

# Tweed

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## Regional City Action Plan 2036



# Acknowledgement

The Department of Planning and Environment acknowledges the traditional custodians of the land, the Bundjalung, and pays respect to Elders past, present and future. This Plan acknowledges a strong belief amongst Aboriginal people that if we care for country, it will care for us. This is supported by the knowledge that the health of a people and their community is reliant on a strong physical and emotional connection to place.

Conserving Aboriginal heritage and respecting the Aboriginal community's right to determine how it is identified and managed will preserve some of the world's longest standing spiritual, historical, social and educational values.

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*Cover image: Durambah Beach, Tweed Heads.*

◀ *Credit Nikita Ridgeway*

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# A Regional City Action Plan for Tweed

Tweed is ready to thrive. As the largest Local Government Area by population on the north coast of NSW, Tweed is transforming into a vibrant Regional City that champions good design, the environment, cultural heritage to create attractive and diverse lifestyles connected with a coastal subtropical climate. Tweed has the potential to become NSW's great green city of the north and gateway to the economic powerhouse of south-east Queensland.

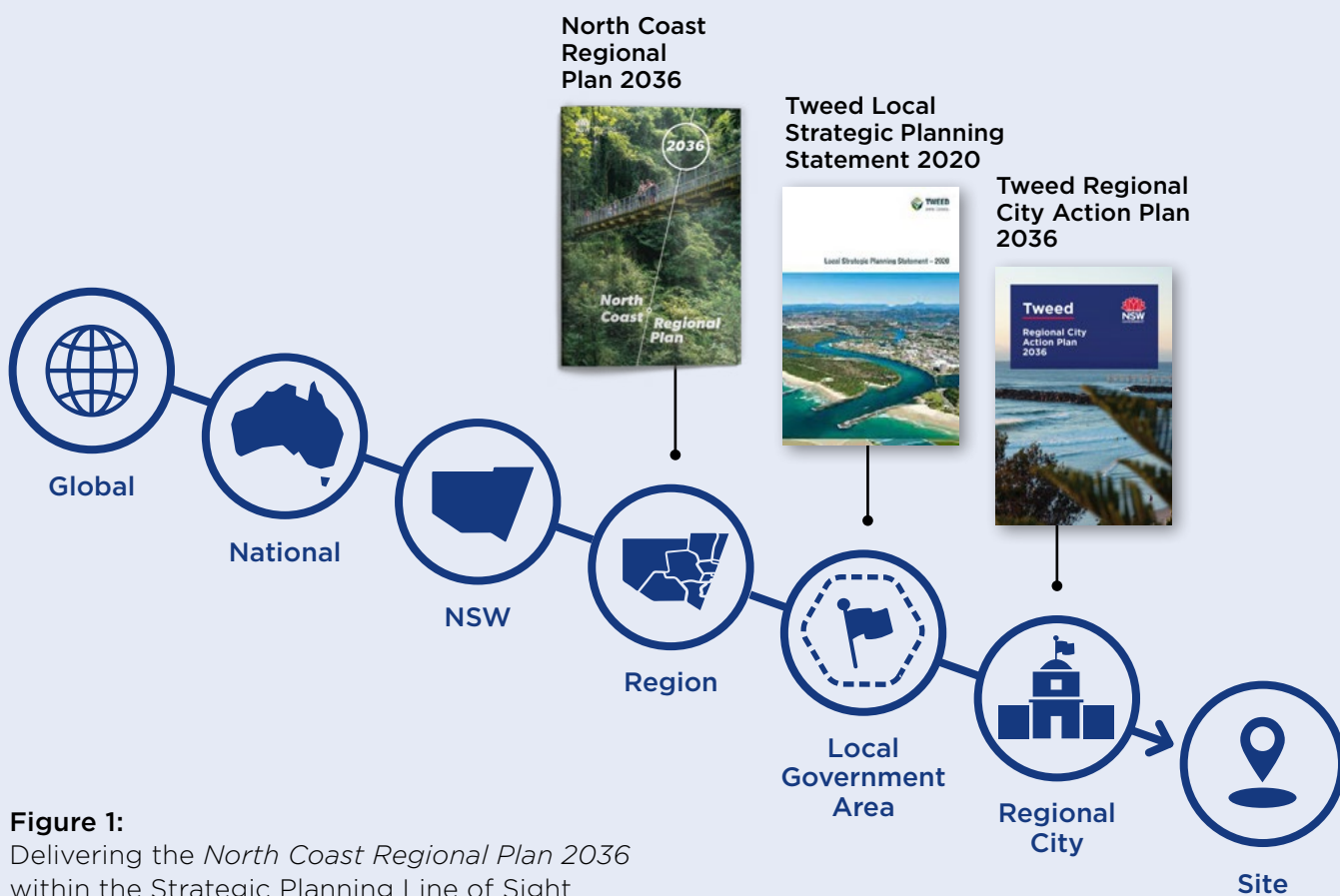
The *North Coast Regional Plan 2036* identified Tweed Heads as one of four North Coast Regional Cities.

This first ever Regional City Action Plan for Tweed supports the vision of the *North*

*Coast Regional Plan 2036*, by capitalising on Tweed's spectacular environment, lifestyle and vibrant communities.

The plan will build on the opportunity created by major public and private investment, support employment growth and will redefine links with Tweed's dynamic and vibrant network of centres. It also aims to optimise quality lifestyles currently enjoyed and valued by residents.

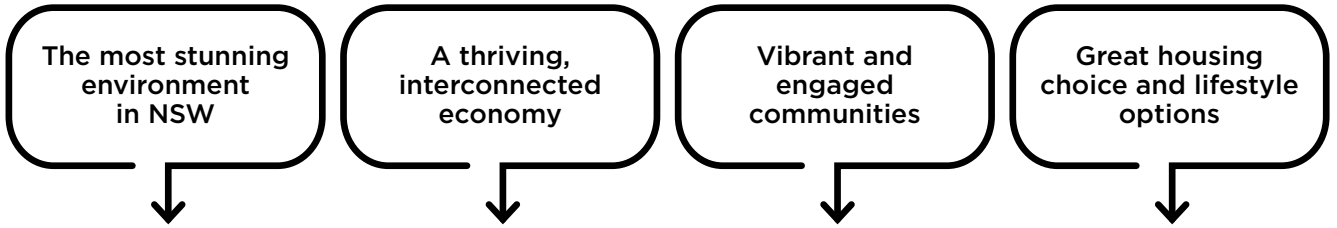
Regional Cities provide high-level services and economic opportunities for their residents and surrounding areas. They are centres of business, governance and culture, and benefit from critical investments in major infrastructure.



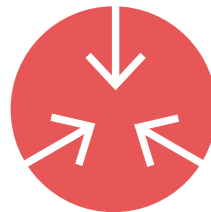
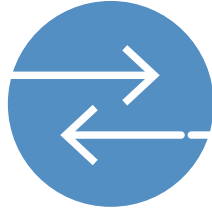
**Figure 1:** Delivering the *North Coast Regional Plan 2036* within the Strategic Planning Line of Sight



# North Coast Regional Plan 2036



## Tweed Regional City Action Plan



GOAL

### Live

*A contemporary coastal city integrated with the natural environment and landscape*

OBJECTIVES

- 1** Facilitate housing choice in distinctive, well-connected centres
- 2** Deliver increased opportunities for affordable housing
- 3** Create a green and sustainable city
- 4** Strengthen resilience to climate change and its impacts

### Move

*A city of connected communities and the gateway to northern NSW*

- 5** Develop an integrated place-based transport network that delivers a connected Tweed
- 6** Support more people to walk, cycle and take public transport
- 7** Facilitate seamless connections across the border
- 8** Maximise the benefits of regional transport networks to increase community and economic connectivity

### Work

*A desirable place for business, underpinned by a modern and skilled workforce*

- 9** Position Tweed Regional City as a destination of choice for business and investment
- 10** Increase cross-border integration and capitalise on competitive advantages
- 11** Optimise the delivery of employment land
- 12** Develop a shared city centre vision with business and the community

### Meet

*A welcoming city that celebrates good design, people and culture*

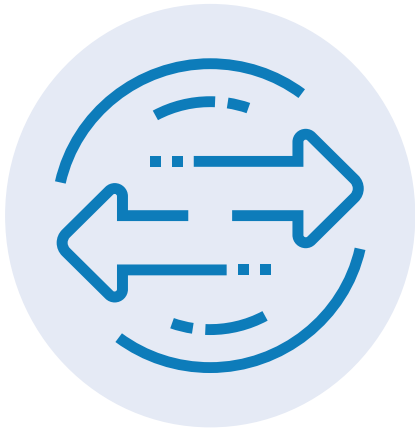
- 13** Support a vibrant city centre and a network of connected precincts
- 14** Cultivate Regional City design excellence
- 15** Support Aboriginal cultural awareness, inclusion and place

### Play

*A healthy city set apart by its stunning waterfront environment*

- 16** Grow tourism, events and visitor experiences in a culturally and environmentally sensitive way
- 17** Create places that encourage healthy activities throughout the city

# City drivers



## A true gateway destination

As the northern coastal gateway to NSW and part of the thriving 'Twin Towns' with neighbouring Coolangatta in Queensland, the Tweed Shire has forged an identity separate from the Gold Coast, one of lower density urban form and biodiversity richness. However, in many respects the area operates as a single economic entity and offers many shared endowments:

- a diverse and growing economy
- an international airport providing connectivity to local and international markets
- a thriving tourism sector
- a stunning natural environment; and
- a reputation as one of the most desirable lifestyle destinations in Australia.

Whilst initiatives including the QLD–NSW Cross Border agreement are already in place to remove regulatory barriers between the States, closer working relationships will forge stronger social and economic ties, support population growth and facilitate employment opportunities to make the region a more cohesive place to live, move, work, meet and play.

Collaboration on the planning and delivery of infrastructure and services to coordinate the staging and sequencing of development will be increasingly important going forward to manage growth. Maintaining and enhancing infrastructure networks that connect the regions will support mutual social and economic benefits by providing access to employment, housing and recreation. It will also enable the efficient movement of commodities, services and skills.

By building on its strengths, Tweed Regional City will continue to be a desirable place to live, move, work meet and play that is set apart by its spectacular natural setting.



## A sustainable green and blue city united with the natural environment

With its waterfront location, world heritage-listed rainforests, agricultural hinterland and proximity to an international airport, Tweed Regional City has the potential to become an exemplar of a sustainable urban centre with an enviable lifestyle. The CBD is highly walkable, with shops, services, parks and entertainment within easy reach. Opportunities to consolidate Tweed Heads and Tweed Heads South will facilitate connected and walkable precincts along the north-south spine of Wharf Street and Minjungbal Drive. These precincts will accommodate a rich mix of uses including business, commercial, residential and tourist accommodation.

The landscape character of Tweed Regional City is defined by the meeting of the river with the coast. The public realm will capitalise on the river, estuaries and ocean to create a distinctive sense of place overlaid with a recognition and celebration of its rich Aboriginal cultural heritage.

Strategies to increase the city's green canopy will create an accessible and attractive network of green spaces linked to the water. Increasing canopy cover will also deliver important environmental outcomes such as mitigating urban heat and increasing climate resilience.

Future planning will carefully balance the issue of climate change related sea level rise and flooding potential with the economic wellbeing of the city. Strategies to manage the effects of climate change will be integrated into long term planning to improve resilience of the urban area.



## Region-shaping infrastructure investment to support population growth

Public and private investment is presenting opportunities to transform Tweed Regional City and will support its future growth. For many years, the Tweed Local Government Area has experienced strong population growth – particularly interstate migration. By 2041, the combined City of Gold Coast and Tweed Shire population is expected to reach 1.05 million. Combined with a rapidly ageing population and declining household sizes, demand for housing, transport and health care is expected to continue.

Investigations into the potential for light rail or other rapid transit modes are underway. In the future, the Gold Coast Light Rail could extend from the Gold Coast Airport into Tweed Heads and Tweed Heads South, changing the way people access jobs, education and services.

In Kingscliff, the new Tweed Valley Hospital, a \$673.3 million State government investment, will support the Tweed Local Government Area's largest employment sector, being Health and Social Services<sup>1</sup>. The project is the largest capital health investment funded entirely by the State government in regional NSW history. Hospital services will move from the existing Tweed Hospital to the new hospital when it opens to patients in 2023. Community health and other out-of-hospital services will continue to be provided in Tweed Heads. The range of the services will be confirmed through further clinical service planning.

A shared vision for the existing hospital site will be developed, canvassing opportunities for alternative uses.

