

Mulpha Australia Limited
InterContinental Sydney Upgrade
Stage 1 DA - Traffic and Transport
Assessment

Issue | 14 December 2016

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Job number 252120

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1 Introduction

1.1 Background

This report has been prepared by Arup on behalf of Mulpha Australia Limited in support of a Stage 1 State Significant Development Application (SSDA) to be submitted to the Department of Planning and Environment (DP&E). The DA relates to the proposal to secure approval for upgrade to the InterContinental Hotel located at 117 Macquarie St, Sydney and the adjacent Transport House at 99-113 Macquarie Street.

This report covers the design elements and physical works required to support the proposed application in relation to traffic and transport. Arup has investigated the access issues and future expansion proposals associated with the InterContinental Hotel which has site frontage to Macquarie Street, Bridge Street and Phillip Street.

1.2 Site Description

The development site comprises two buildings with frontages to Macquarie Street and Phillip Street in the northern CBD area as shown in Figure 1.

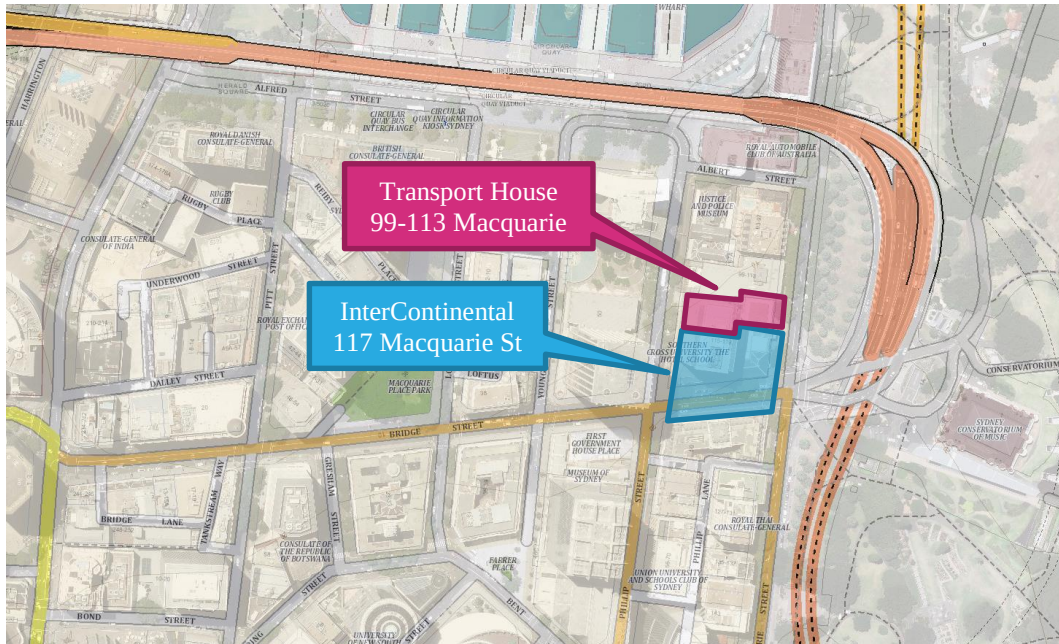


Figure 1 Site Overview

1.3 Study Objectives

This transport assessment responds to the Secretary's Environmental Assessment Requirements (SEARs), as outlined below:

SEARs requirements: Traffic Impact Assessment that evaluates:

- existing transport networks;
- daily and peak traffic movements generated by the project;
- safety and performance of the surrounding road network;
- the provision of sufficient car parking in accordance with the relevant guidelines/standards and/or justification for any inconsistencies;
- connections to existing and planned public transport;
- pedestrian and cycle access within and to the site;
- any proposed temporary or permanent changes to transport and access on surrounding streets;
- opportunities to provide safe and efficient loading and servicing for the development; and
- mitigation measures for the impacts identified in the TIA

1.4 Consultation

Meetings relating to traffic and transport were held with the RMS and the CBD Taskforce, attended by the design team as follows:

Tuesday 1 November 2016

RMS

Stephen Head, Angela Malloch

Tuesday 8 November 2016

CBD Taskforce (TfNSW)

Grant Knoetze, Francois LaRue, Heather Gavriel, Katherine McCray

Telephone communications occurred with the following agencies relevant to the SEARs:

Edmond Platon at TfNSW

Comments and inputs from these meetings and communications have been incorporated into the design and it is expected that further meetings would occur during the detailed design process.

2 Existing Transport Conditions

2.1 Existing Travel Patterns

An assessment of existing travel patterns has been conducted using 2011 Journey to Work (JTW) data for the relevant travel zones¹ containing the site. In this zone more than 1,000 employees were recorded travelling to work on the day of the 2011 Census, with their travel modes summarised in Figure 2.

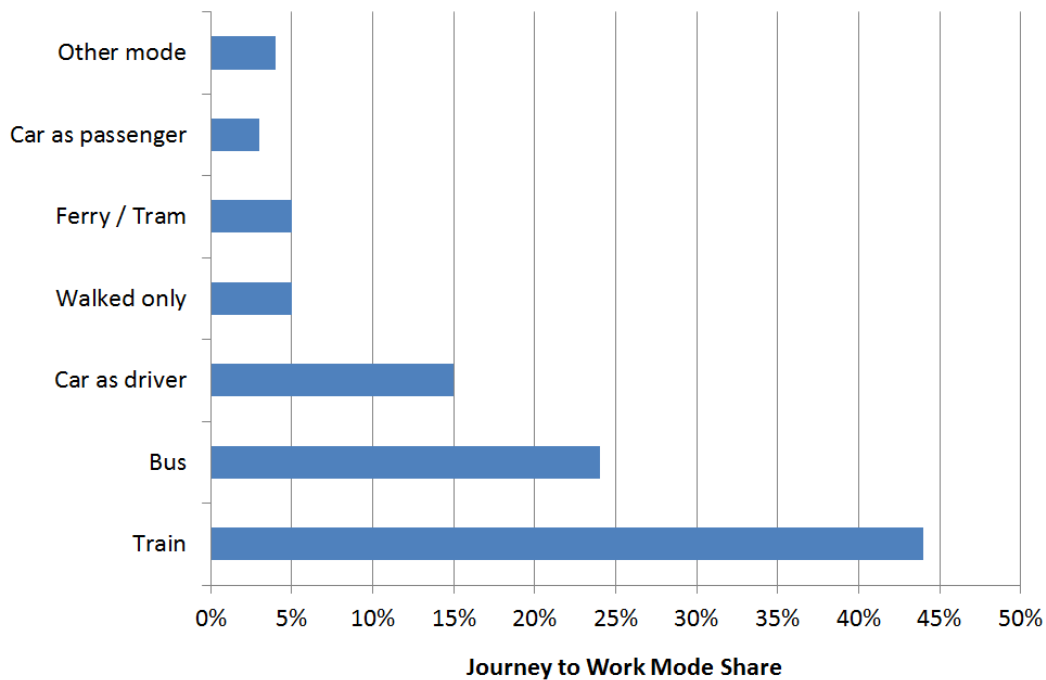


Figure 2 Existing Journey to Work Data for the Precinct

The data indicates the significant majority of people working in the city block containing the two sites arrive via non-car modes of transport, mostly bus and train. The proportion of private vehicle trips is less than 20% - reflecting the good public transport availability in the precinct.

