

# APPENDIX 1

## State Significant Development Application

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**Glebe Island Expo**

**Interim Exhibition Facility**

**Glebe Island and White Bay**



**Submission by Leichhardt Council**



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## EXECUTIVE SUMMARY

The Glebe Island Expo is a temporary exhibition facility proposed for Glebe Island and White Bay. The development application (DA) lodged with the NSW Department of Planning and Infrastructure (DP&I) proposes a limited four (4) year approval in order that the facility can offer exhibition and function centre space and facilities while new convention, exhibition and entertainment facilities are constructed at Darling Harbour from December 2013 to late 2016.

The temporary facility will be located within the Leichhardt local government area (LGA) and has the potential for impacts – both positive and negative – on the surrounding residential area within the LGA and on the Leichhardt local economy.

This submission assesses the content and quality of the information lodged with the DA; highlights information gaps in the documentation; assesses the potential impacts; recommends additional analysis and information that is required; and also recommends mitigation measures and future management requirements in the event that the proposal proceeds.

In the event that the State Government proceeds with the development, there are a number of matters that require further attention and modification. These include:

- A practical integration of the facility with the local business, artistic and resident community in order that the local economy and the Leichhardt LGA is also an economic beneficiary, in addition to the wider Sydney and NSW economy
- Deletion of the proposed road link between the Glebe Island site and Robert Street Rozelle in order to avoid unacceptable impacts on the local traffic network, key intersections and the existing street parking
- The exclusive use of James Craig Road for all vehicular access and egress to the facility, including all car parking and delivery vehicles
- Further analysis of the transport, traffic and car parking impacts of the development and update of transport and traffic management plans in response
- Suitable hours of operation for events and functions
- Preparation of event management plans and various other necessary management plans to ensure the safe, secure and successful operation of the facility
- Details of measures to be taken to eliminate unacceptable light spill impacting on nearby residential properties
- Detail regarding the extent, size and illumination of all signage on the site, including billboards and building/facility identification signage and inclusion of a signage strategy that will ensure an acceptable design outcome on the site and limit light spill
- Detail of the use of the waterway surrounding the site for the display and storage of boats during the Sydney International Boat Show

The submission recommends matters that require further analysis and consultation prior to determination, as well as matters that may be addressed by way of comprehensive conditions of consent.

## 1.0 INTRODUCTION

Infrastructure NSW has submitted a development application (DA) to the NSW Department of Planning and Infrastructure for the construction and use of an interim exhibition facility at Glebe Island and White Bay. According to the Environmental Impact Statement supporting the DA *“The proposed development is part of a Sydney-wide interim solution that will support the exhibition industry (which generates more than \$100 million into the NSW economy each year) whilst new convention exhibition and entertainment facilities are constructed at Darling Harbour from December 2013 to late 2016.”*

The interim exhibition facility, known as Glebe Island Expo, is proposed to operate with a development consent for construction and use for a period of four (4) years. It is proposed to be fully operational by December 2013. A new Sydney International Convention Exhibition and Entertainment (SICEEP) facility is to be rebuilt to replace the existing facility in Darling Harbour. The new permanent facility will be opening in 2016.

The DA is not seeking consent for use of an entertainment facility or to conduct concerts.

The Glebe Island Expo will be located principally on Glebe Island, the intended location of a purpose built facility comprising:

- 25,000m<sup>2</sup> of exhibition space;
- formal entrance and foyer area;
- registration/reception area;
- pre-function space; and
- public facilities including food and beverage outlets and bathroom amenities.

As well as the exhibition space the DA also proposes the use of the site as a “function centre” and “food and drink premises” and parking for 1000 vehicles.

Other key components of the DA are:

- Design and construction of a new link road onto Robert Street and roundabout on Sommerville Road;
- The use of the short-stay car park at White Bay 5 as detailed in the approved White Bay Cruise Passenger Terminal Part 3A project, in periods when the Cruise Passenger Terminal is not in use and land at White Bay 4 for overflow car parking; and
- Construction of a temporary private wharf within the waterway adjacent to the north-east corner of the site.

Based on experience with the existing Darling Harbour facility the most significant exhibition event that is likely to occur will be the Sydney International Boat Show, attracting 70,000 people over a 5 day period. The DA indicates that an estimated 75% of events will attract less than 10,000 visitors.

This submission considers the application in the context of the adjacent Leichhardt Council local government area; the potential benefits and impacts of the development to Leichhardt, to Sydney and to NSW, and the likely design and event management measures that will be necessary to ensure a safe, acceptable and successful operation.

## 2.0 THE SITE AND LOCAL CONTEXT

Glebe Island and White Bay berths are situated in very prominent locations within the Leichhardt local government area (LGA) as shown below in Figure 1.

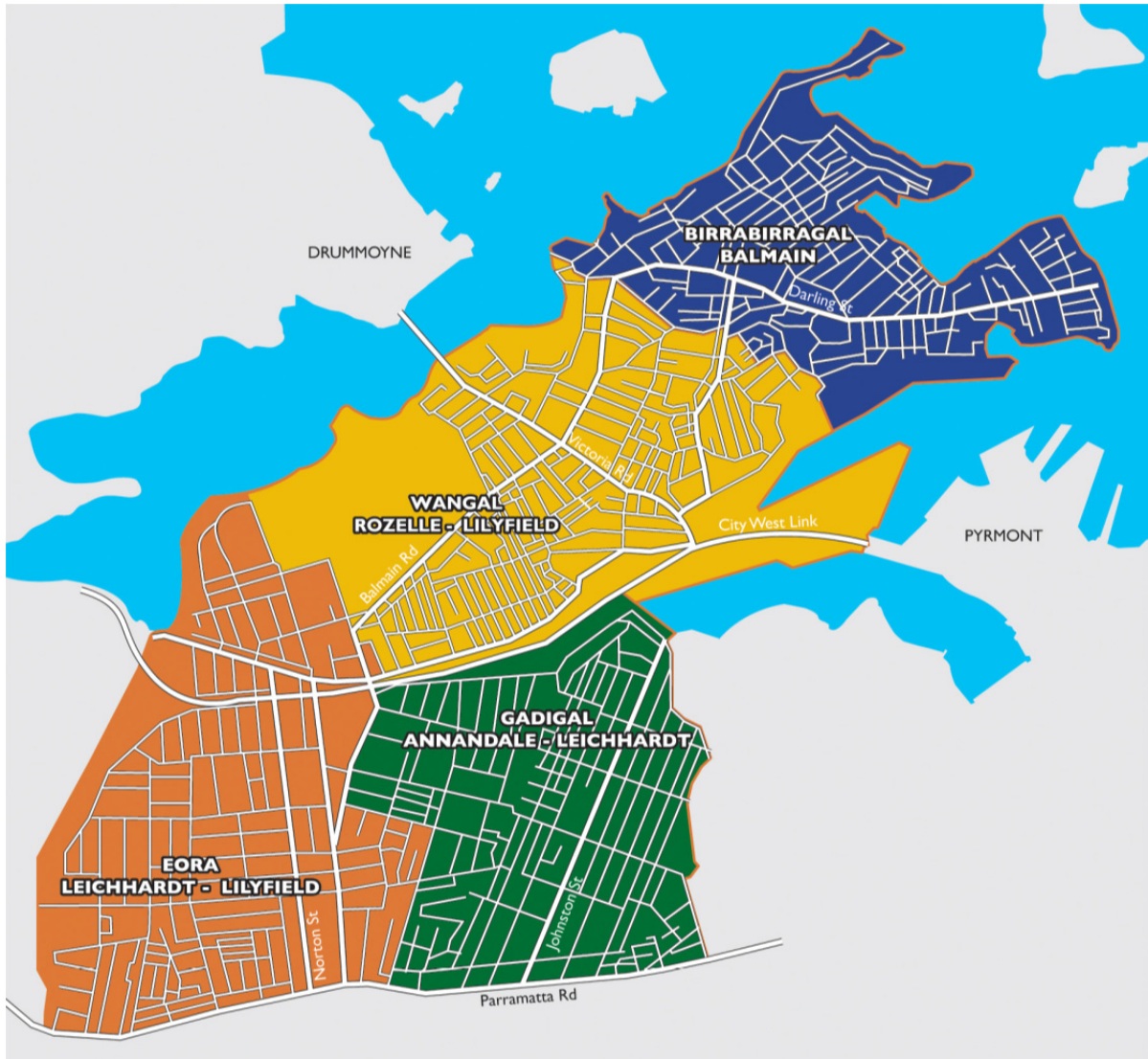


Figure 1: Leichhardt LGA map, with Glebe Island and White Bay berths within the LGA boundary.

The proximity of the proposed development to the nearby residential areas of Rozelle, White Bay and Balmain is shown in Figure 2 below.

As can be seen in Figure 2, the principal facility, at its closest, is approximately 300m from the nearest residential development to the north-west. There are hundreds of residential properties within a 500m distance of the facility, a distance unimpeded by any major barriers or landforms. The parking at the White Bay berth (car park C) is in very close proximity to residential properties to the north.

Glebe Island and the White Bay is part of the working port of Sydney, having operated for many years. Glebe Island and White Bay and according to the Sydney Ports website, is a key facility in the NSW transport and logistics network. It is uniquely and ideally positioned within the Sydney metropolitan area for efficient transfer of cargo between land and sea. Glebe Island and White Bay is Sydney's principal centre for receiving, storing and distributing dry bulk goods via its 7 berths. Glebe Island/White Bay's 39.7 hectares comprises common user bulk dry cargo discharge facilities, equipped for self-discharging vessels using wharf manifold to pipelines, conveyors and adjacent storage silos; and a total of 1,890m of berth (on measurement of total berth wharf lengths) for general cargo and lay-up berth. (Source: [http://www.sydneyports.com.au/corporation/port\\_facilities/glebe\\_island\\_and\\_white\\_bay](http://www.sydneyports.com.au/corporation/port_facilities/glebe_island_and_white_bay)).



These various operations at Glebe Island and White Bay have played a major role in shaping the economic and social history of the local area and the Leichhardt LGA.

While at times having the potential to generate impacts on surrounding residential areas, the working port is supported by Leichhardt Council. The Council is also keenly interested in the future planning and operations within the area known as the “Bays Precinct”, an area currently undergoing a strategic planning review headed up by the NSW Department of Planning and Infrastructure. The development site lies within the Precinct.



Figure 2: Location of the development across Glebe Island and White Bay shown in green (source: Environmental Impact Statement, Glebe Island Expo, AAP, November 2012, page 14).

The specific location of car parking is included in Figure 3 below.

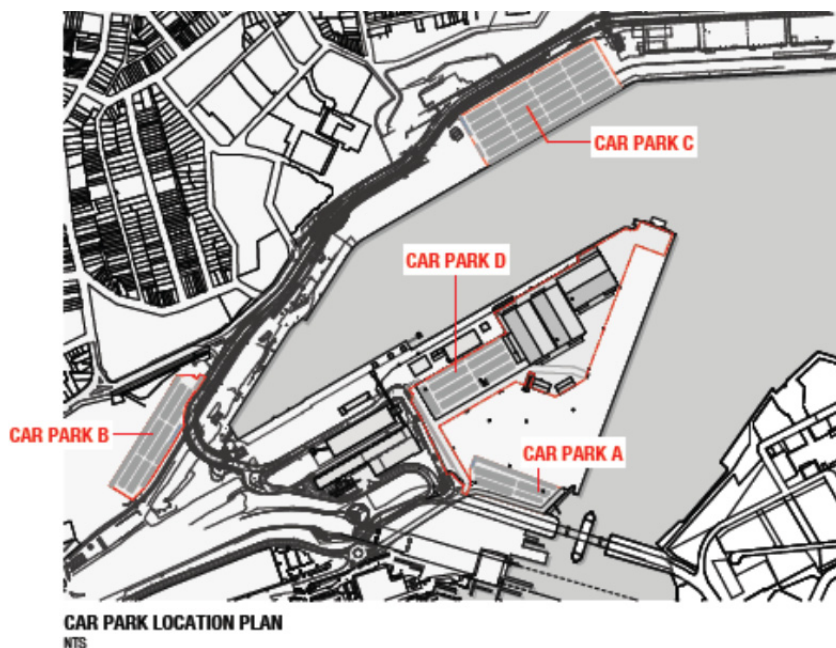
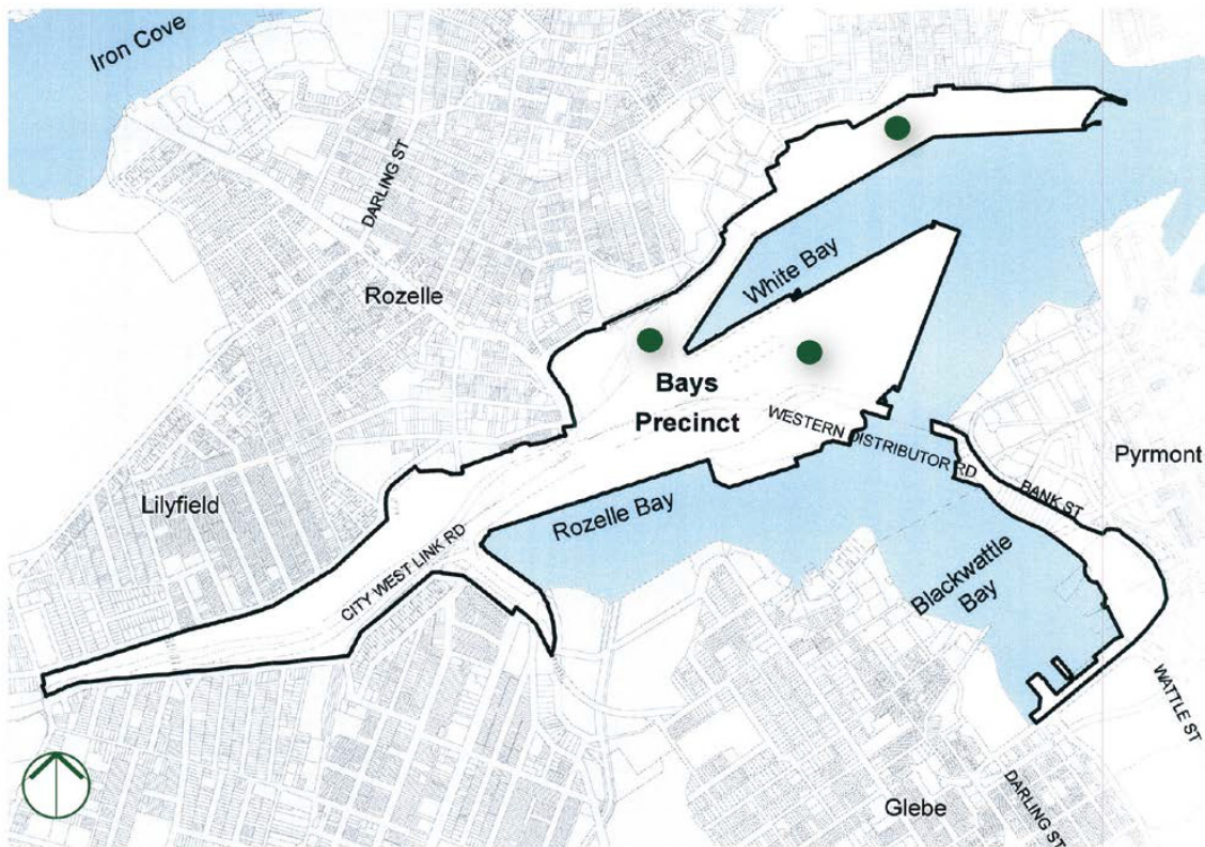


Figure 3: Location of car parking for the facility (source: Woods Bagot).





**Legend**

- Site Location

Figure 4: Location of Glebe Island and White Bay within the “Bays Precinct”. The green dots indicate the location of the DA. The most northerly and westerly dots are the location of car parking (source: Environmental Impact Statement, Glebe Island Expo, AAP, November 2012, page 9).

With regard to Figures 3 and 4 above, the car parking proposed is:

- Car park A – 220 spaces
- Car park B – 385 spaces
- Car park C – 926 spaces
- Car park D – 385 spaces

The EIS for the DA provides the following explanation regarding car parking:

*Whilst the ‘exhibition hall expansion’ area is not in use 385 car spaces will be accommodated within this area (Car Park D). A second short term car park is proposed within the Glebe Island portion of the site to the south of the proposed interim facility, in the area adjacent to James Craig Road (Car Park A). This car park can accommodate 220 car spaces. A third car park is proposed to the south of Robert Street / Sommerville Road (Car Park B), adjacent to the White Bay Power Station complex and can accommodate an additional 385 car spaces and a fourth car park (Car Park C) can accommodate 926 car spaces. The total number of car spaces available for events on the site, when the exhibition hall expansion area is not in use is 1,916 car spaces. The total number of car spaces to be used in any event will be no more than 1,000 car spaces. The location of those 1,000 car spaces (of the available 1,916, car spaces) will be determined on an event by event basis (page 43)*

### 3.0 THE PROPOSED DEVELOPMENT

The DA documentation includes the following description:

Construction and use of a new purpose-built temporary exhibition facility comprising:

- 25,000m<sup>2</sup> of exhibition space (part of which may only be used intermittently);
- formal entrance and foyer area;
- registration/reception area;
- pre-function space; and
- public facilities including food and beverage outlets and bathroom amenities;
- use of the site as an exhibition centre, function centre and food and drink premises;
- hours of operation;
- building signage and advertising structures;
- design and construction of a new link road onto Robert Street and roundabout on Sommerville Road;
- vehicular access from James Craig Road to the south-west and exit onto Sommerville Road and Robert Street to the north-west;
- delineation of internal access roads;
- car parking for 1,000 vehicles;
- construction of a temporary private wharf within the waterway adjacent to the north-east corner of the site; and
- dismantling and removal of structures.

The DA also seeks development consent for the use of the short-stay car park at White Bay 5 as detailed in the approved White Bay Cruise Passenger Terminal Part 3A project when the Cruise Passenger Terminal is not in use and land at White Bay 4 for car parking.

Development consent is sought for the construction and use of the facility for a period of four (4) years.

The existing facilities at Darling Harbour are to be upgraded in order to re-establish Sydney as the prier destination for exhibitions, events and conferences.

The design of the principal exhibition centre area comprises an integrated pavilion style structure spread across the north-western edge of Glebe Island, as shown in Figures 4 and 5 below. The large exhibition hall to the left in Figure 5 is approximately 10,000m<sup>2</sup> in area. The 3 smaller exhibition halls are each approximately 5,000m<sup>2</sup> in area.

The pavilion(s) will comprise a weather-proof modular structure, comprising of a steel and aluminium frame and polyester PVC coated white woven fabric canopy. All construction works are proposed to be undertaken above the existing sealed ground surface with no excavation to occur. The maximum height of the pavilion(s) will be 15m above the existing concrete apron.

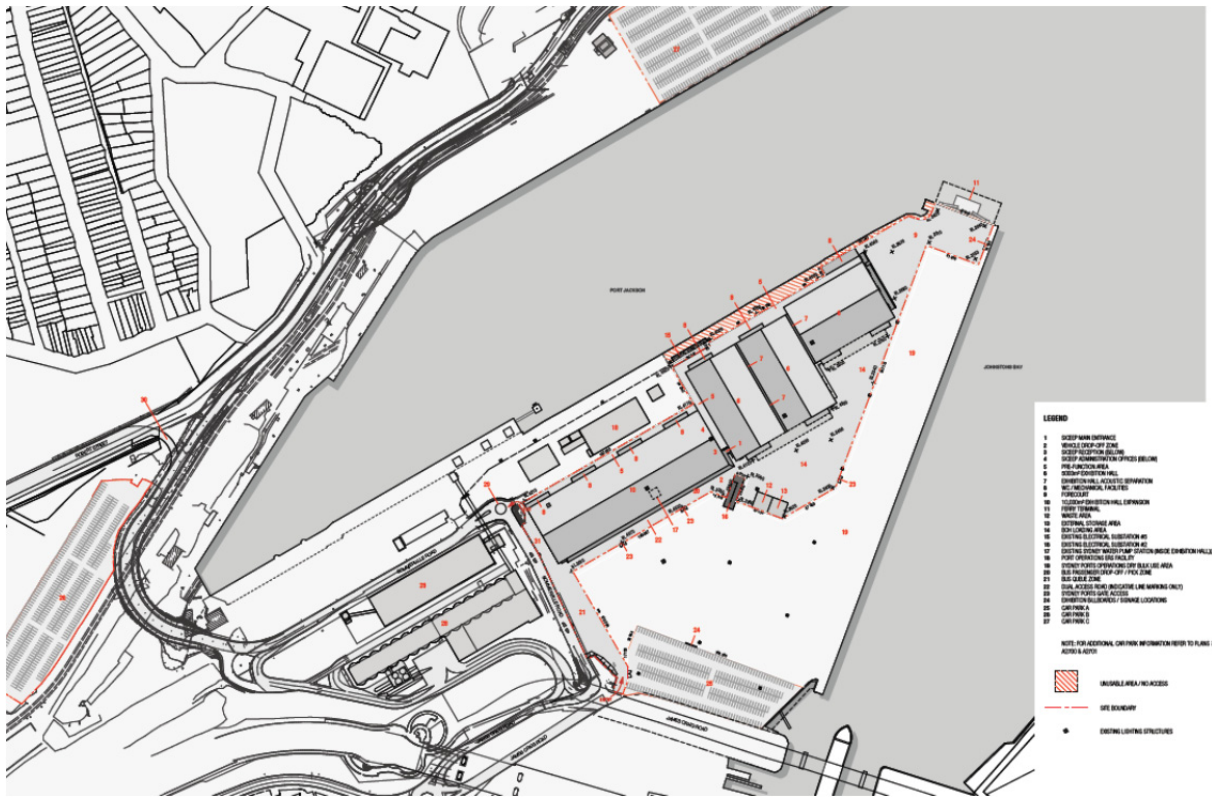


Figure 5: Plan of the major exhibition facility along the north-western section of Glebe Island (source: Woods Bagot).

