

REF: N155982

DATE: 4 March 2020

City of Sydney
Town Hall House
Level 2, 456 Kent Street
Sydney NSW 2000

Attention: Whom it may concern

Dear Sir/ Madam

RE: BREWERY YARD BUILDING, CENTRAL PARK (SSD 9374) – LOADING ZONE PROPOSAL

IP Generation commissioned GTA Consultants to undertake a transport and accessibility assessment for the proposed redevelopment of the existing Brewery Yard site at Central Park in Chippendale (SSD 9374). The proposal involves alterations and additions to the existing heritage listed power station building for commercial (5,239 square metres GFA) and ancillary ground floor retail (1,147 square metres GFA) purposes. The redevelopment is the last stage of the broader Central Park development, with the site occupying land south and east of Central Park Avenue and north and west of Chippendale Green. A locality plan is included in Attachment 1.

The SSDA has been lodged with Department of Planning, Industry and Environment (the Department); with the Department providing a Response to Submissions that included the following reproduced comment:

Parking Bay

- *The RtS notes that discussions are currently occurring with the City of Sydney regarding the parking zones on the west side of Central Park Avenue and alternative loading and servicing arrangements within the site. The Department requests these revised arrangements are finalised prior to submission of the RtS for consideration in the assessment.*

Due to heritage constraints of the Brewery Yard, the ability to provide a basement level loading facility is restricted. The original concept design for the development included an on-site at-grade private road/ porte cochere facility through the forecourt for loading/ unloading, however it was not pursued further for operational and safety reasons.

As such, an on-street loading zone is now proposed during business hours, along with vehicle access to the Brewery Yard forecourt area (via the installation of a layback and removeable bollards) to accommodate waste collection and removalist demand at all other times.

This letter has been prepared to accompany a request for referral to the Local Pedestrian, Cycling and Traffic Calming Committee (LPCTCC) to change the existing on-street parking restriction in favour of a loading zone. The loading zone proposal is illustrated in the Parking Signage Plan included in Attachment 2.

This letter and attachments detail observed usage of the existing on-street parking spaces, the exact signage changes requested, and justification of the proposed arrangements based on a loading demand assessment, a proposed management strategy and an assessment of potential impacts. A summary of the various loading dock arrangements investigated during the project is included in Attachment 3 to provide further background on how the on-street loading zone was selected as the preferred option for the site.

Loading Zone Proposal

It is proposed to convert two parking spaces (or 13 metres) within an existing 20-metre indented parking bay on the west side of Central Park Avenue (which has two-hour/ four-hour time restrictions for three car spaces) to be a ticketed loading zone during business hours. The remaining single existing parking space would be retained. The loading zone would have capacity for two B99 design vehicles (vans and utilities) or a single larger truck. Consistent with other ticketed loading zones in the Sydney CBD area, B99 design vehicles (i.e. vans and utilities) would be permitted to stay for 15 minutes, whilst trucks can stay for 30 minutes.

The required parking signage change for the 13-metre section would be as follows:

Existing	Proposed
2P 8am-6pm Mon-Fri	Loading Zone 8am-6pm Mon-Fri
4P 6pm-10pm Mon-Fri	4P 6pm-10pm Mon-Fri
4P 8am-10pm Sat, Sun & Public Holidays	4P 8am-10pm Sat, Sun & Public Holidays

The existing restriction would still apply for the remaining 7-metres (i.e. one space) of the indented parking bay.

To accommodate delivery drivers and removalists access across Central Park Avenue between the loading zone and Brewery Yard site, kerb ramps would be required on either side of the road that are designed to Australian Standards specifications.

The project team has been discussing an on-street primary loading and servicing solution for the site with the City of Sydney (City). While City officers have not raised any objection to an on-street parking solution, the project team has been advised that any proposed changes to on-street parking restriction would need to be approved by LPCTCC.

