



*Cudgen Connection*  
HEALTH | COMMUNITY | EDUCATION | JOBS | INNOVATION | TECHNOLOGY

## **SOCIAL AND COMMUNITY NEEDS ASSESSMENT**

Cudgen Connection

**FINAL**

**November 2023**



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## SOCIAL AND COMMUNITY NEEDS ASSESSMENT

Cudgen Connect

### FINAL

Prepared by  
**Umwelt (Australia) Pty Limited**  
on behalf of  
**Cudgen Health Precinct Pty Ltd**

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Date: November 2023



QMS Certification Services

This report was prepared using  
Umwelt's ISO 9001 certified  
Quality Management System.

### **Acknowledgement of Country**

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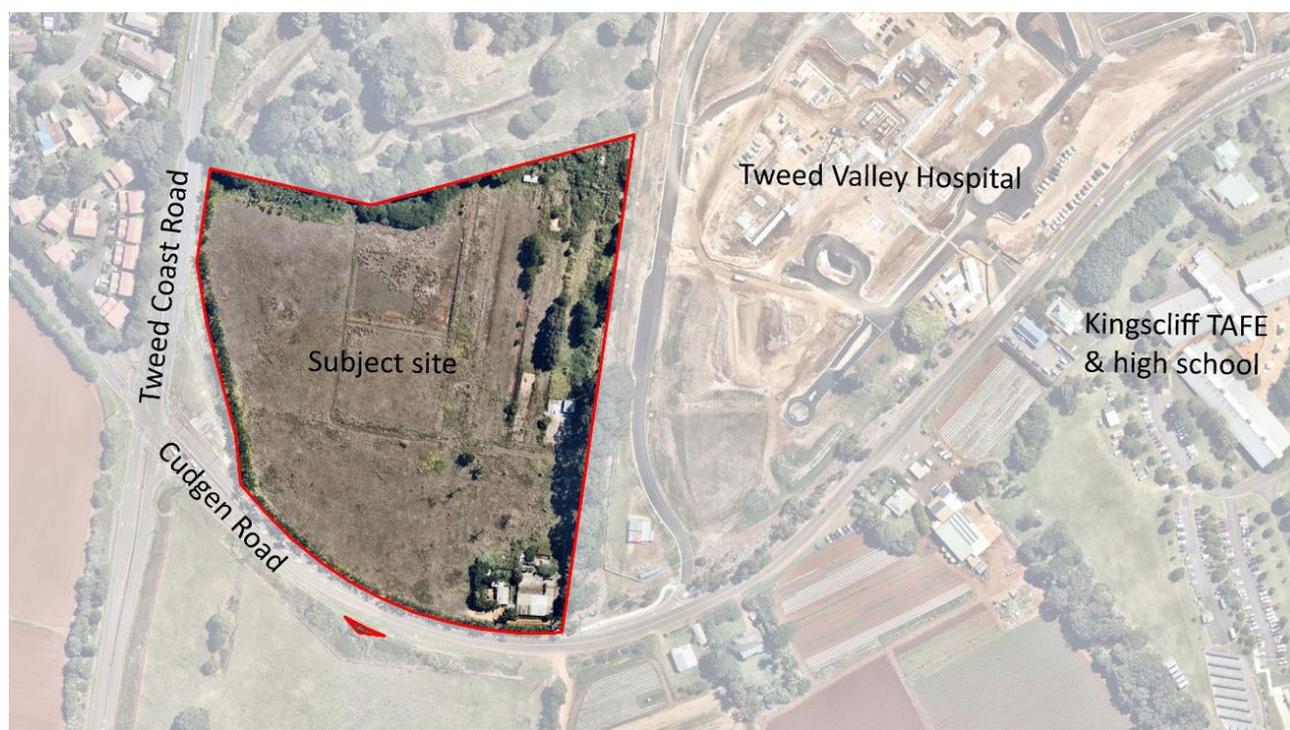
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# 1.0 Introduction

This report documents the results and outcomes of the Social and Community Needs Assessment undertaken by Umwelt (Australia) Pty Ltd (Umwelt) for the concept development of Cudgen Connection. The Cudgen Connection proposal includes a \$300 million capital investment in health, education and community uses. The subject site, being 741 Cudgen Road, Cudgen, is bordered to the west by Tweed Coast Road, to the south by Cudgen Road and immediately adjoins the new Tweed Valley Hospital site to the east. The Tweed Valley Hospital is anticipated for completion in early 2024. The subject site is also closely located to the Kingscliff TAFE campus and Kingscliff High School. The subject site is presented in Figure 1.1 below.



**Figure 1.1 Site location**

Source: HillPDA, 2021, image supplied Nearmap (current image)

## 1.1 The project

As displayed in **Figure 1.2**, Cudgen Connection is underpinned by private and mental health hospital offerings, positioned along the common boundary of the Tweed Valley Hospital. These land uses are complimented by a range of uses including:

- Essential worker housing (28,640m<sup>2</sup>)
- Community open space (three public parks and plaza – 15,520m<sup>2</sup>).
- Private Hospital (9,000m<sup>2</sup>)
- University Campus (7,000m<sup>2</sup>)

- Medical suites (6,750m<sup>2</sup>)
- Mental health hospital (6,000m<sup>2</sup>)
- Medihotel (5,000m<sup>2</sup>)
- Retail (1,600m<sup>2</sup>) to support essential worker and precinct user needs
- Childcare for essential workers (1,100m<sup>2</sup>)
- Community centre (1,000m<sup>2</sup>)
- Residential recreation space (260m<sup>2</sup>)
- Bus interchange



COTTEPARKER



SCALE 1:1000  
SCALE 1:1000 GSD

Centuria DIGITAL INFRASTRUCTURE

CONCEPT MASTERPLAN

741 Cudgen Road | 20006148 | 10003 | 04

**Figure 1.2** Concept masterplan

Source: Centuria, 2023

## 1.2 Purpose of this report

This report has been developed to support a Planning Proposal for the Cudgen Connection to Tweed Shire Council, giving consideration to the community needs of local and regional residents, and future residents associated with the proposal.

The objectives of the report are:

1. To identify how the proposal will meet social infrastructure demand and service gaps (if any) based on the existing community's needs (**Section 3.0 and 4.0**).
2. To understand which combination of social infrastructure, and in what quantities, is required to meet the needs of future residents associated with the proposal (**Section 5.0 and 6.0**).
3. To identify potential social impacts and benefits associated with the proposal, including the impacted stakeholders and population groups (**Section 7.0**).

The types of social infrastructure considered for the existing community (Objective 1) are different to that of the needs of the future residential population associated with the proposal (Objective 2) and therefore are addressed separately in this report. Further, for the purpose of understanding how the proposal may meet existing community needs (Objective 1), an existing community needs assessment was undertaken to focus on social infrastructure which would be delivered on site. This includes:

- Medical services; specifically access to private hospitals
- Community facilities
- Library spaces
- Childcare services
- Passive open space.

The consideration of community needs generated from the proposal, associated with the introduction of new residents on site, (Objective 2). Social infrastructure considered as needs of future residents included:

- Education; both primary and secondary schools
- Community facilities
- Library spaces
- Childcare services
- Open space, both active and passive.

## 1.3 Methodology

As this report strives to achieve a range of objectives, the following methodologies and data sources have been utilised to understand community need and demand.

Section	Methodology	Data
<b>Policy review</b>	Thematic analysis of Regional and Council strategy and policies, highlighting key themes relating to the proposal, community need and provision of community facilities and open space	<ul style="list-style-type: none"> <li>• NSW Government</li> <li>• Tweed Shire Council.</li> </ul>

Section	Methodology	Data
<b>Community profile</b>	Review of relevant demographic data to understand key changes in residential population and specific demographic, economic and social trends associated with the social locality.	<ul style="list-style-type: none"> <li>• ABS Census Data</li> <li>• Profile and Forecast .id</li> <li>• Populus, 2022.</li> </ul>
<b>Affordable housing</b>	Using a mixture of data sources the availability of affordable housing and affordable cost limits were calculated.	<ul style="list-style-type: none"> <li>• SGS Economics</li> <li>• ABS Census data</li> <li>• NSW Department of Community and Justice</li> <li>• Populus, 2022.</li> </ul>
<b>Existing and future community needs analysis</b>	<p>Utilising current and future population forecasts, benchmarking was undertaken using Council’s provision rates for open space, community facilities and libraries to understand current and future service supply.</p> <p>A childcare analysis was also undertaken to determine the provision rate for childcare services across the Coastal District.</p> <p>Summaries of the hospital need analysis were also considered.</p>	<ul style="list-style-type: none"> <li>• Tweed Shire Council</li> <li>• ABS Census data</li> <li>• Profile and Forecast .id</li> <li>• Australian Children’s Education &amp; Care Quality Authority: National Register</li> <li>• Australian Government: Child Care Finder; August 2022.</li> </ul>
<b>Population forecasting</b>	Determining the future residential population associated with the concept masterplan. This included the application of Council’s occupancy rates to the dwelling breakdown to understand the total expected population. ABS data was then used to model the likely household composition and age profile.	<ul style="list-style-type: none"> <li>• Tweed Shire Council</li> <li>• ABS Census Data.</li> </ul>

Collectively these methodologies were utilised to understand the existing community, current and future service gaps, and needs of the future residents associated with the proposal.

Due to the preliminary nature of this assessment, no engagement has been undertaken to support this assessment. Engagement is recommended to be pursued post any site rezoning as part of seeking development consent for the Cudgen Connection proposal.

## 2.0 Policy context

A policy review was undertaken to understand the strategic context of the proposal as well as establish known community strengths and challenges. The outcomes of the policy review have been presented in themes, group key outcomes and challenges across different policies and strategies.

### 2.1 The North Coast Region

The North Coast Region of NSW of which the proposal is situated, prides itself on its natural environment, lifestyle and vibrant communities. The Region's aging population continues to be a major economic driver, with health care and social assistance a primary industry of employment, as discussed further in sections below.

As outlined in the *North Coast Regional Plan 2041*, the Region seeks to balance employment, economic opportunity, housing, population growth, environmental sustainability and hazard resilience. Central to the *North Coast Regional Plan 2041* is strategic growth, whereby the Region is supportive of:

- Economic growth at a subregional level focusing on diverse employment opportunities for residents, building on existing economic strengths and attributes, and leveraging existing infrastructure to encourage economic clustering.
- Providing affordable and diverse housing to support residents at all stages of life, with an emphasis on housing choice.
- Balancing the needs of an aging population, a rapidly growing region and seasonal/temporary population fluxes associated with tourism and employment.
- Protecting and preserving the regions unique bio-physical assets, a core aspect of the Region's liveability and tourism industry.
- Hazard resilience considerations in land use planning to reduce risk and associated costs and social impacts associated with environmental shocks and stresses.

As the NSW Government plans for the North Coast Region, key challenges facing the region are identified as:

- Housing diversity and affordability.
- Inter and intra connectedness.
- Liveability and resilient communities.
- An aging population.
- Employment diversity and opportunities.

## 2.2 The Tweed Shire

Tweed Shire, the Local Government Area (LGA) hosting the proposal, has outlined the following priorities for future planning. The policy review of Council's policies and strategies identified six strategic themes relevant to the proposal. These themes include:

- Population growth.
- Economic opportunity.
- Housing diversity and affordability.
- Wellbeing.
- Delivering and managing social infrastructure.
- Open space and recreation.

### 2.2.1 Population Growth

The population of the Tweed LGA is expected to continue to increase and age going forward till 2041, placing increasing pressure on existing challenges, which have been identified by Council as:

- Provision of housing stock which is affordable and diverse.
- Meeting the service needs of the population as well as specific demographic profiles.
- Generation of new employment opportunities for the current and growing population.
- Heath wellbeing of the community, including but not limited to mental health, socio-economic disadvantage, cost of living, domestic violence and drug and alcohol abuse.

### 2.2.2 Economic Opportunity

The Council's *Community Strategic Plan 2022-2032* and the NSW Government's *Regional Economic Development Strategy 2018-2022* identify the importance of providing local employment opportunities for residents within the Tweed LGA. Both documents identify existing challenges related to local economic development, including:

- Limited amount of available employment land for new or expanding businesses.
- Population growth occurring at a higher rate than the delivery of local jobs, meaning proportionally fewer local jobs for residents.
- A high rate of cross border employment, being primarily residents leaving the LGA to work in southern Queensland, reflecting a lack of local employment opportunities in the LGA.
- Shortages of affordable housing making it harder to attract workers to the LGA.
- Develop 'internal markets' to support population growth, including services for residents, employment opportunities and housing options.

A key opportunity identified in the *Tweed Regional Economic Development Strategy* is developing a precinct strategy for the Tweed Valley Hospital, in order to continue to increase economic opportunities associated with this site. This aligns with existing economic conditions, given that healthcare and social assistance is the largest industry of employment in the Tweed LGA (representing 16.9 per cent of employment opportunities for residents).

### 2.2.3 Housing Diversity and Affordability

Housing diversity, affordability and choice is fundamental to supporting liveability and high-quality lifestyles within a region. This is reflected in Council's *Local Strategic Planning Statement*, where housing is discussed under several planning priorities.

While the *Local Strategic Planning Statement* provides guidance for a range of infrastructure types, it also recognises the need to provide solutions to 'widening social complexities such as housing affordability, homelessness and mental health' through a socially conscious land-use approach.

While the *North Coast Regional Plan* identifies the need to provide *great housing choice and lifestyle*, it is Council's *Local Strategic Planning Statement* which outlines how in the following planning priorities:

- Planning priority 15: Deliver housing supply and associated infrastructure to meet the needs of a growing population.
- Planning priority 16: Promote housing that is affordable, diverse, adaptive, and well located to meet the needs of our changing population.
- Planning priority 17: Deliver well-planned residential and rural residential housing.

### 2.2.4 Wellbeing

Liveability and wellbeing are made up of a range of indicators and contributing factors. Some of these factors are explored below.

#### Healthy lifestyles

In Council's *Community Strategic Plan 2022-2032*, Council actions which support an active and healthy community include the provision of passive and active open space, aquatic centres, public toilets, and lifeguard services. These examples take a physical health approach to wellbeing by supporting community wellbeing through access to recreational opportunities.

#### Social wellbeing

Social wellbeing issues, such as domestic violence, self-harm, and drug and alcohol abuse, are identified by Council and the community as local issues. Council's *Community Strategic Plan 2022-2032* and *Community Development Strategy 2020-2024* seek to improve social wellbeing issues for residents through increased social cohesion and connectedness, such as through the delivery of programs and services, access to services and facilities, and active lifestyles. This is reflected in the following goals outlined in Council's *Community Development Strategy 2020-2024*:

- People have access to facilities and activities that promote health and wellbeing.
- Community wellbeing is sustained through health relationships, networks and connections.

## 2.2.5 Delivering and Managing Social Infrastructure Assets

As the residential population of the Tweed LGA continues to grow, demand for social infrastructure will continue to increase. Council's *Community Strategic Plan 2022-2032* and *Community Facilities Plan 2019-2036* both identify service risks with the delivery and maintenance of Council owned assets, associated with the limited existing funding. This challenge is further complicated by the need to deliver inclusive programs, services, and facilities to a range of community members including younger residents, people with disabilities, First Nations people, older residents and those experiencing socio-economic disadvantage – all identified as challenges within the *Community Strategic Plan 2022-2032*.

Further, Council's *Community Facilities Plan 2019-2036* has identified additional challenges in servicing the Tweed LGA and how needs identified in the *Community Strategic Plan 2022-2032* can be met through the form and function of Council assets. The key challenges in delivering social infrastructure within the LGA are:

- Ensuring existing and future facilities accommodate the needs of **aging community**, including accessibility, programming for all ages and universal design.
- **Aging infrastructure** impacting the ability of some facilities to deliver programs and services, limiting operational hours, issues with accessibility and increasing cost of maintenance for Council-owned assets.
- **Poor facility design** resulting in highly specific community spaces with low ability to adapt to different community needs or programs.
- Increased **capital cost** of land acquisition and operational costs has made it unsustainable for Council to be the primary funder and operator of new facilities.

As Council continues to plan for social infrastructure across the LGA, there is an evident desire for community facilities to be higher performing, more accessible and lower cost to Council. Moving forward, Council has identified a range of principles for the delivery of social infrastructure which seek to address these challenges, which include:

- **Universal and multi-purpose design** to ensure all members of the community can access facilities, and allow facilities to respond to the changing needs, services, and programs of the community over time.
- Facilities are both **affordable** and **accessible** to community members, ensure cost is not a barrier to entry and that community facilities are well located near reliable public transport routes.
- Explore **alternative funding models** such as commercial ventures, public/private partnerships, public/public partnerships or joint ventures to reduce capital cost and risk for Council.
- **Activating facilities** to provide increased benefit, services, and programs to the community.

## 2.2.6 Open Space and Recreation

Council's *Open Space Strategy 2018-2028* outlines current and future drivers of demand, consultation outcomes, usage trends as well as Council approach to the provision, funding and delivery of open space across the LGA. Within the *Open Space Strategy 2018-2028*, Council adopts the following terms when discussing open space:

**Passive:** *Passive open space includes land set aside for passive recreation activities such as sitting and relaxing, nature appreciation, socialising, picnicking, walking and child's play.*

**Active:** *Active open space includes land set aside for active recreation such as organised sport and informal sport, as well as other physical activities undertaken for the purpose of exercise and recreation such as bike riding, skating and outdoor fitness.*

The *Open Space Strategy 2018-2028* notes that the Tweed LGA has an undersupply of active open space and a high supply of passive open space. Importantly, much of the passive open space across the LGA is nature-based and a key tourism driver. The distribution of open space varies across the LGA with some areas such as the Mid Coast, Casuarina and Cudgen, being well supplied with both active and passive open space.

Provision and supply are only one important factor of open space planning, with Council's *Open Space Strategy 2018-2028* noting the importance of the following additional elements:

- **Access:** ensuring residents are all in close proximity to local active and passive open space, considering both walking and driving distances.
- **Quality:** the quality of open space plays an important role regarding usability and desirability. Council notes that the distribution of quality open space across the LGA is inequitable, with some areas having access to more and/or better quality open space than others.
- **Distribution:** delivery of new active and passive open space is located in growth areas to prevent further inequitable distribution.

## 3.0 Community Profile

The community profile explores demographic data indicators across key themes identified in the policy review. The community profile considers four different geographies (being the social locality), as shown below in **Figure 3.1**. This includes the following components:

- **Tweed Shire LGA**, in order to understand trends and characteristics across the LGA.
- **The Coastal District**, in order to understand demographic trends associated with coastal communities within the Tweed Shire LGA.
- **The local area** includes the suburbs of Cudgen and Kingscliff, as the proposal site sits within the eastern part of Cudgen, but is in close proximity to the western part of Kingscliff.

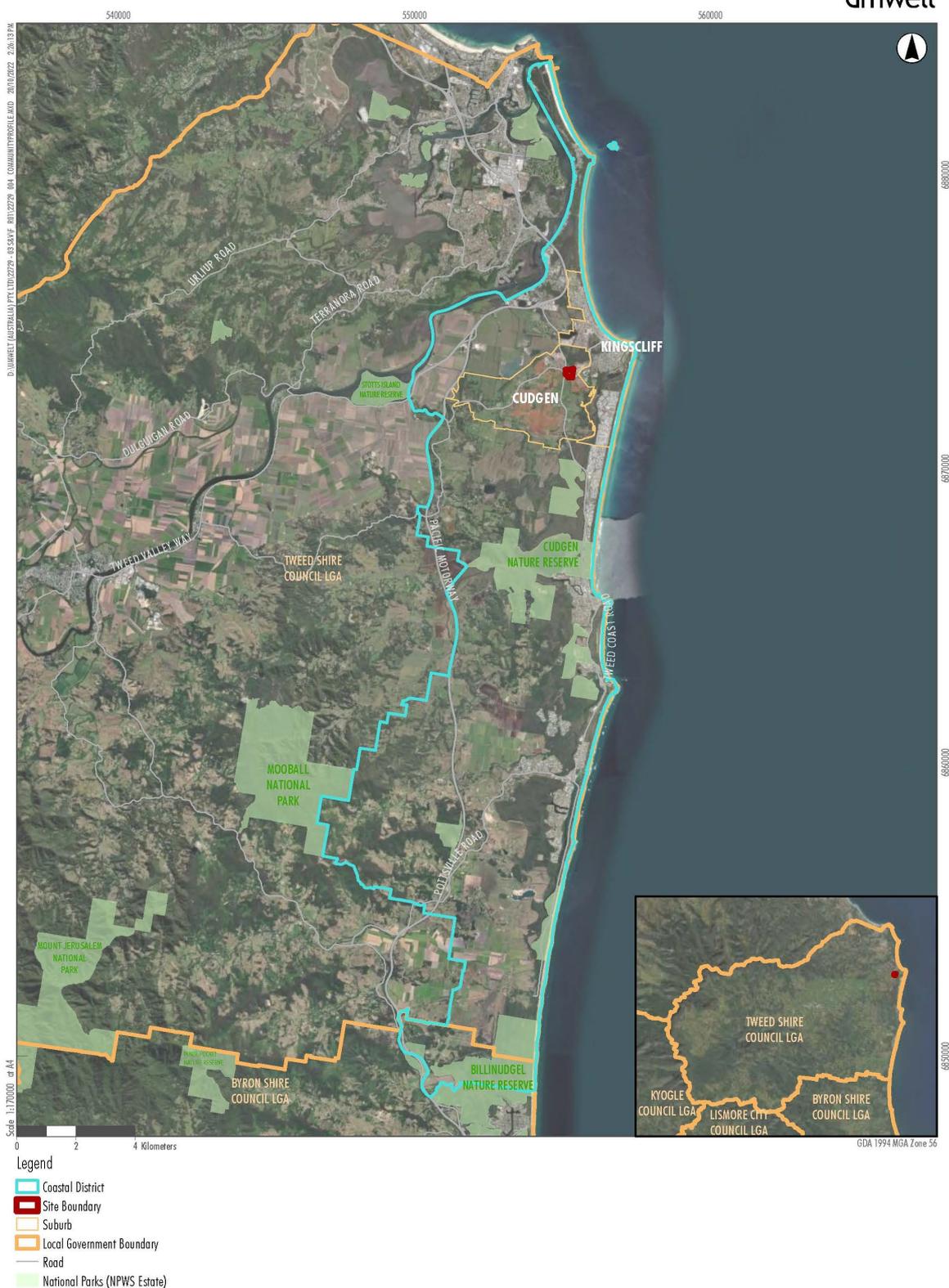


Image source: ESRI Basemap (2021) Data source: DSFI (2021), NPWS Estate (2022), DCDB (2022), DTDB (2022)

**Figure 3.1 Social locality**

Source: Umwelt, 2022, utilising ABS boundaries (2021)

## 3.1 Population Change

### 3.1.1 Current and Previous Growth

Over the last decade, the Tweed LGA has experienced substantial population growth with the residential population increasing from 85,105 in 2011 to 97,392 by 2021, a 14.4 per cent change. Over this same period the local area has experienced mixed growth rates, as shown below in Table 3.1 with Cudgen (suburb) experiencing a slightly lower population growth rate than the LGA (12.0 per cent compared to 14.4 per cent respectively) while Kingscliff has experienced a significant population change with a 10 year population growth rate more than double the LGA rate (30.7 per cent compared to 14.4 respectively). The local area is located within a District which has experienced significant growth over this period. Collectively, population data presented in Table 3.1 below shows that:

- The population of the Coastal District has increased dramatically between 2011 and 2021, with much of this growth occurring in the last five years.
- Population growth in Cudgen has only occurred between 2016 and 2021, with limited change between 2011 and 2016.
- Population growth in Kingscliff has been notable over the 10-year period, with a 1,072 increase between 2011 and 2016 and an 891 increase between 2016 and 2021.

