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**TRAFFIC ENGINEERING ADVICE – RESPONSE ON REPRESENTATIONS  
RECEIVED IN REGARDS DA0039/2019 – 6TY PTY LTD 6 GEORGE  
SQUARE, EAST LAUNCESTON**

This letter is to comment on aspects of the representations received.

***1) Background***

11 representations have been received by the City of Launceston (CoL) regarding the proposed Café development at 6 St Georges Square, East Launceston. Traffic management concerns most raised appear to be with:

- Seasonal variation effects not taken into consideration in the assessment of parking demand in the TIA prepared by TCS.
- Management of on street parking in general
- Spencer Street parking controls
- On Street parking options for St Georges Square

## 2) Seasonal variation in parking demand

The timing of surveys in July (partly during school holidays) and the possibility that there is higher parking demand at times other than those surveyed has been raised as a concern, especially in 2 of the representations.

There may be seasonal factors and parking demand would vary to some extent through the year. The extent of variation however depends on the site.

Relevant factors could include:

- Commuter parking demand pattern (possibly peaks outside school holiday and holiday seasons)
- Recreational demand pattern (possibly peaks after school hours on weekdays and on weekends)
- Residential parking demand pattern (possibly peaks outside 9-5 work hours when people are at home or there are visitors)
- Café demand pattern (Peak activity times for the café are likely to be during the am commuter peak 8-9am and lunchtime 12-2pm but best determined once operational). Peak activity at the Corner Store appears to be at lunchtime.

From review of parking demand patterns in cities in the United States for example there are seasonal patterns for each city however the trend varies from one city to the next. There is no consistent pattern but generally:

- there is evidence of seasonal trends
- parking demand can vary in the range of + or- 15%
- trends occurring from summer to winter can vary between increasing or decreasing over this period
- depends on the site and the site footprint.

Given possible seasonal variation of + or – 15% the table below is evidence that there is adequate on street capacity to cater for demand.

	Existing unoccupied spaces observed	Spaces required by planning scheme	Assessment of over or under utilised capacity due to the proposal	
	No.	No.	No.	%
<b>Medium and long term spaces (including 3P, 3P Residential Parking Permit Area C and Unrestricted)</b>				
<i>Within 0-80m of site</i>				
Average parking utilisation period	24 spaces	9 spaces	15 spaces	62.5% underutilised
Peak parking utilisation period	16 spaces	9 spaces	7 spaces	43.75% underutilised
<b>Medium and long term spaces (including 3P, 3P Residential Parking Permit Area C and Unrestricted)</b>				
<i>Within 0-80m of site</i>				
Average parking utilisation period	8 spaces	9 spaces	-1 spaces	12.5% overutilised
Peak parking utilisation period	6 spaces	9 spaces	-3 spaces	50% overutilised
<i>Within 0-120m of site</i>				
Average parking utilisation period	25 spaces	9 spaces	16 spaces	64% underutilised
Peak parking utilisation period	17 spaces	9 spaces	8 spaces	47% underutilised

Notably the floor areas of the existing corner store and proposed Café (120m<sup>2</sup>) are the same so the parking demand, based on floor area, should be the same i.e 8 spaces. It is unclear how many spaces are consumed due to the corner store operation but from parking survey data, 5 spaces are consumed immediately out the front with 1\* 5min and 4 \*1/4P spaces regularly occupied along with a few of the 3P spaces on Arthur Street (say 3) which are easily accessible and close by. This suggests current parking demand from the corner store is at around 8 spaces. On this basis the fully operational Café will likely introduce 2-3 more parkers to the area which can be easily accommodated. See following extract from TIA of 30 Jan 2019.

### **P1.1**

**Carparking spaces for other than residential use is provided in the form of the following on-street parking spaces:**

- 2\* 30% utilised 5minute duration spaces at the shop front
- 5\* 24% utilised 1/4P i.e. 15minute duration spaces opposite the shop
- 23\*33% utilised 3P Area Permit spaces within 80m of the shop.
- 7\* 26% utilised 3P i.e. 3hour duration spaces within 60m of the shop
- 3\* unutilised unrestricted spaces within 80m of the shop

This amounts to 5 short term spaces available within 20m and 24 medium-term and long-term parking spaces available within a reasonable walking distance of 80m i.e a total of 29 available spaces.

