
**JOINT REGIONAL PLANNING PANEL
SUPPLEMENTARY REPORT**



Development Application No.	Ø D/2010/663
Address	Ø 29 Derbyshire Road, LEICHHARDT NSW 2040
Description of Development	Ø Redevelopment of the site to accommodate new Leichhardt Police Station. Works include alterations and fitout of the existing tram cable-store building; construction of a new three-storey building; new off-street parking and altered on-street parking on Derbyshire Road. Proposed hours of operations are 24 hours per day, 7 days per week.
Date of Receipt	Ø 22 December 2010
Value of Works	Ø \$12,000,000
Applicant's Details	Ø UGLServices Level 2 40 Miller St NORTH SYDNEY NSW 2060
Owner's Details	Ø State Transit Authority Of NSW PO Box 2557 STRAWBERRY HILLS NSW 2012
Notification Dates	Ø 13 January 2011 to 14 February 2011.
Number of Submissions	Ø 245
Building Classification	Ø 5
Integrated Development	Ø No

Main Issues	Ø Heritage, social impact, parking, noise.
Recommendation	Ø Refusal

1. PURPOSE OF REPORT

At the public hearing on 14 June 2011 the Joint Regional Planning Panel (Sydney East Region) heard from Council, community representatives and the applicant regarding the proposal.

The applicant indicated that some aspects of the proposal, particularly in relation to staff numbers on site and consequent parking demand, had not been well explained by the applicant's consultant during the consultation and assessment phase.

The applicant indicated a willingness to consult further with the local community, and to re-examine the issues of parking demand and appropriate heritage design.

The matter was deferred to a subsequent meeting to be held on 14 July 2011 with the applicant directed to meet with the community and Council in order to attempt to find an acceptable solution to the major issues of concern.

2. REPORT

The applicants met with community representatives on Tuesday 21st June 2011.

Council staff also met with senior representatives of NSW Police on Wednesday 22nd June 2011

At the meeting with Council staff the following matters were discussed, and the following agreements reached:

- NSW Police would arrange for comparative study to be carried out at a metropolitan police Station (potentially Glebe or Surry Hills) – being a Station not served by train access – in order to identify travel to work patterns and provide a better analysis of parking demand associated with an operating station.
- NSW Police advised that they were in discussions with the State Transit Authority with regard to an agreement to allow police staff to utilise the Bus Depot staff carpark during times when it is not in high demand by Bus employees.
- The applicants advised that they would submit a Green Transport Plan prior to the second JRPP meeting.
- The Police representatives advised that a Social Impact Comment would be provided.
- Parking arrangements on William Street and Derbyshire Road were discussed. This included the potential to provide angled parking along Derbyshire Road utilising part of the Police Station site in order to achieve the necessary road width, relocating the First Response Vehicles (perhaps to William Street) and the relocation of the sliding vehicle gate from Derbyshire Road to the Red Road.
- An amended design was tabled which sought to address the heritage issues – this involved providing a physical separation on the western side of the

connection between the new building and the Cable Store (see later discussion in this report).

- The proposed colour scheme was discussed, and an alternative presented by the Police representatives.
- The desirability of a redesign of the carport awning along the western side of the Cable Store was discussed with Council expressing the preference that this be a light-weight element so as to minimise visual impacts on the western wall of the heritage item.
- The NSW Police representatives reiterated the commitment given to the panel at the Hearing that NSW Police would not oppose a Resident Parking Scheme in surrounding streets.

A. AMENDED HERITAGE DESIGN

The applicants have submitted amended plans which have achieved an acceptable level of separation between the two buildings.



