



355 and 375 Church Street, Parramatta

IPC Meeting – 4 April 2022

PRESENTATION OVERVIEW

1. Site Context and Project Overview, *presented by Stockland*
2. Importance of the Drive-Through, *video address from Josh Bannister at McDonald's*
3. Planning History, *presented by Ethos Urban*
4. Traffic and Access matters associated with the Drive-Through, *presented by JMT Consulting*
5. Addressing Council's other concerns, *presented by Ethos Urban*

PROJECT OVERVIEW & SITE CONTEXT

Location: 355 Church St Parramatta, corner of Victoria Rd and Church St

Landowner: McDonald's Australia

Developer: Stockland (Stockland entered a development agreement with McDonalds in 2017 to develop the site)

Current Use: McDonald's Restaurant

Proposal:

Mixed use development comprising of a new McDonald's restaurant (approx. 950sqm), ground floor retail and 360 residential apartments across two towers.

The proposed development would occur under the new Citywide Planning Proposal controls (increased height and FSR).



IMPORTANCE OF THE DRIVE-THROUGH



PLANNING PROPOSAL HISTORY

2015	McDonald's staged DA supported by Council but deferred by Regional Planning Panel as the proposal was considered an underdevelopment of the site and a 'lost opportunity to present a major architectural feature'
2018	August – Stockland / McDonald's submit a site-specific Planning Proposal
2020	July – Council resolves to endorse the site-specific Planning Proposal and forwards to DPE November – DPE issues Gateway Determination but included conditions requiring removal of the proposed site-specific parking rate for take away food and drink premises
2021	January – Stockland / McDonald's formally request a review of the Gateway Determination and Parramatta Council submit letter to DPE reinforcing their support for the Planning Proposal April – IPC considers Gateway Review and recommends deletion of Condition 1(c) relating to car parking and 1(d) relating to site isolation May – DPE issues updated Gateway Decision but does not amend timing requirements for public exhibition and finalisation June – Council and Stockland are unsuccessful in their attempt to secure an extension to the Gateway exhibition and finalisation timeframes July – DPE writes to Council requesting that the Planning Proposal be 'refined' to remove elements that duplicate the CBD Planning Proposal. Subsequently, DPE advises that the only way to extend the timeframe is to 'resubmit' the Planning Proposal and seek a fresh Gateway Determination. July – Council advises Stockland/McDonald's that in light of DPE's advice, they would like us to focus on drafting an updated Planning Report for Council's consideration.

PLANNING PROPOSAL HISTORY

2021	<p>September – Councilors asked to vote again on a pared back version of the Planning Proposal that focused just on car parking. Councilors voted to defer the matter despite being advised by Council staff that the amended Planning Proposal was an administrative matter only.</p> <p>October – Despite having been fully briefed by Council staff, a Councilor was able to secure majority support for an amended motion to preclude retention of a drive through under a redeveloped scenario.</p> <p>November – Council staff update fresh Planning Proposal in response to Council’s resolution and submit to DPE</p> <p>December – Gateway Determination issued by DPE advising that PP should proceed subject to the following condition:</p> <p><i>Prior to public exhibition, the planning proposal is to be amended as follows:</i></p> <p><i>(a) remove reference to any provisions seeking to prohibit/restrict a drive through facility for Take Away Food and Drink premises on the subject site;</i></p>
2022	<p>January – Council formally requests a review of the Gateway Determination.</p> <p>April – Independent Planning Commission considers Gateway Review request</p>

COUNCIL'S REVIEW REQUEST

Council sets out three key reasons for why it reasonable to include an LEP provision prohibiting a drive-through facility, these are:

1. Traffic impacts as a result of maintaining the drive-through,
2. That the drive-through facility represents an inappropriate use of the site, and
3. The drive-through facility will lead to poor environmental outcomes.



Gateway determination review

355 and 375 Church Street, Parramatta
January 2022

TRAFFIC IMPACTS

Council states that its concerns with traffic impacts of the drive-through facility are:

- *‘A drive-through facility will increase the number of traffic movements in and out of the site at access points proposed on Victoria Road and Ross Street. This could cause traffic conflict and aggravate existing traffic conditions.’*
- *‘Traffic exiting the site from Ross Street with the object of entering Church Street could impose pressure at this intersection of Ross and Church Streets and possibly result in queueing on Ross Street.’*
- *‘The drive-through facility on site only has limited provision for 11 queued cars. On a busy occasion with a high demand for takeaway services traffic could bank back out onto Victoria Road causing traffic conflict. Traffic banked back would also interfere with other vehicles trying to enter the site from Victoria Road for other purposes proposed as part of the redevelopment of the site.’*
- *‘This situation may be manageable in a suburban context but is less manageable in a busy major CBD such as the Parramatta CBD and for a site fronting two major arterial roads.’*