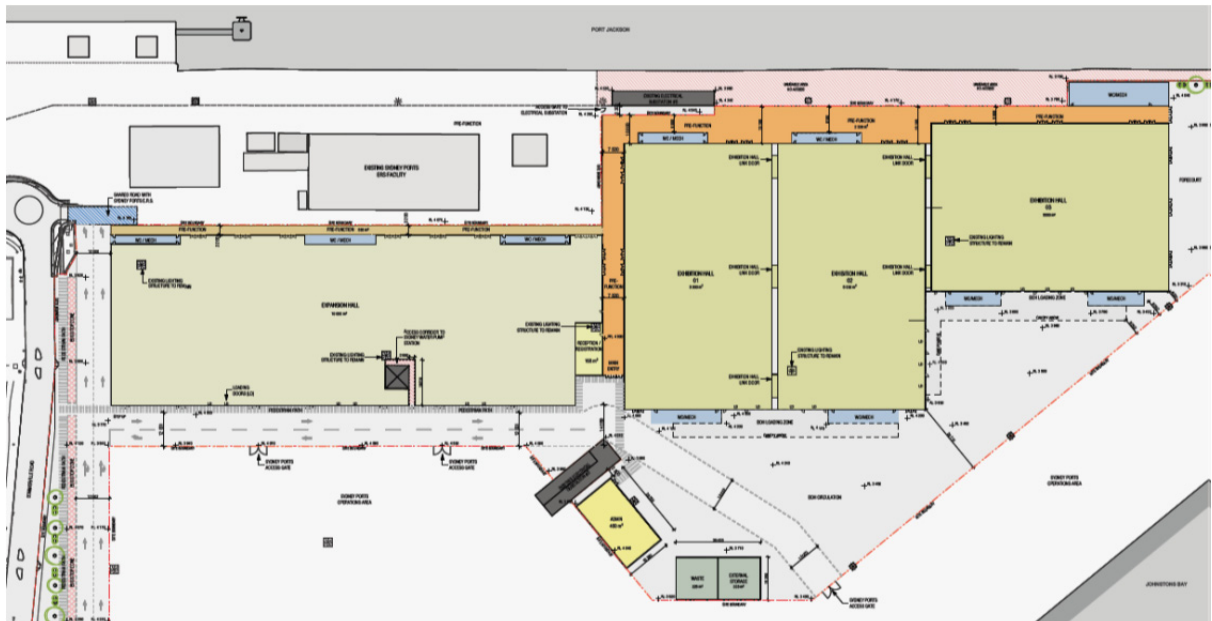


Figure 6: Detail of the pavilion(s) (source: Woods Bagot).

Adjacent to the north-eastern tip of the principal site will be located the temporary private wharf. The area between the wharf and the exhibition pavilions will accommodate a forecourt area with kiosks and landscaping.



Figure 7: Location of the private ferry wharf and forecourt to the exhibition centre, at the northern tip of Glebe Island (source: Woods Bagot).

### 3.1 Land Uses

The land uses proposed are:

- Exhibition centre
- Function centre
- Food and drink premises

These land uses are defined as follows:

**function centre** means a building or place used for the holding of events, functions, conferences and the like, and includes convention centres, exhibition centres and reception centres, but does not include an entertainment facility.

**food and drink premises** means premises that are used for the preparation and retail sale of food or drink (or both) for immediate consumption on or off the premises, and includes any of the following:

- (a) a restaurant or cafe,
- (b) take away food and drink premises,
- (c) a pub.

### 3.2 Nature and Number of Events

Due to the nature of the use(s) it is not certain as to the size and frequency of events. The DA includes indicative details based on the experience at the established Darling Harbour facility.



**Table 4 –Visitor numbers as a percentage of total events**

Total no. of visitors	No. of events	Percentage of total events
5,000 visitors or less	19	46
5,000 – 10,000 visitors	11	27
10,000 – 20,000 visitors	3	3
20,000 – 32,000 visitors	6	15
55,000 – 70,000 visitors	2	5

Table 1: Estimated visitor numbers as a percentage of total events (source: Environmental Impact Statement, Glebe Island Expo, AAP, November 2012, page 37)

According to the information lodged with the DA, events presently do not and would not occur every day of the year. It is also indicated that exhibition events generally are not held in April (over the Easter period) or from mid-November through to start of February each year. Over a calendar year, it is expected the proposed interim exhibition facility will be in operation for approximately 120 days. There will be 'bump in' (i.e. setting up of exhibitions) and 'bump out' (i.e. dismantling of exhibitions) activities before and after each event.

The DA seeks consent for the use of the site for every day of the proposed facility's operating period, consistent with the existing approval for the convention exhibition and entertainment centre at Darling Harbour. The number, scale and type of events likely to occur on the site is based on existing event data but may vary depending on market demand. The interim facility is also proposed to be used as a function and reception centre in conjunction with or independently of an exhibition event.

### **3.3 Operating Days and Hours**

The DA is seeking approval for events to occur on any or every day.

The proposed hours of operation for events / exhibitions are as follows:

- Exhibitions – 9.00am-10.00pm;
- Evening function events – 6.00pm to midnight; and
- Breakfast functions events – 7.00am to 9.00am.

Construction (and dismantling) of the proposed interim facility itself is proposed to be undertaken between the hours of 7.00am to 5.00pm Monday to Saturday with no construction work occurring on Sunday or public holidays.

### **3.4 Road Works, Vehicular Access and Parking**

Figure 8 below shows the location of the car parks, circulation routes and the proposed new link road from Glebe Island to Robert Street. This link is proposed to be left turn out only.



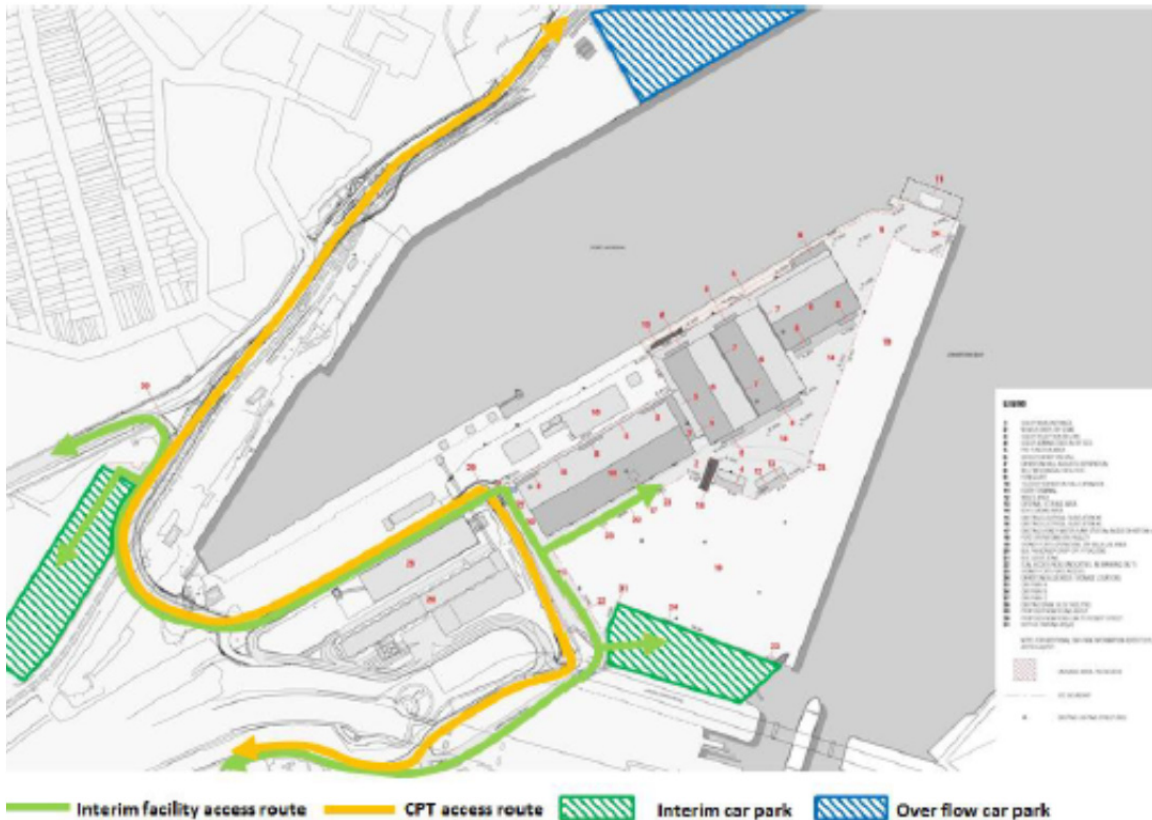


Figure 8: Proposed vehicular access, circulation routes and location of car parking (source: Environmental Impact Statement, Glebe Island Expo, AAP, November 2012, page 41).

Further details regarding access and car parking are dealt with in Section 6 of this report and also provided in detail in the attached review report prepared by Cardno at Attachment 3.

### 3.5 Event Management

The DA indicates that event management plans will be prepared prior to operations commencing. There are no detailed event management measures outlined in the DA.

### 3.6 Site and Event Security

Security infrastructure included on the site includes:

- secure perimeter fence line. Security fence is 1.8m in height;
- CCTV system at key locations;
- appropriate lighting infrastructure;
- alarmed external perimeter access doors; and
- communication equipment.

Effectively the site will be a securely controlled environment. There will be no informal or general public access to or across the site in any form, consistent with the status as an operational port.

A security management plan will be a future requirement.

## **4.0 STATUTORY PLANNING FRAMEWORK**

Despite Glebe Island and White Bay berths being located within the boundaries of the Leichhardt LGA, local planning controls do not apply to the land and the Council has no statutory role in the determination of development applications.

### **4.1 State Environmental Planning Policy (State and Regional Development) 2011**

The SEPP covers development that has a capital investment value of more than \$10 million on land identified in the SEPP on the State Significant Development Sites Map. The Bays Precinct is an identified state significant site.

As the development has a capital investment value of approximately \$26M it is covered by the SEPP and the Minister for Planning and Infrastructure is the consent authority.

The aims of the SEPP are:

- (a) to identify development that is State significant development,*
- (b) to identify development that is State significant infrastructure and critical State significant infrastructure,*
- (c) to confer functions on joint regional planning panels to determine development applications.*

Notwithstanding that the proposal is an interim use it is accepted that the function is of State and regional significance. Under the existing statutory planning framework the Minister is the relevant authority to determine the matter.

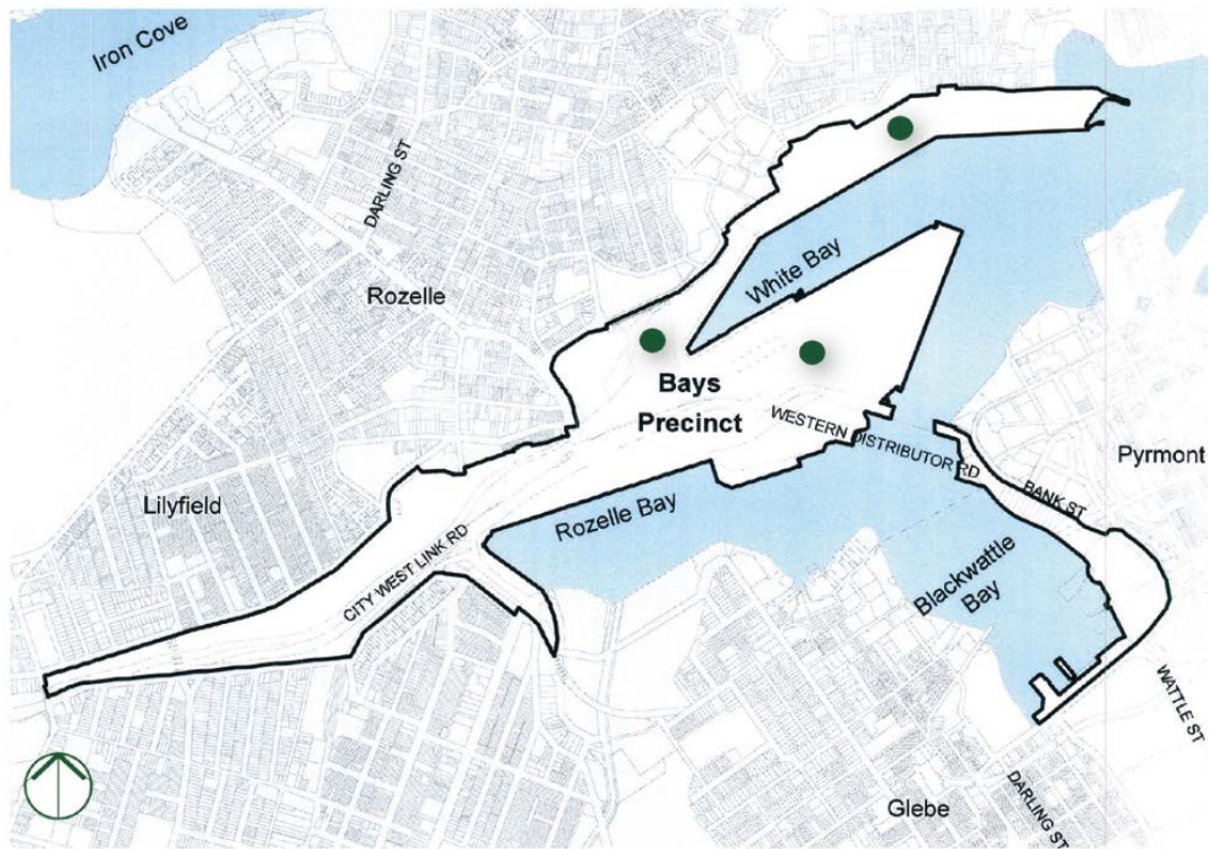
Leichhardt Council accepts the State and regional significance of the function and its importance beyond the boundaries of the LGA. Notwithstanding this, the interim use will also be of local significance, with the potential to have direct impacts, both positive and negative.

These potential impacts, and in particular the potential for the use to generate positive social and economic impacts in the LGA are discussed in Section 6 of this submission.

### **4.2 Sydney Regional Environmental Plan No 26 – City West**

The principal statutory planning instrument applicable to the site is SREP 26. The SREP (which is a deemed SEPP under relevant changes to the Environmental Planning and Assessment Act 1979) identifies the “Bays Precinct” within the area covered by the SREP.

The locations of Glebe Island and White Bay are contained within the Bays Precinct. The extract from the Environmental Impact Statement accompanying the DA identifies the “sites” making up the DA within the Precinct in Figure 9 below.



#### Legend

● Site Location

Figure 9: Location of Glebe Island and White Bay within the “Bays Precinct”. The green dots indicate the location of the DA. (source: Environmental Impact Statement, Glebe Island Expo, AAP, November 2012, page 9).

The site is zoned Port and Employment under the SREP. Clause 20C of the SREP provides that only uses which the consent authority is satisfied are generally consistent with one or more of the zone objectives are permissible within this zone.

The objectives of the Port and Employment zone are:

- *to facilitate the continuation of commercial port uses, and*
- *to allow a range of commercial port facilities (such as buildings, structures, activities or operations and uses ancillary to these, associated with carrying goods from one port to another and associated with storage and handling and access to the port), and*
- *to encourage development on Glebe Island and land adjoining White Bay which requires close proximity to the port, and*
- *to encourage a mix of land uses which generate employment opportunities, particularly in relation to port and maritime uses, and*
- *to allow a mix of uses which generate employment opportunities in the White Bay Power Station site, and*
- *to provide for the ongoing rail access to the port and related activities, and*
- *to provide pedestrian and cyclist links with surrounding public access networks, and*
- *to encourage port-related uses which optimise use of existing rail facilities, and*
- *to provide road and rail access to port activities.*

Clause 22 of the SREP provides that the consent authority, while land is not being used for a purpose for which it is zoned, may consent to its use for any other purpose, but only if the consent authority is satisfied that:

- *the use will not prejudice the eventual development of the land in accordance with the rest of this plan, and*
- *appropriate arrangements have been made for reinstatement of the site so that it may be used in accordance with the rest of this plan, and*
- *the use will not adversely affect residential amenity and permissible development in accordance with this plan on other sites in the locality.*

Before granting consent to development as allowed by this clause, the consent authority must be satisfied that the development will cease within such time as the consent authority stipulates.

Leichhardt Council is supportive of the ongoing active port and employment use of Glebe Island and White Bay. The Council also recognizes that the proposal is an interim use for a maximum of 4 years and accepts and supports the general concept on the basis that the area of Glebe Island proposed to be occupied will be returned to the primary port use following cessation of the interim use.

The Council does not support some components of the DA, including the Robert Street link road. In the event that this proceeds despite the Council objections, then the link should be decommissioned upon cessation of the temporary use. The Council is very concerned about any permanent link in this location from Glebe Island to Robert Street. Further issues of concern to the Council are discussed in Section 6 of this submission.

### **4.3 Glebe Island and White Bay Master Plan**

The 2000 Glebe Island and White Bay Master Plan (the Plan), adopted under the provisions of SREP 26 remains in place. The Master Plan provides for the continued use of Glebe Island and White Bay as a significant commercial port facility and sets out the vision for the future development of Glebe Island and White Bay as well as a series of principles and actions in relation to land uses, road and rail infrastructure, views, building heights and building zones, built quality, environmental controls, landscaping, pedestrian and cycle links and heritage conservation.

The Plan identifies Glebe Island the White Bay berths as “secure areas” within the port.

Various comments in response to relevant provisions within the Plan are provided below:

#### ***Road and Rail Infrastructure***

One of the Principles contained in the Plan is “Segregate port-related traffic from residential traffic and provide an efficient access to the Port.”

This is reinforced by the Action “Provide for emergency access only to the port area from Robert Street.”

The introduction of the Robert Street link is contrary to the Principle and the Action

#### ***Views, Building Heights and Building Zones***

The maximum building height in the location of the proposed pavilion(s) is 12m. An indicative footprint for buildings is provided.

The proposal is for temporary buildings of 15m in height and with a greater footprint than that envisaged in the Plan. Notwithstanding this, it is accepted that views to the harbour and landmarks such as the Anzac Bridge and the Glebe Island silos are unlikely to be significantly impacted and that any impacts will be temporary in nature. Any permanent buildings on the site should comply with the 12m height control.

#### ***Advertising***

The Master Plan requires that leaseholder advertising is limited to one logo sign for each elevation of the building and of a size that integrates with the form of the buildings as a minor element. Any logo sign is to be visible from the water.

The proposed interim exhibition facility will include building identification signage and advertising structures (billboards). There will be two (2) free standing advertising structures (approximately 3 m high x 8 m wide) adjacent to the main entrance of the proposed interim facility. The proposed signage will be illuminated. The location of building identification signs are not shown on the architectural drawings. Details of two advertising structures (billboards) are shown on the architectural drawing extracts below. A billboard is proposed towards the eastern edge of the tip of the Island, facing the Anzac Bridge, as shown in Figure 10 below.

