

## Section 75W to Concept Plan (MP10\_0229)



### Woollooware Bay Town Centre Amendment to Car Parking Rates

Submitted to Department of Planning and Environment  
On Behalf of Bluestone Capital Ventures No. 1

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Brendan Hoskins

11/06/2015

This report has been reviewed by:



Gordon Kirkby

11/06/2015

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## 1.0 Introduction

This Environmental Assessment Report (EAR) for modifications to the approved Concept Plan at Woollooware Bay Town Centre (WBTC) is submitted to the Minister for Planning in accordance with section 75W and Clause 3C of Schedule 6 of the *Environmental Planning and Assessment Act 1979* (EP&A Act).

The Concept Plan Approval (MP10\_0229) allows for a mixed use development including:

- use of the site for a mixed use development with associated public open space;
- indicative building envelopes for the residential and retail / club precinct;
- above ground car parking;
- road works to support the development;
- public pedestrian and cycle paths / boardwalks;
- landscaping areas throughout the site;
- sales and marketing facilities including display units, etc.; and
- subdivision of Lot 11 DP 526492 into two allotments.

This report has been prepared by JBA on behalf of Bluestone Capital Ventures No. 1 (the proponent). The report describes the proposed modifications; outlines the purpose of the modifications; and provides a detailed assessment of the potential environmental impacts.

In summary, this Section 75W application seeks the following modifications to the WBTC Concept Plan:

- amendment of the visitor and non-residential parking rates to allow for a sharing of required spaces reflecting the varying peak demands of these uses; and
- provide a car parking rate for a childcare use.

## 2.0 Background to Modification Application

### 2.1 Development Stages Status

Since approval of the Concept Plan in 2012, approvals have been granted for two stages within the Residential Precinct and for the Retail/Club precinct. Construction has now commenced on the Residential Precinct. **Table 1** provides a breakdown of approved and current applications across the site.

**Table 1** – Status of development stages

Event	Date	Details
<b>Concept Plan (MP10_0229)</b>		
Concept Plan	27 August 2012	Concept Plan Application approved by NSW Planning Assessment Commission (PAC) for the redevelopment of the Cronulla Sutherland Leagues Club site and associated land for a new town centre with retail, entertainment, refurbishment of the Cronulla Sutherland Leagues Club, a new foreshore parkland and residential development.
MOD 1	14 July 2014	Section 75W modification to the Concept Plan Approval approved by the Department. This modification involved: <ul style="list-style-type: none"> <li>– Amendment to the approved residential building envelopes;</li> <li>– Increase of the area of the outdoor deck of the Club;</li> <li>– addition of a Term of Approval relating to top level apartments and use of rooftop areas;</li> <li>– amendment to Future Environmental Assessment Requirement 2, 3 and 17; and</li> <li>– inclusion of a note within Schedule 3.</li> </ul>
MOD 2	<i>Under Assessment</i>	<i>Current modification relating to an increase in GFA/GBA and modification to building envelopes.</i>
MOD 3	<i>Under Assessment</i>	<i>Concurrent modification with MOD 3 to amend the visitor and commercial parking rates to allow for a sharing of spaces in response to differing peak periods of demand.</i>
<b>Retail/Club Project Application (DA-2012/410)</b>		
Project Application	20 August 2013	Retail/Club Project Application approved by the PAC. This Project Approval provides consent for the development of a new retail centre, refurbishment of the Cronulla Sutherland Leagues Club, construction of Woollooware Road North and intersection upgrades to Captain Cook Drive, foreshore upgrades and public domain improvements along the Captain Cook Drive street frontage.
MOD 1	10 February 2014	Section 75W modification to Retail/Club Project Approval granted by the Department. This modification involved: <ul style="list-style-type: none"> <li>– Amended configuration of the retail and Club development on Levels 1, 3 and 4; and</li> <li>– stratum subdivision plans.</li> </ul>
MOD 2	<i>Under assessment</i>	Section 75W modification to Retail/Club Project Approval to amend the stratum subdivision to better delineate between the Leagues Club's operational areas and the remainder of the town centre.
<b>Stage 1 – Residential Precinct (DA13/0270)</b>		
Development Application	22 August 2013	Stage 1 Residential DA determined by the Sydney East Joint Regional Planning Panel (JRPP) and consent granted by Sutherland Shire Council. The consent includes demolition of existing structures, construction of a two (2) level podium containing car parking, communal facilities and estate management office, three (3) residential flat buildings above the podium level containing 220 dwellings, provision of infrastructure and services including access roads, associated landscaping and public domain works.
MOD 1	26 March 2014	Section 96 modification for the reconfiguration of Apartments E1.12.01 and E1.12.06 to provide two top level apartments, amongst other miscellaneous design changes and amendments to the wording of several conditions of consent.