TRAFFIC AND ACCESS MATTERS FOR DISCUSSION

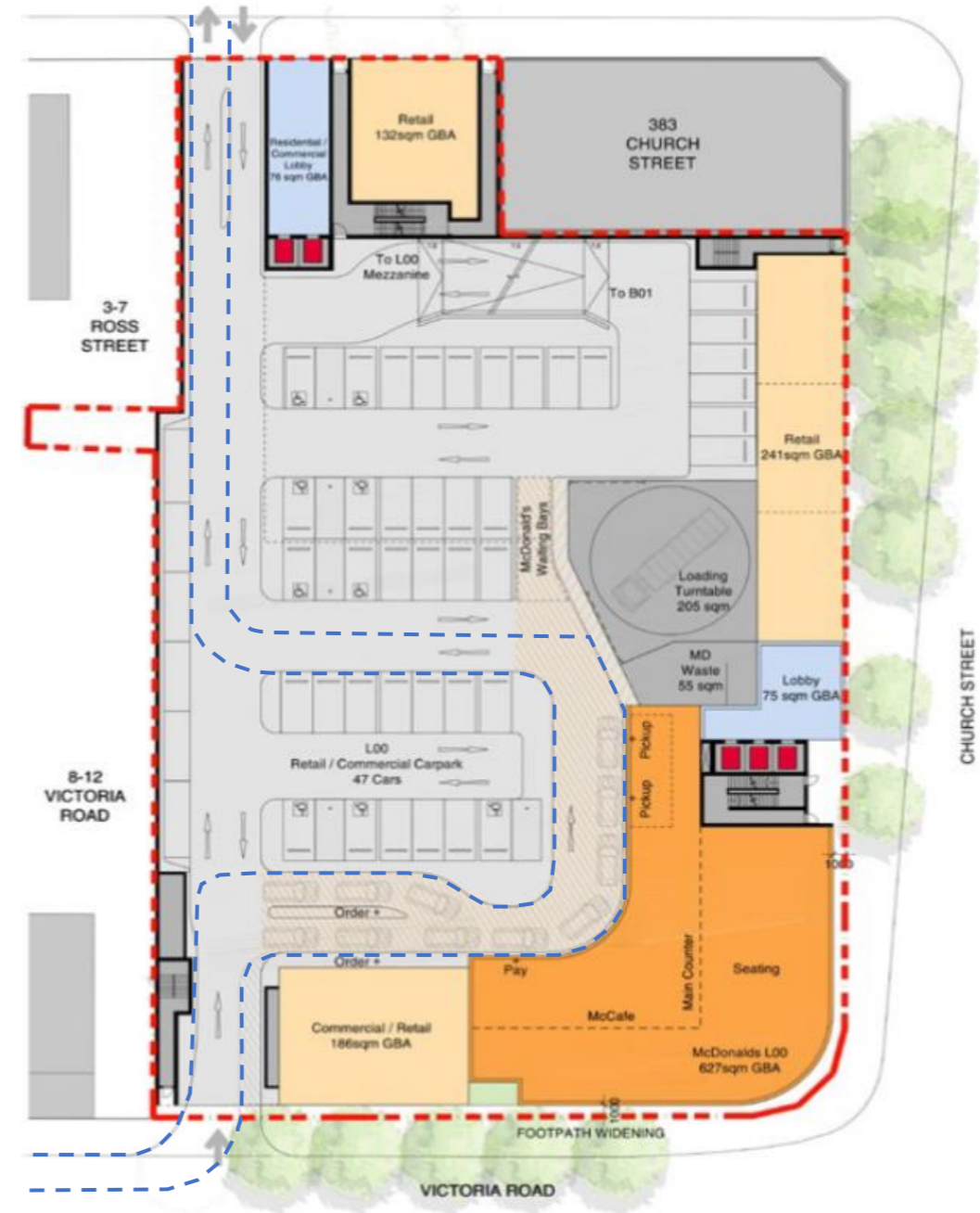
- Suitability of queueing arrangements for the drive-through
- Traffic impacts of the proposal and maintaining the drive-through
- Negative implications resulting should the drive-through not be provided



