

Traffic Engineer Referral Response

Application Number:	DA2022/1000
Date:	08/09/2022
Responsible Officer	
Land to be developed (Address):	Lot 100 DP 1276056 , 19 - 21 South Steyne MANLY NSW 2095

Officer comments

Proposal description: mixed-used development comprising residential, commercial, and retail uses at 14-22 Wentworth Street and 19-21 South Steyne, Manly

The traffic team has reviewed the following documents:

- Plans (Master Set) – issue 01, designed by MURCUTT CANDALEPAS, dated 10/06/2022,
- Traffic Impact Assessment report prepared by Stantec dated 10 June 2022,
- TfNSW referral letter (ref: SYD22/00787) dated 20 July 2022,
- Royal Far West Redevelopment, Manly – Stages 3 and 4 Preliminary Construction Traffic Management Plan prepared by Stantec dated 10 June 2022
- Statement of Environmental Effects prepared by Boston Blyth Fleming Town Planners dated 12 June 2022, and
- Pre Lodgement Advice (PLM2021/0262) dated 11 November 2021.

There were a number of traffic concerns raised in the PLM referral comments dated 11 Nov 2021 that were requested to be addressed in the TIA report.

Parking Requirements and Design

- The parking requirements for the development comprising 58 units (12 one-bedroom units, 24 two-bedroom units and 22 three or more bedroom units) and 2810m² retail/commercial are 76 resident spaces, 10 visitor spaces, 71 retail/commercial users = 157 spaces. There is also a parking requirement for Hospital facilities (Existing CCK building and Drummond House) which is 50 spaces from the previously approved DA. The development proposes an overall site total of 231 car parking spaces (50 CCK spaces, 55 Commercial spaces, 116 residential and 10 visitor parking spaces).
- The Concept Approval for the whole site indicates that the total amount of parking “shall not be less than 184 spaces” for the full development. Therefore, the overall parking provision

complies with and comfortably exceeds the Concept Approval requirement. However, residential parking in excess of DCP requirements is proposed (116 residential spaces and 10 visitor spaces exceeding residential spaces required by some 30 spaces), while the additional spaces are not opposed, given the shortfall in commercial/retail parking the reallocation of 16 of the residential spaces for commercial/retail use is considered appropriate. This will be conditioned.

- Given the oversupply of residential parking the parking needs of residents have been more than adequately addressed and residents of the development will therefore not be eligible for resident parking permits. This will be conditioned.
- 55 commercial/retail parking spaces have been proposed which is under DCP requirements by 16 spaces. The commercial/retail parking shortfall of 16 spaces can be addressed by reallocating some of the excess resident parking on site:

o While some relaxation of DCP requirements in this location could be considered to reduce traffic levels and given the proximity of the site to good public transport, shops and recreational uses and the high level of walking and cycling activity in the vicinity such arguments would be more appropriately applied to the residential parking component and is not accepted as a justification for a reduced commercial/retail parking supply when there is an excess of residential parking being provided.

o Section 4.2.5.4 of Manly DCP gives some exceptions to parking rates/ requirements in Manly Town Centre (including commercial premises) where the constraints of the site preclude the provision of some or all of the required parking spaces, and where the movement of vehicles to/from the site would cause unacceptable conflict with pedestrian movements. This is not applicable to this site as the site is not constrained in terms of its ability to provide parking.

o While the presence of two (2) carshare spaces on site is supported the presence of these spaces does not justify a shortfall of commercial parking when there is an oversupply of residential parking.

o the use of a Green Travel Plan and will be of use in reducing private motor vehicle trips and its use is supported however it does not justify a shortfall in commercial parking when there is an oversupply of residential parking as a significant increase in residential parking encourages higher car ownership levels by residents.