**Table 3.1 Population growth, 2011-2021**

Location	2011	2016	2021	Change
Tweed LGA	85,105	91,371	97,392	14.4%
Coastal District	21,453	24,734	27,205	26.3%
Cudgen (Suburb)	850	857	952	12.0%
Kingscliff (Suburb)	6,392	7,464	8,355	30.7%

Source: ABS QuickStats, 2011, 2016 and 2021.

### 3.1.2 Forecasted Growth

#### 3.1.2.1 Tweed LGA

Between 2021 and 2041, the Tweed LGA is expected to grow by 34,829 residents representing a 35.8 per cent population increase. To accommodate this growth there is anticipated to be an additional 15,095 dwellings, representing a 33.9 per cent increase. As evident in **Table 3.2**, much of this growth is expected to occur between 2031 and 2041. *The Draft Issues Paper: Tweed Growth Management and Housing Strategy* (PSA Consulting 2022), developed for Council notes slightly lower population projects, with a net increase of 31,682 by 2041, slightly lower than projections from Forecast id. Importantly, the *Issues Paper (2022)* notes that population growth across the LGA is primarily driven by inward migration.

**Table 3.2 Population growth across the Tweed LGA, 2021-2041**

	2021	2031	2041	Net increase	% increase
<b>Resident population</b>	97,392	108,930	132,221	+34,829	+35.8%
<b>Number of dwellings</b>	44,526	50,221	59,621	+15,095	+33.9%

Source: ABS QuickStats, 2021; Forecast .id, Tweed Shire, 2031, 2041

### 3.1.2.2 Coastal District

Forecast id (2022) has been used to understand population growth for the Coastal District and within the Coastal District. The Coastal District is comprised of four areas which include:

- North Coast – Kingscliff.
- Mid Coast – Casuarina.
- Cabarita area.
- South Coast – Pottsville.

The subject site is situated within the Mid Coast – Casuarina area but is adjacent to the North Coast Kingscliff area.

Between 2021 and 2041, the Coastal District is expected to grow from 27,011 to 39,159 residents, representing a 45.0 per cent population increase over 20 years. As shown below in Table 3.3, population growth will not be evenly distributed within the Coastal District, with:

- The Mid Coast – Casuarina local area experiencing the greatest population increase with an additional 9,077 residents expected by 2041, equivalent to a 199.7 per cent population increase from 2021.
- The South Coast – Pottsville local area experiencing a moderate population increase with an additional 2,375 residents expected by 2041, equivalent to a 27.8 per cent population increase from 2021.
- The North Coast – Kingscliff local area experiencing limited population change with an additional 685 residents expected by 2041, equivalent to a 6.5 per cent population increase from 2021.
- The Cabarita Area local area experiencing a no population change with an additional 11 residents expected by 2041, representing a 0.3 per cent population increase.

**Table 3.3 Population growth across the Coastal District, 2021-2041**

Coastal District	2021	2031	2041	Net change	% increase
North Coast – Kingscliff	10,511	11,004	11,196	+685	+6.5%
Mid Coast – Casuarina	4,545	7,445	13,622	+9,077	+199.7%
Cabarita area	3,403	3,394	3,414	+11	+0.3%
South Coast – Pottsville	8,552	8,704	10,927	+2,375	+27.8%
<b>Coastal District</b>	<b>27,011</b>	<b>30,547</b>	<b>39,159</b>	<b>+12,148</b>	<b>+45.0%</b>

Source: Forecast .id, Tweed Shire, 2021, 2031, 2041

### 3.1.3 Implications

Over the next 20 years the population of the Tweed LGA is expected to increase by 35.8 per cent, with much of this growth focused in the second half of this period. The Coastal District is expected to experience a notably higher proportional population increase than the LGA, with much of the growth focused on the Mid Coast – Casuarina area which includes the proposal site.

## 3.2 Age

To understand the aging nature of the social locality, the following indicators have been explored for Tweed LGA, the Coastal District and the local area:

- Median age trends.
- 2021 age profile.
- Household mobility and age of inward residents migrating to the LGA.

### 3.2.1 Median Age Trends

Overall, the Tweed LGA has a significantly older population. Median ages for the Tweed LGA and the local area, shown below in **Table 3.4** suggest that:

- The LGA has a high median age of 47, this is eight years higher than the NSW median.
- The LGA’s population is getting older, with median age increasing by two years between 2011 and 2021.
- Cudgen has a relatively younger residential population with a median age of 39, similar to that of NSW (38).
- Kingscliff has an older population, similar to the broader LGA, with median age increasing by one year between 2016 and 2021.

Interestingly, the Tweed LGA’s median age has stabilised between 2016 and 2021 while Kingscliff residential population increased notably in age over this same period. This suggests that between 2016 and 2021 there were no significant changes to the LGA’s age profile, while Kingscliff experienced a proportional increase in older residents.

**Table 3.4 Median age, 2011-2021**

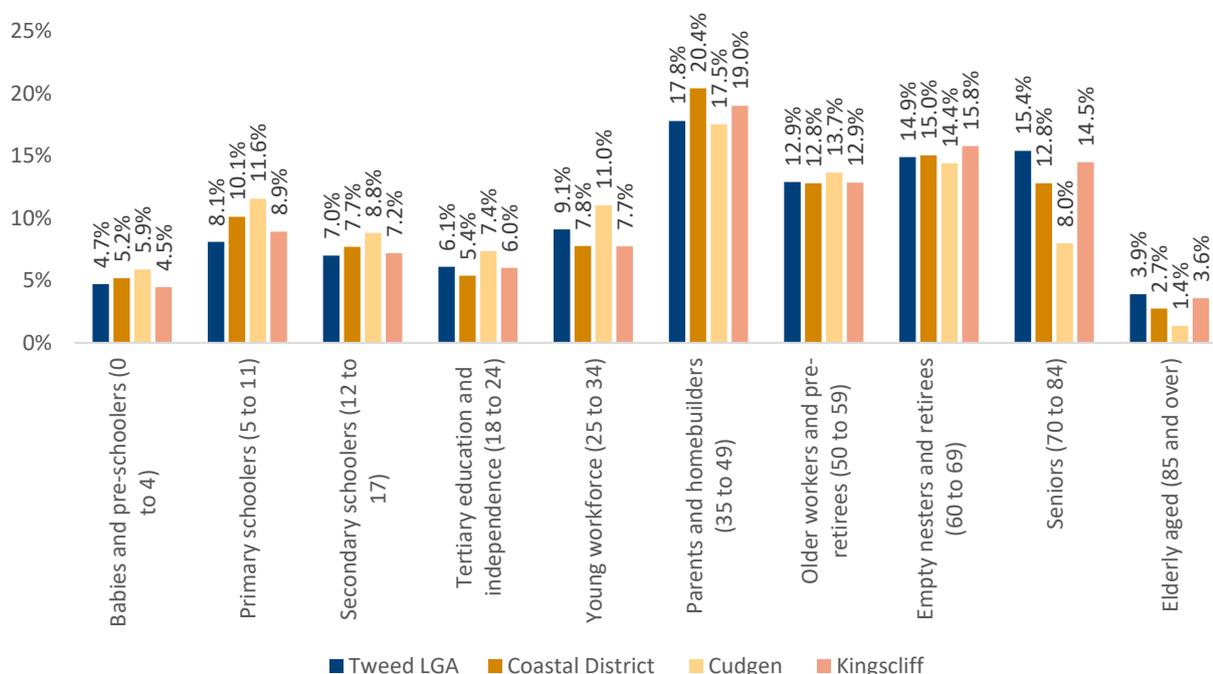
Median age	2011	2016	2021	Change
Tweed LGA	45	47	47	+2
Coastal District	*median age has not been calculated for the Coastal District as it is not an ABS geography, meaning median age would be an average of median ages for suburbs which make up the District			
Cudgen (Suburb)	39	41	39	Stable
Kingscliff (Suburb)	46	46	47	+1

Source: ABS QuickStats, 2011, 2016, 2021

### 3.2.2 Age Profile

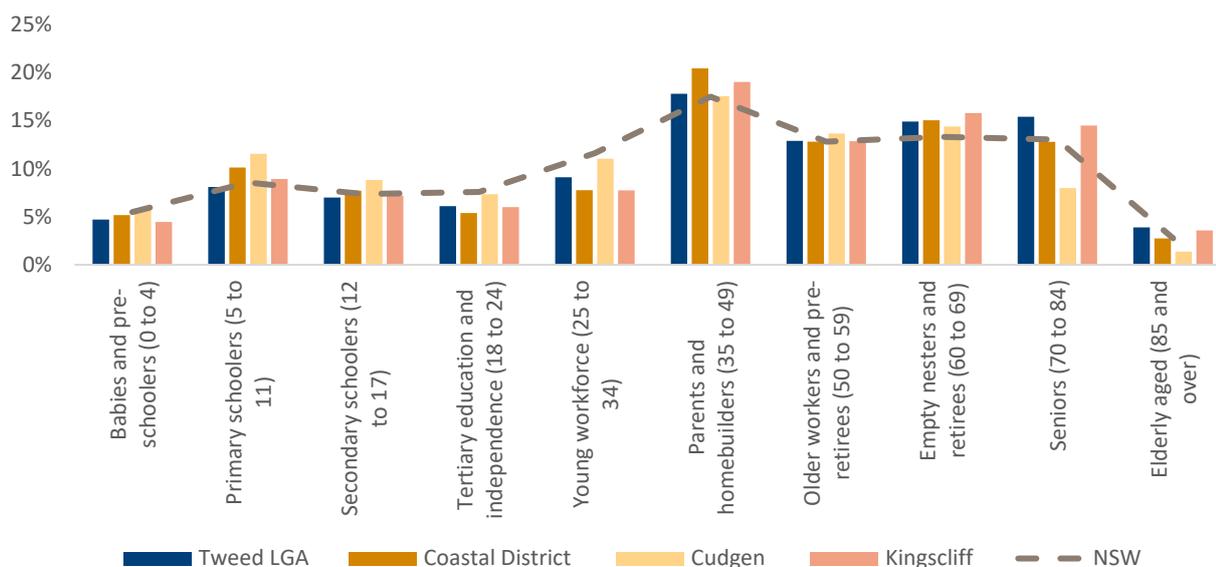
As indicated by median ages in **Table 3.4**, age profiles for the Tweed LGA, Coastal District and local area tend to have a higher representation of older age groups, as shown below in **Figure 3.3**. When compared to the LGA, **Figure 3.2**:

- The Coastal District generally has a higher representation of primary schoolers, parents and homebuilders and lower representation of seniors and elderly aged residents.
- Cudgen has a high representation of young families, reflected by higher proportions of residents under 18 and 18-34. Cudgen also has a significantly lower representation of seniors and elderly aged residents.
- Kingscliff has a lower representation of residents under 24 and notably high representation of seniors and elderly residents when compared to Cudgen.



**Figure 3.2 Age profile, 2021**

Source: ABS TableBuilder Pro, 2021; Service age groups concept from Profile .id, 2022



**Figure 3.3 Age profile comparison with NSW, 2021**

Source: ABS TableBuilder Pro, 2021; Service age groups concept from Profile .id, 2022

### 3.2.3 Inward Migration

Since 2016, 27,061 residents have moved to the Tweed LGA, reflected by their change in usual residential address. Of the top ten LGAs that residents have moved from in the last five years:

- Three LGAs were in Queensland (Gold Coast, Brisbane and Logan).
- Three LGAs were in the Northern Rivers Region (Byron, Ballina and Lismore).
- Four LGAs were in the Greater Sydney Region (Northern Beaches, Sutherland Shire, Central Coast, Randwick).

Further details on the representation of where residents in the Tweed LGA have moved from is presented below in **Table 3.5**. Percentages presented in **Table 3.5** are of the whole population, with 79.6 per cent of residents in the Tweed LGA having lived in the LGA over the last five years.

**Table 3.5 Usual residential address five years ago**

LGA	Per cent of population
Tweed	79.6%
Gold Coast	5.0%
Brisbane	1.5%
Byron	1.2%
Northern Beaches	0.7%
Sutherland Shire	0.4%
Logan	0.4%
Central Coast	0.4%
Ballina	0.3%

LGA	Per cent of population
Lismore	0.3%
Randwick	0.3%

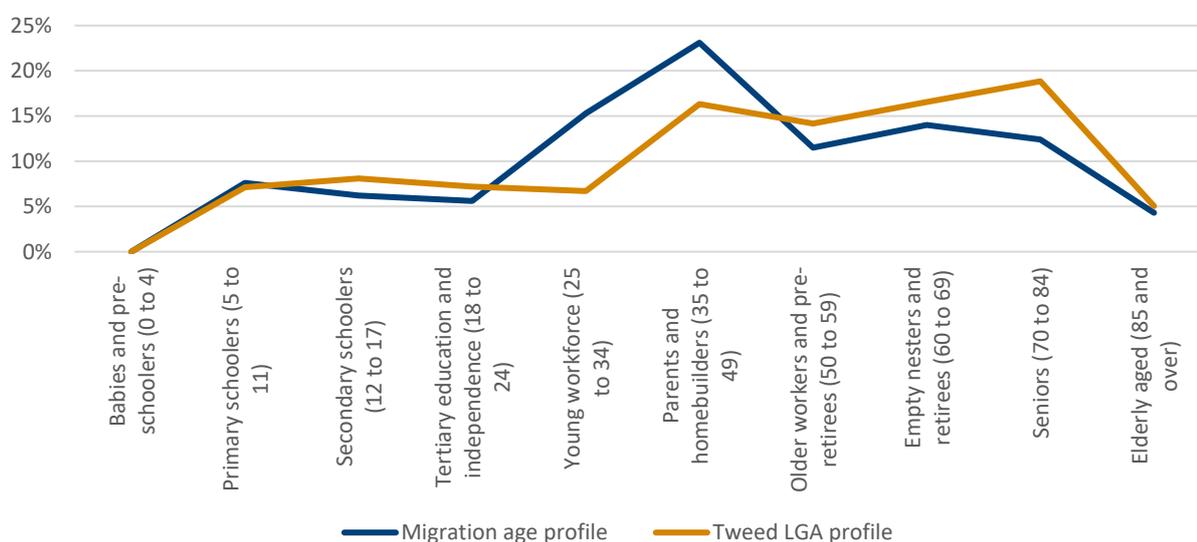
Source: ABS TableBuilder Pro, 2021

When considering residents' usual residential address five years ago, **Figure 3.4** shows the age profiles of residents in 2021 who have relocated to the Tweed LGA over the last five years compared to the Tweed LGA residential profile. **Figure 3.4** indicates that inward migration over the last five years was primarily undertaken by residents:

- Aged 25-34, representing 15.3 per cent of all inward migration.
- Age 35-49, representing 23.1 per cent of all inward migration.
- Age 50-59, representing 11.5 per cent of all inward migration.
- Age 60-84, representing 26.4 per cent of all inward migration.

Collectively this suggests that 37.9 per cent of all residents who moved to the Tweed LGA over the last five years are currently between 50-84 years of age, most likely reflecting pre-retiree and retiree sea-change trends. This is likely one of multiple drivers of the LGA's aging population.

Importantly, a large representation of residents who moved to the Tweed LGA over the last five years are 25-49 years of age, reflecting inward migration of younger residents who are likely engaged in the labour force. While older residents make up a significant proportion of residents who moved to the Tweed LGA over the last five years, younger residents are still an important aspect of the LGAs population growth.



**Figure 3.4** Age migration

Source: ABS TableBuilder Pro, 2021

### 3.2.4 Future Age Profile

There are currently differences between population forecasts predicted by the NSW Department of Planning and Environment and Forecast .id. It is understood that the NSW Department of Planning and Environment's forecasts are more likely to occur based on current and existing trends, while Forecast .id projects are more likely to be realised should housing and employment supply increase as a result of infill development and land releases. For the purpose of this section, Forecast .id has been utilised due to the availability of sub-LGA population forecasts.

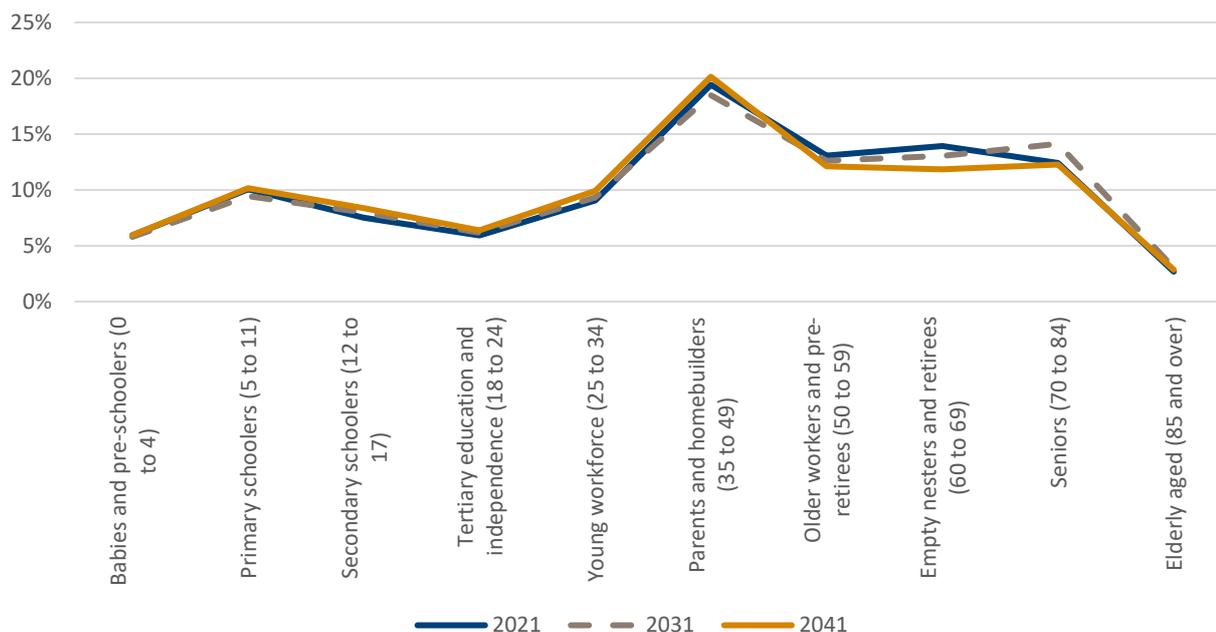
#### 3.2.4.1 Coastal District

Between 2021 and 2041, the age profile of the Coastal District is expected to experience minor changes, as shown below in **Figure 3.5**. In general, the age profile is expected to shift, with an increase in younger residents (under 35 years of age), a decrease in the representation of older adults (35 to 70 years of age) and a minor increase in elderly residents (85+).

The most important changes include:

- A 0.9 per cent increase in the representation of residents aged 25-34, who can be categorised as young workers.
- A 1.0 per cent decrease in the representation of residents aged 50-59, who can be identified as older workers and pre-retirees.
- A 2.1 per cent decrease in the representation of residents aged 60-69, who can be identified as empty nesters and retirees.
- A 0.2 per cent increase in residents aged 85 and over, identified as elderly residents.

While there is expected to be change within the age structure of the Coastal District, this change is fairly limited considering the 20 year period. This suggests that current challenges the Tweed LGA and the Coastal District face regarding an aging population, and the drivers of an aging population, are likely to continue to be prevalent across the Coastal District between now and 2041.



**Figure 3.5 Age profile forecast**

Source: Forecast .id, Tweed Shire, 2021, 2031, 2041

### 3.2.4.2 Local area

While the Mid Coast – Casuarina and North coast – Kingscliff areas are geographically close, they have uniquely different age profiles which are expected to change in different ways. When comparing the 2021 age profile for the Mid Coast – Casuarina area with the North Coast – Kingscliff area, it is evident that:

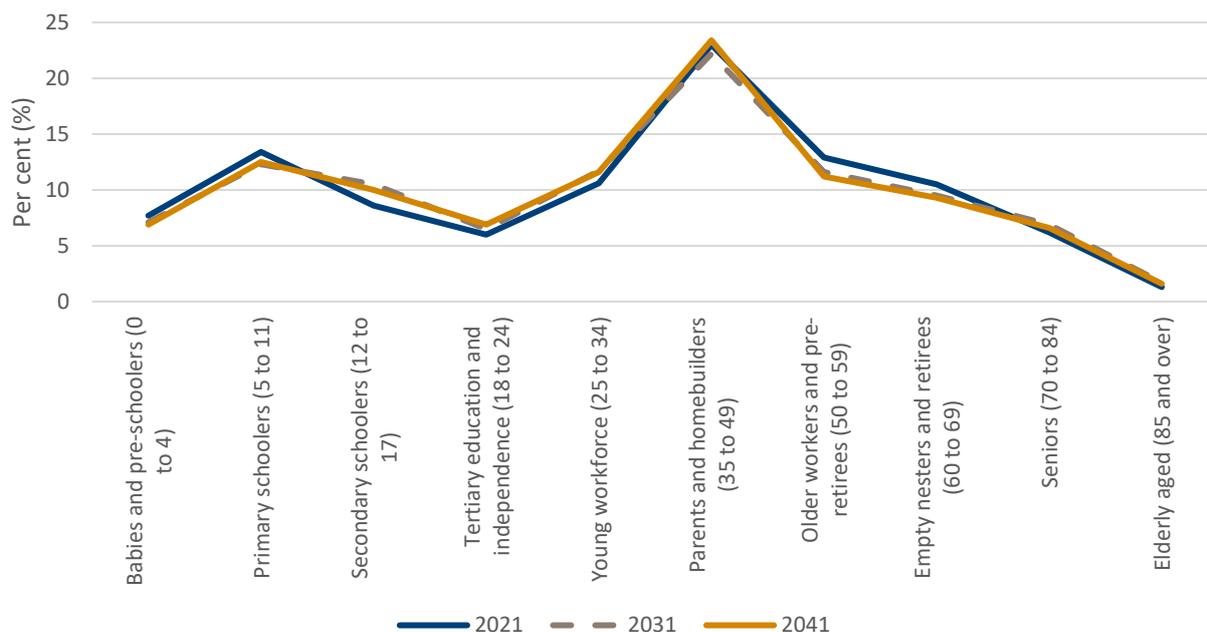
- The Mid Coast – Casuarina area is predominately family households, with a high proportion of residents aged 35-49 and 5-11 and very low representation of older and elderly residents.
- The North Coast – Kingscliff area also has a moderate representation of family households, with a high proportion of residents aged 35-49 and 5-11, however has a notably high representation of older residents aged 60-84.

