

**Car Parking Assessment  
Proposed Renovations  
Station Beach Boat House Wharf Palm Beach  
1191 Barrenjoey Rd Palm Beach**

**April 2020**  
(Updated February 2021)

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## 1 INTRODUCTION

gtk consulting pty ltd has been engaged by Blue Pacific Constructions Pty Ltd to prepare a car parking assessment report to accompany a Development Application to Northern Beaches Council. The site, known as Station Beach Boat House Wharf (the Boat House), Palm Beach, is located within Governor Phillip Park at Palm Beach (refer **Figures 1** and **2**). The proposal is to undertake renovations to the existing building whilst retaining the existing on-site activities.

This report will:

- Describe the site and surrounding land use.
- Describe the proposed development.
- Describe the road network serving the site.
- Assess the availability of public transport.
- Assess the car parking requirements of the proposal.

This assessment was undertaken by Garry Kennedy, Director gtk consulting pty ltd. Garry has extensive (47 years) experience in Traffic Engineering, Road Safety and Car Parking. Garry chaired a Local Traffic Committee for seventeen years at a major metropolitan Council. In 2006 Garry established gtk consulting and since that time has undertaken many traffic and car parking assessments and studies for Local and State Government Agencies and private developers. Garry provides expert evidence in the NSW Land and Environment Court, Local Magistrates Court and District Court. Garry's court experience covers a wide range of traffic activities, such as, the suitability of development proposals, traffic accident liabilities, heavy vehicle prosecutions, parking offences and many other offences under the Local Government Act and the Roads Act.

Figure 1: Site location



Source: UBD Australian City Streets v7.0 (licensed to gtk consulting)

Figure 2: Aerial view of site



Source: Six Maps 2020

## 2 THE SITE AND SURROUNDING LAND USE

The Boat House, located at 1191 Barrenjoey Road, Palm Beach is situated within Governor Phillip Park and has operated as a café in various forms over many decades. Prior to 1975 the then owner, Sid Parsons and his wife, opened a successful café selling fish and chips<sup>1</sup>. The café operation has continued under various owners since that time. A complete history of the café operations and ownership is provided in the Heritage Impact Statement prepared by City Plan Pty Ltd.

Vehicle and pedestrian access is available from Beach Road via internal park access roads. Formal and informal at-grade car parking is located in bays adjacent to the internal access roads (**Photos 1 & 2**). Surveys of the parking areas indicate that there are approximately 488 car parking spaces, however, due to the informal parking arrangements this number can vary from day to day (**Figure 3**). The car parking areas have been established as 'Pay and Display' parking which is administered by Northern Beaches Council.

Palm Beach Golf Course lies immediately south-west of the site and Palm Beach Surf Life Saving Club and Dunes Restaurant are located approximately 350 and 450 metres respectively to the south-east.

