## Proposed Mixed-Use Retail & Student Accommodation Development

## 80-88 Regent Street, Redfern

TRAFFIC AND PARKING ASSESSMENT REPORT

6 September 2018

Ref 18347



Transport, Traffic and Parking Consultants 🔵 🔵 🌑







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## 1. INTRODUCTION

This report has been prepared to accompany a planning application to the Department of Planning for a mixed-use retail and student accommodation development proposal to be located at 80-88 Regent Street, Redfern (Figures 1 and 2).

The subject site is located within the City of Sydney Council LGA and is listed as a *State Significant Development Site* in *Clause 2* of *Schedule 2* of the *State Environmental Planning Policy (State and Regional Development) 2011*, and is zoned *Business Zone (E) – Mixed Use* under the *State Environmental Planning Policy (Major Development) 2005*. Under *Part 5 – The Redfern-Waterloo Authority Sites* of *SEPP (Major Development) 2005* the *Sydney Local Environment Plan 2012* and the *Sydney Development Control Plan 2012* are not applicable to the site.

The Planning Assessment Commission previously granted consent for the construction of an 18-storey mixed-use development on the site comprising 56 residential apartments, commercial and retail floor space, a childcare centre above a four-level basement car parking area on the site (Application No: SSD 7080).

This State Significant Development Application (SSDA) seeks approval for the development of a new student accommodation facility. Specifically, the proposal involves:

- site preparation works
- construction and use of an 18-storey building comprising:
  - 265 student accommodation beds within 185 units, arranged as follows:
    - 163 x studio units;
    - 6 x loft units; and
    - 16 x 6-bed cluster units
  - communal student facilities including study areas, lounge rooms laundry facilities and a rooftop terrace

- three ground floor retail tenancies with a cumulative floor area of 373m<sup>2</sup>
- a single commercial tenancy with a cumulative floor area of 169m<sup>2</sup>.

The proposed student accommodation component will be operated by Iglu in conjunction with the recently completed Iglu student accommodation development on the adjacent site at 60-78 Regent Street, Redfern. A seamless internal connection is proposed between the two buildings at Level 1 where reception and the student community space in both buildings are to be located.

The subject site is located within *very easy walking distance* of several tertiary education facilities, including University of Sydney, University of Technology Sydney and Sydney TAFE College.

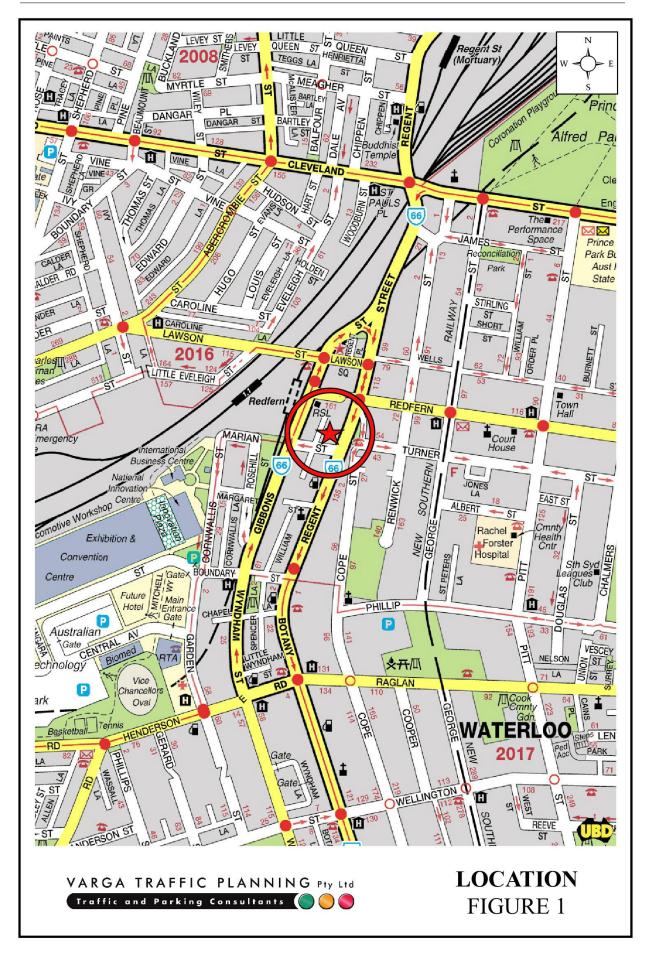
The subject site is also ideally located to suit the needs of students relying on public transport. The site is readily accessible by an extensive range of public transport services as detailed in Chapter 3 of this report.

No off-street car parking facilities are proposed for the development, consistent with the recently completed Iglu student accommodation facility on the adjacent site, and consistent with Council's sustainable transport objectives.

The purpose of this report is to assess the traffic and parking implications of the development proposal and to that end this report:

- describes the site and provides details of the development proposal
- reviews the road network in the vicinity of the site, and the traffic conditions on that road network
- reviews the sustainable transport options available in the vicinity of the site
- estimates the traffic generation potential of the development proposal

- assesses the traffic implications of the development proposal in terms of road network capacity
- assesses the parking implications of the development proposal
- confirms compliance with the Secretary's Environmental Assessment Requirements (SEARs).





## 2. PROPOSED DEVELOPMENT

#### Site

The subject site is located on the western side of Regent Street, to the north of Marian Street, some 150 metres to the south-east of the Redfern Railway Station. The site has street frontages approximately 27 metres in length to Regent Street, approximately 32 metres in length to Marian Street and approximately 27 metres to William Lane. The site occupies an area of approximately  $822m^2$ .

The site is located within the City of Sydney Council LGA and is listed as a *State Significant Development Site* within *Schedule 2* of the *State Environmental Planning Policy (State and Regional Development) 2011*. Under *Clause 11* of *State Environmental Planning Policy (State and Regional Development) 2011* the *Sydney Local Environment Plan 2012* and the *Sydney DCP 2012* are not applicable to the site.

