

REPORT MOVED FROM CONFIDENTIAL TO ORDINARY AT MEETING

REPORT FROM THE DIRECTOR COMMUNITY AND NATURAL RESOURCES

C3 [CNR-CM] Tweed Heads Cultural Precinct

SUBMITTED BY: Community and Cultural Services

This item was moved from Confidential to Ordinary Session at meeting - Minute No 375 refers.
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Valid



Supporting Community Life

LINKAGE TO INTEGRATED PLANNING AND REPORTING FRAMEWORK:

- 2 Supporting Community Life
 - 2.5 Provide vibrant and accessible town, community and business centres
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SUMMARY OF REPORT:

This report provides a summary of the constraints and options for three sites that could be considered for community cultural infrastructure in the Tweed Heads area. Each of the sites requires more detailed investigation and the costings provided are indicative only, based on mass concept drawings and do not include costs for the additional studies required to scope this project. If any option were to be pursued further, a detailed cost estimate should be provided by a Quantity Surveyor.

The options outlined would contribute to the implementation of the following directions within the Economic Development Strategy:

- D3: Continue implement the Tweed Heads CBD Masterplan
- D6: Investigate suitable locations which may be offered to attract NSW Government offices in Tweed Heads
- D7: Undertake a Masterplan and feasibility study that activates the Jack Evans Boat Harbour
- D38: Undertake a feasibility study which investigates the supply, need, commercial feasibility and option for an events facility capable of supporting more than 500 people. This will also investigate private sector, state, federal and public-private partnership funding opportunities

RECOMMENDATION:

That Council:

1. **Proceeds with the development of a functional brief and business case for community cultural facilities at Tweed Heads based on the outcomes of the Cultural Plan and Community Infrastructure Network Planning.**
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- 2. Subject to the affirmative resolution of Council in regards to the report on 1-3 Bay Street Tweed Heads (comprised in Lots 8 Section 2 DP 759009, Lot 1 DP 880816 and Lot 7035 DP 1053313), proceeds with a cost benefit analysis of the commercial benefit and risks including opportunities for public/ private partnership on the site for mixed public/private use.**
- 3. Considers a further report on the outcomes of the functional brief, business case and cost benefit analysis for a public/ private partnership on the site at 1-3 Bay Street Tweed Heads prior to calling for an expression of interest at this site.**

REPORT:

Background:

A report in response to a Council Notice of Motion to investigate sites and/or locations that would be suitable for a cultural precinct and a community centre in the Banora Point/Tweed Heads area was provided to the 12 December 2013 meeting of Council. At that meeting it was resolved that:

1. Council notes the preliminary information regarding site options and identified community infrastructure requirements for the Tweed Urban North region identified in this report.
2. Council notes that a cross-divisional working group will be established, led by the Community and Cultural Services Unit, to develop a framework for planning and developing Council's community infrastructure network.
3. A discussion paper is prepared for the April 2014 meeting of Council presenting the proposed Community Infrastructure Framework and summarising identified community infrastructure requirements in the Tweed Urban North region, to be released for public comment and facilitate community and stakeholder engagement, subject to Council approval.
4. The Community Infrastructure Framework allocation of \$20,000 from section 94 funds has been utilised for a peer review of the framework and for planning work for the Tweed Civic and Cultural Centre upgrade with a balance of \$14,940 remaining.
5. Subject to Council consideration of public comments and identified community infrastructure requirements:
 - (a) seek further funding under Section 94 CP 15 for detailed planning, analysis and preliminary design work for community infrastructure site options and facilities in the Tweed Urban North region
 - (b) commence detailed planning and analysis for community infrastructure in the Tweed Urban North region including costing of facility options, site analysis, feasibility assessment and preliminary/concept design.

