## **RACHEL FORSTER HOSPITAL SITE** RESIDENTIAL DEVELOPMENT PITT STREET, REDFERN

Assessment of Traffic and **Parking Implications** 

June 2007

Reference 06321

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## **TABLE OF CONTENTS**

1.	INTF	RODU	CTION	1
2.	PRO	POSE	D DEVELOPMENT SCHEME	2
	2.1 2.2	Site a	ept Development Scheme	2
3.	EXIS	STING	ROAD AND TRANSPORT NETWORK	4
	3.3	Traffic Traffic	Network	5 7
4.	TRA	AFFIC		11
5.	PAR	RKING		13
6.	ACC	CESS,	SERVICING AND CARPARK LAYOUT	16
7.	CON	NCLUS	SION	18
			PUBLIC TRANSPORT SERVICES SWEPT PATH ANALYSIS	
			LIST OF ILLUSTRATIONS	
FIGI	URE URE: URE:	2	LOCATION SITE ROAD NETWORK TRAFFIC CONTROLS	

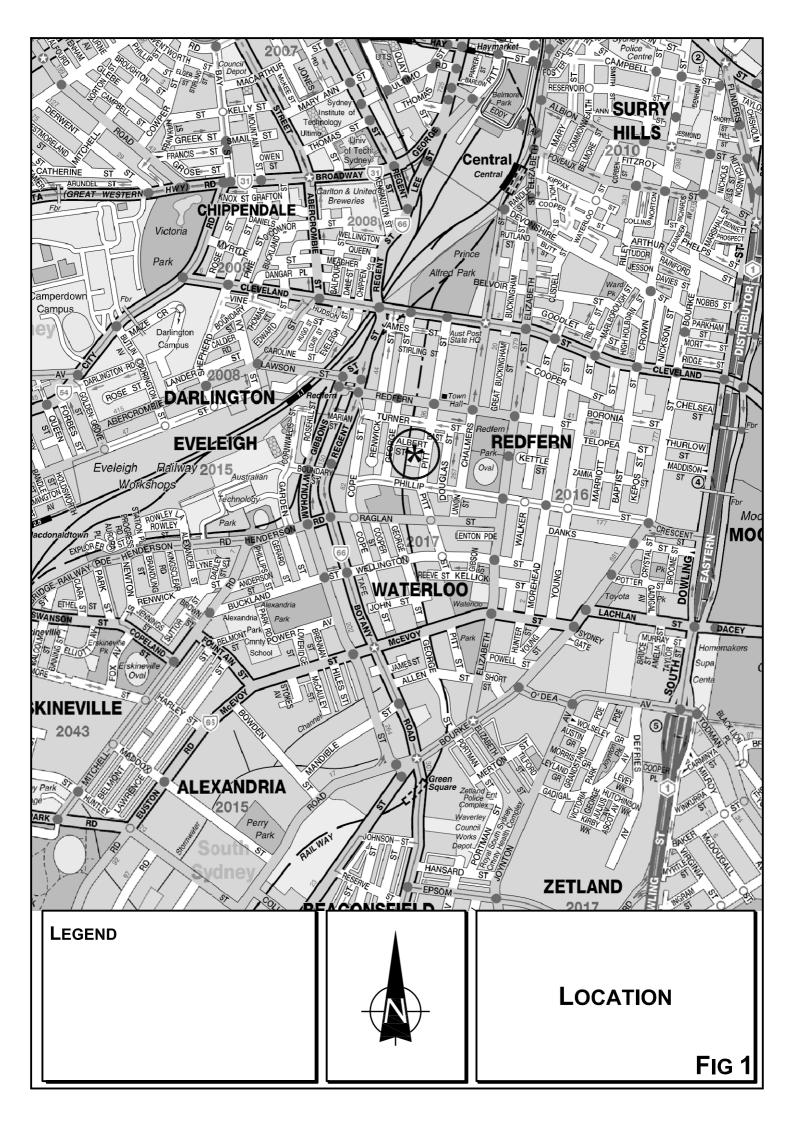
### 1. Introduction

This report has been prepared on behalf of the Redfern Waterloo Authority (RWA) as an accompaniment to a Part 3A Concept Plan Application to the Department of Planning for the redevelopment of the former Rachel Forster Hospital site into a high quality residential development (Figure 1).

The Rachel Forster Hospital was closed in 2000 and apart from a Community Health facility which operates from the building fronting Albert Street the site has largely remained disused since the hospital's closure.

The purpose of this report is to:

- describe the site and the concept development scheme
- \* describe the road network serving the site, the prevailing traffic conditions and public transport circumstances
- \* assess the adequacy of the proposed parking provision
- assess the potential traffic implications
- \* assess the suitability of the proposed vehicle access, internal circulation and servicing arrangements.



## 2. PROPOSED DEVELOPMENT SCHEME

#### 2.1 SITE AND CONTEXT

The development site (Figure 2) encompasses a 0.7 ha property which until 2000 was occupied by the Rachel Forster hospital. Since the hospital's closure the majority of the site has been disused, with the only operating facility being a community health facility which utilises the building which fronts Albert Street. Most, if not all of the buildings associated with the former hospital use have been retained, a number of which are of heritage significance.

The site has frontages to western side of Pitt Street (96 metres) and southern side of Albert Street (76 metres) whilst vehicular access is facilitated by the provision of 4 driveways of which three are located on the Pitt Street frontage.

The surrounding landuses predominantly comprise of a mix of contemporary medium/high density residential and older terrace style housing. Other notable landuses in the vicinity of the site include:

- \* the Redfern retail/commercial strip on both Redfern Street (to the north) and Regent Street (to the west)
- \* the former Redfern Public School which occupies a large parcel of land on the corner of George Street, Phillip Street and Cope Street. This site is understood to be the subject of redevelopment by the Indigenous Land Corporation to create a National Indigenous Development Centre
- \* the high rise housing commission development on the southern side of Phillip Street



LEGEND



SITE

Fig 2

- \* the large Australian Technology (Business) Park which is situated less than 800 metres to the west of the site
- Redfern Railway Station which is located some 500 600 metres north-west of the site
- \* the South Sydney Rugby League Club and large Redfern Park a short distance to the east, with both fronting Chalmers Street.

#### 2.2 CONCEPT DEVELOPMENT SCHEME

The concept development scheme involves the demolition of non-heritage related structures/features on the site and the construction of a high quality residential development with basement level carparking. The concept scheme provides for in the order of 14,000m<sup>2</sup> of floorspace and an FSR of 2:1, which will enable a development comprising in the order of 150 dwellings. The final mix of apartments does not form part of this application and will ultimately be determined in a subsequent Project Application, the following apartment mix has been assumed as part of this assessment:

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81 x one-bedroom apartments (<60m<sup>2</sup>)
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18 x one-bedroom apartments (>60m<sup>2</sup>)

36 x two-bedroom apartments (<100m<sup>2</sup>)

11 x two-bedroom apartments (>100m<sup>2</sup>)

4 x three-bedroom apartments (>140m<sup>2</sup>)

