

Attachment 1: Tweed Development Control Plan 2008 – Draft Section B28 Club Banora Response to submissions

Submission	Theme	Summary	Response	Recommendation
1	Disapproves	<p>More retail development not needed and will make it more difficult for shop owners in the Banora Point Shopping Village.</p> <p>Roundabout at Darlington Drive and Leisure Drive is already so busy.</p>	<p>A Market Potential and Economic Impact Assessment has been completed by Pitney Bowes in 2010 justifying the economic benefits of an expansion of retail adjoining the existing Banora Point Shopping Village.</p> <p>A traffic Impact Assessment has been completed which demonstrates that with certain improvements to the local road network, including upgrading of the intersection of Darlington and Leisure Drives that the additional traffic generated can be sustained.</p>	<p>Submission to be acknowledged.</p> <p>No changes required.</p>
2	General objection in current form	<p>Object to the implementation of the planning proposal and DCP in the current form, on the grounds of affecting the character of Banora Point and the economic viability of existing retail facilities, and inconsistent with Council's seven retail principles.</p>	<p>The site currently comprises an extensive car park fronting Leisure Drive, bowling greens and part of the existing Club Banora main building.</p> <p>Rezoning of the site B2 Local Centre is consistent with the current zoning of the adjoining Banora Point Shopping Village and is therefore seen as a logical extension of the existing shopping facilities provided and consistent with the character of the site and adjoining development.</p> <p>The DCP proposes an objective, and guidelines, design principles and controls to facilitate integration of any development on the site with the adjoining retail facilities and therefore provides for an expansion of the existing character of the site.</p> <p>The DCP also seeks to improve presentation of any development by incorporating active street frontage principles at the concept and design stage of the planning process which seeks to strengthen the visual</p>	<p>Submission to be acknowledged.</p> <p>No changes required.</p>

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			<p>amenity and character of this part of Banora Point..</p> <p>The submitted Market Potential and Economic Impact Assessment (Pitey Bowes) concluded additional retail and commercial development over the site would not threaten the ongoing viability of the existing surrounding centres.</p>	
	<p>Economic impact assessment for retail development exceeding 1,500 square metres</p>	<p>That the Market Potential and Economic Impact Assessment of Pitney Bowes in 2010 is inadequate to solely be relied upon for future retail development, and that an economic impact study should be done for development over 1,500 square metres consistent with DCP A13 - Socio Economic Impact Assessment.</p> <p>Recommends that at a minimum the draft DCP be amended to adopt a 1,500 square metre threshold above which an Economic Impact Assessment is required.</p>	<p>Given the local centre context and that the subject site will form a logical extension of the existing shopping facilities provided at Banora Shopping Village, 5000sqm GFA is considered to be an appropriate threshold before requiring a supporting economic impact study as part of a future development application.</p> <p>This is supported by the findings of the submitted Market Potential and Economic Impact Assessment (Pitney Bowes) which provided an assessment of population, new dwelling approvals, socio-demographic profile and projections, retail expenditure capacity, competitive context, nature of likely impacts, retail specialty potential, and consideration of broader trading impacts. The indicated that a development of a greater size(5,284 - 5,450sqm GLA) could be supported without impacting the viability of existing surrounding retail centres.</p>	<p>Submission to be acknowledged.</p> <p>No changes required.</p>

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	Inconsistent with Economic Impact Assessment	<p>The Pitney report was not based on a specific proposal but on a hypothetical 3000 square metre retail development and 400 square metre specialty shops.</p> <p>That development up to the 5000 square metre cap "has the potential to cause significant adverse economic impacts for the Banora Central shopping centre".</p>	<p>The Pitney Bowes assessment provided an assessment based on the completed centre containing a total of 5,284/5,450 square metres Gross Lettable Area of retail floor space, comprising 3,800 square metres of supermarket and 1,484 square metres of specialty retail, which they point out is almost 1,000 sq.m less than the benchmark for this type of centre (Pages 9 & 35 Pitney Bowes 2010).</p> <p>Pitney Bowes point out that the proposed centre would not contain any mini-major tenants (retail tenants of at least 400 square metres)</p> <p>No economic impact assessment has been provided as part of this point of objection to justify the stated "significant adverse economic impacts for the Banora Central shopping centre".</p>	<p>Submission to be acknowledged.</p> <p>No changes required.</p>
	Principle P1 not strong enough	<p>Planning design principle P1 is not strong enough, with the use of the word "encourage" does not provide strength or conviction. Replace with 'achieve' or 'provide' would make the principle more effective.</p>	<p>Agreed that the wording could be more direct in its intention.</p>	<p>Planning and Design Principle 1: change "Encourage" to 'Provide'.</p>