**Photo 1: Car parking adjacent to Boat House**



Source: gtk consulting 2020

**Photo 2: Car parking facing ocean beach**



Source: gtk consulting 2020

<sup>1</sup> Heritage Impact Statement City Plan 2020



Figure 3: Aerial view of adjacent car parking areas



Source: NSW Land and Property Information 2020

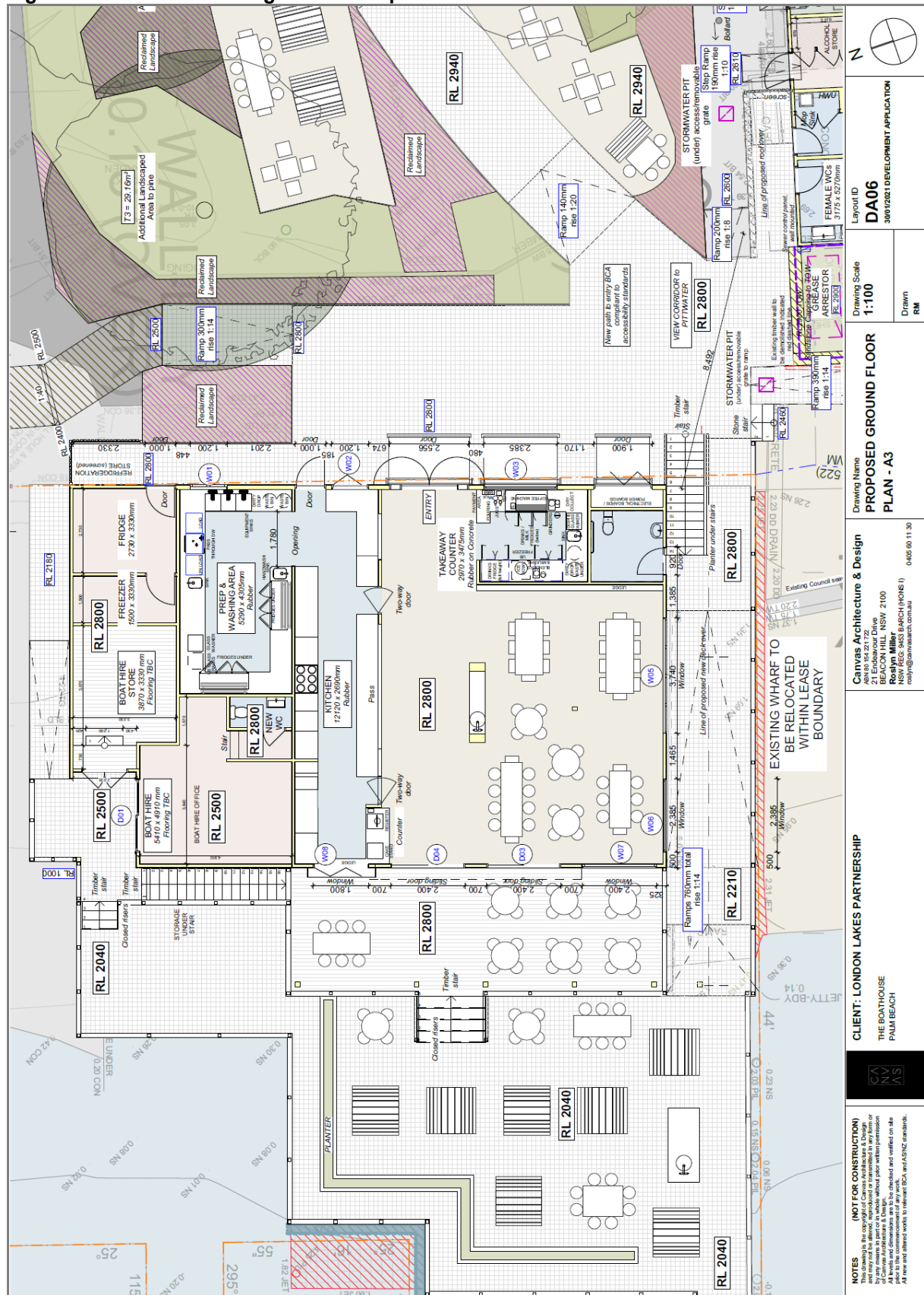
### 3 THE PROPOSAL

The proposal involves the renovation of the existing ground and first floor levels. The renovations do not increase the footprint of the existing building or gross floor area (GFA). The ground floor will be taken up with the café operations together with a small area for the boat hire office. The first floor will accommodate office areas for the café and seaplane businesses. The café currently operates under an existing licensing arrangement between the hours of 7.00am – 4.00pm daily and has a capacity of approximately 200 seats. This arrangement will be reduced to a capacity of 152 seats, however, events such as weddings, etc. are proposed to be undertaken on Friday and Saturday evenings from 4.00pm to 10.00pm.

The seaplane office operates with 1 staff person on any typical day and the boat hire business also operates with 1 staff person.

