# Attachment 1 - Copy of Council Resolution 13 December 2011

## Agenda Report

# TWEED SHIRE COUNCIL MEETING TASK SHEET

#### User Instructions

If necessary to view the original Report, double-click on the 'Agenda Report' blue hyperlink above.

# Action Item - COUNCIL MEETING Tuesday, 13 December 2011

Action is required for Item 13 as per the Council Resolution outlined below.

#### TITLE:

[PR-CM] Planning Proposal PP11/0004 - Stage 1 of Planning Proposal for Tweed City Shopping Centre at Lot 22 DP 23659; No. 24 Kirkwood Road; Lot 21 DP 23659; No. 26 Kirkwood Road; Lot 20 DP 23659; No. 28 Kirkwood Road; Lot 19 DP 23659; No. 30 Kirkwood Road; Lot 6 DP 1119624; No. 38 Minjungbal Drive; Lot 13 DP 23659; No. 42 Kirkwood Road: Lot 12 DP 23659: No. 44 Kirkwood Road: Lot 11 DP 23659; No. 46 Kirkwood Road; Lot 2 DP 804871; No. 48-50 Kirkwood Road; Lot 8 DP 23659; No. 52 Kirkwood Road; Lot 1 DP 781517; No. 58 Minjungbal Drive; Lot 2 DP 781518; No. 60 Minjungbal; Lot 1 DP 524806; No. 62 Minjungbal Drive; Lot 2 DP 524806; No. 64 Minjungbal Drive - TWEED HEADS SOUTH, and Planning Proposal PP11/0005 - Stage 1, Club Banora Redevelopment, Lot 2 DP 1040576, Leisure Drive, Banora Point

Cr W Polglase Cr K Skinner

#### RESOLVED that:

A planning proposal be prepared for PP11/0004 - Stage 1, Tweed City Shopping 1. Centre at Lot 22 DP 23659; No. 24 Kirkwood Road; Lot 21 DP 23659; No. 26 Kirkwood Road; Lot 20 DP 23659; No. 28 Kirkwood Road; Lot 19 DP 23659; No. 30 Kirkwood Road; Lot 6 DP 1119624; No. 38 Minjungbal Drive; Lot 13 DP 23659; No. 42 Kirkwood Road; Lot 12 DP 23659; No. 44 Kirkwood Road; Lot 11 DP 23659; No. 46 Kirkwood Road; Lot 2 DP 804871; No. 48-50 Kirkwood Road; Lot 8 DP 23659; No. 52 Kirkwood Road; Lot 1 DP 781517; No. 58 Minjungbal Drive; Lot 2 DP 781518; No. 60 Minjungbal; Lot 1 DP 524806; No. 62 Minjungbal Drive; Lot 2 DP 524806; No. 64 Minjungbal Drive - TWEED HEADS SOUTH, subject to the prior execution of a Costs and Expenses Agreement being executed, and

A planning proposal be prepared for PP11/0005 - Stage 1 Club Banora 2. Redevelopment, Lot 2 DP 1040576, Leisure Drive, Banora Point, subject to the prior execution of a Costs and Expenses Agreement being executed.

#### **AMENDMENT**

Cr J van Lieshout Cr K Milne

PROPOSED that this item be deferred to allow a Workshop to be scheduled.

## TEMPORARY ABSENCE FROM MEETING

Cr K Skinner left the meeting at 05:01 PM

#### RETURN TO MEETING

Cr K Skinner has returned from temporary absence at 05:01 PM

The Amendment was Lost

FOR VOTE - Cr K Milne, Cr J van Lieshout AGAINST VOTE - Cr P Youngblutt, Cr W Polglase, Cr D Holdom, Cr K Skinner, Cr B Longland

The Motion was Carried (Minute No 739 refers)

FOR VOTE - Cr P Youngblutt, Cr W Polglase, Cr D Holdom, Cr K Skinner, Cr B Longland AGAINST VOTE - Cr K Milne, Cr J van Lieshout

# Attachment 2 – Copy of Council Report 13 December 2011

TITLE:

