

Planning Proposal for a Mixed Use Development

**19-27 Macquarie Place & 46-56 Pitt Street,
Mortdale**

TRAFFIC AND PARKING ASSESSMENT REPORT

2 July 2020

Ref 20106



TABLE OF CONTENTS

1. INTRODUCTION	1
2. PLANNING PROPOSAL	5
3. TRAFFIC ASSESSMENT	19
4. PARKING ASSESSMENT	28

LIST OF ILLUSTRATIONS

Figure 1	Location
Figure 2	Site
Figure 3	Road Hierarchy
Figure 4	Existing Traffic Controls
Figure 5	Public Transport
Figure 6	Existing Parking Restrictions

1. INTRODUCTION

This report has been prepared to accompany a planning proposal for a mixed use development to be located at 19-27 Macquarie Place & 46-56 Pitt Street, Mortdale (Figures 1 and 2).

The planning proposal seeks to rezone the site from part *R3 Medium Density Residential* and *B2 Local Centre* to *B4 Mixed Use*. In addition, the planning proposal seeks to increase the maximum height limit from 12m to 45m and to increase the floor space ratio (FSR) to 3.5:1.

The planning proposal envisages the construction of a new mixed use development on the site, to be known as *Mortdale Gardens*, including integrating the existing Mortdale RSL Club into the ground floor level. The remaining ground floor level will comprise a local supermarket and specialty shops whilst the upper levels will comprise residential apartments.

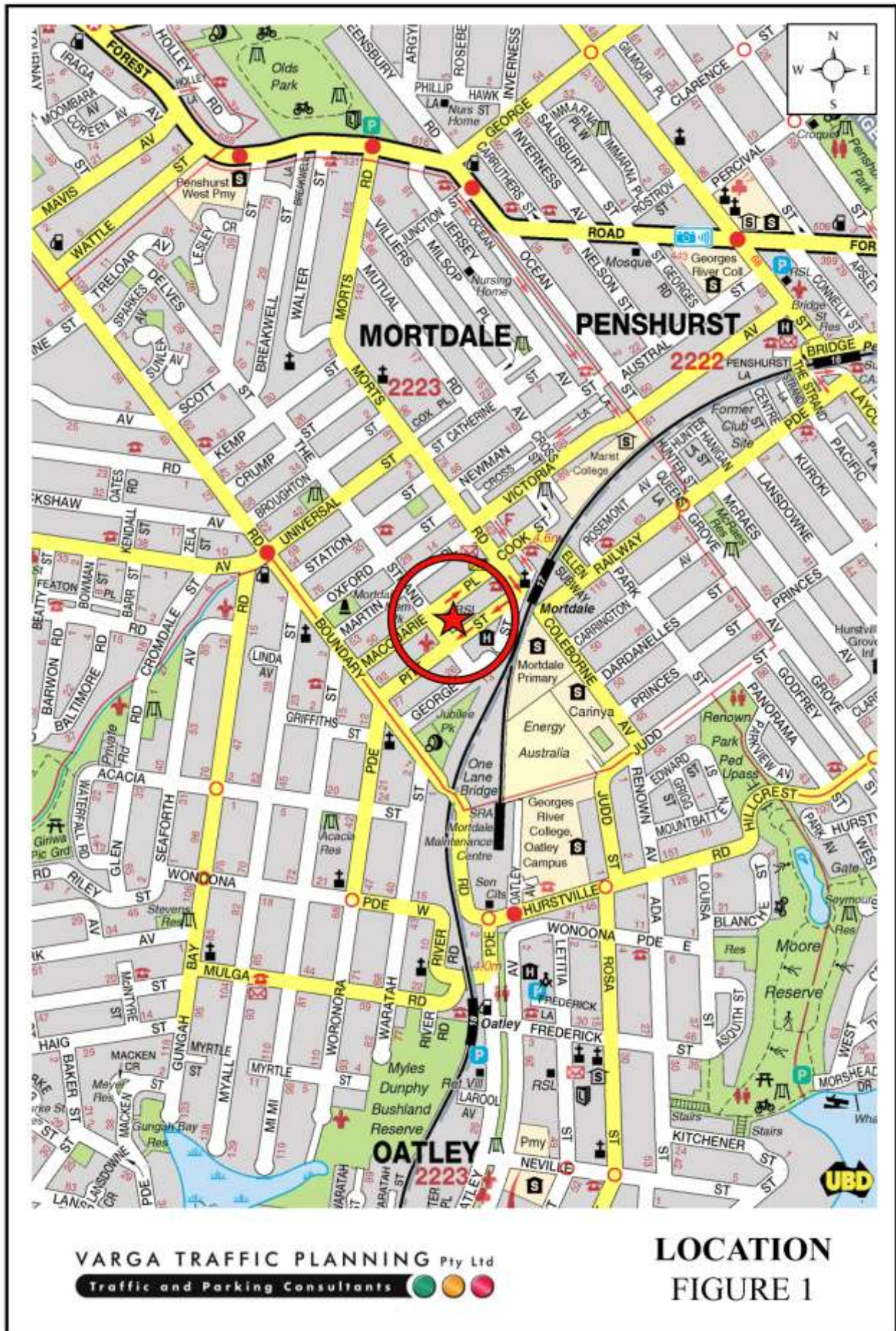
Off-street parking will ultimately be provided within a multi-level basement parking area, in accordance with Council's *DCP* rates for the respective uses.

In 2018, the NSW Government released two documents called '*Greater Sydney Region Plan: A Metropolis of Three Cities*' and '*Our Greater Sydney 2056: South District Plan – Connecting Communities*.' The vision is for quicker and easier access to a wider range of jobs, housing types and activities within the South District area. This area is envisaged to benefit up to 83,500 new homes, 241,500 new jobs and the delivery of local amenities close to transport options.

The site is also situated within George River Council's '*Local Strategic Planning Statement 2040: Implementation Plan*' document which aligns with the South District Plan mentioned above. This Implementation Plan nominates the actions Council will take over the next 20 years to achieve the desired future vision.

