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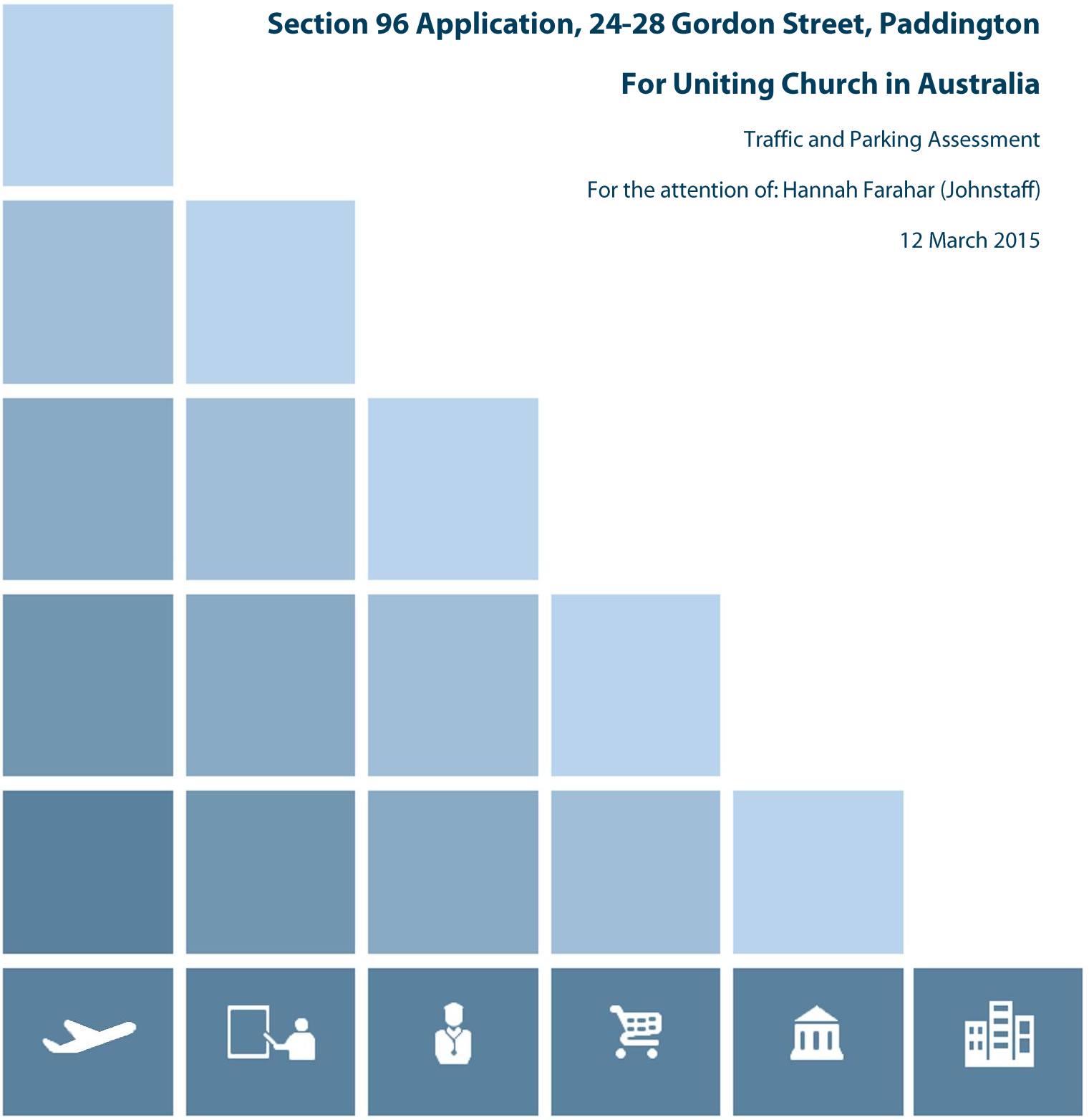
Section 96 Application, 24-28 Gordon Street, Paddington

For Uniting Church in Australia

Traffic and Parking Assessment

For the attention of: Hannah Farahar (Johnstaff)

12 March 2015



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1 Introduction

1.1 Background

Parking and Traffic Consultants have been engaged by the Uniting Church in Australia to prepare an assessment of the traffic and parking related considerations associated with a proposal to develop a property known as 24 – 28 Gordon Street in Paddington.

This report has been prepared to accompany an application to modify the consent D/2010/1932 under Section 96 of the Environmental Planning and Assessment Act. The modification is required following the decision by City of Sydney Council to open Newcombe Street at Oxford Street and close this carriageway at Gordon Street, thus reversing the existing cul-de-sac arrangement. This change has necessitated an amendment to the car park location, and associated changes to the ground floor of the proposed building.