# Tweed at a glance

## Tweed population at a glance

Current population of Tweed LGA:

**99,550**



Projected population of Tweed LGA for 2036

**109,450**

By 2041, the combined

**City of Gold Coast and Tweed Shire population**

is expected to reach

**1.05 million**



Source: Department of Planning, Industry and Environment Population Projections, 2019

Source: Queensland Government Statisticians Office, Population Projections Gold Coast LGA 2041, medium series, 2021

	<b>Children</b> <i>(Population aged 0-14)</i>	<b>Working age</b> <i>(Population aged 15-64)</i>	<b>Retirees</b> <i>(Population aged 65+)</i>
<b>2016</b>	16,200	54,750	22,900
<b>2021</b>	16,500	56,800	26,250
<b>2026</b>	16,050	57,150	30,300
<b>2031</b>	15,650	57,300	33,750
<b>2036</b>	15,600	57,250	36,600

Source: Department of Planning, Industry and Environment Population Projections, 2019

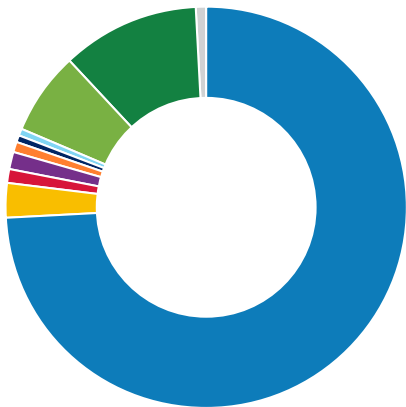
In the Tweed Shire, there are **over 430 hectares of land** protected by the National Parks and Wildlife Service



Source: NSW National Parks and Wildlife Service, Nature Reserves, 2022



# Journey to work 2016



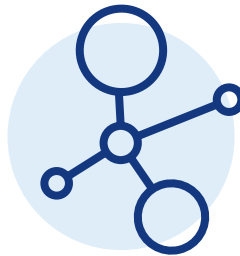
- Car (74.3%)
- Bicycle (0.8%)
- Did not work (10.9%)
- Walked only (2.8%)
- Motorbike /scooter (0.6%)
- Other (0.8%)
- Truck (1.2%)
- Train/Tram (0.6%)
- Bus (1.3%)
- Worked at home (6.7%)

## Homes



Over the next 20 years,  
**11,600 more homes**  
 will be needed to house Tweed's growing population

## Market access



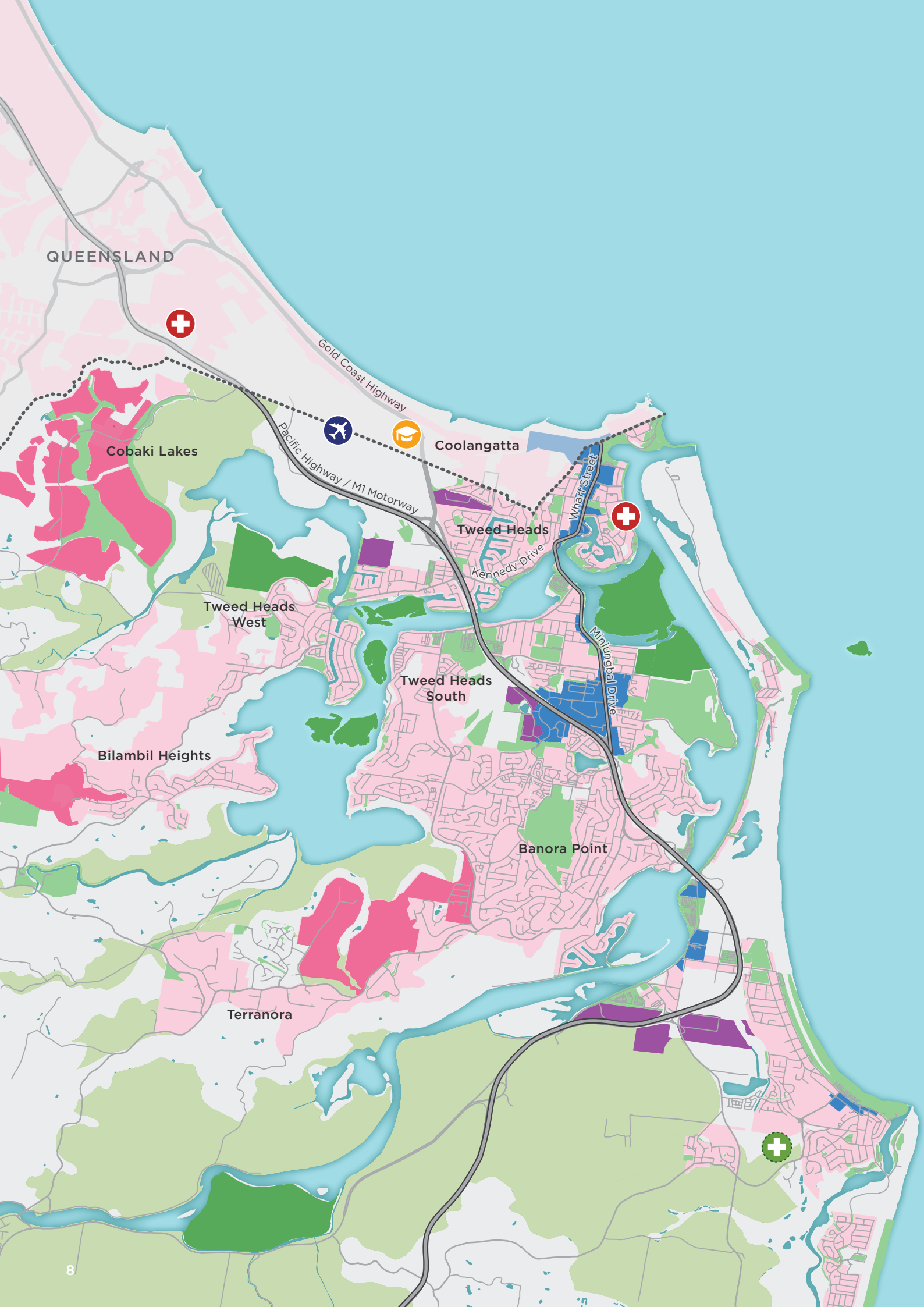
The Tweed has strong road connections to a potential market of  
**3.56 million**  
 people within a three-hour driving radius

## Cross border trips



Each day, there are  
**30,000**  
 cross-border commuter trips between Tweed Shire and the Gold Coast





QUEENSLAND



Cobaki Lakes

Gold Coast Highway  
Pacific Highway / M1 Motorway



Coolangatta

Tweed Heads



Tweed Heads West

Tweed Heads South

Bilambil Heights

Banora Point

Terranora



# Vision

Nestled between the Pacific Ocean and the riverine estuaries of the Tweed River on the traditional lands of the Aboriginal people of the Bundjalung nation, Tweed Regional City is a connected, sustainable city with a distinctive sense of place.

The people protect and celebrate the beauty and diversity of the natural environment and take pride in their cultural story and community connections.

As the northern gateway to New South Wales, Tweed Regional City is economically resilient and diverse and delivers on its potential as a welcoming city to live, move, work, meet and play.



**Figure 2:**  
Tweed Regional City Vision Map

Maps are for illustrative purposes only and should not be used to view individual lots.

# Delivery framework

The NSW Government recognises the importance of strong regional cities in supporting the future prosperity of the entire North Coast.

The *Tweed Regional City Action Plan* will support the vision and goals of the North Coast Regional Plan 2036 and build on State-wide and local strategic planning. It will inform strategic and operational decision making across NSW Government agencies and local government.

The *Tweed Regional City Action Plan* establishes the vision, goals, objectives, and actions that will guide growth and change in the city towards 2036 (Figure 3).

The vision provides the foundation that guides the plan’s five goals – live, move, work, meet and play. These goals shape the objectives for urban development and infrastructure investment that will inform decisions at State and Local Government levels. Targeted actions highlight areas for collaboration and future work across government.

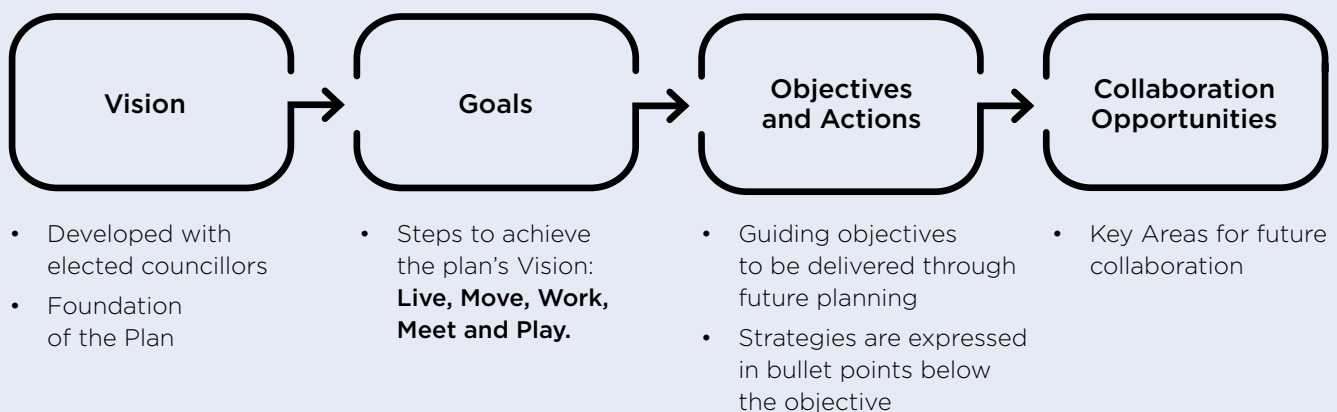
This Plan will be implemented through the planning and delivery activities of Council and State agencies. The collaboration of state and local governments, community groups, industry groups and other stakeholders will be pivotal to the delivery of the Plan and the identified actions.

Key areas that will require collaboration are identified in Table 1. Key partners are identified for this work; however, other stakeholders will also be engaged where project needs require. The actions in the plan that require collaboration across local government areas are specific to land use planning outcomes only.

The preparation of local growth management strategies and local strategic planning statements will also need to be consistent with the vision and objectives.

Progress will be monitored in conjunction with the wider implementation of the North Coast Regional Plan 2036 through the North Coast Delivery, Coordination and Monitoring Committee.

**Figure 3:** Regional City Action Plan Structure





**Table 1:** Tweed Regional City Collaboration Areas

Collaboration area	Partners	Target outcomes
<p><b>Whole of government affordable housing solutions</b></p> <p><i>Collaboration opportunity 1</i></p>	Department of Regional NSW, Department of Planning and Environment, Property NSW, Department of Communities and Justice, Tweed Shire Council	A co-ordinated State and Local Government approach to meet the current and future need for affordable housing in accessible locations.
<p><b>Increased tree cover canopy</b></p> <p><i>Collaboration opportunity 2</i></p>	Tweed Shire Council, Government Architect NSW	Implementation of a street tree masterplan, targeting those areas that currently lack in shade such as cycleways, footpaths and parks.
<p><b>Resilience planning – flooding</b></p> <p><i>Collaboration opportunity 3</i></p>	Tweed Shire Council, Department of Planning and Environment, SES	An updated flood risk management study for Tweed Heads South including analysis of future flooding risks such as sea level rise and climate change. The findings will inform development controls and provide a local Floodplain Risk Management strategy including measures to be implemented within the area to reduce the impacts of flooding on the existing residential and business communities.
<p><b>Resilience planning – regional approaches to water security</b></p> <p><i>Collaboration opportunity 4</i></p>	Tweed Shire Council, Water NSW, SEQ Water, NSW Cross Border Commissioner	Identification of major water infrastructure projects, with an initial long-term emphasis on regional approaches to water security and quality, and possibly cross-border connections.
<p><b>Tweed Transport Plan</b></p> <p><i>Collaboration opportunity 5</i></p>	Tweed Shire Council, Transport for NSW	An integrated land use and transport network for the city’s future movement and place needs.
<p><b>Tweed active transport links</b></p> <p><i>Collaboration opportunity 6</i></p>	Tweed Shire Council, Transport for NSW, City of Gold Coast	An implementation plan for missing links, cross border connections and safety enhancements to support greater active transport use.
<p><b>Tweed Multi-Modal Corridor Study</b></p> <p><i>Collaboration opportunity 7</i></p>	Transport for NSW, QLD Department of Transport and Main Roads, Tweed Shire Council, City of Gold Coast	A detailed investigation of the potential for a future light rail extension from Coolangatta to the Tweed as well as other forms of transport.
<p><b>Economic development action plan</b></p> <p><i>Collaboration opportunity 8</i></p>	Tweed Shire Council and Department of Regional NSW	An action plan that focuses on delivering projects that align with NSW Government and local economic development strategies.
<p><b>Hospital precinct visioning</b></p> <p><i>Collaboration opportunity 9</i></p>	Ministry of Health, Department of Planning and Environment, Tweed Shire Council	A vision and masterplan for the existing Tweed Heads hospital precinct, canvassing opportunities for alternative uses and infrastructure requirements.
<p><b>Great public spaces and precincts</b></p> <p><i>Collaboration opportunity 10</i></p>	Department of Planning and Environment, Tweed Shire Council	Demonstration projects that trial improving walkable access to, and the quality of, local public space.
<p><b>Inclusive and accessible spaces</b></p> <p><i>Collaboration opportunity 11</i></p>	Tweed Shire Council, Department of Planning and Environment, Tweed Byron Local Aboriginal Land Council	An implementation plan for ‘Goorimabah’ – Place of Stories including an upgrade of the regional playground in Jack Evans Boat Harbour.



