

Proposed Mixed Use Hotel, Residential and Retail
Development 33 Cross St, Double Bay
Supplementary Traffic Report

21 August 2009
FINAL

Prepared for
Ashington

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This report has been issued and amended as follows:

Rev	Description	Date	Prepared by	Approved by
0	Draft for Client Review	20/08/09	ML	BM
1	Final	21/08/09	ML	BM

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1 Introduction

In February 2009, Halcrow MWT prepared a transport assessment for the proposed mixed use development at 33 Cross Street, Double Bay, the former Stamford Plaza Hotel. The report accompanied the Environmental Assessment submitted to the Department of Planning (DoP), which was subsequently put on public exhibition.

Following the public exhibition period, the proponent has amended the scheme to take into account comments received. The amended scheme is the subject of the Preferred Project Report (PPR).

This supplementary traffic report has been prepared to assess the traffic implications of the amended scheme for inclusion in the PPR. It provides responses to issues raised during the public exhibition period, namely comments from the RTA, Ministry of Transport and Woollahra Municipal Council. Other issues raised by the local community are generally covered by the authority submissions.

2 Impacts of Amended Scheme

2.1 *Amended Scheme*

Appendix A contains the proposed layout plans for the basement level car parking areas.

The amended scheme comprises the following components:

- hotel with 69 rooms;
- 1,139m² of retail floor area;
- 311m² restaurant; and
- 44 residential apartments as follows:
 - 8 x 1-bedroom units;
 - 12 x 2-bedroom units; and
 - 24 x 3-bedroom units.

For sustainability reasons, it is proposed to retain the two car parking basement levels (including the mezzanine basement level) as they presently exist. The existing internal layout would largely be retained, but some space would be used mechanical plants and services.

The amended scheme proposes to provide a total of 135 on-site parking spaces.

The existing building, including the two car park basement levels pre-dates the current version of the Australian Standard for car parking. Nevertheless, it is proposed where possible to comply with the Australian Standard for car parking AS2890.1:2004. In some instances, it might not be possible to comply with the Australian Standard. In such case, assisted parking would be available to assist the drivers needing help.

2.2 *Traffic Assessment*

The applicable RTA traffic generation rates are summarised in **Table 2.1**.

Table 2.1 RTA Peak Hour Trip Generation Rates

Land Use	Thursday Evening	Saturday Morning
Residential Unit	0.5 trips per unit	0.25 trips per unit
Retail	5.9 trips per 100m ²	7.5 trips per 100m ²
Restaurant	5 trips per 100m ² GFA	5 trips per 100m ² GFA
5-Star Hotel	0.26 trips per room	0.26 trips per room

The entire Double Bay centre would operate as a combined retail centre (existing retail area of about 23,000m²), and as such traffic generated by the retail use has been estimated using the traffic generation rate relating to a retail centre with a floor area ranging from 20,000 to 30,000m².

Using the above traffic generation rates, the traffic generation potential of the amended scheme was compared with that of the existing use. This comparison is presented in **Table 2.2**.

From **Table 2.2**, it can be seen that the existing use would generate about 128 vehicles per hour (vph) during the Thursday evening peak and approximately 153 vph during the Saturday morning peak period.

The amended scheme is estimated to generate about 123 vph and 130 vph during the Thursday evening and Saturday morning peak periods respectively.

Therefore, the amended scheme would generate up to 23 vph less traffic than the existing use during its busiest period. As such, the proposed development would not have any adverse impacts on the operations of the surrounding road network.

Table 2.2 Traffic Generation Potential (Existing Use Vs Proposed Use)

	Existing Use [†]		Proposed Use (Amended Scheme)	
	Floor Space/Units	Trips per Hour	Floor Space/Units	Trips per Hour
Thursday Evening				
- Residential Unit	-	-	44 Units	22
- Retail	1,543m ²	91	1,139m ²	67
- Restaurant	-	-	311m ²	16
- 5-Star Hotel	144 Rooms	37	69 Rooms	18
<i>Total</i>		<i>128</i>		<i>123</i>
Net Change				-5
Saturday Morning				
- Residential Unit	-	-	44 Units	11
- Retail	1,543m ²	116	1,139m ²	85
- Restaurant	-	-	311m ²	16
- 5-Star Hotel	144 Rooms	37	69 Rooms	18
<i>Total</i>		<i>153</i>		<i>130</i>
Net Change				-23

† - The traffic estimates for the existing use do not include an allowance for traffic generated by the function rooms, which could potentially double the peak hourly traffic generation of the existing development.