- The DCP requires 3 accessible parking spaces and 15 adaptable spaces. The development provides for 15 residential adaptable spaces, 2 CCK accessible spaces and 2 accessible commercial spaces. This exceeds of the requirements of the DCP and will improve the equitability of access to the premises for persons with a disability.
- Some swept path analysis have been included in Appendix B of the traffic report, demonstrating that critical turning areas are accessed by 5.92m Minibus (Hiace Van), 6.4-metre-long Waste-Wise Mini vehicle, B85 and B99 vehicles.
- As per the PLM comments, the carparking levels will be conditioned to incorporate directional and turning pavement arrows to assist drivers to negotiate their way into and out of and through the carpark.

Site Access

- The existing 6.5m wide two-way vehicular crossover to Wentworth Street has been retained. This access is currently controlled by a card reader and roller shutter door to access the basement parking.
- It is noted that the concept approval scheme included two vehicular accesses for the development, and the section 75W scheme removed the secondary access with all vehicular access for the development to be via the existing vehicular access on Wentworth Street.
- A queueing assessment was included in the traffic report based on the anticipated peak traffic volumes for the development. The analysis confirmed that the 95th percentile inbound queue expected at the access was only one to two vehicles based on an average service time of 10 seconds per vehicle. Therefore no adjustments were made to the existing roller shutter and/or boom gate locations.

Pedestrian Crossing

- As per the pre-lodgement meeting, the relocation of the pedestrian crossing at the corner of South Steyne and Wentworth Street is not required. The existing crossing location is to be retained and the implementation of a raised pedestrian crossing on Wentworth Street is required as per the Architectus Drawing CP-06, Rev J dated June 2012.
- The traffic report included the proposed location of the crossing. The proposed location provides the required connection between Rialto Square and the RFW site, taking into consideration the location of trees and nearby crossovers. The concept plans prepared by Stantec for introduction of a raised pedestrian crossing are noted and will result in the loss of four on-street parking spaces but maintain the existing established trees on Wentworth Street. Subject to review of detailed designs for the work this is considered acceptable given that:
 - o The raised pedestrian crossing supports the recently introduced 30km/h high pedestrian activity zone which has been established within the Manly Town Centre.
 - o It improves through site links between Royal Far West, Rialto Lane and The Corso.
 - o The pedestrian crossing will enhance pedestrian safety

Authorised Vehicle Zone fronting Drummond House

- At the PLM stage concern was raised regarding the retention of the on-street Authorized Vehicle Zone in Wentworth street fronting the development. It was requested that provision be made to provide off-street parking alternatives for the parking of Royal Far West buses which would allow removal of the on-street authorised vehicle zone.
- This has been addressed by providing two (2) parking spaces for CCK RFW buses on Basement Level 1. Given the existing height constraints (head height entry of 2.35m), these 2 spaces provide on-site parking for RFW's smaller-sized buses in the form of a Hiace Van.
- RFW requires the use of their larger 8.8m bus that currently occupies the 'authorised vehicles excepted' parking space for the following reasons:

- o This vehicle is critical to RFW operations and is used daily to facilitate the transport of patients.
- o RFW's larger vehicle (up to a size of an 8.8m MRV), required for transporting larger numbers of people, is too big to be parked under the building due to the head height constraints of 2.35m.
- o RFW provides child disability services, with the majority of RFW's clients being children with varying complex developmental vulnerabilities and disabilities. These children require close supervision from RFW clinicians, carers, volunteers and staff and cannot simply be picked up/dropped off in the same manner as less vulnerable, more advantaged children.
- o In 2019, RFW negotiated an agreement with Council to halve the designated space that was previously available in the authorized parking zone. By halving the length of the zone, two public car spaces were returned to the community.
- o Further, Royal Far West receives many deliveries to allow the charity to effectively operate day-to-day from ready-prepared meals to laundry/clean linen services. Although RFW intends to accommodate as many deliveries to the basement as possible to service CCK and Drummond House, this may not however always be viable given that some vendors have vehicles that are restricted by the existing basement entry head height. It is proposed that the existing Authorised Zone also be occasionally utilised as a loading zone for RFW deliveries when the large RFW bus is out on a trip.

Retaining the Authorised Vehicle Zone fronting Drummond House has been therefore considered acceptable for the reasons outlined above.