PERSPECTIVE VIEW 04 - FOR REFERENCE ONLY



PERSPECTIVE VIEW 03 - FOR REFERENCE ONLY

Council's Heritage Advisor has provided the following response to the amended plans:

Reference is made to the latest set of amended plans for the Leichhardt Police Station Site in Derbyshire Road - Issued 22/06/2011. the creation of a forecourt on the northern side elevation of the Cable Store building helps to provide the previously requested separation between the bulky dominating police station central building and the Cable Store (to allow the original form of this heritage significant structure to be discerned/appreciated from the public domain). Notwithstanding this significant improvement on the previous proposal, in keeping with previous heritage advice it is considered that the proposal could be further improved from a heritage perspective, by the following additional amendments:

- 1. A significant reduction in the thickness of the carparking awnings which form part of the addition to the western elevation of the Cable Store and in front of the southern elevation of the Cable Store (adjacent to Moore Street West) would be desirable to improve views to this historic building;*
- 2. The removal or reduction in the height of the fin wall adjacent to the ramp in the forecourt area & western elevation of the Cable Store, to also improve the views to this building; and*
- 3. The deletion of the bulky, dominating orange coloured front facade feature panels on the main central police building which are incongruous with the form of the historic tram buildings on the site. These strong modern architectural features limit the ability of this large structure to blend with the adjoining significant Cable Store*

building. In this regard, the overall colour scheme of the main central building should comprise of recessive colours with reference to the brick wall and roof colours of the Cable Store and Transport Office. Any architectural design features in the front facade of the new building should only be created by small variations in those recessive colours (not in bulky modern styled blocks of contrasting colours as proposed).



PERSPECTIVE VIEW 02 - FOR REFERENCE ONLY

The points raised in 1), 2), and 3) are matters which could be achieved by way of appropriate conditions of consent.

Consistent with the Heritage Advisor's advice, Council staff have advised the applicants that the alternative colour scheme tabled at the meeting on 22 June 2011 (or something similar) would be preferable.

B. PARKING DEMAND AND SUPPLY:

i) Negotiations with STA to use Bus Depot staff carpark

The applicants advise that an agreement has been reached with the STA to allow Police staff to use the carpark at times when demand from bus employees is not high. Namely, these times are nominated as between 5.00pm and 6.00am on weekdays and all day on weekends and public holidays, using a swipe card system.

The applicant's Traffic Consultants have also clarified the staff attendance numbers relating to various shift changeovers. In the original report the applicants advised that there were two shifts, incorporating changeovers at 6.00am and 6.00pm. The applicants now advise that within these parameters there are a number of subsidiary shift change overs, with different staff attendance rates, as follows:

- Shifts commence at 6.00am, 7.00am, 8.00am and 9.30am, and 1.00pm and 6.00pm.
- At the 6.00am changeover there would typically be 39 staff on site.

- By 7.00am this would rise to 53 staff.
- Between 7.00am and 5.00pm there would be 69 people on site.
- Between 5.00pm and 6.00pm this would reduce to 23 staff.
- At 6.00pm there would be about 35 staff on site.
- Between 6.00pm and 2.00am there would typically be 17 people on site.
- Between 2.00am and 5.30am there would typically be 12 staff on site.

What the above figures indicate, however, is that the highest number of staff coincides with the morning peak for traffic movement, with another albeit lesser peak between 5.00pm and 6.00pm. Analysis of Sydney Buses timetables also reveals that the majority of bus services commence operations between 5.30am and 6.00am. This suggests that demand by bus depot workers for on-site parking is likely to coincide with, or precede, the arrival of the higher staff demand from NSW Police. It is unclear how these two competing demands would be resolved.

At the time of writing this report Council had not been provided with any copy of the agreement between STA and NSW Police.

In order to determine whether the arrangement is workable it would be necessary for the applicant or STA to demonstrate that there are adequate vacancy rates for the times that NSW Police want to use the carpark, and that the arrangements would not result in the displacement of bus staff.

ii) NSW Police Staff Parking Alternatives:

Council has examined potential alternatives for staff parking located within a reasonable walking distance of the site. In the first instance, it is noted that there is a formed parking area capable of accommodating approximately 15 cars, located along Derbyshire Lane (to the north of William Street) adjacent to the buildings proposed to be used by the Bus and Tram Museum at 25 Derbyshire Road. There is also another paved area at the northern extremity of the Bus and Tram Museum site, adjacent to the Citywest Link with accommodation for more cars possible though not line marked. When they lodged the development application for use earlier in 2011 (subsequently rejected due to insufficient documentation) the Museum operators advised that the Museum would be open to the public only on Wednesdays, Saturdays and Sundays between 10.00am and 3.00pm, and for a very limited number of special events (school excursions and the like) at other times of the year. Based on the operation of the Tempe Museum, visitor numbers were not expected to exceed 40 persons on operational days.

