Figure 5: Where local workers reside (travel to work from)

Figure 6, below, shows where Byron Shire residents travel to for work, showing that the vast majority work within their home shire. The second largest category are those who work at 'no fixed address' which encompasses responses where there was insufficient information to code to a physical geographic area. Unsurprisingly, other workers travel to neighbouring regions of Ballina, Lismore and Tweed, with smaller numbers travelling further north to Gold Coast and Brisbane and a small contingent travelling beyond a car-commute distance.



Source: Economy Id. 2018

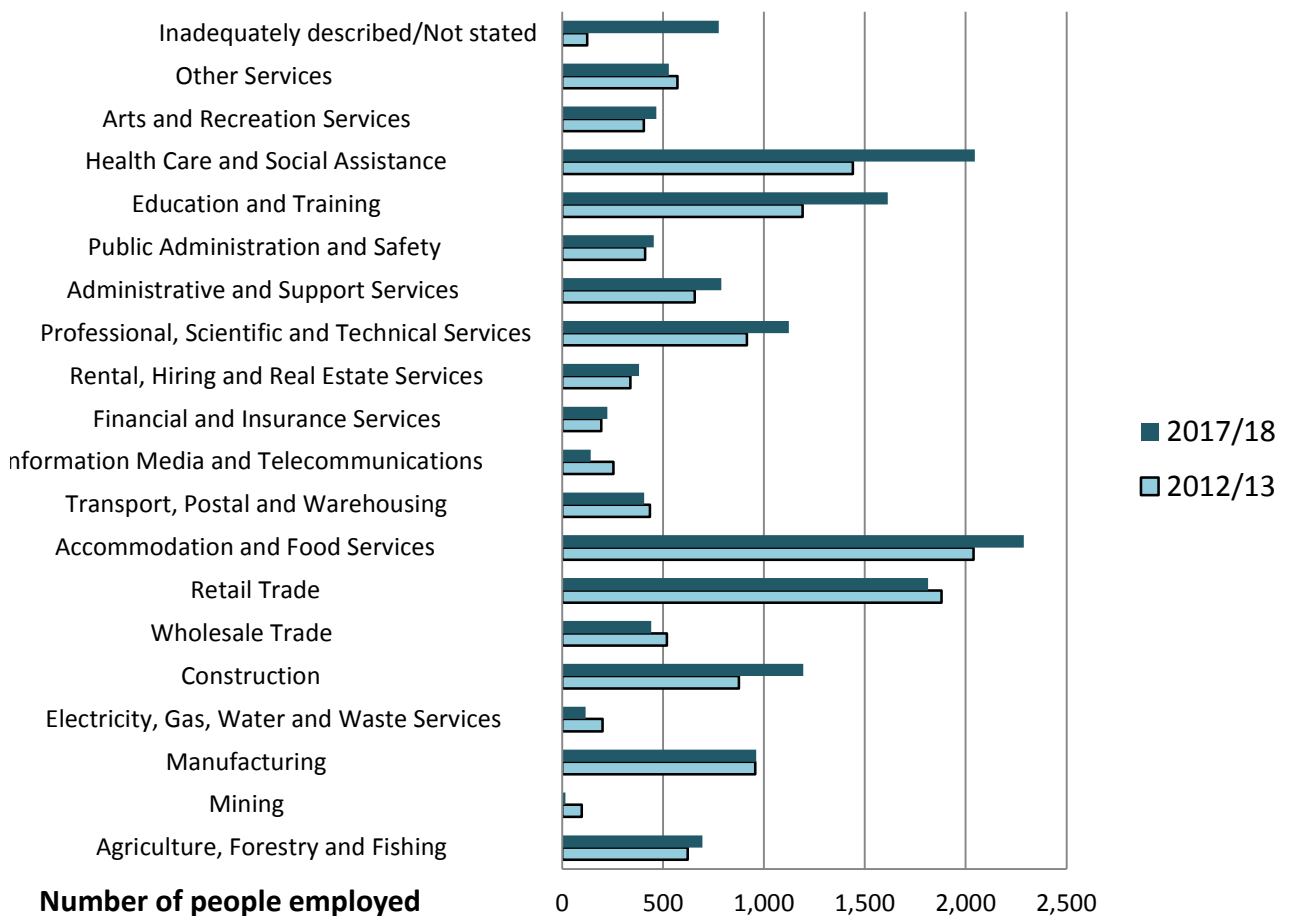
Figure 6: Where local residents go to work

Figure 7 below shows changes in employment by industry in our Shire over the last six years. In 2017/18 the top four employing industries are shown in Table 2, below.

Table 2: Top four employing industries in Byron Shire

Type of industry	Number of jobs 2017/18	Percentage of all jobs 2017/18	Increase in number of jobs since 2012/13
Accommodation and food services	2,888	14.6%	+ 249
Healthcare and social assistance	2,046	13.0%	+ 605
Retail trade	1,814	11.6%	- 66
Education and training	1,613	10.3%	+ 422

The next two biggest industries, Construction and Professional, Scientific and Technical Services, also showed a significant increase in jobs since 2012/13.

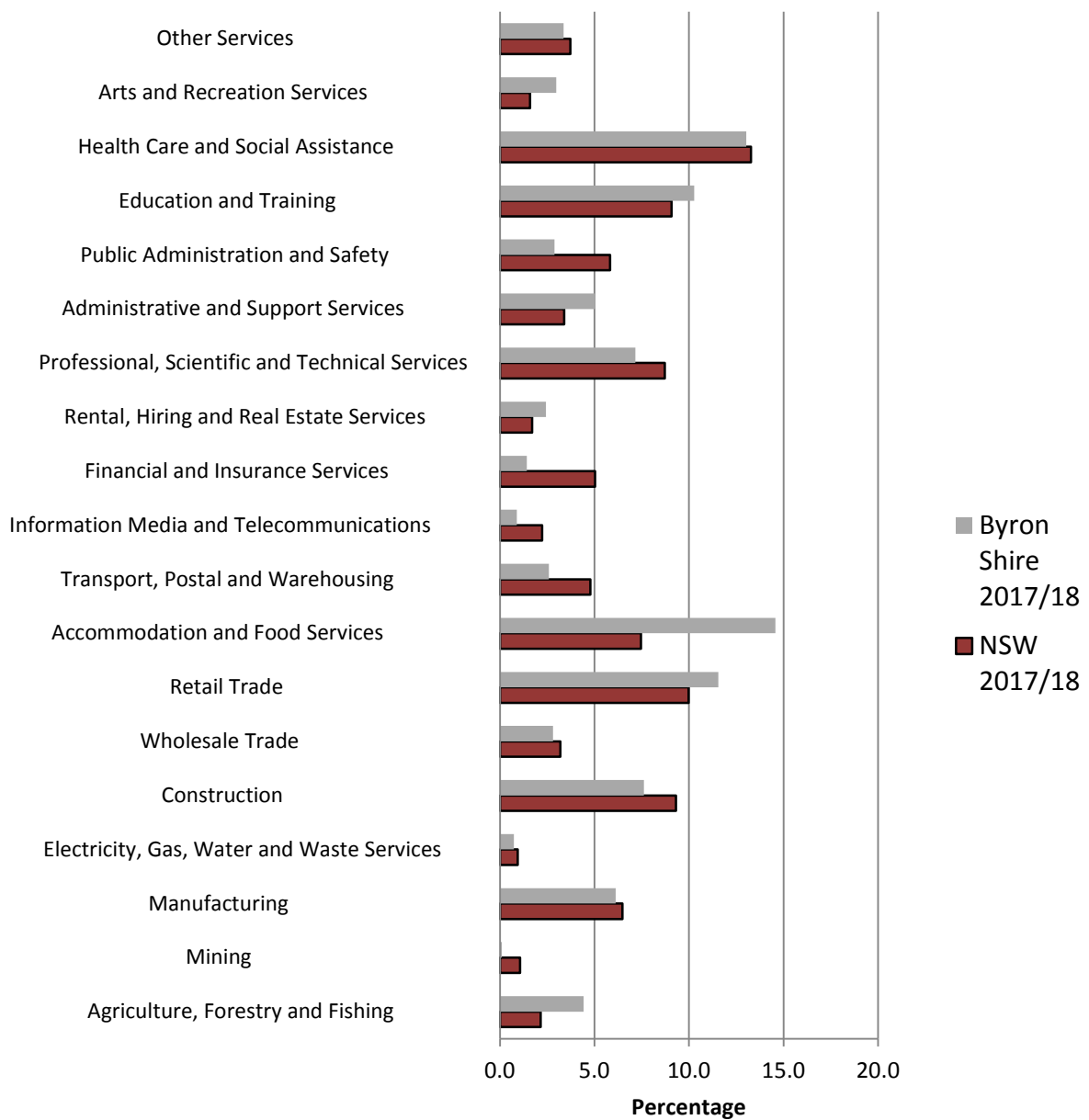


Source: Economy Id. 2018

Figure 7: Changes in number of people employment by industry in Byron Shire

Figure 8, below, provides percentage of workforce for employment by industry comparison NSW and Byron Shire as of 2017/18. The Byron Shire has a higher percentage of employment in the following industries compared with NSW as a whole:

- Accommodation and Food Services
- Administrative and Support Services
- Arts and Recreation Services
- Agriculture
- Education and Training (to a lesser degree).



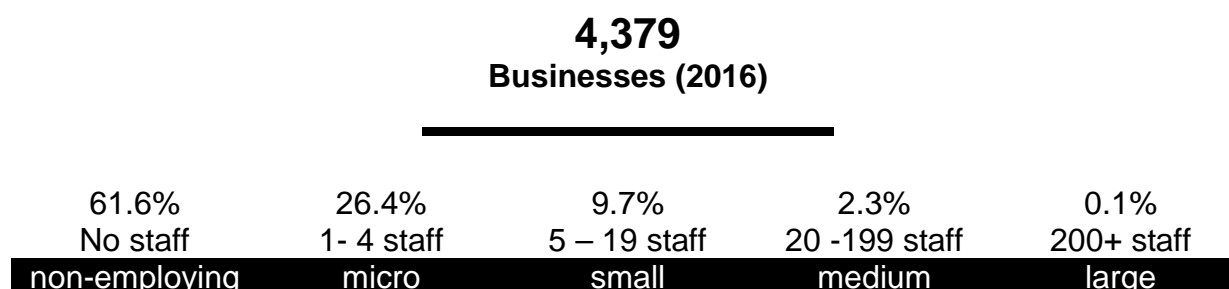
Source: Economy Id. 2018

Figure 8: Percentage of workforce employment by industry comparison - Byron Shire and NSW, year 2017/18

Byron Shire businesses

We have 4,717 businesses in the Byron Shire. Analysis of business counts reveal that, between 2015 and 2018, an additional 524 business were recorded. This is significant given that only an additional 27 businesses were recorded over the previous four year period (between 2011 and 2015).

Figure 9, below, profiles the staffing within our businesses as at 2016. It shows a startling predominance of non-employing and micro-sized business.



Source: ABS8165.0 Counts of Businesses, including entries and exits

Figure 9: Staffing profile

Our gross regional product

In 2016, our Shire's Gross Regional Product (GRP) was \$1.56 billion, representing a 28% increase from that generated in 2001 (\$1.22 billion). This proportional growth was greater than the 22% increase in GRP recorded for Regional NSW and just larger than the 27% increase across the Northern Rivers over the same period.



Our economy is growing at a marginally faster rate (1.7%) than the rest of the Northern Rivers (1.3%) and Regional NSW (1.6%)

Value Added by Industry

Value Added by Industry (VAI) measures the net contribution that an industry makes to the country's wealth and is an indicator of business productivity in our Shire.

In 2017/18, the four largest industries by VAI in our Shire were:

- Construction (\$137 million or 10.6%)
- Accommodation and food services (\$129 million or 9.9%)
- Health care and social assistance (\$122 million or 9.4%)
- Rental, hiring and real estate services (\$113 million or 8.7%).

Combined, these four industries accounted for \$388 million in total or 38.6% of the total Value Added by Industry in our Shire.

In comparison, the same four industries in New South Wales accounted for 8.2% in Construction; 3.3% in Accommodation and food services; 7.4% in Health care and social assistance and 4.4% Rental, hiring and real estate services.

Emerging trends and drivers of change

Drivers of change at the local, regional and global levels affect the demand for business and industrial land and economic productivity.

Changes in clean and green produce

Our Shire businesses have been quick to respond to the trend for more immediate, healthier, fresher and less processed foods with minimal storage times. Over 100 agricultural producers and food manufacturers are promoting locally grown and sustainable food options.

Food production and manufacturing is a growth industry in Byron Shire.

Observable trends and land use considerations:

- effective branding of 'Byron' as a **creative and sustainable food economy** has resonated with domestic consumers and the trend for local food production and manufacturing will continue
- growth in **production and manufacturing of quality, gourmet and artisan food products** is supported by the Northern Rivers' strong local food network
- there is a growing demand in the **export market** for sustainably grown, affordable and 'uniquely local' food and beverage products
- **demand for appropriately located food and beverage processing space** is growing, with market location, availability of produce, infrastructure (including transport, water and energy) and contamination risk avoidance as high priority location aspects.

Changes in tourism

The economic value of tourism in regional destinations is largely driven by the business and the community. Tourism is a key industry within our Shire's economy. In 2016/17, tourism and hospitality generated 23% of our Shire's jobs (3,506 jobs). More than 2 million tourists visit our Shire each year.

Efforts in destination marketing and infrastructure development both support and build on the success of businesses. Strategies aimed at specific types of tourism, such as cultural tourism, need to involve businesses in identifying commercial opportunities.



The Brunswick Heads *Simple Pleasures* branding coupled with hosting events that attract visitors, including Mullum2Brunns Paddle, Old & Gold, Hot Rods, the Simple Pleasures Photo Competition, the Byron-to-Brunswick Beach Run and the Brunswick Nature Sculpture Walk, offers a specific type of visitor experience and exemplifies the drive found within our business community to support business.

The influx of tourists to the Shire has had a range of positive and negative impacts on the local community.

Observable trends and land use considerations:

- continued growth of accommodation, food services, retail trade and arts and recreation services are important components of the economy
- increasing numbers of visitors choosing to use accommodation sharing platforms (i.e. Airbnb) is reducing the affordability and availability of accommodation options for longer term residents including workers
- in comparison with the business staffing profile (see Figure 9 above), our Shire's tourism businesses have strengthened in the micro, small, medium scale business size. This trend has emerged since 2015 (see Table 3 below).

Table 3: Tourism business sector profile trends

Year	2018		2015	
	Number	%	Number	%
Total	936	100	783	100
Non-employing	429	46	325	62
Micro 1-5 staff	285	30	240	26
Small 5- 19 staff	176	19	183	10
Medium 20 plus staff	49	5	35	2

Source: TRA 2015 and 2018 Local Government Profile as defined by Tourism Research Australia



In the Kitchen Table Discussions on *Talking future tourism 2019*, the community has identified aligning visitor values, transport issues and sustainability as priorities. Council is in the process of preparing a Sustainable Visitation Strategy 2020-2030.

Growing Indigenous workforce and business sector

Land is of great significance to Aboriginal and Torres Strait Islander people. Local Bundjalung workers and businesses are seeking to build stronger cultural connection to Country. They are involved in National Parks management and other aspects of the tourism accommodation sector.

Observable trends and land use considerations:

- Aboriginal and Torres Strait Islander people with strong cultural attachment, such as participation in cultural activities and speaking Indigenous language, are

significantly more likely to be in employment than those with moderate or minimal cultural attachment.

- Across Australia, Indigenous cultural industries provide economic opportunities for Aboriginal and Torres Strait Islander peoples. For example, the practice and production of Indigenous visual arts is a multimillion dollar industry
- Northern Rivers Screenworks, in partnership with Screen NSW, offers several development programs to Indigenous filmmakers in the Northern Rivers including the Aboriginal and Torres Strait Islander Mentoring Project.

Changes in warehousing and distribution

Demand for industrial floor space is influenced by the globalisation of trade, wider use of information technology and online retailing. Today's global economy consists of sophisticated links between businesses designed to enable the efficient sharing of information and the delivery of goods through a global supply chain.

The warehousing and distribution industry is therefore changing significantly.

Observable trends and land use considerations:

- the rise of online retailing is driving demand for warehousing and distribution centres
- increasing **demand for 'high throughput distribution' space**, designed to facilitate the rapid movement of goods through the supply chain as retail and industrial operations become increasingly aligned, was a key trend in 2018
- **omni-channel** business models is another current key trend
- **proximity to key transport routes** is a priority for industrial occupiers for supply efficiencies and the increasing geographic division between consumption and production.
- businesses with low inventory turnover are gravitating to inexpensive land and low cost buildings
- high-tech manufacturing and technology is causing a decline in the scale and land requirements of businesses as automation **reduces floorspace and car parking requirements.**



Our Shire's connection to the Pacific Highway has it well placed to service demand for product distribution.



Omni-channel refers to the multichannel sales approach that provides the customer with an integrated shopping experience. The customer can be shopping online from a desktop or mobile device, via phone, or in a brick-and-mortar store, and the experience will be seamless.

Changes in workspace needs and lifestyle

The integration of technology in the workplace provides opportunity for people to work remotely. The traditional desire for prime city location is no longer everything, with businesses increasingly looking for adaptable office space, coupled with quality lifestyle opportunities. In 2016, 13.4 % of workers in our Shire worked at home in comparison with 5.8% across regional NSW. This represents a 1% increase – an additional 260 workers - on the 2011 census.

Our Shire's economy will continue to be influenced by technology.

Observable trends and land use considerations:

- businesses establish in our Shire for its lifestyle offering
- strong demand for **flexible work arrangements, co-working or shared office spaces** as work practices respond to shifts in technological capabilities, employee preferences and an increasing number of sole traders or small businesses choosing to share office space with other entrepreneurs and small businesses
- a **growing trend in working from home**, particularly from people setting up their own businesses, including within knowledge-based industries such as software publishers or surveying and mapping services
- an emerging trend for more **flexible and co-located industrial units and warehouses** where small businesses and start-ups can experiment, requiring industrial units that are available on flexible term leases
- an **increase in competition for space** with higher rents reducing the affordability and appeal of the area for creatives, innovators and incubators.

Changes in retailing and entrepreneurship

The retail industry's innovative nature is driven largely by the need to anticipate and respond to its customers' needs and desires. The future of retail is shifting towards experience and convenience, with technology driving this change.

The retail sector is changing significantly.

Observable trends and land use considerations:

- online retail is expanding the opportunity for **smaller boutique retailers** located in regional areas to access larger customer markets.
- entrepreneurs and local retailers are seeking to establish themselves in the Byron market to capitalise on the Byron 'brand,' **creating growth and clustering of 'like' businesses** such as in the Byron Arts and Industry Estate.
- increased need for engaging store experiences: stores are less likely to be able to compete on price comparative to the internet; shopping is increasingly being promoted as an experience through outstanding instore service, **engaging shopfronts**, quality fitouts, instore entertainment and interactive design.

