



DARRYL ANDERSON CONSULTING PTY LTD

TOWN PLANNING & DEVELOPMENT CONSULTANTS

## **MAJOR PROJECT APPLICATION NO. 06\_0237**

### **REQUEST FOR DIRECTOR GENERAL'S ENVIRONMENTAL ASSESSMENT REQUIREMENTS**

**REDEVELOPMENT OF TWIN TOWNS SERVICES CLUB  
AT LOT 1 DP 777183  
WHARF STREET, TWEED HEADS**

**PREPARED FOR:**

TWIN TOWNS SERVICES CLUB LIMITED

**PREPARED BY:**

DARRYL ANDERSON CONSULTING PTY LTD

**OCTOBER 2006**

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## TWIN TOWNS SERVICES CLUB REDEVELOPMENT

### LOT 1 DP 777183 WHARF STREET, TWEED HEADS

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#### 1.0 BRIEF

Twin Town Services Club has instructed Darryl Anderson Consulting Pty Ltd to prepare a submission to the Department of Planning requesting the Department to issue the Director General's Environmental Assessment requirements in respect to this project.

#### 2.0 BACKGROUND

On 18 September 2006 the Department of Planning advised that the proposal is a Major Project and that Part 3A of the Environmental Planning and Assessment Act applies. A copy of the Department's letter (and Attachment 1) is provided at **Annexure B**.

#### 3.0 SITE DETAILS

In real property terms, the site is described as Lot 1 DP777183, Wharf Street, Tweed Heads. The total area of the site is 1.028 hectares on which is located the existing Twin Towns Services Club.

Located on the New South Wales/Queensland border, the site has frontage to Wharf Street and Boundary Street, Tweed Heads. Jack Evans Boat Harbour adjoins the site to the east and to the northeast is the former border caravan park site which now forms part of the Jack Evans Boat Harbour precinct. Chris Cunningham Park adjoins the site to the west.

**Figure 1** shows the location and zoning of the site and adjacent land.



Figure 1 - Site Location and Zoning

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#### 4.0 DESCRIPTION OF THE PROPOSED DEVELOPMENT

The key elements of the redevelopment proposal are as follows:

- ♦ Demolish part of the existing club building at ground level and Level 2;
- ♦ Ground level – reconfiguration of existing car parking;
- ♦ Level 2 – new building comprising gaming, entertainment, light food and balcony/beer garden;
- ♦ Level 4 – Cinema, meeting room, balcony and offices;
- ♦ Level 6 – Conference facilities (approximately 1000m<sup>2</sup>) back of house amenities, bar, foyer and balcony.

The estimated construction cost of the redevelopment is approximately \$25 million and it is estimated that thirty fulltime equivalent positions will be generated during the operational stages of the development.

Full details of the proposal are provided in the Draft Application Plans at **Annexure A**.

#### 5.0 PLANNING PROVISIONS

##### 5.1 State Environmental Planning Policy No. 1 – Development Standards

As the proposed building will overshadow the Jack Evans Boat Harbour foreshore prior to the times prescribed in the North Coast Regional Environmental Plan 1988, it will be necessary to submit a State Environmental Planning Policy No. 1 Objection to the development standards contained in Clause 32B of that Instrument.

##### 5.2 State Environmental Planning Policy – Major Projects 2005

As indicated above, the Minister has formed the opinion that this proposal is a Major Project under the provisions of this Policy and therefore Part 3A of the Act applies.

##### 5.3 State Environmental Planning Policy No. 71 – Coastal Protection

The subject site is in the coastal zone and is also in a sensitive coastal location. Clause 8 of this Policy requires any application to address various matters. Clause 8(e) relating to overshadowing of the coastal foreshore is the key issue likely to arise under this Policy.

##### 5.4 North Coast Regional Environmental Plan, 1988

Clause 32B(4)(a) of this Plan provides that Council shall not consent to the carrying out of development on urban land at Tweed Heads if the development would result in beaches and adjacent open space being overshadowed before 3.00 pm midwinter (standard time) or 6.30 pm midsummer (daylight saving time).

As indicated on the Shadow Diagrams at **Annexure A**, the existing building overshadows the foreshore prior to the prescribed times. In addition, the proposed building will also overshadow the foreshore area prior to the prescribed times. The magnitude of overshadowing and the use of the areas affected is indicated on the Shadow Diagrams at **Annexure A**.

In summary, the midsummer shadows are not expected to impact on the proposed swimming pool area shown on the Tweed Heads Master Plan and the midwinter shadows are clear of the water's edge at the prescribed time.

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Clause 51 of the Plan provides that the Council shall not, without the concurrence of the Director (Department of Planning), grant consent to a Development Application for the erection of a building over 14m in height. As indicated at **Annexure A**, the proposed building will exceed 14m in height and therefore the Director General's concurrence would be required.

## **5.5 Tweed Local Environmental Plan 2000**

As indicated on **Figure 1**, the subject land is zoned 6(b) Recreation under the provisions of this Plan. The objectives of this zone include:

*“Primary objective*

*To designate land, whether in public or private ownership, which is or may be used primarily for recreational purposes.*

*Secondary objective*

*To allow for other development that is compatible with the primary function of the zone.”*

The Land Use Table to Clause 11 of the Instrument provides that development for the purposes of a club is permissible, with consent, as an Item 2 use in the zone. It is also considered that development for the purpose of a club is consistent with the objectives of the zone.