Council staff recommended to NSW Police that they discuss with the Museum operators the possibility of using these carspaces outside of the core hours required by the Museum. This would accommodate the Police Station's night shift demand on every occasion, and daytime demand on Monday, Tuesday, Thursday and Friday.

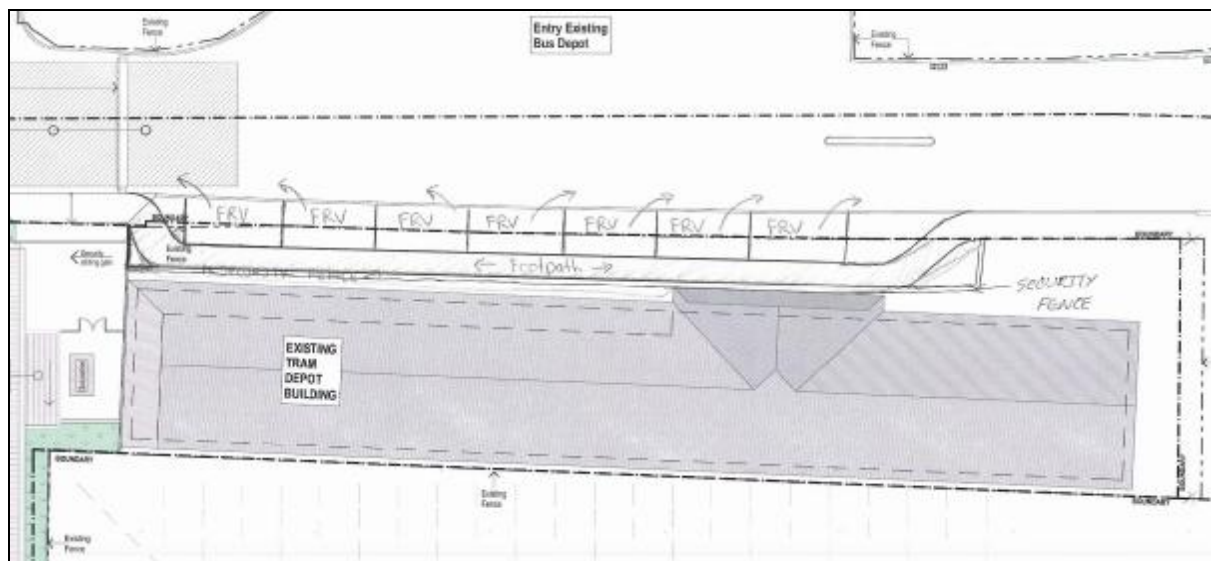
Council also notes that the adjacent Sydney Secondary campus has a staff parking area located off Derbyshire Road which accommodates between 25 and 30 cars. It is anticipated that, unlike the bus depot, staff demand for parking at the school does not generally occur prior to 6.30am, and does not generally extend beyond 6.00pm, or on weekends, public holidays, and school holidays. Potentially this could

accommodate the Police Stations night time demand on every occasion, and daytime demand on Weekends.

These are parking alternatives that could potentially accommodate a reasonable proportion of the Police Station's staff parking needs, for a reasonable proportion of the week/year, without conflicting with demand by Bus depot employees for their own staff parking.

iii) Location of First Response Vehicles

Council has considered the issue of the location of the FRV. Based on discussions with senior representatives of NSW Police it has become apparent that the majority of call-out responses are likely to be to the east of the station site i.e Annandale/Glebe/Balmain. On this understanding it seems more logical to position the FRV's away from Derbyshire Road/William Street, and to a position where they have direct and easy access to the traffic light controlled intersection of Balmain Road and thence to Moore Street, Citywest Link etc. Council staff recommend that the First Response Vehicles be repositioned to be within the site and attach two alternatives for consideration (other alternatives may, of course, be feasible).



