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Peter Anderson Chair Torquay Bowls Club

E-mail: <a href="mailto:chairperson@torquaybowlsclub.com">chairperson@torquaybowlsclub.com</a>

Dear Peter

# TORQUAY BOWLS CLUB REDEVELOPMENT

I refer to your request for a traffic and parking assessment of the proposed redevelopment of facilities at the Torquay Bowls Club. In the course of preparing this letter:

- Plans and relevant documentation have been examined
- The subject site and surrounding area have been inspected
- The traffic and parking implications of the proposal have been assessed.

### **EXISTING CONDITIONS**

#### Location and Land Use

The Torquay Bowls Club is located within Taylor Park on the western side of The Esplanade in Torquay. The location of the site is shown in **Figure 1** and an aerial photograph is shown in **Figure 2**.





FIGURE 1: LOCATION OF SUBJECT SITE



FIGURE 2: AERIAL PHOTO OF SUBJECT SITE



The site, which is zoned Public Park and Recreation, is on Crown Land and currently leased to the Bowls Club. It is irregular in shape with a frontage to The Esplanade of approximately 82m. The site contains two bowling greens providing 15 rinks, a club house building, and 89 sealed and linemarked parking spaces (including 3 disabled spaces).

### Surrounding Land Use

The Bowls Club is surrounded by Taylors Park which has a network of paths leading to Beach Road, Fischer Street and Zeally Bay Road. Immediately north of the Bowls Club, a vehicular access from The Esplanade leads to a small car park (adjacent to the rotunda) comprising approximately 14 informal parking spaces.

On the eastern side of The Esplanade is a kiosk, car parking and boat ramp access.

#### Road Network

The Esplanade is Major Council Road providing one traffic lane and a bicycle lane in each direction. On the eastern side of The Esplanade, north of the subject site, angle parking is provided in a mix of formal and informal bays.

Zeally Bay Road is also a Major Council Road providing one traffic lane and a bicycle lane in each direction.

Beach Road and Fischer Street are local streets providing one traffic lane in each direction.

Adjacent to Taylor Park, indented 90° parking is provided along Zeally Bay Road (105 spaces) and Fischer Street (75 spaces), and parallel parking is permitted along Beach Road.

## **USAGE OF THE SITE**

We are instructed that the Torquay Bowls Club is currently being used for bowls activity as follows:

- Men's Pennant: October to end of March (with Christmas break) all rinks Saturdays 1 pm to 6 pm;
- Open Pennant: October to end of March (with Christmas break) all rinks Tuesdays 10 am to 3 pm;
- Twilights: mid-October to end of March (with Christmas break) all rinks Wednesdays & Thursdays 6 pm to dusk;
- Social bowls: other times between early September until end April some rinks;
- Rinks/clubhouse closed Mondays for greens maintenance;
- Regular social events held outside peak bowls times.



# THE PROPOSAL

Torquay Bowls Club is proposing the development of a third bowling green, minor extension to the clubroom facilities, and reconfiguration of the car parking. The development would occur wholly within the current lease area of the Bowls Club.

The third bowling green (No. 3 green) would comprise 4 rinks. It would primarily be used for social bowls, catering for visitors and holiday makers. Pennant bowls would continue to be played on No. 1 and No. 2 greens only. In total, the Master Plan includes 16 rinks provided on three bowling greens.

The proposed car park reconfiguration would maintain a total of 89 car spaces on the Bowls Club site. The vehicular access would be relocated to the northern boundary of the site. The proposed access driveway would be 6.0 m wide.

The access and car parking layouts are described further below.

## **VEHICULAR ACCESS ARRANGEMENTS**

The proposed access to the site is located along the northern boundary of the site with a new crossover to The Esplanade. The proposed access is 6.0m wide in accordance with Table 3.2 of AS 2890.1:2004 and not located within a prohibited area as per Figure 3.1 of AS 2890.1:2004. A separation of over 20m will be maintained between the access to the Bowls Club and access to Taylors Park to ensure adequate spacing of turning movements.

AS2890.1:2004 requires minimum sight distance of 55m (desirable) in each direction along The Esplanade for motorists exiting the proposed access. This is readily achieved at the location of the proposed access.