The site is located within very close proximity to several tertiary educational establishments including University of Sydney, University of Technology Sydney and Notre Dame University.

The subject site is also located on the southern fringe of the Sydney CBD, within short walking distance of Redfern and Central Railway Stations.

The site is currently occupied by five commercial terraces with shop fronts along Regent Street with vehicular access provided via the rear lane.

A recent aerial photography of the site and its surroundings is provided below:



**Courtesy of Nearmap Imagery 2018** 

## **Previously Approved Development**

The Planning Assessment Commission has previously granted consent for the construction of an 18-storey mixed-use development on the site comprising 56 residential apartments, commercial and retail floor space, a childcare centre (Application No: SSD 7080).

Off-street parking was previously approved for 65 car spaces in a four-level basement car parking area. Vehicular access to the off-street car parking facilities was approved via a new entry / exit driveway off William Lane.

The traffic assessment prepared by *GTA Consultants* (22 January 2016) for the previously approved development estimated that it could potentially generate 35 vehicle trips per hour (vph) during both the AM and PM peak hour.

#### **Proposed Development**

This State Significant Development Application (SSDA) seeks approval for the development of a new student accommodation facility. Specifically, the proposal involves:

- site preparation works
- construction and use of an 18-storey building comprising:
  - 265 student accommodation beds within 185 units, arranged as follows:
    - 163 x studio units;
    - 6 x loft units; and
    - 16 x 6-bed cluster units
  - communal student facilities including study areas, lounge rooms laundry facilities and a rooftop terrace
  - three ground floor retail tenancies with a cumulative floor area of 373m<sup>2</sup>
  - a single commercial tenancy with a cumulative floor area of 169m<sup>2</sup>.

Off-street car parking is not proposed on the site, consistent with Council's sustainable transport objectives.

The subject site is located within *very easy walking distance* of multiple tertiary education facilities, including University of Sydney, University of Technology Sydney and Notre Dame University.

In addition, the subject site is also ideally located to suit the needs of students relying on public transport. The site is readily accessible by an extensive range of public transport services as detailed in Chapter 3 of this report.

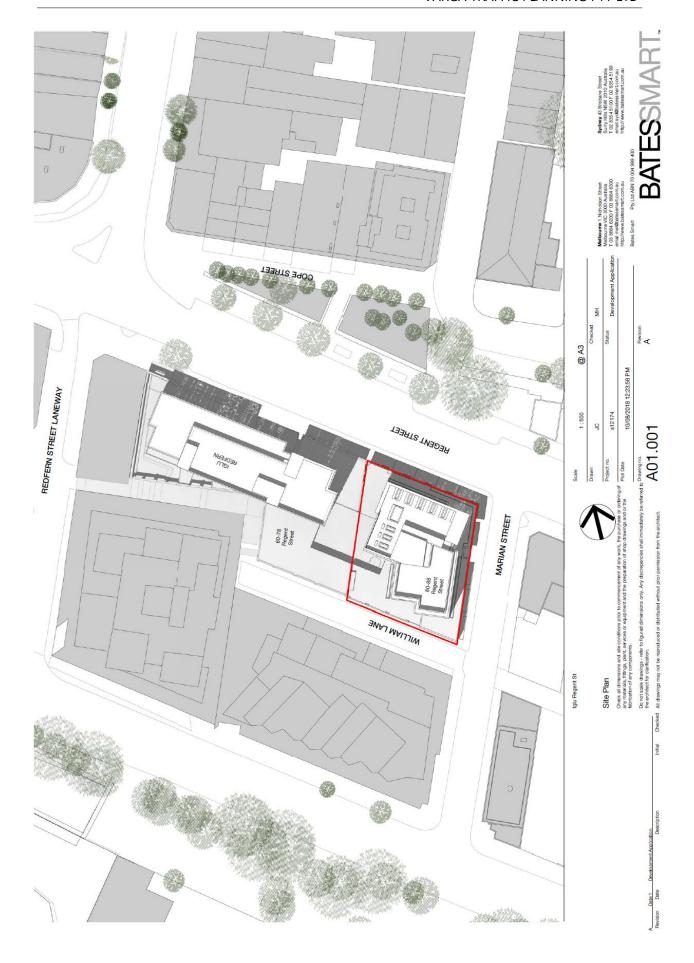
The proposed student accommodation will be operated by Iglu in conjunction with the recently completed Iglu student accommodation development located on the adjacent site at 60-78 Regent Street which was approved by the Planning Assessment Commission on 25 August 2015.

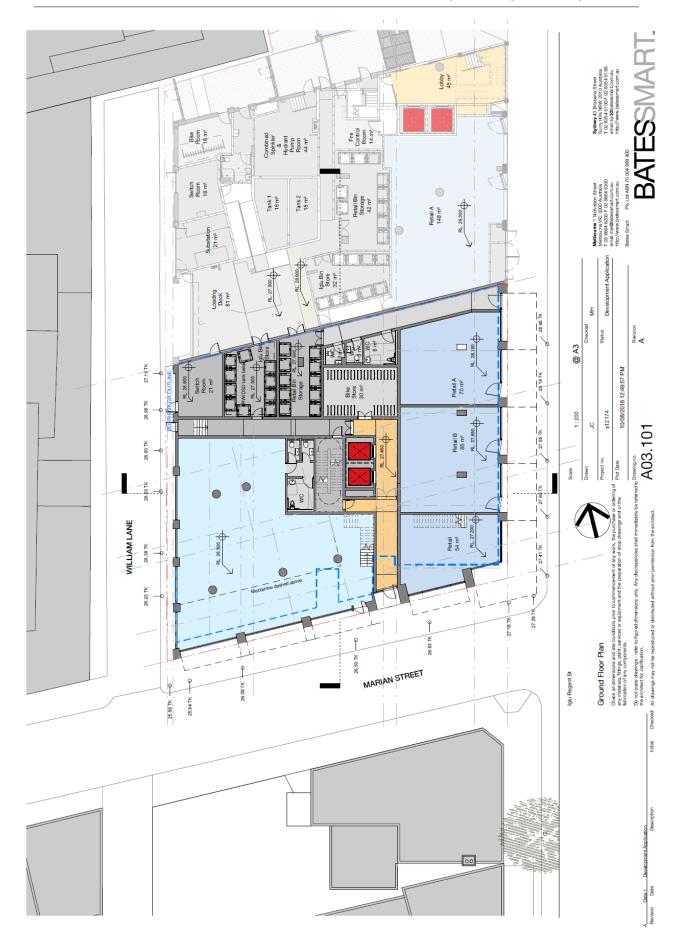
That previously approved Iglu student accommodation development on the adjacent site comprises 134 student accommodation units for 370 students. No off-street car parking facilities are provided in the adjacent development.

