

Our Ref: 23148

26 March 2024

The General Manager
Northern Beaches Council
P.O. Box 82
Manly NSW 1655

Dear Sir / Madam,

**RE: DA 2022 / 2281 - 80 UNDERCLIFF ROAD, FRESHWATER
PILU AT FRESHWATER - PROPOSED FORMALISATION OF THE USE OF THE PREMISES FOR
EVENTS ANCILLARY TO RESTAURANT, PATRONAGE LEVELS AND HOURS OF OPERATION**

It is understood that a Development Application (DA 2022 / 2281) has been lodged with Northern Beaches Council seeking approval to formalise the existing on site uses and operation of the Pilu at Freshwater restaurant (Pilu).

This traffic and parking assessment report has been prepared by The Transport Planning Partnership (TPPP) on behalf of the applicant and owner of Pilu to accompany the development application to Council.

Specifically, this report addresses the request for further information relating to traffic and parking in Council's correspondence date 28 April 2023.

Background

The restaurant Pilu at Freshwater opened in 2004 and has been operating under development consents 1980/311 and 1983/177 dating from the early 1980s.

Pilu currently operates as a restaurant and holds ancillary outdoor ceremonies. Pilu has the capacity to accommodate up to 130 guests.

DA 2022 / 2281 seeks to formalise the existing use of the site as a restaurant with ancillary outdoor functions and a capacity for up to 130 patrons. No physical works are proposed as part of the DA.

The Pilu site currently has no designated on-site car parking spaces. A loading / service vehicle bay is provided on site with access via the Moore Road Car Park.

No changes to the loading / service vehicle bay are proposed, nor is it proposed to provide any on-site car parking as part of the development application.

It is noted that as part of the 1980 consent, a development contribution was paid to Council and a Deed was executed providing the restaurant use of 28 car parking spaces in the adjacent Council car park (Moore Road).

Through the execution of the Deed, it is understood that Council would consider the 28 car parking spaces as satisfying the off- street parking obligation of the restaurant premises.

Council's Request for Further Information

It is understood that there is some difference of opinion regarding the extent of approved patronage levels for the various activities on the site.

Notwithstanding the above, Council's request for further information (28 April 2023) acknowledges that the site is currently operating as proposed and thus, at least with regard to traffic and parking, offers the ability to assess the traffic and parking implications of what would occur should DA 2022 / 2281 be approved.

In this regard, Council has requested that parking demand and travel behaviour surveys be undertaken.

Specifically issues to be addressed as part of a traffic and parking assessment include:

- On-street parking demand survey and assessment against parking capacity
- Site patron and staff travel behaviour (mode of travel)
- Bicycle parking provisions
- Service vehicle arrangements

The following information provided in this assessment report details the findings of the requested surveys, the implications of the proposed development and recommendations / mitigation measures to address implications.

