

COUNCIL SUPPLEMENTARY ASSESSMENT REPORT – SOUTHERN REGIONAL PLANNING PANEL

Panel Reference	PPSSTH-111
DA Number	DA.10.2021.38793.1
LGA	Albury City
Proposed Development	Alterations and Additions to Albury Entertainment Centre
Street Address	525 Swift Street, Albury
Applicant	Habitat Planning (on behalf of Albury City)
Owner	Albury City
Date of DA lodgement	2 October 2021
Recommendation	Approval
List all documents submitted with this supplementary report for the Panel's consideration	<ul style="list-style-type: none"> • Attachment A: Habitat Letter (10 Aug 2022) • Attachment B: Architectural Plans, prepared by Peddle Thorp Architects (sheets A101-103) • Attachment C: Landscape Development Plan, prepared by T.C.L (26 July 2022) • Attachment D: Vehicle Turning Templates
Supplementary Report prepared by	Bioplan Pty Ltd
Supplementary Report date	8 September 2022

1. BACKGROUND

1.1 Panel Briefing

Following the Panel Briefing of Tuesday, 12 April 2022 the following next steps were identified:

The Panel requested that Council respond to its concerns about lack of detail around accessible car parking and serviceability arrangements, including the ability for medium sized trucks to enter/exit and manoeuvre within the service area.

The Panel indicated its desire to ensure the Community has a facility in the future that results in an improvement to the current arrangements, if consent is granted. The Panel reinforced that addressing these matters need not add cost to the project, however, consideration should be given to the development of a framework that provides certainty and adequacy of the access/service arrangements going forward and sets out options for;

- *Drop off and pick up for people with disabilities*
- *Adequate provision of accessible parking*
- *Loading and servicing arrangements*
- *Management of conflicts between community accessibility and serviceability of loading/service area arrangements on site.*

The Panel requested that the issues around accessibility and servicing be resolved prior to determination.

The Panel also advised that they need to be assured that an adequate amount of parking is available within the area.

The Panel requested that Council and the applicant ensure issues previously raised in the Briefing Meeting of 16 February 2022 are also adequately addressed.

It was subsequently recommended:

The panel will move to final determination of this matter once a supplementary assessment report including addendum information is received addressing the above.

The following Addendum Report seeks to address the supplementary matters raised by the Panel.

1.2 Car parking / Transport Management

As previously reported, the proposed development results in a significant theoretical shortfall in on-site parking, based on the current provisions of Part 17 of the Albury Development Control Plan 2010 (the “ADCP”). That is a “Community Facility” would usually require the provision of 1 space per 10m². As a consequence, it was previously reported that the existing facility has a theoretical shortfall of 167 spaces.

The redevelopment of the AEC proposes an additional 2,719m² of floor space, with no additional car parking proposed (ie 272 additional spaces).

In support of the ADCP variation sought, the applicant has previously submitted a Traffic Impact Assessment (TIA) prepared by Spotto Consulting (Aug 2021). This TIA seeks to address the relevant matters for consideration regarding the existing operation of the premises without off-street parking.

In summary the variation sought in respect of car parking provision on site was previously assessed as being reasonable in the circumstances subject to DA conditions that seek to support the realisation of the goal of augmentation of nearby public carparking as recommended in the Albury CBD Parking Strategy 2020 -2025.

Coupled with the above is the boarder issue of Transport Management both in respect of patrons attending the site including universal access issues. In addition, there are also operational issues including patron drop-off / pickup and on-site loading & deliveries that need to be further investigated.

In respect of provision of accessible car spaces for people with a disability, it is noted that such parking is currently accommodated by existing on-street provision with three (3) spaces provided (ie two on the southern side / one on the northern side of Swift Street). This currently represents a shortfall of one (1) accessible car space based on a Class 9b building requiring 1 space for every 50 car spaces or part thereof (ie 167 spaces = requirement for 4 accessible spaces).

It is noted that the drop-off facility at the front of AEC has already been significantly compromised by the installation of the Swift Street pedestrian crossing which was constructed in mid-2020. This has had the effect that the drop-off area no longer functions as a drive through facility anymore. At present, the site only offers a standing area at the rear of the theatre that allows for forward entry and reverse egress.

Lastly as previously report, existing loading facilitates will also be impacted by the redevelopment. Options for consideration include investigating whether a loading zone on street is appropriate or whether a standing area should be allowed for within the forecourt accessed via the existing crossover.

2. ACCESSIBILITY ISSUES

Revised plans have been submitted which seek to consolidate the arrangements for an improved drop-off and pick-up point as well as integrating adequate provision of accessible parking.

