Juniperina Juvenile Justice Centre for the Repurposing into a Maximum Security Female Remand Correctional Centre

Traffic & Parking Assessment
November 2016
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1. Introduction

1.1 Background

The Department of Justice is proposing to repurpose the Juniperina Juvenile Justice Centre into a Maximum Security Female Remand Correctional Centre.

The repurposing activities associated with the Project are to be undertaken within the boundary of the existing centre. The associated site infrastructure and support facilities required for the new ninety (90) inmates maximum security female remand centre include:

- Redevelopment and configuration of the existing Reception of Building A.
- Redevelopment of the existing visits area of Building A to withstand the additional inmate numbers.
- Design fitout of all accommodation blocks, including Buildings C, D, F and G.
- Design fitout of the Building E administration, stores, educational and vocational facilities.
- Design of the increased perimeter fencing and new vehicle lock.
- Design of the upgrade of the electronic security.
- Design of unsealed gravel (private) pursuit road on outer side of perimeter fencing.
- Design of two new transportable staff amenities buildings.

This report, prepared by Samsa Consulting Pty Ltd – Transport Planning and Traffic Engineering Consultants, provides an assessment of traffic and parking for the proposed repurposing of the subject centre into a maximum security female remand correctional centre.

1.2 Assessment Scope & Methodology

The assessment included the following tasks:

- Review of relevant background information including existing land use and traffic operations in the surrounding area.
- Consultation with client (Corrective Services NSW) and Cumberland Council.
- Site visits in the vicinity of the Project site and the surrounding road network.
- Assimilation and assessment of relevant traffic data along relevant sections of the road network.
- Identification of future traffic generation and trip distribution.
- Assessment of existing and future road network conditions including operations at the site’s Joseph Street access location.
- Site parking and site access assessment.
- Development of mitigation measures to address potential impacts identified during construction and operations.
- Preparation of this Traffic and Parking Assessment Report.
1.3 Report Structure

The remainder of this assessment report is presented as follows:

**Chapter 2** describes the existing transport conditions including traffic operations, parking availability, site access and public transport services.

**Chapter 3** assesses the traffic and parking impacts of proposed future operations and construction activities.

**Chapter 4** details potential mitigation measures.

**Chapter 5** provides a summary and conclusions to the assessment.
2. Existing Transport Conditions

2.1 Site Characteristics

The Juniperina Juvenile Justice Centre is located at 169 Joseph Street, Lidcombe (Lot 4 DP1046678). The site, which is currently unoccupied, is located within the recently formed Cumberland Council area and is approximately 18 km to the west of the Sydney CBD – refer to Figure 2.1 below.

![Site Location Map]

**Figure 2.1: Site Location**
The subject site sits on a minor, generally south-to-north slope and contains the centre buildings with a secured area located outside the prison building walls. To the south of the secured area are a parking area and some maintenance buildings.

Development in the area surrounding the site generally includes:

- Low density residential development to the west of the site (across Joseph Street);
- Light industrial land uses to the south; and
- Rail-related land uses including a freight rail line to the north and east of the site.

2.2 Road Network Conditions

The Juniperina Juvenile Justice Centre’s site access driveway connects directly off the eastern side of Joseph Street via a T-junction. Right-turn movements from Joseph Street northbound into the centre are catered for by a protected right-turn bay along Joseph Street, approximately 70 m in length. Right-turn movements onto Joseph Street northbound are restricted by ‘No Right Turn’ signage when exiting the site.

Joseph Street is a sub-arterial route, which together with Olympic Drive to the north and Rookwood Road to the south, connects Parramatta Road to Hume Highway. This route continues to provides access to Sydney’s major road network, ie. both M4 Motorway and M5 Motorway in either direction.

In the vicinity of the subject site’s access, Joseph Street is a two-way, six-lane, divided carriageway road with clearway restrictions during both peak periods, ie. 6 am to 10 am and 3 pm to 7 pm. Along Joseph Street, there are signalised intersections to the north (approximately 260 m) at Weeroona Road / Amy Street and to the south (approximately 520 m) at Muir Road.

Joseph Street has an 80 km/h speed limit in both directions and appropriate street lighting.