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	Control C2	Wording of this control suggests that retail development only needs to address Council's retail principles as part of an economic impact assessment if the premises exceeds 5000 square metres.	<p>A Market Potential and Economic Impact Assessment (Pitney Bowes) was completed for development with a GLA of 5,284/5,450 square metres.</p> <p>The draft DCP proposes an area less than this at 5000 square metres (GFA) as an appropriate threshold before requiring an economic impact study.</p>	Amend wording of Control C2 to include reference to Gross Floor Area.
	Inconsistency with Council's retail principles	5000 square metre retail is likely to be inconsistent with the character of the existing towns and does not protect the Banora Central shopping centre; allows for a new retail centre; is beyond the scale of "incremental expansion" of the existing Banora Point Shopping village; that development may be of a scale that may impact on the hierarchy of centres such as the larger centre and commercial area of Tweed Heads South; questions the definition of "district retail shopping centre" citing a close approximation as "District supermarket", or "Comprehensive supermarket".	<p>The site is already developed as a carpark, bowling greens and club facilities, and adjoins an existing retail shopping centre. The character of the location is already established as being retail and commercial, non-residential.</p> <p>This proposal is not for a new retail centre, it is an extension of the adjoining B2 Local Centre zoning which contains the Banora Point Shopping Village with a gross floor area of approximately 6,200 square metres, who did not object to the DCP.</p> <p>No detail has been provided as part of this objection to justify the assertion that expansion of retail development will affect the hierarchy of centres such as the larger centre and commercial area of Tweed Heads South. The Pitney Bowes assessment identifies a gross lettable area of Tweed Heads South as 46,700 square metres, Centro Tweed at 18,600, Banora Point Shopping village 3,200, Banora Central at 3,400, and Tweed Heights Shopping Village at 700, and Terranora Village at 900 square metres.</p> <p>Pitney Bowes 2010 report (page 44) tabulates the</p>	<p>Submission to be acknowledged.</p> <p>No changes required.</p>

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			<p>potential impact of the Club Banora development on existing retailers within main trade area, by comparing their post-development projected sales with:</p> <ul style="list-style-type: none"> • 2010 estimated sales, and • Sales projections for these retailers assuming the Club Banora development does not proceed. <p>These comparisons illustrate the following:</p> <ul style="list-style-type: none"> • Projected sales levels for existing retailers throughout the trade area in 2013, assuming that the Club Banora development goes ahead, would be on average 2.6% higher than the current estimated 2009/10 sales. • As compared with the sales volume which all other retailers in the main trade area are projected to achieve in 2013 if the Club Banora development does NOT proceed, the post-development sales volume would be on average 9.7% lower. <p>Once fully operational, the proposed Club Banora retail facilities would be likely to employ around 289 people. Allowing for an estimated 5% of the total increase to be as a result of reduced employment at existing retail facilities in the region, the net additional jobs for the area provided at the Club Banora retail development are estimated at 275.</p>	

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3	Principle P2	<p>An existing underground drainage line and easement lies adjacent to the common boundary with the Banora Point Shopping village.</p> <p>It is requested that Council acknowledge that any integration would be limited to parking, landscaping and vehicle/pedestrian access.</p>	<p>Presence of the drainage infrastructure and easement is acknowledged and will have an impact on the ability of integration between the existing Banora Point Shopping Village and development on this site to occur.</p> <p>Notwithstanding this physical limitation to certain types of development, it will not be until detailed design is provided with any development application, that the ability of development to accommodate such infrastructure cannot be appropriately considered. The intent is to provide physical connections as well as visual links between the two sites. As such the integration could form part of an overall public domain scheme which provides pedestrian as well as vehicular connectivity.</p> <p>Presence of the stormwater drainage pipes and easement will be considered at the development application stage in consideration of Council's Easements Policy..</p>	<p>Submission to be acknowledged.</p> <p>No changes required.</p>