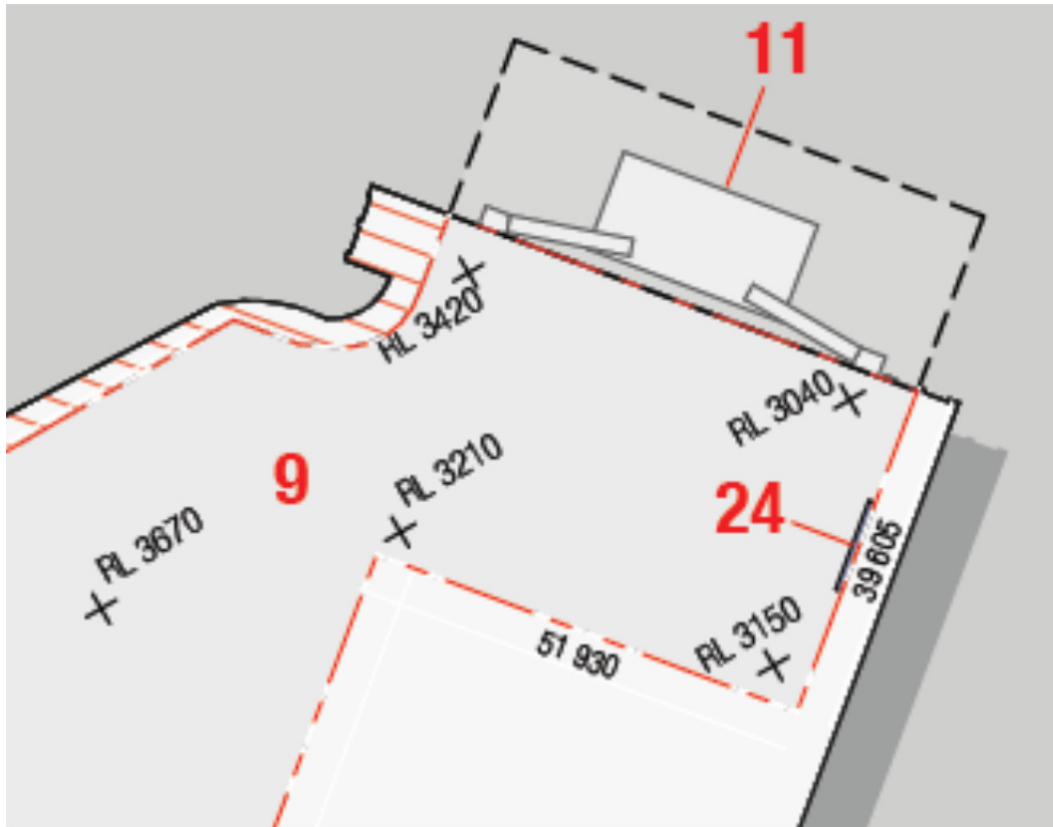


Figure 10: The number 24 on the extract above identifies the location of the billboard (source: Woods Bagot).

A second billboard is proposed at the site of the main car park to the south of the principal exhibition area on the Island. This is shown in Figure 11 below.



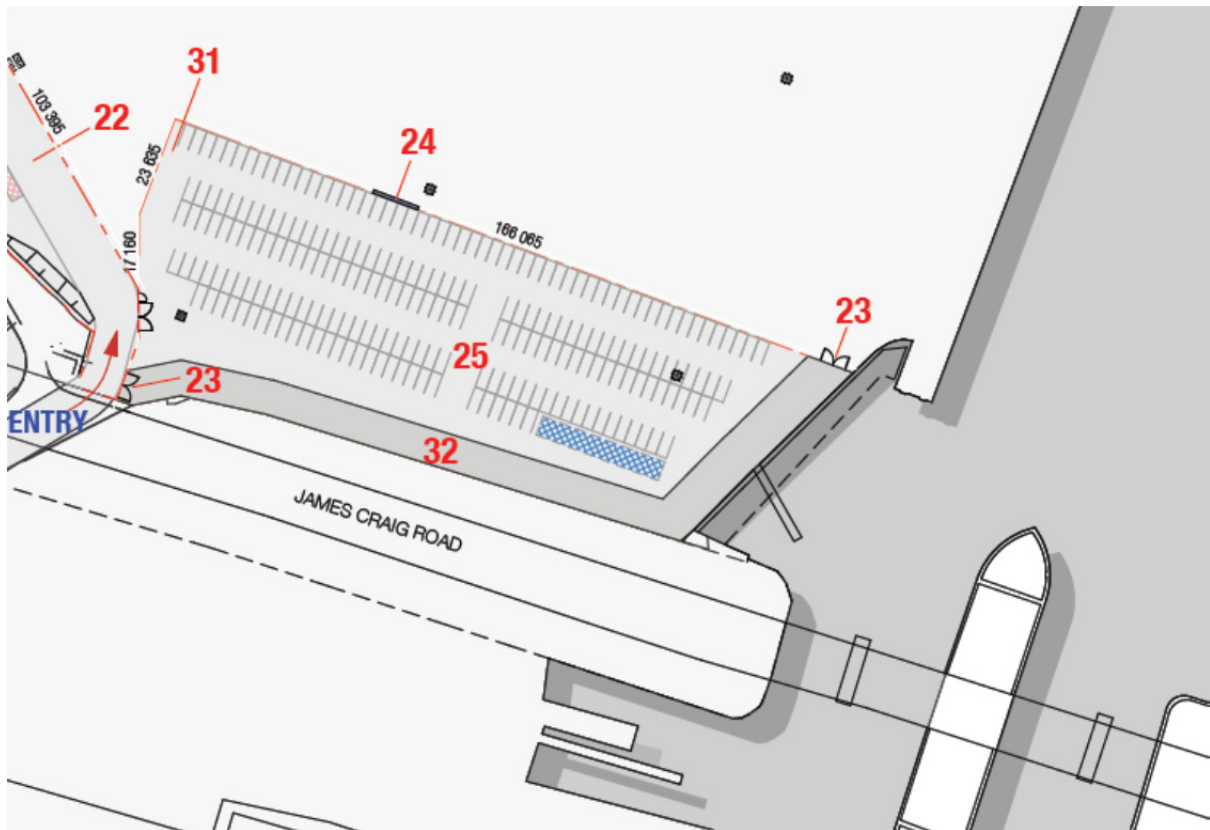


Figure 11: The number 24 identifies the location of a billboard at the edge of the car park and facing towards Anzac Bridge (source: Woods Bagot).

There are no details regarding lighting or illumination. There are no details of the location or illumination of building identification signage.

The “Lighting Assessment” that accompanies the DA provides no details and is generally quite inadequate in the way of information. The lighting report includes the comments:

*It is expected that some areas may require additional lighting with shading caused from the erection of tents and stalls. Additionally, non-illuminated signs may be considered for direct lighting once numbers and locations are confirmed.*

*In the instances noted in point 4, it is recommended, portable floodlights be installed, as required. These temporary installations would be required to be aimed to comply with AS4282. Electrically, they would be connected to existing power supplies available on site. No excavation works will be required with this option.*

*It is suggested that within the proposed site a number of signs shall be strategically placed throughout, these signs may have a requirement to be specially illuminated. Careful consideration shall be undertaken for the position of the illuminated signs and the light source installed to provide the lighting concept.*

(WSP - SICEEP Maximisation of Ports Stage 1 Development Areas Lighting Assessment Report 5 November 2012, page 13)

The size, height, positioning and illumination of signage is a matter that has not been adequately addressed in the DA and requires more detail. At the very least any approval should require that all lighting and illumination on the site meet relevant Australian Standards for light spill. Also illumination of buildings and signage should be restricted to business hours associated with the facility.

### ***Light spill***

The Master Plan acknowledges that light spill can impact on the surrounding residential area. The Plan includes principles and provisions aimed at mitigating the impact of light spill.

As mentioned above, the lighting report accompanying the DA provides little if any information on the location and potential impact/mitigation of lighting. The report does not address external building façade lighting or the detail of the external lighting scheme. More information is required in order to be comfortable that the impacts of lighting and illumination have been adequately addressed.

## 5.0 DIRECTOR GENERAL'S REQUIREMENTS FOR ENVIRONMENTAL ASSESSMENT

On 11 October 2012 the Director General's Environmental Assessment Requirements (DGRs) were issued by the Department of Planning and Infrastructure (DP&I) to the proponent. These are discussed in Table 1 below.

Leichhardt Council provided comments on the draft DGRs on 5 October 2012, prior to their issue. A copy of the Council's letter to the Department of Planning and Infrastructure is included as Attachment 1 to this submission. The issues raised in the letter of 5 October are summarised below:

- **Transport and accessibility** – the need for greater detail regarding possible public and active transport options for users of the facility, as well as pedestrian safety issues associated with people crossing busy thoroughfares such as Victoria Road, the City West Link and the Crescent.
- **Parking** – the need for more details of visitor numbers to large exhibitions and the associated provision of parking. Concern was expressed regarding the inadequacy of 1,000 spaces and the possibility of overflow parking on to surrounding streets. The new link from Somerville Road to Robert Street could exacerbate the impacts.
- **Traffic** – the potential impact of the new Robert Street link on surrounding intersections and the local traffic network, as well as a further loss of street parking. Council stated its position that all traffic to the facility should use James Craig Road exclusively for access and egress.
- **Acoustic impacts** – identified locations for noise impact assessment in Balmain, Balmain East and Rozelle.
- **Event management** – recommended that an event management protocol be established between the proponent, the Council, the City of Sydney Council and the DP&I to oversee operational, amenity and safety issues arising from major exhibitions and functions. Also requested a Food Management Plan.
- **Marine works and water transport** – Council requested consideration be given to the temporary ferry terminal and services be available for the use of local residents. Also identified was a lack of detail regarding the Sydney International Boat Show and how the waterway is intended to be used for the event.
- **Consultation** – detailed comments were provided regarding the need and suggested methods for community engagement, particularly associated with events.
- **Bays Precinct Taskforce** – the final report was submitted to the Minister in August 2012 and the recommendations need to be addressed in the application. It was also suggested that the final DGRs should include the provision for a composite plan of the area controlled by Sydney Ports that show the footprints of existing and proposed land uses around the subject site.
- **Visual impact assessment** – views from Balmain and the harbour need to be assessed and view loss documented.
- **ESD** – assessment of how ESD principles will be achieved.
- **Heritage** – should include an assessment of impacts on Balmain, Rozelle and Lilyfield close to the facility.
- **Remediation and contamination** – elements such as new roads and temporary pontoons may disturb contaminants, the likelihood and impacts should be assessed.
- **Construction traffic management plan** – the need for such should be included.

- **Economic impact** – needed to assess contributions to the local economy, impacts of temporary closure and feasibility of redeveloping Darling Harbour in a staged investment fashion.
- **Social impact** – detailed explanation of the need for a social impact assessment, including matters for inclusion.

Table 2 below provides the proponent’s response to the DGRs and relevant comments.

Director General’s Requirements	Proponent Response	Submission Comments
<p><b>1. Relevant EPIs, Policies and Guidelines</b>            Demonstrate that the project will comply with the requirements set out in the following provisions:</p> <ul style="list-style-type: none"> <li>• State Environmental Planning Policy (Major Development) 2005.</li> <li>• State Environmental Planning Policy (State &amp; Regional Development) 2011.</li> <li>• State Environmental Planning Policy No.55 (Remediation of Land) 2005 and Foreshores and Waterways DCP.</li> <li>• Demonstrate that the project is consistent with NSW 2021, Metropolitan Plan for Sydney 2036 and the draft Inner West Subregional Strategy.</li> <li>• Glebe Island and White Bay Master Plan.</li> <li>• NSW 2012</li> </ul> <p><i>Permissibility</i>            Detail the nature and extent of any prohibitions that apply to the development.</p> <p><i>Development Standards</i>            Identify the development standards applying to the site. Justify any development standards not being met.</p>	<p>The Environmental Impact Statement (EIS) provides a response to each of the matters listed.</p>	<p>The EIS generally deals satisfactorily with NSW 2021, Metropolitan Plan for Sydney 2036 and the draft Inner West Subregional Strategy, as well as SEPP 55, SEPP State and Regional Development.</p> <p>The EIS does not adequately address inconsistencies with the Glebe Island and White Bay Master Plan, particularly the proposed Robert Street link.</p>
<p><b>2. Built Form and Urban Design</b></p> <ul style="list-style-type: none"> <li>• Address the height, bulk and scale of the proposed development in accordance with relevant development standards and the context of the locality including:               <ul style="list-style-type: none"> <li>○ existing buildings and port operations on the site;</li> <li>○ an assessment of the visual impact of the proposal including to and from heritage listed buildings;</li> <li>○ design quality, with specific consideration of the overall site layout, setbacks, axis, vistas, and edges, primary elements, gateways, facade, rooftop, mechanical plant, massing, setbacks, building, articulation, materials, choice of colours, landscaping, safety by design and compatibility with surrounding</li> </ul> </li> </ul>	<p>The EIS addresses the scale of development, impact on views, relationship to heritage buildings and general compatibility with surrounding development.</p>	<p>The EIS is deficient in addressing the potential impacts of light spill, illumination of building, building identification signage and billboard signage.</p> <p>There is a general lack of adequate information regarding the location, size, height, and number of signs.</p> <p>There is a lack of detail regarding the design/screening of the back-of-house, loading and waste storage area on the south-eastern side of the pavilion(s). This back-of-house forecourt</p>

Director General's Requirements	Proponent Response	Submission Comments
<ul style="list-style-type: none"> <li>○ development, as relevant; and</li> <li>○ details of publicly accessible areas associated with the use within the site including landscaping, lighting, furniture etc.</li> </ul>		<p>will potentially be highly visible from the Anzac Bridge.</p>
<p><b>3. Transport, Traffic and Accessibility Impacts</b></p> <ul style="list-style-type: none"> <li>● Prepare a Traffic Impact Assessment (TIA) that: <ul style="list-style-type: none"> <li>○ evaluates daily and peak traffic movements likely to be generated by the development (construction &amp; operation), including peak traffic movements during special events.</li> <li>○ evaluates the cumulative impacts and potential conflict with traffic movements generated by existing port uses and the proposed White Bay Cruise Passenger terminal.</li> <li>○ provides network modelling that captures dynamic and co-ordinated traffic light operations to assess the impact on the surrounding road network. This modelling should take into account the cumulative impacts of surrounding development on the road network. This modelling should include the interaction between pedestrian and vehicular traffic.</li> <li>○ identifies upgrades to roads/intersections required to facilitate the proposal including with specific regard to: <ul style="list-style-type: none"> <li>▪ Roberts Street intersection with Mullens Street, Victoria Road and Buchanan Street; and</li> <li>▪ James Craig Road intersection with the Crescent and Victoria Road.</li> </ul> </li> <li>○ identifies pedestrian/cycle connections required to service the precinct, taking into consideration connections to external networks.</li> <li>○ details access arrangements for workers to/from the site, emergency vehicles and service vehicle movements.</li> <li>○ detail how visitors and the public (as relevant) will access and leave the site.</li> <li>○ demonstrates how staff and visitors to the site will be able to make travel choices in order to minimise adverse traffic impacts.</li> </ul> </li> <li>● Include details on parking provision. An adequate level of parking for the proposed development must be provided having regard to the level of</li> </ul>	<p>The EIS does include a Traffic Management Strategy.</p>	<p>The cumulative impact assessment is deficient in that it doesn't address the full impact of activities at Cruise Passenger Terminal (CPT) which, in addition to cruise operations has approval for up to 20 functions per calendar year at the CPT and up to 500 attendees at these functions in addition to the core cruise liner operations.</p> <p>The proposed Robert Street link road is not supported. All traffic to and from the facility should be required to use James Craig Road both to and from the facility. This may require some upgrading of the James Craig Road/City West Link intersection which is believed to be near capacity. The use of James Craig Road and any necessary intersection upgrade is a better planning outcome than opening up Robert Street to additional port traffic.</p> <p>A detailed assessment report prepared by Cardno on behalf of LMC is included as Attachment 3 to this submission.</p> <p>The findings and recommendations of the Cardno report are included in Section 6 of the submission.</p>



Director General's Requirements	Proponent Response	Submission Comments
<p>accessibility to the site via alternative forms of transport. This should include an assessment of parking demand (including for special events/major exhibitions); measures to discourage/provide alternatives to private car use; and management measures.</p>		
<p><b>4. Noise</b></p> <ul style="list-style-type: none"> <li>• The application must include an assessment of noise and vibration impacts from all activities on the site including construction, operation and traffic. In addition, the application must include an assessment of the cumulative noise impacts from neighbouring sites including, Sydney Ports, The Cruise Passenger Terminal and the Sydney Superyacht Marina development. The assessment must identify and outline all reasonable and feasible mitigation measures and monitoring procedures to minimise noise impacts to sensitivity noise receivers. The assessment should also consider the impact of external noise (ie. port operations) on the internal acoustic levels of the facility and make recommendations regarding relevant mitigation measures that can be adopted during the design phase.</li> <li>• Identify noise generating special events and prepare a 'worst case' noise impact assessment on residential development nearby. The noise assessment should include a noise assessment from the operation of the facility during weekdays, weekends, evenings and night periods.</li> </ul>	<p>The EIS does include a considerable amount of detail regarding noise impact and it is in turn supported by Noise Impact Assessment report.</p>	<p>More detailed comments regarding noise impacts are included in Section 6.</p> <p>Recommendations in this submission propose limiting the number of "functions" and the hours of operation in order to manage the potential noise impacts. It is also recommended that ancillary construction and dismantling work associated with events be restricted in hours, due to the potential for impacts from machinery.</p>
<p><b>5. Visitor Access and associated works</b></p> <ul style="list-style-type: none"> <li>• Provision of a Site Improvement Plan identifying all temporary works within the site.</li> <li>• Details on the interface between the proposed uses and the remainder of the site relative to visitor access including the new ferry terminal and the proposed car parking facilities and co-location with existing port operations.</li> <li>• Outline the provision of public access to and along the foreshore. If public access is not feasible provide justification</li> <li>• Provide specific details of design features which are temporary and or permanent (as relevant), including but not limited to: <ul style="list-style-type: none"> <li>○ paths of travel including footpaths and pavements;</li> </ul> </li> </ul>	<p>The architectural drawings provide a reasonable level of detail regarding visitor access and travel routes including the car parking and bicycle parking facilities.</p>	<p>No general public access to Glebe Island or the foreshore is proposed as part of this application. The proposed interim exhibition facility is located within a working port. The surrounding port operations include activities such as truck movement and industrial work activities that are potential hazards for pedestrians and casual visitors.</p> <p>The DA is deficient in detailing the management of bicycle and pedestrian access to the site. This is</p>

Director General's Requirements	Proponent Response	Submission Comments
<ul style="list-style-type: none"> <li>○ wharves/boardwalks etc;</li> <li>○ materials and finishes;</li> <li>○ furniture and fixtures;</li> <li>○ lighting including pedestrian lighting and feature lighting;</li> <li>○ edges, screens and fences; and</li> <li>○ extent of temporary and permanent features to be clearly shown, including bicycle parking, furnishing or footings, finished surfaces, service and planting.</li> </ul>		discussed further in Section 6 of the submission and in detail in the Cardno report at Attachment 3.
<p><b>6. Marine Works and Water Transport</b></p> <ul style="list-style-type: none"> <li>• Assess the geotechnical and contamination issues associated with the construction of the temporary wharf/pontoon including the contamination status of the sediments to be disturbed, the impacts associated with disturbance of sediment, and the management and mitigation measures to be employed during marine works.</li> <li>• Assess the wind, wave and current regime and water depth suitability and impact on the safety of any moored vessel and any person using the proposed development.</li> <li>• Outline how the navigate waters created by the application will be managed, including consideration of Roads and Maritime Services (RMS) role.</li> <li>• Identify the proposed use of waters of Johnsons Bay and White Bay and any infrastructure necessary to accommodate such uses.</li> <li>• Assess the proposed ferry movements/operations in relation to commercial shipping movements in and around Glebe Island and White Bay.</li> <li>• Identify the demand and location for private charter vessel set-down and pick-up, and how these impacts will be managed.</li> </ul>	The EIS adequately addresses the likely construction works as identified in the application.	<p>The EIS and the associated Aquatic Ecology Report do not address the use of the waterway associated with the Sydney International Boat Show. This is discussed further in Section 6.</p> <p>There is no assessment of private charter vessels accessing the temporary wharf and site.</p>
<p><b>7. Water, Drainage, Stormwater and Ground water</b></p> <ul style="list-style-type: none"> <li>• Address the potential impacts due to construction and operations on surface water and stormwater, marine vegetation and aquatic ecology from all works, both on-shore and off-shore and the identification of management and mitigation measures.</li> <li>• Consider the drainage and stormwater management issues, including on-site detention of stormwater, and drainage infrastructure.</li> <li>• Outline water supply sources,</li> </ul>	The EIS generally addresses these matters.	Issues regarding construction, drainage, stormwater and water supply are adequately addressed. There is no discussion or assessment of water based exhibitions such as the Sydney International Boat Show.