By 2041 the Mid Coast – Casuarina area, as shown below in Figure 3.6, is expected to experience a:

- Slight decrease in the representation of children under the aged of 12.
- Increase in the representation of residents aged 12-34.
- Decrease in the representation of residents aged 50-69.

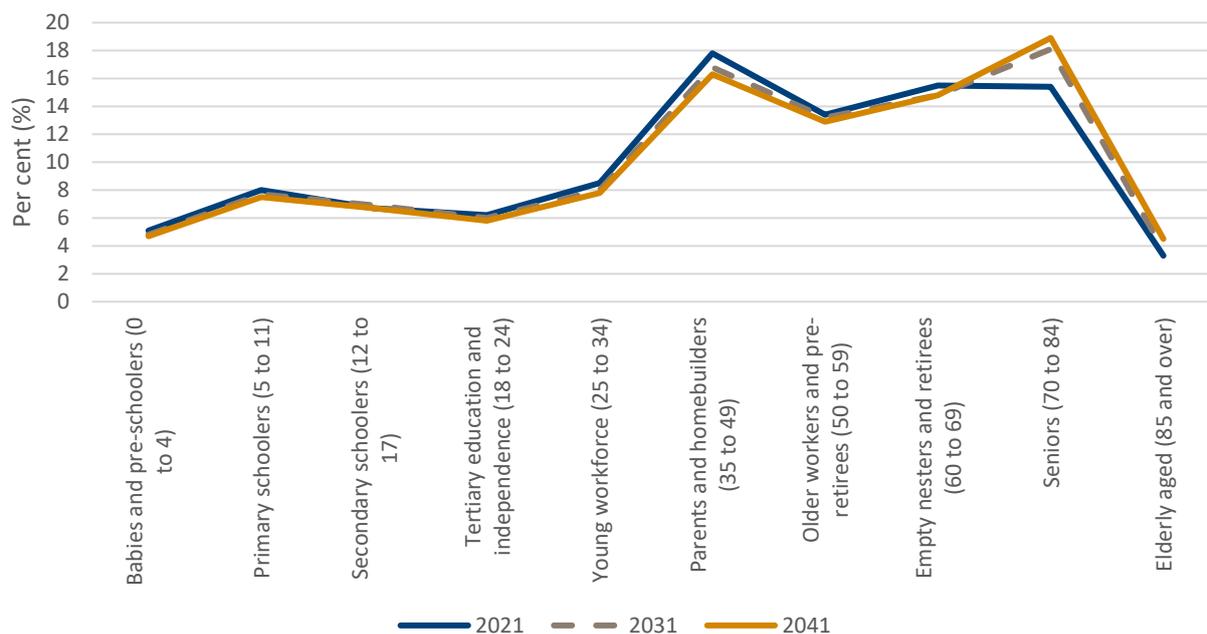
Unlike the Mid Coast – Casuarina Area, the North Coast – Kingscliff area, as shown below in Figure 3.7, is expected to experience a:

- Slight decrease in the representation of residents aged 35-59.
- Have a significant increase in the representation of residents aged 70-84.



**Figure 3.6 Age profile forecast for Mid Coast – Casuarina area**

Source: Forecast .id, Tweed Shire, 2022



**Figure 3.7 Population forecast for North Coast – Kingscliff area**

Source: Forecast .id, Tweed Shire, 2022

### 3.2.5 Implications

The Tweed LGA, Coastal District and Kingscliff evidently have an aging population which will likely require a range of support services now and into the future. These residents are likely already, or transitioning, out of the labour force and into retirement.

The proposal will provide new private health, accessible to the broader LGA and in proximity the Coastal District and Kingscliff. As Cudgen has a younger age profile, the proposal offers different services for this community, including diverse employment opportunities close to home, retail spaces contributing to lifestyle as well as access to community spaces provided on-site. The proposal also offers improved educational services for younger residents.

Over the next 20 years, the age profile of the Coastal District is expected to remain fairly stable, with population growth aligned to the current age profile of the District. However, within the Coastal District, the North Coast – Kingscliff area is expected to experience a proportional increase in the representation of seniors and elderly aged residents. Future growth in older age cohorts will place increasing pressure on services, in addition to population growth.

### 3.3 Housing Costs

To understand the significant challenges residents face across the LGA regarding housing affordability, this profile has considered trends in recent property sales (over the last year) and rates of housing stress.

#### 3.3.1 Property Sale Trends

Housing data sourced from PriceFinder outlines significant increases in housing values over the past five-years within the Tweed Shire LGA, as shown below Table 3.6.

**Table 3.6 Property Sale Trends**

Housing type	Median value (June 2023)	5 Year trend
Detached dwelling	\$1,027,500	+58%
Attached dwellings (units, townhouses, villas)	\$656,250	+49%

Source: PriceFinder, June 2023

Further data sourced from the Abs indicates that during between 2013 and 2023 an average of 420 new dwellings were approved per annum in the LGA.

Dramatic increases in housing prices and limited release of new housing suggests there is substantial demand for housing in the LGA and limited new supply, with housing supply rates below that required to meet population growth. This poses significant risk for lower and medium income households in the LGA who may be priced out of the local market and require to move to more affordable localities.

#### 3.3.2 Housing Stress

Housing stress is a metric used to determine the pressure households are experiencing within the housing market. In the 2021 census, households were identified as experiencing mortgage and rental stress if housing costs (mortgage repayments or weekly rent) were more than or equal to 30 per cent of household income<sup>12</sup>. While this metric does not account for nuances in household income, for example a high-income household could be experiencing rental stress – however their rental stress is more likely a product of

<sup>1</sup> <https://www.abs.gov.au/census/guide-census-data/census-dictionary/2021/variables-topic/housing/rent-affordability-indicator-raid>

<sup>2</sup> <https://www.abs.gov.au/census/guide-census-data/census-dictionary/2021/variables-topic/housing/mortgage-affordability-indicator-maid>

lifestyle choices than a low-income household and likely to have fewer economic ramifications for the household, it does provide insights into the affordability of the housing market.

Based on the outcomes of the 2021 census, rental stress is significantly higher than mortgage stress across the LGA, Coastal District and local area. In most areas presented in **Table 3.6**, between 40-50 per cent of households are paying more than 30 per cent of their household income on rent. Mortgage stress rates are notably lower than rental stress rates across the LGA, Coastal District and local area.

Collectively data from Populus (2022) and 2021 census data show that the cost of housing is increasing and unaffordable for many households, particular renters and those who have do not have the economic capital to enter home ownership.

**Table 3.7 Housing affordability**

	Households experiencing mortgage stress	Households experiencing rental stress
<b>Tweed LGA</b>	17.6%	47.0%
<b>Coastal District</b>	16.9%	44.6%
<b>Cudgen</b>	19.6%	31.6%
<b>Kingscliff</b>	17.6%	42.8%

Source: ABS QuickStats, 2021

### 3.3.3 Implications

The proposal will actively provide new housing options, under a build-to-rent system, available for workers at either the Tweed Valley Hospital site or the Cudgen Connection campus. While this will not be available to all residents across the LGA, it will support housing options for key workers in an area where housing is becoming increasingly unaffordable, especially for renters.

Advice on determining affordable rent limits is provided in **Appendix A**.

## 3.4 Economic Opportunity

To understand the varying aspects of economic opportunity, the following indicators have been considered:

- Personal and household income.
- Labour force participation rates.
- Unemployment.
- Industry of employment.

### 3.4.1 Income

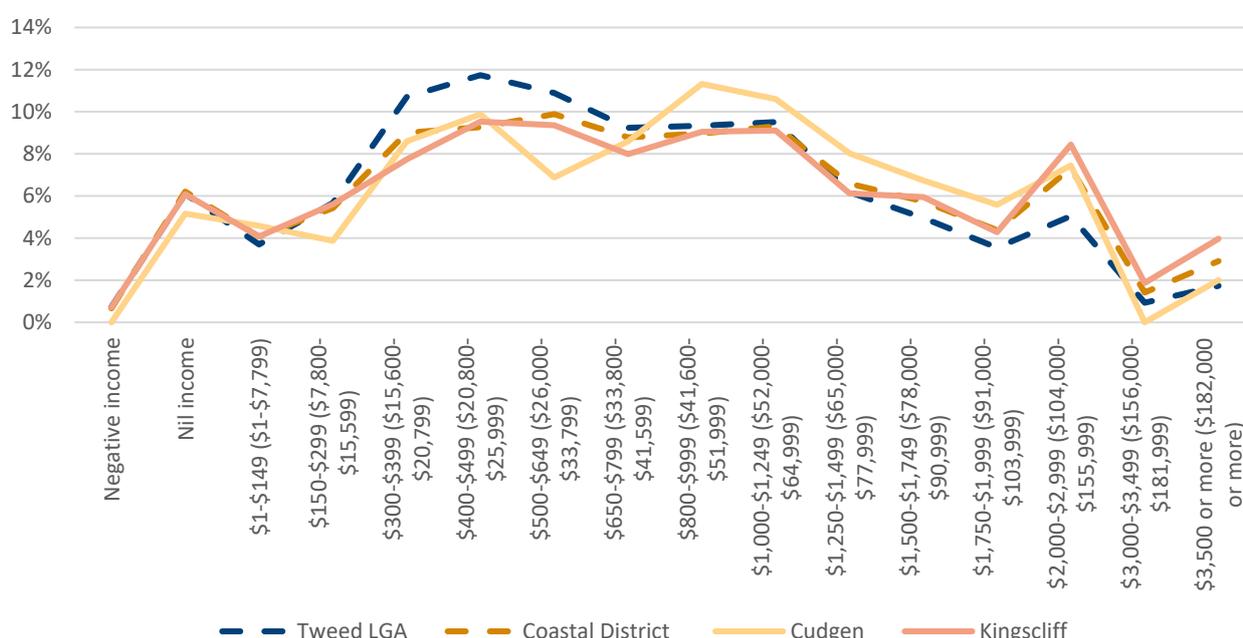
Demographic analysis undertaken by Populus (2022) indicates that the Tweed LGA has a comparably large population who are living on less than the median weekly income or are welfare-dependant when compared to similar LGAs in NSW. Those households in the Tweed LGA who receive less than the median

weekly income made up 44.6 per cent of the population. Families who have children and considered as low income and welfare-dependant represented 10.8 per cent (2017) of family households.

Personal weekly income ranges vary across the social locality. Key differences presented below in **Figure 3.8** include:

- A higher representation of residents earning lower incomes (\$300-\$799 per week) across the LGA compared to the Coastal District, Cudgen and Kingscliff.
- A higher representation of residents earning moderate incomes (\$800-\$1,999 per week) in Cudgen compared to the LGA, Coastal District and Kingscliff.
- A higher representation of residents earning high incomes (more than \$3,500 per week) in Kingscliff.

These trends suggest residents within the Coastal District and in the eastern part of the LGA generally have higher earning capacity. Within this context, residents in Cudgen generally have moderate incomes, however very few have access to higher incomes compared to the Coastal District and Kingscliff.



**Figure 3.8 Personal income**

Source: ABS TableBuilder Pro, 2021

### 3.4.2 Labour Force Participation

Resident labour force participation rates varying across the LGA, Coastal District and local area. Key outcomes from **Table 3.7** below suggest that:

- The Coastal District and Cudgen have a high proportion of residents engaged in employment, generally reflecting young population profiles.
- Tweed LGA and Kingscliff have a high proportion of residents not in the labour force, reflecting either a higher proportion of retired residents or residents who are unable to work.

**Table 3.8 Labour force participation rates, 2021**

	Participates in the labour force	Not in the labour force
Tweed LGA	52.7%	40.1%
Coastal District	60.5%	39.6%
Cudgen	70.3%	29.2%
Kingscliff	59.0%	41.1%

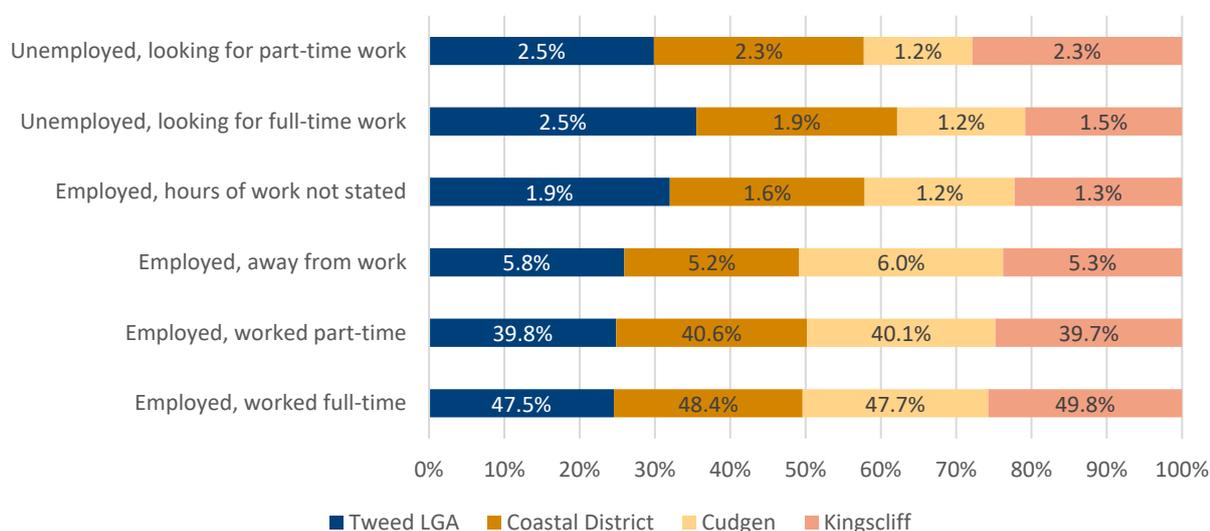
Source: ABS TableBuilder Pro, 2021

### 3.4.3 Unemployment

Across the social locality, nearly half of all residents engaged in the labour force worked full time. This is lower than the NSW rate of 55.2 per cent. When considering unemployment rates across the social locality, presented below in **Figure 3.9**:

- The Tweed LGA had the highest unemployment rates within the social locality (5.0 per cent).
- The Coastal District and Kingscliff had similar unemployment rates (4.2 per cent and 3.8 per cent respectively).
- Cudgen had the lowest unemployment rate of 2.4 per cent.

Collectively this suggests that resident employment is strong in the eastern part of the LGA, with Cudgen an area with notably low unemployment compared to the surrounding Coastal District.



**Figure 3.9 Employment status**

Source: ABS TableBuilder Pro, 2021

### 3.4.4 Resident Employment

As described previously, health care and social assistance is the largest industry of employment for residents across the Tweed LGA, the Coastal District and the local area, as shown below in **Table 3.8**. Other key industries of employment include:

- Construction.
- Education and training.
- Retail trade.
- Accommodation and food services.
- Agriculture, forestry and fishing (Cudgen only).
- Professional, scientific and technical services (Kingscliff only).

The distribution of key industries of employment across the social locality indicate that construction, education and training, and health care and social assistance are key economic drivers across the region. Agriculture, forestry, and fishing is a unique industry of employment specifically relevant for residents living in Cudgen while professional, scientific and technical services is a unique industry of employment for residents in Kingscliff and the broader Coastal District.

**Table 3.9 Industry of employment**

Industry of employment	Tweed LGA	Coastal District	Cudgen	Kingscliff
Agriculture, Forestry and Fishing	2.4%	1.7%	<b>8.6%</b>	1.1%
Mining	0.7%	0.8%	0.6%	0.6%
Manufacturing	4.3%	4.2%	6.7%	3.5%
Electricity, Gas, Water and Waste Services	1.1%	1.2%	0.6%	1.2%
Construction	<b>11.8%</b>	<b>12.8%</b>	<b>10.5%</b>	<b>11.8%</b>
Wholesale Trade	1.8%	1.7%	1.9%	1.7%
Retail Trade	<b>10.3%</b>	<b>8.5%</b>	<b>8.8%</b>	8.1%
Accommodation and Food Services	<b>9.5%</b>	<b>9.6%</b>	8.2%	<b>9.7%</b>
Transport, Postal and Warehousing	3.3%	2.6%	2.5%	2.5%
Information Media and Telecommunications	0.9%	1.1%	0.0%	1.0%
Financial and Insurance Services	1.7%	2.1%	0.0%	2.7%
Rental, Hiring and Real Estate Services	1.7%	1.8%	0.8%	2.4%
Professional, Scientific and Technical Services	5.4%	7.0%	5.9%	<b>8.3%</b>
Administrative and Support Services	3.4%	3.2%	4.0%	3.0%
Public Administration and Safety	4.9%	4.6%	4.0%	4.6%
Education and Training	<b>9.3%</b>	<b>11.5%</b>	<b>11.5%</b>	<b>12.0%</b>
Health Care and Social Assistance	<b>17.4%</b>	<b>16.4%</b>	<b>16.9%</b>	<b>16.3%</b>
Arts and Recreation Services	1.7%	1.7%	1.3%	1.6%

Source: ABS TableBuilder Pro, 2021

### 3.4.5 Implications

The proposal will provide a range of employment opportunities during construction and operation. Operational job opportunities will further strengthen existing key industries of employment with residents likely able to transition into new job opportunities associated with the proposal with ease. Not only will the proposal provide new employment opportunities, but there will also be new employment opportunities across a range of industry including:

- Health care and social assistance.
- Education and training (including childcare).
- Accommodation and food services.

The proposal also supports the opportunity to develop these industries in conjunction with each other, highlighting evident synergies between the industries, reflected in the masterplan mix. The masterplan will likely deliver increased capacity of these industries as well potentially improve the ability of these industries to deliver quality services.

## 3.5 Varying Advantage and Disadvantage

A range of indicators can be used to understand levels of advantage and disadvantage within communities. The ABS uses an indicator called Socio-Economic Indexes for Areas (SEIFA) which considers a range of factors which contribute towards advantage/disadvantage including personal and household income, educational attainment, family structure, occupation and overcrowding.

At the time of preparing this report, SEIFA scores/deciles for the 2021 had not be completed by the ABS. Considering the considerable change the social locality has experienced between 2016 and 2021, 2016 SEIFA scores have not be included. Instead, advantage and disadvantage has been explored through the following 2021 census indicators:

- Highest level of education attainment.
- Health outcomes.
- Low economic status.

### 3.5.1 Highest Level of Educational Attainment

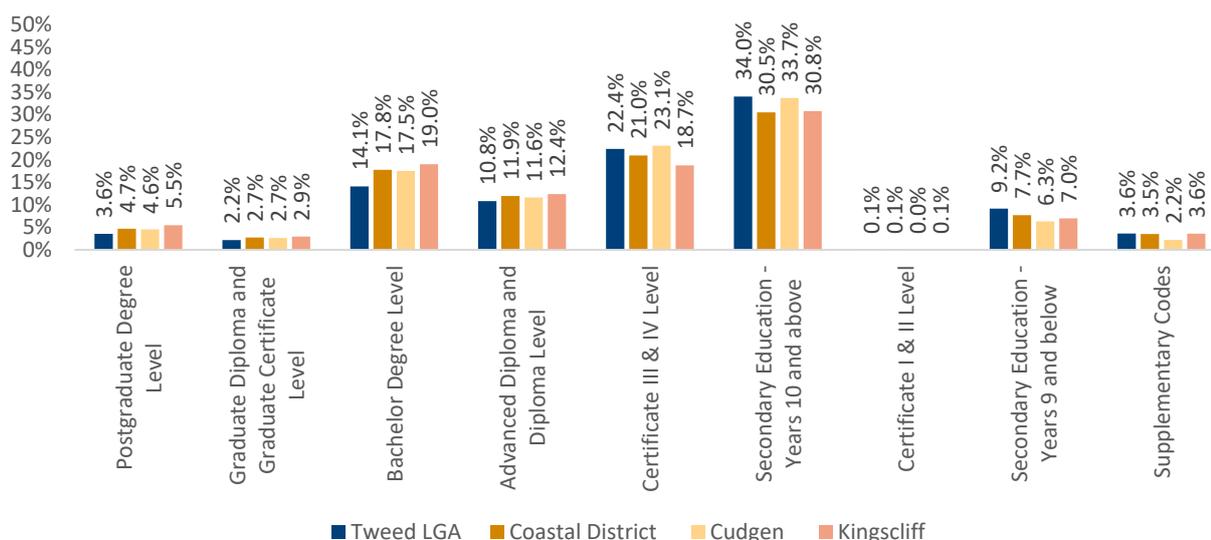
Highest level of education is considered one of multiple factors in determining an individual, household or community's level of advantage, as higher levels of educational attainment are often associated with higher income levels and stronger health outcomes.

Across the social locality, educational attainment is fairly similar across the LGA, the Coastal District and the local area, as shown below in **Figure 3.10**. Key differences include:

- Slightly higher rates of tertiary educational attainment in Kingscliff.
- Lower rates of tertiary educational attainment across the LGA compared to the Coastal District and local area.

- Higher rates of year 9 and below across the LGA compared to the Coastal District and local area.

Based on educational attainment rates, the residents within the Coastal District are more likely to have tertiary qualifications and have a generally higher level of educational attainment compared to the LGA. Within the Coastal District, Cudgen has slightly higher tertiary educational attainment rates than the broader District while Kingscliff has higher tertiary educational attainment rates compared to Cudgen and the Coastal District. Importantly, high rates of tertiary educational attainment in the Coastal District, Cudgen and Kingscliff were paired with comparatively lower representation of residents completing school in year 9 or below.



**Figure 3.10 Highest level of educational attainment**

Source: ABS TableBuilder Pro, 2021

### 3.5.2 Health Outcomes

Data analysis undertaken by Populus (2022), identifies a range of health challenges for the Tweed LGA. When compared to similar LGAs, the Tweed LGA has relatively higher rates of:

- Suicide among people under 35 years of age (187.22 incidents per 100,000 residents).
- People with high psychological distress (13.30 per cent).
- Hospital admission for all cancers (2,897.20 incidents per 100,000 residents).
- Alcohol attributable deaths (22.30 incidents per 100,000 residents).