As noted by the applicant:

Under the proposed approach dedicated accessible parking has been increased by one space (refer to TCL Landscape Development Plan, dated 25 July 2022, p.5). The pick-up/ drop-off area has been widened to a width of 3.2m complying with AS1428.1 – Figure 4.2.

The revised layout is intended to facilitate pick-up and drop-off for three (3) cars requiring accessible parking simultaneously. This pick-up / drop-off zone has been located in front of the AEC to the eastern side of the pedestrian crossing.

In addition, the revised design will:

- Modify existing parking on south side of road, west of the existing pedestrian crossing, to incorporate two disabled spaces plus one shared space with a kerb ramp in the shared space.
- Modify the area on southern side of road, east of the existing pedestrian crossing to parallel parking. These parks will be designated as short-term parking (e.g. 15 minutes or similar). This will allow 3 vehicles to park parallel, replacing the 3 existing angle car parks. The kerb will also be reconstructed as a low kerb which will allow this area to service persons with a disability and operate as an easily accessible loading and drop-off/pick-up zone.

COMMENT: It is considered that the proposed modifications will improve the existing situation with respect to not only issues associated with drop-off and pick-up but also overall accessibility. Although five (5) off-street spaces will be lost, it is considered that the revised plans will result in improvements to facility drop-off / pick-up to the benefit of users and the broader community.

3. SERVICING ISSUES

Back-of-house facilities such as food storage and preparation, loading areas and services will be refurbished, along with facilities for staff. Amenities will be increased on both levels. It is proposed that accessibility for commercial vehicles will continue to be available from the loading dock to the west of the site.

At Attachment D to this supplementary report are Turning templates that have been prepared that demonstrate that the ability for medium sized trucks to enter/exit and manoeuvre within the service area.

Further the applicant seeks to continue to relay upon the previous recommendations with the Spotto Traffic Impact Assessment Report (August 2021) that includes the following:

Access to the loading dock on the western side of the building (between the Albury Entertainment Centre and the Albury LibraryMuseum) be managed through the development and implementation of a Transport Management Plan (both for the Albury Entertainment Centre generally, and for specific major events);

Recommended protocols include:

- *Servicing and delivery by vehicles up to and including a Small Rigid Vehicle (SRV, such as standard passenger vehicles, vans and other light commercial vehicles) to be permitted to access the western loading area with no restrictions;*
- *Servicing and delivery by vehicles larger than an SRV to be directed to use the on-street Loading Zone on the southern side of Swift Street adjacent to the LibraryMuseum;*
- *Infrequent servicing and delivery (less than once a day) that are able to be controlled under commercial arrangements (such as refuse collection) to be permitted to reverse into or out of the site, with movements timed to coincide with off-peak hours of road usage; and*
- *Loading/unloading under all other circumstances (particularly during major conferences/events such as expos) to be managed through the development and implementation of a Transport Management Plan (both for the Albury Entertainment Centre generally, and for specific major events).*

In addition, the revised plans include the following proposal:

- Conversion of the existing disabled space east of AEC & Library Museum service bay access to regular parking. This will assist in improving flexibility with the service and loading area with no net loss in disabled parking.

COMMENT: As previously reported, it is concluded that the redevelopment of the AEC presents an opportunity to reassess a range of operational issues related to servicing of the development within what is acknowledged to be a constrained shared space. It is also apparent that there are a number of possible options to deal with matters raised by the Panel, and that as a consequence it would be appropriate to condition any subsequent DA that may be issued by the Consent Authority.

4. CBD CAR PARKING

The final issue raised was a request of the Panel in respect of being satisfied that an adequate amount of parking is available within the area.

Following liaison with Council's Traffic and Transport team the following comments are provided for the consideration of the Panel.

4.1 Current situation

The average occupancy rate for public parking in the Albury CBDs is 58%, indicating that there is ample parking provided overall.

Within a 600m radius of the AEC, there are 3,365 publicly available off-street car parking spaces (Figure 1). The average occupancy of these combined off-street car parks is 66%. These spaces have varying time limits ranging from 1-Hour to All-Day. This does not include significant number of private off-street car parking within the CBD, nor does it include the additional on-street car parking available throughout the CBD, which ranges in time limits from 30 Minutes to All-day, and after 5:30pm is unlimited.