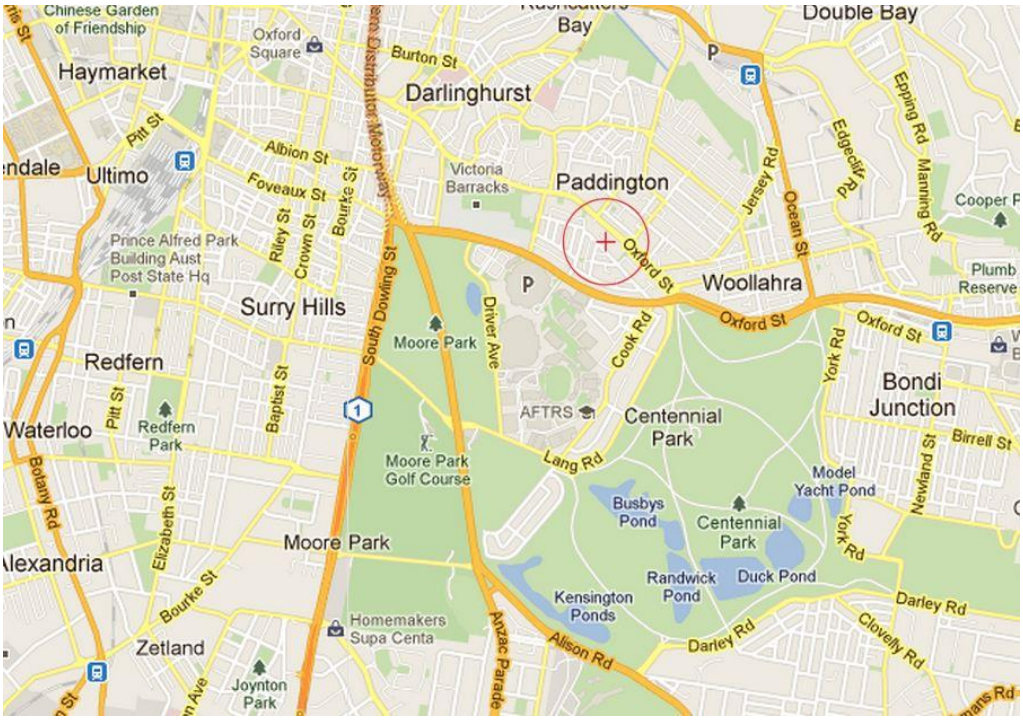

Figure 1 – Site Location

2 Proposal

2.1 Development Site

The development site is owned by the Uniting Church and is located on the northern corner of Gordon Street and Newcombe Street in Paddington. The property occupies an area of 1,720m^2 and is bounded to the north by a commercial office building, while the eastern boundary abuts a laneway providing access to the rear of properties fronting Oxford Street.

The area surrounding the property comprises mainly terraced residential dwellings extending to the south and west, while Oxford Street and the associated retail/commercial strip dominates the area to the north and east of the site.

The surrounding land uses include Paddington Public School and Paddington Uniting Church, which are both located on the southern side of Newcombe Street, diagonally opposite the site.

The Church are the organisers of the weekly Paddington Markets, which take place on Saturdays within the Church and School properties, with some stalls also located within the pedestrianised area which forms an extension to Newcombe Street, adjacent to Oxford Street.

The development property is currently vacant and is used as a car park for school teachers and nearby business owners during weekdays and by market stallholders during Saturdays due to its close proximity to the market venue. The property is level and cleared of all structures, which makes it ideal for use as a car park, although no formal pavement markings are present. In order to accommodate the maximum number of vehicles, a tandem parking arrangement is employed as seen in the aerial photograph presented overleaf, which was taken on 16th May 2011.

Figure 2 – Aerial Photograph (Image courtesy of Nearmap)

2.2 Development Proposal

The proposed development will comprise a 3 storey building accommodating 19 residential apartments and a ground level retail tenancy with parking for 80 vehicles in two levels of basement.

The basement car park has been designed to cater for everyday activity associated with the building and will be line-marked appropriately to identify the 80 parking spaces. The typical parking provision is discussed in more detail in Section 5 of this report.

During Saturday markets, it is proposed that in addition to the resident and visitor parking, the car park will accommodate 79 vehicles associated with the market stallholders, which will resolve the displacement of this activity from the site under the current arrangement. This will be achieved through a tandem arrangement and careful management of the car park. This aspect of the proposal is discussed in more detail in Section 6 of this report.

Vehicular access will be provided via a driveway located within the Newcombe Street frontage, adjacent to the north-east boundary, which represents a change from the original application, which sought access from Gordon Street.

Details of the proposal are presented on the architectural drawings prepared by MBMO Architects and those illustrating overall site arrangements and car parking are included as **Attachment 1**.

3 Existing Transport Facilities

3.1 Road Hierarchy

The subject development site is located in the Paddington area, which extends between the northern side of Moore Park Road and Oxford Street. The site is primarily served by Gordon Street, which is a local road and runs parallel to Oxford Street, generally in an east-west direction, connecting to Regent Street to the west and Moore Park Road to the west.

Regent Street is a local road running in a north-south direction connecting to Renny Street, which is another minor local road; however, it acts as an intermediate connector to the major arterials in the area. At the southern end, Regent Street connects to Moore Park Road. The site area is connected to the Sydney CBD, western, and eastern metropolitan suburbs mainly via Oxford Street and to the southern suburbs through Moore Park Road.