2.3 Traffic Operations

As part of the assessment of traffic, existing traffic volumes were obtained from available RMS (NSW Roads & Maritime Services) data. Existing traffic movements into and out of the site were not undertaken because the site is currently unoccupied.

An RMS permanent traffic counter (Station 43216) is located on Joseph Street approximately 10 m south of the Lewis Street junction adjacent to the subject site access point. Various data is available for the current year 2016.

Existing average daily traffic along Joseph Street is approximately 66,300 vehicles per day (vpd). A breakdown of hourly traffic flows in both directions along Joseph Street is shown in Figure 2.2 below.

The morning peak period (7 am to 8 am) indicates the maximum hourly traffic flow is in the northbound direction at over 3,100 vehicles per hour (vph) and an associated two-way peak flow of almost 5,000 vph. The afternoon period (5 pm to 6 pm) indicates the opposite southbound directional peak flow is slightly less at approximately 2,900 vph but with a similar two-way peak flow of almost 5,000 vph.
Both maximum peak flows (northbound in the AM peak and southbound in the PM peak) are at mid-block capacity (generally 2,900 vph one-way) for a six-lane divided road with clearway conditions, as per Joseph Street. The level of service for Joseph Street is largely defined by its average travel speed (rather than its capacity) because that is influenced by the spacing of traffic signals and average intersection delay.

In this case, traffic signals approximately 250 m to the north (at the Weeroona Road / Amy Street intersection) and approximately 500 m to the south (at the Muir Road T-junction) affect traffic flows along Joseph Street.

Existing intersection operational performance at the two adjacent signalised intersections above was observed during several site visits undertaken during morning and afternoon / evening peak periods. On-site observations indicated that while traffic operations are generally adequate, intersection operations do deteriorate somewhat during the maximum peak periods. This takes the form of some queuing / congestion, which tends to fluctuate but dissipate relatively quickly (within half an hour). The Weeroona Road / Amy Street intersection to the north in particular affects Joseph Street traffic movements in the vicinity of the site with some queuing occurring back south from the intersection to near Lewis Street.
2.4 Parking

2.4.1 On-Site Parking
Car parking is spread across a number of areas to the south of the centre's secured area. The total number of formalised (marked) spaces is approximately 90 including three accessible parking spaces. This parking provides some 28 spaces for visitors and the remainder for staff (including the accessible parking spaces) and is split-up as follows (refer also to Figure 2.3 below):

- 42 staff parking spaces including three (3) accessible spaces in the northern car park area. This area also incorporates nine (9) parking spaces opposite the front entry, which were used for senior staff / official visitors and centre escort vehicles.
- 28 visitor / public parking spaces in the south-western car park area.
- 12 staff parking spaces adjacent to the western maintenance building.
- 8 staff parking spaces adjacent to the eastern maintenance building.

Because the centre / site is currently unoccupied and has been non-operational since July 2016, the use of the car park area and its utilisation is irrelevant.

![Figure 2.3: Current On-Site Parking Arrangements](image-url)
2.4.2 Off-Site Parking

On-street parking is limited in the vicinity of the subject site. There are ‘No Parking / No Stopping’ restrictions along both sides of Joseph Street surrounding the site access location.

There is on-street parking available in nearby local streets on the western side of Joseph Street but this is considered to be impractical due to the lack of controlled pedestrian crossing facilities across Joseph Street.

There are no available off-street public parking facilities in the vicinity that would benefit the subject site.

2.5 Site Access

Existing vehicular access to the subject site is via a dedicated access driveway off the eastern side of Joseph Street. Right-turn movements from Joseph Street northbound into the centre are catered for by a protected right-turn bay while right-turn exit movements onto Joseph Street northbound are restricted.

The access driveway is over 5 m wide (kerb-to-kerb) with a centreline on the approach to Joseph Street. The road has good pavement conditions and lighting. The driveway provides suitable access for both light and heavy vehicles.

Pedestrian access from the visitor parking area to the administration offices and entry is informal and via the car park areas.

2.6 Road Safety

The condition and alignment of the centre access driveway is considered to be suitable for the types of vehicles that currently use it. Moreover, its junction with Joseph Street and the Joseph Street approaches are considered to be adequate for the 80 km/h speed limit, particularly in regards to sight distances and road alignment.