It is not known what the seasonal parking demand pattern is for St Georges Square. CoL Parking Management may be able to provide advice on the seasonal parking demand pattern for at least the Paterson Street East and West off street carpark which I have enquired about. But even this data may not reflect the situation on St Georges Square.

It is beyond the scope of a TIA for a small coffee shop to conduct a 12month parking demand survey to understand seasonal trends and Council has not requested this.

### **3) Management of on street parking in general**

Parking management is the responsibility of the local road authority, in this case the CoL. Decisions regarding on street parking control are informed from feedback from consultation with key stakeholders e.g. residents and businesses most directly affected and consideration of Council parking policy.

On Street parking can be a very sensitive issue where there are business viability concerns or sensitive residential communities.

Parking control changes can be triggered by changes in:

- on- street parking patterns
- road use
- adjacent land use

Persons are entitled to request Council consideration of parking changes.

The CoL manages Resident Permit zones on streets that meet the criteria e.g. where there is very limited or no off-street parking. These zones permit residents to park on street 24/7. Other users are limited to the parking duration and times of day designated allowing for visitors and other users.

Exclusive resident only on-street parking is not provided on Council roads as they are for public use and the parking spaces do not belong to residents. Service authorities, utilities and emergency services should also have access.

#### **4) Spencer Street parking controls**

Spencer Street has a Residential Permit Area C, 3P 9am – 5pm Mon -Fri on the northern side of the road and NP on the southern side. This prevents commuter parking. Parking could be further limited by changing the parking times.

3 P could be made 2P and availability limited to 10am-noon & 2-5pm with No Parking 8-10am & noon -2pm weekdays which would ban visitor parking when the Café may be busiest.

#### **5) On street parking options for St Georges Square**

The proponent is entitled to request CoL consider proposals to change parking controls on St Georges Square. The current parking durations could be varied to better suit local needs, subject to CoL parking policy for this area.

Obviously, there would be consultation with local businesses and residents impacted. A proposal to introduce parking restriction on some or all of the as yet unrestricted parking zone on St Georges Square could be entertained. This could see 1,2 or 3P parking installed on the unrestricted eastern side of St Georges Square, effectively denying commuter parkers and increasing parking supply for residents and businesses. This could be a win-win for the developer and residents. The need for the 5\*1/4 P spaces could be reviewed after the café has been operational for a while.

One of the representations mentions that there are 7 Cafes within 10minute walking distance of St Georges Square. With this being the case, it suggested that the proposed Café will take a relatively small share of the market. The market would sort out demand and this would depend on how each café is managed e.g. parking availability, ambiance, quality of service, price etc.

## **6) Summary**

In summary, evidence has been provided that the proposed change from corner store to café will not significantly change on-street parking demand as advised in the TIA prepared earlier.

There may be some seasonal variation in demand, say + or – 15% however this variation is insufficient to saturate parking capacity in the worst case.

Council has at its disposal various parking controls to satisfy both business and residential concerns if necessary.

## **7) Assessor Credentials**

Richard Burk is a qualified Traffic and Civil Engineer with over 32 years of experience with State and Local Government in the Roads and Traffic industry in Tasmania. Richard has also represented Tasmania on various national committees including the Austroads Traffic Management Working Group. Visit [www.trafficandcivil.com.au](http://www.trafficandcivil.com.au) .

Yours sincerely

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25 March 2019

Duncan Payton  
Town Planner  
City of Launceston  
By Email: [Duncan.Payton@launceston.tas.gov.au](mailto:Duncan.Payton@launceston.tas.gov.au)

Dear Duncan,

**DA0039/2018 – 6 ST GEORGES SQUARE, EAST LAUNCESTON –  
RESPONSE TO ISSUES RAISED IN REPRESENTATION**

I refer to your recent request for a response to the issues raised in the representations to DA0039/2019. The key issues raised in the eleven (11) representations received are considered under the headings which follow. A response in relation to traffic and parking management has been prepared by Traffic & Civil Services (“TCS”) and is attached.