Loading Demand Assessment

Application of Sydney Development Control Plan (DCP) 2012 service vehicle rates to the Brewery Yard development proposal results in a requirement for five spaces. However, a first principles assessment of the anticipated loading demand indicates a lower requirement, as summarised below.

Retail

GTA's trip generation database indicates that smaller food and beverage outlets typically receive on average 1.2 deliveries per day per tenant. With three food and beverage stores proposed as part of the development, approximately four deliveries per day are expected and up to six deliveries per day with a 50 percent contingency (to consider peak daily activity). Based on GTA's experience, such deliveries typically occur prior to or at the time of store opening and they are expected to be for less than 15 minutes. As a result, it is expected that deliveries would occur for less than two hours in total across the day.

Commercial

For commercial/ office tenancies, deliveries are typically by smaller B99 design vehicles (i.e. vans and utilities) unless there is a tenancy turnover or infrequent delivery of large furniture and appliances. The majority of deliveries are typically couriers, postal/ parcel and day-to-day business-related activity (e.g. stationery/ printing deliveries). All are generally infrequent and assumed to be two to three deliveries per day, arriving during business hours (i.e. 8am to 6pm Monday to Friday). Based on GTA's experience, the average time for such deliveries is less than 30 minutes, with deliveries by B99 design vehicles typically up to 15 minutes. For the infrequent tenancy turnover, such activities is recommended to be scheduled out of business hours and using the Brewery Yard forecourt area.

Waste collection

It is expected that general waste and recycling collection would typically occur three times a week, with such activities taking less than 10 minutes. Collection times are dependent on the waste contractor, however, typically occur outside of business hours. Notwithstanding, the anticipated timing and duration of waste collection results in a low likelihood of overlap with other service vehicle activities. In many situations, the timing of waste collection by private contractors can be negotiated to occur outside of business hours and use the Brewery Yard forecourt area. It is recommended that this occurs to best manage the proposed loading arrangements for the site.

Overall

In total, the development could expect up to approximately 10 deliveries and/ or waste collection per day, which includes:

- Up to six deliveries a day for food and beverage retail use, typically occurring in the mornings prior to or at the time of store opening
- Two to three deliveries a day for commercial use, typically occurring during business hours
- Waste collection up to three times a week, typically occurring outside of business hours.

These activities would be spread across the day, with tenants/ building management able to schedule any frequent suppliers and waste collection, in order to minimise potential overlap. Therefore, the proposed on-street loading zone accommodating up to two B99 design vehicles or a single larger vehicle is considered adequate for the anticipated loading demand of the development.

Loading Management Strategy

Acknowledging the loading zone would be publicly available, conflicts with deliveries to other nearby properties cannot be avoided. As such, couriers and postal activities that typically use vans can make use of available 15-minute parking provided at the northwest corner of Central Park Avenue if the loading zone is occupied.

In order to address the potential overlap of deliveries generated by the development, the following loading management strategies should be implemented in order to minimise such overlap as well as utilise the proposed loading zones efficiently:

- An on-site delivery management procedure should be implemented in consultation with tenants to allocate time slots for different uses. The tenants would convey the time slots to their suppliers/ delivery drivers.
- Waste collection should be scheduled to occur out of business hours and using the Brewery Yard forecourt area. Bollards would be removed during the expected collection period.
- For removalist activities that require more dwell time than 30 minutes, building management should advise tenants to schedule these activities out of business hours and waste collection times, and to use the Brewery Yard forecourt area. Bollards would be removed during the scheduled period.

Having consideration for the type of retail tenancy, the standard loading zone restrictions within business hours (15 minutes for permitted B99 design vehicles and 30 minutes for trucks) are appropriate and encourage turnover.

Parking Impact Assessment


Car parking demand spot counts completed on Wednesday 19 February 2020 (2pm and 6pm) and Thursday 20 February 2020 (8am) suggest that the three car spaces within the indented parking bay are typically occupied, with availability only observed for one space in the morning. On-street car parking nearby was also observed to be highly utilised, with a moderate proportion of parked vehicles having a mobility parking scheme permit (which provides unlimited time in parking zones with time restriction of more than 30 minutes). It is noted that the on-street parking on the internal road network of the Central Park precinct is the only public parking in the area, with no off-street public car parks provided.