The existing car parking (7 spaces, including 1 space for persons with a disability) is to be moved slightly north. Ten (10) spaces within Governor Phillip Park will be available for use by the Boat House and time limited to 4 hours. The relocation of the existing spaces and availability of 10 spaces within Governor Phillip Park is in accordance with a Voluntary Planning Agreement (VPA). Ground floor, first floor and site plans, prepared by Canvas Architecture and Design Pty Ltd, are shown in **Figures 4, 5 and 6**:

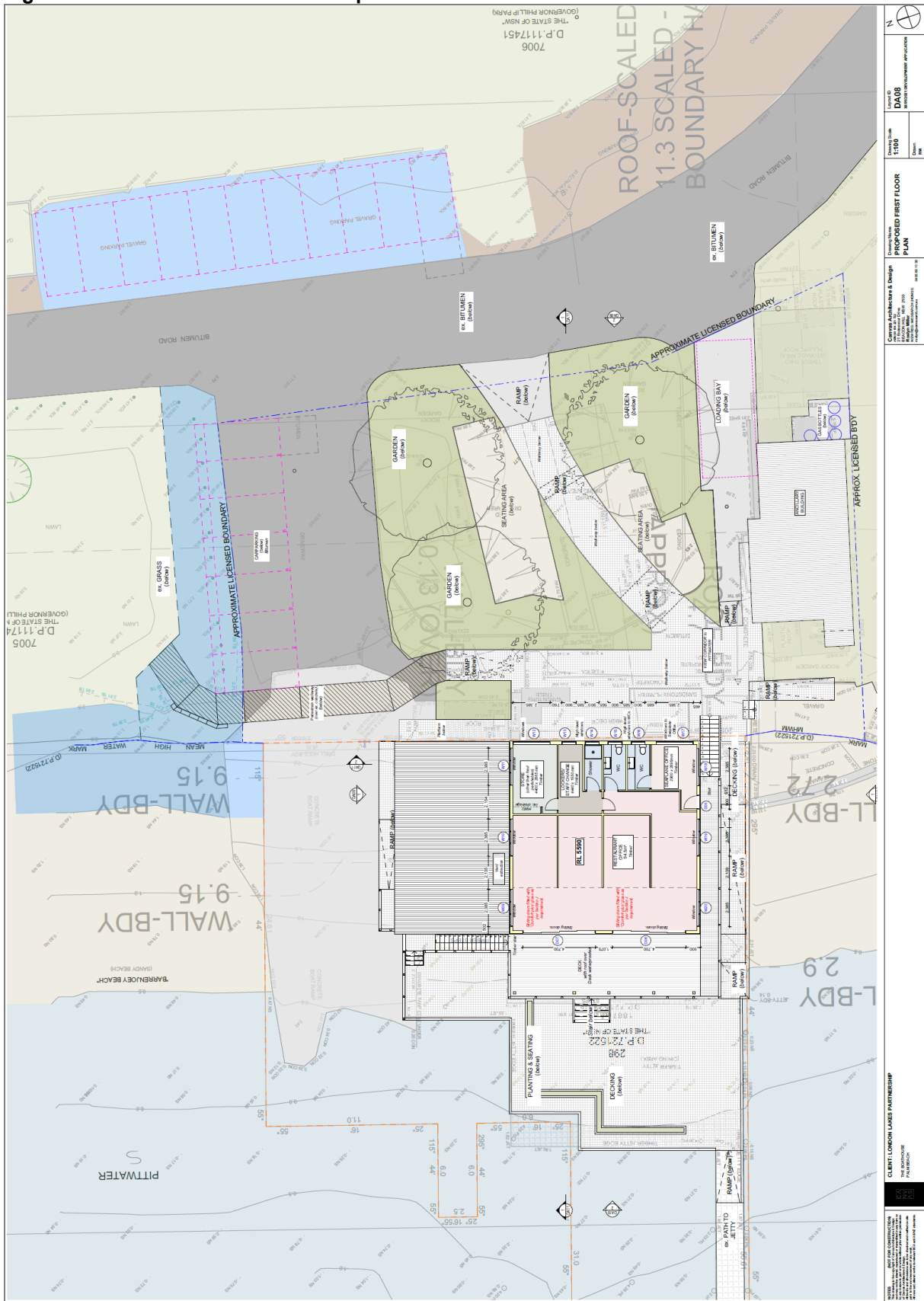
Figure 4: The Boat House ground floor plan



