

IRF 22/437

Gateway determination report – PP-2022-1110

Permit secondary dwellings and dual occupancies on rural Multiple Occupancy and Community Title sites

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Acknowledgment of Country

The Department of Planning and Environment acknowledges the Traditional Owners and Custodians of the land on which we live and work and pays respect to Elders past, present and future.

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Relevant reports and plans

Byron Shire Council Planning Proposal 26.2022.1.1 Version for Gateway (V2) dated March 2022

Byron Shire Council Report No. 13.11, 4 November 2021

Byron Shire Council Report No. 13.11 - Resolution 21-221

Planning Proposal Application Form PP-2022-1110

Planning Proposal Submission Form PP-2022-1110

1 Planning proposal

1.1 Overview

Table 1 Planning proposal details

LGA	BYRON
PPA	Byron Shire Council
NAME	Permit secondary dwellings and dual occupancies on rural Multiple Occupancy and Community Title sites
NUMBER	PP-2022-1110
LEP TO BE AMENDED	Byron LEP 2014
ADDRESS	Various locations within the Shire
DESCRIPTION	Various
RECEIVED	30/03/2022
FILE NO.	IRF22/437
POLITICAL DONATIONS	There are no donations or gifts to disclose, and a political donation disclosure is not required
LOBBYIST CODE OF CONDUCT	There have been no meetings or communications with registered lobbyists with respect to this proposal

1.2 Objectives of planning proposal

The planning proposal contains objectives and intended outcomes that adequately explain the intent of the proposal.

The objective of the planning proposal is to amend Byron LEP 2014 to enable secondary dwellings and dual occupancies to be permitted with consent on rural multiple occupancy and community title sites.

The objectives of this planning proposal are clear and adequate.

1.3 Explanation of provisions

The planning proposal seeks to amend the Byron LEP 2014 per the changes below:

 delete Clause 4.1B(3)(c) in order to permit a dual occupancy or secondary dwelling to be constructed on each community title neighbourhood lot that is created. This clause applies to land outlined by a thick purple line on the Multiple Occupancy and Community Title Map, as well as to land containing existing approved multiple occupancy or rural community title developments; and amend Clause 4.2B to enable a single dual occupancy and a single secondary dwelling to be constructed on a multiple occupancy lot. It is noted that the dual occupancy or secondary dwelling are to be included in the dwelling count permitted by the density limits of 1 dwelling per 3 hectares up to a maximum of 15 dwellings on the lot (as specified by Clause 4.2B), or the number shown for that lot on the Multiple Occupancy and Community Title Map. The title of Clause 4.2B is also proposed to be amended in order to clarify its application. This clause applies to land outlined by a thick green line on the Multiple Occupancy and Community Title Map.

The proposal includes draft amendments to Clauses 4.1B and 4.2B which are considered appropriate for public exhibition and consultation. However, it is recognised that the final clauses will be drafted by Parliamentary Counsel to ensure they are legally consistent with the intent of the proposal as well as the Byron LEP 2014.

The planning proposal contains an explanation of provisions that adequately explains how the objectives of the proposal will be achieved.

1.4 Site description and surrounding area

The planning proposal applies to various rural allotments throughout the LGA, including (but not limited to) those identified on the Multiple Occupancy and Community Title Map which accompanies the LEP (Figures 1 - 3). It is noted that not all multiple occupancy and community title developments approved under the Byron LEP 1988 are mapped in Byron LEP 2014.

The multiple occupancy and community title sites mapped in Byron LEP 2014 were subject to a suitability assessment undertaken as part of Council's Rural Land Use Strategy.



Figure 1 - Multiple Occupancy and Community Title Map - Sheet 1



Figure 2 - Multiple Occupancy and Community Title Map - Sheet 2



Figure 3 - Multiple Occupancy and Community Title Map - Sheet 3

The mapped land is zoned RU1 Primary Production, RU2 Rural Landscape, C2 Environmental Conservation and C3 Environmental Management. It excludes Deferred Matters. It is noted that a number of areas have been mapped as containing:

- high environmental value;
- biodiversity values;
- land mapped as state and regionally significant farmland;
- bushfire hazards.

