

Relevant Information for Council

FILE: X021737 **DATE:** 15 May 2020

TO: Lord Mayor and Councillors

FROM: Graham Jahn, Director City Planning, Development and Transport

SUBJECT: Information Relevant to Item 8.4 – Post Exhibition – Planning Proposal – 1-11 Oxford Street, Paddington – Sydney Local Environmental Plan 2012 and Sydney Development Control Plan 2012 Amendment

Alternative Recommendation

It is resolved that:

- (A) Council note matters raised in response to the public exhibition of the Planning Proposal: 1-11 Oxford Street, Paddington and draft Sydney Development Control Plan 2012: 1-11 Oxford Street, Paddington, as detailed in this report and as shown in Attachment E to the subject report;
- (B) Council approve the Planning Proposal: 1-11 Oxford Street, Paddington, as shown at Attachment A, to be made as a local environmental plan under section 3.36 of the Environmental Planning and Assessment Act 1979;
- (C) Council approve the draft Sydney Development Control Plan 2012: 1-11 Oxford Street, Paddington, as shown at Attachment B, ***subject to the amendment of public domain, green roof, loading, servicing and access provisions in Section 6.3.x.x subclause (2) to read 'Four new trees are to be provided on Oxford Street, as shown in 'Figure 6.xx: 1-11 Oxford Street, Paddington – Public domain, loading, servicing and access' and a replacement full width awning is provided that improves pedestrian amenity (sun and rain protection), is sympathetic to heritage and accommodates the new trees.'***, noting that it will come into effect on the date of publication of the subject Local Environmental Plan, in accordance with Clause 21 of the Environmental Planning and Assessment Regulation 2000; and
- (D) authority be delegated to the Chief Executive Officer to make any minor amendments to Planning Proposal: 1-11 Oxford Street, Paddington and draft Sydney Development Control Plan 2012: 1-11 Oxford Street, Paddington to correct any minor errors or omissions prior to finalisation.

Background

At the meeting of the Transport, Heritage and Planning Committee on 11 May 2020, further information was sought in relation to the transport and access assessment and the requirement for awnings related to the development of the site.

Transport Assessment

A traffic and transport assessment report was submitted in support of the Planning Proposal, as shown at Attachment A. The report notes that the traffic generation and travel demands arising from the Planning Proposal and concept design will be consistent with the existing land uses on the site. The current uses are restaurant, guitar school, office suites, bar/nightclub and a café without no on-site parking, loading or waste pickup facilities. The proposed uses are a boutique hotel, event space, medical support space, restaurant and roof top food and beverage. There is little increase in population between the existing uses and the proposed uses.

The boutique hotel will contribute to the supply of visitor accommodation including for patients (and their families), both domestic and international, who have medical consultations at nearby institutions. The medical support space is multipurpose and could be used for medical education and training with an optic fibre connection. There is a truck loading dock, truck lift and driveway in the new proposal accessed from South Dowling Street as far away from the Oxford Street intersection as practical. The loading dock has been designed to accommodate the manoeuvring requirements of a small rigid vehicle and for it to enter and leave the site in a forward direction.

This was supported as an improvement and acceptable by Council's Transport Planners. Note that subsequent reports were updated as yield was reduced which reduced the impact. The Planning Proposal was referred to Transport for NSW (TfNSW) who did not object to the proposal but recommended the following:

- vehicle access to be as far as possible from the Oxford Street and South Dowling Street intersection
- the access point should be for service vehicles only
- access be restricted to left-in-left-out movements
- all loading for waste and other service vehicles be provided on site
- their support for the stopping restrictions in South Dowling Street being altered to accommodate pick-up and set-down, subject to further investigation and consultation in any future development application (DA).

The draft Development Control Plan includes controls consistent with recommendations from Transport for NSW to minimise traffic impacts on Oxford Street and South Dowling Street, which are both State controlled roads. The controls require access to the off-street waste and servicing area be restricted to a single driveway with left-in-left-out, accommodating a small rigid truck and located in the south-western corner of the building away from Oxford Street. The draft Development Control Plan also requires the submission of a transport management plan, incorporating all operations and servicing on the site, being submitted with the development application. The requirement for on-site loading and servicing with restricted access will improve the current situation which has waste collection, loading and servicing from the Oxford Street footpath.

