

Traffic Engineer Referral Response

Application Number:	DA2024/1249
Proposed Development:	Alterations and additions including internal fit-out for use of premises as a pub and artisan food and drink industry
Date:	18/11/2024
Responsible Officer	
Land to be developed (Address):	Lot 1 DP 1170245 , 0 East Esplanade MANLY NSW 2095

Officer comments

Proposal description: Alterations and additions including internal fit-out for use of premises as a pub and artisan food and drink industry.

The proposal is for the alterations and additions to the existing vacant retail space at Manly Wharf, which was previously occupied by an Aldi supermarket until operations ceased in 2022. Key features of the proposed development include:

- change of use of vacant supermarket tenancy to a pub and micro-brewery with ancillary dining and occasional live performance;
- demolition of existing external staircase, office spaces, storage spaces, cool rooms, freezers, supermarket staff toilets and basement public toilets and amenities;
- internal fit-out including two bars, ancillary kitchen, small staff office, new toilets and amenities servicing customers and staff;
- new publicly accessible toilets and amenities for the convenience of all members of the public who visit Manly Wharf, including ferry commuters;
- an internal connection to provide controlled, secondary access for patrons who wish to make their way between the new premises and the existing Manly Wharf Hotel;
- installation of micro-brewing equipment;
- internal fit-out works including new wall linings, floor coverings, ceilings and acoustic treatments;
- a new vestibule to provide entry to the premises, with direct connections to the waterside wharf promenade, the basement via both lifts and stair, and a secondary access link to the existing Manly Wharf Hotel; and
- intermittent and occasional weekend markets inside the new premises, four Saturdays a year during daytime trading hours.

The traffic team has reviewed the following documents:

- Plans (Master Set) – designed by ACME, dated 15/04/2024,
- Transport Assessment report, Change of Use, Alterations and Additions to an Existing tenancy, Project Number 2435, prepared by JMT Consulting dated 15 May 2024, and
- Statement of Environmental Effects (SEE) prepared by Artemus Group, dated 9 August 2024.

Parking requirement

- It is noted that the proposed alterations and additions will not result in any significant changes to the existing external built form on the site.
- The proposed operating hours for the development align with those of the Manly Wharf Hotel. The hours are as follows: Monday to Wednesday and Sunday from 7 AM to midnight, and Thursday to Saturday from 7 AM to 1 AM. The estimated capacity is up to 700 customers, and it is anticipated that a maximum of 20 staff members will be employed.
- The Manly Development Control Plan (DCP) applies to the subject site. According to the DCP, pubs are required to provide one parking space for every 4 square meters of licensed floor area, which includes the bar, lounge, bistro, and beer garden areas. In addition, supermarkets must provide one parking space for every 25 square meters of gross floor area. Based on this regulation, the conversion of the Aldi tenancy to a pub and micro-brewery, which is approximately 700 square meters in size, would require an additional 147 parking spaces.
- The proposal does not aim to change the existing basement car park, which has 69 parking spaces (including 2 accessible parking spaces) and operates as a paid public facility. The car park is currently overseen by Wilson Parking.
- The parking shortfall spaces for the proposal are considered acceptable given that:
 - o the Manly DCP 2013 (section 3.2.5.1) states that a heritage item may be exempted from providing the required on-site car parking where conservation of the item depends on Council allowing the exemption. Additional car parking cannot be accommodated within Manly Wharf without significantly impacting its heritage fabric. Therefore, this clause of the DCP is pertinent to the development.
 - o section 4.2.5.4 of Manly DCP gives some exceptions to parking rates/ requirements 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. Due to space constraints in the basement, it is not feasible to add any additional parking spaces.
 - o some relaxation of DCP requirements in this location could also be considered to reduce traffic levels in the area, 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. Manly Wharf is located in a walkable town Centre with frequent bus services to other suburbs in the Northern Beaches. Because of this connectivity, the majority of Manly Wharf's customers, visitors and staff arrive via public transport and this pattern is expected to continue for the proposed development.
 - o There is no possibility of retrofitting car parking for this center, as it is designed to support a pedestrian-dominant environment in the CBD. The Manly Centre features several pedestrian-friendly areas, providing high-quality public spaces and ensuring easy access to key locations such as the ferry wharf and the beach. The main pedestrian routes through the center are along The Corso and Sydney Road, both of which are pedestrianised for much of their length. In 2016, the pedestrianised area of Sydney Road was extended westward to encompass the entire stretch between The Corso and Sydney Road. The footpaths adjacent to the roadways are well-constructed and generally in good condition, with pedestrian crossings available at most key points. Additionally, there is an established network of cycling routes that facilitate access within the center.
 - o The proposal to convert the supermarket tenancy into a pub and micro-brewery is expected to encourage a shift away from private vehicle travel compared to the previous use of the space. Since the premises will be licensed to serve alcohol and are located in the Manly town Centre, next to a major public transport hub, customers and visitors will likely opt for more sustainable forms of transportation, as

