St Leonards South Precinct – Areas 13, 14 & 15 Proposed Residential Development

14-16 Marshall Avenue, 2-10 Berry Road & 5-9 Holdsworth Avenue, St Leonards

TRAFFIC AND PARKING ASSESSMENT REPORT



27 April 2023

Ref 21167



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1. INTRODUCTION

This report has been prepared by Varga Traffic Planning Pty Ltd on behalf of *Modern Construction & Development* (the Proponent) and in support of a development application submitted to Lane Cove Council for a residential development proposal to be located at 14-16 Marshall Ave, 2-10 Berry Rd & 5-9 Holdsworth Ave, St Leonards (Figures 1 and 2).

The proposed development involves the demolition of the ten existing dwelling houses and outbuildings on the site to facilitate the construction of three separate 10 to 11 storey residential apartment buildings, comprising a total of 187 units spanning across the buildings, in accordance with the broader development within the St Leonards South Precinct.

Off-street parking is to be provided for a total of 249 cars across five levels, including two new basement levels and two upper parking levels, in accordance with Council's requirements. Vehicular access to the site is to be provided via a new entry/exit driveway located at the northern end of the Holdsworth Avenue site frontage.

A key component of the development is to incorporate the desired future character of the St Leonards South Precinct and emphasis on the unique context of the locality through architectural expression and landscaping.

The proposed development is aligned with Council's vision for the St Leonards South Precinct and will create a landmark development within this corner site to celebrate the gateway entrance to the St Leonards South Precinct.

Background

The site forms part of the Council led St Leonards South Planning Proposal followed by the amendments to the LEP, DCP and implementation of a new Landscape Master Plan (LMP).

The intent of the amendments is to allow for higher density residential development in the area. The LEP amendments were gazetted in October 2020 and came into effect on 1st November 2020.

The new planning framework is also supported by a site specific DCP and a LMP which were adopted by Council on 19th October 2020. These documents are intended to supplement the LEP controls to provide more detailed built form and landscape guidelines.

Pre-Lodgement Discussions

The proposal for the development of Area's 13, 14 & 15 has led to multiple preliminary discussions with Lane Cove Council. The Proponent has been consulting extensively with Lane Cove Council throughout the Planning Proposal phase, and in addition met with senior planning staff in November 2020 to seek clarity on a range of matters while the design review structure was being finalised.

Post gazettal of the LEP and as part of the pre-DA process, the applicant met with Council and the Design Excellence Panel (DEP) on multiple occasions. Preliminary design schemes were presented at these meetings.

On 19 August 2022, Lane Cove Council issued a Letter to the Applicant providing detailed comments on the proposal. The correspondence generally accepted the design responses with one amendment pertaining to the southern setback controls for Levels 5-10 of buildings in Areas 14 & 15.

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

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

- reviews the geometric design features of the proposed parking and loading facilities for compliance with the relevant codes and standards
- assesses the adequacy and suitability of the quantum of off-street parking and loading provided on the site.

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2. PROPOSED DEVELOPMENT

Site

The subject site is located on the south-eastern corner of the Marshall Avenue and Berry Road intersection, and extends through to Holdsworth Avenue. The site has street frontages of approximately 37m in length to Marshall Avenue, approximately 113m in length to Berry Road and approximately 46m in length to Holdsworth Avenue. The site occupies an area of approximately 5,800m².

The site is known as Areas 13, 14 and 15 within the St Leonards South Precinct and in the Lane Cove Local Government Area (LGA). St Leonards is located 6km north of the Sydney CBD. The subject site is in proximity and highly accessible to the commercial centres of North Sydney, Chatswood and Macquarie Park. The site is located within convenient walking distance to St Leonards rail station and the future metro station.

The surrounding development has undergone significant transition, from low density dwellings to medium and high density residential and mixed use. The desired future character for St Leonards South Precinct is for a liveable, walkable, connected, safe area which helps build upon the transit, commercial and residential opportunities of St Leonards. This transition is being supported by current development activity, recent approvals and further planned development.