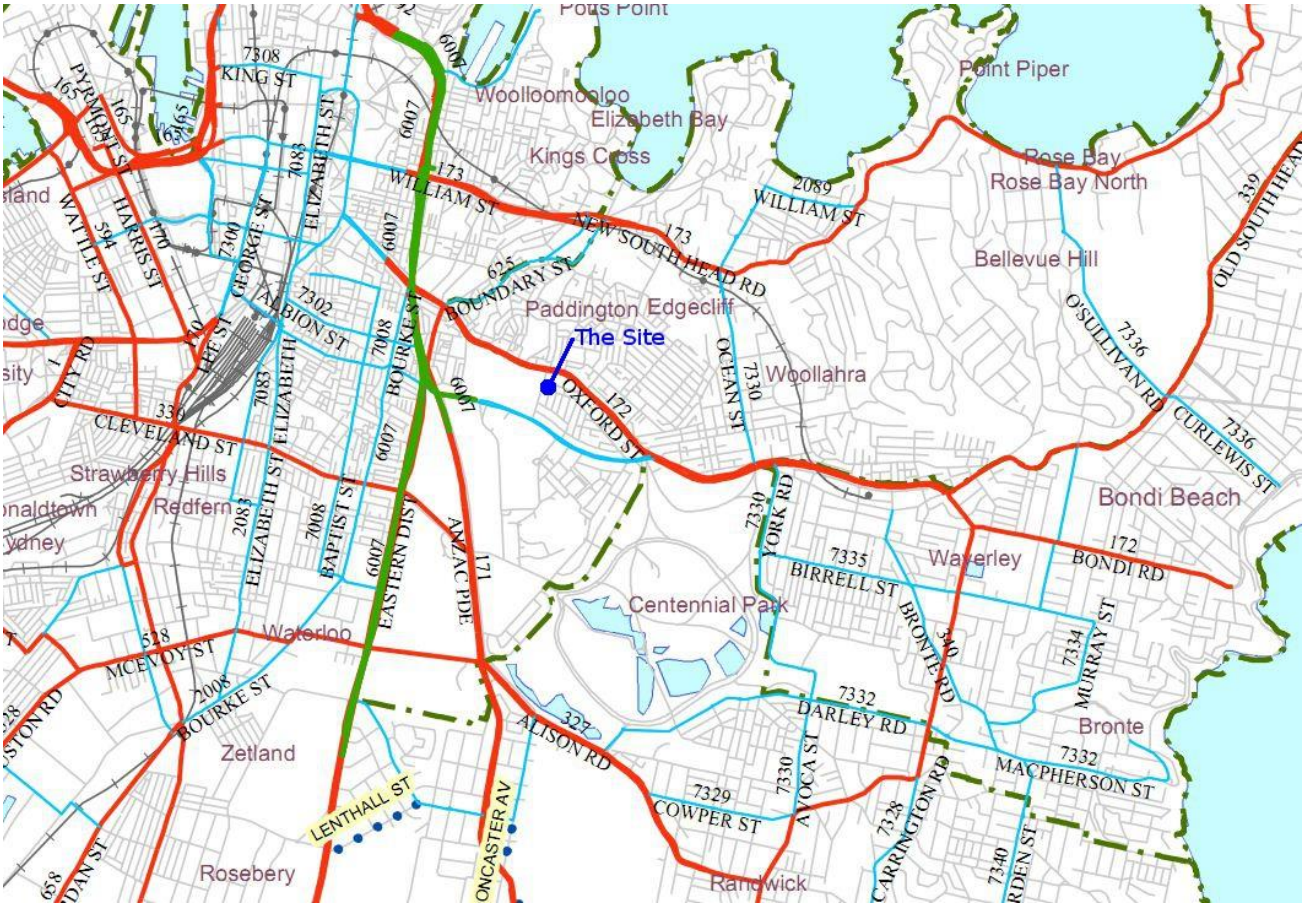

Figure 3 – Road Hierarchy

- Freeway / Motorway / Tollway
- State Road
- Regional Road
- Local Road

The NSW administrative road hierarchy comprises the following road classifications, which align with the generic road hierarchy as follows:

- State Roads - Freeways and Primary Arterials (RTA Managed)
- Regional Roads - Secondary or sub arterials (Council Managed, Part funded by the State)
- Local Roads - Collector and local access roads (Council Managed)

The road network serving the development site includes:

Oxford Street is classified as a State Road and serves as a major connection between the CBD and Bondi Junction. In the vicinity of the site, it carries two lanes in each direction, with an additional bus lane on each side. It has a speed limit of 40km/hr. A number of the connections between Gordon Street and Oxford Street have been pedestrianized along the length. This allows for pedestrian access to the site via Oxford Street, while restricting vehicular access to the local road network.

Moore Park Road is a Regional Road in the vicinity carrying two lanes in each direction, along with a parking and cycling lane on either side. It serves to connect the southern suburbs, such as the Centennial Park area and connects Anzac Parade and Flinders Street.

4 Development Traffic Assessment

4.1 Traffic Generation

The traffic generation of the proposed development has been established with reference to Technical Direction 13/04, which serves as an update to the RTA's Guide to Traffic Generating Developments, presents the traffic generation rates for a number of land uses based on the surveys undertaken more recently.

The traffic generation rates for the land use and the resulting vehicular trip generated from those uses are shown in Table 1 below:

Table 1 – Traffic generation rates for the development

Development		AM Peak Hour Vehicle Trips		PM Peak Hour Vehicle Trips	
		Factor	Trips	Factor	Trips
Medium Density Residential	19 Units	0.19 trips per unit	3.6 trips	0.15 trips per unit	2.85 trips
Total			**4**		**3**

The retail component will comprise a leasable floor area of 514m^2 (excluding the storeroom) and according to the RTA Guide could involve up to 24 vehicle movements during the Thursday evening peak, if the rate of 46 trips per 1,000m^2 for specialty retain is applied. However this rate is only applicable for retail having an unrestrained parking provision. It is also noted that the site is located in an area comprising a reasonably high density of residential dwellings and will also benefit from shared use trips associated with the Oxford Street commercial strip. The proposed car park will be available for public use during weekdays which will involve a certain level of traffic activity. The site is currently used by teachers and local businesses, which tends to generate traffic activity at various times of the day. It is expected that the car park will not generally involve a notable increase in this activity. It should also be noted that the car park itself is not a trip generating use and that other than the proposed retail use (which is calculated above) the available retail and related catchment does not change as a result of the development. This means that parking demand and traffic activity will not necessarily increase within the broader road network, a these same vehicles are currently visiting the Paddington area and utilising the on-street parking availability.