2.3 *Parking Assessment*

The parking requirements for the amended scheme were assessed against the Woollahra Council's *Double Bay Centre Development Control Plan 2002* and the *Woollahra Development Control Plan for Off-Street Parking Provision and Servicing Facilities* (where applicable). The following minimum parking provision rates are stipulated:

- retail– 3.5 spaces per 100m² GFA;
- restaurant– 15 spaces per 100m² GFA;
- hotel – 1 space per 2 rooms;
- residential 1-Bed – 0.5 spaces per unit;
- residential 2-Bed – 1 spaces per unit;
- residential 3-Bed – 1.5 spaces per unit; and
- residential (visitors) – 1 space per 5 units.

In accordance with the consent for the existing development, it has a credit for 50 parking spaces provided off site. Therefore, the proposed development should be assessed taking in consideration of the 50 space credit.

Table 2.3 presents the parking demands for the proposed development assessed in accordance with the requirements set out in the development control plans and application of the 50 space credit.

Table 2.3 Parking Requirements

Uses	Floor Space (m ²)/ No. of Room/Unit	Spaces Required
Retail	1,139m ²	40
Restaurant	311m ²	47
<i>Retail/ Restaurant Sub-Total</i>	-	87
Hotel	69 Rooms	35
<i>Hotel Sub-Total</i>	-	35
Residential		
- 1 Bed	8 Units	4
- 2 Bed	12 Units	12
- 3 Bed	24 Units	36
- Visitor	44 Units	9
<i>Residential Sub-Total</i>	-	61
<i>Sub-Total</i>	-	182
<i>Less Parking Credit</i>	-	-50
Total	-	132

On this basis, the proposed development would require a minimum of 132 spaces (including the 50 space credit).

It is proposed to provide a total of 135 spaces allocated as follow:

- retail/restaurant use – 32 spaces;
- hotel – 35 spaces;
- residential tenants – 59 spaces; and
- residential visitors – 9 spaces.

Taking into account of the credit that the site enjoys, the proposed provision of 135 spaces complies with Council's DCP minimum requirement and therefore it is considered to be satisfactory.

2.4 *Service Vehicle Access*

The existing basement levels have a vertical clearance of 2.1m at its entrance. This limits the size of service vehicles accessing the basement levels to no larger than vans or low clearance small trucks.

Larger trucks would be required to service the site from Cross Street. It is proposed that the Cross Street frontage of the site (between the existing cross-overs of the portecochere with a kerb length of about 20m) be signed as "no parking" to allow for occasional loading needs of large trucks and for hotel guest and customer drop-offs and pick-ups. This facility would be of general benefit to the local area and operating under a "no parking" control could serve more visitors to the area than it would if used for regular kerbside parking.

2.5 *Proposed Pedestrian Access*

Pedestrian access under the amended scheme would be similar to that in the original proposal. Pedestrian access would connect to Galbraith Walkway and Williams Street to the north, to Transvaal Avenue to the east and Georges Centre via the retail arcade to the east. Pedestrian access is also proposed on two locations from Cross Street.

The site would thus be much more permeable than at present.

2.6 *Proposed Bicycle Facility*

Provision for on-site bicycle parking would also be similar to that originally proposed. That is approximately 25 spaces would be located within the upper basement level for use by tenants and visitors. An additional five bicycle racks would be located on the ground floor for use by visitors.

3 Submission Review

3.1 RTA

The application has been thoroughly considered by the RTA in its role as the authority for traffic management in Sydney and it has found no problem in principle with the application. It has expressed the view that “*the additional traffic generated as a result of this development will have a minimal impact on the surrounding road network.*”

The RTA made a number of comments and recommendations in relation to the application. The key recommendations are as follow:

- provide new loading zone and pick-up/drop-off zone at the front of the site;
- prepare a Traffic Management and Parking plan to address the deficiency in on-site parking spaces and the on-site provision for a loading/service area;
- prepare a Pedestrian Management Plan to ensure pedestrian safety; and
- a number of various standard recommendations such as proposed car parking area to comply with Australian Standard, all vehicles enter and leave in a forward direction, prepare construction traffic management plan.