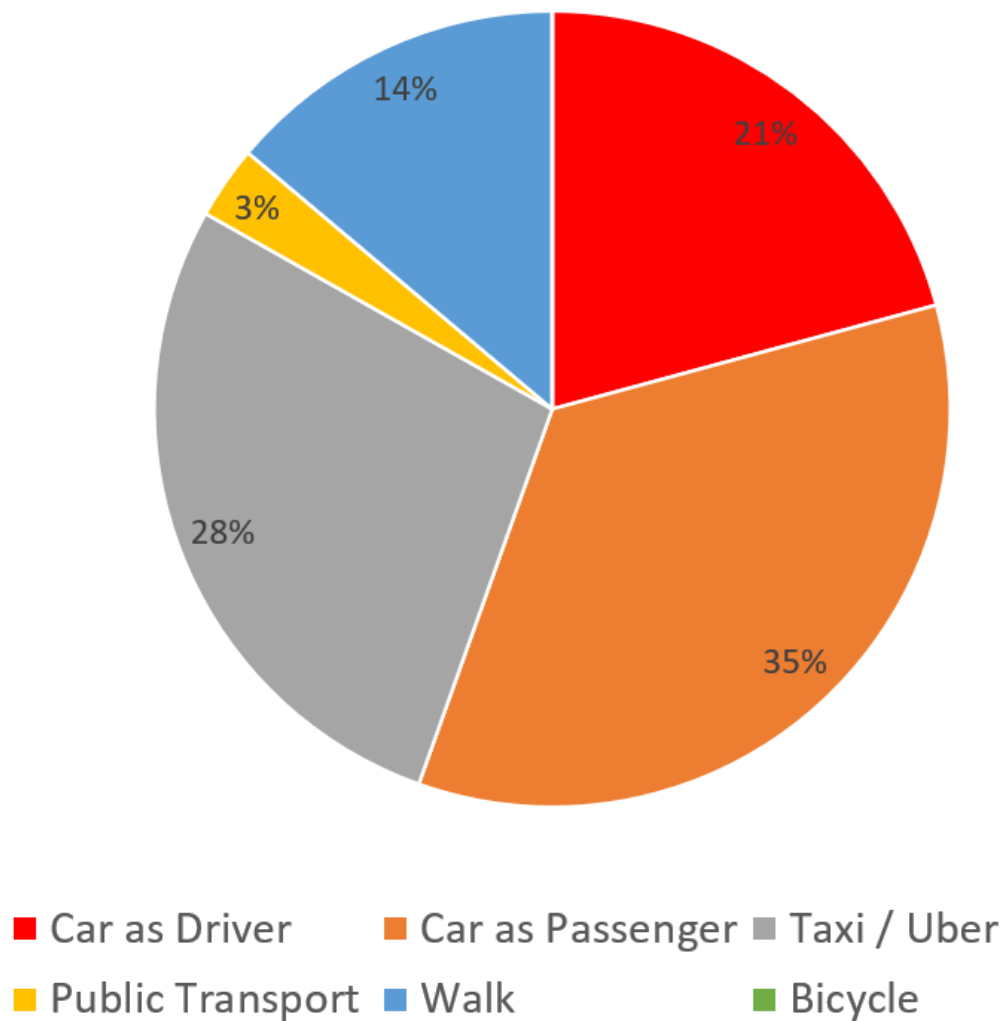
Pilu Patron / Staff Travel Mode Survey

Patron and staff travel mode surveys were undertaken on Saturday 13th May 2023 which co-incidence with a Mothers Day event at Pilu where the restaurant was fully booked for lunch with groups in the two private dining areas. A total of 112 patrons completed the travel mode survey. It is noted that not all patrons who attended completed the survey.

For the patron (customer) survey, patrons were asked on arrival how they travelled to Pilu and if they drove where did they park.

The customer surveys results are detailed in Appendix A. A summary of the patron travel modes is provided in Figure 1.

Figure 1: Patron Travel Mode Survey Results



The patron travel mode survey indicated that for a peak demand event at Pilu that:

- Car parking demand = 1 car parking space / 5.3 patrons
- Car occupancy = 2.6 patrons per vehicle
- Taxi / Ride Share occupancy = 2.4 patrons per vehicle
- Relatively high % of patrons walk to Pilu (14%)
- No patron that completed the survey cycled to Pilu on this day

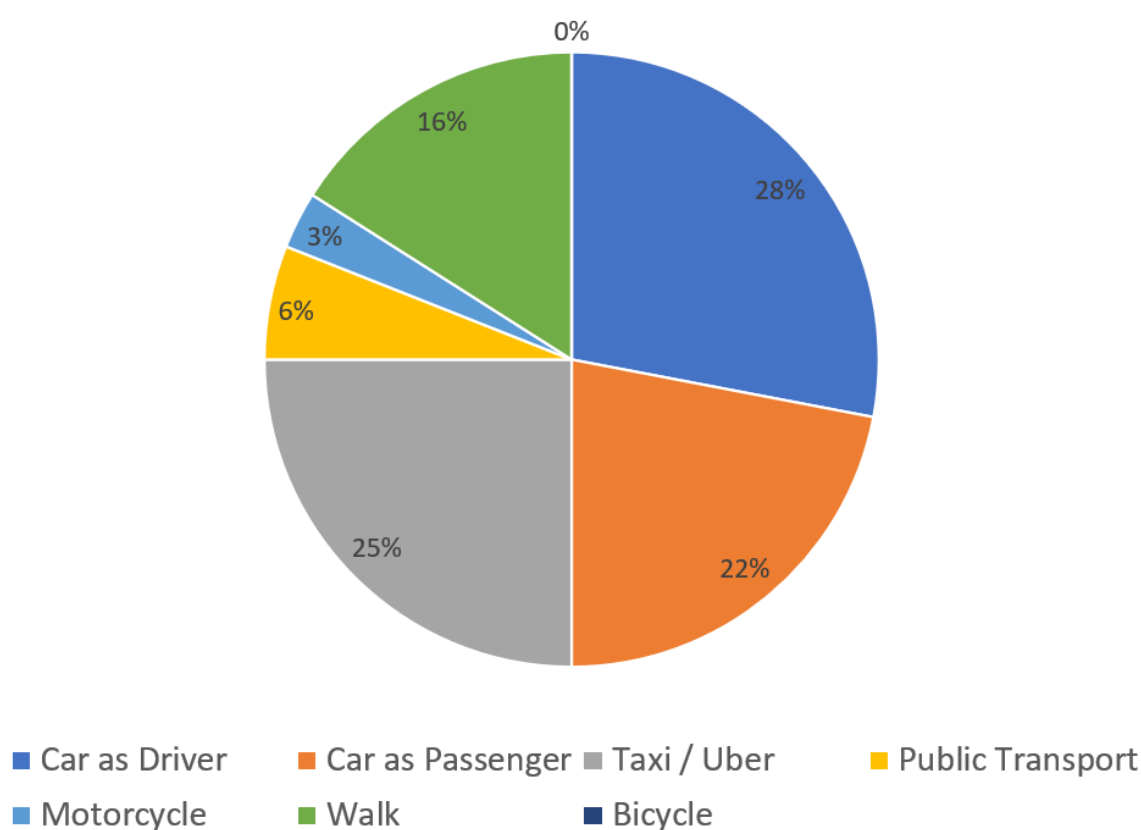
For the 21% of the surveyed patrons that drove to Pilu (ie. 24 trips), drivers were asked where they parked. The survey results were:

- Moore Road Car Park: 43% (10 cars)
- Beach Car Park: 0% (0 cars)
- On Street : 57% (14 cars)

Like the patrons, staff travel modes were surveyed on Saturday 13th May 2023. A total of 32 completed the travel survey across a range of different shift times commencing as early as 9am and finishing as late as 11.15pm.