All mapped areas are west of the Pacific Highway. There are no mapped areas affected by the Byron Coast Comprehensive Koala Plan of Management 2016.

1.5 Mapping

The planning proposal does not propose any changes to Byron LEP 2014 maps.

1.6 Background

PP-2020-2005 proposed a number of housekeeping amendments to the Byron LEP 2014 and a gateway determination was issued on 13 January 2021. Item 1 in PP-2020-2005 proposed to limit the construction of dual occupancies and secondary dwellings on rural community title sites as:

- their construction is inconsistent with multiple occupancy and community title intentions;
- there is more incentive for rural owners to develop additional dwellings with the intention of selling, renting or short-term holiday renting due to increasing land prices in the Shire;
- Council and the community place great emphasis on protecting and encouraging agricultural land uses in the rural zones;
- such developments can lead to overdevelopment of the rural areas.

Council received 232 objections during public exhibition of PP-2020-2005. The majority of submissions related to the restriction of additional dwellings on community title sites, citing the current housing affordability crisis as justification for permitting the construction of secondary dwellings and dual occupancies on rural multiple occupancy and community title land. Council notes that there were 10 submissions which supported the restriction of additional dwellings.

Due to the volume of submissions, Item 1 of PP-2020-2005 was subsequently excluded by council prior to finalising the amendments in October 2021. However, the item generated substantial community interest and subsequently, Councillors made two resolutions (21-221 and 21-275) relating to rural multiple occupancy and community title development:

- resolution 21-221 requested a report exploring the possibilities, hurdles, and opportunities for continuing multiple occupancies and community title as a pathway to providing more options for accessible and affordable housing in the Byron Shire;
- resolution 21-275 requested that council investigate ways to enable a workable pathway to facilitate secondary dwellings as part of multiple occupancy developments and to facilitate secondary dwellings and/or dual occupancies on community title sites.

In response to these resolutions, council staff furnished a report to council on 4 November 2021 where council resolved (21-498) to submit a planning proposal seeking to amend clauses 4.1B and 4.2B of the Byron LEP 2014.

2 Need for the planning proposal

The planning proposal is not the result of an assured local strategic planning statement or Department approved local housing strategy, employment strategy or strategic study or report. Rather, it is in response to a council resolution in relation to housing issues.

The planning proposal seeks to enable construction of dual occupancies and secondary dwellings in rural land sharing communities to help ease an existing housing affordability crisis in the Byron Shire. It is not known how many additional dwellings may be generated by the proposal, however, their construction will be limited to existing multiple occupancy and community title developments as well as mapped land.

The planning proposal is considered to be the best means of achieving the objectives and intended outcomes.

3 Strategic assessment

3.1 Regional Plan

The following table provides an assessment of the planning proposal against relevant aspects of the North Coast Regional Plan.

Table 2 Regional Plan assessment

Regional Plan Objectives	Justification
Direction 1: Deliver environmentally sustainable growth	This Direction aims to manage growth to protect the conservation and economic value of important coastal landscapes and the natural environment. Directing future growth to locations that can sustain additional development, and are readily serviced, will deliver sustainable growth across the region and help protect the environment.
	The planning proposal seeks to enable secondary dwellings and dual occupancies to be permitted with consent on existing and mapped rural multiple occupancy and community title sites. This land has either been through rigorous development assessment or has been subject to a suitability assessment undertaken as part of Council's Rural Land Use Strategy. As such, it is considered that the proposal allows for the delivery of additional dwellings in appropriate areas, thereby assisting in the protection and conservation of coastal landscapes and the natural environment.