Traffic Impact

- The site will generate up to 56 and 43 vehicle movements in the AM and PM peak hours. The operation of the key intersections within the study area was assessed using SIDRA INTERSECTION software. The modelling scenarios were considered based on the opening year and a 10- year design horizon assuming a 2% annual growth. Based on the Sidra modelling outputs included in Appendix D of the report, the surrounding intersections would continue to operate satisfactorily under both scenarios with generally only minor increases to average delay and 95th percentile queue lengths. The LOS of each intersection would operate well with spare capacity.
- It is noted that the modelling has been completed for each intersection in a non-connected site arrangement. Given that the modelled intersections are closely spaced intersections, for a development of this scale it would normally be recommended that a network-wide process (Sidra Network Model) is also developed and assessed. This determines the backward spread of congestion as queues on downstream lanes block upstream lanes (queue spillback), and applies capacity constraint to oversaturated upstream lanes, thus limiting the flows entering downstream lanes. However as TfNSW who are the roads

authority for management of signalised intersections has not requested this and as the modelling has not identified intersections that will perform poorly post development it will not be required.

- It is also noted that TfNSW has reviewed the submitted application and raises no objection and considers that the proposed development is unlikely to have a significant impact on the classified road network.

Construction Traffic Management Plan

- A preliminary CTMP has been lodged with the DA. The CTMP advises that certified traffic controllers will be in place to ensure smooth operation of the construction zone to avoid traffic queuing along Wentworth Street and South Steyne. Deliveries will be accommodated on-site.
 - o For truck-and dogs, the entry would be a right-in via the eastern gate on South Steyne, unload on site and exit right-out via the same gate, and
 - o For MRVs, the entry would be a left-in via the northern gate on Wentworth Street, unload on site and exit left via the same gate.
- However, for the period of time that site access is not possible, The CTMP advises that a Works Zone will be required and this will be assessed as part of future detailed CTMP and associated construction staging. A detailed CTMP along with TCPs are therefore conditioned to be submitted to Council to cover the following additional information:
 - o Description of construction activities, duration and number of personnel required for each phase of construction
 - o Construction work hours
 - o Detailed assessment of construction traffic impact including any cumulative impact of surrounding developments
 - o Details regarding any one-off activities for installation of cranes and other equipment
 - o Swept path analysis of heavy vehicle access to the site
 - o Detailed assessment of on-street parking impacts
 - o Emergency vehicle access
 - o Impacts to public transport services
 - o Traffic Guidance Schemes.
- It is also reported that during the superstructure construction, when façade and fit-out activities will commence, on average between 100 to 150 workers are expected on site, with a peak of around 200 to 250 workers on site. No parking will be provided on site with

public transport highly encouraged. Workers will also begin and end their workday outside of network peak periods. The heavy vehicle movements are anticipated to be spread throughout the day, with conservatively 20 per cent expected in the peak hours. The worst-case scenario is expected to be up to six vehicles in the peak periods during peak construction activity. These arrangements are unlikely to adversely impact the surrounding road network.

The traffic report and plans require minor amendments which will be conditioned however the amendments required are not sufficient to prevent the application from being supported.

The proposal is therefore supported.

Note: Should you have any concerns with the referral comments above, please discuss these with the Responsible Officer.

Recommended Traffic Engineer Conditions:

DEVELOPMENT CONSENT OPERATIONAL CONDITIONS

Staff and Contractor Parking

The applicant is to make provision for parking for all construction staff and contractors for the duration of the project. All Staff and Contractors are to use the basement parking once available. All necessary facilities are to be provided to accommodate this requirement including lighting in the basement, security cameras, etc.

Reason: To ensure minimum impact of construction activity on local parking amenity.

Parking Enclosure

No parking spaces, or access thereto, shall be constrained or enclosed by any form of structure such as fencing, cages, walls, storage space, or the like, without prior consent from Council.

Reason: To ensure accessibility is maintained.