It is suggested for the relevant RTA’s recommendations be included in the Consent Conditions.

3.2 MoT

The MoT has also reviewed the application and has not raised any objections to the proposed development. However, the MoT encourages further reduction of the on-site parking provision, as well as the adoption of a travel demand management plan to encourage mode shift to public and non-car transport.

The rationale for MoT’s seeking further reduction of the on-site car parking is understood, however, in the circumstances of Double Bay, it is considered that a balanced approach between parking supply and encouragement of non-car travel is appropriate. The approach in this case has been to reduce the amount of parking on the site below that which has previously provided. However, this has been done in a way

that would not widely disadvantage other persons seeking to park in Double Bay. On this basis, it is considered that the supply of parking at this site is appropriate.

3.3 *Woollahra Council*

Woollahra Municipal Council engaged SKM to undertake a review of the Transport and Accessibility Report that accompanied the Environmental Assessment. The SKM has provided comments for each section within the Halcrow MWT report. Our responses to these comments are provided below.

Site Description

SKM has indicated the Halcrow MWT report has provided an accurate description of the location of the site.

Road Network

While indicating that the Halcrow MWT report provided a fair assessment of the adjoining road network, it did comment that the Halcrow MWT report failed to note the location of the Double Bay Public School being approximately 200m to the west of the site.

This is considered irrelevant as the development traffic would be unlikely to travel past the school given that there are other more direct routes including Bay Street and Cross Street. To the extent that any site generated traffic did pass the school, the reduction in traffic generation of the site would be of benefits to the school.

Traffic Flows

The SKM report questioned the appropriateness of the chosen peak periods (Thursday evening and Saturday morning) for the conduct of the traffic counts.

As indicated in our report, Double Bay centre is predominately a retail/commercial centre adjacent to a major arterial road, namely New South Head Road. The Thursday evening peak was chosen as the evening commuter traffic overlaps with the retail traffic from Thursday late night trading and similarly the Saturday morning peak includes both recreational and retail traffic.

Furthermore, as indicated in our report, the proposed development is expected to generate less traffic than the existing use, and as such it is expected to bring benefits to the local road network in the form of reduced traffic accessing the nearby intersections.

The RTA, as the road and traffic management authority, in its assessment also came to the same conclusion in that the development is expected to have minimal impact on the surrounding road network.

We stand by our choice of which peak periods are most critical in the area and in respect of the mix of uses in the proposed development. Nevertheless, the reduction in traffic generation means that there would most likely be traffic benefits to all peak periods throughout the week.

Parking Surveys

The SKM report commented that the relationship between the public use of the Stamford Plaza Hotel and the Georges Centre is unclear, and whether the Georges Centre has its own separate access via the same entrance. It indicated that this may impact on the design/use of the driveway crossing.

The proposed development neither necessitates nor proposes any changes to arrangements on the right of way through the Georges Centre. Reduced traffic generation by development on the site would be of benefits to users of the Georges Centre parking area.

The SKM report also questioned the chosen periods for the conduct of the parking surveys.

The parking surveys were conducted on a Thursday, Friday and Saturday, and we do not see how any experienced transport planner could contemplate any other period that would potentially be busier in terms of parking demand in a mixed use commercial/retail centre such as Double Bay.

The SKM report queried whether the Stamford Plaza parking surveys included all spaces or just those spaces reserved for the public, and that the Halcrow MWT report

did not contain information on the management and allocation of the existing car parking spaces.

The survey results presented in our report relates to the public parking spaces only as obviously other private spaces would not be available to persons visiting the proposed development.

The Halcrow MWT report did not provide information on the management and allocation of the existing car parking spaces as this information is not relevant to the proposed development. The existing car park will be replaced and the spaces re-allocated as discussed in Section 2.3 of this report. The previous management regime for the car park will cease with the cessation of the use of the development above it on the site.

We note that the SKM report did indicate the Cross Street car park is to be extended in the future, and accordingly would provide more public parking when needed.

The SKM report made note that due to the current economic downturn, the parking survey results may be skewed. We do not believe that this is a material consideration for the amended proposal as it will satisfy DCP requirements.