The surveyed staff travel modes are summarised in Figure 2 and detailed in Appendix A.

Figure 2: Staff Travel Mode Survey Results



The staff travel mode survey indicated that for a peak demand event at Pilu that:

- Car parking demand = 1 parking space / 3.6 staff
- Relatively high % of staff walk to Pilu (16%)
- No staff member that completed the survey cycled to Pilu on this day.

It is understood that in summer months, numerous staff members cycle to and from work at Pilu.

On-street Parking Demand Surveys

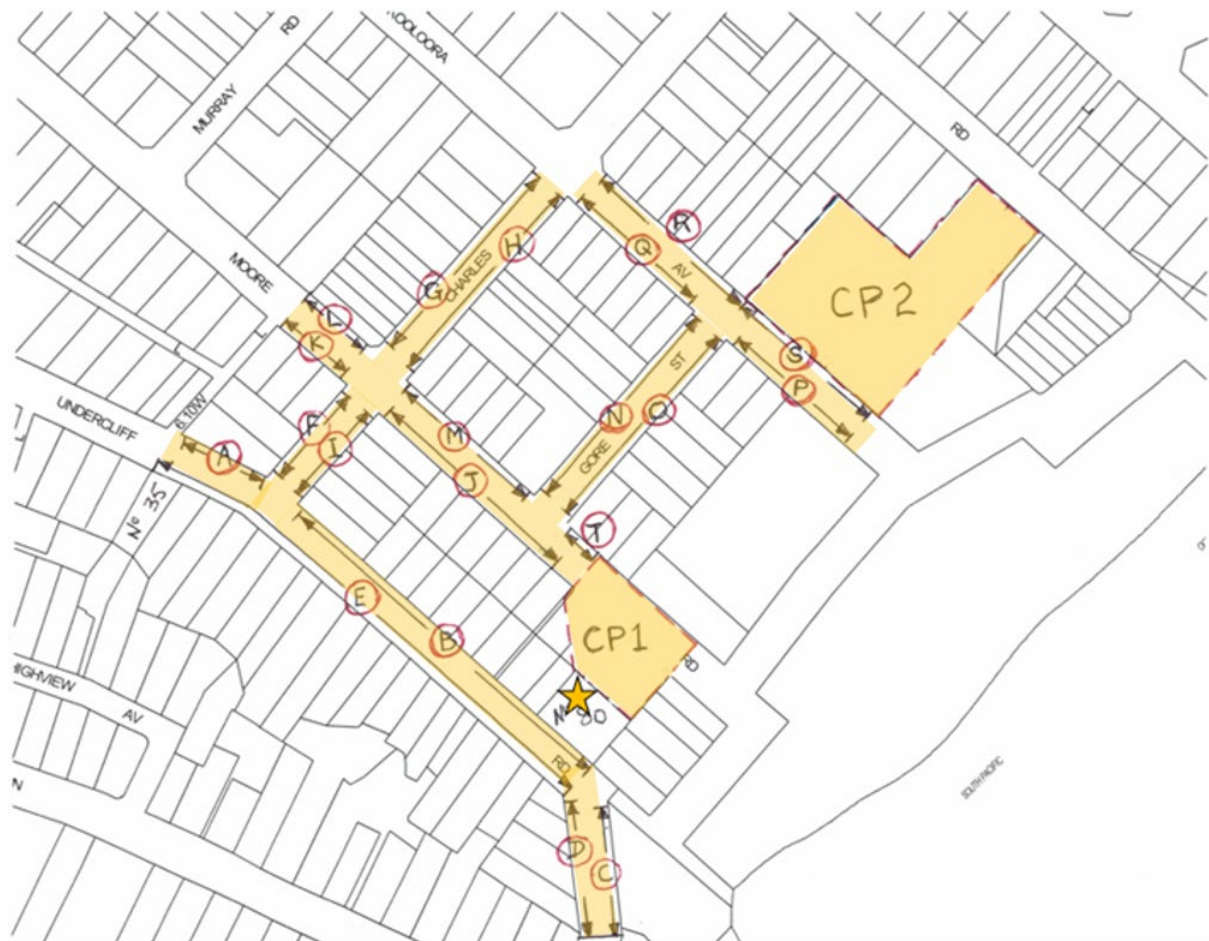
An on-street parking demand survey was undertaken of the publicly available car parking spaces within a 200m walking distance of the Pilu restaurant site.

The survey was undertaken on Saturday 13th May 2023 which was the same day as the patron / staff surveys of at Pilu.

