



Reference: 18.555r03v04

26 November 2020

Manly Boatshed
1B Bolingbroke Parade
FAIRLIGHT NSW 2094

Attention: Mr Robbie Treharne

Re: 1B Bolingbroke Parade, Fairlight – Alterations and Additions
Response to Request for Information

Dear Robbie,

We refer to the proposed alterations and additions to the existing Manly Boatshed. TRAFFIX has been forwarded the submission prepared by McLaren Traffic Engineering on behalf of some residents (reference: 200783.01FA) and now provides the following response to each item raised:

Item 1: Parking Permits

"The existing development provides zero on-site parking and currently benefits from the supply of some 33 parking permits which are distributed as 20 permits for the mooring customers (1 per 2) and 13 permits for the staff and visitors to the business operation of Manly Boatshed. It is not made clear by either the applicant nor Northern Beaches Council (NBC) if the planned changes to Manly Parking Permit Scheme have been implemented such that the mooring owners would no longer receive parking permits, nor that the business operation will receive more than the one (1) permit specified under the Manly Parking Permit Scheme Framework July 2020. Indeed, it is the understanding of this firm that NBC has advised residents that the marina business will have all but one of the parking permits extinguished and not renewed. The TIA does not take any account of how a reduction in 32 parking permits will affect the proposal."

TRAFFIX Response:

This is an 'external' matter that is independent of the proposed development changes and may occur whether or not the changes are approved. That is, the impacts of this development proposal need only consider the changes within the development site itself. It is however expected that the permit changes will deliver increased parking supply to local residents, which is clearly in the public interest. The Northern Beaches Council have advised that the parking scheme framework is expected to deliver a 10-15% reduction in available parking permits. Based on the 114 available parking spaces in the immediate area (discussed further below), the changes could potentially free up 11-17 parking spaces.



In this regard, the implementation of the Manly Parking Permit Scheme in 2021 would result in the Manly Boatshed losing 30 permits. The boatshed owner has advised that they will be eligible for up to three (3) permits, including a single business permit and two (2) residential permits. The implementation of this scheme is outside of the applicants control and will significantly impact the 20 mooring customers which currently benefit from the scheme, noting that mooring customers generally require more than 2-hours to undertake their activities on the water. The proposed changes to the scheme will in-turn impact the Boatshed from a commercial perspective. These impacts are similarly unrelated to the subject Development Application. It is however highly relevant context that the impacts of the development as assessed in our traffic impact assessment will be substantially offset, if not overwhelmed, by these changes to the Permit Scheme, delivering a public benefit at a 'cost' to the Boatshed. That is, the proposed permit scheme is expected to remove more parking than the parking demands associated by the proposed increase in kayak storage and ancillary kiosk.

Noting the above, it is expected that the new scheme will actively discourage mooring customers from using their craft or driving and parking within the '2P 8am-10pm AREA' that operates in the vicinity of the subject site. A decrease in parking demand can be expected, with a commensurate shift to alternative modes of transport. This will achieve Council's objectives.

To further address these concerns, the applicant is willing to implement the following initiatives to assist in the transition to the proposed parking scheme:

- The preparation of a Plan of Management to focus on an overall reduction of private vehicle usage for all customers and staff. The plan will outline the communications strategy between the Boatshed and customers including, but not limited to, the company website, social media, phone, on-site signage, and maps/travel access guide. The plan will also outline the priority storage policy, which will prioritise storage for customers that live within a 3km radius of the site, in the expectation that will bicycle/walk to the development instead of driving.
- Preparation of a Green Travel Plan and associated Travel Access Guide (TAG) can be developed for the proposed development, with the primary objectives summarised as follows:
 - Promote the use of sustainable transport modes, thus reducing congestion and pollution in the local area;
 - Encourage a positive image for the development as an innovative and environmentally-aware business; and
 - Encouraging healthier travel options for customers/staff, such as walking and cycling to promote a healthier lifestyle.