A pedestrian sight triangle measuring 2.5m x 2.0m in accordance with Clause 52.06 of the Planning Scheme is achieved at the frontage of the site, albeit on the Taylors Park site. This ensures motorists have clear sightlines to pedestrians walking along the footpath, and vice versa. The pedestrian sight triangle is shown in **Figure 3** and a view is shown in **Figure 4**.





FIGURE 3: PEDESTRIAN SIGHT TRIANGLE



FIGURE 4: VIEW OF PEDESTRIAN SIGHT LINES FROM CORNER OF PROPOSED PEDESTRIAN SIGHT TRIANGLE

The provision of a pedestrian sight triangle within the Taylors Park site is considered reasonable give that it is highly unlikely that this land will ever be developed with built form or landscaping. A permit condition could prohibit a boundary fence that inhibits the sight triangle.

Overall, the proposed access arrangements are in accordance with AS2890.1:2004 and Clause 52.06 of the Planning Scheme, and will provide safe and convenient vehicular access to/from the bowls club.



## **PEDESTRIAN ACCESS**

Pedestrian access to the bowls club site will remain via a footpath connection to The Esplanade footpath, south of the front green. If desired, a sign near the driveway could direct pedestrians to the pedestrian access.

# CAR PARKING

The car park within the Bowls Club site has been reconfigured to maximise parking without loss of trees. The car park layout is shown in **Attachment A**.

The proposed car park layout maintains a total of 89 car spaces on the Bowls Club site and includes 4 accessible spaces.

All spaces are provided in accordance with the dimensions set out in the Planning Scheme. Accessible car spaces are in accordance with AS2890.6.

# CAR PARKING – STATUTORY REQUIREMENTS

### Planning Scheme Car Parking Requirement

Parking policy and requirements applicable to the proposed development are specified in Clause 52.06 of the Planning Scheme.

The purpose of Clause 52.06 is:

- To ensure that car parking is provided in accordance with the State Planning Policy Framework and Local Planning Policy Framework.
- To ensure the provision of an appropriate number of car parking spaces having regard to the demand likely to be generated, the activities on the land and the nature of the locality.
- To support sustainable alternatives to the motor car.
- To promote the efficient use of car parking spaces through the consolidation of parking facilities.
- To ensure that car parking does not adversely affect the amenity of the locality.
- To ensure that the design and location of car parking is of a high standard, creates a safe environment for users and enables easy and efficient use.

Clause 52.06 applies to:

- a new use; or
- an increase in the floor area or site area of an existing use; or
- an increase to an existing use by the measure specified in Column C of Table 1 in Clause 52.06-5 for that use.



The Master Plan includes 16 bowling rinks, which is an increase of 4 rinks. In this case, Clause 52.06 applies only to the increase in the number of rinks, i.e. 4 rinks.

The Planning Scheme parking requirement for the proposal is shown in **Table 1**. Note that Column 3 includes "plus 50% of the relevant requirement of any ancillary use". The potential conjecture is whether or not the clubhouse is an 'ancillary use'. In my opinion the clubhouse is an integral part of a bowling club and not ancillary.

With an increase in the bowls capacity of 25%, one would expect a greater demand than current for use of the clubrooms at peak bowls times. The small increase in total floor area of the clubhouse and deck is proportionally much less than the increase in the bowls capacity. It is noted that the proposed extension to Club Room facilities will not generate additional peak bowls time 'non-bowler' patronage. The clubhouse extension is therefore deemed to have no Planning Scheme parking requirement.

| USE           | SIZE    | PLANNING SCHEME<br>PARKING RATE   | CAR PARKING<br>REQUIREMENT |
|---------------|---------|---|----------------------------|
| Bowling green | 4 rinks | 6 spaces to each rink plus 50% of the relevant requirement of any ancillary use | 24 spaces                  |
|               |         | TOTAL   | 24 SPACES                  |

#### TABLE 1: PLANNING SCHEME CAR PARKING REQUIREMENT

The proposed development has a Planning Scheme car parking requirement of 24 spaces. No increase in the parking supply is proposed on the site as the development has prioritised the retention of trees. Therefore, a reduction in the Planning Scheme requirement of 24 spaces is required.

#### **Car Parking Demand Assessment**

Before a requirement for car parking is reduced, Clause 52.06-7 of the Planning Scheme requires a Car Parking Demand Assessment, which must assess the parking demand likely to be generated by the proposed use.