Located in a high public transport accessible area and with minimal car existing car parking on these sites, it is likely that car mode is less for the site than the wider area. This trend for employee access by public transport will have strengthened in recent years as CBD access by private vehicle becomes more constrained.

The origin location of those arriving to the precinct by private vehicle was assessed to determine the key approach and departure routes utilised. This directional split can be summarised as follows:

¹ Travel zones 0034 utilised for the analysis

- Arriving from the north: 42%
- Arriving from the south: 15%
- Arriving from the east: 22%
- Arriving from the west: 20%

2.2 Vehicular Access

The Intercontinental Hotel has a vehicle entry off Phillip Street which provides access to both the car park and the loading area as illustrated in Figure 3. In addition there is a one way roadway to access the Porte Cochere from Phillip Street which exits via a right of way to Albert Street.

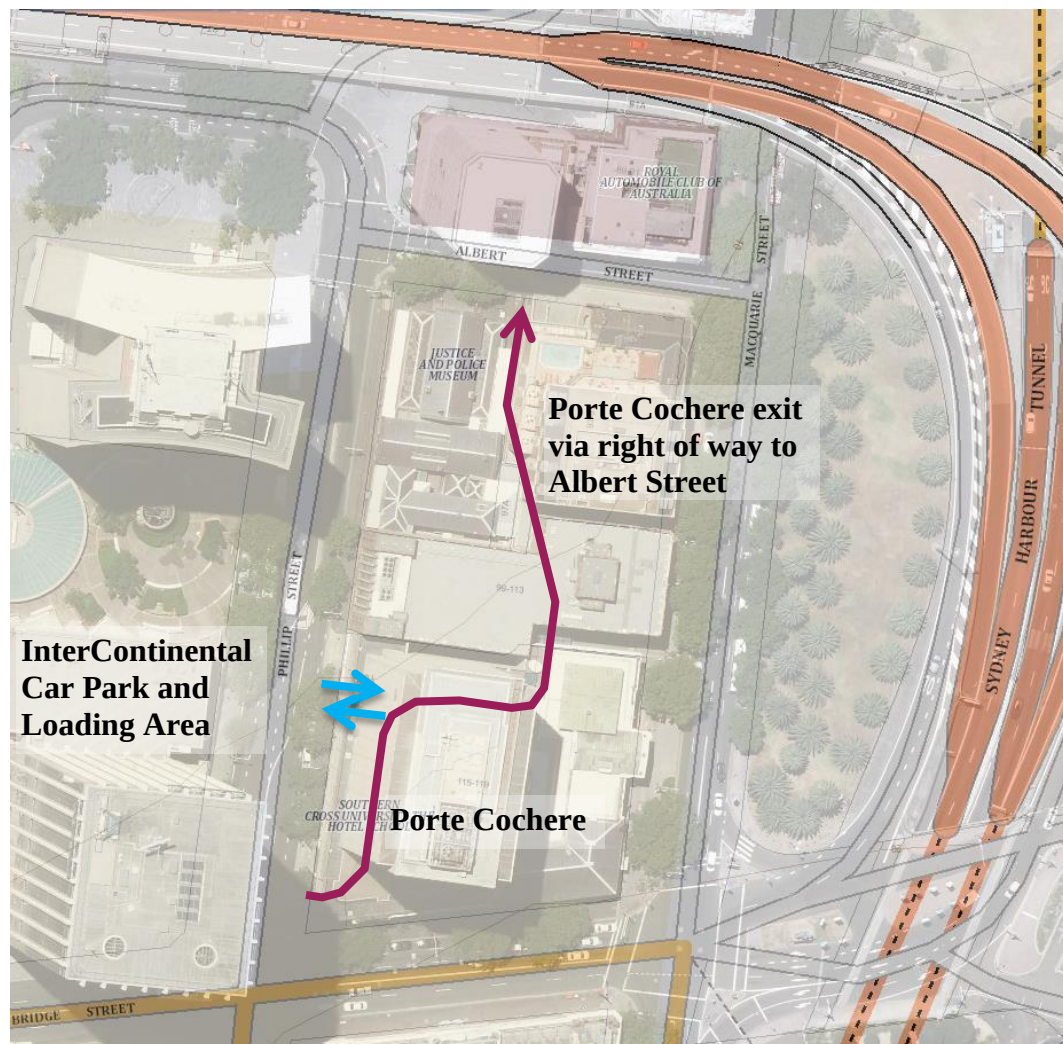


Figure 3 Existing Vehicle Access

2.3 Traffic Volumes

Traffic counts were undertaken at intersections adjacent to the site on Wednesday 6 November 2013 (typical weekday outside of school holidays). These counts provide a good indication of traffic volumes in the precinct and were undertaken during the following time periods:

- AM Peak: 7am – 9am
- PM Peak: 4pm – 6pm

The AM/PM peak hour was identified to be between 8.15am – 9.15am and 5.15pm – 6.15pm respectively.

A summary of traffic volumes in the peak hours is provided in Figure 4.

