

SYDNEY EASTERN CITY PLANNING PANEL

ADDENDUM REPORT

Panel Reference	PPSSEC-18
DA Number	390/2019/1
LGA	Woollahra
Proposed Development	Demolition of the existing tennis courts at The Scots College, excavation to create underground car parking and associated facilities with new tennis courts above and new (re-located) entry from Cranbrook Lane, and an increase in the approved student numbers from 1,120 to 1,520
Street Address	29-53 Victoria Road, Bellevue Hill
Applicant/Owner	Applicant: The Scots College c/o Mr Steven Adams Owner: The Presbyterian Church NSW Property
Date of DA lodgement	11/10/2019
Number of Submissions	n/a (Additional information not re-notified) 37 to original application
Recommendation	Refusal
Regional Development Criteria (Schedule 7 of the SEPP (State and Regional Development) 2011	Educational establishment over \$5 million (CIV \$10,646,975).
List of all relevant s4.15(1)(a) matters	<ul style="list-style-type: none"> • List all of the relevant environmental planning instruments: s4.15(1)(a)(i) <ul style="list-style-type: none"> - SEPP 55 – Remediation of Land; - SEPP (Infrastructure) 2007; - SEPP (Educational Establishments and Child Care Facilities) 2017; - SREP (Sydney Harbour Catchment) 2005; - Woollahra Local Environmental Plan 2014. • List any proposed instrument that is or has been the subject of public consultation under the Act and that has been notified to the consent authority: s4.15(1)(a)(ii) N/A • List any relevant development control plan: s4.15(1)(a)(iii) <ul style="list-style-type: none"> - Woollahra Development Control Plan 2015; • Other relevant plans: <ul style="list-style-type: none"> - Woollahra Section 94 Contributions Plan 2011 • List any relevant planning agreement that has been entered into under section 7.4, or any draft planning agreement that a developer has offered to enter into <ul style="list-style-type: none"> - N/A • List any coastal zone management plan: s4.15(1)(a)(v) Not applicable. • List any relevant regulations: s4.15(1)(a)(iv) <i>92: Additional matters the consent authority must consider</i>

	<i>98(1)(a): Compliance with Building Code of Australia 98A: Erection of signs</i>														
List all documents submitted with this report for the Panel's consideration	<table> <tr> <th>Annexure</th><th>Document</th></tr> <tr> <td>1</td><td>Original Assessment Report</td></tr> <tr> <td>2</td><td><i>Student and staff numbers</i> across all campuses since 2003, independently verified by Nexia Sydney Audit Pty Ltd, dated 9/12/20</td></tr> <tr> <td>3</td><td><i>Traffic Analysis Addendum</i>, prepared by Andrew Morse of PTC Consulting, dated 15/02/2021</td></tr> <tr> <td>4</td><td><i>Operational Transport and Access Management Plan</i>, prepared by Andrew Morse of PTC Consulting, dated 27/01/2021 (Issue 1)</td></tr> <tr> <td>5</td><td><i>Green Travel Plan</i>, prepared by Andrew Morse of PTC Consulting, dated 09/02/2021 (Issue 1)</td></tr> <tr> <td>6</td><td>Without Prejudice Draft Conditions of Consent</td></tr> </table>	Annexure	Document	1	Original Assessment Report	2	<i>Student and staff numbers</i> across all campuses since 2003, independently verified by Nexia Sydney Audit Pty Ltd, dated 9/12/20	3	<i>Traffic Analysis Addendum</i> , prepared by Andrew Morse of PTC Consulting, dated 15/02/2021	4	<i>Operational Transport and Access Management Plan</i> , prepared by Andrew Morse of PTC Consulting, dated 27/01/2021 (Issue 1)	5	<i>Green Travel Plan</i> , prepared by Andrew Morse of PTC Consulting, dated 09/02/2021 (Issue 1)	6	Without Prejudice Draft Conditions of Consent
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Clause 4.6 requests	n/a														
Summary of key submissions	n/a Addressed in Original Assessment Report														
Report prepared by	Ms P Frecklington														
Report date	1 March 2021														