Public Transport

The SKM report agrees with the assessment of public transport availability contained in the Halcrow MWT report and states it “is appropriate to describe as a good level of public transport accessibility”.

Pedestrian and Cycle Network

SKM agrees with the description of the existing pedestrian and cycle network.

Existing Development on the Site

The SKM report commented on the 20 spaces available in the Georges Centre and how these spaces relate to the proposed development.

The Georges Centre parking spaces are located in a separate car parking area beneath the Georges Centre. The proposed development will not in any way affect the Georges Centre car parking area as no works are proposed or needed on the Georges Centre site.

Intersection Analysis

The SKM report commented on the method of intersection analysis.

Notwithstanding this, despite querying the analysis, it did indicate that there is nothing to suggest the intersections would not perform similarly to the modelled results.

Notwithstanding the above, it is reiterated that the proposed development is expected to generate less traffic than the existing use, and therefore would have beneficial impacts on the operation of the surrounding road network.

Proposed Development

SKM recognised the 2.1m vertical clearance at the entrance to the basement levels. Having regard to this, SKM has not raised any issues with the proposal to alter the existing on-street parking restriction on Cross Street in front of the site to allow for a loading zone and pick-up/drop-off zone.

Pedestrian Access

SKM indicated that the additional point of access would improve pedestrian permeability over the existing configuration.

Proposed Bicycle Facility

SKM advised that in the absence of any formal requirement for bicycle parking, it supported the provision of bicycle parking as detailed in Halcrow MWT traffic report.

SKM also discussed parking provision for function rooms. Function rooms were not and are not proposed as part of the development.

Traffic Assessment

SKM accepted the method of retail traffic estimation.

It commented that the Halcrow MWT report did not include traffic generation associated with the function rooms. Function rooms are not proposed as part of the development.

The SKM report commented that the discounting of residential trips on Saturday morning does not correspond with the methodology proposed in the RTA guidelines. In fact, the RTA guidelines are silent on Saturday traffic generation.

Construction Traffic

SKM has not raised any issue in relation to preparing a construction traffic management plan once a builder is appointed.

Parking Assessment

SKM has agreed that the appropriate parking rates from the DCP have been applied to estimate parking requirements. However, due to different rounding treatment it considered that an additional two parking spaces are required. This is superseded due to the increased parking provision in the amended scheme.

SKM also commented on the 50 spaces parking credit and its application to the site.

It appears that there is a confusion between parking credit and S94 contribution for parking as the SKM refers to Council's current S94 plan. The determination of parking requirements for the proposed development was fully explained in the original traffic report and is further articulated in relation to the amended scheme in Section 2.3 of this report.

Director Generals Requirements

SKM commented on Halcrow MWT's responses to the Director General's Requirements. These relate to:

- pedestrian generation – the proposed development is substantially less than the existing use in terms of both the floor areas associated with the hotel use and the number of hotel rooms, as such pedestrian generation from the proposed development is likely to be less. SKM indicated that the additional point of access is likely to improve pedestrian permeability over the existing configuration.

- Green Travel Plan – as indicated in the original report, the scale of the proposed development does not warrant a Green Travel Plan, but it would be appropriate for the occupants of the new development to participate in an area wide scheme initiated by Council. However, as suggested by SKM it may also be appropriate to provide general public transport information on the Hotel website to encourage further public transport usage.
- manoeuvrability of vehicles within the car park – as indicated previously the basement levels pre-dates the current version of the Australian Standard for car park and as such it is difficult to comply fully with the requirements set out in the Australian Standard. Accordingly, it is proposed to comply with the Australian Standard where possible, and in those instances where it could not be designed to comply, assisted parking by a parking attendant would be provided to assist drivers needing help.
- impact of service vehicles – the 2.1m vertical clearance exists at present requiring larger vehicles to service the site from the street. This will continue to be the case in the future. Service vehicle movements would likely to be less than the existing use given that the proposed floor areas and rooms associated with the hotel use would be less than existing. In addition, the proposed development would have the benefits of a new “no parking” zone proposed on Cross Street in front of the site.

4 Conclusions

This report assesses the transport and traffic implications of the amended scheme for the proposed mixed use development at 33 Cross Street, Double Bay, the former Stamford Hotel site.