Existing queueing capacity – 14 vehicles



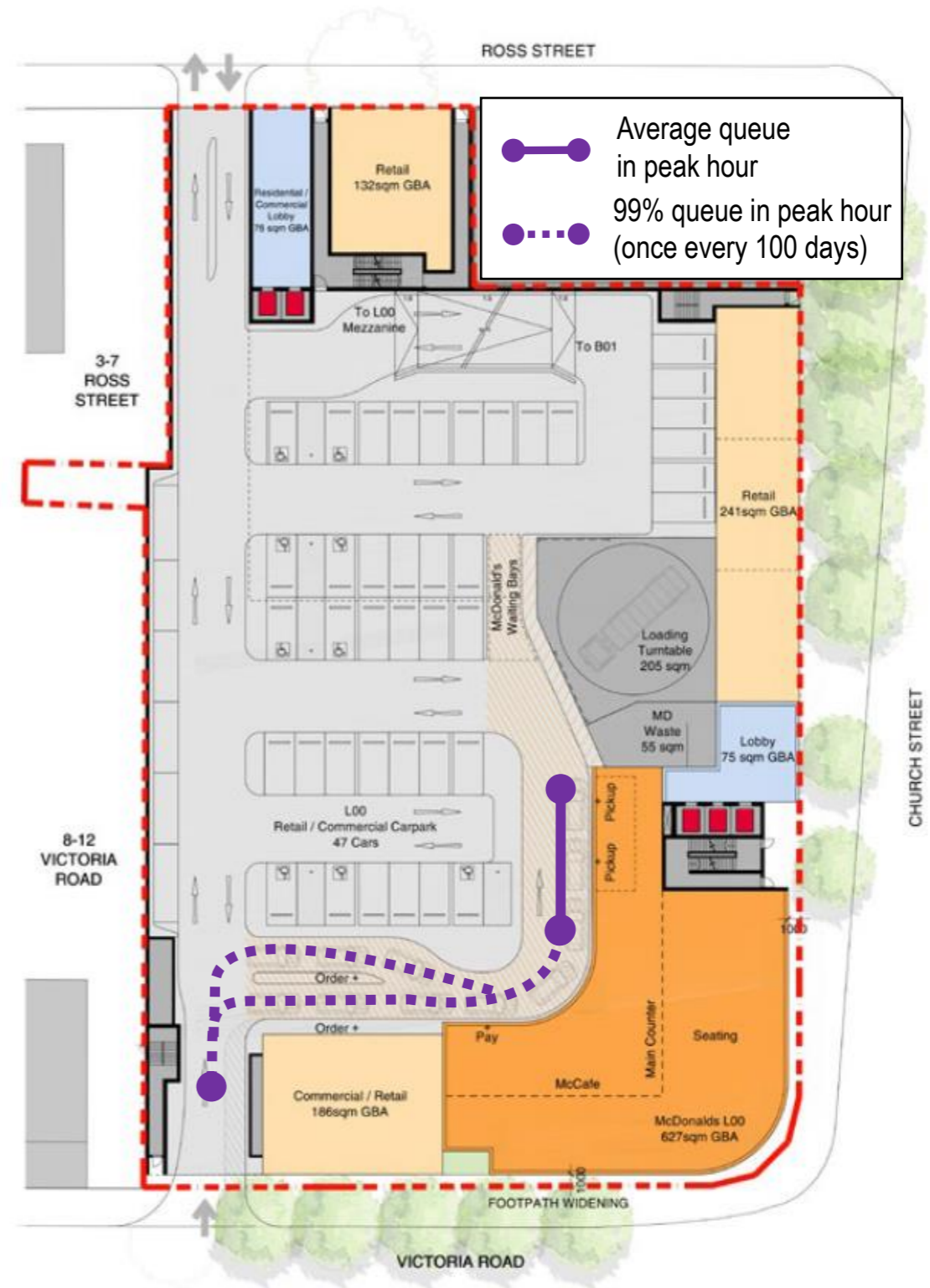
Future queueing capacity – 14 vehicles



RMS Guidelines recommend 12 spaces for vehicle queueing for McDonald's drive through

FUTURE INTERNAL QUEUEING

- Queuing analysis undertaken via a Poisson Distribution ($M/M/\infty$) to determine the potential for queuing to occur within the site
- Analysis indicates that during the peak hour there is a:
 - Probability of an average queue of 3 vehicles at the point of pick up
 - 99% probability of the queue length reaching 18 vehicles at the point of order, which is well within the site boundary. The frequency of this queue length occurring is once every 100 days
- Modelling therefore indicates no anticipated queueing impacts to Victoria Road as a result of the Drive-Through