Director General's Requirements	Proponent Response	Submission Comments
<p>proposed end users of potable and non-potable water and any water conservation measures.</p>		
<p><b>8. Remediation and Contamination</b></p> <ul style="list-style-type: none"> <li>• The EIS must include a Phase 1 Preliminary Site Investigation. The report must be prepared in accordance with State Environmental Planning Policy No. 55 (Remediation of Land) 2005 and the contaminated land planning guidelines under section 145C of the <i>Environmental Planning and Assessment Act 1979</i> and relevant guidelines produced or approved under section 105 of the Contaminated Land Management Act 1997.</li> <li>• The Preliminary Site Investigation is to include an assessment of land and groundwater contamination in all areas where project associated construction works are to be undertaken.</li> </ul>	<p>The EIS adequately addresses the works nominated in the DA.</p>	<p>There is no discussion or assessment of water based exhibitions such as the Sydney International Boat Show.</p>
<p><b>9. Event Management</b></p> <ul style="list-style-type: none"> <li>• Outline the Community Communications Strategy to provide mechanisms to facilitate communication between the Proponent (and its contractors) and key stakeholders regarding events during the operation of the site.</li> <li>• For events that are outside the scope of those permitted to be undertaken as exempt or complying development in State Environmental Planning Policy (Temporary Structures) 2007, outline the type of events, their scale and frequency, and provide a framework for the management plans and policies including the following: <ul style="list-style-type: none"> <li>○ Structural drawings of temporary structures.</li> <li>○ Security Management Plan.</li> <li>○ Noise Management Plan.</li> <li>○ Emergency Management and Incident Response Plan.</li> <li>○ Security Risk Assessment Plan.</li> <li>○ Alcohol Management Plan.</li> <li>○ Waste Management Plan.</li> <li>○ Food Management Plan.</li> <li>○ Occupational Health and Safety Policy Manual.</li> <li>○ Water Based Traffic and Infrastructure Management Plan.</li> </ul> </li> </ul>	<p>There is little detail contained within the EIS regarding these matters. The EIS states that: The following plans / policies are proposed to be prepared and implemented prior to the first event occurring:</p> <ul style="list-style-type: none"> <li>▪ security management plan;</li> <li>▪ noise management plan;</li> <li>▪ emergency management and incident response plan;</li> <li>▪ security risk assessment plan;</li> <li>▪ alcohol management plan;</li> <li>▪ waste management plan;</li> <li>▪ food management plan;</li> <li>▪ occupational health and safety policy manual; and</li> <li>▪ water based traffic and infrastructure management plan.</li> </ul> <p>In effect all of these matters are yet to be addressed.</p>	<p>The DG requirements have not been met. This is discussed further in Section 6 of the submission. At the least there must be further stakeholder engagement regarding draft documents, with input from Leichhardt and City of Sydney Councils and local residents critical.</p> <p>The largest and most intense likely event is the Sydney International Boat Show. No details are provided regarding management of the event, mooring of vessels in the waterway, and movement of vessels to and from and during the event.</p>
<p><b>10. Waste</b></p> <ul style="list-style-type: none"> <li>• The EIS shall identify the likely waste to be generated during the demolition, construction and operation of the</li> </ul>	<p>There is no coverage of this matter in the EIS.</p>	<p>Waste management is ignored in the DA documentation. The EIS states that <i>A Waste</i></p>

Director General's Requirements	Proponent Response	Submission Comments
<p>development and describe the measures to be implemented to manage, reuse, recycle and safely dispose of this waste in accordance with relevant guidelines.</p>		<p><i>Management Plan is to be prepared and submitted to the DoPI prior to the issue of relevant certificate under section 109R of the Act.</i></p> <p>Section 109R of the EP7A Act deals with Crown development and building works.</p>
<p><b>11. Heritage</b></p> <ul style="list-style-type: none"> <li>Address the impact of the proposal on the heritage significance of any heritage items and/ or conservation areas in accordance with the guidelines in the NSW Heritage Manual and relevant Council EPI's.</li> <li>Prepare an archaeological assessment (if relevant) of the likely impacts of the proposal on any Aboriginal cultural heritage, European cultural heritage and other archaeological items and outline proposed mitigation and conservation measures.</li> </ul>	<p>Impact on nearby heritage items and conservation areas is addressed in the EIS.</p> <p>There is no archaeological assessment, although justification is included.</p>	<p>This matter is adequately dealt with in the EIS. It is agreed that further archaeological assessment is not warranted.</p> <p>Not addressed in the DA is the significance of the historic Glebe Island Bridge as a potential pedestrian and bicycle link for the site to the Sydney CBD and Leichhardt LGA. Re-establishment of the bridge as an item of operational transport infrastructure would be the best way of maintaining its historic significance.</p>
<p><b>12. Infrastructure Provision</b></p> <ul style="list-style-type: none"> <li>Detail the existing infrastructure on site and identify possible impacts on any such infrastructure from the proposal.</li> <li>Detail the proposed infrastructure that will service the development and demonstrate that the site can be suitably serviced. This is to include lighting details and measure to mitigate light spill and potential impacts to the amenity of neighbouring residential areas.</li> <li>Detail measures to mitigate the impacts of the proposal on any infrastructure items, including proposed relocation.</li> </ul>	<p>The EIS and supporting documentation does address these items, although there are gaps in information.</p>	<p>There are gaps in information in the DA documentation. Light spill impacts are not adequately addressed. Temporary infrastructure associated with Sydney International Boat Show is not addressed.</p>
<p><b>13. Ecologically Sustainable Development (ESD)</b></p> <ul style="list-style-type: none"> <li>Identify how the development will incorporate ESD principles in the design construction and ongoing operation phases of the development.</li> </ul>	<p>Environmental sustainability is addressed in the EIS, which includes the statement <i>The sustainable green initiatives for design and operation have been drawn from the Sydney Ports Corporations 'Green Port Guidelines'</i></p>	<p>Implementation of the nominated initiatives should be included in any consent.</p>

Director General's Requirements	Proponent Response	Submission Comments
<p><b>14. Environmental, Construction and Site Management Plan</b></p> <ul style="list-style-type: none"> <li>• The EIS shall provide an outline of the Environmental and Construction Management Plan for the proposed works, and is to include the following (as relevant): <ul style="list-style-type: none"> <li>○ Community consultation, notification and complaints handling.</li> <li>○ Details of soils and water management, dust/ air pollutant management and waste management and recommended mitigation measures.</li> <li>○ Impacts of construction on adjoining development and proposed measures to mitigate construction impacts.</li> <li>○ Noise and vibration impacts on and off site.</li> </ul> </li> </ul>	<p>There is no environmental and construction management plan included with the DA documentation.</p> <p><i>A Stakeholder and Community engagement approach</i> document is included with the DA.</p>	<p>The EIS indicates that <i>A Construction and Environment Management Plan will be prepared prior to the release of the certificate under section 109R of the Act and commencement of works to manage the impact of construction activities.</i></p> <p>The <i>Stakeholder and Community engagement approach</i> document does nominate community engagement associated with construction work. This is discussed further in Section 6.</p>
<p><b>15. Staging</b></p> <ul style="list-style-type: none"> <li>• Details regarding the staging of the proposed development, if relevant.</li> </ul>	<p>The EIS indicates that it is not a staged development.</p>	<p>The matter is addressed in the EIS.</p>
<p><b>16. Economic Impacts</b></p> <ul style="list-style-type: none"> <li>• Identify the key economic benefits and disbenefits to the State of NSW likely to result from the proposal.</li> </ul>	<p>Broad economic impacts are covered in the EIS. There is no specialist economic report included in the documentation.</p>	<p>The EIS does not address local economic impacts. LMC has commissioned separate expert advice from Hill PDA to assist in the preparation of this submission. Comments are provided in Section 6.</p>
<p><b>17. Consultation</b></p> <ul style="list-style-type: none"> <li>• Undertake an appropriate and justified level of consultation in accordance with the Department's Major Project Community Consultation Guidelines October 2007.</li> <li>• Undertake an appropriate level of consultation with council and state government agencies.</li> <li>• Provide details on the Community Engagement Framework to guide the public consultation process.</li> </ul>	<p>The EIS and supporting document <i>Stakeholder and Community engagement approach</i> detail consultation that has occurred to date and proposed in the future.</p>	<p>Greater detail regarding ongoing consultation associated with construction, event management and complaints management is required. This is addressed in Section 6.</p>

Table 2: Director General's Requirements

The majority of matters raised in the Council's letter of 5 October were included in the final DGRs, although not necessarily addressed in a comprehensive manner in all cases in the DA documentation. The one item not specifically included in the DGRs (or in the DA documentation) is social impact, although potential social impacts are addressed in part in the analysis of various matters.

Section 6 of this submission further assesses the major issues arising from the DA; the likely impacts of the development, both positive and negative; and comments on gaps in information.

## 6.0 MAJOR ISSUES

### 6.1 Economic Opportunities and Benefits

Hill PDA economic consultants were commissioned by the Council to undertake an assessment of the likely economic impacts associated with the DA. The assessment has particular regard to the economic implications for the Leichhardt LGA. Their report forms part of this submission and is included as Attachment 2.

Hill PDA make the following observations:

- The redevelopment of the existing Sydney Convention and Exhibition Centre, without replacement over a four year period, would result in the estimated loss of approximately \$435m direct revenue for NSW. In turn, the flow on benefits of this revenue, such as jobs in the service, IT and management industry (i.e. hotel accommodation, entertainment and equipment providers, event management, photography, audio visual, security, electrical and lighting and transport industries) would also be lost.
- Loss from visitors from interstate or overseas would conservatively represent in excess of \$50m per annum in tourism related expenditure.
- The key economic matter becomes more about keeping Sydney 'open for businesses' and competitive in accordance with the NSW 2021 Plan whilst the new facility is built rather than overall net additional benefits from the proposal to NSW.
- Whilst there are few net additional benefits likely to directly stem from the proposal to the State level, the relocation of the facility (albeit temporarily) has the potential to support and enhance the local economy of Leichhardt LGA, although the potential benefits are tempered by:
  - the use of shuttle buses to and from the City;
  - the controlled nature of the facility (i.e. no pedestrian access in / out of the facility); and
  - the physical separation of Leichhardt's centres from the site
- There is likely to be modest direct flow on benefit as a result of the current proposal as the majority of revenue will be spent either within the confines of the facility or associated with accommodation in Sydney CBD. To help address this issue Hill PDA have identified potential modifications to the proposal and its commitments.

In particular, Hill PDA suggest that the development of a major exhibition space within Leichhardt LGA could help to market and reinforce Leichhardt as a location for creative industries to cluster and showcase their work. As part of the development, the Council proposes that the Applicant should provide:

- dedicated space during events for local artists and creative industries to showcase their work. This would benefit local industries through effective marketing and exposure to additional clientele;
- financial and / or in kind sponsorship for local artists to commission works; and
- opportunities for pop up art to be located on the site increasing opportunities for exposure.

The creation of a focal point for these industries could form an effective marketing strategy and create a magnet to attract new creative industries to Leichhardt LGA. This would support objectives to facilitate new high value industries in the LGA that generate knowledge based employment opportunities in keeping with the skills of local residents.

The scale and influence of these benefits could however be notably enhanced through some minor yet important amendments/additions to the proposal including:

- The addition of a shuttle bus service to Leichhardt's key business centres;



- The commitment by the Applicant to work collaboratively with Leichhardt Council to establish a joint working group and to co-ordinate, support and sponsor local events so as to broaden and enhance the visitor experience to the benefit of Leichhardt's local economy.

Also identified in their analysis is the need for improved connections to Pyrmont and Sydney CBD through the re-use of Glebe Island Bridge for pedestrians and cyclists.

*The re-activation of the bridge's use would have a number of positive social benefits for Leichhardt LGA's residents as well as those of the surrounding locality such as improved opportunities for passive and active leisure activities leading to improved mental and physical health outcomes.*

*From an economic perspective, the enhanced physical and psychological connection would allow for an extension of Sydney CBD enhancing the appeal of investing and working in Leichhardt LGA. The successful reinstatement of the bridge would stimulate associated cultural, heritage and economic uses would also create a destination for residents, visitors and tourists to the area to the benefit of businesses in the LGA reliant on passing trade. Examples of successful pedestrian linkages include the Coogee to Bondi walk, the Bay Run as well as the Manly to Seaforth walk. International examples include South Bank and Butlers Wharf in London which have fostered opportunities for cafes, offices and retail.*

*The increased value of these areas to visitors and the level of pedestrian activity could in turn translate into improved development viability. This could result in the active re-use and regeneration of these areas resulting in positive contributions to both Leichhardt as well as NSW's economy.*

All of the suggestions put forward by Hill PDA are included in the submission recommendations.

Hill PDA also suggest that the DA may be a stimulus for positive outcomes from the White Bay Master Plan process. The use of the site for a facility of this economic importance and prominence may assist in stimulating ideas and prospects from across government and the industry for the longer term use of the site and the broader area. This could in turn reinforce the need and impetus for a cohesive and considered White Bay Masterplan ultimately leading to broader economic and social benefits including the adaptive reuse of the White Bay Power Station and the viable reinstatement of Glebe Island Bridge as a working pedestrian access way.

The Council is of the opinion that, in order for the temporary facility to be an economic success, it must include the following ingredients:

- Regular and reliable ferry service from Darling Harbour to Glebe Island would be workable, so as to be a "harbour" experience
- Shuttle Buses would need to run regular service from site to CBD accommodation, and not get caught up in peak hour traffic thereby significantly extending travel time
- Parking – if spread over a number of locations, will need to pay particular attention to way finding from parking to event
- Parking required for night time events, for example banquets associated with exhibitions. Parking needs to be close by. Shuttle bus running between various temporary parking sites could be problematic if there are perceptions of reliability and safety
- The design needs to be high quality, particularly in such a prominent location, and must address the design of the back-of-house area so as not to detract from the appearance.

## **6.2 Negative Economic Impacts**

The Hill PDA analysis also identifies that the DA could result in adverse economic impacts.

- Impacts to the operation of the port: The port is a key site in Sydney for the receiving and storage of cargo including gypsum, cement and sugar. Given the strategic economic importance of the port and the significant number of people visiting the proposed facility, disruptions to its use could

have an adverse economic impact to Sydney as a whole. Potential impacts will require an ongoing management plan between the applicant and Sydney Ports.

- Traffic and parking impacts: It is understood that some road intersections in the locality are already at capacity. Accordingly the proposal, coupled with existing peak hour traffic flows in addition to new developments (such as the White Bay Cruise Passenger Terminal, Balmain Tigers redevelopment and the Super Yacht Marina) could exacerbate these impacts.

This could have flow on impacts such as additional traffic congestion, a reduction in air quality, greater transportation costs and an increase in commuting times for businesses, employees and residents. Impacts to businesses as a result of traffic congestion may be both direct and indirect.

In light of the potential adverse economic impacts of additional traffic congestion around the site and connecting streets, the potential for cumulative growth in traffic and associated travel delays must be carefully managed. The means by which to do this are discussed in greater detail by Council's traffic and transport consultants below in Section 6.3.

It is also highlighted that whilst there are likely benefits of attracting additional visitors from the facility into Leichhardt's Centres such as Rozelle, Norton Street and Balmain, there may be flow on impacts to demand for car parking and public transport that would also need to be carefully considered so as to avoid any unintended adverse impacts to these locations.

### **6.3 Transport, Traffic and Car Parking Impacts**

Cardno transport and traffic consultants were commissioned by the Council to provide expert advice regarding the likely impacts of the DA, including the proposed new link to Robert Street, the location and quantum of car parking, impacts on the road network and pedestrian and bicycle access. In particular Cardno have assessed the potential cumulative impacts, given the approved and proposed development in the surrounding area. The Cardno report, which forms part of this submission, is included in full as Attachment 3.

Various technical issues and impacts of concern to Cardno arising from the DA documentation are:

- The reliance on 400 car parking spaces at the White Bay Passenger Terminal and the subsequent vehicle generation. In their opinion it would appear unlikely that all of these spaces would be available for use by the facility, due to a number of reasons but particularly the indeterminate nature of their use would prevent event organisers at the facility from pre-selling tickets for those parking spaces. Cardno note that parking demand associated with the facility has not been assessed.
- The traffic analysis with the DA shows that all the key intersections will operate within capacity with satisfactory levels of service. Cardno note this is contrary to the findings of the traffic analysis undertaken for the Cruise Passenger Terminal and the Rozelle Village development.

As a result Cardno identify that further consideration and analysis should be undertaken to the operation of the key intersections along The Crescent and Victoria Road to account for the discrepancies in the results of the various traffic assessments. The information provided with the application cannot be relied upon due to questions regarding the credibility of the modelling.

- The Robert Street link is not subject to an assessment regarding the increased traffic, including the intersection of Robert and Mullens Streets. There is also a serious question regarding the practicality of enforcing a left out only turn at the Robert Street egress.
- Construction Traffic Impacts have not been considered and may be concurrent with other site construction periods.
- On-street parking in the surrounding road network and the potential for intrusion of event parking on adjacent roads and car parks has not been considered.

- Increased demand for event public transport when a cruise ship is docked (as a result of reduced car parking supply at the cruise terminal car parks with event trips required to be by public transport) has not been considered.
- The DA includes a narrow coverage of public transport resulting in a missed opportunity for commercial patronage in Leichhardt LGA.
- There is a lack of detail regarding methods of control of pedestrian access to the facility. The Cardno report deals with pedestrian access in great detail and provides some recommendations to address deficiencies.
- Similarly there is a lack of detail regarding methods of control for bicycle access to the facility, again addressed comprehensively in the Cardno report. Suggestions for improvements are included below.
- Other detail lacking in the DA includes methods of control for vehicle and taxi access.

The DA does not address event management issues such as exhibitors at some events taking up a considerable amount of the available car parking and also how visitors/patrons without tickets will be managed as they approach the facility by vehicle, taxi, bicycle and on foot. For example, will “walk-up” tickets be made available? How will vehicles be turned around or diverted? How will pedestrians be marshalled? Pedestrian safety, in particular, both surrounding the site and within the site, is not addressed adequately in the DA documentation.

The Council is also concerned about the inability of patrons to use existing public transport to access the site, such as Victoria Road buses. While the DA rely heavily on charter buses and charter ferries, there is likely to be significant demand for patrons to arrive via existing public transport. The management of these patrons, and in particular the safe movement of patrons across busy roads, is not addressed in the DA documentation.

The Council is concerned about the maintenance of foreshore pedestrian access to White Bay Wharf No 5 consistent with the terms of approval contained in Condition B8 of the Major Project approval for the White Bay Cruise Passenger Terminal. This access may be impacted by the proposal and the issue is not addressed in the DA. A recommendation is included in this report addressing the matter.

The Cardno report includes recommendations to mitigate the impacts of the development. These are summarised below:

- Increased coverage of chartered bus services to a wider range of access points.
- Increased coverage of ferry services.
- Provision of manned control gates to manage pedestrian access to the facility
- Provision of a secure bike rack at pedestrian pick up point in James Craig Road
- Use of temporary traffic controls to prevent vehicles turning right from Robert Street into Mullins Street
- Consideration of restricted parking scheme or similar during special events.
- Remote parking with shuttle services to the facility.
- Collaboration between the various proponents to prepare a Construction Traffic Management Strategy which seeks to ensure that construction impacts of all proposals are well managed and co-ordinated.
- Development of a plan showing how internal circulation within the port area would be managed. Additional information and assessment to resolve issues raised in this review.
- Preparation of an Event Traffic Management Plan for peak events held at the facility.

Cardno acknowledge that a number of potential issues have been identified as part of their review and that these could be addressed in some cases by requesting further information at this stage of the planning process, and/or by way of conditions of consent.

The recommendations to this submission include the matters identified by Cardno.

In addition to the matters addressed by Cardno, the Council maintains its position regarding the potential for the temporary ferry wharf and services to be available for the use of residents. Despite the Council previously raising this issue the DA has ignored the matter.

#### **6.4 Noise**

Noise generation associated with the DA may arise from:

- Construction
- Assembling and dismantling associated with events, including “bump-in” and “bump-out” period, associated machinery such as trucks, forklifts, machinery
- Event generated noise, such as amplified announcements, amplified music, patron and crowd noise, transport noise, including delivery and waste management vehicles
- General operational noise such as plant and machinery

Given the proposed scale of major activities, the potential numbers of visitors and the inclusion of land uses that would allow functions, receptions, restaurants and the sale and consumption of alcohol, there is a very real potential for noise disturbance given the proximity of residential properties in Rozelle and Balmain and the potential for noise to travel unimpeded across White Bay.

The DA is seeking approval for events to occur on any or every day, so the potential for impact is accentuated.

The proposed hours of operation for events/exhibitions are:

- Exhibitions – 9.00am-10.00pm;
- Evening function events – 6.00pm to midnight; and
- Breakfast functions events – 7.00am to 9.00am.

Construction (and dismantling) of the proposed interim facility itself is proposed to be undertaken between the hours of 7.00am to 5.00pm Monday to Saturday with no construction work occurring on Sunday or public holidays.

Critical to managing the impacts of noise associated with the use will be the hours of operation. Given all of the circumstances relating to this DA it is appropriate to insist on strict conditions of consent that limit the hours and the potential for noise disturbance. Recommendations regarding hours of operation are included.

Also critical will be event and facilities plans of management. The DA has not included any details of plans of management. These also are capable of being addressed by way of conditions of consent and so suitable recommendations are also included.

#### **6.5 Light Spill**

The DA documentation acknowledges that some of the existing lighting on the site does not meet current Australian Standards (AS) regarding light spill. The DA provides no commitment to address this current deficiency.

In addition, the DA lacks any detail regard the illumination of the buildings, building identification signage and the billboards. Any lighting proposed must also meet relevant AS regarding light spill so as to ensure that there is no unacceptable impact on the residential areas of Rozelle and Balmain.

It is considered appropriate to request details of lighting be subject to ongoing consultation with the Council and local community prior to design finalisation and implementation on the site. This is addressed in the submission recommendations.

#### **6.6 Advertising and Signage**

The DA identifies the location and general dimensions of 2 billboards to be erected on the site. As mentioned above in Section 6.4, there are no details regarding illumination or lighting. There are also

no details regarding content and whether the billboards will advertise the facility, events at the facility or be used for general advertising, as occurs on the nearby silos.