Clause 16 of the Instrument relates to heights of buildings and insofar as the subject land is concerned the Height of Buildings Map prescribes a maximum building height of RL 50m AHD. This equates to approximately an eighteen storey building. The proposed building is limited to six levels and is therefore consistent with the current statutory height limit under the Local Environmental Plan.

## **5.6 Exhibited Draft Local Environmental Plan Amendment No. 64**

Following adoption of the Tweed Heads Master Plan by the Minister for Planning, and as a means of implementing the changed building height limits contained in that Master Plan, Council prepared and exhibited Draft Local Environmental Plan Amendment No. 64 in early 2006. The exhibited Draft Plan provides for a two storey height limit on the Twin Towns Services Club site and the surrounding Crown land forming part of the Jack Evans Boat Harbour.

This anomaly was identified by Twin Towns Services Club following which an objection was lodged on 10 February 2006 to the exhibited Draft Plan. Meetings were subsequently held with Officers of Tweed Shire Council and the Tweed Heads Master Plan Project Facilitation Team, both of whom acknowledged that the proposed two storey height limit is an anomaly and both indicated that they would recommend that it be changed to reflect the current club building's height of approximately six storeys. This issue is further addressed in the email from Magdy Youssef at **Annexure D** and the Tweed Shire Council Development Assessment Panel minutes at **Annexure C**.

Subsequent to exhibition and following consideration of a number of objections received, it is understood that Council has resolved to re-exhibit the Draft Plan incorporating a number of corrections (including in respect of the subject land). We understand that Council is currently awaiting a Section 65 Certificate from the Department of Planning to enable re-exhibition to be undertaken.

## **5.7 Development Control Plan No. 2 – Car Parking Code**

Following completion and operational experience within the adjacent Twin Towns Resorts, Eppell Olsen has been commissioned to carry out a Car Parking Survey of the whole of the Twin Towns development. A copy of their Report in relation to car parking is attached at **Annexure E**. That Report demonstrates that the proposed car parking arrangements will be adequate and also justifies variations to Council's normal Development Control Plan No. 2 requirements.

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## 5.8 Development Control Plan No. 18 – Tweed Heads

The Twin Towns Services Club site is in the central precinct under the provisions of this Development Control Plan. It should be noted that the Development Control Plan does not extend to the Crown land comprising Jack Evans Boat Harbour. To some extent, the Development Control Plan has been superseded by the adopted Tweed Heads Master Plan.

Section 3.2 of the Plan provides for precinct objectives, however there are no specific controls relating to the Twin Towns site as the detailed controls only relate to land zoned 3(a) and 3(b). Figure 2.4 of the Plan provides for view corridors with the designated view corridor located along the south eastern boundary of the Twin Towns site, immediately adjacent to Jack Evans Boat Harbour. The site is clear of the view corridor and in any case the proposed building will be lower than the existing buildings on the site. In summary, the development proposal is not inconsistent with the provisions of this Development Control Plan.

## 5.9 Tweed Heads Master Plan

Following preparation of a Draft Master Plan by the Tweed Heads Task Force and public consultations, the Minister approved the Tweed Heads Master Plan on 27 August 2004.

Figure 4.09 of the adopted Master Plan provides for a Building Height Strategy which indicates a two storey limit on the Twin Towns Services Club site and the surrounding Crown Land comprising the Jack Evans Boat Harbour. As noted at Section 5.6 above, the two storey height limit is acknowledged as an anomaly by the author of the Master Plan (see **Annexure D**) and the Tweed Heads Master Plan Project Facilitation Team has recommended that Council correct the anomaly in relation to the Amended Building Height Local Environmental Plan Map exhibited as Draft Local Environmental Plan Amendment No. 64.

Section 5.6 of the Master Plan deals with the Jack Evans Boat Harbour precinct and in particular Figure 5.19 – Jack Evans Boat Harbour Precinct Structure Plan, identifies around the eastern and southern perimeters of the Twin Towns site, and apparently located within the Twin Towns site, a "new active frontage/tourism support to Twin Towns."

Figures 5.20 and 5.21 provide conceptual details titled "Jack Evans Boat Harbour Precinct Sections" showing how this perimeter area could be developed.

In pursuance of the principles contained in the adopted Master Plan, Twin Towns Services Club prepared a Concept Plan which involved the construction of a perimeter road within the adjoining Crown Land to facilitate improved access to the Twin Towns site, vehicular access to the Jack Evans Boat Harbour area and access for service and delivery vehicles to the proposed active frontage tourist facilities. The Concept Plan was presented to the Tweed Heads Master Plan Project Facilitation Team and subsequently discussed with Officers of the Department of Lands. As indicated in the letter at **Annexure F**, the Department of Lands declined to allow the service road to be located on the Crown Land.

These facilities were interpreted as being located on the adjoining Crown Land (notwithstanding Figure 5.19) because the facilities cannot be located on the Club land because of legal restrictions imposed by the Club's Licences. That is to say, no facilities can be provided on the Club land unless patrons first enter the Club and sign in etc.

The Club would be unable to extend its existing trading rights to any premises adjoining the Club which was not first entered through a controlled "sign in" environment where membership of the Club could be determined. The Registered Clubs Act 1976, Part 3 – Rules of registered Clubs, Sections 30 and 31 deal with these provisions. Clearly this restriction was not contemplated in the conceptual design of the Master Plan which envisages open access to any shops, restaurants or bars developed along this frontage.