SYDNEY EASTERN CITY PLANNING PANEL

ADDENDUM REPORT

In Response to Deferral of Matter PPSSEC-18 on 19 November 2020

DATE:	1 March 2021
PANEL MEMBERS:	Carl Scully (Chair), Jan Murrell, Sue Francis, Mary-Lou Jarvis, Toni Zeltzer
PANEL REF:	PPSSEC-18
DA NO:	390/2019/1
MEETING DATE:	11 March 2021
PROPOSAL:	Demolition of the existing tennis courts at The Scots College, excavation to create underground car parking and associated facilities with new tennis courts above and new (re-located) entry from Cranbrook Lane, and an increase in the approved student numbers from 1,120 to 1,520
ADDRESS:	29-53 Victoria Road, Bellevue Hill
REGARDING:	Addendum report in response to Deferral of Matter PPSSEC-18 on 19 November 2020
AUTHOR:	Ms P Frecklington

1. Purpose

The purpose of this addendum report is to address the reasons for deferral of matter PPSSEC-18 and to provide an assessment of the revised traffic report and additional information submitted, as requested by the Sydney Eastern City Planning Panel.

This report is to be read in conjunction with the original Assessment Report submitted to the Panel (**Annexure 1**).

2. Background

On 19 November 2020, the Sydney Eastern City Planning Panel deferred a development application (PPSEC-18) involving The Scots College at 29-53 Victoria Road, Bellevue Hill for:

- o demolition of the existing tennis courts;
- o excavation to create underground car parking and associated facilities with new tennis courts above;
- o new (re-located) entry from Cranbrook Lane; and
- o an increase in the approved student numbers from 1,120 to 1,520.

3. Reasons for deferral

- a) **Paucity of information**
- b) **Traffic report:** The traffic report requires further information prior to determination, including:

- a *Green Travel Plan*;
 - *Operational Traffic Management Plan*;
 - employment of a *traffic warden* for morning and afternoon peak times;
 - input of independently verified *student* and *staff* numbers for all campuses since 2003;
 - considering the traffic impacts of the '*approved*' maximum student capacity, '*existing*' student capacity, and the '*proposed*' student capacity;
 - acknowledging existing parking/traffic issues raised by residents during pick up/drop times; and
 - considering any planned infrastructure upgrades or parking restrictions that may impact road functionality.
- c) **Student and staff numbers:** Independently verified student and staff numbers and the history of change in those numbers since 2003 across all school campuses is to be submitted to Council by 10/12/20.

4. Additional Documents Submitted

- *Student and staff numbers* (independently verified) across all campuses since 2003, prepared by Nexia Sydney Audit Pty Ltd, dated 9/12/20 – **Annexure 2**
- *Traffic Analysis Addendum*, prepared by Andrew Morse of PTC Consulting, dated 15/02/2021 – **Annexure 3**
- *Operational Transport and Access Management Plan*, prepared by Andrew Morse of PTC Consulting, dated 27/01/2021 (Issue 1) – **Annexure 4**
- *Green Travel Plan*, prepared by Andrew Morse of PTC Consulting, dated 09/02/2021 (Issue 1) – **Annexure 5**.

It is noted that the *Operational Traffic Management Plan* and *Green Travel Plan* were specified as draft working documents that could form the basis of documents that would be finalised in response to a condition of consent.

5. Notification

The additional documents were not formally re-notified by Woollahra Council. As such, there are no additional submissions to consider.

The *Green Travel Plan*, *Operational Transport and Access Management Plan*, and *Traffic Analysis Addendum* have been made publicly available on Council's website.

6. Consideration of Additional Information

6.1. Student and staff numbers

A history of student and staff members since 2003 has been independently verified by Nexia Sydney Pty Ltd.