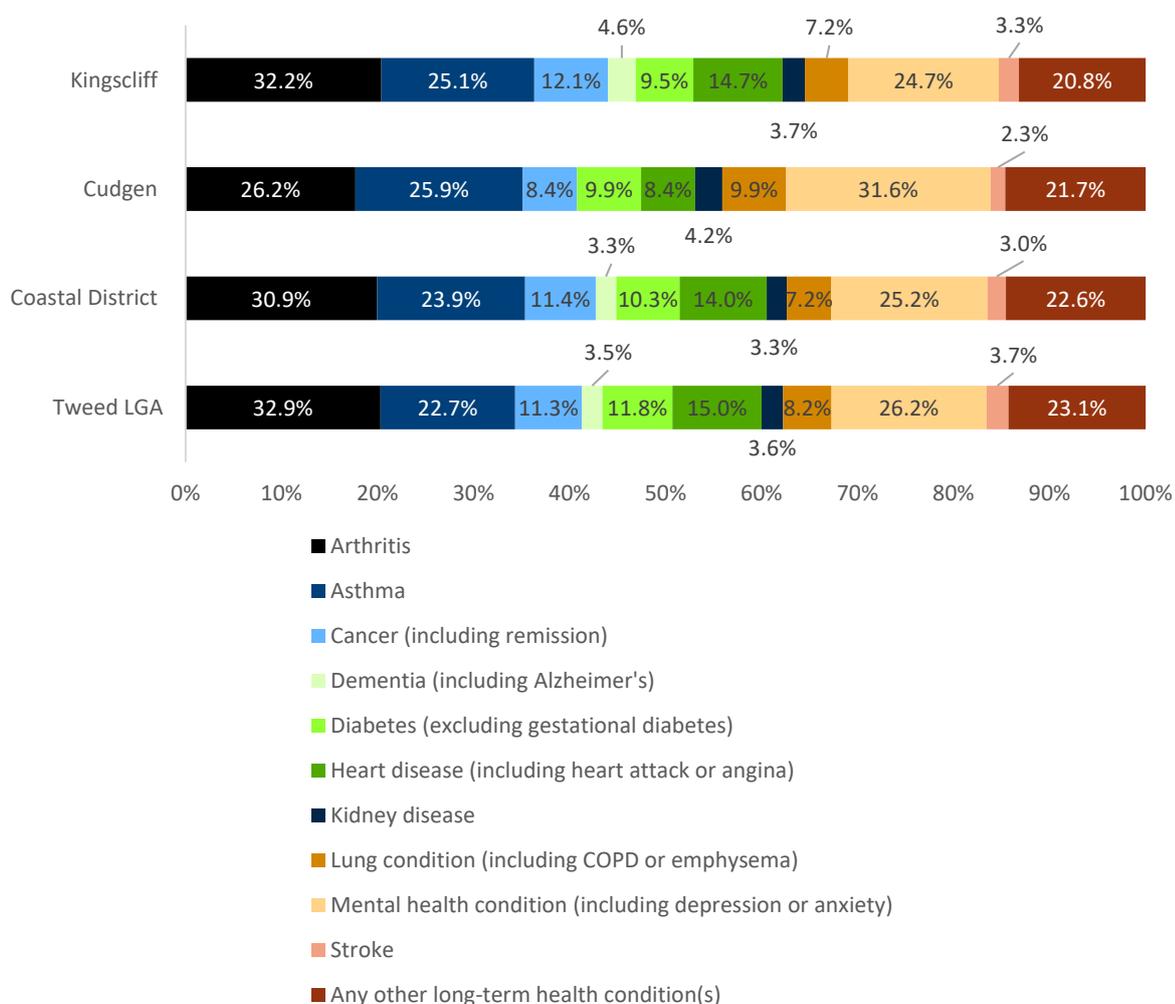
Across the social locality, the representation of residents who experienced no long-term health conditions in the 2021 census somewhat varied across different geographies, as shown below in **Figure 3.11**. 54.2 per cent of residents across the Tweed LGA reported no long-term health conditions in 2021, 58.8 per cent, 65.2 per cent and 57.6 per cent of residents across the Coastal District, Cudgen and Kingscliff reported no long-term health conditions in 2021 respectively.

Collectively, the representation of residents with no long-term health conditions suggests that the eastern part of the LGA (the Coastal District) has potential for better health outcomes compared to the rest of the LGA. Cudgen, compared to Kingscliff, has notably higher potential for better health outcomes despite being neighbouring suburbs.

Based on the outcomes of the 2021 census, arthritis, asthma, and mental health were the reported most common long-term health conditions in the social locality.

As presented in **Figure 3.11**, these three long term health conditions were highly experienced by residents across all geographies within the social locality. Key differences between prevalence of long-term health conditions within the social locality include:

- Residents in Cudgen are more likely to experience negative mental health outcomes.
- No residents in Cudgen currently experience dementia and comparatively very low representation of people who experience heart disease.
- Health trends across Kingscliff, the Coastal District and Tweed LGA are relatively similar.



**Figure 3.11 Long term health challenges**

Source: ABS TableBuilder Pro, 2021

### 3.5.3 Low Economic Status

Refer to outcomes from **Section 3.4**.

### 3.5.4 Implications

Due to the private ownership model of the proposal, there is limited opportunity for the proposal to directly address systemic disadvantage across the LGA. However, the proposal does provide benefits which will support:

- Educational attainment.
- Deliver diverse housing options for key workers and the community.
- Spaces for community services to operate from, specifically mental health services and small business support.
- Improve health outcomes.
- provide a range of economic and employment opportunities.

This will primarily be achieved through:

- Increasing the provision of private hospital services, indirectly making more room in the public system.
- Delivering new tertiary educational opportunities as well as supporting local students (see **Section 5.3** for further discussion).
- Provide new employment opportunities.
- Support host tenants to deliver community focused services across the region.

## 4.0 Needs of the On-site Residential Community

In order to understand the needs of the future on-site residential community generated by the provision of housing as part of the proposal, this section will:

- Undertake population forecasting to understanding the size and composition of the future on-site residential community as part of the proposal.
- Apply benchmarking and provision rates to understand the likely demand for affordable housing and community facilities and services for this future residential community.
- Consider the current supply and location of community facilities and services in the context of the future residential community.

### 4.1 On-site Resident Population Forecast

Based on an understanding of the proposed dwelling types, mix (provided by Planit Consulting) and Councils occupancy rates (*Section 7.11 Plan, various*), **Table 4.1** below provides residential estimates for the concept masterplan. The proposal is expected to generate a total residential and temporary population of 586 people with:

- 465 residents associated with essential worker units.
- 121 temporary residents as a result of the serviced apartments.

Population forecasts are based on indicative dwelling split. This will be confirmed at a later date with partnership operators.

**Table 4.1 Residential population forecast**

Residential uses	Dwelling type	Number of dwellings	Occupancy rate	Estimated population
Essential worker units	1 bed	114	1.3	149
	2 bed	115	1.7	196
	3 bed	57	2.1	120
<b>Sub total</b>	<b>Mixed</b>	<b>286</b>	<b>N/A</b>	<b>465</b>
Serviced apartments (Medi Hotel)	1 bed	60	1.3	78
	2 bed	25	1.7	43
<b>Sub total</b>	<b>Mixed</b>	<b>85</b>	<b>N/A</b>	<b>121</b>
<b>Total</b>	<b>Mixed</b>	<b>371</b>	<b>N/A</b>	<b>586</b>

#### 4.1.1 Resident Profile

When determining the future resident profile associated with the proposal, consideration has been given to both dwelling structure (number of bedrooms) and purpose. Due to large uncertainties associated with

predicting the demographics of who may live in the essential worker units, the following assumptions have been adopted:

- For predicting household composition, future resident profile has utilised dwelling typology data to understand which households live in 1-, 2- and 3-bedroom apartments across the LGA.
- Residential age profiles have been estimated based on age trends across the LGA for residents aged 0-66.

#### 4.1.1.1 Essential worker units

It is understood that a governance structure will be employed authorising only workers employed at either the Tweed Valley Hospital site or the Cudgen Connection campus (and their immediate families) will be permitted to live in the essential worker units. Consequently, this means there will likely be no (or minimal) residents aged 66 years and above. Therefore, for the purpose of this assessment, it has been assumed that future residents in the essential worker units will be aged between 0-66 years of age.

#### Household composition

Using household composition data from the 2021 census for the Tweed Shire LGA, as shown below in Table 4.2, it is understood that lone person households are the most common household type in 1-, 2- and 3-bedroom apartments (49.9 per cent) across the LGA. Couples with no children were the second most common household type for this dwelling typology, representing 27.1 per cent of all 1-, 2- and 3-bedroom apartments in the LGA. Households with children (couples with children and one parent families) represented a notably lower proportion of households in 1-, 2- and 3-bedroom apartments.

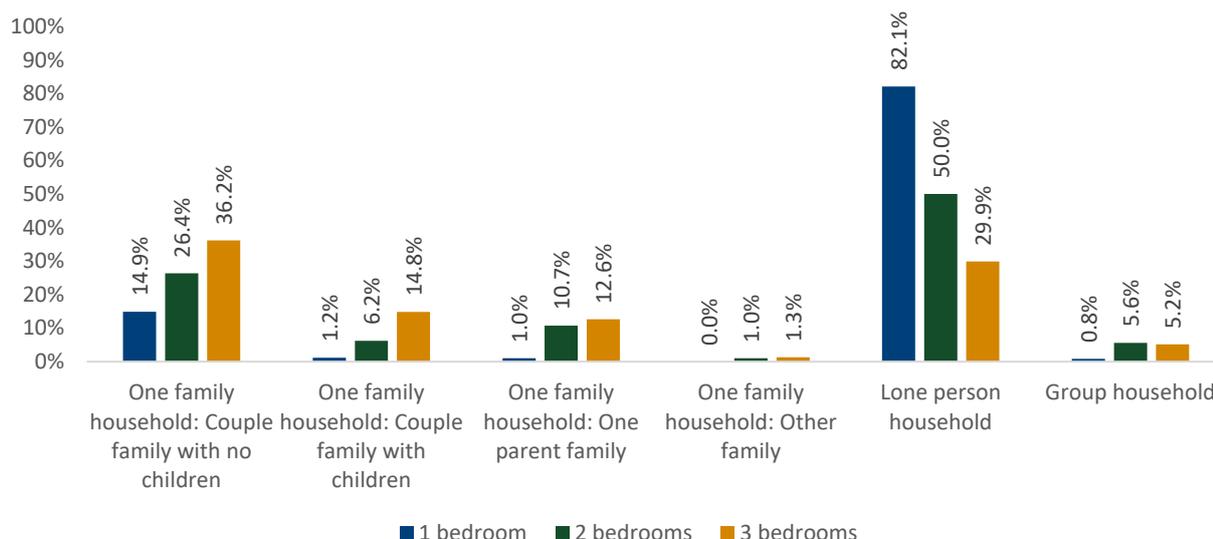
**Table 4.2 Household composition in 1-, 2- and 3-bedroom apartments**

	Couple family with no children	Couple family with children	One parent family	Other family	Lone person	Group household
Household composition for 1-, 2- and 3-bedroom apartments	27.1%	7.4%	9.8%	0.9%	49.9%	4.9%

Source: ABS TableBuilder Pro, Tweed LGA, 2021

When considering the distribution of household types by bedroom size in apartment buildings within the Tweed LGA, there are evident trends as shown below in **Figure 4.1**:

- The representation of couples with no children increases with the number of bedrooms.
- The representation of couples with children increases with the number of bedrooms.
- The representation of one parent families increases dramatically between 1- and 2-bedroom apartments and is only slightly higher between 2 and 3 bedrooms.
- The representation of lone person households dramatically decreases with the number of bedrooms.



**Figure 4.1 Household type by number of bedrooms in apartments across the Tweed LGA**

Source: ABS TableBuilder Pro, Tweed LGA, 2021

Based on household composition trends in 1-, 2- and 3-bedroom apartments across the LGA, the proposal could expect to have approximately:

- 68 couple with no children households (estimated 23.8 per cent of households).
- 17 couple with children households (estimated 5.9 per cent of households).
- 21 one parent households (estimated 7.2 per cent of households).
- 168 lone person households (estimated 58.8 per cent of households).
- 10 group households (estimated 3.6 per cent of households).

A breakdown of household type by number of bedrooms is presented below in **Table 4.3**. Household composition forecasts suggest there will be a low representation of households with children, resulting in low demand for education and childcare services.

**Table 4.3 Estimated household composition**

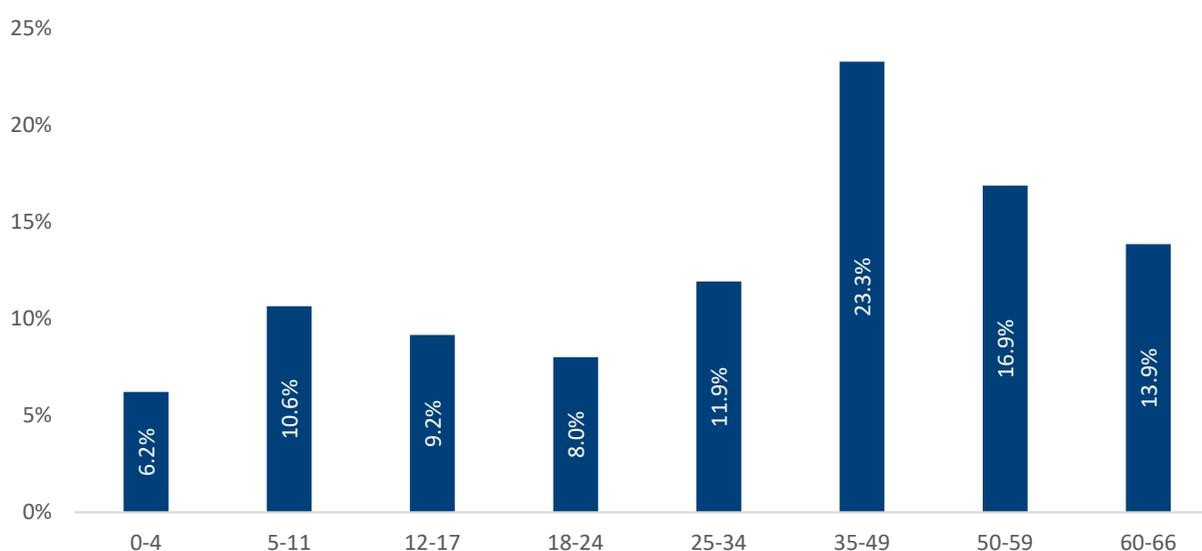
	Dwelling type	Number of dwellings	Couple with no children	Couple with children	One parent household	Lone person	Group households
Essential worker units	1 bed	114	17.0	1.4	1.1	93.6	0.9
	2 beds	115	30.4	7.1	12.3	57.5	6.4
	3 beds	57	20.6	8.4	7.2	17.0	3.0
	<b>Total</b>	<b>286</b>	<b>68.0/23.8%</b>	<b>16.9/5.9%</b>	<b>20.6/7.2%</b>	<b>168.1/58.8%</b>	<b>10.3/3.6%</b>

Source: ABS TableBuilder Pro, Tweed LGA, 2021

## Age

Based on the age profile for the Tweed LGA for residents aged 0-66, shown below in **Figure 4.2** and **Table 4.4**, the residential population generated by the essential worker accommodation is likely to be:

- 73.7 per cent working age adults (344 people).
- 6.5 per cent children 0-4 years old (29 people).
- 10.6 per cent primary school aged children (46 people).
- 9.2 per cent high school aged children (43 children).



**Figure 4.2 Predicted age profile**

Source: ABS TableBuilder Pro, Tweed LGA, 2021

**Table 4.4 Predicted age profile**

	0-4	5-11	12-17	18-24	25-34	35-49	50-59	60-66
<b>Number of residents</b>	28.8	46.3	42.8	37.2	55.3	108.3	78.6	64.6
<b>Rounded</b>	29	46	43	37	55	108	79	65

Source: ABS TableBuilder Pro, Tweed LGA, 2021

### 4.1.1.2 Serviced apartments

Visitors to the area who may stay within the serviced apartments will likely have a range of demographic characteristics, needs, duration of stay, and purpose for visiting. For this reason, the potential population forecast for serviced apartments has not been undertaken.

## 5.0 Masterplan Considerations

This chapter outlines a range of considerations for the masterplan, including:

- Minimum requirements to meeting social infrastructure needs of the onsite community, utilising provision rates identified in Council’s *Section 7.11 Plan*.
- Design recommendations.
- Guidance on size requirements.

### 5.1 Good Public Spaces

The NSW Government’s *Great Public Spaces Guide (2022)* outlines a range of user and design consideration which contribute to great public spaces. The *Great Public Spaces Guide (2022)* lists four components which contribute to good public spaces, as shown below in **Figure 5.1**. This framework has been adopted to guide masterplan considerations for passive open space and community facilities onsite.



**Figure 5.1** Components of great public spaces

### 5.2 Community Facilities

The following discussion of community facilities on site takes into consideration:

- The expected demand generated by essential workers residents and temporary visitors (serviced apartments).
- Aspects of the concept masterplan.
- Existing and future service community needs offsite.

## 5.2.1 Generated Demand from the Proposal

Based on Council's provision rates, identified in the *Community Facilities Strategy 2022-2032*, a total of 48-144m<sup>2</sup> local community floor space and 58-383m<sup>2</sup> of district community floor space would be required to meet new residential needs as a result of the proposal. **Table 4.1** below applies Council's provision rates to determine the onsite community's demand for local and district facilities, including floor space.

**Table 5.1 Residential demand for community facilities**

Catchment level	Tweed Shire Council provision rates	Proposed population	Demand
Local	1:6,000 500m <sup>2</sup> -1,500m <sup>2</sup>	Essential worker units (465)	0.08 facilities 38.8m <sup>2</sup> -116.3m <sup>2</sup>
		Serviced apartments (Medi Hotel) (110)*	0.02 facilities 9m <sup>2</sup> -28m <sup>2</sup>
		<b>Total (575)</b>	<b>0.10 facilities</b> <b>47.8m<sup>2</sup>-144.3m<sup>2</sup></b>
District	1:15,000 1,500m <sup>2</sup> -10,000m <sup>2</sup>	Essential worker units (465)	0.03 facilities 46.5m <sup>2</sup> -310m <sup>2</sup>
		Serviced apartments (Medi Hotel) (110)*	0.01 facilities 11.0m <sup>2</sup> -73.3m <sup>2</sup>
		<b>Total (575)</b>	<b>0.04 facilities</b> <b>57.5m<sup>2</sup>-383.3m<sup>2</sup></b>

\*community facilities contributions for tourist accommodation is based on number of beds rather than population. The proposal includes 60 1 bed apartments and 25 2 bed apartments, with a total of 110 beds.

## 5.2.2 Masterplan Considerations

The on-site community hub is expected to be approximately 1,100m<sup>2</sup>. Considering Council's size range for local community facilities (500-1,500m<sup>2</sup>), the proposed community hub would be a moderate sized local community facility in the Coastal District. This is significantly larger than the demand generated by the residential population of the proposal (48-144m<sup>2</sup>) with surplus community facility floor space actively addressing the 2.5 local community facility shortfall in the Coastal District.

As noted in **Appendix A**, the service gap of community facilities, even with the delivery of new facilities in the Coastal District network, will be 1.1 by 2031 and 2.0 by 2041. The provision of a new local community facility, with district scale reach will reduce future service gaps substantially.

The community hub would be a functioning workspace supporting local organisations to deliver community services within the social locality. While the community hub would deliver limited 'hard' social infrastructure (e.g. hireable spaces), the proposed model would deliver both organised and precinct themed 'soft' social infrastructure (e.g. services) which directly meet strategic needs of the local area, LGA and Region.

The proponent is looking to partner with community groups within the community hub such as:

- The Koala Research Foundation Australia.

- Batyr: a preventative mental health organisation with a focus on young people.
- Sourdough Business Pathways (SBP): a not-for-profit organisation which provides advice and support for small businesses in the North Rivers Region.

The proponent is currently working with a community reference group, the 'Cudgen Connectors', to further develop its concept and layout.

There is evident community benefit of delivering a community hub with tenant organisations, with Council acknowledging the importance of activating facilities in their *Community Facilities Strategy 2022-2032*. To increase the interaction between the community and the community hub, the design should consider the following aspects:

- A communal reception which is staffed.
- A dedicated multipurpose space within the hub to:
  - Allow tenant organisations to host workshops, outreach sessions, events, and educational programs with the broader community on site. This would also reduce demand for community facility space in the local network to host these activities.
  - Explore the possibility of other local organisations using the space for similar activities.
  - Explore the possibility of community members hiring these spaces at no or very low cost.
- A multipurpose design to allow the space to be expanded or reduced (wall dividers) as needed. This will provide the ability to facilitate different functions such as small meetings or larger workshops.

The delivery of a multipurpose space within the community hub would provide a hireable community space within an activated hub.

It is recommended that the community be delivered, owned and managed by the proponent, with share use agreement discussed with Council.

### 5.2.3 Key Takeaways

The proposed masterplan is expected to deliver notably more community facility floor space than required under the *Community Facilities Strategy 2022-2032*. The size of the proposed community hub will meet residential needs associated with the proposal and contribute floor space/a facility to the Coastal District service region, reducing existing and future service gaps. Including flexible design components will create the opportunity for hireable spaces within the community hub, creating greater community benefit. The community hub will:

- Improve local resident's access to community spaces.
- Increase the provision of community facilities within the service region.
- Deliver mental health and economic development community services on site which will service the local area, Coastal District, LGA and broader region, address key vulnerable groups and challenges within the social locality.

- Be delivered at no cost to Government.

## 5.3 Library Space

Currently a library space is not proposed as part of the masterplan. The following discussion and recommendations are presented for consideration if a library is to be explored at a later point.

The following discussion of a library space on site takes into consideration:

- The expected demand generated by essential workers, aged care residents and temporary visitors (serviced apartments).
- Aspects of the concept masterplan.
- Existing and future service needs offsite.

### 5.3.1 Generated Demand from the Proposal

Council's *Community Facilities Plan 2019-2036* adopts the State Library of NSW standards and guidelines for the provision for the benchmarking and provision of library spaces. Based on the provision rate of 31-39m<sup>2</sup> per 1,000 people (and an additional 20 per cent for circulation), the proposal is expected to generate demand for 21.9-27.3m<sup>2</sup> of library floor space, as shown below in Table 5.2.