The purpose of this report is to assess the traffic and parking implications of the planning proposal and to that end this report:

- describes the site and provides details of the planning proposal
- reviews the road network in the vicinity of the site
- reviews the public transport services in the vicinity of the site
- estimates the traffic generation potential of the planning proposal
- assesses the traffic implications of the planning proposal in terms of road network capacity
- assesses the parking and loading implications of the planning proposal.





2. PLANNING PROPOSAL

Site

The subject site is located on the eastern side of The Strand, extending between Macquarie Place and Pitt Street. The site has street frontages of approximately 68m in length to Macquarie Place, approximately 61m in length to Pitt Street and approximately 72m in length to The Strand. This site occupies a total area of approximately 4,601m².

The site is situated approximately 250m walking distance west of Mortdale Railway Station and lies on the fringe of Mortdale town centre.

The subject site is currently zoned *R3-Medium Density Residential* at 19-27 Macquarie Place and 56 Pitt Street and *B2-Local Centres* at 46-54 Pitt Street.

A recent aerial image of the site and its surroundings is reproduced below.



Source: Nearmap

The subject site is currently occupied by the Mortdale RSL Club which has an estimated floor area of 2,000m². Off-street parking for members and their guests is provided for approximately 50 cars in an at-grade open car parking area. Vehicular access is provided via an existing entry/exit driveway located off Macquarie Place. a *Streetview* image of the existing RSL Club and car park access driveway is reproduced below.



No.56 Pitt Street is currently occupied by a residential flat building with 7 dwellings, as shown in the *Streetview* image below. Off-street parking is provided in a basement car parking area. Vehicular access is provided via an existing entry/exit driveway located off The Strand.



No.19 Macquarie Place is situated immediately adjacent to the RSL Club car park and is currently occupied by a standalone dwelling house with off-street parking. Vehicular access is provided via a single driveway located off Macquarie Place.



No.46 Pitt Street is currently occupied by single-storey retail/commercial building with an estimated floor area of 140m². Off-street parking is not provided for this site.



Our Greater Sydney 2056: South District Plan – Connecting Communities

In 2018, the NSW Government released two documents called '*Greater Sydney Region Plan: A Metropolis of Three Cities*' and '*Our Greater Sydney 2056: South District Plan – Connecting Communities*.'

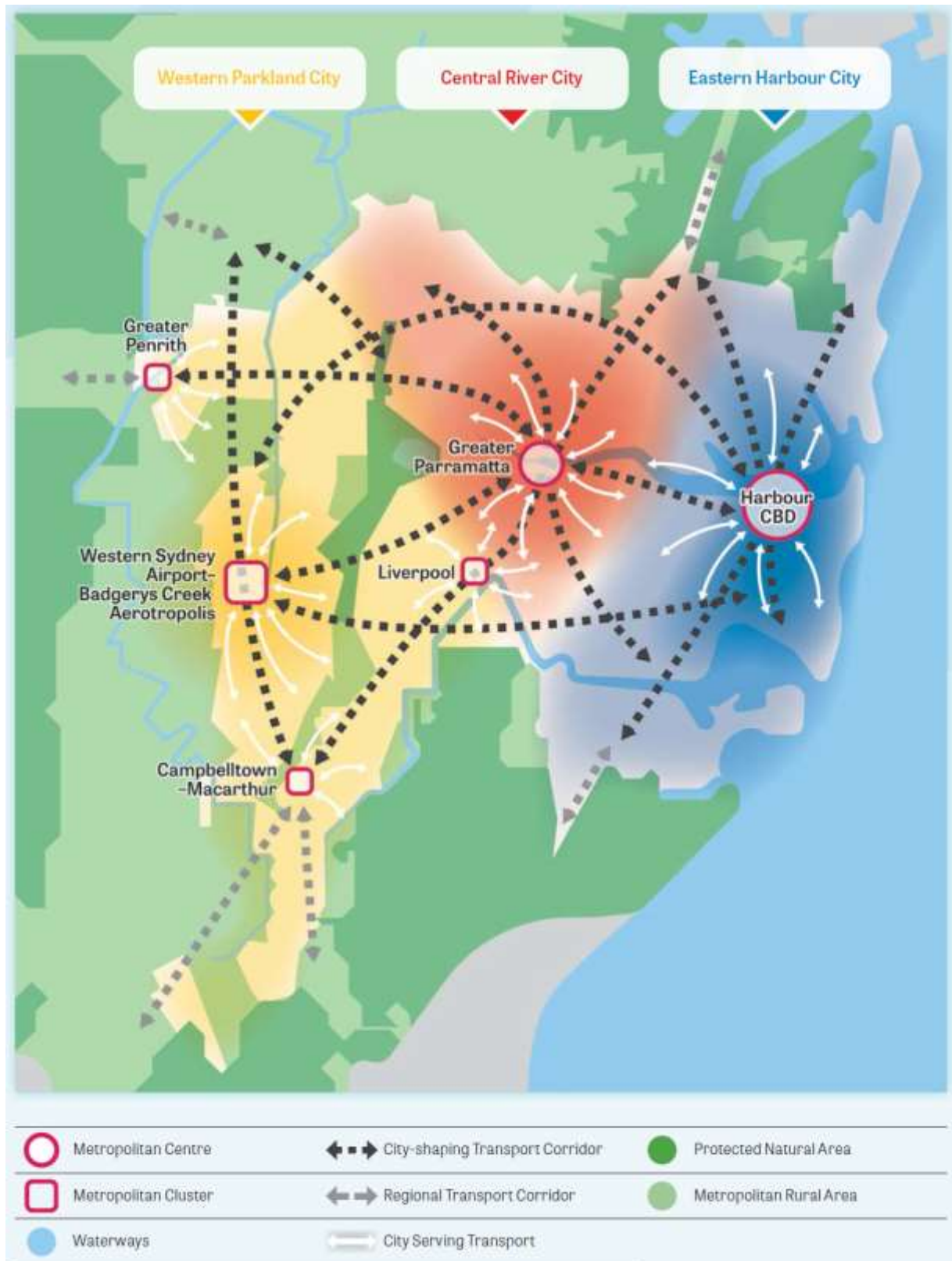
As the population grows, the goal is to rebalance economic and social opportunities across Greater Sydney by dividing Sydney into three core cities to allow residents to live within 30 minutes of their jobs, education and health facilities, services and other key places. The three cities include the Western Parkland City, the Central River City and the Eastern Harbour City as shown in the following pages.