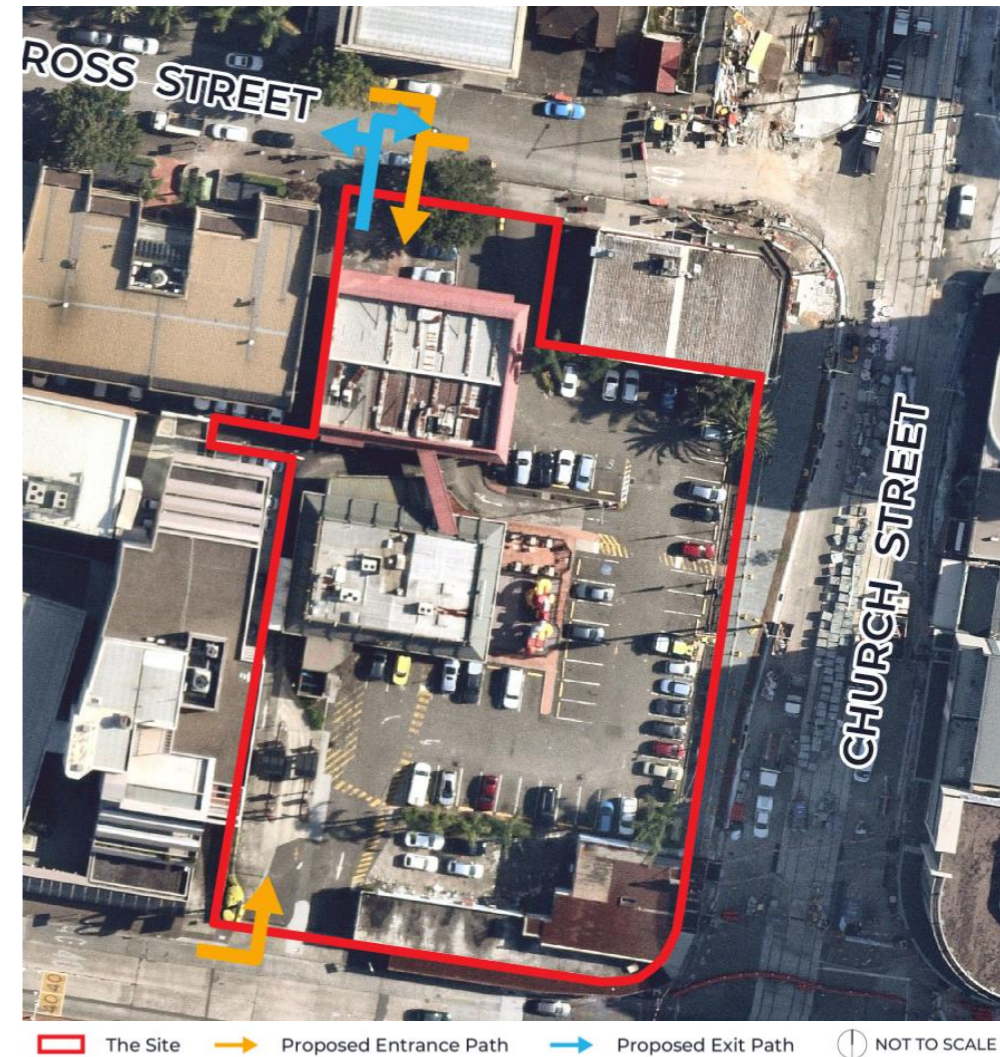
SITE ACCESS ARRANGEMENTS

- The proposal significantly reduces conflict points on Victoria Road near Church Street
- Proposal restricts traffic movements to left in only from Victoria Road, which will significantly reduce traffic movements at this access point