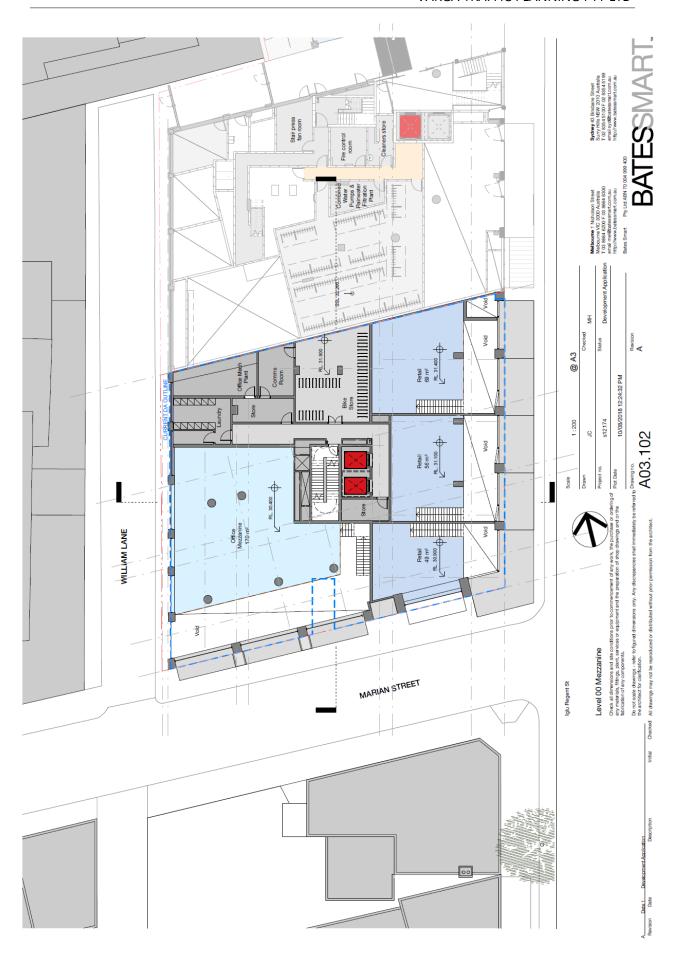
A seamless connection is proposed between the two buildings at Level 1 where reception and the student's community space are proposed.

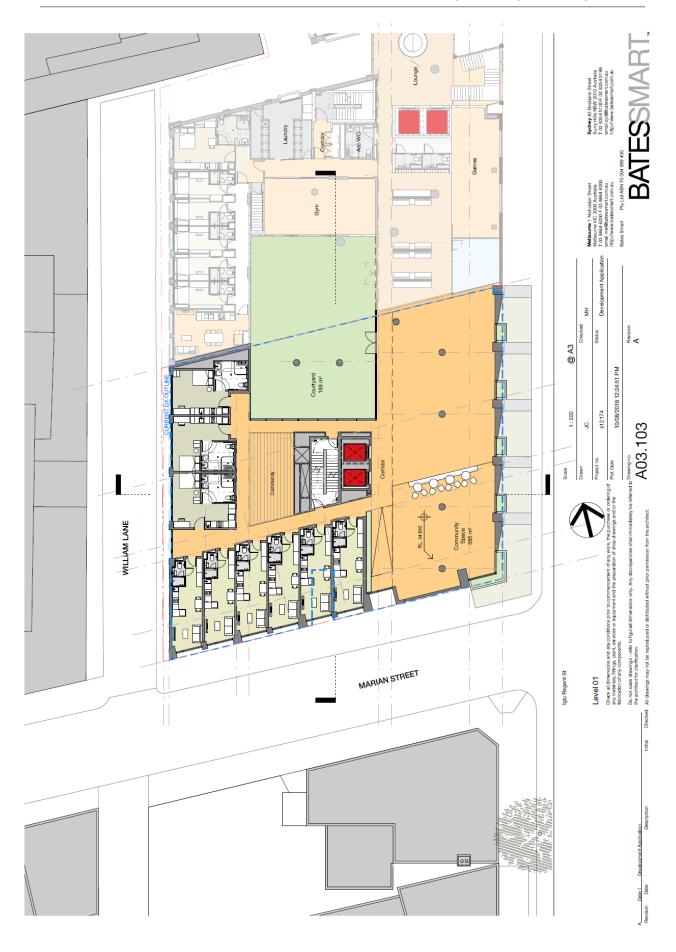
The servicing/loading needs of the development proposal are expected to be minimal, and will be accommodated by the recently completed loading dock at the rear of the adjacent site, with vehicular access to be provided off William Lane. New bin storage rooms are proposed on the subject site with direct access to the adjacent loading dock.