The DA nominates that there will be building identification signage, but no details are provided.

In order to address the deficiencies of the DA documentation the recommendation is that the applicant be required to prepare a signage strategy and that the strategy be subject to further consultation prior to the determination of the DA.

### **6.7 Event Management and Various Operational Management Plans**

The DA does not effectively address the DGRs with regard to details of event management or nominated management plans. Mitigating and managing the impacts of all events, and in particular major events, will be critical to ensuring a safe, secure and successful facility.

It is probably reasonable to accept that individual event management plans could be prepared for individual events but it would be most productive to establish a template, or range of templates, for the management of events including but not limited to:

- Security and patron safety
- Crowd control
- Noise sources and control measures
- Emergency management and incident response
- Alcohol consumption management
- Waste management
- Transport and travel plans and management

In this regard it is recommended that a condition of any consent require that the applicant establish a working party with Leichhardt Council and the City of Sydney Council in order to prepare event management templates and communication protocols. These templates and protocols must be accepted and established by the consent authority prior to any event occurring on the site.

Similarly, specific plans nominated in the DGRs must be subject to the same consultation and approval process prior to any events occurring at the facility. These include:

- Security Management Plan.
- Noise Management Plan.
- Emergency Management and Incident Response Plan.
- Security Risk Assessment Plan.
- Alcohol Management Plan.
- Waste Management Plan.
- Food Management Plan.
- Occupational Health and Safety Policy Manual.
- Water Based Traffic and Infrastructure Management Plan

### **6.8 Sydney International Boat Show**

The Sydney International Boat Show (SIBS) is nominated in the DA as likely to be the single largest event to be held at the interim facility. Exhibition of boats in the waterway is traditionally an important feature of the SIBS held at Darling Harbour and Cockle Bay Marina. The photograph below is taken from the SIBS website.





Figure 12: Sydney International Boat Show at Cockle Bay Marina, Darling Harbour (source: Sydney International Boat Show website)

The EIS provides no explanation or detail of the mooring, storage, movement and secure management of vessels. The DA is silent on whether or not the existing mooring arrangements at Cockle Bay will continue to be used.

If the waterway based display of vessels is to be transferred to the temporary site, there is no indication of the potential inclusion of temporary moorings or marinas. Presumably either White Bay or Johnston's Bay would be used. As the single largest event likely at the facility the DA and EIS should be clear in documenting whether or not water based display and storage will occur or not.

If the waterway is to be used then the EIS and relevant supporting specialist reports, such as the infrastructure, lighting, acoustic, access, contamination and aquatic ecology assessment reports, should assess the likely impacts, necessary event management and mitigation of potential impacts.

Details of the use of the waterway associated with the SIBS are required prior to any determination of the application, and if proposed adjacent to the temporary facility, must be subject to further consultation in the first instance.

## **6.9 Ongoing Community Engagement and Communication Protocols**

The DA does include a *Stakeholder and Community engagement approach* prepared by Infrastructure NSW and which does address Council, stakeholder and community engagement during the construction stage and during the operation of the facility.

The material included with the DA is a useful introductory document but much more detailed, agreed and approved procedures and protocols for engagement are needed. The Council's "Community Engagement Framework" is the appropriate model to follow. This matter is addressed in the recommendations of the submission.

## 7.0 CONCLUSION

The existing Darling Harbour exhibition and function centre space and facilities are to be redeveloped in the period from December 2013 to late 2016.

During the construction of the new facility, the retention of exhibition and major events space, on a temporary basis, and in close proximity to the Sydney CBD, is accepted as a critical economic outcome for Sydney and NSW. The loss of this use for a 4 year period would have significant negative economic impacts.

The proposal by Infrastructure NSW to establish Glebe Island Expo as a temporary exhibition facility at Glebe Island and White Bay has the potential for impacts – both positive and negative – on the surrounding residential area within the LGA and on the Leichhardt local economy.

Based on the expert urban planning, economic and traffic assessment of the DA, as contained in this submission, there remain numerous matters requiring attention and modification including:

- A practical integration of the facility with the local business, artistic and resident community in order that the local economy and the Leichhardt LGA is also an economic beneficiary, in addition to the wider Sydney and NSW economy
- Deletion of the proposed road link between the Glebe Island site and Robert Street Rozelle in order to avoid unacceptable impacts on the local traffic network, key intersections and the existing street parking
- The exclusive use of James Craig Road for all vehicular access and egress to the facility, including all car parking and delivery vehicles
- Further analysis of the transport, traffic and car parking impacts of the development and update of transport and traffic management plans in response
- Suitable hours of operation for events and functions
- Preparation of event management plans and various other necessary management plans to ensure the safe, secure and successful operation of the facility
- Details of measures to be taken to eliminate unacceptable light spill impacting on nearby residential properties
- Detail regarding the extent, size and illumination of all signage on the site, including billboards and building/facility identification signage and inclusion of a signage strategy that will ensure an acceptable design outcome on the site and limit light spill
- Detail of the use of the waterway surrounding the site for the display and storage of boats during the Sydney International Boat Show

The submission recommends matters that require further analysis and consultation prior to determination, as well as matters that may be addressed by way of comprehensive conditions of consent.

## **8.0 RECOMMENDATIONS**

### **8.1 Recommended amendments to the application**

- (a) The proposed link road from Somerville Road to Robert Street to be deleted from the application for the reasons contained in Section 6.3 of this submission.
- (b) All vehicular ingress and egress is to be via James Craig Road for the reasons contained in Section 6.3 of this submission.
- (c) The bus shuttle service from the Sydney CBD to the site is to include services to major CBD hotels and is to include the option for patrons of Glebe Island Expo to also travel to Leichhardt key business centres including Rozelle, Balmain and Leichhardt for the reasons contained in Section 6.1 of this submission. The service will need to be managed so as to prevent commuter parking at the local centres.
- (d) In order to assist with greater economic and social benefits to the local community arising from the temporary use the application is to be amended to include:
  - Dedicated space during events for local artists and creative industries to showcase their work.
  - A commitment from Infrastructure NSW for financial and / or in kind sponsorship for local artists to commission works for the temporary facility; and
  - A commitment from Infrastructure NSW to include opportunities for pop up art to be located on the site increasing opportunities for exposure to local artists.

### **8.2 Matters requiring further information, analysis and consultation prior to determination**

- (a) Further analysis of the transport, traffic and car parking impacts of the development and update of transport and traffic management plans in response, consistent with the issues raised in Section 6.3 of this submission and outlined in detail in the Cardno report included at Attachment 3. In particular the Cardno report identifies key deficiencies associated with (this is not an exhaustive list):
  - The reliance on 400 car parking spaces at the White Bay Passenger Terminal and the subsequent vehicle generation. Cardno note that parking demand associated with the facility has not been assessed.
  - The traffic analysis with the DA shows that all the key intersections will operate within capacity with satisfactory levels of service. Cardno note that this is contrary to the findings of the traffic analysis undertaken for the Cruise Passenger Terminal and the Rozelle Village development. Further analysis should be undertaken to the operation of the key intersections along The Crescent and Victoria Road to account for the discrepancies in the results of the various traffic assessments.
  - Construction Traffic Impacts have not been considered and may be concurrent with other site construction periods.
  - Detail regarding methods of control pedestrian access to the facility. Similarly there is a lack of detail regarding methods of control for bicycle access to the facility.
- (b) Details of any use of the waterway surrounding the temporary facility associated with the Sydney International Boat Show, including location, capacity and security of any temporary storage and mooring in the harbour.
- (c) Details of the design treatment and screening of the back-of-house and delivery area on the southern side of the temporary facility. This area includes waste storage and other operational functions that may be highly visible to the public, particularly when viewed from the Anzac Bridge.
- (d) Details of the impact of car park B on the existing railway lines traversing the site. An explanation as to whether or not the lines are to be removed or in any way impacted are to be documented,

including heritage impact assessment. The ongoing management of the railway tracks is to be documented.

- (e) Details of maintaining public access to the foreshore of White Bay Wharf No.5 consistent with Condition B8 of the Project Approval MP 10\_0069 for the White Bay Cruise Passenger Terminal.
- (f) The potential for the temporary ferry wharf and services to be available for the use of residents should be properly and fully examined, with a view to achieving this outcome during the life of the temporary facility.
- (g) The viability of the reinstatement of the historic Glebe Island Bridge as a working pedestrian and bicycle access way providing direct links to the site from the Sydney CBD and to the Leichhardt LGA should be properly and fully examined.
- (h) A commitment by the applicant to work collaboratively with Leichhardt Council to establish a joint working group and to co-ordinate, support and sponsor local events so as to broaden and enhance the visitor experience to the benefit of Leichhardt's local economy.
- (i) Provision of a signage strategy for the site that includes details and the location, size and dimensions of all advertising including building identification signage and billboards and the lighting thereof, and also including confirmation that all lighting will comply with relevant Australian Standards to minimise the negative impacts of light spill.

### **8.3 Matters that may be dealt with by conditions of consent**

- (a) Maximum hours of operation

The hours of operation must be restricted to ensure that potential noise generating activities are reasonably managed and that ancillary activities occurring after nominated closing times do not generate unacceptable noise impact.

The maximum hours of operation for exhibitions/functions/events are:

- Exhibitions – 9.00am-10.00pm;
- Evening functions/events – 6.00pm to midnight Monday to Saturday and 6.00pm to 10.00pm on Sundays; and
- Breakfast functions/events – 7.00am to 9.00am.
- Setting up and dismantling exhibitions/functions/events 7.00am-10.00pm Monday to Sunday.

With regard to exhibitions, functions and events held at night the maximum hours of operation include the closure of the premises and the dispersal of patrons. All patrons must have exited the premises before the nominated closing time. In this regard all patrons must be provided with a 30 minute warning of closing.

Details of the management of patrons in accordance with the condition are to be included in the Events Plan of Management as agreed between Leichhardt Council, City of Sydney Council and the operator, prior to any event occurring on the site.

The only activities that may occur following night closing times are general cleaning up internal to the buildings. There are to be no post-closing activities external to the building such as the depositing of waste, use of cleaning machinery, hosing of surfaces etc.

All staff associated with evening exhibitions, functions and events, including cleaning duties, must leave the site within 1 hour of the closing of the premises to patrons.

The maximum hours of operation for exhibitions/functions/events includes the time for the setting up and dismantling of exhibitions and displays.

- (b) Construction (and dismantling) of the proposed interim facility itself is restricted to 7.00am to 5.00pm Monday to Saturday with no construction work occurring on Sunday or public holidays.

(c) Management Plans

- (i) Event Management Plan templates for major and minor events are to be prepared by the applicant in consultation and agreement with Leichhardt Council and the City of Sydney Council prior to the first event being held at the temporary facility.
- (ii) Event management plans, consistent with the approved templates, are to be established and implemented for each exhibition/function/event prior to those events taking place and are to include details of complaints handling responsibilities, complaints hotlines, accountability, response times and reporting etc.
- (iii) The following additional management plans are to be prepared by the applicant in consultation and agreement with Leichhardt Council and the City of Sydney Council prior to the first event being held at the temporary facility.
  - Security Management Plan.
  - Noise Management Plan.
  - Emergency Management and Incident Response Plan.
  - Security Risk Assessment Plan.
  - Alcohol Management Plan.
  - Waste Management Plan.
  - Food Management Plan.
  - Occupational Health and Safety Policy Manual.
  - Water Based Traffic and Infrastructure Management Plan.

In addition to the above there is to be a working group established between the applicant/operator, Leichhardt Council and the City of Sydney Council with the purpose of reviewing the effectiveness of the management plans within 3 months of the first event and from thereafter on not less than a 6 monthly basis. This working group is to be established and operational prior to the first event being held at the temporary facility.

(d) Ongoing community engagement

In order that the community and key stakeholders are actively engaged and involved in the safe, secure and successful establishment and operation of the temporary facility, the applicant is to establish and maintain an agreed protocol for stakeholder and community engagement. The protocol is to be prepared by the applicant in consultation and agreement with Leichhardt Council and the City of Sydney Council prior to the first event being held at the temporary facility. The protocol is to be modelled on Leichhardt Council's "Community Engagement Framework".



## ATTACHMENTS

## **Attachment 1**

Leichhardt Council response to DGRs

Contact: Roger Rankin  
Phone: 9367 9174

5 October 2012

Cameron Sargent  
A/Director Metropolitan and Regional Projects North  
NSW Department of Planning and Infrastructure  
GPO Box 39  
Sydney NSW 2001

Dear Mr Sargent

**RE: Request for DGRs for development of a Temporary International Convention Exhibition Facility at Somerville Road, Glebe Island (SSD SS89-2012)**

Thank you for inviting Leichhardt Council to provide comments on the Director-General's Requirements (DGRs) for this proposal.

Council's comments reflect that development consent is only being sought for the use of the site as a function centre and food and drink premises. There is a fear however that the facility could operate as a defacto entertainment location through activities that are ancillary to its use for functions and exhibitions. These might for example include convention dinner concerts or the celebrity chef theatre that is an integral part of the Good Food and Wine Show.

Consequently Council seeks confirmation that any consent issued will contain conditions that prohibit use of the site for ancillary activities that could have similar impacts to those from entertainment facilities.

Within this context Council would also like to see detailed definitions of what events would take place at the temporary facility as the distinction between types of events, functions, exhibitions and conventions in the proponent's request for DGR's lacks clarity. This should be supplemented with a calendar of events likely to relocate to the temporary facility and the expected attendance at these exhibitions and functions.

Overall the draft DGRs and preliminary environmental impact scope you sent to Council is relatively comprehensive. Council has a number of serious issues with elements of the proposal. The following comments outline these concerns and how these should be addressed by the final DGRs.

The comments are grouped under the headings used in the agenda for the technical planning focus group meeting you chaired on 2 October 2012.

## **1.0 Transport and Accessibility**

### **1.1 Public and Active Transport**

Council is concerned about the lack of detail on the possible public and active transport options for users of the proposed facility. The DGRs should stipulate that all possible public transport options should be thoroughly evaluated against appropriate data. These options should include:

- pedestrian and cycle access from surrounding suburbs, particularly from Pyrmont and the city across Glebe Island Bridge. A cost benefit analysis of the use of Glebe Island Bridge for access to the temporary exhibition centre should also be provided
- local bus and light rail services
- dedicated bus and ferry services
- access for facility and exhibition staff.

Council also wants to see a detailed analysis of access to and from the site. It is of particular concern that should people choose to catch a bus to the site the surrounding roads – Victoria Road, the City West Link and the Crescent are not intended for high volumes of pedestrian traffic which could create significant safety issues should large numbers of people need to cross these roads to get to the site after alighting from nearby bus stops.

### **1.2 Parking**

Much more detail of the numbers of anticipated visitors to large exhibitions is required and how car parking will be provided for these people. The 15000m<sup>2</sup> interim facility is intended to cater for up to 6000 visitors per day. This ratio might generate another 4000 visitors on the adjacent space for the larger events, which could mean up to 10,000 visitors per day for some exhibitions.

The three major exhibitions referred to in Fact Sheet 6 for the proposed temporary exhibition centre create the following levels of usage:

- Sydney International Boat Show's record attendance was 93,500 over five days or an average of 18,700 per day and 300 plus exhibitors
- Good Food and Wine Show in June this year generated 30,433 visitors over three days or an average of 10,144 per day and 277 exhibitors
- Sydney Gift Fair occurs twice per year for five days and already have 1586 stands listed for the February 2013 event, which will be at Darling Harbour

Attendance will be spread across each day, but when around 130 temporary and permanent facility staff, exhibitors and visitors are taken into account the proposed 1000 car parking spaces seem inadequate.

This situation will be aggravated if public and active transport arrangements prove unsuccessful and a majority of visitors opt to travel by private car. This situation would tend to create overflow on-street parking in surrounding suburbs.

That tendency would be exacerbated by the possibility that a junction between Somerville Road and Robert Street would be created for traffic leaving the facility. A new junction here would remove existing on street parking spaces and compound the loss of on-street spaces in Robert Street arising from the Cruise Passenger Terminal Project.

Consequently the final DGRs should incorporate a detailed Parking Impact Study that collates suitable data, assesses options and puts forward well thought out mitigation measures. It should also identify:

- what on-site and off-site parking provision currently serves the existing Darling Harbour Convention and Exhibition Centre?
- what measures will be taken to discourage car usage to access the site?
- will the parking be free of charge, or will there be payment required?
- both lack of parking and charging for parking could result in an overflow of parking in surrounding suburbs, how will the proponent ensure this does not happen?

### **1.3 Traffic**

Although the proponent stated at the technical project focus group that the access, egress and circulation arrangements are not yet finalised, it is clear from the Indicative Site Plan that Robert Street is being considered as the egress option.

This possibility would raise critical issues for Council in terms of traffic impact on the Robert Street / Mullens Street, Robert Street / Buchanan Street and Robert Street / Victoria Road intersection. There is limited access and egress to the Balmain Peninsula and the Robert Street / Mullens Street intersection is already at capacity during peak hours. Any additional traffic generation at this intersection is likely to cause unacceptable impacts on the local traffic network.

Due to the construction of a new port road for the use of the new Cruise Passenger Terminal at White Bay there has been a significant loss of car parking spaces in Robert Street, Balmain which has caused a significant shortfall of parking in Robert Street. Any further reduction in parking in this area would not be sustainable. The potential cumulative impacts of major



developments and future projects in the area such as Harold Park, the White Bay Cruise Passenger Terminal and Balmain Leagues Club need to be taken into consideration, as each individually put significantly more pressure on the local road network.

Council considers that all traffic to the proposed exhibition facility should use James Craig Road exclusively for both access and egress.

The Final DGRs should therefore be extended to include:

- the cumulative impact from large approved and potential developments in the area
- specific and detailed attention to the Robert Street intersections with Mullens Street, Victoria Road and Buchanan Street
- the potential impact of private-vehicle borne visitors to the largest events such as those identified in section 1.2 above
- the capacity of James Craig Road and its junction with The Crescent to accommodate access and egress of all vehicles that would visit or service the exhibition centre and other existing or proposed land uses already accessed from James Craig Road.

## **2. Acoustic Impacts**

Although consent for the site to be used for entertainment is not being sought there is a possibility that there could be noise impacts from construction and ancillary uses and it would be best to apply a precautionary approach in relation to noise.

Therefore the noise impact assessment definition of “residential development nearby” should include:

- Robert Street, Balmain
- Grafton Street, Balmain
- Donnelly Street, Balmain
- Datchett Street, Balmain East
- Lilyfield Road, Rozelle.

## **3. Event Management**

In addition to the management plans already proposed in the draft DGRs the Council would like to see a Food Management Plan provided.

If the proposal does proceed it is recommended that an event management protocol is established between the proponent, Leichhardt Council, the City of Sydney Council and the Department of Planning and Infrastructure to oversee operational, amenity and safety issues arising from major exhibitions and functions.

#### **4. Marine Works and Water Transport**

The relationship between proposed shuttle ferries and access to the site is addressed in section 1.1 above.

Council requests that consideration be given for the temporary ferry terminal and services to also be available for the use of local residents.

There is no detail in the draft DGRs as to how the Sydney International Boat Show might use White and Johnstons Bay. The Boat Show has taken up a very large area of Darling Harbour in recent years and is likely to have a similar requirement adjacent to the proposed facility.

The possible impact of this aspect of the proposal needs to be assessed in detail, looking at among other things disturbance of seabed contaminants, effects on other users of the harbour and the influence on and from tides and waves.

#### **5. Consultation**

The Leichhardt community has expressed a strong desire to be informed of, to provide information for, and be involved in planning and decision-making processes that affect it.

Leichhardt Council developed its Community Engagement Framework to guide consultation and engagement process and express Council's commitment to open, participatory and transparent governance that forms the foundations of democratic, responsible government.

Residents of Balmain, Rozelle, Lilyfield and Annandale will be concerned by the proposal. The extent and nature of consultation with the local community will be of the utmost importance. Council recommends that the exhibition and consultation process should follow the Council's Community Engagement Framework and including Letters/emails/sms information, Mayoral Columns, media releases, newspaper notices, website information and reports. Secondly, community engagement will be through Public Meetings and exhibitions and submissions from the public. Thirdly, the community will be involved through Focus groups and workshops, Council Meetings and Committees, Precinct meetings, personal briefings and Website interaction and online forums.

## **5.1 Development of consultation task & timeline**

Consideration should be given to the following:

- publicising the Public Exhibition schedule, including opening and closing dates / times of venues where the relevant documents can be viewed
- setting out clearly defined purposes for each consultation, including identifying stakeholders, which are communicated to participants
- explaining the expected process and timeframe for when and how feedback on the outcomes of consultation will be provided to stakeholders and the community.

## **5.2 Implementation**

In light of the proposed Glebe Island temporary exhibition facility and Leichhardt Council's commitment to community consultation and engagement it would be recommended that this matter be viewed as a Major Project, with its potential significant one-off and cumulative impacts on the current situation. Additionally, it has been identified in the Director-General's Environmental Assessment Requirements that specific planning matters may need involvement from identified stakeholders. It is therefore proposed that the Engagement Strategy for this Major Project address the requirements below.