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The Club is restricted from adjoining retail shops if it is to continue to operate gaming machines. The financial implications of such a decision would render the overall business and hence the development unviable. The Gaming Machines Act 2001 – Section 60 deals with this prohibition. Additionally, it is unlikely that any adjoining premises that purported to represent themselves as an additional part of the Club but operating as retail restaurants, with open access to the public, would be granted a licence, based on previous decisions of the Licensing Court. The Court has historically required that activities represented as being associated with the Club are carried on in accordance with the requirements of the Registered Clubs Act 1976 to avoid public confusion.

The development of the frontage would be possible as a Hotel, which is freely open to the public. The Registered Clubs Act 1976 – Section 9A (1AA) prohibits a Club from holding a Hoteliers Licence or having a financial interest in a Hotel. As such this option is not available to the Club.

Despite any of the preceding, the Club has continually expressed the view that the proposal contained within the Master Plan for the JEBH is commercially unviable when it would adjoin an existing facility which currently operates six dining facilities, eleven bars and a plethora of entertainment opportunities both internally and in an alfresco setting.

In the circumstances, the Club has resolved to proceed with development of the site containing all access and improvements within the Club's land on the clear basis that the provision of the "new active frontage/tourism support for Twin Towns" cannot be accommodated on the Twin Towns site for the reasons identified above.

## **6.0 CONSULTATIONS**

Meetings have been held with the Tweed Heads Master Plan Project Facilitation Team on a number of occasions in relation to various issues, particularly the question of building heights and implementation of Figure 5.19 of the Master Plan relating to the active commercial frontage on the perimeter of the site adjacent to Jack Evans Boat Harbour. For the reasons discussed in Section 5.9 above, it is not possible for Twin Towns to implement that component of the Master Plan particularly as the Department of Lands will not facilitate an access aisle within the Crown Land (see **Annexure F**).

Consultations have been held with Officers of Tweed Shire Council at a formal Development Assessment Panel meeting and the minutes of that meeting are attached at **Annexure C**.

The consultations undertaken to date and the preliminary assessment of the proposal against all relevant statutory planning controls identified in Section 5.0 have resulted in identification of the following key issues.

## **7.0 KEY ISSUES**

### **7.1 Building Height**

The proposed buildings comply with the current statutory height of RL 50m AHD however they would be inconsistent with the adopted Tweed Heads Master Plan and exhibited Draft Local Environmental Plan Amendment No. 64. Given the advice received from the Tweed Heads Master Plan Project Facilitation Team and Tweed Shire Council Officers, it is considered that the proposed two storey height is an anomaly which will be corrected in due course.

### **7.2 Overshadowing of Jack Evans Boat Harbour**

As indicated on the shadow diagrams at **Annexure A**, some overshadowing will occur prior to the prescribed times, however in the circumstances this is considered to be reasonable having regard to the magnitude of the overshadowing and the uses of the areas to be overshadowed, both existing and proposed.

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### **7.3 Car Parking**

Having regard to the analysis undertaken by Eppell Olsen (see **Annexure E**) it is submitted that onsite car parking provisions for the whole Twin Town Services Club development will be adequate.

### **7.4 Jack Evans Boat Harbour Precinct**

The application is inconsistent with Figure 4.09 – Building Heights Strategy and Figures 5.19, 5.2 and 5.2.1 relating to the proposed "new active frontage/tourism support for Twin Towns" commercial strip on the southern and eastern boundaries of the Twin Towns site. For the reasons discussed above it is considered that these facilities should, if provided at all, be located on the Crown Land and not the Twin Towns site.

### **7.5 Vehicular Access from Wharf Street for Service and Delivery Vehicles**

Council has identified an issue with existing access arrangements for service and delivery vehicles from Wharf Street which they have requested be addressed as part of any redevelopment proposal. This may involve the acquisition of an easement or right of carriage way over part of the adjacent Chris Cunningham Public Reserve in respect of which the Department of Lands have indicated that they would be likely to look favourably upon a formal request (see **Annexure G**). Full details, including conceptual geometric engineering designs, will accompany the final application.

## **8.0 SUMMARY AND CONCLUSION**

Based on the analysis undertaken in this assessment, it is considered that the key issues identified in Section 7.0 are not such as would give rise to a refusal of the project as they can be satisfactorily addressed in the final Environmental Assessment to be undertaken once the Director General's Environmental Assessment requirements have been issued.



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**ANNEXURE A     Draft Application Plans – Bayden Goddard Design Architects (19 sheets)**

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**Darryl Anderson Consulting Pty Ltd**

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Town Planning & Development Consultants

Request for DGEARs  
Project No: TTSC 06/15 – October 2006

Twin Towns Services Club  
Wharf Street, Tweed Heads West



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**ANNEXURE B     Department of Planning Letter, Dated 18 September 2006**

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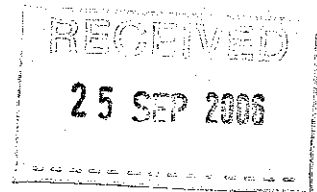
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Town Planning & Development Consultants

Request for DGEARs  
Project No: TTSC 06/15 – October 2006

Twin Towns Services Club  
Wharf Street, Tweed Heads West



NSW GOVERNMENT  
**Department of Planning**



Contact: Sally Laing  
Phone: (02) 9228 6498  
Fax: (02) 9228 6540  
E-mail: [sally.laing@planning.nsw.gov.au](mailto:sally.laing@planning.nsw.gov.au)

Our ref: MP 06\_0237  
File: S06/00663

Mr Darryl Anderson  
Darryl Anderson Consulting Pty Ltd  
Suite 7, 8 Corporation Circuit  
Tweed Heads South NSW 2486

Dear Mr Anderson

**Twin Towns Services Club Redevelopment, Wharf Street, Tweed Heads (MP06\_0237)**

Thank you for your email dated 29 August 2006 to Mr Chris Wilson of the Department regarding the above proposal.