MOD 2	25 September 2014	Section 96 modification to amend Condition 5 and Condition 12 of Development Consent DA13/0270 in regard to engineering matters.
MOD 3	30 March 2015	Section 96 to amend a drafting error in the description of the development consent to account for the approved number of apartments in MOD 1.
MOD 4	<i>Under assessment</i>	Section 96 modification to amend the 2 x 2 Storey apartments to three (3) single storey apartments and amend the carpark to allow for two (2) additional residential car spaces and allocate two (2) additional visitor carpark spaces to the central road. This modification has been made in response to market feedback regarding a low desirability for two storey apartments.
<b>Stage 2 – Residential Precinct (DA14/0598)</b>		
Development Application	11 December 2014	Stage 2 Residential DA determined by the JRPP and consent granted by Sutherland Shire Council. The consent includes site preparation works, the construction and use of two Residential Flat Buildings over an integrated two storey podium, provision of 178 dwellings, construction of the Central Boulevard (part), provision of 21 on-street car parking spaces on the Central Boulevard and 215 car parking spaces within the two storey podium, provision of associated landscaping and public domain works, and extension/Augmentation of services and infrastructure.

## 3.0 Background to the Proposed Modifications

### 3.1 Shared Allocation of Parking

The following car parking rates relevant to the Residential Precinct are approved under the WBTC Concept Plan:

- One Bedroom Apartment – 1 space per apartment;
- Two Bedroom Apartment – 1 space per apartment;
- Three Bedroom Apartment – 2 spaces per apartment;
- Residential visitors – 1 space per 5 dwellings; and
- Commercial floor space – 1 space per 30m<sup>2</sup>.

These car parking rates were originally determined based on the peak demand of each use, including peak visitor demand to the Residential Precinct. A more thorough analysis has identified that the peak demand of residential visitor spaces and non-residential visitor spaces varies, and there is an ability for the sharing of spaces to efficiently contain the extent of parking within the Residential Precinct.

As such, an amendment is proposed to enable a 50% sharing of non-residential visitor spaces with residential visitor spaces. This is supported by a demand analysis provided in the Parking Impact Assessment prepared by McLaren Traffic Engineering (refer to **Appendix A**).

### 3.2 Childcare Car Parking Rate

No car parking rate is provided for a childcare use under the WBTC Concept Plan as no such use was originally envisaged. During the detailed design of Stage 3 of the Residential Precinct, it has been identified that a use of high demand would be a childcare. This use would achieve a number of aims relevant to the WBTC Concept Plan, including:

- Activate key frontages of the development, being Captain Cook Drive and the eastern frontage of the Stage 3 podium;
- Satisfy local demand for childcare centres, including the new demand generated by the residential apartments and retail/club component of the WBTC Concept Plan; and
- Provide a compatible use within the Residential Precinct.

In planning for a childcare centre, it was acknowledged that no specific car parking rate had been defined and the commercial rate would not reflect the parking demand of such a use. As such, this s75W modification application seeks to provide a car parking rate for a childcare use.

It is acknowledged that any proposed childcare use will be the subject of a future separate application. That application would need to include details on the drop-off and pick-up arrangements, as well as any necessary management plan and signposting required to ensure the sharing of spaces is appropriately managed.