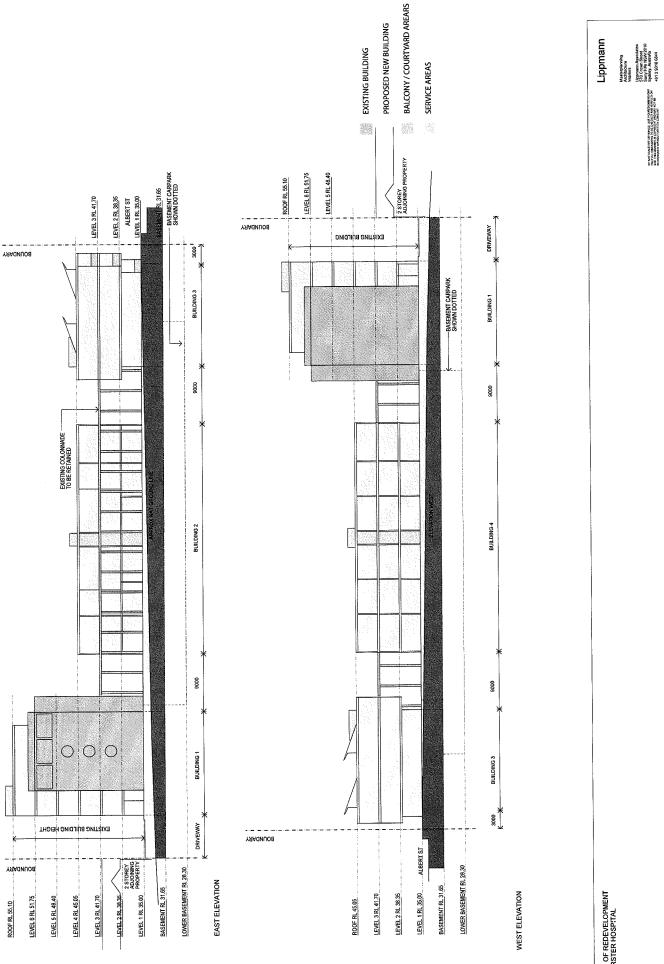
Basement level parking accessed from an existing driveway on Pitt Street is to be provided for in the order of 160 vehicles. On-site servicing facilities are also proposed through the provision of an area adjacent to the carpark access roadway. The size of this area is quite generous, having a theoretical capacity to accommodate up to more than one truck at a time.

Architectural details of the concept development scheme are provided on the plans prepared by Lippmann Associates which accompany the Concept Plan Application and are reproduced in part overleaf.

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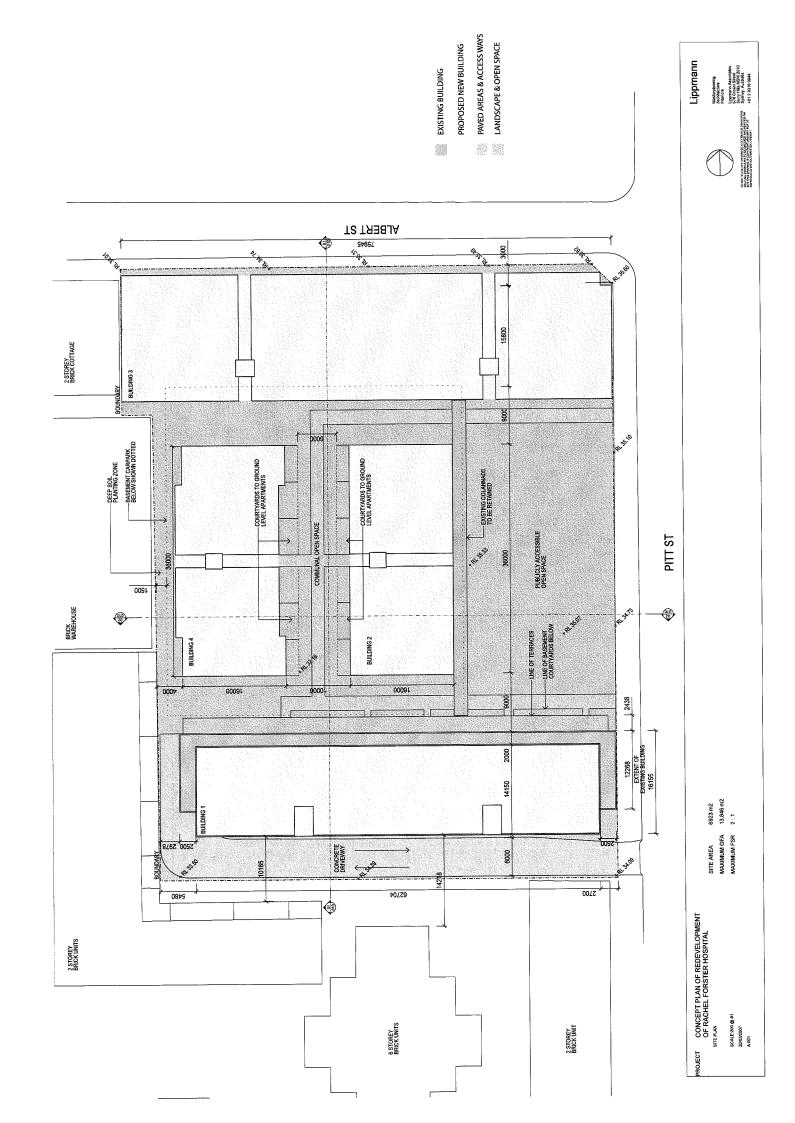
PROJECT

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REWINDS - EAST 4 WEST

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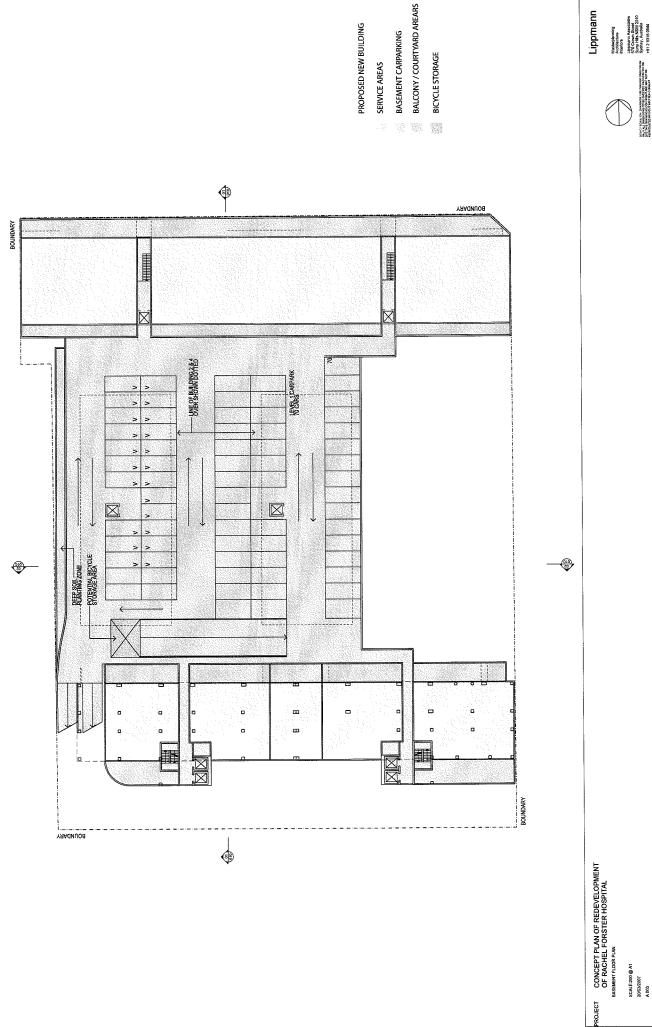
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SERVICE AREAS
BASEMENT CARPARKING
RESIDENTIAL STORAGE AREAS