Source: Canvas Architecture and Design Pty Ltd 2021



Figure 5: The Boat House first floor plan



Source: Canvas Architecture and Design Pty Ltd 2021

Figure 6: The Boat House site plan



Source: Canvas Architecture and Design Pty Ltd 2021

## 4 THE EXISTING ROAD NETWORK

The road network servicing the site comprises:

- Barrenjoey Road - a State Arterial Road (MR 164) providing a commuter and service link between Palm Beach and Mona Vale.
- Beach Road - a State Arterial Road (MR 164) providing local access to Palm Beach South.

The physical features of the streets surrounding the site are described in **Table 1**:

**Table 1: Description of streets surrounding the site**

Street Name	Street Configuration
Barrenjoey Road	Undivided two to four lane/two-way
Beach Road	Undivided two lane/two-way

Source: gtk consulting 2020

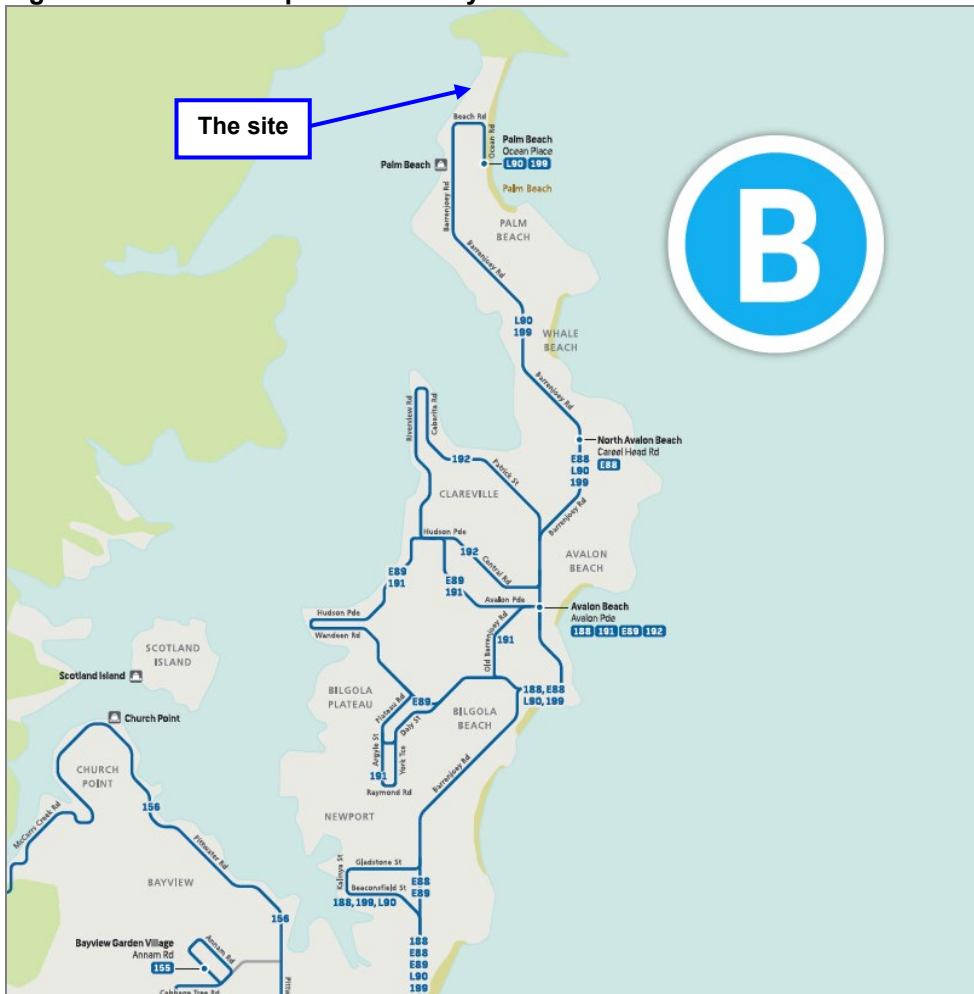
Barrenjoey Road is the only link road to the areas south of the Northern Peninsula and, hence, used by public transport, goods and services vehicles, residents and commuters.