Update on actions arising from these resolutions

An update on the resolutions above:

1. Three of the site options noted in the report to Council December 2013 are included in this report for consideration by Council as options for further development.
2. An internal cross department working group was convened and continues to meet regularly to review the Community Infrastructure Framework - Network Planning. The auditing baseline for the Network Plans for community and cultural facilities across the Shire is due for completion by July 2015. The audit will provide data on Council's existing assets, their distribution, condition and performance levels, and a basis for consultation and planning in late 2015 and in sequence with the Fit for the Future deliberations.

3. The Community Infrastructure Framework was adopted by Council in October 2014 following public consultation and a peer review.
4. The Community Infrastructure Framework was peer reviewed by an expert in the field and consulted prior to reporting to Council in October 2014 at a cost of \$1,716, leaving remaining funding of \$18,284.

On 10 April 2014 Council resolved to purchase the riverside campus of Southern Cross University in Brett Street Tweed Heads and to redevelop the site to include Council offices, an expanded library and community meeting spaces in the existing Administration Centre.

The Cultural Plan is commencing and will include community consultation and research to identify themes and aspirations for the Shire and opportunities for Council to support cultural activity.

Tweed Heads Cultural Precinct Site Options

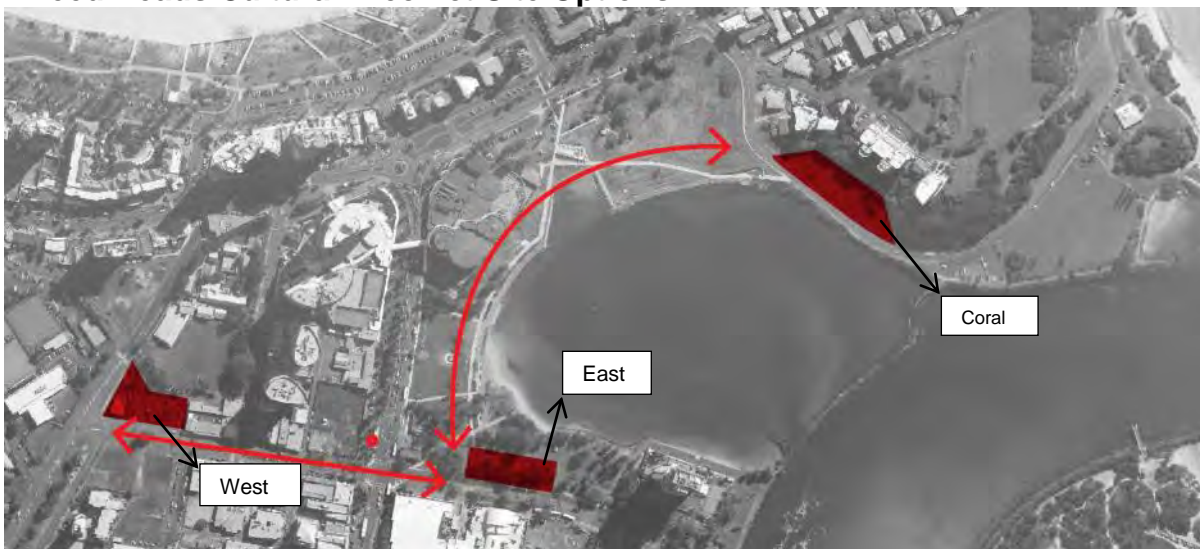


Image: Collection of cultural uses throughout the Tweed CBD provides opportunity for progressive and staged development whilst activating key public domain and civic spaces.

Three sites were selected within the Tweed CBD and Jack Evans Boat Harbour precincts as a means to conceptually explore spatial relationships between indicative cultural land uses within the city centre context, provide an indicative floor space based costing and understand broad site constraints. These sites are:

- Bay Street (West) -Former Fire Station Site
- Coral Street
- Bay Street (East) - Chris Cunningham Park Car Park Site

The intent of the three tested concepts was to inform the Community Infrastructure Framework (CIF) planning process and provide the first preliminary step to inform future design and functional briefs based on the ultimate needs analysis and findings of the CIF process.

Further, given two of the three sites are identified as being 'key sites' under the Tweed City centre LEP 2012, there is opportunity for the ultimate design investigations to be run as a cultural precinct design or ideas competition in accordance with the design excellence clause of the TCC LEP 2012.