- demand for retail distribution outlets and warehouses in industrial areas is increasing.
- retailers are being attracted to the lower rent and flexible spaces located in out of centre locations which are not traditionally found in a **town centre**, causing traditional nodes of **retail activity** to experience a **restructure**.
- continued growth in click and collect services and facilities: the growth of technology and multi-media integration will see greater numbers of businesses offering 'click and collect' and the positioning of centres as **convenient hubs for collecting goods ordered online**.
- potential for some traditional industrial uses to be "pushed out" of an area due to increases in land value and rents arising from an influx of higher paying retail uses.
- multi-media integration: will see the merging of virtual multi-media with the instore and in-centre experiences enabling customers to check prices and product ranges on smartphones in real time (e.g. **augmented reality technology**).



Online retailing has enabled boutique or specialty retailers such as Trip-A-Deal, Spell Design, Afends, Rowie, Yoli & Otis, Hendrix and Harlow, Lazybones, and St Agni to compete in a broader market, with less reliance on traditional shops.



SECTION 3: DIRECTIONS

To deliver the overall aim of this strategy, five desired directions have been identified:

Direction 1: Enable business centres to retain an individual identity and fulfil their potential.

Direction 2: Improve the use of existing industrial areas for industrial and urban services

Direction 3: Secure a sustainable long-term supply of suitable industrial lands

Direction 4: Promote an attractive investment environment with people-friendly industrial areas and business centres

Direction 5: Improve infrastructure in business centres and industrial areas

DIRECTION 1: BUSINESS CENTRES

Direction and context

The direction for business centres is:

Enable business centres to retain an individual identity and fulfil their potential.

Business centres are not simply where concentrations of retail, office, commercial, entertainment and other activities are found. They are our village and town centres, each with unique characteristics. They feature historic buildings, mom-and-dad businesses, local traditions and events that are valued by residents and visitors alike (such as the Billycart Derby or the Fish 'n' Chips festival).

Business centres hold a strong providence, individuality and importance to their local community. Community input on the draft version of this strategy attracted mixed views as to the extent and design of our business centres. What was clear was a desire to retain the individuality, attractiveness and liveability of our centres. This necessitates balancing interconnected elements such as urban design, traffic, trade and tourism as well as the need to house workers.



Multi- functional spaces



Bay Lane Activation

Business centre capacity and demand

Business centres relate to land zoned as B1-Neighbourhood Centre, B2-Local Centre, B4-Mixed Use or R5-Village (Billinudgel Village only). Figure 10 (see next page) shows the location of our Shire’s business centres.

Note that industrial areas (such as the Byron Arts & Industry Estate and the Mullumbimby, Billinudgel and Mullumbimby Industrial areas) are considered separately – see Direction 2.

Byron Shire currently provides a total of around 54 hectares of land within its business centres. Of this, 10.9 hectares is undeveloped and 4,503sqm is vacant gross floor area (GFA). A capacity analysis to remove constrained properties that have already been developed to their maximum potential was undertaken for each trade area.

Future capacity and demand for business centre land in the Shire have been forecast, with regard to available land, our people, jobs, economy and business and consumer trends.

The additional land requirement, as summarised in Table 4 immediately below, is the amount of land needed to accommodate future growth, assuming that business centres within the trade area are developed to their capacity based on a series of assumptions as detailed in the Background Report.

Table 4: Projected additional land requirements by trade area

Business centre trade area	Current retail/commercial floor space (sqm)	Current over/under supply (-) (sqm)	2041 over/under supply (-) (sqm)	Additional land requirements (ha)
Bangalow	8,615	-1,335	-8,000	0.1 - 0.4
Byron Bay¹	45,700	5,000	-30,970	0.5 - 1.4
Suffolk Park	1,275	-35	-330	0
Mullumbimby	31,600	5,700	-11,460	0.4 - 1.4
Northern²	25,525	9,900	2,475	0

¹ Byron Bay Trade Area includes the centres of Byron Bay Town Centre, Sunrise Boulevard and the future town centre release area of West Byron based on current zoning.

² The Northern Trade Area includes the centres of Billinudgel Village, Ocean Shores, Brunswick Heads Village Centre and the future release area of Bayside Brunswick Heads.



A trade area is the geographic area from which a business or centre generates the majority of its customers. Further explanation on commercial floor space demand and trade areas can be found in the Business and Industrial Lands Background

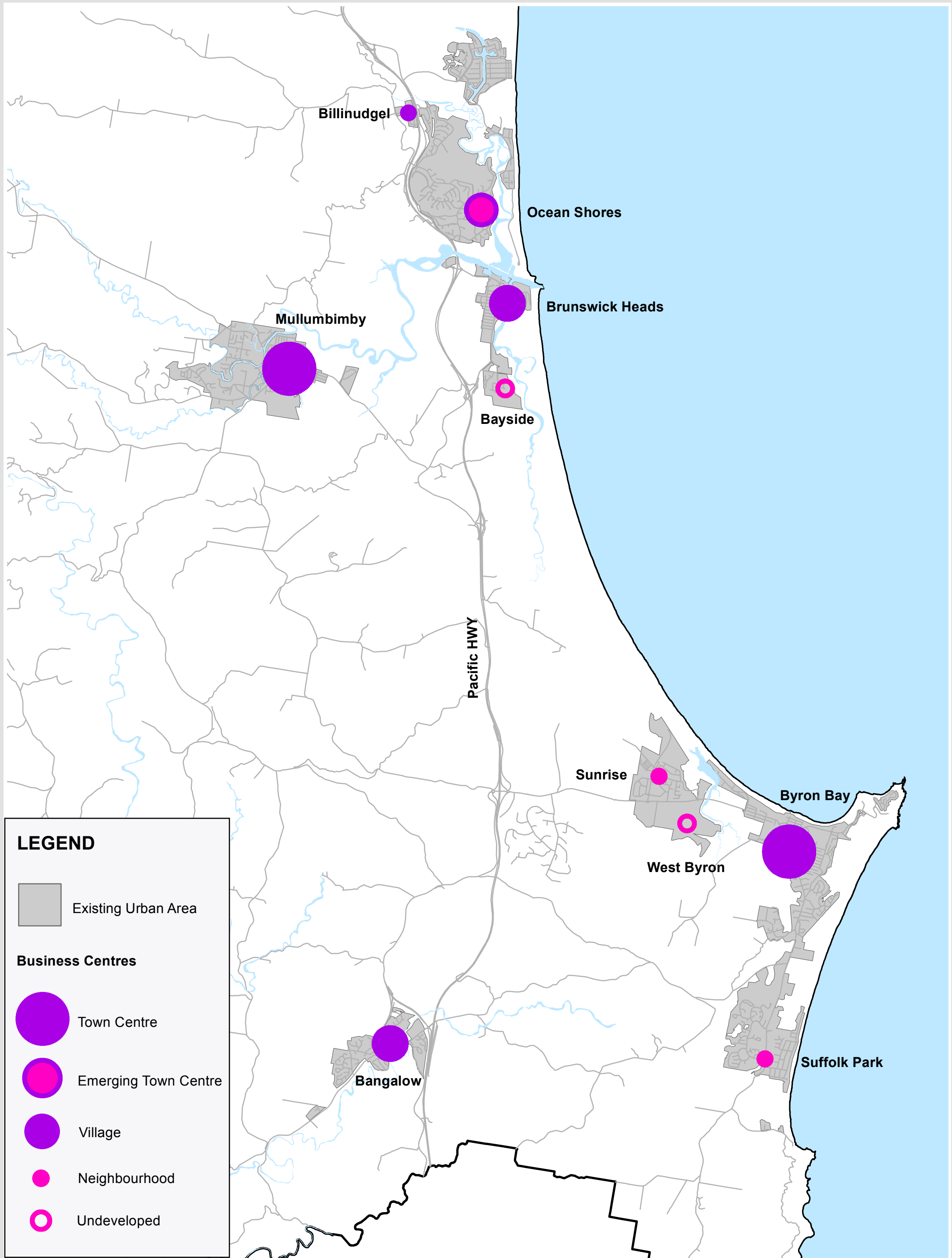
Report and Strategy Section 5 Key Terminology.

Table 4, above, shows a medium to long term short-fall of business lands in some centres which will contribute to increased competition for business and space.

This future demand could be accommodated through:

- an expansion of land zoned as business within current centres,
- a rationalisation and densification of land use within a centre through alterations to planning controls, or
- a combination of both.

Figure 10: Shire's business centre locations and future role



LEGEND

Existing Urban Area

Business Centres

- Town Centre
- Emerging Town Centre
- Village
- Neighbourhood
- Undeveloped

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

1:71,911 @ A3 size

Date: 25/11/2019



Role and individuality of our business centres

Our centres are evolving to become rich in both commercial and community life. They offer alternative housing choices for those seeking a lifestyle or shared live/work space that is close to the centre. Increasingly, our centres are no longer seen as separately zoned locations but rather mixed in with other activities that make for vibrant, liveable community environments. This strategy extends beyond addressing future capacity and demand for business centre land to consider future roles and urban design to enable a richness and complexity to our centres so they can be enjoyed at a leisurely walking pace.

Figure 10 (see previous page) captures the broad future role of our business centres. The remainder of this section will then outline the direction we are taking on a centre by centre basis.



Place Plans are being developed with Guidance Groups and the broader community. They shape the future of our towns and villages by concentrating on the look and feel of places, their form and character, rather than only focusing on conventional categories of land use. They set a vision and a series of actions that recognise that existing local character can be reflected and strengthened in planning for the future.

In reading the actions under this strategy, it is important to note that these actions are in addition to those already captured by Place Plans. The reader is encouraged to refer to the following documents:

- Byron Bay Town Centre Masterplan (2016)
- Bangalow Village Plan (2019)
- Mullumbimby Masterplan (2019)

Bangalow Trade Area

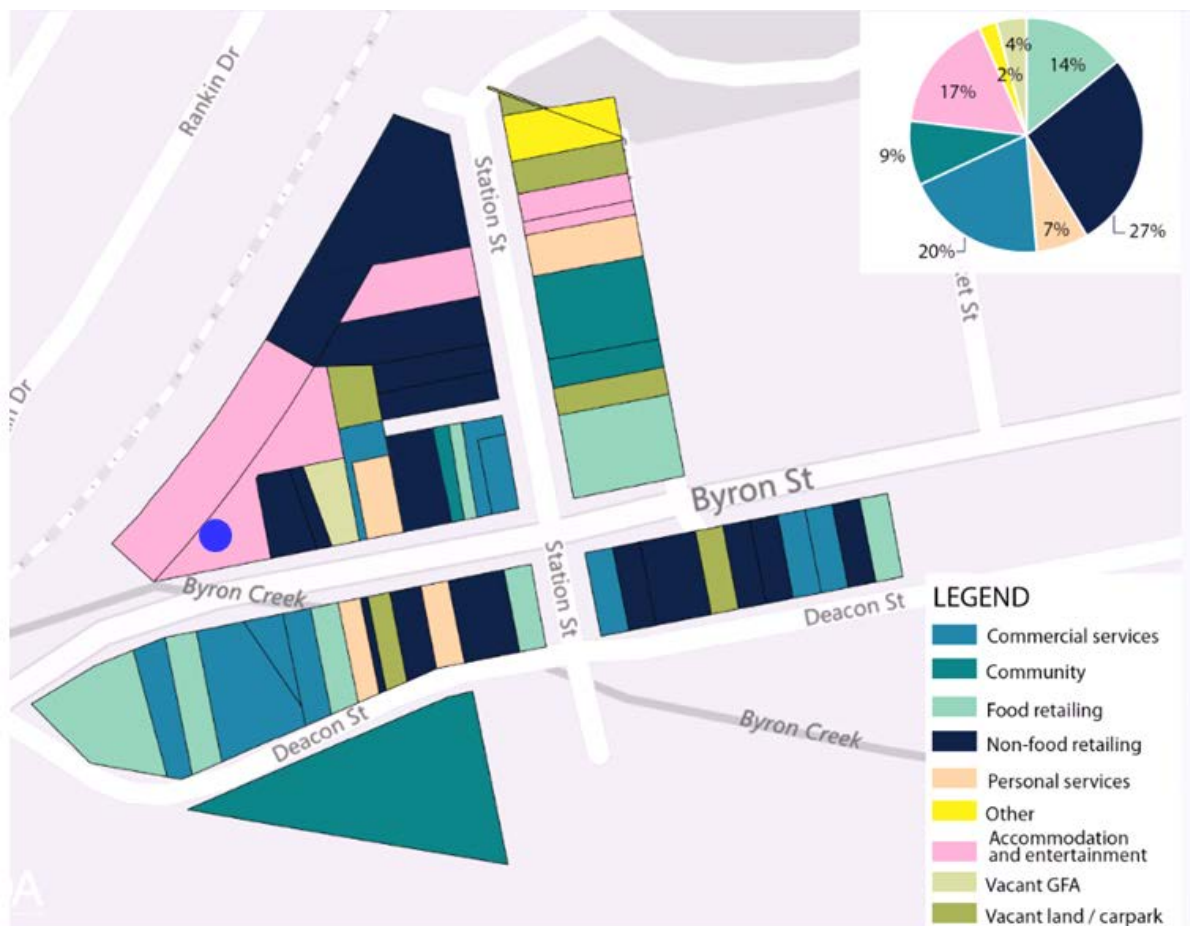
Future role and aspirations

Bangalow has an economically viable centre, providing a range of services to the people of the community, surrounding area and visitors. The village has a balanced blend of boutique shopping and creative industries.

The Bangalow Village Plan (2019) expresses Bangalow’s village centre as a place where you want to ‘linger longer’. Spaces are created where people can meet, eat, drink, relax and enjoy outdoor living in the balmy sub-tropical climate. Streets and public spaces are vibrant and active, both by day and night.

There is a seamless integration between public footpaths and private commercial spaces, fostering greater economic and social activity. There are shady nooks and places to sit in lush greenery. Bangalow has a pleasant, relaxed buzz that draws people in and entices them to stick around and enjoy the distinctly rural village.

Figure 11, immediately below, shows Bangalow village centre’s predominant floor space use based on the largest floor space use on a lot (as at November 2017).



● Bangalow hotel – provides short term accommodation as well as entertainment and commercial services. It also hosts the Bangalow Farmers markets weekly in the car park.

Note: Figure categories the largest floor space use on a lot.

Figure 11: Bangalow village centre’s predominant floor space use (at November 2017)

Note that this section only refers to the Bangalow village centre. The Bangalow Industrial Estate is considered separately, in Direction 2.

Strengths and opportunities. Bangalow is:

- a hinterland village, rich in history and heritage
- benefitting from more residents working in health care and social assistance (16.5%) than any other industry
- a strong centre identity – particularly as an emerging creative arts and boutique retail precinct
- strong in the practice of using urban space for multi-functional purposes, such as the Bangalow Hotel car park being used for a weekly farmers market and the showgrounds used for market, sporting and cultural events
- a destination centre and tourist attractor
- approximately 20 minutes north of the Ballina Byron Gateway Airport and 20 minutes south west of Byron Bay Town Centre
- afforded the opportunity to leverage new residential growth areas to the west and east of Bangalow centre that are within walking distance of the centre
- well placed to take the opportunity to repurpose the old rail line to improve active transport connectivity.

Challenges. Bangalow has:

- limited vacant land, resulting in out of centre retail and commercial developments (such as along Lismore Rd and the lower end of Byron Street)
- opportunities to improve loading zone and parking arrangements, mobile phone connectivity and public transport options.
- heritage conservation regulations and heritage items
- high rents, resulting in pushing out creative art and cultural businesses that reinforce the centre's unique identity
- challenges managing through traffic movement from nearby industrial estate and farms.

Demand and mix Bangalow Trade Area

- Currently, Bangalow village centre provides around 8,615 sqm of retail and commercial floor space. The village centre catchment generates an estimated demand for around 9,950 sqm of floor space. This results in an undersupply of around 1,335 sqm of floor space, which is notable given the smaller nature of the centre.
- Anticipated growth in the surrounding resident, worker and visitor population and expenditure, is likely to increase this undersupply to around 8,000 sqm by 2041, unless new supply becomes available. An additional 0.1 to 0.4 hectares of land would be required by 2041 to accommodate demand. Figure 12, below, profiles the projected undersupply by service sectors.

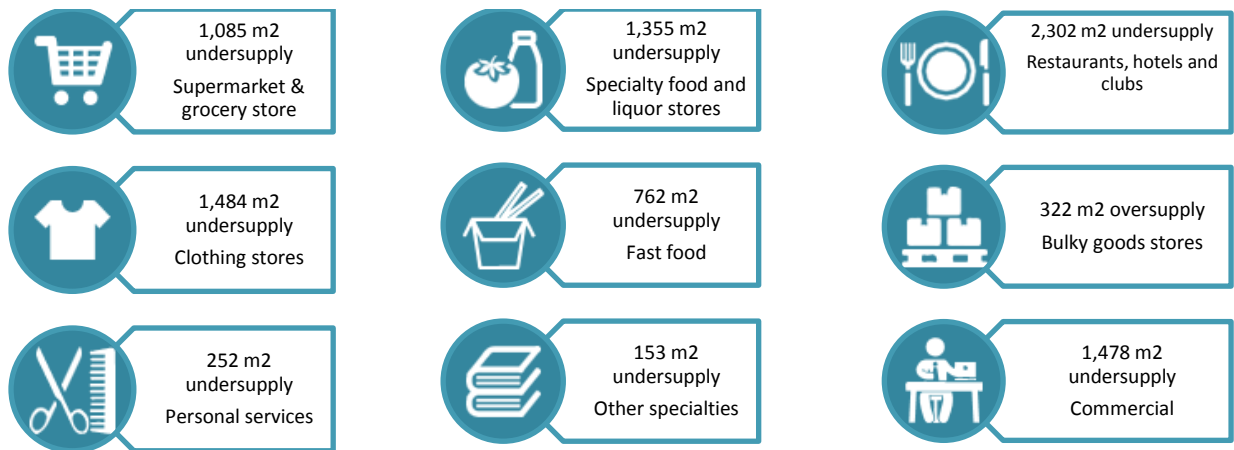


Figure 12: Projected over/undersupply Bangalow trade area by 2041

- The capacity analysis, as illustrated in Figure 13 below, removes constrained properties that have already been developed to their maximum potential, to provide a more precise estimate as to the actual supply in the centre. The figure highlights that there are 16 properties that have capacity to accommodate additional development (up to 10,494 sqm GFA). This would need to occur through a rationalisation and densification of land uses within the centre.
- Currently there is demand for 1,100 sqm of supermarket floor space provision, increasing to around 1,500 sqm by 2041. Bangalow village centre would be the appropriate location to accommodate this demand – this demand needs to be considered in the context of the existing supermarket and Bangalow farmers market as an additional point of food shopping.