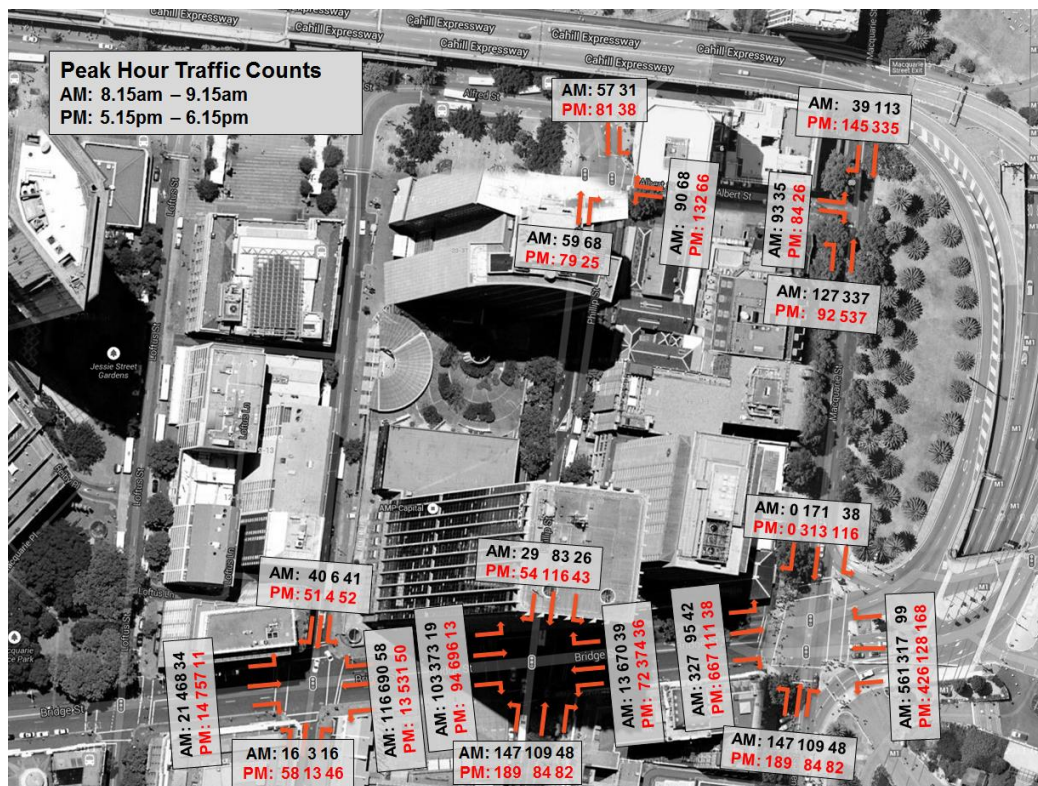


Figure 4 Traffic Survey Results

The results demonstrate Bridge Street carries the majority of traffic in the precinct, with approximately 800 vehicles travelling eastbound out of the city in the PM peak hour. By comparison, Young Street is utilised by a minor number of vehicles, with less than 200 two-way vehicle movements recorded. A relatively small number of vehicles (mainly buses) currently turn right from Albert Street onto Macquarie Street.

2.4 Parking

There are currently 121 on-site parking bays provided in the InterContinental. These are available to guests to the hotel and associated retail and food outlet tenancies.

2.5 Public Transport Access

The precinct is served by the high quality Circular Quay public transport interchange – which provides an environment where passengers may easily transfer between bus, rail and ferry modes. Over 550,000 passenger journeys are made through the interchange every week².

It has previously been identified that public transport accounts for approximately 70% of all work related trips to the area. A summary of the key public transport modes serving the precinct is described below.

2.5.1 Train

Circular Quay Railway Station is located approximately 250m away from the precinct, equating to a walk of less than 5 minutes from the centre of the platform. The station is on the Bankstown, Airport/East Hills, Inner West and South lines, with services running every few minutes in each direction during the morning and afternoon peak hours.

Other heavy rail stations within a 10 minute walk of the precinct include Martin Place and Wynyard Station, which provide access to the Eastern Suburbs and North Shore railway lines respectively.

2.5.2 Bus

The precinct is currently served by a large number of bus routes covering the Eastern Suburbs, Western Suburbs and Southern Region services. Since the closure of George Street to bus routes, all services travel via Elizabeth Street to access Circular Quay. There are also services utilising Bent Street, Pitt Street and Hunter Street in a loop. A number of north shore services utilise a bus stop in Loftus Street as their starting point after layover in Gresham Street.

The existing bus arrangements provide bus stops on Bridge Street, Gresham Street and Loftus Street directly adjacent to the two buildings.

The major eastern and southern suburbs bus services are illustrated in Figure 5 and lower north shore services are shown in Figure 6.