The South District is part of the Eastern Harbour City. This means that the residents of the South District will have quicker and easier access to a wider range of jobs, housing types and activities.

The visions of the South District are to be achieved by the following:

- supporting growth of the ANSTO innovation precinct, health and education precincts, Bankstown Airport, Milperra industrial areas and the District's strategic core centres shown in the following pages. A strategic core centre includes Hurstville which is located approximately 2km from the site. The Health and Education Precincts of Kogarah and Bankstown are located approximately 5km and 7km from the site, respectively
- optimising on the District's locational advantages being so close to Sydney Airport, Port Botany, the Illawarra and Port Kembla
- building the District's connections to Parramatta, Liverpool and Western Sydney Airport
- sustaining walking and cycling assets
- matching the growth and infrastructure, including social infrastructure

Over the next 20 years, the South District is expected to continually grow with the estimated demand for an additional 83,500 new homes, 241,500 new jobs and the delivery of local amenities close to transport options.





	Metropolitan Centre		Major Urban Parkland including National Parks and Reserves
	Health and Education Precinct		Waterways
	Strategic Centre		Green Grid Priority Corridor
	Local Centre		Train Station
	Economic Corridor		Committed Train Link
	Trade Gateway		Train Link/Mass Transit Investigation 10-20 years
	Industrial Land		Train Link/Mass Transit Visionary
	Land Release Area		Motorway
	Transit Oriented Development		Committed Motorway
	Urban Renewal Area		Road Investigation 0-10 years
	Urban Area		Road Visionary
	Protected Natural Area		District Boundary
	Metropolitan Rural Area		

Local Strategic Planning Statement 2040: Implementation Plan

The site is also situated within George River Council's *'Local Strategic Planning Statement 2040: Implementation Plan'* (LSPS 2040). This document aligns with the NSW Government two documents, *'Greater Sydney Region Plan: A Metropolis of Three Cities'* and *'Our Greater Sydney 2056: South District Plan – connecting communities'*. This implementation plan nominates the actions Council will take over the next 20 years to achieve the desired future character.

Housing targets are as follows:

- now to 2021: +4,500 dwellings
- 2021 to 2026: +4,450 dwellings
- 2026 to 2036: +5,750 dwellings

Employment targets are as follows:

- increased proportion of local jobs for local residents
- minimum total of 15,000 jobs in Hurstville centre by 2036
- minimum total of 16,000 jobs in Kogarah strategic centre by 2036
- increase in employment floor space across all commercial centres

Existing Planning Controls

The primary instrument that governs the mass and scale of the development on the site are contained within the *Hurstville Local Environment Plan 2012*.

19-27 Macquarie Place and 56 Pitt Street are currently zoned *R3-Medium Density Residential* and is subject to a 1:1 FSR control. The scale of any development on the site is currently constrained by a building height restriction of 12m maximum.

46-54 Pitt Street is currently zoned *B2-Local Centres* and is subject to a 1.5:1 FSR control. There are currently no building height restrictions for this site.

Planning Proposal

The planning proposal envisages the construction of a new mixed use development on the site, to be known as *Mortdale Gardens*. The planning proposal seeks to rezone the site from part *R3 Medium Density Residential* and *B2 Local Centre* to *B4 Mixed Use*, increase the maximum height of buildings from 12m to 45m and also increase the maximum FSR from 1:1 and 1.5:1 to 3.5:1.

Concept plans have been prepared for the purposes of evaluating the planning proposal which include:

- revitalising Mortdale RSL Club on the ground floor level which will be of similar size (in terms of floor space) to the existing Club, adding to employment
- retail uses on the ground floor level, including a local supermarket
- housing variety and supply on the upper levels that will provide housing opportunities to aid the expected population growth in the area
- potential future library space. The existing local libraries are both not accessible by public transport, therefore by providing a public library 250m walking distance from Mortdale Railway Station, this could attract older students and local residents within the South District.

These concept plans envisage the following components:

Residential Component:

1 bedroom apartments:	18
2 bedroom apartments:	142
3 bedroom apartments:	13
TOTAL APARTMENTS:	173

The revitalised Mortdale RSL Club that is to be integrated into the ground floor level is expected to have the same floor area as the existing Mortdale RSL Club of approximately 2,000m².