The Car Parking Demand Assessment must address a number of specified matters to the satisfaction of the responsible authority. These are discussed as follows.

| CRITERIA   | RESPONSE  |
|--|---|
| The likelihood of multi-purpose trips<br>within the locality which are likely to be<br>combined with a trip to the land in<br>connection with the proposed use | Multi-purpose trips are not anticipated to be significant.  |
| The variation of car parking demand<br>likely to be generated by the proposed<br>use over time   | Peak parking demands for the bowling club will typically occur on<br>Saturday afternoons during pennant season (September to<br>March), and on Wednesdays and Thursdays (during the same<br>period) between 10am and 3pm. |



| CRITERIA   | RESPONSE   |
|--|--|
| The short-stay and long-stay car<br>parking demand likely to be generated<br>by the proposed use           | Parking demand will typically be short to medium stay (2 -4 hours) parking.  |
| The availability of public transport in the locality of the land   | The closest bus route is Route 50/51 which operates along Bristol Road, approximately 300m walk to the site.   |
| The convenience of pedestrian and cyclist access to the land   | The site has excellent pedestrian and cyclist access. Bicycle lanes<br>and a footpath are provided along The Esplanade and a network of<br>paths through Taylor Park provides access from the surrounding<br>street network.   |
| The provision of bicycle parking and<br>end of trip facilities for cyclists in the<br>locality of the land | A bicycle rack (4 rails) is currently provided on the site and<br>additional bicycle rails can be provided. Club room facilities are<br>also provided on the site.   |
| The anticipated car ownership rates of<br>likely or proposed visitors to or<br>occupants of the land       | Car ownership rates are not relevant in this case.   |
| Any empirical assessment or case study   | The Planning Scheme parking requirement is typically considered to be a reasonable approximation of the peak parking demands for bowling rinks. However, in this case, the proposed bowling green will cater primarily for visitors and holiday makers (i.e. not pennant bowls) who are much more likely to travel together or walk from nearby accommodation. Given this, it is likely that the parking demand would be lower for the 3 <sup>rd</sup> green, around 4 spaces per rink. On this basis, the likely parking demand for the 3 <sup>rd</sup> green would be 16 spaces. |

#### TABLE 2: CAR PARK DEMAND ASSESSMENT

### Grounds for Reduction of Car Parking Requirement

Clause 52.06-7 of the Planning Scheme states that before granting a permit to reduce the number of spaces, the responsible authority must consider a number of issues as outlined in Table 3.

| CRITERIA   | RESPONSE   |
|--|--|
| The Car Parking Demand Assessment  | The Car Parking Demand assessment anticipates a parking demand of up to 16 spaces.   |
| <ul> <li>The availability of alternative car parking in the locality of the land, including:</li> <li>Efficiencies gained from the consolidation of shared car parking spaces</li> <li>Public car parks intended to serve the land</li> <li>On street parking in non residential zones</li> <li>Streets in residential zones specifically managed for non-residential parking</li> </ul> | Alternative car parking is provided on-street in Fischer<br>Street, Zeally Bay Road and Beach Road, and along The<br>Esplanade.<br>In particular, there is a significant supply of 90° parking<br>adjacent to Taylor Park which has been formalised in<br>recent years. This is located within convenient walking<br>distance of the Bowls Club. |



| CRITERIA   | RESPONSE   |
|--|--|
| The practicality of providing car parking on the site, particularly for lots of less than 300 square metres  | The proposal maximises the provision of car parking on the site without loss of trees.   |
| The impact of fewer car parking spaces on local<br>amenity, including pedestrian amenity and the<br>amenity of nearby residential areas            | Overflow car parking can be accommodated in the<br>angle parking along The Esplanade and along Fischer<br>Street, Zeally Bay Road and Beach Road adjacent to<br>Taylor Park without having any particular impact on<br>pedestrian amenity or nearby residential areas. |
| The need to create safe, functional and attractive parking areas   | Car parking has been designed to be functional while retaining trees on the site.  |
| Access to or provision of alternative transport modes to and from the land   | Green travel actions are proposed to encourage<br>alternative transport options (see below).<br>The site has good provision for pedestrian and bicycle<br>access.  |
| The character of the surrounding area and<br>whether reducing the car parking provision would<br>result in a quality/positive urban design outcome | Retention of trees was prioritised over maximising car<br>space provision in keeping with the character of the<br>surrounding area.  |

#### TABLE 3: ADEQUACY OF CAR PARKING SUPPLY

With the proposed green travel initiatives (see below) and alternative car parking in the locality, particularly adjacent to Taylor Park, there is clear justification to support a reduction in the Planning Scheme car parking requirements.