This indicates that over a 17-year period, the total number of students including day/boarding students at the Senior Campus, Senior Preparatory Campus, and Glengarry has increased from 989 students to 1,489, an increase in 500 students. The provision of staff at the total Victoria Road Campus over the same period has increased from 140 to 232 staff. The growth in students / staff from 2003 to 2020 is itemised below:

Year	Student total	Annual increase / (decrease) in students	Annual percentage change (%)	Staff total	Annual increase / (decrease) in students	Annual percentage change (%)
2003	989	-	-	140		
2004	1,023	34	3.4	129	-11	-7.9
2005	1,047	24	2.3	150	21	16.3
2006	1078	31	3.0	165	15	10.0
2007	1078	0	0.0	169	4	2.4
2008	1192	114	10.6	179	10	5.9
2009	1191	-1	-0.1	221	42	23.5
2010	1245	54	4.5	226	5	2.3
2011	1328	83	6.7	204	-22	-9.7
2012	1376	48	3.6	204	0	0.0
2013	1411	35	2.5	200	-4	-2.0
2014	1419	8	0.6	242	42	21.0
2015	1451	32	2.3	224	-18	-7.4
2016	1487	36	2.5	229	5	2.2
2017	1481	-6	-0.4	239	10	4.4
2018	1503	22	1.5	223	-16	-6.7
2019	1498	-5	-0.3	233	10	4.5
2020	1489	-9	-0.6	232	-1	-0.4

The current application seeks approval for an increase in the approved/lawful student numbers from 1,120 to 1,520. However, it should be noted that the existing state is 1,489, such that the proposed change to the existing state only allows for 31 additional students.

The traffic generation associated with the proposed increase in students is discussed in the following section of this discussion.

6.2. Traffic assessment

A key omission of the original application was a lack of traffic analysis for the approved/lawful student numbers, compared to the existing state, and the proposed number of students.

Additional information has been submitted as outlined in **Section 2**, as required by the Panel. This has been assessed by Council's Traffic Engineer, as follows:

Parking Provision

Table 1: On-site Car Parking Provision

Category	DCP Minimum Required Parking	Current Provision	Proposed Additional Parking	Shortfall
Car Parking	231	79	78	74
Accessible Parking	5	-	5	0

On-site parking provision has been previously assessed for the subject DA and another concurrent proposal under DA2019/389/1 to consider parking demand for the Victoria Road Campus, including Ingula and the main (McIntyre) Campus. A shortfall of 74 car parking spaces was identified.

It is however acknowledged that, with the implementation of the proposed Green Travel Plan (GTP), mode shifts toward public and active transport would occur, decreasing the private car usage and in turn car parking demand, especially for staff parking. It is also noted that compared to the existing number of students enrolled, the proposed cap would not create significant increase of students, or staff required accordingly, as per the Verification of Students and Staff Numbers. As such, the arrangement of providing an additional 83 car parking spaces, including 5 accessible parking spaces, to accommodate the proposed development is considered acceptable.

However, Council's Traffic Engineers do not concur with the statement in the Traffic Report to utilise on-street parking spaces to offset the shortfall in on-site parking provision. It should be reiterated that kerbside parking surrounding the school premises is in very high demand and should be kept available to all public users. Using these spaces as designated parking for the school will adversely impact on the amenity of the surrounding areas and cannot be supported.

Table 2: Bicycle and Motorbike Parking Provision

Category	DCP Minimum Required Parking	Proposed Additional Parking	Shortfall
Bicycle Parking	76	0	76
Motorcycle Parking	24	16	8

It is understood that bicycle racks and End of Trip Facilities (EoTF) are currently provided within the Maths and Science Building, serving the northern end of the campus. Additional EoTF are included within the proposed McIntyre car park to serve the southern end of the campus however without provision of bicycle parking spaces.

