

TRAFFIC AND PARKING IMPACT ASSESSMENT OF THE PROPOSED CHANGE OF USE TO FUNERAL PARLOUR AT 37 OCEAN STREET, WOOLLAHRA



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Development Type: Proposed Change of use to Funeral Parlour

Site Address: 37 Ocean Street, Woollahra

Prepared for: JCP Construction

Document reference: 210675.01FB

| Status | Issue | Prepared By | Checked By | Date |
|--------|-------|-------------|------------|--------------------------------|
| Draft | Α | SI / LS | | 16 th August 2021 |
| Final | Α | LS | ММ | 16 th August 2021 |
| Final | В | LS | | 26 th November 2021 |

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1 INTRODUCTION

M^cLaren Traffic Engineering was commissioned by *JCP Construction* to provide a Traffic and Parking Impact Assessment of the Proposed Change of use to Funeral Parlour at 37 Ocean Street, Woollahra as depicted in **Annexure A**.

1.1 Description and Scale of Development

The proposal involves the change of use of an existing art gallery into a funeral parlour. The existing development has the following characteristics relevant to traffic and parking:

- o 188.7m² GFA Art Gallery on ground floor;
- Two-bedroom Residential dwelling on Level 1;
- No on-site car parking provided however vehicular access to the site can be achieved via Kilminster Avenue.

The proposed development has the following characteristics relevant to traffic and parking:

- Fit out the existing 188.7m² GFA ground floor area as a Funeral Home;
- Cease the residential use of the first floor area, where that area will be unutilised as part of this proposal.

Vehicular access to the site will be maintained via Kilminster Lane, providing access to one (1) at-grade staff car parking space as well as one (1) loading space associated with the proposed funeral home use.

1.2 State Environmental Planning Policy (Infrastructure) 2007

The proposed development does not qualify as a traffic generating development with relevant size and/or capacity under *Clause 104* of the *SEPP (Infrastructure) 2007*. Accordingly, formal referral to Transport for New South Wales (TfNSW) is unnecessary, and the application can be assessed by *Woollahra Municipal Council* officers accordingly.

1.3 Site Description

The site is currently zoned R2 – Low Density Residential under the Woollahra Local Environmental Plan 2014 and is currently occupied by the existing mixed-use development of an art gallery of 188.7m² area and two-bedroom dwelling with no existing on-site parking provided. The site has frontages to Ocean Street to the west and Kilminster Lane to the east.

The site is generally surrounded by low to medium density residential dwellings with Woollahra Public School located north of the site on Forth Street. The *Emanuel Synagogue* is located south of the site on Ocean Street.

The site is the subject of the following existing approvals which have not yet been implemented:

 DA490/2016 - Approved 13 May 2017, for the alterations and additions to the existing building including ground floor, first and second floor additions, internal configuration, new garage with loft above.



• DA523/2017 - Approved 31 September 2017, for new basement storage under the approved garage.

As these approvals are yet to be implemented, the existing development of the site will be considered as the art gallery use approved under DA2013-215. It is noted that under this approval, the subject site was approved with three (3) car parking spaces. However, the current operations of the site, as well as a courtyard and vegetation being planted in locations where the car parking should be, indicates that no on-site parking was operational. Accordingly, the existing site will be considered as having nil (0) car parking spaces for the purposes of this assessment.

1.4 Site Context

The location of the site is shown on an aerial photo and a street map in **Figure 1** and **Figure 2** respectively.

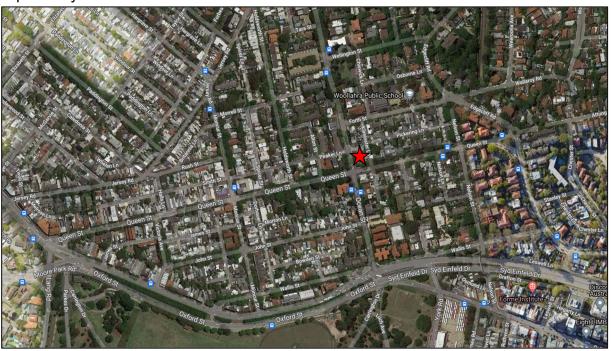




FIGURE 1: SITE CONTEXT - AERIAL PHOTO







FIGURE 2: SITE CONTEXT - STREET MAP



2 EXISTING TRAFFIC AND PARKING CONDITIONS

2.1 Road Hierarchy

The road network servicing the site has characteristics as described in the following subsections.