# Live

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*Razorback lookout, Tweed Heads*

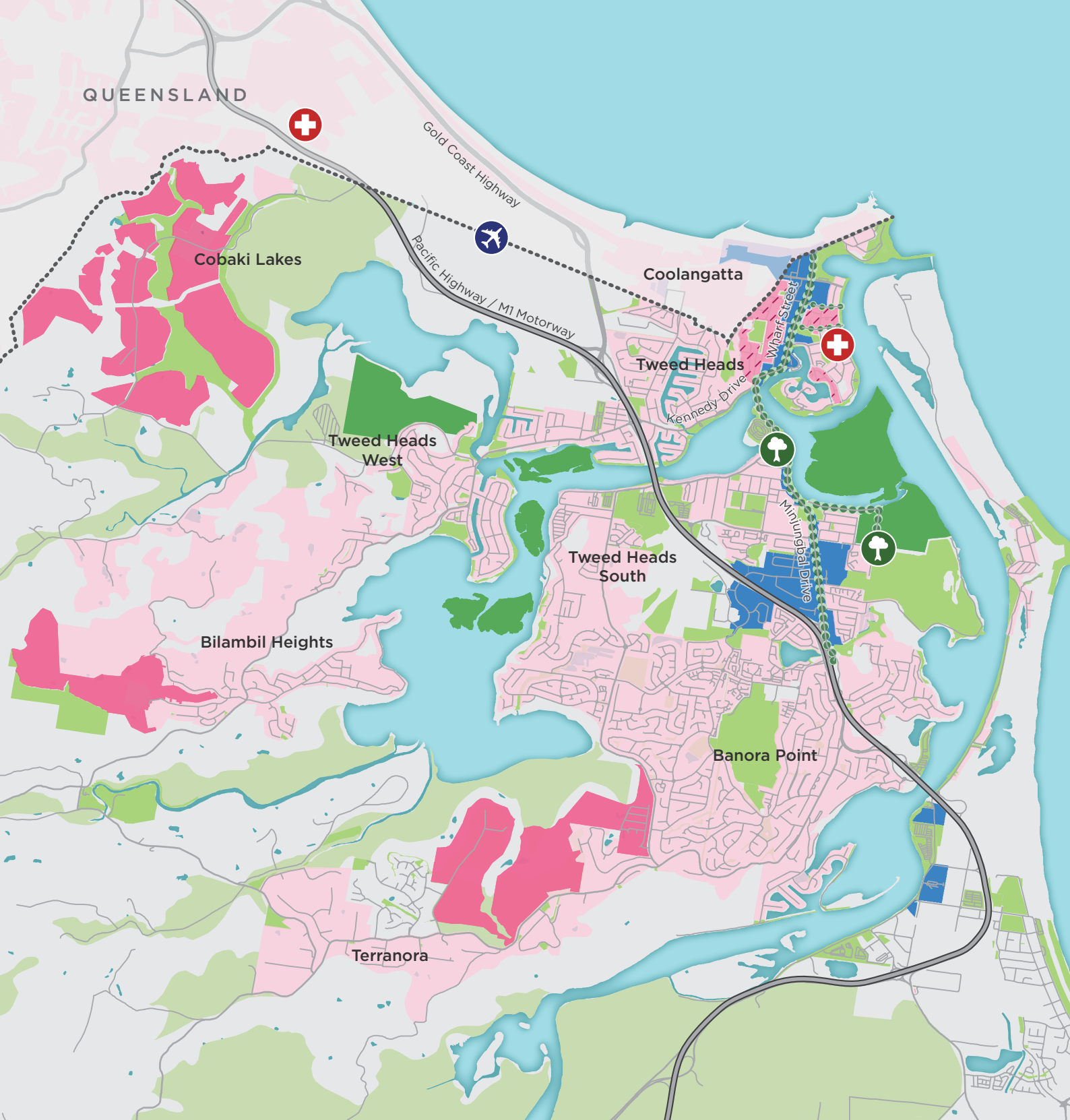




## Goal:

A contemporary coastal city integrated with the natural environment and landscape





**Figure 4:** Tweed Regional City residential areas

- |                            |                             |   |
|----------------------------|-----------------------------|---|
| ..... NSW/QLD state border | — Main roads                | Urban renewal area                          |
| Parks and reserves         | == Pacific highway / M1     | Airport                                     |
| Nature reserves            | Commercial                  | Hospital                                    |
| Non-urban                  | Residential                 | Tree canopy and urban shading opportunities |
| Waterway                   | Existing urban release area |   |



## Objective 1

### *Facilitate housing choice in distinctive, well-connected centres*

#### Action

- 1.1 Encourage a more consolidated settlement pattern which supports Tweed Heads and Tweed Heads South as the principal activity centres with well-connected neighbourhoods in between.
- 1.2 Plan for increased density along transport corridors and activity nodes to attract a critical mass for city centre business and public benefit opportunities.
- 1.3 Facilitate a mix of housing types that respect the natural environment, local character and are well designed to suit the subtropical climatic context.
- 1.4 Encourage the consolidation of urban development within existing zoned areas to maximise cost effective and efficient use of infrastructure and contribute to more sustainable development outcomes.

The Tweed is one of the most desirable places to live in Australia. Residents enjoy the sense of community, subtropical lifestyle and connection to the landscape and water. As more people move to the Tweed, innovative planning and urban design will help deliver thriving, attractive, compatible and sustainable urban areas. This plan envisions a city where growth helps to build stronger communities, heightens stewardship of the environment, leads to enhanced sense of place, quality streetscapes and is accompanied by greater social equity.

New housing must be in the right places to meet demand for different housing types, tenure, price points, preferred locations and design. It is vital to ensure that new housing is delivered in a way that protects the unique character of places, promotes liveability and considers the cost of supplying infrastructure.

Due to natural mountain, floodplain and coastal features of the Tweed, land available for urban development is heavily constrained. Land close to existing urban areas that is flood free, without significant vegetation and on suitable topography is limited.

In addition, aircraft movements in and around the Gold Coast Airport overlay much of Tweed's urban areas. It is therefore important that the operations of the Gold Coast Airport are safeguarded through planning that communicates and mitigates the risk of impacts of aircraft noise to sensitive receivers. Planning for housing should also continue to consider the operational surfaces and design requirements of the airport environment. The local planning framework will continue to adopt and apply the National Airports Safeguarding Framework.

Future growth is therefore planned within existing urban areas such as the Tweed Regional City and Urban Release Areas in Bilambil Heights, Terranora Area E, Cobaki Lakes, Kings Forest and Dunloe Park to minimise growth pressure on sensitive environments.

Future provision of new greenfield housing areas should consider the cost of supply of infrastructure in the long term. Poorly managed releases of land can result in higher living costs for residents. The Greenfield Housing Code provides guidance for landscape areas that can support green infrastructure.

At the same time, housing requirements are changing in terms of the size, configuration, cost and location of housing to suit their lifestyles. A balanced approach to housing means accommodating more people close to the city centre or in locations where access to existing infrastructure and services support the delivery of greater housing choice.

In the city centre, higher residential densities and the ability to walk, cycle and take public transport provides all residents with access to employment, health and education and retail opportunities and therefore the benefits to the local economy.

In addition, 'missing middle' or medium density forms of housing such as dual occupancies, shop-top housing and terraces will provide diverse housing options and respond to shifting demographics, attracting new residents. Family-friendly apartments; build to rent housing; purpose-built student housing; and co-living are emerging housing trends and markets. Combined with convenient access to public and active transport, this more sustainable urban form supports better services, and more liveable, vibrant centres.

Investigations for increased density needs to be underpinned by detailed constraints investigations and consultative opportunities.

## Objective 2

*Deliver increased opportunities for affordable housing*

### Actions

- 2.1 | Provide support and guidance for improving the supply of appropriately diverse, affordable and resilient housing.
- 2.2 | Investigate affordable housing and infill opportunities in and around key activity centres around Tweed Regional City and opportunities for land use transition where constraints can be adequately addressed.
- 2.3 | Continue to monitor the supply of housing in the subregion.

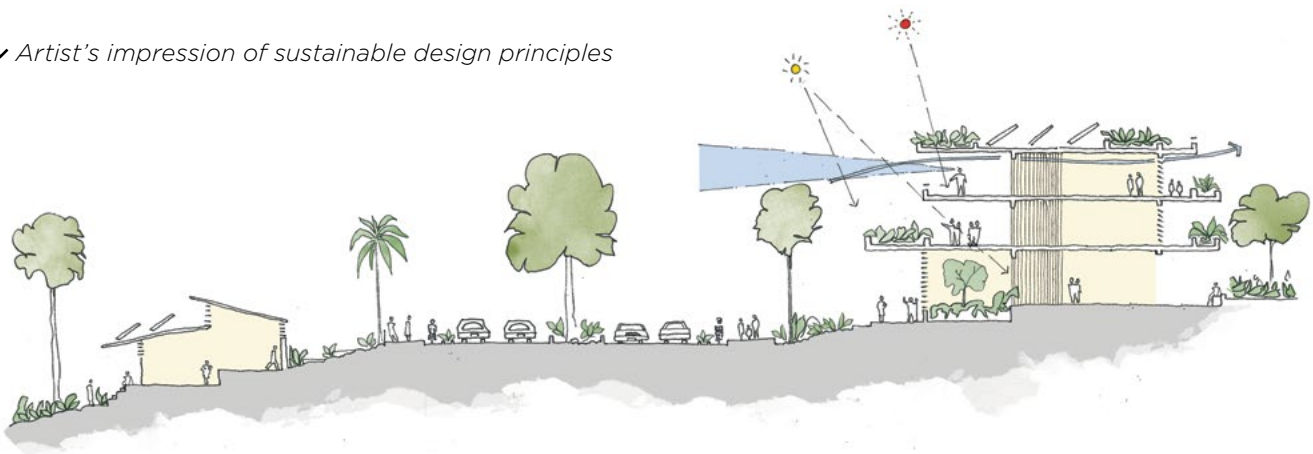
Over the next 20 years an estimated additional 11,600 new homes will be needed to house Tweed's growing population. Council has resolved to undertake a Growth Management and Housing Strategy to recognise and respond to evidence about what types of housing will be needed for future populations and where it is best located.

Housing indicators such as rental vacancy rates; house price-to-income ratio; percentages of households in rental stress; building completion rates compared to projected demand; and housing price growth indicate that housing is becoming increasingly less affordable in the Tweed.

Rising house prices can lead to stronger demand for rental properties, increasing rental costs and the displacement of lower income households from more affordable accommodation. A shortage of affordable rental properties can also increase demand for social housing and housing support services.

Opportunities to increase the supply of affordable and diverse housing may be realised through infill and urban renewal of underutilised sites in public ownership around Tweed Heads and Tweed Heads South.

✓ *Artist's impression of sustainable design principles*



### Collaboration opportunity 1

Council, in collaboration with key State agency stakeholders, will explore opportunities to meet the current and future need for affordable housing in accessible locations in Tweed Heads and Tweed Heads South.

**Timing:** Short-term

The Housing State Environmental Planning Policy (Housing SEPP) aims to incentivise the supply of affordable and diverse housing in the right places and for every stage of life.

The provision of rental housing for lower income households, aged care and options for older people to stay in their local areas, as well as affordable and social housing for the most vulnerable should be near services, public transport and shops. Housing diversity and choice will improve affordability, help meet the needs of older people and meet the needs of smaller households.

Facilitating affordable housing requires strong partnerships in order to reduce the gap between housing supply and current and future demand. Partnerships to provide affordable housing is an emerging trend in Australia. This includes partnerships between all levels of government as well as working with the community housing sector and private developers to boost the availability of affordable housing.

Monitoring housing delivery in terms of take up rates, land supply and dwelling production, can identify shortfalls in housing supply and provide a forum for councils, state agencies, the development industry and utility providers to coordinate and set priorities and sequencing plans for infrastructure and housing delivery.



## Objective 3

*Create a green and sustainable city*

### Actions

- 3.1 | Increase the city's green infrastructure including tree canopy and green corridors.
- 3.2 | Encourage building design principles that respond to Tweed's subtropical climate and support sustainable outcomes.
- 3.3 | Manage the health of Tweed's waterways, including revegetation, erosion control, weed management and water quality.
- 3.4 | Support the restoration of degraded and creation of new habitats to increase regional habitat connectivity and to assist with threatened species recovery.
- 3.5 | Contribute to NSW Government aspirational target of net zero emissions by 2050.

The Tweed is a recognised biodiversity hotspot, with its rainforests part of the Gondwana Rainforest World Heritage-listed Area. It is ranked third for the highest number of threatened plants and animals in Australia's major cities and towns. However, between

2000 and 2017, 2,641 hectares of threatened species habit was destroyed across the region<sup>2</sup>.

Tweed Shire Council, through its biodiversity grants program and local planning framework supports the rehabilitation of degraded habitats and restoration of previously cleared areas to assist with threatened species recovery.

Within Tweed Regional City, ecologically significant estuarine communities include mangroves along the Lower Tweed River islands and around the shores of the broadwaters and salt marsh occurring on Ukerebagh Passage, Chinderah Bay, Jack Evans Boat Harbour and Terranora Inlet. Most of these areas are protected Nature Reserves.

In this area, the key threatening processes to biodiversity include invasive species, pest animals and degradation of riparian and wetland areas. One of the ways Council is supporting biodiversity and protecting local flora and fauna is by using local plant species. As part of its Cool Towns Urban Forest Program, Council aims to increase urban greening, targeting areas that currently lack in shade such as Minjungbal Drive, cycleways, footpaths and parks. These areas can also be designed to support for habitat connectivity and biodiversity values.

A framework on planning for open space and recreation, urban canopy, and bushland and waterways in urban areas is outlined in the NSW Government's *Draft Design and Place State Environmental Planning Policy and Urban Design Guide*. The Draft Urban Design Guide aims to guide and improve the planning and design of our urban environment across NSW and has identified key objective to enable equitable access to high quality and well connected public open spaces.

▼ *Flagstaff Beach*







^ Tropical Fruit World, Duranbah.  
Credit: Destination NSW

The NSW Government's *Climate Change Policy Framework* has set a target for NSW to achieve net-zero emissions by 2050. This Plan will support these aspirations by integrating land use and transport planning and limiting urban sprawl. Similarly, Tweed Shire Council has set an aspirational target to reach net zero emissions from its operations by 2030. Council, in partnership with State government agencies is taking measures to transition towards a carbon neutral future. This includes the investigation of local incentives for green buildings, supporting small-scale renewable energy generation measures into the design of new development and implementing waste reduction strategies.