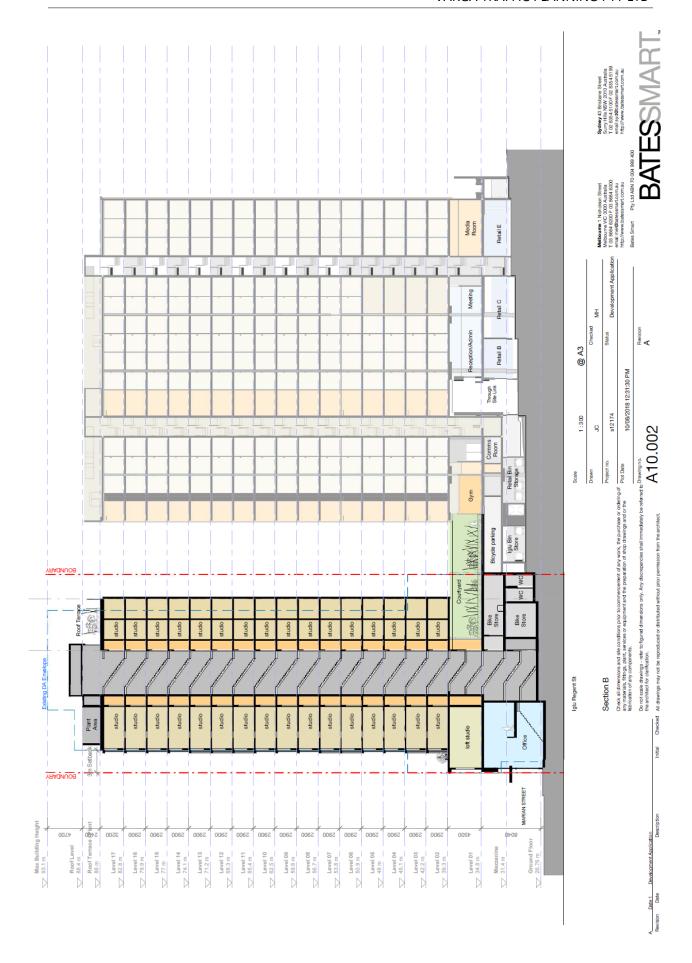
Plans of the proposed development have been prepared by *Bates Smart Pty Ltd* and are reproduced in the following pages.











#### 3. TRAFFIC ASSESSMENT

#### **Road Hierarchy**

The road hierarchy allocated to the road network in the vicinity of the site by the Roads and Maritime Services is illustrated on Figure 3.

Regent Street is classified by the RMS as a *State Road* and provides the key southbound road link in the area between Broadway and Botany Road. It typically carries two to three southbound traffic lanes with two kerbside parking lanes in the vicinity of the site.

Gibbons Street is classified by the RMS as a *State Road* and provides the key northbound road link in the area. It typically carries two northbound traffic lanes with two kerbside parking lanes in the vicinity of the site.

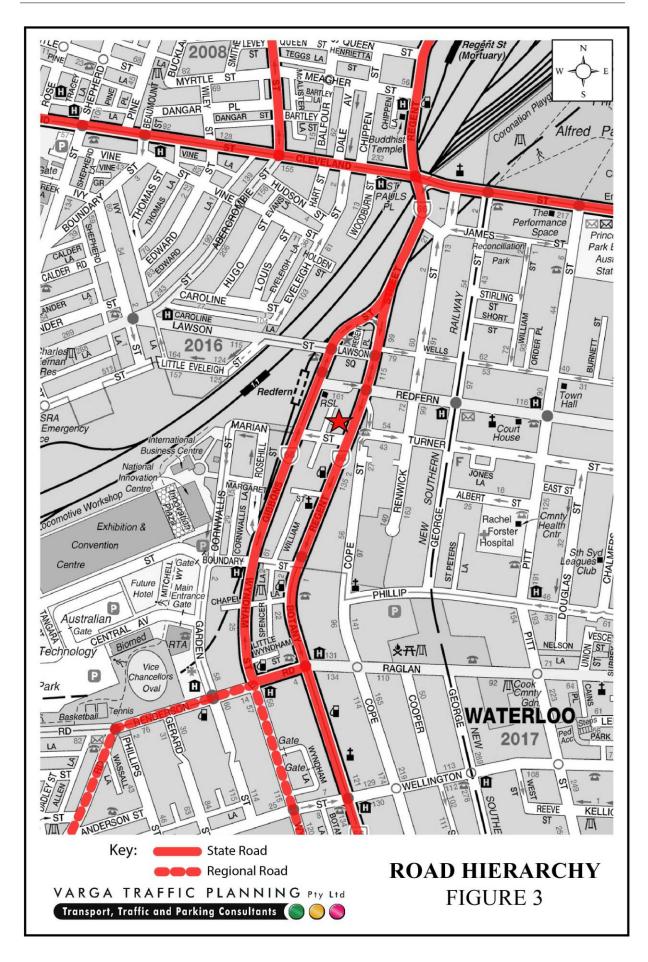
Cleveland Street is classified by the RMS as a *State Road* and provides the key east-west road link in the area, linking City Road to Anzac Parade. It typically carries two traffic lanes in each direction in the vicinity of the site with turning bays provided at key locations.