It should be noted that, as also pointed out in the proposed GTP, with the planned residential developments on the eastern side of the school and the future implementation of Bike Club, it is likely that many of the students will choose to cycle to and from school. It is therefore envisaged that additional bicycle parking demand would occur, and that a lack of corresponding provision of additional parking spaces would result in a shortfall.

The proposal would result in a shortfall of eight (8) motorcycle parking spaces. Further exploration of the bicycle parking and motorcycle parking shortfall is required having regard to the GTP strategies and targets. This is included as a deferred commencement condition (**Condition A.3**) in the without-prejudice draft conditions of consent attached as **Annexure 6**.

Traffic Generation

It is noted that surveys have been undertaken to analyse post-development traffic at the Victoria Road intersections with Ginahgulla Road and Cranbrook Road. Results show a slight decrease of performance in terms of saturation degree and delays. It is also acknowledged that the proposed car park would relieve some pressure off the surrounding streets considering the occupation of on-street parking spaces will decrease. This should reduce traffic congestion as a result of available parking opportunities within the development.

It is also understood that the school will continue to work with bus operators to provide additional bus services and improve access to the school. With these proposed measures, in addition to the implementation of the *Operational Traffic Management Plan* for safer and more efficient operations,

it is envisaged that students would utilise the Scots Bus services and public transport to a larger extent, while staff are also expected to choose public transport over private vehicles to further alleviate pressure on the surrounding traffic.

As stated above, there is no significant increase of students between the proposed cap and the existing enrolment, or significant increase to the required staff as a result of the proposed development and therefore this is considered acceptable.

Green Travel Plan

A *Green Travel Plan* (GTP) is submitted for the proposed development, as per Section E1.12.1 of Council's DCP. Council's Traffic Section finds the approaches to develop GTP and the strategies listed generally reasonable and practical, and consistent with Council's overarching strategies to facilitate active transport, however, it should be noted that some detailed information, including staff number (full time equivalent teaching staff and non-teaching support staff), targets for long/medium term targets for the mode shares of walking and cycling, have not been submitted. It should also be noted that inconsistent information has been provided in the GTP and traffic surveys regarding the current share of student/staff walking and cycling to and from school.

As such, a revised GTP with full details required should be submitted for further assessment. Should the development be approved, monitoring annual reports are required to provide information on the number of people trips, travel modes by time of day, journey purpose and origin/destination of trips for a minimum of 5 years post occupation, as per Council's DCP. Without prejudice deferred commencement conditions of consent to this effect are included within the recommendation, should this application be approved.

Pick-up/Drop-off & Operational Traffic Management Plan (OTMP)

An *Operational Traffic Management Plan* (OTMP) is submitted for the proposed development, as per Section E1.13.1 of Council's DCP. The proposed arrangement to organise pedestrians, cyclists and public transport users are considered satisfactory, however insufficient information has been provided regarding pick-up and drop-off arrangements.

A pick-up and drop-off area is proposed at Ginahgulla Campus, however it should be noted that with the proposed increased number of total students at the Victoria Road Campus, an additional on-site pick-up and drop-off area at the main campus to accommodate other year groups should also be explored and provided.

In addition, parents are encouraged for a staggered arrival, however it is unclear how the staggered pick-up/drop-offs and marshalling of students will be carried out. It should be noted that a simultaneous pick-up/drop-off for all students within the proposed time period of 8:00am-8:20am and 3:05pm-3:30pm is considered insufficient to alleviate congestion, especially for afternoon pick-ups. Historically, Council Officers have received concerns from the local community regarding illegal parking, traffic and pedestrian safety and congestion during drop-off and pick-up peak periods.

A revised OTMP with more details regarding pick-up/drop-offs should be submitted to allow a more efficient turnover for pick-ups and drop-offs.

Construction Traffic Management Plan (CTMP)

Given the nature of the proposed development, a preliminary *Construction Traffic Management Plan* (CTMP) is required in advance to assess feasibility and potential traffic impacts of construction works on the surrounding road network, especially on the impacts of pedestrian and children safety during construction periods.