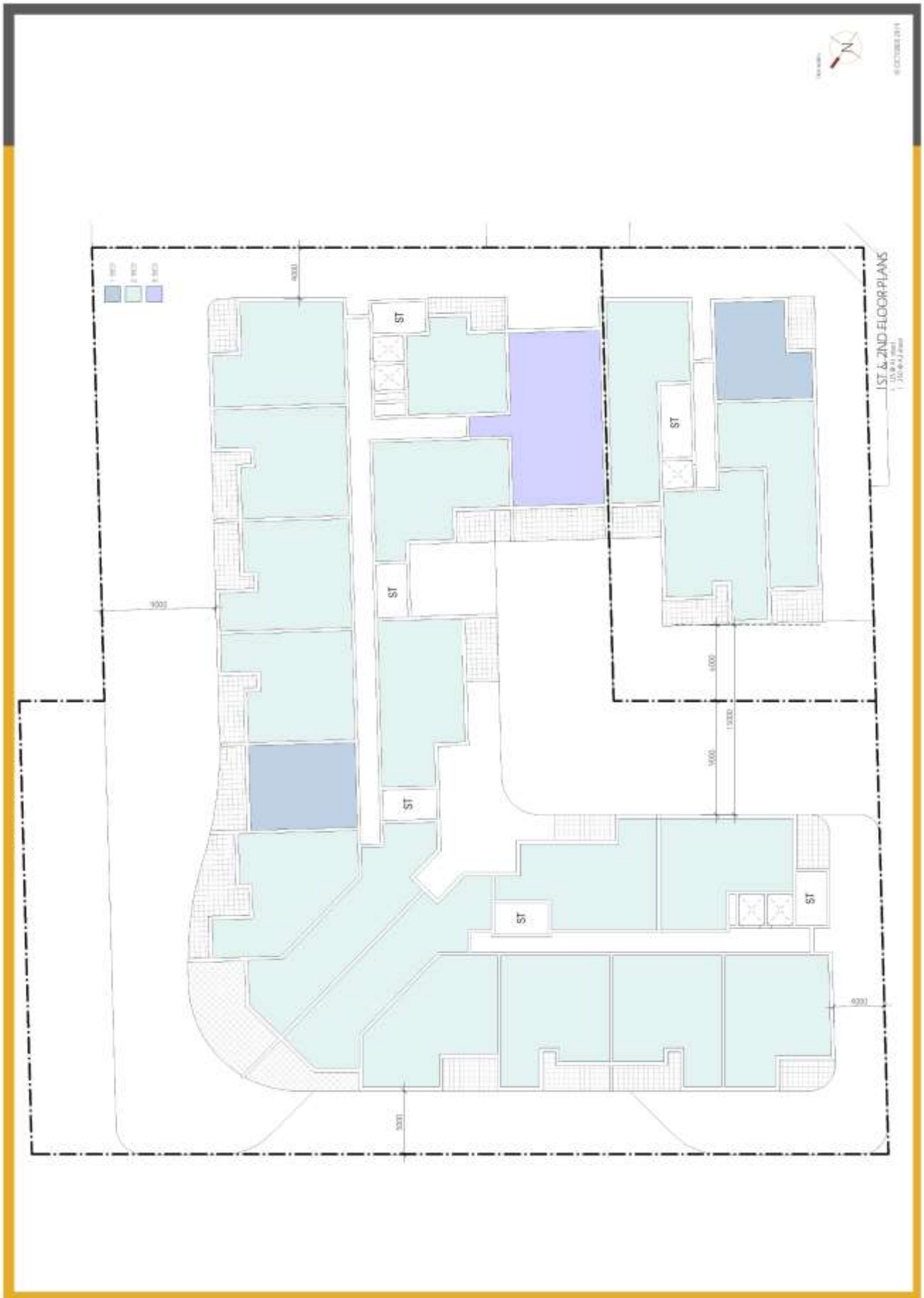
The remaining ground floor level will comprise approximately 1,800m² of floor space, comprising a local supermarket, specialty shops and restaurants.

Off-street car parking is proposed in a new multi-level basement parking area, with the number of parking spaces to be provided to be in accordance with Council's numerical requirements for the various respective uses. Vehicular access to the basement car parking facilities is proposed to be provided via a new entry/exit driveway located at the eastern end of the Macquarie Place site frontage.

In addition, a new at-grade porte cochere drop-off/pick-up area is proposed to be provided directly outside the main entrance to the new RSL, accessed via separate entry/exit driveways located off Macquarie Place.

Loading/servicing for the proposed development is expected to be undertaken by a variety of commercial vehicles up to and including 8.8m long medium rigid trucks. In this regard, a shared service area is proposed to be provided on the ground floor level, accessed via a dedicated driveway located midway along The Strand site frontage.

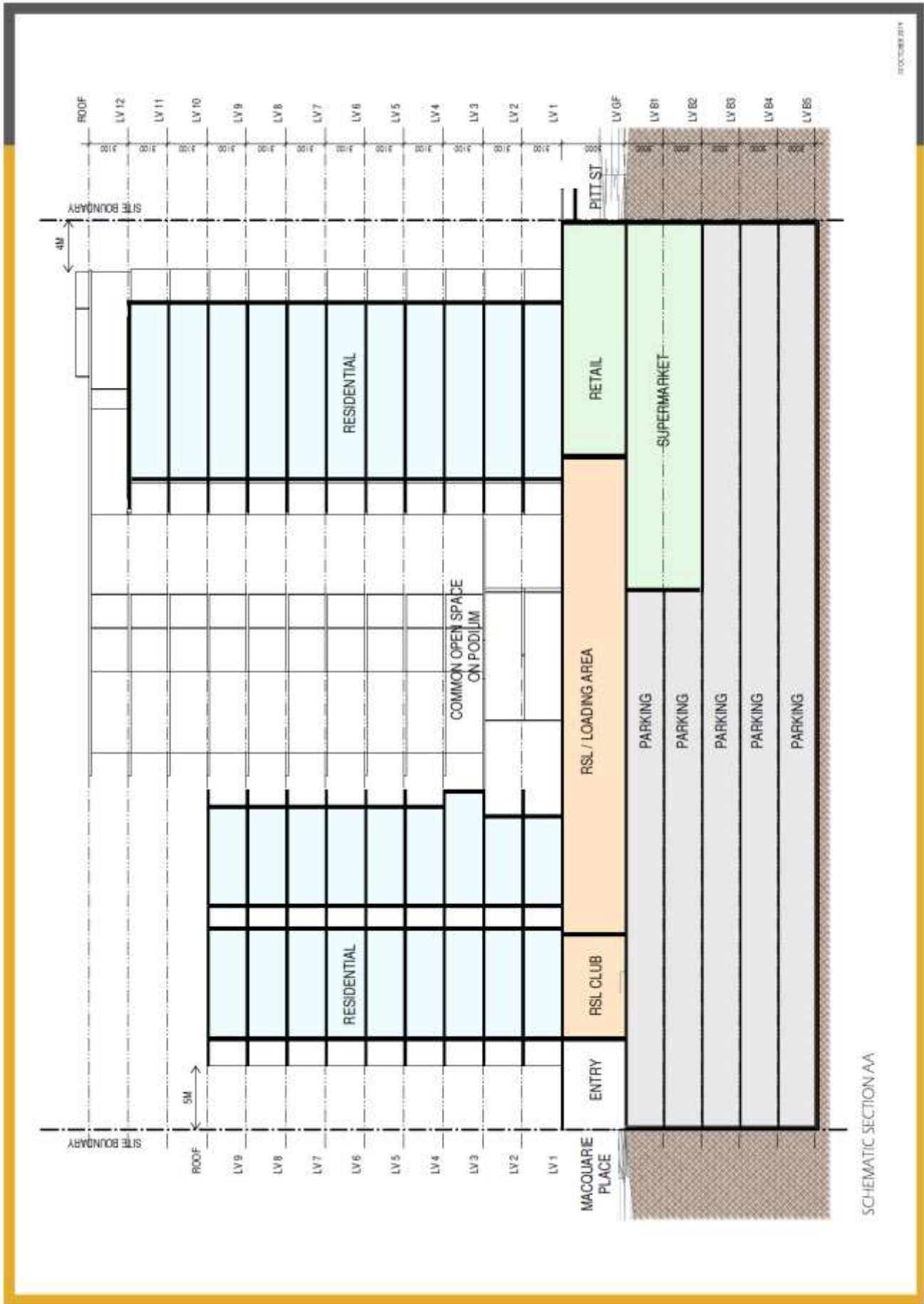
Concept plans of the planning proposal are reproduced in the following pages.