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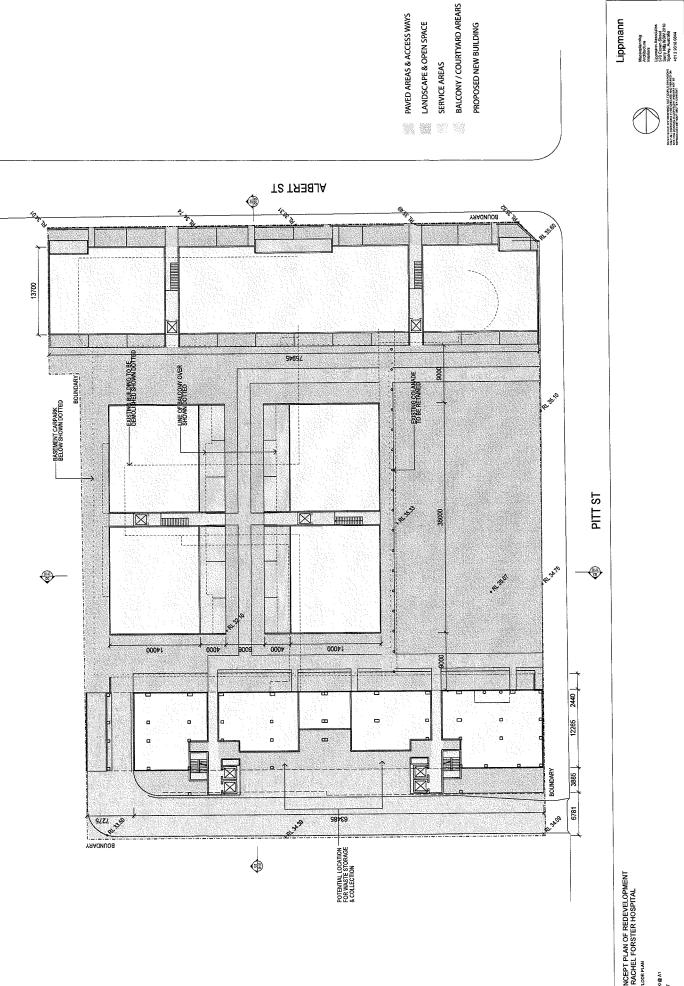
ROJECT CONCEPT PLAN OF REDEVELOPMENT
OF RACHEL FORSTER HOSPITAL
LOWER BASEMENT FLOOR PLAN

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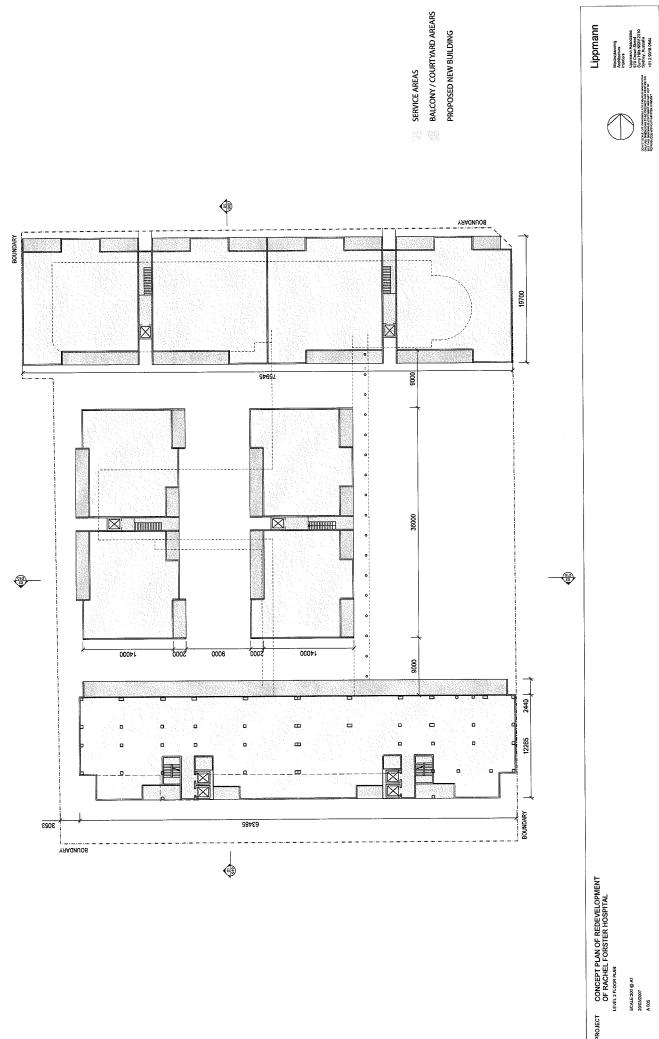
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PROJECT CONCEPT PLAN OF REDEVELOPMENT
OF RACHEL FORSTER HOSPITAL
LEVEL 1 FLOOR PLAN

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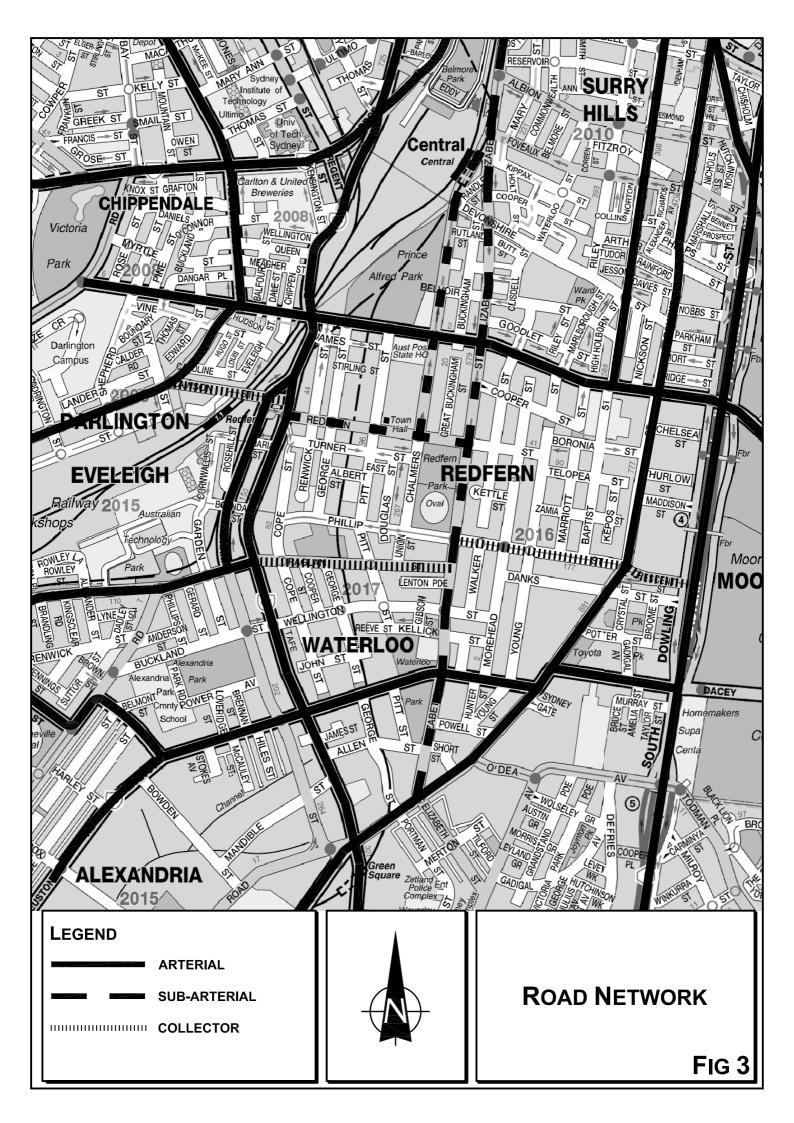


## 3. EXISTING ROAD NETWORK AND TRANSPORT CIRCUMSTANCES

#### 3.1 ROAD NETWORK

The road network serving the site (Figure 3) comprises:

- Cleveland Street a State Road and east/west arterial route linking with Anzac
   Parade in the east and City Road in the west
- \* Elizabeth Street a Regional Road and north/south sub-arterial route which provides connection between the City and suburbs such as Surry Hills, Waterloo, Redfern and Alexandria
- \* Chalmers Street Regional Road and one-way (northbound) sub-arterial route which functions between Redfern Street and Eddy Avenue to the north. To the south of Redfern Street, Chalmers Street is a local ONE WAY (northbound) street with angle parking provided on its eastern side
- \* Regent Street/Botany Road a State Road and north/south arterial route which provides connection between the City and suburbs such as Redfern, Alexandria, Mascot and Botany. The route functions as a ONE WAY (southbound) road between Lawson Street and Henderson Road with the corresponding northbound carriageway utilising the parallel corridor of Wyndham Street/Gibbons Street
- \* Redfern Street a Regional Road and sub-arterial route between Elizabeth Street and Chalmers Street and major collector route between Chalmers Street and Regent Street