The weather on the day was warm and fine.

The extent of the parking demand survey is shown in Figure 3. The survey included the Moore Road Car Park, Beach Car Park and kerb side parking as shown in Figure 3.

Figure 3: Extend of Parking Demand Survey



The parking demand surveys were undertaken at 30 minute intervals between the hours of 11:00am and 3:00pm.

The surveys of the parking demand survey are provided in Appendix A.

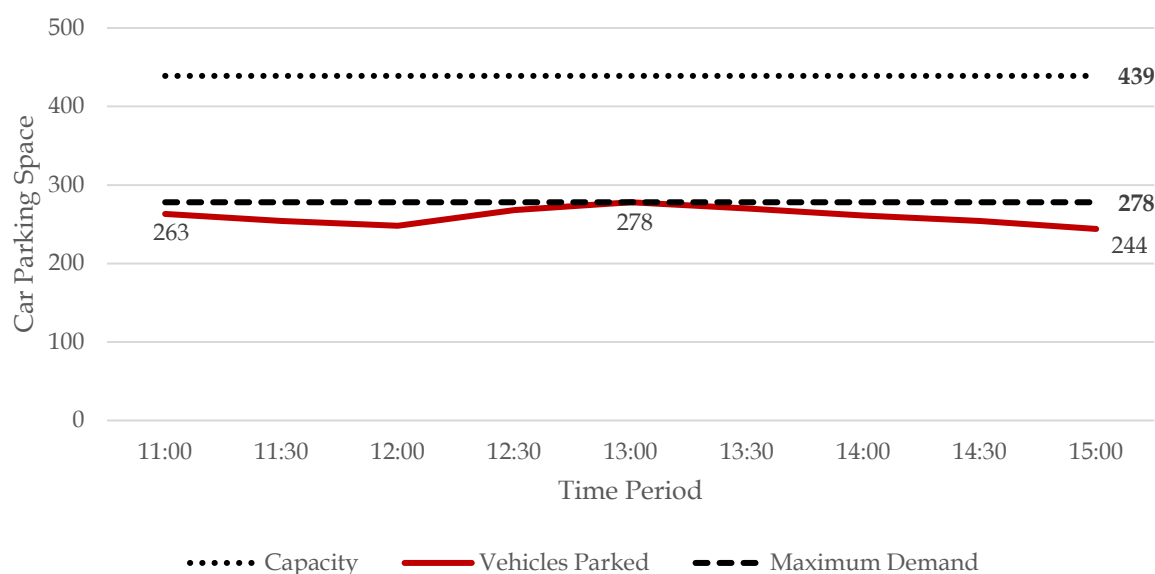
Within the surveyed area, there are some 439 publicly accessible paved parking spaces, including:

- Moore Road Car Park: 45 spaces
- Beach Car Park (sealed): 126 spaces
- Beach Car Park (unsealed): 70 spaces (approximately)
- On-street (kerbside) parking : 198 spaces

The parking demand surveys for the whole survey area (439 spaces) indicated a peak demand of 278 spaces at 1:00pm (see Figure 4).

The peak parking demand aligns with the peak activity period of the Pilu restaurant operating at full capacity.

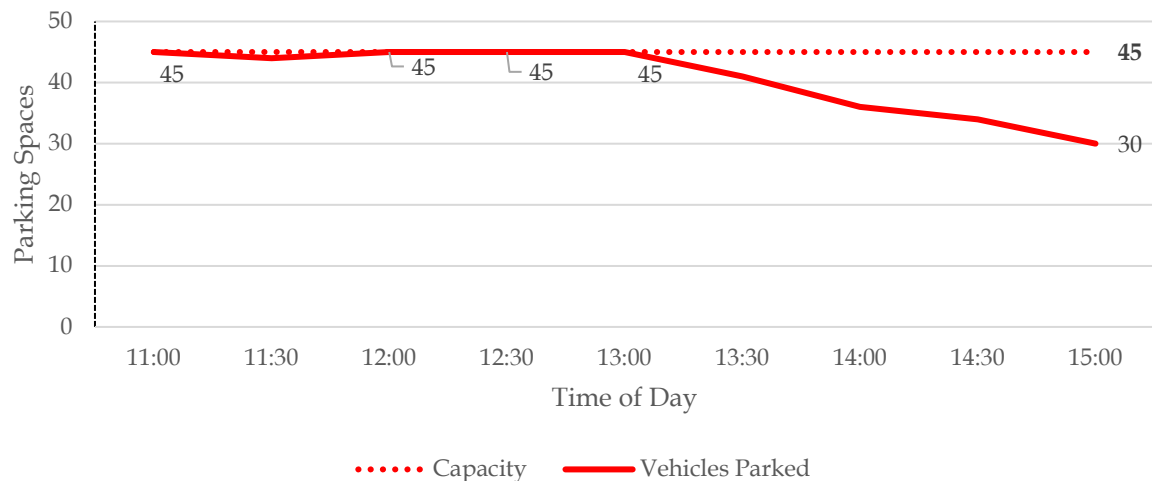
Figure 4: Surveyed Car Parking Demand for Survey Area



The peak demand of 278 spaces represents a demand for 635 of the capacity of parking surrounding the Pilu restaurant.

