Proposed Seniors Living Residential Development

2 Greenwich Road, Greenwich

TRAFFIC AND PARKING ASSESSMENT REPORT

30 April 2020

Ref 19657



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1. INTRODUCTION

This report has been prepared to accompany a development application to Council for a seniors living residential development proposal to be located at 2 Greenwich Road, Greenwich (Figures 1 and 2).

In late 2019, a planning proposal received Gateway determination which sought to amend the planning controls Council's *LEP 2009* in relation to the site to introduce "shop-top housing" as an additional permitted use, *and*, to increase the maximum building height control from 25m to 33m (PP_2018_LANEC_001_00).

Two concept designs accompanied the planning proposal that both facilitated an 11-storey building, comprising ground floor retail/commercial space and 10 storeys of residential apartments above.

The planning proposal envisaged off-street parking being provided in a new basement parking area beneath the new building, with vehicular access to be retained via the existing driveway located off Greenwich Road which is also shared (by way of an easement) with the adjoining commercial property to the north – No.154 Pacific Highway.

This development application scheme involves the demolition of the former private hospital building on the site to facilitate the construction of a new seniors living residential apartment building with private facilities as well as a ground floor commercial component.

Off-street parking is to be provided in a new basement car parking area in accordance with Council and *State Environmental Planning Policy (Housing for Senior or People with a Disability) 2004* requirements. Vehicular access to the site is to be provided via the existing shared driveway located off Greenwich Road.

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





2. PROPOSED DEVELOPMENT

Site

The subject site is located on the eastern side of Greenwich Road, directly opposite Bellevue Avenue. The site has a street frontage approximately 36m in length to Greenwich Road and occupies an area of approximately 2,140m².

The subject site is currently occupied by a three-storey commercial building, which was previously the *Northside Clinic Private Hospital*, a 92-bed mental health care hospital. The facility closed in 2018 and has since been relocated to a new facility located at 2 Frederick Street, St Leonards. An aerial image of the site and its surroundings is reproduced below.



Off-street parking is currently provided in a two-level basement parking area beneath the building. Vehicular access to the site is provided via an existing driveway located at the northern end of the site Greenwich Road site frontage which is also shared (by way of an easement) with the adjoining commercial property to the north – No.154 Pacific Highway. A *Streetview* image of the shared driveway is reproduced on the following page.



Planning Proposal

In late 2019, a planning proposal received Gateway determination which sought to amend the planning controls Council's *LEP 2009* in relation to the site to introduce "shop-top housing" as an additional permitted use, *and*, to increase the maximum building height control from 25m to 33m.

Two concept designs accompanied the planning proposal that both facilitated an 11-storey building, comprising ground floor retail/commercial space and 10 storeys of residential apartments above.

The ground floor retail/commercial component had a floor area of 915m² along with 60-70 residential apartments on the upper levels.

The planning proposal envisaged off-street parking being provided in a new basement parking area beneath the new building that would ultimately be designed at DA stage to satisfy the relevant numerical requirements as well as Australian Standards design requirements.

Proposed Development

The proposed development involves the demolition of the former private hospital building on the site to facilitate the construction of a new seniors living residential apartment building with ground floor private facilities. A total of 40 apartments are proposed in the new building as follows:

TOTAL APARTMENTS:	40
3 bedroom apartments:	23
2 bedroom apartments:	14
1 bedroom apartments:	4

A range of private facilities are also proposed for residents only, including a cinema room and terrace area.

The proposed ground floor level of the new building also includes a café and gallery/library which front Greenwich Road as well as a wellness centre and commercial suite situated at the rear of the building. Floor areas for the commercial component are as follows:

TOTAL FLOOR AREA:	458m ²
Wellness centre:	140m²
Commercial suite:	$147m^{2}$
Gallery/library:	$108m^{2}$
Café:	63m ²

It is envisaged that the library and wellness centre are only to be open by invitation of residents.

Off-street parking is to be provided for a total of 76 cars in a new three-level basement car parking area in accordance with Council and *State Environmental Planning Policy (Housing for Senior or People with a Disability) 2004* requirements. Vehicular access to the site is to be provided via the existing shared driveway located off Greenwich Road which will also continue to provide vehicular access to No.154 Pacific Highway.

Waste collection is to be undertaken from within the basement car parking area using Council's waste contractor and their mini garbage truck, which is similar in size to a standard SRV truck, albeit with a reduced overhead clearance requirement of 2.6m.

Plans of the proposed development have been prepared by *Marchese Partners International* and are reproduced in the following pages.



















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.