[PR-CM] Planning Proposal PP11/0004 - Stage 1 of Planning Proposal for Tweed City Shopping Centre at Lot 22 DP 23659; No. 24 Kirkwood Road; Lot 21 DP 23659; No. 26 Kirkwood Road; Lot 20 DP 23659; No. 28 Kirkwood Road; Lot 19 DP 23659; No. 30 Kirkwood Road; Lot 6 DP 1119624; No. 38 Minjungbal Drive; Lot 13 DP 23659: No. 42 Kirkwood Road: Lot 12 DP 23659: No. 44 Kirkwood Road: Lot 11 DP 23659; No. 46 Kirkwood Road; Lot 2 DP 804871; No. 48-50 Kirkwood Road; Lot 8 DP 23659; No. 52 Kirkwood Road; Lot 1 DP 781517; No. 58 Minjungbal Drive; Lot 2 DP 781518; No. 60 Minjungbal; Lot 1 DP 524806; No. 62 Minjungbal Drive; Lot 2 DP 524806; No. 64 Minjungbal Drive - TWEED HEADS SOUTH, and Planning Proposal PP11/0005 - Stage 1, Club Banora Redevelopment, Lot 2 DP 1040576, Leisure Drive, Banora Point

ORIGIN:

**Planning Reforms** 

FILE NO: PP11/0004 and PP11/0005

#### SUMMARY OF REPORT:

This report seeks Council's endorsement to prepare two strategically important Draft Local Environmental Plan Amendments, which are to be prepared by the Planning Reform Unit utilising external professional (town planning) service providers.

Council had endorsed a prior fees and charges structure in 2010 that enables the Planning Reforms Unit to utilise external consultancies in the preparation and assessment of planning proposals, at the proponent's cost. Costs and Expenses Agreements have been sent out to three proponents, the first of which is for the Mooball planning proposal and which the proponent has executed.

In addition, two further planning proposal requests have been received seeking rezoning to enable redevelopment, comprising; Tweed City Shopping Centre (TCSC) and Club Banora ("the Club"). Both proponents have indicated their willingness to fund the planning proposals through a Cost and Expenses Agreement with Dexus Property Group (TCSC) having affirmed their commitment by execution of an agreement, and the Club's Solicitor reviewing theirs and pending execution.

The Tweed City Centre proposal was reported to the Council meeting of 19 July 2011, with the report highlighting the strategic importance of the redevelopment however, its progress was limited by existing resource commitments. The Club Banora proposal on the other hand has been the subject of several meetings between the proponent and Council staff since late 2009, and because of the like resourcing limitation the proponent was advised in early 2010 to make a Part 3A Major Project Application as this was seen to be the more expedient option, which is paramount for the Club given their prevailing difficult financial position.

Following repeal of the Part 3A process by the Minister for Planning and Infrastructure midway through 2011 the Club's application was not accepted because it had not reached the threshold test of public exhibition. The Club had nonetheless invested substantially in the preparation of application documentation and studies.

The circumstances giving raise to these two requests may be quite different but the strategic objectives are fundamentally the same; to improve public access to and choice of services available in the Tweed and at the same time rationalising the land-use zoning.

Both requests are suitable candidates for utilising the external resourcing and funding procedures that were developed to ensure that strategically justified planning proposal's progress in a timely manner and to ensure the economic vitality of urban land is not lost or delayed.

This report recommends that a planning proposal be prepared for each proposal following the prior execution of Costs and Expenses Agreements.

#### RECOMMENDATION:

#### That:

- 1. A planning proposal be prepared for PP11/0004 Stage 1, Tweed City Shopping Centre at Lot 22 DP 23659; No. 24 Kirkwood Road; Lot 21 DP 23659; No. 26 Kirkwood Road; Lot 20 DP 23659; No. 28 Kirkwood Road; Lot 19 DP 23659; No. 30 Kirkwood Road; Lot 6 DP 1119624; No. 38 Minjungbal Drive; Lot 13 DP 23659; No. 42 Kirkwood Road; Lot 12 DP 23659; No. 44 Kirkwood Road; Lot 11 DP 23659; No. 46 Kirkwood Road; Lot 2 DP 804871; No. 48-50 Kirkwood Road; Lot 8 DP 23659; No. 52 Kirkwood Road; Lot 1 DP 781517; No. 58 Minjungbal Drive; Lot 2 DP 781518; No. 60 Minjungbal; Lot 1 DP 524806; No. 62 Minjungbal Drive; Lot 2 DP 524806; No. 64 Minjungbal Drive TWEED HEADS SOUTH, subject to the prior execution of a Costs and Expenses Agreement being executed, and
- A planning proposal be prepared for PP11/0005 Stage 1 Club Banora Redevelopment, Lot 2 DP 1040576, Leisure Drive, Banora Point, subject to the prior execution of a Costs and Expenses Agreement being executed.