Transport for NSW has given in-principle agreement for the provision for pick-up and drop-off on South Dowling Street. Pick-up and drop-off can also currently occur from no stopping zones on South Dowling and Oxford streets, which is allowed for taxis under (NSW) Road Rules r187. It is also noted that there is a specific 'no stopping taxis excepted (limit 1 minute)' area adjacent to the Palace Verona Cinema, approximately 50m to the east of the site.

Awnings

Concern has been raised about potential removal of the existing continuous awning and its replacement with awnings over the entrances as this will reduce the protection from sun and rain for pedestrians. This was proposed primarily to provide the space for planting of four new street trees on Oxford Street in between the new awnings. The change to the awnings would allow for a full tree canopy that will in time improve the visual and physical amenity of the area through greening, shade, urban cooling and biodiversity. This was considered acceptable from a heritage perspective as documentary evidence in the heritage impact statement shows that the original 1911 picture theatre had no awning along Oxford Street.

However, an alternative recommendation has been proposed in this memorandum to amend section 6.3.x.x subclause (2) under the *Public domain, green roof, loading, servicing and access* section of the draft DCP to provide a replacement awning that provides pedestrian amenity (sun and rain protection), is sympathetic to heritage and allows for increased tree planting to Oxford Street as follows with deleted text shown as ~~striketrough~~ and new text as **bold**:

Four new trees are to be provided on Oxford Street, ~~allowing the replacement of the continuous awning with entry awnings,~~ as shown in 'Figure 6.xx: 1-11 Oxford Street, Paddington – Public domain, loading, servicing and access' **and a replacement full width awning is to be provided that improves pedestrian amenity (sun and rain protection), is sympathetic to heritage and accommodates the new trees.**

Alternatively, if Council prefers to retain the existing continuous awning, rather than the proposal to require the four new trees in Oxford Street, it could be resolved that provision (2) in section 6.3.x.x Public domain, green roof, loading, servicing and access of the draft DCP be deleted.

Prepared by: Peter Failes, Senior Planner

Attachments

Attachment A. Transport Impact Assessment Report

Approved

A handwritten signature in black ink, appearing to read 'GJahn', is positioned to the right of the 'Approved' text.

GRAHAM JAHN AM

Director City Planning, Development and
Transport

Attachment A

**Transport Impact Assessment Report –
1-11 Oxford Street, Paddington**



1-11 Oxford Street, Paddington Planning Proposal Transport Impact Assessment Report

Prepared for:
CE Boston Hotels Pty Limited

13 November 2018

The Transport Planning Partnership

E: info@tpp.net.au

1-11 Oxford Street, Paddington Planning Proposal Transport Impact Assessment Report

Client: CE Boston Hotels Pty Limited

Version: V02

Date: 13 November 2018

TPPP Reference: 17365

Quality Record

Version	Date	Approved by	Signature
V01	1 November 2018	Jason Rudd	
V02	13 November 2018	Jason Rudd	

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1 Introduction

The Transport Planning Partnership (TPPP) has been engaged by CE Boston Hotels Pty Limited to undertake a transport assessment of the proposed redevelopment of the site located at 1-11 Oxford Street Paddington.

The redevelopment is part of a Planning Proposal to be lodged with the City of Sydney Council.

The planning proposal involves amending the height and FSR controls to facilitate redevelopment as a commercial building comprising a hotel, medical facility, an entertainment venue and retail / food and drink uses.

The planning proposal seeks approval to redevelopment the site to provide the uses on the site:

- Hotel comprising 117 rooms;
- Retail tenancies and food & beverage land uses located on the ground floor;
- Roof top food & beverage uses;
- Basement area for multi-purpose venue use;
- Basement for area for potential use as medical related facilities; and
- Basement loading dock and back of house storage areas.