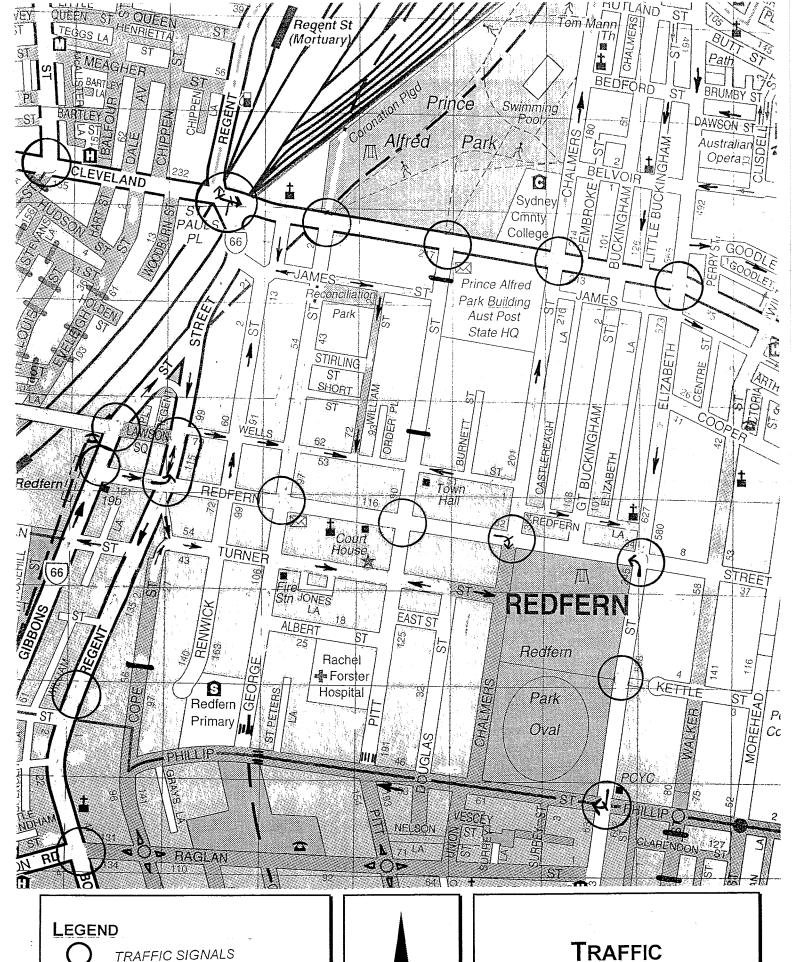
- ★ Cope Street a local 12.8 metre wide access road which functions in a ONE WAY (southerly) direction north of Turner Street and TWO WAY south thereof. Angle parking is provided on its eastern side north of Phillip Street
- Pitt Street a local 12.8 metre wide north/south road which functions between
   Kettle Street in the south and Cleveland Street to the north
- \* Phillip Street a local east-west street of variable width which functions generally as a two-way street other than between Chalmers Street and Pitt Street where it operates in a ONE WAY westerly direction.

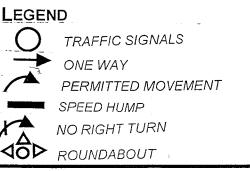
Albert Street is a local 6 metre wide street which functions in a ONE WAY (westerly) direction between George Street and Pitt Street.

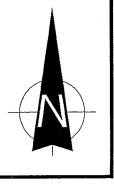
#### 3.2 TRAFFIC CONTROLS

The traffic controls which have been introduced to the road network both within and in the immediate vicinity of the Study Area are detailed in Figure 4 overleaf and comprise:

- \* the traffic signal control at the intersection of:
  - Redfern Street and Regent Street
  - Regent Street and Lawson Street
  - Redfern Street and George Street
  - Redfern Street and Pitt Street
  - Regent Street and Raglan Street
  - Regent Street north of Boundary Street
- \* the ONE WAY traffic restrictions in:
  - Chalmers Street north of Redfern Street (northbound)
  - Phillip Street (westbound) between Chalmers Street and Pitt Street
  - Wells Street (eastbound) between Regent Street and Pitt Street
  - Wells Street (westbound) between Pitt Street and Chalmers Street
  - Turner Street (eastbound) between Cope Street and Pitt Street







CONTROLS

Fig 4

- Turner Street (westbound) between Douglas Street and Pitt Street
- Albert Street (westbound) between George Street and Pitt Street
- Renwick Street (northbound) between Redfern Street and James Street
- Regent Street (southbound) between Cleveland Street and Raglan Street
- Wyndham Street/Gibbon Street (northbound) north of Henderson Road
- Redfern Street (eastbound) between Gibbons Street and Regent Street
- Cope Street (southbound) between Regent Street and Turner Street
- \* the roundabout at the intersections of Raglan Street and Cope Street and Raglan Street and Pitt Street
- \* the NO RIGHT TURN restrictions in:
  - Redfern Street (eastbound) at Chalmers Street
  - Elizabeth Street (northbound) at Redfern Street
  - Elizabeth Street (southbound) at Phillip Street
- \* the traffic calming devices and 3 TONNE load limit restriction in Pitt Street
- \* the GIVE WAY control in:
  - Renwick Street at Redfern and Turner Streets
  - Turner Street at George and Pitt Streets
  - Wells Street at Pitt Street
  - George Street and Phillip Street
- \* the STOP control in:
  - Renwick Street at Redfern and Turner Streets
  - Turner Street at George and Pitt Streets
  - Wells Street at Pitt Street
  - Redfern Street (eastbound) at Regent Street
  - Wells Street at George Street
  - Cope Street (northern approach) at Phillip Street
  - Phillip Street at Pitt Street

- \* the marked footcrossings in:
  - George Street north of Phillip Street
  - Phillip Street east of George Street
  - Pitt Street north of Phillip Street
- \* the extensive use of LEFT-TURN PERMITTED ON RED signage at signalised intersections of Pitt/Redfern Streets and George/Redfern Streets.

#### 3.3 TRAFFIC CONDITIONS

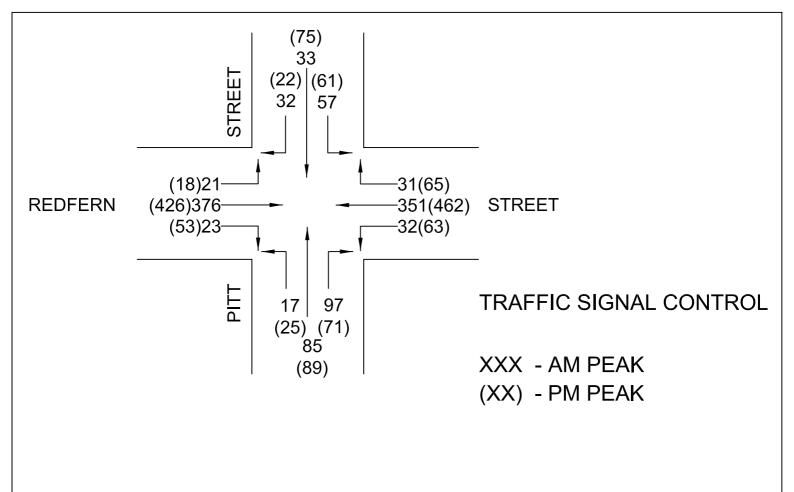
An indication of the prevailing traffic conditions on the road network in the vicinity of the site is provided by traffic volume data published by the Roads and Traffic Authority with respect to the arterial roads and from surveys undertaken at a more local level as part of this assessment.