I am writing to advise you that the Director-General, as a delegate of the Minister for Planning, formed the opinion on 13 September 2006 that your proposal is a Major Project and that Part 3A of the *Environmental Planning and Assessment Act, 1979* applies.

You may now make the necessary arrangements to lodge a Part 3A application with the Director-General and seek the approval of the Minister to carry out the project. The project application must include a completed application form (enclosed), details of the proposed development and the correct fee. **Attachment 1** outlines the information required at lodgement and the fees to be paid.

If you have any further inquiries about this matter or information required for the project application, please contact Sally Laing, Environmental Planner, Coastal Assessments, on 9228 6498 or by email at [sally.laing@planning.nsw.gov.au](mailto:sally.laing@planning.nsw.gov.au).

Yours sincerely

Heather Warton  
**Director**  
**Urban and Coastal Assessments**

cc: Mr Noel Hodges, Tweed Shire Council

18.9.06

## Attachment 1 – Information required at lodgement

<b>Major Projects Application Form</b>	You must complete, in full, the application form enclosed.
<b>Project Application – Purpose</b>	<p>The purpose of the project application is to assist the preparation of the Director General's Environmental Assessment Requirements.</p> <p>The purpose of the project application is to culminate in a summary of the "Key Issues". Key Issues are those matters that if not addressed satisfactorily may lead to refusal of the project.</p>
<b>Project Application – Identifying Key Issues</b>	<p>"Key Issues" will emerge from:</p> <ul style="list-style-type: none"> <li>(a) the proponent's consultation with all relevant agencies and groups, and</li> <li>(b) the proponent's assessment of the proposed project against applicable environmental planning instruments, policies, guidelines and other relevant planning documents.</li> </ul> <p>"Key issues" could include, but may not be limited to:</p> <ul style="list-style-type: none"> <li>(a) non-compliances with known relevant planning controls;</li> <li>(b) known community concerns about the development proposed;</li> <li>(c) potential environmental impacts associated with construction, operation, or occupation of a project;</li> <li>(d) likely environmental risks;</li> <li>(e) constraints arising from the peculiarities of a project site.</li> </ul> <p>"Key Issues" should not include those aspects of a proposed project that comply with known planning controls, where there are no community concerns or where there are no other contentious matters.</p>
<b>Project Application – Information to be addressed</b>	<p>The project application should include:</p> <ul style="list-style-type: none"> <li>(a) a written and graphical description of the project and any ancillary components, including relevant preliminary plans;</li> <li>(b) the location(s) and a map identifying the site(s)/alignment/corridor;</li> <li>(c) the planning provisions applying to the site and whether the project is permitted under the prevailing EPIs, DCPs, policies, etc, and if the project is inconsistent with such instruments/plans/policies;</li> <li>(d) the views of the other agencies, local council and/or the community if known; and,</li> <li>(e) an identification of any study or investigations undertaken for the preparation of the Metro Strategy or other regional or local strategies that may affect the Project.</li> </ul>
<b>Application Fee</b>	<p>\$1000.00, based on set fee for lodgement of a Major Project application.</p> <p>Outstanding fee's (to be determined) are to be paid at the lodgement of the Environmental Assessment.</p>
<b>Copies of Documentation</b>	10 copies of all documentation lodged (including plans to scale).
<b>Electronic Version of Documents</b>	<p>1 CD in Rich Text Format of all documentation lodged.</p> <p>1 CD in PDF format of all documentation lodged.</p> <p>All plans should be in PDF format.</p> <p><b>Note:</b> In the event that the documentation exceeds 5 Megabytes, you should contact the liaison officer prior to lodgement. Please be aware that you may be required to prepare a website for your Project.</p>
<b>Acceptance of Application</b>	The Director-General will not accept your application until such time as you complete all the information required by this attachment, the accompanying fee, and a completed application form.



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**ANNEXURE C    Tweed Shire Council Development Assessment Panel Minutes, Dated  
18 August 2006**

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**Darryl Anderson Consulting Pty Ltd**

A.C.N. 093 157 165  
Town Planning & Development Consultants

Request for DGEARs  
Project No: TTSC 06/15 – October 2006

Twin Towns Services Club  
Wharf Street, Tweed Heads West

# MINUTES OF THE DEVELOPMENT ASSESSMENT PANEL HELD FRIDAY 18 AUGUST 2006

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## 1. APPOINTMENT:

**Addressed By:** Darryl Anderson, Rob Smith, Baden Godard  
**Postal Address:** C/- Darryl Anderson Consulting  
Suite 7 Corporate House  
8 Corporation Circuit  
TWEED HEADS SOUTH NSW 2486

**Present:** Messrs Lindsay McGavin, Acting Manager Development Assessment;  
Danny Rose, Infrastructure Engineer; Ross Cameron, Manager Building  
Services; Derek Mackenzie, Planning & Infrastructure Engineer; Georgina  
Wright, Tweed Heads Master Plan Officer; and Denni Ball (recorder)