CONDITIONS TO BE SATISFIED PRIOR TO THE ISSUE OF THE CONSTRUCTION CERTIFICATE

Detailed Construction Traffic Management Plan

As a result of the site constraints, limited vehicle access and parking, a detailed Construction Traffic Management Plan (CTMP) and report shall be prepared by an RMS accredited person and submitted to and approved by the Northern Beaches Council Traffic Team prior to issue of any Construction Certificate.

Due to heavy traffic congestion throughout the town centre, truck movements will be restricted during the major commuter peak times being 8.00-9.30am and 4.30-6.00pm. Truck movements must be agreed with Council's Traffic Engineer prior to submission of the CTMP.

The CTMP must address following:

- The proposed phases of construction works on the site, and the expected duration of each construction phase
- The proposed order in which works on the site will be undertaken, and the method statements on how various stages of construction will be undertaken
- Make provision for all construction materials to be stored on site, at all times
- The proposed areas within the site to be used for the storage of excavated materials, construction materials and waste containers during the construction period
- The proposed method of access to and egress from the site for construction vehicles, including access routes and truck routes through the Council area and the location and type of temporary vehicular crossing for the purpose of minimising traffic congestion and noise in the area, with no access across public parks or reserves being allowed
- The proposed method of loading and unloading excavation and construction machinery, excavation and building materials, formwork and the erection of any part of the structure within the site. Wherever possible mobile cranes should be located wholly within the site
- Make provision for parking onsite. All Staff and Contractors are to use the basement parking once available
- Temporary truck standing/ queuing locations in a public roadway/ domain in the vicinity of the site are not permitted unless approved by Council prior
- Include a Traffic Control Plan prepared by a person with suitable RMS accreditation for any activities involving the management of vehicle and pedestrian safety
- The proposed manner in which adjoining property owners will be kept advised of the timeframes for completion of each phase of development/construction process. It must also specify that a minimum Fourteen (14) days notification must be provided to adjoining property owners prior to the implementation of any temporary traffic control measure
- Include a site plan showing the location of any site sheds, location of requested Work Zones, anticipated use of cranes and concrete pumps, structures proposed on the footpath areas (hoardings, scaffolding or shoring) and any tree protection zones around Council street trees
- Take into consideration the combined construction activities of other development in the surrounding area. To this end, the consultant preparing the CTMP must engage and consult with developers undertaking major development works within a 250m radius of the subject site to ensure that appropriate measures are in place to prevent the combined impact of construction activities, such as (but not limited to) concrete pours, crane lifts and dump truck routes. These communications must be documented and submitted to Council prior to work commencing on site
- The proposed method/device to remove loose material from all vehicles and/or machinery before entering the road reserve, any run-off from the washing down of vehicles shall be directed to the sediment control system within the site
- Specify that the roadway (including footpath) must be kept in a serviceable condition for the duration of construction. At the direction of Council, undertake remedial treatments such as patching at no cost to Council
- The proposed method of support to any excavation adjacent to adjoining properties, or the road reserve. The proposed method of support is to be designed and certified by an appropriately qualified and practising Structural Engineer, or equivalent
- Proposed protection for Council and adjoining properties
- The location and operation of any on site crane

The detailed CTMP shall be prepared in accordance with relevant sections of Australian Standard 1742 – “Manual of Uniform Traffic Control Devices”, RMS’ Manual – “Traffic Control at Work Sites”.

All fees and charges associated with the review of this plan is to be in accordance with Council’s Schedule of Fees and Charges and are to be paid at the time that the Construction Traffic Management Plan is submitted.

Reason: To ensure public safety and minimise any impacts to the adjoining pedestrian and vehicular traffic systems.

Removal of Redundant Driveways

All redundant driveways shall be removed and reinstated to Council standard kerb and gutter. Suitably prepared plans shall be submitted to for an approval under and approved by Council prior to the issue of the Construction Certificate. All costs associated with the works shall be borne by the applicant.

A plan checking fee (amount to be advised) and lodgement of a performance bond may be required from the applicant prior to the release of the approval.