During Market days, the car park will be used by up to 79 market stallholders, however in terms of vehicle movements; this will merely represent a continuation of the existing traffic activity.

5 Typical Car Parking Provision

5.1 Planning Policy Requirements

The proposed permanent parking provision has been establish with reference to the relevant planning policy for the site and proposed land-use, being LEP2012, which presents the applicable parking requirements, as follows:

5.1.1 Residential:

1. The maximum number of car parking spaces for residential flat buildings, dual occupancies and multi dwelling housing is as follows:

    b. on land in category B:

        i. for each studio dwelling—0.2 spaces, and

        ii. for each 1 bedroom dwelling—0.4 spaces, and

        iii. for each 2 bedroom dwelling—0.8 spaces, and

        iv. for each 3 or more bedroom dwelling—1.1 spaces, and

        v. for each dwelling up to 30 dwellings—0.167 spaces, and

        vi. for each dwelling more than 30 and up to 70 dwellings—0.1 spaces, and

        vii. for each dwelling more than 70 dwellings—0.05 spaces,

5.1.2 Retail

The site is also identified as Category F on the Public Transport Accessibility Level Map and as such:

(2) The maximum number of car parking spaces for a building used for the purposes of retail premises is as follows:

(b) if the building is on land in category F—1 space for each 50 square metres of gross floor area of the building used for those purposes,

5.2 Proposed Parking Provision

5.2.1 Residential:

- 3 x 1 Bedroom Apartment @ 0.4 spaces per apartment = 1.2 spaces
- 1 x 1 Bedroom Accessible Apartment @ 1.0 spaces per apartment = 1.0 spaces
- 12 x 2 Bedroom Apartment @ 0.8 spaces per apartment = 9.6 spaces
- 1 x 2 Bedroom Accessible Apartment @ 1.0 spaces per apartment = 1.0 spaces
- 2 x 3 Bedroom Apartment @ 1.1 spaces per apartment = 2.2 spaces

- Visitors = 19 Apartments @ 0.167 space per apartment = 3.17 spaces

Total Residential Parking = 18 spaces

5.2.2 Retail

- Small Shops = 597m^2 @ 1 space per 50m^2 = 11.94 spaces

Total **= 30 spaces**

In accordance with Condition 7 of the Consent the residential parking spaces will be secured by way of ground mounted fold down bollards (or similar) to prevent use by casual parkers.

The entire car park will be controlled by a boomgate access control system, located adjacent to the access driveway. The fee structure would be determined based on projected parking demand profiles and would be in the context of other paid parking opportunities in the vicinity of the site and the pricing structure presented in the DCP. It is recognised that Condition 9 of the Consent details the pricing structure to be adopted, but allows the variable (N) to be determined by the applicant. Systems such as ticket validation within the proposed retail tenancy would be employed to ensure that the parking provision relating to the on-site uses are freely available in the context of the DCP requirements described above.

5.2.3 Motorcycle Parking

In addition to the car parking spaces it is proposed to accommodate 7 motorcycle parking spaces within the car park, which are being proposed in accordance with the requirements of DCP2012, which states.

7.8.4 Motorcycle parking spaces

(1) In all buildings that provide onsite parking, 1 motorcycle parking space for every 12 car parking spaces is to be provided as separate parking for motorcycles. Each motorcycle parking space is to be designated and located so that parked motorcycles are not vulnerable to being struck by a manoeuvring vehicle.

Based on the car parking provision of 80 spaces within the entire car park, the DCP requires a provision of 6.6 spaces, which is satisfied by the proposed provision of 7 spaces.

6 Servicing

Discussions with Council indicate that a Loading Zone will be installed in Newcombe Street as part of the amendments to the road arrangement and streetscape.

The current design of the Newcombe Street scheme includes a Loading Zone and a turning area so that all vehicles will enter from Oxford Street, turning around within the turning area and exit back to Oxford Street. The preference is to utilise the proposed Loading Zone in Newcombe Street, in lieu of a loading dock within the development site. However, this will be subject to a separate DA for the use & fitout of the retail space, so for the purposes of this Section 96 submission, a loading dock has been provided within the development.

The proposed loading dock will be located with access provided via the car park access driveway and has been designed to accommodate a Small Rigid Vehicle entering and exiting the property in a forward direction, so that no reverse movements occur within Newcombe Street. The proposed loading dock access arrangement is considered to be acceptable on the basis of the low frequency of loading activity and the low traffic volume associated with the car park.

The loading dock is proposed on a straight section of the driveway where sight distances are adequate for approaching vehicles to observe the service vehicle while it manoeuvres to and from the loading dock. The access driveway provides more than adequate space for vehicles to wait within in the property, i.e. without waiting on the footpath or carriageway of Newcombe Street.