The amended scheme is expected to generate less traffic than the existing use on the site. It is thus not expected to create any adverse traffic impacts.

The amended scheme proposes to provide a total of 135 on-site parking spaces. This is considered satisfactory.

Overall, from a traffic and parking perspective, the amended scheme is considered to be an improvement on the original scheme.

The RTA reviewed the original proposed development and concluded that the development will result in minimal traffic impact on the surrounding road network, and therefore raised no objection to the proposed development.

The Ministry of Transport also reviewed the proposed development and raised no issues to oppose the proposed development.

Woollahra Municipal Council engaged SKM to undertake a review of the transport report prepared by Halcrow MWT. The issues raised in the SKM report were relatively minor in nature and are addressed either by way of response in this report or through amendments to the design.

Overall in terms of traffic and parking, the amended scheme is considered to represent an improvement on the original scheme and it is considered that the traffic and parking implications would be satisfactory.

Appendix A Basement Levels Internal Layout Plans

Do not scale drawings. Verify all dimensions on site.

issue	amendment	date
A	PRELIMINARY ISSUE FOR DISCUSSION	01.12.08
B	PRELIMINARY ISSUE FOR INFORMATION	09.12.08
C	PRELIMINARY ISSUE FOR INFORMATION	16.01.09
D	PRELIMINARY ISSUE FOR INFORMATION	16.01.09
E	ISSUE FOR TRAFFIC CONSULTANTS	20.01.09
F	ISSUE FOR TRAFFIC CONSULTANTS	20.01.09
G	ISSUE FOR CAR REVIEW	02.02.09
H	ISSUE FOR INFORMATION	10.02.09
I	ISSUE FOR INFORMATION	10.02.09
J	ISSUE FOR INFORMATION	24.02.09
K	ISSUE FOR INFORMATION	24.02.09
L	ISSUE FOR INFORMATION	12.03.09



CAR PARKING SUMMARY

135 SPACES PROVIDED

FINAL BREAKDOWN TBC



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project **33 CROSS STREET, DOUBLE BAY**

drawing **LOWER BASEMENT FLOOR PLAN**

scale	as shown	1:200 @ A1	drawing no.	
drawn	ADJ/T/IDR		title	DA02-01
checked	CO		revision	
project no.	070068			K



Do not scale drawings. Verify all dimensions on site.

issue	amendment	date
A	PRELIMINARY ISSUE FOR DISCUSSION	01.12.08
B	PRELIMINARY ISSUE FOR INFORMATION	09.12.08
C	PRELIMINARY ISSUE FOR INFORMATION	09.12.08
D	PRELIMINARY ISSUE FOR INFORMATION	10.01.09
E	ISSUED TO TRAFFIC CONSULTANTS	20.01.09
F	ISSUED TO TRAFFIC CONSULTANTS	03.02.09
G	ISSUE FOR INFORMATION	10.02.09
H	ISSUE FOR INFORMATION	10.02.09
I	ISSUE FOR INFORMATION	20.02.09
J	ISSUE FOR INFORMATION	24.07.09
K	ISSUE FOR INFORMATION	12.08.09

