

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:	23/01/2025
Responsible Officer	
Land to be developed (Address):	Lot 1 DP 909023 , 9999 The Esplanade FRESHWATER NSW 2096

Officer comments

Amended Comments relating to Amended Plans (21/01/2025)

The Traffic team has reviewed the following documents:

- Response to the Request for Information (RFI) prepared by TRAFFIX, dated November 15, 2024,
- Amended Traffic Impact Assessment report prepared by TRAFFIX, dated March 2023,
- Amended Master Set plans, Revision B, designed by BONUS + ASSOCIATES and dated November 14, 2024, and
- Loading Dock Management Plan (LDMP) prepared by TRAFFIX, dated November 2024.

In response to the Traffic Engineer Referral Response dated 10/11/2023, Traffix has provided additional information addressing each of the issues raised.

- The RFI states that the proposed café/restaurant will expand the existing café without altering its current operations, which include both table service and takeaway food and drink options. Consequently, the travel behaviour of staff and patrons related to the existing café is expected to remain consistent with that of the proposed café. To gain insights into the travel behaviour of café patrons, the consultant conducted travel mode surveys and headcount surveys on Sunday, November 3, 2024, from 10:00 AM to 2:00 PM.
- The travel mode survey found that for the average hourly usage of approx.6 patron maximum for the current cafe, there was a generated parking demand of some 0.48 spaces. This equates to a site-specific parking demand of 0.012 parking spaces per patron (0.48 parking space/41 patrons). With the application of this parking rate on the proposed additional 147 seats, the development could generate an additional parking demand of 2 parking spaces.
- The current café employs a maximum of six (6) staff members, while the proposed café will employ a maximum of twelve (12) staff members, resulting in an increase of six (6) staff members. According to the Request for Information (RFI), all staff members currently drive to work and park in the surrounding streets, as they arrive early in the morning when parking is more readily available. Therefore, if we assume that all staff members will continue to arrive by private vehicle and park in the surrounding streets, the addition of six (6) staff members would create a demand for six (6) additional parking spaces.

- In total, the proposed expansion is expected to generate a demand for an additional eight parking spaces, consisting of six for staff and two for patrons. Based on the surveys undertaken, it was concluded that in the vicinity of the site, there was an abundance of spare car parking spaces on both a typical weekday and weekend; users of the proposal therefore would likely be able to park their car in those locations.
- There are five public bicycle racks located to the east of the site, near the beach access. These racks are available for both patrons and staff to use.

Loading Dock Management Plan

- Traffix has provided a Loading Dock Management Plan (LDMP) dated November 2024. The LDMP outlines procedures for using the loading dock facilities and management strategies to ensure fair access for all users. A Loading Dock Manager (LDM), or a designated individual, will administer the plan and oversee the operation of the loading dock.
- Service vehicles access the development via the existing vehicular access driveway from Kooloora Avenue, entering in a forward direction. They will park in the loading bay located on level 1, perform a three-point turn, and reverse into the designated loading bay. Upon departure, service vehicles will exit the loading bay and egress onto Kooloora Avenue in a forward direction. The report includes swept path diagrams demonstrating satisfactory access to and from the site.
- The LDM will manage all servicing and deliveries for the café and restaurant. The café and restaurant team will communicate their loading dock usage requirements to the LDM. Waste and recycling collection will continue to be conducted using the Council's rear lift waste vehicle. The LDM will coordinate with the Council to confirm the regular collection periods for each waste stream, ensuring that waste collection times and frequency remain consistent with existing arrangements. The LDMP also includes indicative frequencies and types of deliveries.

Traffic generation

- The traffic generation of the proposal has been determined by considering the travel modal split. This approach will result in a net increase in traffic generation of 7 vehicle trips/hour. The proposal therefore will generate minimal vehicular traffic during the peak, and it will not have any unacceptable implications in terms of road network capacity performance.

Conclusion

Subject to conditions, the application can be supported on traffic grounds.

Comments dated 10/11/2023

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.
- 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 Kooloora 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.

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

Traffic Management

Traffic management procedures and systems must be in place and practised during the course of the project to ensure safety and minimise the effect on adjoining pedestrian and vehicular traffic systems. These procedures and systems must be in accordance with AS 1742.3 2009 Manual of Uniform Traffic Control Devices and Council's Development Control Plans.

Note: A plan of traffic management is to be submitted to and approved by the Principal Certifier.

Reason: To ensure pedestrian safety and continued efficient network operation.

Road Occupancy Licence (ROL) from Roads and Maritime Services

The developer shall apply for a Road Occupancy Licence (ROL) from the TfNSW Transport

Management Centre (TMC) prior to commencing work within the classified road reserve or within 100m of traffic signals. The application will require a Traffic Management Plan (TMP) to be prepared by a person who is certified with 'Prepare a Work Zone Traffic Management' accreditation or equivalent. Should the TMP require a reduction of the speed limit, a Direction to Restrict will also be required from the TMC.

Reason: To inform the relevant Roads Authority of proposed disruption to traffic flows.

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

Construction Traffic Management Plan

a 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 commencement of works. The CTMP to detail how the fitout and signage works will be undertaken and how pedestrian safety and amenity will be managed during the managed. 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 vehicular access and pedestrian safety are appropriately managed>
(DACTRDPC1)

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.

CONDITIONS TO BE COMPLIED WITH DURING DEMOLITION AND BUILDING WORK

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 TfNSW 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.

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.