



GEOLYSE

**TRAFFIC STUDY
IN SUPPORT OF A PLANNING PROPOSAL**

AMENDMENT OF THE ORANGE LOCAL ENVIRONMENTAL PLAN 2011

**PREPARED FOR
ALCEON GROUP PTY LTD ATF ORANGE RETAIL TRUST**

MARCH 2016

• Civil, Environmental & Structural Engineering • Surveying • Environmental • Planning • Architecture

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The preparation of this report has been in accordance with the project brief provided by the client and has relied upon the information, data and results provided or collected from the sources and under the conditions outlined in the report.

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Introduction

1.1 BACKGROUND

Geolyse has been commissioned by Alceon Group Pty Ltd ATF Orange Retail Trust to prepare a Traffic Study to support a Planning Proposal to amend the *Orange Local Environmental Plan 2011* (LEP). The specific amendment sought is a change to the maximum building height restriction currently applying to part of the land located at Lot 564 DP776383, also known as 212-220 Summer Street, Orange.

The amendment to the LEP would enable the future development of a five storey building (approximately 20 metres in height above natural ground level) designed to accommodate 40 twin key apartments together with a basement housing 44 car parking spaces. This proposed future development would affect an approximately 1,151 square metre portion of the host lot.

1.2 SCOPE OF THIS REPORT

This report has been prepared in accordance with the NSW Road and Traffic Authority's (RTA) *Guide to Traffic Generating Developments* (RTA Guide) and is provided in the following format.

- **Section 2** of this report provides a description of the subject site and its locality, outlines the proposed development and details the legislative framework applicable to the subject site and proposed development.
- **Section 3** provides an assessment of traffic impacts.
- **Section 4** provides a conclusion to the study.

Site, Development and Legislation

2.1 SUBJECT SITE AND LOCALITY

The subject site is formed of part of Lot 564 DP776383 fronting Anson Street, Orange.

Lot 564 is also known as 212-220 Summer Street and is located within the core of the Orange Central Business District (CBD), bounded by Summer Street to the north, Anson Street to the west and Kite Street to the south. The lot houses the Orange City Centre, which incorporates two large format department stores (Myer and Big W) together with a range of specialty shops. The Myer tenancy particularly is considered to form a key anchor to the economic viability of the Orange CBD (Leyshon, 1997).

Pedestrian access to Lot 564 is available from Summer and Anson Streets and vehicular access and egress to a 414 (421 credit) space underground car parking area is available from Kite Street.

The surrounding locality is characterised by a range of commercial land uses and is highly developed with varying scale and built form reflective of its status within the Orange Central Heritage Conservation Area.

The Planning Proposal that this traffic study supports proposes an amendment to the *Orange Local Environmental Plan 2011* (LEP) that would affect the portion of the site fronting Anson Street, currently occupied by the portion of the Myer department store.

The Myer store is tenancy PT 30 within the Orange City Centre and enjoys frontages to Summer Street and Anson Street.

The site was originally developed as a slab and bark hut retail store in approximately 1849 by early and prominent Orange businessman James Dalton. In 1858 James was joined by his brother Edward and the hut was replaced with their first brick building. Between the 1860's and 1870's the current building was developed and remains to this day (Hughes, Trueman Ludlow, 1986).

With the addition of Edward to the partnership in 1858 the store was branded as the Dalton Brothers store. In 1928 the store became **the Western Stores and Edgely's Limited** and in 1962 the store merged with Farmers Brothers and Myer and traded as The Western Stores – A Myer Store. This arrangement remained until 1994 when the Grace Bros name was adopted. The Myer name was re-introduced in 2004 as part of a nationwide rebranding of the chain (Richards, 2014).

The current Myer tenancy has a total gross lettable floor area (GLFA) of 7,309 square metres, of which:

- 5,018 square metres is located at the ground floor (with frontages to Summer and Anson Streets) and internal access to the Orange City Centre;
- 1,840 square metres is located at first floor level; and
- 451 square metres is located at second floor.