### 5 PUBLIC TRANSPORT

Route 199 provides accessible, daily services between Manly and Palm Beach (Figure 7). Buses travel along Mona Vale and Barrenjoey Roads every 15 minutes during peak times and every 30 minutes outside the peak during the day. On Sundays and Public Holidays buses run between 15 and 20 minutes during the daytime. Northern Beaches Council provides Park and Ride facilities at Avalon Soccer Fields during peak summer periods.

The Boat House is 630 metres walking distance from the bus stop on Beach Road. A reasonable walking distance is considered to be 800 metres and the average walker can achieve 400 metres in 5 minutes<sup>2</sup>.

Figure 7: Public transport availability



Source: Transport Infoline 2020

<sup>2</sup> Australian Government publication *Walking, Riding and Access to Public Transport 2013*

## 6 CAR PARKING REQUIREMENT

The development proposes renovations to the existing ground and first floor levels. There are no increases to floor areas or changes in use of the existing activities. There is no increase, therefore, in car parking which can be attributed to the current proposal. It is understood, however, that Council has concerns regarding the legitimacy of the existing café arrangements.

Council's Development Control Plan *Pittwater 21 DCP Part B & Part C 2015* specifies car parking rates for a wide range of land use activities. The DCP provides the following rates relevant to this proposal:

- Café /restaurants      3.0 spaces per 100m<sup>2</sup> of gross leasable floor area (GLA)
- Offices                      2.5 spaces per 100m<sup>2</sup> of gross leasable floor area (GLA)

**Table 2** shows the Council car parking rates for café/restaurants and offices and uses these to calculate the parking requirements for the proposal, in accordance with Council's DCP and Council's definition of GFA as specified in the *Pittwater Local Environment Plan 2014*.

**Table 2: Car parking requirements for café/restaurant and offices**

Activity	DCP Parking Rates	GLA <sup>3</sup>	Total Spaces Required
<b>Café/restaurant</b>	3.0 spaces per 100m <sup>2</sup> GLA	139.3m <sup>2</sup> GLA	5 spaces
<b>Office premises</b>			
- ground floor	2.5 spaces per 100m <sup>2</sup> GLA	23.6m <sup>2</sup> GLA	1 spaces
- first floor	2.5 spaces per 100m <sup>2</sup> GLA	105.4m <sup>2</sup> GLA	3 spaces
<b>TOTAL</b>			<b>9 SPACES</b>

Source: *Pittwater 21 DCP Part B & Part C 2015*

Council has requested, however, that the DCP rates for car parking not be applied in this instance due to the extensive outdoor seating provided and instead, that the car parking rates for café/restaurant activities set out in the *RMS Guide to Traffic Generating Developments 2002* be applied.

<sup>3</sup> GLA is typically 75% of GFA - *RMS Guide to Traffic Generating Developments 2002*



**Table 3** shows the RMS car parking rates for café/restaurants and uses these to calculate the parking requirements for the proposal.

**Table 3: Car parking requirements for café/restaurant**

Activity	RMS Parking Rates	No. seats	Total Spaces Required
Café/restaurant	1.0 space per 3 seats	152	50.66 spaces
<b>TOTAL</b>			<b>51 SPACES</b>

Source: *RMS Guide to Traffic Generating Developments 2002*

Using Council's requested methodology for determining car parking rate, i.e. RMS rates for café/restaurants and Council's rate for offices, the total car parking requirement generated by the existing and proposed Boat House operation is **55 spaces**.