All manoeuvring to and from the loading dock will occur within a low speed environment, where there is little probability of vehicle conflict.

7 Market Day Parking Provision

During market days (Saturday every week) the site currently provides parking for up to 79 vehicles in an informal arrangement. The site is not line marked with parking spaces and aisles, however vehicles are arranged as such to maximise the parking provision which results in a tandem arrangement throughout the site. This has been successfully managed for many years on the basis that the market stallholders are regular users and generally arrive and depart over the same period.

The proposed lower level basement will accommodate up to 74 vehicles while a further 5 vehicles will be accommodated in the upper level (totalling 79 vehicles). During market days a variable message sign located at the car park entry would inform members of the public that the car park is closed during market activity.

There will be no tandem parking within the upper level. The tandem parking within the lower level will affect 68 vehicles, including vehicles being blocked in and those blocking other vehicles. 24 of the vehicles blocking other vehicles will be able to arrive and depart independent from the movement of other vehicles, meaning that 44 vehicles would be blocked in by another vehicle. The arrangement is illustrated on the Parking Management Plan, which has been prepared in accordance with Conditions 10 and 11 of the Consent, and is presented in **Attachment 2**. The accessibility of parking spaces is summarised in the following table:

Unrestricted vehicles not in Tandem	6 + 5 (upper level)
Unrestricted vehicles in Tandem	24
Restricted vehicles in tandem	44

While the existing situation works well in the open air car park it is proposed to implement a formal parking management plan in conjunction with the development proposal in recognition that the basement car park will also accommodate parking related to the residential and retail components. The Parking Management Plan (**Attachment 2**) will be made available to market stallholders through the market website. Existing stallholders will be presented with the management plan, which has been prepared as a single A4 sheet/PDF file and in a simple format requiring little explanation from the market organisers.

New stallholders are required to pass through an approval process before being permitted to hold a stall at the markets. The parking management plan would be made available during this process.

The basic intent of the management plan is to ensure that all stallholders understand the operation of the car park and respect the tandem arrangement and other users of the car park. The overall goal is to ensure that those wishing to use the car park can do so and with minimal disruption to the residents within the building. It is intended that a parking warden (employed by the Markets) will be locate at the car park entry to hand out the parking space allocation numbers, and will be available to attend to issues that arise in the basement, as required. It is anticipated that following the first few weeks of operation, the stallholders will be familiar with the arrangement, as with the current situation. In this regard, the management plan has been setup in such a way as to minimise the need for personnel intervention.

Each of the parking spaces will be numbered and colour coded. The number allows identification of each space within the car park, which can be related to the Parking Management Plan. The colour coding relates to the three groups of vehicle presented in the table above so that stallholders know whether the space they are parking in has any impact upon another vendor. The spaces used during market days, which do not form part of the permanent parking layout would be identified with a dashed line marking. It is recommended that the colours used should be less prominent that the permanent parking spaces, which are generally marked with white solid lines. In order to simplify the line marking of the permanent spaces, only the number would be colour coded, as indicated in the following example.

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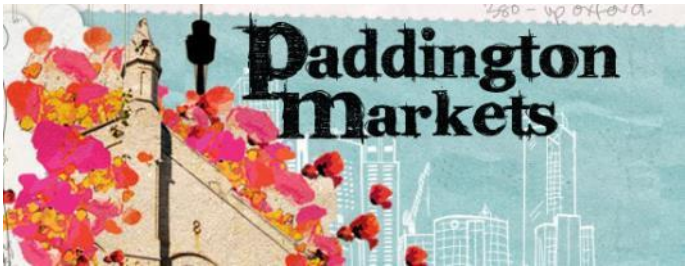
All stallholders will be presented with an identification card which will be left in the windscreen of their vehicle. The card would include the name of the vendor, the name of the stall and a mobile phone number. This will ensure that all venders are contactable should a vehicle need to be moved during the market operating hours. Based on the operation of the current parking arrangement, this will be a rare event. A possible ID card layout is presented below:



Name: John Smith
Stall: Bits n Bobs
Mobile 0412 345 678

Must be displayed in windscreen on Market Days

8 Market Day Bump in / out

Under the existing arrangements stallholders arrive between 7:30 and 8:30 on Saturday morning and in accordance with the Consent for the Markets, unload from three available areas:

- Two spaces located off Newcombe Street, comprising 'Loading Zone' parking controls, which provide 15 minute loading zone parking during Saturdays,
- Two spaces located at the rear of the Manse (Young Refuge) off Gordon Street,
- Two spaces within the Paddington Primary school grounds off Elizabeth Street.

It is proposed that the conditions relating to the Market Consent will be adopted in relation to the proposed scheme. This includes the time restrictions applied to loading and unloading and also the locations where this activity is permitted. In this regard it is proposed that no loading or unloading will occur within the proposed basement car park.

The proposal will not dramatically alter this arrangement, the only difference being that vehicles will park within a basement rather than at grade.

In order to control the flow of vehicles within the car park, it is proposed that a traffic warden will be located at the car park entry (as described in Section 7). During market days, the car park will not be accessible by members of the public, therefore the boomgates will be placed in the open position during the arrival and departure of stall owners to ensure that no delays are caused within the car park access. The traffic warden will observe the stall owners ID card within the windscreen on entry, which will ensure that traffic entering the car park can maintain a steady flow, avoiding queuing on Newcombe Street and/or Oxford Street.