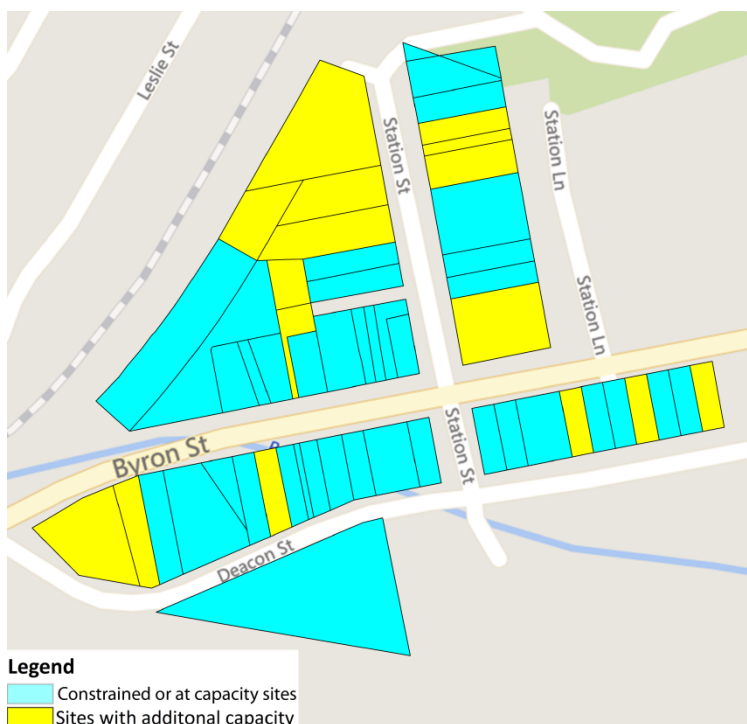


Figure 13: Bangalow capacity analysis

The Bangalow Village Plan has been prepared to assist Council in developing an adaptable framework for change for the village.

Actions planned for Bangalow



Consider landowner planning investigations for an additional small scale supermarket within the existing Bangalow village centre.

Byron Bay Trade Area

Byron Bay town centre, Sunrise Boulevard and West Byron new release business centre are within the same trade area due to their close proximity.

Note that this section only refers to these three parts of the Byron Bay trade area. The Arts and Industry Estate is considered separately, in Direction 2.

Byron Bay town centre

Future role and aspirations

The Byron Bay town centre will continue to play a primary role as the tourism, retail and entertainment hub of the Shire. Byron Bay's historical role as a 'Meeting Place' for all people is a key reason why the town centre is so unique. The Byron Bay Master Plan expresses a vision to connect the centre of Byron Bay with the spirit of its community.

Figure 14, immediately below, shows Byron Bay town centre's predominant floor space use based on the largest floor space use on a lot as at November 2017.



● Hotel – provides short term accommodation as well as entertainment and commercial services.

▬ Includes active commercial space at ground floor with residential above

Note: Figure categories the largest floor space use on a lot.

Figure 14: Byron Bay town centre predominant floor space use (at November 2017)

Strengths and opportunities. Byron Bay town centre has:

- a strong tourism sector and associated workforce
- anchor tenants such as Woolworths and Aldi
- a night time economy, including restaurant and cafés and pubs
- opportunity to create further capacity via planning controls
- longer term expansion opportunities on the periphery of centre, through mixed use outcomes (for example, the council car park).
- town centre bypassing underway to alleviate traffic flows.

Challenges. Byron Bay town centre faces:

- fragmented ownership
- limited vacant land for redevelopment
- being prone, in parts, to flood and bushfire, a high water table and acid sulphate soils
- traffic congestion, both within the town centre and on roads entering and exiting the town
- higher acquisition costs for redevelopment potential due to residential and accommodation in town centre
- high rents, reducing affordability for some smaller retailers.



Sunrise Boulevard

Future role and aspirations

Sunrise Boulevard provides a medium sized convenience retail centre. It is situated central to an established residential area and an industrial precinct with a history of making and experimenting, including an emerging live-work and share space precinct.

Figure 15, below, shows Sunrise Boulevard's predominant floor space use based on the largest floor space use on a lot (at November 2017).



Note: Figure categories the largest floor space use on a lot.

Figure 15: Sunrise Boulevard predominant floor space use (at November 2017)

Strengths and opportunities. Sunrise Boulevard has:

- a retail centre, anchored by a medium sized supermarket
- surrounding residential and employment catchment
- further commercial and live-work development to be released on the Habitat site
- the potential for the release of West Byron to further increase demand, with likely capacity for an additional supermarket in the future.

Challenges. Sunrise Boulevard faces:

- limited commercial and retail expansion opportunity on the shopping centre site
- peak time congestion on Bayshore Drive, particularly exiting through the industrial estate.

Demand and mix composite Byron Bay Trade Area

- Currently, the Byron Bay Trade Area (including Byron Bay Town Centre and Sunrise Boulevard) provides around 45,700 sqm of retail and commercial floor space. The trade catchment generates an estimated demand for around 50,750 sqm of floor space. As such, there is currently a slight undersupply of around 5,000 sqm across the trade area.
- Anticipated growth in the surrounding resident, worker and visitor population and expenditure, is likely to increase the undersupply to around 10,500 sqm by 2026, and to around 30,970 sqm by 2041, unless new supply becomes available. Figure 16, below, profiles the projected undersupply by service sectors.



Figure 16: Projected over/undersupply Byron Bay trade area by 2041

- The capacity analysis for the Byron Bay town centre, as illustrated in Figure 18 below, removes constrained properties that have already been developed to their maximum potential, to provide a more precise estimate as to the actual supply in the centre. The figure highlights that there are 29 properties that have capacity to accommodate additional development (up to 44,786 sqm gross floor area).
- An additional 0.5 to 1.34 hectares of land would be required by 2041 to accommodate demand.
- By 2031, the modelling suggests that there will be sufficient demand for an additional large supermarket of around 3,500 sqm. West Byron may be an appropriate location to accommodate this demand to assist in alleviating traffic pressures into the town centre. This demand needs to be considered in the context of the Byron Bay farmers market as an additional point of food shopping.



Figure 17: Byron Bay town centre capacity analysis

The *Byron Bay Town Centre Masterplan* (2016) has been prepared to assist Council in developing an adaptable framework for change within the town centre. Crucial to this process is prioritising town centre projects for the short and long term. Masterplan priorities that relate to this strategy are:

- Prepare the *Byron Bay Development Control Plan*
- Amend the *Byron Local Environment Plan (BLEP)*, including:
 - Land Use Plan amended to support the masterplan’s proposed land use arrangement
 - Height of Building Plan amended to support the masterplan’s proposed building heights
 - Floor Space Ratio (FSR) amended to either remove the need for FSR or to establish an FSR that supports the built form aspirations for the town centre.

Byron Bay Town Centre Masterplan identifies a potential expansion area for investigation as shown in Figure 17 above. It suggests business zoning suited to a creative precinct supporting local artists and businesses as well as living opportunities for local people.

Council resolved (**18-609, September 2018**) to amend BLEP Height of Buildings Map by extending the area that is subject to a maximum height (11.5 meters) to include two areas (see red bordered areas within Figure 17 above):

- bounded by Bay Lane to the north, Lawson Street to the south, Jonson Street to the west and Middleton Street to the east
- bounded by Kingsley Street to the north and Browning Street to the south, Jonson Street to the west and Middleton Lane and unnamed lane to the east.

Council resolved (**Res 18-777 22 November 2018**) to amend the Planning 5 Proposal for the Byron Bay CBD (26.2017.6.1) to maintain the maximum building height control for the southern end of Jonson Street at 9 metres, as currently mapped under Byron LEP 2014.

Council resolved (**Res 20-151 16 April 2020**) to put further consideration of the Byron Bay Town Centre Planning Proposal - Review of Planning Controls and 10 draft DCP 2014 Chapter E9 on hold to enable the establishment of a Design Panel and to allow for further consideration of applying SEPP 70 within the Byron Bay Town Centre.

Actions planned for Byron Bay trade area



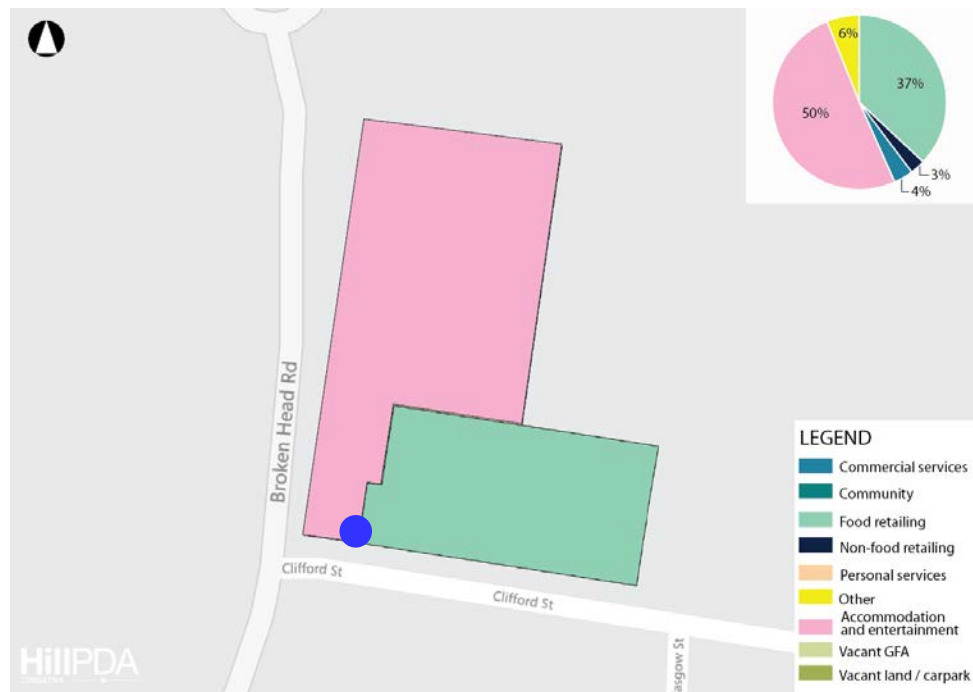
Consider landowner planning investigations for an additional small scale supermarket in the West Byron area supported by specialty retail and commercial uses, whilst retaining Byron Bay town centre as the higher order centre in the retail hierarchy.

Suffolk Park Trade Area

Future role and aspirations

Suffolk Park will continue to operate as a local convenience centre serving the local catchment.

Figure 18, below, shows Suffolk Park trade centre's existing predominant floor space use based on the largest floor space use on a lot (at November 2017).



● Hotel – provides short term accommodation as well as entertainment and commercial services.
Note: Figure categories the largest floor space use on a lot.

Figure 18: Suffolk Park predominant floor space use (as at November 2017)

Strengths and opportunities. Suffolk Park:

- fronts a main road connecting Byron and Ballina, providing exposure to passing traffic
- has a pub and SPAR supermarket, acting as anchors for centre
- has the potential to increase permissible floor space ratio to allow for development intensification, subject to feasibility

Challenges. Suffolk Park:

- is bushfire and flood prone, and has acid sulphate soil-affected land
- has limited opportunity for expansion without further rezoning
- experiences significant trade leakage towards Byron Bay town centre.

Demand and mix Suffolk Park trade area

- Currently, the Suffolk Park Trade Area provides around 1,275 sqm of retail and commercial floor space. The trade catchment generates an estimated demand for around 1,240 sqm of floor space. This implies that the centre is currently in equilibrium with demand however, by 2041, without any further development, there would be an undersupply of around 330 sqm.
- This demand is modest and could comprise three additional specialist shops of around 100 sqm each. The key undersupply is in on supermarket and grocery store demand of 478 sqm. Figure 19, below, profiles the projected undersupply by service sectors.
- The capacity analysis shows both sites as constrained and built to their current planning capacity.
- To accommodate the projected demand, an increase in planning controls, such as the floor space ratio from the current 0.5:1 to around 1:1 could be required to provide an incentive for redevelopment to accommodate additional floor space, when demand and market drivers are sufficient.

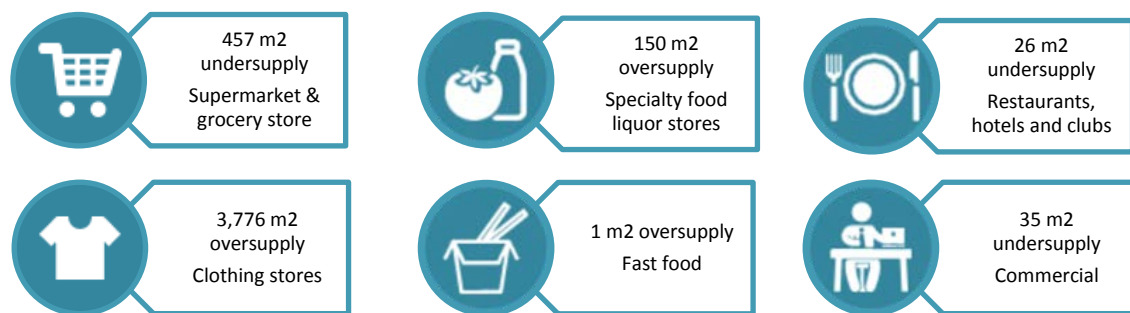


Figure 19: Projected over/undersupply Suffolk Park trade area by 2041

Actions planned for Suffolk Park



Undertake an urban design review to determine appropriate building heights and floor space ratios for the Suffolk Park neighbourhood centre with a view to supporting the viability of the business centre.

Mullumbimby Trade Area

Note that this section only refers to the Mullumbimby town centre. The Mullumbimby Industrial Estate is considered separately, in Direction 2.

Future role and aspirations

Mullumbimby acts as the core service centre for much of the Byron Shire. The Mullumbimby Masterplan (2019) notes that continuing to encourage this function and further develop opportunities for a socially, culturally, environmentally and economically sustainable town centre will be key to retaining vibrancy.

Figure 20 below shows Mullumbimby town centre’s predominant floor space use based on the largest floor space use on a lot (at November 2017).



- Hotel – providing a mix of temporary or short term accommodation as well as entertainment and commercial services.
- ┆ Includes active commercial space at ground floor with residential above

Note: Figure categories the largest floor space use on a lot.

Figure 20: Mullumbimby town centre’s predominant floor space use (at November 2017)

Strengths and opportunities. Mullumbimby has:

- anchor tenants in Woolworths and the Council Administration building

- the second largest retail and commercial centre within the Shire (with 10.1 hectares of business zoned land)
- possible opportunity to use the Mullumbimby surplus rail corridor lands for mixed use purposes
- opportunity to leverage infill residential growth as well as potential new release residential areas
- capacity for redevelopment and densification in parts of the centre as well as expansion of business centre zone boundary on the southern edge of Tincogan Street
- seen increased diversification and unique identity formation, with the emergence of cafes, boutique clothing and homewares stores
- a compact and walkable grid layout with relatively flat terrain.
- opportunities to improve the look, feel and functionality of laneways to integrate better with the main street.

Challenges. Mullumbimby:

- has fragmented ownership and limited vacant land for redevelopment
- is covered by heritage conservation regulation and has heritage items
- is partially flood prone and has acid sulphate soil-affected land
- achieved community consensus on the type and scale of development appropriate to strengthen and grow the centre
- is car focused, with resulting issues of traffic movement and parking.

Demand and mix Mullumbimby trade area

- Currently, Mullumbimby town centre provides around 31,600 sqm of retail and commercial floor space. The town centre catchment generates an estimated demand for around 25,435 sqm of floor space. This results in an existing oversupply of around 6,165 sqm of floor space in the centre.
- Anticipated growth in the surrounding resident, worker and visitor population and expenditure, is likely to convert this oversupply to an undersupply by 2026 (~3,000 sqm). However, this would revert back to an undersupply by 2041 (approximately 11,460 sqm) (excluding Council Chambers), unless new supply becomes available. Figure 21, below, profiles the projected 2041 undersupply by service sectors.

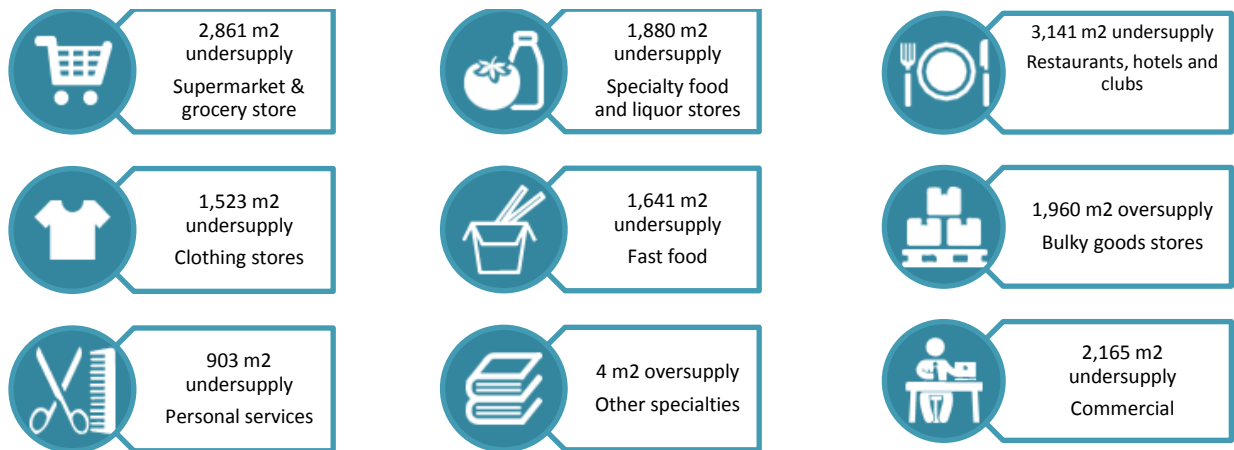


Figure 21: Projected over/undersupply Mullumbimby 2041

- The capacity analysis, as illustrated in Figure 22, below, removes constrained properties that have already been developed to their maximum potential, in order to provide a more precise estimate as to the actual supply in the centre. There are 33 properties that have capacity to accommodate additional development (up to 17,400 sqm gross floor area).
- An additional 0.4 to 1.4 hectares of land would be required by 2041 to accommodate demand. This could either be through an expansion of the centre to the north (between the existing business zone and Tincogan Street as shown on Figure 22 below) or a rationalisation and densification of land uses within the centre through alterations to planning controls (particularly along Dalley Street between Whian and Burringbar Streets, and near Woolworths).
- By 2028, the modelling suggests that there will be sufficient demand for a supermarket of around 1,500 sqm. Mullumbimby town centre would be the appropriate location to accommodate this demand. This demand needs to be considered in the context of the existing supermarkets and farmers market as additional sources of food shopping.



Figure 22: Mullumbimby capacity analysis

A Mullumbimby Masterplan has been prepared (2019) to assist council in developing an adaptable framework for change for the town centre.

Actions planned for Mullumbimby



- * Undertake an urban design review to determine appropriate building heights and floor space ratios for the Mullumbimby town centre, with a view to supporting the viability of the business centre.
- * Consider landowner planning investigations for an additional small scale supermarket in the Mullumbimby town centre.
- * Consider landowner planning investigations for an extension of the Mullumbimby town centre as identified on Figure 22 above, consistent with urban design principles.

