110-114 Herring Road, Macquarie Park

Section 75W Modification to MP10_0112 and MP10_0113 (Basement Car Park)

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1 Introduction

This report has been prepared to support a Section 75W application to modify the basement car park design of the project approved at Nos. 110-114 Herring Road, Macquarie Park.

On 21 November 2014 the Planning Assessment Commission (PAC) refused an application to provide increased on-site car parking in association with the approved residential redevelopment of the site (MOD 3 to Concept Plan MP10_0112 MOD1 and Project Approval MP10_0113). As the basement had been sized and designed in anticipation of approval of MOD 3, it is now necessary to redesign the basement to accommodate less cars.

Specifically, the following modifications to the project are proposed:

- Car park numbers reduced in accordance with MOD 3.
- Basement footprint reduced.
- Internal basement planning rationalised
- Additional storage facilities proposed in place of some of the previously proposed car parking.

This report describes the approved development and proposed modifications, provides reasons for the proposed modifications and provides an assessment of potential environmental effects and compliance with relevant planning provisions.

2 Background

The various approvals for the project, and modifications to date are:

Concept Plan MP10_0112

Concept Plan Approval (MP10_0112) was approved 26 September 2012.

Concept Plan MP10_0112 MOD 1

Approved on 3 June 2013, the modification altered the approved building envelopes and resulted in a slight increase in residential FSR. The Planning Assessment Commission (PAC) whilst approving the additional FSR refused any additional parking for the approved residential floor space.

Concept Plan MP10_0112 MOD 2

Approved 27 May 2014, the modification altered the apartment mix. Car parking numbers were modified as a consequence.

Concept Plan MP10_0112 MOD 3

Refused on 21 November 2014, this Modification sought to amend Condition C5 of the Approval to apply a parking rate of 1 space per 1 bedroom, 2 bedroom and 3 bedroom apartments. The PAC also reduced the commercial parking rate from 1 space per 46sqm to 1 space per 100sqm.

Concept Plan MP10_0112 MOD 4

Lodged 13 August 2014, this modification seeks a revised mix of apartments for Stage 1; modifications to the Brisbane envelope and facades of the Stage 1 buildings; relocation of the community room; conversion of the Sydney community room to a retail/commercial tenancy; and, modifications to the landscape design to reconcile with the revised road network as approved. The proposed modifications are a result of design development and coordination prior to Construction Certificate stage.

Project Approval MP10_0113

Stage 1 Project Approval (MP10_0113) was approved 26 September 2012.

Project Approval MP10_0113 MOD 1

Approved 27 May 2014, the modification was lodged concurrently with MP10_0112 MOD 2 to reconcile the Project Approval with the modifications approved under MP10_0112 MOD 1, and the new apartment mix and car parking numbers sought under the proposed Section 75W Modification to MP10_0112 MOD 2.

Project Approval MP10_0113 MOD 2

Approved 18 September 2014, the modification amended Condition B29 to reflect NSW's current water rating system; Condition D1 to extend the construction hours to 7.00am - 7.00pm, Monday to Friday and 8.00am - 4.00pm, Saturdays; Compliance time frames for all conditions within Part B of the approval to reflect the proposed staging for the issue of construction certificates; and defer the requirement for a Section 73 Sydney Water Certificate until prior to issue of an Occupation Certificate.

Project Approval MP10_0113 MOD 3

Refused 21 November 2014 to amend Condition B1 Car Parking to apply a parking rate of 1 car space per apartments. The determination not only refused the proposed modification, but reduced the parking rate for commercial development from 1 space per 46sqm to 1 space per 100sqm.

On 11 December 2014, Court Orders in relation to an appeal of the PAC determination resolved some uncertainty in the wording of the parking rates in Condition B1.

The refusal of this application has generated to need to modify the approved basement to reflect to approved car parking rates.

Project Approval MP10_0113 MOD 4

Lodged 13 August 2014 concurrently with the Modification to MP10_0112 MOD 3, this modification seeks to reconcile the Project Approval with the modifications approved and proposed under MP10_0112 and MP10_0113. It is understood that the DPE's assessment report will be referred to the PAC for determination shortly.

The current modification adjusts the previously approved basement car parking designs to reflect the car parking rates approved by determination of MOD 3 and the dwelling numbers and mix proposed in the application for MOD 4.