The surveys of car parking demand for the Moore Road Car Park (45 spaces) indicated that that peak demand reach capacity (45 spaces) for the period from 11am through to 1:30pm (see Figure 5).

Figure 5: Surveyed Car Parking Demand for Moore Road Car Park



This peak corresponds to the peak activity at Pilu and reflects the attractiveness of the Moore Road Car Park as the preferred location for parking associated with the Pilu restaurant / function facility.

Car Parking Assessment of Pilu Operations

Ignoring the matter of what is the approved parking and patronage levels for Pilu, the following considers the parking implications of the proposal (ie. 130 patron capacity) at Pilu with regard to DCP requirements and the operational features of Pilu.

The Warringah DCP specifies a car parking rate for restaurants of 15 spaces / 100m² GFA or 1 per 3 seats whichever is greater. The DCP notes that this rate can be reduced if there is available car parking in the vicinity of the restaurant during the restaurants operating hours.

Applied to Pilu, the DCP requirement would equate to the provision of:

- 75 car parking spaces based on 497.3m² GFA; or
- 43 car spaces based on 130 seats.

The on-street parking demand surveys undertaken as part of this study as requested by Council has demonstrated that during a busy period for the surrounds and during an at capacity event at Pilu, there was significant available (vacant) on street parking in the immediate surrounds of the Pilu facility.

At peak demand for on street parking there was some 161 unoccupied publicly accessible parking spaces.

Given the on-street parking survey results indicate available parking during peak Pilu operation, a reduction in the DCP parking rates is appropriate.

Furthermore, based on the travel mode surveys of patrons and staff, the actual demand for parking for Pilu is significantly lower than the DCP parking rates.

The estimated car parking demand for Pilu is set out below:

- 130 patrons @ 1 space / 5.3 patrons = 24.5 spaces
- Up to 20 staff on site @ 1 space / 3.6 staff = 5.5 spaces
- Total demand @ peak Pilu operation = 30 spaces

It is noted that the surveyed demand of 30 spaces associated with the peak operation of Pilu was included in the on street parking surveys which showed a significant spare capacity for parking.

It is noted that the site as part of the 1980 consent has made a contribution to 28 parking spaces within the Moore Road Car Park.

The demand for 30 spaces as indicted above, is generally consistent with the contribution for parking.

Moreover, the travel surveys and on-street parking demand surveys have indicated that the parking demands associated with the existing (and indeed proposed) operation of Pilu are and can be adequately accommodated by the existing surrounding parking capacity.

Bicycle Parking

It is understood that the existing approvals for the site and Pilu operations do not include a requirement for the provision of on-site bicycle parking spaces.

However, a secure space for bicycle parking for staff is provided on-site inside the locked gate to Undercliff Road adjacent to the service vehicle bay. This area accommodates approximately 4 bicycles.

It is noted that there is a general lack of publicly accessible bicycle parking infrastructure for visitors to the surrounding beach and recreational facilities. During opening hours, Pilu provides a temporary movable bicycle parking stand adjacent to the kiosk fronting the Moore Road Car Park.

This moveable bike stand accommodates 5-6 bikes and is offered for use by patrons of Pilu and the general public.

The Northern Beaches Council DCP stipulates 1 high security space per 200m² GFA and 1 customer space for per 600m² GFA for bicycle parking associated with a restaurant use.

The application of the DCP bicycle parking rates to the proposed Pilu GFA of 497.3m², would equate to the provision of 2-3 secure (staff) and 1 customer bicycle parking space.

The existing on-site and movable bike parking facilities satisfies the DCP requirements for both staff and patrons.

Traffic Generation Assessment of Pilu Operations

The application of indicative traffic generation rates for restaurants from RMS (now) TfNSW Guide to Traffic Generating Developments (GTGD) 2002, the rate of 5 trip / 100m² GFA to the Pilu facility would equate to 25 trips per peak hour.

Based on the customer travel survey of staff and patrons, and an assumed length of stay for the restaurant of 2 hours, the actual existing peak traffic generation is estimated to be in the order of 40 - 50 trips once allowing for taxi / ride share trips which generate 2 trips per drop off / pick up movement.

Observations of the traffic conditions by TPPP during the on-street parking surveys indicated that surrounding road network operated satisfactorily without significant vehicle delays during peak operation of Pilu.

The Moore Road Car Park which is a one-way loop road off the main traffic flows functioned well as an informal drop off / pick up area for taxi and ride share modes.

Service Vehicle Arrangements

In response to Council comments in the RFI regarding service vehicle arrangements, it is noted that the applicant proposes to utilise the existing service vehicle / loading bay facility accessed via the Moore Road car park for all deliveries associated with the operation of Pilu.

It is understood that the existing loading dock can adequately accommodate the existing demands associated with the Pilu operations without impacting on the operation of the Moore Road Car Park.

It is noted that deliveries and waste collection for Pilu occur outside of the peak activity periods of Pilu.