The figure above proposes relocating the First Response Vehicles to in front of and parallel to the Tram Shed i.e accessed off the Red Road. The applicants have advised that the anticipated use of the Tram Shed is for archival storage, therefore personnel access is likely to be limited. The sketched proposal allows for seven vehicles with lengths and widths of each space compliant with the Australian Standard. The sketch proposal would however have an additional cost involved, namely the relocation of the footpath to run adjacent to the Tram Shed building, and the relocation of the security fence and any existing services. Should the Tram Shed be used for another use at a later stage such a proposal is compatible with the above parking arrangement.

Another alternative is to revisit the number and layout of parking spaces proposed on the site adjacent to the Cable Store. Analysis of the proposed parking spaces

reveals that some, particularly the ones located on the western wall and to the south of the public entry, are considerably wider than would seem to be necessary. Reducing space widths to 2700mm (still wider than the minimum permissible) and redesigning the layout and entry points results in the First Response Vehicles being able to be accommodated directly within the site again with potentially immediate access to the Red Road (see figure below)



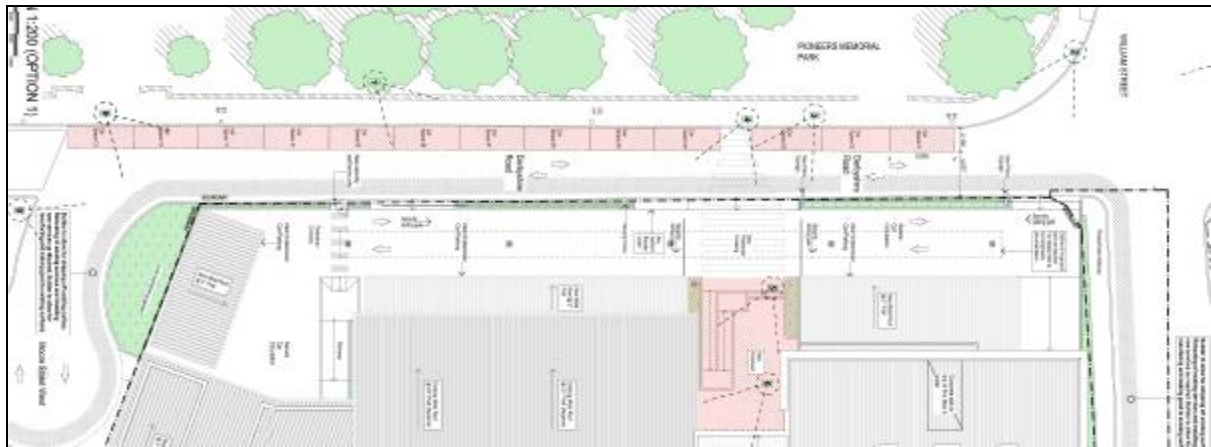
The arrangement in the top right hand corner could involve gated access to a central car aisle from Derbyshire Rd (north) and/or a relocated gate directly onto the Red Road. The sketch above results in the accommodation of all six nominated First Response Vehicles on the site, and no loss of the other carparking spaces previously proposed.

Providing for the First Response Vehicles to be accommodated in one of the two alternatives above means that there is no burden placed by this particular element on the adjacent street parking.