**Property Description:** Lot 1 DP 777183, 2 Wharf Street TWEED HEADS NSW 2485

**Land No:** 22448 DA4030/3580 Pt6

**Proposal:** Partial Demolition of Twin Towns Services Club and New Additions

## Comments:

### 1. Development Services / Engineering Services / Environment and Community Services Division

#### Issues:

- The land is zoned 6(b) Recreation under Tweed LEP 2000 and the proposed development is permissible with consent. The Tweed LEP 2000 is available on Council's website at [www.tweed.nsw.gov.au/planningservice/TweedLEP2000.pdf](http://www.tweed.nsw.gov.au/planningservice/TweedLEP2000.pdf).
- Part 3A – the Minister would be the Consent authority for the proposal given the height and requirement for a SEPP 1 application regarding overshadowing.
- SEPP1 – An objection under the provisions of SEPP 1 are required to accompany the application regarding the North Coast REP requirements for Foreshore overshadowing. In this regard the endorsed Jack Evans boat Harbour concept design by Tweed Shire Council is to be considered in the objection.
- Tweed Heads Master Plan – The provisions of the Tweed Heads Master Plan must be addressed in the application particularly the Jack Evans Boat Harbour interface requirements of the plan. Additionally the nominated height of the site

# MINUTES OF THE DEVELOPMENT ASSESSMENT PANEL HELD FRIDAY 18 AUGUST 2006

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is currently two (2) storeys. Justification for variations to the plan will need to be presented in the application.

- Draft Tweed LEP No 64 – The Tweed Heads Master Plan Draft LEP is required to be considered as part of the application with particular reference to the height requirements. Currently it is noted that the Plan is not certain nor imminent.
- Carparking – The provisions of Carparking would need to comply with DCP 2 - Site Access & Car Parking Code. The applicants have indicated that the carparking demand study will be provided with the application justifying the proposed carparking and any variations to the DCP.
- Access – The application is to be accompanied by suitably detailed engineering plans of preferred options for ingress and egress of large vehicles from Wharf Street, including those proposals involving works on Crown Land. The options shall be considered by Tweed Shire Council's Traffic and Transport Engineer and if deemed suitable may then be referred to the Department of Lands to make suitable arrangements for formalisation of this access in consultation with the applicant.
- In regards to the matters of consideration under Clause 94 of the Environmental Planning and Assessment Regulations, given that previous additions where the subject of a Fire Engineering Report the proponent would need to provide a report demonstrating compliance with performance requirements of the BCA.
- On site treatment of stormwater runoff would be required prior to discharge into the public system in accordance with Council's "Tweed Urban Stormwater Quality Management Plan" ([www.tweed.nsw.gov.au/resourcecentre/stormwater.pdf](http://www.tweed.nsw.gov.au/resourcecentre/stormwater.pdf)) and Development Design Specification D7 – Stormwater Quality ([www.tweed.nsw.gov.au/resourcecentre/StormwaterQualityD7.pdf](http://www.tweed.nsw.gov.au/resourcecentre/StormwaterQualityD7.pdf)). An application under Section 68 of the Local Government Act should accompany the development application to identify all site drainage, stormwater quality devices and proposed stormwater outlets and also any required erosion and sedimentation control measures.
- Further discussions may need to be undertaken regarding other applicable DCP's if necessary.

#### 4. Conclusion:

It is open to the applicant to lodge an application and any such application would be considered on its merits having particular regard to the above issues. The comments provided above are to assist the proponent in preparing an application. No detailed assessment has been carried out and all issues may not have been



# MINUTES OF THE DEVELOPMENT ASSESSMENT PANEL HELD FRIDAY 18 AUGUST 2006

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identified. Therefore, the above advice does not provide certainty of approval being obtained.

**NOTE: THESE ARE DRAFT MINUTES ONLY AND ARE SUBJECT TO CONFIRMATION. IF ANY SUBSTANTIAL CHANGES ARE MADE COPIES OF THE ADOPTED MINUTES WILL BE FORWARDED WITH CHANGES HIGHLIGHTED IN ITALICS**

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There being no further business the meeting concluded at .



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**ANNEXURE D     Email from Magdy Youssef to Rob Smith, Dated 5 March 2006**

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A.C.N. 093 157 165  
Town Planning & Development Consultants

Request for DGEARs  
Project No: TTSC 06/15 – October 2006

Twin Towns Services Club  
Wharf Street, Tweed Heads West

**Nerida Cooper**

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**From:** Rob Smith  
**Sent:** 07 Mar, 2006 7:35 AM  
**To:** Nerida Cooper  
**Subject:** BOM Agenda - building height  
**Importance:** High

Agenda if an official letter does not come before.

-----Original Message-----

**From:** magdyy@bigpond.com [mailto:magdyy@bigpond.com]  
**Sent:** Sunday, 5 March 2006 1:42 PM  
**To:** Rob Smith  
**Subject:** Harbour Tower  
**Importance:** High

I am pleased to advise you that the Project Facilitation team meeting at the team meeting on Friday has recommended to council to correct the anomaly in relation to the height control map in the advertised LEP amendment to reflect the current club buildings height as per your submission.

Hi Ron,

I am currently collating information regarding the current level of investment in Tweed Heads Town Centre. Could you please provide me with the approx gross sale value of the second Harbour tower currently under construction.