The associated TAG would also provide details, frequencies and information to customers/staff of the development regarding local public transport services, taxi service (potential for a dedicated 13 CABS line), amenities and cycling/walking routes. As such, a reduction in car-oriented trips to and from the development is anticipated over a comparable development without a Green Travel initiative. Furthermore, increasing the number of journey-to-work trips by public/active transport is considered to be one of the most relevant State Government policies that are applicable to the development.

- Providing \$100 UBER credit to all existing mooring customers impacted by the permit scheme changes. According to the Manly Boat Shed, existing mooring customers reside within the following distances from the site:

– 0-1km	41%
– 1-2km	10%
– 2-3km	15%
– 3-5km	13%



It can be seen from above that 79% of existing mooring customers live within 5km of the site. A 5km trip fare with Manly Cabs is ~\$15.65 and an average UBER fare is ~\$9.75, suggesting this is a viable mode of transport for those customers.

Item 2: Parking Availability

"The TIA does not provide a parking survey of nearby parking supply nor changes in availability through the peak operating times of the development. It is unknown the number of spaces available within the vicinity of site and how any of those spaces are impacted by duration of stay restrictions. The TIA makes a qualitative assessment based on some "a review of aerial photography over multiple days" and then proceeds to neither list which days of the week, which periods of the year or which times of times those images were taken. In doing so the TIA presents a baseless analysis of the potential impacts of the existing development and proper function of the surrounding parking environment. This firm has conducted a similar aerial photography desktop review and as shown in Figure 1, on the 26th September 2020 there was zero spare parking available within 200m walking distance of the site and that additionally there are several cars parking over the verge in driveways such that more than 100% of the public parking is being used. This is an obvious difference to that existing situation described in the TIA and leads to a low level of credibility of the TIA. Additional days of imagery are provided in Annexure A."

TRAFFIX Response:

Parking surveys are typically undertaken where increased reliance on demands arising from a development are significant. However, in this case, parking impacts are not only moderate, but are essentially cancelled by the Parking Permit changes. The purpose of reviewing aerial photography was therefore simply to gain a general understanding of current conditions, in the knowledge that these are likely to improve in favour of residents.

Nevertheless, in order to address these concerns, on-street parking surveys were conducted on Saturday 7 November 2020 and Tuesday 10 November 2020, between 6am and 1pm at 30-minute intervals. The survey dates enjoyed fine weather and were considered satisfactory for the parking survey, representing a typical November day. This survey comprised the following streets which were of particular concern to local residents:

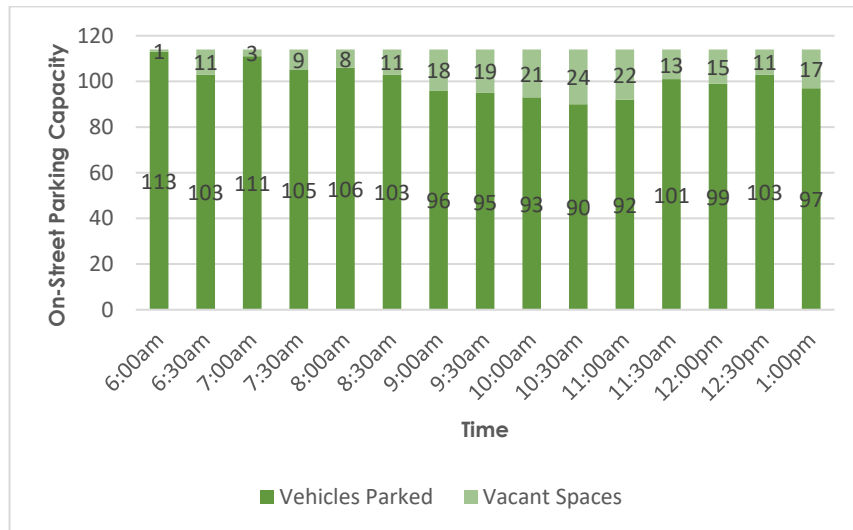
- Bolingbroke Parade, between Lauderdale Avenue and Manly Boatshed (47 spaces)
- Fairlight Crescent, between Bolingbroke Parade and Lauderdale Avenue (62 spaces)
- Arlington Drive, between Fairlight Crescent and Lauderdale Avenue (5 spaces)