2.1.1 Ocean Street

- TfNSW Unclassified REGIONAL Road (No. 7330);
- Approximately 13m wide carriageway facilitating one (1) traffic flow lane in each direction and kerbside parking;
- Signposted 50km/h speed limit;
- Parking restrictions as follows:
 - Signposted "Bus Zone" along the site frontage;
 - Signposted "No Parking" between 6:30_{AM}-9:30_{AM} along both sides of the road;
 - Signposted "1/2hr Parking" between 9:30_{AM}-6:00_{PM}, Monday to Friday & 8:30_{AM}-12:30_{PM}, Saturday along both sides of the road;
 - Signposted time-restricted "Loading Zone" within part of the southbound kerbside lane.

2.1.2 Kilminster Lane

- Unclassified LOCAL Road;
- Approximately 4m wide carriageway. Traffic flow is restricted to one-way at a time due to constrained road width;
- No speed limit signposted. Default 50km/h speed limit applies;
- Signposted "No Parking" restrictions.

2.1.3 Forth Street

- Unclassified LOCAL Road:
- Approximately 13m wide carriageway facilitating one (1) traffic flow lane in each direction and kerbside parking;
- Signposted 50km/h speed limit;
- 40km/h speed limit applies during school zone hours;
- Generally, unrestricted kerbside parking within close proximity to the site. To the east
 of the site, parking restrictions as follows apply:
 - Signposted "Bus Zone" between 8:30_{AM}-9:30_{AM} and 2:30_{PM}-3:30_{PM}, Thursday
 & Friday School Days Only, along Woollahra Public school site frontage;
 - Signposted "No Parking" between 8:00_{AM}-9:30_{AM} and 2:30_{PM}-4:00_{PM}, School Days, along both sides of the road within close vicinity of the site.



2.1.4 Queen Street

- Unclassified Collector Road;
- Approximately 13m wide carriageway facilitating one (1) traffic flow lane in each direction and kerbside parking;
- Signposted and linemarked 50km/h speed limit;
- Parking restrictions as follows:
 - Signposted "1/2hr Parking" between 9:30_{AM}-6:00_{PM}, Monday to Friday & 8:30_{AM}-12:30_{PM}, Saturday along both sides of the road within close vicinity of the site:
 - Signposted "2hr Parking, Permit Holders Excepted" between 8:00_{AM}-6:00_{PM},
 Monday to Friday.

2.2 Existing Traffic Management

- Signalised controlled intersection of Ocean Street / Queen Street;
- Signalised controlled intersection of Ocean Street / Forth Street;
- GIVE-WAY SIGN controlled intersection of Killminster Lane / Forth Street;
- Priority controlled intersection of Killminster Lane / Queen Street.



2.3 Public Transport

The subject site has access to existing bus stop (ID: 202527) located on the site frontage to Ocean Street and bus stop (202528) located approximately 70m walking distance to the south of the site. Together, these bus stops services existing bus Routes 200 (Bondi Junction to Gore Hill), 328 (Bondi Junction to Darling Point via Edgecliff), 388 (Paddington to Bondi Junction) and 389 (Bondi Junction to Pyrmont) provided by State Transit (200, 328, 388) and Transit Systems (389).

Bondi Junction Train Station is located 1km walking distance to the east of the subject site, servicing the T4 – Eastern Suburbs & Illawarra Line and the South Coast Line.

The location of the site subject to the surrounding public transport network is shown in **Figure 3**.

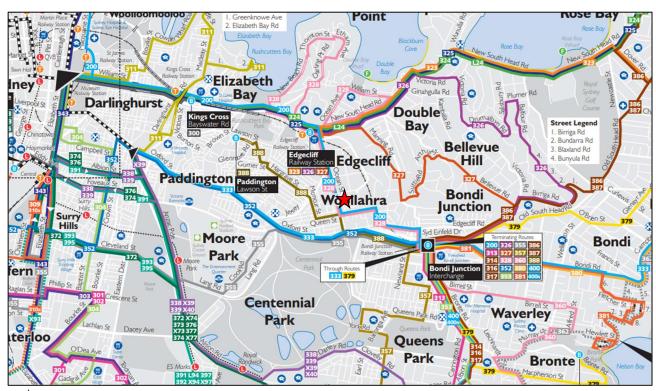




FIGURE 3: PUBLIC TRANSPORT NETWORK MAP

2.4 Future Road and Infrastructure Upgrades

From *Woollahra Municipal Council* Development Application tracker and *TfNSW* projects website, it appears that there are no future planned road or public transport changes that will affect traffic conditions within the immediate vicinity of the subject site.



3 PARKING ASSESSMENT

3.1 Council DCP Parking Requirement

3.1.1 Proposed Development

Reference is made to the Woollahra Development Control Plan (DCP) 2015 Part E: General Controls for All Development, Chapter E1 Parking and Access which designates the following car parking rates applicable to the proposed development:

Business Premises

Minimum parking generation rate – 2.5 spaces per 100m²

It is important to note that a "Funeral Home" is defined as a Business Premises in accordance with the following definition from the *Woollahra Local Environmental Plan 2014*:

business premises means a building or place at or on which-

banks, post offices, hairdressers, dry cleaners...