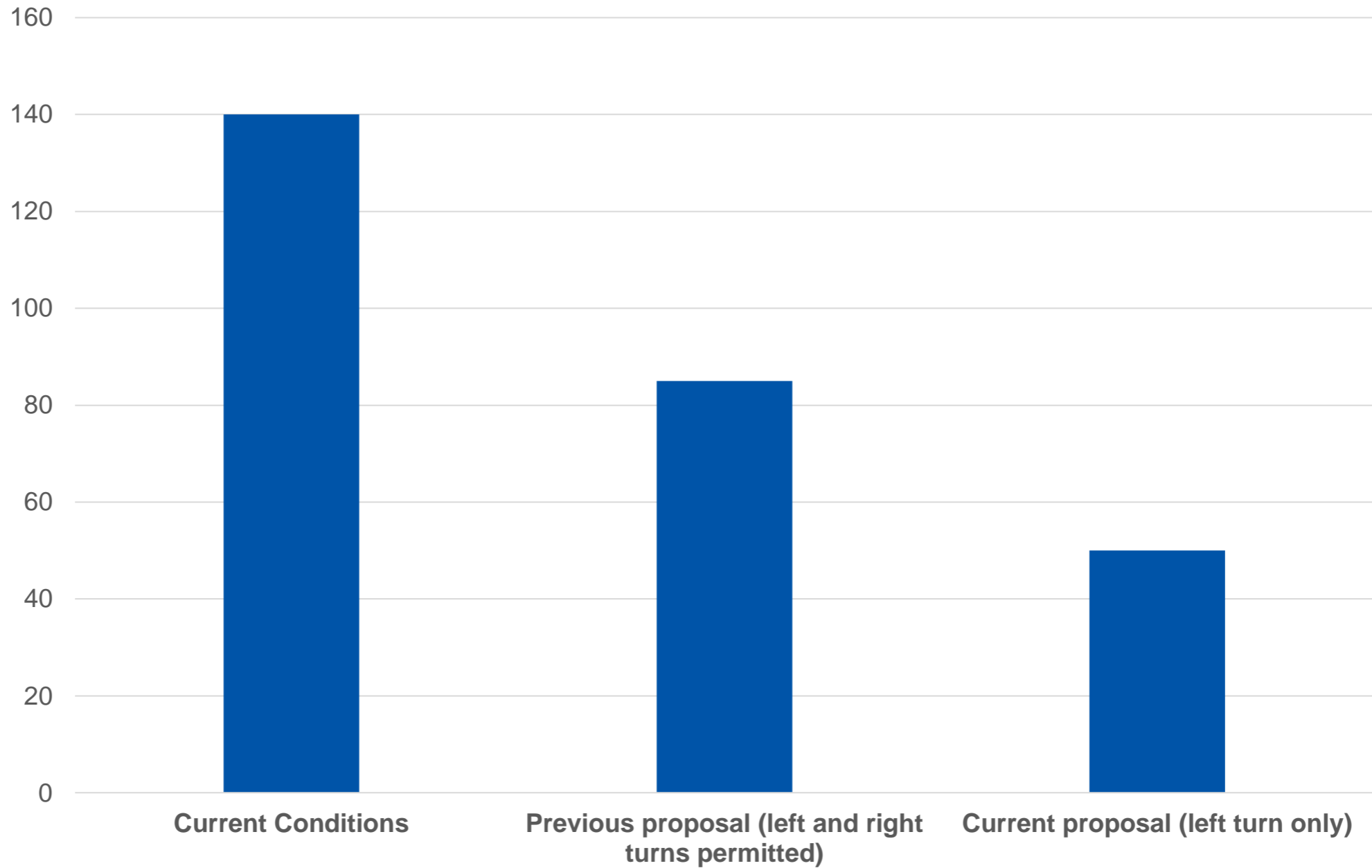
Existing



Future

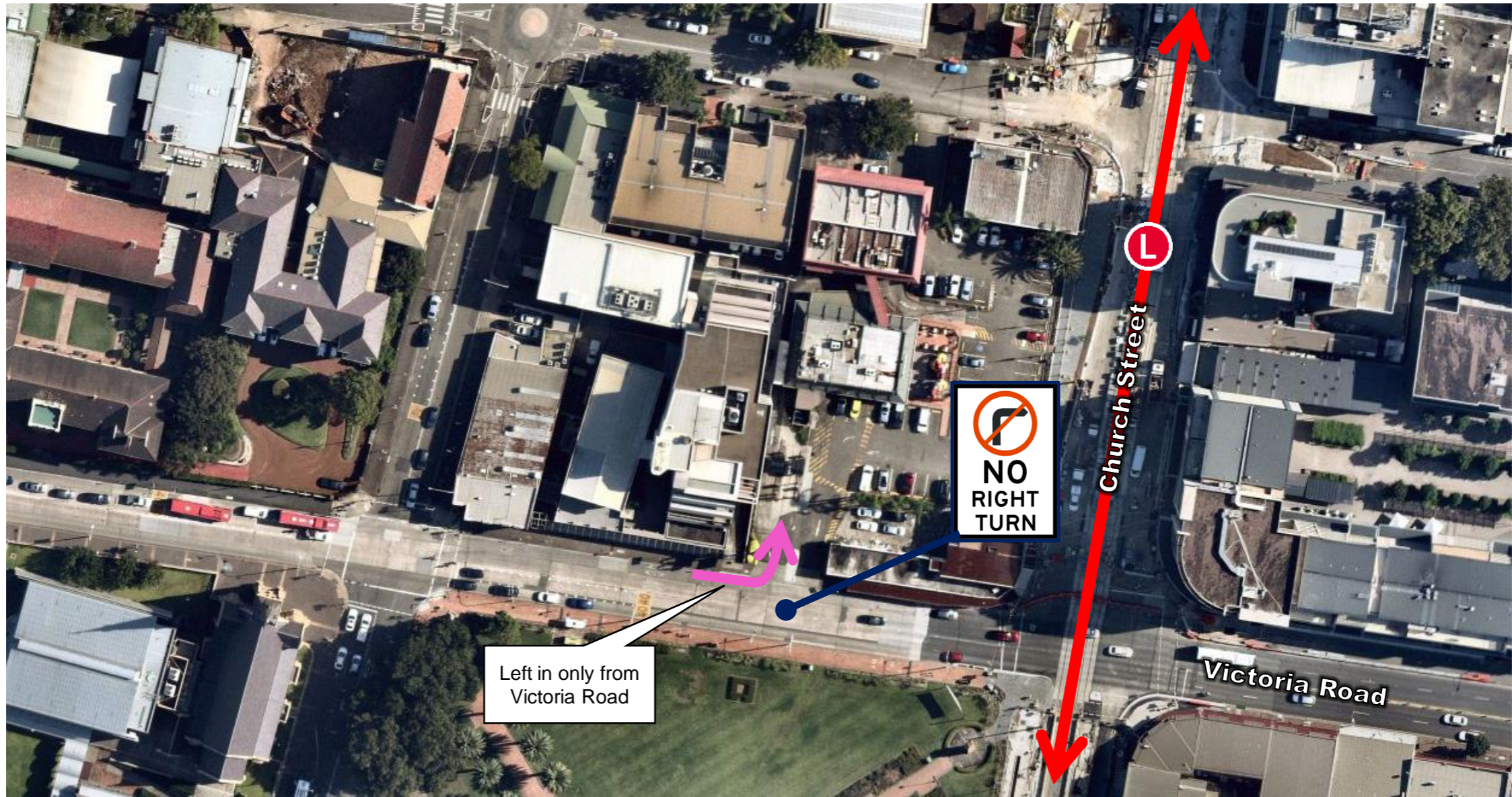


TRAFFIC MOVEMENTS