Bay Street (East) - Mixed use development concept

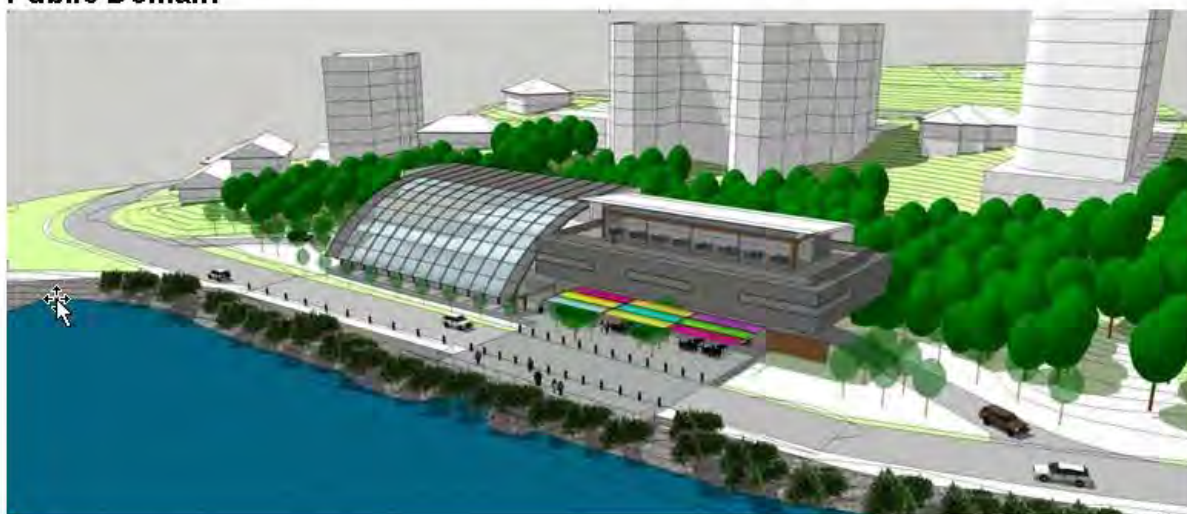


Bay Street Site - Mixed use development (Retail, commercial, community, residential)	
Site Address	1-3 Bay Street Tweed Heads
Site Description	7035//1053313; 1//880816; 8/2/759009 The disused Fire Station building with at grade car parking, currently under a residential tenancy.
Site Area	3535sqm
Land tenure	TSC Community land
Current Zoning (Tweed City LEP 2012)	B3 Commercial Core
Building Height	49.5m AHD (+10% under TCLEP 2012 under design competition)
FSR	4.5:1
Key Site - TC LEP 2012	Yes
Proposed Concept	<p>Taking advantage of the commercial core zoning and building height of 49.5 AHD, the mixed use development concept creates a north facing piazza at the ground plane creating a pedestrian link between Bay Street and Dixon Street fronted by active retail floor space. This piazza divides the site into two key development sites along a north south axis upon which two mixed use towers have been conceptually explored. The use of these towers could indicatively include a combination of ground floor retail uses, community uses, commercial uses to podium level with residential units to the upper levels. The commercial and community allocations, occupying the podium level could be largely interchangeable. The proposition would rely on a double basement car park.</p> <p>The design approach of proposing two more slender towers proposed across the site rather than a single larger building has the potential to ameliorate amenity impacts by allowing for the penetration of natural light and view opportunities between. The two towers also serving to breakdown the overall visual building bulk and scale across the site. The curving facade form maximises the north facing aspect for residential units, each with a generous outdoor amenity space/balcony with service areas allocated to the southern and western zone of the floor plate.</p>

