

# Woollahra Traffic Committee

**Agenda:** *Woollahra Local Traffic Committee  
Extraordinary Meeting 7a/08*

**Date:** *Wednesday 20 August 2008*



## Meeting Agenda

<b>Item</b>	<b>Subject</b>	<b>Pages</b>
8	<b>Traffic Matters on Local Roads – Recommendation to C&amp;E for Consideration</b>	
Y11	No.61 Manning Road, Double Bay – Development Application	1

**Item No:** Y11 Traffic Matters on Local Roads – Recommendation to C&E for Consideration  
**Subject:** **No. 61 MANNING ROAD, DOUBLE BAY – DEVELOPMENT APPLICATION**  
**Author:** Frank Rotta – Traffic Engineer  
**File No:** DA / T300.  
**Reason for Report:** Resolution of Council for Extraordinary Meeting of Woollahra Local Traffic Committee for further consideration of this matter.

**Recommendation:**

- A. That subject to approval being granted to the Development Application for the Child Care Centre at No.61 Manning Road and the S138 Application for the construction of a recessed parking bay in front the site and this parking bay being constructed, that 15 Minute Parking, 8.00am – 10.00am, 4.00pm – 6.00pm, Mon-Fri be installed across the indented parking bay in front of the site.
- B. That it be noted that the Woollahra Traffic Committee does not recommend the approval of a Child Care Centre at No. 61 Manning Road Double Bay due to safety issues involved in the pick-up and drop-off of children and the potential traffic related conflicts caused by the additional traffic/parking generated by this use, on a busy collector road and bus route.
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**Background:**

Following a request for a 15 minute parking bay to provide pick-up and drop-off facilities for a proposed child care centre at the above location, a report was submitted to the Woollahra Traffic Committee on 5 August, 2008 with the following recommendation:

- 1. That subject to the Development Application for the Child Care Centre at No.61 Manning Road being approved and the S138 Application for the construction of the parking bay in front the site being approved and the parking bay being constructed, that 10 Minute Parking, 8.00am – 10.00am, 4.00pm – 6.00pm, Mon-Fri be installed across the indented parking bay in front of the site.*

A number of residents and the applicant addressed the Traffic Committee at this meeting and following consideration of all the issues involved, the Traffic Committee recommended:

- 1. That the matter be further considered at an on-site meeting prior to being referred to an Extraordinary Meeting of the Woollahra Local Traffic Committee.*
- 2. That adjoining residents and the applicant be advised of the time and date for the on-site meeting.*

This recommendation was subsequently adopted by Council at its C&E Committee Meeting held on 11 August, 2008.

**Issues**

The Traffic Committee has not been requested to assess this DA. This matter has been referred to the Traffic Committee to consider whether parking restrictions are appropriate in this location.

During assessment of the development application for this site Council's Traffic Engineer identified unsatisfactory pickup/drop-off arrangements associated with the proposed childcare centre. In response to these concerns the developer subsequently proposed that an indented parking bay and restricted parking be installed so as to improve pick up and drop off. The proposed 15 minute parking restrictions and indented parking bay are to be located on the western side of Manning Road, approximately 60 metres north of the roundabout intersection of Manning Road and Epping Road.

Manning Road is a collector road which provides a link between New South Head Road and the Bondi Junction area. The roadway is approximately 8.2 metres wide with on street parking on both sides of the street. Due to the narrow width of Manning Road and its use as a collector road, concerns have been voiced over the proposed use of the site.

### **Site meeting:**

The on-site meeting was held on Thursday, 14 August, 2008 at 8.45am. The NSW Police and Sydney Buses were represented at the meeting. The RTA and State Member's representatives were not in attendance. The meeting was facilitated by Council's Traffic Engineer. In total 34 objectors (including a consultant acting on behalf of a number of residents) and the applicant attended the meeting.

Road and traffic conditions observed during the site meeting were:

- On street parking in the immediate vicinity of the site was mostly occupied. This could be attributed to residents attending the site meeting.
- There were periods of interrupted traffic flow and congestion. On occasion, vehicles were required to reverse so as to permit vehicles travelling in the opposite direction to pass.
- Clearances between parked vehicles and passing vehicles were minimal.
- Vehicle speeds were very low due to congestion.