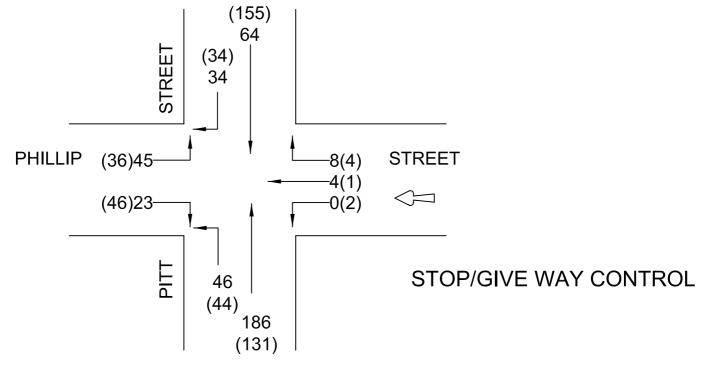
The Roads and Traffic Authority data is expressed in the form of Average Annual Daily Traffic (AADT) and relevant to the site are the following:

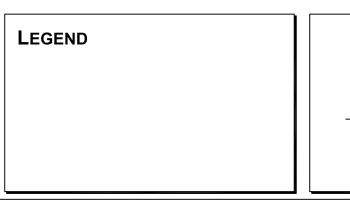
Location	AADT			
	1999	2002		
Botany Road, south of Raglan Street	27,536	25,331		
Regent Street, South of Cleveland Street	53,854	48,856		
Cleveland Street, east of George Street	44,317	43,696		
McEvoy Street, east of George Street	15,995	18,037		
Wyndham Street, south of McEvoy Street	13,793	14,839		

Traffic movement surveys conducted by this firm on Pitt Street at both Redfern and Phillip Street in the first week of May 2007 during the AM and PM peak periods of a typical weekday are summarised in Figure 5.

An assessment of the operational performance of the Pitt Street and Redfern Street intersection was modelled using the computer software model SIDRA. The result of this assessment is summarised in the table overleaf whilst the criteria for interpreting the results is shown overleaf.









**EXISTING TRAFFIC FLOWS** 

FIG 5

## PITT STREET AT REDFERN STREET, REDFERN SIDRA ANALYSIS

	0.5.0	AM				
Location	LOS	DS	AVD	LOS	DS	AVD
At Redfern Street	В	0.55	11.5	В	0.77	13.0

The analysis indicates that this intersection is operating with a good level of service and with negligible congestion or delay apparent on any vehicle approach.

#### 3.4 PUBLIC TRANSPORT

The development site is highly accessible to both road and rail based public transport services being less than 400 metres from high frequency bus services on nearby Redfern Street and Regent Street and approximately 500-600 metres from Redfern Railway Station.

Details of the bus routes which operate in the vicinity of the site are outlined in the table below whilst route maps for each are provided in Appendix A.

Route №	Service Frequency	Route Description
305	Mon-Fri (Peak Hour Services)	Railway Square to Mascot via Redfern, Alexandria and Beaconsfield
308	Daily Daytime Services	Marrickville to City via St Peters, Alexandria and Redfern
309	Daily Full Time Service	Port Botany to City via Broadmeadow, Botany, Mascot and Redfern
310	Daily Full Time Service	Eastgardens to City via East Botany, Mascot and Redfern
355	Daily Daytime Service	Marrickville to Bondi Junction via Enmore, Newtown, Waterloo, Redfern, Surry Hills and Moore Park.

# Criteria for Interpreting Results of SIDRA Analysis

## 1. Level of Service (LOS)

LOS	Traffic Signals and Roundabouts	Give Way and Stop Signs
'A'	Good	Good
'B'	Good with acceptable delays and spare capacity	Acceptable delays and spare capacity
'C'	Satisfactory	Satisfactory but accident study required
'D'	Operating near capacity	Near capacity and Accident Study required
'E'	At capacity; at signals incidents will cause excessive delays. Roundabouts require other control mode	At capacity and requires other control mode
'F'	Unsatisfactory and requires additional capacity	Unsatisfactory and requires other control mode

## 2. Average Vehicle Delay (AVD)

The AVD provides a measure of the operational performance of an intersection as indicated on the table below which relates AVD to LOS. The AVD's listed in the table should be taken as a guide only as longer delays could be tolerated in some locations (ie inner city conditions) and on some roads (ie minor side street intersecting with a major arterial route).

Level of Service	Average Delay per Vehicle (secs/veh)	Traffic Signals, Roundabouts	Give Way and Stop Signs		
Α	Less than 14	Good operation	Good operation		
В	15 to 28	Good with acceptable delays and spare capacity	Acceptable delays and spare capacity		
С	29 to 42	Satisfactory	Satisfactory but accident study required		
D	43 to 56	Operating near capacity	Near capacity and accident study required		
E 57 to 70		At capacity; at signals incidents will cause excessive delays. Roundabouts require other control mode	At capacity and requires other control mode		

## 3. Degree of Saturation (DS)

The DS is another measure of the operational performance of individual intersections. For intersections controlled by **traffic signals**<sup>1</sup> both queue length and delay increase rapidly as DS approaches 1, and it is usual to attempt to keep DS to less than 0.9. Values of DS in the order of 0.7 generally represent satisfactory intersection operation. When DS exceeds 0.9 queues can be anticipated.

For intersections controlled by a **roundabout or GIVE WAY or STOP signs**, satisfactory intersection operation is indicated by a DS of 0.8 or less.

the values of DS for intersections under traffic signal control are only valid for cycle length of 120 secs

Nearby Redfern Station provides access to 10 of the 11 lines on the City Rail network as well as convenient connection to Central Station and the extensive network of inter urban and country link services which operate to/from this station.

Given the site's high level of accessibility to public transport, both residents and visitors of the development are expected to make good use of the services provided particularly for journey to work purposes.

#### 4. TRAFFIC

An indication of the potential traffic generation of the concept development scheme can be established from rates which are provided for a wide range of landuses in the RTA document 'Guide to Traffic Generating Developments'.

For residential developments of the scale proposed the RTA document specifies the following peak hour trip generation rate.

Residential Developments (comprising more than 20 dwellings)

Peak hour – 0.29 trips per apartment

Application of this rate to a development comprising of 150 apartments indicates a peak period traffic generation of some 44 movements per hour. These movements would comprise:

AM		P	M
IN	OUT	IN	OUT
10	34	33	11

This level of activity is not only unlikely to result in any adverse capacity or environmental impacts on the surrounding road network but will also be considerably less than that which would have been generated when the site was occupied by a fully operational hospital. Whilst data is not available of the traffic movements generated by the site at the time when the Rachel Forster Hospital was operational, surveys undertaken by this firm of the Concord and St George Hospitals provides a sound basis for estimating the morning, evening and peak vehicle trips generated by the site's former use.

Concord Hospital and St George Hospital have floorareas of some 53,500m<sup>2</sup> and 58,000m<sup>2</sup> respectively. Concord Hospital has some 730 beds and 1,560 full-time

equivalent staff whilst St George Hospital has in the order of 560 beds and 1,060 full-time equivalent staff.

These figures equate to:

- \* 1 bed per 73m<sup>2</sup> (Concord) and 1 bed per 100m<sup>2</sup> (St George)
- \* 1 bed for 2.13 staff (Concord) and 1 bed per 1.9 staff (St George).