Summary

In summary the on-street parking demand surveys and travel mode surveys have indicated that the parking demands and traffic generation associated with the existing (and proposed) peak operation of the Pilu restaurant / event facility can be adequately accommodated by the surround road network.

Should you have any queries regarding the above or require further information, please do not hesitate to contact the undersigned on 8437 7800.

Yours sincerely,

A handwritten signature in black ink, which appears to read 'Jason Rudd', is positioned above the printed name.

Jason Rudd
Director

Appendix A

Travel Mode and On-Street Parking Demand Survey Results

Pilu at Freshwater - Staff Travel Survey

Questions:

- 1) How did you travel to the restaurant today ?
- 2) If you drove, where did you park ?

No.	Time of Arrival	Est. Time of Departure	How Did you travel to the Restaurant Today ?							Where did you park ?			
			Car as Driver	Car as Passenger	Taxi / Uber	Public Transport	Walk	Cycle	Moore Rd Car Park	Beach Car Park	On Street		
1	9.00	23.00					X						
2	11.15	15.40			X								
3	16.00	23.35			X								
4	11.40	15.10		X									
5	10.00	23.30	X									X	
6	9.00	18.40						X					
7	10.00	17.00					X						
8	9.00	18.50			X								
9	8.10	22.40	X									X	
10	11.15	18.20						X					
11	16.00	22.35			X								
12	12.10	22.30	X									X	
13	11.30	23.00			X								

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Questions:

- 1) How did you travel to the restaurant today ?
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No.	Time of Arrival	Est. Time of Departure	How Did you travel to the Restaurant Today ?							Where did you park ?			
			Car as Driver	Car as Passenger	Taxi / Uber	Public Transport	Walk	Cycle	Moore Rd Car Park	Beach Car Park	On Street		
14	9.45	22.30	X										X
15	11.15	22.35	X										X
16	8.00	22.25						X					
17	15.55	23.30	X							X			
18	11.15	23.25			X								
19	11.15	23.25			X								
20	8.00	21.45	X										
21	16.00	22.30	X								X		
22	16.00	23.05	X								X		
23	11.15	22.30						X					
24	8.00	17.10					X						
25	9.20	22.40		X									
26	10.25	22.30		X									

Pilu at Freshwater - Staff Travel Survey

Questions:

- 1) How did you travel to the restaurant today ?
- 2) If you drove, where did you park ?

[illegible]

Pilu at Freshwater - Customer Travel Survey

Questions:

- 1) How did you travel to the restaurant today?
- 2) If you drove, where did you park?

No.	Time of Arrival	Est. Time of Departure	How Did you travel to the Restaurant Today?						If you Drove, where did you park?			
			Car as Driver	Car as Passenger	Taxi / Uber	Public Transport	Walk	Cycle	Moore Rd Car Park	Beach Car Park	On Street	
1	12.00	12.00	X						X			
2	12.00	2.00		X								
3	12.00	2.05					X					
4	12.00	2.05					X					
5	12.00	2.00	X						X			
6	12.00	2.00		X								
7	12.00	2.10			X							
8	12.05	2.10			X							
9	12.05	2.20	X								X	
10	12.05	2.20		X								
11	12.05	2.20					X					
12	12.05	2.20					X					
13	12.05	2.25	X								X	

Pilu at Freshwater - Customer Travel Survey

Questions:

- 1) How did you travel to the restaurant today?
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No.	Time of Arrival	Est. Time of Departure	How Did you travel to the Restaurant Today?						If you Drove, where did you park?				
			Car as Driver	Car as Passenger	Taxi / Uber	Public Transport	Walk	Cycle	Moore Rd Car Park	Beach Car Park	On Street		
14	12.05	2.25		X									
15	12.05	2.25			X								
16	12.10	2.25			X								
17	12.10	2.25			X								
18	12.10	2.25			X								
19	12.10	2.25			X								
20	12.15	2.25			X								
21	12.15	2.30	X								X		
22	12.15	2.30		X									
23	12.15	2.30		X									
24	12.20	2.35	X								X		
25	12.20	2.35		X									
26	12.25	2.35	X										X

Pilu at Freshwater - Customer Travel Survey

Questions:

- 1) How did you travel to the restaurant today?
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No.	Time of Arrival	Est. Time of Departure	How Did you travel to the Restaurant Today?						If you Drove, where did you park?				
			Car as Driver	Car as Passenger	Taxi / Uber	Public Transport	Walk	Cycle	Moore Rd Car Park	Beach Car Park	On Street		
27	12.25	2.35		X									
28	12.25	2.35		X									
29	12.25	2.35		X									
30	12.30	3.10						X					
31	12.30	3.10						X					
32	12.30	3.10	X							X			
33	12.30	3.10		X									
34	12.30	3.10		X									
35	12.30	3.25			X								
36	12.30	3.25			X								
37	12.30	3.25			X								
38	12.30	3.25			X								
39	12.30	3.25			X								