Cheers,  
Magdy

---

**Magdy Youssef**

Tweed Heads Masterplan  
Project Facilitation Team

Ground Floor 145 Wharf Street  
Tweed Heads  
PO Box 851  
Tweed Heads NSW 2485

Phone: 07 5536 9517  
Fax: 07 5599 3354  
Mobile: 0417 785 767  
Email: [magdyy@bigpond.com](mailto:magdyy@bigpond.com)

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**ANNEXURE E      Car Parking Report – Eppell Olsen, Dated 20 October 2006**

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Twin Towns Services Club  
Wharf Street, Tweed Heads West

Our Ref CE008530

Contact Shane Healey

30 October 2006

GMP Management  
Level 5  
91 Scarborough Street  
Southport Qld 4215  
Attention: Mr Ian Pert

Dear Sir,

# **TWIN TOWNS SERVICES CLUB EXPANSION PARKING REQUIREMENTS**

Reference is made to our recent discussions regarding the proposed expansions to the Twin Towns Services Club at Tweed Heads. This letter documents preliminary evaluation of parking demands for the expanded club using the same assessment methodology adopted by this firm and documented in reporting dated 11 April 2006. The methodology involves a first principles approach based upon expected maximum patron occupancy (provided by the club) and information on arrival mode and vehicle occupancy identified by previous surveys for the existing club facilities.

The increases in parking demand envisaged to be generated by the expanded club facilities have then been added in accordance with Tweed Shire Council DCP2 requirements.

## Patronage Forecasts – Existing Club

Australasian Traffic Surveys (ATS) was commissioned to undertake patronage surveys at the Twin Towns Services Club on Friday 10 March 2006 between the hours of 8:30am and 10:00pm. These surveys were the basis of the previous parking demand analysis. Friday was identified by Twin Towns management as the peak business day and is therefore considered to be an appropriate design event to ascertain the peak visitation of the club.

The surveys comprised:

- patron door counts at each of the three existing development entrances; and
- patron questionnaire surveys identifying the transport arrival modes and associated vehicle occupancies where appropriate.

The door counts identified that the peak patron accumulation within the club (including show room) was 1,849 patrons which occurred at approximately 8:00pm on the night

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of the survey. The observed profile of patron accumulation is shown graphically in Figure 1.

For the purposes of car parking demand estimation, it is appropriate to consider:

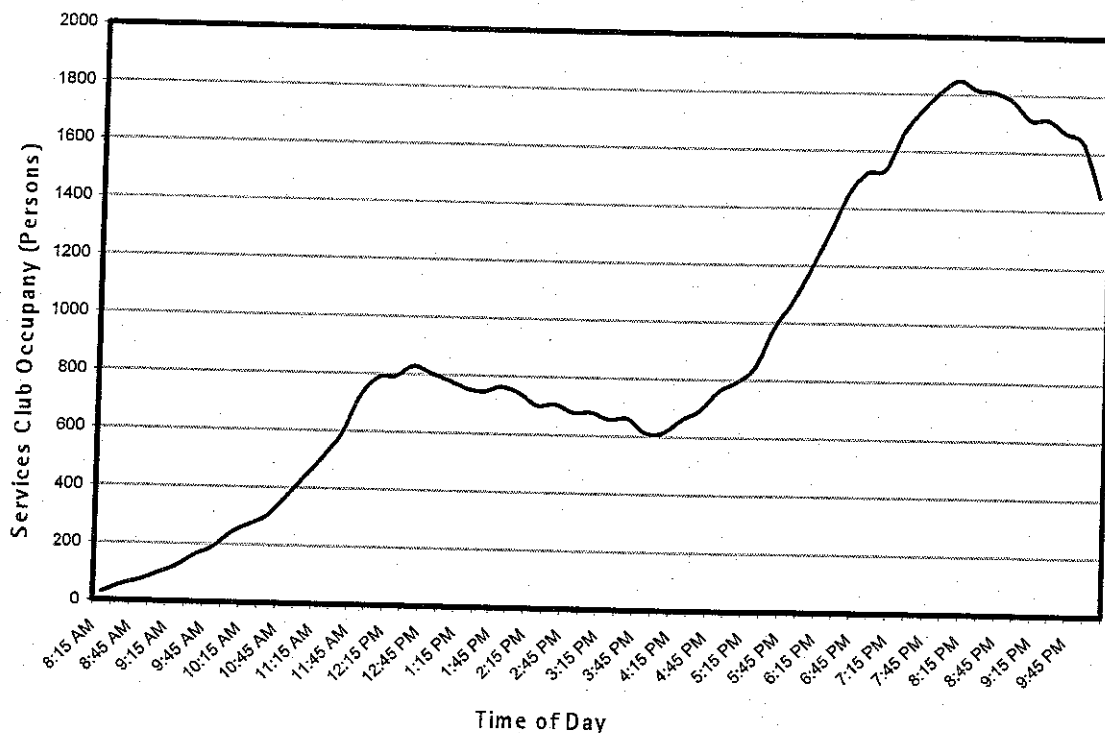
- patrons who are in the club; and
- patrons who are either in the process of arriving or leaving;
- staff.

The patrons who are either arriving or leaving could be searching for or departing a car park and thereby create an overlap in the demand which should be accommodated. To account for this overlap, patrons leaving and departing within the 15 minute period prior to the peak were also included in the club occupancy for the purposes of the car parking calculations.

The peak patron accumulation within the club for the purposes of parking demand for the existing club facilities was therefore **2,083 people**.

**Figure 1**

**2006 Survey Results  
Patronage Accumulation Profile**



Twin Towns management has provided visitation records by month for the full year of 2005. This information identified that August 2005 was the peak visitation month with a total attendance of 81,915 visitors. March 2005 recorded an attendance of 65,212 visitors. Given that the surveys were conducted during the month of March, the surveyed peak patronage has therefore been factored up to the peak month (August) using a ratio of 1.256 developed from 2005 records. In accordance with this

data, the peak design patronage accumulation is calculated to be **2,617 patrons** for the existing club facilities.