### Collaboration opportunity 2:

Council, in collaboration with Government Architect NSW and the Department of Planning and Environment, will complete a street tree master plan, including implementation of the Tweed Cool Towns Project and Greener Places initiatives.

**Timing:** Medium

### Emissions reduction and carbon sequestration actions include:

- Smart building and subdivision design
- Smart asset and infrastructure design
- Energy efficiency
- Use of renewable energy
- Resource recovery and waste reduction
- Transport fuel efficiency
- Active and public transport
- Wastewater treatment emissions management
- Landfill emissions management
- Estuary health and waterway management
- Tree planting and ecosystem health
- Sustainable agriculture and enhancing soil health.



## Objective 4

### *Strengthen resilience to climate change and its impacts*

#### Actions

- 4.1 | Apply risk-responsive controls in local plans to avoid new development in high risk areas.
- 4.2 | Mitigate natural hazards and incorporate resilience measures with environmental, social and economic benefits.
- 4.3 | Consider sea level rise, flooding and coastal hazards when planning for increased urban density, infill development and infrastructure and incorporate resilient design and materials to reduce reconstruction and recovery costs.
- 4.4 | Incorporate evacuation considerations to manage risks in existing developed areas.

Climate modelling shows that the North Coast is projected to experience an increase in the number of high temperature days, with more autumn and spring rainfall. Severe fire weather days are projected to increase in summer and spring<sup>3</sup>. A changing climate is influencing the severity and occurrence of storms, floods, drought, and coastal erosion and inundation. Adapting to a changing climate requires deliberate steps to manage and mitigate these potential impacts.

Current planning mechanisms in Tweed are designed to encourage resilience to negative impacts and contain a range of responses to risks. Council has invested extensively in a flood management program to understand and mitigate the effects of flooding and sea level rise. Planning within the study area has been informed by the extent and impact of flooding particularly on the way the development of higher density residential to date has been restricted.

Incorporation of evacuation planning into strategic land use planning and development control is essential in order to minimise risks and reduce the burden on emergency management personnel during and following natural hazard events. Future planning will take account of appropriate evacuation strategies where practicable and seek to reduce the burden on emergency management personnel during and following natural hazard events.

On a site-specific basis, design responses to environmental features including steep topography, wetlands, natural hazards, and erosion can be

employed together with building resilience to extreme weather events such as high rainfall and major storms. Incorporating resilient design and materials into development can also help to reduce reconstruction and recovery costs.

Council, in collaboration with State agencies, is investigating long term water supply options. To address these issues, Council is undertaking three interrelated projects. The projects are the raising of Clarrie Hall Dam to augment supply, a project to mitigate the risk associated with saltwater ingress into Bray Park Weir and a pipeline link to the City of Gold Coast and the broader SEQ water supply system.

#### Collaboration opportunity 3

Council, with support from the State Emergency Service (SES) and the State Floodplain Management program, managed by the Department of Planning and Environment, will undertake an updated and expanded flood study and floodplain risk management study of Tweed Heads South. These investigations would include alternative ways of development in flood zones, appropriate controls, infrastructure constraints, relative vulnerabilities of land uses and impacts of climate change.

**Timing:** Short term

#### Collaboration opportunity 4

Council, with support from State agencies including the NSW Cross Border Commissioner, will identify major water infrastructure projects, with an initial long-term emphasis on regional approaches to water security and quality, and possibly cross-border connections.

**Timing:** Medium term

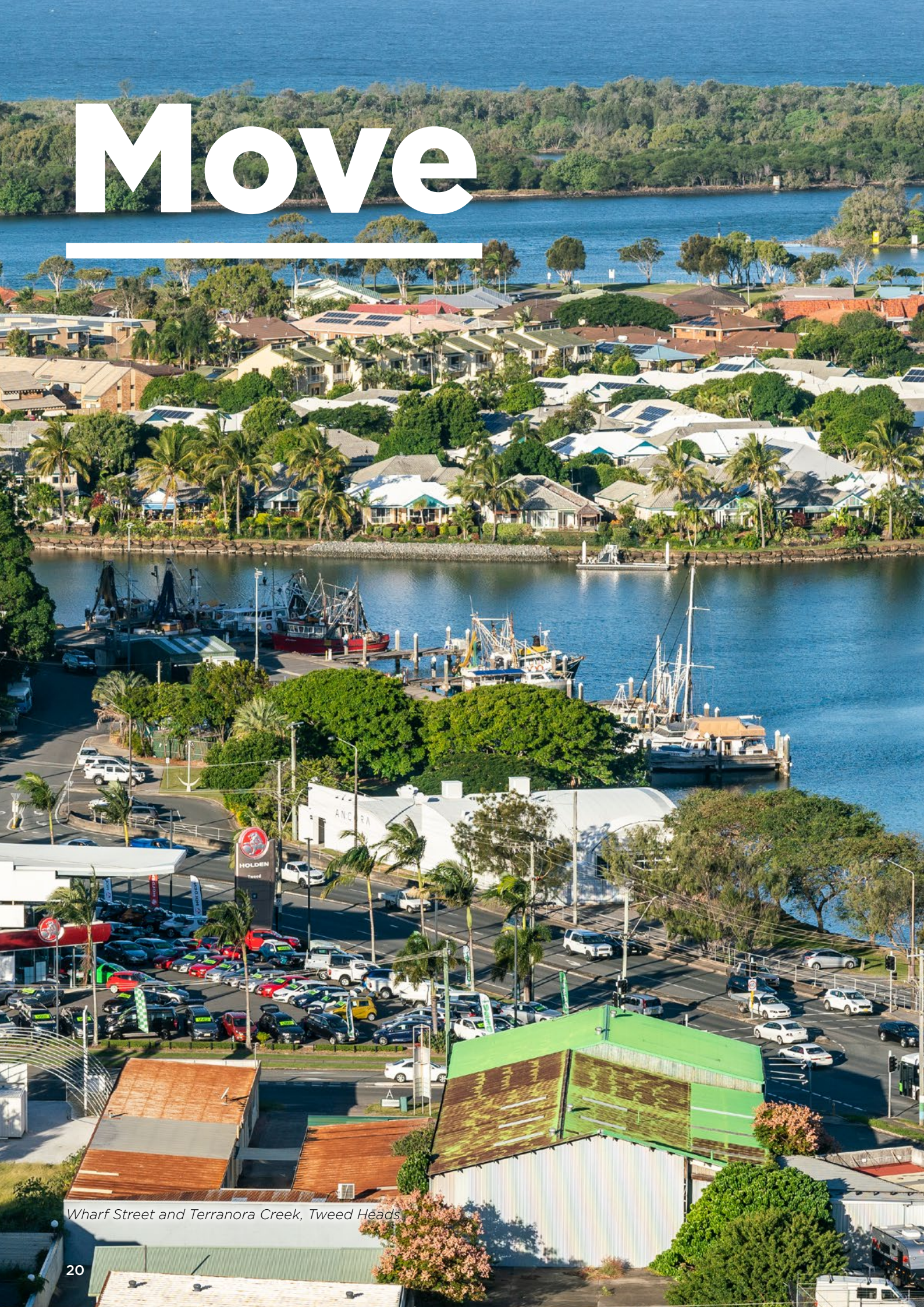


^ Tweed River



# Move

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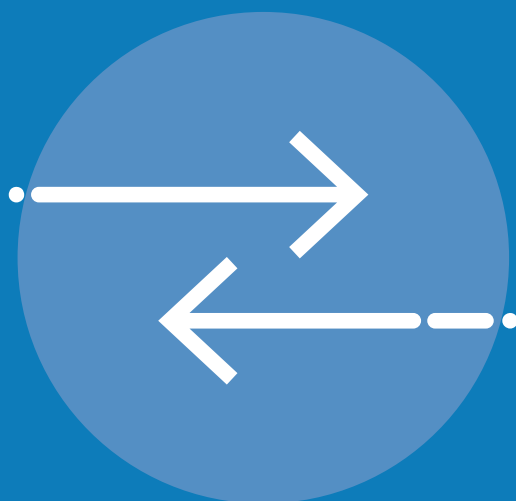
*Wharf Street and Terranora Creek, Tweed Heads*





## Goal:

A city of  
connected  
communities  
and the gateway  
to northern  
NSW







**Figure 5:** Key connections and active transport

- |                            |                        |                                     |
|----------------------------|------------------------|-------------------------------------|
| ..... NSW/QLD state border | — Main roads           | Airport                             |
| Parks and reserves         | — Pacific highway / M1 | ..... Light rail investigation area |
| Nature reserves            | — Active transport     | Heavy rail investigation            |
| Non-urban                  | Commercial             |                                     |
| Waterway                   | Residential            |                                     |

## Objective 5

*Develop an integrated place-based transport network that delivers a connected Tweed*

### Actions

- 5.1 Complete the Tweed Place Based Transport Plan to support the shared vision for Tweed and investigate improved local and interstate accessibility and connectivity including connections between Gold Coast Airport, the new Tweed Valley Hospital and wider city.
- 5.2 Ensure any increase in scale is appropriate for the location and appropriately addresses contextual constraints.
- 5.3 Increase public transport and active transport patronage by planning for integrated services and facilities to respond to land use change and future growth needs.
- 5.4 Investigate the relationship between land use and movement corridors to optimise infrastructure, connectivity and transport patronage.

This plan supports the vision, directions and outcomes of *Future Transport 2056*, the NSW Government's strategy to guide transport investment over the longer term. *Future Transport 2056* is being delivered through a strategy and a suite of supporting plans setting out our 40-year vision for transport in NSW. Supporting plans are more detailed, issue-based plans that help to implement the Strategy across NSW. These include a *Regional Transport Plan* for the North Coast that will provide further local context to *Future Transport 2056* and the *Regional NSW Services and Infrastructure Plan* which offers strategic guidance for the region's transport network.

In addition, a place-based Transport Plan for Tweed is in development. Place plans seek to implement the *Movement and Place Framework*, recognising that transport solutions need to consider how they best service communities to support successful places. "Movement and Place" considers the whole street including footpaths, from property line to property line. It takes into account the needs of all users of this space including pedestrians, cyclists, deliveries, private vehicles and public transport, as well as people spending time in those places, whether moving around the place or enjoying street life including outdoor dining, waiting for a bus or watching the world go by.

Within the Tweed City Centre, the public transport network will be convenient and user-friendly offering services people want to use. It will consist of frequent, reliable and attractive trunk services with efficient public transport interchanges, supporting wider access within Tweed and across the border. Walking, cycling and shared paths connect the Tweed and Gold Coast communities.

Future land uses and any increase in scale will match with location of transit nodes. Scale and form will also support more walking and corridor changes will recognise different characters and need for differing scale.

Providing a connected city will investigate future transport network upgrades, including new links to areas such as the Gold Coast Airport, Southern Cross University, Kingscliff TAFE and the new Tweed Valley Hospital will support and sustain future growth.

### Collaboration opportunity 5

Transport for NSW in collaboration with Council will implement the Movement and Place Framework through the development of the Tweed Transport Plan, an integrated transport and land use plan for the Tweed Local Government Area.

**Timing:** Short-term



## Objective 6

Support more people to walk, cycle and take public transport

### Actions

- 6.1 | Ensure land use planning and urban design prioritise walking and cycling which is attractive, safe, convenient and accessible for everyone.
- 6.2 | Where practical, incorporate end of trip facilities in the planning for new major trip generating and office development.
- 6.3 | Plan for changing transport technology to support greater accessibility and connectivity.
- 6.4 | Plan for public transport that is efficient reliable, safe and convenient for all users.

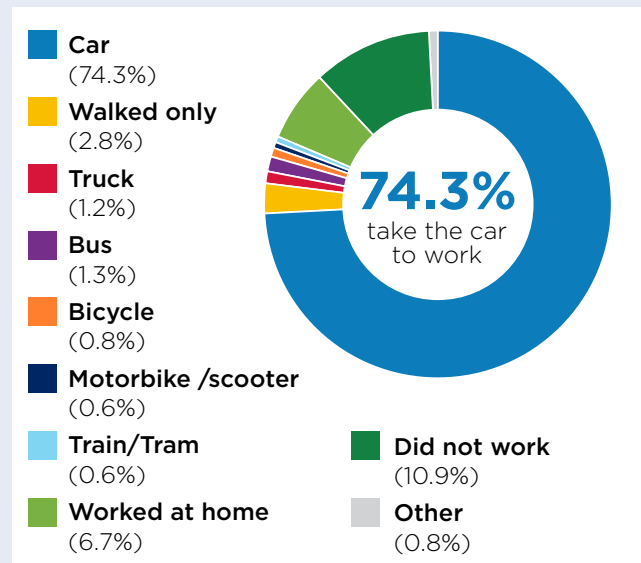
Understanding the population’s movement patterns when making transport decisions can improve public transport, walking and cycling opportunities. *Future Transport 2056* sets out mode share targets so that more people find it safer and easier to walk, cycle and take public transport by 2056. Currently, almost three quarters of trips in Tweed Local Government Area are by private motor vehicle.

Investment in active transport as part of an integrated, sustainable transport network will allow all residents and visitors to experience the benefits of walking and cycling more and driving less. Council has commenced a review of its Pedestrian Access and Mobility Plan to develop a new Pedestrian and Bike Plan in 2021 to prioritise shared paths, cycleways and supporting infrastructure.