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			Car as Driver	Car as Passenger	Taxi / Uber	Public Transport	Walk	Cycle	Moore Rd Car Park	Beach Car Park	On Street	
40	12.35	3.15	X									X
41	12.35	3.15		X								
42	12.35	3.15		X								
43	12.35	3.15		X								
44	12.40	3.15		X								
45	12.40	3.25	X									X
46	12.40	3.25		X								
47	12.40	3.40	X									X
48	12.45	3.40		X								
49	12.45	3.40		X								
50	12.45	3.45			X							
51	12.45	3.45			X							
52	12.45	3.45			X							

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			Car as Driver	Car as Passenger	Taxi / Uber	Public Transport	Walk	Cycle	Moore Rd Car Park	Beach Car Park	On Street	
53	12.45	3.45					X					
54	12.45	3.45	X								X	
55	12.45	3.45		X								
56	12.50	4.20			X							
57	12.50	4.20			X							
58	12.50	4.20			X							
59	12.50	4.20			X							
60	1.00	4.10			X							
61	1.00	4.10			X							
62	1.00	4.30					X					
63	1.00	4.30					X					
64	1.00	4.25	X								X	
65	1.00	4.25		X								

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			Car as Driver	Car as Passenger	Taxi / Uber	Public Transport	Walk	Cycle	Moore Rd Car Park	Beach Car Park	On Street		
66	1.00	4.10	X							X			
67	1.00	4.10		X									
68	1.00	4.10		X									
69	1.00	4.10		X									
70	1.00	4.30	X										
71	1.10	4.30		X									X
72	1.10	4.30		X									
73	1.10	4.30		X									
74	1.10	4.40			X								
75	1.10	4.40			X								
76	1.15	4.30				X							
77	1.15	4.30				X							
78	1.15	4.30				X							

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No.	Time of Arrival	Est. Time of Departure	How Did you travel to the Restaurant Today?						If you Drove, where did you park?					
			Car as Driver	Car as Passenger	Taxi / Uber	Public Transport	Walk	Cycle	Moore Rd Car Park	Beach Car Park	On Street			
79	1.15	4.40	X							X				
80	1.15	4.40		X										
81	1.15	4.30	X											X
82	1.15	4.30		X										
83	1.15	4.30		X										
84	1.20	4.30		X										
85	1.20	4.40			X									
86	1.20	4.40			X									
87	1.20	4.30	X											X
88	1.20	4.30		X										
89	1.20	4.45			X									
90	1.20	4.45			X									
91	1.20	4.45			X									

Pilu at Freshwater - Customer Travel Survey

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No.	Time of Arrival	Est. Time of Departure	How Did you travel to the Restaurant Today?						If you Drove, where did you park?				
			Car as Driver	Car as Passenger	Taxi / Uber	Public Transport	Walk	Cycle	Moore Rd Car Park	Beach Car Park	On Street		
92	2.35	5.15	X							X			
93	2.35	5.15		X									
94	2.35	5.15	X										
95	2.35	5.15		X							X		
96	2.40	5.20	X										
97	2.40	5.20		X									X
98	2.40	5.20		X									
99	2.45	5.30								X			
100	2.45	5.30								X			
101	2.45	5.30								X			
102	2.45	5.30								X			
103	2.45	5.30								X			
104	2.45	5.30								X			

Pilu at Freshwater - Customer Travel Survey

Questions:

- 1) How did you travel to the restaurant today?
- 2) If you drove, where did you park?

[illegible]