### 3.3 Consultation

The proponent and consultant team has met with both the Department and Council during the preparation of the Modification Application. These meetings were conducted on 25 March 2015 and 9 April 2015 respectively. This preliminary consultation allowed the proponent and consultant team to provide an overview of the planned changes to the Concept Plan along with receiving initial thoughts and feedback and identifying aspects that should be addressed as part of the modification application.

The comments and feedback provided by each respective stakeholder have accordingly been incorporated and addressed as part of this submission (as appropriate). Generally, both the Department and Council did not raise any objections to sharing a proportion of spaces if the peak period of demand could be satisfied.

## 4.0 Description of Proposed Modifications

The proposed modifications to the approved Concept Plan are described in this section. This Section 75W application seeks to amend the approved parking rates to allow for the shared use of spaces where their peak usage does not coincide and to provide a car parking rate for a childcare use.

Specifically, the following car parking rates are proposed for the WBTC Concept Plan (**bold underline** indicating amendments):

- One Bedroom Apartment – 1 space per apartment;
- Two Bedroom Apartment – 1 space per apartment;
- Three Bedroom Apartment – 2 spaces per apartment;
- Residential visitors – 1 space per 5 dwellings (**including dual use spaces**);
- Commercial floor space – 1 space per 30m<sup>2</sup> (**50% available for dual use by residential visitors**); and
- **Childcare – 1 space per 4 children (50% available for dual use by residential visitors).**

### 4.1 Proposed Modifications to the Approval

The above modifications necessitate amendments to the Concept Plan Approval. Words proposed to be deleted are shown in ~~***bold italics strike through***~~ and words to be inserted are shown in ***bold italics***.

#### SCHEDULE 2 PART A – TERMS OF APPROVAL

##### A2. DEVELOPMENT IN ACCORDANCE WITH PLANS AND DOCUMENTATION

*The approval shall be generally in accordance with MP 10\_0229 and the Environmental Assessment, prepared by JBA Planning dated September 2011, except where amended by the Preferred Project Report prepared by JBA Planning dated March 2012 and additional information submitted in May 2012 and in August 2012 and the Section 75W Modification 1 prepared by JBA Urban Planning Consultants Pty Ltd, dated 12 February 2014 (as amended on 27 February 2014, 20 March 2014 and 16 May 2014), and the Section 75W Modifications 2 and 3<sup>1</sup> prepared by JBA Urban Planning Consultants Pty Ltd, dated 11 June 2015, and the following drawings:*

...

**Reason:** This condition is proposed to be updated to reference the modification application which includes the amendment car parking rates.

##### A4. CAR PARKING

*(a) The number of car parking spaces to be provided for the development shall comprise:*

- (i) a maximum of 883 spaces for the Residential Precinct (excluding any on-street parking within the newly created on-site streets); and*
- (ii) a minimum of 770 spaces for the Retail and Club Precinct.*

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<sup>1</sup> A separate modification (Modification 2) has concurrently been lodged with the subject s75W Modification.

*(b) Development must comply with the Concept Plan car parking rates identified in the Environmental Assessment prepared by JBA Planning, dated September 2011, as amended by the Preferred Project Report prepared by JBA Planning, dated March 2012 and the supplementary report dated August 2012 **the Section 75W Modification 3 prepared by JBA Urban Planning Consultants Pty Ltd, dated 11 June 2015**, except where amended by the Modifications in Part B.*

**Reason:** This condition is proposed to be updated to reference the modification application which includes the amendment car parking rates.

***B1. CAR PARKING***

~~***The rate for visitor car parking spaces in the Residential Precinct shall be modified to 1 space per 5 dwellings.***~~

**Reason:** This condition is proposed to be deleted as the residential visitor car parking rate has been amended and prescribed in the modification application.