9 Stallholder Parking During Construction

Further information in relation to the stallholder parking during the construction will be provided upon confirmation of arrangements with an alternative location. A separate traffic report will be provided to Planning NSW and the City of Sydney to assess the stallholder parking during construction.

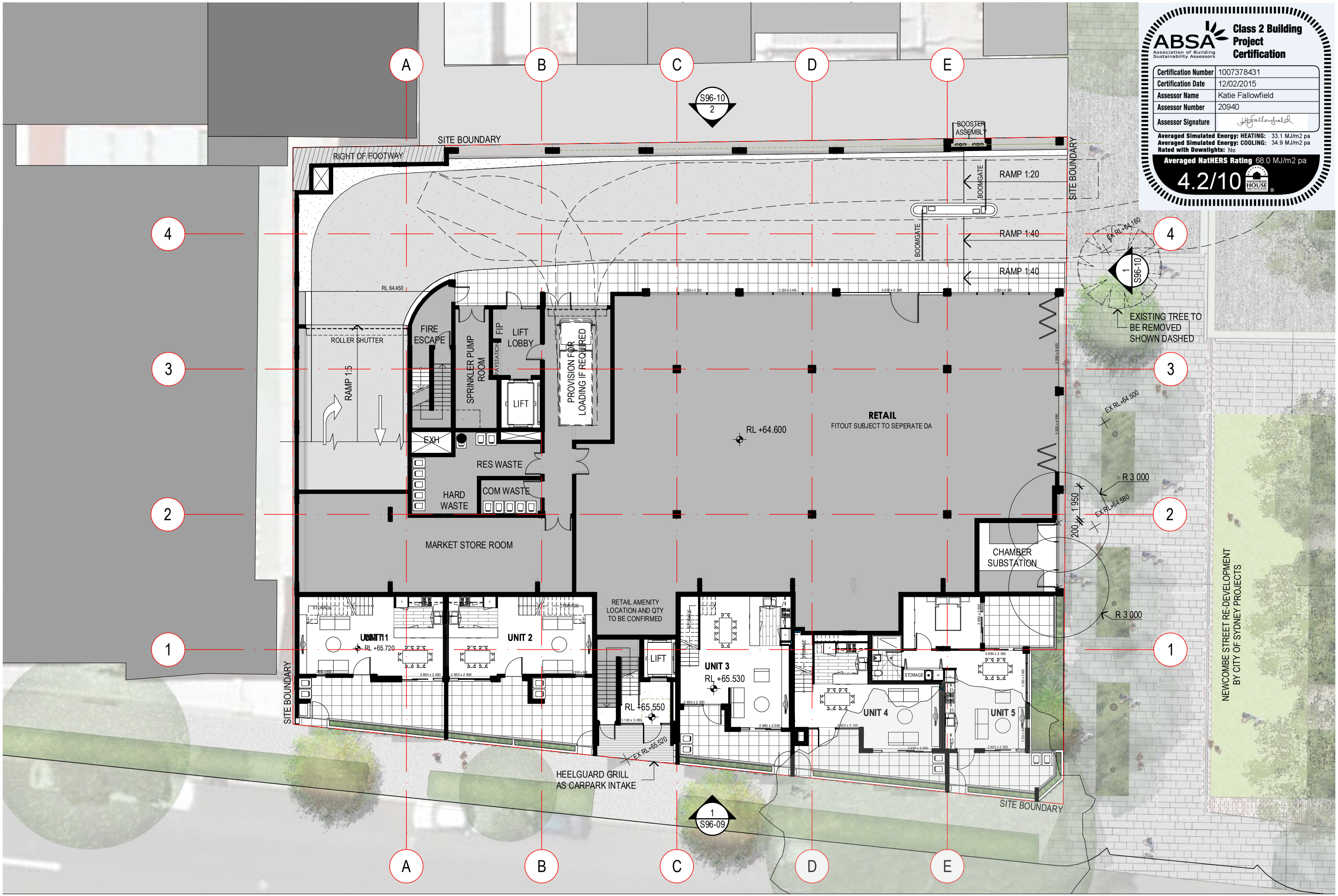
10 Summary

During the preparation of this report, Parking and Traffic Consultants have examined the existing operation of the Paddington Markets relating to traffic and parking and have applied the findings to the proposed development scheme in order to determine the method for managing the car park during market days.

The report responds to queries identified by City of Sydney Council relating to how the car park will be managed during market days (given the need for tandem parking) and how the car park will operate during non-market days.

The parking management for both uses of the car park, set out in this report, have been designed to minimise the need for manual control, although it is recognised that market personnel current organise the parking arrangement and that this provision may continue within the proposed building. The proposed Parking Management Plan provides a suitably clear set of instructions for stallholders while the proposed Vehicle ID Card allows for unplanned instance whereby a tandem parked vehicle may be to be moved during the day. The market stallholders and organisers form a linked community whereby communication between parties occurs with ease. In this regard ay ongoing issues with management of the car park can be resolved. This differs from a public situation where there is often no means of communicating other than through fixed signage. It is important to assess the proposed parking arrangement in the context of the existing use of the site, which requires a tandem parking layout with no means of permanently identifying the parking spaces on the gravel surfacing. In this regard the proposed, more permanent arrangement, offers improvements over the existing situation.