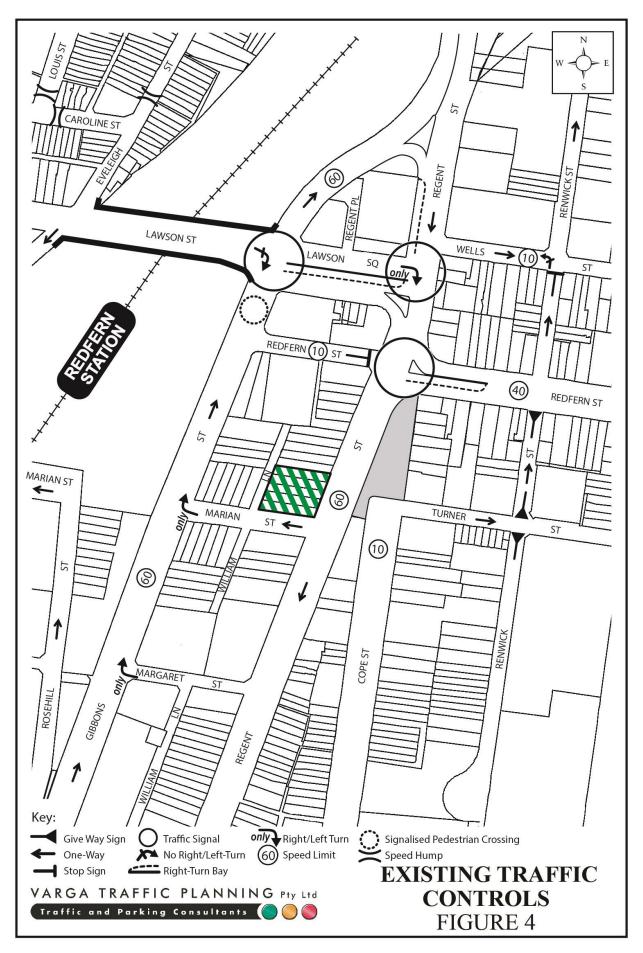
Marian Street and Williams Lane are local, unclassified roads which are primarily used to provide vehicular and pedestrian access to frontage properties. Kerbside parking is permitted on the northern side of Marian Street between William Lane and Regent Street.

## **Existing Traffic Controls**

The existing traffic controls which apply to the road network in the vicinity of the site are illustrated on Figure 4. Key features of those traffic controls are:

- a 60 km/h SPEED LIMIT which applies to Regent Street and Gibbons Street
- a 40km/h SPEED LIMIT which applies to Redfern Street (east of Regent Street)
- TRAFFIC SIGNALS in Regent Street where it intersects with Redfern Street and Lawson Street





- ONE-WAY southbound restriction in Regent Street
- ONE-WAY northbound restriction in Gibbons Street
- ONE-WAY westbound restriction in Marian Street.

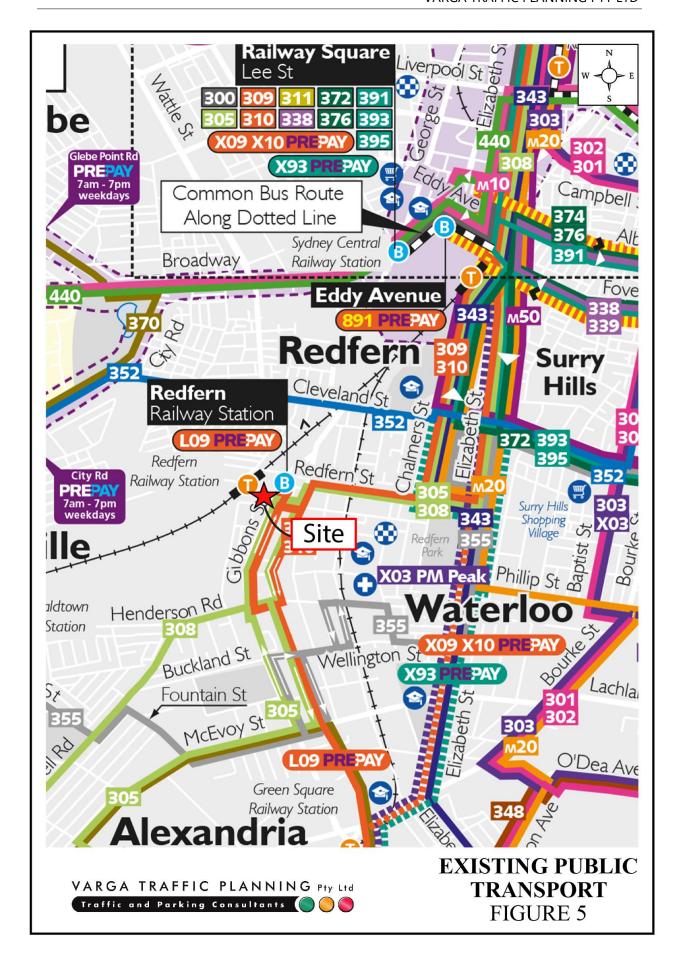
## **Existing Public Transport Services**

The existing public transport services available in the vicinity of the site are illustrated on Figure 5.

The subject site is conveniently located within approximately 180 metres or 3 minutes walking distance to / from the Redfern Station servicing:

- T1 Northern Line operating between City to Epping via Strathfield
- T1 Western Line operating between City to Emu Plains or City to Richmond
- T2 Inner West & Leppington Line operating between City to Parramatta or City to Leppington
- T3 Bankstown Line operating between City to Liverpool or City to Lidcombe via Bankstown
- T4 Eastern Suburbs & Illawarra Line operating between Waterfall or Cronulla to Bondi Junction via City
- T8 Airport & South Line operating between City to Macarthur via Airport or Sydenham.

Train services typically arrive / depart the station every minute during commuter peak periods and throughout the day, although individual servicing frequencies for different train routes may vary. In any event, commuters can be expected to simply turn up and go without ever needing to rely on a timetable.



There are currently 7 bus services passing through Gibbons Street and Regent Street in the immediate vicinity of the site and a short walk to Central Station will provide full access to the extensive train / light rail / bus network passing through the Sydney CBD.

There is no doubt that the site has excellent connectivity to existing public transport services being in the Sydney CBD to encourage the greater use of sustainable modes of transport.