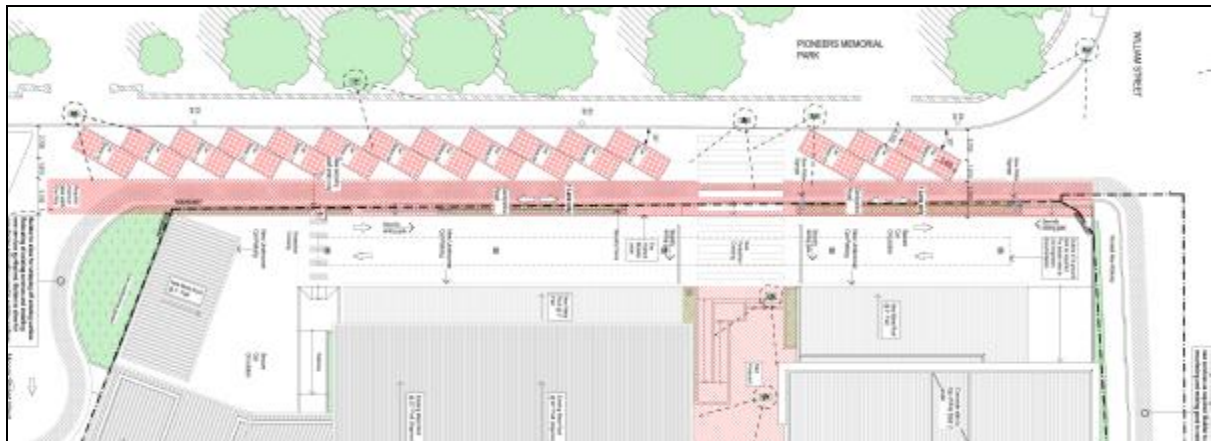
iv) Parking arrangements on Derbyshire Road

The applicants and Council discussed, in principle, the possibility of dedication of some of the Police site to Council to enable a widening of Derbyshire Road to allow angled carparking. This would potentially achieve an increase in the number of on-street parking spaces available. Analysis of the parking options provided by the applicants, however, reveals deficiencies in the angled plans which would affect pedestrian and car safety. Angled parking could only be accommodated on Derbyshire Road if the Police Station site was to be redesigned so that it too provided angled parking rather than 90 degrees, as currently shown. However, the provision of angled parking within the site results in considerably fewer spaces than currently achieved on plan – between five and seven depending on the angle

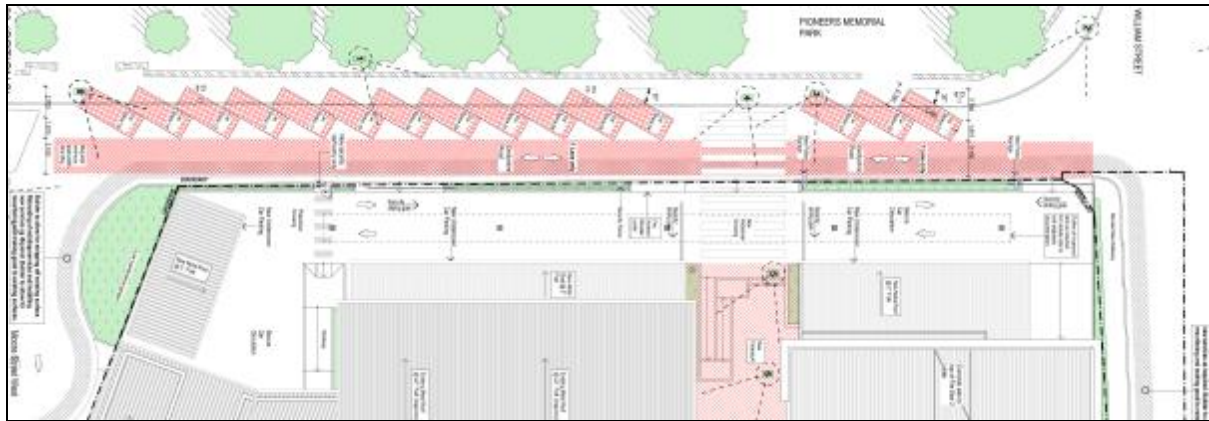
adopted. It is likely that the Police would seek to have this deficit made up by providing dedicated police vehicle spaces along Derbyshire Road. This would mean that the extra provision of parking in an angled arrangement on Derbyshire Road would be virtually eliminated by the demand for Police dedication of spaces.