18 OCTOBER 2019





3. TRAFFIC ASSESSMENT

Road Hierarchy

The road hierarchy allocated to the road network in the vicinity of the site by the Roads and Maritime Services is illustrated on Figure 3.

Henry Lawson Drive and Forest Road are both classified by the RMS as *State Roads* which provide the key east-west road link in the area, linking Villawood to Arncliffe. They typically carry three traffic lanes in each direction in the vicinity of the site with opposing traffic flows separated by a central median island. Kerbside parking is permitted at selected locations, outside of peak periods.

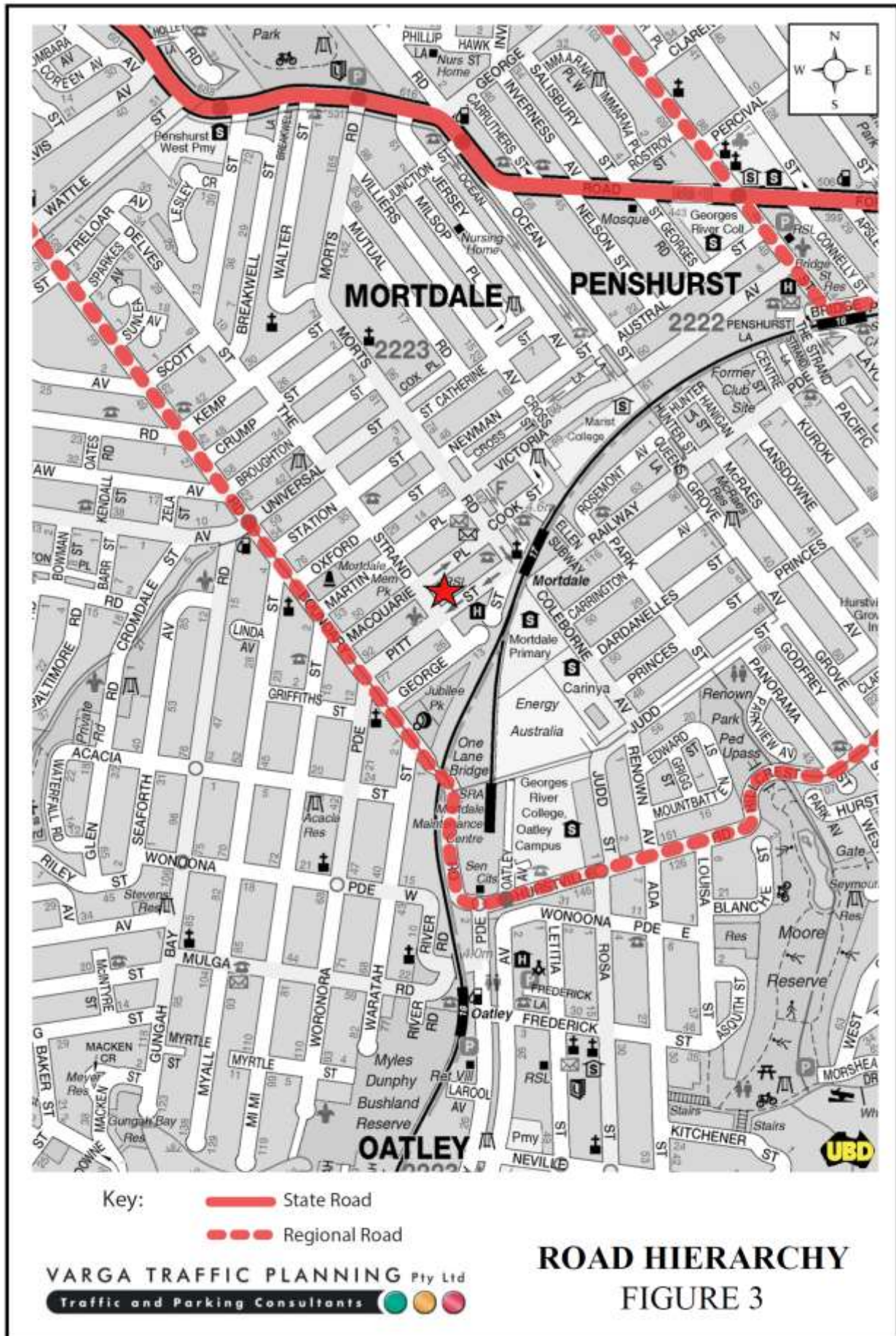
Boundary Road is classified by the RMS as a *Regional Road* which provides a key north-south *collector route* through the area, linking Forest Road to Hurstville Road. It typically carries one traffic lane in each direction with kerbside parking generally permitted.