- (a) an occupation, profession or trade (other than an industry) is carried on for the provision of services directly to members of the public on a regular basis, or
- (b) a service is provided directly to members of the public on a regular basis, and includes a funeral home and, without limitation, premises such as

Table 1 presents the parking requirements of the proposal according to the Council's above car parking rates.

TABLE 1: DCP PARKING RATES

| Land Use | Scale | Rate | Spaces Required | Spaces Provided |
|----------------------|-------------------------|---|--------------------|---|
| Business Premises | 188.7m ² GFA | Minimum of 2.5 spaces per 100m ² | 4.72 (5) | Total of 2 spaces (1 parking space; 1 loading bay) |

As shown, strict application of the DCP rates for the proposed development requires the provision of five (5) car parking spaces for the business premises and a maximum of one (1) residential car parking space. The proposed plans detail the provision of two (2) car parking spaces for the business premises, resulting in a numerical shortfall of three (3) parking spaces from Council's DCP requirements.

3.1.2 First Principles Assessment for Proposed Use

Whilst the above DCP rates and requirements do apply to the proposed development, an alternative method of assessing an expected peak car parking demand is through first-principles analysis by using the details regarding the proposed operations of the funeral home.



Reference is made to the Statement of Environmental Effects – Proposed Change of Use and Fit Out to the Ground Floor for the purpose of a Funeral Home – 37 Ocean St, Woollahra prepared by The Planning Hub, (henceforth referred to as "Funeral Home SEE") which is to be submitted to Council as part of this Development Application. The Funeral Home SEE states the following regarding the proposed operation of the site:

Whilst the non-residential use is defined as a funeral home, the use is primarily an office for a funeral home business associated with the arrangement of funerals and memorials, and not a body holding or preparation facility. There would be occasional private viewings of the deceased at the premises for private viewings.

It is envisaged that viewings will be conducted at the premises on a sporadic basis where it is expected that 3-4 people would attend a private viewing for up to 30 mins. The maximum number of attendees would be limited to 10 per private viewing

The business is envisaged to employ 2 full time staff who will be present during normal operating hours

The peak parking demand for the proposed development is expected to occur during times when private viewings are being undertaken. Up to two (2) full time staff will already be on site prior to such viewings occurring.

Based on our experience, a reasonable car parking demand rate for attending visitors of 1 space per 3 visitors is considered reasonable, as it is considered that people would likely attend the private viewings in groups who would travel together such as close family members.

For staff members, it is considered reasonable that an approximate car parking demand of 1 car parking space per 2 staff would be appropriate, which allows for alternative methods of transportation such as public transport, active transport or carpooling.

During a peak hour of operations, it could be expected that the site will contain the following:

- Two staff on-site (1 space);
- A loading vehicle within the loading bay;
- Up to 10 visitors at a private viewing (up to 4 car parking spaces).

As the occurrence of private viewings is proposed to be on a "sporadic basis", it is considered highly unlikely that another private viewing would occur within the same hour as another or during a period where the parking of two different private viewings would overlap. As such, it is expected that the peak hour parking demand for the proposed funeral home will be five (5) car parking spaces as well as a vehicle present within the on-site loading bay. This corresponds with the required parking provision determined through the Councils DCP requirements.



3.1.3 Change of Use Considerations

Reference is made to the Woollahra Development Control Plan (DCP) 2015 Part E: General Controls for All Development, Chapter E1 Parking and Access which states the following requirements when a development represents a change in use:

E1.5.1 Calculating required parking for non-residential uses

Change of use

Where there is an intensification of parking based on the parking rates of this chapter, the amount of parking required will equal the difference between the parking generated by the proposed development and the parking generated by the current use as calculated by the rates in this chapter.

Accordingly, the car parking requirements for the proposed development are dependent on the approved car parking requirements and provision for the existing art gallery development. The existing art gallery development does not have an applicable car parking rate available within the Woollahra DCP 2015.

Therefore, the parking required for the existing development will be determined through a first principles assessment. The Statement of Environmental Effects (SEE) for the art gallery that formed part of the development approval (under DA2013-215) quotes the following points regarding the art gallery operation.

It is anticipated that there will be two (2) full time employees and one (1) part time employee on any given day. Additional casual staff in the form of waiters will be present during the extended evening talks and gallery openings.

Extended hours to 8pm are proposed on Fridays to accommodate evening talks/seminars to be held on site, which is likely to attract 10-15 people.

In addition, special event nights are expected to be held on site every fortnight on a Thursday or Friday evening, which will require the gallery to be open to 9.00pm. It is expected that special event nights will attract up to 30 people.