#### ▼ Wharf Street, Tweed Heads



Figure 6: Journey to work, 2016



Opportunities may include cross border connections and safety enhancements. The Tweed City Centre is currently connected to the Gold Coast Oceanway (36 kilometres of shared cycle and pedestrian paths) and the NSW Coastal Cycleway connects from Tweed Heads to Pottsville. Missing links remain in some areas and there are opportunities to improve shade, lighting and safety.

Outside of the study area, the Northern Rivers Rail trail will provide recreational trail opportunities and is expected to draw visitation of up to 27,000 people once completed.

Emerging transport technologies identified in the NSW Government’s guiding strategies such as *Future Transport Technology Roadmap* and *NetZero Plan* will contribute to sustainable environment, tourism and economy. Electric bikes, autonomous vehicles and ride sharing will offer compelling alternatives to private car use that can make better use of transport investments to connect communities, transform service delivery and enhance the customer experience

### Collaboration opportunity 6:

Council, in collaboration with Transport for NSW and City of Gold Coast Council, will implement a new Pedestrian and Bike Plan, including improvements to the north-south active movement link for pedestrians and cyclists between Coolangatta, Tweed Heads and Tweed Heads South along the Minjungbal and Wharf Street road corridor. These improvements will be based on user and community feedback through preparation of the plan.

**Timing:** Short

## Objective 7

*Facilitate seamless connections across the border*

### Actions

- 7.1 Consider opportunities to share transport infrastructure planning considerations and priorities to ensure cross-border connectivity and alignment.
- 7.2 Continue to improve accessibility to and connectivity of, public transport for residents living in the cross-border region.
- 7.3 Investigate how emerging technologies could benefit cross-border transport.

The NSW and Queensland governments have agreed on key areas of focus for cross-border collaboration. These include regional economic development, improving service delivery, simplifying regulation for residents, businesses and organisations, and issues of national significance.

For transport, a priority aim is that public transport for people living in cross-border regions should be seamless, with priority areas to include greater efficiencies in delivering flexible border transport solutions, integrated border bus services and alignment of priority border projects.

Transportation technology is also evolving and presents opportunities and new ways to travel. State government agencies will continue work to align activity relating to planning for roads and transport infrastructure, services and regulatory models which provide for emerging technologies and vehicles including connected, automated, electric and shared vehicles, as well as Cooperative Intelligent Transport Systems.

*Future Transport 2056* aims to harness technology to improve customer and network outcomes. As a major growth area on the North Coast, with an active and ageing population, Tweed Regional City is an ideal location to trial automated buses, shared connected and automated vehicles, e-bikes and mobility-service platforms. In the future, river transport connecting Murwillumbah to Tweed Heads could also be investigated as a viable alternative to travel to the central business district for commuters or visitors, providing easy access to riverfront parks and cultural facilities and neighbourhoods

▼ *NSW and QLD state border monument*



## Objective 8

*Maximise the benefits of regional transport networks to increase community and economic connectivity*

### Actions

- 8.1 | Complete the Tweed Multi-Modal Corridor Study.
- 8.2 | Identify land requirements and potential costs required to implement the preferred future transport infrastructure interventions.
- 8.3 | Maximise the potential of the Pacific Highway/M1 and the Gold Coast International Airport as the major road and aviation gateways to Tweed.
- 8.4 | Investigate opportunities to enhance the efficiency of interstate freight networks.

Each day, there are 30,000 cross-border commuter trips between Tweed Shire and Gold Coast<sup>4</sup>. To plan for the region's cross-border transport needs and to build a stronger public transport offering, the NSW and Queensland state governments are undertaking a collaborative multi-modal study of the southern Gold Coast, from Tugun to Tweed Heads South. Transport for NSW is carrying out the study in response to the *Future Transport 2056* and the Regional NSW Services and Infrastructure Plan. The plan identifies the need to investigate an extension of the Gold Coast Light Rail to Tweed. In Queensland, the South East Queensland Regional Plan, *Shaping SEQ*, and the Gold Coast City Transport Strategy propose an extension of the Gold Coast light rail system from Broadbeach to Coolangatta via the Gold Coast Airport.

The study is expected to be completed by 2022 and will consider the strategy, needs and function of all modes of transport, including the feasibility of light rail to meet community needs. The study will also facilitate future corridor protection mechanisms to ensure the timely preservation of land needed for future infrastructure priorities.

The Tweed's population, tourism and industrial growth are also dependent on the freight sector's continued ability to transport essential goods and services throughout the region and beyond, including South East Queensland. Freight across the Tweed occurs in many different forms including the delivery of goods (e.g. fresh fruit and vegetables, building

materials, manufactured goods, fuel) and the provision of services (e.g. linen laundering and waste removal).

The Pacific Highway/M1 Motorway is the main corridor for heavy freight vehicles travelling between Brisbane and the southern states. The management of this corridor is essential as it supports business, trade and investment as well as the general liveability for residents. This includes the location of freight transport facilities and using functioning connections and road networks to efficiently move goods and services in and out of the city.

Similarly, the Gold Coast International Airport serves as a major gateway to the Tweed and beyond. It is NSW and QLD's second business airport, making a significant contribution to Northern NSW tourism and the economy. A \$200 million expansion is underway and future light and heavy rail connections are planned.

The Gold Coast Airport Master Plan has identified an area in the terminal precinct to expand the current freight facilities. This expansion could provide a multiple-use facility to respond to market requirements. Efficient, reliable, safe and convenient access to the airport by various ground transport modes is also crucial to support growth. Approximately 50 per cent of vehicle movements from the airport cross into NSW.

Continued collaboration regarding integrated transport planning within the Tweed City Centre, the Gold Coast International Airport and to the Pacific Highway/M1 Motorway will support the airport's growth and the benefits it can deliver to Tweed and the wider region.

### Collaboration opportunity 7

Transport for NSW, in collaboration with Tweed Shire Council, City of Gold Coast and Department of Transport and Main Roads Queensland, will complete the Tweed Multimodal corridor study, which will investigate the potential for a future light rail extension from Coolangatta to Tweed Heads South as well as other forms of transport.

**Timing:** Short term

▮ *Tweed Marina and Boyds Bay bridge*

▸ *Jack Evans Boat Harbour*







# Work

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*Tweed Heads*

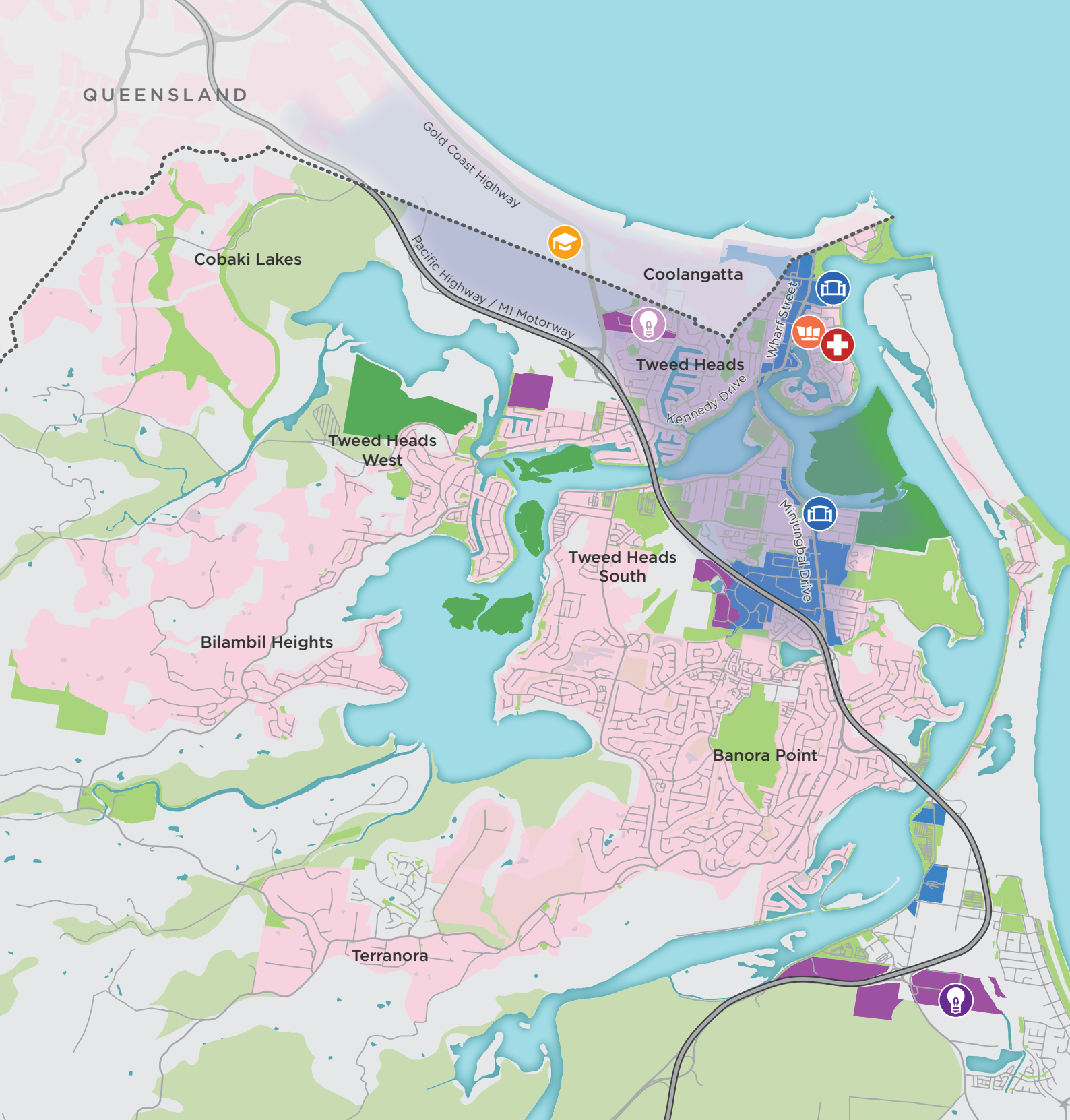




## Goal:

A desirable place for business, underpinned by a modern and skilled workforce





**Figure 7:** Key economic and employment anchors

- |                            |                         |  |
|----------------------------|-------------------------|--|
| ..... NSW/QLD state border | — Main roads            | Hospital                                       |
| Parks and reserves         | == Pacific highway / M1 | University                                     |
| Nature reserves            | Commercial              | Civic area                                     |
| Non-urban                  | Shopping Centre         | Kingscliff Business and Innovation Precinct    |
| Waterway                   | Residential             | Border Park                                    |
|                            | Employment lands        | SEQ Southern Gateway Regional Economic Cluster |



## Objective 9

*Position Tweed Regional City as a destination of choice for business and investment*

### Actions

- 9.1 | Investigate initiatives to unlock constraints to sustainable development and provide enabling infrastructure to activate land use changes.
- 9.2 | Investigate the economic and social benefits of a major employer or government agencies in establishing a presence in the Tweed City Centre.
- 9.3 | Investigate planning and development mechanisms that support the expansion of existing businesses.
- 9.4 | Facilitate the development of emerging clusters, specialisations and businesses.

The Tweed Shire is ranked 5th of all Australian Local Government Areas for economic diversity<sup>5</sup>. This means that it has a good spread of employment across many industry sectors including healthcare and social assistance, retail trade, accommodation and food services, education and training and construction. This diversity strengthens the economy against broader economic shocks.

Not only is the Tweed Shire economically diverse, it is also a highly desirable place to live. It features World-Heritage-listed rainforests, a productive agricultural hinterland, nature-based tourism opportunities, world-class surfing reserves and proximity to an international airport. These endowments position Tweed as a 'lifestyle business destination'<sup>6</sup>.

As the largest centre in the wider Northern Rivers region, Tweed City Centre will continue to play a critical role in enabling the growth of sectors such as financial, professional and technical services; construction; health and residential care; and retail, arts and recreational services.

In the Tweed City Centre, existing development standards such as floor space ratios and building heights aim to create concentrations of jobs and activity, close to transport and services while protecting and enhancing the public domain. There is sufficient floor space to accommodate future jobs growth and could act as a major attractor for national employers seeking to establish regional offices or headquarters. There are also opportunities

to attract a larger residential population that also works in the city centre, supporting a true 'live-work-play' lifestyle.

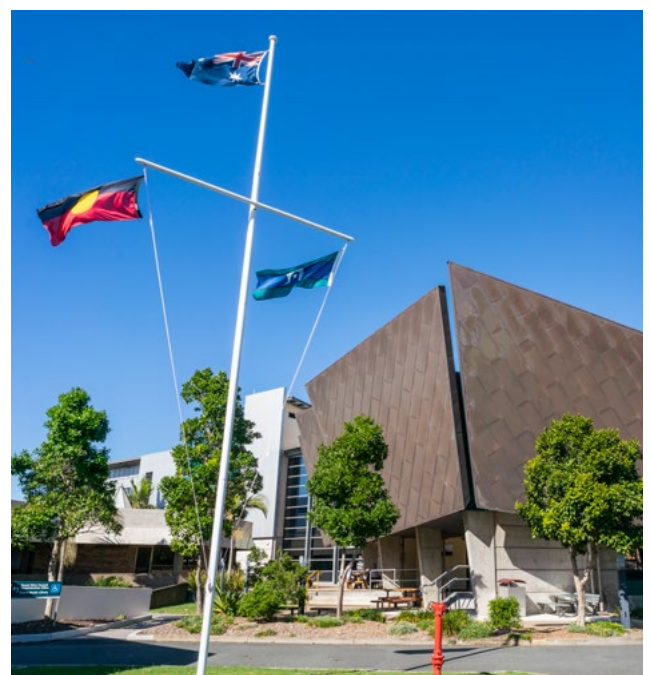
More recently, its clean and green reputation is facilitating the emergence of sustainable industries including local manufacturing and food production. The growth of incubator industries within these specialisations has been supported by Tweed's connectivity to markets, including an international airport. Maximising the availability of existing industrial areas within Tweed Heads and Tweed Heads South will be important to support the growth of these businesses.