#### REPORT:

## **Tweed City Shopping Centre**

A request to prepare a planning proposal has been received from Urbis Pty Ltd on behalf of Dexus Property Group ("the Group"), who is the site Manager of the Tweed City Shopping Centre.

The Group has acquired several adjoining properties in recent times with the view to expanding the services of the centre to match the demand of the growing population. The properties are however inappropriately zoned to accommodate their intended future purpose and arguably their full potential. Several properties are zoned for residential housing whereas there are also part commercial, business and open space zonings over other parcels.

A desktop strategic (planning) analysis indicates that the expansion of the site incorporating their recent property acquisitions and their use for expanding on the existing centre is a logical one and represents a coordinated response to the consolidation and rationalisation of the properties and their zoning. It would assist in reinforcing the precinct's primary objective as a major commercial retail hub consistent with the Draft Tweed City Centres Development Control Plan, which also applies to this locality.

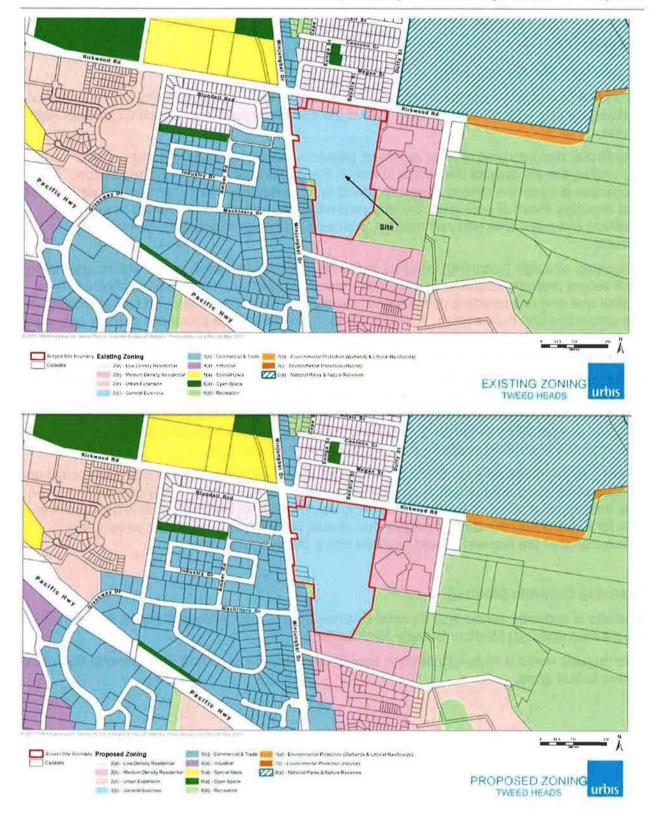
Whether the technical (largely traffic) and policy aspects of the proposal likewise support the proposal is unclear at this stage and will be investigated in detail prior to any public exhibition. The proposal is identified in the Planning Reform Unit's work program as adopted in April 2011 as pending resource availability; this report seeks to change that status to fully resourced, utilising a professional service provider.

Given that the proposal provides a direct benefit through the provision of a diverse range of services and employment, which would increase with an expansion of the centre, and given that the proposal could demonstrate a strong community net benefit, which is used as one test for determining the level of priority that should be given to a particular project, it is concluded that the request should proceed into a planning proposal.

## Planning Controls (Zoning)

The site is currently zoned 3(b) General Business, 3(c) Commerce and Trade, 6(b) Private Recreation and 2(b) Medium Density Residential.

The request seeks a reclassification to enable the rezoning of all non 3(b) General Business zones to that zone.



#### Club Banora

Club Banora was constructed in the early 1980s and comprises an 18 hole golf course, licensed club with a GFA of approximately 7000m<sup>2</sup>, bowling greens, tennis courts, heated Olympic pool and wading pool and approximately 700 onsite car parks. The Club occupies a site of approximately 60.1 hectares which is located in Leisure Drive at Banora Point.

Because of significant changes in the 'club' industry relating to poker machines, indoor smoking and increased taxation, the continued operation of Club Banora as a viable standalone entity in the Twin Towns Group (Twin Towns Services Club also owns Twin Towns Juniors at Tweed Heads South and Twin Towns Services Club at Tweed Heads) has come under considerable pressure and is no longer able to continue operating in the current format.

Twin Towns at Tweed Heads no longer has the ability to continue to subsidise the Club Banora operation and address the planned structural changes to the Wharf Street premises that are needed to maintain its relevance.