Direction 2: Enhance biodiversity, coastal and aquatic habitats and water catchments	This Direction advocates for development to be appropriately located to limit any adverse impact on the region's biodiversity and water catchments. The mapped multiple occupancy and community title land is zoned RU1 Primary Production, RU2 Rural Landscape, C2 Environmental Conservation and C3 Environmental Management. A number of multiple occupancy and community title sites have been mapped as being of high environmental value and containing biodiversity values. While all mapped areas are west of the Pacific Highway, some existing (unmapped) developments may be located withing the 'coastal zone' of SEPP (Resilience and Hazards) 2021. Despite this, the proposal is not considered to be inconsistent with this Direction. The land has been identified as being suitable for rural residential use by an endorsed strategy and dual occupancies and secondary dwellings are expected to be located in proximity to the main dwelling. Council's Rural Land Use Strategy and Development Control Plan require a 'clustered' housing design to minimise the impact of development and construction, encourage communal living, maximise the opportunities for the use of the remainder of the land for agriculture, reafforestation etc., and consolidate access and services. Furthermore, future development applications will be subject to the provisions of clause 4.1B(4) and 4.2B(4) which state that development consent must not be granted under subclause (3) unless the consent authority is satisfied that appropriate management measures are in place that will ensure the protection and enhancement of the landscape, biodiversity and rural setting of the land.
	Nevertheless, it is considered appropriate that council undertake consultation with the NSW Department of Planning and Environment – Biodiversity Conservation Division (BCD).
Direction 3: Manage natural hazards and climate change	This Direction acknowledges natural hazards that may impact land on the North Coast and aims to reduce the risk from such hazards. A number of areas have been mapped as being subject to bushfire risk, while others could also be affected by flooding. Although there are no mapped areas that are affected by acid sulfate soils, this hazard is present within the Byron local government area and may affect existing, unmapped developments. Nevertheless, it is considered that all these matters are capable of being addressed as part of the development application process via clause 6.1 of the Byron LEP 2014 noting that the sites already have approved rural land sharing arrangements.
Direction 11: Protect and enhance productive agricultural lands	This Direction notes that important farmland on the North Coast has been identified and mapped to support long-term agricultural production and help avoid land-use conflicts. A number of multiple occupancy and community title sites have been mapped as containing state and regionally significant agricultural land. Despite this, the proposal is not considered to be inconsistent with this Direction. The allotments have been identified as being suitable for rural residential use in an endorsed strategy and dual occupancies and secondary dwellings are expected to be located in proximity to the main dwelling (i.e. in a clustered manner) to assist in the preservation of important land. Nevertheless, it is considered appropriate that council undertake consultation with the NSW Department of Primary Industries – Agriculture (DPI).

Direction 18: Respect and protect the North Coast's Aboriginal Heritage	This Direction aims to avoid harm to Aboriginal objects and places, or areas of significance to Aboriginal people. It is considered appropriate that council undertake consultation with Arakwal and Tweed-Byron Local Aboriginal Land Council in relation to this Direction.
Direction 23: Increase housing diversity and choice	This Direction aims to provide housing diversity and choice to improve affordability, help meet the needs of an ageing population and support the reduction of household size.
	The proposal is consistent with this Direction as it will facilitate increased housing diversity and choice in areas identified within Council's Rural Land Use Strategy.
Direction 24: Deliver well- planned rural residential housing areas	This Direction aims to ensure that rural residential development is planned strategically in order to reduce conflict with viable agricultural or environmental land. The mapped multiple occupancy and community title sites are identified within Council's Rural Land Use Strategy, prepared in accordance with the former Settlement Planning Guidelines: Mid and Far North Coast Regional Strategies (2007).
Direction 25: Deliver more opportunities for affordable housing	This Direction recognises that appropriate planning controls can help deliver more affordable housing. The proposal is consistent with this Direction, as it will enable a greater choice of housing types in the Byron local government area.

3.2 Local

The proposal states that it is consistent with the following local plans and endorsed strategies:

Table 3 Local strategic planning assessment

Local Strategies	Justification
Local Strategic Planning Statement	The planning proposal responds to the Planning Priorities and Actions of Council's Local Strategic Planning Statement (LSPS), particularly Planning Priority 3 which aims to support housing diversity and affordability. The proposal is expected to assist in the provision of affordable housing alternatives to accommodate the area's growing population.
Rural Land Use Strategy 2017	This Strategy identifies areas suitable for multiple occupancy and rural community title developments, which then informed mapping contained in the Byron LEP 2014. The planning proposal is considered to be consistent with this strategy as it enables the provision of additional housing in areas which have been identified as capable of supporting multiple occupancy and community title land uses.