A synopsis of the issues raised and an explanation of the current situation provided to the meeting by Council's Traffic Engineer is attached as Annexure 1.

### **Relevant traffic issues:**

At the on-site meeting numerous issues with respect to traffic were raised including:

- Width of roadway – roadway is extremely narrow with two parking lanes and travel lane – hard for cars to navigate but extremely hard for buses to navigate.
- Parking bay proposal would narrow footpath – opening car door would obstruct public access on footpath. The benefit to the proposed Child care centre would reduce the amenity for the residents of this area.
- Manning Road is already a busy thoroughfare from Bondi Junction to Double Bay – additional cars stopping for child care centre will cause gridlock.
- Drop-off and pick-up needs will result in more people (with children) crossing the road where it is already a dangerous location.
- Residents consider the proposal as a child safety issue.
- Residents consider parking bays to be an unusual parking arrangement which will lead to confusion and double parking and therefore create a dangerous situation in the street.
- The Child Care Centre proposal relies on on-street parking – RTA Guideline requires more on-site parking than proposed.
- Proposal may encourage illegal u-turns that cannot be carried out safely at this location (it was noted that the nearby roundabout provides an amenity to assist this)

- The consultant for the residents was concerned about parents opening car doors in traffic lane for a longer period of time to get small children from the vehicle – thereby severely obstructing traffic.
- A swept path analysis has not been provided by the applicant to indicate how the on-site parking works so that ingress and egress to the off-street carpark occurs in a forward direction.
- There is a loss of 4 parking spaces for residents during the weekday hours when the timed parking is proposed.

The following comments in relation to traffic matters were made by the applicant in support of the development:

- Proposed child care centre is only designed to cater for 36 children. It is not a school and does not have the same fixed drop-off / pick-up times as a school.
- Expected that drop-off / pick-up will occur over a 2 hour period in the morning and the afternoons.
- Traffic study prepared by traffic consultant incorporated numerous site visits and this section of Manning Road has never been close to being parked out on those occasions.
- Parking bay serves to widen roadway which makes access in this section of road better.
- Agreed to option of 10 minute parking to facilitate turnover of vehicles but was satisfied with 15 minute parking.

#### **Comments by technical members of the Traffic Committee:**

The Police representative has sent a detailed submission following the site meeting and this is attached as Annexure 2. His concerns centre on the width of the road, it's status as a main link between Bondi Junction and Double Bay, its function as part of a bus route and the fact that even with parking being provided on-site and directly outside the site in the indented parking bay (which he states will improve the safety at this location), there will be persons who will cross the road with children to access the site from time to time. He indicated that he does not support the conversion of 61 Manning Road as a Child Care Centre on safety grounds.

The representative for Sydney Buses (consulted when a proposal impacts on a bus route or if an item deals with a bus related activity) has sent a detailed submission following the site meeting and this is attached as Annexure 3. His concerns relate to the bus clearances due to the width of the carriageway at this location. The Child Care Centre will mean that more driver's side doors will open more frequently on what is already a congested part of this bus route especially if parents begin parking on both sides of the carriageway at this location. There is a bus zone on the northern side of Manning Road in close proximity of the site and another concern is that parents attending this Child Care Centre will be tempted to park illegally in this bus zone.

The STA representative has commented on the situation at the site meeting where there were *“extensive traffic passing issues at the proposed location, which were also observed at the on-site meeting with traffic actually stopping and cars having to make numerous manoeuvres to avoid collisions with the existing traffic levels, notwithstanding the additional traffic volumes that will be generated by the proposed childcare centre.”*

The STA representative has also voiced concerned that with the proposed narrowing of the nature strip, this could affect pedestrians wishing to use the bus service at this location as it reduces the amenity of the footpath. The STA submission also states that *“Given our own observations and the information in the reports supplied, Sydney Buses is of the opinion that if a child care centre was to be approved on the site of 61 Manning Rd, Double Bay that this would have a detrimental affect on the reliability and safe practice of the route 327.”*

The RTA representative did not attend the site meeting however he has indicated no objection to the provision of the indented parking bay and parking restrictions. The RTA representative has stated that as the development is on a local road approval of this application is Council's decision.