The Boat House, however, is not a 'one-off' destination. As discussed in **Section 7**, the vast majority of patrons to the Boat House are visitors to Governor Phillip Park, the beaches and the National Park surrounding Barrenjoey Lighthouse. The above car parking generation cannot, therefore, be attributed solely to the Boat House.

In respect of the proposed functions to be undertaken on Friday and Saturday nights, between the hours of 4.00pm and 10.00pm, the existing car park within Governor Phillip Park is almost entirely vacant and, therefore, more than adequate car parking spaces are available at these times.

## 7 CAR PARKING WITHIN GOVERNOR PHILLIP PARK

There are 488 off-street car parking spaces within the Governor Phillip Park Reserve within reasonable walking distance of the Boat House (refer **Figure 7**). In 1995 Council implemented a Pay and Display car parking system where non-residents of the Northern Beaches LGA are required to pay an hourly fee for car parking. Residents are provided with a parking permit on payment of their rates and enjoy unlimited free car parking within the reserve.

The Boat House was established in 1946 and has expanded in various forms since that time. A café associated with the premises commenced operation prior to 1975. There are currently 9 car parking spaces provided for the existing development, however, the current Plan of Management states:

*“Whilst no parking for patrons of businesses within the Boat House is allocated within the park Council has agreed to some temporary overflow parking during summer periods. This use will be monitored by Council in relation to its impact on the recreational use of the area.”*

From our observations the Boat House café provides a refreshment facility to visitors of Governor Phillip Park, adjacent beaches and the National Park. Many of the patrons wear beach attire and walking gear with their origins and destinations being various locations within the park and the National Park to the north.

In order to quantify the peak accumulation of car parking within Governor Phillip Park, surveys were undertaken of all car parking spaces, within acceptable walking distance of the Boat House. The surveys were undertaken by ROAR Data Pty Ltd on Monday 27 January 2020 and Sunday 23 February 2020. It should be noted that Monday 27 January was the Australia Day Public Holiday and most likely the day of highest car parking demand at any time throughout the year. Sunday 23 February was selected as representing a typical weekend summer day.

The number of occupied and unoccupied car parking spaces were recorded every 60 minutes, at the following times:

- 11.00am to 4.00pm - Monday 27 January 2020
- 11.00am to 4.00pm - Sunday 23 February 2020

**Figure 8** shows the car parking areas in zones and **Tables 4** and **5** contains the total number of occupied and unoccupied car parking spaces in each zone between the peak parking times of 11.00am and 4.00pm:

**Figure 8: Parking zones**



Source: ROAR Data Pty Ltd 2020

**Table 4: Parking occupancy Monday 27 January 2020**

Zone	Location	Cap	1100	1200	1300	1400	1500	1600
1	Western Road (RED)	142	101	134	136	140	142	140
	(Buses)							1
2	Northern Road (GREEN)	86	71	76	79	86	84	77
	(Buses)							
3	Eastern Road (PINK)	260	148	202	240	248	260	249
	(Buses)							
<b>Total Spaces</b>		<b>488</b>	<b>320</b>	<b>412</b>	<b>455</b>	<b>474</b>	<b>486</b>	<b>466</b>
<b>Number of Vacant Spaces</b>			<b>168</b>	<b>76</b>	<b>33</b>	<b>14</b>	<b>2</b>	<b>22</b>
<b>% Capacity Used</b>			<b>65.6%</b>	<b>84.4%</b>	<b>93.2%</b>	<b>97.1%</b>	<b>99.6%</b>	<b>95.5%</b>

Source: R.O.A.R Data 2020

**Table 5: Parking occupancy Sunday 23 February 2020**

Zone	Location	Cap	1100	1200	1300	1400	1500	1600
1	Western Road (RED)	142	88	93	104	94	75	71
	(Buses)							
2	Northern Road (GREEN)	86	66	65	72	63	57	54
	(Buses)							
3	Eastern Road (PINK)	260	104	112	102	100	88	50
	(Buses)							
<b>Total Vehicles</b>		<b>488</b>	<b>258</b>	<b>270</b>	<b>278</b>	<b>257</b>	<b>220</b>	<b>175</b>
<b>Number of Vacant Vehicles</b>			230	218	210	231	268	313
<b>% Capacity Used</b>			<b>52.9%</b>	<b>55.3%</b>	<b>57.0%</b>	<b>52.7%</b>	<b>45.1%</b>	<b>35.9%</b>