3.3 Section 9.1 Ministerial Directions

The planning proposal's consistency with relevant section 9.1 Directions is discussed below:

Table 4 section 9.1 Ministerial Direction assessment

Directions	Consistent/ Not Applicable	Reasons for Consistency or Inconsistency
1.1 Implementation of Regional Plans	Justifiably inconsistent	 As discussed in Section 3.1 of this report, the proposal requires consultation with government agencies to address matters pertaining to: high environmental value land; state and regionally significant agricultural land; Aboriginal objects and places, or areas of significance to Aboriginal people. The proposal is inconsistent with the regional plan as it may permit an intensification of development on land that has some of the above values. This inconsistency is however considered to be of minor significance. The planning proposal relates only to existing and mapped multiple occupancy and community title land which has been identified as being suitable for rural residential use in an endorsed strategy. Furthermore, the proposal achieves the overall intent of the Regional Plan and does not undermine the achievement of the Regional Plan's vision, land use strategy, goals, directions or actions as discussed previously in this report. However, it is considered appropriate that consultation is undertaken with BCD, DPI, Arakwal and Tweed-Byron Local Aboriginal Land Council.
1.4 Site Specific Provisions	Justifiably inconsistent	The planning proposal is inconsistent with this direction as it allows dual occupancies and secondary dwellings to be carried out on multiple occupancy and community title allotments via the inclusion of a local provision. The inconsistency is considered to be of minor significance as the proposal will amend an existing clause. Furthermore, dual occupancies and secondary dwellings are permitted in the existing RU1 Primary Production and RU2 Rural Landscape land use tables, while dual occupancies are permitted in the existing C3 Environmental Management land use table.

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3.1 Conservation Zones	Justifiably inconsistent	This direction states that a planning proposal must include provisions that facilitate the protection and conservation of environmentally sensitive areas.
		The mapped multiple occupancy and community title land is zoned RU1 Primary Production, RU2 Rural Landscape, C2 Environmental Conservation and C3 Environmental Management with portions containing high environmental value land and biodiversity values. The planning proposal does not include provisions that facilitate the protection and conservation of these environmentally sensitive areas.
		The inconsistency is considered to be of minor significance as the planning proposal does not reduce the conservation standards that apply to the land. Furthermore, the proposal will only permit the construction of dual occupancies and secondary dwellings on land where this use is already permissible pursuant to the provisions of the Byron LEP 2014.
3.2 Heritage Conservation	Justifiably inconsistent	This direction states that a planning proposal must contain provisions that facilitate the conservation of heritage and Aboriginal cultural significance.
		The inconsistency is considered to be of minor significance as the planning proposal does not alter the existing conservation measures of heritage and Aboriginal cultural significance on the subject lands.
4.1 Flooding	Justifiably inconsistent	This direction applies to a planning proposal that alters a provision that affects flood prone land.
		Council has advised that some of the existing, mapped multiple occupancy and community title sites may be subject to inundation by flooding. The planning proposal does not include provisions that give effect to and are consistent with the NSW Flood Prone Land Policy, the principles of the Floodplain Development Manual 2005, the Considering Flooding in Land Use Planning Guideline 2021 or any adopted flood study and/or floodplain risk management plan.
		However, it is considered that the inconsistency is of minor significance as the proposal relates only to existing and mapped multiple occupancy and community title land. Furthermore, the Byron LEP 2014 contains provisions that will ensure appropriate consideration of flood planning at the development application stage.