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

Greenwich Road, south of River Road, is a local, unclassified road which is primarily used to provide vehicular and pedestrian access to frontage properties. Kerbside parking is generally permitted on both sides 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
- a 50 km/h SPEED LIMIT which applies to Greenwich Road, River Road and all other local roads in the area





- a 40 km/h SCHOOL ZONE SPEED LIMIT within the vicinity of Greenwich Public School
- TRAFFIC SIGNALS in Greenwich Road where it intersects with the Pacific Highway and River Road
- a RIGHT TURN HOLDING BAY for southbound traffic on the Pacific Highway turning onto Greenwich Road
- a NO RIGHT TURN restriction on River Road for westbound traffic turning onto Greenwich Road.

Existing Public Transport Services

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

St Leonards Railway Station is located approximately 750m walking distance to/from the site, along the Pacific Highway. St Leonards Railway Station 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 1.2km from the future Crows Nest Metro Station.

In addition, a bus stop is located directly outside the site along Greenwich Road which is serviced by the 265 bus. The next nearest bus stop is located approximately 200m walking north-west of the site along the Pacific Highway which accommodates a further 9 bus service services.

In summary, there are more than 580 bus services per day travelling near the site on weekdays, decreasing to approximately 390 bus services per day on Saturdays and approximately 330 bus services per day on Sundays, as set out in the table on the following page.



Bus Routes and Frequencies								
		Weekday	Weekday		Saturday		Sunday	
Route No.	Koute	In	Out	In	Out	In	Out	
143	Manly to Chatswood via Balgowlah & St Leonards	25	20	-	-	-	-	
144	Manly to Chatswood via Royal North Shore Hospital	67	74	69	65	69	65	
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	19	10	10	-	-	
286	Denistone East to Milsons Point via St Leonards and North Sydney	5	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	30	28	17	17	15	15	
320	Mascot to Gore Hill	71	67	41	48	37	44	
	294	290	195	198	168	171		

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, 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 RMS *Guidelines* and *Technical Direction* are based on extensive surveys of a wide range of land uses and nominates the following traffic generation rates which are applicable to the development proposal:

Housing for Seniors 0.4 peak hour vehicle trips per dwelling

Commercial Premises

2.0 peak hour vehicle trips per 100m² GFA

The RMS *Guidelines* do not however nominate a traffic generation rate for small, local cafés or gallery/libraries. For the purposes of this assessment therefore, the abovementioned "commercial premises" rate has been adopted in respect of the café and gallery/library components of the development proposal.

Application of the above traffic generation rates to the various components of the development proposal yields a traffic generation potential of approximately 25 vehicle trips per hour (vph) during the weekday peak periods as set out below:

Projected Future Traffic Generation Potential – Development Application				
Seniors living residential apartments (40 dwellings):	16.0 peak hour vehicle trips			
Café/gallery/library/wellness centre/commercial suite (458m ²):	9.2 peak hour vehicle trips			
TOTAL TRAFFIC GENERATION POTENTIAL:	25.2 peak hour vehicle trips			

By way of comparison, the RMS *Guidelines* nominates the following traffic generation rates which are applicable to the former private hospital building on the site:

Private Hospitals

MVT (morning peak) = -12.41 + 0.57BEVT (evening peak) = -11.96 + 0.69BWhere B = no. of beds

Application of the above traffic generation rates to the former 92-bed facility on the site yields a traffic generation potential of approximately 40 vph during the morning peak period and 52 vph during the evening peak period.

By way of further comparison, the *Technical Direction* nominates the following traffic generation rates which are applicable to the planning proposal scheme on the site:

High Density Residential Flat Dwellings

AM: 0.19 peak hour vehicle trips per unitPM: 0.15 peak hour vehicle trips per unit

Application of the above traffic generation rates to the various components of the planning proposal scheme yields a traffic generation potential of approximately 29 vehicle trips per hour (vph) during the weekday peak periods as set out below:

Projected Future Traffic Generation Potential – Planning Proposal		
Residential apartments (60-70 dwellings):	11.1 peak hour vehicle trips*	
Commercial/retail tenancy (915m ²):	18.3 peak hour vehicle trips	
TOTAL TRAFFIC GENERATION POTENTIAL: 29.4 peak hour vehicle tr		
* assumed 65 dwellings @ 0.17 peak hour vehicle trips per unit		

As can be seen, the development application scheme involving the construction of 40 seniors living residential apartments above a commercial area will generate *less* traffic than the former private hospital building on the site and also *less* traffic than the planning proposal scheme.

As such, the proposed development application scheme is not expected to result in any unacceptable traffic implications in terms of road network capacity.

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	3 months		
2	Excavation	4 months		
3	Construction	17 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 driveway located at the northern end of the Greenwich Road 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 foot path area to be supervised by an authorised traffic controller.

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 Greenwich Road site frontage. 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 and depart the site back to the Pacific Highway (if loading/unloading within the site) or back to River Road (if loading via a kerbside Works Zone).