TOTAL 114 spaces

It can be seen from the above, that the survey included a total capacity for 114 unrestricted on-street parking spaces. It is noted that these on-street parking surveys were undertaken during current COVID conditions. As such, these surveys are considered a conservative (worst case) assessment noting there is presently a significant reduction in travel demand generally, with higher than normal resident parking demands with many residents working from home. The overall survey results are presented in **Chart 1** and **Chart 2** below for the Saturday and Tuesday respectively.

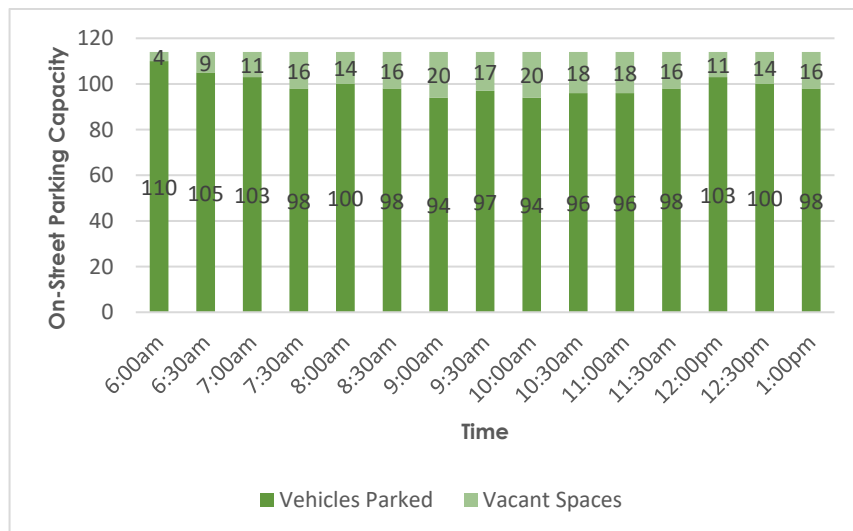


Chart 1: On-Street Parking Capacity between 6:00am and 1:00pm - Saturday



It can be seen from Chart 1 that during the Saturday survey, the on-street parking supply was effectively fully utilised by residents at 6:00am. However, parking availability increased progressively throughout the morning and was sustained throughout the day thereafter, with a peak availability of 24 parking spaces at 10:30am.

Chart 2: On-Street Parking Capacity between 6:00am and 1:00pm - Tuesday



It can be seen from Chart 2 that during the Tuesday survey, on street parking capacity was available at all times, particularly after residents departed in the morning. There was a minimum of 11 spaces available throughout the survey period, though generally more and up to 20 unused spaces.



In summary, the parking surveys indicate that there was spare parking capacity on both days and at all times other than in the early morning, prior to residents departing the area. The increased demands generated by the modest development proposed will not appreciably alter this situation, even setting aside the improved conditions that will arise from the Parking Permit changes.

Item 3: Parking Rates

"The TIA refers to anecdotal patronage and parking rates as described by the proprietor of the facility. While the operator may have decent intentions, no written records have been provided which would support the notion or permit audit. The TIA heavily relies on those existing rates to forecast future parking demand and in doing provides a flawed analysis. This firm does not necessarily disagree with the outcome of the parking rate, however the business had ample opportunity prior to submission of the DA to collect relevant data which would support their application. Collection of data during Covid-19 conditions may vary though may provide a more reliable baseline for analysis even if it is not as accurate as would have been available prior to altered community conditions."