The site is therefore considered to be highly accessible to essential services and public transport options.

## **Cycling in City of Sydney**

Riding a bike is a fun, healthy and sustainable way of getting around the city. Using two wheels can also potentially save time and money.

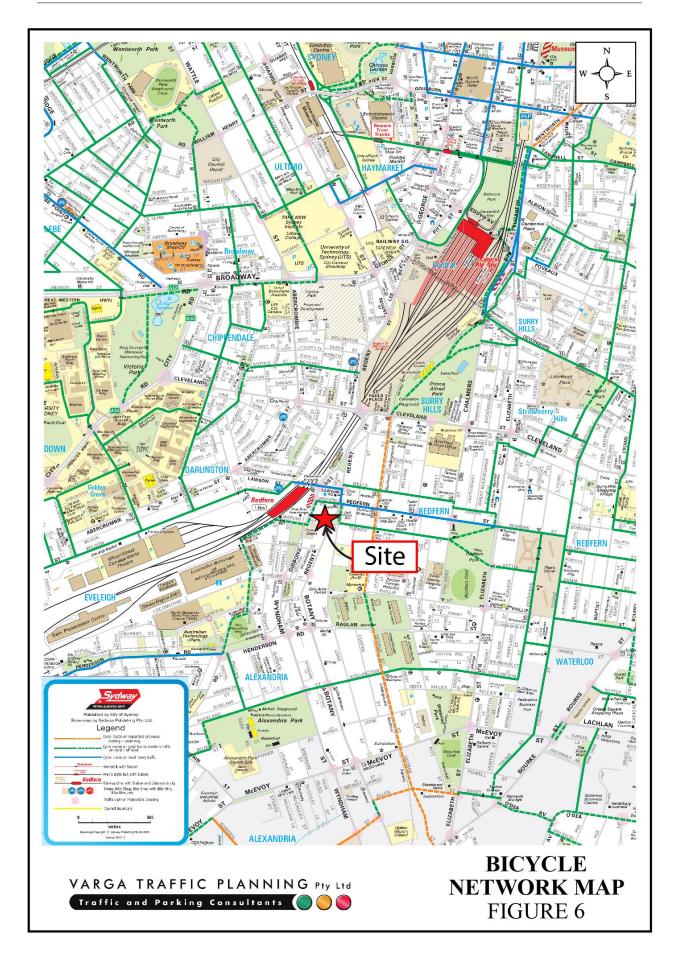
More and more Sydneysiders are riding bikes for transport, with a 100% increase over the past 3 years. Twice as many are riding bikes for transport than the national average, and some 31,600 City of Sydney residents get on a bike in a typical week (2013 Australian Bicycle Council survey).

The City is supporting this growth in cycling by building a 200km bike network which includes dedicated bike paths separating riders from traffic and pedestrians, as illustrated in the City of Sydney bicycle network map shown in Figure 6.

The City of Sydney bicycle network map shows that the site has excellent connectivity to the wider cycle network via separated off-road cycleways and low-traffic routes.

#### Planning Guidelines for Walking and Cycling

The *Planning Guidelines for Walking and Cycling* identify a number of city-scale design principles that can assist the creation of walkable and cyclable cities and neighbourhoods. These principles emphasise urban renewal and the creation of compact, mixed use, accessible centres around public transport stops. At the neighbourhood scale, design principles can be reinforced through the creation of local and accessible centres and neighbourhoods with



connected street patterns and road design which aim to reinforce local walking and cycling networks.

In particular, the *Guidelines* note that increased population density is an important element in creating a walkable and cyclable city. A compact development brings activities close together, making them more accessible by foot or by bicycle, without the need to use a car. Increased population density also enhances the viability of public transport services.

#### **Work Place Travel Plan**

A Work Place Travel Plan aims to manage transport through a series of measures that promote and facilitate more sustainable modes of travel with a view to reducing motor vehicle use. A Work Place Travel Plan establishes travel mode targets in consultation with residents and employees which are to be reviewed on a regular basis. The key tasks of the Work Place Travel Plan Coordinator will include:

- undertake regular surveys to identify the travel modes of building occupants
- maintain and update the information provided in the Transport Access Guide, and
- set new travel mode targets on an ongoing pace in consultation with residents and employees.

#### **Transport Access Guide**

The aim of a Transport Access Guide is to ensure that residents and employees are aware of the options available for travel to the subject development by walking, cycling or public transport.

A Transport Access Guide will typically include a map illustrating public transport routes, cycle ways and walking paths, as well as key destinations in the vicinity of the site such as tertiary education facilities.

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The Work Place Travel Plan and Transport Access Guide will be developed in accordance

with the principles identified by Transport for NSW and Sydney City Council prior to issue

of the Occupation Certificate.

**Projected Traffic Generation** 

The traffic implications of a development proposal primarily concern the effects of the

additional traffic flows generated as a result of a development and its impact on the

operational performance of the adjacent road network.

An indication of the traffic generation potential of the development proposal is provided by

reference to the Roads and Maritime Services publication Guide to Traffic Generating

Developments, Section 3 - Landuse Traffic Generation (October 2002) and the updated traffic

generation rates in the RMS Technical Direction (TDT 2013/04a) document.

The RMS Technical Direction document specifies that it replaces those sections of the RMS

Guidelines indicated and must be followed when RMS is undertaken trip generation and/or

parking demand assessments.

The RMS Guidelines and the updated Technical Direction are based on extensive surveys of

a wide range of land uses and nominate the following traffic generation rates which are

applicable to the residential component of the development proposal:

Commercial

AM:

1.6 peak hour vehicle trips per 100m<sup>2</sup> gross floor area

PM:

1.2 peak hour vehicle trips per 100m<sup>2</sup> gross floor area

However, neither the RMS Guidelines nor the Technical Direction nominate a traffic

generation rate for small, local shops and student accommodation.