	<p>The development of this site would contribute to the following directions within the Council's Economic Development Strategy:</p> <p>D3: Continue to implement the CBD Masterplan.</p> <p>D6: Investigate suitable locations which may be offered to attract NSW government offices in Tweed Heads.</p>			
Indicative floor area breakdown and building cost	Building Use	Approx Sqm	Sqm rate *	Indicative cost*
	Retail Units	1140sqm	\$2965psm	\$3 380 100
	Commercial space	2530sqm	\$2330 psm	\$5 894 900
	Community space	2530sqm	\$2330 psm	\$5 894 900
	Residential Units	16 330sqm	\$2171 psm	\$35 452 430
	Basement Car park	6000sqm	\$1271 psm	\$7 626 000
	TOTAL			\$58 248 330*
<p>* Indicative costs based on indicative floor space build rates from the Institute of Quantity Surveyors Building Cost Index March 2015 and is only based on massing/concept diagrams. The rate does not include allowance of development fees/costs, development contributions, landscape and public domain which would require a more detailed cost breakdown based on a more detailed design proposition.</p>				
Essential Services	The site has access to water, sewer and electrical networks.			
Flood Prone	The site is not flood prone.			
Constraints / Risk / Further Consideration	The subject site has been identified as a key site under the Tweed City LEP and as such any future development proposition would need to be the subject of a design competition in accordance with the design excellence clause of the TCLEP2012.			
	Historic Investigations (Railway line alignment)			
	Due to the anticipated estimate cost the consent authority is likely to be the Joint Regional Planning Panel.			
	Double basement car park could be cost prohibitive against likely retail, commercial and residential development yield. Opportunities may be present to coordinate parking to provide a precinct wide solution.			
	Potential amenity impacts on surrounding residential accommodation (south) with regards to building height, bulk, scale, view loss, overshadowing, loss of amenity and privacy.			
	The land is currently classified as community land, and is not currently included in a plan of management for community land, so it constrained as to potential development until the parcel is re-classified as operational land and/or a plan of management is developed and adopted for the parcel pending the classification of the land.			

Additional studies required	Community Infrastructure Planning and Cultural Plan to determine need and establish functional brief for required community and public uses / buildings.
	Cost benefit analysis of the commercial benefit and risks including opportunity for public / private partnership.
	Scheme design development to establish functional brief requirements to ascertain more detailed indicative project budget.
	Housing need analysis to determine the residential and housing affordability composition.
	Traffic and car parking study.
	Geotechnical, acid sulphate soils and ground water and wind effect investigations.

Coral Street Concept - Indicative Performance Space, Exhibition space, Events and Public Domain



Coral Street Site - Mixed use development (Performance Space, Museum and ancillary uses)	
Site Address	Coral Street (North East side of Jack Evans Boat Harbour)
Site Description	703//877250 Currently a flat vacant allotment with rock escarpment forming northern boundary of the site.
Site Area	6004.9sqm
Land tenure	Crown Land
Current Zoning (Tweed City LEP 2012)	B4 Mixed use
Building Height	15m (+10% under TCLEP 2012 under design competition)
FSR	2.25:1
Key Site - TC LEP 2012	Yes
Proposed Concept	<p>Taking advantage of the frontage and views to Jack Evans Boat harbour the proposition includes a redefined public domain area fronting the site and Coral Street providing access down to the waterline, a performance space, exhibition space with a half basement car parking area below the podium level. The meeting EDS exhibition space could potentially include two floors of exhibition and ancillary space (back of house, office, storage, services) with the third level having the potential as an events venue with catering facilities and elevated balcony overlooking Jack Evans Boat Harbour.</p> <p>The indicative building form and relatively reduced height acknowledges the escarpment to the north and the potential to impact view lines from the residential uses above. The conceptual architectural form acknowledges site opportunities and constraints including potential for a rolled glazed facade to the performance space building aims to filter natural light into the south facing site/space during daylight and then accentuate the illuminated sculptural form of the performance space by night. On the harbour side of Coral Street there</p>

is potential for a smaller kiosk providing an active use along the arcing public domain promenade linking the CBD, Jack Evans Boat Harbour and Duranbah Beach. This would contribute to D7: Undertake a feasibility study and Masterplan that activates the Jack Evans Boat Harbour Precinct.