Northern Trade Area

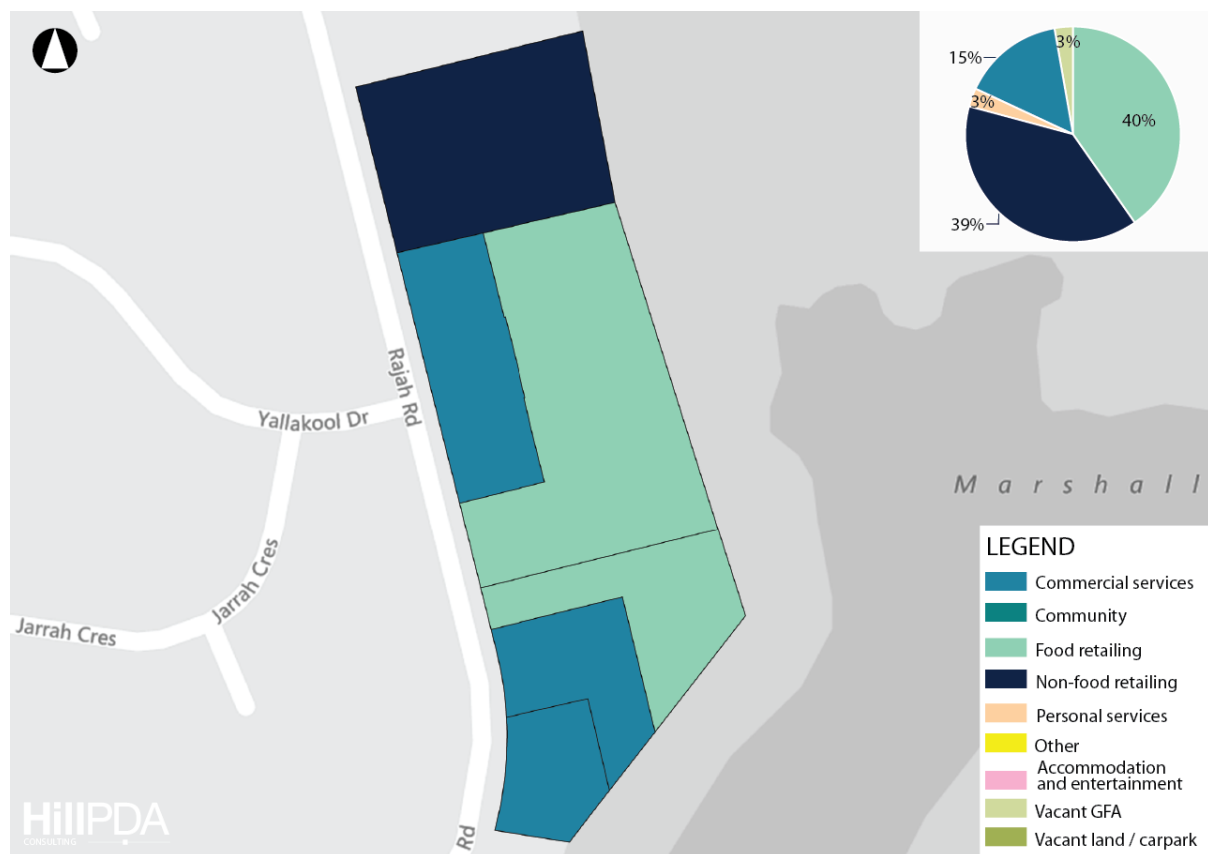
Ocean Shores, Billinudgel, Brunswick Heads and Bayside centres are within close proximity to each other and have overlapping trade areas. For this reason a single trade area for the centres has been applied, to project the demand for retail and commercial space.

Ocean Shores

Future role and aspirations

Ocean Shores centre should be encouraged to evolve into a town centre with a wider range of community services, meeting places and office space whilst continuing to operate as a retail and specialty use commercial centre catering for the local catchment.

Figure 23, below, shows Ocean Shores town centre's predominant floor space use based on the largest floor space use on a lot (at November 2017).



Note: Figure categories the largest floor space use on a lot.

Figure 23: Ocean Shores predominant floor space use (at November 2017)

Strengths and opportunities. Ocean Shores has:

- the potential to capitalise proximity to the adjacent National Parks land with opportunities for outdoor eating and other complementary uses to enhance resident/ visitor experience.
- anchor tenants of Target Country and Coles

- a growing residential catchment
- low vacancy rates and a good mix of uses to service the local catchment
- the opportunity to increase the intensity of development on site.

Challenges. Ocean Shores faces:

- limited expansion opportunities, with residential and environmental zonings land-locking the centre
- challenges with mobile phone connectivity
- multiple land ownership
- bushfire prone and acid sulphate soils affected land.

Billinudgel

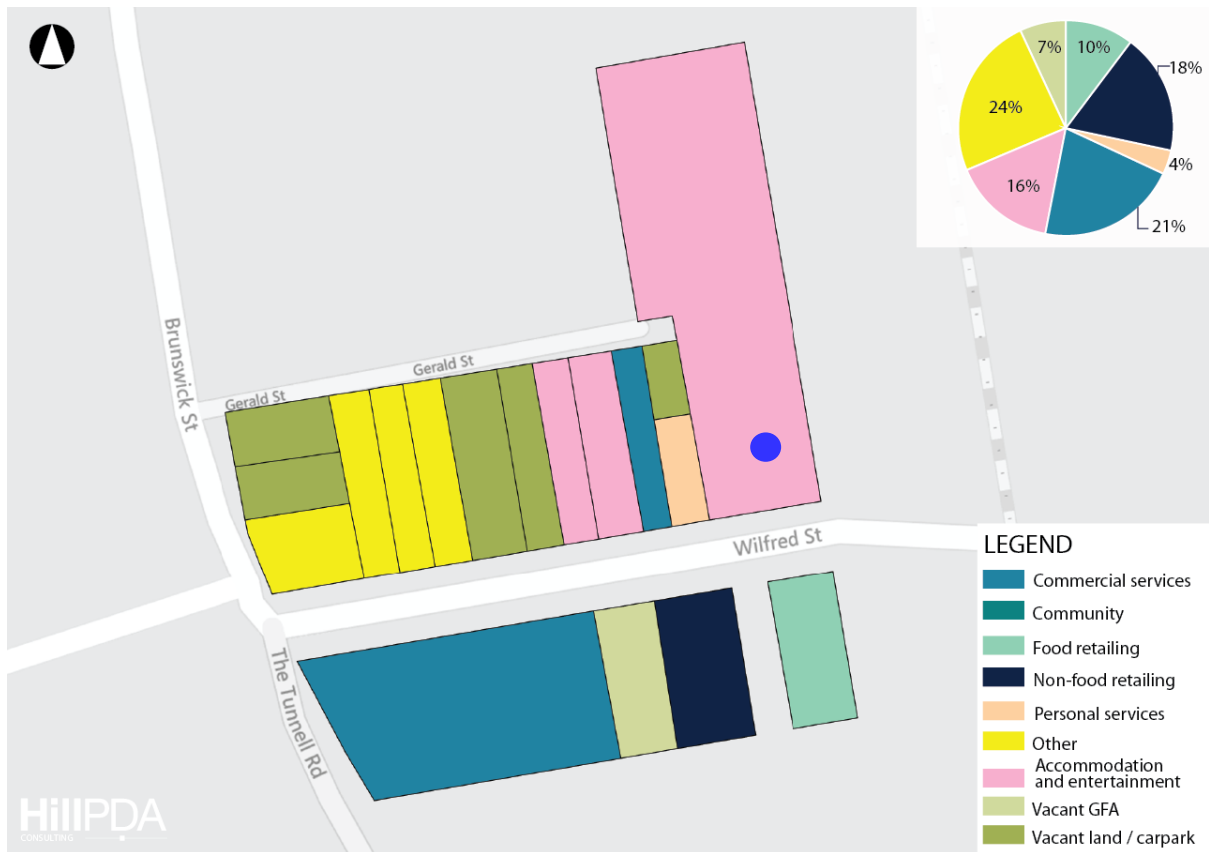
Future role and aspirations

Billinudgel will continue to support the adjacent industrial area and the western Ocean Shores residential area with day-to-day services. Positioned at the gateway to the Shire, the village is well placed to welcome visitors. The community recently adopted a Billinudgel Brand to leverage the Bundjalung meaning of the word - king parrot. This is being used for overall village branding as well as by businesses, the Pocket Public School and the wider community.

Below is an image of the Billinudgel brand (developed by a local designer).



Figure 24, shows Billinudgel centre's predominant floor space use based on the largest floor space use on a lot (at November 2017).



- Hotel – providing a mix of temporary or short term accommodation as well as entertainment and commercial services.

Note: Figure categories the largest floor space use on a lot.

Figure 24: Billinudgel village predominant floor space use (as at November 2017)

Strengths and opportunities. Billinudgel has:

- nearby employment catchments, supporting retail and personal service uses
- vacant land available for development in its centre
- established pedestrian and cyclist connection to residential areas.
- the opportunity to review floor space ratios to encourage further development (in a range between 0.75 - 1).

Challenges. Billinudgel experiences:

- a high vacancy rate (11.4%)
- limited residential trade catchment
- a minimum lot size (2000m²) restricts subdivision, along with low FSR
- flood prone and acid sulphate soil affected land.

Brunswick Heads

Future role and aspirations

Brunswick Heads will continue to operate as a low-key retail centre attracting locals and visitors drawn to the river and beachside amenity. ‘Simple Pleasures’ is the catch-cry of Brunswick Heads, promoting it as a small, unspoilt coastal, family friendly village offering quality mix of cafes, restaurants, specialty shops, accommodation and a variety of activities including community festivals and events.



To the left is an image of the Brunswick Heads destination marking brand.

Simple Pleasures.

Figure 25, immediately below, shows Brunswick Heads centre’s predominant floor space use based on the largest floor space use on a lot (at November 2017).



● Hotel – providing a mix of temporary or short term accommodation as well as entertainment and commercial services.

┆ Includes active commercial space at ground floor with residential above

Note: Figure categories the largest floor space use on a lot.

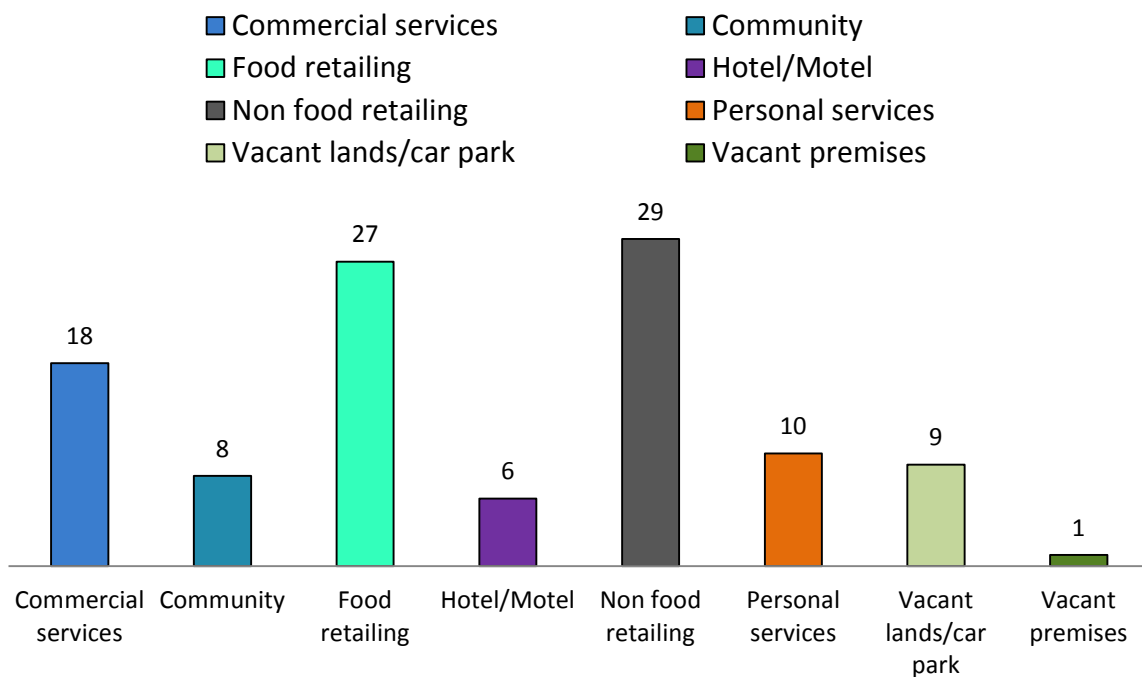
Figure 25: Brunswick Heads village centre’s predominant floor space use (at November 2017)

Strengths and opportunities. Brunswick Heads:

- has the potential to increase visitors and tourism by continuing to offer a balanced mix of appropriate businesses (see Figure 26 below shows the mix as at 2017)
- is well located, in close proximity to residential areas and natural assets such as open space, waterways and the beach
- the village centre could be consolidated into an identifiable core
- has the potential for growth as a lifestyle employment location, particularly in the B4 mixed use area along Tweed Street.

Challenges. Brunswick Heads has:

- limited passing trade and a highly-seasonal trade
- fragmented ownership.



Note: Excludes residential uses other than a hotel or motel

Figure 26: Brunswick Heads – business mix distribution

Bayside Brunswick Heads

Future role

A new neighbourhood centre to support the surrounding residential area.

Bayside Brunswick Heads neighbourhood centre zoned land, as shown in Figure 27 immediately below, is vacant.



Figure 27: Bayside Brunswick Heads centre capacity analysis

Strengths and opportunities. Bayside Brunswick Heads has:

- new and expanding residential catchment in close proximity
- close proximity to M1
- adjacent to a child care centre and park as shown on Figure 27.

Challenges. Bayside Brunswick Heads has:

- isolated, undeveloped parcel
- limited street presence
- A small existing surrounding population unlikely able to support a viable business centre without additional residential growth.

Demand and mix Northern Trade Area

- Currently, the Northern Trade Area provides around 25,385 sqm of retail and commercial floor space. The trade area generates an estimated demand for around 15,500 sqm of floor space. This results in an existing oversupply of around 9,900 sqm of floor space across the trade area.
- Anticipated growth in the surrounding resident, worker and visitor population and expenditure, is likely to reduce this oversupply to 2,475 sqm by 2041.
- Figure 28, immediately below, profiles the projected undersupply by service sectors.

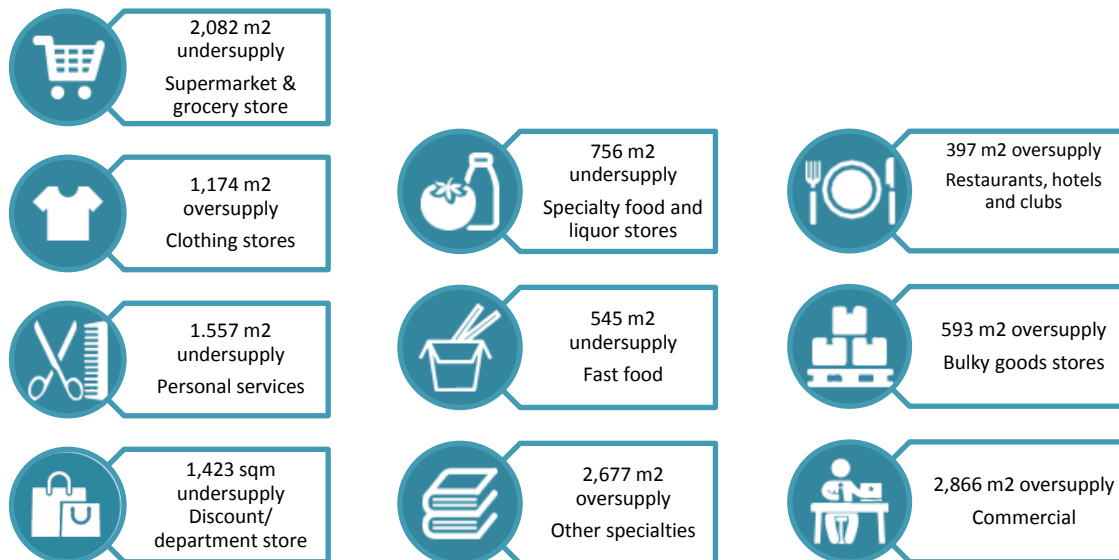


Figure 28: Projected over/undersupply Northern trade area by 2041

- Ocean Shores is the stronger of the centres with a lower vacancy rate. The two anchor tenants (Country Target and Coles supermarket) increase the attractiveness of the centre and provide passing trade for other specialty retail and commercial uses.
- Although there is an oversupply of floor space within the trade area, a constrained scenario for each centre has been undertaken. The constrained scenario identifies sites that have not been developed to their full capacity under the current planning controls and are not flood affected.
- Under the existing planning controls, Brunswick Heads has the capacity to accommodate an additional 5,611 sqm of gross floor area. The likelihood of this floor space absorbing demand would be dependent on capacity to increase the surrounding residential population to enhance the attractiveness of the centre for investment. The current planning controls limit redevelopment opportunity. The centre is dispersed, with the opportunity to consolidate retail and commercial uses in order to create a more concentrated and walkable catchment.
- Ocean Shores has capacity under the current planning controls to accommodate an additional 8,272 sqm gross floor area. The likelihood of redevelopment would be subject to the outcomes of a feasibility assessment to increase the density on site. There is limited expansion opportunity on surrounding land.
- Billinudgel is flood prone. Unless this can be addressed, there will be limited demand for additional growth. The *North Byron Floodplain Risk Management Study and Plan* is currently investigating this issue.
- Bayside centre's remaining vacant land may be attributable to delays in the development of the surrounding residential area.

Actions planned for the Northern Villages trade area



- * Undertake an urban design review to determine appropriate building heights and floor space ratios for the Brunswick Heads village centre with a view to supporting the viability of the centre and potential for live-work or co-working spaces.
- * Subject to the findings of Action 21 (a flood study), undertake an urban design review to determine appropriate building heights and floor space ratios for Billinudgel Village centre to support the viability of the centre.



Direction 1 Local planning actions

Actions planned for Bangalow

1. Consider landowner planning investigations for an additional small scale supermarket within the existing Bangalow village centre.

Actions planned for the Byron Bay trade area

2. Consider landowner planning investigations for an additional small scale supermarket in the West Byron area supported by specialty retail and commercial uses whilst retaining Byron Bay town centre as the higher order centre in the retail hierarchy.

Actions planned for Suffolk Park

3. Undertake an urban design review to determine appropriate building heights and floor space ratios for the Suffolk Park neighbourhood centre with a view to supporting the viability of the business centre.

Actions planned for Mullumbimby

4. Undertake an urban design review to determine appropriate building heights and floor space ratios for the Mullumbimby town centre with a view to supporting the viability of the business centre.
5. Consider landowner planning investigations for an extension of the Mullumbimby town centre as identified on Figure 22, consistent with urban design principles.
6. Consider landowner planning investigations for an additional small scale supermarket in the Mullumbimby town centre.