*Schedule 3*

*Future Environmental Assessment Requirements*

**CAR PARKING**

*6. Future applications shall provide the following:*

*(a) Residential Precinct parking is to be provided at the following rate:*

*(i) 1 space per 1 bedroom apartment;*

*(ii) 1 space per 2 bedroom apartments;*

*(iii) 2 spaces per 3 bedroom apartment;*

*(iv) 1 visitor space per 5 apartments (including dual use spaces); and*

*(v) 1 space per 30m<sup>2</sup> of commercial GFA (50% available for dual use by residential visitors); and*

*(vi) 1 space per 4 children for a childcare use (50% available for dual use by residential visitors).*

*(b) Retail and Club Precinct parking and allocation to uses is to be determined following the submission of a Parking Study.*

**Reason:** This condition is proposed to be updated to reflect the amended car parking rates and dual use of visitor spaces.

## 5.0 Environmental Assessment

This chapter contains an assessment of the environmental effects of the proposed development as described in the preceding chapters of this report. Those matters which require further assessment are outlined below.

### 5.1 Traffic and Transport

McLaren Traffic Engineering prepared a suite of Traffic and Parking documents for the original Concept Plan. These documents determined an appropriate car parking rate for the site, and undertook an analysis of the potential traffic impacts of the redevelopment. The approved Concept Plan includes a number of parameters related to traffic and parking including:

- A maximum number of car parking spaces, capped at 883 spaces in the Residential Precinct, excluding on-street car parking spaces;
- A range of parking rates for different land uses, including residential apartments and visitor spaces;
- A requirement to provide a regular shuttle bus service to Woollooware railway station; and
- A requirement for a Travel Access Guide (TAG)/ Green Travel Plan

These parameters are largely not proposed to be modified under this application, except for the approved parking rates to allow for dual use of some spaces. Importantly, the maximum cap of 883 car parking spaces is not proposed at this time to be amended under any application.

McLaren has undertaken a review of the proposed modification (refer to **Appendix A**), setting out the proposed basis for the car parking rate amendment and providing an assessment of this amendment. The key components of the traffic and parking implications of the modification application are outlined below.

#### 5.1.1 Childcare Centre Parking Rate

A rate of 1 space per 4 children is proposed for a childcare use provided in the WBTC Concept Plan. This rate is reflective of the current Sutherland Shire Development Control Plan 2006 (Sutherland DCP 2006), the Draft Sutherland Shire Development Control Plan 2014 (Draft Sutherland DCP 2014) and various Roads and Maritime Services (RMS) surveys of existing child care centres.

The RMS publication, “Guide to Traffic Generating Developments” provides a rate of 1 space per 4 children, consistent with the proposed rate. The Sutherland DCP 2006 provides the following car parking rate for childcare centres:

*Childcare centres shall provide 1 space for every 4 children in attendance.*

The Draft Sutherland DCP 2014 provides a rate of 1 space per 4 children and 1 space per 2 staff members. Flexibility for these rates is provided if certain criteria relating to site location, site design and childcare design can be satisfied. The future proposal for a childcare facility has the potential to satisfy a number of these criteria as:

- The childcare will be provided on the corner of the podium;
- A safe drop-off and pick-up zone will be provided internal to the podium, completely removed from Captain Cook Drive and the Central Boulevard; and
- The site has a street frontage of greater than 15 metres.

Furthermore, surveys undertaken by the RMS suggest that a lower rate may be acceptable, with peak demand expected to be at 1 space per 5.1 children. Despite this, a conservative rate has been applied to ensure all potential demand is satisfied.

### 5.1.2 Parking Demand

McLaren has undertaken an analysis of the peak parking demand for each of the uses approved/proposed in the Residential Precinct based on surveys undertaken by RMS, identified trip generation rates and past experience on comparative projects (refer to **Appendix A**). This demand analysis is briefly outlined below for each use.

#### Residential Apartments

The approved car parking rates for residential apartments is not proposed to be modified and therefore no demand analysis is considered necessary.

#### Residential Visitors

McLaren has identified that Friday and Saturday evenings are the times of highest demand for residential visitor parking. As such, the required rate of 1 space per 5 dwellings should be accommodated within these times. Residential visitors are not expected to have greater than 50% demand generally prior to 5:30pm on weekdays.