An inspection of the surrounding area also suggests that there are no on-street loading zones on the western side of the Central Park precinct; with one on-street loading zone provided on the eastern side (along Kensington Street) to service adjacent restaurants and cafes in heritage buildings. This loading zone is located approximately 300 metres walk from the site.

The City’s ‘*Central Sydney On-Street Parking Policy*’ has an objective to provide a Loading Zone within 100 metres of any location without on-site parking or loading. Whilst the Central Park precinct is not in Central Sydney, similar policy objectives should be applied in this instance.

The Policy includes a hierarchy for the allocation of kerbside space, which has been extracted in Figure 1 and shows that kerbside use for delivery and service vehicles has the second highest priority, with general parking having the lowest priority. The Policy suggests that general parking is provided “wherever or whenever space is not required for higher priority uses”.

Figure 1: City’s Hierarchy of Allocation of Kerbside Space



Priority	Kerbside use	Service Objective
Highest	Taxis	To provide taxi ranks within 150m of any location in central Sydney. To provide pick up and drop off locations at or near key accommodation, tourism, commercial and residential facilities. To maximise safe pick up or set down opportunities, while minimising congestion impacts.
	Delivery and service vehicles	To provide Loading Zones within 100m of any location without on-site parking or loading.
	Mobility parking	To provide dedicated mobility parking spaces within 100m of a concentration of specialist medical or human services facilities. To provide dedicated mobility parking or ticket parking that can be used by mobility permit holders within 150m of any location in central Sydney.
	Authorised Vehicles Zones - essential services	Spaces to be provided as required to facilitate postal collection, policing, and parking of dedicated emergency services or incident response vehicles.
	Authorised Vehicle Zones – coach parking	To provide short term coach parking for group pick up and drop off near to major destinations or accommodation. To encourage turnover of on-street coach parking and use of off-street facilities for long-stay coach layover.
	Authorised Vehicle Zones – passenger vehicles	To provide parking for government agencies or consular parking only where alternative off-street parking is not available within reasonable distance, or where on-street parking is required for exceptional circumstances.
	Lowest	General kerbside parking

Source: City of Sydney, *Central Sydney On-Street Parking Policy*, dated November 2017

The Policy states that new developments are required to incorporate off-street loading docks, subject to technical and heritage considerations. As previously noted, the Brewery Yard building has heritage constraints that restrict provision of an on-site loading area.

On the above basis, an on-street loading zone is required to service the Brewery Yard site. The loss of two, two-hour car parking spaces during business hours is considered acceptable, given it is for a higher priority kerbside use. The reduced short-term parking supply would also encourage travel by alternative modes, with several commercially operated public car parks near Central Park precinct available to accommodate short-term parking activities.

The loading zone would have a theoretical capacity to accommodate between 20 deliveries by trucks and 80 deliveries by permitted B99 design vehicles (i.e. vans and utilities) during the proposed hours (8am-6pm). This is more than adequate to accommodate the demand generated by the Brewery Yard development (10 deliveries daily).

Conclusion

It is proposed to convert two existing indented parking bays on the west side of the Central Park Avenue to a loading zone during business hours. Based on the loading demand assessment, the proposed 13-metre loading zone, with capacity for a two B99 design vehicles or a single larger truck, would be sufficient to accommodate the demand generated by the site. Appropriate loading management strategies for the development would ensure efficient use and a low likelihood of two vehicles arriving at the same time. Overlap with other users cannot be avoided and short-stay deliveries can make use of any available 15-minute parking to the north if the proposed loading zone is occupied.

The proposal to install a layback along the northern boundary of the Brewery Yard for vehicle access to the forecourt area would accommodate waste collection and removalist demand outside business hours. Providing both opportunities would allow flexibility and still accommodate delivery and servicing needs should there be a need to change the on-street parking arrangements in the future.