The proponent's request details that following a review of the Club's operations by KPMG that there has been confirmation of the Club's financial predicament, and to ensure there is longer-term future for the club, and the public benefit it provides, it has decided to proceed with a redevelopment of the Club Banora site.

A key element of the redevelopment is the inclusion of a retail and aged persons component to generate the necessary cash flows to fund the redevelopment. As an interim step in response to the findings the Club, over the 2009/2010 Christmas period, closed the top floor of the club to reduce losses and temporarily stabilise the business, consolidating all operations into the ground floor with an area of approximately 3500m2, being half the previous facility size.

According to the proponent, market research has indicated that major retailers have identified Banora Point as an area for expansion and it is their belief this would be best managed and investigated with an expansion of an existing centre.

Given current economic circumstances and a current interest by retail and retirement operators to increase services in this locality, there is a strategic need to investigate the possibility of a redevelopment, through a planning proposal, to avoid the need to close the club down indefinitely, with the resulting loss of a broad range of public service amenities and employment.

The key elements of the redevelopment master plan can be summarised as follows:

- A smaller Club building partly suspended over the existing lake; 1.
- 2. Relocation of the tennis courts;
- 3. Relocation of the bowling greens;
- 4. A retail development adjacent to Leisure Drive (supermarket and specialty shops with a GFA of approximately 5000m<sup>2</sup>);
- A retirement facility (GFA approximately 11000m<sup>2</sup>); 5.
- 6. Reconfiguration of the existing car parking and access arrangements.

The total project has a capital investment value of approximately \$107,235.000. The retail component of the master plan is seen as critical by the proponent to the overall project and the continued operation of Club Banora as it will provide the initial funding for the

redevelopment of the remainder of the site. This will need to be further evaluated as part of the planning proposal however; initial assessment indicates this would be consistent with the Council's adopted retail strategy and the State government's open competition policy.

The land is currently zoned 6(b) Recreation and redevelopment of the Club facilities is permitted with development consent however, the retirement and retail component require a rezonina.

In accordance with Council's Fees and Charges, Twin Towns Services Club Limited has expressed their willingness to meet the agreed costs of Council engaging external consultants to expedite processing of a planning proposal, and their Solicitor is currently reviewing the Costs and Expenses Agreement.

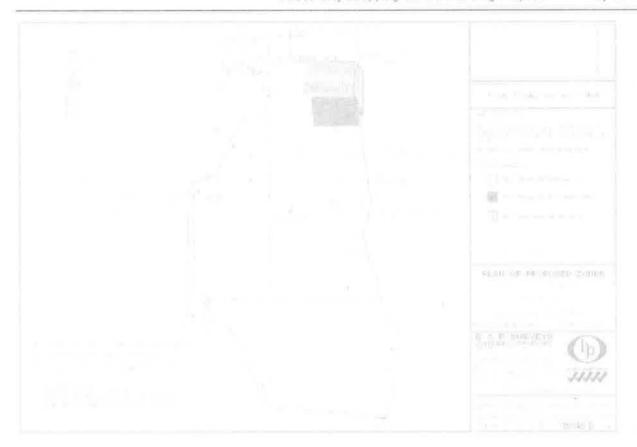
Overall, Club Banora currently employs 41 employees and the Club in total injects approximately \$9.35 million into the local community per annum by way of employment and supply of goods and services.

In addition, it is stated that redevelopment will achieve improved access arrangements to the Club and adjacent land by providing a four way, signalised intersection at Winders Place and Leisure Drive together with rationalisation and reduction of the existing access points onto Leisure Drive, including a reduction from the current three access points to two.

The revised access arrangements will also facilitate improved access to the existing shopping centre adjoining the site to the east and potentially allow for rationalisation of existing accesses to that site from Leisure Drive. Provision is also made in the master plan for widening of Leisure Drive for the frontage of the site as well as significant improvements to the built form and streetscape of the site.

# Planning Controls (Zoning)

The site is currently zoned 6(b) Recreation and is proposed to be rezoned in part to include a residential and a commercial zoning. The precise zoning to be used will be determined as part of the planning proposal process.



## CONCLUSION:

Council officers have been in the process of evaluating procurement processes and expressions of interest for the contracting out of town planning services. Expectations were that a small number of planning proposals could be contracted out on a supervised and managed basis, with the planning consultant filling a role as an 'extension officer' to the Planning Reform Unit.