TRAFFIX Response:

Travel mode interview surveys of kayak/stand up paddleboard (SUP) customers have been undertaken over 10 full days, from 6 November 2020 to 15 November 2020, between 6:00am and sunset. It is noted that this 10-day period only received one day of significant rainfall, being the 6 November. In summary, the travel mode surveys demonstrated the following key findings over the 10-day period:

- Total of 50 customers including:
 - 25 walkers;
 - 16 car drivers;
 - 4 car passengers;
 - 4 cyclists; and
 - 1 scooter rider.
- 25 out of 50 customers (50%) travelled to the site by walking.
- 16 out of 50 customers (32%) travelled to the site by private vehicle as car driver.
- 4 out of 50 customers (8%) travelled to the site by private vehicle as car passenger.
- 4 out of 50 customers (8%) travelled to the site by bicycle.
- 1 out of 50 customers (2%) travelled to the site by scooter.
- 63% of car drivers arrived and departed from the site between 6:00am and 8:00am.
- 87.5% of car drivers arrived during the week.
- 12.5% of car drivers arrived during the weekend.
- No car drivers arrived to site after 3:00pm.

It is clear from the above results that the majority (60%) of kayak/SUP customers travelled to the site using sustainable modes of travel. It is noted that there were only 16 car drivers over the 10-day period which typically stayed for up to 2-hours. The number of car drivers varied between 0 and 3 per day with an average of 1.6 car drivers/day over the 10-day period. The majority of car drivers arrived at site between 6am and 8am, when on-street car parking demand is highest, re-enforcing the fact that drivers currently use the available on-street parking not utilised by residents. It is highly noteworthy that on Sunday 15 November, (a warm and sunny day) zero customers drove and all seven (7) customers walked or paddled to the subject site.



The recent survey did demonstrate that the Boatshed has had an increase in average customers per day, from an average of 3.5/day in 2018 to an average of 5.0/day in 2020. The Boatshed has advised that they have seen an increased trend towards walking and riding during COVID conditions across all customers, not only kayak and SUP users. In addition, a number of customers have also advised that if on-site bicycle racks were available, they would be more willing to ride to/from the development. The proposal includes 12 new bicycle racks and priority kayak storage will be given to customers that reside within a 3km radius. These initiatives will encourage sustainable modes of travel for customers and will assist in limiting traffic/parking impacts.

Based on the above, the number of customers per day is clearly low, and the number of customers driving to site even smaller and in line with the 2018 assessment. Therefore, it is considered that parking demand for an additional two (2) on-street parking spaces referred to in the original Traffic Impact Assessment (Ref: 18.555r01v07) and subsequent RFI Statement (Ref: 18.555r02v02) over-estimated (conservative assessment) the level of private vehicle usage associated with the existing operation.

Item 4: Moorings

"If no permits are going to be available, there has been no attempt by the TIA to estimate the overspill parking resulting from the change. It is noted that the change in parking permit scheme details do not form part of the development application but it does have a material impact on the level of parking availability which would be utilised by changes in the other portions of the proposal."

TRAFFIX Response

TRAFFIX does not agree with the assertion that *"the change in parking permit scheme details do not form part of the development application but it does have a material impact on the level of parking availability which would be utilised by changes in the other portions of the proposal."* It is also unclear as to which 'other portions of the proposal' the submission refers.

In our view, Council's intention to extinguish permits associated with the Boatshed would have taken full account of any displacement effects that this would create; and this is independent of the subject Development Application. We consider that Council's intention is, rather, to improve parking conditions for residents, while requiring a change in travel behaviour associated with the Boatshed specifically to encourage alternate travel modes. We also consider that displacement of parking is unlikely given the required walking distances that this would involve.