The development of this site would contribute to the following directions with Council's Economic Development Strategy:

D3: Continue implement the Tweed Heads CBD Masterplan
 D6: Investigate suitable locations which may be offered to attract NSW Government offices in Tweed Heads
 D7: Undertake a Masterplan and feasibility study that activates the Jack Evans Boat Harbour
 D38: Undertake a feasibility study which investigates the supply, need, commercial feasibility and option for an events facility capable of supporting more than 500 people. This will also investigate private sector, state, federal and public-private partnership funding opportunities

Indicative floor area breakdown and building cost	Building Use	Approx Sqm	Sqm rate *	Indicative cost*
	Performance Space	3000sqm	\$7296	\$21 888 000
	Museum	2000sqm	\$2648	\$5 296 000
	Events Space	1000sqm	\$2330	\$2 330 000
	Kiosk	200sqm	\$2224	\$444 800
	Car park	2000sqm	\$1271	\$2 542 000
	Total			\$32 500 800

* Indicative costs based on indicative floor space build rates from the Institute of Quantity Surveyors Building Cost Index March 2015 and is only based on massing/concept diagrams. The rate does not include allowance of development fees/costs, development contributions, landscape and public domain which would require a more detailed cost breakdown based on a more detailed design proposition.

Essential Services	The site has access to water, sewer and electrical networks.
Flood Prone	The site is not flood prone.
Constraints / Risk / Further Consideration	The subject site has been identified as a key site under the Tweed City LEP and as such any future development proposition would need to be the subject of a design competition in accordance with the design excellence clause of the TCLEP2012.
	The site is currently the subject of a Native Title Land Claim and NSW Aboriginal Land Rights Claim.
	With the Crown as the owner of the site, any future development potential would need to be investigated collaboratively. Crown Lands and TSC have had preliminary discussions regarding an MOU relating to the development of this site, but was stalled.

	<p>Due to the anticipated estimate cost the consent authority is likely to be the Joint Regional Planning Panel.</p>
	<p>Semi submerged basement car park could be cost prohibitive against likely development yield and commercial return.</p>
	<p>Potential amenity impacts on surrounding residential accommodation (south) with regards to building height, bulk, scale, view loss, overshadowing, loss of amenity and privacy.</p>
	<p>Given construction could only proceed with significant capital contribution from Commonwealth, State Government and/or joint venture with Gold Coast City Council who would/could also partly share in the ongoing operational costs.</p>
<p>Additional studies required</p>	<p>Community Infrastructure Planning and Cultural Plan to determine need and establish functional brief for required community and public uses / buildings.</p>
	<p>Cost benefit analysis of the commercial benefits and risks.</p>
	<p>Scheme design development to establish functional brief requirements to ascertain more detailed indicative project budget.</p>
	<p>Traffic and car parking study.</p>
	<p>Geotechnical, acid sulphate soils and ground water investigations.</p>

Bay Street (East) Concept - Indicative Cultural, Retail, Community / Commercial Space uses



Bay Street (East) - Library, Community Space and Commercial Building

Site Address	Bay Street east (South side of Jack Evans Boat Harbour)
Site Description	2//1150839 Currently an open car park directly adjoining Chris Cunningham Park located on the southern side of Jack Evans Boat Harbour.
Site Area	Part of the larger Jack Evans Boat Harbour Reserve
Land tenure	TSC / Crown Land
Current Zoning (Tweed City LEP 2012)	RE1 Public Recreation
Building Height	10m (+10% under TCLEP 2012 under design competition)
FSR	Not nominated
Key Site - TC LEP 2012	No
Proposed Concept	<p>The concept for a community cultural complex is sited above the existing public car park area directly adjoining Chris Cunningham Park on the southern side of Jack Evans Boat Harbour. The lifting of the building off the ground plane reflects the flood prone nature of the site but also affords north facing elevated water views out and over Jack Evans Boat Harbour. Access to the first floor level could be achieved by a lift and grading ramp extending from the visitor information centre on the corner of Bay and Wharf Street. With the afforded height limit (10m) there would also be opportunity for an upper level mezzanine or second floor within the community cultural space. The elevated nature of the proposal also has the dual benefit of retaining the public car park below and use of this space as a market space on the weekends.</p> <p>In addition to the elevated community cultural space, retail units could potentially line the northern edge of Bay Street East providing an active edge and additional retail and commercial opportunity. As an additional stage, the elevated building could be</p>

