



# **Byron Shire Council**

## **Housing Charrette - Outcomes Summary**

November 2018

# localé consulting

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## Document Control

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Client: Byron Shire Council

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1	05.11.2018	Steve Thompson	Emma Broomfield / Cinnamon Dunsford
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# 1. Background

## 1.1 Charrette Background

This Outcomes Summary relates to the undertaking of a Charrette process that was designed to inform the preparation of the Byron Shire Council's (**Council**) draft Residential Strategy (**Strategy**). A charrette is an intensive planning session where community, councillors and others collaborate on a vision for the development of, in this case, a strategy or policy position.

The details of the Charrette are as follows:

Date: Friday 2 November 2018

Time: 9.00am – 4.00pm

Location: St Martin's Anglican Church Hall, 42 Stuart Street Mullumbimby

The Charrette attendees included:

- Community representatives:
  - Sue Franklin
  - Matthew O'Reilly
  - Kate Singleton
  - Tricia Shantz
  - Mike Myers
  - Jack Dods
  - Elle Davidson
  - Sharon Sloan
  - Maurice Gannon
  - Warren Phillips
  - Leweena Williams
  - Des Williams
  - Kate McDonald
- Councillors
  - Mayor, Cr Simon Richardson
  - Deputy Mayor, Cr Basil Cameron
  - Cr Paul Spooner
  - Cr Michael Lyon
  - Cr Alan Hunter
- Staff
  - Shannon Burt
  - Sharyn French
  - Alex Caras
  - Natalie Hancock
  - Steve Daniels
  - Luke Munro
  - Sam Tarrant
  - James Flockton
  - Chris Soulsby
- Facilitators (Locale Consulting)
  - Emma Broomfield
  - Cinnamon Dunsford
  - Steve Thompson

## 1.2 Charrette Structure

This section provides an overview of the Charrette process that was undertaken on the day. A full schedule of the day is provided in Appendix A, with the outcomes achieved by the Charrette further discussed in Section 2.

From the outset, the two key goals that were sought from the Charrette were highlighted to participants. These were:

- To agree on priority housing principles / directions (to be included in the Strategy) that can best meet Council's housing needs to 2036; and
- To identify actions for infill and new release development which would support the implementation of the Strategy.

Following introductions and outlining of the process for the day, the Charrette was divided into two key parts as outlined below:

- **Part 1: Establishing the principles and key directions for the Strategy**
  - 1.1 - Staff Overview Presentation - Natalie Hancock, Senior Planner- Sustainable Environment and Economy, set out the existing situation for housing and future housing priorities based on plans, policy and regulation relevant to Byron Shire, including three key policies and a series of supporting principles / directions;
  - 1.2 - Discussing the Principles and Directions - In small groups (four tables of 5-6 people including a mix of councillors, community participants and Council staff), participants discussed the context, with specific reference to the three policies and associated principles / directions; and
  - 1.3 - Confirming the Principles and Directions - Following individual groups reporting back on their small group discussions, the entire group discussed the policies and principles / directions with a view to agreeing on these moving forward.
- **Part 2: Following a lunch break, aimed to identify the benefits and drawbacks of infill and new release development, and how these could be prioritised in terms of future Strategy directions:**
  - 2.1 - Staff Overview Presentation - Alex Caras, Land Use Planning Coordinator, set out some overarching opportunities for delivery of future housing priorities with a focus on the benefits and drawbacks of "infill" and "new release" development;
  - 2.2 - SWOT analysis of infill and new release development - In small groups (four tables of 5-6 people including a mix of councillors, community participants and Council staff), participants identified the strengths, weaknesses, opportunities and threats of infill and new release development; and
  - 2.3 - Prioritising outcomes to assist in the delivery of the Strategy - Participants were asked to read and consider all views, and to identify potential priority issues for staff to consider in the preparation of the Strategy, based on the SWOT analysis.

The Charrette then closed with a brief thank you to participants and the identification of the next stages in preparing the Strategy which included a follow up workshop for councillors and then reporting of the draft Strategy to Council.