It is understood that between 1980 and its closure in 2000, the Rachel Forster Hospital operated as an 89 bed specialist hospital for arthritic and orthopaedic patients. By applying an average of 2 staff per bed to the former Rachel Forster Hospital, the following morning, evening and peak vehicle trip generation rates can be established from the formula provided for private hospitals in the aforementioned RTA document:

```
Peak (PVT) = -14.69 + (0.69 \times 89 \text{ beds}) + (0.31 \times 188 \text{ staff}) = 105 \text{ vtph}

Morning (MVT) = -10.21 + (0.47 \times 89 \text{ beds}) + (0.06 \times 188 \text{ staff}) = 43 \text{ vtph}

Evening (EVT) = -2.84 + (0.25 \times 89 \text{ beds}) + (0.4 \times 188 \text{ staff}) = 95 \text{ vtph}
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Based upon this assessment it is apparent that the proposed residential development will generate vehicle movements to/from the site which are less than half that estimated of the former hospital use during the evening commuter peak and peak arrival/departure period, and similar to the hospital's morning peak trip generation.

#### 5. PARKING

Parking is proposed on the site for in the order of 160 vehicles which will be provided over 2 basement levels accessed from an existing combined entry/exit driveway and access road off Pitt Street adjacent to the site's southern boundary.

The parking provision is based upon the following parking rates:

0.8 spaces per one-bedroom apartments = 79 spaces
 1.2 spaces per two-bedroom apartments = 56 spaces
 2 spaces per three-bedroom apartments = 8 spaces
 Visitors – 1 space per 8 apartments = 19 spaces
 Total = 162 spaces

There is currently no carparking development control plan or policy applying to this site. The former South Sydney Council DCP № 11 continues to apply to the surrounding area while the Central Sydney LEP 2005 contains parking provisions for the Central Sydney CBD area.

Whilst the adopted parking rates slightly exceed the provisions adopted in the Central Sydney LEP (2005) and the requirements specified in the former South Sydney Council DCP № 11 they are considered appropriate on the basis that:

\* a significant proportion of the surrounding landuses comprise of older style terrace houses of which many do not have access to off-street parking. In recognition of this, Council has introduced a time restricted resident exempt parking scheme to significiant lengths of the surrounding streets to discourage all day worker/commuter parking and assist residents of adjacent dwellings with access to kerbside parking.

Residents of the proposed development will not be eligible to participate in the resident parking scheme, and as such it is imperative that adequate parking is provided on-site

- \* surveys carried out by this firm in 2005 on behalf of the City of Sydney indicate that there is a relatively high level of use of the kerbside parking provisions in the immediate vicinity of the site. To ensure that demand for these spaces is not exacerbated it is desirable that adequate provisions are made within the site to accommodate the parking requirements of visitors
- \* the supply of parking in residential developments does not influence traffic generation, but rather it is the number of dwellings which determines such activity.