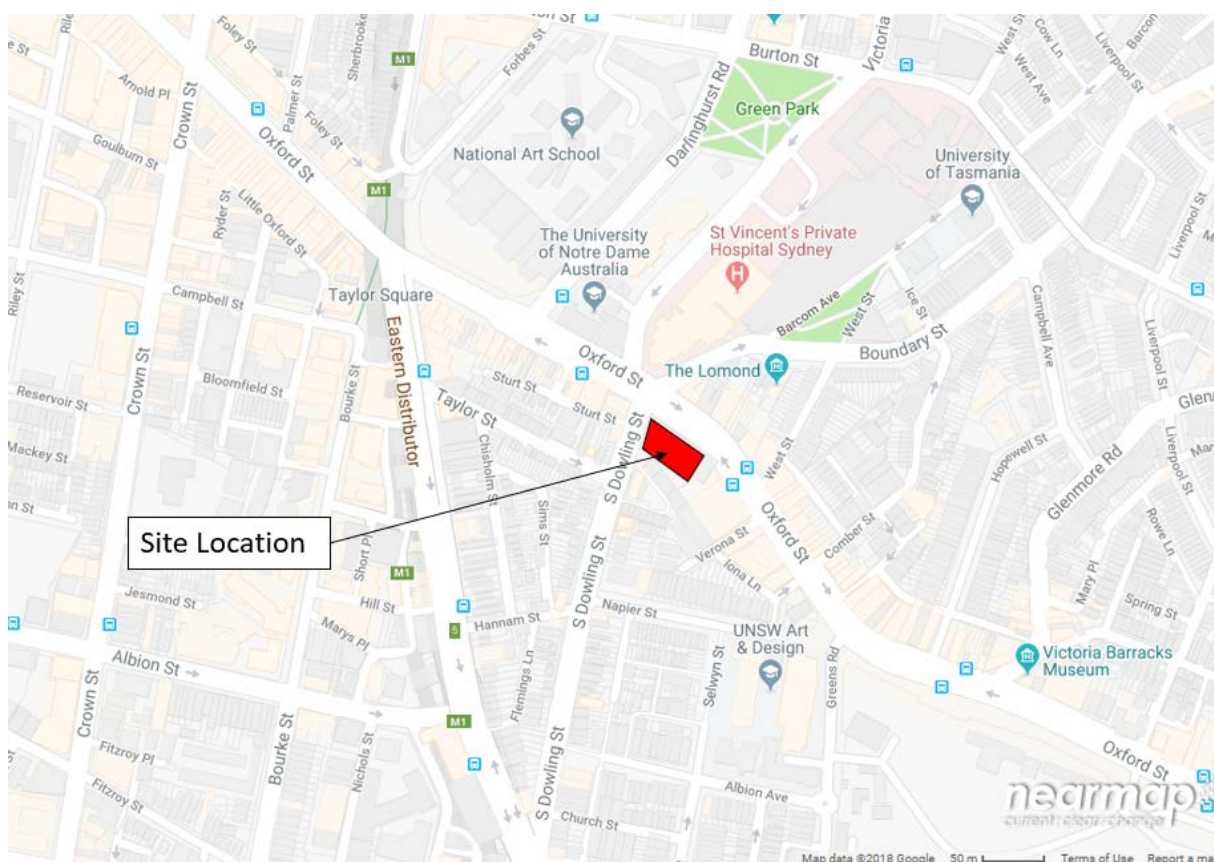
No on site car parking is proposed as part of this development.

2 Existing Conditions

2.1 Site Location and Surrounding Road Network

The site of the planning proposal is located on the south western corner of the Oxford Street and South Dowling Street intersection as shown Figure 2.1.

Figure 2.1: Site Location & Surrounding Road Network



Source: www.nearmap.com

The site is located within close proximity to St Vincent's Hospital Sydney and St Vincent's Private Hospital Sydney.

As shown in Figure 2.2 the site has two street frontages, namely Oxford Street and South Dowling Street. Both Oxford Street and South Dowling Street are state roads under the control of Roads and Maritime Services (RMS).