Item 5: Dry Storage

TRAFFIX Response

It is noted that kayak usage is a niche segment in the field of recreational water sports that should not be compared to the 'generic' dry storage (boat) rates described in the RMS Guide. Kayak users are typically on the water early in the morning (before winds), are typically alone, stay for no more than 2-hours and carry little personal belongings/gear. Boat users on the other hand, would likely spend multiple hours on the water and may require significant gear for their activity, whether it be for fishing or a 'day on the water'. Application of the RMS Guide or any other 'generic' parking guide should only be used in the absence of site-specific operational data which is considered to be a more accurate representation of parking demand applicable to the subject site. This approach is not just recognised in the RMS Guideline, but is supported in the Guideline. Conversely, published 'generic' parking rates outlined in the RMS Guide account for a wider range of similar (not the same) sites and are only applicable where site specific data is not available, such as for a new development.

Therefore, the adopted approach (using operational data and survey data) is considered a more accurate representation of parking demands and reflects best practice.



Item 6: Kiosk

TRAFFIX Response

TRAFFIX considers the kiosk to be ancillary to the primary use of the subject development and is not expected to generate vehicle trips of its own accord. Indeed, the reasonably high level of parking demands in the locality make it very likely that users of the kiosk will be people attending the Boatshed in this ancillary capacity; and perhaps residents and other walkers who reside in the locality. It is noted that the kiosk may also attract customers from the water by participating in the RMS 'Sydney Harbour Boating Destinations' initiative.

Nevertheless, the applicant has recognised the concerns raised by both Northern Beaches Council and the community regarding the size of the proposed kiosk, which we understand was originally intended to achieve a high level of comfort and amenity mainly for current patrons, in a relaxed environment. As a result of these concerns, the applicant has now decreased the indoor and outdoor areas as discussed in the RFI Letter prepared by Planning Ingenuity dated 18 September 2020 (reference: M19009). The size of the amended kiosk equates to only 55m² or 12 percent of the total indoor gross floor area and this small area cannot now be regarded as anything other than ancillary and will not extract 'external' users in its own right. Furthermore, the serviced area has also reduced to only 36m². Even when compared to the DCP restaurant rate of 1 space/40m², the kiosk, which does not operate like a restaurant, would only generate a requirement for up to 1 space.

It is also highly relevant that the kiosk does not and has never included a commercial scale kitchen, deep fryer, grease trap or extraction fans and will only provide warming facilities for small food items. As such, the assertion by McLaren Traffic Engineering that it would justify RMS classification as a 'restaurant' with an associated demand for 18 parking spaces, is not only incorrect but misleading.

Reference should be made to the RFI Letter prepared by Planning Ingenuity for more detailed information relating to the intended uses.

Item 7: Parking Summary

TRAFFIX Response:

The TRAFFIX parking analysis is based on available operational data as discussed above is considered best practice, entirely appropriate and consistent with RMS preferred methodology. Therefore, the parking assessment adopted in the original TIA prepared by TRAFFIX (Ref: 18.555r01v07) remains valid and continues to be relied upon. These impacts are moderate and can be accommodated, based on the survey data now provided.

It is also relevant to note that Northern Beaches Council has officially designated the western end of Bolingbroke Parade as a preferred parking area for the Spit to Manly Walk, with signs located around the Manly LGA advertising that this area is available for parking. Photographs of these signs are provided in **Attachment 1**. This initiative will increase vehicle trips to the subject site and furthermore, is evidence that there are no significant parking availability issues in the area that would otherwise constrain such an initiative.

Furthermore, the RMS Guide to Traffic Generating Developments (section 5.2.1) states that: *"The importance of parking must be kept in perspective in the overall planning assessment. There may be situations where it may not be physically possible to provide parking, but the potential planning benefits of the proposal are significant"*. This is clearly relevant with respect to the subject development, given the significant community benefits in the wider public interest including, but not limited to, the impacts of COVID-19 and the health benefits associated with encouraging exercise and the longer term benefits in this regard.