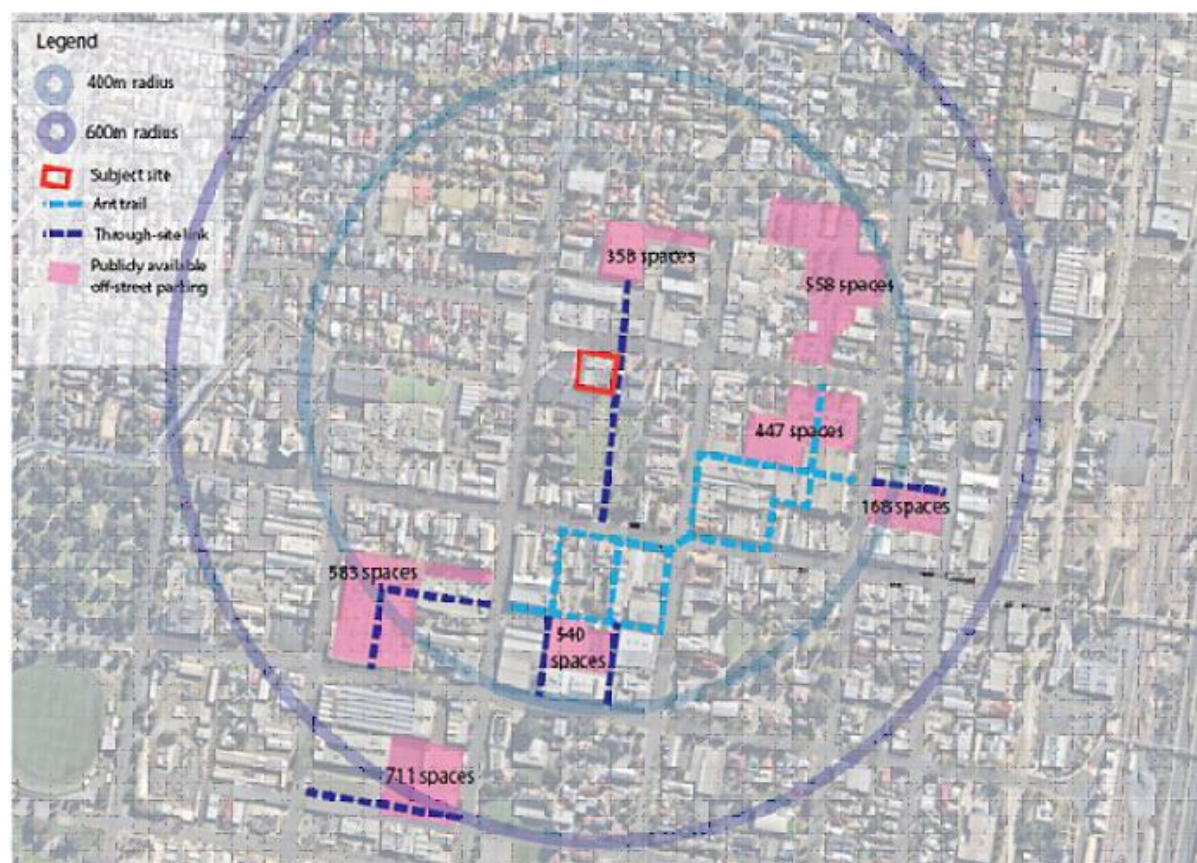


Figure 1: 400m and 600m radius from the AEC site, and associated publicly available off-street car parking (this does not show public on-street parking).

4.2 STRATEGIC ALIGNMENT

Albury CBD Parking Strategy 2020-2025

The CBD Parking Strategy 2020-2025 approaches parking planning through demand management, as opposed to the unreliable and now largely discredited '*predict and provide*' model, where parking is managed and balanced against the needs of all users. Demand management policies focus on reducing car dependency and sharing the cost of parking infrastructure equitably, to ensure that those that need car parking have access to it, and those that don't might be encouraged to travel a different way or walk a little further.

The CBD Parking Strategy has specifically identified that Part 17 (Car Parking) of the AlburyCity Development Control Plan (DCP) was dated and onerous, with excessive requirements parking at new developments. A number of actions were subsequently developed to address this:

- **Action 17** Review parking provision in the Albury DCP in accordance with the aims and objectives of the CBD Parking Strategy 2020-2025. Consider flexible requirements allowing for reduction of these provision rates in return for developer/employer agreements to support public transport, car-pooling and encourage active transport where applicable
- **Action 18** Investigate the merits of publishing maximum parking provision rates in the Albury DCP, recognising that parking demand can be modified by the proximity of public transport and other factors
- **Action 19** The creation of a strategy for the management of infill development, with a clear vision for pedestrian and vehicle needs into the future to ensure consistency and avoid site by site decision making
- **Action 24** Review the Albury DCP to include greater provision for bicycle parking at new developments and requirements for the provision of end-of-trip facilities at certain developments within the CBD.