## 2. Charrette Outcomes

This section provides a summary of the outcomes of the Charrette as per the two discrete parts of the process as outlined in Section 1.2 above.

The intent of this summary is to assist Council staff to further integrate community and stakeholder views into the Strategy and to inform ongoing implementation of directions regarding housing in the Byron Shire.

### 2.1 Part 1 - Establishing Principals and Directions

#### 2.1.1 Charrette Process

The initial part of the Charrette process focused on establishing consensus on the key policies and associated principles and directions for the Strategy. This was undertaken via three stages:

- Provision of background information from staff, including question and answer discussion.
- Small group discussions around each policy and associated principles.
- Whole group discussion around each policy and associated principles with a particular focus on those areas where there was concern or disagreement about the policy or principle

The whole group discussion was facilitated to obtain majority consensus. The outcomes of this process are shown below.

#### 2.1.2 Outcomes

The following policy and principle wording was agreed by the majority of participants following small and entire group discussions, with respect to the original three policies presented by Council.

An additional policy including associated principles was also agreed in specific reference to the issues being experienced in the Byron Shire around short-term holiday letting and its impact upon the residential housing market. This additional policy and associated principles is shown under "Policy 4" below.

#### ***Policy 1: Providing suitable land for future housing***

*1.1 - The majority of our shire's future housing will be in urban towns and villages*

*1.2 - Land for housing will be suitable for the use*

*1.3 - New subdivisions and infill will support the attributes of sustainable neighbourhoods*

Areas of note in arriving at this wording include:

- There was broad support for this policy and associated principles, with most discussion focused around the meaning of particular words within each principle.
- The support information should clearly articulate that principle 1.1 refers to both existing and new urban areas.

- Key words and phrases will need to be clearly defined in the Strategy, including the meaning of "suitable" and "sustainable neighbourhoods".
- There was a preference for the removal of the word "functionally" from principle 1.2 and expression of this phrase in plain English. There was a suggestion that this be defined as land which is environmentally and socially suitable for housing use and land that can be adequately serviced. This can be considered further in the definition of "suitable".
- There was some debate over the word "sustainable" in principle 1.3 and whether another word may better capture the intent of this principle. For example, "liveable neighbourhood" or "living neighbourhood".

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

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

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

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

*2.4 - Support 'urban village' pockets of mixed use activities in proximity to business centres*

*2.5 - Continue to support detached houses but with stronger emphasis on diversity in lot and house size and use of adaptable and liveable house design*

Areas of note in arriving at this wording include:

- There was broad support for this policy and associated principles, with most discussion focused around the meaning of particular words within each principle.
- Equity has been included within the policy title.
- Consider repetition of the terms "choice", "diversity" and "equity" through the principles to reinforce the overall policy position.
- It was suggested that the order of principles should be re-arranged so that:
  - The principles of "new residential forms" and "rental and to buy" were placed together as they are inter-related; and
  - The principle of "continue to support detached houses..." be placed at the end, as it may otherwise be interpreted as being retention of the status quo despite the policy wording.
- There was a consensus that principle 2.1 should include reference to environmental stewardship, cultural diversity, as well as equity and that the term "housing" be replaced with the broader term "residential".
- There was some discussion about principle 2.4 and whether this should be confined to "proximity to business centres" or be more broadly defined.

### **Policy 3: Housing that reflects the 'local' in our places**

*3.1 - Respect the current and / or emerging character and values as recognised in residential character narratives for specific areas*

*3.2 - Maintain and enhance the sense of community*

Areas of note in arriving at this wording include:

- There was broad support for this policy and associated principles, with most discussion focused around whether “built form” should be expressly referenced in the principles.
- In modifying principle 3.1, it was agreed that this should be consolidated with the original principle 3.2 regarding "built form"; and
- In acknowledging above, it was generally agreed that "character" was inclusive of built form and therefore no express reference to “built form” was required.