I trust the above provides the information you require. Naturally, should you have any questions or require any further information, please do not hesitate to contact me on (02) 8448 1800.

Yours sincerely

GTA CONSULTANTS



Brett Maynard
Director

Encl

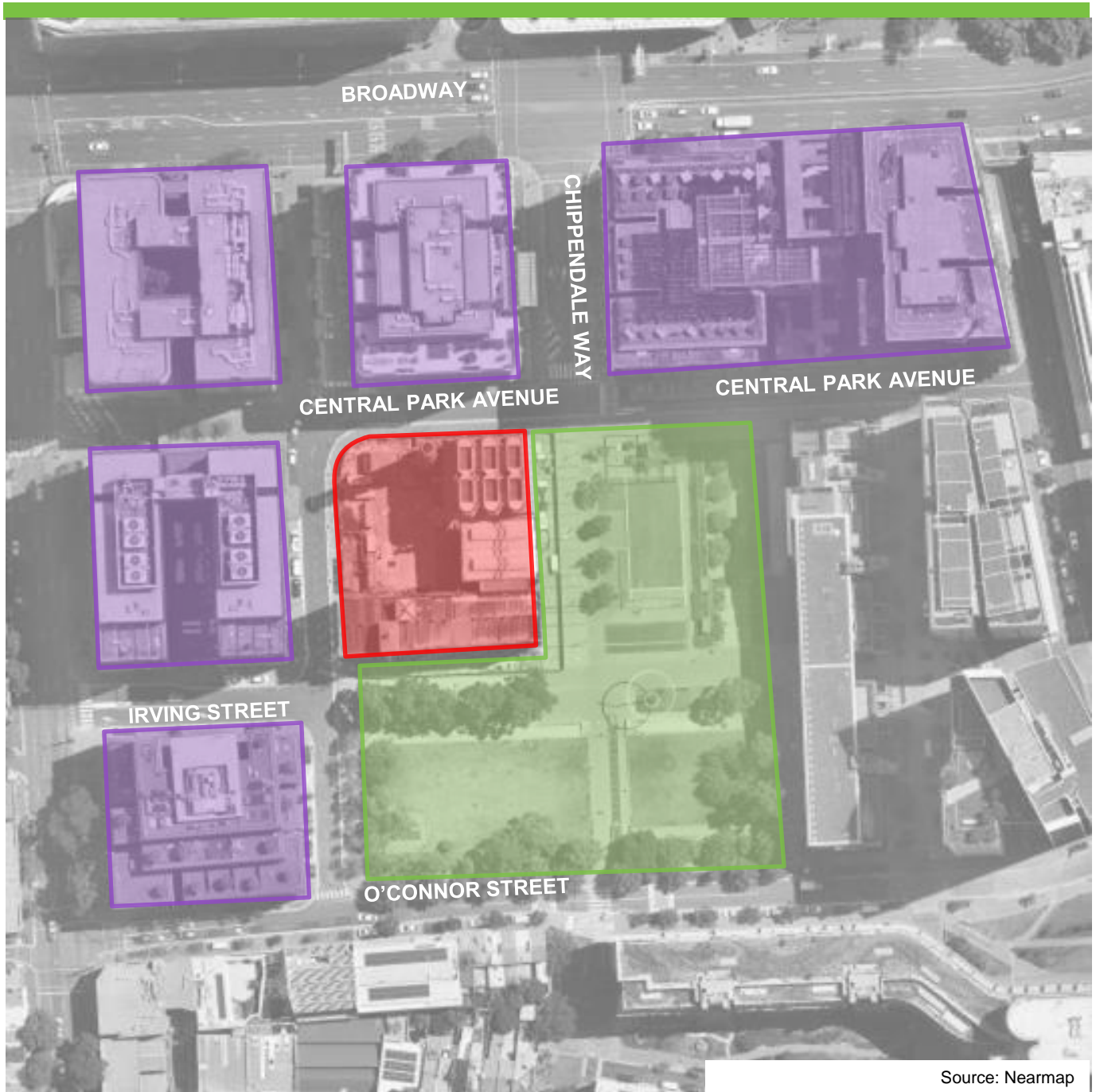
Attachment 1 – Locality Plan

Attachment 2 – Parking Signage Plan



Attachment 3 – Options Assessment

ATTACHMENT 1 – LOCALITY PLAN