#### Commercial Tenants and Visitors

Based on previous experience, McLaren suggests that 50% of commercial spaces can be provided for staff use only. This allows for the remaining 50% to be provided as suitable for both staff and visitors. The peak demand for the commercial uses is considered by McLaren to be on weekdays between 8:30am to 5:30pm. Beyond these operating hours, it is not expected that the commercial visitor spaces will generate significant demand.

#### Childcare Centre

Parking surveys of child care centres completed by the RMS have determined that the provision of 1 space per 4 children is considered adequate. McLaren has identified that a generally accepted rule of thumb is that childcare centre parking is split between 50% for parents and 50% for staff.

This assumption has been confirmed by surveys of larger child care centres which show peak staff parking at a rate of 1 per 9.6 children (43% of 1 per 4 children) and peak parent parking at a rate of 1 space per 7.2 children (57% of 1 per 4 children), each occurring at different times of the day with the combined peak parking of only 1 space per 5.1 children.

The surveys identified that parent parking is at its peak during 7:00am to 9:00am and 4:00pm to 6:00pm. Prior to, and following, these peak times there is negligible demand for parking.

### 5.1.3 Shared Visitor Parking

The proposed modification to share 50% of commercial and childcare visitor spaces with residential visitor spaces reflects the intended operation of the development. As evidenced in Section 5.1.2, the peak demand of the commercial, childcare and residential visitor uses do not coincide and there is an ability to share spaces. The peak period of Friday and Saturday evenings for residential visitors will be adequately met through the proposed sharing structure, with the commercial and childcare peaks outside these times.

Furthermore, the proposed amendment to the car parking rates is consistent with Chapter 7 of the Sutherland DCP 2006 which states:

*Where a development proposal contains two or more land uses with different peak parking demands, the total requirement may be reduced such that the peak demand is met at any one time.*

As outlined in Section 5.1.2 and at **Appendix A**, the peak demand of the residential visitor spaces is met, and therefore the proposed sharing of spaces is considered acceptable.

#### 5.1.4 Summary

The assessment by McLaren in relation to the modification application concludes that:

- A conservative car parking rate for any future childcare use will be provided consistent with the Sutherland DCP 2006, the Draft Sutherland DCP 2014 and RMS publications; and
- The peak periods of the commercial visitor, childcare visitor and residential visitors do not coincide, and therefore a sharing of 50% of spaces is acceptable. Importantly, the peak period for residential visitors, being Friday and Saturday evenings, will be satisfied by the proposed rate of parking;

Overall, McLaren have determined that the proposed modifications to the parking rates are supportable from a traffic and parking perspective.

## 6.0 Conclusion

This Section 75W modification seeks approval for amendments to the WBTC Concept Plan, namely the provision of a car parking rate for a childcare use and the sharing of visitor spaces.

These amendments are proposed in light of the ongoing development and delivery of separate stages in the Concept Plan. Following the delivery of the majority of stages within the Concept Plan, it has been identified that there is the ability to share some visitor spaces where the peak demand of these spaces do not coincide. Furthermore, a childcare use is now envisaged for Stage 3 and a corresponding car parking rate is required.

The assessment contained within this report has resolved that there will not be any adverse environmental impacts resulting from the proposed modifications. It is emphasised that no change to the approved car parking cap is proposed. The proposal has significant planning merit as:

- It will facilitate the efficient delivery of an appropriate amount of car parking to the Residential Precinct which satisfies future demand;
- It provides a framework for the delivery of a childcare centre, with an assurance that demand is satisfied;
- It is consistent with the Sutherland DCP 2006 and Draft Sutherland DCP 2014, both in regards to sharing car parking spaces and the proposed car parking rate for a childcare use; and
- It will not result in any adverse impacts and is fully supportable from a traffic and parking perspective.

Due to the merit of the proposed modifications and the lack of any adverse environmental, social and economic impacts, the proposed modifications are appropriate and supportable.