3 Statutory Framework

3.1 PART 3A TRANSITIONAL PROJECTS

The project was declared to be a project to which Part 3A of the Act applies on 1 December 2008.

Following the repeal of Part 3A of the Act on 1 October 2011, the project continues to be subject to Part 3A of the Act pursuant to the transitional provisions provided in Schedule 6A of the Act as follows:

Transitional arrangements—repeal of Part 3A

- 1) The following are, subject to this Schedule, transitional Part 3A projects:
 - (a) an approved project (whether approved before or after the repeal of Part 3A),
 - (b) a project that is the subject of an approved concept plan (whether approved before or after the repeal of Part 3A),
 - (c) a project for which environmental assessment requirements for approval to carry out the project, or for approval of a concept plan for the project, were last notified or adopted within 2 years before the relevant Part 3A repeal date (unless the environmental assessment is not duly submitted on or before 30 November 2012 or on or before such later day as the Director-General may allow by notice in writing to the proponent),
 - (d) a project for which an environmental assessment (whether for approval to carry out the project or for approval of a concept plan for the project) was duly submitted before the relevant Part 3A repeal date.

As the project is the subject of a Project Approval and a Concept Plan Approval, Part 3A of the Act continues to apply.

3.2 SECTION 75W OF THE ACT

Pursuant to Part 3A of the Act(as in force prior to its repeal), Section 75W provides that the proponent may request the Minister to modify the Minister's approval for a project (including a project approval or a concept plan approval). Such modifications may include:

- (a) revoking or varying a condition of the approval or imposing an additional condition of the approval, and
- (b) changing the terms of any determination made by the Minister under Division 3 in connection with the approval.

Section 75W does not limit the circumstances in which the Minister may modify a determination made under Division 3 in connection with the approval of a concept plan.

Further, clause 3C of Schedule 6A of the Act provides that s75W continues to apply for the purpose of the modification of a concept plan approved before or after the repeal of Part 3A.

Legal advice from Norton Rose Australia dated 26 November 2012 has previously been submitted in relation to the modifications approved for the Concept Plan, and their consistency with the provisions of s75W. As the proposed modifications to the Project Approval reflect the modified Concept Plan, the advice from Norton Rose, reproduced below, is considered to still apply.

As you would be aware, the requirements of s75W of the Environmental Planning & Assessment Act 1979 (EP&A Act) have been considered by the Courts on several occasions. The Land and Environment Court has observed that the language of s75W is not constrained by the qualification (contained in s96 of the EP&A Act) that the

development as modified be "substantially the same" as the development already approved (Williams v Minister for Planning (2009) 164 LGERA 204). In other words, the power under s75W to modify is broader than the test under s96. Biscoe J expressed the test another way, by stating that s75W does not contemplate a "radical transformation" of the terms of an existing approval (Williams v Minister).

The Court of Appeal subsequently cautioned against seeking to use any descriptive phrase to substitute for or explain the statutory language in s75W. That Court has noted that "the fact that there are no express standards to be applied in considering whether a particular request falls within the terms of the section itself gives rise to an inference that no essential precondition to the consideration of a request was intended" (Barrick Australia Ltd v Williams (2009) 74 NSWLR 733 at 401).

The modifications proposed by this application do not constitute a '*radical transformation*' to the Stage 1 Project Approval or Concept Plan Approval as they merely reconcile the previously approved basement design with the parking rates approved by the determination of MOD 3.

This report:

- Demonstrates that the proposed modifications comply with the relevant environmental planning instruments and policies.
- Addresses environmental impacts that may occur as a result of the proposed modifications.
- Demonstrates the consistency of the proposed modifications with the provisions of s75W of the Act.

4 The Proposed Modifications

4.1 MODIFICATIONS TO THE PROJECT

The proposed modifications reduce the total number of car parking spaces within the basement levels from 694 to 605 spaces (reduced by 89 spaces). Consequential modifications include:

- Reduction to the lateral extent of basement levels B1 and B2.
- Relocation of basement level B1 to the south.
- Provision of 0.8 x 2.4 metre storage cages at the end of 464 resident car spaces.
- Provision of 170 storage cages measuring 2.4 x 4.7 metres.
- General reconfiguration of the approved basement layout

4.2 MODIFICATIONS TO THE CONCEPT PLAN APPROVAL

To reflect the above changes to the project, this Section 75W application proposes the following modification to the Conditions of Approval of the Concept Plan MP10_0112. Text proposed to be deleted is indicated by 'strike through' and text proposed to be added is indicated by bold text.