The Brewery Yard Site, Central Park Avenue, Chippendale NSW 2008 Locality Plan

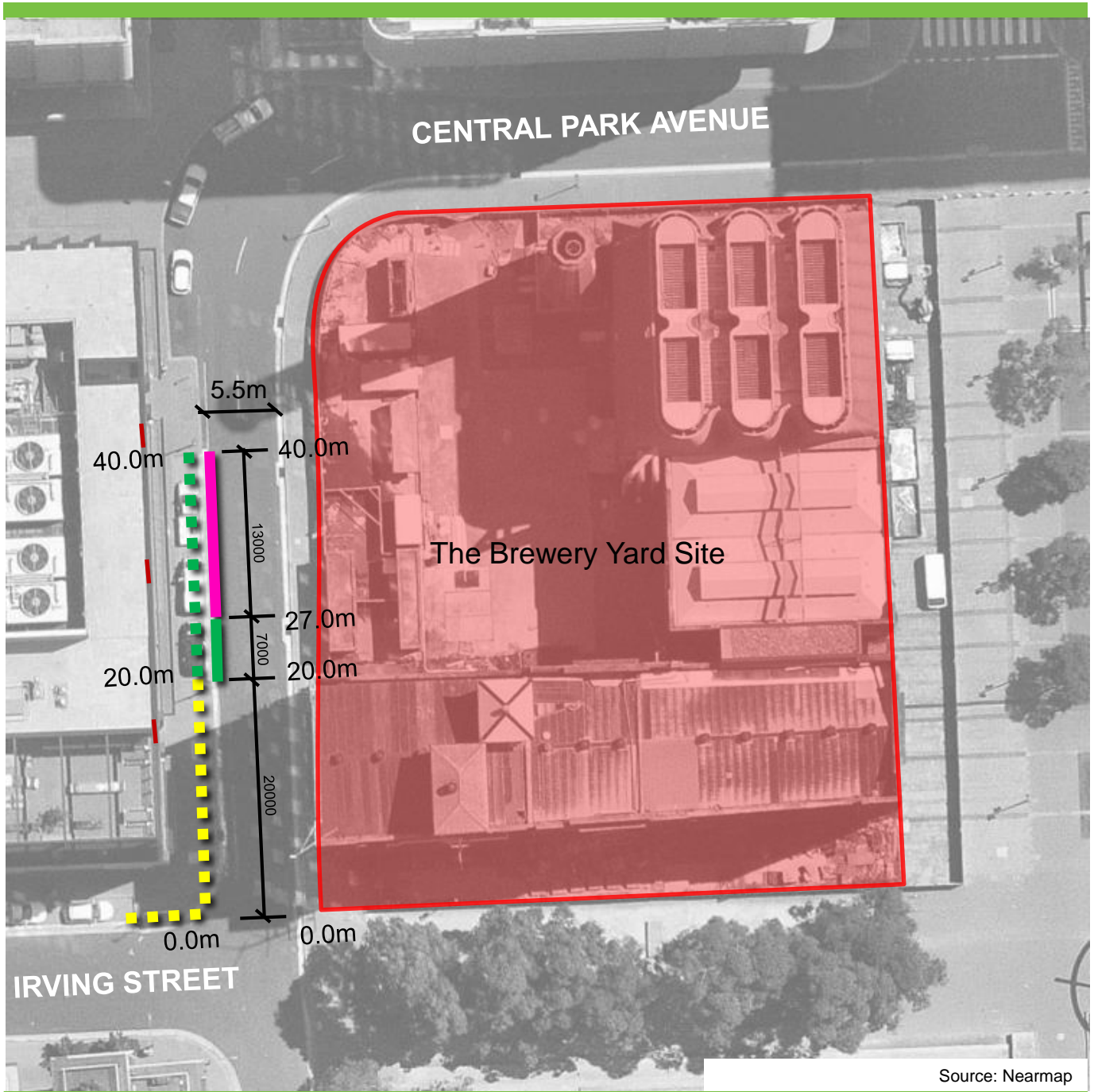


Legend

-  Site
-  Park/ Open Space
-  Shopping Centre/ Ground Floor Retail

ATTACHMENT 2 – PARKING SIGNAGE PLAN

The Brewery Yard Site, Central Park Avenue, Chippendale NSW 2008 Proposed Parking Changes



Source: Nearmap

Existing

-  "No Stopping"
-  "2P 8am-6pm Mon-Fri
4P 6pm-10pm Mon-Fri
4P 8am-10pm Sat, Sun & Public Holidays"
-  Doorway