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 apply along the northern side of the Pacific Highway during the *morning* commuter peak period
- CLEARWAY restrictions apply along the southern side of the Pacific Highway, east of Greenwich Road
- CLEARWAY restrictions apply along a small section on the southern side of the Pacific Highway during the a*fternoon* commuter peak period
- NO STOPPING restrictions along both sides of Greenwich Road, in between the Pacific Highway and Bellevue Avenue
- a BUS ZONE located directly outside the northern portion of the Greenwich Road site frontage as well as directly opposite the site, just south of Bellevue Avenue
- a LOADING ZONE located directly outside the southern portion of the Greenwich Road site frontage (8.30am-6.00pm Monday to Friday – Maximum 30 minutes)
- 2 HOUR PARKING restrictions along the western side of Greenwich Road, south of Bellevue Avenue, as well as both sides of Bellevue Avenue (Permit Holders Excepted)
- NO PARKING restrictions along the eastern side of Greenwich Road, south of the site, during the weekday afternoon peak period.



Off-Street Parking Provisions

The off-street parking requirements applicable to the seniors living residential component of the development proposal are specified in the *State Environmental Planning Policy (Housing for Seniors or People with a Disability) 2004* document, which specifies the following off-street car parking rates:**Division 4 Self-contained dwellings**

50 Standards that cannot be used to refuse development consent for self-contained dwellings

- (2) A consent authority must not refuse consent to a development application made pursuant to this Chapter for the carrying out of a development for the purpose of a self-contained dwelling (including in-fill self-care housing and serviced self-care housing) on any of the following grounds:
 - (h) **Parking**: if at least the following is provided:
 - (i) 0.5 car spaces for each bedroom where the development application is made by a person other than a social housing provider, or
 - (ii) 1 car space for each 5 dwellings where the development application is made by, or is made by a person jointly with, a social housing provider.

It should be noted that the *SEPP* does *not* nominate an off-street parking rate for visitors. For the purposes of this assessment, the off-street parking rate of *1 space per 4 dwellings* nominated in Council's *Development Control Plan 2016, Part R: Traffic, Transport and Parking, Table 1 – Car Parking Rates* document, has been adopted.

The off-street parking requirements applicable to the commercial/retail component of the development proposal is also specified in Council's *DCP 2016, Part R: Traffic, Transport and Parking, Table 1 – Car Parking Rates* document in the following terms:

Office or business premises

space per 60m² GFA *plus* disabled space per 10 cars (minimum 1 disabled space)

Café/Retail

space per 40m² GFA *plus* disabled space per 20 cars (minimum 1 disabled space)

Council's *DCP* 2016 does not however nominate an off-street parking rate for gallery/libraries/wellness centre. For the purposes of this assessment therefore, the

abovementioned "retail/café" rate has been adopted in respect of the gallery/library component of the development proposal.

Application of the above parking requirements to the various components of the development proposal yields an off-street parking requirement of 70 parking spaces as set out below:

TOTAL:	69.8 spaces
Wellness centre (140m ²):	3.5 spaces
Commercial suite (146m ²):	2.5 spaces
Gallery/library (109m ²):	2.7 spaces
Café (63m ²):	1.6 spaces
Seniors living residential visitors (40 dwellings):	10.0 spaces
Seniors living residential apartments (40 dwellings):	49.5 spaces

The proposed development makes provision for a total of 76 off-street parking spaces, including a number of disabled/adaptable spaces, thereby satisfying the *SEPP* and Council's parking requirements.

The geometric design layout of the proposed car parking facilities have been designed to comply with the relevant requirements specified in the Standards Australia publication *Parking Facilities Part 1 - Off-Street Car Parking AS2890.1* and *Parking Facilities Part 6 - Off-Street Parking for People with Disabilities AS2890.6* in respect of parking bay dimensions, aisle widths, ramp gradients and transitions and overhead clearances.

The vehicular access arrangements have been designed to accommodate the swept turning path requirements of the B99 design vehicle and B85 design vehicle passing each other at the ramp junctions, simultaneously and in a staged arrangement without difficulty. Furthermore, a series of swept turning paths of a B85 design vehicle have been prepared which shows the cars accessing a sample of parking spaces also without difficulty, and are reproduced in the following pages.

Waste Collection Arrangements

Waste collection is expected to be undertaken from within the upper level basement car parking area using Council's waste contractor and their mini garbage truck, which is similar in size to a standard SRV truck, albeit with a reduced overhead clearance requirement of 2.6m and a maximum gradient of 20% on the driveway.

The vehicular access ramp and manoeuvring area have therefore been designed to accommodate the swept turn path requirements of these trucks, allowing them to enter and exit the site in a forward direction at all times as reproduced in the following pages.

Conclusion

The foregoing assessment has found that the projected traffic flows associated with the development proposal are *less* than the former private hospital building on the site and *less* than the planning proposal on the site. The development proposal is therefore *not* expected to result in any appreciable increases in delays, nor will any road upgrades/improvements/widening be required.

Furthermore, the proposed development satisfies the parking and loading requirements of the *SEPP* and *DCP 2016*.

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.