4.2.1 DEVELOPMENT IN ACCORDANCE WITH THE PLANS AND DOCUMENTATION

Development in Accordance with the Plans and Documentation

- A2 The development shall be undertaken generally in accordance with:
 - The Environmental Assessment prepared by JBA Planning (dated June 2011), except where amended by:
 - the Preferred Project Report (incorporating Response to Submissions)prepared by Urbis Pty Ltd (dated February 2012) including all associated documents and reports; and
 - the Section 75W Modification Application prepared by Urbis Pty Ltd dated January 2013, including all associated documents and reports; and
 - the Section 75W Modification Application prepared by Urbis Pty Ltd (dated January 2015 August 2014), including all associated documents and reports; and
 - The Final Statement of Commitments prepared by Urbis Pty Ltd contained in the Section 75W Modification Application prepared by Urbis Pty Ltd dated January 2013 contained at Schedule 3; and
 - The following drawings:

ARCHITECTURAL DRAWINGS			
DRAWING NO.	REVISION	NAME OF PLAN	DATE
DA2001	ΕH	Level B1 Plan	17.06.13 19.01.2015
DA2002	₽H	Level B2 Plan	17.06.13 19.01.2015
DA2003	₽H	Level B3 Plan	17.06.13 19.01.2015

4.3 MODIFICATIONS TO THE STAGE 1 PROJECT APPROVAL

To reflect the above modifications, this Section 75W application proposes the following modifications to the Stage 1 Project Approval (MP10_0113, as modified). Text proposed to be deleted is indicated by 'strike through' and text proposed to be added is indicated by bold text

4.3.1 DOCUMENTATION

A2 Development in Accordance with Plans and Documentation

The Development shall be undertaken in accordance with the Environmental Assessment, except where amended by the Preferred Project Report (February 2012) and Response to PPR submissions (February 2012) including all associated documents and reports; the Section 75W Modification Application prepared by Urbis Pty Ltd (**January 2015** <u>August 2013</u>), including all associated documents and report, the Final Statement of Commitments prepared by Urbis Pty Ltd contained at Schedule 3; and the following drawings:

ARCHITECTURAL DRAWINGS			
DRAWING NO.	REVISION	NAME OF PLAN	DATE
DA2001	€H	Level B1 Plan	17.06.13 19.01.2015
DA2002	€Η	Level B2 Plan	17.06.13 19.01.2015
DA2003	€H	Level B3 Plan	17.06.13 19.01.2015

5 Reasons for the Proposed Modifications

The reason for the proposed modifications to the Concept Plan Approval (MP10_0112) and Stage 1 Project Approval (MP10_0113) is that the approved basement was sized and designed to accommodate the previously proposed car parking rates. As these rates have been refused, it is now proposed to modify the basement to reflect the approved rates.

In view of the redesign required to accommodate the reduced parking rates, the opportunity has also been taken to:

- Provide additional storage in lieu of previously envisaged parking spaces.
- Reduce the lateral extent of basement excavation.
- Relocate Basement Level 3 south to improve construction sequencing.

6 The Modified Project

The proposed modifications relate to the size and design of the approved basement car park. Following refusal of the proposed increase in car parking rates (MOD 3), the following modification to the project are proposed:

- Car park numbers reduced in accordance with MOD 3.
- Basement footprint reduced and Level B3 shifted south.
- Internal basement planning rationalised
- Additional storage facilities proposed in place of previously proposed car parking

Architectural plans of the basement parking levels as last approved, and as proposed to be modified are included at **Appendices A** and **B** respectively.

6.1 PROPOSED STORAGE FACILITIES

The refusal of the increased parking rates previously proposed in MOD 3 has resulted in surplus space within the basement structure. While some of this surplus has been removed by reducing the size of the basements, the basement structure has been designed around a grid system to accommodate standard car parking spaces, and the structural and vertical circulation requirements of the buildings above. As prospective purchasers have indicated a demand for larger storage areas, many of the now surplus car parking spaces are proposed to be converted into secure private storage facilities.