THROUGH VICTORIA ROAD DRIVEWAY ACCESS



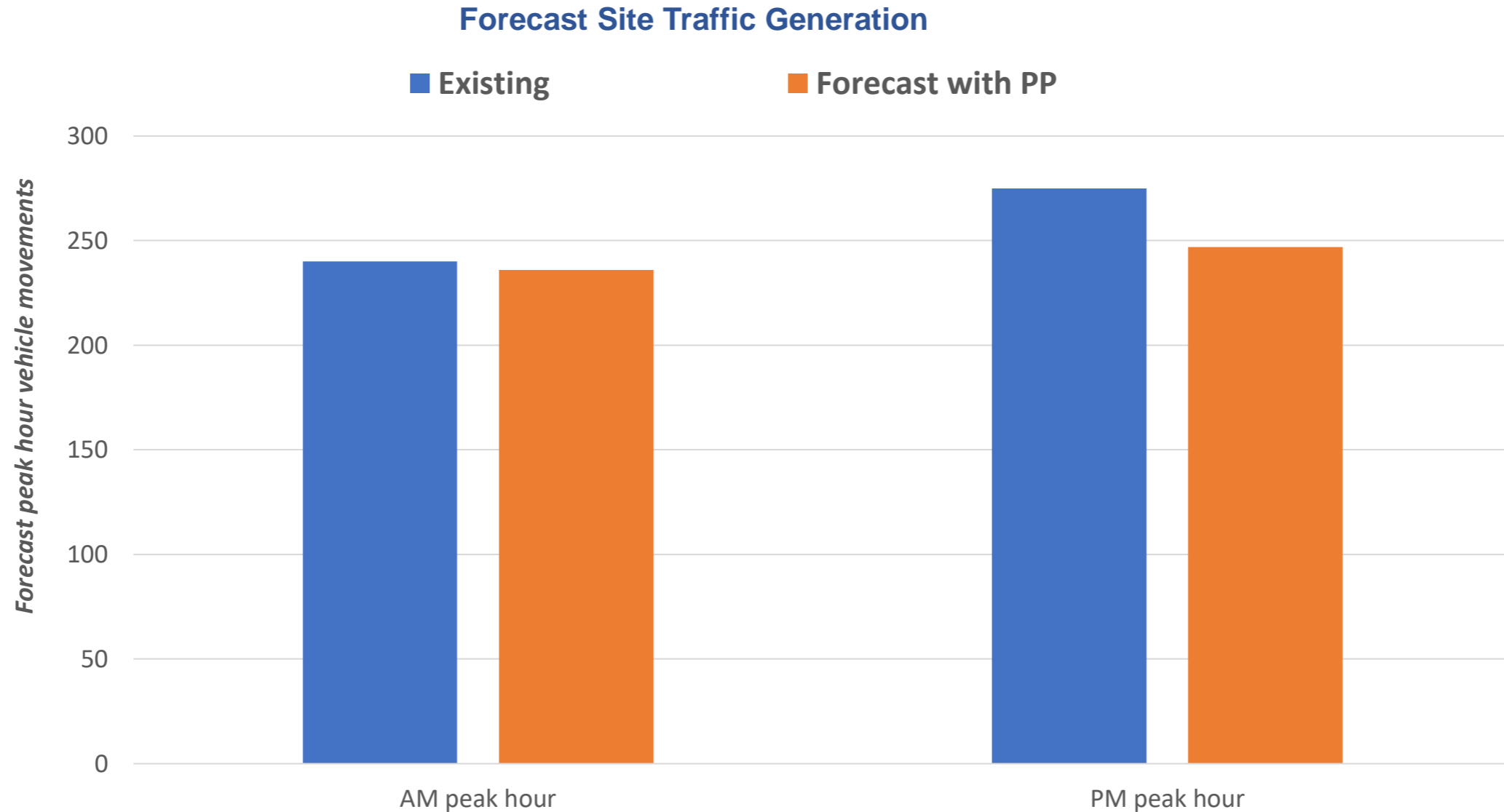
IMPACTS TO CHURCH STREET LIGHT RAIL CORRIDOR