Reason: To maximise on street car parking by removing driveways that are no longer needed in accordance with Council policy.

Submission of Engineering Plans for raised pedestrian crossing

Civil Engineering plans for the design of:

A raised pedestrian crossing on Wentworth Street on the frontage of the development and providing a pedestrian link to the Rialto Lane pedestrian plaza

These are to be generally in accordance with the concept design approved with the Development Application and Council's specification for engineering works - AUS-SPEC #1 and or Council's Minor Works Policy and relevant TfNSW technical directions. Details demonstrating compliance are to be submitted to the Certifying Authority prior to the issue of the Construction Certificate.

Section 138 and/or 139 applications inclusive of regulatory signage and road markings are to be submitted to Council for Local Traffic Committee approval.

Reason: To ensure compliance with Council's specification for engineering works.

Pedestrian sight distance at property boundary

A pedestrian sight triangle of 2.0 metres by 2.5m metres, in accordance with AS2890.1:2004 is to be provided at the vehicular access to the property and where internal circulation roadways intersect with footpaths or other pedestrian access areas. Details demonstrating compliance are to be submitted to the Certifying Authority prior to the issue of the Construction Certificate.

Reason: To maintain pedestrian safety.

Commercial/Retail Spaces

Commercial/Retail parking spaces are to be separated from the residential component via a security facility. These spaces are to be free of permanent gates or security during work hours.

The development is to provide:

- no less than 71 commercial /retail spaces achieved by reallocation of 16 residential spaces for commercial/retail use.

Details demonstrating compliance are to be submitted to the Certifying Authority prior to issue of the Construction Certificate.

Reason: To ensure adequate commercial retail car parking spaces are provided and accessible to customers.

CONDITIONS THAT MUST BE ADDRESSED PRIOR TO ANY COMMENCEMENT

Work Zones and Permits

Prior to commencement of the associated works, the applicant shall obtain a Work Zone Permit where it is proposed to reserve an area of road pavement for the parking of vehicles associated with a construction site.

A separate application is required with a Traffic Management Plan for standing of construction vehicles in a trafficable lane and a Roads and Maritime Services Work Zone Permit shall be obtained for State Roads.

Reason: To ensure Work zones are monitored and installed correctly.

Road Occupancy Licence

Prior to commencement of the associated works, the applicant shall obtain a Road Occupancy License from Transport Management Centre for any works that may impact on traffic flows.

Reason: Requirement of TMC for any works that impact on traffic flow.

Demolition Traffic Management Plan

As a result of the site constraints, limited vehicle access and parking, a Demolition Traffic Management Plan (DTMP) shall be prepared by an suitably accredited person and submitted to and approved by the Northern Beaches Council Traffic Team prior to commencing any demolition work.

Due to heavy traffic congestion throughout the area, truck movements will be restricted during the major commuter peak times being 8.00-9.30am and 4.30-6.00pm.

The DTMP must:-

- Make provision for all construction materials to be stored on site, at all times.
- The DTMP is to be adhered to at all times during the project.
- Specify construction truck routes and truck rates. Nominated truck routes are to be distributed over the surrounding road network where possible.
- Provide for the movement of trucks to and from the site, and deliveries to the site. Temporary truck standing/ queuing locations in a public roadway/ domain in the vicinity of the site is not permitted unless prior approval is granted by Council's Traffic Engineers.
- Include a Traffic Control Plan prepared by an RMS accredited traffic controller for any activities involving the management of vehicle and pedestrian traffic.
- Specify that a minimum fourteen (14) days notification must be provided to adjoining property owners prior to the implementation of any temporary traffic control measures.
- Include a site plan showing the location of any site sheds, location of requested Work Zones, anticipated use of cranes, structures proposed on the footpath areas (hoardings, scaffolding or temporary shoring) and extent of tree protection zones around Council street trees.
- Take into consideration the combined construction activities of other development in the surrounding area. To this end, the consultant preparing the DTMP must engage and consult with developers undertaking major development works within a 250m radius of the subject site to ensure that appropriate measures are in place to prevent the combined impact of construction activities. These communications must be documented and submitted to Council prior to work commencing on site.
- Specify spoil management process and facilities to be used on site.
- Specify that the roadway (including footpath) must be kept in a serviceable condition for the duration of demolition. At the direction of Council, the applicant is to undertake remedial

treatments such as patching at no cost to Council.