The entirety of Lot 564 is identified as being of local heritage significance via the LEP and is also located within the Orange Central Heritage Conservation Area

2.2 PLANNING PROPOSAL

The Planning Proposal seeks to amend the LEP with respect to the maximum building height limitation of 12 metres that currently affects the entirety of the site. The Planning Proposal seeks to amend the LEP to enable an increase in the maximum height of the building to approximately 20 metres for the approximately 1,151 square metre portion of the site that fronts Anson Street.

The successful amendment of the LEP would facilitate a future development application for the development of the subject site with a five-storey building, housing a 40 twin key apartment development together with car parking for 44 vehicles in the basement and the continued use of a portion of the ground floor for retail purposes.

2.3 LEGISLATIVE FRAMEWORK

2.3.1 STATE ENVIRONMENTAL PLANNING POLICY

2.3.1.1 State Environmental Planning Policy (Infrastructure) 2007

Schedule 3 and clause 104 of *State Environmental Planning Policy (Infrastructure) 2007* (ISEPP) classifies developments based upon their potential to generate additional traffic onto the surrounding road network.

The current use of the site is defined via the ISEPP as commercial premises (retail premises). A development application proposing a commercial development with a size or capacity of 10,000 square metres (and not gaining access from a classified road) is considered traffic generating development for which referral to the Roads and Maritime Services is required. The Planning Proposal and future development application would facilitate an overall reduction in the amount of the site that is used for commercial purposes. Therefore, the development is not considered to be traffic generating development in this regard.

An apartment or residential building proposing 300 or more dwellings (or 75 or more dwellings if access is gained from a classified road or if the access is within 90 metres of a classified road) is also considered traffic generating development. Vehicular access to the site is gained from Kite Street and the distance involved is greater than 90 metres to a classified road; as such the relevant trigger is 300 dwellings. The proposal does not involve 300 dwellings by any definition of that term and therefore the development is not considered traffic generating development in that regard.

Clause 101 of the ISEPP relates to development with a frontage to a classified road and requires consideration of a number of key principles for these types of development prior to the grant of consent. Whilst the overarching site itself has a frontage to a classified road, the serviced apartment element of the development has a frontage to Anson Street only and it is therefore considered that the intent of clause 101 does not apply to the subject development.

Clause 103 relates to excavation in or immediately adjacent to a classified road. Clause 103 only relates to those specific development sites identified within Schedule 2 of the ISEPP. The subject site is not identified in Schedule 2 and therefore clause 103 is not considered to apply to the project.

2.3.2 DEVELOPMENT CONTROLS

The Orange Development Control Plan 2004 applies to the site as does the recently issued Orange Car Parking Contributions Plan 2015. The relevance of these documents is discussed in the following sections.

2.3.2.1 Orange Development Control Plan 2004

The *Orange Development Control Plan 2004* (DCP) provides a range of control measures that must, by reference to section 79C(3A) of the EP&A Act, be considered in the assessment of a development application.

Of particular relevance to this traffic study are the parking obligations contained within Chapter 15 of the DCP.

The DCP obligates the provision of car parking spaces for motels, hotels and tourist accommodation on the basis of 1 space per unit or bedroom provided for parking customers. On the basis that the proposed

development would provide 40 twin key apartments (80 bedrooms), it is understood from pre-application discussions with Council, that one (1) car parking space per proposed bedroom is required.

The DCP also obligates, and Council officers have confirmed the applicability of, provision of additional spaces on the following basis:

- One space for each resident manager;
- One space for every 2 employees;
- One space for every three seats in a restaurant; and
- One space for 10m² of entertainment or function room.

The outcome of the above requirements is discussed in detail in **Section 3.3.1** of this report.

2.3.2.2 Orange Car Parking Contributions Plan 2015

The *Orange Car Parking Contributions Plan 2015* (Plan) authorises the Orange City Council or an Accredited Certifier as consent authorities for development situated in the area shown in Figure 1 of the Plan (including the subject site) to impose a condition under Section 94 of the EP&A Act requiring the developer to make a cash contribution toward the provision of car parking in lieu of its actual provision on the development site.