Address	Lot and Deposited Plan
14 Marshall Avenue	Lot 2 in DP7259
16 Marshall Avenue	Lot 1 in DP7259
2 Berry Road	Lot 38 in DP7259
4 Berry Road	Lot 37 in DP7259
6 Berry Road	Lot 36 in DP7259
8 Berry Road (*to be acquired from neighbour)	Lot 35 in DP7259
10 Berry Road (*to be acquired from neighbour)	Lot 34 in DP7259
5 Holdsworth Avenue	Lot 7 in DP7259
7 Holdsworth Avenue	Lot 8 in DP7259
9 Holdsworth Avenue	Lot 9 in DP7259

St Leonards South Area

The site lies within Areas 13, 14 & 15 of the "St Leonards South Area", as detailed in the *St Leonards South DCP (2020)*. An extract from the St Leonards South DCP illustrating the amalgamation opportunities within the precinct area has been reproduced below.

The extract indicates the south-western portion of the site is to be dedicated as a future pedestrian through-link, connecting Holdsworth Avenue and Berry Road.



Source: Locality 8 – St Leonards South DCP (2020)

The subject site is zoned *R4 High Density Residential* and is located approximately 400m walking distance south of the St Leonards Railway Station entrance.



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

The subject site is currently occupied by ten dwelling houses, each with off-street parking. Vehicular access to the properties is provided via respective driveways located off Marshall Avenue, Berry Road and Holdsworth Avenue.

Proposed Development

The proposed development involves the demolition of the existing building on the site to facilitate the construction of a new residential apartment development comprising three separate buildings on Areas 13, 14 & 15 of the site. A total of 187 residential apartments are proposed across the buildings as follows:

Unit Mix	Area 13	Area 14	Area 15	TOTAL
1 bedroom dwelling	13	5	25	43
2 bedroom dwelling	28	29	25	82
3 bedroom dwelling	15	16	19	50
4 bedroom dwelling	4	5	3	12
TOTAL UNITS	60	55	72	187

Off-street parking is proposed for a total of 249 cars, *plus* 2 x dedicated loading bays, across five levels, including two new basement levels and two upper parking levels, in accordance with Council's DCP requirements. In this regard, due to the sloping topography of the site, the parking levels are not visible from the street level.

Vehicular access to the site is to be provided via a new entry/exit driveway located at the northern end of the Holdsworth Avenue site frontage.

The servicing needs of the proposed residential development is expected to be relatively minimal and likely to comprise the regular on-site garbage collection services using Council's garbage truck as well as irregular visits by removalist trucks when future residents are moving house.

A dedicated loading dock is proposed within the ground floor level, at the bottom of the entry ramp, which is capable of accommodating 2 trucks simultaneously (i.e. $-1 \times MRV$ truck & 1 x SRV truck. Vehicular access to the loading area is to be provided via the above mentioned entry/exit driveway located at the northern end of the Holdsworth Avenue site frontage.

Plans of the proposed development have been prepared by *PTW Architects* and are reproduced in **Appendix A**.

3. TRAFFIC ASSESSMENT

Road Hierarchy

The road hierarchy allocated to the road network in the vicinity of the site by Transport for NSW (TfNSW) is illustrated on Figure 3.

The Pacific Highway is classified by TfNSW as a *State Road* and provides the key northsouth road link in the area, linking North Sydney to Hornsby and beyond. It typically carries two to three lanes in each direction, with turning lanes provided at key intersections. Clearway restrictions apply during commuter peak periods.

River Road is classified by TfNSW as a *Regional Road* and provides an east-west road link through the local area. It typically carries one to two lanes in each direction in the vicinity of the site, with kerbside parking permitted at selected locations, *outside* of commuter peak periods.

Greenwich Road, in between the Pacific Highway and River Road, is also classified by TfNSW as a *Regional Road*. It typically carries one traffic lane in each direction, with kerbside parking generally permitted on both sides of the road.