² Transport for NSW Press Release – May 2011

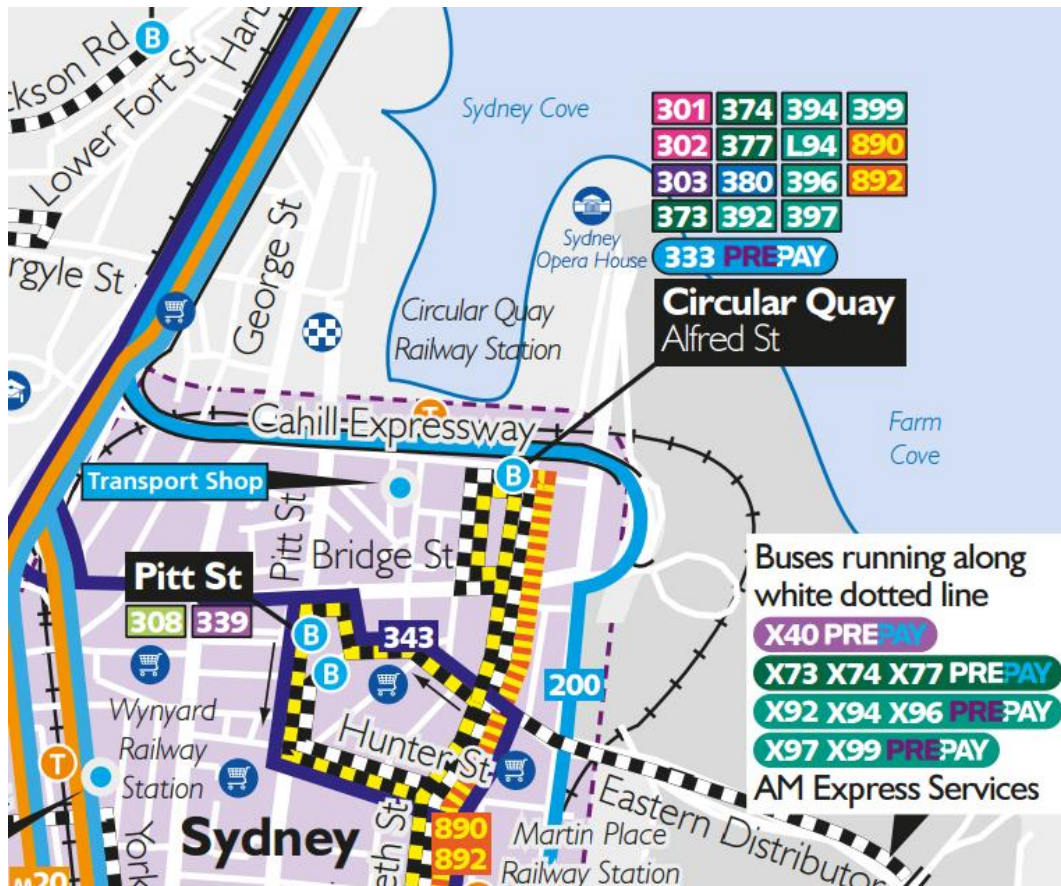


Figure 5 Eastern and Southern Bus Routes Serving the precinct

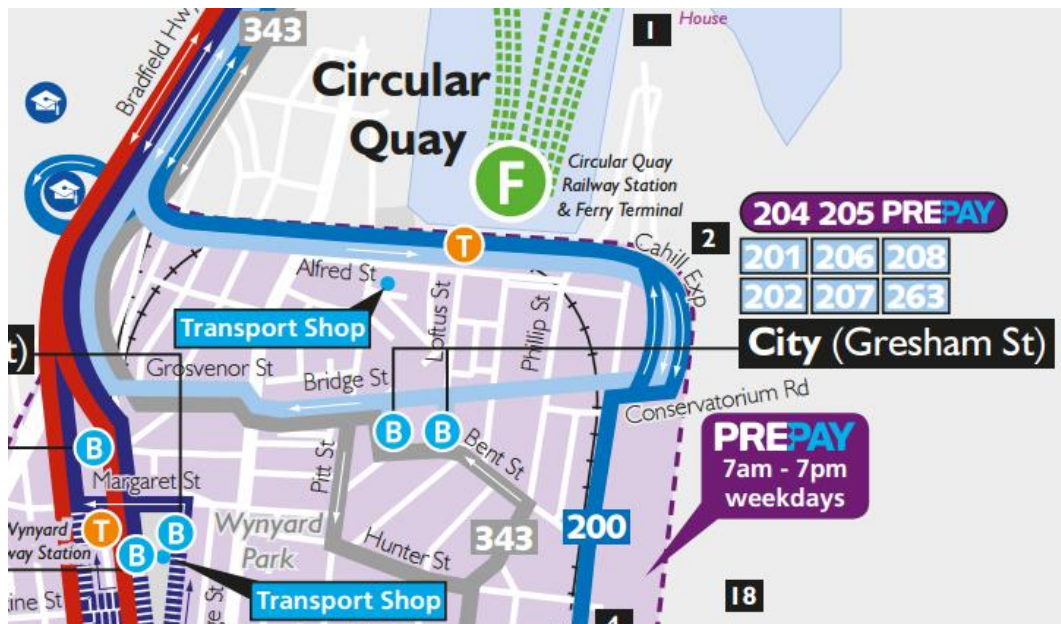


Figure 6 Lower North Shore Bus Routes adjacent to the precinct

2.5.3 Ferry

Located within a 5 minute walk of the precinct, Circular Quay provides over eight regular ferry routes serving the Eastern Suburbs, lower North Shore (Manly, Taronga Zoo, Mosman and Neutral Bay) and wharves along the Parramatta River area.

2.6 Pedestrian Access

The precinct is well connected via a network of good quality, wide pedestrian footpaths with signalised crossings of main roads. This provides for efficient pedestrian movements in the precinct.

2.7 Cycling Network

There are a number of key cross-city cycle routes which form part of City of Sydney Council's new cycling network which provide linkages to the precinct. These routes are as follows:

- Kent Street (separated, bi-directional cycleway)
- King Street (separated, bi-directional cycleway)
- Pyrmont Bridge (shared cycle path)
- Macquarie Street (mixed street environment)
- Alfred Street north (shared cycle path)
- College Street (separated, bi-directional cycleway)

The Sydney City Centre Access Strategy was released by the NSW Government in December 2013. The strategy outlines the future city centre cycleway network to encourage growth in cycling and reduce pressure on the public transport system. The future city centre cycle network is shown in Figure 7, and includes:

- Extending the Kent Street cycleway south to Liverpool Street
- Construction of a bi-directional cycleway on Liverpool Street
- Construction of a bi-directional cycleway on Castlereagh Street and Pitt Street, providing a new north-south connection through the CBD
- Extending the existing King Street cycleway to Castlereagh Street
- Extending the east- west cycleway along Park Street to Castlereagh Street

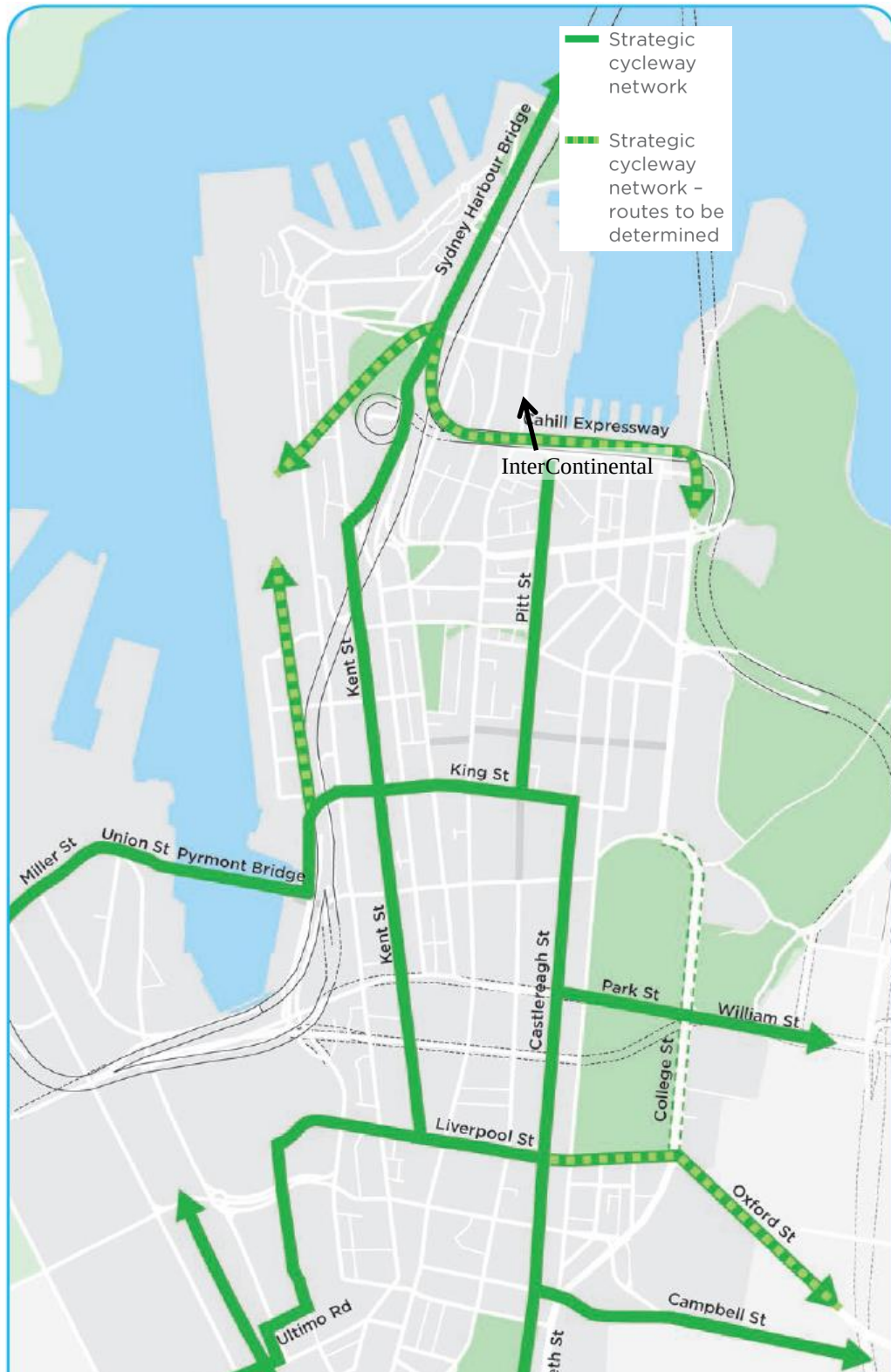


Figure 7 Strategic Cycleway Network Map

Source: Sydney City Centre Access Strategy (NSW Government, 2013)

3 Development Proposal

3.1 Description

The land use components of the proposed development are as follows:

- 507 hotel rooms
- retail and food outlet tenancies
- associated hotel function, ballroom and restaurants

3.2 Patron and Visitor Activity

It is proposed to provide a total of 507 hotel rooms which is a slight reduction from the existing 509 rooms. At full occupancy, it could be expected that the rooms may accommodate approximately 1,000 guests with the hotel employing up to 470 members of staff.

In addition to the hotel guest rooms, the ballroom and associated meeting and function rooms will be utilised for events.