This position is supported by the Roads and Traffic Authority document 'Guide to Traffic Generating Developments' which specifies traffic generation rates for residential developments on the basis of type (ie single dwelling/multi-unit dwelling/aged persons) and number of dwellings proposed.

This correlation was supported in a recent survey carried out of the traffic generated by 2 Central Sydney residential apartment complexes (Century Tower and Observatory Tower). The Century Tower (in Pitt Street) comprises 296 apartments with 129 parking spaces whilst the Observatory Tower (in Kent Street) has 199 apartments and 245 parking spaces.

The survey results of the carpark vehicle generation rate of both developments in the AM and PM peaks are summarised below:

Location	Nº Nº Apts Parkin Space			AM Vehicle Trips	PM Vehicle Trips	Generation Rate <sup>1</sup> (Apartment)		Generation Rate <sup>2</sup> (Carpark)	
Century Tower	296	129	0.44	34	39	0.12	0.13	0.26	0.3
Observatory Tower	199	245	1.23	21	29	0.11	0.15	0.09	0.12

<sup>&</sup>lt;sup>1</sup> Rates are the №'s of movements per apartment

<sup>&</sup>lt;sup>2</sup> Rates are the №'s of movements per parking space

These results clearly support the position that the number of dwellings and not the number of parking spaces, determine the level of traffic generation.

On the basis of these considerations, the proposed parking provision is considered to be appropriate and will be sufficient to ensure that the normal day to day parking demands generated by the development do not impact on the accessibility to on-street parking for neighbouring residents and business owners.

# 6. Access, Servicing, Carpark Design and Construction Activity

#### **Vehicular Access**

Vehicular access to the site is proposed via an existing 5.7 metre wide combined entry/exit driveway located on Pitt Street and adjacent to the southern property boundary. The remaining 3 driveways (2 on Pitt Street and the other on Albert Street) will be closed. The consolidated driveway will facilitate access to the site's basement carparking and at grade delivery vehicle area. The internal access road is generally some 6.0 metres wide enabling non-conflicting two-way movements and sufficient width for delivery vehicles up to 10.5 metres in length to enter and depart the site in a forward direction.

#### **Pedestrian Access**

The development site has good pedestrian access to not only public transport nodes and essential services but also nearby public open spaces such as Redfern Park and Prince Alfred Park. Pedestrian access to all these facilities are provided by means of constructed footways and signalised pedestrian crossings at major intersections as well as marked footcrossings at a number of the more lightly trafficked intersections (eg Phillip Street/Pitt Street and Phillip Street/George Street).

#### **Servicing**

As indicated above, it is proposed to provide an area adjacent to the internal access road to facilitate delivery vehicles (including Council's refuse vehicles) servicing the site. All waste and recycling material generated by the complex will be stored at this centralised location. The service vehicle area is quite generous in size, being capable of accommodating more than 1 truck at a time whilst sufficient manoeuvring space is provided to ensure that service vehicles are able to enter and depart the