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Justifiably inconsistent	There are no rural multiple occupancy or community title developments within the coastal zone. However, some sites may be in proximity to, or contain, coastal wetlands or littoral rainforests. As such, this direction is relevant to the proposal.
	The proposal does not include provisions that give effect to and are consistent with the objects of the Coastal Management Act 2016 and the objectives of the relevant coastal management areas, the NSW Coastal Management Manual and associated Toolkit, the NSW Coastal Design Guidelines 2003 or any relevant Coastal Management Program.
	However, the inconsistency is considered to be of minor significance as the proposal only permits development of existing and mapped multiple occupancy and community title land. Furthermore, any future development application will be required to demonstrate consistency with State Environmental Planning Policy (Resilience and Hazards) 2021.
Unresolved	This direction is relevant to the proposal as the application affects or is in proximity to land mapped as bushfire prone.
	The direction provides that Council must consult with the Commissioner of the NSW Rural Fire Service (RFS) after a Gateway determination is issued and before community consultation is undertaken. Until consultation has been undertaken, the direction remains unresolved.
Justifiably inconsistent	The land subject to this planning proposal has the potential to be affected by acid sulfate soils.
	The planning proposal is inconsistent with this direction as it enables intensification of land use on acid sulfate soils and the proposal is not supported by an acid sulfate soils study.
	The inconsistency is considered to be of minor significance in this instance. Byron LEP 2014 contains suitable provisions (clause 6.1) to ensure that this matter can be appropriately considered and addressed as part of any future development application.
Justifiably inconsistent	This direction applies as the subject planning proposal will affect land within existing rural zones and a number of multiple occupancy and community title sites have been mapped as containing state and regionally significant agricultural land.
	The inconsistency is considered to be of minor significance as the planning proposal relates only to existing and mapped multiple occupancy and community title land.
Consistent	This direction applies to the planning proposal as it incorporates land mapped as state significant farmland and regionally significant farmland on the maps marked 'Northern Rivers Farmland Protection Project, Final Map 2005'. The planning proposal is consistent with this direction as it does not propose the rezoning of land.
	inconsistent Unresolved Justifiably inconsistent Justifiably inconsistent

3.4 State environmental planning policies (SEPPs)

The planning proposal is broadly consistent with all relevant SEPPs.

While there are no rural multiple occupancy or community title developments within the coastal zone, some sites may be in proximity to, or contain, coastal wetlands or littoral rainforests as defined by SEPP (Resilience and Hazards) 2021. If relevant, any future development application will be required to comply with the provisions of this SEPP.

4 Site-specific assessment

4.1 Environmental

The following table provides an assessment of the potential environmental impacts associated with the proposal.

Table 5 Environmental impact assessment

Environmental Impact	Assessment
Biodiversity and Regionally Significant	The planning proposal relates to land zoned RU1 Primary Production, RU2 Rural Landscape, C2 Environmental Conservation and C3 Environmental Management, with portions containing:
Farmland	high environmental value landbiodiversity values
	 land mapped as state significant farmland and regionally significant farmland.
	The planning proposal seeks to enable secondary dwellings and dual occupancies to be permitted with consent on existing and mapped rural multiple occupancy and community title sites. This land has either been through rigorous development assessment or has been subject to a suitability assessment undertaken as part of Council's Rural Land Use Strategy.
	The Byron Development Control Plan 2014 requires multiple occupancy and community title dwellings to be clustered to minimise impacts on the environment. The DCP has a number of prescriptive measures relating to the siting and clustering of house sites as well as the land's carrying capacity taking into account effluent disposal, access, bushfire management, topography and environmental impact.
	As such, it is considered that the proposal allows for the delivery of additional dwellings in appropriate areas.
Bushfire	A number of multiple occupancy and community title sites have been mapped as being subject to bushfire risk. Section 9.1 direction 4.3 Planning for Bushfire Protection requires council to consult with the Commissioner of the NSW Rural Fire Service (RFS) after a Gateway determination is issued to ensure that this matter is capable of being addressed.

Contamination Although the subject allotments may have previously been used for a purpose referred to in Table 1 of the contaminated land planning guidelines, the planning proposal does not permit a change of use of land. As such, matters regarding contamination are capable of being addressed at the development application stage.

4.2 Social and economic

The following table provides an assessment of the potential social and economic impacts associated with the proposal.

Table 6 Social and economic impact assessment

Social and Economic Impact	Assessment
Social	It is expected that the proposed development will provide a positive contribution to the Byron Shire LGA. Benefits will include:
	 additional housing stock to cater for anticipated population growth (with the North Coast Regional Plan 2036 estimating an additional 3,150 houses will be needed to cater for population increase to 2036);
	 housing that will be able to cater for a range of household types;
	flow on community/social benefits to the wider Byron LGA.
Economic It is expected that the proposal will provide a positive economic contribution to the le economy directly as a result of the construction of new dwellings and indirectly throw a greater population base to support local business.	