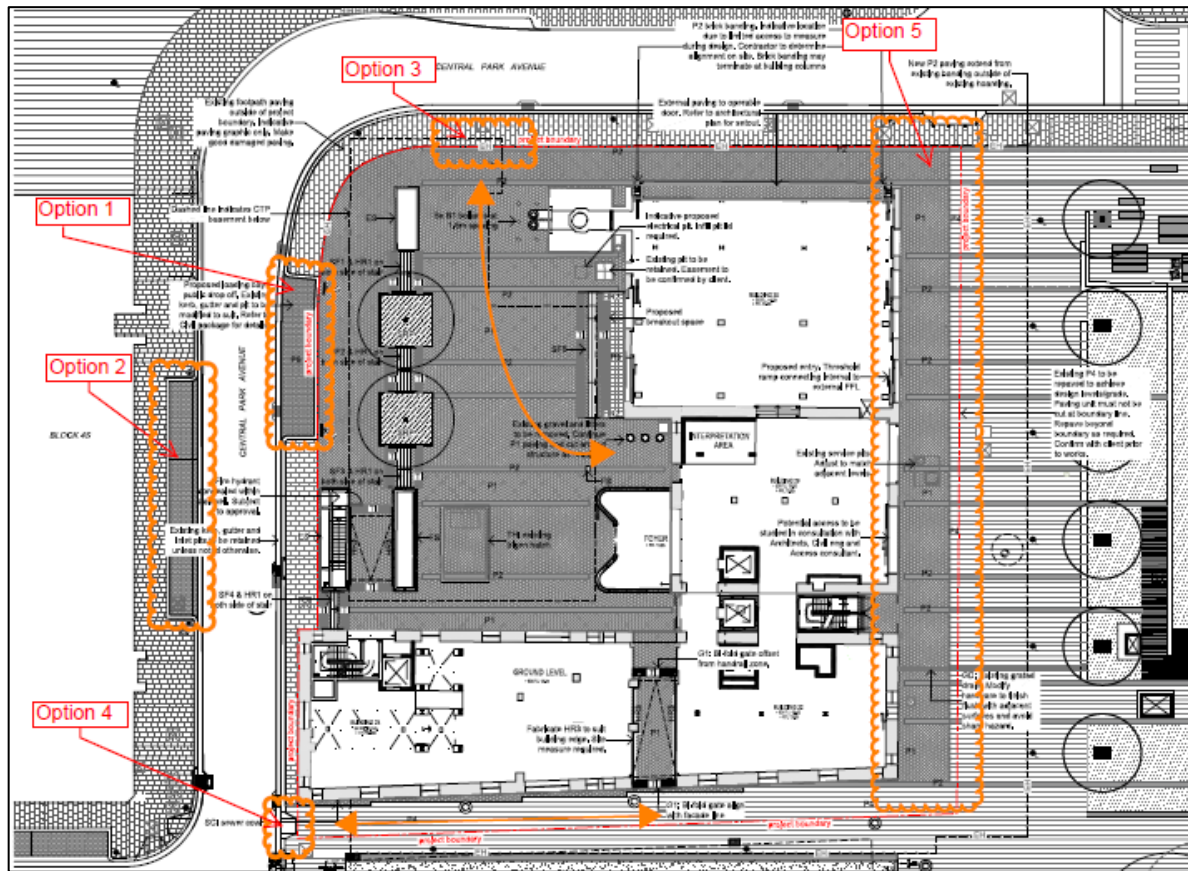
Proposed

-  "Loading Zone 8am-6pm Mon-Fri
4P 6pm-10pm Mon-Fri
4P 8am-10pm Sat, Sun & Public Holidays"
-  "2P 8am-6pm Mon-Fri
4P 6pm-10pm Mon-Fri
4P 8am-10pm Sat, Sun & Public Holidays"

ATTACHMENT 3 - LOADING DOCK OPTIONS ASSESSMENT

The loading and servicing arrangements that have been considered are shown in Figure 2, with descriptions and commentary provided thereafter.

Figure 2: Locations of loading options



Base source: General Arrangement, (Drawing No. L100), dated 29 May 2019

Option 1 – Constructing a 12-metre indented bay on Central Park Avenue along the western boundary of the Brewery Yard

An indented bay along the western frontage of Brewery Yard was proposed as part of the SSDA, with pedestrians able to use the building forecourt/ public domain to navigate a parked vehicle. City of Sydney did not support this option due to its impact on the pedestrian footpath and diversion of pedestrians into private property when a vehicle is parked.

Option 2 (Proposed Option) – Converting the existing parking bay on west side of Central Park Avenue across from the Brewery Yard

This option is the proposal for this LPCTCC referral request that would require two parking spaces within the existing indented parking bay on the west side of Central Park Avenue (which has two-hour/four-hour time restrictions for three car spaces) to be converted to a dedicated 13-metre loading zone during business hours. To accommodate the delivery drivers and removalists, appropriate kerb ramps would be required on either side of the road.

Option 3 – Installing a layback along the northern boundary of the Brewery Yard for vehicle access to the forecourt area

This option would allow vehicles to reverse into the forecourt area and exit in a forward direction. The vehicle parking location would be within the Brewery Yard site to minimise the impact on pedestrian movements along the footpath. Removable bollards would be installed to restrict the time for deliveries and access into the forecourt as another measure to encourage deliveries to arrive at scheduled times.