- The right turn restriction from Victoria Road removes any potential for any queuing back to the Church Street intersection
- The proposal will therefore have no impact on the operation of the future light rail corridor



FUTURE TRAFFIC MOVEMENTS

- The proposal will not impact the operation of the surrounding road network
- Planning Proposal would decrease traffic movements during peak hours when compared to current conditions



INTERSECTION PERFORMANCE

- No change in overall intersection performance with the Planning Proposal.
- Recent traffic modelling demonstrates removal of the drive-through would not change intersection level of service
- Traffic modelling previously reviewed and accepted by Transport for NSW



REMOVING THE DRIVE-THROUGH WILL...

- Increase demand for parking as customers will be required to enter the store to collect orders
- Result in greater queuing and impacts on the local road network as customers look to access the car park only to find no available spaces
- Increase parking on local streets if customers are unable to find a parking space on site
- Not materially change overall traffic movements to the site or along Victoria Road (at most 15 vehicles per hour or 1 every 4 minutes)
- Increase demand for home deliveries and associated traffic movements (e.g. Uber Eats, Deliveroo)



SUMMARY – TRAFFIC AND ACCESS

- Increase in internal queueing capacity compared to current conditions
- Queueing analysis indicates that 99% queue length during the peak hour will be accommodated within the site
- Restriction of traffic movements to left in only from Victoria Road will significantly reduce traffic movements by approximately ~65% compared to current conditions and will eliminate any potential for queueing back to the Church Street light rail corridor
- Proposal decreases peak hour traffic movements compared to current conditions, with no change in intersection performance with or without the drive-through in place
- Removing the drive-through would negatively impact the area, including:
 - Demand for parking on residential streets
 - Internal site congestion
 - Increased demand for home deliveries



INNAPPROPRIATE USE OF SITE

‘Whilst it is appreciated that there is an existing drive-through facility on the site it is considered inappropriate to incorporate that facility in an intensive mixed-use development on a key corner site. A drive-through facility may have been appropriate in the past when the Parramatta CBD was developed at a much lower density and when people travelled by car for their shopping or commercial services.’

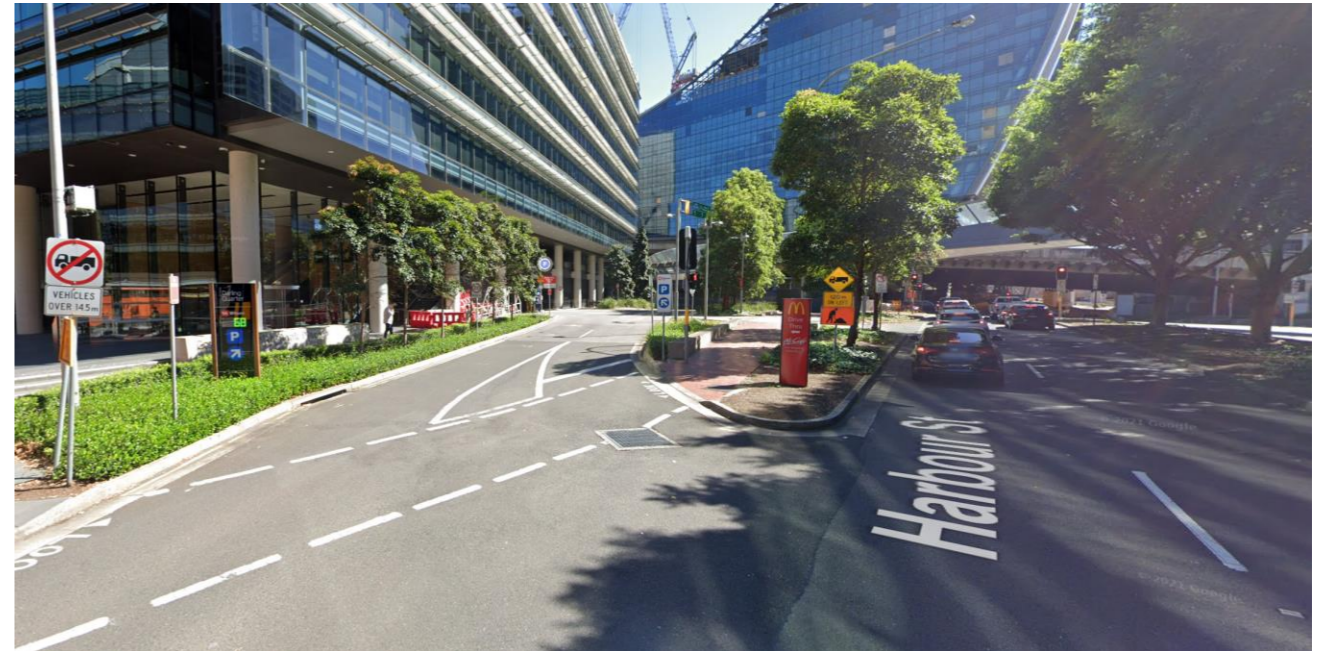
‘As Parramatta develops as a key CBD in the Sydney metropolitan area with high-rise developments for commercial and residential purposes and where use of public transport is more the norm, there is less place and need for the provision of drive-through facilities.’