More specifically, the proposal will help address a key community issue of kayak storage. Kayak storage is in high demand around Manly/Sydney Harbour. It is highly relevant that the Northern Beaches Council Little Manly kayak storage has a waitlist of 100 customers or ~10 years. It is noted that no other private enterprise is offering kayak storage in the Fairlight area to meet this high demand. If additional kayak storage is not provided, kayak users will be required to transport their kayak from their place or residence (even if they live close to an access point) by vehicle, thus increasing vehicle trips on the network and increasing demand for parking.

A number of community benefits arise from the development, including:

- Publicly accessible toilets;
- Outdoor shower;
- Baby changing room;
- Purified water station;
- Safe water access for all water uses (boating, paddling) with floating pontoon; and
- New kayak storage as discussed above.

Reference should be made to the RFI Letter prepared by Planning Ingenuity dated 18 September 2020 (reference: M19009) for more detailed information. Therefore, the subject development is consistent with the objectives of the RMS Guide in this respect.

Item 8: Traffic Impacts

TRAFFIX Response:

It is clear from the travel mode survey results provided above (and as reflected from experience of the operator) that traffic impacts will be insignificant and will have no noticeable impact to the surrounding road network, given that the subject development would generate demand for only two (2) additional on-street parking spaces. Not only does the use generate moderate trips overall, these trips are generally dispersed across a 2-hour period between 6am and 8am. It is reiterated that the surveys demonstrated an average of 1.6 car drivers per day associated with the existing kayak/SUP use and that no kayak/SUP users arrived/departed the site during the PM peak period, with all drivers leaving the site before 3pm. It is also noteworthy that 63% of car drivers arrived and departed from the site between 6am and 8am.

It is emphasised that the 55m² ancillary kiosk (includes 36m² of serviced space) will not operate like a restaurant and any assessment against the RMS restaurant trip generation rates is not considered appropriate or a fair representation noting the reasons discussed under Item 6. Even if RMS rates were adopted, the traffic generated by the 55m² kiosk during the critical peak hour periods would be negligible and well within daily traffic fluctuations.

Summary

The proposed alterations and additions will result in the demand for two (2) additional parking spaces over the course of an entire day and this is now a confirmed and justified outcome. This demand is readily accommodated, even absent any Council initiative to alter the Permit Scheme now proposed, which will deliver a benefit to local residents, while imposing a significant burden on the Boatshed to require existing patrons to use alternate transport modes.



Overall, this is considered a suitably 'balanced' planning outcome and continued support is therefore given on traffic and transport planning grounds.

We trust the above is of assistance and request that you contact the undersigned should you have any queries.