There are no known historical road safety issues with respect to the access driveway and its junction with Joseph Street, particularly for the right-turn movement into the site. However, it is noted that the right-turn entry is priority-controlled across three opposing travel lanes (which is undesirable) and the right-turn exit restriction from the site is not controlled physically but with signage only.

2.7 Public Transport

Nearby public bus transport is available along Joseph Street with bus stops located on both sides of Joseph Street near the centre’s access driveway. These bus stops cater to the following services:

- East Hills to Lidcombe via Bankstown (route 925)
  
  Weekdays – approximately 44 services (northbound and southbound) between approximately 6 am and 9 pm (approximately every 30 mins during peak travel periods)
  
  Saturday – approximately 24 services (northbound and southbound) between approximately 7 am and 6 pm
Sunday / Public Holiday – approximately 22 services (northbound and southbound) between approximately 8 am and 6 pm

- Sutherland to Parramatta via Bankstown and Lidcombe (MetroBus route M92)
  Weekdays – approximately 144 services (northbound and southbound) between approximately 6 am and 9 pm (approximately every 10 mins during peak travel periods)
  Saturday / Sunday / Public Holiday – approximately 80 services (northbound and southbound) between approximately 7 am and 8 pm

The above bus routes generally provide adequate service levels, albeit from somewhat limited destinations / routes.

Rail services are also available via Regents Park and Birrong stations, albeit approximately 2.0 km and 3.2 km walk (respectively) west of the subject site. Both stations are part of the Bankstown Line on the CityRail network and provide access to/from the Sydney CBD via Bankstown and Lidcombe.

### 2.8 Pedestrian and Bicycle Facilities

Formal pedestrian paths are available along both sides of Joseph Street, although not along the western side south of Lewis Street. The Joseph Street eastern side path connects to the centre’s access driveway, which provides pedestrian access into the centre.

There is relatively poor pedestrian access from the western side of Joseph Street to the subject site, which is particularly relevant for northbound bus services and their bus stop. To be able to cross Joseph Street in a controlled (safe) manner, pedestrians need to walk almost 500 m from the bus stop on the western side of Joseph Street via the northern side of the Weeroona Road / Amy Street signalised intersection to the site’s access driveway.

There are no formal on-road or off-road cycle facilities along the road network in the vicinity of the subject site, ie. along Joseph Street. If required, cyclists need to travel on-road along Joseph Street amongst general traffic or use the existing footpaths and then travel along the centre’s driveway to access the centre. There is no known formal bicycle parking on the subject site.
3. **Traffic Assessment**

3.1 **Current Site Operations**

The site is currently unoccupied and has been non-operational since July 2016. However, it was previously functioning as a juvenile justice centre and had capacity for 44 juvenile, female detainees with an additional four (4) assessment cells, totalling a potential 48 detainees.

Prior to its recent identification for conversion of use / gazetting as a correctional centre complex and subsequent full closure, it is understood that the centre was not functioning at capacity and accommodated only approximately eight (8) inmates.

3.2 **Proposed Upgrades**

The repurposing activities associated with the Project are to be undertaken within the boundary of the existing centre. The associated site infrastructure and support facilities required for the new ninety (90) inmates maximum security female remand centre include:

- Redevelopment and configuration of the existing Reception of Building A.
- Redevelopment of the existing visits area of Building A to withstand the additional inmate numbers.
- Design fit-out of all accommodation blocks, including Buildings C, D, F and G.
- Design fit-out of the Building E administration, stores, educational and vocational facilities.
- Design of the increased perimeter fencing and new vehicle lock.
- Design of the upgrade of the electronic security.
- Design of unsealed gravel (private) pursuit road on outer side of perimeter fencing.
- Design of two new transportable staff amenities buildings.