PARKING

To

Ash Tamhane

at **TTPP**

your results for

FRESHWATER 80 Undercliff Rd Parking

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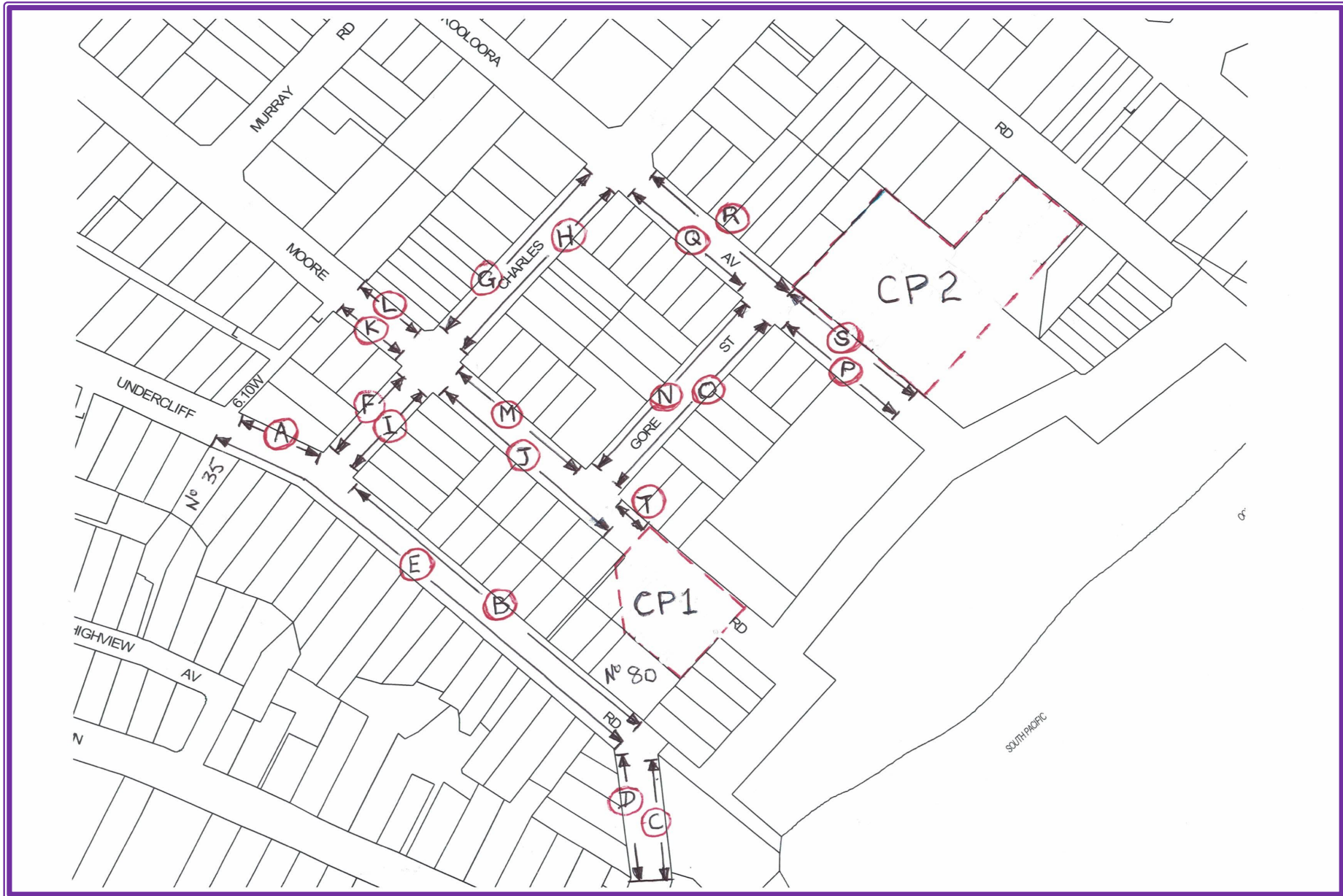


R.O.A.R. DATA

Reliable, Original & Authentic Results

Ph. Mob.0418-239019

Client : TTPP
Job No / Name : 7852 FRESHWATER 80 Undercliff Rd Parking
Day/Date : Saturday 13th May 2023



**R.O.A.R. DATA****Reliable, Original & Authentic Results**

Ph. Mob.0418-239019



Client : TTPP
 Job No / Name : 7852 FRESHWATER 80 Undercliff Rd Parking
 Day/Date : Saturday 13th May 2023

Area	Location	Capacity	1100	1130	1200	1230	1300	1330	1400	1430	1500
A	Undercliff Rd North / Side	6	6	6	6	6	6	5	5	5	5
B	Undercliff Rd North / Side	21	20	20	19	20	21	21	21	20	19
C	Undercliff Rd North / Side	9	5	4	4	4	6	6	7	6	5
D	Undercliff Rd South / Side	NS	0	0	0	0	0	0	0	0	0
E	Undercliff Rd South / Side	22	21	22	22	22	22	21	21	20	19
F	Charles St West / Side	5	4	4	4	4	5	5	5	5	5
G	Charles St West / Side	12	12	12	10	11	11	12	11	11	11
H	Charles St East / Side	5	4	3	4	5	5	5	5	5	4
I	Charles St East / Side	7	5	5	4	6	6	6	5	5	5
J	Moore St South / Side	11	10	10	10	10	10	9	10	10	10
K	Moore St South / Side	5	5	5	5	5	5	5	5	5	5
L	Moore St North / Side	BZ	0	0	0	0	0	0	0	0	0
M	Moore St North / Side	8	8	8	8	8	8	7	7	7	8
N	Gore St West / Side	14	10	9	10	10	12	10	9	9	9
O	Gore St East / Side	40	24	25	25	37	39	36	35	31	30
P	Kooloora Ave South / Side	10	2	1	3	2	6	6	4	5	7
Q	Kooloora Ave South / Side	5	1	4	5	4	5	5	5	5	5
R	Kooloora Ave North / Side	9	6	6	5	5	5	5	6	6	5
S	Kooloora Ave North / Side	7	6	5	5	7	7	6	7	7	7
T	Moore St North / Side	2	2	2	2	2	2	2	2	2	2
	Car Parks										
1	Southern	45	45	44	45	45	45	41	36	34	30
2	Northern	126	67	59	52	55	52	57	55	56	53
	Dirt / Grass Area	70	0	0	0	0	0	0	0	0	0
Total of Vehicles Parked		439	263	254	248	268	278	270	261	254	244
Number of Vacant Spaces			176	185	191	171	161	169	178	185	195
% of Capacity Used			59.9%	57.9%	56.5%	61.0%	63.3%	61.5%	59.5%	57.9%	55.6%