Figure 2.2: Site Location



Source: www.nearmap.com

Bus Lanes operated along Oxford Street. At the site's frontage the bus lane operates 6am-10am Monday to Friday. No stopping along the Site's Oxford Street frontage is signposted outside of these hours. A "No Stopping – Taxis Exempt, 1 minute limit" zone is located in front of the Verona Cinema (17 Oxford Street) some 50 metres to the east of the proposed development site.

South Dowling Street, between Oxford Street and Flinders Street has a posted speed limit of 50km/hr. No stopping restrictions apply on the western side of South Dowling Street extending from Oxford Street, past the Site to Rose Terrace. Time restricted kerb side parking is permitted south of Rose Terrace.

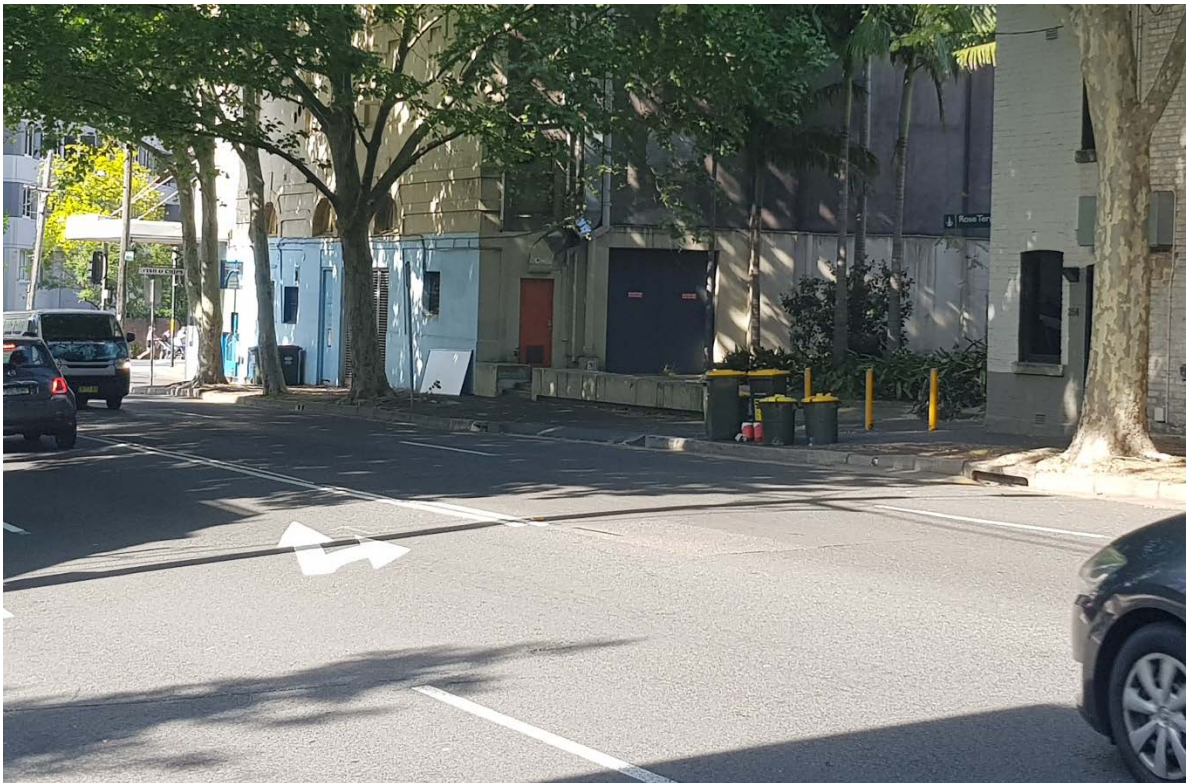
2.2 Existing Site Uses

The site is currently occupied by a three-storey building with existing commercial uses including:

- Restaurant (Don Peppino's)
- Guitar school (G4 Guitar School)
- Office suites
- Bar / Nightclub (Goodbar)
- Café

No on-site parking or loading facilities are provided with the existing use. As such all deliveries and collection of waste are currently taking place on street on South Dowling Street (see Photo 1) and Oxford Street.