At the time of preparation of this report, the Plan identifies the following applicable contribution rates:

(a) \$13,718 per deficient car parking space for all developments that involve the creation of net additional gross floor area on the development site.

(b) \$6,859 per deficient car parking space for all developments that involve a change of use of the existing building and will not result in the creation of net additional gross floor area on the development site.

Contribution rate (b) is understood to reflect a resolution of the Council dated 6 November 2014.

The project entails the future demolition of approximately 1,151 square metres of the existing Myer tenancy and redevelopment as a five (5) storey, a 40 twin key serviced apartment development containing 80 bedrooms and 44 car parking spaces with elements of retail premises remaining at ground floor (both inward and outward facing). The development would result in an increase in net additional gross floor area through the provision of the upper floors and a resultant increase in car parking demand – refer **Section 3.3**. It is noted for the avoidance of doubt; the development would result in a reduction of retail gross floor area.

Given the on-site constraints there is not the capacity to provide all of the required additional car parking spaces as well as accommodate required parking for the existing Orange City Centre, therefore resulting in a deficiency. This parking deficiency is discussed in **Section 3.3.1** and **Table 3.1**.

However, it is proposed that this deficiency would be addressed via a lease or licence over spaces at Council's Kite Street car park and therefore no overall parking shortfall exists. As such, no contributions are considered to be payable.

It is understood that this approach has been successfully adopted by Orange City Council and the Western Region Joint Regional Planning Panel (WJRPP) in determining the former Quest Apartment development application located adjacent to the Orange Summer Centre (JRPP ref 2010WES010 DA and OCC ref 326/2010(1)).

Traffic Impacts

3.1 EXISTING TRAFFIC ENVIRONMENT

The site occupies the majority of a city block within the Orange CBD and enjoys frontages to Summer Street (Mitchell Highway), Anson Street and Kite Street.

Summer Street forms part of the Mitchell Highway and can be classified as an Arterial Road under the Roads and Traffic Authority functional classification of roads.

Anson and Kite Streets can be classified as collector roads under these functional classifications.

Pedestrian access only is gained to the site from Summer and Anson Streets, with Kite Street providing separate vehicular access and egress to the existing 414 space underground car park, which serves the development.

A review of historical information reveals the original consent for the development of the Orange City Centre in 1985 (DA 102, dated 6 September 1985) considered both the gross leasable floor area (GLA) of the proposed shopping centre as well as the existing GLA of the (then) Grace Bros (now Myer) department store – refer **Appendix A**. Car parking requirements were determined on the basis of the applicable standards of the time, being provision of 1 space per 35 square metres of GLA of the total 14,716 square metres of GLA (that is, the existing Grace Bros store area and the proposed Orange City Centre floor area).

GLA is noted to have been defined at that time of that consent as:

The sum of all areas of each floor of a building where the area of each floor is taken to be the area within the internal faces of the walls, excluding stairs, amenities, lifts, corridors and other public areas but including stock storage area

This translated to a requirement for 421 spaces to be provided on site. The approved plans depicted 432 spaces, and as such the development was considered to be compliant. Condition 2 of Consent 102 identified that 432 spaces were to be provided on site.

Consent 102 was subsequently modified on the 20 September 1985 and the number of spaces was reduced (by reference to condition 2) to a total of 421 – refer **Appendix B**.

DA 164 was granted on the 19 December 1985 to provide a number of changes to the approved plans, including provision (via condition 2) of either a minimum of 421 car parking spaces or a financial contribution of \$4,500 per space to be paid for each space less that amount – refer **Appendix C**.

It is understood that contributions for a deficiency of eight spaces were paid to Council in or around 1986/7 and that on this basis a total of 413 spaces were required to be provided on site. It is understood that a total of 414 spaces are currently provided on site; therefore, with contributions, the overall parking credit to the site is 421 spaces.