well as taxis or Uber services.

- o A car parking assessment has been conducted by the consultant, focusing on the anticipated travel behaviors of staff and visitors to the venue. The majority of customers and visitors to Manly Wharf currently arrive via public transport, and this trend is expected to continue with the proposed upgrade works. The planned use of the venue will primarily attract a walk-in audience and individuals travelling by public transport, taxi, or ride-share services (such as Uber), resulting in a low reliance on private vehicles.
- o According to the traffic report, there have been significant behavioral changes in the use of pubs and clubs. Notably, there has been an increase in random breath testing, improvements in public transport, and the introduction of point-to-point transport services like Uber.
- o There are several public car parking areas located within a 400-meter radius (about a 5-minute walk) of the site, including Manly National, Pacific Waves, Peninsular Carpark, and Whistler Street Carpark. Together, these facilities offer approximately 1,000 parking spaces. These off-street parking areas tend to be busiest during the daytime, especially when retail and commercial activities in the Manly town center peak, as well as during times when visitors travel to Manly Beach.
- o According to the traffic report, the proposed pub and microbrewery will mainly operate as a nighttime venue on weekends, resulting in high parking demand during those evening hours. This demand will occur outside the peak activity times in the broader town center, which usually allows for more available parking in nearby lots. In contrast, the previous Aldi tenancy generated traffic throughout the day, especially during busy daytime hours when visitor numbers in the Manly town Centre were at their highest.
- o It is noted that pick-up and drop-off services are available for private cars, taxis, and ride-share options from the East Esplanade Street frontage, and a dedicated taxi rank is located on Belgrave Street.
- o There are significant bicycle parking stations near Manly Wharf and throughout the Manly town center. The Wharf features bike parking facilities managed by the Council, located on East Esplanade. In total, there are over 100 public bicycle parking spaces nearby, available for use by both staff and visitors.

For the abovementioned reasons, it is considered acceptable that no additional car parking be provided as part of this proposal.

- Any businesses and/or retail tenants of the subject site are also not eligible for business parking permits. This condition is to be provided on the property Title.

Servicing

- According to the Traffic Report, the site servicing arrangements will remain consistent with current operations. It is not expected that the volume of loading and servicing activity will change significantly compared to what was generated by the former Aldi tenancy. The servicing needs for the proposed development are anticipated to be lower than those of the previous supermarket, which frequently received deliveries of fresh produce and other items throughout the day.
- The loading dock at Manly Wharf is accessible to service vehicles via the main vehicle entry ramp located at the intersection of East Esplanade and Wentworth Street. This loading dock can accommodate various vehicle sizes, including heavy rigid vehicles (HRVs) up to 12.5 meters in length. All deliveries to the Manly Wharf Hotel and its other tenancies will take place within this loading dock.

- The loading dock will continue to operate under a management plan following the introduction of the proposed pub and microbrewery.