Marshall Avenue, Berry Road and Holdsworth Avenue are local, unclassified roads which are primarily used to provide vehicular and pedestrian access to frontage properties. Kerbside parking is generally permitted on both sides of each of these roads. Berry Road and Holdsworth Avenue are both 'no-through' dead-end roads which terminate at the southern end of the road.

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 60 km/h SPEED LIMIT which applies to the Pacific Highway

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- a 50 km/h SPEED LIMIT which applies to Marshall Avenue, Berry Road, Holdsworth Avenue and all other local roads in the area
- TRAFFIC SIGNALS in Pacific Highway where it intersects with Berry Road/Reserve Road and also Herbert Street
- a CENTRAL MEDIAN ISLAND in Pacific Highway which precludes right-turn movements except at key signalised intersections
- RIGHT TURN HOLDING LANES on the Pacific Highway, for traffic turning onto Berry Road, Reserve Road and also Herbert Street
- ROUNDABOUTS in Marshall Avenue where it intersects with Berry Road and also Holdsworth Avenue
- GIVE WAY SIGN restrictions in Canberra Avenue where it intersects with Marshall Avenue, with Pedestrian Refuge Islands provided in the vicinity of the intersections.

Existing Public Transport Services

The existing public transport services available in the vicinity of the site are illustrated on Figure 5.

There are currently 14 bus routes traversing along Pacific Highway, with the closest bus stop located within 200m walking distance north of the site and includes the 114, 144, 200, 252, 254, 265, 286, 287, 290, 291, 320, 602X, 612X and 622 services.

St Leonards Railway Station is also located approximately 400m walking distance to/from the site and is situated on the T1 Northern, North Shore and Western Line, with services every 5-10 minutes during peak periods and every 10-15 minutes during off-peak periods. In addition, the site is located approximately 750m from the future Crows Nest Metro Station.

In summary, there are more than 870 bus services per day travelling past the site on weekdays, approximately 550 bus services per day on Saturdays and approximately 500 bus services per day on Sundays, as set out in the table on the following page.



	Bus Routes and Frequencies						
Doute No	Dorto	Wee	kday	Satu	rday	Sur	day
Koute No.	Koute	In	Out	In	Out	In	Out
114	Balmoral to Royal North Shore Hospital	65	63	49	49	49	48
144	Manly to Chatswood via St Leonards	106	101	102	102	100	101
200	Bondi Junction to Gore Hill	25	25	-	-	-	-
252	Gladesville to City King Street Wharf via North Sydney	36	38	34	34	28	28
254	Riverview to McMahons Point	26	25	17	17	15	15
265	Lane Cove to North Sydney via Greenwich	20	18	10	9	-	-
286	Denistone East to Milsons Point via St Leonards and North Sydney	3	7	-	-	-	-
287	Ryde to Milsons Point via St Leonards and North Sydney	6	4	-	-	-	-
290	Epping to City Erskine Street via Macquarie University & North Sydney	8	8	7	7	4	4
291	Epping to McMahons Point	27	25	17	17	15	15
320	Green Square to Gore Hill	75	75	40	37	40	37
602X	Bella Vista Station to North Sydney	15	15	-	-	-	-
612X	Castle Hill to North Sydney	23	26	-	-	-	-
622	Dural to Milsons Point via Cherrybrook	6	7	-	-	-	-
	TOTAL	441	437	276	272	251	248

The abovementioned bus services also connect with train services at numerous suburban railway stations including St Leonards, Wollstonecraft, Waverton, North Sydney, Chatswood, Milsons Point, Wynyard, Epping, Macquarie University, Lane Cove, Bella Vista, Castle Hill, Town Hall and Central.

The site is also located in close proximity to a variety of shops and services located in St Leonards and Crows Nest as well as being located a short distance from Royal North Shore Hospital. The site is therefore considered to be highly accessible to essential services and public transport options.

Projected Traffic Generation

The traffic implications of development proposals primarily concern the effects of the *additional* traffic flows generated as a result of a 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 development 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 RMS *Technical Direction* (TDT 2013/04a) document.