Opportunities to grow creative industries in centres (including through 'empty space' projects) will need to emphasise the importance of a supportive and inclusive small business community. Events such as artisan markets and collaboration hubs contribute to a growing collective of local entrepreneurs. These networks also have the potential to support the aspirations of a younger demographic, which will assist in balancing an ageing population with a youthful workforce.

### Collaboration opportunity 8

Council, in collaboration with the Department of Regional NSW, will develop an action plan that focuses on delivering projects that align with NSW Government and local economic development strategies.

**Timing:** Short term



▲ Tweed Heads Cultural and Civic Centre



## Objective 10

*Increase cross-border integration and capitalise on competitive advantages*

### Actions

- 10.1 Foster cross-border partnerships with local, state and federal governments on land use and infrastructure planning.
- 10.2 Seek to minimise adverse impacts from material differences in land use planning controls in Tweed Heads and Coolangatta.
- 10.3 Implement local plans that encourage clusters of related activity in sectors such as manufacturing, logistics, health education and aviation.
- 10.4 Investigate the impact of digital disruption and new technologies on land use planning for jobs and commerce.

▼ *Tweed City Shopping Centre dining precinct*



New technologies and globalisation are changing the way we interact, communicate and conduct business. While it is challenging to accurately predict how advanced technologies will shape future employment trends and activity, it is likely such changes will cause a fundamental shift in the locational and labour requirements of many employers in the region over time.

Tweed's economic strengths are in agriculture, tourism, health, retail and construction. To maintain a diverse and resilient economy, Tweed will need to build on these strengths and foster the growth of new industries and sectors – particularly those showing strong growth potential and providing opportunities for local employment. In this regard, there are opportunities to maximise its competitive strengths and capitalise on high-value supply chains and new markets.

The Tweed has strong road connections to a potential market of 3.56 million people within a three-hour driving radius. These geographic concentrations of interconnected businesses, suppliers and associated institutions result in greater economic activity and are significant economic drivers.

At the same time, there are also opportunities to further strengthen cross-border planning activities and trade. Tweed Heads and Coolangatta are recognised in planning frameworks for tourism, sport, culture, employment, retailing and residential uses which will be strengthened by future rail and air transport improvements.

The South East Queensland Regional Plan, *Shaping SEQ*, identifies a proposed Regional Economic Cluster which extends from Tugun to Tweed Heads. Regional Economic Clusters leverage traditional strengths and competitive advantages to advance the economy, strengthen global and national relationships, and embrace emerging technology and new opportunities<sup>7</sup>.

Priority sectors for this cluster include health, tertiary education, manufacturing focused on aviation industries and tourism. Planning for this cluster will not compromise the environmental integrity and values of the nearby Cobaki Broadwater. Forecast growth in domestic and international aviation traffic, combined with planning investigations to extend the Gold Coast Light Rail to the Gold Coast Airport will accelerate economic activity in this cluster.

The past 18 months have seen fundamental shifts in patterns of work, travel and consumption. Forms of remote and flexible working are likely to stay in some industry sectors in a post-COVID world. This may require shifts, such as investment in digital infrastructure, reviewing commercial office space needs, and the structural transformation of food services, commercial real estate, and retail. Adapting to the new digital economy will require innovation, early adoption and new thinking on planning for jobs, commerce and retailing.

## Objective 11

*Optimise the delivery of employment land*

### Actions

- 11.1 | Maintain the stock of employment land by restricting encroachment of non-compatible uses and identifying infrastructure needs including suitable freight and transport access.
- 11.2 | Maximise the competitive and natural advantages of employment precincts within the subregion.
- 11.3 | Monitor the supply of employment land in the subregion.

Maintaining a supply of business and industrial land can create local jobs through the attraction of new business and the expansion of existing enterprises across a range of sectors. Vacant employment land in Tweed, near the QLD/NSW border and along major road corridors could offer space for a range of employment-generating uses such as offices, commercial, warehouses, light industry, bulky goods retail, residential, tourist accommodation and recreation.

Business parks represent a flexible approach to the integration of a range of compatible office and light industrial development types. The clustering of related industries is generally to their mutual benefit and can maximise productivity and increase competition. Harnessing opportunities in the knowledge economy, such as higher-level education, science, technology, research, and avionics will be increasingly important in encouraging more young adults and families to live and work in the Tweed.

The capacity of existing and future employment land can be increased by defining the role and mix of employment areas and providing scope for additional building height under local plans. The yield of available employment land will be limited by the need for infrastructure servicing, mitigating and managing hazards, and protecting environmental values.

▼ Machinery Drive, Tweed Heads South





## Objective 12

*Develop a shared city centre vision with business and the community*

### Actions

- 12.1 | Develop a vision and a coordinated masterplan for the current Tweed Hospital site and surrounding precincts.
- 12.2 | Ensure that development of Key Sites within the Tweed City Centre maximise benefits to the community and economy.

An exciting phase of incremental change is planned for Tweed City Centre. These changes have been initiated by significant public and private investment, such as the commencement of investigations for future light rail/mass transit and the new Tweed Valley Hospital in Kingscliff.

The new Tweed Valley Hospital, a \$673.3 million State government investment will open to patients in 2023. A range of community health and out-of-hospital services will continue to be provided in Tweed Heads, including at the old hospital site once the new facility opens. The range of the services will be confirmed through further clinical service planning.

In the long term, a future vision for the existing Tweed Heads hospital site will be developed, canvassing opportunities for alternative uses. It is important that a shared vision with business, community, Council and State government fosters a coordinated approach to land use and infrastructure planning to assist with managing and shaping the future growth of the city.

The relocation of the hospital frees up a significant parcel of land for alternative uses in the medium-to-long term. The existing site is well positioned near the Tweed River and possesses relatively strong levels of amenity. It could be occupied by other strategically important uses that serve the local and regional population.

Major retail, hospitality or entertainment type uses may be just as, if not more, suitable in this location than a hospital. These uses could provide stimuli for nearby traders whilst potentially enhancing the amenity of the precinct through street activation, attractive visual presentation and distinctive store frontages – all elements which hospitals are typically unable to contribute<sup>8</sup>.

The relocation of hospital services will reduce traffic and demand for parking in the long term. Positive impacts include:

- reductions in road congestion
- better amenity outcomes from reduced vehicle traffic
- increased pedestrian and passing trade given improved amenity
- improved opportunities for street activation and alfresco dining
- reduced competition for parking space; and increased liveability effects for surrounding residents.

However, in the short term, it is possible that the relocation of the hospital will have a short-term economic impact on Tweed Heads businesses, such as those providing short term accommodation, food and hospitality services as well as retailers close to the current hospital site. The State government will continue to work collaboratively with traders, Council and the community to maximise community and economic benefit.

The two existing retail hubs of Tweed Mall and Tweed City will continue to be key retail activity centres. There is opportunity over both sites to further expand and diversify retail and business functions as well as serve as valued destinations through a mix of land uses which may include components of residential and tourist accommodation and greater provision of public domain and placemaking strategies.

Other key sites within the Tweed City Centre area include the Tweed Heads Bowls Club and Tweed Civic Centre, Bay Street, Coral Street as well as sites within proximity of the Jack Evans Boat Harbour will play a pivotal role in facilitating new economic development opportunities and innovative architectural outcomes that will strengthen and enhance Tweed's coastal subtropical character.

### Collaboration opportunity 9

Health NSW, in collaboration with Property NSW, Department of Planning and Environment and Tweed Shire Council, will develop a vision and masterplan for the existing Tweed Heads hospital precinct, canvassing opportunities for alternative uses and coordinated infrastructure planning to shape the future growth of the precinct.

**Timing:** Long term

▮ *The Tweed Hospital*

▸ *Artist's impression of subtropical meeting places*







# Meet

---



*People gathering at Point Danger*





## Goal:

A welcoming city that celebrates good design, people and culture





**Figure 8:** Tweed Regional City distinctive places



## Objective 13

*Support a vibrant city centre and a network of connected precincts*

### Actions

- 13.1 | Support the city centre as a location for high and medium density residential and tourism accommodation development that caters for a large and diverse living and working population.
- 13.2 | Support Tweed Heads as the principal activity centre and Tweed Heads South as a complementary centre for business, retail, culture, entertainment and events.
- 13.3 | Encourage night-time, out-of-hours and out-of-season activation of the city centre through arts, culture and events.
- 13.4 | Investigate connectivity and character links with the Tweed Heads and Coolangatta to support active frontages to streets, outdoor dining and enhanced local character.

Tweed Regional City is made up of a network of precincts, which are reinforced through character statements in the Tweed City Centre Development Control Plan. Character statements will be reviewed over time to ensure precincts such as Tweed Marina, Jack Evans Boat Harbour and the Tweed CBD continue to support a distinct function and role.

The linear north-south corridor of Wharf Street and Minjungbal Drive connects the city. To the north, Tweed Heads offers a CBD business precinct, busy industrial area, marina, shopping, resort style accommodation and entertainment. Jack Evans Boat Harbour and Twin Towns Services Club provide a welcoming presence as the gateway to NSW.

The Tweed Mall shopping centre is a retail hub with surrounding areas featuring government and commercial offices and small business. Wharf Street and Minjungbal Drive connect commuters to the busy industrial areas of Tweed Heads South and the Tweed City Shopping Centre.

Tweed Heads South is separated by the Tweed River and Boyds Bay and comprises a large services trade commercial area and regional shopping centre, 'Tweed City', which services a customer catchment beyond the Tweed.



^ Jack Evans Boat Harbour

There is a smaller residential area within Tweed Heads South which also comprises several aged care facilities. The locality includes a high school, several primary schools and the region's sporting complex, Arkinstall Park.

Approximately 8,200 residents call Tweed Regional City home<sup>9</sup>. Over time, more residents in the city centre and a stronger creative and entertainment presence will extend the city centre's employment and service offering and underpin a richer night-time and weekend energy. A greater range of uses and activity at night-time will also bring the city centre to life. The local planning framework provides scope for a range of land uses including residential and tourist accommodation that will encourage people to visit out-of-hours.

### Collaboration opportunity 10

Council, in collaboration with Department of Planning and Environment, will explore demonstration projects that trial improving walkable access to, and the quality of, local public space. These temporary changes can inform and guide future upgrades to public space in the city centre.

**Timing:** Short term

# Place Character Strategies

## Connection to Coolangatta

- The connection to Coolangatta is reimagined as a civic space which celebrates the cross-border relationship and enables a high amenity pedestrian connection between the Tweed’s “Riverway” and the Gold Coast’s “Oceanway”.
- Public artwork interprets and celebrates the shared history (and future) of the Tweed and Coolangatta and creates an arrival ‘marker’ to signify the gateway. This sense of arrival may be facilitated by rationalising vehicular access and broadening the public domain.
- Pedestrian scale space is characterised by architectural arbours, feature lighting for night-time activation, shade trees, seating opportunities, wayfinding/ interpretive signage, decorative pavements, furniture and understorey planting.



## Jack Evans Boat Harbour

- Jack Evans Boat Harbour is envisioned as the recreational and tourism centrepiece for the Tweed City Centre and provides a unique urban parkland for recreation, cultural engagement, nature appreciation and tourist activity.
- It is a regional open space asset that supports the retail and commercial centre to its south through offering an open green space of rest.



## Tweed CBD

- Bay Street is strengthened as a ‘main street’ and a focus as a day and night-time destination for dining with a stronger relationship and connections to Jack Evans Boat Harbour. The urban character will be enhanced with the potential introduction of light rail.
- The Tweed Mall has significant redevelopment potential to become a landmark high-density mixed-use precinct with employment, residential and tourism development, in addition to the existing major retail uses. The precinct will integrate with the surrounding urban areas with new buildings forming active urban edges and plazas to bounding streets. The precinct has strong permeability through the site with laneways and arcades.
- The Tweed “Riverway” is an embellished and shaded riverside parkland with multiple activity nodes connected via a broadened promenade. The junction with the east-west streets could be reclaimed as ‘pocket parks’ which prioritise pedestrians. Embellishments throughout the parkland encourage residents and visitors alike to pause, linger and celebrate the river.



## Civic Precinct and Tweed Marina

- This area will support community related facilities such as the Civic Centre, Library, Tweed Shire Council offices and a place of worship. Maximising the recreational values of the Terranora Inlet will create a distinct sense of place and reinforce the Tweed as a ‘green city’.
- The Tweed Heads Bowls Club may attract new members and clients through interim uses such as cultural events and presents longer term potential for residential and community uses.
- The Tweed Marina becomes a major tourist and seafood retail destination for the region. Existing seafood retailing and trading



is complemented with other food and beverage facilities on River Terrace. An annual fishing and seafood festival attract visitors from afar. The precinct is connected by a continuous boardwalk and cycle way along the edge of Terranora Creek.

- To make an entry statement as people enter the precinct over the Boyds Bay Bridge, landmark buildings are encouraged on key sites on northern side of Terranora Terrace and on Monastery Hill and could accommodate a mixture of business and residential uses and tourist accommodation.
- At the northern end of the precinct, there is potential for a new civic park activated by the Council premises, Civic Centre and opening out to the Terranora Creek. Brett Street is reconfigured as a pedestrian priority street.
- The potential for a new mass transit stop on Wharf Street reflects the character of the Tweed Marina Precinct and is legible for visitors from outside. Monastery Hill may provide tourist accommodation with cascading terraces connecting down to River Terrace.