Traffic Impact

- The proposal is not expected to increase traffic movements to and from the site. Most visitors will use public transport or walk, given the excellent access to public transport and the location of the site in the Manly town centre.
- Since the premises will primarily operate as a nighttime venue, with the highest visitation during weekend evenings, any additional traffic movements are unlikely to coincide with peak hours on the road network, which occur from 8 AM to 9 AM and 5 PM to 6 PM on weekdays. Therefore, the impact on road network performance related to any increased traffic from the proposal would be minimal.
- Furthermore, many customers who previously visited the former Aldi supermarket would have driven their cars for weekly shopping trips. In contrast, the proposed pub and microbrewery will primarily attract visitors arriving through sustainable transport options or via taxi or rideshare services like Uber.

As a result, the proposal is not expected to have any adverse impacts on the surrounding road network.

Conclusion

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

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.

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.

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 a Transport for NSW accredited person and submitted to and approved by the Northern Beaches Council Traffic Team prior to issue of any Construction Certificate.

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.
- Where access is required across private property not in the direct ownership of the proponent, such as a private road/driveway, community title road or right of way, the CTMP is to include:
 - Evidence of the legal right and terms to use the access route or provide owners consent from the owners/strata/community association.
 - Demonstrate that direct access from a public space/road is not viable for each stage of works.
 - An assessment to be carried out of the physical constraints of the Right of Carriageway to determine the maximum size of vehicle that may access the site via the Right of Carriageway during construction.
 - Unless owner/strata/community associations consent is obtained, vehicles are not to exceed 24 tonnes or 7.5 metres in length (an assessment must be undertaken that the surface is capable of supporting up to 24 tonnes, otherwise the weight limit should be reduced in the CTMP). If consent is obtained, a copy must be included in the CTMP.
 - No construction vehicles, materials or plant are to be located or parked in the private road/driveway, community title road or right of way.
 - How any disruption to other users of the private road/driveway, community title road or right of way will be minimised and all users kept informed of likely disruption where the access will be closed or blocked for any given time.
 - If trees are located within or overhang the access route, a tree protection plan prepared by an Arborist with minimum AQF Level 5 in arboriculture demonstrating how any trees within the Right of Carriageway will be protected from damage by construction vehicles. Should any tree protection measures be required on private land in accordance with AS4970-2009 Protection of trees on development sites, owner's consent must be obtained.

- A Dilapidation report, including photographic surveys, of the private road/driveway/right of way must be included prior to any works commencing on the site. The report must detail the physical condition of the private road/driveway/right of way, and any other adjacent private property assets (including trees) or adjacent public property that may be adversely affected by vehicles servicing the development site to undertake works or activity during site works.
 - A requirement for Post-Construction Dilapidation Reports, including photos of any damage evident at the time of inspection, to be submitted after the completion of works and prior to the Occupation certificate. The report must:
 - Compare the post-construction report with the pre-construction report,
 - Clearly identify any recent damage or change to the private road/driveway/right of way and whether or not it is likely to be the result of the development works,
 - Should any damage have occurred, identify remediation actions taken.
 - Be submitted to Council with the Occupation Certificate.
- 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 any 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 public 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 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.

A copy of the approved CTMP must be kept on-site at all times while work is being carried out.

The development is to be undertaken in accordance with the Construction Traffic Management Plan approved by Northern Beaches Council Traffic Team.

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

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.
- Specify that, due to the proximity of the site adjacent to ##### School, no heavy vehicle movements or construction activities effecting vehicle and pedestrian traffic are permitted in school zone hours (8:00am-9:30am and 2:30pm-4:00pm weekdays).

- Include a Traffic Control Plan prepared by an TfNSW 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 TfNSW 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 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.

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.

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.

Retail Premises Parking Permits

Any businesses and/or tenants of the subject site are not eligible for business parking permits. This condition is to be provided on the property Title.

Reason: to ensure businesses premises/tenants are aware that they are not entitled to permits irrespective of the location of the development within a permit parking area.