Photo 1 – South Dowling Street (Kerbside Waste Collection) – Looking at Site



3 Overview of Proposed Development

The Planning Proposal seeks approval to increase the height control and FSR controls to facilitate redevelopment of the Site as a commercial building comprising a hotel, potential medical floor space, an entertainment venue and retail / food and drink uses.

It is understood that St Vincent's Hospital are seeking to occupy floor space within the development for potential medical related uses including consulting, training and diagnostic facilities. The hotel uses are also likely to be utilised by patients and / or visitors to the adjacent Hospital.

A summary of the proposed uses are set out below:

- Hotel: 117 rooms
- St Vincent's medical related floor space : 318 m2 GFA
- Multi Purpose Venue (Basement 01 Level) : 486 m3 GFA
- Ground floor retail (restaurant / cafe): 304 m2
- Roof top Food & Beverage: 150 people

A new loading dock will be provided within the Basement 02 Level with the ability to accommodate a small rigid vehicle. The loading dock will be accessed via a vehicle lift and turntable at the basement level (see Section 4.2).

A new vehicle driveway is proposed via South Dowling Street.

As per the existing conditions, no on site car parking is proposed as part of the planning proposal.

The implications of the traffic and parking arrangements are discussed in the following section of this report.

4 Assessment of Proposed Development

4.1 Car Parking Provisions

The City of Sydney LEP 2012 sets out parking requirements for developments within the council area. For each of the proposed potential Site, the LEP sets maximum allowable rather than minimum required parking spaces.

As such there is no minimum requirement for the provision of car parking. Thus the provision of no on site car parking complies with LEP 2012 requirements. The provision of no on site parking is also consistent with the current uses of the Site.

Furthermore, the lack of on site parking provisions is consistent with the City's transport objectives and moreover the Site's close proximity to good public transport services will encourage the use of alternate modes of transport in preference to private vehicle travel.

In summary the provision of no on site parking for the proposed development is considered to be appropriate for the site's location and intended uses.

4.2 Loading and Service Vehicle Arrangements

To service the hotel and other on site uses, it is proposed to provide an on site loading bay in the Basement.

The loading bay will be accessed via a new vehicle driveway located at the Site's southern most frontage to South Dowling Street.

Consultation with RMS as the road authority for south Dowling Street was undertaken to obtain feedback as to the permissibility of a new driveway access to South Dowling Street.

Correspondence received from RMS's Land Use section of 15/6/18 stated that:

"Roads and Maritime has reviewed the above subject Pre-DA enquiry in relation to the proposed driveway being South Dowling Street and would raise no objection "In-Principal" provided the driveway is furthest away from the traffic signals with Oxford Street. The design of the access driveway would need to restrict all vehicles to "left-in left-out" only and be in accordance with Australian Standards. "

The RMS feedback has been incorporated into the proposed design of the South Dowling Street access.

The loading dock has been designed to accommodate the manoeuvring requirements of a small rigid vehicle (SRV).

A SRV would be utilised for:

- food and beverage deliveries to the hotel, bar and restaurants;
- laundry services for the hotel;
- delivery of goods for commercial uses; and
- potential removal of waste (see Appendix A).

A vehicle swept path analysis has been undertaken for the proposed service vehicle arrangements using the AutoTRACK vehicle simulation software and AUSTROAD vehicle specifications for a SRV.

The results of the swept analysis are presented in Appendix B. The results indicate that a SRV can satisfactorily access the vehicle lift via a left in / left out movement at South Dowling Street as requested by RMS.

Furthermore, the use of the turntable at the Basement level will enable vehicles to enter and exit the site in a forward direction.

The provision of an on site loading facility is considered to be a significant improvement to existing conditions where all servicing is undertaken via on-street parking and loading zones.

While the delivery of goods and waste collection for the various uses can to a large degree be pre-arranged and timetabled to avoid conflicts, a dock management plan will be prepared and implemented which would include measures to ensure dock capacity is maintained and vehicles do not enter the lift when the dock is occupied. This would include some form of indicator signage at the site frontage.