For staff members, it is considered reasonable that an approximate car parking demand of 1 car parking space per 2 staff would be appropriate, which allows for alternative methods of transportation such as public transport, active transport or carpooling. During the described events, it is expected that the two (2) full time staff, one (1) part time staff and two (2) waiters would be at the events (as the SEE identifies the plural "waiters"), for a total of 5 staff.

Similar to the assessment of the funeral home visitors, it is considered reasonable that a car occupancy rate of approximately 1 car per 3 visitors. Accordingly, for a weekly event of up to 15 guests, the peak parking demand could be expected to be eight (8) car parking spaces



(2.5 staff spaces [rounded to 3] plus 5 guest spaces). Similarly, for a fortnightly event of up to 30 guests, the peak parking demand could be expected to be 13 car parking spaces (3 staff, 10 guests). These peak parking demands both exceed the proposed car parking requirement of five (5) spaces for the funeral home use as determined through either DCP rates or a first principles assessment.

Accordingly, it is expected that the peak car parking demand of the proposed development will be less than that of the existing development, which provided nil (0) car parking spaces. Therefore, the proposed car parking provision is considered acceptable.

3.2 Disabled Parking

The Woollahra Council DCP does not outline disabled car parking rates but instead details that accessible parking spaces are to be provided in accordance with Part D3.5 of the Building Code of Australia. As such, reference is made to *Table D3.5* of the *Building Code of Australia* (BCA) as part of the *National Construction Code 2019* (NCC) which categorises a funeral home as a Class 6 building and therefore requires the provision of disabled car parking at a rate of:

Class 6 1 space for every 50 carparking spaces or part thereof.

The proposed development does not provide any car parking spaces allocated to the funeral home use, but instead provides a loading bay for vehicles to transport the deceased to and from the funeral home. In accordance with the BCA requirements, nil (0) disabled car parking spaces are to be provided for the funeral home, complying with the BCA requirements. With consideration for the existing residential dwelling on the site, the BCA does not provide disabled car parking rates for residential dwellings. Typically, a disabled parking space is only provided if a residential dwelling is an adaptable or accessible dwelling. As the existing residential dwelling is not either of these, the existing provision of nil (0) disabled car parking spaces is proposed to remain unchanged.

3.3 Bicycle & Motorcycle Parking Requirements

3.3.1 <u>Bicycle Parking Requirements</u>

Reference is made to the Woollahra Development Control Plan (DCP) 2015 Part E: General Controls for All Development, Chapter E1 Parking and Access which designates the following bicycle parking requirements applicable to the proposed development:

E1.6.1 Calculating required bicycle parking

Change of use

Where there is an intensification of parking based on the parking rates of this chapter, the amount of parking required will equal the difference between the parking generated by the proposed development and the parking generated by the current use as calculated by the rates in this chapter.

Alterations and additions



For proposals involving additional floor space, required parking shall be calculated using the rate specified in this chapter.

TABLE 4 Bicycle parking rates - Minimum Bicycle Parking Rates

Office / business premises

Customers / Visitors - 1 per 400m2 GFA

For considerations regarding the change of use of the site, it is noted that the Woollahra DCP 2015 does not provide parking rates such that a potential "intensification of parking based on the parking rates of this chapter" is unable to be undertaken. In the absence of such rates, that assessed peak car parking demand for the art gallery in **Section 3.1.3** is considered to provide a reasonable indication of the change in intensity between the existing and proposed uses.

As the peak car parking demand of the existing art gallery is estimated to be higher, it can be concluded that the art gallery was a more intensive use for car parking which can be equally considered for bicycle parking. Therefore, as the existing provision of nil (0) bicycle spaces is estimated to operate with a higher intensity or demand for bicycle parking, the proposed nil (0) provision of bicycle parking for the proposed funeral home is considered acceptable.

Reference is made to the *Woollahra Development Control Plan* (DCP) 2015 Part E: General Controls for All Development, Chapter E1 Parking and Access which designates the following motorcycle parking requirements applicable to the proposed development:

Change of use

Where there is an intensification of parking based on the parking rates of this chapter, the amount of parking required will equal the difference between the parking generated by the proposed development and the parking generated by the current use as calculated by the rates in this chapter.

Controls

C1 Developers shall provide a minimum of 1 motorcycle parking space per 10 car spaces for all types of development.

Accordingly, as the proposed development provides one (1) car parking space and does not represent an intensification of use, the proposed development requires the provision of nil (0) motorcycle spaces. The proposed development provides nil (0) motorcycle spaces, complying with Councils DCP requirement.



3.4 Servicing & Loading

The *Woollahra DCP 2015* does not provide strict rates of loading bay provision for developments, and instead details that a minimum of one loading bay would generally be required for most developments, with each development assessed on a case by case basis.