Actions planned for the Northern Villages trade area

7. Undertake an urban design review to determine appropriate building heights and floor space ratios for the Brunswick Heads village centre with a view to supporting the viability of the centre and potential live-work or co-working spaces.
8. Subject to the findings of Action 23 (flood study) undertake an urban design review to determine appropriate building heights and floor space ratios for Billinudgel village centre to support the viability of the centre.

DIRECTION 2: EXISTING INDUSTRIAL AREAS

Direction and context

The direction for existing industrial areas is:

Improve the use of existing industrial areas for industrial and urban services

Industrial areas are concentrated pockets of productivity, relating to land zoned as IN1 General Industry, IN2 Light Industry and B7 Business Park.

The areas covered in this Direction are:

- Byron Arts and Industry Estate
- West Byron (new release)
- Bangalow Industrial Estate
- Billinudgel Industrial Estate
- Mullumbimby Industrial Estate
- Ross and Coolamon Scenic Drive industrial areas

Innovation, technology, improvements in logistics (such as highway upgrades shortening journey times) and communications have opened up local markets to competition from outside the area, but also presented opportunities for businesses to compete in new markets, leading to new business models and differing land requirements.



Capacity within existing industrial areas

Byron Shire currently provides a total of around 72 hectares of land within its industrial areas as shown on Figure 29 below. Of this, around 24.4 hectares is undeveloped.

Analysis indicates 202,166 square metres of existing gross floor area with an estimated 7,741 square metres of vacant gross floor area within industrial areas (at 2017).

A constrained capacity analysis determined that a proportion of land already zoned but undeveloped did not meet the *Business and Industrial suitable land principles* identified under Direction 4 and may not be appropriate for redevelopment. More details of this assessment are contained in the Background Report.

A residual 12.9 hectares of vacant land remains available for industrial purposes as detailed by geography in Table 4 below.

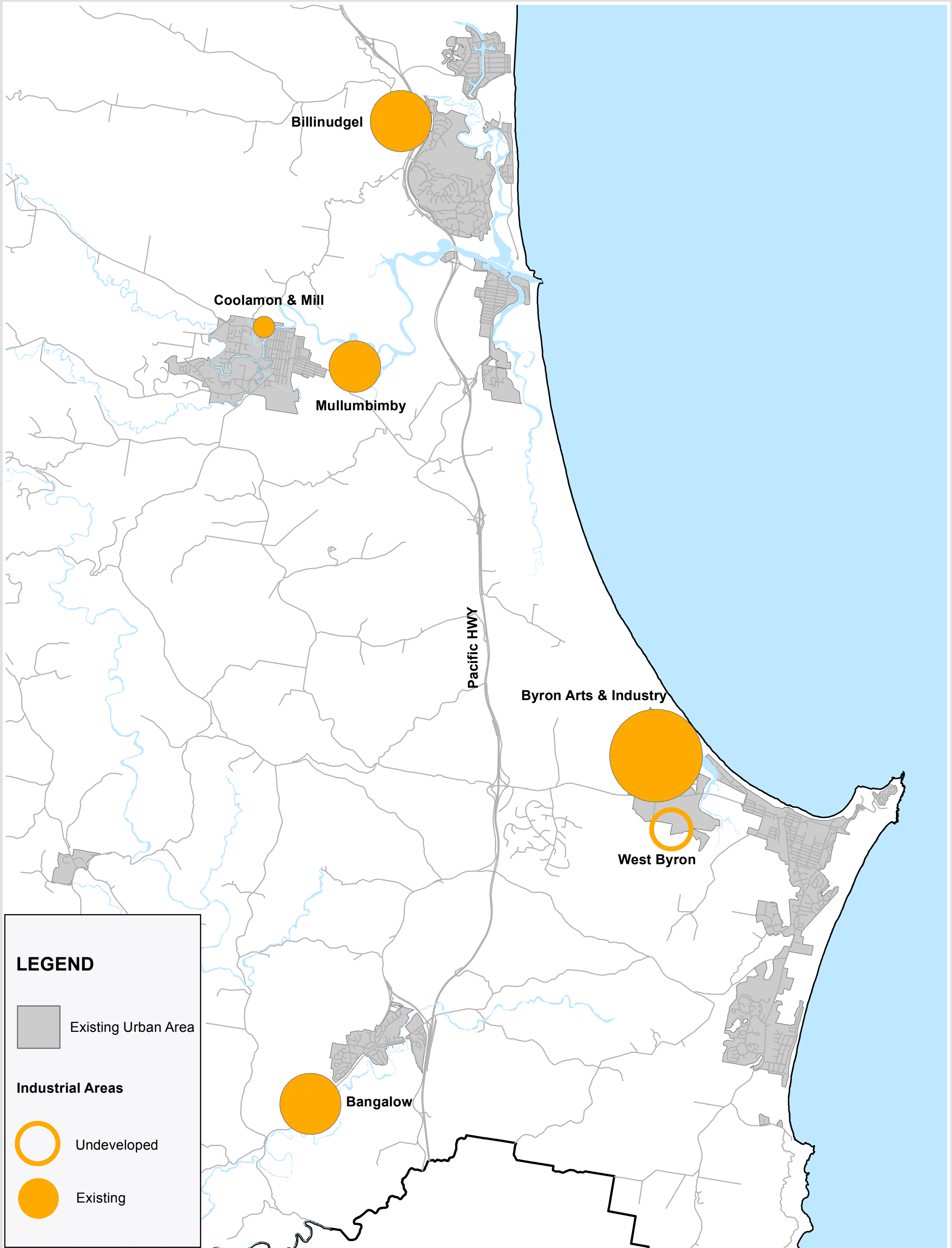
Table 4: Estimated residual vacant industrial zoned land

Industrial area	Residual vacant land (ha)	Proportion of overall zoned land (%)
Byron Arts and Industry Estate	2.9	7
West Byron (new release)	7.5	100
Bangalow Industrial Estate	-0.2	4
Billinudgel Industrial Estate	0.5	6
Mullumbimby Industrial Estate	1.8	17
Ross and Coolamon Scenic Drive Industrial areas	0	0

Approving appropriate development on this land will assist with meeting future demand, while maximising benefits from infrastructure investment. Protecting traditional industrial uses from the encroachment of retail and bulky good activities in industrial areas is essential to ensuring legitimate industrial uses are not 'pushed out' by increased land values or reduced site availability.

Each area is explored in turn, after Figure 29.

Figure 29: Existing industrial zoned areas



LEGEND

Existing Urban Area

Industrial Areas

Undeveloped

Existing

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.

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1:71,911 @ A3 size

Date: 21/10/2019



Byron Arts and Industry Estate

The Byron Arts & Industry Estate (BA&IE) as shown on Figure 30 below has evolved over the last decade or so from a local service estate to a busy area with an eclectic mix of businesses and residential uses. While this evolution has brought vitality to the place, it has also resulted in significant functional issues, not the least of which is traffic and access.

In response, Council and key stakeholders have prepared a Precinct Plan to provide a framework to address these issues as well as build a strong platform for the future of the BA&IE. The draft Precinct Plan (pending) expresses a vision that celebrates diversity and has stayed true to its rich history of making, testing and experimenting. The BA&IE has cemented its reputation as the birthplace of sustainable and globally relevant businesses, which actively nurture future generations of entrepreneurs. All sorts of people are drawn to the estate to live, work and play.



Note: Figure categories the largest floor space use on a lot.

Figure 30: Byron Arts and Industry Estate predominant floor space use (at November 2017)

Attributes of the Byron Arts & Industry Estate are:

- it is the largest industrial estate in Shire with over 140 industrial premises (not including individual strata allotments)
- it has good access, located on link road between Byron Bay Town Centre and Pacific Motorway with access to the Pacific Motorway in both directions.
- the intersections onto Ewingsdale Road are in the process of being upgraded
- the estate is comprised of some large council owned parcels and other large lots
- there have been strong increases in land value in recent years (41% increase) and rents have been driven by strong demand in line with changes in warehousing and distribution and online retailing as identified in drivers of change under Section 2

- significant clustering of commercial, retail and industrial businesses with a growing creative cluster in line with the changing workspace needs identified in drivers of change under Section 2
- additional capacity within vacant sites and opportunity to intensify development on existing sites to meet floor space ratio and height provisions

Challenges to be resolved include:

- Ewingsdale Road capacity
- traffic pinch-points within the estate to improve accessibility
- communication infrastructure.

West Byron release area

Located on the southern side of Ewingsdale Road, opposite the BA&IE, this undeveloped area contains 7.5 hectares of IN2 – Light industrial land as shown on Figure 31:



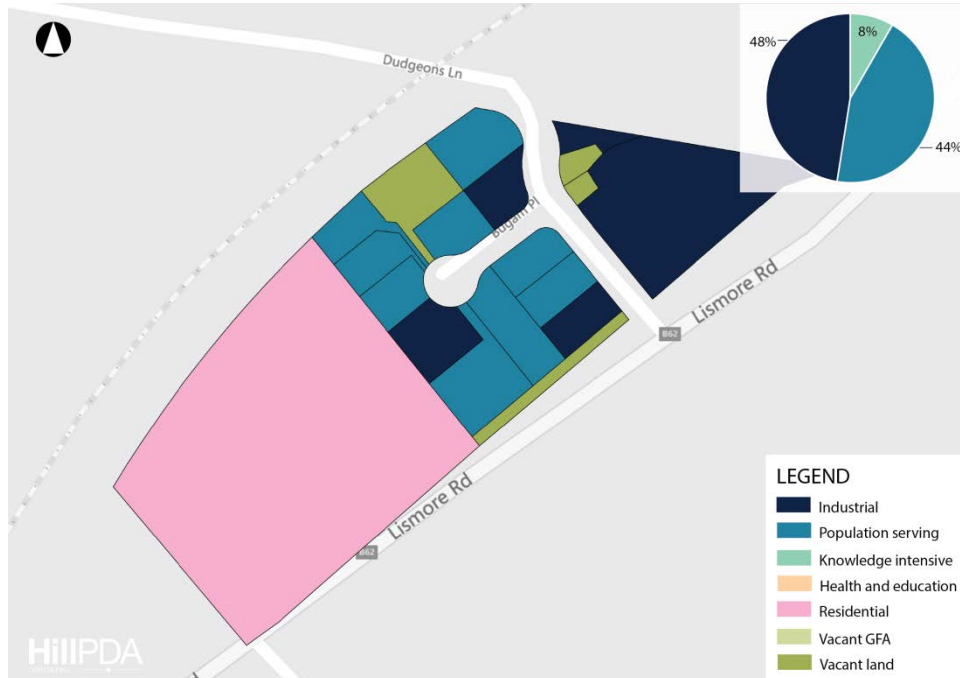
Figure 31: West Byron vacant industrial area

Attributes include:

- proximity to existing Byron Arts & Industry Estate, creating clustering benefits
- some large ownership parcels with a subdivision proposal lodged
- opportunity to design the layout of the area to mitigate any potential land use conflicts
- the site adjoins an industrial investigation area, part of Lot 181 DP 75695 creating further clustering opportunities (see Direction 3).

Bangalow industrial area

This small industrial estate, of 5.2 hectares, is located 2km to the south of Bangalow village centre and fronts Lismore Road. It has a strong diversity of uses including rural supplies, storage, warehousing and wholesale trade as shown on Figure 32 below.



Note: Figure categories the largest floor space use on a lot.

Figure 32: Bangalow industrial predominant floor space use (at November 2017)

Attributes include:

- good road access and close proximity to the Bangalow village centre
- adjoins an industrial investigation area, Lot 4 on DP 635505 creating further clustering opportunities (see Direction 3)
- suited to rural support services
- there is capacity available to widen roads to assist movement of large vehicles and provide parking
- new signage on the main road frontage would further promote the estate
- proximity to disused rail corridor
- mobile phone infrastructure could be improved.

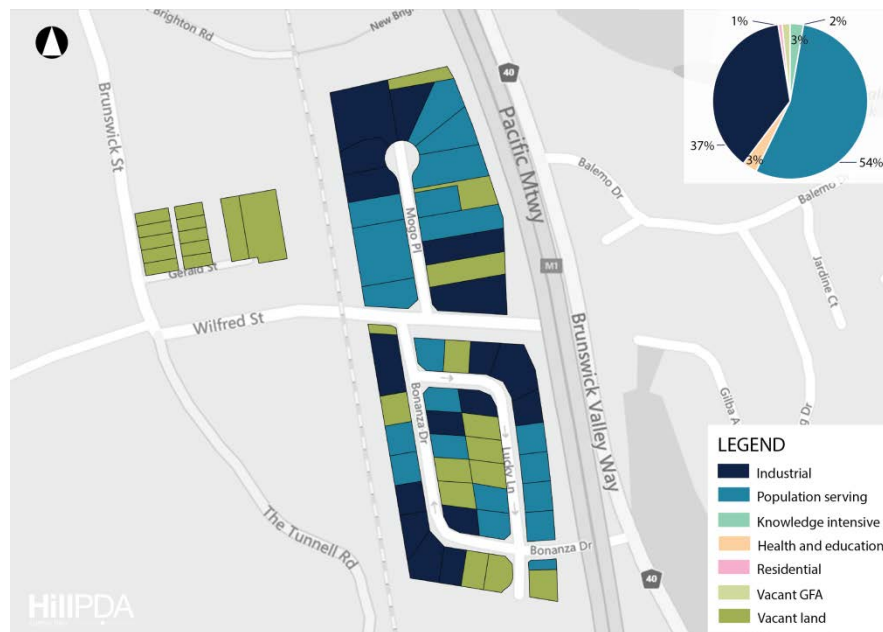
As shown on Figure 32 above, around 2.9 ha of zoned IN1 (general industry) at the western end of the estate has not progressed to use for industrial purposes and remains rural residential.

Council resolved (**Res 19 -281** June 2019): *'if a subdivision development application has not been lodged by 1 July 2022, Council commence a process to rezone the undeveloped IN1 zoned land to RU1 to enable agricultural use of land consistent with the important farmland designation under the North Coast Regional Plan'*

Billinudgel industrial area

The Billinudgel industrial area is a strong industrial and urban support service area of approximately 8 hectares located to the east of Billinudgel Village. It is off the Pacific Motorway and to the north west of Ocean Shores.

It has a strong diversity of uses including strong innovation, industrial and urban support services, as shown in Figure 33 immediately below.



Note: Figure categories the largest floor space use on a lot.

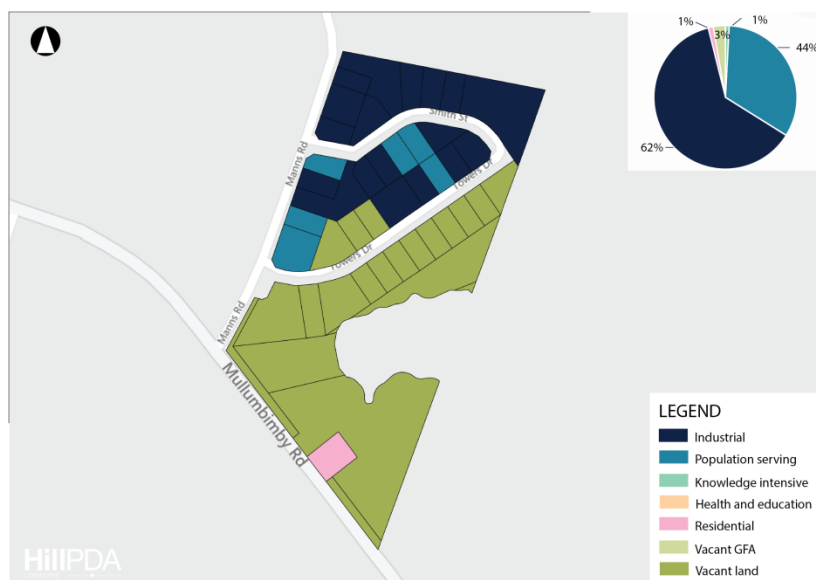
Figure 33: Billinudgel industrial predominant floor space use as at Nov 2017

Attributes include:

- direct north-bound ingress and egress to Pacific Motorway
- no direct M1 access south
- surrounding employment base with limited land use conflicts
- mobile phone infrastructure could be improved
- limited designated parking
- vacant land available
- implementing flood mitigations and reinstatement or repurpose of rail would increase the appeal and capacity of centre
- good pedestrian and road access.

Mullumbimby (Manns Road) industrial area

The Mullumbimby (Manns Road) industrial area is a sizeable and strong industrial and urban support service area of 10.7 hectares located east of Mullumbimby town centre fronting Mullumbimby Road as shown on Figure 34, below. It has a strong diversity of uses including strong innovation, industrial and urban support services.



Note: Figure categories the largest floor space use on a lot.

Figure 34: Mullumbimby industrial area predominant floor space use as at Nov 2017

Attributes include:

- strong take-up of recent subdivided land
- close proximity to Mullumbimby town centre
- surrounding land use conflicts are limited
- links with the proposed new on-road cycle lane on Mullumbimby Road between Manns Road and Gulgah North Pacific Highway interchange
- distance to Pacific Motorway is a constraint, however, connecting roads do not pass through residential neighbourhoods
- adjoins an industrial investigation area (part of Lot 67 DP 1226493) creating further clustering opportunities (see Direction 3)
- expansion opportunities are limited due to flooding and important farmland.

Ross industrial estate (Mill Street) and Coolamon Scenic Drive areas

The Ross estate is a small industrial estate, of just 0.6 hectares, located just to the north of Mullumbimby town centre. The Coolamon Scenic Drive industrial land is currently utilised as a state emergency service depot.



Note: Figure categories the largest floor space use on a lot.

Figure 35: Coolamon Scenic Drive (to left on map) and Ross industrial area (to right of map) predominant floor space use as at November 2017

Attributes include:

- Ross estate has limited expansion opportunity due to land zoning, flooding and the railway line
- access roads pass through residential areas
- opportunities to expand incubator / innovation hub uses if current uses transition off-site
- Ross estate has an opportunity to leverage off the strong heritage character of the area and attractive location adjacent to the river.



Direction 2 Local planning actions

9. Investigate measures to review and update a database of developed and vacant zoned industrial land that identifies:
 - i. areas of zoned, serviced but undeveloped land
 - ii. the availability of appropriate sites that minimise the need for amalgamation
 - iii. englobo land that is undeveloped, or has minimal development, largely unserviced and zoned to allow for subdivision into smaller parcels
 - iv. constrained land and consider rezoning, if not suitable for development.

10. Review the local planning framework for industrial areas to:
 - i. consider prohibiting uses that compete with legitimate industrial businesses and trade services - particularly in IN1 and IN2 zones
 - ii. to improve the ability for similar types of businesses to locate in proximity to each other
 - iii. support the implementation of the Byron Arts and Industry Estate precinct plan.