Previous assessment has been carried out by Council's Traffic Section, identifying the following issues that require amendments:

- 1) Hours of work: When demolition, excavation and construction works are to be undertaken on school days, all vehicular movements associated with this work shall only be undertaken between the hours of 9.30am and 2.30pm, in order to minimise disruption to the traffic network during school pick up and drop off times;
- 2) Access and egress route of construction vehicles: the proposal to access and exit the site via the existing gate on Cranbrook Lane with the maximum vehicle size being a 19m long heavy vehicle (Truck and Dog) is not desirable and therefore cannot be supported by Council's Traffic Engineers. Concerns are raised to traffic flow in Cranbrook Lane and the existing constraints such as the narrow road width. At present parking is permitted along sections of Cranbrook Lane which would obstruct access for large trucks.
- 3) Accommodation of trucks: if trucks are to be accommodated on the site, a scaled drawing showing where the construction vehicles will stand and the vehicle swept path to show that these vehicles can access and egress the site in a forward direction, is to be provided;
- 4) Traffic control plans: should the one-way lane within the site be used by construction vehicles driving between the oval and the eastern boundary of the school, proper traffic control plans should be prepared to manage vehicle movements, as well as other potential high-risk areas that may be identified after the access/egress route and point are determined. Consideration to pedestrian volumes around schools are higher than most other developments and the safety of the public should be ensured and demonstrated in these plans i.e. Traffic Control Plans and Pedestrian Management Plans.

Local Area Traffic Management

As per the proposed OTMP and GTP, walking and cycling will be further facilitated for students and staff. It is therefore essential that the developer undertakes studies in advance to explore necessary traffic mitigation measures to improve traffic safety, especially student and pedestrian safety, and minimise adverse impacts on the local road network.

The Applicant should refer to Council's Traffic Management Strategy 2014, and accordingly develop, fund and implement *Local Area Traffic Management* (LATM) on the basis of a more comprehensive analysis regarding efficiency and safety in the vicinity, to the satisfaction of the Council's Engineering Services Department. Traffic calming measures should include but not be limited to:

- 1) The installation of a pedestrian refuge on the intersection of Cranbrook Road and Victoria Road, to improve pedestrian crossing to Victoria Road;
- 2) The enhancement of line marking and signposting on the intersection of Carrington Avenue, Cranbrook Lane, and Cranbrook Road for turning movements and safety.

Sight Splay

Pursuant to Clause 3.2.4 of AS/NZS 2890.1:2004, a 2m x 2.5m driveway sightline splay should be provided along both sides of the driveway to ensure adequate visibility between vehicles leaving the car park and pedestrians on the frontage road footpath. This should be clearly depicted on the architectural plans. Any landscape proposed within the pedestrian splays shall be groundcover type to ensure visibility.

7. Recommendation

It is recommended that the recommendation of refusal in the original assessment report is upheld (**Annexure 1**).

The principal reason for refusal is because of the paucity of information to allow for an informed decision. Additional information is required including the bicycle/motorcycle parking shortfall, pick-up/drop-off arrangements, and Green Travel Plan, as discussed previously in this Report.

It is Council's position that these matters should be resolved at the assessment stage given the significance of the issues concerned.

However, should the Panel determine to approve this application, without-prejudice draft conditions of consent are provided (**Annexure 6**). A deferred commencement condition is included (**Condition A.3**) to address the information deficiencies.

8. Annexures

Annexure	Document
1	Original Assessment Report – Presented to SECPP on 19/11/2020
2	<i>Student and staff numbers</i> across all campuses since 2003, independently verified by Nexia Sydney Audit Pty Ltd, dated 9/12/2020
3	<i>Traffic Analysis Addendum</i> , prepared by Andrew Morse of PTC Consulting, dated 15/02/2021
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