While all resident parking spaces include an adjoining 2.4×0.8 metre storage cage, purchasers seeking additional space, or purchasers of apartments without car parking will have the option of purchasing one of the larger storage facilities. These facilities will each be 2.4×4.7 metres in area and will be enclosed by cyclone wire enclosures and a lockable door. While occupying the space previously proposed as a car space, with enclosing walls on either side, the width is inadequate for parking a car, and the 4.7 metre length is too short for even a 'small car space', as defined under Council's DCP.

6.2 CONCEPT PLAN APPROVAL NUMERIC COMPARISON

As demonstrated in Table 1 there are no changes to the key numeric aspects of the current Concept Plan Approval MP10_0112).

DEVELOPMENT ELEMENT	APPROVED (MP10_0112 AS MODIFIED)	PROPOSED
Site Area	22, 433m ²	22, 433m ²
Maximum Gross Floor Area (GFA)1	51,139m ²	Maximum 51,139m ²
Minimum non-residential GFA	1,210 m ²	Minimum 1,210 m ² (1,460m ² proposed)
Proposed Total FSR	2.28:1	2.28:1
Building Height 2	(storeys/RL)	(storeys/RL)
Adelaide	5-8 storeys / RL99.55	5-8 storeys / RL99.55
Darwin	8 storeys / RL100.20	8 storeys / RL100.20
Brisbane	13 storeys/ RL116.25	13 storeys/ RL116.25
Perth	8-10 storeys / RL105.95	8-10 storeys / RL105.95
Hobart	8 storeys / RL101.6	8 storeys / RL101.6
Melbourne	12 storeys/ RL117.5	12 storeys/ RL117.5
Sydney	22 storeys / RL144.650	22 storeys / RL144.650
Height (RL)	RL99.55 - RL144.650	RL99.55-RL144.650
Land Uses	Mixed use residential, retail and commercial	Mixed use residential, retail and commercia
Car Parking		
Resident		
1 bed	0.6 spaces per apartment	0.6 spaces per apartment
2 bed	0.9 spaces per apartment	0.9 spaces per apartment
3 bed	1.4 spaces per apartment	1.4 spaces per apartment
Visitor	1 space per 5 apartments for visitors	1 space per 5 apartments for visitors
Commercial	1 space per 100m ²	1 space per 100m ²
Landscaping		
Central Open Space Area	1,762m ²	1,762m ²

TABLE 1 – COMPARISON OF THE KEY NUMERIC ASPECTS OF THE APPROVED AND PROPOSED CONCEPT PLANS

- (b) habitable rooms in a basement or an attic, and
- (c) any shop, auditorium, cinema, and the like, in a basement or attic,

- (d) any area for common vertical circulation, such as lifts and stairs, and
- (e) any basement:
 - (i) storage, and

(h) any space used for the loading or unloading of goods (including access to it), and

¹ gross floor area means the sum of the floor area of each floor of a building measured from the internal face of external walls, or from the internal face of walls separating the building from any other building, measured at a height of 1.4 metres above the floor, and includes:

⁽a) the area of a mezzanine, and

but excludes:

⁽ii) vehicular access, loading areas, garbage and services, and

⁽f) plant rooms, lift towers and other areas used exclusively for mechanical services or ducting, and

⁽g) car parking to meet any requirements of the consent authority (including access to that car parking), and

⁽i) terraces and balconies with outer walls less than 1.4 metres high, and

⁽j) voids above a floor at the level of a storey or storey above.

² *building height* (or *height of building*) means the vertical distance between ground level (existing) and the highest point of the building, including plant and lift overruns, but excluding communication devices, antennae, satellite dishes, masts, flagpoles, chimneys, flues and the like.

6.3 STAGE 1 PROJECT APPROVAL NUMERIC COMPARISON

As demonstrated in Table 2 there are no changes to the key numeric aspects of the current Stage 1 Project Approval MP10_0113.