11. Proceed with Council resolution *Res 19-281 'should a subdivision development application have not been lodged for Lot 7 DP 626084 by 1 July 2022, Council commence a process to rezone the undeveloped IN1 zoned land to RU1 to enable agricultural use of land consistent with the important farmland designation under the North Coast Regional Plan.'*

DIRECTION 3: LONG TERM SUPPLY

Direction and context

The direction for long term supply is:

Secure a sustainable long term supply of suitable industrial lands

Forecasts indicate that the current supply of zoned industrial land is insufficient for the future. Timely delivery of additional land is contingent on the need being identified in advance. Commencing the process in advance of expected demand factors is necessary to accommodate a lead-in period, which includes rezoning, subdivision and development approval in addition to the land being serviced with key infrastructure.

Industrial land use planning takes place within a highly dynamic market and requires proximity to raw materials, major transport systems and workforce catchments. It is an increasingly complex process that must begin well in advance, often 20 years ahead of need. As a land use, industrial land is equal in importance to residential, commercial and open space.

Difficulties surrounding industrial land in the Byron Shire, which have been building for some time, include:

- an anticipated medium to long term shortfall of industrial lands
- limited scope to secure new land unconstrained by environmental issues, flooding, significant farmland, infrastructure delivery and highway access/upgrade issues
- increasing competition for business and industrial space
- land and premises prices rising significantly
- need for lands appropriate to support wellbeing and health sector, educational, cultural, historical, incubator and creative industries.

Three growth scenarios have been forecast based on population projections and trends in industry and floor space requirements.

- Scenario 1 - Low growth trend (based on the proportional growth experienced over the last 15 years) with - additional 7.1 to 10.7 hectares of land
- Scenario 2 - Medium growth trend (stable trend scenario which applies the 2016 employment proportions in each industry to the project increase in the working age population) - additional 14.6 to 22.0 hectares of land
- Scenario 3 - High growth trend (included to reflect the potential impact of increase investment and stimulation within the industrial market) - an additional 16.5 to 24.7 hectares of land.

Methodology and analysis of floor space projections are available in the Background Report.

Table 5 below shows two different floor space ratios and the resulting projected demand for additional land. The floor space audit (November 2017) confirmed a floor space ratio range between 0.31:1 and 5.1:1 with a combined floor space ratio across all areas of 0.45:1.

Table 5: Industrial land surplus/undersupply by growth scenarios

Scenario	Developable land (ha)	Projected demand (ha)		Surplus (+) / undersupply (-)	
		@ 0.4:1 floor space ratio (fsr)	@ 0.6:1 fsr	@ 0.4:1 fsr	@ 0.6:1 fsr
Scenario 1	11.9	10.7	7.1	1.2	4.8
Scenario 2	11.9	22.0	14.6	-10.1	-2.7
Scenario 3	11.9	24.7	16.5	-12.8	-4.6

In light of the above projected demand scenarios, a minimum additional eight to twelve hectares of land should be planned for industrial purposes.

To secure a sustainable long term supply of suitable industrial lands, investigation areas for new industrial and/or business park areas have been identified. Figure 36, below, shows the location of these areas. Each is marked with an 'Area' numerical reference in the strategy as follows:

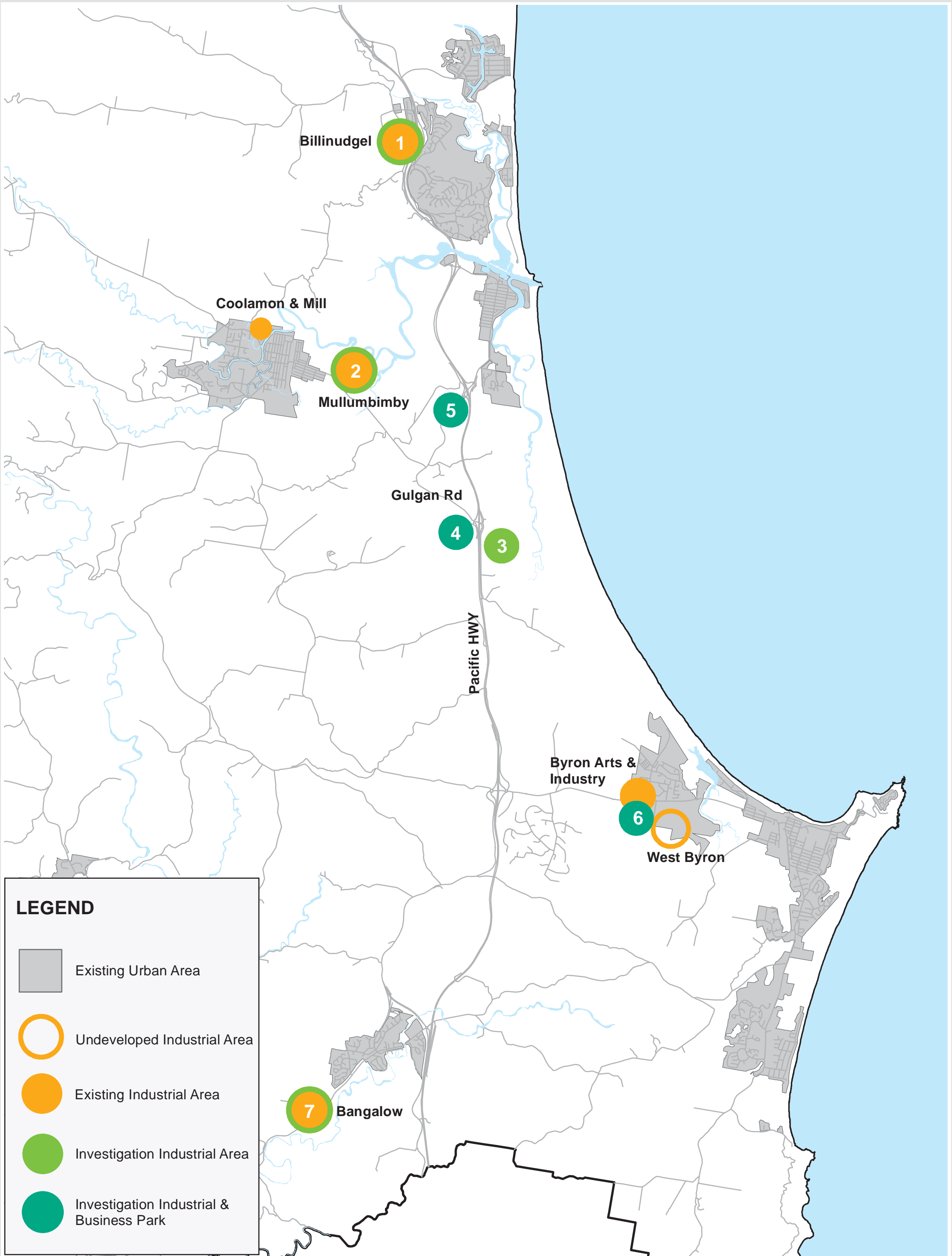
- Area 1 Billinudgel Industrial Estate minor expansion
- Area 2 Mullumbimby Industrial Estate expansion
- Area 3 Gulgan East industrial
- Area 4 Gulgan West industrial and business park
- Area 5 Gulgan North industrial and business park
- Area 6 Byron Bay West industrial and business park
- Area 7 Bangalow Industrial Estate eastern expansion

A workshop with various state agencies and Council representatives as well as input during public exhibitions of the draft strategy identified that there were strengths and issues associated with each area.

On the following pages, there is an image of each investigation area (highlighted by a blue border) and description of the area's strengths and key issues, as well as further investigations needed. The anticipated delivery timeframe for each, as identified in the tables, is explained as follows:

- **Short term** means anticipated to progress to a planning proposal for inclusion in a business and/or industrial zone within the next three years
- **Medium term** means anticipated to progress to a planning proposal for inclusion in a business and/or industrial zone within the following 3 to 5 years
- **Long term** means anticipated to progress to a planning proposal for inclusion in a business and/or industrial zone within the following 5-10 years.

Figure 36: Existing industrial and investigation industrial areas




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




Area 1: Billinudgel Industrial Estate minor expansion area

Area Number	1.
Description	Part of Lot 15 DP1236885
Image of investigation area	
Potential developable land¹.	2000m ²
Preferred role	Industrial urban service land (IN1)
Strengths/ advantages	<ul style="list-style-type: none"> • adjoins existing industrial estate • proximity to existing workforce • on existing public transport route • capacity to be connected to existing infrastructure and transport network.
Key issues and further investigations	<ul style="list-style-type: none"> • land containing HEV vegetation to be excluded and designated as Environmental Zone • flooding, stormwater drainage and land mapped as high hazard flood prone to be excluded • connection to existing infrastructure • possible extension of cul-de-sac head • investigations to ensure that any proposed development is consistent with relevant State and regional planning provisions this may include the management of areas of high environmental value, flooding and heritage/cultural significance.
Anticipated delivery timeframe	Short term

¹to ensure appropriately located and timely delivery of industrial land in the future, it is necessary to identify suitable investigation areas. The use of term 'developable land' in the tables is a composite of possible industrial site/building land as well as land that may be required for roads and other infrastructure services, landscaped buffers, open space and recreational needs. It also includes potentially additional unsuitable constrained lands yet to be identified through more detailed site investigations.

Area 2: Mullumbimby Industrial Estate expansion

Area Number	2.
Description	Part of Lot 67 DP 1226493
Image of investigation area	
Potential developable land¹(ha)	2.4 ha
Preferred role	Industrial urban service land (IN1)
Strengths/ advantages	<ul style="list-style-type: none"> • adjacent existing industrial area • good proximity to existing workforce • on existing public transport route • flat cleared site <p>links with the proposed new on-road cycle lane on Mullumbimby Road between Manns Road and Gulgann North Pacific Highway interchange</p>
Key issues and further investigations	<ul style="list-style-type: none"> • flooding • important farmland classification - requiring detailed assessment of agricultural capability and impact on surrounding land as part of any planning proposal consistent with <i>Environmental Planning and Assessment Act 1979</i> Section 9.1 Direction 5.3: Farmland of State & Regional Significance on the NSW Far North Coast • traffic flow implications for Manns Road and Mullumbimby Road and relationship to possible southern local connector • gateway to Mullumbimby town landscaping to enhance visual amenity • investigations to ensure that any proposed development is consistent with relevant State and regional planning provisions this may include the management of areas of high environmental value, flooding and heritage/cultural significance.
Anticipated delivery timeframe	Short term

Area 3: Gulgan East

Area Number	3.
Description	Lot 1 DP 1007259, Lot: 48 DP 881232, Lot: 2 DP1000361, Lot 49 DP 881232, Lot 1 DP 713023, Lot 9 DP 856832, Lot 6 DP836887, Lot 2 DP749851, Lot 8 DP 856832 and part of Lot 181 DP 755692
	Land includes existing wrecker's yard, service station, Roads and Maritime Service land and Council owned land encompassing the Tyagarah airfield.


Image of investigation area



Potential developable land¹(ha)	9 ha
Preferred role	General Industrial (IN1) to support industrial and urban services
Strengths/ advantages	<ul style="list-style-type: none"> • direct north and south-bound ingress and egress to Pacific Highway

	<ul style="list-style-type: none"> • incorporates government owned sites • proximity to existing public transport route • relatively flat and clear land (in some locations) • proximity to existing workforce • possible capacity to expand north onto the Bluesfest site in the long term future.
Key issues and further investigations	<ul style="list-style-type: none"> • land containing HEV vegetation to be excluded and designated as Environmental Zone • flooding and stormwater drainage • Aboriginal cultural heritage sensitivities • biodiversity and ecological sensitivities including prime koala habitat (verification by qualified and experienced ecologist) • distance from existing water and sewerage infrastructure and connection to existing infrastructure • alignment and intersection with Pacific Highway engineering constraints • landscaping to enhance visual amenity as it pertains to view lines from Gulgan Road and Pacific Highway
Anticipated delivery timeframe	Short - medium term

Area 4: Gulgan West

Area Number	4.
Description	Part of Lot 26 DP830652 Located to the west of the Pacific Highway off the southern Gulgan Road interchange
Image of investigation area	
	
Potential developable land¹: (ha)	10 ha
Preferred role	Industrial land (IN1) with agricultural ancillary development (i.e. food packaging, food production etc.)
Strengths/ advantages	<ul style="list-style-type: none"> • direct north and south-bound ingress and egress to Pacific Highway • on existing public transport route • disused rail corridor to the west that links to areas with an existing workforce • relatively flat and cleared area
Key issues and further investigations	<ul style="list-style-type: none"> • flooding and stormwater drainage • important farmland classification - requiring detailed assessment of agricultural capability and impact on surrounding land as part of any planning proposal consistent with <i>Environmental Planning and Assessment Act 1979</i> Section 9.1 Direction 5.3: Farmland of State & Regional Significance on the NSW Far North Coast • Aboriginal cultural heritage sensitivities • biodiversity and ecological sensitivities including prime koala habitat (verification by qualified and experienced ecologist) • land containing HEV vegetation to be excluded and designated as


	<p>Environmental Zone</p> <ul style="list-style-type: none"> • distance from existing water and sewerage infrastructure and connection to existing infrastructure • bushfire prone • traffic impacts and safe access point to Gulgan Road • long term capacity to link with the proposed new on-road cycle lane on Mullumbimby Road between Manns Road and Gulgan North Pacific Highway interchange • landscaping to enhance visual amenity as it pertains to view lines from Gulgan Road and Pacific Highway
Anticipated delivery timeframe	Medium to long term

Area 5: Gulgan North

Area Number	5.
Description	Part of Lot 2 DP 1159910 66 The Saddle Road, Brunswick Heads
Image of investigation area	


Potential developable land¹. (ha)	6.5 ha
Preferred role	<p>'A' proposes business park type development – buildings housing multiple small businesses</p> <p>'B' a traditional industrial estate, allowing larger footprints for warehouse style uses requiring truck manoeuvring.</p>
Strengths/ advantages	<ul style="list-style-type: none"> • under single ownership • proximity to direct north and south-bound ingress and egress to Pacific Highway • on existing public transport route • flood free and Area B relatively flat • proximity to workforce including expanding residential area of Bayshore Brunswick Heads with potential for 250 plus homes • links with the proposed new on-road cycle lane on Mullumbimby Road and Gulgan Road between Manns Road and Gulgan North Pacific Highway interchange
Key issues and further investigations	<ul style="list-style-type: none"> • community views • Aboriginal cultural heritage sensitivities - sites and a 100m buffer to a site (requested by Arakwal) to be excluded from a business or industrial zone • non-indigenous cultural sensitivities • biodiversity and ecological sensitivities including prime koala habitat (verification by qualified and experienced ecologist) • land containing HEV vegetation to be excluded and designated as Environmental Zone • distance from existing water and sewerage infrastructure and connection to existing infrastructure • important farmland classification - requiring detailed assessment of agricultural capability and impact on surrounding land as part of any planning proposal consistent with <i>Environmental Planning and Assessment Act 1979</i> Section 9.1 Direction 5.3: Farmland of State & Regional Significance on the NSW Far North Coast • bushfire prone • traffic impacts and safe access point to Gulgan Road • linkages to urban areas (workforce) using pedestrian/cycling pathways • landscaping to enhance visual amenity as it pertains to view lines from Gulgan Road and Pacific Highway • SEPP 55 assessment of dip site implications
Anticipated delivery timeframe	Medium term

Area 6: Byron Bay West

Area Number	6.
Description	Part Lot 181 in DP 755695 268 Ewingsdale Road
Image of investigation area	
	
Potential developable land¹. (ha)	7.0 ha
Preferred role	Industrial urban service land (IN1)
Strengths/ advantages	<ul style="list-style-type: none"> • adjacent to a zoned industrial area (West Byron) and across the road from the zoned Byron Arts and Industry Estate • on existing public transport route • site previously quasi-industrial as a chicken processing factory • single ownership • relatively flat and clear land (in some locations) • proximity to existing workforce
Key issues and further investigations	<ul style="list-style-type: none"> • flooding and stormwater drainage • Aboriginal cultural heritage sensitivities • ecological sensitivities including prime koala habitat • land containing HEV vegetation to be excluded and designated as

	<p>Environmental Zone</p> <ul style="list-style-type: none"> • acid sulphate soils • potential site contamination • bushfire prone • traffic impacts • infrastructure and services provision • impacts on the adjoining SEPP 14 wetlands of the proposed future industrial use of the site • gateway to Byron Bay and Ewingsdale Road frontage, landscaping to enhance visual amenity • investigations to ensure that any proposed development is consistent with relevant State and regional planning provisions this may include the management of areas of high environmental value, flooding and heritage/cultural significance.
<p>Key infrastructure note</p>	<ul style="list-style-type: none"> • a change of zoning has the potential to noticeably increase the volume of heavy vehicles along Ewingsdale Rd and increase turning movements at the Cavanbah Centre Roundabout – which would become the main entrance to the site with the current entrance being closed. A voluntary planning agreement (VPA) to upgrade the roundabout is required by the Gateway determination
<p>Anticipated delivery timeframe</p>	<p>Short term</p> <p>Noting that a planning proposal has been submitted with work on the Planning Proposal be put on hold until the adjacent development applications relating to West Byron, particularly the portion relating to industrial zoned land, have been determined.</p>

Area 7: Bangalow Industrial Estate expansion

Area Number 7.	
Description	Lot 4 DP 635505 150 Lismore Road, Bangalow
Image of investigation area	
Potential developable land¹ (ha)	1 ha
Preferred role	Consistent with the existing estate - Industrial urban service land (IN1)
Strengths/ advantages	<ul style="list-style-type: none"> • single ownership • adjoins and can be accessed from existing industrial area • relatively flat and cleared area • adjacent to disused railway corridor • minimal visual impact due to relatively flat topography and presence of existing industrial estate • multi directional access
Key issues and further investigations	<ul style="list-style-type: none"> • distance from Pacific Highway and access via Bangalow village • Aboriginal cultural heritage sensitivities • riparian buffer, flooding and stormwater drainage • important farmland classification - requiring detailed assessment of agricultural capability and impact on surrounding land as part of any planning proposal consistent with <i>Environmental Planning and Assessment Act 1979</i> Section 9.1 Direction 5.3: Farmland of State & Regional Significance on the NSW Far North Coast • traffic flow implications for Lismore Road • gateway to Bangalow landscaping to enhance visual amenity • investigations to ensure that any proposed development is consistent with relevant State and regional planning provisions this may include the management of areas of high environmental value, flooding and heritage/cultural significance.

**Anticipated
delivery
timeframe**

Medium term

There are a number of principles that will influence the suitability and design of this industrial land. These principles, contained under Direction 4, will be considered when evaluating development applications and planning proposals for new industrial areas and/or business park areas.