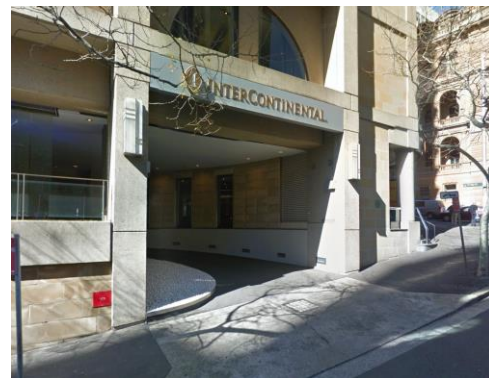
The building will also provide a range of retail and food outlets that will be accessible to the public. It is expected that activity generated by these land uses will be by patrons of the hotel and people already working in the precinct or visiting as a component of a wider trip.

3.3 Vehicular Site Access

The existing vehicle entry points off Phillip Street will be retained. At the southern end of the block one-way access is provided into the porte-cochere and at the midblock location there is a two-way driveway entrance to the basement car park.



Car park entry



Porte Cochere entry

3.4 Car Parking demand

It is proposed to install a 916 m² ballroom with a 610 capacity for sit-down dinner and 900 capacity for a standing function to complement the existing function room offering at the hotel. This will be the primary change to activity on the site with the hotel rooms and function rooms providing a similar level of guest and visitor service to the current level of activity.

A range of event types will occur in the ballroom:

- during the working day a conference or meetings
- in the evening a formal dinner event
- at weekends a wedding or similar gathering

Each event will have different travel characteristics and some of the factors that may affect people's travel choice include:

- Already located in the city within walking distance
- Staying in the InterContinental or in a nearby hotel
- Availability or cost of car parking
- Travelling in a group
- Good access to public transport
- Whether the event has alcohol served/consumed by attendee

Taking these factors into account, events held during a weekday will generate very low car parking demand with slightly higher car parking demand likely for evening and weekend events.

For a weekday event:

50 cars @ 1.5 people /car = 75 people (7.5% car mode)

For an evening /weekend event:

100 – 150 cars @ 2.5people /car = 250 – 375 people (25% - 38% car mode)

Section 3.5 identifies public parking locations that are available for patrons of the InterContinental.

The remainder of trips will be undertaken by walking, taxis and public transport throughout the day with taxis and public transport playing a larger role in the evening and at the weekend.

In addition to train and bus, the site is well placed to take advantage of ferries and the new light rail route which terminates at Circular Quay.

3.5 Car Parking Supply

The Sydney Local Environment Plan 2012 designates a **maximum** number of car parking spaces for a building used for the purposes of serviced apartments or hotel or motel accommodation as:

- (a) 1 space for every 4 bedrooms up to 100 bedrooms, and
- (b) 1 space for every 5 bedrooms more than 100 bedrooms.

The 507 hotel rooms require a maximum provision of 105 car parking spaces. The site contains 121 car parking spaces which allows for the wide range of uses contained on the site.

For hotel patrons requiring car parking, on site car parking is available. A valet service will also be available for hotel guests. For event parking, nearby publicly accessible commercial parking stations may also be used. As demonstrated in Figure 8, there are numerous existing off-street publicly accessible commercial car parks located in close proximity to the site.

Shared parking arrangements could also be established with nearby commercial buildings as an appropriate and efficient means of managing parking requirements. For example, a number of basement car parks primarily used by commercial workers during the day will likely to be available for event parkers on weekday evenings and weekends when demand generated by commercial uses is low.

There are many public parking stations within easy walking distance of the InterContinental. Within 200m (2 - 3 minute walk) there are two car parks including the parking available on site. A further seven car parks are within 300m (3 – 4 min walk).

Typical rates for weekends and weekday evenings are provided below. Daytime rates are around \$80.

Governor Phillip Tower	weekend flat rate \$25
Hudson House	weekend flat rate \$28 /weekday evening flat rate \$28
1 Bligh Street	weekend flat rate \$15
1 O'Connell Street	weekend flat rate \$15 /weekday evening flat rate \$20

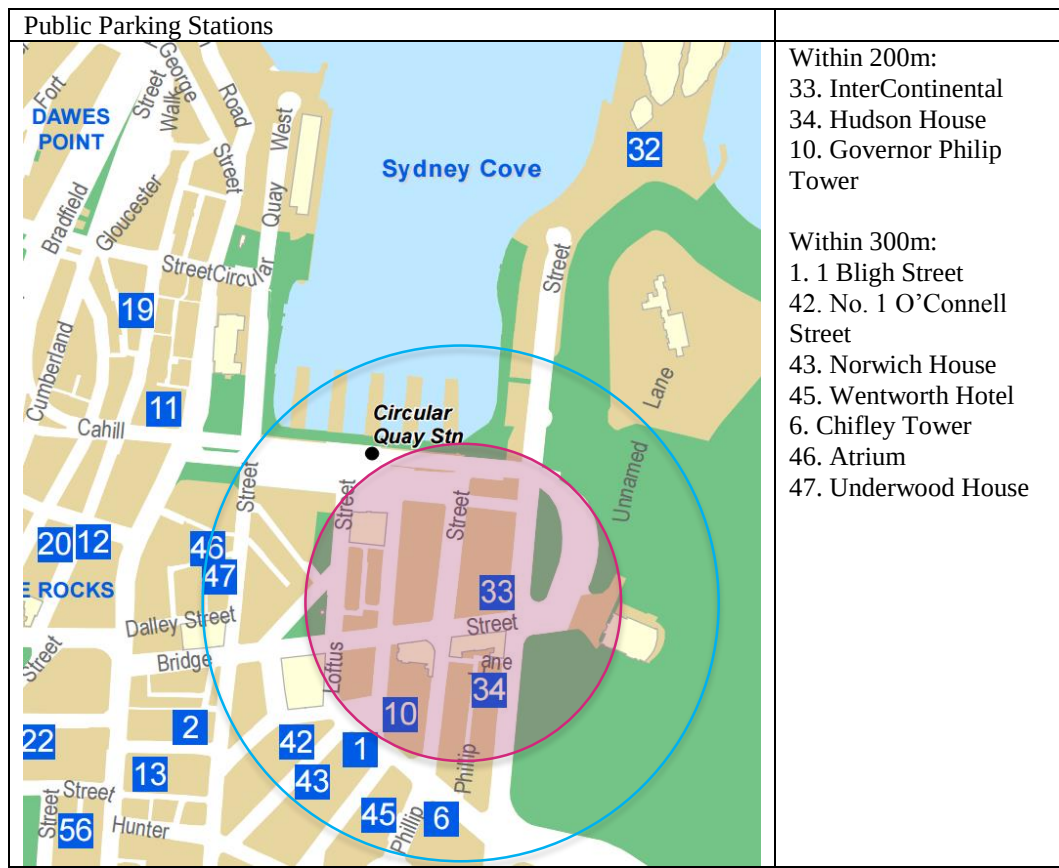


Figure 8 Off-Street Car Parking Opportunities

Typically visitors to Sydney CBD hotels utilise taxi and public transport to transfer from the airport or wider Sydney region. Many guests will be business travellers who will stay for a small number of consecutive nights.

3.6 Motorcycle parking

Sydney DCP 2012 requires that motorcycle parking be provided in developments where car parking is being provided. There are motorcycle spaces provided in the existing basement which are available for patron use.