## Minjungbal Drive

- Develop an attractive and highly desirable corridor to travel along and to visit with high landscape and amenity values. Transport functions are sensitive to and compatible with the recreational opportunities provided along the river.
- The attractiveness of this area for recreation and tourist accommodation, including the existing caravan park, is supported by enhancements to the riverfront park on the eastern side of Minjungbal Drive. The natural small beach is embellished with park facilities, watercraft hire and family activities, taking advantage of the good views and generally weaker currents in this location.
- Public transport stops or stations are well-located to serve not only residential areas, tourist accommodation and some commercial land uses to the west, but also education (primary and secondary), sport (including regional sporting facilities and recreational opportunities along the riverfront.)
- Wide areas of verge and carriageway enable landscaping improvements, including increasing tree canopy cover along pathways and reserves. A shaded dual cycleway connects north to south along the river, ultimately linking the city centre with Tweed Heads South.
- Minjungbal Drive south offers long term transition to additional mixed use and increased residential density if car yards and showrooms were to relocate. Advertising and signage will be carefully managed to avoid poor streetscaping and visual character.



## Tweed Heads South

- Major centre of employment in industrial, commercial and mixed-use buildings around and opposite Tweed City Shopping Centre and Greenaway Drive.
- Long term potential for large plaza/park/green space connecting the Tweed City Shopping Centre to Minjungbal Drive and transport interchange.
- A looping bus could offer frequent trips between site and northern retail areas and the light industry/big box area west of Minjungbal Drive and alleviate congestion.



# Objective 14

## Cultivate Regional City design excellence

### Actions

- 14.1 | Facilitate design quality of the built environment through local planning controls.
- 14.2 | Support high-quality urban form that promotes healthy living opportunities including a walkable urban environment that connects people and places.
- 14.3 | Protect and enhance the city’s scenic corridors and iconic natural landscape settings.

In 2018, the *Environmental Planning and Assessment Act* was amended to include a new design object, elevating the role of design. Good design is fundamental in creating better places, considering the needs of people and the community.

Good design is at the centre of all development, from the early stages right through to delivery. As the built environment evolves, it is appropriate that the planning system adapts to the increasing complexity of planning proposals by requiring a greater emphasis on design quality. Good design outcomes improve the urban environment, benefit

local communities and leave a positive legacy for future generations.

A range of policies, guidelines and advisory notes support the State government’s framework for design excellence in NSW. The draft Design and Place SEPP supports good growth, healthy and sustainable communities and the path to net zero emissions. It includes updates to the Apartment Design Guide, the Building Sustainability Index (BASIX), SEPP 65, a new Urban Design Guide and a Local Government Design Review Manual.

Good design is delivered through a range of mechanisms, such as Design Review Panels. Design review is an independent and impartial evaluation process through which a panel of experts on the built environment assesses the design of a proposal. It provides informed opinions and guidance on the interpretation and application of design elements and principles, which can be particularly helpful for unique or complex development proposals. Design review can often assist in achieving efficient assessment and reduced approval times.

In the Tweed City Centre, local planning controls apply to the design quality of buildings appropriate to a regional city. These controls aim to achieve high quality design and a high-quality landscape that contributes to the amenity of the city centre and a sustainable urban environment.

Council has endorsed a Scenic Landscape Strategy which recognises landscapes that are valued for scenic quality, natural conservation values, cultural values and the attractive vistas they provide from public places.

#### ✓ Government Architect of NSW “Who Benefits from Good Design?”

<div style="background-color: #c00040; color: white; border-radius: 15px; padding: 5px; text-align: center; font-weight: bold; margin-bottom: 10px;">Local and State Governments</div> <p>Can maximise the value of investment and reduce risk</p> <hr style="width: 20%; margin: 5px auto;"/> <p>Assists in delivering policy, and strategic and integrated goals</p> <hr style="width: 20%; margin: 5px auto;"/> <p>Design based approaches can offer insight into difficult problems, and foster collaboration.</p>	<div style="background-color: #c00040; color: white; border-radius: 15px; padding: 5px; text-align: center; font-weight: bold; margin-bottom: 10px;">Property owners, investors, developers</div> <p>Leads to increased land and property values, higher rentals, and returns.</p> <hr style="width: 20%; margin: 5px auto;"/> <p>Lessens long-term costs such as maintenance.</p> <hr style="width: 20%; margin: 5px auto;"/> <p>Enhances company reputation for repeat business.</p>	<div style="background-color: #c00040; color: white; border-radius: 15px; padding: 5px; text-align: center; font-weight: bold; margin-bottom: 10px;">Government / political leaders</div> <p>Improves health and well-being, leading to happier, more productive and more comfortable inhabitants.</p>
<div style="background-color: #c00040; color: white; border-radius: 15px; padding: 5px; text-align: center; font-weight: bold; margin-bottom: 10px;">The community</div> <p>Good design outcomes are accessible and inclusive, improving community cohesion and liveability.</p> <hr style="width: 20%; margin: 5px auto;"/> <p>Fosters civic pride and culture.</p>	<div style="background-color: #c00040; color: white; border-radius: 15px; padding: 5px; text-align: center; font-weight: bold; margin-bottom: 10px;">Design professionals</div> <p>Helps the design professional build capacity, awareness, skills and knowledge.</p> <hr style="width: 20%; margin: 5px auto;"/> <p>Good designers are better participants in the process and are more attractive to clients, bringing repeat business and collaborative opportunities.</p>	<div style="background-color: #c00040; color: white; border-radius: 15px; padding: 5px; text-align: center; font-weight: bold; margin-bottom: 10px;">Future generations</div> <p>What we design and construct now will be enjoyed, or not, by future generations. It is essential that we remember the long-term or permanence of built environment interventions.</p>



## Objective 15

*Support Aboriginal cultural awareness, inclusion and place*

### Actions

- 15.1 | Foster enhanced partnerships and collaboration with local Aboriginal and Torres Strait Islander communities.
- 15.2 | Promote the respect, protection and management of Aboriginal cultural heritage and historic heritage.
- 15.3 | Collaborate with Aboriginal community on placemaking projects that incorporate public art/arts.
- 15.4 | Recognise the contribution and unique cultural heritage of the Tweed South Sea Islander Community.

Supporting and celebrating Aboriginal people, their histories and connections to Country and community, will make a valuable and continuing contribution to the Tweed's rich heritage, culture and identity.

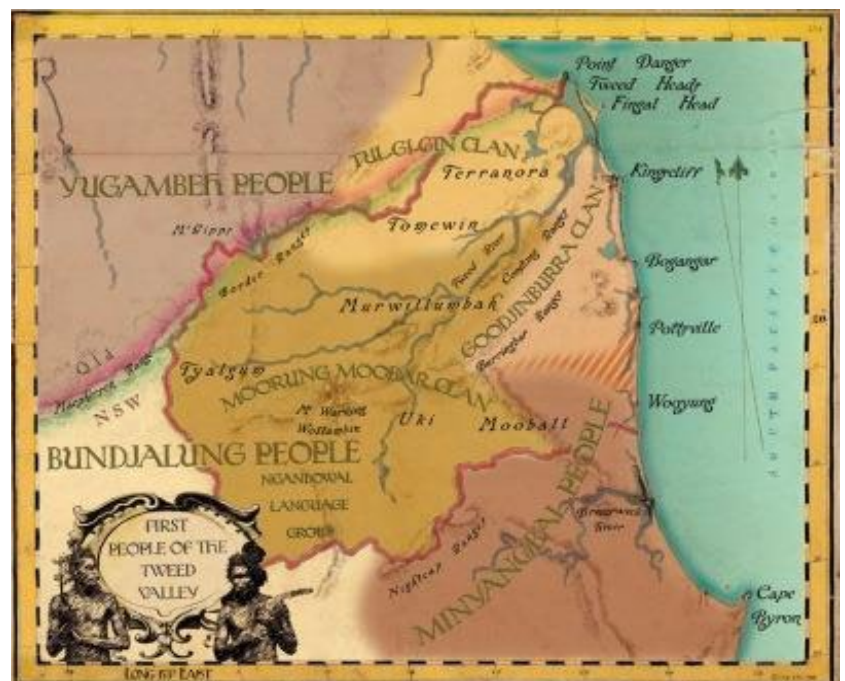
The Tweed Aboriginal community of today generally recognises three traditional clan groups who lived in the Tweed River Valley. These were the Goodjinburra people for the Tweed Coastal area, the Tul-gi-gin people for the North Arm, and the Moorang-Moobar people for the Southern and

Central Arms around Wollumbin (Mt Warning). Aboriginal oral tradition tells the story of 'Three Brothers' who came to this land and its people in the 'Dreaming', gave the lore, and formed the nucleus of tribes with whom today's traditional owner descendants identify.

Despite development impacts there are many sites and places of significance to Aboriginal people. Among the most well-known is Wollumbin (Mt Warning) which is a place of great spiritual significance and a focus for many stories and beliefs.

This plan seeks to acknowledge and respect the Tweed Aboriginal community's right to speak for their Country and to care for their traditional Country in accordance with their laws, customs and traditions.

Over the last 20 years Council has worked closely with the Aboriginal community through the Aboriginal Advisory Committee (AAC) and more recently through the development of the Aboriginal Cultural Heritage Management Plan 2018 (ACHMP) and the Reconciliation Action Plan 2018-2020 (RAP). These collaborative efforts have resulted in greater understanding of, and outcomes for, community development, cultural heritage, social considerations and community capacity building. An Aboriginal Cultural Heritage Management Plan (ACHMP) was completed in 2018. It provides a comprehensive framework for assessment and management, to protect and conserve the Aboriginal cultural heritage of the Tweed. The integration of the ACHMP into Council's planning instruments is underway and will be regularly reviewed.



› Map developed by Ian Fox, courtesy of Tweed Regional Museum. Please see <https://museum.tweed.nsw.gov.au/AboriginalCulturalHeritage> for more details.



# Play

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*Little Duranbah Beach*

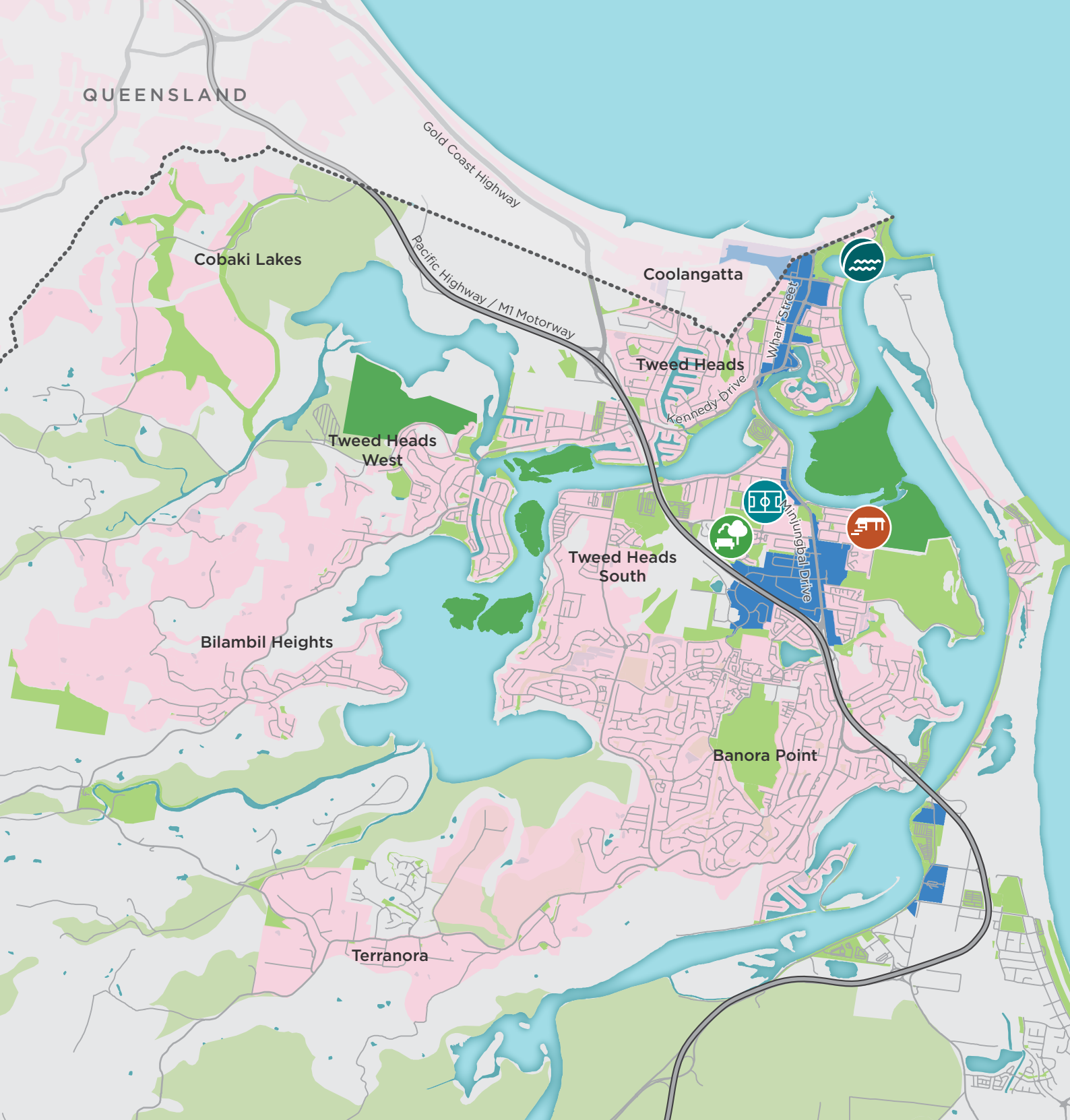














## Goal:

A healthy city set apart by its stunning waterfront environment





**Figure 9:** Recreation assets

- |  |   |   |
|--|---|---|
| ..... NSW/QLD state border   | — Main roads  |  Jack Evans Boat Harbour      |
|  Parks and reserves | == Pacific highway / M1   |  Regional Sporting Facilities |
|  Nature reserves    |  Commercial  |  Arkininstall Park            |
|  Non-urban          |  Residential |  Tweed Heads Historic Site    |
|  Waterway           |   |   |



## Objective 16

*Grow tourism, events and visitor experiences in a culturally and environmentally sensitive way*

### Actions

- 16.1 | Plan for events and nature-based tourism, including infrastructure and supporting uses and mitigate land use conflict.
- 16.2 | Celebrate the river foreshore including Jack Evans Boat Harbour as a key destination for recreation, tourism and culture.
- 16.3 | Support culturally appropriate Aboriginal tourism experiences.