The State Member's representative did not attend the site meeting, however, he has indicated that he did not consider that the provision of pick-up and drop-off facilities for children was suitable due to the very busy traffic in this area. He indicated that he would support this type of development at a more suitable site.

**Conclusion:**

The Committee's role is not to determine this Development Application but rather to determine what traffic related actions are appropriate if this development is approved by Council. In the processes of inviting public comment at the August Traffic Committee meeting and of convening a public meeting, numerous issues have been raised in relation to this proposed development. It is important to note that the Traffic Committee has been specifically requested to examine the proposal to introduce a recessed parking bay and 15 minute parking restrictions outside 61 Manning Road.

The members of the Traffic Committee have voiced concerns about the proposed development and these concerns should be forwarded to Council. The members have generally advised that a development of this nature would, on traffic grounds, be better located elsewhere, however, if this development is approved in this location then it would be desirable to have indented parking and 15 minute parking restrictions for the full frontage of No. 61 Manning Road.

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**Identification of Income & Expenditure:**

All signage and associated S138 works to be borne by applicant.

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**Annexures:**

1. Minutes of Site meeting held on 14 August, 2008.
2. Copy of Comments by NSW Police.
3. Copy of Comments by Sydney Buses.

**Annexure 1**

**Annexure 1**

**Detailed On-Site Comments – Traffic Committee Extraordinary Meeting 14 August 2008**

Frank Rotta outlined the purpose of the Traffic Committee and that this meeting was to outline some of the traffic concerns for the benefit of the members of the Traffic Committee. Concerns not associated with traffic generation or signposting need to be addressed to Council in consideration of the DA application. The DA is still to be determined by Council and resident comments should be directed to Council during this process.

Issues raised by residents:

- Would have liked a representative from Australia Post to comment on issue of relocating the existing post box
- Concerned about width of roadway – roadway is extremely narrow with two parking lanes and travel lane – hard for cars to navigate but extremely hard for buses to navigate
- Parking bay proposal would narrow footpath – opening car door would obstruct public access on footpath
- Property has no rear access to offer alternative to traffic on Manning Road
- Manning Road is already a busy thoroughfare from Bondi Junction to Double Bay – additional cars stopping for child care centre will cause gridlock
- Major concerns raised about bus access
- Cars get side-swiped now – side mirrors get knocked off
- Rangers are already diligent in issuing fines where parking is difficult
- Drop-off and pick-up needs will result in more people (with children) crossing the road where it is already a dangerous location
- Consider it a child safety issue
- Issues already occur with resident not being able to manoeuvre in and out of driveways
- Losing footpath width for parking bays only benefits the child care centre and is a loss of amenity for other residents
- Consider parking bays to be an unusual parking arrangement – confusion while people take time to get used to the situation
- Parking bays creates an environment that encourages double parking
- Drainage issues caused by realigning the kerb
- Would like to see information of the parking situation around other child care centres compared to the situation in Manning Road
- Proposal creates conflict between pedestrians, cars, children and dogs
- Many parents now drive 4WD's which create additional sight distance issues
- Concern about road level / height difference with indented parking bays
- Parking bays are only within the street front of 61 Manning Road – based on plans currently received from applicant, the kerb alignment does not carry across other properties
- Consideration of making Manning Road one-way – with Epping Road made one-way in other direction.

Issues raised by Traffic Consultant on behalf of residents:

- Child Care centre proposal relies on on-street parking – RTA Guideline requires more on-site parking than proposed
- No staff parking included in plan – staff will have to park on-street

- Location of property almost on bend of street and with narrow roadway already creates a bad traffic situation
- Proposal may encourage illegal u-turns that cannot be carried out safely at this location (it was noted that the nearby roundabout provides an amenity to assist this)
- Concern about parents opening car doors in traffic lane for a longer period of time to get small children from the vehicle – thereby severely obstructing traffic
- Indented parking bays diminishes footpath and may create a safety issue for pedestrians
- Unaware of any other location in the Municipality that allows a reduced footpath area to provide access for a specific property
- No turning circles on plans for access to property
- Traffic Committee report recommended 10 minute parking – usual requirement for a child care centre of this nature is 15-20 minutes, which makes turnover of vehicles slower
- Loss of 4 parking spaces to residents
- Manning Road is used like a collector road that does not meet width requirements for parking lanes and travel lanes (but it was noted that numerous streets in the Municipality have the same problem and can only be managed rather than a wholesale loss of parking)