The *TDT 2013/04a* document specifies that it replaces those sections of the RMS *Guidelines* indicated, and that it must be followed when RMS is undertaking trip generation and/or parking demand assessments.

The RMS *Guidelines* and the updated *TDT 2013/04a* are based on extensive surveys of a wide range of land uses and nominate the following traffic generation rates which are applicable to the development proposal:

High Density Residential Flat Dwellings

AM: 0.19 peak hour vehicle trips/unitPM: 0.15 peak hour vehicle trips/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 pickup/set-down activities. Application of the above traffic generation rate to the 187 residential apartments outlined in the development proposal yields a traffic generation potential of approximately 36 vehicle trips per hour (vph) during the weekday *morning* commuter peak period and approximately 28 vph during the weekday *afternoon* commuter peak period.

That projected increase in traffic activity as a consequence of the development proposal is consistent with the site's FSR and height controls under the Lane Cove *LEP*, which have already been considered by Council as part of the rezoning of the St Leonards South Area precinct, is consistent with the Masterplan traffic study, and will therefore not have any unacceptable traffic implications in terms of road network capacity.

It is also pertinent to note that with respect to any traffic modelling required to accompany the application, discussions have been held with Council's traffic engineer, Mr John Gill, who advised that if the proposal complies with the *LEP* planning controls, then further modelling is not required as it has already been assessed as part of the rezoning Masterplan traffic study.

4. CONSTRUCTION TRAFFIC MANAGEMENT PLAN

The construction activities are expected to be undertaken over a duration of approximately 24 months as set out below. Working hours will be as per Council's standard conditions. No work is to be carried out on Sundays or Public Holidays.

CONSTRUCTON PROGRAM – APPROXIMATE DURATIONS							
Stage Work Duration							
1	Demolition	1 month					
2	Excavation	3 months					
3	Construction	20 months					

Demolition & Excavation Stage

All demolition and excavated spoil material will be loaded wholly within the site using a variety of truck sizes and types. The trucks will enter and exit the site via the existing/future driveway located off the Holdsworth Avenue site frontage.

Construction Stage

All construction material deliveries will also be unloaded wholly within the site where possible, with the movement of trucks across the footpath area to be supervised by an authorised traffic controller.

During the initial construction stages – i.e. construction of the basement levels, trucks would likely need to load/unload within the kerbside areas along the Marshall Avenue, Berry Road and/or Holdsworth Avenue site frontage/s. As the construction progress, and the ground floor slab is completed, trucks can also unload within the future loading dock area.

Works Zone

As construction of the building progresses it may become difficult for loading/unloading to occur within the site, therefore a Works Zone may be required along the Marshall Avenue, Berry Road and/or Holdsworth Avenue site frontage/s.

The Works Zone restrictions would apply during working hours only and would be provided specifically for the set down and pick-up of materials, not for the parking of private vehicles associated with the site.

Construction Truck Routes

All heavy vehicles involved in the demolition, excavation and construction of the proposed development would approach the site from the Pacific Highway onto Berry Road, Marshall Avenue & Holdsworth Avenue and depart the site back to the Pacific Highway.

Light traffic roads and those subject to load or height limits will be avoided as well as minimising heavy vehicle movements during school peak periods.

Authorised Traffic Controllers

An RMS-accredited traffic controller/s will be required to supervise the movement of all vehicles across the footpath during the demolition and excavation stages.

An authorised traffic controller will also be required during the construction stage of the project to facilitate major deliveries to the site, such as concrete pours.