Notwithstanding the above, it is again noted that the proposed development does not make

provision for any off-street car parking and therefore could not be expected to result in any

appreciable traffic generation potential. Most vehicular movements associated with the

development are likely to comprise the servicing and delivery needs of the development.

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These will be relatively infrequent and generally do not coincide with typical commuter peak periods.

In any event, the approved development was expected to generate an estimated 35 vehicle trips per hour (vph) during both the AM and PM peak hour, well in excess of the potential traffic generation potential of the current development proposal.

Accordingly, it is likely that the proposed development will result in a *nett reduction* in the traffic generation potential of the site when compared with the previously approved development, and will clearly not have any unacceptable traffic implications in terms of road capacity, thereby not warranting any traffic surveys/counts or intersection capacity analysis to be undertaken.

## 4. PARKING IMPLICATIONS

#### **Existing Kerbside Parking Restrictions**

The existing kerbside parking restrictions which apply to the road network in the vicinity of the site are illustrated on Figure 7 and comprise:

- 1 HOUR PARKING restrictions on the western side of Regent Street, including along the site frontage
- NO STOPPING restrictions on both sides of William Lane and within the vicinity of the site, including the William Lane site frontage.

## **Off-Street Parking Provisions**

As mentioned in the foregoing, the site is listed as a *State Significant Development Site* in *Clause 2* of *Schedule 2* of the *State Environmental Planning Policy (State and Regional Development) 2011*, and is zoned *Business Zone (E) – Mixed Use* under the *State Environmental Planning Policy (Major Development) 2005*.

Part 5 – The Redfern-Waterloo Authority Sites of the SEPP (Major Development) 2005 does not specify any off-street parking requirements, and notes that:

#### 3 Relationship with other environmental planning instruments

All other environmental planning instruments do not apply to the Redfern-Waterloo Authority Sites, except for other State environmental planning policies.

By way of comparison, *if* the *Sydney LEP 2012* was applicable to the site a residential component would most likely be located in *Category B* if, and in *Category D* for the proposed retail / commercial component. The *Sydney LEP 2012* specifies the following *maximum* number of parking spaces permitted to be provided on the site for residential and retail/commercial uses respectively:



#### 7.5 Residential flat buildings, dual occupancies and multi dwelling housing

- (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
  - (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

#### 7.6 Office premises and business premises

The maximum number of car parking spaces for a building used for the purposes of office premises or business premises is as follows:

(d) if the building is on land in category D, E or F and has a floor space ratio of greater than that specified in paragraph (a), (b) or (c) respectively, the following formula is to be used:

$$M = (G \times A) \div (50 \times T)$$

Where

M is the maximum number of parking spaces, and

G is the gross floor area of all office premises and business premises in the building in square metres, and

A is the site area in square metres, and

*T* is the total gross floor area of all buildings on the site in square metres.

## 7.7 Retail premises

- (1) This clause does not apply to a building if the building has more than 2,000 square metres of gross floor area used for the purposes of retail premises.
- (2) The maximum number of car parking spaces for a building used for the purposes of retail premises is as follows:
  - (d) if the building is on land in category D and has a floor space ratio greater than 3.5:1, the following formula is to be used:

$$M = (G \times A) \div (50 \times T)$$

Where

M is the maximum number of parking spaces, and

G is the gross floor area of all retail premises in the building in square metres, and

A is the site area in square metres, and

*T* is the total gross floor area of all buildings on the site in square metres.

It is noted however, that the Sydney LEP does not nominate a parking rate specifically for student accommodation units, referring only to residential flat buildings.

In any event, the proposed development does not make provision for any off-street car parking facilities and is therefore consistent with *Sydney LEP 2012* requirements to minimise private vehicle usage and encourage sustainable and active modes of transport.

## **Bicycle Parking**

Neither Part 5 – Redfern-Waterloo Authority Sites of the SEPP (Major Development) 2005 nor the Sydney LEP 2012 and Sydney DCP nominate an off-street bicycle parking requirement for student accommodation developments.

The applicant currently operates 8 similar student accommodation facilities in Brisbane, Sydney and Melbourne. All of the Iglu student accommodation facilities have been opened within the past 5 years and provide student accommodation ranging from 98 beds to 770 beds, with ample bicycle parking facilities. All of the student accommodation facilities operated by Iglu have achieved near 100% occupancy levels, typically comprising +85% international students.

The take-up of bicycle parking spaces by students tends to be relatively low because:

- Iglu student accommodations are located within *very easy walking distance* of tertiary education facilities and/or public transport facilities, making bicycle usage unnecessary and redundant
- the majority of students are international students who cannot take their bicycles home at the end of the semester/course, and have no need for a bicycle during their stay in

Australia because they have chosen accommodation within walking distance of the University they are attending.

Surveys of the *Iglu* student accommodation facilities operated by the Applicant throughout eastern Australia have found that the typical bicycle parking requirement equates to approximately 2.5% - 5% of total students' numbers, as set out below:

- 1. Iglu Central opened 2/2013 98 beds 32 bike spaces provided usage/bike counts:
  - 2-(2015)
  - 3-(2016)
  - 5 (8/2017)
  - 2 (6/2018) (100% occupancy with 95% international residents)
  - bicycle parking space usage varies from 2% to 5%
- 2. Iglu Chatswood opened 2/2014 395 beds 80 bike spaces provided usage/bike counts:
  - 7-(2015)
  - 8-(2016)
  - 3 (8/2017)
  - 4 (6/2018) (98% occupancy with 87% international residents)
  - bicycle parking space usage varies from 0.8% to 2.1%
- 3. Iglu Central Park purchased 5/2017 770 beds 179 bike spaces provided usage/bike counts:
  - 32 (8/2017)
  - 21 (6/2018) (100% occupancy with 88% international residents)
  - bicycle parking space usage varies from 2.8% to 4.2%
- 4. Iglu Broadway purchased 5/2017 271 beds 36 bike spaces provided usage/bike count:
  - 6 (8/2017)
  - 6 (6/2018) (100% occupancy with 90% international residents)
  - bicycle parking space usage approx. 2.2%