**Table 5.2 Residential demand for library space**

Catchment level	Tweed Shire Council provision rates	Proposed population	Demand		
			Core floor space	Circulation	Total
District Library	31-39m <sup>2</sup> per 1,000 people an additional 20% for circulation	Essential worker units (465)	14.4-18.1m <sup>2</sup>	2.9-3.6m <sup>2</sup>	17.3-21.7m <sup>2</sup>
		Serviced apartments (Medi Hotel) (121)	3.8-4.7m <sup>2</sup>	0.8-0.9m <sup>2</sup>	4.6-5.6m <sup>2</sup>
		<b>575</b>	<b>18.2-22.8m<sup>2</sup></b>	<b>3.7-4.5m<sup>2</sup></b>	<b>21.9-27.3m<sup>2</sup></b>

### 5.3.2 Masterplan Consideration

While the proposal itself is expected to generate limited demand for library floor space, the Tweed LGA and Coastal District are currently experiencing significant library service gaps, as outlined in **Appendix A**. Considering the:

- Significant current and forecasted provision gap across the LGA and Coastal District.
- Proximity of the site to Kingscliff TAFE and Kingscliff High School, and proposed university onsite.

There is synergy for a library space within the masterplan. With much of the surrounding context focusing on education, an on-site library space could focus on study and collaboration rather than traditional library services such as children's programs and book borrowing.

It is important to note that the current masterplan **does not include a library space, with the following design recommendations presented for consideration.**

Focusing on study and collaborative spaces would reduce the risk of duplicative services, considering the close proximity of the Kingscliff Library to the site. Focusing on study and collaboration would allow the Kingscliff Library to focus on book borrowing and program delivery.

Providing an on-site space for self-directed and group learning would require open floorspace design, mobile/moveable furniture, access to power points and free Wi-Fi. An evident synergy would be to co-locate/position adjacent to the community hub. This could facilitate:

- Reception staff from the community space acting as a passive manager of the library/study space, providing a sense of ownership and space management.
- Activation of the library/study space after hours for events associated with Community Hub.

The reception staff role could be joint funded by a mixture of the proponent, the tenant university and Council. If the library was access controlled, with university student access permitted afterhours, a greater portion of the reception staff role should be funded by the tenant university.

In the case that Council is not interested in partnering in the delivery or management of a library space, an appropriate library size should meet the need of onsite residents (currently known) and future students needs associated with the onsite university (current number of future students unknown).

**Table 5.3** outlines key design principles to incorporate within a library/study space or the co-location of this function within the community hub, in line with *Good Public Spaces Guideline (2022)*.

**Table 5.3 Good design principles for library spaces**

	Aspect	Design considerations
Am I able to get there	Accessible	There should be strong access routes between the site, Kingscliff High School and Kingscliff TAFE, including bike and footpaths.
	Riding	
	Walkable	
	Signage	Clear way finding to the library, both across the broader precinct and within the building it is located. Way finding may include signage at eye height and more innovative forms of way finding such as path design.
Am I able to play and participate	Active	Encourage people to use the space so it is lively.
	Diverse	Design the library space to support a range of different users. This could include breakout rooms for collaboration and diverse seating and furniture arrangements, discussed further in <b>Seating</b> .
Am I able to stay	Attractive	Ensure the library space is well design and managed making it a desirable place for people to spend time.
	Seating	Ensure there are a range of seating options to suite the diverse range of library users. This may include more formal seating for study and lounge/comfortable seating for reading.

	Aspect	Design considerations
	Safe	<p>The designing an onsite library/study space should utilise Crime Prevention Through Environmental Design principles, in accordance with the NSW <i>Crime prevention and the assessment of development applications</i> guideline, to increase personal safety through:</p> <ul style="list-style-type: none"> <li>• <b>Surveillance:</b> clear sightlines between spaces and within the space (passive surveillance), effective lighting and no dead-ends or blind corners</li> <li>• <b>Access control:</b> colocation of library/study space entrance with staff Community Hub entrance will provide opportunity for reception staff to assess and informally permit people into the space</li> <li>• <b>Territorial reinforcement:</b> clearly define boundaries between library/study space and building corridor through design elements such as colour, wayfinding, or sculptural elements</li> <li>• <b>Space management:</b> maintain library/study space to a high standard to ensure it is desirable and encourages people to stay longer (this includes regular maintenance and cleaning)</li> </ul>
	Clean	The space should be regularly cleaned, a responsibility of the proponent.
	Amenity	There are public amenities (including toilets, bins, and drinkable water) which allow people to stay and enjoy the library/study space for longer. To ensure people are able to stay, public amenities need to be in close proximity and free to access.
Am I able to connect	Authentic	Capture aspects of the local character of the area in the design and layout of the space.
	Welcoming	This may include drawing inspiration from the local landscape for colour palettes and tones for furniture, walls and lighting.
	Inclusive	Ensure people of all abilities can access the library/study space. Accessibility elements requiring consideration may include lift location, entrance positioning and halfway sizing.
	Stewardship	Co-locating the library space with the community hub and the potential for joint reception staff member creates a sense of ownership and space management. This is important considering the primarily independent nature of the recommended library space.
	Character	<p>Consider incorporating public art, heritage and local character into the design of the library space. This could include a range of aspects such as:</p> <ul style="list-style-type: none"> <li>• Public art such as sculptures/installations, lighting design/colour, murals.</li> <li>• Views and aspects which capture the local landscape.</li> </ul> <p>Working with local artists, landscapers, designers, and First Nations Groups will assist with bringing local character and voices to the design of onsite open space.</p>

Source: Umwelt 2023, utilising NSW Government Good Public Spaces Guideline (2022) framework.

It is recommended that the proponent deliver and maintain ownership of the facility. A joint funding approach may be appropriate based on discussions with the tenant university.

### 5.3.3 Key Takeaways

The inclusion of a study and collaboration library space onsite would further strengthen the proposal's and local area's education theme. In addition, a new onsite library space would:

- Meet the library needs of new residents associated with the proposal.
- Reduce library service provision gaps across the LGA and Coastal District.

- Enable the Kingscliff Library to focus on traditional library services.
- Be an opportunity for Council to include a new library facility into their library network at no or limited cost.
- If delivered without Council, meet the library needs of future residents and students associated with the onsite university.

## 5.4 Childcare

The following discussion of a childcare facility on site takes into consideration:

- The expected demand generated by essential workers.
- Aspects of the concept masterplan.
- Existing and future service needs offsite.

### 5.4.1 Generated Demand from the Proposal

Population forecasts for essential worker units suggest there will be a total of 29 children aged 0-4 because of the proposal. It is understood that the childcare needs of future residents can be met on-site considering the following:

- a 1,100m<sup>2</sup>/45-60-place childcare facility is proposed on-site
- only workers employed at either the Tweed Valley Hospital site or the Cudgen Connection campus will be able to access this service
- all residents in essential worker accommodation will be employed at either the Tweed Valley Hospital site or Cudgen Connection campus.

Based on the Coastal District's current provision rate of 1 place per 2.1 residents aged 0-4, the proposal will generate the need for 13.8 childcare places. However, considering that the proposed residential units is for key workers, there is likely to be a higher need to support working parents. It is highly likely that the proposal will require a childcare provision rate of one place per child aged 0-4, resulting in demand for 29 childcare places.

The proponent should consider prioritising the childcare needs of on-site residents to ensure that new residential demand associated with the proposal is not placing additional pressure on surrounding childcare facilities.

### 5.4.2 Masterplan Considerations

It is understood that the proponent is intending to include a 45-60-place childcare facility on-site. As part of Cudgen Connection's vision to deliver *jobs closer to home* and reduce traffic and reliance on private motor vehicles, on-site childcare places will only be accessible to employed workers of either the Tweed Valley Hospital site or the Cudgen Connection campus. The proposed childcare facility will meet the needs of onsite residents and contribute approximately 16-31 childcare places into the local network. Considering

the large workforce required for the Tweed Valley Hospital and Cudgen Connection campus, the additional 16-31 childcare places will likely be absorbed by workers.

Key design considerations have been identified from the NSW Government’s *Child Care Planning Guideline: Delivering Quality Child Care for NSW (2021)*, including minimum floorspace provisions where applicable. To facilitate a 45-60-place childcare centre, the masterplan will need to include at least 479-615m<sup>2</sup> of unincumbered space. The Guideline notes that if outdoor space cannot be provided the equivalent space must be provided indoors and emulate outdoor activities/spaces. Additional space required to support such a facility includes internal storage (9-12m<sup>3</sup>), external storage (14-18m<sup>3</sup>), reception, laundry and hygiene facilities, administrative space and nappy change facilities. Based on the size of facility proposed, the facility will be able to adequately support a 45-60 place childcare centre.

Three examples have been included below that highlight the utilisation of rooftop spaces for childcare facilities. This could be an onsite solution if there is no adequate ground floor outdoor space within the masterplan.

**High density solutions**

In the case of limited space on the ground floor for a childcare facility, the masterplan could consider a rooftop childcare centre to allow access to rooftop open space. Rooftop childcare facilities have been successfully delivered across NSW in high density communities such as Bondi, Albury and Rouse Hill.

		
<p><b>Provider:</b> Active Kids Group  <b>Location:</b> Bondi  <b>Source:</b>  <a href="https://activekidsgroup.com.au/bondi-childcare-rooftop/">https://activekidsgroup.com.au/bondi-childcare-rooftop/</a></p>	<p><b>Provider:</b> Green Leaves Early Learning  <b>Location:</b> Albury  <b>Source:</b>  <a href="https://greenleaveselc.com.au/centre/albury">https://greenleaveselc.com.au/centre/albury</a></p>	<p><b>Provider:</b> Young Academics Early Learning Centre  <b>Location:</b> Rouse Hill  <b>Source:</b>  <a href="https://www.youngacademics.com.au/centres/north-west-sydney/rouse-hill">https://www.youngacademics.com.au/centres/north-west-sydney/rouse-hill</a></p>

The Guideline recommends that one parking space be provided per every four children when the site is not located within 400 metres of a metropolitan train station. The Guideline also states that a reduction in car parking rates may be considered when the site is in a high-density business or residential zone. Considering that all parents and legal guardians who will access the onsite childcare facility will be either employees at the Tweed Valley Hospital site or the Cudgen Connection campus, there is a strong case that limited parking is required. **Table 5.4** outlines the *Child Care Planning Guideline: Delivering Quality Child Care for NSW (2021)* requirements for the proposal to consider.

**Table 5.4 NSW Childcare Guideline requirements**

Space	Provision rate	Number children proposed	Required
Indoor space (unincumbered)	3.25m <sup>2</sup> /child	45-60	164-195m <sup>2</sup>
Outdoor space (unincumbered)	7.0m <sup>2</sup> /child		315-420m <sup>2</sup>
Internal storage	0.2m <sup>3</sup> /child		9-12m <sup>3</sup>
External storage	0.3m <sup>3</sup> /child		14-18m <sup>3</sup>
Laundry and hygiene facilities	Required		
Administrative space	Required		
Nappy change facilities	Required		
Parking	0.25/child, however subject to change relating to site context and feasibility		

Source: Child Care Planning Guideline: Delivering Quality Child Care for NSW (2021)

### 5.4.3 Key Takeaways

The proposed onsite childcare facility will meet the childcare needs of new residents and provide an additional 16-31 childcare places into the local network. While these will not be immediately accessible to the broader public, the additional places will reduce strain within the childcare network relating to worker needs associated with the Tweed Valley Hospital and Cudgen Connection campus.

Considering that the concept masterplan is proposing a 1,100m<sup>2</sup> childcare facility with 45-60 places, it is acknowledged that the proposed gross floor area of the facility will be large enough to accommodate the 45-60 places.

## 5.5 Open Space

The current masterplan proposes multiple open spaces. This space is expected to support passive and informal recreation rather than active recreation while the site's proximity to significant areas of open space (such as Kingscliff Foreshore Parkland, Cudgen Creek, and the Region's beaches) will further future resident's experience. Recommendations are provided below for both private open space for residents and public open space for residents, visitors, patients, and workers.

### 5.5.1 Private Open Space for Residents

It is recommended that the proposed on-site residential dwellings have private open space for residents. Private open space is important in improving resident liveability, health and wellbeing. Private open space would be in addition to open space provision rates associated with the essential worker accommodation.

Based on an understanding of the:

- Proposed dwelling mix and number of beds associated with the essential worker units and serviced apartments.
- Open space provision rates outlined in Council's *Open Space Strategy 2019-2029*.

The section of the report discusses how the concept masterplan can meet active and passive recreational needs of onsite residents.

### 5.5.1.1 Passive Open Space

Council's *Open Space Strategy 2019-2029* outlines the need for 1.13ha of unstructured/passive open space per 1,000 people. The Plan notes that tourist developments are expected to contribute to unstructured/passive open space. Based on this understanding, the proposal will generate demand for 0.65ha/6,498m<sup>2</sup> of unstructured/passive open space as shown below in **Table 5.5**.

**Table 5.5 Residential demand for passive recreation**

Tweed Shire Council provision rates	Proposed population	Demand
1.13 ha/1,000 people	Essential worker units (465)	0.53ha/5,255m <sup>2</sup>
	Serviced apartments (Medi Hotel) (110)*	0.12ha/1,243m <sup>2</sup>
	<b>Total (575)</b>	<b>0.65ha/6,498m<sup>2</sup></b>

\*passive/unstructured open space for tourist accommodation is based on number of beds rather than population. The proposal includes 60 1 bed apartments and 25 2 bed apartments, with a total of 110 beds.

### 5.5.1.2 Active open space

Council's *Open Space Strategy 2019-2029* outlines the need for 1.7ha of structured open space per 1,000 people. The Strategy also notes that this provision rate does not apply to tourist developments, shown below in **Table 5.6**. For the purpose of the proposal, and in accordance with the Strategy, local open space is not required/no demand generated by the serviced apartments proposed in the concept masterplan.

Due to the proposed functions of the proposal, there is low demand for local structured/active open space. Based on an understanding of the proposal and Council's Strategy, a total of 0.79ha/7,905m<sup>2</sup> is required to meet residential demand for structure/active local open space. This demand equates to approximately one full-size playing field<sup>3</sup>.

**Table 5.6 Residential demand for active recreation**

Tweed Shire Council provision rates	Proposed population	Demand
1.7ha/1,000 people	Essential worker units (465)	0.79ha/7,905m <sup>2</sup>
	Serviced apartments (Medi Hotel) (121)	Not applicable
	<b>Total (465)</b>	<b>0.79ha/7,905m<sup>2</sup></b>

## 5.5.2 Masterplan Considerations

The concept masterplan includes open space that is expected to meet the week-to-week needs of residents and users of the site. The open space delivered in the masterplan will be in addition to monetary contribution through the s7.11 plans.

As noted in Council's *Open Space Strategy 2019-2029*, quality is an important component of open space provision and service. **Table 5.7** takes into consideration of the *Great Public Spaces Guide*, outlining how

<sup>3</sup> A full sized playing field is approximately 7,140m<sup>2</sup> in accordance with Football NSW *Field Markings & Equipment: A Guide to preparing your field for football*, 2015

the four components could be met in the masterplan design process. The Great Public Space Guideline has been utilised to guide recommendations associated with developing high quality open space.

**Table 5.7 Application of Great Public Space Guideline to passive open space**

	Aspect	Design considerations
Am I able to get there	Riding	Provide facilities which support riding to Cudgen Connection, such as bike racks and bike station with pump and basic tools.
	Signage	Clear way finding both to and within onsite open space. Way finding may include signage at eye height and more innovative forms of way finding such as path design.
Am I able to play and participate	Diverse	Designing onsite open space to support a diverse range of uses and users. This may include design components which support informal recreation or play (“kick-around” spaces), spaces for relaxation either for individuals or groups, or exercise. Open space masterplan should consider how onsite open space can facilitate a diverse range of activities without activities/uses conflicting.
	Fun	Considering the diverse age range of potential users (young children to elderly), open space should ensure there is something for everyone to enjoy or be engaged by.
Am I able to stay	Attractive	The masterplan currently proposes a range of retail and dining experiences adjacent to onsite open space. This is expected to attract people to the area.
	Comfortable	Ensuring the design of onsite open space supports people to spend time will both increase the usability and desirability of onsite open space. Key design considerations for comfortable open space includes: <ul style="list-style-type: none"> <li>• Opportunities for people to sit and stay (benches and tables in a mixture of shaded and unshaded areas)</li> <li>• All weather shelter where people can escape the elements (specifically wind and rain)</li> <li>• Access to food and beverage options, addressed through proposed onsite retail.</li> </ul>
	Seating	As per above
	Safe	The designing of onsite open space should utilise Crime Prevention Through Environmental Design principles, in accordance with the NSW <i>Crime prevention and the assessment of development applications</i> guideline, to increase personal safety through: <ul style="list-style-type: none"> <li>• <b>Surveillance:</b> clear sightlines between space (passive surveillance), effective lighting, landscaping which is attractive but does not impact sightlines</li> <li>• <b>Access control:</b> landscaping and physical design to direct pedestrians to communal and open areas, open spaces which encourage gather and activation</li> <li>• <b>Territorial reinforcement:</b> clearly define boundaries between onsite open space and restricted/private property, avoid restrictive design features surrounding onsite open space (such as gates and fencing)</li> <li>• <b>Space management:</b> maintain onsite open space to a high standard to ensure it is desirable and encourages people to stay longer (this includes removal of graffiti and waste management), employ space management strategies which focus on activation such as onsite events and/or markets.</li> </ul> <p>It is also recommended that onsite open space is included as an important area for security to include in their place management approach.</p>
	Clean	Onsite open space needs to be regularly cleaned and maintained to ensure it remains attractive and usable. This should be undertaken by the proponent.

	Aspect	Design considerations
	Amenity	There are public amenities (including toilets, bins, and drinkable water) which allow people to stay and enjoy onsite open space. To ensure people are able to stay in onsite open space, public amenities need to be in close proximity and free to access.
	General comment	Creating spaces where people are able to stay includes both planning considerations and operational management approaches.
Am I able to connect	Authentic	Design of open space should consider how to include local landscape features, First Nations heritage, local history and character. This process should be undertaken with local communities.
	Inclusive	Ensure people of all abilities can move easily throughout onsite open space. Accessibility elements requiring consideration may include gradient of paths, surface/texture of paths, and placement of steps and ramps. Considering the colocation of the age care facility, regularly users of onsite open space will likely be older and elderly residents (either assisted or unassisted).  The designing of open space should also consider how users will access onsite open space, including the need for multiple entry points. Things to consider may include proximity to public transport stops, bike racks and/or onsite parking.
	Interactive	Inclusion of interactive features such as natural play, sculpture or art installations
	Stewardship	Design onsite open space which residents and users can be proud of it. This includes consideration of character (addressed below) and potentially undertaking Connection with Country design approach. Any Connection with Country design process must be undertaken in collaboration with local First Nations group.
	Character	Consider incorporating public art, heritage and local character into the design of onsite open space. This could include a range of aspects such as: <ul style="list-style-type: none"> <li>Public art such as sculptures/installations, lighting design/colour, murals.</li> <li>Water features or other natural features</li> <li>Native landscaping appropriate to the bioregion.</li> </ul> Working with local artists, landscapers, designers, and First Nations Groups will assist with bringing local character and voices to the design of onsite open space.

Source: Umwelt 2023, utilising NSW Government Good Public Spaces Guideline (2022) framework.

### 5.5.3 Key Takeaway

In order to meet open space demand generated from the proposal and develop the precinct as a destination, it is expected that:

- Open space delivered onsite should be well designed and meet the week-to-week needs of residents and users of the site, with the intent to support wellbeing.
- Active open space needs generated by essential worker units and serviced apartments will not be met onsite, requiring a Development Contribution with Council as per the section 7.11 plan/s.
- Rooftop open space is encouraged to be delivered on essential worker units to provide private open space for residents, improving quality of life, building design and sustainability.

## 5.6 Primary School Places

### 5.6.1 Generated Demand from the Proposal

Demand for primary school places has been estimated using attendance preferences across the Tweed LGA. This is the same methodology which the NSW Department of education uses for determining demand for government school places.

In 2021, 62.3 per cent of primary school students across the Tweed LGA attended a government school compared to 24.3 per cent who attended a Catholic school and 13.2 per cent who attended a non-government school. It is generally understood that it is the responsibility of the NSW Government to plan and deliver public primary school places across the State.

Based on the population forecast, the proposal is expected to become home to 46 primary school-aged residents. When considering attendance rates by institution type, **Table 5.8** below presents that the proposal will likely generate demand for:

- 29 (28.7) public primary school places
- 11 (11.2) Catholic primary school places
- 6 (6.1) other non-government primary school places.

Overall, the estimated demand generated for primary school places from the proposal is low.

**Table 5.8 Residential demand for primary schools**

Primary school type	Attendance	Number of primary school aged students	Estimated demand
Government	62.3%	46	28.7
Catholic	24.3%		11.2
Other non-government	13.2%		6.1

Source: ABS TableBuilder Pro, 2021

## 5.6.2 Key Takeaway

Demand for primary school places associated with essential worker units is low and expected to be met offsite through a mixture of public and non-government education systems.

## 5.7 High School Places

Demand for high school places has been estimated using attendance preferences across the Tweed LGA, alike the approach taken above for primary school places. This is the same methodology which the NSW Department of education uses for determining demand for government school places.

In 2021, 54.3 per cent of high school students across the Tweed LGA attended a government school compared to 25.1 per cent who attended a Catholic school and 20.3 per cent who attended a non-government school. While it is generally understood that it is the responsibility of the NSW Government to plan and deliver public high school places across the State, the proposal is expected to become home to 43 high school-aged residents. When considering attendance rates by institution type, **Table 5.9** outlines that the proposal will likely generate demand for:

- 23 (23.3) high school places
- 11 (10.8) Catholic high school places
- 9 (8.7) other non-government high school places.

Overall, the estimated demand generated for high school places from the proposal is low.

**Table 5.9 Residential demand for high schools**

Secondary school type	Attendance	Number of high school aged students	Estimated demand
Government	54.3%	43	23.3 places
Catholic	25.1%		10.8 places
Other non-government	20.3%		8.7 places

Source: ABS TableBuilder Pro, 2021

### 5.7.1 Key Takeaway

Demand for high school places associated with essential worker units is expected to be low and met offsite through a mixture of government and non-government education systems.

## **5.8 Aged Care**

### **5.8.1 Generated Demand from the Proposal**

It is expected that future residents of the proposal will not require aged care services from the local and broader area. This demand conclusion has been made considering the following assumption that essential worker units are designed to accommodate the local workforce associated with the Tweed Valley Hospital site and the Cudgen Connection campus, so consequently, limited or no future residents will be over 66 years of age.

## 6.0 Social Impact Identification

It is expected that this project, if the planning proposal is approved, will be categorised as a State Significant Development (SSD), and be required to follow the SSD planning pathway under Part 4 of the NSW *Environmental Planning and Assessment Act 1979* (EP&A Act). As part of this, a comprehensive Social Impact Assessment and Community Engagement program would need to be delivered to support the Development Application. With this considered, this section has compiled a preliminary review and identification of potential social impacts and benefits. This exercise has also taken into account the relevant feedback received from Council in the pre-lodgement meeting.