4.3 Access to Public Transport Services

The Site is well serviced by public transport with numerous bus services operating along Oxford Street connecting the Site to the CBD and to the Eastern Suburbs.

Bus Stop No. 2021 96 is located in front of 13 Oxford Street next door to the Site. This bus stop and the one on the opposite side of Oxford Street are serviced by the following routes:

- M40 - Bondi Junction to Chatswood
- 333 - North Bondi to Circular Quay
- 352 - Marrickville Metro to Bondi Junction
- 440 - Bondi Junction to Rozelle

These bus services will facilitate good quality public transport services for guests, staff and visitors to the various Site uses.

4.4 Taxi and Ride Share Facilities

It is expected that the hotel and entertainment uses of the Site will generate increased demand for taxi and ride share services to and from the Site.

Observations of the existing entertainment uses on the Site indicate that set down and pick up movements occur predominately at the Site's frontage in Oxford Street and to a lesser degree South Darling Street.

It is noted that taxis are permitted to stop to pick up / set down within "no stopping zones" in the CBD but not permitted to stand awaiting a fare. It is considered that this existing behaviour will continue to occur with the proposed site land uses.

Notwithstanding the above, a *No Stopping – Taxis Exempt 1 minute limit* zone is located within 50 metres walk from the site at 17 Oxford Street. This zone allows taxis to stand (for 1 minute), drop off and pick up passengers. This zone would be convenient for visitors and guests of the proposed development site.

4.5 Coach Parking / Set Down – Pick Up Arrangements

It is noted that the Sydney DCP 2012 requires consideration for tourist coach / bus parking associated with hotel uses.

Given the Site's heritage constraints it is not feasible to provide on Site coach parking facilities. While the nature of the Hotel use is not expected to be a purely tourist hotel, the demand for coach parking is expected to be low. However, should coach set down / pick up be required, these movements could be accommodated with the existing Oxford Street bus zones.

4.6 Bicycle Parking Provisions and Associated Facilities

The Sydney DCP 2012 sets out minimum requirements for bicycle parking and associated facilities. An extract from the DCP highlighting the required minimum provisions for the proposed site uses is provided below.

The application of the Sydney DCP 2012 rates will require a provision in the order of 20 bicycle spaces (subject staff levels and populations).

Table 3.5: On-site bike parking rates

Proposed use	Residents/Employees	Customer/Visitors
Residential		
Residential accommodation	1 per dwelling	1 per 10 dwellings
Tourist and Visitor Accommodation		
Hotel or motel accommodation or serviced apartment	1 per 4 staff	1 per 20 rooms
Backpackers accommodation	1 per 4 staff	1 per 10 beds
Commercial		
Office premises or business premises	1 per 150sqm GFA	1 per 400sqm GFA
Bulky goods premises	1 per 600sqm GFA	1 per 1,000sqm GFA
Shop, Restaurant or cafe	1 per 250sqm area	2 plus 1 per 100sqm over 100sqm GFA
Shopping centre	1 per 200sqm GFA	1 per 300sqm sales GFA

Source: Sydney DCP 2012

These bicycle spaces would accommodate both employees (Class 2) and customers / visitors (Class 3) demands. Of the estimated 20 bicycle spaces required, a breakdown of the different classes are listed below:

- Class 2 : 6 spaces (secure bicycle facilities)
- Class 3: 14 spaces (bike rails)

While specific areas for bicycle parking spaces are not shown on the planning proposal plans, it is considered that appropriate space can be provided in the various 'storage' areas for bicycle parking or outdoor terrace space.

Bike parking facilities (such as staff lockers, change rooms and showers) as per the rates included in the Sydney DCP 2012 will be provided to basement level 1 within the staff amenities area. Details of this will be provided at the DA stage.

Notwithstanding the above, compliance with Sydney DCP 2012 parking requirements should be set as a condition of consent for the proposed development.

5 Conclusions and Recommendations

Based on the above assessment of the Planning Proposal for the Site at 1-11 Oxford Street, Paddington it is considered that the traffic generation and travel demands of the proposed retail, restaurant and commercial land uses will be consistent with the existing similar land uses on the Site.

