

Traffic Engineer Referral Response

Application Number:	DA2023/0998
Proposed Development:	Alterations and additions to a Community Facility. Crown land - Part Lot 2797 DP820312, Lot 1 DP909023 & Lots 21 to 23 Section 2 DP975183 - Part Reserves D500403 and R64997 for Public Recreation - Freshwater Surf Life Saving Club
Date:	10/11/2023
Responsible Officer	
Land to be developed (Address):	Lot 1 DP 909023 , 9999 The Esplanade FRESHWATER NSW 2096

Officer comments

Proposal description: Alterations and additions to a Community Facility. Crown land - Part Lot 2797 DP820312, Lot 1 DP909023 & Lots 21 to 23 Section 2 DP975183.

The DA is for the alterations and additions to the existing Freshwater Surf Life Saving Club (FSLSC), including a new restaurant (168 patrons), café (-21 patrons), museum, and upgrades to the existing community facilities (inclusion of 1 indoor badminton court). No changes to current access are proposed. Onsite carparking is not also proposed in relation to the proposed modification as per existing arrangements.

It is noted that vehicular access is currently provided via Kooloora Avenue providing access to existing FSLSC boat and equipment storage facilities within the subject site. Onsite parking for staff and visitors is not currently provided.

The traffic team has reviewed the following documents:

- *Traffic Impact Assessment (TIA)*, r01v01, prepared by TRAFFIX dated 22/03/2023,
- The *Statement of Environment Effects* prepared by GSA PLANNING dated June 2023, and
- Plans (Master Set) – designed by BONUS + ASSOCIATES, dated 02 June 2023.

Parking requirement and design:

- The site is zoned “RE1 Public Recreation”, according to Warringah LEP. The Warringah DCP applies to the subject site. Under the DCP:
 - o 15 parking spaces per 100 sqm of GFA or 1 space per 3 seats are required for restaurants although consideration can be given to a reduced rate if there is available parking in the vicinity at the restaurant’s hours of operation. With the proposed maximum of 168 seats, this equates to 56 spaces.

- o For the Café component of the proposal, 12 parking spaces per 100 sqm of GFA or greater of 1 space per 5 seats (internal and external) and 1 space per 2 seats (internal) are required. This equates to -11 spaces.
 - o The badminton court was considered equivalent to a tennis court in terms of parking demand given that a maximum of 4 players can play at any one time. This is considered acceptable. Under the DCP, 3 spaces per court is required and with the proposed one (1) indoor badminton court, this equates to 3 spaces.
- In accordance with Council's DCP requirements, the proposed modification would result in a total parking demand of 48 car parking spaces. In response, no additional parking spaces are proposed under this DA application.
- The 'first principles' approach has been used in the Traffic report involving the adoption of an average car occupancy rate (3.5 persons per car) for patrons attending the site, an 80% arrival rate by private vehicle, an estimated 50% of patrons being locals expected to walk to the restaurant/café or beachgoers who are already present in the locality.
- It is noted that the 85th percentile peak demand is assessed for café/restaurant component of the development, according to the RMS Guide which recommends that these sites should not be assessed at maximum capacity, and rather use a lower site occupancy rate. This is considered acceptable.
- Under the 'first principles' approach, and the 85th percentile peak demand assessment, the development is assessed to generate a demand for 17 car parking spaces (14 additional restaurant/café spaces and three additional badminton court spaces) during the busy weekend.
- On-street and off-street car parking surveys were undertaken by the consultant on a typical busy weekend (Sunday 5th March) and weekday (Friday 3rd March) during the peak times of beach users. The surveys included counts every 60 minutes on the times of day that the proposed surf club would be expected to generate its peak car parking demand. The surveys were undertaken to gain an understanding of the existing parking demands within the vicinity of the site.
- Based on the surveys undertaken, it was concluded that:
 - o on a typical weekday, there was an abundance of spare car parking spaces in the vicinity of the site; users of the proposed surf club with a new restaurant, café, museum, and badminton court would therefore likely be able to park their car in those locations.
 - o on a typical weekend, parking demand was at near 100% capacity between the hours of 12:00pm – 1:00pm and at more than 90% at other times.

It is noted that the survey results for a busy weekend is a worst-case scenario, and it is expected that demand for parking would be lower during the colder month of the year.

- Although the site is located within the accessible area (within 400m walking distance of multiple bus stops), and bus services run along Charles Street to the north of the subject site, and bus stops are located within close walking distance, the off-street parking shortfall of approximately 17 parking spaces and reliance upon on-street parking/adjacent public parking areas opportunities is not considered appropriate given the following reasons:
 - o There is a very high parking demand on the street nearby and Moore Road Parking Area and Freshwater Beach Carpark (especially on weekends).
 - o Although parking analysis has been undertaken and demonstrated some parking availability to cater for the off-street parking shortfall, this is not considered acceptable given that

- Parking occupancy rates in excess of 85% are generally accepted to result in drivers having to circulate looking for vacant parking with vacant parking spaces being difficult to find. Although the surveys may have identified parking availability at most times, in practice any times with parking availability less than 35 spaces out of 352 would, in practice, be at levels where vacant parking was difficult to obtain, particularly for longer term use.
 - The surveys identified that at midday on the Sunday there was 0 - 1 parking space available within 300m of the site. This situation is expected to be found on many other occasions at peak times.
 - Evans Street, Charles Street and Moore Road currently suffer from high levels of traffic congestion, particularly in peak periods and drivers circulating looking for vacant parking will add to that congestion.
 - As there are high levels of congestion and high traffic volumes on street, the ongoing availability of kerbside parking on Koolara Avenue, Moore Road, Charles Street and Gore Street cannot be guaranteed.
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- Some information about the anticipated number of restaurant/café staff and staff travel mode should be included in the traffic report.
 - Bicycle parking spaces are not presented in the architectural plans and their presence in compliance with DCP requirements will contribute towards reducing reliance on private motor vehicle travel. The location and number of bicycle parking spaces should be confirmed on the amended plans.
 - No information about the deliveries/loading and waste management have been included in the Traffic report. It is reported that *no changes are proposed to the existing refuse collection and loading arrangements via Kooloorra Avenue and the modification is expected to continue to operate satisfactorily*. Some information regarding future deliveries/loading arrangements, together with details of the delivery arrangements for the proposed development is required. This should include an analysis of future delivery frequency and the suitability of such servicing arrangements being from Kooloorra Avenue should be discussed. Servicing should be accommodated offstreet and it is required to demonstrate that the development can operate effectively without any reliance on an on-street loading bay.

Traffic Impact

- An indication of the traffic generation potential of the development proposal should be provided by reference to the *TfNSW Guide to Traffic Generating Developments, Section 3 - Landuse Traffic Generation (October 2002)*. Restaurant Trip Generation and the travel mode Surveys (car driver, taxi, car passenger and share/uber trips) should also be used to determine potential trip generation attributed to the restaurant component of the proposed development. This is not discussed in the traffic report.

Conclusion

The plans and the traffic report in their current form are unacceptable given the lack of relevant detail to base a traffic and parking impact assessment, as outlined above.

The proposal is therefore unsupported.

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

Recommended Traffic Engineer Conditions:

Nil.