In addition to meeting the costs and expenses of the planning component a proponent, through a legally enforceable Costs and Expenses Agreement, will be liable for the costs associated and incurred by any Division of Council in the preparation and assessment of the planning proposal. This has been designed and is being implemented on a forward funding arrangement, that is, the proponent makes a specified cash deposit and is required to maintain a minimum account balance, to ensure that the Council is neither paying the cost nor is left to pursue any outstanding debt.

This process may prove to be extremely beneficial but it is not without limitation. There is an associated resource implication which means that only a small number of the projects can be managed at any one time and consequently it should be reserved to the more strategically important projects.

In this instance, the two projects discussed above, for slightly different reasons, fall within the category of 'strategically important', on the one hand as there is a need to preserve the economic vitality of existing urban lands and, on the other the need to ensure that jobs and services keep pace with the Tweed's expanding community and its expectations.

For the reasons discussed above it is concluded that these two projects should be pursued as a matter of priority.

Should Council resolve to proceed with these projects, as it is recommended to do so, it should be noted that there will be a total of three projects utilising external resources and that this is likely to represent the current resourcing limit of the Planning Reform Unit for at least 6 months. This will however be re-evaluated as part of the review of the Unit's work program in 2012.

#### LEGAL/RESOURCE/FINANCIAL IMPLICATIONS:

Undertaking the two planning proposals detailed in the report will be managed through a series of funding agreements and memorandum of understandings, which will ensure that there will be negligible financial impact on Council.

From a resourcing perspective it is likely that these additional projects will keep the Planning Reform Unit's resources at fully committed for a period of at least 6 months. There are no perceived legal implications arising.

#### POLICY IMPLICATIONS:

Nil.

## UNDER SEPARATE COVER/FURTHER INFORMATION:

To view any "non confidential" attachments listed below, access the meetings link on Council's website www.tweed.nsw.gov.au (from 8.00pm Wednesday the week before the meeting) or visit Council's offices at Tweed Heads or Murwillumbah (from 8.00am Thursday the week before the meeting) or Council's libraries (from 10.00am Thursday the week of the meeting).

Nil.

# Attachment 3 – Copy of Council Resolution 17 April 2012 Agenda Report

# TWEED SHIRE COUNCIL **MEETING TASK SHEET**

## **User Instructions**

If necessary to view the original Report, double-click on the 'Agenda Report' blue hyperlink above.

Action Item - COUNCIL MEETING Tuesday, 17 April 2012

Action is required for Item 10 as per the Council Resolution outlined below.

# TITLE:

[PR-CM] Planning Proposal PP11/0004 **Draft Local Environmental Plan Amendment No. 96 Tweed City Shopping** Centre

Cr D Holdom Cr P Youngblutt

RESOLVED that Council endorses Lot 5 in DP 830973, No. 24A Kirkwood Road, Tweed Heads South, to be incorporated into the current planning proposal PP11/0004, Draft Tweed Local Environmental Plan 2000 Amendment No. 96, subject to the prior written landowners consent of that property being provided.

The Motion was Carried

FOR VOTE - Cr D Holdom, Cr W Polglase, Cr P Youngblutt, Cr K Skinner, Cr K Milne, Cr B Longland

AGAINST VOTE - Cr J van Lieshout

# Attachment 4 - Copy of Council Report 17 April 2012

TITLE:

[PR-CM] Planning Proposal PP11/0004

**Draft Local Environmental Plan** 

Amendment No. 96 Tweed City Shopping

Centre

SUBMITTED BY: Planning Reforms

FILE REFERENCE: PP11/0004 Pt1



## SUMMARY OF REPORT:

Council at its meeting of 13 December 2011 resolved to proceed with a planning proposal for Tweed City Shopping Centre, with the conditional requirement for a prior execution of a costs and expenses agreement which has since been satisfied.

A contract for services was also entered into with Council's consultant, Parsons Brinkerhoff Australia, to assist in preparing a planning proposal, which is well underway.

Since then the proponent has purchased an additional adjoining property and wishes to include it within the planning proposal.

This report concludes that incorporation of the new property acquisition will further assist in the zoning rationalisation of the local area and lead to a more coordinated re-development of the area.

## RECOMMENDATION:

That Council endorse Lot 5 in DP 830973, No. 24A Kirkwood Road, Tweed Heads South, to be incorporated into the current planning proposal PP11/0004, Draft Tweed Local Environmental Plan 2000 Amendment No. 96, subject to the prior written landowners consent of that property being provided.