The proposed funeral home development provides a loading space with access via Kilminster Lane where it has been advised that the largest vehicle to access the site will be a Hyundai iLoad van. As such, the loading bay is able to accommodate vehicles up to and including the Australian 99.8th percentile light vehicle (B99). Loading vehicles will be internally managed so that one (1) vehicle is servicing the site at any time to avoid any internal conflicts.

With regards to waste collection, It is expected that site will be serviced by Council's waste collection services from the Kilminster Lane frontage, similar to existing operations.

3.5 Car Park Design & Compliance

The car parking layout as depicted in **Annexure A**, has been assessed to achieve the relevant clauses and objectives of *AS2890.1:2004*. Any variances from standards are addressed in the following subsections including required changes, if any. Swept path testing has been undertaken and the results are reproduced within **Annexure B** for reference.

The proposed car parking and vehicular access design achieves the following:

- Staff car parking space with dimensions of 6.9m length and 3.5m width between high obstructions.
- B99 loading bay with dimensions of 3m width between high obstructions and 6.0m length;
- Minimum of 2.38m headroom available within the funeral home loading bay.

3.5.1 Staff Space Linemarking

During construction, the staff car parking space is to be linemarked with a length of 6.0m measured from the courtyard located at the western end of the space. This will improve vehicular access for the site.

Whilst the plans have been assessed to comply with the relevant standards, it is usual and expected that a design certificate be required at the Construction Certificate stage to account for any changes following the development application.



4 TRAFFIC ASSESSMENT

The impact of the expected traffic generation levels associated with the subject proposal is discussed in the following sub-sections.

4.1 Traffic Generation and Impact

In the first instance, it is typical engineering practice that applicable traffic generation rates for the relevant land uses from the *RTA Guide to Traffic Generating Developments October 2002* (Guide) as adopted by Transport for New South Wales (TfNSW) and recent supplements would be utilised. However, the TfNSW Guide does not provide applicable traffic generation rates for either the existing art gallery or proposed funeral home. As such the traffic generation for each use will be determined through first-principles analysis.

4.1.1 Existing Peak Traffic Generation – Art Gallery

The details of the events utilised for the first-principles assessment of the existing car parking demand in **Section 3.1.3** will be similarly utilised for peak traffic generation purposes. That is, there will be up to five (5) staff members on site during evening events (two (2) full time staff, one (1) part time staff and two (2) waiters). Up to 15 guests were expected to attend weekly events and up to 30 guests expected to attend fortnightly events.

For the purposes of traffic generation, the two (2) full time staff and one (1) part time staff would already be on-site prior to the event due to working during the day. However, the two (2) waiters could be expected to arrive just prior to an event starting. For conservative purposes, it will be assumed that each travel via their own cars. With regards to visitors, the car parking occupancy rate of 1 car per 3 guests will again be utilised. It can be reasonably expected that all guests will arrive during the same peak hour. Whilst a duration of these events was not specified, it is considered likely that an event would last for at least an hour, such that vehicles would not leave in the same hour that they travelled to the site.

Therefore, the existing traffic generations for each event type are detailed below:

- Weekly Event 2 staff trips entering plus 5 guest vehicles entering = 7 trips;
- Fortnightly Event 2 staff trips entering plus 10 guest vehicles entering = **12 trips**.

4.1.2 Proposed Traffic Generation – Funeral Home

The details of the events utilised for the first-principles assessment of the existing car parking demand in **Section 3.1.2** will be similarly utilised for peak traffic generation purposes. That is, there will be two (2) staff members on site during the day. Up to 10 visitors are proposed to attend for private viewings. Similar to the first-principles car parking demand assessment, it is considered reasonable that a car occupancy rate of approximately 1 car per 3 visitors is utilised.



During a peak hour of operations, the following events could be expected to occur:

- Loading vehicle enters carrying coffin (1 trip entering);
- Up to 10 guests arrive for a private viewing (4 trips entering);
- Private viewing of up to 30 minutes occurs;
- Up to 10 guests leave the site (4 trips exiting);
- Loading vehicle leaves carrying coffin (1 trip exiting);
- Total of 10 trips (5 in; 5 out)

As the occurrence of private viewings is proposed to be on a "sporadic basis", it is considered highly unlikely that another private viewing would occur within the same hour as another. As such, it is expected that the peak hour traffic generation the proposed funeral home will be 10 vehicle trips (5 in; 5 out). This is comparable to the expected peak hour traffic generations of the existing art gallery and its weekly events (proposed has three (3) more trips) and fortnightly events (proposed has two (2) less trips).

4.1.3 Traffic Impact

This level of traffic will have no adverse effect on any nearby intersections and can be readily accommodated within the existing road network with minimal impact in terms of traffic flow efficiency and road safety considerations.