DEVELOPMENT ELEMENT	APPROVED STAGE 1 PROJECT	PROPOSED STAGE 1 PROJECT
	APPROVAL (MP10_0113 AS	APPROVAL 75W MODIFICATION
	MODIFIED)	
GFA	26,418m ²	26,418m ²
Building Height		
Adelaide	5-8 storeys/ RL99.55	5-8 storeys/ RL99.55
Darwin	8 storeys / RL100.20	8 storeys / RL100.20
Brisbane	13 storey/RL 116.25m	13 storey/RL 116.25m
Perth	8-10 storey/RL 105.95	8-10 storey/RL 105.95
Height (RL)	RL99.55 – RL116.25	RL99.55 – RL116.25
Land Uses	Mixed use residential, retail and	Mixed use residential, retail and
	commercial development	commercial development
Apartment Numbers	343 apartments (stage 1 only) ³	343 apartments (stage 1 only)
	1 bed = 163 (47.5%)	1 bed = 163 (47.5%)
	2 bed = 180 (52.5%)	2 bed = 180 (52.5%)
	3 bed = 0	3 bed = 0
	Note: 34 apartments or 10% are proposed	Note: 34 apartments or 10% are proposed
	as adaptable units (mix of adaptable = 25	as adaptable units (mix of adaptable = 25
	x 1 bed and 9 x 2 bed)	x 1 bed and 9 x 2 bed)
Apartment Sizes	1 bed $50m^2 - 60m^2$	1 bed $50m^2 - 60m^2$
	2 bed 60m2 - 90m ²	$2 \text{ bed } 60\text{m}^2 - 90\text{m}^2$
	Adaptable apartments 55m ² – 90m ²	Adaptable apartments 55m ² – 90m ²
Car Parking Provision		
1 bed	0.6 spaces per apartment	0.6 spaces per apartment
2 bed	0.9 spaces per apartment	0.9 spaces per apartment
3 bed	1.4 spaces per apartment	1.4 spaces per apartment
Visitor	1 space per 5 apartments for visitors	1 space per 5 apartments for visitors
Commercial	1 space per 100m ²	1 space per 100m ²

TABLE 2 – COMPARISON OF THE KEY NUMERIC ASPECTS OF THE APPROVED AND PROPOSED MODIFICATIONS TO STAGE 1 PROJECT APPROVAL

 $^{^{\}rm 3}$ Assumes approval of MOD 4.

7 Planning Assessment

7.1 CONSISTENCY WITH CURRENT APPROVALS

The modifications proposed within this application do not constitute a '*radical transformation*' to the Stage 1 Project Approval or the Concept Plan Approval because:

- The proposed use is the same as that currently approved under the Stage 1 Project Approval and Concept Plan Approval.
- The envelopes of the buildings do not change and are consistent with the Concept Plan Approval.
- There will be no discernible external change to the project.

The proposed modifications are consistent with the provisions of S75W as outlined in Section 3.2 of this report.

7.2 ENVIRONMENTAL PLANNING AND ASSESSMENT ACT 1979

The proposal is considered to be consistent with the Objects of the Act and the Concept Plan Approval and Project Approval for the site.

7.3 STATE ENVIRONMENTAL PLANNING POLICY (BUILDING SUSTAINABILITY INDEX: BASIX) 2004

The proposed modifications do not alter any residential apartments, and therefore do no alter the approved Basix and ABSA Certification.

7.3.1 RESIDENTIAL FLAT DESIGN CODE

The Residential Flat Design Code (RFDC) includes a chapter on 'Storage'. The objectives of this chapter are:

- To provide adequate storage for everyday household items within easy access of the apartment.
- To provide storage for sporting, leisure, fitness and hobby equipment.

The RFDC Storage Chapter also provides the following 'Better Design Practice' guidelines:

- Locate storage conveniently for apartments. Options include providing:
 - at least 50 percent of the required storage within each apartment and accessible from either the hall or living area. Storage within apartments is best provided as cupboards accessible from entries and hallways and/or from under internal stairs
 - dedicated storage rooms on each floor within the development, which can be leased by residents as required
 - providing dedicated and/or leasible storage in internal or basement car parks. Leasing storage provides choice and minimises the impact of storage on housing affordability.
- Provide storage, which is suitable for the needs of residents in the local area and able to accommodate larger items, such as:
 - sporting equipment (skiing, surfing, golfing etc)
 bicycles.
- Ensure that storage separated from apartments is secure for individual use.
- Where basement storage is provided:

- ensure that it does not compromise natural ventilation in car parks or create potential conflicts with fire regulations
- exclude it from FSR calculations.
- Consider providing additional storage in smaller apartments in the form of built-in cupboards to promote a more efficient use of small spaces.