- 5. Iglu Redfern I opened 2/2018 370 beds 169 resident bike spaces provided usage/bike numbers:
  - 13 (6/2018) (99% occupancy with 95% international residents)
  - bicycle parking space usage approx. 3.5%
- 6. Iglu Brisbane City opened 4/2016 414 beds 68 bike spaces provided usage bike counts:
  - 20 (8/2017)
  - 22 (6/2018) (75% occupancy with 66% international residents)
  - bicycle parking space usage approx. 4.9%
- 7. Iglu Kelvin Grove purchased 7/2016 454 beds 80 spaces provided usage/bike counts:
  - 36 (8/2017)
  - 24 (6/2018) (89% occupancy with 61% international residents)
  - bicycle parking space usage varies between 6% and 8%
- 8. Iglu Melbourne City Stage 1 opened 2/2018 139 beds 88 spaces provided usage/bike counts:
  - 9 (6/2018) (99% occupancy with 85% international residents)
  - bicycle parking space usage approx. 6.5%

On a pro-rata basis, the proposed development which is the subject of this application could be expected to generate a bicycle parking demand of 6 to 13 bicycle parking spaces.

That projected bicycle parking requirement of 6 to 13 bicycle parking spaces is comfortably satisfied by the proposed provision of 37 bicycle parking spaces at ground floor level plus a 47 bicycle parking spaces at mezzanine level, yielding a total bicycle parking provision of 84 bicycle parking spaces.

#### **Loading/Servicing Provisions**

The servicing/loading needs of the development proposal are expected to be minimal, and will be accommodated by the loading dock recently completed at the rear of the adjacent site,

with vehicular access to be provided off William Lane. New bin storage rooms are proposed on the subject site with direct access to the adjacent loading dock.

# 5. SEARS COMPLIANCE

Critical State Significant Infrastructure Standard Secretary's Environmental Assessment Requirements (SEARs), NSW Planning & Environment, December 2015

Desired Performance Outcome	Requirement	Compliance
4. Consultation  The project is developed with meaningful and effective engagement during project design and delivery.	<ol> <li>The project must be informed by consultation, including with relevant government agencies, infrastructure service providers, special interest groups, affected landowners, business and the community. The consultation process must be undertaken in accordance with the current guidelines.</li> <li>The proponent must document the consultation process, and demonstrate how the project has responded to the inputs received.</li> <li>The proponent must describe the timing and type of community consultation proposed during the design and delivery of the project, the mechanisms for community feedback, the mechanisms for keeping munity informed, and procedures for complaints handling and resolution.</li> </ol>	RMS, Council, TfNSW CBD Coordination Office contacted for comments on 31/08/18. No response received at time of lodgement.
16. Sustainability  The project reduces the NSW Government's operating costs and ensures the effective and efficient use of resources.  Conservation of natural resource is maximised.	The Proponent must assess the sustainability of the project in accordance with the Infrastructure Sustainability Council of Australia (ISCA) Infrastructure Sustainability Rating Tool and recommend an appropriate target rating for the project.	The proposed development makes adequate provision for bicycle users based on surveys of other Iglu sites throughout Sydney and Australia, therefore positively contributing to sustainable transport objectives.

	The proponent must assess the project against the current guidelines including targets and strategies to improve Government efficiency in use of water, energy and transport.	
Network connectivity, safety and efficiency of the transport system, in the vicinity of the project are managed to minimise impacts.  The safety of transport system, customers is maintained Impacts on network capacity and the level of service are effectively managed.  Works are compatible with existing Infrastructure and future transport corridors.		Please refer to the Construction Traffic Management Plan prepared for the subject development.

transport impacts of the project, including: (a) forecast travel demand and traffic volumes for the project and the surrounding road, cycle and public transport network; (b) travel time analysis; (c) performance of key interchanges and intersections by undertaking a level of service analysis at key locations; (d) wider transport interactions (local and regional roads, cycling, public and freight transport); (e) induced traffic and operational implications for public transport (particularly with respect to strategic bus corridors and bus routes) and consideration of opportunities to improve public transport; (f) impacts on cyclists and pedestrian access and safety; and (g) opportunities to integrate cycling and pedestrian elements with surrounding networks and in the project.

## 6. CONCLUSION

Based on the analysis and discussions presented in this Traffic and Parking Assessment Report, the following conclusions are made:

- subject site is located within the City of Sydney Council LGA and is listed as a *State* Significant Development Site within Schedule 2 of the State Environmental Planning Policy (State and Regional Development) 2011
- under Clause 11 of State Environmental Planning Policy (State and Regional Development) 2011 the Sydney Local Environment Plan 2012 and the Sydney DCP 2012 are not applicable to the site
- the proposed development does not make provision for any off-street car parking facilities, consistent with *Sydney LEP 2012* requirements to minimise private vehicle usage and encourage sustainable and active modes of transport
- a work travel plan can be prepared for future employees and a transport access guide can be prepared for future residents in the building to further encourage the use of sustainable modes of transport
- the proposed development is expected to result in a *nett decrease* in the traffic generation potential of the site when compared with the previously approved development on the site
- the loading/servicing needs of the proposed development are expected to be minimal, and will be accommodated in the loading dock currently under construction on the adjacent site
- new bin storage rooms are proposed on the subject site with direct access to the adjacent loading dock
- the proposed development complies with the SEARs.

On the above basis, it is concluded that the proposed mixed-use development is supportable on traffic planning grounds, and is therefore recommended for approval.