Indeed, the computer models that are available to assess these impacts are not sensitive to such small changes and it may be concluded that the road network will operate with no change in the existing levels of service. In this regard, the proposed funeral home use of the site is a low-order traffic use and the proposed development is supportable in terms of its traffic impacts.



5 CONCLUSION

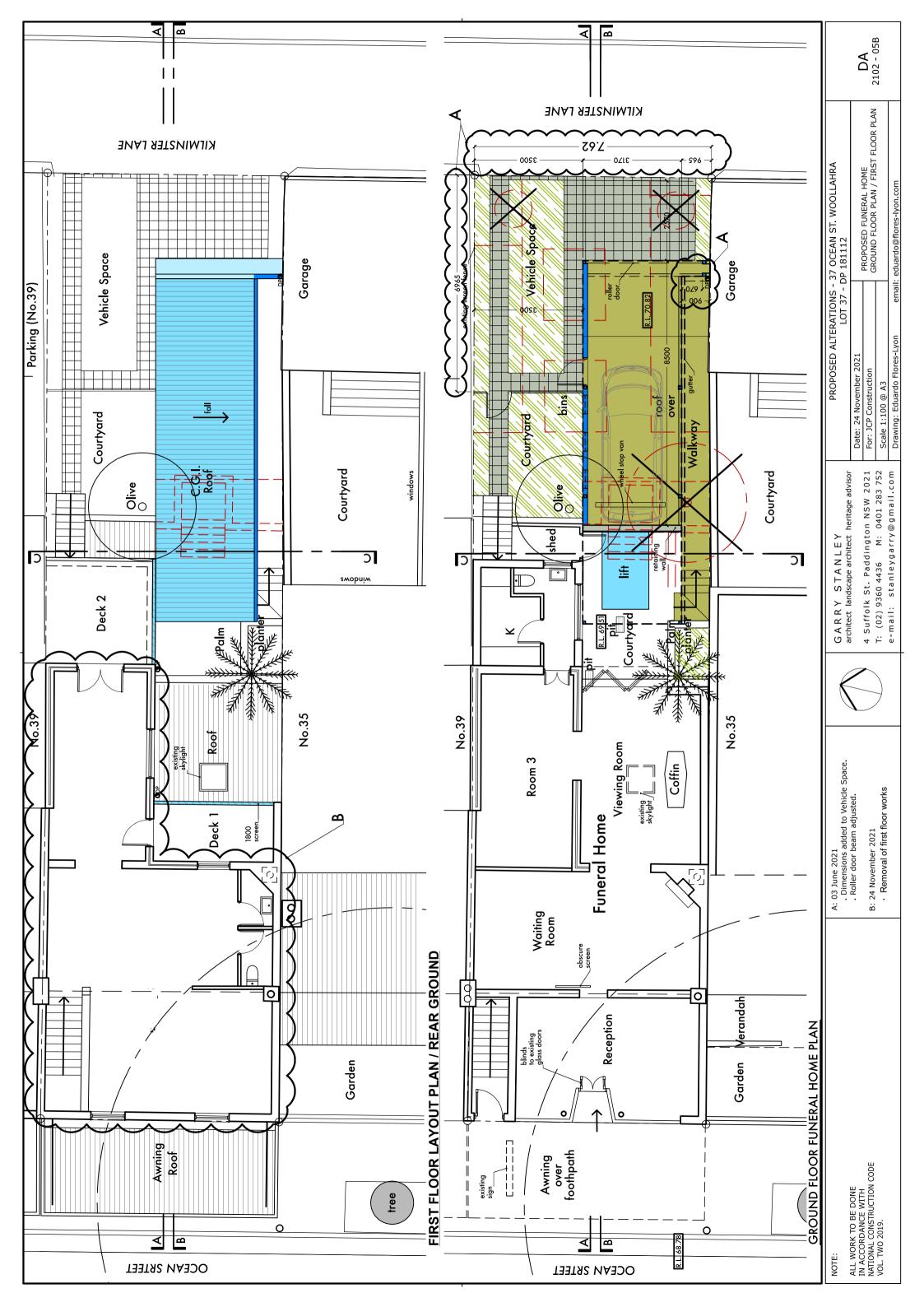
The following outcomes of this traffic and parking impact assessment are relevant to note:

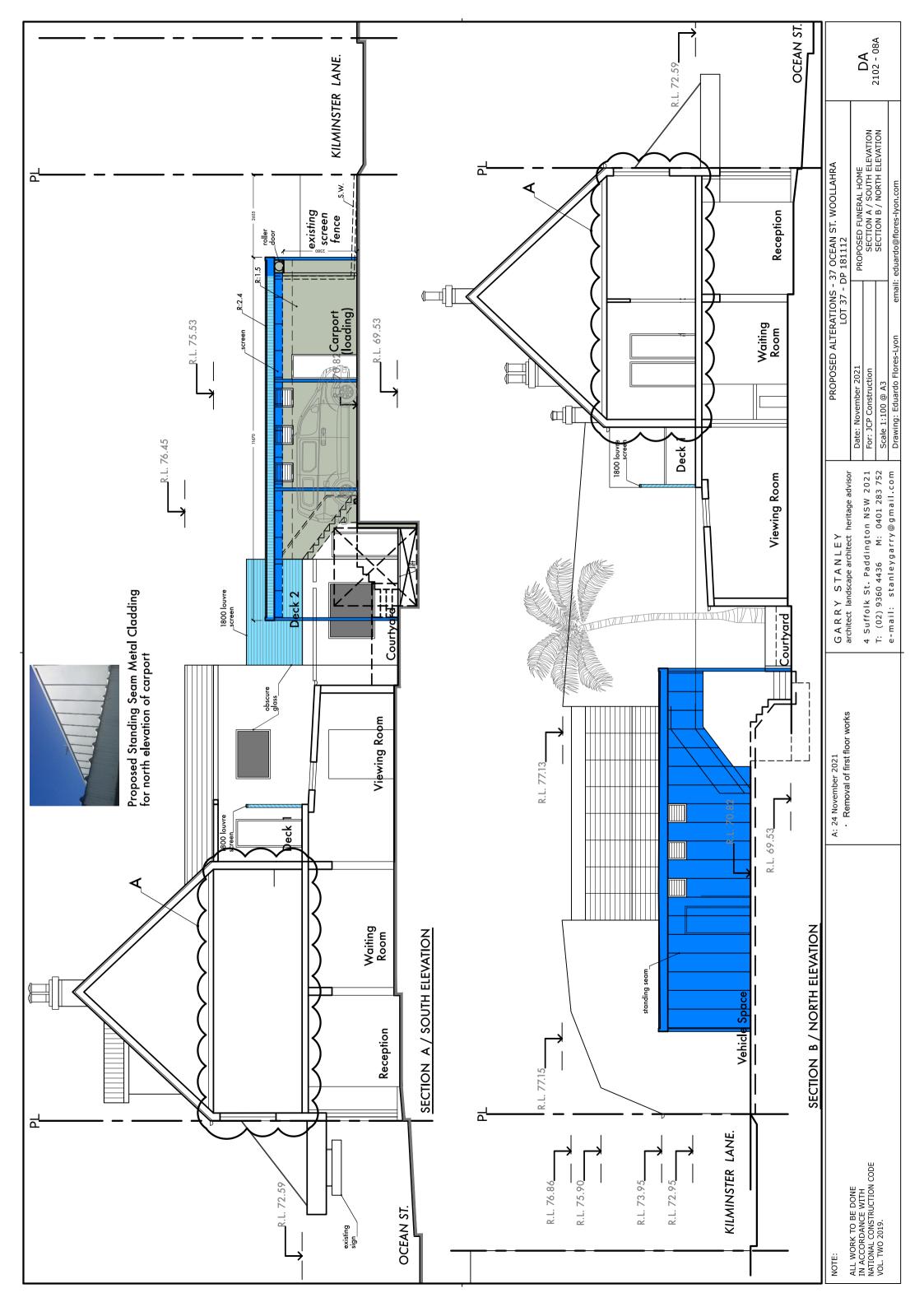
- The proposed change of use includes the provision of one (1) staff car parking space and one (1) loading bay with access provided via Kilminster Lane. The DCP requirements for the site requires the provision of five (5) car parking spaces, resulting in a numerical shortfall of three (3) spaces from the DCP requirements.. With consideration to the existing operation of the development, the proposed development is expected to operate with a lower peak parking demand than the existing operation. In addition the proposed development provides parking, which is a significant improvement over existing operations. Accordingly, the proposed development is considered to result in a more favourable parking outcome such that the proposed car parking provision is considered acceptable.
- The proposed change of use development does not represent an intensification of use such that Council's DCP does not require the provision of bicycle and motorcycle parking facilities.
- The parking areas of the site have been assessed against the relevant sections of AS2890.1:2004 and have been found to satisfy the objectives of this standard with any required changes outlined in Section 3.5.1. Swept path testing has been undertaken and the results are reproduced within Annexure B.
- The total traffic generation of the proposed development has been estimated from a
 first-principles analysis to be some 10 peak hour vehicle trips (5 in; 5 out). This is
 comparable to the expected peak hour traffic generations of the existing art gallery
 and its weekly events (proposed has three (3) more trips) and fortnightly events
 (proposed has two (2) less trips).
- The variations in traffic generated by the proposed development from the existing operations are minimal and will not adversely affect the performance of nearby critical intersections or the existing road network, particularly in terms of Level of Service, traffic flow efficiency, residential amenity and road safety considerations.