The works primarily involve an upgrade of security mesh and monitoring equipment, refitting of existing cells to increase inmate capacity, internal refitting / upgrade of existing staff and inmate facilitates / space and relocation of the existing vehicle security lock within the existing complex. There are no new buildings proposed apart from two small storage sheds within the existing complex area. A new perimeter ‘pursuit’ access road will be provided with access to/from the existing access road.
3.3 Proposed Operations

3.3.1 Staffing
It is currently estimated that there would be approximately 30 warden staff per day (based on an unapproved staffing profile). This would typically increase to approximately 40 staff when including administration staff, cleaning staff, etc. The centre would be staffed continuously by wardens with three shifts of 8 hours each. Staff numbers would typically vary depending on the shift times as follows:
- Day shift: 8 am to 2 pm = 20 staff
- Evening shift: 2 pm to 10 pm = 10 staff
- Night shift: 10 pm to 6 am / 8 am = 10 staff

Peak staff arrivals / departures would coincide with the three shift changeovers. The weekday (Monday to Friday) shift changeover at 8 am is the highest with the warden shift changeover and the arrival of other general staff, eg. cleaners / administration staff.

It is anticipated that the vast majority of staff would drive with minimal car pooling and other personal transport minimisation measures.

3.3.2 Deliveries
Delivery trucks (up to 22-tonne) would service the centre up to four days per week delivering food, rations, buy-ups, technology, and other general freight between 7 am and 8 am.

Other smaller deliveries and internal maintenance would typically occur between 7 am and 10 am approximately three days per week (maximum). There may also be some daily (weekday) small van deliveries to the front office / administration building.

There are a total of three designated delivery bays on site, with one sited externally by Building H and the other two to be sited internally – refer to Figure 3.1 below. It is understood that there is limited manoeuvrability and safe loading / unloading of delivery vehicles internally when delivering goods.

As well as general deliveries, inmate escort vehicles may access the site from 6 am to 8 pm, entering the main vehicle gate and going to the vehicle dock. Escort vehicles for inmates would typically attend daily, picking up inmates for court from 6 am to 7 am and returning them from 6 pm to 8 pm. Inmate escort vehicles would be received up to three times daily in peak periods of prisoner movement.

3.3.3 Visitors
The visiting times are broken up into morning and afternoon sessions and occur on Friday, Saturday and Sunday, except if they fall on Public Holidays. It is estimated that there would be up to 20 visitor vehicles per visitor session.

There are no major events / activities that are envisaged may generate significant levels of traffic and increase on-site parking demand.

3.3.4 On-Site Parking
The existing car park areas would remain essentially the same with no change in car parking space numbers – refer to Figure 3.1 below. The existing car park areas would continue operating as per current layout and operations.
3.3.5 Site Access

There are no proposed changes to site access off the eastern side of Joseph Street. As vehicles enter the internal, secure area, there would be a new inter-vehicle lock and proposed extension of the perimeter fence.

![Figure 3.1: Proposed Site Layout](image)

3.4 Traffic Operations

3.4.1 Traffic Generation & Trip Distribution

Staff Traffic

The proposed staff would be spread over three shift periods resulting in a maximum of 20 staff during any shift. At shift changeover (8 am), the maximum traffic generation would be some 30 vehicle trips per hour, assuming all trips are made by private car. The corresponding daily traffic generation would be up to approximately 80 vehicle trips per day.

Staff trip distribution is expected to be approximately 50% south / 50% north along Joseph Street.

Visitor Traffic

The proposed number of inmate visitors resulting from the proposed upgrade would typically be a maximum of approximately 20 per visitor session or 40 per day over the two visitor sessions (Friday / Saturday / Sunday). In addition, it is estimated that the proposed number
of other visitors (eg. deliveries, inmate escorts, etc.) would be up to a maximum of 11 vehicles per day.

Assuming a car occupancy rate of 1.5 persons per car for inmate visitors and that they all arrive / depart within the same hour for a visitor session, peak period trip generation would be approximately 14 vehicle trips per hour. Moreover, assuming a worst-case scenario that half of the daily deliveries also coincide with peak period visitor movements, a maximum total hourly trip generation would be approximately 25 vehicle trips per hour with a corresponding daily traffic generation of up to approximately 102 vehicle trips per day. It is noted that any overlap between staff and visitor traffic is unlikely and therefore it has been assumed that each hourly traffic generation would occur separately.

As per staff trip distribution, visitor trips are expected to be approximately 50% south / 50% north along Joseph Street.