Direction 3 Local planning actions

12. Commence planning investigations for Area 3 - Gulgan East, and Area 4 - Gulgan West as identified in the Strategy for industrial and supporting business purposes as follows:
 - i. business case viability and modelling (including examination of the potential for food manufacturing anchor location)
 - ii. flood management
 - iii. infrastructure and access (road, rail and pedestrian/cycling) servicing
 - iv. environmental rehabilitation, enhancement and landscaping
 - v. cultural heritage and social impact assessment
 - vi. assessment to evaluate the potential impact of business park development on existing business centres for any proposal incorporating a business park
 - vii. consistent with *Business and industrial suitable land principles* under Direction 4.

Investigations to incorporate a structure and staging plan for new release areas.

13. Consider landowner planning investigations for possible new industrial areas as identified in the Strategy and listed as:
 - i. Area 1 Billinudgel southern minor expansion
 - ii. Area 2 Mullumbimby expansion
 - iii. Area 7 Bangalow industrial expansion

Investigations to address the *Business and industrial suitable land principles* under Direction 4, and to incorporate a structure and staging plan for new release areas.

14. Consider landowner planning investigations for possible new industrial and business park areas as identified in the Strategy and listed as:
 - i. Area 5 Gulgan North
 - ii. Area 6 Byron Bay West

Investigations to address the *Business and industrial suitable land principles* under Direction 4, an assessment to evaluate the potential impact of business park development on existing business centres for any proposal incorporating a business park and to incorporate a structure and staging plan for new release.

DIRECTION 4: INVESTMENT ENVIRONMENT

Direction and context

The direction relating to the investment environment is:

Promote an attractive investment environment with people-friendly industrial areas and business centres

Positioning the Byron Shire to attract investment, which will contribute to a sustainable enterprise base and build business, requires confidence in the market. Confidence can be assisted by creating high levels of amenity, delivering infrastructure where and when it is needed, and providing certainty and transparency in the development approval process.

New development has the potential to stimulate the economy, enhance the environment and transform quality of life. The design of business centres and industrial areas across our Shire affects function and identity of spaces and places. It is important to enhance character and improve functionality of business centres and industrial areas while still facilitating development and employment opportunity.

This strategy establishes business and industrial land suitability and design principles to:

- assess appropriate locations for future business, industrial and employment anchor activities
- deliver a supply of land that is appropriate to meeting future demand
- guide a planning framework that will be responsive to needs and market drivers
- maximise the benefits of Council's economic development strategy and infrastructure investment
- comply with the State Government provisions in the *Environmental Planning and Assessment Act 1997* which requires that 'local character' be considered at all levels of planning
- support place planning and sense of community.

Most industrial and business centres are planned to provide for a diverse range of activities. In certain situations, a specialised precinct is preferable to maximise the benefits of a key infrastructure anchor such as a hospital or a particular cluster of economic activity. In addition to the business and industrial suitable land and design principles, the criteria will be applied for 'employment anchor activities' identified as:

- Health services
- Knowledge and creative industries
- Co-operative businesses and innovation hubs.

The following will be considered when reviewing local planning framework documents and evaluating planning proposals and development.

Business and Industrial Suitable Land Principles

The principles set out below are intended to provide additional guidance on land that is suitable for business and industrial purposes in Byron Shire. Should an inconsistency between a relevant State and regional regulatory planning provisions and the principles arise, the investigations are to ensure that any proposed development is consistent with relevant State and regional planning provisions.

- 1. Appropriate location:** the land should be:
 - generally unencumbered by areas of high environmental and heritage values
 - safe from hazards such as a high flood or extreme bushfire risk,
 - slopes are not greater than 20%
 - able to have appropriate buffers to sensitive receivers (such as residential areas)
 - able to in relation to farmland of state or regional significance: by when preparing a planning proposal, establish the planning proposal is consistent with: (a) the North Coast Regional Plan 2036, or (b) Section 4 of the report titled Northern Rivers Farmland Protection Project - Final Recommendations, February 2005.

- 2. Supports a network of economic activity:** the land and subsequent development should have regard to:
 - economic efficiencies gained by co-location
 - the quantum of land or space available for rent / purchase on the market at any given time
 - affordability of industrial and business land from a sale or rent perspective
 - appropriateness of proposed zoning and planning controls to the needs of a given industry or business
 - the scale of sites and their suitability for the needs of a given industry or business (such as sufficient building floor space and layout, car parking and loading areas)

- 3. Effective communication infrastructure:** the land is connected or capable of being connected to quality and efficient internet access, mobile phone services and main line connections.

- 4. Access to essential services:** the land is connected, or capable of being cost effectively connected, in a logical sequence to water, sewer, wastewater and electricity.

- 5. Supports or creates a local workforce:** the land location is an attractive and safe working environment convenient to suitable housing for low to medium income households, opportunities for further education and up-skilling, and local services such as childcare, doctors and retail services used by workers.

- 6. Respectful:** the land's cultural value to the Bundjalung of Byron Bay Arakwal people, Widjabal people, Minjungbal people and the wider Bundjalung Nation is respected, recognised and safeguarded through the application of a Protocol framework for participatory working with the Aboriginal community as outlined in Appendix A.

Business and Industrial Land Design Principles

(As adapted from NSW State Government's 'Better placed' and Urban Design for Regional NSW design policy)

Business centres and industrial areas in our Shire are increasingly operating 24 hours / 7 days a week. Enabling and enhancing design that reflects the way our Shire's businesses operate is increasingly important. The approach to design and development of buildings, places and spaces of business centres and industrial estates should facilitate:

1. **Better value.** Enhance return on the investment to support diversity, vitality and a quality of use mix by:
 - a range of zones
 - diverse lot / tenancy size mix to broaden development options
 - enhanced scope in extended operating hours (day / night activity levels).
 - possible use of performance standard development assessment to allow for changing production and marketing methods particularly for activities and business that further Byron Shire's unique identity
2. **Better working.** Create interconnected and permeable centres to enable convenient and unhindered access that does not conflict with operation or centre amenity by:
 - sufficient road dimensions to facilitate heavy vehicle movement
 - public transport and active movement networks for employees and customers
 - car parking designed for multifunctional use, changing trends, customers and employees
 - sufficient service-ways, loading docks and bays, turning circles and turning areas
 - permeable and walkable business centres.
3. **Better performance.** Create **sustainable, adaptable and durable** places for positive environmental benefits and cost effective service delivery by:
 - incorporating green energy and water alternatives to complement or reduce demand on mains infrastructure service delivery
 - being capable of wear and tear, adjustment to new conditions or modified for a new purpose
 - embracing enduring design that avoids fads and reflects the unique characteristics of its location
 - being built to relate to local climate, to be able to withstand wear and pressure, and better equipped to be resilient to climate events.
4. **Better community.** Consider people and community by increasing economic activity and investor confidence so that it is a desirable place in which to work, invest and live by:
 - equitable and universal access
 - comfortable pedestrian realm
 - prioritise safety and reduced opportunities for crime

- respect for character, heritage and identity
- maintain and enhance the sense of community
- create active frontages in business centres
- create attractive and liveable business and industrial areas including open space and recreational activities
- incorporate landscaped buffers (planted with indigenous species, preferably those endemic to the area) along roadways to mitigate possible negative visual impacts of industrial development – particularly along the Pacific Highway and gateway roads to towns and villages.



Maintain and enhance the sense of community

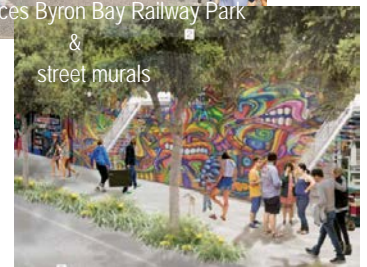
'Sense of community' is a feeling that a customer, businesses or employee has of 'belonging'. The vibe of our villages, town centres and industrial estates has been, and continues to be, created by those who work, visit, shop and live there. Many community members share an aim of handing on places to 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 business and industrial context:

Personal experiences: safe and inviting places, such outdoor areas and public spaces that fulfil multiple day-to-day functions and encourage people to become more physically active.



Inviting places Byron Bay Railway Park

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.



& street murals



Bangalow Fire Station Park mural

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 farmers and community markets, encouraging innovative approaches.



Almond Road

Byron Bay Alive Foods

Farmhouse Foods

Collaboration: such as individuals or businesses coming together in innovation hub or co-operative to promote the concept of sharing ideas and resources to increase competitiveness.

Health services anchor criteria

The Byron Ambulance Station and Central Hospital at Ewingsdale is a purpose-built health service anchor. The public hospital provides a range of acute and sub-acute inpatient services and receives more than 20,000 emergency department attendances each year.

Byron Central Hospital has been designed to provide integrated services for hospital patients and community health clients, as well as an enhanced working environment for doctors, nurses and other clinical staff.

Any development proposal in proximity to the hospital will be assessed against its consistency with the function of the hospital, its ability to value add to existing community and economic benefits of the hospital and its commercial viability. Areas adjoining the hospital precinct are to be utilised for allied hospital services, except where designated as having high ecological values or for public access and movement.

Allied uses could encompass premises offering:

- medical devices;
- precision medicine and regenerative medicine products and services
- medical specialist consulting rooms
- health care worker services, such as a child care facility
- health education, training and research
- residential facilities providing for resident needs to visit hospital for management of a chronic or acute health condition or to receive treatment for an injury. This may include a residential aged care facility, with either permanent or respite basis accommodation.



Byron Shire's population is aging, with a projected 23% of the population to be 65 years and over by 2036. Many older people need to visit a hospital for management of a chronic or acute health condition or to receive treatment for an injury. Many also require the support of a residential aged care facility, either permanently or on a respite basis. Hence, there is considerable movement of people between hospital and residential aged care facilities. As age increases, the likelihood of being discharged from hospital to permanent or respite residential aged care also increases.

The following design criteria will be considered when evaluating development around Byron Central Hospital:

- does not adversely impact on the future function or capacity of the hospital precinct
- spaces that are legible, interconnected and easy to get around with connectivity between allied uses
- low rise, easy to get about building layout, addressing and engage with the street
- foyers using natural ventilation, sub-tropical communal spaces with a high standard of amenity
- applies smart technologies to facilitate security and communications
- healthier buildings that integrate lift areas with utilisation of ramps, stairs and gardens rather than dark lobbies and anonymous lifts, more reliant on natural ventilation, solar access and thermal heating
- landscaping and public art complementing hospital themes

Knowledge and creative industry precinct criteria

Knowledge and creative industries encompass the generation of creative intellectual property that create value for customers. While creative industries are often micro businesses or small to medium sized enterprises that focus on local markets, they can develop into powerful economic clusters, helping to drive economic growth and development by exporting their intellectual property outside the Northern Rivers area, either nationally or internationally.

Uses encompass:

- music and performing arts
- film, television and radio
- advertising and marketing
- software development and interactive content
- writing, publishing and print media
- architecture, design and visual arts.

The following criteria will be considered when evaluating development of knowledge and creative industry precincts:

- if outside an established business centre or industrial area, a capability assessment provides information to allow Council to weigh up all of the social, economic and environmental impacts of the project including:
 - o could not be reasonably accommodated in an existing business and industrial zone
 - o the concept of clustering businesses is to gain competitive advantage
 - o the attributes of the land make it more suited to the intended creative industries
 - o the scale and establishment of the precinct in this location will not undermine the established role, function and viability of business centres and industrial estates
 - o economic impacts and vitality of the project, both positive and negative.
- each precinct contains a shared and accessible facility within the cluster, providing a focus and physical linkage amongst the activities that comprise the cluster
- the precinct should integrate with the whole neighbourhood in which it is situated
- precinct planning should be guided by local leaders in the industry sector and the broader community to build on local strengths and resources, with the aim of pursuing real market opportunities and tapping into the innovation potential as identified by credible industry partners
- if outside a business centre or industrial area, once established, the precinct's land use mix will be retained or formed around maintaining the economic, cultural, social, accessibility and/or environmental benefits that gave rise to the need to establish the precinct.

Co-working and innovation hubs criteria

Co-operative business and innovation hubs focus on developing innovative products, services and training in a specific area. One example would be a Food Innovation Park. Some encompass business incubators; organisations geared toward speeding up the growth and success of start-up and early-stage companies.

They focus on collaborative programs that help people solve problems associated with launching a start-up by providing a space to work, seed funding, mentoring, training and other benefits.

Hubs vary in their strategies. Some are located in an actual physical space (pop-up or long term) with the aim of fostering networking among entrepreneurs and their coaches. Others operate on a virtual basis.

In the consideration and development of physical space long-term hubs, regard will be given to:

- if outside an established business centre or industrial area, a capability assessment provides information to allow Council to weigh up all of the social, economic and environmental impacts of the project including the following:
 - o could not be reasonably accommodated in an existing business and industrial zone
 - o the concept of clustering businesses is to gain competitive advantage
 - o the attributes of the land make it more suited to the intended hub
 - o the scale and establishment of the precinct in this location will not undermine the established role, function and viability of business centres and industrial estates
 - o economic impacts and vitality of the project, both positive and negative.
- the ability to engage a wide range of participants, cutting across the boundaries of industries, professions, and cultures
- inclusion of dedicated spaces for students, researchers and industry to collaborate, share, learn and create
- well-situated to access market distribution.



The Brunswick Valley sustainability centre concept anchored on the Vallances Road sewerage treatment plan is an example of a co-working and innovation infrastructure hub that could not be reasonably accommodated in an existing business and industrial zone.



Direction 4 Local planning actions

15. Amend the Byron LEP 2014 - B7 Business Park Zone objectives to extend consideration to the retail function of Mullumbimby town centre and Brunswick Heads village centre.
16. Prepare a precinct plan for land around the Byron Central Hospital to inform the preparation and assessment of individual development proposals and ensure the long-term functionality of this key service precinct in the Byron Shire.
17. Update development control provisions to incorporate:
 - i. business and industrial land suitability principles
 - ii. business and industrial design principles
 - iii. health services anchor criteria
 - iv. knowledge and creative industry precinct criteria
 - v. co-working and innovation hubs criteriawith an intent for the principles and criteria to be applied when:
 - reviewing planning framework provisions (such as LEP and DCP) for business, industrial land use, employment anchor activities and associated infrastructure.
 - assessing appropriate locations for new or expanded business, industrial and employment anchor activities areas as identified in this strategy
 - assessing development applications within proximity of the Byron Ambulance Station and Central Hospital
 - assessing development applications for business, industrial and employment anchor activities.
18. Update development control provisions to require:
 - i. landscaped buffers along roadways to mitigate possible negative visual impacts of industrial development. Particularly along highway frontages and gateway roads to towns and villages
 - ii. the design of development and infrastructure in business centre and industrial areas to be consistent with the Disability Inclusion Action Plan.
19. Investigate the implementation of active frontage planning provisions for Brunswick Heads, Mullumbimby and Ocean Shores business centres to enable mixed use development and to promote uses that attract pedestrian traffic along certain ground floor street frontages to enhance public security, passive surveillance and encourage pedestrian activity.
20. Work with the Bundjalung of Byron Bay (Arakwal) people to respect, recognise and safeguard culture through establishment and application of a Protocol framework for participatory working with the Aboriginal community (as outlined in Appendix A) including for:
 - i. assessing appropriate locations for future business, industrial and employment anchor activities
 - ii. reviewing the planning framework provisions for business and industrial land use and infrastructure.

DIRECTION 5: IMPROVEMENTS

Direction and context

The fifth direction is:

Improve infrastructure in business centres and industrial areas

Industrial and business lands within Byron Shire must be serviced by adequate infrastructure to attract and maintain businesses within our Shire. Infrastructure ranges from essential services to communication, access and support services (such as child care facilities).

Improvements in infrastructure will strengthen the Shire's capacity to retain existing businesses and attract new business to the area.

Functioning and resilient infrastructure is the foundation of a successful community. Investment in innovation around infrastructure delivery is a crucial driver of economic growth and development. To meet future challenges, our industries and infrastructure will need to be upgraded and industries encouraged to retrofit to make them sustainable, with increased resource-use efficiency and greater adoption of clean and environmentally sound technologies and industrial processes.

Drawing on the *Northern Rivers Regional Economic Development Strategy 2018 – 2022*, the following identifies a number of current risks and trends to business and industry infrastructure delivery:

- **Movement of goods and service.** The road system is under increasing pressure with more people choosing to live, work and visit our Shire. The Pacific Highway serves as the principal source of connectivity to major metropolitan markets and gateways. A number of the new industrial areas link with the highway and will necessitate interchange upgrades.
- **Communications.** Unreliable or limited digital coverage, capacity and reliability across the region impede the adoption of technology and hamper the development of emerging professional services industries.
- **Energy.** High cost and limited reliability of energy constrains the development of manufacturing activities.
- **Waste.** Recent disruptions in global recycling markets have highlighted and exacerbated underlying fragilities in the recycling sector, signalling a need to work together with North East Waste and the seven Northern Rivers Councils to monitor and, where necessary, enhance capacity for local recycling.
- **Water.** While existing water sources can comfortably meet demand in the short to medium term, over the next 50 years, changes to climate and rainfall patterns are expected to reduce the reliability of rainfall for the region. At the same time, water use is forecast to increase as population grows. It is essential to plan for our Shire and region's longer term needs.
- **Stormwater and flooding mitigation.** Floodplains are dynamic environments and a resource of immense value, with rich natural environments supporting a large biodiversity. Floods are a naturally occurring event in our Shire and there are businesses on the floodplain in all of our town and villages. Flood mitigation and

stormwater management need to balance the value of this asset with the protection of life and property.

- **Housing.** Not often viewed as infrastructure, our Shire has seen a decline in workforce self-sufficiency as the proportion of local workers who also live in the Shire has reduced by 3.9% to 73.9% between 2011 and 2016. 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.



Projects leading innovative infrastructure delivery:

- * Council's 5-megawatt solar farm next to the Resource Recovery Centre at Myocum on Dingo Lane will generate enough electricity to offset Council's power usage and send additional renewable power to put back in to the grid.
- * Brunswick Valley sustainability centre, Vallances Road, Mullumbimby is a community driven project intended to develop the site for sustainable eco-pursuits, renewable energy technologies and innovative environmental processes.



Direction 5 Local planning actions

21. Plan for infrastructure delivery to existing and new industrial areas identified in Figure 34 including water, sewer and road upgrades that promotes innovative sustainable and resilient infrastructure technologies.
22. Work with Transport for NSW and Property NSW on investigation for repurposing lands adjacent to the rail corridor within industrial areas and business centres to better utilise these areas whilst maintaining options for the reactivating of the railway line for movement of people and goods.
23. Investigate the implementation of flood mitigation and resilience measures to support businesses in Billinudgel Village and Industrial area.
24. Review infrastructure facility, contributions and delivery requirements for business and industrial areas to provide a regulatory environment that promotes climate change resilient infrastructure by reducing demands and being able to withstand, respond to and recover rapidly from disruptions caused by these climate conditions.
25. Support the *Northern Rivers Regional Economic Development Strategy* early stage actions to:
 - i. develop a region-wide digital black spots map and identify rectification projects
 - ii. identify key localised congestion issues affecting regional transport and logistics routes and develop business cases for improvements
 - iii. work closely with RDA Northern Rivers and industry co-ops and associations to identify common use infrastructure investment and land use opportunities
 - iv. investigate a regional renewable energy initiative.
26. Support the Rous County Council's *The Future Water Strategy* actions to ensure future water security by:
 - i. maximising water efficiency through demand management and conservation.
 - ii. investigating the suitability of water re-use as an additional new water source.