The proposed storage facilities exceed the minimum 'Rules of Thumb' of the RFDC, and ensures that ample storage is provide, particularly for the occupants of apartments denied a car space.

8 Environmental Assessment

8.1 CAR PARKING NUMBERS

The PAC's determination of MOD 3 specifies the following car parking provision rates for GFA up to a total of 46,420m²:

- 1 bedroom apartments 0.6 spaces / apartment
- 2 bedroom apartments 0.9 spaces / apartment
- 3 bedroom apartments 1.4 spaces / apartment
- Visitor parking 0.2 spaces / apartment
- Commercial 1.0 spaces / 100m²

No parking is permitted for GFA in excess of 46,420m²:

As detailed in the Traffic Statement by Traffix (**Appendix C**), this results in the following car parking numbers:

- Stage 1:
 - Resident: 237
 - Adaptable: 34
 - Visitor: 69
 - Comm/Retail: 0
 - Subtotal: 340 spaces
- Stage 2:

•

- Resident: 163
- Adaptable: 30
- Visitor: 60
- Comm/Retail: 12
- Subtotal: 265 spaces
- Total: 605 spaces

This is significantly less than the 694 spaces unsuccessfully proposed in MOD3. As the basements had been sized to be capable of accommodating the 694 envisaged spaces, the current modifications rationalise the basement to provide only 605 spaces.

No change is proposed to the previously approved motorcycle and bicycle parking provision.

8.2 CAR PARKING AND VEHICULAR CIRCULATION DESIGN

As detailed in the Parking Design Statement prepared by Traffix (**Appendix C**), the internal car park has been designed in general accordance with the requirements of AS2890.1 and AS4299, including:

- Standard parking spaces are 2.4m wide and 5.5m long, exceeding the minimum requirements as stipulated in AS2890.1 (Clause 2.4.1);
- Parking aisles are 5.8m wide, meeting the minimum requirements as stipulated in AS2890.1 (Clause 2.4.2);
- Columns are positioned so as to not impede vehicle manoeuvring into and out of parking spaces, or opening of doors, in accordance with the AS2890.1 (Clause 5.2);
- Accessible parking spaces are 3.8m wide and 5.5m long, in accordance with the requirements of AS4299 (Clause 3.7);
- Ramps are proposed to have a maximum grade of 1:8, which meets both the maximum grade and the maximum grade change requirements as stipulated in AS2890.1 (Clause 5.5.3); and
- Speed humps are proposed to be strategically placed on long parking aisles, to help control vehicle speeds.

8.3 USE AND ALLOCATION OF STORAGE FACILTIES

The proposed development provides only 464 resident car spaces for 639 apartments. While all resident car spaces are adjoined by a 2.4×0.8 metre storage cage, to accommodate the storage needs of residents without a car space, or those seeking additional storage, 170 storage cages of 2.4×4.7 metres will be available for sale.

9 Conclusion

The proposed modifications reduce the total number of basement car parking spaces from 694 to 605 (89 space reduction) in accordance with the rates approved by the determination of MOD 3 to the Concept Plan. Consequential modifications include:

- Reduction to the lateral extent of Basement Levels B1 and B2, with Level B3 shifted south.
- Provision of 2.4 x 0.8 metre storage cages at the end of each of the 464 resident car spaces.
- Provision of 170 storage cages measuring 2.4 x 4.7 metres.
- General reconfiguration of the approved basement layout

The proposed modifications are entirely consistent with the last modified Concept Plan Approval and Stage 1 Project Approval and do not result in any external changes to the project, or adverse impacts upon surrounding properties.

For the reasons stated above and throughout this report, the proposed modifications to MP 10_0112 and MP 10_0113 should therefore be approved.

Appendix A

Approved Basement Drawings, prepared By AJ+C

Appendix B

Proposed Basement Drawings, prepared By AJ+C

Appendix C

Parking Design Statement, prepared by Traffix

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