### **Policy 4: Make our neighbourhoods local**

*4.1 - Make dwellings “homes” again*

*4.2 - Identifying areas where short-term holiday letting can be excluded*

*4.3 - Prioritise the needs of the resident population*

Areas of note in arriving at this wording, and this additional policy in general, include:

- There was a discussion around whether the Strategy should include an express policy about the impacts of short-term holiday letting, with two of the small groups believing that it should.
- Overall the group agreed that the impacts of short-term holiday letting need to be factored into the housing numbers as they are directly resulting in the loss of available housing stock, and as a consequence, permanent resident populations are reducing in some localities despite dwelling stock increasing.

## **2.2 Part 2 - Infill and New Release Priorities**

### **2.2.1 Charrette Process**

The second part of the Charrette process aimed to identify the benefits and drawbacks of infill and new release development, and how these could be prioritised in terms of future Strategy directions. This part was again undertaken via four stages:

- Provision of background information from staff.
- Small group discussions focused on undertaking a strengths, weaknesses, opportunities and threats (SWOT) analysis for infill and new release development. At this stage, each of the four tables were provided with maps of: the Mullumbimby area, as well as one map from another urban locality within the Byron Shire - either Byron Bay, Bangalow, Ocean Shore / New Brighton or Brunswick Heads. Participants were encouraged to discuss Mullumbimby in terms of both infill and new release areas, whilst all others were considered to have infill only. Participants were also

encouraged to visit and discuss matters at each table of interest. The outcomes of the SWOT analysis were written up by each group and then placed around the room.

- o Prioritisation of the documented outcomes via a "dot voting" system whereby each participant was given an opportunity to review the SWOT analysis for each area, and then to identify their top three infill and new release priorities. A whole group discussion was then facilitated to highlight the outcomes of this process and enable any final matters to be raised.

It is noted that the SWOT analysis was undertaken at a high level rather than drilling down to the specifics of every locality.

The outcomes of this process are shown below.

### 2.2.2 Outcomes

Outcomes of Part 2 are documented below by locality and type of development. Those matters that received "votes" during the prioritisation process are highlighted first with the vote type shown as:

- o  - First priority
- o  - Second priority
- o  - Third priority

It is noted that some participants are understood to have thought that the red dot was for a least favoured priority, though those remaining for the discussion (the majority) rectified this if that misunderstanding occurred.

It is also noted that one table elected to discuss infill and new release generally, rather than in respect of a specific locality. As a result, there are no Bangalow specific comments recorded and this group's work is shown as "general" rather than locality specific in the list below.

#### ***Mullumbimby - New Release***

Strengths:

- o Opportunity for new release to activate rail corridor by concentrating development + high density near rail corridor access - TODs [Transit Orientated Developments]     
- o Proximity to town   
- o Council needs to forward plan for a structure plan to guide all 3 areas as a cohesive whole 
- o Collaborative approach for servicing / planning new areas   
- o Community hub close by - markets, school, gardens 
- o Opportunity for joint venture across all 3 titles 
- o Strong DCPs to ensure integration with existing connect 
- o Council owns part of land - control of outcomes
- o Limited Indigenous constraints
- o NBN coming - residents, workspace
- o Open the market to single, older, or lower socio-economic people
- o Greenfield to reduce price and development pressure on infill / character

- Council can drive greenfield [development] in area - avoid Tallowood situation

#### Weaknesses:

- Economy of scale - large vs small scale projects ● ●
- Separation of release area over 3 titles ●
- Flooding yet to be qualified
- Neighbour opposition - farms, residents
- Finance model yet to be resolved
- Concern of micro-lots being too overcrowded
- Lack of infrastructure forward planning
- Developers deliver "standard" [no innovation]

#### Opportunities:

- By-pass (southern) planned in ● ●
- Diversity in housing ●
- Influence neighbours - EOI ●
- Access to rail and work precincts ●
- Sense of community via 'core' town centre feel ●
- Best practice stormwater possible ●
- Infrastructure
- Environmental enhancement
- Water management
- Drainage work on site - cheaper to deliver
- Access to public transport and town centre
- One owner interested in aged / disability care / residential
- Enhanced road network connectivity
- Potential for more affordable housing
- Structure plans are a must
- Better flood outcome for surrounding areas
- 20% transfer of lands for affordable housing
- Rear lanes in new subdivisions
- Potential for new rail crossing / alternate route around Mullum [by-pass]
- See Mango Hill (Qld) [example of possible approach]
- Must provide for potential to connect to station (train) precinct
- Living rooms and porches to front of lots
- Include small commercial precinct in new communities
- Walk / cycle to town centre from closer new release
- Vallances Road area