3.4.2 Traffic Impacts
In assessing potential traffic impacts, the centre’s generated traffic was compared with existing traffic volumes along the adjacent road network and intersections. Existing traffic volumes (from volumes in Section 2.3 and Figure 2.2 above), indicate average daily traffic along Joseph Street of approximately 66,300 vehicles per day (vpd) and a maximum hourly single direction traffic flow at approximately 3,000 vehicles per hour (vph) with an associated two-way peak flow of almost 5,000 vph.

As discussed previously, while traffic operations are generally adequate in the vicinity along Joseph Street, intersection operations do deteriorate somewhat during the maximum peak periods, which take the form of some short-term queuing / congestion.

It is considered that the addition of a maximum of 30 vehicle trips per hour (and 182 vehicle trips per day) will be readily absorbed into the existing traffic flows on the surrounding road network. This is because the levels of traffic generation attributable to the centre’s proposed upgrade will be well within any hourly and/or daily variations that currently exist along the surrounding road network, eg. site traffic generation is only approximately 0.6% of peak hourly traffic along Joseph Street and approximately 0.3% of daily traffic along Joseph Street.

Therefore, traffic impacts from the centre’s future expansion are considered to be minimal and will have an insignificant impact on road network and intersection operations.

3.5 Parking

3.5.1 Parking Demand Assessment
There are no specific parking guidelines for a correctional centre under Cumberland Council’s DCP and so an assessment of parking demand has been undertaken.

Visitor Parking
The existing visitor car park area is to remain unchanged in parking space numbers and operations with 28 visitor / public parking spaces.

As discussed previously, inmate visitors for the proposed future operations would typically generate some 20 vehicles per visitor session. These 20 vehicles would be readily accommodated within the site’s 28 visitor parking spaces.
**Staff Parking**

The existing staff car parking areas are to remain essentially unchanged in parking space numbers and operations with approximately 62 parking spaces. The 8 am shift changeover would generate a maximum potential parking demand of some 30 parking spaces. These 30 vehicles would be readily accommodated within the site’s 62 staff parking spaces.

### 3.6 Site Access

Site access is to be maintained as per current arrangements with the dedicated site access driveway connecting directly to the eastern side of Joseph Street. The access driveway would continue to provide access to the existing car park areas and then continue to the secure zone of the centre.

The internal access road network is acceptable for the intended vehicle types that would use it including emergency vehicles, service vehicles and security vehicles. Therefore, the site access arrangements are considered to be appropriate and adequate for the development proposed.

### 3.7 Road Safety

The site access driveway and car park areas are proposed to remain the same as well as the access to/from Joseph Street. Therefore, road safety conditions would remain adequate for the types of vehicles that are proposed to use the access driveway and the minor change in traffic volumes.

### 3.8 Public Transport

The nearby bus routes / bus stops along Joseph Street providing access to the site would not be impacted by the proposed project.

### 3.9 Pedestrian and Bicycle Facilities

Pedestrian access into the site would remain unchanged. The pedestrian access is considered to be adequate for the relatively low number of pedestrian users and would not be impacted by the proposed project.

Cyclist access will remain as per current conditions and would not be significantly impacted by the proposed project.
3.10 Construction Impacts

3.10.1 Construction Methodology
It is proposed to undertake the construction works over a single stage, with construction expected to start in approximately February 2017 and operational commissioning set to be complete by June 2017.

The main construction activities envisaged include:
- Site preparation;
- Building works;
- Building services installation and fit-out; and
- Finalisation / site restoration.

Construction works will generally adhere to the standard EPA construction hours, ie. 7 am to 6 pm Monday to Friday, 8 am to 1 pm Saturday, with no works on Sunday. It is not envisaged that any out-of-hours works will be necessary.

Vehicular access to the site will be provided via the existing site access driveway.

3.10.2 Construction Plant and Heavy Vehicles
For the works involved, it is understood that heavy vehicles and larger construction plant will be minimised and that smaller construction vehicles and plant would be utilised during construction. This would typically including delivery trucks, generators, bobcats, scaffolding, utility vans, etc.

The number of vehicles and daily traffic movements will vary during the construction stages. The estimated average traffic volume is up to twenty construction vehicle movements per day during peak activities.

The proposed increase in traffic in the road network during construction is considered relatively minor for the temporary nature of the construction activities. Importantly, the additional construction-related volumes will be within any daily variations along the surrounding road network.