As part of a comprehensive Social Impact Assessment, mitigation and enhancement measures would be developed, including the acknowledgement and adoption of regulator requires, in the management and reduction of project specific social impacts.

Potential social impact	Nature	Type	Temporal frame	Scale	Impacted parties	Description
<b>Operations</b>						
Improved access to private health care	Positive	Direct	Long term	Tweed and Byron LGAs / Regional	Residents with private health care insurance	Considering the notably low provision of private health care beds across the catchment and comparable proportion of residents with private health insurance, there is both evident demand and limited supply of private health services.
Increased access to tertiary education	Positive	Direct	Long term	Tweed and Byron LGAs / Regional	All residents	the delivery of a university as part of the precinct will increase tertiary education options for current and future students in the region, specifically those interested in medicine/the medical industry.
Reduced demand for public hospital beds/improved access to public health care	Positive	Indirect	Long term	Tweed and Byron LGAs / Regional	All residents	Due to the low supply of private health care beds across the Tweed and Byron LGAs and the proportion of residents with private health insurance, it can be assumed that some patients in the public health care system could be in the private system if there was adequate capacity. This would indirectly increase the capacity of the public health care system.
Increased and diversified employment opportunities could increase community's economic and human capital	Positive	Direct	Long term	Coastal District and Tweed LGA	All existing or future residents engaged in the labour force or looking for work	Due to the diverse range of uses proposed onsite, Cudgen Connection would provide a range of employment opportunities for residents – a strategic priority identified by both State and Local Government. Specifically, this would contribute to more jobs closer to home for residents across the LGA and a greater spectrum of employment and opportunities for specialisations, all objectives of State and Local Government.

Potential social impact	Nature	Type	Temporal frame	Scale	Impacted parties	Description
Delivery of new community hub with tenant organisations could improve community health and wellbeing outcomes	Positive	Direct	Long term	Coastal District and Tweed LGA	General community Small business owners Youth	The proposed community hub would meet the community facility needs of current and future residents. The partnership with tenant organisations ensures an active facility would be delivered, providing services and programs to the community. Services offered may benefit small business owners and provide mental health support for residents – a significant health challenge in the local area.
Delivery of new library/study space would improve social infrastructure service provision for the growing community	Positive	Direct	Long term	Coastal District Local area	Students (Coastal District) Students (Kingscliff TAFE) Students (Kingscliff High School) Residents who work remotely and/or at-home	The delivery of a new collaborative library space would provide students and residents in the local area and Coastal District a new space for learning, working, and interacting. The delivery of this space at no additional cost to Council would increase the performance of the community facility network without capital investment, providing benefits for all residents.
Affordable housing provision which could improve community inclusivity and cohesion	Positive	Direct	Long term	Economic region	Workers at either the Tweed Valley Hospital or Cudgen Connection campus	The proposal would deliver affordable housing under a build-to-rent arrangement. Considering the increasing costs of housing and rates of housing stress (particularly for renters), the proposal would support residents to live and work in the local area, LGA and Region.
Loss of agricultural land	Negative	Direct	Long term	Local area Coastal District	Farming community Agricultural or rural services and business groups Concerned members of the community	It is understood that the project would result in the loss of 5.7ha of agricultural land, equivalent to less than 1 per cent of land identified as Important Farmland on the Cudgen Plateau. While it is recognised that there is limited loss of Important Farmland, it is also understood that this is a local issue, with concerns related to cumulative land use change, and consequently an important issue for some residents.

Potential social impact	Nature	Type	Temporal frame	Scale	Impacted parties	Description
Increase in noise and light pollution	Negative	Direct	Long term	Local area	Local neighbours	The ongoing activities and operation of the hospital and other functions may cause an increase in onsite noise and light, as well as traffic-related noise in the local area.
Increase in local traffic	Negative	Direct	Long term	Local area	Local neighbours Commuters Road users	It is highly likely that the proposal will increase traffic in the local area with increased employment, education, patients and residents onsite. It is important to note that there would likely be cumulative traffic impacts associated with the Tweed Valley Hospital.
<b>Construction</b>						
Increase in noise	Negative	Direct	Short term	Local area	Local neighbours Tweed Valley Hospital TAFE NSW – Kingscliff	It is expected that the proposal would generate noise in the local area due to construction activities during working hours. Further assessment and mitigation measures are recommended to be employed through future Development Application and construction management processes.
Decrease in social amenity (due to presence of dust, light, vibration)	Negative	Direct	Short term	Local area	Local neighbours Tweed Valley Hospital TAFE NSW – Kingscliff	It is expected that the proposal would generate some dust, light and vibration in the local area due to construction activities.
Increase in heavy vehicle traffic may affect usage of road and road-related safety risks	Negative	Direct	Short term	Local area Coastal District	Road users Local neighbours	It is expected that the project would increase heavy vehicle traffic on the local road network which may cause road-related disruptions, as well as road safety concerns or risks for other road users and residents.

Potential social impact	Nature	Type	Temporal frame	Scale	Impacted parties	Description
Employment opportunities	Positive	Direct	Medium term	Local area Coastal District Tweed LGA Broader Region	Construction workers/Construction industry Small, medium, and large business	As construction is an important industry of employment in the LGA, the project would offer significant employment opportunities at a regional scale.
Increase in local expenditure	Positive	Indirect	Medium term	Local area Coastal District	Food and beverage retail Accommodation providers Material providers	It is expected that the construction workforce would generate economic benefits in the local area through increased expenditure. This could include purchasing of materials and supplies, worker spending (such as coffees, food, and fuel), and accommodation.
Increase in demand for temporary accommodation	Positive / Negative	Direct	Medium term	Local Area Coastal District Tweed LGA	Accommodation providers Tourist and visitors People living in temporary accommodation due to affordability and/or other social issues (vulnerable groups)	There may be a temporary increase in demand for local short-stay accommodation services during the construction of the project. increases in demand for temporary accommodation may negatively impact the availability of tourist accommodation and/or costs to increase, impacting vulnerable groups relying on access to temporary accommodation. Through the development of an accommodation strategy, these impacts could be managed through prioritisation of local procurement and project timings to ensure peak construction workforce needs to not coincide with peak tourism times.

## 7.0 Conclusion

The proposed masterplan and mixed use nature of the project presents a range of opportunities for current residents within the LGA/Region and future residents of the site, including:

- Increased supply and diversity of housing for key workers in the region, within a context of high housing demand and relatively low diversity
- The provision of new private medical services, including mental health hospital. It is expected that these offerings would increase resident access to private health facilities as well as indirectly reduce demand across the public health care system.
- Delivery of a community hub that will host organisations providing services to the Region.
- Delivery of a new private university campus, increasing tertiary educational options and choice across the Region.
- Contribute to the further development of a health and education precinct that ties together private services, the Tweed Valley Hospital and Kingscliff TAFE, improving educational and economic opportunities within the Region.

Based on the current masterplan, the project is expected to generate approximately 465 residents and 121 overnight visitors (associated with the Medihotel). The masterplan provides a diversity of uses, with many aspects likely to meet the needs of future residents on site, in addition to Development Contributions.

It is expected that the daily needs of future residents, relating to childcare services, passive open space and community facilities would be met onsite, reflecting a responsible mix of uses within the masterplan. The delivery/consideration of an onsite library space would further compliment the broad suite of day-today services.

In order to support the needs of future residents, this report has made a range of recommendations focusing on the design, delivery and potential opportunities associated with open space, library space, childcare services and the community hub. The intent of these recommendations is to improve the function of spaces delivered to achieve better resident and site user wellbeing. This report has also considered the potential demand generated for other services by future residents, including public and private schools, and active open space.

Collectively, the masterplan address and contributes to multiple Council objectives around housing, employment and economic development. Aside from meeting strategic Council objectives, the masterplan will increase the supply of various types of social infrastructure, within a context of forecasted growth.

A preliminary identification of social impacts associated with the Project identified a range of social benefits, primarily relating to employment opportunities, increased services and increased housing supply. Negative social impacts associated with the masterplan included increased traffic and community concerns related to landscape and land use changes. Operational impacts also have a cumulative aspect, meaning they are existing issues associated with broader development trends in the locality. Currently these matters are understood to be addressed by others.



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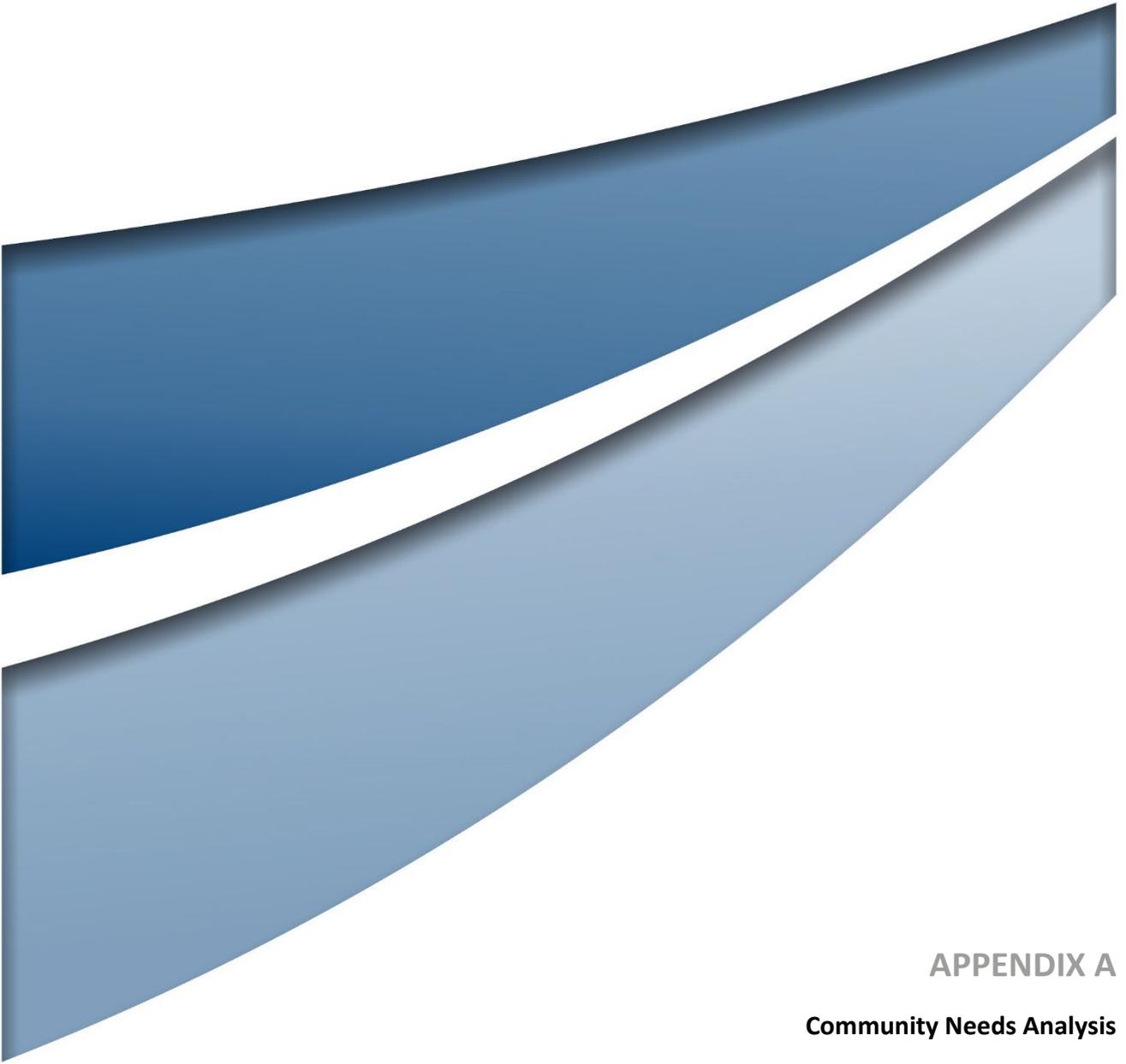
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APPENDIX A

**Community Needs Analysis**

## **A.1 Community Needs Analysis**

To understand the existing community need for social infrastructure, facilities and services, this section focuses on the current supply and demand for spaces and services either through what is contained within the Proposal's Masterplan, or the likely community need associated with onsite residential development as part of the proposal. These include:

- Health care services (public and private hospitals)
- Aged care facilities
- Open space (active and passive)
- Community centres
- Library spaces
- Childcare services.

### **1.1 Health care services (public and private hospital)**

A Market Assessment undertaken for Cudgen Connection by Health Projects International (HPI) (2020) to understand the current supply and demand for public and private hospital services across the local hospital catchment area (Tweed and Byron LGAs). Key findings of HPI's (2020) assessment were:

- There is an undersupply of 97 acute beds in 2020 and will increase to 222 by 2041.
- There is a significant under supply of private hospital facilities with a total of 23 private beds across the local hospital catchment area.
- The ratio of public to private beds in the Tweed and Byron LGAs is significantly lower when compared to NSW and Australia (20:1 compared to 2.5:1 and 1.8:1 respectively).
- The ratio of private beds per 1,000 residents is significantly lower in the Tweed and Byron LGAs compared to NSW and Australia (0.17 compared to 1.10 and 1.42 respectively).
- Despite a low supply of private hospital beds, similar proportions of residents have private health insurance in the Tweed and Byron LGAs compared to NSW and Australia (42 per cent compared to 45 per cent and 44 per cent respectively).
- Those seeking private health services are travelling out of area, most likely to Lismore and the Gold Coast, to receive private care.

The HPI assessment also indicates that residents with private health insurance are likely using public health services due to a lack of private supply. This dynamic increases demand on local public health services.

## 1.2 Age care

A Market Assessment undertaken for Cudgen Connection by Health Projects International (HPI) (2020) to understand the current supply and demand of residential aged care places across the local catchment area (Tweed and Byron LGAs). Key findings of HPI's (2020) assessment were:

- There is a total of 1,656 residential aged care places in 2020, with only three facilities in the Coastal District.
- In 2020 there was demand for 2,218 primary aged care beds, with the service area exercising a 562 bed service gap.
- The number of residents aged 65 years and older across the Tweed and Byron LGAs is expected to increase by 52 per cent by 2040 and the service gap to increase to 934 beds.

The assessment does acknowledge that new models of care which focus on aging in place will likely curve demand for aged care beds, noting that this consideration was taken into account for the demand assessment.

## 1.3 Open space

Council's *Open Space Strategy 2018-2028* identifies the provision rate for open space with specific provision rates for passive and active open space, as shown below in **Table A.1**. In addition to provision rates, Council has adopted hierarchies to understand the purpose, function and scale of open space and performance measures which provide guidance of resident's access (distance) to the different hierarchies of open space.

**Table A.1 Open space provision rates**

Open space	Provision standard
Passive open space	1.1 ha per 1,000 residents
Active open space	1.7 ha per 1,000 residents
<b>Total</b>	<b>2.83 ha per 1,000 residents</b>

Source: Tweed Shire Council, *Open Space Strategy 2018-2028*

### Active open space: Current demand

#### Tweed LGA

Across the Tweed LGA there is currently 125ha of active open space serving a population of 97,392 people. Based on Council's provision rates, the Tweed LGA is current experiencing provision gap of -40.6ha, as shown below in **Table A.2**.

**Table A.2 Provision of active open space across the Tweed LGA**

	Population	Current supply	Provision rate	Demand	Gap
<b>Active open space</b>	97,392	125ha	1.7ha/1,000 people	165.6ha	-40.6ha

## Coastal District

Across the Coastal District there is currently 48.02ha of active open space serving a population of 27,135 people. Based on Council's provision rates, the Coastal District is currently experiencing a surplus supply of +1.89ha of active open space, as shown below in **Table A.3**.

While there is a slight over supply of active open space across Coastal District, supply varies within the Coastal District as shown below in **Table A.3**. Key differences within the Coastal District include:

- The North Coast area has the greatest population, high supply and large service gap (-5.02ha).
- The Mid Coast area has a small population, high supply and notably large over supply (+7.53ha).
- Bogangar, Cabarita and Tanglewood area has a small population, low supply and small over supply (+1.65ha).
- The South Coast area has a moderately large population, high supply and small service gap (-2.26ha).

Based on the supply and demand of active open space across the Coastal District, the proposal site is located in an area with substantial oversupply (Mid Coast area), however is adjacent to an area with notable under supply (North Coast Area).

**Table A.3 Provision of active open space across the Coastal District**

Area	Population <sup>4</sup>	Current supply of active open space	Provision rate	Demand	Gap
North Coast	10,589	12.98ha	1.7ha/1,000 people	18.00ha	-5.02ha
Mid Coast	4,472	15.13ha		7.60ha	+7.53ha
Bogangar, Cabarita and Tanglewood	3,514	7.62ha		5.97ha	+1.65ha
South Coast	8,560	12.29ha		14.55ha	-2.26ha
<b>Coastal District</b>	<b>27,135</b>	<b>48.02ha</b>		<b>46.13ha</b>	<b>+1.89ha</b>

## Local area

Within 1km of the site there is one active open space facility, Cudgen Recreation Reserve located west of the site. Other active recreation facilities within a moderate driving distance from the site are located south in Casuarina and north of Kingscliff. Overall, there is limited supply of active open space in the local area, reflecting the semi-rural nature of the surrounding area.

## Active open space: Future demand

### Tweed LGA

As the population of the Tweed LGA continues to grow, demand for active open space is expected to increase, with residential demand increasing to 185.2ha by 2031 and 224.8ha by 2041 as shown below in

<sup>4</sup> 2021 population, Forecast Id

**Table A.4.** Over 20 years, there is expected to be an additional 100ha of active recreation required. It is expected that much of this demand will be addressed through the successful implementation of Council’s *Section 7.11 Plan No 5 – Local Open Space (2022)*.

### Coastal District

Between 2021 and 2041 the Coastal District is expected to increase by 12,024 residents, with much of the growth expected between 2031 and 2041 (approximately 71.6 per cent). The uneven population growth across this period is reflected in **Table A.4** below, with residential demand for active open space significantly increasing between 2031 and 2041. It is expected that much of this demand will be addressed through the successful implementation of Council’s *Section 7.11 Plan No 5 – Local Open Space (2022)*.

**Table A.4 Future demand for active open space across the Tweed LGA and Coastal District**

Area	Year	Population	Supply (2016)	Demand	Gap
<b>Current supply</b>					
Tweed LGA	2021	97,392	125ha	165.6ha	-40.6ha
	2031	108,930		185.2ha	-60.2ha
	2041	132,221		224.8ha	-99.8ha
Coastal District	2021	27,135	48.02ha	46.13ha	+1.89ha
	2031	30,547		51.93ha	-3.91ha
	2041	39,159		66.57ha	-18.55ha

### Passive open space: Current demand

#### Tweed LGA

Across the Tweed LGA there is currently 304ha of passive open space serving a population of 97,392 people. Based on Council’s provision rates, the Tweed LGA is current experiencing an oversupply of +193.9ha as shown below **Table A.5**. The current provision of passive open space is 2.8 times the residential demand across the LGA.

**Table A.5 Provision of passive open space across the Tweed LGA**

	Population	Current supply	Provision rate	Demand	Gap
Passive open space	97,392	304ha	1.13 ha/1,000 residents	110.1ha	+193.9ha

### Coastal District

Across the Coastal District there is currently 101.69ha of passive open space serving a population of 27,135 people. Based on Council’s provision rates, the Coastal District is currently experiencing a surplus supply of +71.03ha of passive open space, as shown below in **Table A.6**.

Within the Coastal District, 61.4 per cent of passive open space is located in the North Coast area which has surplus supply of 50.46ha. Key differences within the Coastal District include:

- Significant supply of passive open space in the North Coast area with slightly under six times the residential demand.
- Relatively moderate supply of passive open space in the Mid Coast area, adequately meeting demand with surplus supply.
- Bogangar, Cabarita and Tanglewood with the lowest surplus supply of passive open space at 2.24ha.
- Relatively moderate supply of passive open space in the Mid Coast area, adequately meeting demand with surplus supply.

**Table A.6 Provision of passive open space across the Coastal District**

Area	Population <sup>5</sup>	Current supply of passive open space	Provision rate	Demand	Gap
North Coast	10,589	62.43ha	1.13ha/1,000 people	11.97ha	+50.46ha
Mid Coast	4,472	13.36ha		5.05ha	+8.31ha
Bogangar, Cabarita and Tanglewood	3,514	6.11ha		3.97ha	+2.14ha
South Coast	8,560	19.79ha		9.67ha	+10.12ha
<b>Coastal District</b>	<b>27,135</b>	<b>101.69ha</b>		<b>30.66ha</b>	<b>+71.03ha</b>

### Local area

There are no formal passive open spaces within 1km of the site. Passive open space in the local area is primarily located along the coast and river foreshore areas north, east and south of the site. The closest passive open space to the site is Cudgen Foreshore Park, located 1.0-1.5km east of the site.

### Passive open space: Future demand

The high provision of passive open space across the Tweed Shire and Coastal District means theoretically no additional passive open space is required to meet future residential demand. The Tweed LGA is expected to experience a surplus of 158.6ha in 2041 while the Coastal District will experience a surplus of 58.6ha in 2041 based on 2020 supply, as shown below in **Table A.7**.

However, as noted in Council's *Open Space Strategy (2018-2028)*, accessibility is an important performance measures, with new land releases requiring the supply, delivery and maintenance of local and district open space. It is expected that performance measures associated with accessibility will be met through Council's *Section 7.11 Plan No 5 – Local Open Space (2022)*.

<sup>5</sup> 2021 population, Forecast Id

**Table A.7 Future demand for passive open space across the Tweed LGA and Coastal District**

Area	Year	Population	Supply (2020)	Demand	Gap
<b>Current supply</b>					
<b>Tweed LGA</b>	2021	97,392	304.0ha	107.1ha	+196.9ha
	2031	108,930		123.1ha	+180.9ha
	2041	132,221		149.4ha	+154.6ha
<b>Coastal District</b>	2021	27,135	101.7ha	30.7ha	+71.0ha
	2031	30,547		34.5ha	+67.2ha
	2041	39,159		44.2ha	+57.5ha

## 1.4 Community centres

Council's *C15 Section 7.11 No. 15 – Develop Contributions for Community Facilities (Draft) (2022)* outlines the current demand and supply of community centres across the Tweed LGA and each District. The document outlines Council's adopted provision rates, as stated below **Table A.8**.