LEGEND

- 19.9V / 20.9V POWER CARSTACKER
- EXISTING STRUCTURE
- NEW COLUMN TO ENGINEERS DETAILS

CAR PARKING SUMMARY

135 SPACES PROVIDED

FINAL BREAKDOWN TBC



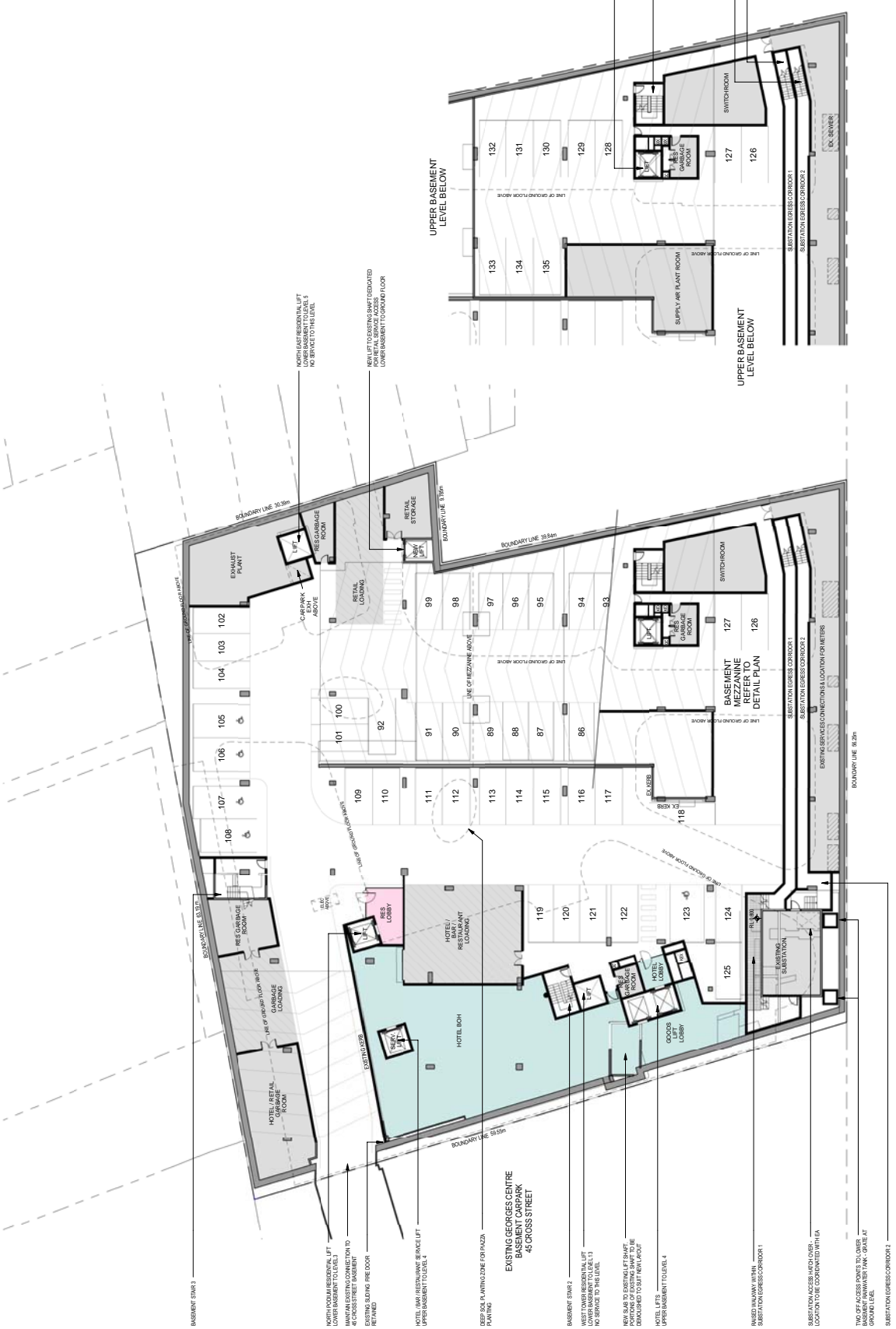
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Project
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Scale: A1 1:200 @ A1
 Drawing No: DA03-02
 Checked: CO
 Project No: 070068
 K