In view of the foregoing, the subject Proposed Change of use to Funeral Parlour proposal at 37 Ocean Street, Woollahra (as depicted in **Annexure A**) is fully supportable in terms of its traffic and parking impacts.



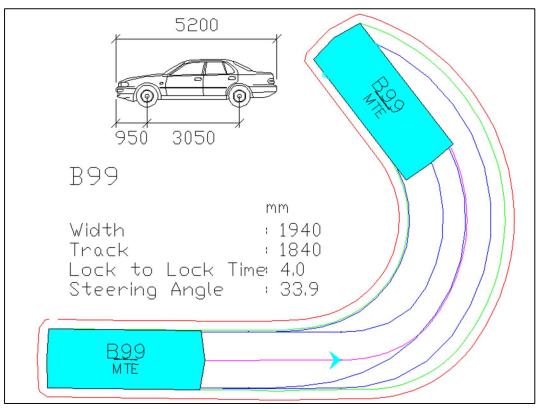
ANNEXURE A: PROPOSED PLANS (2 SHEETS)





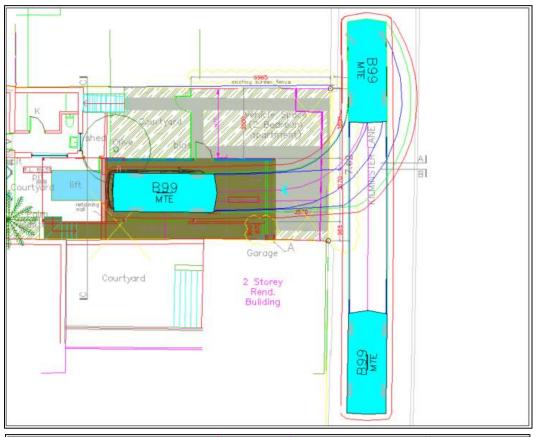


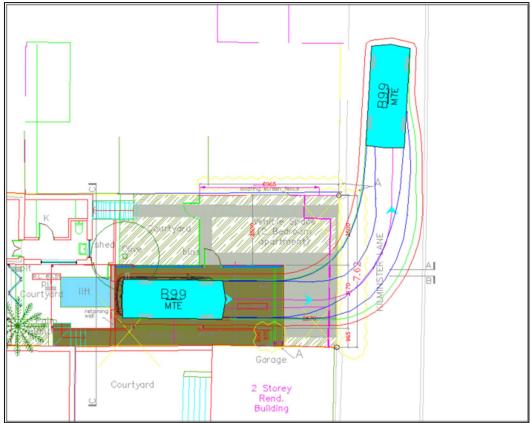
ANNEXURE B: SWEPT PATH TESTING (3 SHEETS)



AUSTRALIAN STANDARD 99.8TH PERCENTILE SIZE VEHICLE (B99)

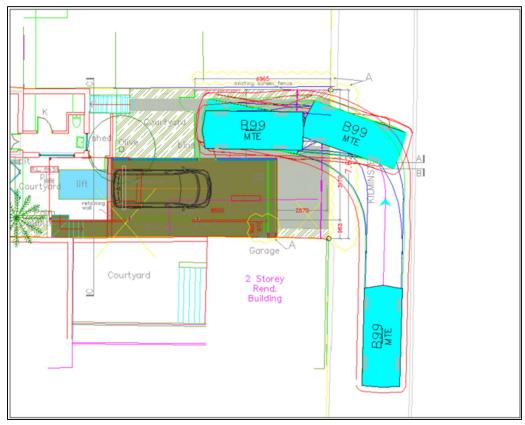
Blue – Tyre Path Green – Vehicle Body Red – 300mm Clearance

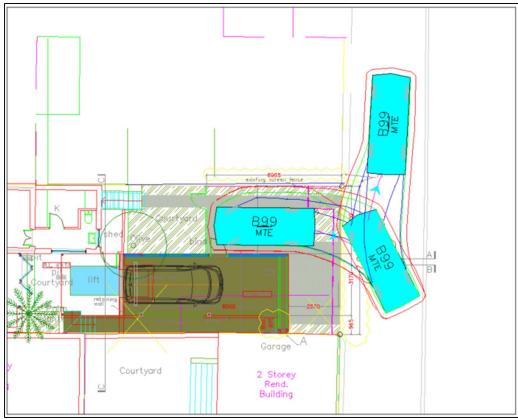




B99 LOADING BAY ENTRY AND EXIT

2 Manoeuvres Reverse IN / 1 Manoeuvre Forward OUT **Successful** – subject to staff space being linemarked with 6m length





B99 RESIDENTIAL SPACE ENTRY AND EXIT
3 Manoeuvres Forwards IN / 2 Manoeuvres Reverse OUT
Successful