**Table A.8 Tweed Shire Council community centre provision rates**

Catchment level	Facilities within network	Identified population standards	Tweed Shire Council provision rates	Indicative gross floor area/site
<b>Local</b>	Community halls/general use community meeting space	1:6-10,000	1:6,000	500m <sup>2</sup> -1,500m <sup>2</sup>
<b>District</b>	Multi-purpose community/civic centre	1:20-30,000	1:15,000	1,500m <sup>2</sup>
	Neighbourhood/Community services centre	1:20-30,000		10,000m <sup>2</sup>

## Current demand

### Tweed LGA

Across the Tweed LGA there is a total of thirteen local community halls and four district community centres servicing a residential population of 97,392 people. When applying Council's provision rate for local and district community facilities, there is a service gap of 3.2 local community halls and 2.5 district community centres, as shown below in **Table A.9**.

While there is an evident service gap at the LGA level, Council clearly highlights in their *Community Facilities Plan 2019-2036* that the provision of community facilities varies across the LGA with the:

- Murwillumbah and Hinterland District having an oversupply of local community halls<sup>6</sup> (+9.5) and a small provision gap for district community facilities (-0.6).
- Coastal District having a moderate service gap of local community halls<sup>7</sup> (-3.6) and a moderate service gap of district community centres (-1.2).
- The Tweed Urban district having a significant services gap of local community halls<sup>8</sup> (-9.5) and high service gap of district community centres (-2.6).

A District analysis of the provision of local and district community facilities within the Tweed LGA highlights an uneven distribution and provision of facilities, highlighting the importance of a District approach to facility planning.

**Table A.9 Provision of community centres across the Tweed LGA**

	Tweed Shire LGA population	Current supply of facilities	Provision rate	Demand	Gap
<b>Local Community Halls (1:6,000)</b>	97,392	13	1:6,000	16.2	-3.2
<b>District</b>	97,392	4	1:15,000	6.5	-2.5

### Coastal District

In 2021, there was a total of 27,110 residents within the Coastal District. Based on Council's *Community Facilities Plan 2019-2036* the Coastal District has three community halls/centres (two local facilities and one district facility).

Applying the provision rates for community centres, identified above, the Coastal District is currently experiencing a service gap of 2.5 local facilities and 0.8 district facilities.

Assumptions, provision rates and demand for local and district community centres are listed below in **Table A.10**.

When compared to Council's *Community Facilities Plan 2019-2036*, both the demand for community centres and service gap have changed due to slight increases in resident population across the Coastal District, reflected by the release of 2021 Census data. Between the 2016 and 2021 census, the service gap for local community halls has increased by 0.4 facilities while the service gap for district community centres has increased by 0.2 facilities. A comparison is provided below in **Table A.11**.

**Table A.10 Provision of community centres in the Coastal District**

	Coastal District <sup>9</sup> population	Current supply of facilities	Provision rate	Demand	Gap
<b>Local Community Halls (1:6,000)</b>	27,110	2 facilities	1:6,000	4.5 facilities	-2.5 facilities
<b>District</b>	27,110	1 facility	1:15,000	1.8 facilities	-0.8 facilities

<sup>6</sup> Using 2016 population figures

<sup>7</sup> Using 2016 population figures

<sup>8</sup> Using 2016 population figures

<sup>9</sup> ABS 2021 Census data

**Table A.11 Changes in the provision of community centres in the Coastal District between 2016 and 2021**

	Coastal District Population <sup>10</sup>		Current supply of facilities	Demand		Gap	
	2016	2021		2016	2021	2016	2021
<b>Local Community Halls (1:6,000)</b>	24,734	27,110	2 facilities	4.1	4.5	-2.1	-2.5
<b>District Community Centres (1:15,000)</b>			1 facility	1.6	1.8	-0.6	-0.8

### Local area

There are a moderate number of community facilities close to the site, with the Kingscliff Community Health Facility within 1km of the site and Kingscliff Community Hall approximately 1.5km from the site. While not technically a community centre, it is important to note that the Kingscliff Library is also in close proximity to the site, co-located with the Kingscliff Community Health Facility.

Based on an understand of supply of community facilities across the Coastal District, it is evident that the site is in close proximity to the three community facilities which service the whole district. These facilities include the:

- Kingscliff Library
- Kingscliff Community Health Facility
- Kingscliff Community Hall.

### Future demand

#### Tweed LGA

As the population of the Tweed LGA continues to grow, more local community halls and district community centres will be required to meet the community's needs, as shown below in **Table A.12**. By 2031 the demand for local community halls is expected to increase to 18.2 facilities and 7.3 facilities for district community centres. Demand is expected to increase to 22.0 facilities for local community halls and 8.8 facilities for district community centres by 2041.

Council's *Contribution Plan No. 15 Community Facilities* identifies community facilities that are proposed. Across the Tweed LGA:

- Two local community facilities are planned to be delivered within the next 5-10 years.
- Two local community facilities are planned to be delivered within the next 10-20 years.

<sup>10</sup> ABS Census data

- One district community facility is planned to be delivered within the next 10-20 years.

Even with the delivery of planned community facilities, the Tweed LGA is expected to continue to experience an undersupply. The delivery of planned community facilities will reduce the service gap of:

- Local community halls from 5.2 to 1.2 by 2031 and 9.0 to 5.0 by 2041.
- District community centres from 3.3 to 2.3 by 2031 and 4.8 to 3.3 by 2041.

While it is highly likely that the successful implementation of Council's *Contribution Plan No. 15 Community Facilities* will meet the demand generated from new residential developments, existing service gap challenges will remain. To meet service gaps, Council will likely need to deliver new facilities in addition to developer contributions in order to reduce existing service gaps and potential cumulative service gaps.

**Table A.12 Future provision of community centres in the Tweed LGA**

Community centre	Year	Population	Supply (2016)	Demand	Gap
<b>Current supply</b>					
<b>Local Community Halls (1:6,000)</b>	2021	97,392	13	16.2	-3.2
	2031	108,930		18.2	-5.2
	2041	132,221		22.0	-9.0
<b>District Community Centres (1:15,000)</b>	2021	97,392	4	6.5	-2.5
	2031	108,930		7.3	-3.3
	2041	132,221		8.8	-4.8
<b>Planned supply</b>					
<b>Local Community Halls (1:6,000)</b>	2021	97,392	13	16.2	-3.2
	2031	108,930	17	18.2	-1.2
	2041	132,221		22.0	-5.0
<b>District Community Centres (1:15,000)</b>	2021	97,392	4	6.5	-2.5
	2031	108,930	5	7.3	-2.3
	2041	132,221		8.8	-3.8

### Coastal District

Based on the Coastal District's population forecast and Council's community centre provision rates, to accommodate 2031 and 2041 population needs, Council will need to supply an additional:

- 3.1 local community centres by 2031 and 4.5 by 2041.
- 1.0 district community centre by 2031 and 1.6 by 2041.

Council's *Draft Contribution Plan No. 15 Community Facilities* identifies community facilities that are proposed for the Coastal District. Currently, only one new local community facility is planned for. The provision of one new local community facility will reduce the service gap in the Coastal District, however, the Coastal District is expected to continue a service gap of more than two facilities if new facilities are not delivered.

**Table A.13 Future provision of community centres in the Coastal District**

Community centre	Year	Population	Supply (2016)	Demand	Gap	Change
<b>Current supply</b>						
Local Community Halls (1:6,000)	2021	27,110	2	4.5	-2.5	N/A
	2031	30,547		5.1	-3.1	N/A
	2041	39,159		6.5	-4.5	N/A
District Community Centres (1:15,000)	2021	27,110	1	1.8	-0.8	N/A
	2031	30,547		2.0	-1.0	N/A
	2041	39,159		2.6	-1.6	N/A
<b>Planned supply</b>						
Local Community Halls (1:6,000)	2021	27,110	2	4.5	-2.5	None
	2031	30,547	3	5.1	-2.1	-1.1
	2041	39,159		6.5	-2.5	-2.0
District Community Centres (1:15,000)	2021	27,110	1	1.8	-0.8	None
	2031	30,547		2.0	-1.0	None
	2041	39,159		2.6	-1.6	None

## 1.5 Library spaces

To understand the need and appropriate supply of library facilities across the LGA, Council has adopted the State Library of NSW provision rates, outlined in Council's Community Facility Strategic Plan.

### Current demand

#### Tweed LGA

Across the Tweed Shire there is a total of 2,059m<sup>2</sup> of library floor space. Based on the State Library of NSW provision rates (included in **Table A.14**) and the residential population of the LGA in 2021, the Tweed Shire is currently experiencing a service gap range between 1,564.0m<sup>2</sup> to 2,449.0m<sup>2</sup>.

**Table A.14 Current provision of library floor space across the Tweed LGA**

	Tweed Shire LGA population	Current supply of facilities	Provision rate	Demand	Gap
District library (31-39m <sup>2</sup> per 1,000 people + 20% circulation space)	97,392	2,059m <sup>2</sup>	31-39m <sup>2</sup> per 1,000 people + 20% circulation space	3,623.0-4,558.0m <sup>2</sup>	-1,564.0-2,449.0m <sup>2</sup>

#### Coastal District

Council's *Community Facilities Plan 2019-2036* identifies a total of 425m<sup>2</sup> of district library space that services the Coastal District. Based on a resident population of 27,110, the Coastal District requires between 1,009m<sup>2</sup> and 1,269m<sup>2</sup> of library floor space to meet their current needs. As shown below in **Table A.15**, the Coastal District currently has a service gap between 584m<sup>2</sup> and 844m<sup>2</sup>. In order to meet the current service gap in the Coastal District, total library floor space needs to increase by 137.4 to 198.6 per cent.

Since 2016, demand for district library floor space has increased by 89-111m<sup>2</sup> with no new or additional library floor space provided in the Coastal District.

**Table A.15 Current provision of library floor space provision for the Coastal District**

	Coastal District Population <sup>11</sup>		Current supply	Demand		Gap	
	2016	2021		2016	2021	2016	2021
District Library (31-39m <sup>2</sup> per 1,000 people + 20%)	24,734	27,110	425m <sup>2</sup>	920-1,158m <sup>2</sup>	1,009-1,269m <sup>2</sup>	495-733m <sup>2</sup>	584-844m <sup>2</sup>

### Local area

Within 1km of the site is the Kingscliff Library, however this facility is notable small, with only 500m<sup>2</sup>, the minimum size requirement under the Library NSW Guidelines.

### Future need

#### Tweed LGA

Across the Tweed LGA demand for library floor space will increase to 4,052-5,098m<sup>2</sup> by 2031. Demand will increase to 4,919-6,189m<sup>2</sup> by 2041. Based on the current supply of 2,059m<sup>2</sup> there is expected to be substantial service gaps by 2031 and 2041 if new facilities are not delivered in these periods.

**Table A.16 Future demand for library floor space for the Tweed LGA**

Provision rate	Year	Population	Supply	Demand	Gap
District Library (31-39m <sup>2</sup> per 1,000 people + 20%)	2031	108,930	2,059m <sup>2</sup>	4,052.2-5,097.9	-1,993-3,039
	2041	132,221		4,919-6,187.9	-2,860-4,129

### Coastal District

The Coastal District is expected to need a total of 1,136.3-1,429.6m<sup>2</sup> of library floor space by 2031. This will increase to 1,456.7-1,832.6m<sup>2</sup> by 2041. Based on the current supply of 425m<sup>2</sup>, there is expected to be substantial service gaps by 2031 and 2041 if new facilities are not delivered in these periods.

**Table A.17 Future demand for library floor space for the Coastal District**

Provision rate	Year	Population	Supply	Demand	Gap
District Library (31-39m <sup>2</sup> per 1,000 people + 20%)	2031	30,547	425	1136.3-1429.6	711.3-1004.6
	2041	39,159		1456.7-1832.6	1031.7-1407.6

<sup>11</sup> ABS Census data

## 1.6 Childcare

In order to understand the supply and demand of childcare services across the Coastal District, the following approach was applied:

- Demographic profiling to understand the number of residents aged 0-4 (the user group).
- An audit of childcare facilities within the Coastal District to understand both vacancy and number of approved places to understand supply.
- As Council does not provide guidance on the provision rate of childcare facilities, a provision rate was developed considering current supply, demand, and capacity.
- Understanding future population growth of residents aged 0-4 was used to understand future demand.

Assessing the childcare demand and supply has limitation, this includes:

- Consumer choice, including a household's ability to engage with private childcare services.
- Whether families choose to use a local childcare provider or one near a carers place of work.
- Limitations associated with vacancy data accuracy.

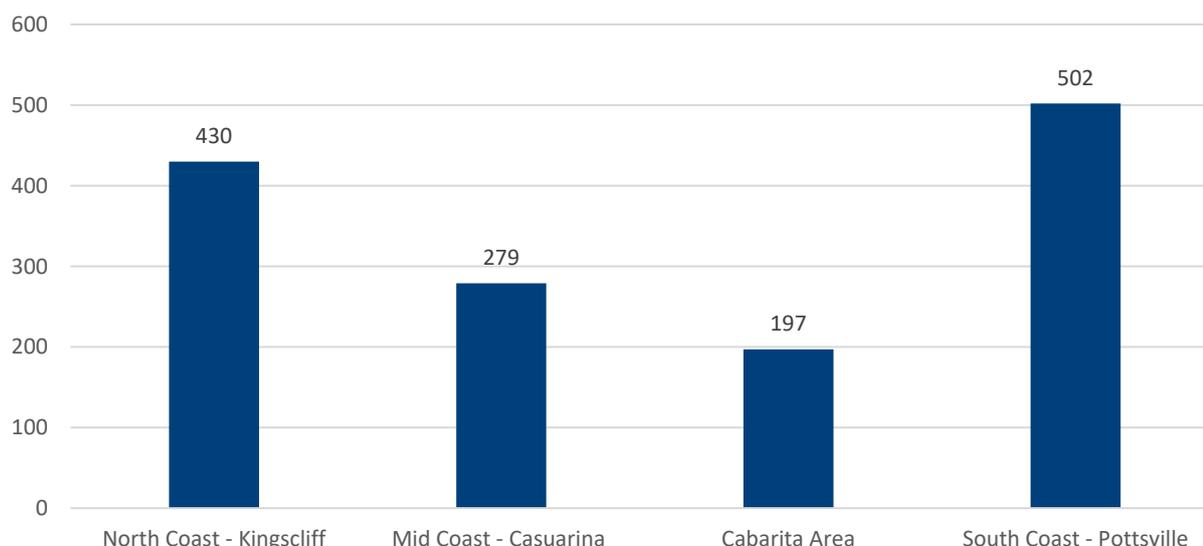
### Current demand

#### Coastal District

Across the Coastal District, there is a total of 18 early education facilities. Nine facilities are childcare facilities, supplying a total of 679 approved places. Council does not currently provide a provision rate for the supply of childcare facilities across the LGA.

In 2021, the Coastal District had a total of 1,408 residents aged 0-4 years of age. Within the Coastal District:

- The South Coast – Pottsville local area had the highest number of residents aged 0-4 (502).
- The North Coast – Kingscliff local area had the second highest number of residents aged 0-4 (430).
- The Mid Coast – Casuarina had the second smallest number of residents aged 0-4 (279).
- The Cabarita Area had the least number of residents aged 0-4 (197).



**Figure A.1 Distribution of children aged 0-4 within the Coastal District**

Source: ABS TableBuilder Pro, 2021

### Local area

Within 1km from the site there are two childcare facilities, Bossy Boots Early Learning Centre and Aussie Kids Fun and Fitness. Within 1.5km from the site two additional childcare facilities are located in Kingscliff, Flying Start and Flying Start – Kingscliff Public School. The distribution of Childcare facilities within proximity to the site reflects childcare facilities being located in residential areas.

### Capacity of existing services

The capacity of childcare facilities varies across the Coastal District, based on the service age group, as shown in **Table A.18**. A desktop review of childcare capacity in the Coastal District, undertaken in August 2022 found:

- There is low/limited availability of childcare services for children 0-12 months, with only two services having capacity on all days for both casual and permanent places (22.2 per cent of services) and one service with capacity for permanent places. Two services had limited availability for permanent places.
- There is a relatively high availability of childcare services for children 13-24 months, with three services having capacity for casual and permanent places (33.3 per cent of services). Two services had availability for permanent places only. Only one facility had limited availability for permanent places.
- There is moderate availability of childcare services for children 25-35 months, with two services having capacity for casual and permanent places (22.2 per cent of services) and an additional two services having availability for permanent places only. Two services had limited availability for permanent places.
- There is high availability of childcare services for children 36 months-preschool, with only one facility having no capacity for permanent places.
- Across all services with available data, only two facilities had vacancies across all age groups and attendance type (casual and permanent).

**Table A.18 Childcare services audit, Coastal District**

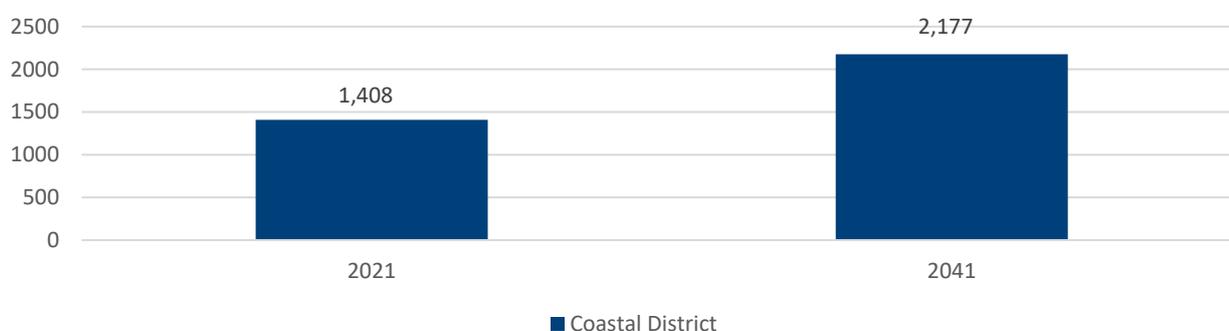
Name	Suburb	Approved places	Capacity							
			0-12 month		13-24 month		25-35 month		36-Preschool	
			C	P	C	P	C	P	C	P
Smiley Tots Preschool & Early Learning	Chinderah	75	N	N	N	Y	N	Y	N	Y
Story House Early Learning	Chinderah	118	Y	Y	Y	Y	Y	Y	Y	Y
Bossy Boots Early Learning Centre	Kingscliff	76	N	L	N	L	N	L	N	Y
Kool Beanz Academy Casuarina	Casuarina	98	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Kool Beanz Academy Casuarina (1)	Casuarina	75	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Beach Kids Early Learning & Preschool	Bogangar	59	L	L	Y	Y	L	L	N	N
Pippies Early Childhood Centre	Bogangar	39	Y	Y	Y	Y	Y	Y	Y	Y
Natural Elements Early Learning Centre	Pottsville	100	N	Y	N	Y	N	Y	N	Y
Pottsville Gumnuts Early Learning and Preschool	Pottsville Beach	39	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

C = Causal  
 P = Permanent  
 N = No capacity  
 Y = Yes capacity  
 L = Limited capacity  
 N/A = Not available

Source: Australian Children’s Education & Care Quality Authority: National Register; Australian Government: Child Care Finder; August 2022

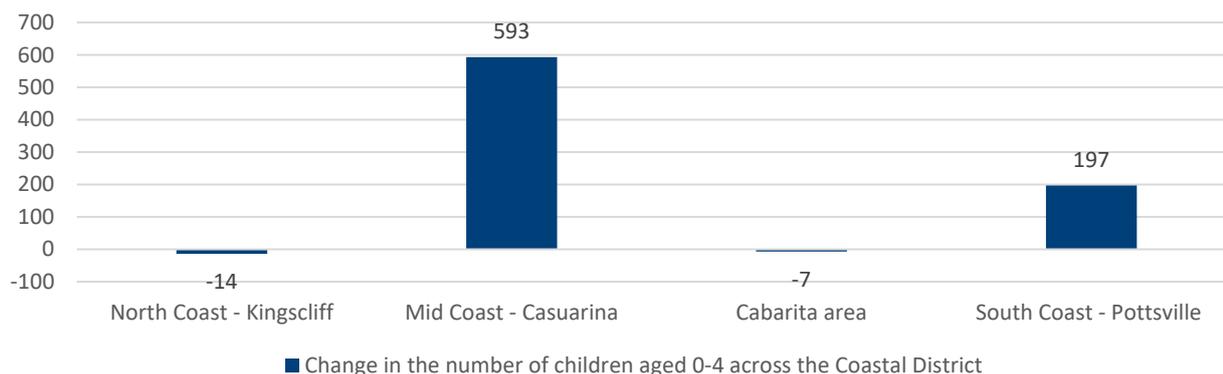
**Future demand**

Between 2021 and 2041, it is anticipated that the number of residents aged 0-4 will increase by 769 in the Coastal District. However, this growth will not be evenly distributed across the Coastal District, with the Mid Coast – Casuarina and South Coast – Pottsville local areas experiencing all the growth (77.1 per cent and 25.6 per cent respectively). The North Coast – Kingscliff and the Cabarita Area local areas are expected to experience a decline in the number of residents aged 0-4 (-14 and -7 respectively).



**Figure A.2 Number of residents aged 0-4 in the Coastal District, 2021-2041**

Source: Forecast id, Tweed Shire, 2021-2041



**Figure A.3 Number of residents aged 0-4 within the Coastal District, 2021-2041**

Source: Forecast id, Tweed Shire, 2021-2041

### Gap analysis

The provision of childcare places can range from one place per every two children, to one place per every five children aged 0-4. Currently, Tweed Shire Council does not have guidance documents for the provision of childcare facilities across the LGA.

Based on the number of approved places in 2022 and the number of children aged 0-4 in 2021, the Coastal District has a childcare provision rate of 1 place per 2.1 residents aged 0-4.

When considering the range of childcare provision rates, the Coastal District has a relatively high provision of childcare services. To maintain the current provision rate of 1 childcare place per 2.1 residents aged 0-4, an additional 329 approved childcare places would be required in the Coastal District by 2041.

**Table A.19 Provision rates**

		Supply	Demand	Provision rate
<b>2021</b>	Coastal District	679 places	1,408	1 place per 2.1 residents aged 0-4
<b>2041</b>	Coastal District	679 places	2,117	1 place per 3.1 residents aged 0-4

### 1.7 Affordable housing

Affordable housing is housing, including social housing, that is appropriate for the needs of a range of very low to moderate income households and priced so that these households are also able to meet other basic living costs such as food, clothing, transport, medical care, and education. As a rule of thumb, housing is usually considered affordable if it costs less than 30% of gross household income (Department of Communities and Justice, 2022).

The below methodology is commonly applied in NSW to determine housing affordability, especially when assessing eligibility for National Rental Affordability Scheme (NRAS) housing.

## Area Median Income

In NSW, and many other states in Australia, the definition of very low, low and moderate income households is based on their relationship to the Area Median Income (AMI). The following definitions apply:

- **Very low income:** Households who earn less than 50% of Area Median Income.
- **Low Income:** Households who earn between 50% and 80% of Area Median Income.
- **Moderate income:** Households who earn between 80% and 120% of area median income.