It is anticipated that any heavy vehicles and construction plant will be able to be parked on site.

No road closures or traffic detours will be required on the public road network during the construction phases.

In the unlikely event that there will be a need to provide temporary access arrangements during various work stages, all vehicular, bicycle and pedestrian access to the site would be maintained to a suitable standard and essentially as per current arrangements.

With respect to potential traffic impacts related to any construction activities, a detailed Construction Traffic Management Plan (CTMP) will be prepared and approved prior to the commencement of construction in order to ensure that any construction traffic is appropriately managed.
3.10.3 Construction Staff

It is anticipated that the number of construction staff on site daily is expected to grow progressively as the work increases in scale and then decrease as the works near completion. It is estimated that an average of some 20 construction staff would be on site each month during the construction period. This average is likely to increase during peak construction periods when it is estimated that there may be a daily maximum of approximately 30 construction staff.

This number of staff would generate approximately 20 light vehicles (cars, utility vehicles) accessing the site (allowing for some car-sharing), resulting in 40 light vehicle trips per day. Construction staff vehicle parking would be made available on site off the existing access driveway so that impacts to on-street parking are minimised.
4. Potential Mitigation Measures

In order to mitigate the potential impacts of the proposal, the following measures are recommended:

- Preparation of a full Construction Traffic Management Plan (CTMP) will be undertaken by the chosen contractor based on their detailed construction methodology and use of specific heavy vehicles and construction plant. The CTMP will be developed in consultation with NSW Roads & Maritime Services (RMS) and Cumberland Council and approved prior to the commencement of construction. The CTMP will cover hours of operation, heavy vehicle routes, construction staff parking, loading / unloading areas and site access arrangements, pedestrian / cyclist access, all temporary warning, guidance and information signage, and appropriate traffic control devices.
5. Conclusions

The following pertinent issues have been concluded from the traffic and parking assessment for the proposed repurposing of the Juniperina Juvenile Justice Centre into a Maximum Security Female Remand Correctional Centre:

- The Juniperina Juvenile Justice Centre is to be re-purposed into a Maximum Security Female Remand Correctional Centre with a capacity of 90 inmates.
- Traffic operations are generally adequate, although nearby intersection operations along Joseph Street deteriorate somewhat during the maximum peak periods. This takes the form of some queuing / congestion, which tends to fluctuate but dissipate relatively quickly (within half an hour).
- Site access is off the eastern side of Joseph Street with the right-turn exit from the site restricted.
- Current on-site parking is spread across a number of areas with a total number of approximately 90 parking spaces including three accessible parking spaces and 28 parking spaces for visitors.
- Public transport (bus services) directly serves the site with a bus stop nearby on Joseph Street near the site’s access road. Bus routes generally provide adequate service levels, albeit from somewhat limited destinations / routes. While pedestrian paths are available there is relatively poor pedestrian connectivity to the western side of Joseph Street, which is particularly relevant for northbound bus services and their bus stop.
- The proposed upgrade to the centre is expected to employ approximately 40 permanent staff including 30 wardens. The staff would generate a maximum of approximately 80 vehicle trips per day or up to 30 vehicle trips per hour.
- The proposed traffic generation from inmate visitors and other deliveries resulting from the upgrade to the centre would typically be up to 102 vehicle trips per day or a maximum of 25 vehicle trips per hour.
- Traffic generation attributable to the centre’s proposed upgrade would be readily absorbed into the existing traffic flows on the surrounding road network and the level of traffic increase will be well within any daily variations that currently exist along Joseph Street. Therefore, traffic impacts are considered to be minimal and will have an insignificant impact on road network and intersection operations.
- The existing car parking areas will remain essentially the same as per current layout and operations and will readily accommodate maximum staff and visitor numbers.
- There would be no significant impacts to site access, road safety, public transport, bicycle or pedestrian facilities.
- There are no significant construction-related issues or impacts that would not be mitigated by an appropriate detailed CTMP, which should be prepared and undertaken by the chosen contractor to address traffic, parking and construction issues.

In conclusion, it is considered that the proposed repurposing of the Juniperina Juvenile Justice Centre into a Maximum Security Female Remand Correctional Centre would not result in any significant traffic and transport impacts during either construction or operations phases.