### **5.2.1 Communicating Information to the community**

The provision of timely, accurate and up to date information to the Council / community on the project.

Methods should include:

- information on the project and consultation process, including on relevant websites, particularly the Infrastructure NSW and NSW Department of Planning and Infrastructure websites.
- write a letter/email with accompanying fact sheets to relevant parties, in particular to Precinct Committees.
- letter box drop to surrounding businesses and residents.

### **5.2.2 Seeking Information from the community**

The community will be encouraged to comment on the project.

Methods should include:

- public meeting to allow the community to ask questions and be fully informed about the proposal.
- public exhibition & submissions

- email / correspondence.

### **5.2.3 Involving relevant stakeholders**

Specific planning matters may need involvement from identified stakeholder organisations and individuals.

Methods should include:

- meeting by invitation
- website interaction for example through an online forum.

## **6. Relevant EPIs, Policies and Guidelines**

Council's long standing position in relation to the Bays Precinct is that there should be a moratorium on all developments until a new Master Plan is developed for the area taking into consideration all the development proposals in the area such as the Cruise Passenger Terminal.

In late 2011 the State Government re-convened the Bays Precinct Taskforce. The final report of the Taskforce was submitted to the Minister for Planning and Infrastructure in August 2012.

The report makes a number of recommendations that are applicable to the site in question. The report and associated recommendations need to be addressed in the course of determining this application.

The Final DGRs should include the provision of a composite plan of the area controlled by Sydney Ports that shows the footprints of existing and proposed land uses around the application site. This will help facilitate assessment of the cumulative impacts of projects on and around Glebe Island.

## **7. Built Form and Urban Design**

The draft DGRs should be supplemented to incorporate visual impact assessment of views from Balmain and the harbour, with particular reference to view loss.

## **8. Ecological Sustainable Development (ESD)**

Assessment of how the proposal will achieve ESD principles should consider issues such as embedded energy in temporary structures, mitigation of the impacts of the proposal and life-cycle analysis. The Green Building Council of Australia has developed an infrastructure design tool that could be used in this assessment.

## **9. Heritage**

The draft DGRs on heritage should be extended to consider any impacts on the Conservation Areas that include parts of Balmain, Rozelle and Lilyfield close to the proposed facility.

## **10. Remediation and Contamination**

Council acknowledges that the nature of the temporary structures proposed may not damage the existing concrete slab and disturb contamination below the slab.

There could, however, be other elements of construction such as roads and temporary pontoons in the harbour, that might disturb contaminants. Council considers a risk assessment should be carried out that demonstrates that use of the site for the proposed purpose will not expose visitors and workers to any unacceptable health and safety hazards associated with subsurface soil or water contaminants.

## **11. Environmental, Construction and Site Management Plan**

The draft DGRs should be augmented with the provision of a Construction Traffic Management Plan.

## **12. Economic Impact**

The draft DGRs make no reference to Economic Impact Assessment although the proponent stated at the technical focus group meeting that information on these aspects of the project will be provided.

Council would like the final DGRs to include an Economic Impact Assessment that covers the following issues:

- what contribution this business sector makes to the NSW and Leichhardt economies, especially in Balmain and Rozelle. This should incorporate information on gross per capita incomes, gross domestic product, employment, services and tourism
- the implications of closing the Darling Harbour facility without replacing it with a temporary exhibition centre in terms of potential loss of exhibitions and convention to other Australian states and overseas
- the feasibility of redeveloping the existing Darling Harbour centre in a staged investment fashion that would enable the exhibition and convention uses to continue while new additional facilities are created without the need for a temporary facility.

### 13. Social Impact

Requirements to consider social impacts of developments major projects and policies are guided by legislation and Council policy. The legislative framework ranges from general requirements to specific obligations and includes:

- The *Environment Planning and Assessment Act 1979 Sec 79C(1)* specifying the matters Council should take into consideration when assessing Development Applications: *“The likely impacts of that development, including environmental impacts on both the natural and built environments and social and economic impacts in the locality.” (Sec 79C(1)(b).)*
- The *Liquor Act 2007* which specifies the circumstances under which an application for a new liquor licence, extended trading hours, or variation of a liquor licence require the applicant to lodge a Community Impact Statement (CIS) with the Office of Liquor Gaming and Racing (OLGR) and notify their local council.

Leichhardt Council’s Social Impact Assessment Policy and Guidelines have been developed as a practical guide and support consistent and transparent considerations of social impacts. These are available through the following link to the Council website:

<http://www.leichhardt.nsw.gov.au/IgnitionSuite/uploads/docs/Social%20Impact%20Assessment%20Policy.pdf>

Despite the temporary nature of the proposal and indeed partly because of its semi-permanent characteristics, the project could have significant social impacts on surrounding communities, the staff of the existing Darling Harbour Convention and Exhibition Centre and the prospective staff of a relocated temporary facility.

Consequently the final DGRs should incorporate a Social Impact Assessment that examines:

- the interaction of activities at the proposed temporary facility with existing community life and amenity in the surrounding area, especially in relation to safety of patrons attending events and community safety, for example, in terms of alcohol related or anti-social behaviour
- the safety of workers at the temporary facility, particularly with regard to access to public transport late at night
- the implications for employees of decommissioning the Darling Harbour facility, commissioning and subsequently decommissioning the Glebe Island centre and eventually re-commissioning the new Darling Harbour centre



- consideration of the probable combined impact on public access to the Cruise Passenger Terminal foreshore of cruise liners in dock and events at the proposed Glebe Island temporary convention centre.
- mitigation of negative impacts from the construction phase and events on the local community.

If you would like to discuss these comments further please contact Roger Rankin, Team Leader Strategic Planning on 9367 9174.

Yours sincerely

A handwritten signature in black ink, appearing to read 'P. Head', written in a cursive style.

Peter Head  
General Manager

## **Attachment 2**

Economic Analysis of Glebe Island Temporary Exhibition Centre by HillPDA

6 December, 2012

Roger Rankin  
Leichhardt Municipal Council  
7-15 Wetherill Street  
Leichhardt NSW 2040

Dear Roger,

## **Re: GLEBE ISLAND TEMPORARY EXHIBITION CENTRE**

Leichhardt Council has commissioned Hill PDA to provide independent economic planning advice regarding the proposed Glebe Island Temporary Exhibition Centre. The advice will assist by informing a submission to be made by Council in relation to the development application that seeks to:

1. Construct and operate a 25,000sqm temporary exhibition centre;
2. Design and construct a new link road, car parking areas and vehicle accessways; and
3. Construct a temporary private wharf, signage and other associated works to facilitate the proposed use.

Of relevance to this assessment, we note that the Development Application (the Proposal) is for a four year period (an estimated 6 month construction period, 3 year operation phase and 6 month dismantle period). Furthermore the facility has been designed as a secure area with access given to visitors arriving either by private vehicle (and parking within the confines of the site) by dedicated shuttle bus from Sydney CBD or via a dedicated direct ferry.

In preparing our advice we have had particular regard to the economic implications of the Proposal to Leichhardt LGA in particular. In doing this we have taken the following approach.

Section 1.1 Profiled some of the key aspects of the Australian exhibition and conference Industry.

Section 1.2 Discussed some of the broader economic impacts of the Proposal.

Section 1.3 Discussed the potential for positive localised economic impacts from the Proposal.

Section 1.4 Investigated means by which to enhance the potential positive impacts.

Section 1.5 Discussed the potential for negative localised economic impacts and means to minimise them.

Section 1.6 Provided conclusions and recommendations.

## 1.1 About the Industry

The Exhibition and Conference industry generated an estimated \$13.6bn across Australia in 2010/2011. Whilst the industry slowed over the course of the Global Financial Crisis (in line with business confidence) it is anticipated to grow at a rate of 2.1% per annum over the next five years<sup>1</sup>.

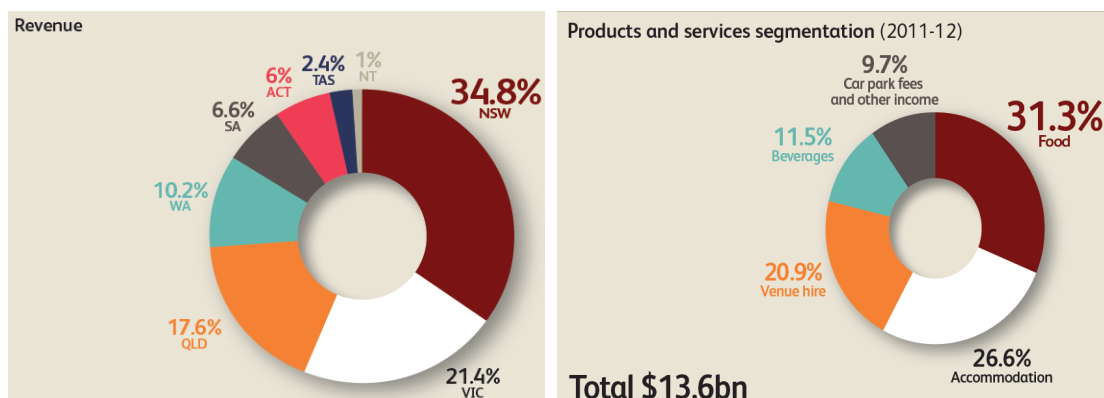
The Exhibition and Conference industry is largely reliant on domestic and international tourists, although local day-trippers comprise an important proportion of visitors to exhibitions in particular. Accordingly the success of the industry is in part dependant on Australia’s ability to promote itself as an attractive Global destination to visit and in part dependant on the accessibility of facilities to central business locations and high footfall areas.

On account of the high Australian dollar, the limited capacity of many existing exhibition facilities, the limited growth in the number of facilities and the relative remoteness of Australia, competition from attractive (and cheaper) overseas locations is a key threat to the industry (i.e. China). According to the Business Events Council of Australia, a key challenge to the success of the industry relates to *“the lack of space to build venues in suitable areas such as business centres”*.<sup>2</sup> As a result of these challenges, it has been estimated that Sydney has been losing around 220 business events per annum resulting in lost rental revenue of \$65m per annum alone<sup>3</sup>.

The Business Council of Australia also recognises that the industry provides many positive externalities to the broader Australian Tourist industry and is therefore a key industry for Government to support and encourage<sup>4</sup>. The industry also plays a role in strengthening and developing local business and its personnel. Through exhibitions and conferences, businesses get practical feedback on their products, improved training as well as exposure to innovation and best practice.

NSW plays a key role in the industry, generating over 34.8% of its revenue. As shown in Figure 1 below, the main means of generating this revenue relate to the cost of hiring the facility; registration fees; accommodation; food and drink sales as well as parking. These economic benefits are discussed further in the context of the Proposal in Sections 1.2 and 1.3 of this letter.

**Figure 1 - Exhibition and Conference Industry Revenue, Products and Services Segmentation**



Source: IBISWorld Industry Report X0018 – Exhibition and Conference Centres in Australia, August 2011

<sup>1</sup> IBISWorld Industry Report X0018 – Exhibition and Conference Centres in Australia, August 2011

<sup>2</sup> Ibid.

<sup>3</sup> TTF & PCA, Revitalising the Convention & Exhibition Industry in Sydney, 2007, p5-8

<sup>4</sup> IBISWorld Industry Report X0018 – Exhibition and Conference Centres in Australia, August 2011

It is understood that the Sydney Convention and Exhibition Centre presently has a 0.8% share of the Australian Exhibition and Conference market. The existing facility comprises 30 meeting rooms and six exhibition halls totalling in the order of 30,000sqm. The centre holds about 600 events annually, including trade exhibitions, national conferences and product launches. Over one million people visit the centre, while international visitors book about 220,000 hotel rooms each year. The Sydney Convention and Exhibition Centre employs in the order of 274 full-time and 581 casual employees<sup>5</sup>.

## 1.2 Broader Economic Impacts

The Director General Requirements, issued by the Department of Planning and Infrastructure (DP&I) requested the identification of the “*key economic benefits and disbenefits to the State of NSW likely to result from the Proposal*”.

In response the APP Environmental Impact Statement (the APP Statement) submitted with the Proposal identified that the exhibition industry generated over \$100m<sup>6</sup> economic benefit to NSW in addition to jobs and employment multipliers (both direct and indirect). Furthermore, the proposed Glebe Island Site (the site) is the only location that could provide the scale of exhibition space required in close proximity to Sydney CBD (please refer to Appendix 1 for a floorspace and capacity comparison of existing exhibition facilities in Sydney). Accordingly the site was identified as critical to honoring the existing bookings made for exhibitions in Sydney.

Notwithstanding these economic factors, when reviewing the broader economic implications of the Proposal (i.e. impacts to NSW) it is important to keep in mind that the Proposal is a temporary facility, providing an alternative location to the existing Sydney Convention and Exhibition Centre whilst it is being redeveloped. Accordingly the source of the economic benefits of the Proposal would be transferred from one site to another (i.e. from Darling Harbour to Glebe Island) and do not represent a net economic gain to Sydney or NSW in this respect.

We therefore support Leichhardt Council’s assertion that the real economic issue for the Proposal for NSW relates to the potential economic cost of closing the facility in Darling Harbour “*without replacing it with a temporary exhibition centre in terms of potential loss of exhibitions and convention to other Australian states and overseas*”<sup>7</sup>. The key economic matter therefore becomes more about keeping Sydney ‘open for businesses’ and competitive in accordance with the NSW 2021 Plan whilst the new facility is built rather than overall net additional benefits from the Proposal to NSW.

To assist in understanding the scale of this potential economic impact, we estimate that the redevelopment of the existing Sydney Convention and Exhibition Centre, without replacement over a four year period, would

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<sup>5</sup> Ibid.

<sup>6</sup> It is noted that the APP submission does not source nor profile how this figure was estimated / what it is based on. The figure appears to relate however to the value of the industry across NSW as a whole rather than the revenue associated with the existing Exhibition and Conference facility in Darling Harbour.

<sup>7</sup> Council Submission dated October 12, Page 8

result in the loss of approximately \$435m direct revenue for NSW<sup>8</sup>. In turn, the flow on benefits of this revenue, such as jobs in the service, IT and management industry (i.e. hotel accommodation, entertainment and equipment providers, event management, photography, audio visual, security, electrical and lighting and transport industries) would also be lost.

To quantify the degree of part of this loss, we have utilised the visitor figures put forward by the APP Statement. The Statement estimates in the order of half a million visitors would be attracted to events held in the proposed facility per annum. Assuming a quarter of these visitors were from interstate or overseas, this would conservatively represent a loss in excess of \$50m per annum in tourism related expenditure<sup>9</sup>.

The APP Statement identifies that on account of its proposed size and proximity to Sydney CBD, the proposed Glebe Island facility would enable 83% of the existing 155 exhibition bookings over a three year operation period (allowing 6 months for construction and dismantle). We calculate that this would result in the retention of \$271m direct expenditure in NSW in addition to the indirect economic flow on benefits of this revenue.

The lack of a temporary facility over the four year period would also result in the loss of 274 full-time and 581 casual jobs.

As a final consideration, some modest direct benefits would flow from the construction of the temporary facility through jobs and demand for goods and services. Indirectly there may also be benefits from the Proposal as it would enable the construction of a new facility in Darling Harbour however this does not form part of the Proposal.

### 1.3 Local Positive Economic Impacts

Whilst there are few net additional benefits likely to directly stem from the Proposal to the State level, the relocation of the facility (albeit temporarily) has the potential to support and enhance the local economy of Leichhardt LGA.

These potential benefits are outlined and discussed further in this section in the context of the temporary nature of the facility, its location within the context of Leichhardt LGA as well as the intended operation of the facility (referenced on Page 1 of this letter). In light of these characteristics, the proceeding section investigates ways to maximise the potential positive implications of the Proposal to the local community and its businesses.

**Flow on benefits to Leichhardt's businesses:** the APP Statement identifies that the Proposal "*will have a number of economic benefits to local businesses through local spending (i.e. accommodation, food, arts and entertainment)*"<sup>10</sup>. As discussed in Section 1.2, close to 70% of revenue in the industry has been estimated to stem from the demand for food, drink and accommodation. This represents a new and important opportunity for local businesses to benefit from the attraction of tourists and local visitors to the facility and their flow on spending.

<sup>8</sup> Assuming SCEC comprises 0.8% of the \$13.6b annual Australian market

<sup>9</sup> Based on expenditure generated by domestic overnight tourists as established by the Sydney Region, Regional Tourism Profiles 2009/2010.

<sup>10</sup> Page 119, APP Submission



Upon closer review of the intended design and operation of the facility including:

- the use of shuttle buses to and from the City;
- the controlled nature of the facility (i.e. no pedestrian access in / out of the facility); and
- the physical separation of Leichhardt's centres from the site;

we believe that in practice there is likely to be modest direct flow on benefit as a result of the current Proposal as the majority of this revenue will be spent either within the confines of the facility or associated with accommodation in Sydney CBD. To help address this issue we have identified a number of potential modifications to the Proposal and its commitments.

One suggestion for a mechanism to enhance the economic benefits for the local area put forward as part of the Proposal was the promotion of Leichhardt LGA on the *Glebe Island Expo Website* and the distribution of local information (i.e. places to stay, eat and visit in Leichhardt LGA) to event convenors, visitors and delegates. Given that an estimated 46% of all international convention delegates participate in pre or post touring to other parts of the Country<sup>11</sup> and an estimated 28% bring a partner, this is considered a positive idea. The promotion of Leichhardt would inform visitors of the local interests and invite them to extend their activities to explore the local area, thereby creating a larger market of visitors to Leichhardt's business centres.

Notwithstanding the merits of this idea, there are a number of challenges that could influence its effective outcome. The first challenge being the lack of connectivity between the site and Leichhardt's centres. This is because all of the intended shuttle buses and ferries would transfer visitors directly back to the City i.e. in an easterly direction discounting the potential connections to centres to the immediate south or west of the site in Leichhardt LGA. Accordingly visitors would be required to backtrack or return on another day to Leichhardt LGA to visit its attractions thereby limiting prospects and reducing the scale of possible flow on benefits to businesses.

The second challenge being a lack of hotel / motel / serviced accommodation in the LGA. Our review of ABS tourism statistics indicates that Leichhardt LGA had no facilities of this nature as of 2012 with only one hostel (the number having reduced from 2 in 2011)<sup>12</sup>. As a consequence opportunities to secure part of this revenue potential is also largely eliminated with the bulk being captured by tourist facilities located within Sydney CBD.

**Construction employment and multiplier effects:** The construction industry is a significant component of the economy accounting for 7.3% of Gross Domestic Product (GDP) and employing close to one million workers across Australia. The Proposal would result in some net gains in relation to construction related jobs, albeit modest benefits owing to the temporary nature of the facility and brief construction period i.e. 6 months. Notwithstanding this, there would be some resulting economic and employment related benefits to Leichhardt LGA given that the industry has strong linkages with other sectors. It would also

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11 Melbourne Convention and Visitors Bureau (2010), Business Events Facts & Figures, available at: <http://www.mcvb.com.au/about-mcvb/research/business-events-facts-and-figures.aspx>

12 1379.0.55.001 National Regional Profile, Leichhardt (A), 2006-2010

create temporary local opportunities for employment and some increased demand for goods i.e. supplies, IT equipment or catering that could be accommodated by local businesses.

**Local employment opportunities:** it is understood that the Sydney Convention and Exhibition Centre presently employs approximately 274 permanent and 581 casual staff. Whilst the majority of these workers are likely to be transferred from the existing facility to the proposed temporary facility (and back again), there may be some opportunities created for residents of Leichhardt LGA on account enhanced accessibility, particularly for younger residents or those looking for more casual work opportunities.

Furthermore in terms of pure job numbers, the proposed facility would generate a far greater yield or density of jobs on the site in comparison to its existing Port related storage and logistics use. It would also provide a mix of jobs that would be more suited to the service orientated and professional skill set of existing residents within the LGA.

**Reinforce Industry Clusters:** the development of a major exhibition space within Leichhardt LGA could help to market and reinforce Leichhardt as a location for creative industries to cluster and showcase their work. As part of the development, the Applicant may agree to provide:

- dedicated space during events for local artists and creative industries to showcase their work. This would benefit local industries through effective marketing and exposure to additional clientele;
- financial and / or in kind sponsorship for local artists to commission works; and
- opportunities for pop up art to be located on the site increasing opportunities for exposure.

The creation of a focal point for these industries could form an effective marketing strategy and create a magnet to attract new creative industries to Leichhardt LGA. This would support objectives to facilitate new high value industries in the LGA that generate knowledge based employment opportunities in keeping with the skills of local residents.

A pre-feasibility study of the facility<sup>13</sup> also identified the innovation and knowledge benefits business events can have to economies such as Leichhardt's. Based on a study by Foley et al, it was found that such beneficial outcomes included:

- Knowledge expansion;
- Networking, relationships and collaboration;
- Educational outcomes;
- Fundraising and future research capacity;
- Raising awareness and profiling; and
- Showcasing and destination reputation<sup>14</sup>.