In NSW, these income bands are set based on the AMI of Sydney and the AMI of the rest of NSW. The AMI of Sydney is \$99,600. The AMI for the rest of NSW is \$84,600.

**Table A.20 Very low, low and moderate income household definitions for 2021-22 using median income**

Income bands	% of Median Income	Annual Income Range (Sydney) 2021-22	Annual Income Range (Rest of NSW) 2021-22
Very low	50% of median	\$49,800	\$42,300
Low	50-80% median	\$79,800	\$67,700
Moderate	80-120% median	\$119,600	\$101,600

## Equivalising household incomes

Equivalised income is a measure of household income that takes account of the differences in a household's size and composition, thus enabling comparison of income levels between households of differing size and composition, and reflecting the requirement of a larger household to have a higher level of income to achieve the same standard of living as a smaller household. Equivalised household income eligibility limits for affordable housing are contained within **Table A.22**.

**Table A.21 Very low, low and moderate income household definitions for 2021-22 using equivalised household income**

Household members	Gross annual household income		
	Very low	Low	Moderate
<b>New South Wales</b>			
Single adult	\$25,400	\$40,600	\$60,900
Each additional child (18 years or over)	Add \$12,700 to the income limit	Add \$20,300 to the income limit	Add \$30,500 to the income limit
Each additional child (under 18 years)	Add \$7,600	Add \$12,200	Add \$18,300

**Table A.22 Equivalised household income by household type**

Household type	Very low	Low	Moderate
Single	\$25,400	\$40,600	\$60,900
Single + 1	\$33,000	\$52,800	\$79,200
Single + 2	\$40,600	\$65,000	\$97,500
Single + 3	\$48,200	\$77,200	\$115,800

Household type	Very low	Low	Moderate
Single + 4	\$55,800	\$89,400	\$134,100
Couple	\$38,100	\$60,900	\$91,400
Couple + 1	\$45,700	\$73,100	\$109,700
Couple + 2	\$53,300	\$85,300	\$128,000
Couple + 3	\$60,900	\$97,500	\$146,300
Couple + 4	\$68,500	\$109,700	\$164,600

To put these limits into context, the below table compares AMI to indicative award rates for health workers in NSW.

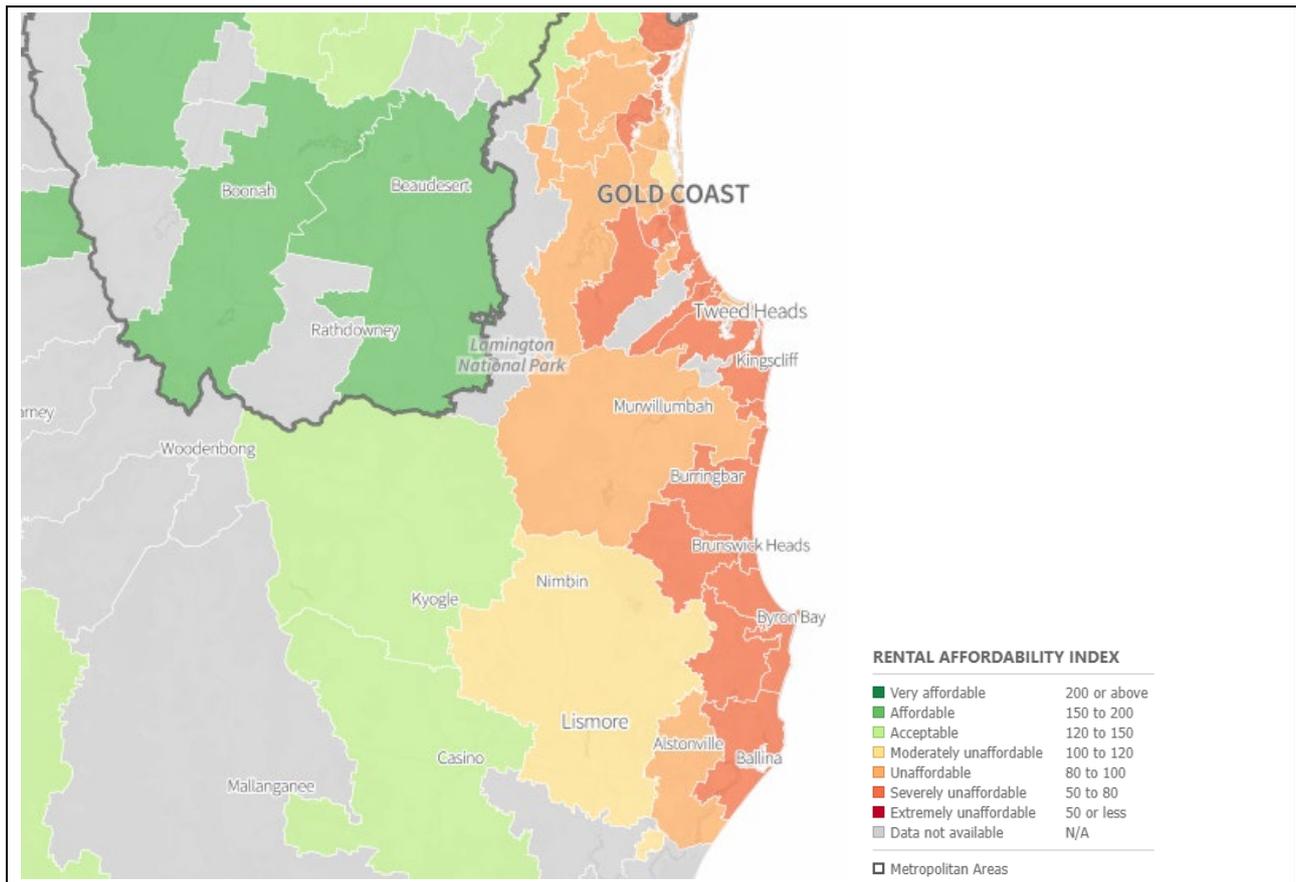
**Table A.23 Indicative award rates for health workers in NSW**

Income level	Upper Income limit	Example Income (Full Time)
<b>Single person</b>		
Very low	\$25,400	
Low	\$40,600	Minimum wage for Level One support service employee (laundry, cleaner etc) - \$41,328 Trainee dental technician - \$41,592
Moderate	\$60,900	1st year Drug Alcohol Counsellor - \$55,468 1st year Aboriginal Health Practitioner - \$61,993
<b>Single person with a dependent</b>		
Very low	\$33,000	Annual JobSeeker for single person with dependent - \$37,336
Low	\$52,800	1st year Trainee Environmental Health Officer - \$52,320
Moderate	\$79,200	Grade 3 dental assistant - \$77,801 4th year Oral health therapist - \$77,438

Source: Industrial Relations Commission of NSW, 2021

### Affordable housing in Tweed

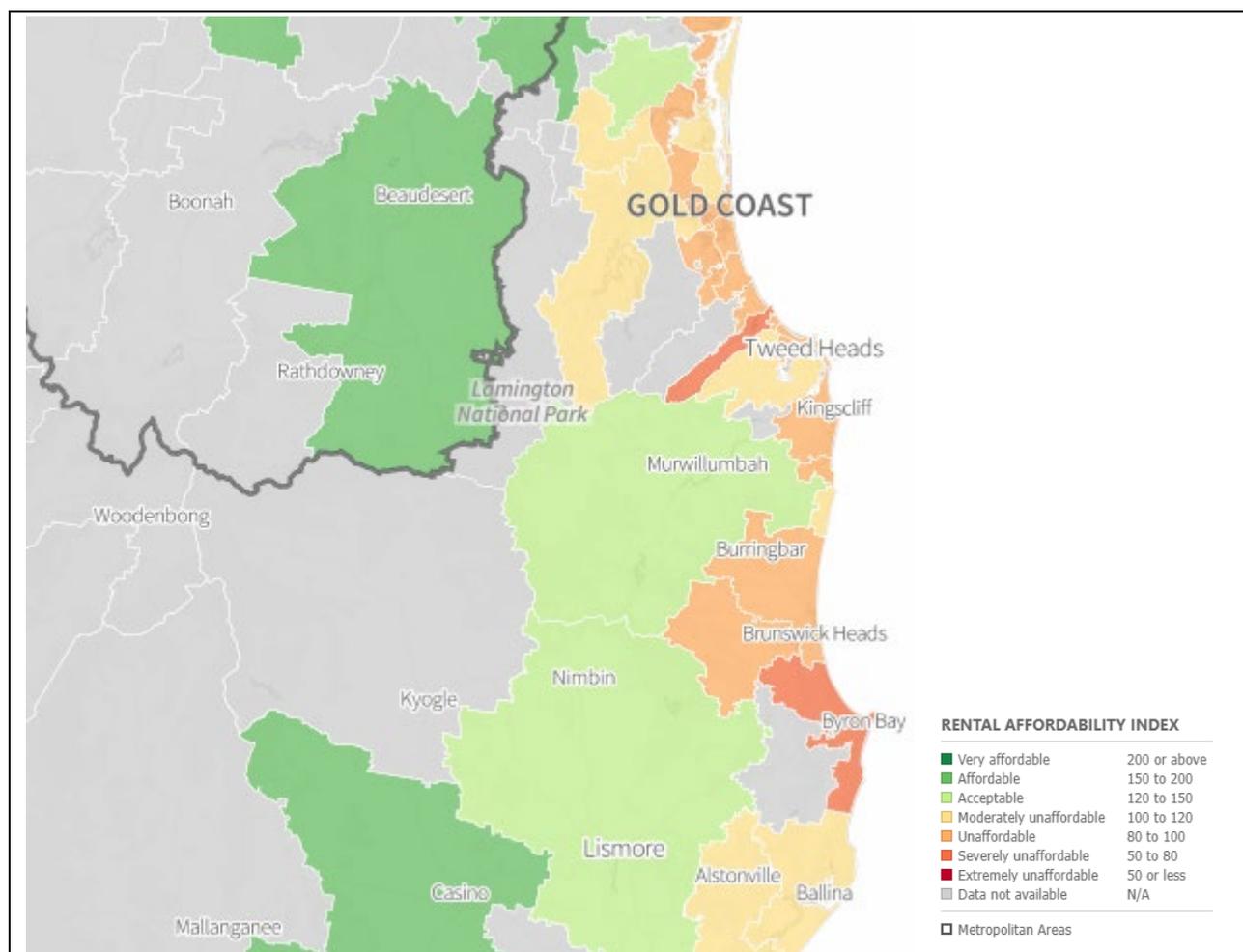
Based on rental affordability analysis undertaken by SGS Economics (2022), most rental housing across the Tweed Heads region is severely unaffordable compared to typical rental households in NSW, as shown below in **Figure A.4**.



**Figure A.4 Rental affordability across the Tweed Heads Region**

Source: SGS Economics, 2022

For instance, rental affordability across the Tweed Heads region for a minimum wage couple (shared income of \$80,000) seeking a 2-bedroom dwelling is moderately unaffordable in Tweed Heads, unaffordable in Kingscliff and severely unaffordable in Currumbin, as shown below in **Figure A.5**.



**Figure A.5 Rental affordability across the Tweed Heads Region for minimum wage couple**

Source: SGS Economics, 2022

## Approaches to affordable housing

### Rental limits

Based on these income levels, it is possible to set a rental ceiling that a household may afford without resulting in housing stress or reducing their capacity to pay for other necessities. **Table A.24** below outlines relevant affordable rent ceilings based on income and household type.

**Table A.24 Rental limits**

Household type	Very low	Weekly affordable rent	Low	Weekly affordable rent	Moderate	Weekly affordable rent
Single	\$25,400	\$147	\$40,600	\$234	\$60,900	\$351
Single + 1	\$33,000	\$190	\$52,800	\$305	\$79,200	\$457
Single + 2	\$40,600	\$234	\$65,000	\$375	\$97,500	\$563
Single + 3	\$48,200	\$278	\$77,200	\$445	\$115,800	\$668
Single + 4	\$55,800	\$322	\$89,400	\$516	\$ 134,100	\$774

Household type	Very low	Weekly affordable rent	Low	Weekly affordable rent	Moderate	Weekly affordable rent
Couple	\$38,100	\$220	\$60,900	\$351	\$ 91,400	\$527
Couple + 1	\$45,700	\$264	\$73,100	\$422	\$109,700	\$633
Couple + 2	\$53,300	\$308	\$85,300	\$492	\$128,000	\$738
Couple + 3	\$60,900	\$351	\$97,500	\$563	\$146,300	\$844
Couple + 4	\$68,500	\$395	\$109,700	\$633	\$164,600	\$950

## Market rates

Another common metric for setting affordable housing limits is to set rental costs at a discount to market rates; usually this is a 20% to 25% reduction. While this method is currently applied in various locations in Australia, it is not best practice for several reasons. As shown in **Table A.25**, even with a 25% discount, rent may still be more expensive than what a very low-, low- or moderate-income household may be able to afford. Further, this methodology requires consistent benchmarking, with median rental costs differing substantially across different geographies.

**Table A.25 Market rates**

Unit Size	Median Weekly Rent	Rent at 25% discount
<b>Tweed Heads LGA</b>		
One bedroom Unit	\$400	\$300
Two Bedroom Unit	\$495	\$370
Three Bedroom Unit	\$670	\$500

Source: NSW Department of Communities and Justice, 2022

## Recommendations

In order to achieve affordable rental properties onsite, it is recommended that the residential development planning for Cudgen Connection adopts:

- The definition of affordable housing adopted above.
- Undertakes a rental limits approach to rental prices to ensure rent ceilings are relevant to income, rather than market rates which are currently unaffordable to severely unaffordable across the Tweed Heads region.
- Adopting these recommendations will assist in achieving worker accommodation which is affordable and sustainable for the proposal within its local context.

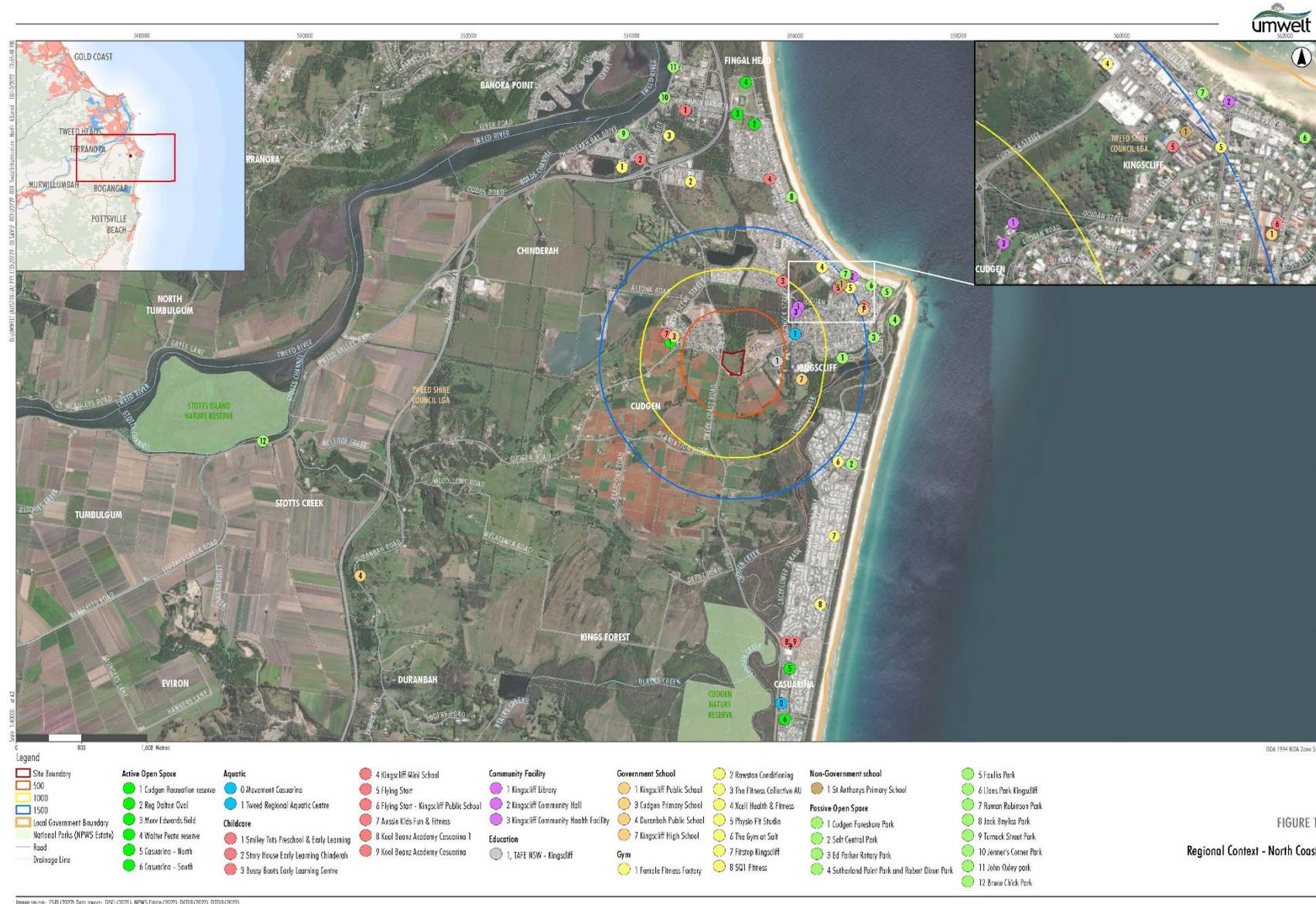
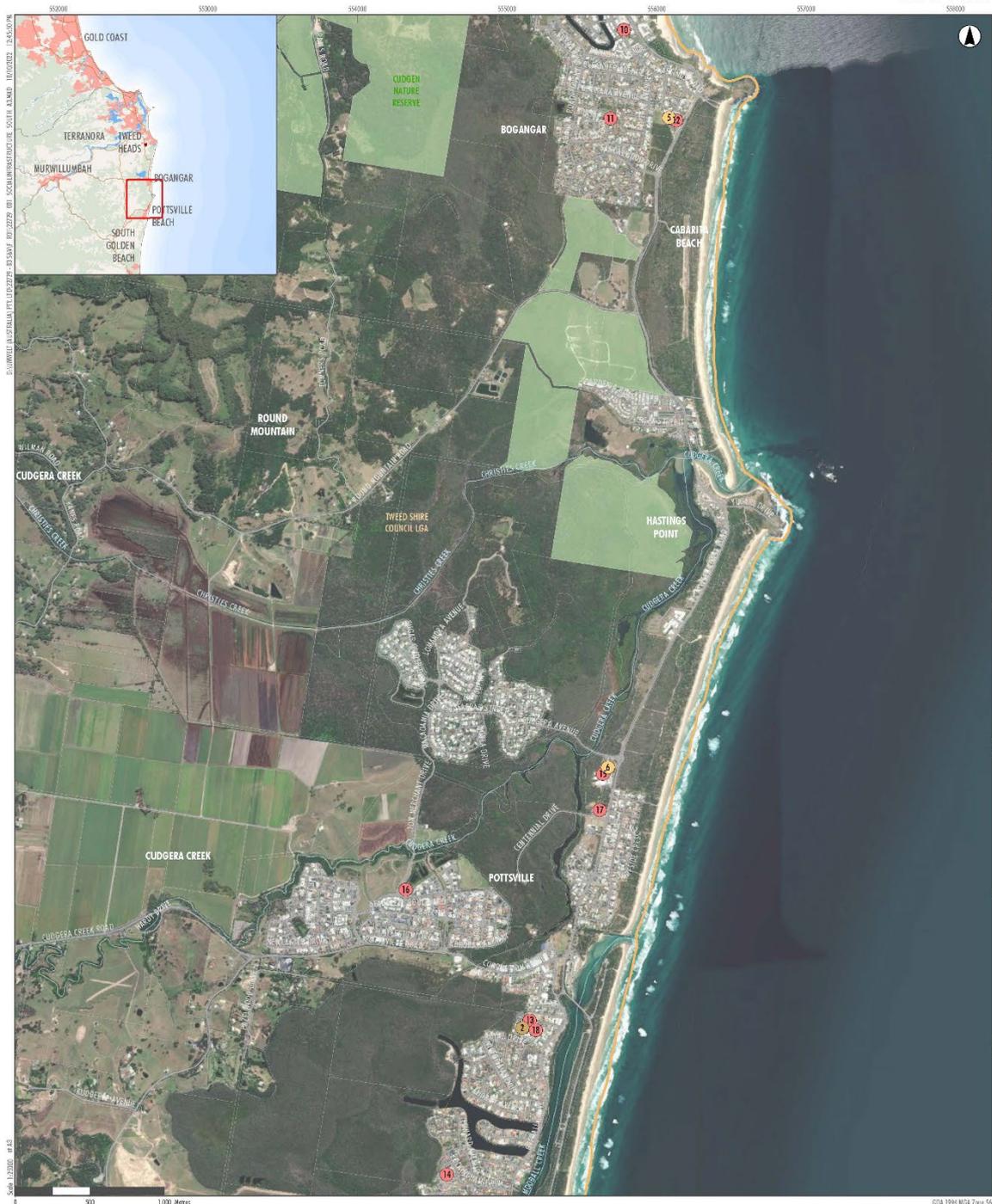


FIGURE 1  
Regional Context - North Coast



- Legend**
- Local Government Boundary
  - National Parks (NPWS Estate)
  - Road
  - Drainage Line
- |   |   |
|---|---|
| <p><b>Childcare</b></p> <ul style="list-style-type: none"> <li><span style="color: red;">●</span> 10 Beach Kids Early Learning &amp; Preschool</li> <li><span style="color: red;">●</span> 11 Pippies Early Childhood Centre</li> <li><span style="color: red;">●</span> 12 Sallys Kids Pty Ltd</li> <li><span style="color: red;">●</span> 13 Little Grammets OOSH</li> <li><span style="color: red;">●</span> 14 Rainbow Bridge Family Day Care PTY LTD</li> <li><span style="color: red;">●</span> 15 Camp Australia - Pottsville Beach Public School OSHC</li> <li><span style="color: red;">●</span> 16 Natural Elements Early Learning Centre - Pottsville</li> </ul> | <p><b>Government School</b></p> <ul style="list-style-type: none"> <li><span style="color: orange;">●</span> 5 Bogangar Public School</li> <li><span style="color: orange;">●</span> 6 Pottsville Beach Public School</li> </ul> <p><b>Non-Government school</b></p> <ul style="list-style-type: none"> <li><span style="color: brown;">●</span> 2 St Ambrose Primary School</li> </ul> |
|---|---|

FIGURE 1  
Regional Context - South Coast

Image source: ESRI (2022) Data source: DSP (2021), NPWS Estate (2022), OOSH (2022), OTO (2022)