Response comments made on behalf of applicant:

- Proposed child care centre is only designed to cater for 36 children
- Child care centre is not a school and does not have the same fixed drop-off / pick-up times as a school
- Expected that drop-off / pick-up will occur over a 2 hour period in the morning and the afternoons
- Traffic study incorporated numerous site visits and this section of Manning Road has never been close to being parked out on those occasions (such as during this meeting)
- Parking bay serves to widen roadway which makes access in this section of road better
- Widening is only across frontage of 61 Manning Road
- Vast majority of properties in the vicinity have off-street parking and are not reliant of on-street parking
- Agreed to option of 10 minute parking to facilitate turnover of vehicles but was satisfied with 15 minute parking.
- Centre staff will be available to monitor access and parents parking / turnover

Comments provided by Frank Rotta:

- Original DA proposal was to have more parking spaces on site, but because of Council assessment of existing tree on site, plans had to be altered and therefore on-site parking spaces have been reduced to 2
- Council's planners advise that under Council's DCP, this development only requires 1 off-street parking space
- RTA Guidelines would require 9 off-street parking spaces (1 space per 4 children)
- Noted that his original assessment wanted all drop-off / pick-up contained on site
- As a compromise arrangement, tried to address safety concerns by indenting the parking bays
- No proposal to drop the footpath but to slope from footpath height – this would address drainage concerns
- Full road width is 8.5 metres which really isn't enough for parking on both side, which is why option of parking bays was considered conditional upon the DA being approved
- Traffic committee proposal primarily relates to signage restrictions – forum for many of the concerns raised is at Council meetings where DA is to be considered.

Annexure 2

Woollahra Local Traffic Committee

**Inspection of street scape outside 61 Manning Road, Double Bay on Thursday 14 August 2008. Proposed Childcare Centre to be located at the nominated residence.**

Manning Road operates as a traffic route between the business districts of Double Bay and Bondi Junction with a significant amount of traffic using this route particularly during daylight hours. The roadway itself is very narrow compared to nearby streets and can bottleneck on occasions when there are two parked cars directly opposite each other. Manning Road is regularly travelled by STA buses as it is an approved Bus Route.

When buses are using Manning Road and there are two vehicles parked opposite there is generally only enough room for the bus to pass and all oncoming traffic is forced to give way and pull to the left where possible to allow the bus to pass. All manner of vehicles use Manning Road with buses probably the largest vehicles to navigate the street.

The residence at 61 Manning Road is a residential premises which is to be converted to Childcare use should planning be approved. It would appear to have limited off street parking available and what would be available would most likely be dedicated to staff. I am aware there has been a proposal to provide four (4) car spaces that would be created by indenting the footpath area directly outside 61 Manning Road. I can see how they might go some way to providing a 'safer' zone for children to be dropped off and collected.

My concerns are primarily that as Manning Road exists it is a narrow residential street with a 50 kph speed limit. In its current structure it is only reasonable for it to function as a quiet residential street. In reality it functions as a busy feeder road between two business districts with vehicles up to the size of STA buses regularly travelling the street and on occasions forcing oncoming traffic to pull over so that they can pass. I have a concern that not all persons wishing to collect or drop off children to the proposed Childcare centre would in fact park directly outside or use the proposed indented parking bays. There would be incidents when persons would park across the street and would have to cross on foot, putting them and possibly children at risk. I do not believe that the Childcare operators would be able to manage all the parking and pedestrian movement risks.

If this site was in the next street such as Epping Street which is wider and does not have the same passing traffic congestion and nominated bus route many of my concerns would not exist. I do not regard the area of 61 Manning Road, Double Bay a sufficiently safe site to operate as a proposed Child Care Centre. Even with alterations and inclusion of four (4) indented parking bays I have strong concerns about safety of persons entering or leaving the site. This is based on my observations and knowledge of the area as a local Police Officer over the past ten years. I do not support this application.