As a direct outcome of the above, Part 17 of Albury DCP is currently under review. It is anticipated that parking requirements in the CBD in particular will be greatly reduced according to best practice and based on the rationale provided above as well as the strategic directions outlines below.

Albury 2050

Relevant goals and actions identified within Albury 2050 include:

1.2 Albury has an accessible, integrated transport network that connects our city through safe and efficient travel options.

1.2.2 Increase access to active and sustainable travel options across our city through improved infrastructure and programs.

1.2.3 Partner and advocate for accessible transport modes across our city to deliver connectivity improvements between Albury, Wodonga and surrounds.

2.1 Albury is a zero emission and climate resilient city.

2.1.1 Carbon emissions are reduced, carbon storage is increased, and decisions are made based on energy efficiency, renewable energy production and cleaner fuels.

2.1.2 Our community is empowered and supported to reach the Community emission reduction targets.

2.1.3 Our community is educated and engaged through collaboration on climate change adaptation and carbon mitigation.

2.1.4 Albury is resilient and has adapted to a changing climate.

CBD Masterplan 2009 (currently in review)

The following adopted Strategies are relevant

Strategy 3: A Sustainable City

To maintain Albury's economic, social, cultural and environmental role in the region, while promoting a holistic approach to sustainability and climate change.

Strategy 4: A Walkable City

To provide a high level of pedestrian amenity within the city to promote a vibrant, safe and easy-to-navigate pedestrian environment.

Strategy 5: A Bicycle-friendly City

To provide a clean, healthy, safe alternative to motorised transport for people of all ages.

4.3 Car dependency

Central to supporting and moving towards a less car-dependant city is the need to create attractive alternatives to car use, to make it easier for those that must drive and a higher quality public realm. This is being done through the current development of the:

- Albury Wodonga Integrated Transport Strategy,
- Review of the CBD Masterplans, and
- Review of the DCP Part 17 (car parking).

These strategies and reviews include objectives to reduce car dependency in our city and especially our CBD to tackle issues of congestions, pollution, health and wellbeing, sustainability and economic vibrancy.

COMMENT: Having regard to the above, the previous conclusions and recommendations in respect of carparking, as tabled at the Panel Briefing meeting of 12 April 2022, are still considered relevant. That is, in summary

"It is significant to note that ... the existing facility has operated for many years without provision of any carparking on site, relying instead on a range of options including kerb-side parking, and patron drop-off / pick-up by third parties. Significantly there is also all-day parking available the near-by Wilson Street multi-deck car parking facility which is owned by Council. This facility is located to the north of Swift St behind the commercial properties and is accessible from Swift Street via pedestrian crossing facilities and defined mid-block pedestrian walkways.

In addition, there is also all-day off-street parking available in the nearby SS&A car park approximately 185m to the east along Swift Street which is available through a Public / Private agreement.

In relation to the events to be held at the redeveloped AEC, the following is noted:

- *Only minor modifications are proposed to the theatre wing of the building, with no effect on the size or seating capacity of the theatre.*

- *Functions will primarily continue to serve the local community, and it is not anticipated there would be a significant change in the size of functions held at the venue; and*
- *With the primary focus of the redevelopment being to facilitate the staging of larger conferences / meetings, it is assumed that the size of a typical event will therefore increase from 200 to 400 persons.*

In terms of demand

- *Functions are anticipated to occur in the evening; and*
- *Conference / Meetings, peak parking demand is anticipated to occur throughout the day.*

In summary, having regard to relevant ADCP decision guidelines and the nature of the existing development on site it is concluded that the proposed alterations and additions to the Convention Wing of the AEC are not inconsistent with the DCP objectives.

it is further concluded that on balance that the variation sought is fair and reasonable and that.

- *in the absence of a mechanism to implement a Planning Agreement that a condition be applied requiring the provision of an additional 53 public car spaces on site or within 400m of the site.*
- *in the event that placing additional decking on the existing Wilson Street car park is deemed not to be feasible or practical that the existing 2022/23 budget allocation be effectively quarantined by transfer of funds into the Council car parking fund while options are explored within the Wilson Street site and/or nearby sites.*

5. CONCLUDING COMMENTS

This development application has been considered in accordance with the requirements of the EP&A Act and the Regulations as outlined in the Assessment Report dated 3 March 2022.

The supplementary matters raised by the Panel have also been duly considered by the applicant and it is considered that the attached plans and supporting commentary provide a satisfactory response, that may allow the Panel to proceed to a determination of DA.10.2021.38793.1.

It is considered that the relevant matters for consideration have been appropriately addressed and the activity can be undertaken appropriately subject to the previously recommended draft conditions.