Attachment 1 – Architectural Drawings



ABSA Association of Building Sustainability Assessors

Class 2 Building Project Certification

Certification Number	1007378431
Certification Date	12/02/2015
Assessor Name	Katie Fallowfield
Assessor Number	20940
Assessor Signature	

Averaged Simulated Energy: HEATING: 33.1 MJ/m2 pa
Averaged Simulated Energy: COOLING: 34.9 MJ/m2 pa
Rated with Downlights: No

Averaged NatHERS Rating 68.0 MJ/m2 pa

4.2/10 Nationwide House Energy Rating

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PADDINGTON UNITING CHURCH

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MIXED USE DEVELOPMENT
24-28 GORDON ST
PADDINGTON, NSW

PROJECT NORTH

DRAWING NAME:
GROUND FLOOR PLAN

DRAWING NUMBER
10023 -S96-05

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PLOT DATE 9/03/2015

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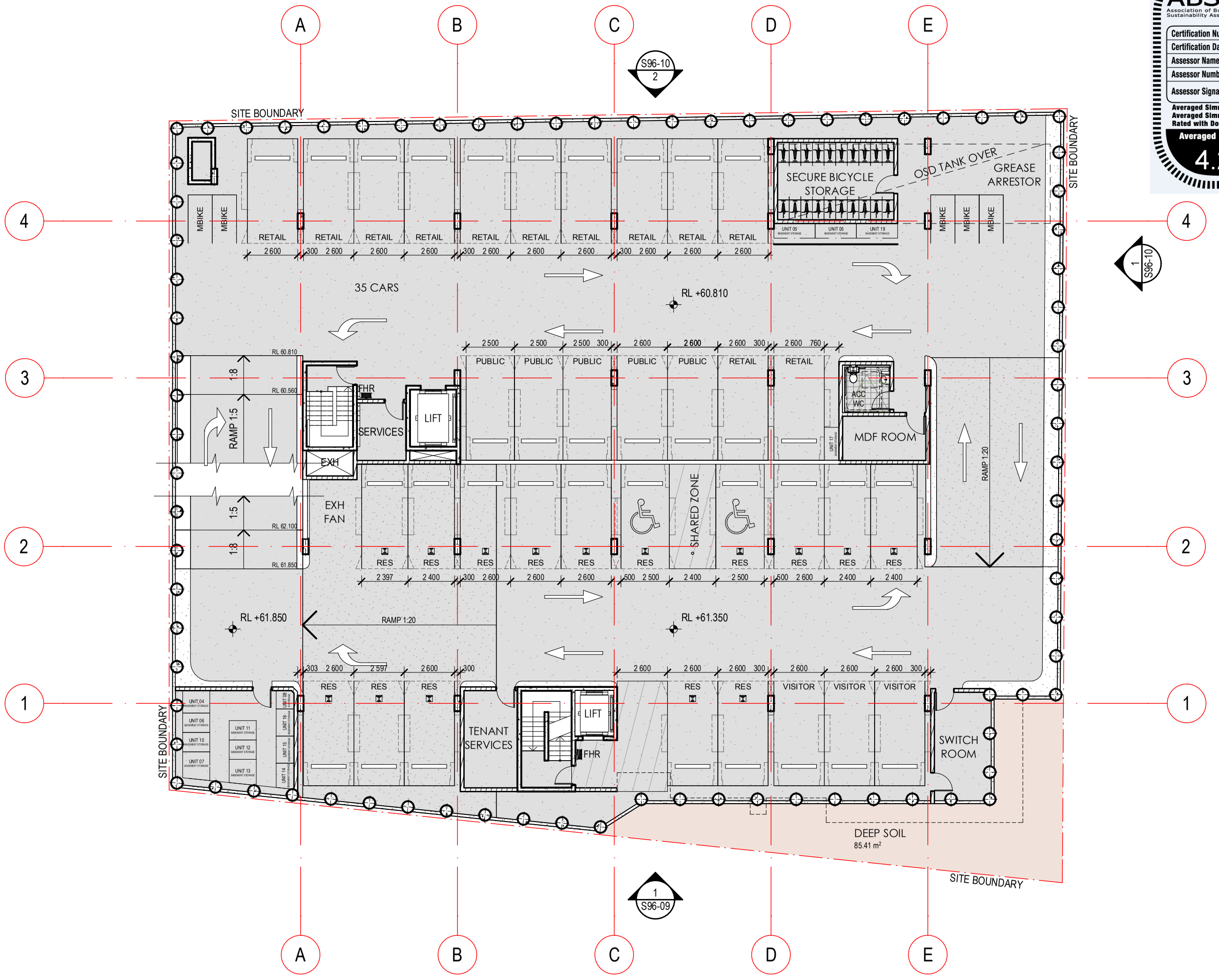