The proposed Hotel use and lack of on site parking will be consistent with the over-arching transport objectives of the City of Sydney to reduce private car travel in favour of public and active transport.

Thus from a transport perspective, TTPP has concluded that the Planning Proposal is acceptable and supports the redevelopment of the Site as proposed.

To assist in achieving the transport objectives set out above, it is recommended that the following measures be incorporated into an approval (ie. conditions of consent) for implementation pre operation of the Site's proposed uses:

- Preparation of a Loading Dock Management Plan; and
- Preparation of a Green Travel Plan (including details of on site bicycle parking provisions).

Appendix A

Small Rigid Vehicle

Example of Waste Collection Vehicle Suitable for Access to On Site Loading Dock

Introducing the
WASTE WISE MINI



REAR LOADER

Waste Wise Environmental introduced the first MINI rear loader vehicle into Australia in September 2011.

The success of the MINI rear loader has been well documented over the first 12 months of service. The ability to manoeuvre in confined areas within basement car parks, where bin rooms are located, and laneways where other vehicles find difficulty in reversing is unique, but achievable for this compact unit.

With an overall height of just 2.08 metres and length of 6.40 metres, this vehicle can enter most car parks, going down three (3) basement levels or climbing up eight (8) car park levels to empty MGB 240 litre & MGB 660 litre bins within its own height capacity.

MGB 1100 litre bins will be lifted higher than the vehicle and generally find a spot within the complex to do so.

The MINI rear loader is valuable to all: architects, developers, owners corporations (space saving and cost saving) and councils (no bins at kerbside affecting the streetscape).



The Waste Wise Environmental fleet of MINI'S has successfully demonstrated its ability as the most valuable & versatile MINI rear loader on the road today. Not only in confined areas, but also under standard rear loader conditions at street level.



Technical drawing of the truck chassis showing dimensions in millimeters. The drawing includes the cab, chassis, and the folded crane. Key dimensions include:

- Cab width: 500
- Cab height: 2,080
- Wheelbase: 3,400
- Crane height: 1,920
- Crane width: 1,180
- Crane depth: 700
- Crane height at 13°: 1,180
- Crane height at 13°: 1,920
- Crane height at 13°: 1,180
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- Crane height at 13°: 1,180
- Crane height at 13°: 1,920

Technical drawing of the truck chassis showing dimensions for the body and lifting mechanism. The drawing includes the following dimensions:

- Overall length: 3,250
- Overall height: 2,076
- Height of the lifting mechanism: 1,882
- Height of the body: 930
- Height of the chassis: 205
- Distance from chassis to body: 700
- Distance from chassis to lifting mechanism: 2,035
- Distance from chassis to body: 305
- Distance from chassis to body: 2,436
- Angle of the lifting mechanism: 31°