3.2 PROPOSED TRAFFIC ARRANGEMENTS

Conceptually it is proposed, following demolition of part of the existing building, that a new five storey building including excavated basement would be provided. At basement level, car parking for approximately 44 cars would be provided. Access to this area would be via the existing underground car parking area that serves the Orange City Centre – refer **Drawing A10**.

Currently access to the Orange City Centre underground car park is time limited. Arrangements would be necessary to ensure the provision of 24-hour access to this area for future guests of the serviced apartments.

3.3 POTENTIAL IMPACTS

The primary potential impacts of the proposed development from a traffic perspective are in relation to provision of adequate car parking, traffic generation and behaviour, and access arrangements.

3.3.1 CAR PARKING PROVISION

Council officers confirmed (at a pre-lodgement meeting on the 12 November 2015) that car parking requirements in relation to the proposed serviced apartments would be determined on a per room basis, consistent with the approach taken on the 2010 serviced apartment application considered at 108 Summer Street and 43-45 Sale Street (Orange City Council reference 326/2010(1)).

The proponent advises that the future use of the site for serviced apartments would require one manager, no more than four staff on duty at any one time and no restaurant or entertainment/function room is to be provided. This therefore generates a requirement for three spaces.

The conceptual plans provided to support the Planning Proposal demonstrate 40 twin key serviced apartments provided over four levels. The arrangement results in the provision of 80 bedrooms. Parking demand is therefore determined on the basis of provision of 80 bedrooms.

Based on staff requirements and the amount of bedrooms provided, it understood the development would therefore generate demand for a total of 83 car parking spaces. As noted in **Section 3.2**, the proposed development would propose the provision of an additional 44 car parking spaces at the site.

The area of the site that is to be redeveloped for the serviced apartments would reduce the overall gross leasable area of the current Myer tenancy by approximately 410 square metres. As noted, as there is no change to the use of the remainder of the current Myer tenancy, it is not necessary to consider this portion of this site in the context of the currently applicable car parking standards and therefore the standards that applied at the time of the original approval would remain appropriate. Therefore, the resulting change in GLA from the originally approved figure of 14,716m² is 14,306m² (less 410m² as per **Drawings A11 and A12**).

By reference to the car parking requirements applicable at the time the development was approved (1 space per 35 square metres of GLA) this translates to a reduction in demand for spaces associated with the shopping centre of 12 spaces. A credit of one space exists at the site on the basis of the payment of contributions for eight spaces in 1997. Therefore, there is an overall on-site car parking deficiency of 26 spaces (83-44-12-1).

A summary of parking requirements is provided for clarity in **Table 3.1**.

Table 3.1 – Parking requirements

Use	Floor space/Apartments	Parking Control	Required spaces (rounded up to nearest whole number)
Serviced apartments	40 twin key apartments (80 bedrooms)	1 space per bedroom	80
Serviced apartments manager			1
Serviced apartment staff at any one time (assumed 4)			2
Shopping centre less proposed area of serviced apartments	14,306m ² (14,716-410)	1 space per 35 square metres	409
TOTAL			492
CURRENTLY PROVIDED			422 (equivalent, consisting of 414 on site and contributions paid for 8 spaces in ~1986/7)
PROPOSED			44
SHORTFALL			26

To address the above highlighted parking deficiency, it is proposed to gain a lease or licence over an area of the Orange City Council car park on the corner of Kite and Lords Place, to the south of the subject site, for the equivalent of 26 spaces. Initial discussions with Orange City Council have suggested that this approach is acceptable and it is understood that a similar agreement was reached in respect of the former Quest Apartments development at 108 Summer Street, and therefore is not without precedent.

Given the impact of the proposed change is largely only as a result of the introduction of the serviced apartments, and given these would logically generate a different type of driver behaviour than that associated with the shopping centre (refer **Section 3.3.2**), it is considered that the above scenario is a reasonable outcome.