SECTION 4: MAKING IT HAPPEN

Council has a number of tools for implementing a local growth management strategy such as this Business and Industrial Lands Strategy. Council can:

- implement zoning changes and lot size provisions in the *Byron Local Environmental Plan (BLEP)*
- revise standards and guidelines for the design, layout, appearance of buildings, and developments in the *Development Control Plan (DCP)*
- support roles of centres for local areas through the *DCP* and place planning
- 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.

This 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, principles and criteria contained in the strategy. The Summary Action Plan table, below, provides an action plan together with measures. The timing of actions will be subject to consideration at as part of the annual budget process and allocation of both capital and operational resources. Indicative timings in the following table are defined as follows:

- **Short term** means a budget bid will be considered in the Operational Plan within the next three years
- **Medium term** means a budget bid would be considered within the following 3 to 5 years
- **Long term** means a budget bid or landowner initiated development would be considered within the following 5 - 10 years



Place Plans are being developed with Guidance Groups and the broader community. They shape the future of our towns and villages by concentrating on the look and feel of places, their form and character, rather than only focusing on conventional categories of land use. They set a vision and a series of actions that recognises that existing local character can be reflected and strengthened in planning for the future.

In reading the actions under this strategy, it is important to note that these actions are in addition to those already captured by place plans. The reader is encouraged to refer to the following documents:

- *Byron Bay Town Centre Masterplan (2016)*
- *Bangalow Village Plan (2019)*
- *Mullumbimby Masterplan (2019)*
- *Byron Arts and Industry Estate Precinct Plan (pending draft 2019)*

Summary Action Plan

These actions are a summary of all those already listed within this strategy

Action No.	Action	Measure	Indicative timing • Short term • Medium term • Long term
Direction 1: Enable business centres to retain an individual identity and fulfil their full potential.			
1.	Consider landowner planning investigations for an additional small scale supermarket within the existing Bangalow village centre.	Review of any planning proposal or development undertaken and recommendation reported to Council	Long term anticipated need for floor space around 2041
2.	Consider landowner planning investigations for an additional small scale supermarket in the West Byron area supported by specialty retail and commercial uses whilst retaining Byron Bay town centre as the higher order centre in the retail hierarchy.	Assessment of any planning proposal or development application undertaken and recommendation reported to Council	Long term anticipated need for floor space around 2031
3.	Undertake an urban design review to determine appropriate building heights and floor space ratios for the Suffolk Park neighbourhood centre to with a view to supporting the viability of the business centre.	Review undertaken and recommendation reported to Council	Long term anticipated need for floor space around 2041
4.	Undertake an urban design review to determine appropriate building heights and floor space ratios for the Mullumbimby town centre to with a view to supporting the viability of the business centre.	Review undertaken and recommendation reported to Council	Long term
5.	Consider landowner planning investigations for an	Assessment of any planning proposal or development	Medium term

Action No.	Action	Measure	Indicative timing • Short term • Medium term • Long term
	extension of the Mullumbimby town centre as identified on Figure 22, consistent with urban design principles.	application undertaken and recommendation reported to Council	
6.	Consider landowner planning investigations for an additional small scale supermarket in the Mullumbimby town centre.	Assessment of any planning proposal or development application undertaken and recommendation reported to Council	Medium term anticipated need for floor space around 2028
7.	Undertake an urban design review to determine appropriate building heights and floor space ratios for the Brunswick Heads village centre with a view to supporting the viability of the business centre and potential live-work or co-working spaces.	Review undertaken and recommendation reported to Council	Long term
8.	Subject to the findings of Action 23 (flood study) undertake an urban design review to determine appropriate building heights and floor space ratios for Billinudgel village centre with a view to supporting the viability of the centre.	Review undertaken and recommendation reported to Council	Long term
Direction 2: Improve the utilisation of existing industrial areas for industrial and urban service uses			
9.	Investigate measures to review and update a database of developed and vacant zoned industrial land that identifies: <ul style="list-style-type: none"> i. areas of zoned, serviced but undeveloped land ii. the availability of appropriate sites that minimise the 	Investigation into scope for a geocortex database and program for review with recommendations reported to Executive team	Short term

Action No.	Action	Measure	Indicative timing • Short term • Medium term • Long term
	<ul style="list-style-type: none"> iii. need for amalgamation englobo land that is undeveloped, or has minimal development, largely unserviced and zoned to allow for subdivision into smaller parcels iv. constrained land and consider rezoning, if not suitable for development. 		
10.	<p>Review the local planning framework for industrial areas to:</p> <ul style="list-style-type: none"> i. consider prohibiting uses that compete with legitimate industrial businesses and trade services - particularly in IN1 and IN2 zones ii. to improve the ability for similar types of businesses to locate in proximity to each other iii. support the implementation of the Byron Arts and Industry Estate Precinct Plan. 	<p>Review may be undertaken on an industrial area by area basis.</p> <p>Review/s undertaken and recommendation reported to Council.</p>	Short – medium term
11.	<p>Proceed with Council Resolution Res 19-281 <i>'should a subdivision development application have not been lodged for Lot7 DP 626084 by 1 July 2022, Council commence a process to rezone the undeveloped IN1 zoned land to RU1 to enable agricultural use of land consistent with the important farmland designation under the North Coast Regional Plan.'</i></p> <p>(Actioned under Res19-281)</p>	Implementation is dependent on actions of the land owner	Medium term, if necessary

Action No.	Action	Measure	Indicative timing • Short term • Medium term • Long term
Direction 3: Secure a sustainable long term supply of suitable industrial lands			
12.	<p>Commence planning investigations for Area 3 – Gulgan East and Area 4 – Gulgan West, as identified in the strategy, for industrial and supporting business purposes as follows:</p> <ul style="list-style-type: none"> i. business case viability and modelling (including examination of the potential for food manufacturing anchor location) ii. flood management iii. infrastructure and access (road, rail and pedestrian/cycling) servicing iv. environmental rehabilitation, enhancement and landscaping v. cultural heritage and social impact assessment vi. an assessment to evaluate the potential impact of business park development on existing business centres for any proposal incorporating a business park vii. consistent with <i>Business and industrial suitable land principles</i> under Direction 4. <p>Investigations to incorporate a structure and staging plan for new release areas.</p> <p>(Partial budget allocation under Res 18-262)</p>	Investigation undertaken and recommendation reported to Council.	Short – medium term

Action No.	Action	Measure	Indicative timing • Short term • Medium term • Long term
13.	<p>Consider landowner planning investigations for possible new industrial areas as identified in the strategy and listed as:</p> <ul style="list-style-type: none"> i. Area 1 Billinudgel southern minor expansion ii. Area 2 Mullumbimby expansion iii. Area 7 Bangalow industrial expansion <p>Investigations to address the <i>Business and industrial suitable land principles</i> under Direction 4, and to incorporate a structure and staging plan for new release areas.</p>	<p>Assessment of any planning proposal or development application undertaken and recommendation reported to Council</p>	<p>Short – medium term</p>
14.	<p>Consider landowner planning investigations for possible new industrial and business park areas as identified in the strategy and listed as:</p> <ul style="list-style-type: none"> i. Area 5 Gulgan North ii. Area 2 Byron Bay West <p>Investigations to address the <i>Business and industrial suitable land principles</i> under Direction 4, an assessment to evaluate the potential impact of business park development on existing business centres for any proposal incorporating a business park and to incorporate a structure and staging plan for new release areas.</p>	<p>Assessment of any planning proposal or development application undertaken and recommendation reported to Council</p>	<p>Short – medium term</p>
Direction 4: Promote an attractive investment environment with people-friendly industrial areas and business centres			
15.	Amend the Byron LEP 2014 - B7 Business Park Zone	Updates incorporated in the LEP	Short term

Action No.	Action	Measure	Indicative timing • Short term • Medium term • Long term
	objectives to extend consideration to the retail function of Mullumbimby town centre and Brunswick Heads village centre.		
16.	Prepare a precinct plan for land around the Byron Central Hospital to inform the preparation and assessment of individual development proposals and ensure the long-term functionality of this key service precinct in the Byron Shire.	Project scope reported to Council for approval	Medium term
17.	<p>Update development control provisions to incorporate:</p> <ul style="list-style-type: none"> i. business and industrial land suitability principles ii. business and industrial design principles iii. health services anchor criteria iv. knowledge and creative industry precinct criteria v. co-working and innovation hubs criteria <p>with an intent for the principles and criteria to be applied when:</p> <ul style="list-style-type: none"> • reviewing planning framework provisions (such as LEP and DCP) for business, industrial land use, employment anchor activities and associated infrastructure • assessing appropriate locations for new or expanded business, industrial and employment anchor activities areas as identified in this strategy • assessing development applications within 	Updates incorporated in the DCP	Short term

Action No.	Action	Measure	Indicative timing • Short term • Medium term • Long term
	<p>proximity of the Byron Ambulance Station and Central Hospital</p> <ul style="list-style-type: none"> assessing development applications for business, industrial and employment anchor activities. 		
18.	<p>Update development control provisions to require:</p> <ol style="list-style-type: none"> landscaped buffers along roadways to mitigate possible negative visual impacts of industrial development. Particularly along highway frontages and gateway roads to towns and villages the design of development and infrastructure in business centre and industrial areas to be consistent with the Disability Inclusion Action Plan. 	Updates incorporated in the DCP	Short term
19.	<p>Investigate the implementation of active frontage planning provisions for Brunswick Heads, Mullumbimby and Ocean Shores business centres to enable mixed use development and to promote uses that attract pedestrian traffic along certain ground floor street frontages enhancing public security, passive surveillance and encourage pedestrian activity.</p> <p>(Bangalow not included in investigation as it is a standing action in the Bangalow Village Plan Action 1.2.1)</p>	<p>Review may be undertaken on a business centre by business centre basis and where appropriate as part of future place planning.</p> <p>Review/s undertaken and recommendation reported to Council.</p>	Medium term
20.	<p>Work with the Bundjalung of Byron Bay Arakwal people to respect, recognise and safeguard culture through establishment and application of a Protocol framework for</p>	Protocol developed	Protocol - Short term with on going application

Action No.	Action	Measure	Indicative timing • Short term • Medium term • Long term
	<p>participatory working with the Aboriginal community (as outlined in Appendix A), including for:</p> <ul style="list-style-type: none"> i. assessing appropriate locations for future business, industrial and employment anchor activities ii. reviewing the planning framework provisions for business and industrial land use and infrastructure. 		
Direction 5: Improve infrastructure in business centres and industrial areas			
21.	Plan for infrastructure delivery to existing and new industrial areas identified on Figure 37 including water, sewer and road upgrades that promotes innovative sustainable and resilient infrastructure technologies.	<p>Commenced under four-year delivery program linked to:</p> <ul style="list-style-type: none"> • Strategic Business Plans for water and sewage infrastructure • Bike plan and pedestrian and access mobility plan • Transport asset management plan 	Short – Medium term
22.	Work with Transport for NSW and Property NSW on investigation for repurposing lands adjacent to the rail corridor within industrial areas and business centres to better utilise these areas whilst maintaining options for the reactivating of the railway line for movement of people and goods.	Outcomes and recommendations reported to Council.	Ongoing

Action No.	Action	Measure	Indicative timing • Short term • Medium term • Long term
23. .	Investigate scope for the implementation of flood mitigation/resilience measures to support businesses in Billinudgel Village.	Review/s undertaken and recommendation reported to Council as part of North Byron Floodplain Risk Management Study and Plan	Short term
24. .	Review infrastructure facility, contributions and delivery requirements for business and industrial areas to provide a regulatory environment that promotes climate change resilient infrastructure by reducing demands and being able to withstand, respond to, and recover rapidly from disruptions caused by these climate conditions.	Review/s undertaken and recommendation reported to Council.	Medium term
25. .	Support the Northern Rivers Regional Economic Development Strategy early stage actions to: <ul style="list-style-type: none"> i. develop a Region-wide digital black spots map and identify rectification projects ii. identify key localised congestion issues affecting regional transport and logistics routes and develop business cases for improvements iii. work closely with RDA Northern Rivers and industry co-ops and associations to identify common use infrastructure investment and land use opportunities iv. investigate a regional renewable energy initiative. 	Support provided	On going
26. .	Support the Rous County Council The Future Water Strategy actions to ensure future water security by: <ul style="list-style-type: none"> i. maximising water efficiency through demand 	Support provided	On going

Action No.	Action	Measure	Indicative timing • Short term • Medium term • Long term
	ii. management and conservation. investigating the suitability of water re-use as an additional new water source.		

Monitoring and review

There will be ongoing monitoring of this strategy, with the aim of making further improvements as additional information becomes available.

This includes annual reporting on approvals for the various types of business and industrial development

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:

- i. areas of zoned and serviced but undeveloped land
- ii. the availability of appropriate sites that minimise the need for amalgamation
- iii. englobo sites
- iv. policy shifts at local, state or commonwealth level, or global trends, that influence the delivery of business and industrial land

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

SECTION 5: KEY TERMINOLOGY

Employment anchor activities are identified as:

- Health services anchor criteria
- Knowledge and creative industries
- Co-operative businesses and innovation hubs.

Englobo site: an undeveloped lot, group of lots or parcel of land that is zoned to allow for, and capable of significant subdivision into smaller parcels under existing land use provisions.

Floor space: use of this term means gross floor areas in square metres

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.

Local Worker: means workers made up of all the people who are employed in the local area i.e. Byron Shire, regardless of where they live.

Potential developable land: to ensure appropriately located and timely delivery of industrial land in the future it is necessary to identify suitable investigation areas. The use of term 'developable land' in the tables under Direction 3 is a composite of possible industrial site/building land, as well as land that may be required for roads and other infrastructure services, landscaped buffers, open space and recreational needs and potentially additional unsuitable constrained lands identified through more detailed site investigations.

Trade area

Is determined by considering:

- The strength and attraction of the centre as determined by factors such as the composition, layout, ambience/atmosphere and car parking in the centre/facility
- Competitive retail centres, particularly their proximity to the subject centre and respective sizes, retail offer and attraction
- The location and accessibility of the centre, including the available road and public transport network and travel times
- The presence or absence of physical barriers, such as rivers, railways, national parks and freeways.

Primary Trade Area (PTA) means: an area to which the majority of centres retail expenditure is captured

Secondary Trade Area (STA) means: an area where expenditure is also sourced however usually at a lesser proportion.

Main Trade Area (MTA) is the PTA and STA combined.

APPENDIX A:

Protocol framework for participatory working with the Aboriginal community

Our business and industrial lands occupy the Country of the Bundjalung people. Prior to the arrival of Europeans, Bundjalung people lived here for tens of thousands of years with a thousand or more generations expressing their culture across the landscape through art, song, story and dance interwoven with ceremony and rituals to nurture and maintain the land and its people.

Background

On 30 April 2019, the Federal Court of Australia recognised that the Bundjalung of Byron Bay (Arakwal) native title claimants have, and always have had, native title rights and interests in land and waters within their claim area of 241.8 square kilometres. The native title claim was lodged in 2003.

The native title determination area extends south from the Brunswick River and Mullumbimby to Cape Byron and on to Broken Head and Jews Point, inland to Koonyum Range in the northwest, to Coorabell and Bangalow in the south, and includes Sea Country running south for nine kilometres from Brunswick Heads.

The Bundjalung of Byron Bay Aboriginal Corporation (Arakwal) represents the native title rights and interests of the native title holders. The native title holders are concerned to be properly involved in discussions about proposals that may impact their rights and interests. This includes proposals affecting the many special Aboriginal sites and places, and their related stories, that are essential to the maintenance of their culture.

Their careful stewardship of land and waters over thousands of years has enabled the many people who have since arrived to enjoy the natural beauty, diversity and cultural richness of this place that has become known as the Byron Shire.

Context

The rich cultural practices, knowledge systems and cultural expressions of Aboriginal people are a source of great strength, resilience and pride. Strong cultural identity is fundamental to Indigenous health and social and emotional wellbeing. Initiatives that strengthen Indigenous culture are therefore important to *Closing the Gap*, a term arising from the Council of Australian Government's pledge to close key gaps in health, education and employment in response to the *Social Justice Report 2005*.

Aboriginal cultural knowledge is not static, but responds to change through absorbing new information and adapting to its implications. This knowledge is passed through oral tradition (song, story, art, language and dance) from generation to generation, and embodies and preserves the central relationship to land and waters. Cultural places and landscapes 'embed' these stories, and protection of these places and landscapes is key to the long-term survival of Aboriginal culture.

Protocols are appropriate ways of communicating and working with others. Indigenous cultures place importance on the observation of cultural protocols.

The 2013 Memorandum of Understanding (MOU) signed by Bundjalung of Byron Bay Aboriginal Corporation (Arakwal) and Council sought to define the partnership between the two organisations and ensure that traditional owners can participate in governance in the Byron Shire. The MOU is undergoing a review, offering a timely opportunity to embed a cultural heritage practices protocol, in order to guide Council's planning frameworks.

The Protocol builds on the current Aboriginal heritage legislation to provide a respectful, clear and consistent pathway to ensure that individuals have the right tools and information at their disposal to meet their obligations under the law and to enable cultural heritage to be properly managed.

The Protocol cannot specifically address all the issues that may arise in a particular project, but the framework it provides can be adapted to specific situations. It is intended to give direction but still allow enough flexibility to deal with different situations. The process should be tailored to suit the level of assessment that may be required based on whether Aboriginal cultural heritage (ACH) is known or predicted, as well as its sensitivity and significance.

Outcomes

Meaningful participation in governance should see Arakwal people working hand-in-hand with Council on solutions, to ensure the rich cultural practices, knowledge systems and cultural expressions of their people are a source of great strength, resilience and pride.

Council has a statutory obligation for environmental and heritage protection under the Commonwealth Native Title Act and NSW state cultural heritage legislation. Council is currently working on a service level agreement with the Arakwal about Native Title requests. As the Native Title and cultural heritage are interwoven, it would prudent to work concurrently with the Arakwal on a means to better process cultural heritage requests. This should facilitate a more streamlined local government operational risk assessment compliance regime and would strengthen Byron Shire Council's commitment to the protection of Aboriginal cultural heritage and associated sites on Country.

The procuring of cultural heritage information should support strength, combat disadvantage and promote positive futures in:

- management strategies, processes and procedures for the Aboriginal community, Council staff and the wider community
- a greater understanding and recognition of the significance of Aboriginal cultural heritage throughout the wider community.
- opportunities working with local elders and the Arakwal board to develop pathways for increased local Aboriginal employment, training and business, such as Aboriginal cultural tourism or bush food production.
- education programs which assist Elders and community leaders to educate and pass on knowledge.
- build on cultural awareness within the Aboriginal community.