3.7 Loading Dock

There is no proposed change to the existing loading dock. Any increase in delivery activity will be managed by the loading dock manager with times for delivery allocated where necessary.

3.8 Bicycle Parking

3.8.1 DCP Requirements

The DCP requires the following:

- Bike parking at the following minimum rates:
 - 1 space per 4 staff
 - 1 space per 20 rooms
- Secure bike parking facilities are to be provided in accordance with the following:
 - Class 2 bike facilities for staff/employees of any land use; and
 - Class 3 bike rails for visitors of any land use.
- Where bike parking for tenants is provided in a basement, it is to be located:
 - on the uppermost level of the basement;
 - close to entry/exit points; and
 - subject to security camera surveillance where such security systems exist.
- A safe path of travel from bike parking areas to entry/exit points is to be marked.
- Access to bike parking areas are to be:
 - a minimum of 1.8m wide to allow a pedestrian and a person on a bike to pass each other and may be shared with vehicles within buildings and at entries to buildings);
 - accessible via a ramp;
 - clearly identified by signage; and
 - accessible via appropriate security or intercom systems.
- Bike parking for visitors is to be provided in an accessible on-grade location near a major public entrance to the development and is to be signposted.
- For non-residential uses, the following facilities for bike parking are to be provided at the following rates:
 - 1 personal locker for each bike parking space;
 - 1 shower and change cubicle for up to 10 bike parking spaces;
 - 2 shower and change cubicles for 11 to 20 or more bike parking spaces are provided;
 - 2 additional showers and cubicles for each additional 20 bike parking spaces or part thereof;
 - showers and change facilities may be provided in the form of shower and change cubicles in a unisex area in both female and male change rooms; and

- locker, change room and shower facilities are to be located close to the bike parking area, entry and exit points and within an area of security camera surveillance where there are such building security systems.

3.8.2 Proposed provision of bicycle facilities

The bicycle parking requirement for staff will be based on the peak shift number on site at any one time. Given the 24 hour/7 day per week operation, peak staff attendance is expected to be 300 staff (60% of total). Based on the DCP rates, 100 bicycle parking spaces are required as shown in Table 1.

Table 1 Bicycle parking space requirement

Hotel component	Number	DCP Bicycle parking rate	Number of spaces
Staff (at any one time)	300	1 space per 4 staff	75
Hotel rooms	507	1 space per 20 rooms	25
Total			100

It is proposed to provide a secure room for storage of bicycles accessed by hotel staff. Staff riding to work will self-park their bicycle whilst hotel guest bikes will be valet parked. Initially it is proposed to allocate room for approximately 50 bicycles by removing car parking or storage areas in the existing car park. Future expansion is available as required.

There are currently 6 hoops on poles in Bridge Street, Macquarie Street and Phillip Street surrounding the hotel. These provide for visitors to the hotel.

All staff have access to locker and shower facilities on-site for personal use.

3.9 Coach drop-off and pick-up

Day tour group operators usually designate a number of major hotels across the CBD as pick-up and drop-off points. Visitors can make their way to these designated hotels.

The nearest on-street coach set down area is located in Macquarie Street to the north of Bridge Street. Tour group buses pick up guests and drop off guests from the site at this location.

3.10 Drop-off /Pick-up on Macquarie Street

The Macquarie Street frontage is currently used for bus drop-off and pick-up. There is a kerb extension extending north from Bridge Street which provides pedestrian amenity and gives presence to the buildings main portico. It is suggested that this kerb extension should be reviewed as part of the streetscape planning and if possible allow for extension of the bus zone.



There is an opportunity to review the kerbside controls for the area to the north of the kerb extension considering the type and timing of activity associated with both the InterContinental and the Stamford Hotel to ensure the most efficient use of the space is being made for bus, taxi and private vehicle drop-off.



4 Transport Assessment

4.1 Local traffic operations

The development does not propose to change the parking provision at the hotel. The primary change in travel will result from the ballroom which is discussed in Section 2.

During a weekday up to 50 additional vehicles may be generated with parking occurring on-site or at a number of nearby parking stations. Taxi movements are also likely to increase however there are already empty taxis circulating on the nearby road system.

During the evening and weekends, some 100-150 additional vehicles may be generated with parking occurring on-site or at a number of nearby parking stations. The roads at these times are not as busy in the northern part of the Sydney CBD and will be able to accommodate these additional movements.

4.2 Public Transport

4.2.1 Light Rail

The Environmental Impact Statement (EIS) for the CBD and South East Light Rail Project was approved by the DP&E in June 2014. The EIS outlines the proposed construction for a new light rail service in Sydney, connecting Circular Quay and the CBD with Surry Hills, Kingsford and Randwick.

The project includes construction of a new light rail stop Circular Quay on Alfred Street between Pitt Street and Loftus Street as shown in Figure 9.



Figure 9 Circular Quay Light Rail Stop

Source: CSEL R EIS Technical Paper 10 - Visual and Landscape Assessment

This new light rail stop at Circular Quay will improve accessibility to the precinct by providing an excellent public transport connection. Associated benefits of the light rail proposal include:

- Closure of Loftus Street to vehicular traffic north of Reiby Place towards Circular Quay to provide an improved pedestrian environment;
- Introduction of integrated customer information and wayfinding;
- Connections to adjacent public transport modes including ferry, bus and heavy rail; and
- Integration of light rail platforms into the Circular Quay precinct.

4.2.2 Heavy Rail

It could be expected that a high number of hotel guests will be arriving directly from Sydney Airport. Circular Quay Station is located on the Airport rail line and less than a 5 minute walk from the InterContinental Hotel - with no transfer required from either the International or Domestic Terminal stations. A train journey between the International Airport and Circular Quay station is 22 minutes – making this a viable mode of transport for many guests.

4.2.3 Bus

The proposal will have no impact on bus operations with all existing stops, routes, and layover areas remaining available.

4.3 Walking

The introduction of light rail through the CBD will provide opportunities for an improved pedestrian environment in the precinct. With the redevelopment of the AMP Building and adjacent street blocks there will be a more permeable pedestrian network with less traffic. This will improve accessibility for hotel patrons travelling between the Intercontinental Hotel and Circular Quay transport interchange.