## REPORT:

Council at its meeting of 13 December 2011 resolved to proceed with a planning proposal for Tweed City Shopping Centre. The conditional requirement for a prior execution of a costs and expenses agreement was satisfied with execution occurring on 12 December 2011.

A contract for services with Parsons Brinkerhoff Australia was entered into on 20 February 2012 for professional services to assist in the preparation of the planning proposal, which is now well underway.

The proponent subsequently advised on 19 March 2012 that they had acquired a further property (refer illustration below), also zoned 2(b) Medium Density Residential and requests a reclassification to enable the rezoning to 3(b) General Business zones consistent with and to enable the coordinated expansion of the shopping centre.

The 'new' property, being Lot 5 in DP 830793 is a battle-axe property with a frontage of about 4.3m to Kirkwood Road, located on the north-eastern corner of the shopping centre site. The property supports a single-dwelling house with access off an adjoining private driveway, which also services the adjoining medium-density residential developments.



Figure 1 – Aerial photograph showing Lot 5 in DP 830793



Figure 2 – location and zoning of Lot 5 in DP 830973.

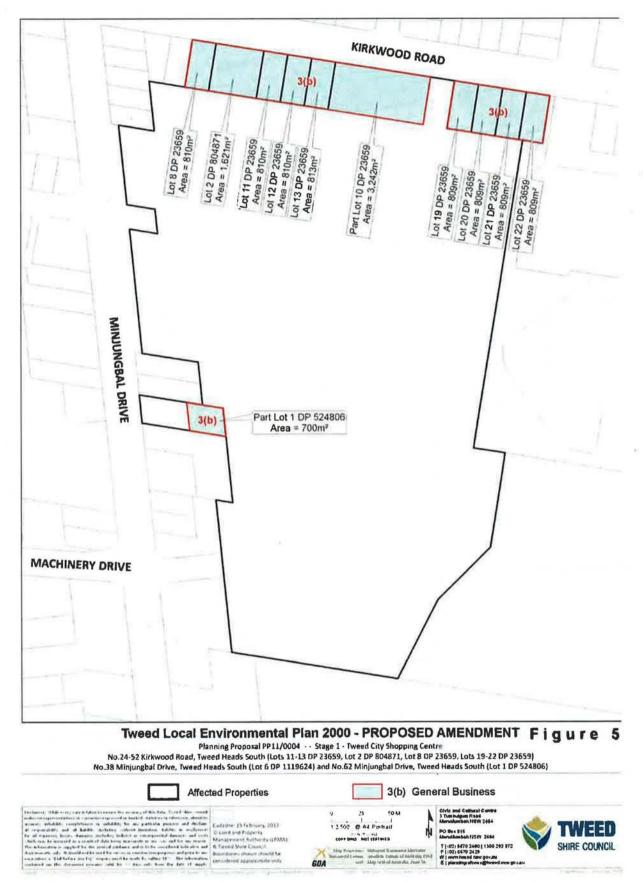


Figure 3 – Properties already in the planning proposal to be rezoned 3(b) General Business.

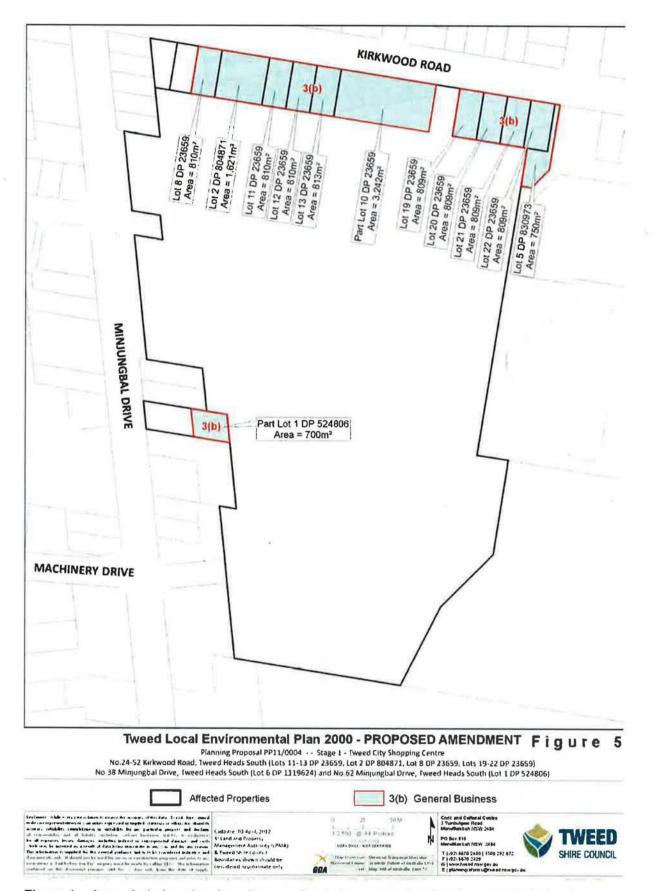


Figure 4 - Amended plan showing all properties to be rezoned under the amended planning proposal.