A limitation to this option is the Central Thermal Plant for the Central Park Precinct which is located below the forecourt. The forecourt area also has an existing easement for the Central Park Precinct which may affect access permission.

The original concept design of the development included an on-site at-grade private road/ porte cochere facility through the forecourt for loading/ unloading which considered an entrance in a similar location to this option, however, it was not pursued further for operational and safety reasons.

Option 4 – Modifying the pram ramp to a layback for an access via the southwest corner of the site

This option was not recommended given that the layback would be within the intersection of Central Park Avenue and Irving Street, which is non-compliant with the relevant Australian Standard. A vehicle stopped in the pedestrian area along the southern side of the building would also impede on pedestrian movement.

Option 5 – Access via the Northeast boundary along the eastern side of the building

Option 5 is not recommended given that it is within the intersection of Central Park Avenue and Chippendale Way, which is also non-compliant with the relevant Australian Standard. It would also have a significant impact on pedestrian accessibility and safety within the public domain. It is further understood that there is an easement in favour of the CTP operator for vehicular access over the area in consideration for crane access to the top of the Trigeneration building, which may occasionally restrict access for loading activities.

Option 6 – Utilising existing loading docks across the Central Park Precinct

Utilising other loading docks within the precinct was considered, however the respective travel distances would likely result in delivery vehicles utilising the existing parking bays or illegally parking temporarily along Central Park Avenue. As such, this option should only be considered if no other options are feasible.