The DTMP shall be prepared in accordance with relevant sections of Australian Standard 1742 – “Manual of Uniform Traffic Control Devices”, RMS’ Manual – “Traffic Control at Work Sites”.

All fees and charges associated with the review of this plan is to be in accordance with Council’s Schedule of Fees and Charges and are to be paid at the time that the Demolition Traffic Management Plan is submitted.

Reason: This condition is to ensure public safety and minimise any impacts to the adjoining pedestrian and vehicular traffic systems. The DTMP is intended to minimise impact of construction activities on the surrounding community, in terms of vehicle traffic (including traffic flow and parking) and pedestrian amenity adjacent to the site.

CONDITIONS TO BE COMPLIED WITH DURING DEMOLITION AND BUILDING WORK

Implementation of Demolition Traffic Management Plan

All works and demolition activities are to be undertaken in accordance with the approved Demolition Traffic Management Plan (DTMP). All controls in the DTMP must be maintained at all times and all traffic management control must be undertaken by personnel having appropriate RMS accreditation. Should the implementation or effectiveness of the DTMP be impacted by surrounding major development not encompassed in the approved DTMP, the DTMP measures and controls are to be revised accordingly and submitted to Council for approval. A copy of the approved DTMP is to be kept onsite at all times and made available to the accredited certifier or Council on request.

Reason: To ensure compliance and Council’s ability to modify the approved Construction Traffic Management Plan where it is deemed unsuitable during the course of the project.

Implementation of Construction Traffic Management Plan

All works and construction activities are to be undertaken in accordance with the approved Construction Traffic Management Plan (CTMP). All controls in the CTMP must be maintained at all times and all traffic management control must be undertaken by personnel having appropriate RMS accreditation. Should the implementation or effectiveness of the CTMP be impacted by surrounding major development not encompassed in the approved CTMP, the CTMP measures and controls are to be revised accordingly and submitted to Council for approval. A copy of the approved CTMP is to be kept onsite at all times and made available to Council on request.

Reason: To ensure compliance of the developer/builder in adhering to the Construction Traffic Management procedures agreed and are held liable to the conditions of consent.

Ongoing Management

The applicant shall be responsible in ensuring that the road reserve remains in a serviceable state during the course of the demolition and building works.

Reason: To ensure public safety.

CONDITIONS WHICH MUST BE COMPLIED WITH PRIOR TO THE ISSUE OF THE OCCUPATION CERTIFICATE

Signage and Linemarking - Internal

A plan demonstrating appropriate wayfinding signage and markings (directionals arrow and signs, Give

Way signage and linemarking) for vehicles circulating through the carpark is to be submitted to the Principal Certifying Authority prior to the issue of any Occupation Certificate.

Reason: to aid wayfinding and traffic safety.

Disabled Parking Spaces

Where disabled parking spaces are provided they must be in accordance with AS2890.6:2009.

Details demonstrating compliance are to be submitted to the Principal Certifying Authority prior to the issue of any Occupation Certificate.

Reason: To ensure compliance with Australian Standards.

Construction of raised pedestrian crossing

The raised pedestrian crossing on Wentworth Street together with any associated linemarking and regulatory signage shall be constructed at no cost to Council in accordance with any plans approved by Council's Traffic Committee

Reason: enhanced pedestrian safety and amenity

ON-GOING CONDITIONS THAT MUST BE COMPLIED WITH AT ALL TIMES

Implementation of Loading Dock Management Plan

All vehicle ingress and/or egress activities are to be undertaken in accordance with the approved Loading Dock Management Plan. Vehicle queuing on public road(s) is not permitted.

Reason: To allow for vehicular access.