



SARA reference: 2008-18279 SRA  
Council reference: A005505645

19 February 2021

Chief Executive Officer  
Brisbane City Council  
GPO Box 1434  
BRISBANE QLD 4001  
[dalodgement@brisbane.qld.gov.au](mailto:dalodgement@brisbane.qld.gov.au)

Attention: Mr Dominic Hudson

Dear Mr Hudson,

## **SARA response —63, 65A, 67 and 69 Macgregor Terrace, Bardon QLD 4065**

(Referral agency response given under section 56(1)(c) of the *Planning Act 2016*)

The development application described below was confirmed as properly referred by the State Assessment and Referral Agency (SARA) on 19 August 2020.

### **Response**

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Outcome:	Referral agency response - direct the assessment manager to refuse the development application
Date of response:	19 February 2021

### **Reasons for refusal**

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Under section 56(1)(c) of the *Planning Act 2016*, SARA directs the assessment manager to refuse the development application. As per section 62 of the *Planning Act 2016*, the assessment manager must refuse this application.

#### ***Description of site characteristics and State-controlled road network***

The subject site has a 70.9 metre road frontage to Macgregor Terrace, which is a state-controlled road that currently accommodates 23,000 vehicles per day. The subject site is a total area of 3,542m<sup>2</sup> and is currently occupied by an existing centre. The existing centre consists of multiple tenancies which are occupied for uses such as food and drink outlets, indoor sport and recreation, a beauty clinic, small retail shops and offices. The site currently has two access points from Macgregor Terrace, a western driveway and an eastern driveway.

Macgregor Terrace is a three-lane road which includes a single lane for eastbound traffic and two lanes westbound. Macgregor Terrace intersects with Jubilee Terrace and Simpsons Road to the west. These intersections are signalised with turn treatments and dedicated turn lanes.

The posted speed limit along this portion of Macgregor Terrace proximate to the subject site is 60km/p/h.

### ***Proposed access arrangements***

The proposed development seeks to remove the existing western driveway and modify the existing eastern driveway by widening the six-metre-wide driveway to a 12 metre C2 standard driveway and allow for left in / right in and left out traffic movements to Macgregor Terrace. The applicant is proposing to exclude right turn movements out of the site through line marking, signage and a 600mm wide concrete median.

The right turn in movement from Macgregor Terrace will create adverse delay impacts for traffic heading in a westbound direction and will intensify known safety impacts within the Macgregor Terrace road corridor, due to the increase in traffic generated by the development attempting the right turn.

An existing bus stop is located directly adjacent to the eastern access point. This bus stop is proposed to be relocated approximately 40 metres west, before the signalised pedestrian crossing on Macgregor Terrace. The bus stop relocation will require the removal of seven on street carparking spaces.

The proposed vehicle access is not designed to give sufficient priority to all expected vehicle types entering the development. The applicants swept path analysis details that the access arrangement would result in queuing on Macgregor Terrace associated with vehicles entering the development and the proposed measures to restrict vehicle movements at the access would create a safety hazard for users of the State-controlled road. Specifically, the swept paths show the wheels of the High Rigid Vehicle (HRV) travelling over the property boundary and across the frontage of the adjacent residential property to the east and conflicting with the proposed raised median. The proposed driveway design is deficient with respect to Brisbane City Council's Standard Drawing for a Type C2 crossover. The Type C2 crossover is required based on the hierarchy of the road, design vehicles and the number of car parking spaces and turnover rate of the car parking area.

### ***Expected trip generation and network capacity***

Macgregor Terrace connects the inner west region of Brisbane to the city centre and currently accommodates 23,000 vehicles per day. The proposed development is expected to generate approximately 100 additional vehicle trips during weekday peak times and 154 additional trips during the weekend peak times. As such the development will result in a 53% increase in total aggregate delay across the State-controlled road network as per the methodology detailed in the Department of Transport and Main Roads, Guide to Traffic Impact Assessment.

It is expected that the majority of additional intersection delay resulting from the development would be experienced at the Macgregor Terrace / Latrobe Terrace roundabout due to this intersection already experiencing high levels of queuing and delay. The increase in aggregate delay at the Macgregor Terrace / Latrobe Terrace roundabout from the development is calculated as 92%. The increase in aggregate delay at the Macgregor Terrace / Simpsons Road signalised intersection calculated as 3.4% and the Macgregor Terrace / Northam Avenue priority-controlled intersection as 7.5%.