#### Threats:

- Too much pressure on existing town centres ●
- Cost of flood management
- Private ownership - security in owner being on board with project
- Change to current character with smaller lots
- Impact on adjoining farmland

- Ability to integrate with future expansion
- Flood over access roads [to Tallowood area]
- Busy / inappropriate road access to Tallowood expansion
- Addition rural areas within the urban growth boundary that could contribute to infill

### **General - New Release**

#### Strengths:

- Coordinated approach to site constraints ●
- Staged and predictable delivery of dwellings
- Provides housing stock
- Managing community expectations for overall development of sites
- Developer install infrastructure

#### Weaknesses:

- Loss of surrounding farmland ●●
- Higher cost of development ●
- Typical edge of town - car trips

#### Opportunities:

- Greater potential for mixed use development ●
- Opportunity for innovation ●
- Broader public benefit via VPA's ●
- Variety of housing forms
- Accessible housing enables aging in place

#### Threats:

- Community tensions to new release ●
- Natural environment / removal / degradation
- ?? to the limit of greenfield

### **Mullumbimby - Infill**

#### Strengths:

- Flat terrain
- Laneway access (encourage row house / narrow lots over square strata / subdivision off rear lane)

#### Weaknesses:

- Insufficient infrastructure for greater density ●
- Heritage areas ●
- No crossing of Brunswick River
- Connectivity from West Mullum via Main Arm Road - pedestrian bridge opportunity
- Need more infrastructure [in the] town centre

- Outer ex-urban areas all enable complying multi-dwelling low rise development, whereas town centre (where you'd want to the multi-unit) requires DA - how do we address this?
- Overload infrastructure

Opportunities:

- Live / work opportunities ●
- Use of overlays? ●
- Possible commercial / mixed use in "new Mullum" with increased population ●
- Laneways
- Heritage areas
- Infrastructure contribution and cashflow for established areas
- Can Council reduce minimum lot size for multi-dwelling housing in low res (R1)?
- Higher densities, access where infill abuts train line

Threats:

- Adequacy of public transport services ●
- Eroding local character ●
- Effects on drainage / stormwater
- Increased density in low res (R1) neighbourhoods
- Drainage difficult to deal with
- Lack of services in "new Mullum" where low rise medium density housing code applies

**Byron Bay - Infill**

Strengths:

- *None identified*

Weaknesses:

- *None identified*

Opportunities:

- Increased opportunities for higher density at train stops ● ● ●
- Radius for intensification around future rail stations ●
- High density lots, laneway lots on Julian Rocks Drive (min lot size)
- Giaour Street Belongil train - increase density / development
- Habitat style [development] near train [station]
- Pedestrian access through industry estate

Threats:

- Complying multi-dwelling low rise in outer suburban areas - should be encouraged in more central / town centre ●

**Ocean Shores / New Brighton - Infill**

Strengths:

- Single dwellings on relatively large lots ●●●●
- Uses existing residential land
- Desirable place to live
- Community services - child care, shops, school, serviced by school buses

Weaknesses:

- Terrain
- Infrastructure under pressure or not present e.g. footpaths, stormwater and hydrology

Opportunities:

- Access to employment and highway ●●
- Potential sensitive Aboriginal areas
- Golf course in a linear greenspace
- Housing stock 'old' and potential for transition

Threats:

- Impact on wildlife
- Midges

**Brunswick Heads - Infill**

Strengths:

- Existing secondary dwellings / dual occupancy means [there] is limited change / [already] protected. ●

Weaknesses:

- *None identified*

Opportunities:

- Increased population to support Bayside Brunswick expansion, including opportunity to deal with drainage in the area. ●●

Threats:

- Drainage in existing area ●

**General - Infill**

Strengths: ●

- Already zoned ●
- Preserves surrounding farmland
- Existing infrastructure (more efficient and less demand for new infrastructure)