5. PARKING IMPLICATIONS

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:

- T3 restrictions along the northern side of the Pacific Highway during the *morning* commuter peak period, between 6am and 10am and along the southern side of the Pacific Highway during the *afternoon* commuter peak period, between 3pm and 7pm
- BUS ZONES located at regular intervals along both sides of the Pacific Highway
- 1 HOUR PARKING restrictions at selected locations along the southern side of the Pacific Highway, outside the *afternoon* commuter peak period
- NO STOPPING / NO PARKING restrictions at *all other times* along both sides of the Pacific Highway
- 1 HOUR / 2 HOUR PARKING restrictions in the vicinity of the Berry Road and Marshall Avenue intersection, including along the northern portion of the Berry Road as well as the Marshall Avenue site frontages
- generally UNRESTRICTED KERBSIDE PARKING elsewhere along both sides of Holdsworth Avenue and Berry Road, including along the site frontages
- NO STOPPING restrictions in the vicinity of the Berry Road/Marshall Avenue and Marshall Avenue/Holdsworth Avenue intersections.

Off-Street Car Parking Provisions

The off-street car parking rates applicable to the development proposal are specified in *Lane Cove Development Control Plan 2010, Part R - Traffic, Transport and Parking, Table 2: Car Parking Rates near St Leonards Railway Station* document in the following terms:



Residential Flat Buildings

1 bedroom apartments:	0.5 spaces per unit
2 bedroom apartments:	0.9 spaces per unit
3 bedroom apartments:	1.4 spaces per unit
4+ bedroom apartments:	2 spaces per unit
Visitor Parking:	1 space per 5 units
Car Wash Bay:	1 space per 50 units
Removalist Bay:	1 on-site truck space per 100 residential units

Application of the above car parking rates to the 187 residential apartments outlined in the development proposal yields an off-street parking requirement of 232 spaces, as set out below:

	REQUIRED	PROPOSED
Residents (187 apartments):	189.3 spaces	207 spaces
Visitors:	37.4 spaces	38 spaces
Car Wash Bays:	3.7 spaces	2 spaces
Car Share Bay:	- spaces	2 spaces
Removalist bay:	1.9 spaces	2 spaces
TOTAL:	232.3 spaces	251 spaces

The proposed development makes provision for a total of 249 off-street car parking spaces, comprising 207 residential spaces (including 38 disabled/adaptable spaces), 38 visitor spaces (including a disabled space), 2 dedicated car wash bays and 2 car share spaces, *plus* 2 dedicated truck bays, thereby resulting in a 'shortfall' of 2 x dedicated car wash bays, when assessed under Council's *DCP* parking requirements.

Whilst there is a 'shortfall' of 2 x car wash bays, it is noted that even if a provision of 4 x car wash bays were provided for the proposed development, it would be onerous and seldomly used by the future occupants.

As such, in lieu of the 2 x dedicated car wash bays, the Applicant is committed in providing 2 x dedicated car share spaces, thereby allowing a single vehicle to be used by a large number of people.

This in turn reduces road congestion and the competition for parking spaces, making better use of the parking spaces, and benefitting everyone, including visitors of the future development. The geometric design layout of the proposed car parking facilities has been designed to comply with the relevant requirements specified in the Standards Australia publication *Parking Facilities Part 1 - Off-Street Car Parking AS2890.1:2004* in respect of parking space dimensions, ramp widths and gradients, aisle widths, blind aisle extensions and pedestrian visibility splays.

Off-Street Bicycle Parking Provisions

The off-street bicycle parking rates applicable to the development proposal are specified in *Lane Cove Development Control Plan 2010, Part R - Traffic, Transport and Parking, Table 3: Bicycle Parking Rates* document in the following terms:

Residential Flat Buildings

Residents:	1 space per 4 dwellings
Visitor:	1 rack + 1 rack per 10 dwellings

Application of the above bicycle parking rates to the 187 residential apartments outlined in the development proposal yields an off-street bicycle parking requirement of 67 spaces, comprising 47 residential spaces and 20 visitor spaces.

The proposed development provides a total of 67 bicycle spaces across the car parking levels, thereby satisfying Council's bicycle parking requirements.

Off-Street Motorcycle Provisions

Council's *DCP 2010, Part R - Traffic, Transport and Parking, Section 2.7* document also nominates an off-street parking requirement for motorcycles in the following terms:

"a) Developers shall provide 1 motorcycle parking space per 15 car spaces for all types of development"

Application of the above motorcycle parking rate to the proposed 249 car parking spaces yields an off-street motorcycle parking requirement of 17 spaces.