expanded further to the east providing opportunity for additional community space, public administration uses or leasable commercial floor space. As the site is currently zoned RE1, a rezoning would be required to pursue retail and commercial spaces. This would contribute to D38: Undertake a feasibility study which investigates the supply, need, commercial feasibility and option for an events facility capable of supporting more than 500 people. This will also investigate private sector, state, federal and public-private partnership funding opportunities.

The development of this site would contribute to the following directions with Council's Economic Development Strategy:

D3: Continue implement the Tweed Heads CBD Masterplan
D6: Investigate suitable locations which may be offered to attract NSW Government offices in Tweed Heads
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D38: Undertake a feasibility study which investigates the supply, need, commercial feasibility and option for an events facility capable of supporting more than 500 people. This will also investigate private sector, state, federal and public-private partnership funding opportunities

Indicative floor area breakdown and building cost	Building Use	Approx Sqm	Sqm rate *	Indicative cost*
	Library	3200sqm	\$2965	\$9 488 000
	Retail	800sqm	\$2965psm	\$2 372 000
	Commercial	1000sqm	\$2330 psm	\$2 330 000
	Community	100sqm	\$2330 psm	\$2 330 000
	Car park	1200sqm	\$688	\$825 600
	Total			\$17 345 600

* Indicative costs based on indicative floor space build rates from the Institute of Quantity Surveyors Building Cost Index March 2015 and is only based on massing/concept diagrams. The rate does not include allowance of development fees/costs, development contributions, landscape and public domain which would require a more detailed cost breakdown based on a more detailed design proposition.

Essential Services	The site has access to water, sewer and electrical networks.
Flood Prone	Part of the site is flood prone.
Constraints / Risk / Further Consideration	The subject site is currently zone RE1 under the TCC LEP2012. Whilst a library and public administration buildings are permitted with consent, retail and commercial uses are currently not permitted. To pursue retail and commercial land uses a planning proposal to rezone the site would be required. This could potentially also look at increasing building heights across the site..
	With the Crown as the owner of the site, any future development potential

	would need to be investigated collaboratively.
	Due to likely construction costs the consent authority is likely to be the Joint Regional Planning Panel.
	Potential community opposition in terms of appropriating part of an existing public reserve for the purposes of a community, commercial and retail use building.
	To fund capital cost and ongoing operational/maintenance costs a significant section of the floor area would need to be commercially let. With the right tenancies, it could assist to activate the area, much like the commercial leases at Darling Harbour existing to fund and activate the public spaces.
Additional studies required	Community Infrastructure Planning and Cultural Plan to determine need and establish functional brief for required community and public uses/buildings.
	Cost benefit analysis of the commercial benefits and risks.
	Scheme design development to establish functional brief requirements to ascertain more detailed indicative project budget.
	Traffic and car parking study.
	Geotechnical, acid sulphate soils and ground water investigations.

COUNCIL IMPLICATIONS:

a. Policy:

Corporate Policy Not Applicable.

b. Budget/Long Term Financial Plan:

To be determined.

c. Legal:

This report provides a very preliminary identification of some of the legal and tenure related risks associated with these three sites. Further, more detailed legal assessments would be required as part of further work on these proposals.

d. Communication/Engagement:

The community is being engaged as part of the Community Infrastructure Framework process, the review of the Cultural Plan and Tweed – The Future is Ours process.

UNDER SEPARATE COVER/FURTHER INFORMATION:

Nil.