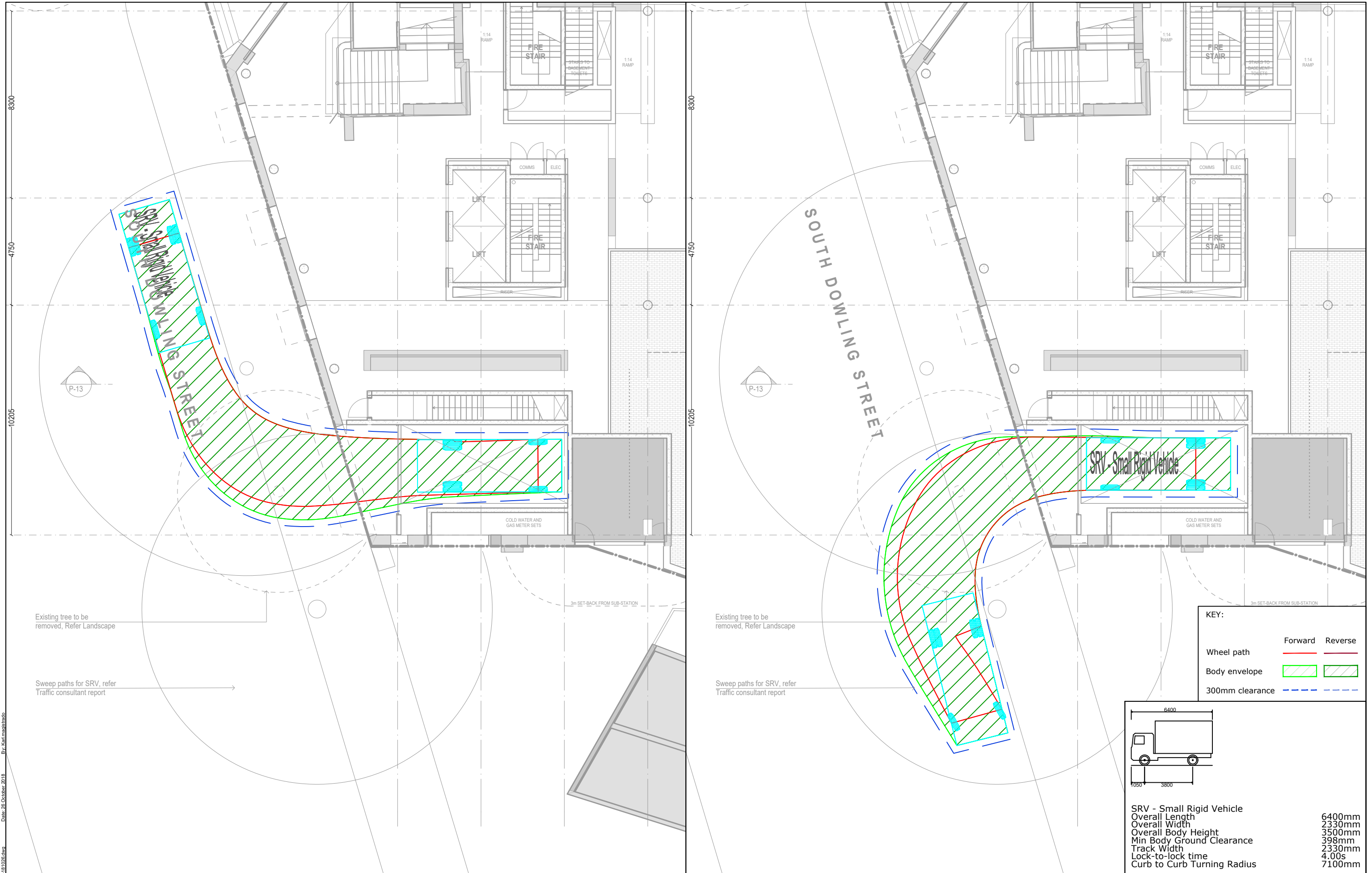
WASTEWISE
environmental



1300 550 408

Appendix B

Vehicle Swept Path Analysis



REV.	DESCRIPTION	DRAWN	CHECK	APP'D	DATE
A	ISSUE FOR DISCUSSION	KM	JR	JR	26/10/18

**The Transport
Planning Partnership**

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PROJECT

1-11 OXFORD STREET, PADDINGTON

TITLE

AS2890.2:2002 6.4m SMALL RIGID VEHICLE SWEEP PATH ANALYSIS
GROUND LEVEL

DWG No.

FIGURE 1

DATE STAMP

26 OCTOBER 2018

PROJECT No.

17365

SCALE

1:150 @ A3

REV.

A



REV.	DESCRIPTION	DRAWN	CHECK	APP'D	DATE
A	ISSUE FOR DISCUSSION	KM	JR	JR	26/10/18

**The Transport
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PROJECT
1-11 OXFORD STREET, PADDINGTON

TITLE
**AS2890.2:2002 6.4m SMALL RIGID VEHICLE SWEEP PATH ANALYSIS
BASEMENT LEVEL 2**

DWG No. **FIGURE 2**

DATE STAMP
26 OCTOBER 2018

PROJECT No. 17365	SCALE 1:100 @ A3	REV. A
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