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	Principle P7	<p>In the context of the existing streetscape, adjacent uses and commercial design requirements for supermarket based retail outlets, it is submitted that the requirement for an activated leisure Drive frontage will not deliver a desirable urban design outcome with the existing Banora Point Shopping Village setback and to the west will remain carpark.</p> <p>Recommends amending the principle to read 'Define the Leisure Drive interface with appropriate landscaping and pedestrian/vehicular access, with a preference to locate larger floor [plate uses, such as supermarkets, deeper within the centre floor space'.</p>	<p>While adjoining development is setback or remains as carpark, the ability of redevelopment to improve the amenity of the streetscape cannot be ignored.</p> <p>The DCP seeks to encourage consideration of creative urban design principles and practices to invigorate the street frontage improving access and making the street frontage more attractive to pedestrians and shoppers.</p> <p>The DCP also seeks to encourage consideration of these principles at the concept stage and to discuss such concepts with Council officers to ensure that where possible this outcome is achieved.</p> <p>An activated street frontage relies on the ability of development to 'merge' with the street frontage and take advantage of pedestrian access and landscaping with development that is not forced to the road reserve boundary, but integrated with a street frontage that caters for both business and the community.</p> <p>Final assessment of any proposal will be determined at the development application stage.</p>	Change the wording of Principle P7 to use the term 'addresses' rather than "fronts'.

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4	Overall redevelopment of the entire Club Banora site	<p>Concern the future of facilities such as some of the car parking, the Golf Pro Shop and half way house, bowling greens and beer garden will be removed as a result of the rezoning with lack of information about what will happen to the majority of the Club Banora site not subject of this planning proposal.</p>	<p>This Development Control Plan (DCP) seeks to provide guidance for the consideration of two issues specific to the site; namely the extent of retail development, and the desirability of integration with the existing Banora Point Shopping village.</p> <p>The planning proposal (rezoning) which preceded this DCP is for a small part of the overall Club Banora property on land in the north eastern corner of the property only. The rezoning is necessary to allow development that would otherwise not be permissible under the current zoning.</p> <p>Redevelopment of the remainder of the property not subject of this planning proposal and DCP and are outside the scope of this exhibition. Matters relating to the redevelopment of that part of the Club Banora property outside the boundaries of this rezoning should be directed to the management of Club Banora.</p>	<p>Submission to be acknowledged.</p> <p>No changes required.</p>
5	No objection to preparation of DCP to restrict retail development in accordance with Council's retail principles	<p>Supports the inclusion of principles to address the limitation of retail gross floor area on the site.</p> <p>Considers the wording of the DCP to be insufficient to address the potential impacts on existing retail hierarchy of Tweed Shire.</p> <p>Supports Objective 1 and would oppose any attempt to dilute or weaken the</p>	<p>The intention of the request is supported but with the use of the term 'local' rather than "neighbourhood" which is applied in Tweed LEP 2014 to the B1 Neighbourhood Centre zone.</p>	<p>Change objective 1 to use the term 'local' rather than "neighbourhood" as suggested in the submission.</p>

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		<p>objective.</p> <p>Suggests that Principle 1 be reworded to read "P1. Encourage a compatible scale and range of neighbourhood based retail services available to the Banora Point catchment area consistent with Council's adopted retail principles".</p>		
	DCP to apply to adjoining land	To achieve the objective of integration with the existing adjoining Banora Point Shopping Village the DCP should apply to both sites.	<p>Draft DCP B28 Club Banora was prepared in response to concept plans for the site which is currently dominated by a carpark, bowling greens and part of the Club Banora building.</p> <p>The Banora Point Shopping Village is an existing shopping centre and therefore presents less redevelopment opportunity; however, this does not preclude the opportunity for greater integration in the future.</p> <p>Notwithstanding this, the concept of integration of the two sites where possible is the preferred outcome sought by the DCP to facilitate both pedestrian and vehicular passage between the two sites and encourage a more coordinated shopping experience for shoppers.</p> <p>The preparation of a site analysis plan documenting the site context, constraints and opportunities at the development application stage will include consideration of adjoining development but will not impose similar</p>	<p>Submission to be acknowledged.</p> <p>No changes required.</p>

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			<p>considerations on the existing Banora Point Shopping Village.</p> <p>Physical limitations associated with the presence of the stormwater pipes and drainage easement along the common boundary will at this time limit the potential for full integration of the two sites.</p> <p>Submissions received, and comments made at the Banora Point Resident's Association meeting of July 2015 raised the issue of integration of the two sites and the desirability of a coordination of pedestrian and vehicular access.</p> <p>While integration of new development with the existing Banora Point Shopping Villages is a principle objective of the DCP, and a preferred outcome of the Village management, the DCP was exhibited in relation to development of the Club Banora site only and no action at this time is recommended.</p>	