#### Patron Arrival Mode

The questionnaire surveys undertaken in March 2006 identified the following breakdown of arrival modes throughout the day:

**Table 1**

**Twin Towns Questionnaire Survey Results**

Arrival Mode	Daily Results (8:00am – 10:00pm)		Time Periods					
			8:00am – 12:00pm		12:00pm – 4:00pm		4:00pm – 10:00pm	
Private car	258	51.3%	136	82.4%	20	34.5%	102	36.4%
Taxi	14	2.8%	0	0.0%	0	0.0%	14	5.0%
Walk	155	30.8%	27	16.4%	9	15.5%	119	42.5%
Bus/Coach	74	14.7%	2	1.2%	28	48.3%	44	15.7%
Bicycle	1	0.2%	0	0.0%	0	0.0%	1	0.4%
Other	1	0.2%	0	0.0%	1	1.7%	0	0.0%

The questionnaire results indicate variance in the mode of arrival across the day with the proportion by private car significantly higher in the morning period. Previous assessments have been based upon the average daily arrival trend which indicated 51.3% by private vehicle. Advice from the club is that this arrival rate is not illustrative of the arrival mode at the peak event time which as proven by the survey results is 34.5% to 36.4% by private vehicle between 12.00pm and 10.00pm. A figure of 45% has therefore been utilised which is more reflective of night time arrival trends but is still conservative.

The total number of patrons therefore expected to arrive via private car during the design event has been calculated as follows:

$$2,617 \text{ patrons} \times 45\% = 1,178 \text{ patrons (by car).}$$

#### Vehicle Occupancy

The questionnaire surveys requested information on the vehicle occupancy for those patrons arriving by private vehicle. On average, the vehicle occupancy recorded was 2.21 persons per vehicle. It is noted that the vehicle occupancy ranged between 2.13 and 2.29 depending on the time of day which represents a fairly consistent result. The peak guest car parking accumulation, using the average occupancy figure observed, is calculated as follows:

$$1,178 \text{ patrons} \div 2.21 \text{ patrons per car} = 533 \text{ cars.}$$

#### Employee Parking Demands

Employee parking demands have been calculated in the same manner as that identified for patrons, with the exception that no allowance for overlap was incorporated. Twin Towns management has advised that a total of 148 employees currently work during the evening shift, being the peak guest patronage time. The breakdown of arrival mode for staff was confirmed via the original questionnaire survey; the results of which indicated that 82 staff or approximately 55.4% of staff arrive via private vehicle. Assuming a vehicle occupancy of 1 staff member per vehicle, the peak car accumulation for staff will be in the order of **82 cars**.

The total peak car accumulation is then calculated as the sum of visitor/patron cars and staff cars as follows:

**553 guest cars + 82 staff cars = 615 cars.**

Using the above methodology and questionnaire information regarding arrival modes, the peak car parking demand associated with the existing Twin Towns Services Club development during a Friday night and factored up to represent the busiest month of the year is currently in the order of **615 spaces**.

The above analysis is consistent in approach with reporting previously prepared for the Twin Towns Services Club but the total has been reduced as a result of using the night time arrival mode data

#### Expanded Club Facilities – Parking Requirements

The proposed expansions to the services club are understood to primarily include refurbishment of existing club areas and some increased facilities. Bayden Goddard Design drawing 335 SK-02 (copy attached) describes the following floor area increases:

- new cinemas and meeting rooms – 280 seat capacity;
- new ballroom – 810sq.m floor area.

It is considered reasonable to calculate additional car parking requirements for these uses in accordance with criteria documented in Tweed Shire Council Development Control Plan No. 2 – Site Access and Parking Code (DCP2).

The relevant requirements for the above uses in the recently adopted DCP2 are:

- cinema – 1 parking space/10 seats;
- function centre – 0.3 parking spaces/seat plus 0.5 parking spaces/staff.

Table 2 therefore presents the calculations of additional car parking requirements.

**Table 2**

#### *Car Parking Requirements (DCP2)*

Land Use Component	Yield	Parking Rate (DCP2)	Parking Requirement (Spaces)
Cinema/Meeting Room	280 seats	1 space/10 seats	28
Ballroom	810sq.m (400 seats/10 staff)	0.3 spaces/seat + 0.5 spaces/staff	125
<b>Total</b>			<b>153</b>

Given the location of the services club within the Tweed Heads CBD area, the proximity to surrounding accommodation opportunities and extensive promotion of accommodation packaging undertaken by Twin Towns, it is likely that a high proportion of patrons to the above uses will also be patrons of surrounding uses including particularly the Harbour and Ocean resort towers. The parking demand for the new uses is therefore likely to be significantly lower than the isolated rates documented in DCP2.



Section 4.8 of DCP2 allows for a reduction of up to 30% of parking requirements for land uses within the Tweed Heads CBD area. Further, Table 4.9 states that the requirements for reception and conference centres can be reduced where the facility is attached to a hotel.

Surveys of usage of hotel ancillary facilities undertaken by this firm in the Cairns CBD reported around 50% usage of these ancillary facilities by guests of the adjacent hotels.

On the basis of the above information, it is considered reasonable to relax the requirements of the ballroom by 50% and restaurant/cinema facilities by the 30% envisaged by DCP2.

The total parking demand envisaged for the club is therefore **698 spaces** representing the sum of the previous demand calculations (615 spaces for the existing club facilities) and the requirements of the new uses in accordance with DCP2 (83 spaces).