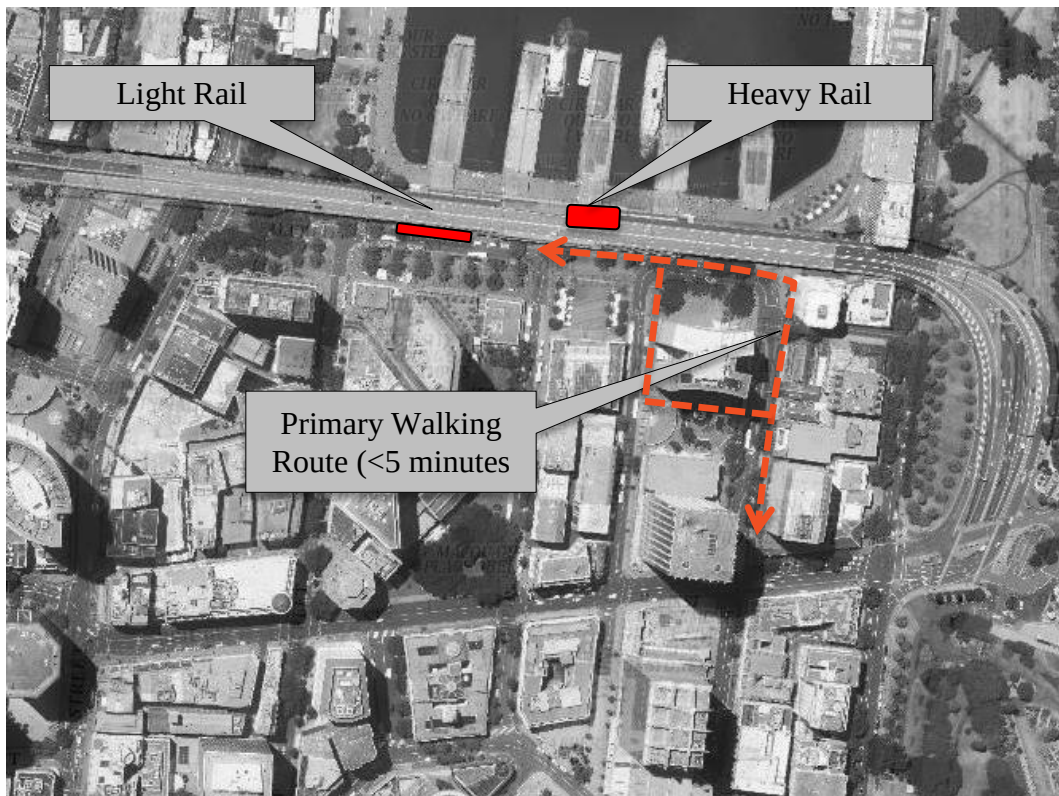


Figure 10 Future Walking Environment – Circular Quay Precinct

4.4 Cycling

The proposed bi-directional cycleway on Pitt Street as part of the Sydney City Centre Access Strategy will form the main north-south spine through the CBD for cyclists into the area. Following the closure of Alfred Street to general traffic and the removal of buses on Loftus Street, there will be an opportunity to create a good quality shared environment for pedestrians and cyclists.

5 Outline Construction Traffic Management Plan

A construction traffic management plan will be prepared as part of the Stage 2DA planning approvals. The following initial considerations have been made.

Traffic will generally be managed in the following way:

- Designated transport routes will be communicated to all personal, and enforced;
- Designated peak hour and non-peak hour delivery vehicle waiting areas;
- Strict scheduling of vehicle movement will occur to minimise off site waiting times;
- On-site parking will not be provided, and site workers will utilise public transport and car sharing wherever possible;
- Vehicle movements will be compliant with conditions of Consent and broader road-use regulations, particularly with regard to hours of work, materials loading and unloading, and over size deliveries and installation; and
- Stakeholder feedback will be obtained throughout the construction period

A site specific Traffic Management Plan will be produced for each phase of the project works to ensure vehicle movements to, around and from the site do not affect traffic arterials within the vicinity of the project or pedestrian movements around it.

Access to the site will be available at various times via the existing street frontage access ways and construction zone to be created. For access reasons, and to minimise traffic disruptions to the surrounding road network, deliveries will be carefully controlled. Materials will predominantly be delivered via the construction zones. Heavy and wide loads will be coordinated with the relevant authorities and stakeholders for approval, so as to minimise traffic impact during work hours.

For works to be completed safely, some temporary street closures may be required. These closures will be well planned in advance, with approvals sought from relevant authorities. Activities that may require a street closure include tower crane erection and dismantling, and installation of major plant and structure. Wherever possible these closures will be scheduled for non-peak times. A specific management plan will be established to ensure the best possible outcome.

The Developer and Contractor will liaise with TfNSW, Sydney Buses and other relevant government agencies to devise a strategy and plan in consideration for the Sydney Centre Access Strategy in regard to diverting bus routes and bus layovers around Phillip and Young Streets prior to any street closures. A detailed plan will be developed in consultation with the relevant transport authorities to minimise disruption to commuters and to maximise efficiencies for all parties.

5.1 Construction zone and truck routes

A possible construction zone has been identified in Macquarie Street as shown in Figure 11 which utilises kerb side space already partly used by the InterContinental. The intention is to minimise construction activity on Phillip Street where bus activity needs to be maintained.

Construction access routes will need to take account of the activity from other construction sites at the time of construction. Possible routes are shown in Figure 11.