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PADDINGTON, NSW

PROJECT NORTH

DRAWING NAME:
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10023 -S96-04

ISSUE
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PLOT DATE 11/03/2015

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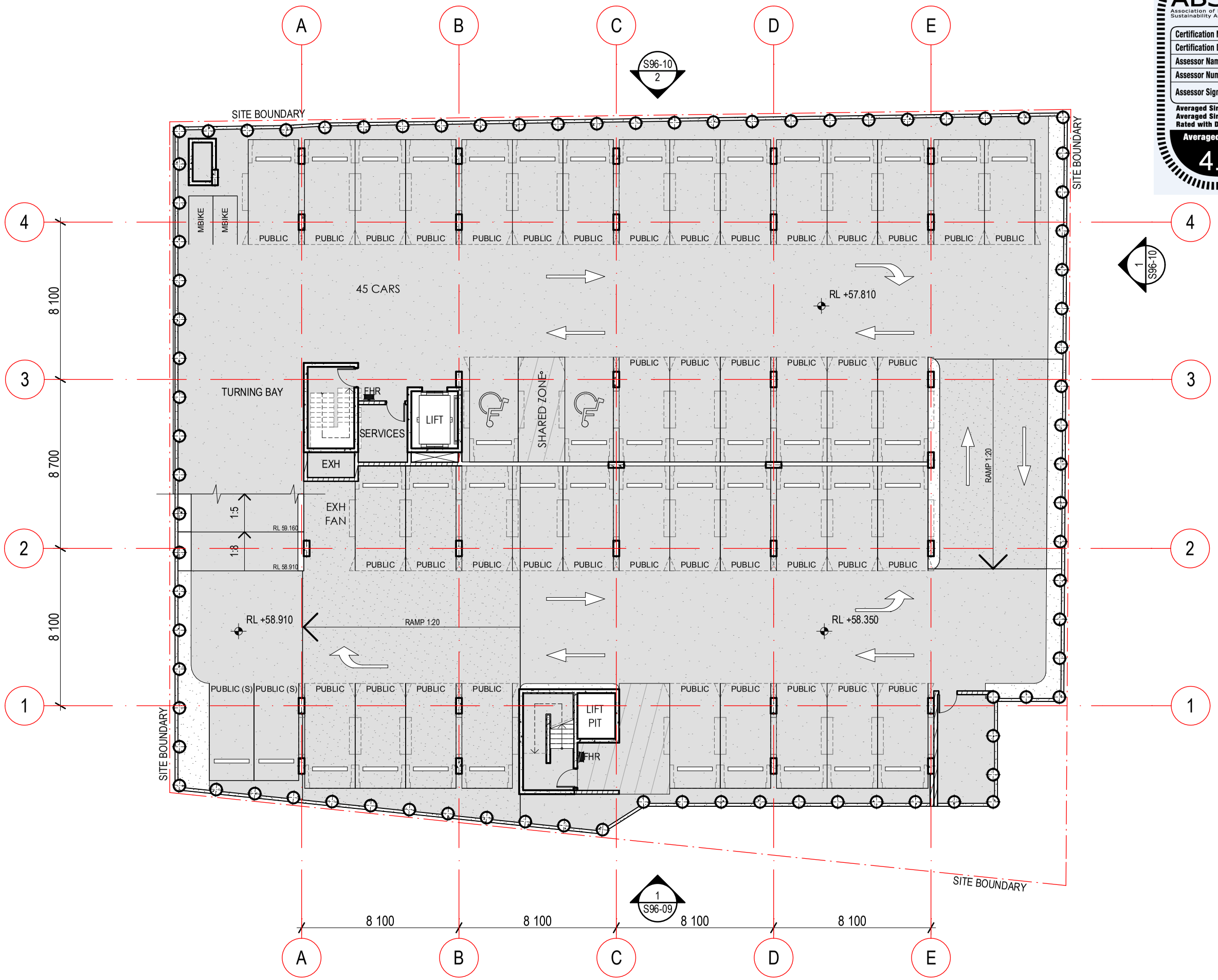

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PADDINGTON, NSW

PROJECT NORTH

DRAWING NAME:
BASEMENT 2 PLAN

DRAWING NUMBER
10023 -S96-03

ISSUE
[P05]

SCALE		DRAWN	QA	PLOT DATE
1:200	@A3	MS	SO	11/03/2015

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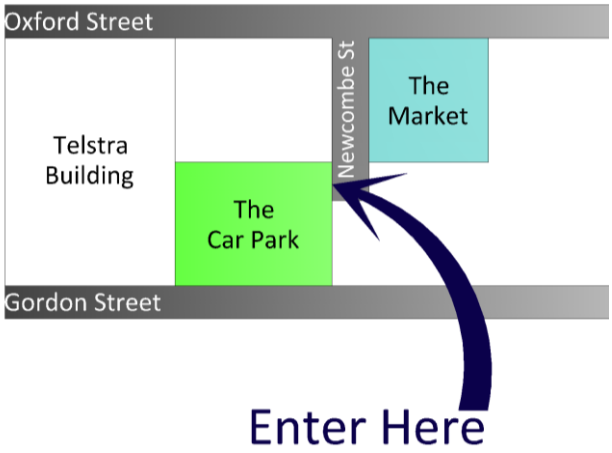
Attachment 2 – Parking Management Plan

Paddington Markets Parking Management Plan

Please leave your Vehicle ID Card clearly visible in the windscreen of your vehicle.

Parking for stallholders is now available within 24-28 Gordon Street with access via the ramp down from Newcombe Street.



Please park in your allocated parking space (Parking Warden will issue you with a number) and do not block any empty spaces

Trailers are not permitted within the car park.

The parking spaces are numbered and colour coded

1 – 6 = White – Unrestricted Spaces
You can come and go as you please

7 – 50 – Green – Blocked by Others
Your vehicle will be blocked in by others.
If you need to move your vehicle, contact details of the owner will be available on the Vehicle ID Cards displayed in each windscreen

51 – 74 = Blue – Blocking Others
You can come and go as you please; however you may be required to move your vehicle to let others leave

75 – 79 = Unrestricted Spaces (located on upper level)