#### Parking Supply

Parking supply for the Twin Towns club is provided in three locations being:

- at ground level beneath the services club;
- within the basements of the Harbour and Ocean towers;
- on street within the area surrounding the club (e.g. Wharf and Boundary Streets).

Table 3 below presents the available supply located within the twin towns development lands. This table excludes any use of Council controlled land on the foreshore of the Jack Evans Boat Harbour which has to date been utilised for some car parking, and includes the number of spaces proposed on the service club site subsequent to the proposed modifications.

**Table 3**

**Twin Towns Development Parking Supply**

Site	Spaces available to the Services Club	Residential Spaces	Retail Spaces	Resort Spaces	Hotel Spaces	TOTAL
Ocean Tower	307	109	0	0	59	475
Harbour Tower	309	0	14	198	0	521
Services Club	123*	0	0	0	0	123
<b>TOTAL</b>	<b>739</b>	<b>109</b>	<b>14</b>	<b>198</b>	<b>59</b>	<b>1119</b>

\* Advice from B&P Surveys identifies that the 198 resort spaces are available to both resort uses and the services club.

\* The total number of spaces has reduced from that documented in correspondence dated 18 May 2006 given that the use of Council controlled foreshore parking has now been deleted.

The above summary tabulation indicates that the parking supply exclusively available to the services club is some **41 spaces** surplus of the demand identified.

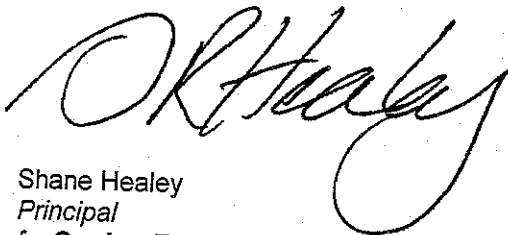
B&P Surveys has identified that a further 100 spaces within the Stage 2 Tower (Harbour Tower) are available for shared use of the resort and the services club. If 50 of these spaces were available to the club at the peak demand time, the surplus would increase to 91 spaces.

It is noted that use of the average arrival mode figure (51.3%) results in a surplus of 16 spaces, assuming that 50 of the shared spaces are made available to the club facilities.

It is also recognised that the methodology adopted herein is an estimate based upon the surveyed (aggregated) results and therefore incorporates some degree of error. However, even when adopting the most conservative assumptions, the likelihood of overflow occurring on street as a result of insufficient on site car parking appears to be low.

Please call should you have any queries in relation to this matter.

Yours faithfully



Shane Healey  
Principal  
for Cardno Eppell Olsen



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**ANNEXURE F      Letter from Department of Lands, Dated 4 August 2006**

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**Darryl Anderson Consulting Pty Ltd**

A.C.N. 093 157 165  
Town Planning & Development Consultants

Request for DGEARs  
Project No: TTSC 06/15 – October 2006

Twin Towns Services Club  
Wharf Street, Tweed Heads West

## Department of Lands

Land Administration & Management  
Property & Spatial Information

Mr Rob Smith  
General Manager  
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4 August 2006

Dear Rob

Thank you for meeting with the department on 28 July 2006 regarding the redevelopment of the Twin Towns Services Club and, specifically, the potential impacts on the adjoining Crown land.

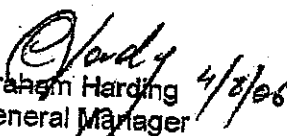
The department is now fully appreciative of the Club's access requirements and its intent to orient the premises to face the Harbour as indicated in the Master plan. The department supports the Club in its intentions to re-orient the club and considers it will also benefit the local community and tourists.

As explained at our meeting the department is strongly of the view that the narrow strip of Crown land separating the Club and the Harbour should not be used for road construction purposes. This would seriously compromise the objectives of the Master plan and would be adverse to the best use of the site. The Master plan aims to significantly increase the pedestrian traffic in this area and it would not be appropriate to allow a potential conflict in this area with cars, buses and trucks.

Additionally, the department is concerned that the Club has not undertaken sufficient examination of creative design solutions that would enable access requirements to be contained on its own property. The Club should undertake a thorough examination of alternative options and also liaise closely with Tweed Council to resolve traffic management issues.

The department looks forward to receiving revised options from the Club that meet the above criteria.

Yours sincerely

  
Graham Harding  
General Manager  
Crown Lands NSW





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**ANNEXURE G      Letter from Department of Lands, Dated 21 September 2006**

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**Darryl Anderson Consulting Pty Ltd**

A.C.N. 093 157 165  
Town Planning & Development Consultants

Request for DGEARs  
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## Department of Lands

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Dear Sir

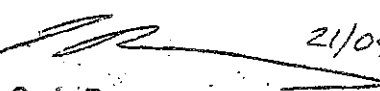
I refer to the last meeting of the Tweeds Heads Masterplan Implementation Committee (THMIC) on September 5.

The Chairman of the Twin Towns Services Club presented the latest proposal for redevelopment of sections of the Club. I can confirm that from the Department's perspective this proposal is preferable to earlier versions.

In order to facilitate a superior solution to the Wharf Street entrance the Department is willing to entertain some minimal acquisition of land within the adjacent park. The extent and rationale of the proposed acquisition should be negotiated with the Department at your earliest convenience and well before proposed development application plans are completed. This is to ensure there are no last minute difficulties relating to this issue.

The Department looks forward to receiving the Club's proposal in this regard.

Yours faithfully



21/09/06  
Craig Barnes  
Regional Manager - North Coast  
Crown Lands NSW