Macquarie Place / Pitt Street / The Strand are local, unclassified roads which are primarily used to provide vehicular and pedestrian access to frontage properties. Kerbside parking is permitted at selected locations, subject to signposted restrictions.

Existing Traffic Controls

The existing traffic controls which apply to the road network in the vicinity of the site are illustrated on Figure 4. Key features of those traffic controls are:

- a 50 km/h SPEED LIMIT which applies to Macquarie Place, Pitt Street, The Strand and all other local roads in the area
- a ONE WAY eastbound restriction in Macquarie Place, between Morts Road and The Strand
- a ONE WAY westbound restriction in Pitt Street, between Morts Road and The Strand





- STOP SIGNS in The Strand where it intersects with Macquarie Place
- GIVE WAY SIGNS in The Strand where it intersects with Pitt Street
- RAISED PEDESTRIAN CROSSINGS located throughout the Mortdale town centre including in Macquarie Place and Pitt Street, directly outside the site.

Existing Public Transport Services

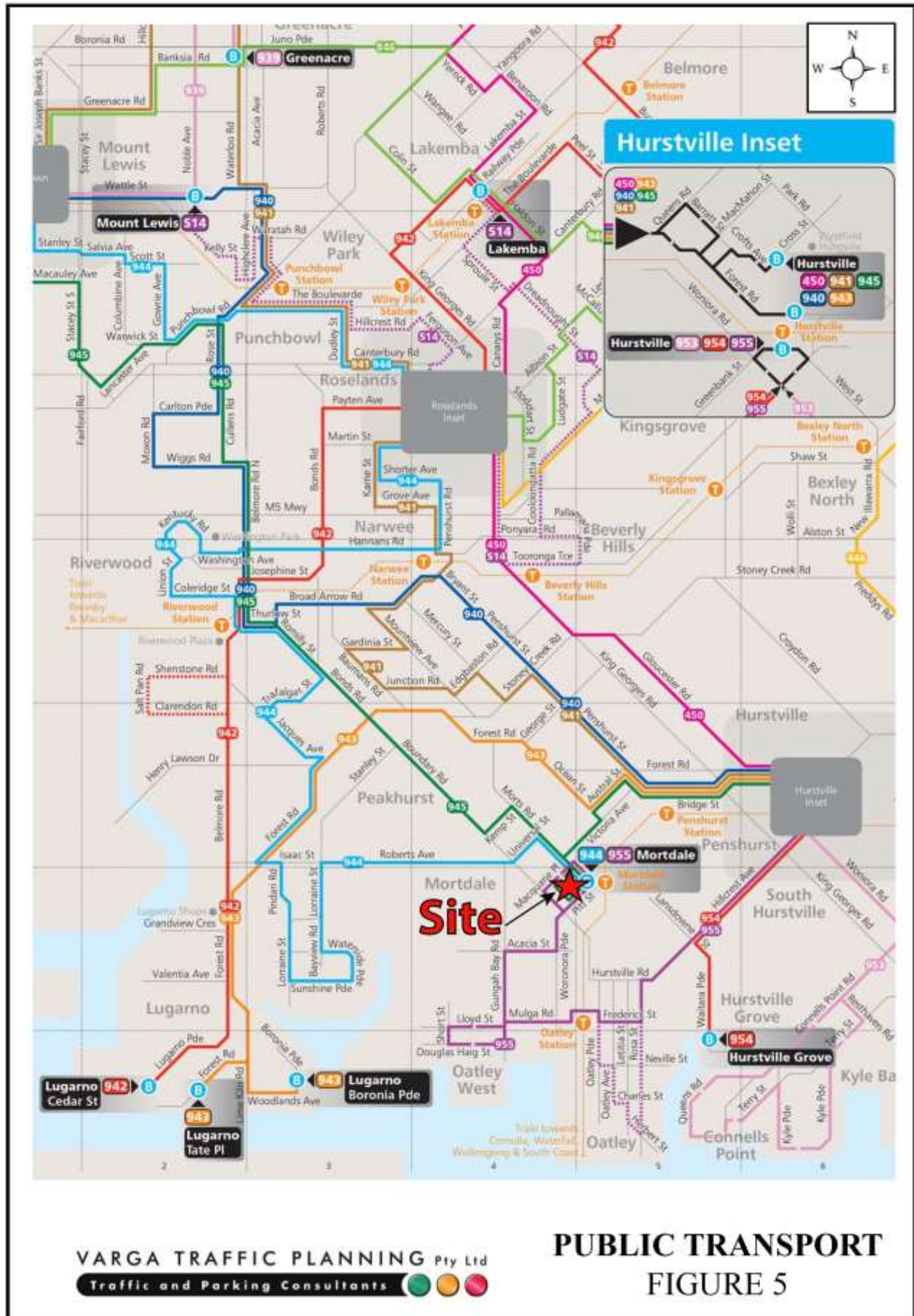
The existing public transport services available in the vicinity of the site are illustrated on Figure 5. There are currently 3 bus services which operates directly opposite the Macquarie Place site frontage.

There are 180 bus services per day travelling near the site on weekdays, with nearly 70 bus services per day on Saturdays and 30 bus services on Sunday and public holidays, as set out below:

Bus Routes and Frequencies							
Route No.	Route	Weekday		Saturday		Sunday	
		In	Out	In	Out	In	Out
944	Bankstown to Mortdale via Peakhurst Heights	36	35	10	11	10	9
945	Hurstville to Bankstown via Mortdale	43	45	20	19	10	10
955	Mortdale to Hurstville via Oatley	11	11	9	9	-	-
TOTAL		90	91	39	39	20	19

All of the abovementioned bus services provide access to suburban railway stations including Mortdale, Bankstown, Punchbowl, Narwee, Riverwood, Penshurst and Oatley.