4.3 Infrastructure

Table 7 Infrastructure assessment

Infrastructure	Assessment
Local	Local infrastructure upgrades will be required specific to site requirements identified at the development application stage. It is noted that council requires an acceptable standard of road infrastructure to be provided at no cost to the wider community.
State	There will be no impact on State or regional infrastructure or the requirement for additional funding.

5 Consultation

5.1 Community

The Local Environmental Plan Making Guidelines released by the Department of Planning, Industry and Environment in 2021 recommend a maximum public exhibition period of 20 working days for a Standard planning proposal. However, Council proposes a community consultation period of 28 days in accordance with the Byron Community Participation Plan. There is no impediment to Council electing to undertake a longer community consultation period than the mandatory 20 days.

An exhibition period of 20 days has been included as a condition of the Gateway determination.

5.2 Agencies

It is recommended the following agencies be consulted on the planning proposal and given 30 days to comment:

- NSW Department of Primary Industries Agriculture;
- NSW Department of Planning and Environment (Biodiversity Conservation Division);
- NSW Rural Fire Service;
- Arakwal;
- Tweed Byron Local Aboriginal Land Council.

6 Timeframe

Council proposes a six month time frame to complete the LEP.

Considering the recent unprecedented flooding on the North Coast, the Department recommends a time frame of nine months to complete the planning proposal. This timeframe will still ensure that the proposal is completed in line with the Department's commitment to reduce processing times but also cater for the current resourcing challenges being faced by Council due to the flooding situation. Conditions requiring council to exhibit and report on the proposal by specified milestone dates will also be included.

Conditions to the above effect are recommended in the Gateway determination.

7 Local plan-making authority

Council has not provided advice as to whether it would like to exercise its functions as a Local Plan-Making authority.

As the planning proposal is of local significance, the Department recommends that Council be authorised to be the local plan-making authority for this proposal.

8 Assessment summary

The planning proposal is supported to proceed with conditions for the following reasons:

- it will enable secondary dwellings and dual occupancies to be permitted with consent on existing and mapped rural multiple occupancy and community title sites, which have either been through rigorous development assessment or subject to a suitability assessment undertaken as part of Council's Rural Land Use Strategy;
- it is not inconsistent with the North Coast Regional Plan 2036 and will assist in delivering key Directions such as greater housing supply and increasing housing diversity and choice;
- it will have positive social and economic impacts through increased housing supply, diversity and choice as well as through an increased population base to support local business.

9 Recommendation

It is recommended the delegate of the Secretary:

- Agree that any inconsistencies with section 9.1 Directions 1.1 Implementation of Regional Plans, 1.4 Site Specific Provisions, 3.1 Conservation Zones, 3.2 Heritage Conservation, 4.1 Flooding, 4.2 Coastal Management, 4.5 Acid Sulfate Soils and 9.2 Rural Lands are minor or justified; and
- Note that the consistency with section 9.1 Direction 4.3 Planning for Bushfire Protection is unresolved and will require justification.

It is recommended the delegate of the Minister determine that the planning proposal should proceed subject to the following conditions:

- 1. Consultation is required with the following public authorities:
 - NSW Department of Primary Industries Agriculture;
 - NSW Department of Planning and Environment (Biodiversity Conservation Division);
 - NSW Rural Fire Service;
 - Arakwal;
 - Tweed Byron Local Aboriginal Land Council.
- 2. The planning proposal should be made available for community consultation for a minimum of 20 working days.
- 3. The planning proposal must be exhibited two months from the date of the Gateway determination.
- 4. The planning proposal must be reported to council for a final recommendation seven months from the date of the Gateway determination.
- 5. The timeframe for completing the LEP is to be nine months from the date of the Gateway determination.
- 6. Given the nature of the proposal, Council should be authorised to be the local plan-making authority.

(Date)



_ (Signature)

21/4/2022

Craig Diss Manager, Northern Region

(Signature)

3/5/2022

_____ (Date)

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