## **BICYCLE FACILITIES**

Bicycle parking requirements applicable to the proposed development are specified in Clause 52.34 of the Planning Scheme. Bowling greens are not a listed use in Clause 52.03, therefore there is no Planning Scheme bicycle requirement.

In any case, it is recommended that additional bicycle parking be provided, noting that an existing bicycle rail on the site currently caters for 3-4 bikes.

## LOADING

Deliveries to the club house predominantly utilise small vans. Occasional deliveries also occur by rigid trucks up to 8.8m in length.

Swept paths for an 8.8m rigid truck have been prepared to demonstrate access via the proposed driveway, and these are provided in **Attachment B**.



It is proposed that occasional deliveries by 8.8m trucks would occur outside of peak times when parking utilisation is low and potential interaction with bowls club patrons is minimised. If a passing manoeuvre is required within the carpark, cars could utilise empty car spaces to pull over. This is similar to current operations and considered acceptable given the anticipated infrequent occurrence.

## TRAFFIC GENERATION AND IMPACT

There will be an increase in traffic generated by the additional bowling green. Assuming a peak parking demand of 16 spaces (as discussed above) and average length of stay of 2 hours, there would be an additional 16 vehicle movements per hour at peak times.

Given that no additional parking is proposed on the Bowls Club site, the additional traffic movements generated during peak Bowls Club operating periods would be typically spread around the surrounding streets. These additional traffic movements are not anticipated to have any significant impact on road safety or operation of the street network.

The new access to the Bowls Club will perform similarly to the existing access. That is, there will be negligible difference to pedestrians and road users on The Esplanade.

# **GREEN TRAVEL OPPORTUNITIES**

There are a number of green travel initiatives that could be considered to reduce the parking demand and traffic impact generated by the Bowls Club. These include:

- Provision of co-ordinated travel to competitions at other clubs, with members meeting at a car parking location remote from the Bowls Club, e.g. Fischer Street, Beach Road;
- Provision of additional bicycle parking facilities on the site;
- Incentives to encourage walking and cycling to the site (for example, discount vouchers for food/drinks);
- Incentives to encourage members to car pool to the site (for example, discount vouchers for food/drinks);
- Measures to encourage members to utilise parking within the surrounding street network and walk to the site, e.g. park on Fischer Street and walk through Taylor Park to the site.

It is recommended that the Bowls Club actively pursue green travel initiatives as good policy.



# CONCLUSIONS

Based on the considerations outlined above, it is concluded that:

- It is proposed to reconfigure the existing parking on the Bowls Club site to maintain a parking supply of 89 spaces.
- No increase in parking spaces is proposed as the development has prioritised the retention of trees on the site.
- The proposed Bowls Club development has a Planning Scheme parking requirement of 24 car spaces.
- A car parking demand assessment indicates the proposal will have a parking demand of up to 16 car spaces.
- A number of green travel initiatives have been identified that could be implemented by the Bowls Club to reduce parking demand and traffic impact.
- The on-street parking opportunities in the vicinity of the site and green travel initiatives would, in my opinion, be sufficient justification to allow a reduction in the Planning Scheme requirement.
- The existing vehicular access to the Bowls Club would be removed, and access provided via a new crossover at the northern boundary of the site.
- A pedestrian sight triangle can be achieved at the proposed access within the Taylors Park site, noting that this land is highly unlikely to ever be developed with built form or landscaping.
- The proposed vehicular access arrangements are in accordance with the requirements of AS2890.1:2004 and Clause 52.06 of the Planning Scheme and will provide safe and convenient access to the site.
- It is recommended that additional bicycle parking be provided on the site.
- Additional traffic movements generated by the proposed development will be typically spread around the surrounding streets and are not anticipated to have any significant impact on road safety or operation of the street network.

If you have any queries or wish to discuss, please contact me on 0425 747 657.

Yours sincerely

### **O'BRIEN TRAFFIC**

Jemima Macaulay Director



**PROPOSED CAR PARK LAYOUT** 



FIGURE A1: PROPOSED CAR PARK LAYOUT AND SITE ACCESS



**SWEPT PATHS** 

- 8M MEDIUM RIGID VEHICLE