The subject site is also located approximately 250m walking distance to/from Mortdale Railway Station which is lies on the T4 Eastern Suburbs & Illawarra Line. These services typically operate at a frequency of less than 15 minutes and commuter wait times tend to be minimal throughout the day.



The site is also located on the fringe of Mortdale town centre which includes a wide range of essential shops and services including a post office, butchery, cafés and restaurants, bakery, banks, bottle shop, pharmacy, hair dresser and beautician.

The site is therefore considered to be well serviced by public transport services and essential services and an ideal location to provide additional density.

Projected Traffic Generation

The traffic implications of traffic studies primarily concern the effects of the *additional* traffic flows generated as a result of the new uses of the development and its impact on the operational performance of the adjacent road network, particularly during the weekday morning and afternoon peak periods.

An indication of the traffic generation potential of the planning proposal is provided by reference to the Roads and Maritime Services publication *Guide to Traffic Generating Developments, Section 3 - Landuse Traffic Generation (October 2002)* and the updated traffic generation rates in the recently published RMS *Technical Direction (TDT 2013/04a)* document.

As mentioned in the foregoing, the proposed revitalised Mortdale RSL Club is expected to have approximately the same floor area as the existing Mortdale RSL Club at approximately 2,000m². The traffic generation potential of the proposed RSL Club is therefore expected to be generally consistent with the existing Club, such that it has been *excluded* from the traffic assessment.

The new, or *additional* uses on the site, comprise the retail space and the residential apartments above. The RMS *Guidelines* and *Technical Direction* nominates the following traffic generation rates which is applicable to the residential component of the planning proposal:

High Density Residential Flat Dwellings

AM: 0.19 peak hour vehicle trips per unit

PM: 0.15 peak hour vehicle trips per unit

The RMS *Guidelines* also make the following observation in respect of high density residential flat buildings:

Definition

A *high density residential flat building* refers to a building containing 20 or more dwellings. This does not include aged or disabled persons housing. *High density residential flat buildings* are usually more than 5 levels, have basement level car parking and are located in close proximity to public transport services. The building may contain a component of commercial use.

Factors

The above rates include visitors, staff, service/delivery and on-street movements such as taxis and pick-up/set-down activities.

However, neither the RMS *Guidelines* nor the TDT 2013/04a nominate a traffic generation rate for small, local shops, referring only to major regional shopping centres with floor areas in excess of 50,000m².

For the purposes of this assessment therefore, reference is made to the proposed retail parking provision of 36 spaces (based on Council's *DCP* parking rate for retail uses). If the average length of stay for customers is say, 1 hour, then the retail component of the development proposal (with 36 parking spaces) has the potential to generate in the order of 72 vehicle trips during peak periods (i.e. 36 trips IN and 36 trips OUT). Furthermore, it has been assumed that the AM peak period equates to approximately 50% of the PM peak period.

Therefore, application of the above generation rates to the residential and retail components outlined in the planning proposal yields a traffic generation potential of approximately 145 vehicle trips per hour (vph) during the weekday *morning* commuter peak period and approximately 247 vph during the weekday *afternoon* commuter peak period, as set out below:

Projected Future Traffic Generation Potential		
	AM	PM
Retail (36 parking spaces):	36 vph	72 vph
Residential (173 apartments):	33 vph	26 vph
TOTAL TRAFFIC GENERATION POTENTIAL:	69 vph	98 vph

That projected future level of traffic generation potential should however, be offset or *discounted* by the volume of traffic which could reasonably be expected to be generated by the existing uses on the site (other than the RSL which has been excluded from this assessment), in order to determine the *nett increase (or decrease)* in traffic generation potential expected to occur as a consequence of this planning proposal.

The RMS *Guidelines* and TDT 2013/04a nominates the following traffic generation rates which are applicable to the existing residential uses on the site:

Medium Density Residential Flat Buildings

0.4-0.5 peak hour vehicle trips per 1 & 2 bedroom dwelling

0.5-0.65 peak hour vehicle trips per 3 bedroom dwelling

Low Density Residential Dwellings

AM: 0.95 peak hour vehicle trips per dwelling

PM: 0.99 peak hour vehicle trips per dwelling

Application of the above traffic generation rates to the various components of the existing uses on the site yields a traffic generation of approximately 8 vph during the weekday AM and PM commuter peak periods, as set out on below:

Existing Traffic Generation Potential		
	AM	PM
No.56 Pitt St (7 apartments):	4 vph	4 vph
No.19 Macquarie Place (1 dwelling house):	1 vph	1 vph
No.46 Pitt St (140m ² shop):	3 vph	3 vph
TOTAL TRAFFIC GENERATION POTENTIAL:	8 vph	8 vph

Accordingly, it is likely that the planning proposal will result in a *nett increase* in the traffic generation potential of the site of approximately 61 vph during the AM commuter peak period and 90 vph during the PM commuter peak periods (IN and OUT, combined), when compared with the various existing uses, as set out on the following page:

**Projected Nett Increase in Peak Hour Traffic Generation Potential
of the site as a consequence of the Planning Proposal**

	AM	PM
Projected Future Traffic Generation Potential:	69 vph	98 vph
Less Existing Traffic Generation Potential:	-8 vph	-8 vph
NETT INCREASE IN TRAFFIC GENERATION POTENTIAL:	61 vph	90 vph

It is pertinent to note that the projected future traffic generation potential of the retail component of the development proposal will *include* a number of “linked trips” or “passing trade”. Linked trips occur when a person visits the site but also visits another premises nearby on the same trip whilst not moving their car, thereby not generating an additional vehicle trip. Passing trade occurs when a person might visit the proposed supermarket on the site on their way home from work. That person is already travelling on the nearby road network, thereby not generating an additional vehicle trip.

Furthermore, a portion of the customers using the proposed supermarket will be drawn from residents living within the apartments above and surrounding apartment developments (of a comparable density), thereby further reducing the traffic activity associated with a stand-alone supermarket and specialty stores.