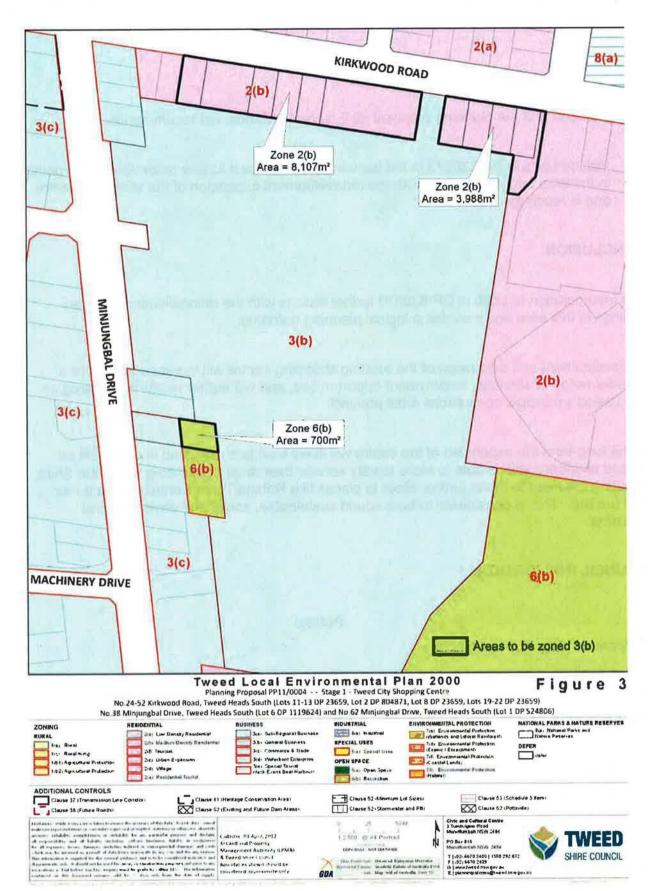


Figure 5 - Current LEP 2000 zoning map showing all properties in the planning proposal.

#### **OPTIONS:**

- A. Proceed with the planning proposal as it currently stands, not recommended.
- В Include Lot 5 in DP 830973 in the planning proposal as it further rationalises the zoning in the area and will assist in with the redevelopment expansion of the shopping centre and is recommended.

## CONCLUSION:

The incorporation of Lot 5 in DP 830973 further assists with the rationalisation of urban zonings in this area and provides a logical planning outcome.

Redevelopment and expansion of the existing shopping centre will increase access to a broader range of services, employment opportunities, and will further reinforce the area as the Tweed's principal commercial retail precinct.

In the long-term the expansion of the centre will likely lead to a reduction in car travel as Tweed resident's will be able to more readily service their retail needs from within the Shire. avoiding the need to travel further afield to places like Robina Town Centre, Pacifica Fair and the like. This is considered to be a sound sustainable, social and environmental outcome.

## **COUNCIL IMPLICATIONS:**

a. Policy: Corporate Policy Not Applicable b. **Budget/Long Term Financial Plan:** Not Applicable C. Legal: Not Applicable. d. Communication/Engagement: Not Applicable.