**1. Vehicle parking**

**1.1 Site constraints**

The site is a rectangular shaped lot that has an area of 233m<sup>2</sup>. Its eastern boundary has a width of 11.64m and provides frontage to St Georges Square. Its southern boundary has a width of 20.14m and provides frontage to Spencer Street. The western and northern boundaries of the site have widths of 11.58m and 20.12m respectively.

The site area and dimensions significantly constrain the ability to provide an off-street parking area with suitable circulation aisles. The provision of off-street parking is therefore not proposed, except for a single garage for the first-floor dwelling which will be accessed directly from Spencer Street.

The proposed use would be required to provide 8 car parking spaces for the café, in addition to 1 for the first-floor dwelling, in order to satisfy the relevant acceptable solution requirement in the *Launceston Interim Planning Scheme 2015* (the “Scheme”). The width and length of car parking spaces, and the width of an adjacent access and manoeuvring aisle, are required to satisfy the standards in Table E6.3 of the Scheme. Spaces within a parking area that are orientated 90° to an adjacent access and manoeuvring aisle are required to have either of the following dimensions:

Car park widths	Car park length	Combined access and manoeuvring width
2.6m	5.4m	6.4m
2.8m	5.4m	5.8m
3m	5.4m	5.2m
3.2m	5.4m	4.8m

The site area would enable 7 car parking spaces to be accommodated within the site parallel to the Spencer Street frontage. Each would need to have a width of 2.8m and therefore such a parking area would include an access and manoeuvring aisle having a width of 5.8m. The spaces would be located on one side of the access and manoeuvring aisle. However, such a parking area would occupy an area of 219.52m<sup>2</sup>, or 94.2% of the site, and would restrict the ability to provide a ground level tenancy.

Alternatively, the site has the ability to accommodate 8 car parking spaces in 2 rows parallel to the St Georges Square. Each would need to have a width of 2.8m and would be accessed from a central access and manoeuvring aisle having a width of 5.8m. Such a parking area would occupy 185.92m<sup>2</sup> or 79.8%, and would therefore restrict the ability to provide a ground level tenancy.

It would not be possible to accommodate 9 car parking spaces within the site whilst satisfying the requirements in Table E6.3 of the Scheme. The site dimensions are not sufficient to allow 9 spaces, either in a single row or multiple rows, each having a width of at least 2.6m.

The accommodation of car parking at ground level within the site, other than the single garage adjacent to the western boundary, would significantly alter the form and appearance of the proposed development. It would restrict the ability to provide an active frontage use at ground floor level in accordance with Clause 20.4.3 – Active Ground Floors in the Local Business Zone provisions of the Scheme.

Several representations identify that other cafés in the area provide varying levels of on-site car parking. The majority of these cafés are located on sites that are significantly larger than the subject site at 6 St Georges Square, and can therefore be contrasted from the proposal, as detailed below.

- Alps and Amici (52 Abbott Street, East Launceston) is located on a site that has an area of 650m<sup>2</sup> and is located within the Local Business Zone. It contains a delicatessen-style grocery store and a recently developed café. The café is located within a 132m<sup>2</sup> extension and has a seating area of approximately 60m<sup>2</sup>, which is not dissimilar to the proposed café which will occupy an area of 118m<sup>2</sup> including a 54.6m<sup>2</sup> seating area. The approved extension at 52 Abbott Street included the provision of 2 on-site car parking spaces. However, the property is 280% greater in area than the subject site (6 St Georges Square) and the spaces were intended to be utilised by staff employed in the operation of both the grocery store and café.
- Relish Café (43 Arthur Street, East Launceston) is located within a lot that has an area of 560m<sup>2</sup> and is located within the Local Business Zone. A neighbouring real estate business is located within an adjoining lot (41 Arthur Street) that has an area of 610m<sup>2</sup>. The lots are in common ownership and have a combined area of 1170m<sup>2</sup>. A shared parking area that accommodates 14 cars is located to the rear of the buildings within the lots. The combined site area is 400% greater in area than the subject site. The parking area was able to be provided as part of a previous redevelopment of the site, and provides parking for 2 businesses.