Option 1 above provides for parallel spaces on the western side of Derbyshire Road. This has the advantage that the parking would then be on the same side as the existing footpath, and require very little infrastructure change other than line marking and signage. In discussions with Council's Traffic Engineer it was agreed that whilst a number of the above spaces could be time-constrained (say one-two hours) so as to encourage high turnover for police customer and park users, some, perhaps 70%, could be, in effect, all day parking. All day parking on Derbyshire Road has the advantage that there are no residential properties along Derbyshire road which could be "locked out", and these spaces would be likely to be used by police/bus depot staff thus relieving to some extent nearby residential streets.



Option 2 above involves a narrow dedication of land from the Police site.



Option 3 above involves no dedication of the police site land, however the angled parking spaces intrude significantly over the footpath and do not allow sufficient width for pedestrian circulation (wheelchairs, prams, persons walking side by side). Council does not support this option due to the impacts on pedestrian safety and comfort.

Council's Engineer response to Options 1, 2 and 3

The following comments are made on the basis of achieving an outcome that would minimise those impacts as far as possible, should the determining authority approve the development.

None of these options are considered acceptable in their current form as they do not appreciably increase the existing number of parking spaces on Derbyshire Road or provide for adequate traffic circulation. This is unacceptable given the significant increase in traffic and associated parking demand created by the development.

In addition, none of the options provide for footpath on the eastern side of Derbyshire Road, which is unacceptable given the increase in pedestrian and vehicular traffic associated with the development.

It is also unlikely that there will be sufficient warrant for the provision of a marked pedestrian crossing under RTA guidelines and therefore should be deleted. Kerb ramps should be constructed at the Derbyshire Road/ William Street intersection to cater for pedestrian traffic.

In accordance with Councils Bicycle Strategy 2007, a local cycle route is required to be implemented in Derbyshire Road extending from the College to William Street and beyond. Any proposal would need to address this.

The following comments are made in relation to each option:

Option 1 – Parallel parking, western side

- This option does not appreciably change the existing number of parking spaces available on Derbyshire Road. It is likely that at least two or three of the 13 proposed spaces will need to be deleted to cater for adequate manoeuvring between Derbyshire Road and Moore Street West and to provide adequate setback/sight distance at the proposed crossing adjacent to

the main pedestrian entry. The proposed crossing is not supported by Council and would not meet Roads and Traffic Authority requirements.

- This option does not provide adequate width for two-lane, two-way travel in Derbyshire Road.
- No provision is made for footpath on the eastern side of Derbyshire Road. This creates a significant safety issue with pedestrians, utilising the staff and main entry, walking directly out on to the road.

Therefore this option is not supported by Council.

Options 2 and 3 – Angle parking, western side

- These options only marginally increase the existing number of parking spaces available on Derbyshire Road. It is likely that at least two or three of the 15/16 proposed spaces will need to be deleted to cater for adequate manoeuvring between Derbyshire Road and Moore Street West.
- This option does not provide for two-lane, two-way travel in Derbyshire Road.
- Option 3 results in the width of the existing footpath on the western side of Derbyshire Road being reduced below the minimum acceptable width of 1.5 metres.
- No provision is made for footpath on the eastern side of Derbyshire Road.
- Angle parking could only be considered where two lanes of traffic can be achieved, together with footpath on both sides. To achieve compliance with Australian Standard AS 2890.5-1993, this would require significant encroachment into the development site and would be likely to require significant redesign of the development and associated parking.
- The operation of high response police vehicles would have a significant public safety impact in a proposed narrow width one way arrangement, with users expecting a two way traffic flow. The arrangement will also cause significant traffic conflict given the presence of the College and adjacent parkland.

Therefore these options are not supported by Council.

Note that the proposed vehicular entry location to the off street parking area from Derbyshire Road does not comply with Figure 3.1 of AS/NZS2890.1:2004 and would need to be amended accordingly.

Possible alternatives

Consideration should be given to the provision of parallel parking lanes on both sides of Derbyshire Road to achieve a significant increase in existing parking numbers.

Based on Council's preliminary review, this option could only be achieved subject to dedication of a strip of land along the western boundary of the site as road reserve. This option is also likely to require the proposed off street parking to be changed to 45 or 60 degree parking with a one-way circulation from north to south.