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<sup>13</sup> A world class convention and exhibition centre for Sydney Pre-feasibility Study, Final Report September 2012, PWC

<sup>14</sup> Foley et al. (2010), A Scoping Study of Business Events: Beyond Tourism Benefits, p. 26

These benefits can be difficult to quantify however they are well recognised as factors that attract businesses to a location and support the growth of existing businesses. Furthermore these benefits can spread across all industry sectors and uses located in a variety of employment locations in the LGA.

**Stimulus for White Bay Masterplan:** the APP Statement identified that *“Procuring the Glebe Island Interim Facility as a turnkey facility will allow industry to innovate and potentially offer a better value proposal to Government”*. Whilst this is a less immediate potential economic benefit of the Proposal, it is agreed that the use of the site for a facility of this economic importance and prominence may assist in stimulating ideas and prospects from across government and the industry for the longer term use of the site and the broader area.

This could in turn reinforce the need and impetus for a cohesive and considered White Bay Masterplan ultimately leading to broader economic and social benefits including the adaptive reuse of the White Bay Power Station and the viable reinstatement of Glebe Island Bridge as a working pedestrian access way (discussed further below).

## 1.4 Means of Enhancing Positive Local Outcomes

As outlined above, there are a number of modest means by which the Proposal (as it is currently designed) could generate economic benefits for Leichhardt LGA. Our analysis has however identified a number of modifications that could be made, or additional aspects that could be added to the Proposal to enhance these opportunities and their scale.

The following section lists some of these opportunities and means of enabling them.

**Enhance Opportunities for local businesses:** as discussed above, the Proposal seeks to shuttle visitors between the site and Sydney CBD via bus or ferry. This would result in bypassing Leichhardt’s key business centres. To address this issue, we would recommend the addition of a shuttle bus to public transport options and business services in Rozelle and Leichhardt Town Centres (as a minimum) and when possible an additional loop to Annandale and Balmain Centres. This would allow for visitors and partners of exhibitors / delegates<sup>15</sup> to visit these centres, thereby maximizing opportunities for additional activation and pedestrians to feed into the local area and utilise its services. A greater number of visitors to Leichhardt’s centres would have a direct flow on benefit to businesses that rely on passing trade and additional pedestrian activity.

The improved connectivity to the broader area for visitors could have a reciprocal benefit for the Proposal allowing for the direct access of residents of Leichhardt to the facility increasing the potential scope of visitors. It would also help to enhance the experience of visitors, introducing them to alternative locations in Sydney with boutique shops, quality cafes and heritage features.

Subject to alignment with existing transport, there could also be possibilities for the proposed ferry service to shuttle visitors to East Balmain Wharf.

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<sup>15</sup> As referenced above, an estimated 28% of international visitors to exhibitions bring a partner

**Supporting Events in Leichhardt LGA:** A key decisive factor in determining the suitability of a location for an exhibition or conference is the nature and attraction of the local area<sup>16</sup>. By building on the heritage character, retail services, local attractions and events of Leichhardt LGA, there is the potential to enhance the success of the proposed facility.

To achieve the most effective outcomes, we recommend the establishment of a joint event working group for Leichhardt LGA. The group would include key representatives of the Glebe Island Facility as well local Chambers of Commerce, High Street Task Forces, Council and other key interest groups. The joint working group would be charged with coordinating and collaboratively marketing local events (such as food and wine festivals, the Footprints Eco Festival and the Sunset Series or by sponsoring public art exhibitions).

Where possible the Glebe Island Facility would provide sponsorship to the events advocated by the recommended working group as well as broader marketing opportunities (i.e. cobranding on exhibition flyers, websites, radio and other marketing material). This approach would be in the interests of the operators of the proposed facility as it would promote to prospective exhibitors the broader cultural and tourist merits of the Glebe Island location. It would also be in the interests of Leichhardt's local economy as it would attract additional visitors to the LGA to the benefit of local businesses that rely on visitors.

**Enhance Opportunities for Tourism:** As outlined above, Leichhardt LGA has limited opportunity to capitalize on the tourist industry on account of the negligible number of tourist accommodation facilities. This gap in the market presents an opportunity that could be considered further by Council's Economic and Employment Plan.

### **Improved Connections to Pyrmont and Sydney CBD**

Whilst not part of the Proposal, the active use of Glebe Island could lead to support for the longer term prospect of reusing the Glebe Island Bridge for pedestrians and cyclists. The re-activation of the bridge's use would have a number of positive social benefits for Leichhardt LGA's residents as well as those of the surrounding locality such as improved opportunities for passive and active leisure activities leading to improved mental and physical health outcomes.

From an economic perspective, the enhanced physical and psychological connection would allow for an extension of Sydney CBD enhancing the appeal of investing and working in Leichhardt LGA. The successful reinstatement of the bridge would stimulate associated cultural, heritage and economic uses would also create a destination for residents, visitors and tourists to the area to the benefit of businesses in the LGA reliant on passing trade. Examples of successful pedestrian linkages include the Coogee to Bondi walk, the Bay Run as well as the Manly to Seaforth walk. International examples include South Bank and Butlers Wharf in London which have fostered opportunities for cafes, offices and retail.

The increased value of these areas to visitors and the level of pedestrian activity could in turn translate into improved development viability. This could result in the active re-use and regeneration of these areas resulting in positive contributions to both Leichhardt as well as NSW's economy.

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<sup>16</sup> IBISWorld Industry Report X0018 – Exhibition and Conference Centres in Australia, August 2011

## 1.5 Potential Local Negatives

Our review has identified two key aspects of the Proposal that could result in adverse economic impacts as discussed below.

**Impacts to the Operation of the Port:** The Port is a key site in Sydney for the receiving and storage of cargo including gypsum, cement and sugar. Given the strategic economic importance of the Port and the significant number of people visiting the proposed facility, disruptions to its use could have an adverse economic impact to Sydney as a whole.

We understand however that the potential for any disruptions and adverse implications to the wider Port have been discussed and resolved as part of preparing the application to ensure that the Port can continue to operate effectively. We also understand that the Site will be returned to its Port use upon cessation of the temporary use. In any case this should form part of an ongoing management plan between the Applicant and Sydney Ports.

**Traffic and parking impacts:** It is understood that some road intersections in the locality are already at capacity. Accordingly the Proposal, coupled with existing peak hour traffic flows in addition to new developments (such as the White Bay Cruise Passenger Terminal, Balmain Tigers redevelopment and the Super Yacht Marina) could exacerbate these impacts.

This could have flow on impacts such as additional traffic congestion, a reduction in air quality, greater transportation costs and an increase in commuting times for businesses, employees and residents. Impacts to businesses as a result of traffic congestion may be both direct and indirect.

Businesses may be directly affected owing to delayed or hindered access to work places or servicing areas owing to congestion. Impacts may result in increased vehicle operating costs, ability to undertake servicing and deliveries or attract suitably skilled staff. Increased traffic congestion can significantly decrease the attraction of a place for a business to invest.

To quantify the economic cost of congestion, a study was commissioned by the Council of Australian Governments (COAG) and undertaken by the Bureau of Transport and Regional Economics (BTRE). The study sought to estimate the average costs incurred as a result of congestion to trip travel times and how they would vary over time. The study also assessed costs relating to air quality, travel time variability, vehicle engine operation and efficiency.

The study found that the 'avoidable' cost of congestion to Australian Capital Cities (as of 2005), was in the order of \$9.4 billion. This figure could be broken down into:

- \$3.5 billion in private time costs (trip delay plus variability);
- \$3.6 billion in business time costs (trip delay plus variability);
- \$1.2 billion in extra vehicle operating costs; and
- \$1.1 billion in extra air pollution damage costs.

By city, Sydney had the highest estimated avoidable cost of congestion of \$3.5 billion followed by Melbourne at \$3.0 billion. Forecasting the growth in cost, the BTRE estimated that the avoidable social

cost of congestion would more than double over the 15-year period between 2005 and 2020 to \$20.4 billion. Over \$9 billion of this cost related to business vehicle use. For Sydney alone, the cost of avoidable congestion was forecast to increase to \$7.8 billion by 2020.

The BTRE study also identified additional flow on costs of congestion that were not assessed as part of the study. Relevant to this study were the likely costs incurred by businesses having to re-locate or close due to restrictions to their operations as a result of congestion. A cost of congestion to business includes reduced business productivity.

In light of the potential adverse economic impacts of additional traffic congestion around the Site and connecting streets, the potential for cumulative growth in traffic and associated travel delays must be carefully managed. The means by which to do this are discussed in greater detail by Council's traffic and transport consultants.

It is also highlighted that whilst there are likely benefits of attracting additional visitors from the facility into Leichhardt's Centres such as Rozelle, Norton Street and Balmain, there may be flow on impacts to demand for car parking and public transport that would also need to be carefully considered so as to avoid any unintended adverse impacts to these locations.

## 1.6 Conclusion

The Proposal would result in a transfer of economic benefits from one site to another resulting in marginal net economic gain for NSW. The Proposal would however help to maintain and support a key existing industry in NSW and Australia during the course of improvements to the existing facility in Darling Harbour. We estimate that this could translate into \$271m of direct retained revenue to NSW over the life of the Proposal.

With respect to Leichhardt LGA, as proposed the temporary Glebe Island Exhibition Centre would create a modest overall economic benefit over the four year construction and operational period. The scale and influence of these benefits could however be notably enhanced through some minor yet important amendments / additions to the Proposal including:

1. The addition of a shuttle bus service to Leichhardt's key business centres;
2. The commitment by the Applicant to work collaboratively with Leichhardt Council to establish a joint working group and to co-ordinate, support and sponsor local events so as to broaden and enhance the visitor experience to the benefit of Leichhardt's local economy.

The Proposal also highlights some longer term economic prospects for Leichhardt LGA including future opportunities for the use of the Glebe Island site, Glebe Island bridge and a potential focus on addressing the gap in the local tourist accommodation market across broader Leichhardt LGA.

I trust that this advice is of assistance and should you have any questions please do not hesitate to contact me in our Sydney office on 02 9252 8777.

Yours sincerely,

Sarah Hill  
Director  
**Hill PDA**



# Appendix 1

▼ Table 2 Major Sydney facilities hosting conventions and exhibitions (as at July 2010)<sup>23</sup>

Facility	Maximum convention capacity	Continuous exhibition space	Distance from Sydney CBD	Types of events	Facility issues and potential for expansion
Sydney Convention and Exhibition Centre (SCEC)	12,000 m <sup>2</sup> (max 3,500 seats per event)	30,000 m <sup>2</sup>	1km	All types including fairs, conventions, exhibitions (fashion and motor), parties and galas	Lack of floor layout flexibility Booking conflicts
Sydney Entertainment Centre (SEC)	1,564 m <sup>2</sup> (max 12,500 seats per event)	N/A	1km	Auditorium-style events, seminars, banquets	No exhibition space
Sydney Showground (SSG)	7,200 m <sup>2</sup> (max 4,000 seats per event)	21,600 m <sup>2</sup>	15km	Corporate functions, convention dinners, conferences, large consumer shows	Not integrated in a single venue. Second exhibition hall co-located with existing
Moore Park, Playbill Venues	3,100 m <sup>2</sup> (max 3,500 seats per event)	5,400 m <sup>2</sup>	5km	Markets, entertainment events, corporate parties, boutique markets	Not close to train network
Australian Technology Park (ATP)	2,277 m <sup>2</sup> (max 2,500 seats per event)	6,850 m <sup>2</sup>	4km	Technology, fashion, industry, and boutique markets	Constrained by Heritage status of surrounding site
Rosehill Gardens	840m <sup>2</sup> (max 2,000 seats per event)	4,000 m <sup>2</sup>	18km	Convention dinners, outdoor events, conferences with small exhibits	Non-uniform dimensions of hall

Source: A world class convention and exhibition centre for Sydney Pre-feasibility Study, Final Report September 2012, PWC

## **Attachment 3**

Transport Management Strategy Transport Review by Cardno

# Glebe Island Interim Facility

Transport Management  
Strategy Transport Review



Prepared for  
Leichhardt Council  
November 2012

 **Cardno**<sup>®</sup>  
Shaping the Future



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# 1 Introduction

Cardno were engaged by Leichhardt Council to undertake a review of the Transport Management Strategy prepared as part of the Environmental Assessment for the Glebe Island Interim Facility ('the Facility').

Infrastructure NSW has proposed to redevelop the Sydney Convention and Exhibition Centre in Darling Harbour. During the redevelopment an interim facility is planned to be located at White Bay to compensate for the loss of exhibition space during this time. This Facility will provide 15,000 m<sup>2</sup> of exhibition space with expansion space of 10,000 m<sup>2</sup>.

The Facility has the potential to have a significant impact on the adjacent transport system and road network, especially when other concurrent developments and changes in the surrounding land use associated with the relocation of the Cruise Passenger Terminal, Rozelle Village, the redevelopment of Harold Park and the Super Yacht Marina Club are considered.

The purpose of this review is to examine the Traffic Management Strategy for the Facility, consider the cumulative impacts of all the currently proposed land use changes on the transport network surrounding White Bay, including the road network, multi-modal accessibility, parking provision and construction traffic. Ideas on potential ways to mitigate any resulting impacts are also presented for consideration by Council.

This document details the findings and recommendations from the review. The structure of the document is as follows:

- > **Section 2** provides a summary of the transport assessments undertaken for the other key surrounding future land use changes.
- > **Section 3** provides an overview of Glebe Island Interim Facility Transport Management Strategy.
- > **Section 4** outlines the potential transport impacts associated with the facility and surrounding land uses.
- > **Section 5** outlines measures to minimise potential transport impacts.
- > **Section 6** summarises the findings and recommendations of the report.



## 2 Background Document Review

### 2.1 Proposed White Bay Cruise Passenger Terminal, Transport Report – Prepared by Halcrow

#### 2.1.1 Project

The New South Wales Government decided in 2008 that the existing Darling Harbour No. 8 Cruise Passenger Terminal would be permanently relocated to accommodate the redevelopment of Barangaroo. It was established that a new purpose built Cruise Passenger Terminal facility would be constructed at White Bay Wharf No. 5 with secondary berthing at White Bay No. 4. The terminal has also been proposed to include a 500 seat function centre operating at all times except when ship is in dock.

#### 2.1.2 Traffic Assumptions

##### 2.1.2.1 Trip Generation

It is anticipated that the passenger cruise terminal will attract approximately 120 cruise ships per annum with the peak activity occurring between October and April. Based on surveys undertaken of the existing facility at Darling Harbour, the White Bay passenger cruise terminal is expected to generate approximately 205 vehicles in the morning peak period. Although not part of this specific review, AECOM, in their preparation of the Transport Management Strategy for the Glebe Island Interim Facility noted that the Halcrow trip generation is potentially low due to basing their assessment on surveys of the existing facility at Darling Harbour. AECOM have increased the Halcrow traffic generation by 20% to account for an expected increase in private vehicle usage at the White Bay facility compared to the Darling Harbour facility.

It is further noted that the White Bay 5 berth will predominantly function as a 'home' port service. A home port service is a location where ships return to as both an origin and destination, turning over all passengers. This is distinct from a terminal where ships stop over as part of a longer voyage, and which allow passengers to remain on board while the ship is at berth. A home port is likely to have a higher trip generation than a stop over berth, as all passengers require transport for themselves and their luggage both to and from the ship.

Although it is a condition of consent that the function centre not operate when a ship is a dock, most ships at the White Bay 5 berth leave dock between 4pm and 6.30pm at night. It is unclear whether this restriction prevents a function being held the same night after a ship has left the berth. There may be a cumulative impact of bump in for the function occurring at the same time as passenger loading for the ship, which has not been considered by the assessment.

Access to the cruise passenger terminal will be provided via James Craig Road, as well as service vehicle access to be provided via Robert Street. The access road modifications proposed would result in a loss of approximately 100 parking spaces on Robert Street due to the relocation of the existing fence line to provide sufficient space within the port area for passenger vehicle access via James Craig Road.

##### 2.1.2.2 Parking

It is anticipated that the cruise passenger terminal at White Bay will have a greater private car orientation than the existing facility in Darling Harbour. The parking provision at the new site at White Bay will include:

**Table 1 White Bay Passenger Cruise Terminal Parking Provision**

Classification	Number of Spaces
Long term car parking	200
Short term car parking	200
Drop off	8
Coach parking	5
Coach overflow parking	14
Mini-bus parking	8
Taxi pick-up	6
Taxi waiting area	30

Given the limited public transport accessibility of the White Bay terminal and its use as a home port, it is likely that the long stay car park would be well utilised. It would be reasonable to assume that the terminal operator would seek to gain the greatest commercial advantage of the operation of the car park as possible, by adopting parking rates which sought to maximise cars parked and revenue.

#### 2.1.2.3 Cumulative Traffic Considerations

As part of the development application, the Transport Management Strategy considered the cumulative traffic generation from the following surrounding land uses:

- > Bailey's Marine Refuelling and Supply Facility.
- > Glebe Island Empty Container Storage Facility.
- > Rozelle Bay Master Plan.

#### 2.1.3 Intersection Performance

Analysis was undertaken to consider the impact on the performance of key intersections on the road network, specifically along The Crescent and Victoria Road. The peak periods considered in the assessment were:

- > AM Peak – 7:00 to 9:00am
- > PM Peak – 4:00 to 6:00pm

It is noted from the Sydney Ports Corporation berthing schedule November 2012- November 2020 (13<sup>th</sup> November 2012 update) that the arrival of all ships to the White Bay terminal is scheduled to occur at the time slot of 7am. As a result, all ship arrivals will coincide with the AM peak period on the adjacent traffic network. The ship departure time is noted in the schedule as predominantly occurring at 4pm, although some ships are scheduled at 6.30pm or later. A 4pm departure would be very unlikely to coincide with PM peak hour traffic, however a 6.30pm departure may have some impact. This impact would coincide with the peak hours modelled by Halcrow.

The performance of the intersections surrounding the proposed Glebe Island Interim Facility is shown in **Table 2** for each of the scenarios considered in the Transport Management Strategy.

**Table 2 Intersection Performance**

Intersection	Scenario	AM Peak	PM Peak	Saturday Peak
The Crescent / Victoria Road	Base	D	C	-
	Base + Cruise Terminal + Cumulative	E	D	-
	Base + Function Centre + Cumulative	E	D	-
The Crescent / City West Link	Base	D	C	-
	Base + Cruise Terminal + Cumulative	E	C	-
	Base + Function Centre + Cumulative	E	C	-
Victoria Road / Robert Street	Base	F	E	-
	Base + Cruise Terminal + Cumulative	F	D	-
The Crescent / James Craig Road (with proposed upgrades)	Base	C	C	-
	Base + Cruise Terminal + Cumulative	D	C	-
	Base + Function Centre + Cumulative	D	E	-
Mullins Street / Robert Street	Base	C	D	-
	Base + Cruise Terminal + Cumulative	C	D	-

#### 2.1.4 Construction Traffic

The construction traffic associated with the passenger cruise terminal is expected to occur for a period of 18 months. The Transport Management Strategy assumed that at the peak of construction activities there would be approximately 200 workers, of which 30% would arrive/depart during the commuter peak periods.

It is expected that approximately 10 truck movements would be generated during the peak periods and would access the site from Robert Street via Victoria Road.

It is likely that the peak construction activity will be finished before the construction of the Glebe Island Interim Facility resulting in minimal cumulative impact of construction traffic.

#### 2.1.5 Transport Network Improvements

As a result of the relocation of the cruise passenger terminal to White Bay, the transport assessment recommended that the intersection of The Crescent/James Craig Road be upgraded to provide additional capacity to accommodate the increase in traffic flows. The upgrades proposed to the intersection are currently being constructed.

The assessment concluded that no other major transport related issues would result from the relocation of the cruise passenger terminal.

#### 2.1.6 Summary

The trip generation assumed in this assessment was based on survey data of similar activities at the existing Darling Harbour Cruise Passenger Terminal, acknowledged by AECOM in the Facility Transport Strategy as potentially underestimating private vehicle trip generation by approximately 20%. This data was used as a basis for the traffic analysis in the Transport Management Strategy for the Facility. The peak periods in each of the studies were different and so different traffic volumes have been assessed.

The parking provision at the new Cruise Passenger Terminal will be in 400 spaces, made up of both long and short term parking. This parking has been assumed available for use by the Facility; however only at times when ships are not docked. It is noted that the long term car parking will likely be utilised at other times between cruise ships departing and arriving, particularly as a result of this being a home port for the ships using the terminal. This reduced parking availability has not been considered in the Transport Management Strategy for the Facility, and the indeterminate nature of the availability of parking spaces in those car parks would make it extremely difficult for the event managers of the Facility to be able to pre-sell parking spaces in those car parks. Additionally, there is no guarantee that the White Bay Terminal would make these spaces available to the Facility, or that the spaces would actually be constructed. The inclusion of the 400 spaces in calculations for parking of the Facility appears flawed.