- Maple Café (6/17-19 Abbott Street, East Launceston) is located within a site that has an area of 1346m<sup>2</sup> and is located within the Local Business Zone. The property contains several other retail and professional services tenancies, including a separate coffee shop. A shared parking area that accommodates 11 cars is located within the property. The site area is 478% greater in area than the subject site. The parking area was able to be provided as part of a previous redevelopment of the site, and provides parking for multiple businesses.
- Tower Café (11 High Street, East Launceston) is located within a 1.14ha site that is within the Urban Mixed Use Zone. The property contains the Queen Victoria Centre including several businesses and some off-street car parking.
- Cube Café (18A High Street, East Launceston) is associated with the Launceston Aquatic Centre which occupies a 3.7ha site that is within the Recreation Zone. The property is of a sufficient area to contained off-street parking, although it is noted that the parking demands associated with the aquatic centre are partly satisfied by on-street parking in surrounding streets.
- Le Café (39-41 Ann Street, East Launceston) is located opposite the southern end of St Georges Square (park) within a 140m<sup>2</sup> site that also contains a butcher. The property is almost fully occupied by the building that is located thereon, and therefore does not contain any off-street car parking.

The provision of off-street car parking associated with the cafés in the area is a reflection of the extent to which it is constrained by site characteristics. The area and dimensions of the subject site do not enable off-street parking to be provided in conjunction with the proposed ground-floor café.

### **1.2 Reliance on on-street car parking**

The application relies on the Performance Criteria P1 in Clause E6.5.1 – Car Parking Numbers relevant to the provision of parking associated with the café. The applicable performance criteria requires the number of parking spaces to be provided to meet the reasonable needs of the use, having regard to a range of matters including any site constraints and the availability, accessibility and safety of on-road parking. It is not unreasonable to seek to rely on on-street parking to satisfy the parking demands associated with the proposed use. There are existing uses surrounding St Georges Square (park) including residential dwellings, businesses and the park itself, as well as commuters, that utilise on-street parking.

The application is accompanied by a Traffic Impact Assessment (TIA) prepared by Traffic & Civil Services (“TCS”) which includes the outcomes of on-street parking utilisation surveys. A response to the key traffic and parking management issues raised in the representations has been prepared by TCS (attached).

The assessments prepared by TCS demonstrate that, even accounting for potential seasonal variation, there is sufficient underutilised capacity within the on-street parking areas within 0 and 120m to accommodate parking associated with the proposed café. The underutilised capacity identified would be even higher if parking associated with the existing shop was excluded, which will be replaced by the proposal.



The possible changes to the management of on-street parking (including short term, residential permit and unrestricted spaces) suggested in the application and representations have the potential to ensure that local parking needs are better catered for and to reduce the demand for medium and longer term parking spaces. On-street parking management is the responsibility of Council's road authority.

## **2. Consistency with the zone purpose**

The proposed café is categorised into the Food Services use class, which is identified as Permitted (without qualification) in the Local Business Zone. It is therefore consistent with the zone purpose. The zone is typically applied to business, professional and retail nodes within residential areas, where the risk of land use conflict is relatively low and is capable of being managed. It is noted that the properties at 43 Arthur Street (Relish Café), 17-19 Abbott Street (Maple Café) and 52 Abbott Street (Alps and Amici) are zoned Local Business and are adjoined by residential-zoned properties. Similar to these existing businesses, it is anticipated that the proposed café will service surrounding local residents and other visitors to the area.

## **3. Future use and development**

The proposed use and development has been described in detail in the application. The alterations identified in the representations, including building additions, introduction of visitor accommodation, liquor licencing or increased hours of operation, do not form part of the proposal would be required to satisfy the relevant planning approval requirements in order to proceed.

## **4. Spencer Street frontage setback**

Acceptable Solution A1 in Clause 20.4.1 – Building Height, Setbacks and Siting requires a building to be setback to the frontage at ground level, or no more or less than the maximum and minimum setbacks of the buildings on adjoining lots. The proposed development will be built to the Spencer Street frontage at ground level and therefore complies with the first part of the acceptable solution.