Scale: A1 1:200 @ A1
 Drawing No: DA03-05
 Checked: CO
 Project No: 070068
 K



2 BASEMENT MEZZANINE
 Scale: 1:200
 Drawing No: DA03-05

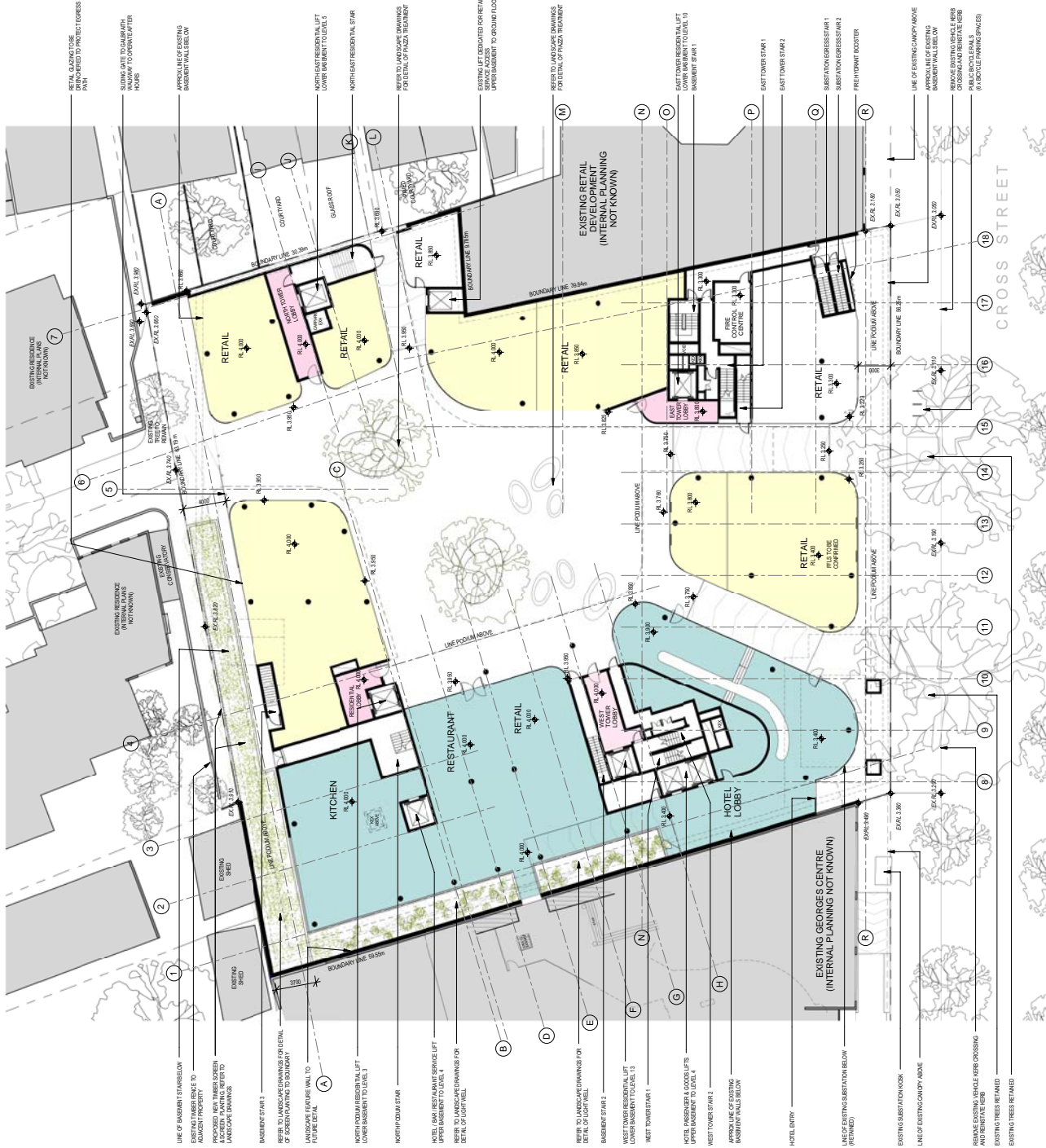
1 UPPER BASEMENT
 Scale: 1:200
 Drawing No: DA03-05

UPPER BASEMENT FLOOR PLAN

Scale: A1 1:200 @ A1
 Drawing No: DA03-02
 Checked: CO
 Project No: 070068
 K

Do not scale drawings. Verify all dimensions on site.

issue	amendment	date
A	ISSUE FOR INFORMATION	10.01.08
B	ISSUE FOR INFORMATION	02.02.08
C	ISSUE FOR INFORMATION	02.02.08
D	ISSUE FOR INFORMATION	10.02.08
E	ISSUE FOR INFORMATION	20.02.08
F	ISSUE FOR INFORMATION	24.02.08
G	ISSUE FOR INFORMATION	12.03.08
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Project: 33 Cross Street, Double Bay
 Drawing: GROUND FLOOR PLAN
 Scale: 1:200 @ A1
 Drawing No: DA02-03
 Checked: CO
 Project No: 070068
 Date: 12/03/2008 10:28 AM

Project	33 CROSS STREET, DOUBLE BAY
Drawing	GROUND FLOOR PLAN
Scale	1:200 @ A1
Drawing No	DA02-03
Checked	CO
Project No	070068
Date	12/03/2008 10:28 AM