INNAPPROPRIATE USE OF SITE

- While public transport usage will increase there will always be use of private vehicles. This is recognised by Council in the Draft Parramatta CBD Public Car Parking Strategy 2017-2023 (April 2017), which states:

“56% of workers drive to Parramatta CBD for work” and “By 2036, the number of trip to Parramatta CBD could potentially increase by two to three times current levels ... [and] by 2056, the number could swell to four times”.
- Integration of the drive-through also helps support McDonald’s in its commitment to reduce on site parking by 50% compared to the existing provision
- McDonald’s successfully operate a discrete drive-through facility at Darling Quarter in Central Sydney. This has operated smoothly and without any issues for 10 years in a highly urbanised CBD environment.



Poor environmental outcomes

‘The provision of a drive-through facility in an enclosed ground floor space could lead to poor environmental outcomes. Cars in the drive-through facility will have their engines running emitting noise and fumes. These could be a nuisance and hazard for other users of the ground floor and for takeaway customer service staff. Controls could be included within the site-specific DCP with the aim of controlling these effects, but it would be better to avoid the effects in the first place.’

- McDonald’s provides drive-through facilities in all forms including enclosed drive through facilities.
- A range of mitigation measures are available including the use of sleeved louvers and mechanical ventilation. These are measures commonly used in basement car parks.
- Noise will be mitigated as the drive-through will sit behind the building façade and be completely internalised. Other mitigation measures can be included if necessary.
- Amenity impacts is a matter that is appropriately addressed at DA stage.

LEP vs DCP

‘A provision in a Local Environmental Plan prohibiting the establishment of a drive-through facility is considered preferable to relying on a provision in the Development Control Plan because an LEP provision has the effect of a statute and carries more legal weight in the decision making process. A provision in a DCP has the effect of a guideline and whilst Council and Applicants must take the guideline into account, the determining authority for the Development Application has some discretion whether to apply a provision based on the circumstances of a proposal and similarly, an applicant can seek to vary the guidelines.

‘It is agreed that a site-specific DCP is being prepared which will include controls ensuring that a drive-through facility is not provided on the site. These controls are intended to support and reinforce the LEP provision and do not replace the need for a provision in the LEP.’

- DCP control allows for a merit based assessment at the development assessment stage, which will be informed by technical analysis and evidence.
- LEP control denies the opportunity to do this, and instead prohibits the Drive-Through based on a Council resolution that hasn’t been informed or supported by any technical analysis.

Summary

1. DPE's Gateway Determination included a condition requiring Council's proposed LEP prohibition of the Drive-Through to be deleted from the Planning Proposal.
2. The Strategic and site-specific merit of the proposal has previously been endorsed and confirmed by Council, DPE and the Independent Planning Commission
3. The Council has provided no technical justification for the proposed prohibition of a Drive-Through facility on site
4. No changes are proposed by the planning proposal to the existing B4 Mixed Use zoning to warrant the prohibition of a permissible use
5. Technical analysis that has been undertaken demonstrates that local traffic conditions will in fact improve under a redeveloped scenario compared to existing
6. The proposal represents an excellent opportunity to deliver a catalyst renewal development on the site, which is consistent with the Council's stated vision and aspirations for the Parramatta CBD
7. Prohibiting the Drive-Through facility will put the entire project at risk as would result in an untenable outcome for McDonald's.

Thank you