## **5. Spencer Street ground-level façade**

The proposed ground-floor café is orientated with its main entry facing St Georges Square, consistent with the existing building at the site. However, the proposed development includes less than 80% glazing in the Spencer Street façade at ground-level and therefore relies in Performance Criteria P1 in Clause 20.4.3 – Active Ground Floors. As identified in the assessment in the planning submission which accompanies the application, the St Georges Square facade includes a relatively extensive amount of glazing which will provide openness and transparency. Spencer Street is a relatively narrow and quiet residential street. The openings in the Spencer Street façade will be limited to providing secondary pedestrian access into the café and ground-level access to the dwelling. The level of openness is considered appropriately reflect the nature of the adjoining streets.

## 6. Noise

The Scheme standard that is relevant to this issue is contained in Clause 20.3.4 – Noise Levels. Acceptable Solution A1 contains an apparent inconsistency in that it requires the A-weighted sound pressure level (Leq) to be no greater than 5 dB(A) above the L90 background noise level (which is a different measurement). The Noise Assessment which accompanies the application recommends the inclusion of a 2.1m noise barrier fence along the northern side boundary to mitigate the impact of café patrons on background noise levels. Such a fence is identified in the drawings which accompany the application.

The Noise Assessment identifies that the Leq levels that were measured indicates that the existing noise environment will assist in masking noise generated by café patrons.

The site is located in an urban environment and contains an existing business use that will be replaced by a café. The proposed café will largely operate during daytime hours. It is considered that noise generated by the proposed use will not unreasonably impact the amenity of nearby sensitive uses, having regard to the mitigation that is proposed. It is also noted that the air conditioning units will be located behind a screen on the southern side of the building (adjacent to Spencer Street) to ensure there is no unreasonable impact on adjoining residential properties. It is considered that the proposal complies with the Performance Criteria P1 in Clause 20.3.4.

## 7. Odours

The Scheme standard that is relevant to this issue is contained in Clause 20.3.2 – Mechanical Plant and Equipment. It requires air extraction systems to be designed, located and baffled to ensure that noise and odours from do not cause an unreasonable loss of amenity to adjoining or immediately opposite sensitive uses. The proposal includes an air exhaust system that is intended to control odour emissions from the café kitchen. Consistent with similar proposals, it is expected that a standard permit condition would be applied to ensure that the system is designed to avoid unreasonable odour and noise emissions from this system.

It is noted that the existing building contains kitchen facilities that are utilised in conjunction with the operation of the shop and take-away. The potential for odour emissions is therefore not a new issue that is introduced by the proposal, and is capable of being managed by an appropriately worded permit conditions. It is considered that the proposal complies with the Performance Criteria P1 in Clause 20.3.2.

## 8. Overshadowing

The shadow diagrams which accompany the application have been prepared for the winter solstice (21 June), when shadows are longest, as this represents the worst-case scenario. They demonstrate that the proposed development will not significantly overshadow the neighbouring properties to the west and south. The overshadowing of the adjoining dwelling to the west at 9am on 21 June will be confined to its roof and a very small portion of the private space to the rear of the garage. The degree of impact will further reduce thereafter due to the path of the sun. The shadows will extend over the Spencer Street on 21 June however the impact on the neighbouring property in this location will be confined to the northern portion of the property. The degree of impact is not unreasonable within the context of the Scheme standards.

## 9. Overlooking

The western wall of the proposed first-floor dwelling includes a 600mm x 600mm window and the western side of the 10m<sup>2</sup> deck associated with the dwelling. The window will be associated with a bathroom, will have a sill height of 1.5m and will be setback more than 3m from the western side boundary. The setback satisfies the requirement which applies at the interface with the Inner Residential Zone. Therefore, the proposal will not unreasonably impact the privacy of the adjoining property to the west. Similarly, the deck will be setback 3.6m from the side boundary which is considered sufficient to minimise any potential privacy impacts.

## 10. Impacts on the streetscape

As identified in the assessment in the planning submission which accompanies the application, the proposed development will blend with the broad mix of residential development that exists in the surrounding area. Its height and scale will be consistent with other two storey buildings in the area. The proposed height complies with the relevant acceptable solution requirement in the zone provisions in the Scheme.

Please do not hesitate to contact me should you have any further queries relating to this application.

Yours faithfully

**6ty° Pty Ltd**



Ashley Brook  
Planning Consultant