The proposed development will worsen operating conditions on the State-controlled road network given the projected traffic volume increases and the left-in/right-in/left-out configuration of the vehicular access which will result in queuing on Macgregor Terrace.

### **SARA's views on the proposal's impact on the State-controlled road network**

The proposed access arrangements from Macgregor Terrace creates an unacceptable safety hazard for users of the road due to the following reasons:

- The proposed access does not allow for safe and simultaneous traffic movements, particularly in the event when large vehicles (HRV) are exiting the site. In this circumstance, vehicles will have to queue within the access taper, causing delay impacts and potential risk hazards on Macgregor Terrace
- There have been seven rear end crashes in this location in the last five years and the proposed access may increase the likelihood of rear end crashes at this location, particularly with the increase in expected traffic generation and allowance of a right turn into the subject site.

The development results in an unacceptable worsening of the operating performance of Macgregor Terrace and the surrounding road network, due to the following:

- The development will create aggregate delay impacts at the following intersections:
  - o 92% aggregate delay at the Macgregor Terrace / Latrobe Terrace roundabout
  - o 7.5% aggregate delay at the Macgregor Terrace / Northam Avenue priority-controlled intersection
  - o 3.4% aggregate delay at the Macgregor Terrace / Simpsons Road signalised intersection
- The development will drastically increase the extent of traffic in comparison to existing uses with a 53% increase in aggregate delay impacts on the State-controlled road network
- The predicted vehicular movements from the proposed development will result in a worsening of operating conditions on the State-controlled road network
- Insufficient treatments have been proposed to mitigate the development's impact on the intersection.

### **Reasons for refusal**

Given the above, SARA concludes that the following Purpose Statements and Performance Outcomes of the State Development Assessment Provisions, version 2.6 (SDAP) have not been met:

- Purpose Statement 1 and 3 of State code 1: Development in a state-controlled road environment
- Performance Outcome PO16 and PO20 of State code 1: Development in a State-controlled road environment (State Code 1).

Furthermore, the proposed development cannot be conditioned in a way that would achieve compliance with State Code 1 of SDAP.

The material used in the assessment of the application were:

- development application material
- SDAP, version 2.6, as published by the State Assessment and Referral Agency
- *Planning Act 2016*
- Planning Regulation 2017
- Development Assessment Rules

## **Development details**

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Description:	Development permit for a Material Change of Use for centre activities (shopping centre)
SARA role:	Referral Agency.
SARA trigger:	Schedule 10, Part 9, Division 4, Subdivision 2, Table 4, Item 1 (Planning Regulation 2017)
	Development application for a material change of use within 25m of a State-controlled road.

SARA reference: 2008-18279 SRA  
Assessment Manager: Brisbane City Council  
Street address: 63, 65A, 67 and 69 Macgregor Terrace, Bardon QLD 4065  
Real property description: Lot 92 on RP213399, Lot 1 on RP42301 and Lots 96 and 98 on RP20444  
Applicant name: CB (Qld) Pty Ltd ACN 639 514 060  
Applicant contact details: C/- Sinclair Planning Pty Ltd  
PO Box 130  
LUTWYCHE QLD 4030  
leisa.sinclair@sinclairplanning.com.au

State-controlled road access permit: This referral included an application for a road access location, under section 62A(2) of *Transport Infrastructure Act 1994*. Below are the details of the decision:

- Refused
- Reference: TMR20-030814
- Date: 18 February 2021

If you are seeking further information on the road access permit, please contact the Department of Transport and Main Roads at [Metropolitan.IDAS@tmr.qld.gov.au](mailto:Metropolitan.IDAS@tmr.qld.gov.au).

A copy of this response has been sent to the applicant for their information.

For further information please contact Tyler Josephson, Planning Officer, on (07) 3452 6814 or via email [BrisbaneSARA@dsdmip.qld.gov.au](mailto:BrisbaneSARA@dsdmip.qld.gov.au) who will be pleased to assist.

Yours sincerely



Steve Conner  
Executive Director

cc Sinclair Planning Pty Ltd, [leisa.sinclair@sinclairplanning.com.au](mailto:leisa.sinclair@sinclairplanning.com.au)