The proposed development provides a total of 17 motorcycle spaces across the car parking levels, thereby satisfying Council's motorcycle parking requirement.

Loading/Servicing Provisions

Waste collection is expected to be undertaken on site by Council's waste contractor and their 8.0m long garbage truck, which is similar in size to a standard MRV truck, albeit with a reduced overhead clearance requirement of 4.3m, as specified in *Lane Cove Development Control Plan 2010, Part Q - Waste Management & Minimisation* document. Council's garbage truck is detailed on the following page.

A dedicated loading area is proposed within the ground floor level, at the bottom of the entry ramp, which is capable of accommodating 2 trucks *independently* (i.e. $-1 \times MRV$ truck for Council waste collection & $1 \times SRV$ truck for removalist vehicles).



The manoeuvring area and vehicular access driveway have been designed to accommodate the *swept turning path* requirements of these small/medium rigid trucks, allowing them to enter and exit the site in a forward direction *at all times*, as per the attached *swept turning path* diagram.

The geometric design layout of the proposed loading facilities have been designed to comply with the relevant requirements specified in the Standards Australia publication *Parking Facilities Part 2 - Off-Street Commercial Vehicle Facilities AS2890.2 - 2002* in respect of loading dock dimensions and service area requirements for SRV and MRV trucks.

Conclusion

The foregoing has found that the development proposal will generate a level of traffic that is consistent with the approved rezoning of the *St Leonards South Area* and current planning controls and is therefore *not* expected to result in any appreciable increases in vehicle delays at nearby intersections, nor will any road upgrades/improvements/widening be required.

Furthermore, the proposed development satisfies the off-street parking and loading requirements of Council's *DCP 2010*.

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







APPENDIX A

ARCHITECTURAL PLANS







MARSHALL WITH

Key Plan: 14 ' N____ 13 15

Drawing Disclaimer:

Note

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PTW takes no responsibility for external building elements. Anything connected with any design, materials selection, construction or installation of any cladding, facade or external building element must be checked by and remains the responsibility of others, including suitably qualified experts as may be required.

Rev	Amendment	Bv	Chk*	Date
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G	ISSUE FOR DA SUBMISSION	JY	LG	24/03/23
F	ISSUE FOR COORDINATION	JY	LG	15/03/23
E	ISSUE FOR STRUCTURE COORDINATION	JY	LG	14/03/23
D	ISSUE FOR TRAFFIC COORDINATION	JY	LG	09/03/23
С	ISSUE FOR COORDINATION	JY	LG	16/02/23
В	ISSUE FOR COORDINATION	JY	LG	10/02/23
А	ISSUE FOR COORDINATION	JY	LG	03/02/23

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AREA 13





AREA 15

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14-16 Marshall Avenue, 5-9 Holdsworth Avenue & 2-10 Berry Road, ST Leonards Status

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Drawing Number

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С	ISSUE FOR COORDINATION	JY	LG	16/02/23
В	ISSUE FOR COORDINATION	JY	LG	10/02/23
А	ISSUE FOR COORDINATION	JY	LG	03/02/23

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Project PA030465

14-16 Marshall Avenue, 5-9 Holdsworth Avenue & 2-10 Berry Road, ST Leonards Status

DA DRAWINGS BASEMENT 01 PLAN

Drawing Number

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Е	ISSUE FOR LANDSCAPE COORDINATION	JY	LG	10/03/23
D	ISSUE FOR TRAFFIC COORDINATION	JY	LG	09/03/23
С	ISSUE FOR COORDINATION	JY	LG	16/02/23
В	ISSUE FOR COORDINATION	JY	LG	10/02/23
А	ISSUE FOR COORDINATION	JY	LG	03/02/23

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14-16 Marshall Avenue, 5-9 Holdsworth Avenue & 2-10 Berry Road, ST Leonards Status

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