It should be noted that Council will only consider the dedication of parking spaces to emergency response vehicles on street, as proposed, where it can be demonstrated that a significant increase in on street parking is achieved.

Based on Council's preliminary review of this option, the following issues would need to be considered as part of this proposal:

- A minimum 5.5 metre wide two-lane, two-way traffic lane would be required.
- Minimum footpath widths of 1.5 metres on the western side and 1.2 metres on the eastern side of Derbyshire Road.
- The pedestrian crossing adjacent to the main entry should be deleted. Kerb ramps would be required at the Derbyshire Road/ William Street intersection to cater for pedestrian traffic. The vehicular entry opening to the off street parking area would need to be relocated to make provision for the kerb ramp and comply with Figure 3.1 of AS/NZS2890.1:2004.
- Dedication of land as road reserve along the western boundary of the site to accommodate the road and footpath widening. Note that it may be possible to design the parking lane and footpath on the eastern side of Derbyshire Road essentially as an indented parking bay.
- Reconstruction/realignment of the south west corner of the William Street/Derbyshire Road intersection to create a narrowed carriageway, with reduced radii to provide an environment that promotes safe vehicular speeds in an area frequented by park, College and police station users. This will also improve conditions for pedestrians crossing the road by narrowing the carriageway.
- Reconfiguration of the internal off street parking layout to accommodate a one-way traffic flow from north to south, including an exit at the southern end.
- The design would need to be supported by swept path analysis for manoeuvring between Derbyshire Road and Moore Street West and for the two vehicle accesses to the development.
- Provision of two on street accessible parking spaces.
- Provision of a local cycle route in Derbyshire Road extending from the College to William Street and beyond.

v) Implementation of parking restrictions along parts of William Street and Henry Street

At its recent meeting Council has resolved to support a trial of a resident parking scheme along the southern half of Henry Street (i.e closest to the Police Station site).

Council has also adopted a Plan of Management for Pioneer Park that would see the unrestricted street parking along William St replaced with 2 hour limits.

Both these measures will limit the availability of on street parking in the vicinity of the site. Consequently, persons seeking on-street parking in the vicinity are likely to be pushed further afield affecting residential properties which are not currently affected by the high demand from local workers.

The NSW Police have agreed that they will not oppose any resident parking scheme in the vicinity.

vi) Green Travel Plan

The applicant has provided a Green Travel Plan. This plan notes the proximity of nearby bus routes, and the Light Rail.

It is not considered that the Light Rail will be a particularly effective public transport option as the nearest station is almost one kilometre from the site. Studies have shown that most people will not use public transport if it is more than about 500m away.

It is possible that some daytime workers will access the site by bus. There are a number of general and commuter specific bus routes in the immediate location. The Travel Plan states:

Currently NSW Police Officers are provided with travel passes for free travel on rail, bus and ferry services within NSW. This is a great incentive for Police Officers to utilise public transport access to the site. In addition to the free travel, the NSW Police Force have been conversing with the STA and have developed incentives for staff to encourage the use of buses as the primary means of transport to the site.

STA have agreed to transport any Police staff directly to the adjacent site so that they will have 'front door' service. This will encourage the use of buses as the primary means of transportation to the site.

Council has not been advised as to what form these incentives take nor has a copy of the agreement been provided for perusal.

The Plan also states:

Bicycle parking for staff and visitors to the site is proposed to be incorporated as an incentive for staff and visitors to cycle to the site. The staff are provided with showers and lockers for clothes and cycling accessories.

Council has not sighted a plan which incorporates on-site bicycle parking for staff.

C. FURTHER SUBMISSIONS RECEIVED

Subsequent to the Panel meeting Council has received a number of additional submissions.

The following additional matters (not raised in previous submissions) have been raised:

- a) Police should use the Kolotex site instead.

Comment: The Kolotex site is zoned Industrial. Public Buildings are not permissible in that zone, and a rezoning would be required. Furthermore, the site only has east bound access to Parramatta Rd, meaning that police vehicles would need to traverse nearby residential streets on a regular basis. The site does not have ready access to CityWest Link.