Source: R.O.A.R Data 2020

The survey data indicates that the maximum occupancy of the 488 available spaces occurred at the following times on the survey days:

- 3.00pm - Monday 27 January 2020
- 1.00pm - Sunday 23 February 2020

The total number of occupied car parking spaces, at the times of highest parking demand, is compared with the number of vacant spaces in **Tables 6**:

**Table 6: Total parking availability 27/1/20 and 23/2/20**

Day & Date	Total No. Spaces Occupied	Total No. Spaces Vacant
<b>Monday 27/1/20</b> (3.00pm)	486	<b>2</b>
<b>Sunday 23/2/20</b> (1.00pm)	278	<b>210</b>

Source: gtk consulting 2020

The Australia Day Public Holiday is considered to generate one of the highest car parking demands for any iconic recreation area, particularly beach locations along the east coast of Australia. Overcrowding of these locations on such days is expected and it would be unreasonable to require any public or private entity to provide car parking facilities to cater for such demand for one day of the year.

Sunday 23 February is considered to represent a typical Sunday during the summer period. The survey indicates that there is considerable spare car parking capacity within Governor Phillip Park during the peak parking accumulation time of 1.00pm.

In addition, the consultant Town Planner, Doyle Consulting Group, reviewed 61 aerial photographs of Governor Phillip Park between 2009 and January 2020. The review revealed only two or three instances where car parking within the park was at capacity. The Town Planning consultant considers that these instances of 'at capacity' parking occurred at the time of fairs, carnivals, etc. Further information on this review is available within the Statement of Environmental Effects prepared by Doyle Consulting Group.

**It should be noted that, during the times of parking surveys, the Boat House was fully operational with 200 seats serving beach goers, visitors to Governor Phillip Park and the National Park. Car parking generated by the operation of the café, seaplane and boat hire businesses were accommodated within the 7 car parking spaces on the site and within Governor Phillip Park, with adequate spare capacity available at the peak time of parking accumulation.**



## 8 CONCLUSION

The proposed renovations of Station Beach Boat House Wharf, Palm Beach have been assessed to determine the likely car parking impacts and compliance with Council's DCP and RMS guidelines.

Assessment of the proposal indicates that:

- The Boat House has been in operation as a café in various forms prior to 1975.
- There is regular public bus transport available during weekdays and weekends to Beach Road. The Boat House is within acceptable walking distance of the nearest bus stop.
- In accordance with Council's Development Control Plan *Pittwater 21 DCP Part B & Part C 2015* the proposed renovations of the Boat House will require 9 car parking spaces.
- The current Plan of Management acknowledges that Council agrees to overflow parking for the Boat House during summer periods.
- Car parking surveys undertaken on a typical summer Sunday revealed that there is considerable spare car parking capacity within Governor Phillip Park during the peak parking accumulation time of 1.00pm.
- At the time of survey the Boat House was fully operational with 200 seats serving beach goers, visitors to Governor Phillip Park and the National Park.
- The proposal reduces the existing number of seats from 200 to 152.
- Car parking generated by the operation of the café, seaplane and boat hire businesses is accommodated within the 7 car parking spaces on the site and within Governor Phillip Park, with adequate spare capacity available at times of peak parking accumulation on a typical summer Sunday.

This report concludes that the car parking elements of the proposal are in accordance with Council's DCP, current Plan of Management and RMS guidelines and that car parking within Governor Phillip Park will not be negatively impacted by the proposed renovations of the Boat House at 1191 Barrenjoey Road, Palm Beach.

Garry Kennedy



Director