Yours faithfully,

Trafix

Ben Liddell
Senior Engineer

ATTACHMENT 1

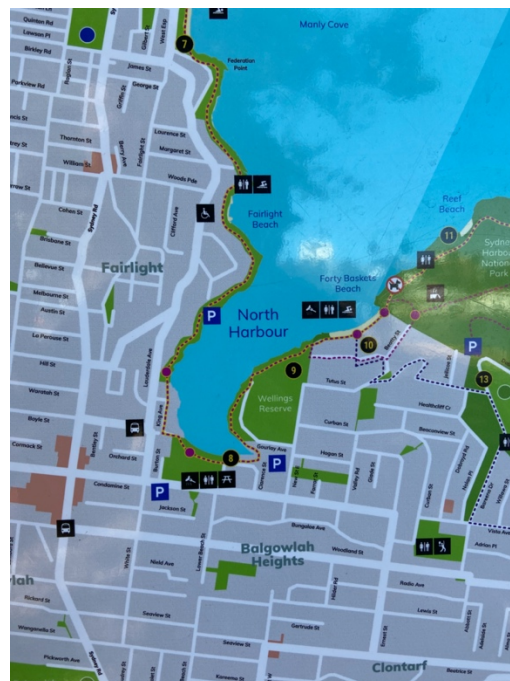
Photographic Evidence

SPIT TO MANLY MAPS – DISPLAYING PARKING AT BOTTOM OF BOLINGBROKE PARADE, FAIRLIGHT

1. LOCATIONS AROUND MANLY CBD



2. WEST ESPLANADE



3. MANLY INFORMATION CENTRE



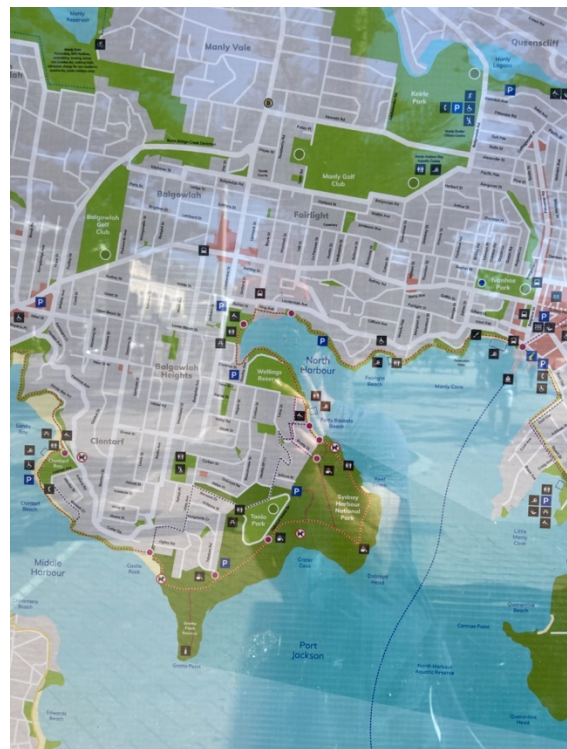
4. SHELLY BEACH



5. SHELLY BEACH LOOKOUT (OPPOSITE CARPARK)



6. PROMENADE (OPPOSITE STEYNE HOTEL)



7. HELLO MANLY WEBSITE

12:18

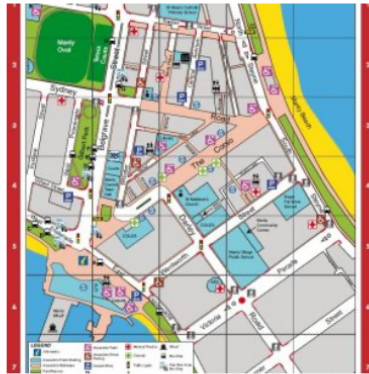


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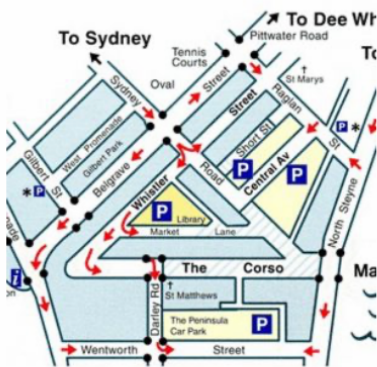
Manly Maps



Manly Visitor Map

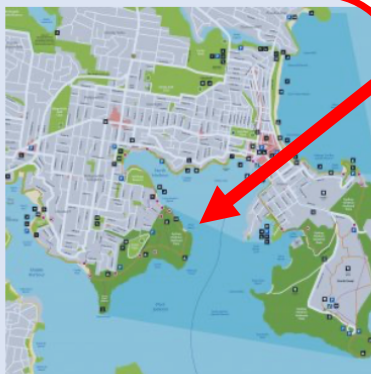


Access & Mobility Map

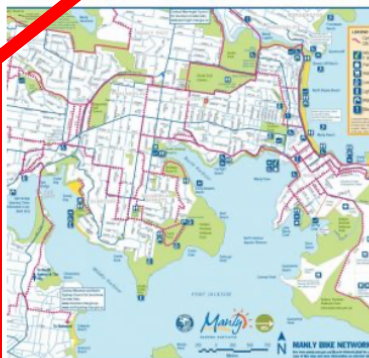


Manly Carparks Map

Walking & Cycling Maps



Manly to Spit Scenic Walkway



Bicycle Map