C.J. Hogg Inspector Rose Bay Police 9362-6399

**Annexure 3**



Friday 15 August 2008

Mr Frank Rotta  
Traffic Section  
Woollahra Council  
PO Box 61  
DOUBLE BAY NSW 1360

Dear Mr Rotta,

**61 Manning Rd, Double Bay-Child Centre Application**

I write to you in regard to item Y1-1 Manning Rd, Double Bay listed on the August 2008 agenda of the Woollahra Council Local Traffic Committee. The comments below are responses from Sydney Buses following an on-site meeting that I attended at 61 Manning Rd on Thursday 14 August 2008 and reports provided to Sydney Buses by Design 23 and Traffix transport planning consultants in regard to this item.

Bus services along Manning Rd, Double Bay are provided via Sydney Buses route 327. The route 327 is a seven (7) days a week service operating in both directions between Gresham St, City and Bondi Junction via Darling Point, Edgecliff, Double Bay and Bellevue Hill. The operating hours of the route are from 6.50am to 7.30pm on weekdays and between 6.52am to 7.03pm on Saturdays and between 7.36am and 6.36pm on Sundays. The base frequency of the route is every 30 minutes in both directions on weekdays with an additional am peak trip been provided between 7.30am and 8.00am. The base frequency on weekends is sixty (60) minutes.

In the report provided by Design 23, Architects and Projects Management Consultants, the fact that a bus service operates on Manning Rd is only mentioned in section 4.5 On-Street Indented Parking Bays that states " which allows for a 2.1m clearance between a bus and a parked car, assuming the bus maintains a 0.6m clearance from any vehicle parked on the alternate side of the road". At the present time, with the unrestricted parking been available on both sides of Manning Rd, the bus takes up all available road space with existing traffic waiting in driveways for the bus to pass, this situation is difficult with the present number of vehicles using Manning Rd as a feeder road to access Bondi Junction. The proposal to have an additional thirty six (36) possible drop offs and pick ups during the morning and afternoon peak will only exacerbate this situation.

Section 4. of the same report states "There are multiple driveways in the vicinity, which double as passing bays" this would only apply to cars and the widening of the road would



still not allow a bus to pass another vehicle given the fact that there will be more instances of driver side doors being opened in the path of the buses if the child care centre was approved by council.

In section 4.3 Current Parking Conditions, there is no mention that there is a bus zone on the northern side of Manning Rd, ten (10) metres to the west of Epping Rd. There is an inherent risk of car drivers parking in bus zones should available parking be unavailable close to shops, schools and child care centres.

Due to this bus zone not meeting the Australian standard of thirty metres, a separate application to council will be made by Sydney Buses to council to have this stop extended to the west by approximately five (5) metres, thus removing one car parking space from the immediate area of the proposed child care centre.

In the report by Traffix transport and transport planners, there is reference to the fact that Manning Rd is used by buses, also that "the proposal assumes that all traffic will approach from the east and be able to park parallel to the site" Sydney buses are concerned that if parents and carers do not follow this assumption, that there will be driver side doors opening on both sides of the roadway with parents and carers crossing the road with their children from the northern side of the roadway. This situation would be unacceptable to Sydney Buses on safety grounds and this matter has been referred to Sydney Buses Safety and Standards section for a risk assessment of this proposal to be prepared, upon completion, a copy will be despatched to council.

Sydney Buses has observed that there is extensive traffic passing issues at the proposed location, which were also observed at the on-site meeting with traffic actually stopping and cars having to make numerous manoeuvres to avoid collisions with the existing traffic levels, notwithstanding the additional traffic volumes that will be generated by the proposed childcare centre.

The matter of the extension of the roadway and the subsequent pedestrian access issues with a shorter width of footpath are predominantly a council concern, however, this also restricts the movements of intending bus passengers wishing to join the route 327.

Given our own observations and the information in the reports supplied, Sydney Buses is of the opinion that if a child care centre was to be approved on the site of 61 Manning Rd, Double Bay that this would have a determinantal affect on the reliability and safe practice of the route 327.



**Yours sincerely**

Eric Graham  
Eastern Region Service Planning Manager