Weaknesses:

- Capacity of existing infrastructure ●
- Consolidation can lead to sterilised lots
- Lack of landowner's will to develop their sites

- Impact on character and heritage values

Opportunities:

- Improved connectivity as a result of increased density (e.g. Public transport, cycleways etc.) ●
- Creation of smaller / diverse housing
- Consolidation for larger development
- Urban dwellers move to Byron Shire [and] may be more willing to live on smaller site

Threats:

- Unpredictable delivery of dwellings ●
- Not creating a diversity of housing ●
- Amenity impacts
- Urban dwellers moved here for space not willing for smaller lots
- CDC (complying development code) may not reflect our aspiration for urban areas

**Other Issues of Note**

Other issues that were raised during the group discussion included:

- The use of design competitions for key development sites would provide opportunity for new innovation and ideas, with a suggestion that this could be in conjunction with universities.
- The need for aged care / seniors housing was recognised as being very important and should be facilitated in appropriate locations - preferably near town centres.
- Need to ensure that areas such as Saddle Road at Brunswick Heads are considered - not currently shown on the Brunswick Heads map.

There was also some discussion about the interaction of the Strategy with other Council policies such as the Employment Land Strategy and Rural Land Use Strategy. It was noted by Council staff that some of the issues raised were better placed to be dealt with in those policies rather than the Strategy.

**2.2.3 Common Themes / Priorities**

Observations were made at the end of the prioritisation process regarding the commonality of themes across the various groups. These identified themes included:

- *A generally positive outlook:* Particularly towards the future opportunities for housing in the Mullumbimby new release areas and the ability for Council to be a central participant and leader in this process to drive innovative residential models.
- *A focus on infrastructure:* The need for forward planning of infrastructure, both within new release areas and within associated town centres and other related infrastructure networks (e.g. transportation, drainage), to facilitate effective integration of new areas with existing areas.
- *Sustainable transportation:* Recognition of benefits of development in and around transportation nodes, particularly rail, as well as pedestrian / cycle connectivity between new release and established areas.

- *Ensuring delivery:* The need to create mechanisms and a level of certainty / trust around the delivery of housing diversity that is consistent with character and community objectives, to ensure overarching policies can be achieved.
- *Density in the right place:* Recognising the benefits of increased density in and around town centres rather than in isolated locations without sufficient infrastructure.

### 3. Where to next?

At the completion of the Charrette process, the next steps towards establishing the Strategy were outlined by Sharyn French, Manager Environmental and Economic Planning, highlighting the tight reporting timeframes and further discussions to be undertaken with Councillors. At the time of the Charrette, it was understood the intent is to have the draft Strategy reported to the elected Council by the end of 2018.

The intent of this outcomes summary document is to assist Council staff to further integrate community and stakeholder views into the Strategy and to inform ongoing implementation of directions regarding housing in the Byron Shire.

## **Appendix A: Charrette Program**

# Charrette

## Byron Shire Council – Draft Residential Strategy

**Date:** Friday 2 November 2018

**Time:** 9.00am – 4.15pm (please arrive **8:45am** for 9.00am start)

**Location:** St Martin's Anglican Church Hall  
42 Stuart St, Mullumbimby NSW 2482

**Attendees:** Councillors, community members and Council staff

### Goals of Charrette

- To agree on priority housing principles / directions under Council's Residential Strategy that can best meet our housing needs to 2036.
- To identify actions for infill development and new release areas which will support the implementation of the Strategy.

**Arrive 8:45am for tea, coffee and pastries**

**Introductions, outline goal of Charrette and guidelines for participation**

#### **Part 1: Establishing the principles and key directions for the Residential Strategy**

- 1.1 - Staff overview presentation
- 1.2 - Discussing the principles and directions
- 1.3 - Confirming the principles and directions

**Lunch**

#### **Part 2: Delivery of Strategy - Infill development and new release areas**

- 2.1 - Staff overview presentation
- 2.2 - SWOT analysis of infill development and new release areas

**Afternoon tea**

- 2.3 - Prioritising actions to deliver Strategy

#### **Part 3: Summary and next steps**

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