Whilst there may be some level of increase in average vehicle delays to the nearby local intersections as a consequence of the planning proposal, any increases in delays to the broader road network are expected to be minimal, as much of the traffic will be “diluted” by the time it reaches those areas, and therefore should not have any unacceptable traffic implications in terms of road network capacity.

4. PARKING ASSESSMENT

Existing Kerbside Parking Restrictions

The existing kerbside parking restrictions which apply to the road network in the vicinity of the site are illustrated on Figure 6 and comprise:

- 1 and 2 HOUR PARKING (60°) restrictions along the Pitt Street site frontage
- 1 and 2 HOUR PARKING (parallel) restrictions along the southern side of Pitt Street
- NO PARKING restrictions along the majority of the Macquarie Place site frontage
- UNRESTRICTED kerbside parking (60°) along the northern side of Macquarie Place
- NO PARKING restrictions along the western side of The Strand
- UNRESTRICTED kerbside parking along the eastern side of The Strand, including along the site frontage
- BUS ZONES located in Pitt Street, outside Mortdale Railway Station, and also Macquarie Place, opposite the site.

Off-Street Parking Provisions

The off-street parking rates applicable to the planning proposal are specified in Table 1 of Council's *Development Control Plan 2018, Section 3.1 Vehicle Access Parking and Manoeuvring* document in the following terms:

Residential Accommodation

Dwelling (1-2 bedrooms):	1 space per dwelling
Dwelling (3 bedrooms and over):	2 spaces per dwelling
Visitor spaces:	1 space per 4 dwellings

Registered Club

1 space per 18.5m²



Retail1 space per 50m²

Application of the *DCP* car parking rates to the various components of the planning proposal yields an off-street car parking requirement of 373 spaces as set out below:

Residential (173 apartments):	186 spaces
Visitors:	43 spaces
Retail (1,800m ²):	36 spaces
RSL Club (2,000m ²):	108 spaces
TOTAL:	373 spaces

Notwithstanding, the subject site is located within 800 metres of a railway station in the Sydney metropolitan area, and therefore the residential component of the development is also subject to the parking requirements specified in the *State Environmental Planning Policy No 65 – Design Quality of Residential Flat Development (Amendment No 3), 2015* in the following terms:

30 Standards that cannot be used to refuse development consent or modification of development consent

- (1) If an application for the modification of a development consent or a development application for the carrying out of development to which this Policy applies satisfies the following design criteria, the consent authority must not refuse the application because of those matters:

- a) if the car parking for the building will be equal to, or greater than, the recommended minimum amount of car parking specified in Part 3J of the Apartment Design Guide.

Reference is therefore made to the *Apartment Design Guide 2015, Section 3J – Bicycle and Car Parking* document which nominates the following car parking requirements:

Objective 3J-1

Car parking is provided based on proximity to public transport in metropolitan Sydney and centres in regional areas.

For development in the following locations:

- on sites that are within 800 metres of a railway station or light rail stop in the Sydney Metropolitan Area; or
- on land zoned, and sites within 400 metres of land zoned, B3 Commercial Core, B4 Mixed Use or equivalent in a nominated regional centre

the minimum car parking requirements for residents and visitors is set out in the Guide to Traffic Generating Developments, or the car parking requirement prescribed by the relevant council, whichever is less.

The car parking needs for a development must be provided off street.

Comparison therefore needs to be drawn between the off-street car parking requirements for residential flat buildings outlined in *DCP 2018* and also the *RMS Guidelines* to determine the *lesser* requirement. The relevant car parking rates outlined in the *RMS Guidelines* are reproduced below:

RMS Guidelines – High Density Residential Flat Buildings in Metropolitan Sub-Regional Centres

0.6 spaces per 1 bedroom unit

0.9 spaces per 2 bedroom unit

1.4 spaces per 3 bedroom unit

1 space per 5 units for visitor parking

Accordingly, the minimum off-street car parking requirement applicable to the residential component of the development is 70 spaces comprising 56 residential spaces and 14 visitor spaces as set out below:

	DCP 2018	RMS Guidelines
Residents:	186 spaces	157 spaces
Visitors:	43 spaces	35 spaces
Total:	229 spaces	192 spaces
Lesser Car Parking Requirement: 192 spaces		

The total minimum off-street parking requirement applicable to the planning proposal is therefore 294 spaces as set out on the following page:

Residential (173 apartments):	157 spaces (RMS/ADG)
Visitors:	43 spaces (RMS/ADG)
Retail (1,800m ²):	36 spaces (DCP)
RSL Club (2,000m ²):	108 spaces (DCP)
TOTAL:	344 spaces

Whilst the number of parking spaces to be provided as part of the planning proposal is not yet known, it is expected that the above parking requirements will be satisfied with the provision of a multi-level basement parking area on the subject site.

The geometric design layout of all off-street car parking and loading areas will comply with the relevant requirements specified in the Standards Australia publications *AS2890.1:2004*, *AS2890.2:2018*, *AS2890.3:2015* and *AS2890.6:2009*.

Conclusion

Based on the analysis and discussions presented within this report, the following conclusions are made:

- the planning proposal seeks to rezone the site from *R3 Medium Density Residential* and *B2 Local Centre* to *B4 Mixed Use*
- the planning proposal also seeks approval to increase the maximum Height of Building restriction from 12m to 45m and to increase the Floor Space Ratio restriction from 1:1 and 1.5:1 to 3.5:1
- the revitalised Mortdale RSL Club is expected to have the same floor area as the existing RSL Club at approximately 2,000m²
- the *nett increase* in traffic generation potential is minimal and not expected to result in any unacceptable traffic implications to the broader road network
- the future car parking and loading facilities will be provided on site and designed in accordance with Council's requirements and the relevant Australian Standards.

It is therefore reasonable to conclude that the planning proposal will not have any unacceptable implications in terms of road network capacity, access or off-street parking/loading requirements.