Tweed Shire's tourism offering is positioned on its three natural endowments: the coast, the valley and the river. The Tweed River and its foreshore is a valued recreational asset to the local community and to visitors. The river is also highly valued for its scenic, environmental, cultural and amenity values. Duranbah Beach is a popular surfing destination. Planning Proposals and local plans should promote connectivity with foreshore areas and maximise public access.

Marine-based industries such as trawler operations, river-based tourism, dry dock, and Marine facility could be developed to support an expanded understanding of the potential for the Tweed Waterfront Precinct as a tourism destination. Any plans will need to minimise the impact of development on the Tweed River and its catchments and riparian areas to ensure the ecological, scenic, economic and recreational values of the river can continue to be realised.

Tweed Heads is traditionally renowned for clubs, resorts, conference and function centres as well as large-scale accommodation venues. Tourism-based sectors such as accommodation, cafes and restaurants, hospitality and passenger transport are important contributors to the local economy.

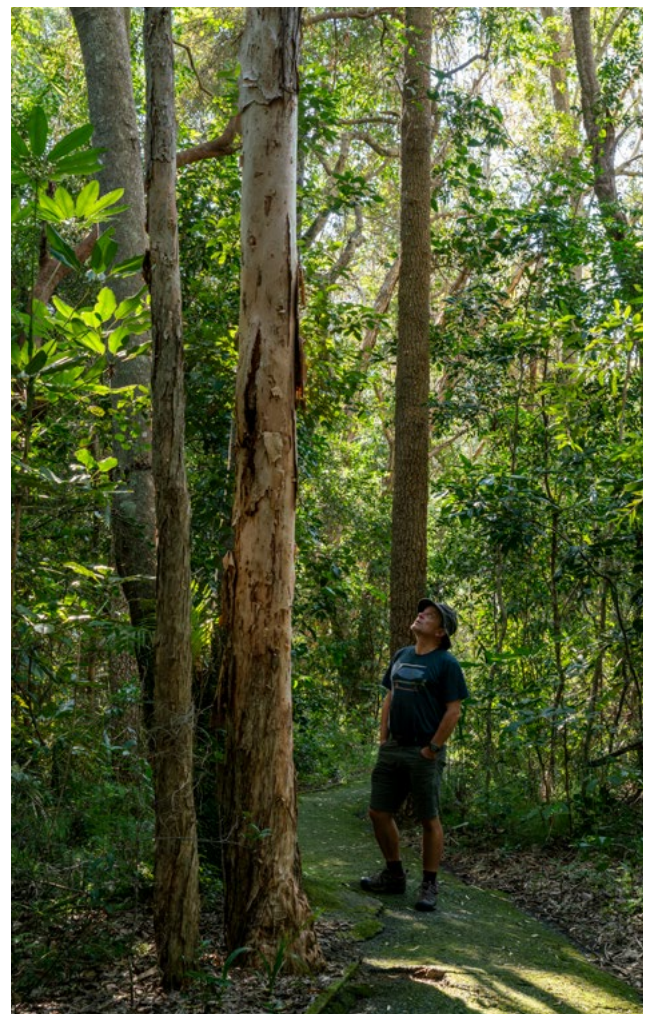
While international travel restrictions imposed in response to COVID-19 has affected tourism in the short term, there is great potential to leverage the shift in travel patterns and capture more of the domestic travel market. Forecast growth in passengers through Gold Coast Airport remains positive, providing great opportunity to draw these visitors into Tweed Shire.

› *Walk on water track, Tweed Heads Historic site*

Council has adopted a Plan of Management for Jack Evans Boat Harbour, which envisions the precinct as the recreational and tourism centrepiece for Tweed Heads and provides a unique urban parkland for recreation, cultural engagement, nature appreciation and tourist activity<sup>10</sup>. Future uses in the waterway may consider improved access for swimmers and non-motorised watersports and small-scale facilities and water access that supports scuba diving and snorkelling.

The Tweed Events Strategy (currently under review) and Tweed Tourism's nature based tourism action plan support the region's strong association with its natural environment and landscape. Events tourism will be a future driver for increased visitation and has the potential to provide economic, social and cultural benefits.

Incorporating and reaffirming the Tweed's rich Aboriginal cultural heritage story and celebrating Minjungbal cultural meaning will also be supported in local plans and tourism experiences. The Minjungbal Cultural Museum, Ukerebagh Nature Reserve and the Tweed Heads Historic Site aims to preserve and protect the significant cultural heritage of the area and to provide a facility for all people to explore and enjoy the beauty of the native coastal bushland environment.





## Objective 17

*Create places that encourage healthy activities throughout the city*

### Actions

- 17.1 | Explore the potential for shared use of sport and recreation facilities to increase community access, sustainability and delivery efficiencies.
- 17.2 | Provide inclusive public space and recreational areas for people of all ages, abilities and cultural backgrounds.

The amenity and local character of Tweed is shaped by its public spaces. In higher density areas such as the city centre, public open space is used like a shared backyard, providing a green communal living space. In these neighbourhoods, open space needs to be durable, multi-purpose and accessible to a variety of users. In this regard, the *Premiers Priority 11 - Greener Public Spaces* seeks to increase the amount and quality of public space, so more homes are within 10 minutes' walk of quality, green, open public space by 2023. Other forms of public spaces, including public facilities such as libraries and community centres play also play an important role in building community connection resilience.

Council recently adopted its *Open Space Strategy 2019-2029*, which sets the vision for the future of open space and provides the overarching

framework and strategic direction for public open space planning in the Tweed Shire for the next ten years. Whilst the strategy presents broad strategic directions for the Shire, it also includes specific actions relevant to this Plan.

For example, the proximity of Tweed Heads to the Gold Coast, where the population is expected to grow to 943,686<sup>11</sup> people in the next 20 years, will have an impact on Tweed Shire's open space network. A regional approach to open space, sport and recreation provision could be investigated to increase community access and delivery efficiencies.

Population growth and demographic change will also shift the community's recreational requirements. The quality, quantity and distribution of open space will need to inform planning decisions. For instance, some areas in existing parks or underutilised urban spaces can be used for outdoor sport and exercise zones. Place-based planning can identify opportunities to improve the quality, management and use of existing open space, and to provide new open space.

In addition, the creation of inclusive and accessible play spaces for all, removing obstacles that prevent people of all ages, cultural backgrounds and abilities from playing is vital. The NSW Government has developed *Everyone Can Play - Let's Create Inclusive Play Spaces* as guidance to support this objective.

Council has developed a concept plan for Variety Livvi's Place - Goorimahbah, Place of Stories and will form part of an Australia-wide network of Variety Livvi's Place Inclusive Playspaces. The playspace refurbishment will ensure everyone can play, regardless of their age, ability, culture or socioeconomic background.

#### ▼ Play facilities at Jack Evans Boat Harbour





Other resources for a healthy built environment include NSW Health's *Healthy Urban Development Checklist*, the NSW Government Architect's *Greener Places design framework* and *Urban Design Guide for Regional NSW*. Greening can also be pursued with funding opportunities (such as the Public Space Legacy Fund) to integrate canopy trees along transport corridors, promote green buildings (roofs, facades and walls) and create significant new feature plantings in open spaces. Additionally, the NSW Open Space Program provides support for the creation of high quality public spaces across NSW that encourage walking, swimming, play and adventure.

### Public spaces

Public spaces are places publicly owned or, of public use, accessible and enjoyable by all for free and without a profit motive, and these include:

- Open space: active and passive (including parks, gardens, playgrounds, public beaches, riverbanks and waterfronts, outdoor playing fields and courts, and publicly accessible bushland)
- Public facilities: Libraries, community centres, cultural facilities (museums, galleries)
- Streets: Streets, plazas, pavements, passages and paths.

### Collaboration Opportunity 11

Council, in collaboration with Department of Planning and Environment, will implement a masterplan for 'Goorimahbah' – Place of Stories including an upgrade of the regional playground in Jack Evans Boat Harbour.

**Timing:** Medium term



**'Gathering of the People'**  
artwork by Christine Slabb  
will be integrated into the playspace

▼ Jack Evans Boat Harbour waterway



# Glossary

## **Affordable housing**

Housing for very low and low-income households where rent or mortgage payments are below 30 per cent of gross household income or the household is eligible to occupy rental accommodation under the National Rental Affordability Scheme.

## **Biodiversity**

'Biodiversity' or 'biological diversity' describes the variety of life on Earth – the life forms, the different plants, animals and microorganisms, the genes they contain and the ecosystems they form. It is usually considered at three levels: genetic diversity, species diversity and ecosystem diversity.

## **Climate change**

A change in the state of climate that can be identified by changes in the mean and/or the variability of its properties, and that persists for an extended period, typically decades or longer (Garnaut Review, 2008).

## **Employment lands**

Land zoned for industrial or similar purposes (i.e. land zoned B5 Business Development or B7 Business Park in planning instruments). These are generally lower density employment areas containing concentrations of businesses involved in manufacturing; transport and warehousing; service and repair trades and industries; integrated enterprises with a mix of administration, production, warehousing, research and development; and urban services and utilities.

## **Green Infrastructure**

Green infrastructure is network of green spaces, natural systems, and semi-natural systems that support sustainable communities and includes waterways; bushland; tree canopy and green ground cover; parks; and open spaces that are strategically planned, designed, and managed to support a good quality of life in an urban environment.

## **Greenfield housing**

A new housing development area that has not been previously developed or used for other urban purposes.

## **Growth management strategy**

A plan prepared to support effective and integrated planning across a local government area. Prepared as a single, whole of local government area document, or a series of related components, a local growth management strategy guides the development of new local environmental plans and development control plans to implement policy.

## **Housing choice**

The types of housing available to meet the current or future needs of the community. Types include single dwellings, boarding houses, dual occupancies, group homes, hostels, multi-dwelling housing, residential flat buildings, secondary dwellings, semi-detached dwellings, seniors housing and shop top housing.

## **Local plans**

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

## **Local incentives**

The financial and planning incentives offered by local government to support the delivery of target development outcomes.

## **Infill development**

Development in areas already used for urban purposes. Specifically, the re-use of a site within the existing urban footprint for new housing, businesses or other urban development.

## **Nature-based tourism**

Tourism based on the natural attractions of an area. Examples include birdwatching, photography, stargazing, camping, hiking, hunting, fishing, scuba diving, mountain biking, wakeboard and water skiing.

## **North Coast region**

The Local Government Areas of Tweed, Byron, Ballina, Lismore, Kyogle, Richmond Valley, Clarence Valley, Coffs Harbour, Bellingen, Nambucca, Kempsey and Port Macquarie-Hastings.



# Endnotes

## **Precinct planning**

The preparation of a blueprint for an area which involves investigations into appropriate land use and built form options, physical environment constraints, infrastructure requirements, community values and expectations and tenure arrangements.

## **Public realm/domain**

Public spaces, used with little or no restriction each day by the community, including parks, plazas, streets and public infrastructure. Sustainability Meeting the needs of the present without compromising the ability of future generation to meet their own needs.

## **State Environmental Planning Policies (SEPP)**

Policies prepared by the Department of Planning and Environment dealing with land use and urban and regional development in a state-wide context.

## **Tweed City Centre**

Land to which the Tweed City Centre LEP 2012 applies.

1. Health Infrastructure NSW – Tweed Valley Hospital Development, 2021
2. Australian Conservation Foundation, 2020. *The extinction crisis in Australia's cities and towns*
3. Office of Environment and Heritage, North Coast Climate Change Snapshot, 2014
4. Transport for NSW, Tugun to Tweed Multimodal Corridor Study, 2020
5. Regional Australia Institute, MOVE tool, 2020
6. Tweed Tourism Company, 2020. *Business Investment Guide*
7. Queensland Government, South East Queensland Regional Plan *ShapingSEQ*, 2017
8. SGS Planning and Economics, *Tweed Valley Hospital Social and Economic Impact Assessment*, 2018
9. Australian Bureau of Statistics, Census of Population and Housing, 2016 (Usual residence data, SA1).
10. Tweed Shire Council, Jack Evans Boat Harbour Plan of Management, 2021
11. Queensland Government Statisticians Office, Population Projections Gold Coast LGA 2041, medium series, 2021



[dpie.nsw.gov.au](http://dpie.nsw.gov.au)