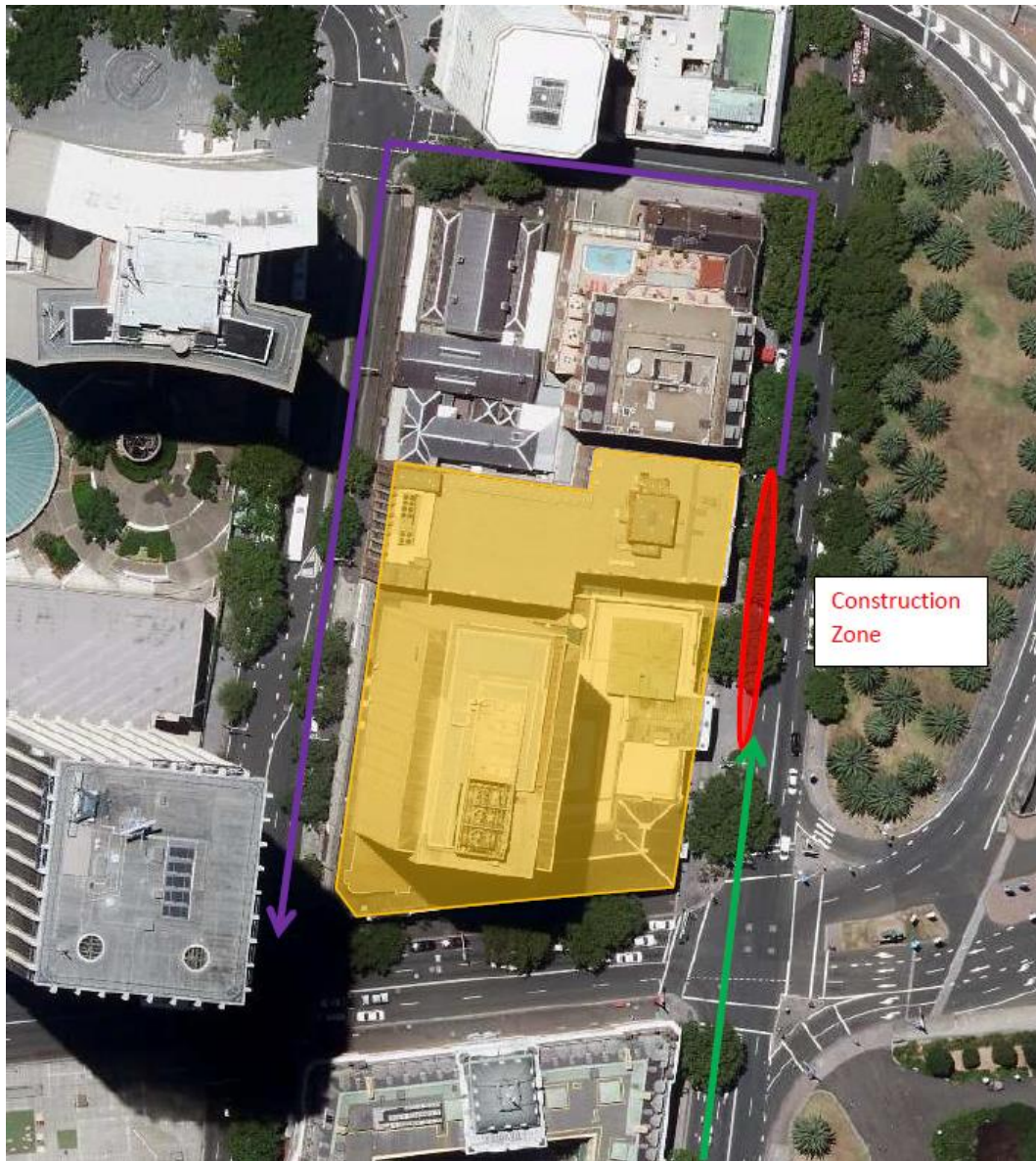


Figure 11: Potential construction zone in Macquarie Street

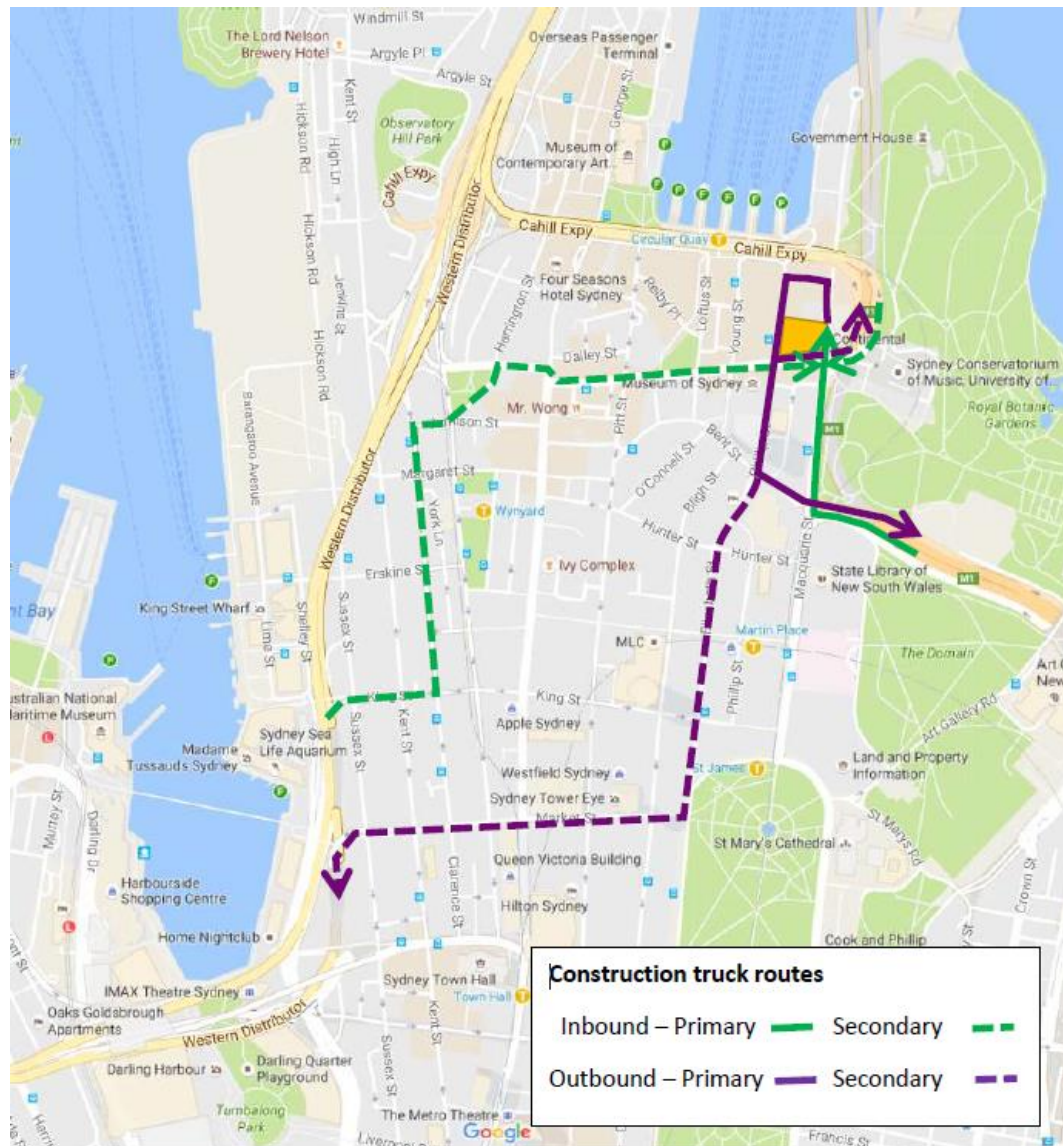


Figure 12: Construction access routes

5.2 Program

It is expected that construction works will start in 2020 and continue for 18 months.

6 Travel Plan

The implementation of a Travel Plan would contribute to reducing traffic demands and encourage other forms of transport. The Premier's Council for Active Living (PCAL) describes the three key objectives for a travel plan as follows:

- To reduce the need to travel
- To improve non-car travel methods
- To ensure the most efficient use of car parking spaces

Framework objectives and measures for the preparation of a travel plan for the hotel include the following:

- Easily accessible transport information for hotel guests prior to their arrival and during their stay;
- Increase of travel choices for employees, with an emphasis on improving access by sustainable modes of transport;
- Encouragement of high mode share to sustainable modes from private vehicle usage;
- Raising awareness of sustainable transport amongst staff and guests with travel guides.

7 Conclusions

This report has been prepared by Arup on behalf of Mulpha Australia Limited in support of a Stage 1 State Significant Development Application (SSDA) to be submitted to the Department of Planning and Environment (DP&E). The DA relates to the proposal to secure approval for upgrade to the InterContinental Hotel located at 117 Macquarie St, Sydney and the adjacent Transport House at 99-113 Macquarie Street.

The precinct has good public transport availability, served by the high quality Circular Quay public transport interchange – which provides an environment where passengers may easily transfer between bus, rail and ferry modes. The future introduction of a light rail station at Circular Quay will further improve public transport accessibility to the precinct.

A series of pedestrian footpaths and dedicated crossing facilities provide good connectivity between the building entries and these public transport stops.

The development does not propose to change the number of hotel rooms or parking provision at the hotel. The primary change in travel will result from the ballroom. During a weekday up to 50 additional vehicles may be generated with parking occurring on-site or at a number of nearby parking stations. Taxi movements are also likely to increase however there are already empty taxis circulating on the nearby road system. During the evening and weekends, some 100-150 additional vehicles may be generated. The roads at these times are not as busy in the northern part of the Sydney CBD and will be able to accommodate these additional movements.

It is concluded that the transport impacts arising from the proposed development application are acceptable and can be appropriately managed.