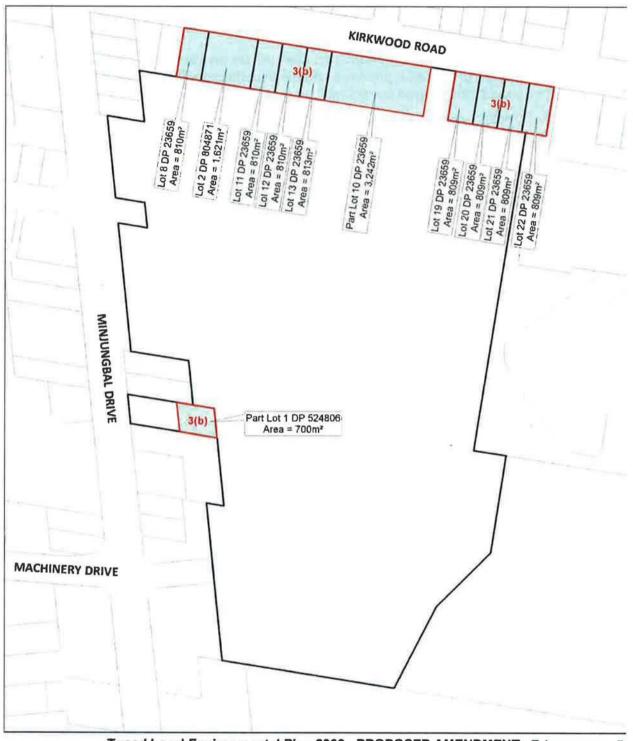
## LINKAGE TO INTEGRATED PLANNING AND REPORTING FRAMEWORK:

1	Civic Leadership
1.5	Manage and plan for a balance between population growth, urban development and environmental protection and the retention of economical viable agriculture land
1.5.3	The Tweed Local Environmental Plan will be reviewed and updated as required to ensure it provides an effective statutory framework to meet the needs of the Tweed community
1.5.3.1	Effective updating of Tweed LEP

# UNDER SEPARATE COVER/FURTHER INFORMATION:

Nil

# Attachment 5 - Proposed amendment to the LEP 2000

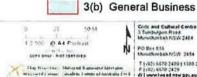


Tweed Local Environmental Plan 2000 - PROPOSED AMENDMENT Figure 5 Planning Proposal PP11/0004 -- Stage 1 - Tweed City Shopping Centre

No.24-52 Kirkwood Road, Tweed Heads South (Lots 11-13 DP 23659, Lot 2 DP 804871, Lot 8 DP 23659, Lots 19-22 DP 23659) No.38 Minjungbal Drive, Tweed Heads South (Lot 6 DP 1119624) and No.62 Minjungbal Drive, Tweed Heads South (Lot 1 DP 524806)

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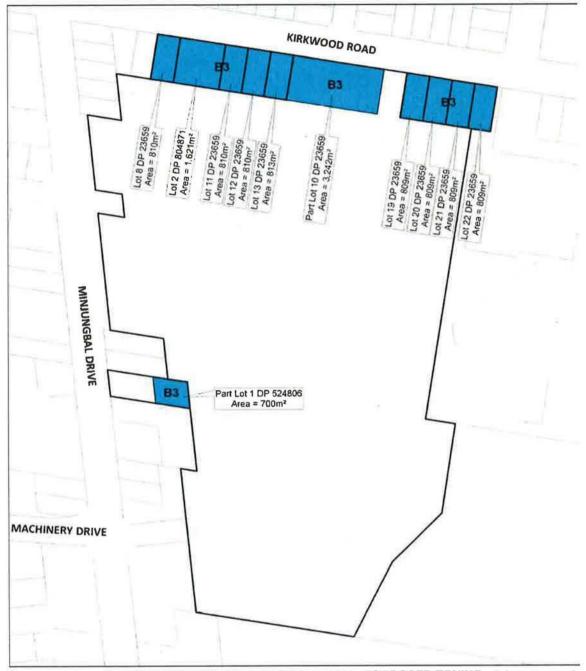
Affected Properties



PO Ber 516 Morethreach FFS/F 2454 1 1-92; 6670 2409 ( 1309 292 672 F 1:92; 6570 2429



# Attachment 6 - Proposed translation to the Standard LEP Template



Draft Tweed Local Environmental Plan 2011 - PROPOSED ZONING Figure 6

Planning Proposal PP11/0004 -- Stage 1 - Tweed City Shopping Centre
No.24-52 Kirkwood Road, Tweed Heads South (Lots 11-13 DP 23659, Lot 2 DP 804871, Lot 8 DP 23659, Lots 19-22 DP 23659) No.38 Minjungbal Drive, Tweed Heads South (Lot 6 DP 1119624) and No.62 Minjungbal Drive, Tweed Heads South (Lot 1 DP 524806)

Affected Properties **B3** Commercial Core TWEED PO fire E19 Manufachanh Nove 2414 T | 102 | 1670 2 1621 1300 292 472 # | 102 | 6550 2429 W | 100 | 6550 2429 W | 100 | 1670 2 1670 SHIRE COUNCIL