- b) If remaining on the proposed site the building and its access should be oriented to Balmain Rd, with no pedestrian or vehicular access from William Street

Comment: Limiting vehicle and pedestrian access to a police station does not serve the wider interests of the community.

- c) Provision of a pedestrian crossing across Henry St to Pioneer Park.

Comment: This would need referral to Traffic Committee.

- d) Provision of a 40kmh school zone

Comment: School speed zones are usually implemented where they are necessary to reduce vehicle speed. Derbyshire road and William Street are both short dead-ends and such a measure may not be necessary as speeds are already constrained.

- e) First Response Vehicles to access the Red Road not Derbyshire.

Comment: Agreed.

- f) Analysis of property prices and bus routes/timetables establishes that police officers are unlikely to be able to afford property in or near Leichhardt, and bus travel times to and from the site are lengthy and not compatible with anticipated shift changes. Officers and other staff are unlikely to use buses as their usual means of travel to work.

Comment: Noted. Council agrees that some provision for nearby parking is required.

- g) Will the premises be operated as a Police Operations Centre or Emergency Operations Centre?

Comment: Council has previously been advised that the premises has been designed to allow it to be used as a base for emergency responses, however by nature of these incidents being emergencies it is not anticipated that such incidents would cause significant detriment to the local community for anything other than very short term time frames.

- h) What is the intended use of the Tram Shed – sleeping accommodation was mentioned at the meeting.

Comment: Council has been verbally advised that the Tram Shed is likely to be used for archiving, however no use has been formally sought and therefore no formal consent can be granted for the use of this building at this stage.

D. SOCIAL IMPACT COMMENT

The applicants have submitted a Social Impact Comment, in response to concerns raised in this regard. The SIC, prepared by Urbis, has concluded that overall the impacts of the LAC are more likely to be positive than negative, especially with

regard to reducing the incidences of local crime as a consequence of having a known immediate police presence in the area. The SIC has recommended a number of protocols be implemented with regard to CCTV monitoring, release protocols and the effective management of an outdoor waiting/smoking area for clients.

3. CONCLUSION

The amended heritage plans have largely addressed Council's heritage concerns. The remaining matters are generally cosmetic and could be adequately addressed by suitable conditions.

Although the applicant has managed to address a number of outstanding concerns, including heritage and social impacts, the primary concern related to staff parking demand affecting nearby streets, has not been adequately addressed.

It is Council's preference that the First Response Vehicles be located within the site, not on Derbyshire Road or William Street.

Any agreement to use part of the Bus Depot staff parking must demonstrate that this use will not conflict with bus staff parking demand. This has not yet been demonstrated. If this cannot be demonstrated the applicant should approach either the Bus and Tram Museum operators (and their landlord, the STA) and/or the Department of Education seeking shared use of the carparking areas utilised by those parties.

Council has not been provided with a copy of the agreement made with the STA. No compelling evidence has been submitted to demonstrate that the agreement with the STA can be accommodated without compromising the bus depot workers' need for on-site carparking. Measures referred to in the Green Travel Plan, for example the provision of secure bike storage and incentives to use public transport, have not been demonstrated in any plan or document. The First Response Vehicles continue to be located on the street, when feasible alternatives exist to remove this burden from the public domain. The comparative study of travel to work patterns for a similar metropolitan station (which was agreed to at the meeting with Council staff) has not been provided. Alternative nearby parking options which do not involve any conflict with STA parking demand, do not appear to have been canvassed.

Council has not achieved a level of comfort with regard to on site and proximity parking solutions which would allow a recommendation for approval to be made.

4. RECOMMENDATION

That pursuant to s80 of the Environmental Planning and Assessment Act 1979 the application D/2010/663 for construction of a new local area command police station including alterations and additions to heritage items known as the Cable Store and the Tram Depot and use of part of Derbyshire Road for dedicated police vehicle parking at property known as 29 Derbyshire Road Leichhardt be refused for the reasons outlined within the development assessment report.