site in a forward direction (refer to Figures SP1 – SP3 of Appendix B). In addition to the delivery dock area, visiting maintenance personnel (eg electricians/plumbers) and doctors will also have access to the visitor parking spaces located in the basement level carpark.

#### **Carpark Design**

The parking spaces are provided within a two-level basement carpark. The layout of the carpark generally complies with requirements specified in AS 2890.1 in terms of parking bay sizes, access and circulation aisle widths, height clearances and ramp grades/widths.

#### **Construction Activity**

The construction of the concept development scheme will involve 3 principle phases namely demolition, excavation and construction. The demolition and excavation phases will generate the highest concentration/volume of heavy vehicle movements, although the duration of both these phases will be considerably shorter than the construction phase.

To ensure that the impact of construction activity is minimised on the surrounding areas all heavy vehicle movements will be directed to access the site via Raglan Street and Pitt Street and egress via Pitt Street and Redfern Street. Workers will also be encouraged to travel by public transport with on-site parking being generally restricted to sub-contractors and the like who are required to carry tools and materials. Once approval is granted to the proposed development a more comprehensive Construction Traffic Management Plan will be prepared for approval of relevant authorities at Project Application or Construction Certificate stage.

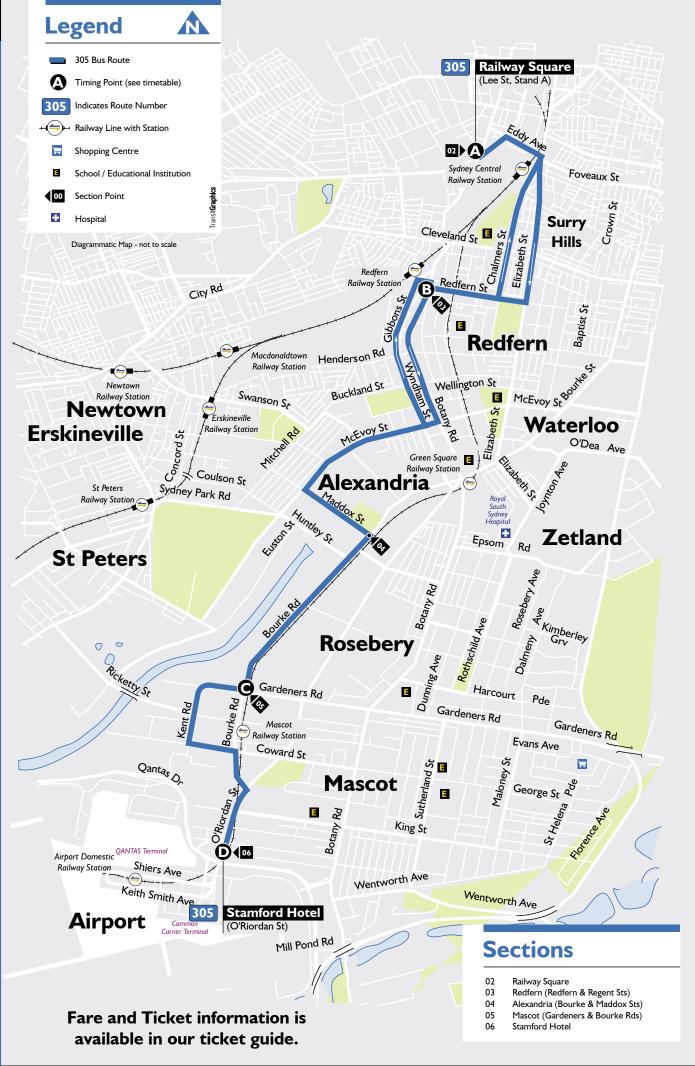
### 7. CONCLUSION

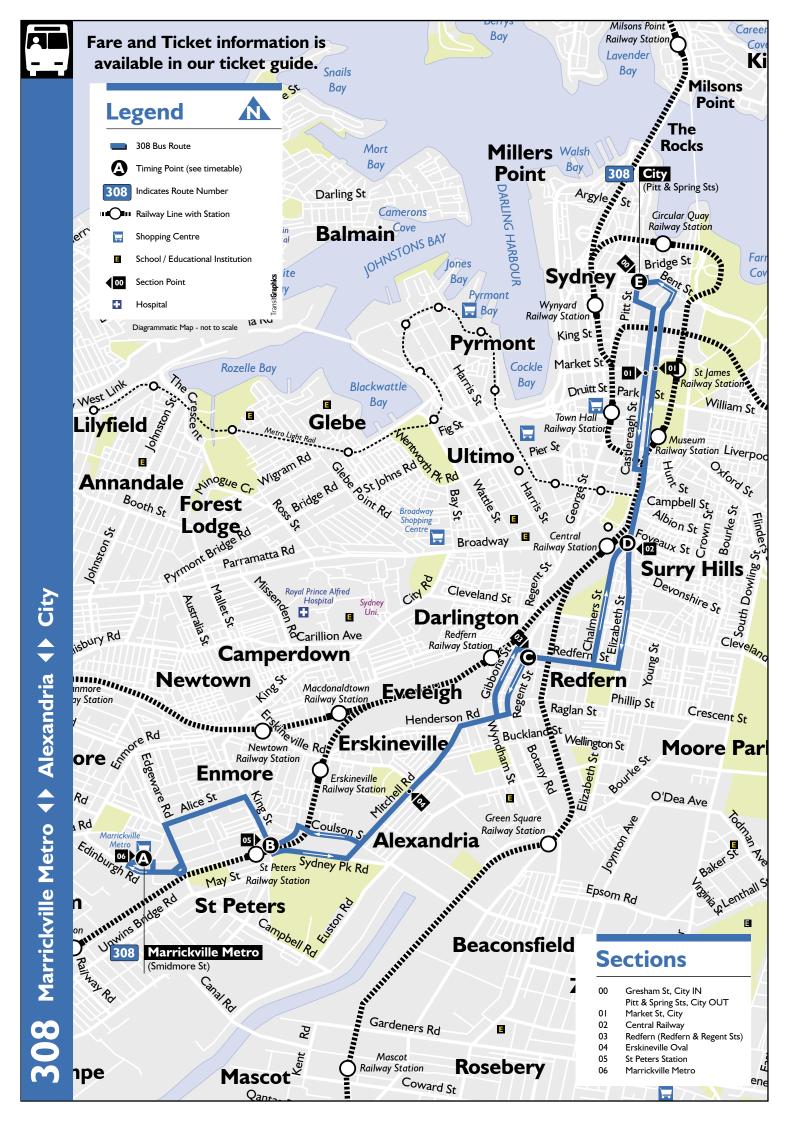
This report has examined the traffic and parking, and local access implications of a concept scheme prepared by the Redfern Waterloo Authority to develop a high density residential development on the grounds formerly occupied by the Rachel Forster Hospital.

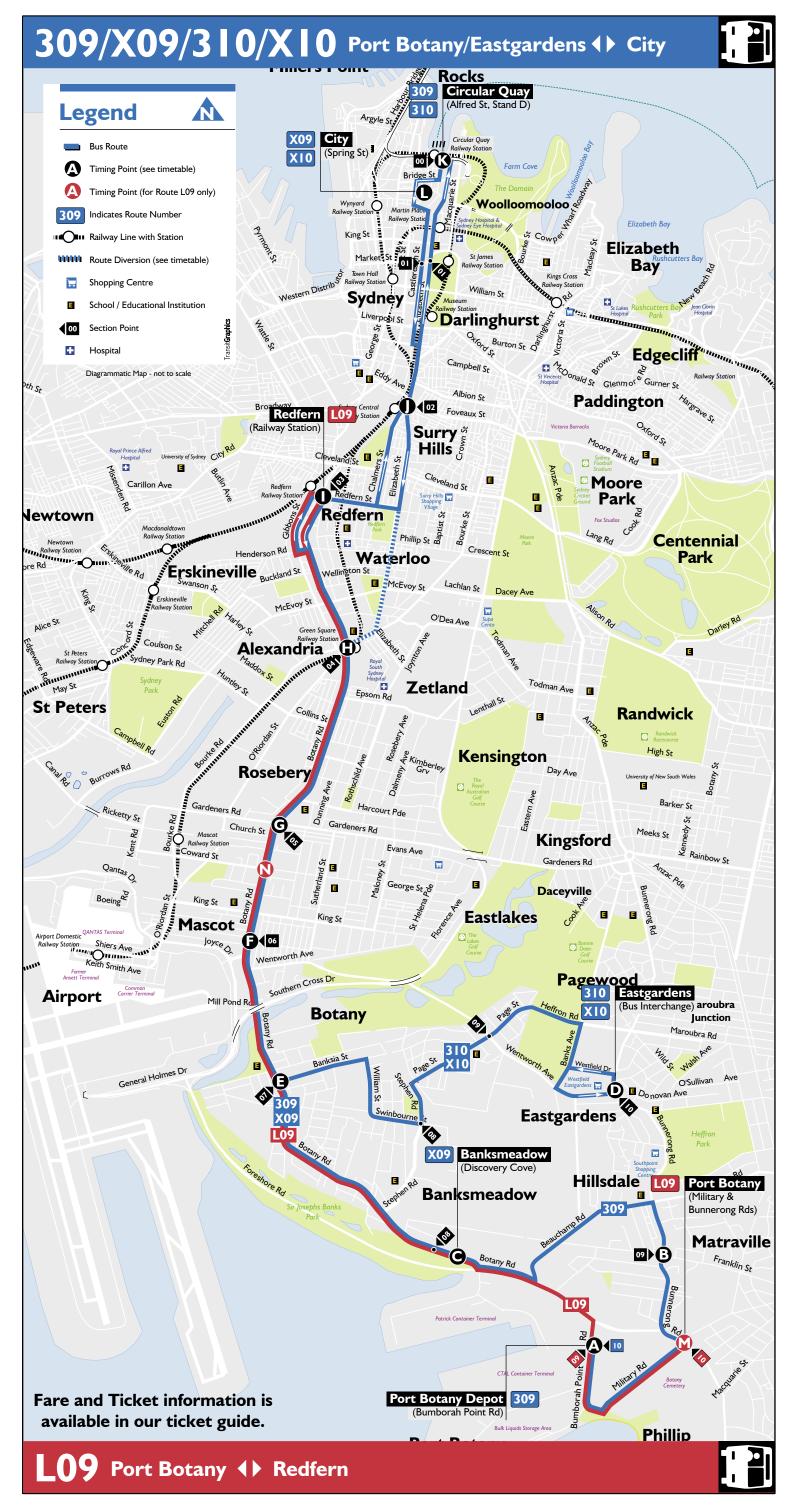
The assessment has established that the concept development scheme:

- will generate only a light to moderate level of vehicle activity and that this can be readily accommodated on the surrounding road network
- \* the proposed parking provision will be adequate to accommodate demands of both residents and visitors and sufficient to ensure that demand on the limited on-street parking supply is not exacerbated
- \* the proposed servicing provisions will be sufficient for the needs of the proposed development.



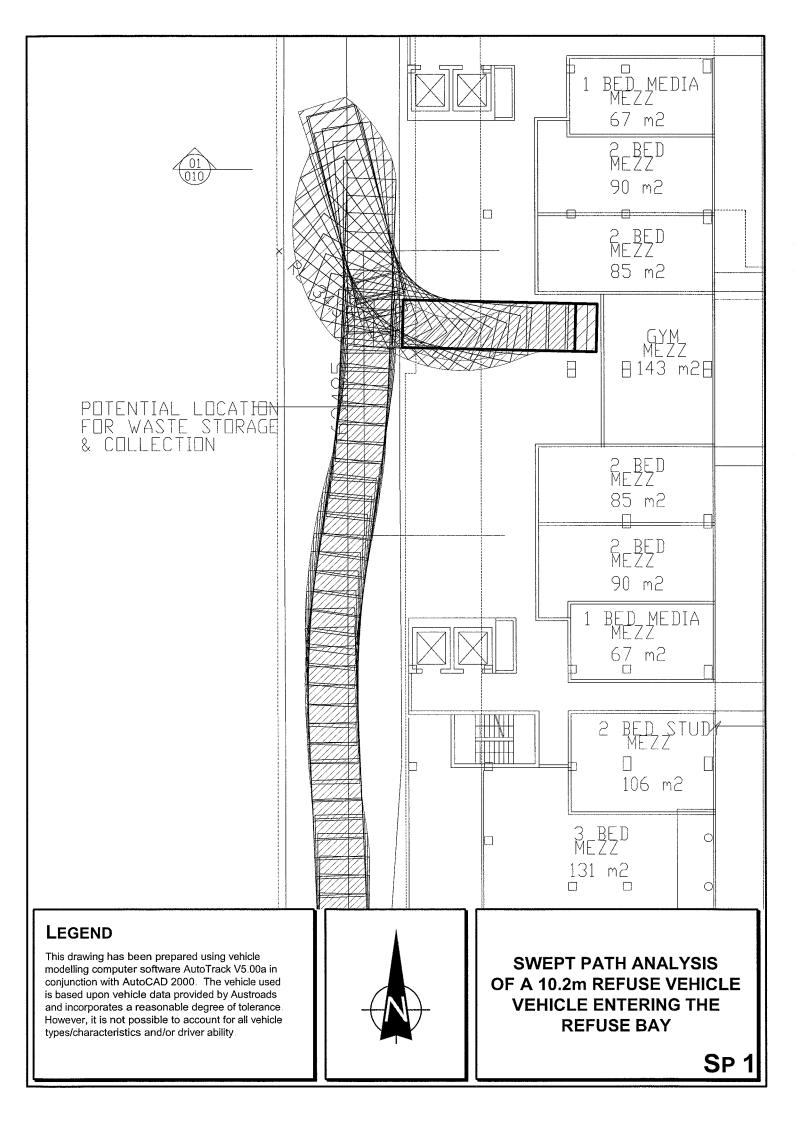


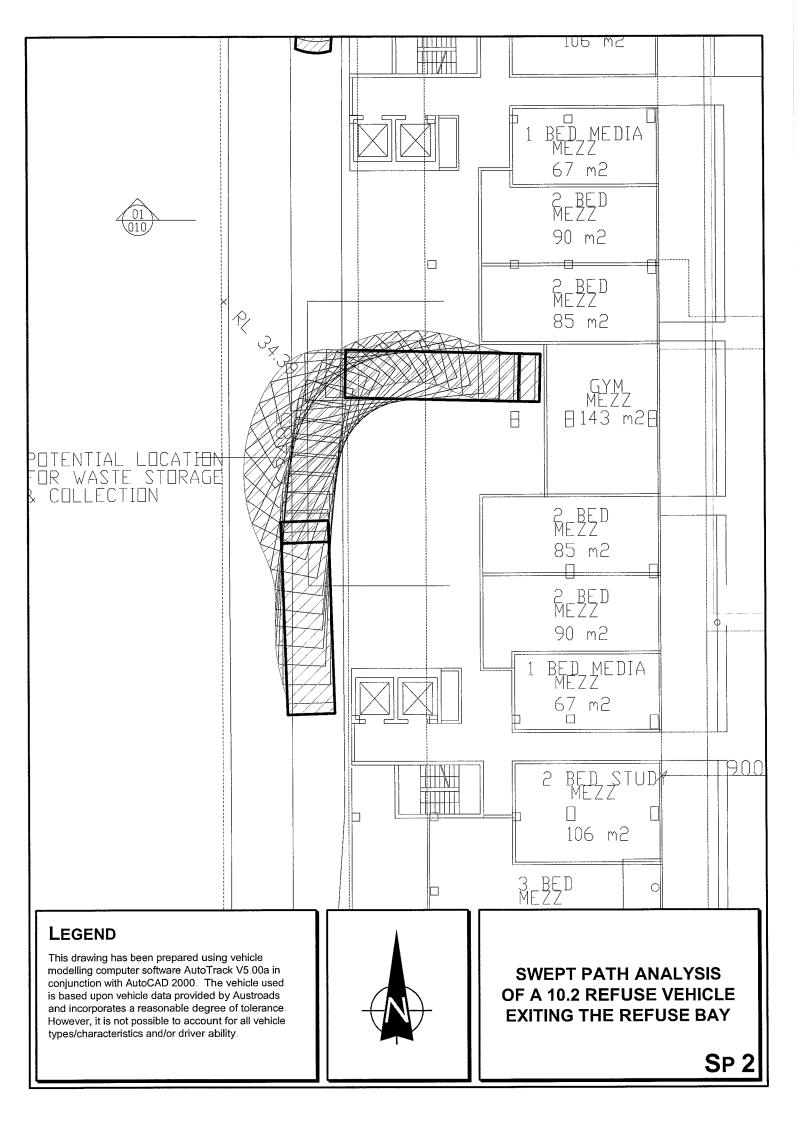


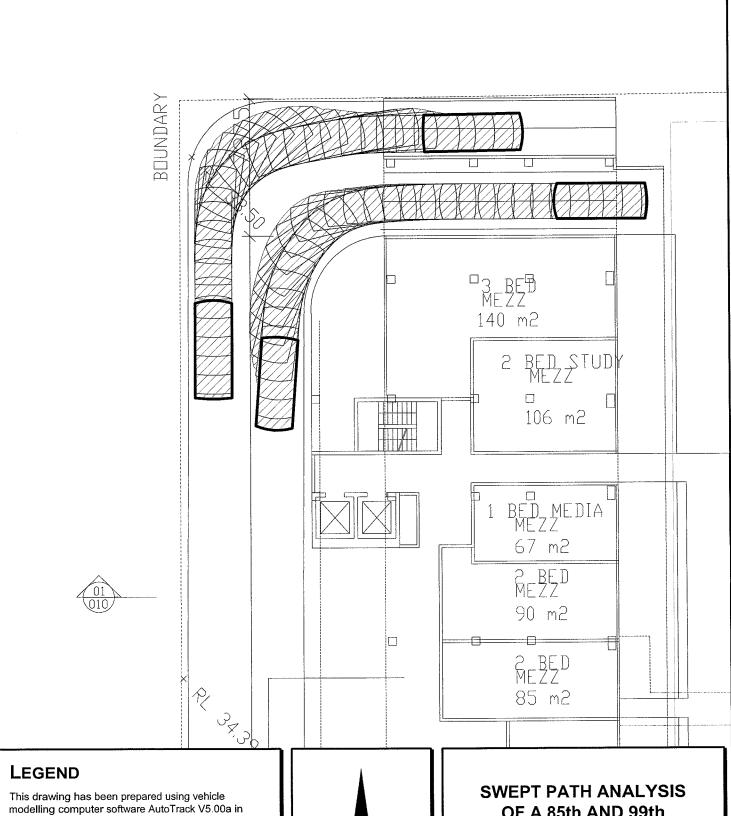


## APPENDIX B

**SWEPT PATH ANALYSIS** 







This drawing has been prepared using vehicle modelling computer software AutoTrack V5.00a in conjunction with AutoCAD 2000. The vehicle used is based upon vehicle data provided by Austroads and incorporates a reasonable degree of tolerance. However, it is not possible to account for all vehicle types/characteristics and/or driver ability.



OF A 85th AND 99th
PERCENTILE
VEHICLE ENTERING AND
EXITING THE SITE

SP3