3.3.2 PEAK DEMAND

The change of use of a portion of the site for serviced apartments will have an impact on the demand for parking spaces at the Orange City Centre. It is logical to assume that the demand for parking associated with the serviced apartments would have different peak periods than for parking associated with the shopping centre. It is also logical that the degree of changeover of spaces would be at a much lower level than for the shopping centre spaces. Given the hours of operation of the shopping centre, core hours of demand are considered to be between 10am and 5pm, with core demand hours for the serviced apartments (when the majority of allocated spaces can be expected to be full) from 6pm through the night time period.

These differences in peak demand provide some flexibility with the way the site is used and it is reasonable to expect that the two uses can coexist without the need for their rigid separation.

3.3.3 TRAFFIC GENERATION

Changes to the site in relation to traffic generation are limited to the transfer of 26 spaces of the basement car park to be used for the serviced apartments and a lease or licence over the equivalent of 26 car parks in the OCC Kite Street car park for use by Orange City Centre patrons.



As noted in **Section 3.3.2**, given the central location of the site it is reasonably anticipated that the turnover of vehicles in the portion of the car park would be much lower than for the remainder of the car park, as apartment guests would likely arrive at the site and venture out on foot, rather than by vehicle. Even should they leave to visit tourist locations, the overall turnover would still be considered to be lower than for a standard shopping centre, which is anecdotally accepted to be approximately once per hour. As such, the overall movement of vehicles in and out of the car parking area would be anticipated to result in a minor reduction.

On the basis of the above it is considered there would be only minor and generally positive impacts to the operation and function of the car park.

3.3.4 ACCESS

It is not anticipated that there would be any change to the physical access arrangements as a result of the proposed development.

Arrangements would be required to provide out of hours access to the site, given that the facility is currently secured after hours (currently open between 7:45am until 6:30pm daily, 9:00pm on Thursday) – refer **Plate 1**.

This could be facilitated via the installation of electronic gates controlled by swipe card or intercom access. There is sufficient holding room at the car park entrance due to the setback of the gates from the road (approximately 6 metres) to enable a standard vehicle to stand off the road whilst gates are opened without restricting vehicle or pedestrian movements around the site. Gates are currently inward opening (refer **Plate 2**) and would be expected to remain as such in any future arrangement.

It is also noted that such situations would only occur outside of peak times when the car park would be otherwise closed and there would be low levels of activity on the surrounding roads.

On the basis of the above, it is not anticipated that access arrangements would be significantly impacted by the proposal.

Conclusion

4.1 CONCLUSION

The Planning Proposal seeks to amend the *Orange Local Environmental Plan 2011* to enable an increase in the maximum building height applying to the portion of Lot 564 DP776383 fronting Anson Street, also known as Orange City Centre, 212-220 Summer Street, Orange.

The proposed LEP amendment seeks to facilitate a future development application that would conceptually provide a five storey building (approximately 20 metres above natural ground level) that would house 40 twin key apartments together with a basement with capacity to provide 44 car parking spaces. The basement car parking would link to the existing Orange City Centre underground car park and would be accessed from the existing Kite Street vehicle access to the site.

The impact of the proposal from a transport and traffic perspective would be limited to a reduction in the provision of on site car parking at the Orange City Centre by 26 car parking spaces. This would be addressed via a lease or licence to cover the equivalent of 26 car parking spaces to be adopted in favour of the Orange City Council parking facility located on the corner of Kite and Lords Place, Orange. This ensures that overall parking levels for both the Orange City Centre and the proposed serviced apartments the development site are acceptable.

There would be limited changes to traffic behaviour or traffic generation however the overall impact of the development is considered to be positive due to the enhancement of the viability and vitality of the CBD.



References

Roads and Traffic Authority (RTA), 2002, *Guide to traffic generating development*, RTA, Sydney

Richards, Jan. "The Western Stores". *cwlocalstudies*. N.p., 2014. Web. 29 Mar. 2016.

Hughes Trueman Ludlow. 1986, *Orange City Council Heritage Study Volume 1*

Drawings