The traffic results in this study contains a number of irregularities; including that intersection operation at some intersections would improve as a result of additional traffic flow to and from the development, without any additional infrastructure being provided. Without detailed assessment of the traffic modelling it is difficult to rely on any of it as a result of those apparent irregularities.

## 2.2 Rozelle Village (Balmain Leagues Club) - Transport Management & Accessibility Plan Preferred Project Report – prepared by GTA Consultants

### 2.2.1 Project

Balmain Leagues Club submitted an original development application to Council, which was subsequently referred to Joint Regional Planning Panel (JRPP) and refused. A new application was then lodged with the Department of Planning under Part 3A proposing the redevelopment of their existing site on Victoria Road as a mixed residential/commercial/retail complex including the new premises for the Balmain Leagues Club. The new development will be referred as the Rozelle Village. Assumptions

### 2.2.2 Traffic Assumptions

#### 2.2.2.1 Trip Generation

It is expected that the new Rozelle Village will generate approximately 330 trips in the AM peak, 560 trips in the PM peak and 520 trips on a Saturday mid-day peak based on assumptions documented in Transport Management & Accessibility Plan (TMAP), as shown in **Table 3**.

**Table 3 Rozelle Village Trip Generation**

Peak Period	Trip Generation
AM Peak	336 veh/hr
PM Peak	562 veh/hr
Saturday Peak	516 veh/hr

#### 2.2.2.2 Cumulative Traffic Considerations

As part of the development application, the TMAP has considered the cumulative traffic generation from the following surrounding land uses:

- > Carrier Site, Rozelle.
- > Cruise Passenger Terminal, White Bay.
- > Inner West Busway.
- > Harold Park Paceway.
- > Sydney Super Yacht Marina.
- > Callan Park Masterplan.

### 2.2.3 Intersection Performances

Analysis was undertaken to consider the impact on the performance of key intersections on the road network, specifically along The Crescent and Victoria Road. The peak periods considered in the assessment were:

- > AM Peak – 7:00 to 9:00am
- > PM Peak – 4:00 to 6:00pm
- > Saturday Peak – 11:00am to 1:00pm

The performance of the intersections surrounding the proposed Glebe Island Interim Facility is shown in **Table 4** for each of the scenarios considered in the TMAP. It is noted that the peak periods assessed are generally consistent with those used in the Transport Management Strategy prepared for the Facility; however are two hour peaks instead of one hour peaks.

**Table 4** Rozelle Village Intersection Performance

Intersection	Scenario	AM Peak	PM Peak	Saturday Peak
The Crescent / Victoria Road	Base	F	F	D
	Base + Rozelle Village + Cumulative	F	F	D
The Crescent / City West Link	Base	F	E	D
	Base + Rozelle Village + Cumulative	F	F	E
Robert Street / Victoria Road	Base	F	C	C
	Base + Rozelle Village + Cumulative	F	C	C
James Craig Road / The Crescent	Base	B	B	A
	Base + Rozelle Village + Cumulative	B	A	A

#### 2.2.4 Construction Traffic

The Rozelle TMAP has identified that peak construction traffic generation is estimated to occur during the excavation and podium/tower construction periods of the project. The excavation and podium/tower construction activities are likely to generate a total of 120 and 140 movements per day, respectively.

It is noted that peak hour restrictions on the use of Victoria Road work zone access may be applied by RMS. More importantly, the TMAP has identified that there is a potential to use James Craig Road roundabout as a vehicle turning facility and layover area as part of the proposed construction vehicles access route plans. The likely increase in heavy vehicles on Victoria Road and James Craig Road may impact on operations of the internal traffic operation during event days, especially for the shuttle bus services.

These construction impacts have not been considered in the assessment of the Facility. It is unclear if the construction phase timeline will coincide with the operation of the Facility.

#### 2.2.5 Transport Network Improvements

The TMAP and Paramics modelling undertaken have identified removal of on street parking along Darling Street, Wellington Street and Victoria Road to adequately accommodate traffic generation of the proposed development and address existing congestion and delays. This parking removal was previously opposed by Council and the Community in the JRPP application.

No infrastructure upgrades were included in the recommendations in the TMAP.

#### 2.2.6 Summary

The trip generation assumed in this assessment was based on previous studies undertaken for this site. The trip generation in this study was not considered in the Transport Management Strategy for the Facility.

The traffic analysis in this study considered key land use changes in the White Bay area. The results of the analysis identified that the key intersections along The Crescent and Victoria Road would not experience a significant degradation of level of service as a result of the development, however it is noted that many intersections were shown to operate at Level of Service F, and there is no worse category of operation.

It is worth noting that the Levels of Service identified in this traffic modelling show a worse traffic operation compared to the cruise terminal.

## 2.3 Harold Park Paceway – Transport, Traffic and Access Study (Stage 2) – prepared by Arup Pty Ltd

### 2.3.1 Project

The NSW Harness Racing Club, owner of Harold Park has relocated from the Harold Park Paceway to Menangle Park and sold the site to support the industry. The key land use features of the proposed site redevelopment consist of residential, commercial, retail and community uses.

### 2.3.2 Traffic Assumptions

#### 2.3.2.1 Trip Generation

It is expected that the proposal will generate approximately 460 trips in the AM peak, 690 trips in the PM peak and 750 trips on a Saturday mid-day peak based on assumptions documented in “Harold Park Paceway – Transport, Traffic & Access “Addendum” Study” as shown in **Table 5**.

The study has assumed that an estimated 22% of the total residential, commercial and retail development trips travel via the City West Link.

**Table 5 Harold Park Trip Generation**

Peak Period	Trip Generation
AM Peak	461 veh/hr
PM Peak	692 veh/hr
Saturday Peak	754 veh/hr

### 2.3.3 Intersection Performance

Analysis was undertaken to consider the impact on the performance of key intersections on the road network, specifically along The Crescent and Victoria Road. The peak periods considered in the assessment were:

- > AM Peak – 8:00 to 9:00am
- > PM Peak – 17:00 to 18:00pm
- > Saturday Peak – 16:30 to 17:30pm

The performance of the intersection of The Crescent/City West Link near the proposed Glebe Island Interim Facility is shown in **Table 6** for each of the scenarios considered in the transport assessment. . It is noted that the AM and Saturday peak periods assessed are not consistent with those used in the Transport Management Strategy prepared for the Facility. Furthermore, the intersection analysis did not include cumulative traffic from other surrounding developments

**Table 6 Level of Service – The Crescent / City West Link**

Intersection	Scenario	AM Peak	PM Peak	Saturday Peak
The Crescent / City West Link	Base	B	C	B
	Base + Harold Park	C	D	C

### 2.3.4 Construction Traffic

Construction traffic movements were not specifically considered in the transport assessment for the Harold Park redevelopment. However, it should be noted that the construction of Harold Park may not coincide with the timing of operation of the facility.

### 2.3.5 Transport Network Improvements

The Harold Park Paceway study has identified that there is limited spare capacity available at the existing arterial road network especially to the north at City West Link / The Crescent and this is largely related to the regional traffic network and traffic flow issues.

### 2.3.6 Summary

The trip generation assumed in this assessment did not consider any surrounding land use changes and was calculated based on parking provision.

The traffic analysis identified that the intersection of The Crescent/Johnston Street/Chapman Road will operate at capacity. The analysis showed that the intersection of City West Link/The Crescent will operate with satisfactory levels of service.

Although limited reliance on the modelling can be made as a result of not taking into consideration the cumulative impacts of other development, it is worth noting that the increase in traffic volume attributable to the development was enough to drop the Level of Service of the Crescent/ City West Link from a B to a C in the AM peak, and from a C to a D in the PM peak. This would indicate that for any assessment of adjacent development that did not consider the impacts of Harold Park redevelopment, is likely to understate the traffic impacts at that intersection, and likely others adjacent to it.



## 3 Glebe Island Interim Facility

### 3.1 Project Outline

#### 3.1.1 Project

Infrastructure NSW will be redeveloping the Sydney International Convention, Exhibition and Entertainment Precinct (SICEEP) at the end of 2013. An interim facility has been proposed at Glebe Island to provide additional exhibition space to compensate the loss of space during the redevelopment of the SICEEP.

#### 3.1.2 Traffic Assumptions

##### 3.1.2.1 Trip Generation

The Transport Management Strategy assumed a peak trip generation rate for a typical event and a peak event for weekday and weekend peak periods. The peak period trip generation for car, bus and ferry trips assumed in the Transport Management Strategy are shown in **Table 7** below. The trip generation was based on a loading profile which assumed the trip generation within the AM peak period would only be associated with Bump-in/Bump-out trips.

**Table 7 Glebe Island Interim Facility Trip Generation**

Peak Period	Mode	Trip Generation (Typical Event)	Trip Generation (Peak Event)
Weekday AM	Car	-	-
	Bus Passengers	-	-
	Ferry Passengers	-	-
	Bump-in/Bump-out	50	50
Weekday Midday	Car	200	200
	Bus Passengers	435	1,695
	Ferry Passengers	315	1,365
	Bump-in/Bump-out	50	50
Weekday PM	Car	100	100
	Bus Passengers	510	1,980
	Ferry Passengers	370	1,590
	Bump-in/Bump-out	22	22
Saturday Peak	Car	200	200
	Bus Passengers	875	2,725
	Ferry Passengers	613	2,150
	Bump-in/Bump-out	0	0

A notable omission appears to relate to taxi and potentially private vehicle trips picking up and setting down associated with the event, on the basis that bump in and bump out trips relate to loading activity for the events. Additionally, no information has been provided in order to be able to link bus passenger numbers with bus trips, to confirm the trip generation used in subsequent traffic modelling.

##### 3.1.2.2 Access

The primary access for vehicles to the facility will be via James Craig Road. This route would be in operation for egress throughout the day, however an additional egress route is proposed onto Robert Street from Somerville Road would be used in major events and during peak discharge periods of car parks. The secondary egress is intended to restrict traffic to left out only. During the times it is in use, the majority of cars leaving the site would do so via the secondary egress, given the close proximity to the White Bay Cruise

terminal car parks and also the larger Facility car park. It is appropriate, for the worst case scenario, to assume most traffic departing the Facility during the PM peak would use Robert Street.

Shuttle bus services have been proposed to operate within the precinct to move pedestrians safely between the car parks, a pick up and set down facility in James Craig Road, and the facility.

A key mode of proposed access to the Glebe Island Interim Facility is by chartered buses. The Transport Management Strategy proposed that the pick-up points be determined based on the prior events and information collected from ticket sales. Furthermore, it identifies Central Station as a primary pick-up point for chartered buses to/from the facility. The chartered buses will access the facility via James Craig Road and utilise a bus platform near the access to the facility.

A ferry wharf has been proposed to provide access to/from the Facility. Access will be provided between the Facility and Darling Harbour and Circular Quay.

Existing pedestrian and cyclist facilities are provided along James Craig Road, which connect to the shared path along the Western Distributor. Due to the industrial traffic movements on Somerville Road no direct pedestrian connectivity to the facility will be provided. It has been proposed that pedestrian access will be provided to the Facility from a dedicated pick up point in James Craig Road.

Cyclist storage facilities are proposed at all the Facility car parks.

### 3.1.2.3 Parking

The proposed layout plan for the Glebe Island Interim Facility includes provision for parking of up to 1000 vehicles. This includes the use of the short term and long term parking amenities at the passenger cruise terminal at WB-4 and WB5. The remainder of parking provision, all 600 spaces, will be directly associated with the interim facility.

As previously stated, the indeterminate nature of use of the cruise terminal car parks will make it very difficult for event organisers at the Facility to pre-sale parking tickets for those car parks. The suitability of inclusion of the additional 400 spaces for event parking appears incorrect given the available details of how parking would be managed during events at the Facility.

### 3.1.2.4 Cumulative Traffic Considerations

As part of the Environmental Assessment, the Transport Management Strategy has considered the cumulative traffic generation from the following surrounding land uses:

- > Cruise Passenger Terminal, White Bay.
- > Glebe Island bulk storage and other ongoing activities.

The Cruise Passenger Terminal trip generation was based on the survey data provided in *the Proposed White Bay Cruise Passenger Terminal, Transport Report (Halcrow 2010)* with an additional factor of 20% applied to account for discrepancy in the way Halcrow accounted for private vehicle trip generation. The trip generation for the White Bay Cruise Passenger Terminal is shown in **Table 8**.

**Table 8** White Bay Passenger Cruise Terminal Trip Generation

Peak Period	Trip Generation (two-way)
AM Peak	118 veh/hr
Midday Peak	212 veh/hr
Evening Peak	0 veh/hr
Saturday Peak	377 veh/hr

The Glebe Island bulk storage and other ongoing activities trip generation was based on data provided by Sydney Ports Corporation and is shown in **Table 9**.

**Table 9 Glebe Island Bulk Storage and Other Ongoing Activities Trip Generation**

Peak Period	Trip Generation (two-way)
AM Peak	0 veh/hr
Midday Peak	40 veh/hr
Evening Peak	0 veh/hr
Saturday Peak	34 veh/hr

It is noted that the Rozelle Village redevelopment, Harold Park redevelopment and Super Marina Yacht Club were not considered in Transport Management Strategy for the Facility. This is further discussed in **Section 3.3**.

### 3.2 Construction Traffic

The construction traffic associated with the facility was not considered in the Transport Management Strategy. The Transport Management Strategy identified the need to develop a Construction Traffic Management Plan at a time when the construction methodology is known and the activities can be better defined.

Given the form and scale of the buildings proposed, the construction traffic impacts are unlikely to be more significant than other existing construction taking place in the precinct, or the operational trip generation of the Facility. It would be recommended that Council review the Construction Traffic Management Plan once prepared to ensure it is to their satisfaction.

### 3.3 Intersection Performance

Analysis was undertaken to consider the impact on the performance of key intersections on the road network, specifically along The Crescent and Victoria Road. The peak periods considered in the assessment were:

- > AM Peak – 7:15 to 8:15am
- > Midday Peak – 1:00 to 2:00pm
- > PM Peak – 5:00 to 6:00pm
- > Saturday Peak – 12:00 to 1:00pm

The performance of the intersections surrounding the proposed Glebe Island Interim Facility is shown in **Table 10** for each of the scenarios considered in the Transport Management Strategy. The traffic analysis shows that all the key intersections will operate within capacity with satisfactory levels of service. This is contrary to the findings of the traffic analysis undertaken for the Cruise Passenger Terminal and the Rozelle Village, even prior to the consideration of the additional traffic proposed to occur due to operation of the Facility.

In those assessments the analysis found that the intersections of The Crescent/Victoria Road, The Crescent/City West Link and Victoria Road/Robert Street all operated at or beyond practical capacity. Furthermore, these assessments did not consider the additional traffic associated with the Facility.

Further consideration and in depth review of the traffic modelling should be undertaken to the operation of the key intersections along The Crescent and Victoria Road to account for the discrepancies in the results of the various traffic assessments.

**Table 10 Glebe Island Interim Facility Intersection Performance**

Intersection	Scenario	AM Peak	Midday Peak	PM Peak	Saturday Peak
The Crescent / Victoria Road	Base	C	B	C	C
	Base + Cumulative + Interim Facility	D	C	C	C
The Crescent / City West Link	Base	C	B	B	B
	Base + Cumulative + Interim Facility	C	B	B	B
Victoria Road / Robert Street	Base	B	B	B	B
	Base + Cumulative + Interim Facility	C	C	C	C
The Crescent / James Craig Road	Base	A	A	A	A
	Base + Cumulative + Interim Facility	A	B	A	A

Additional commentary on the modelled intersection performance is given in **Section 4.1.3**.

### 3.4 Public Transport Provision

Access to the facility will be a key component of its successful operation, as well as its impact on the surrounding road network and wider transport network. The Transport Management Strategy set mode share targets for a typical and peak event. The mode share targets identified in the Transport Management Strategy are shown in **Table 11**.

**Table 11 Glebe Island Interim Facility Mode Share Targets**

Mode	Weekday		Weekend	
	No. of Visitors	Mode Share %	No. of Visitors	Mode Share %
<b>Typical Event</b>				
Car	2,000	44%	2,000	25%
Bus	1,450	32%	3,550	44%
Ferry	1,050	24%	2,450	31%
<b>Peak Event</b>				
Car	2,000	17%	2,000	9%
Bus	5,650	46%	11,900	51%
Ferry	4,550	37%	8,600	40%

The mode share of public transport trips is expected to consist of up to 56% in a typical event and 83% in a peak event on weekdays, and 74% in a typical event and 91% in a peak event on weekends. This highlights the importance of public transport provision to the facility.

The time events are held during the day/ night would have a bearing on the suitability of the assumptions underpinning the use of public transport. For example, an event that finished late at night would be unlikely to receive appropriate public transport support for a patron to continue their onward journey home. This may limit the suitability of the Facility for events which finish outside of busy public transport hours.

The likely public transport peak service requirements were calculated based on the mode share targets and typical capacities for bus and ferry services. The peak service requirements are shown in **Table 12**.

**Table 12 Glebe Island Interim Facility Mode Share Targets**

Peak Period	Event	Service Demand	
		Bus	Ferry
<b>Arrival</b>			
Weekday Peak	Typical	4	1
	Peak	15	4
Weekend Peak	Typical	8	2
	Peak	18	4
<b>Departure</b>			
Weekday Peak	Typical	5	1
	Peak	24	6
Weekend Peak	Typical	8	2
	Peak	24	6

There is limited information provided on average numbers of bus passengers provided per bus, or to account for buses heading to potentially various destinations which may result in lower patronage per bus. This may have an impact on the overall bus volumes for each event, and a subsequent impact on the accuracy of the traffic modelling undertaken.

### 3.5 Consideration of other future land use changes

The Transport Management Strategy for the Glebe Island Interim Facility considered the impacts of the facility on the surrounding transport network and existing traffic volumes, along with the cumulative impacts of some of the surrounding proposed developments. Consideration was given to the future White Bay Cruise Passenger Terminal and the Glebe Island bulk storage and other activities.

No consideration was given to the Balmain Leagues Club (Rozelle Village) redevelopment, the Harold Park redevelopment or the Super Yacht Marina in White Bay. The Transport Management Strategy concluded that the Glebe Island Interim Facility would have no major impact on the surrounding road network and would not require any network improvements.

The proposed egress onto Robert Street from the facility will result in a loss of approximately four parking spaces. Currently Robert Street experiences high levels of parking occupancy, which will be exacerbated by the loss of parking spaces proposed by White Bay Cruise Terminal modifications to Robert Street (loss of approximately 100 spaces).

## 4 Review of Potential Cumulative Transport Related Issues

Cardno have undertaken a review to consider whether the cumulative impacts of the Facility and other future land use changes have been assessed robustly. Consideration was given to the following transport related issues:

- > Road network including traffic capacity
- > Parking.
- > Public transport.
- > Accessibility.

### 4.1 Road Network

The review of the Transport Management Strategy identified a number of potential issues that were potentially not considered robustly and which may have an impact on the operation of the surrounding road network.

#### 4.1.1 Restricting traffic to left out only on Robert Street

The Transport Management Strategy for the Glebe Island Interim Facility identified the need for a secondary egress point on Robert Street. This could potentially result in vehicle rat running through Balmain East with vehicles departing the precinct directly onto Robert Street. Consideration should be given towards designing the access to appropriately manage and control vehicles from turning right onto Robert Street.

Temporary traffic control during peak event egress periods may be a potential way of addressing this issue with the creation of a minimum of additional impacts.

It is noted that although rat running may not be desirable from the protection of residential amenity and local traffic conditions, the spreading of traffic demand across a wider area would be an advantage from a traffic capacity perspective, especially given the limited capacity to turn right from Robert Street into Victoria Road. The suitability of the adjacent road network to accommodate spreading traffic demand is limited, due to the width and alignment of roads and the residential character of the adjacent land use. It is noted that the modelling undertaken for this development has not identified this movement as being an issue, however modelling for other studies has found this intersection to operate at an unacceptable level of service (refer **Section 4.1.3**).

#### 4.1.2 Increased traffic on Robert Street

Consideration in the assessment has not been given to the impact of increased traffic flows along Robert Street as a result of the proposed egress, as well as the operation of the intersection of Robert Street/Mullins Street. Robert Street currently carries low volumes of traffic, has provision for a mixed cycle/traffic lane and 90 degree angle parking along its length. The increase in traffic may result in potential conflicts with cyclists, as well as the interaction between traffic flows and the 90 degree angled parking along the length of Robert Street.

The RMS bicycle guidelines suggest an upper limit of 3000 vehicles per day is appropriate for mixed traffic/cycle lanes. This equates to approximately 300 vehicles per peak hour. Consideration should be given to the appropriateness of the mixed traffic cycle lanes on Robert Street with the increased traffic flows associated with the surrounding land use changes.

#### 4.1.3 Intersection Performance

A review of the methodology used to assess the impact on the surrounding intersections concluded that a robust assessment was undertaken. Consideration was given to the following factors when determining the appropriateness of the trip generation, distribution and assignment:

- > Growth in traffic volumes associated with the Facility and surrounding land uses.
- > Size and location of car parking provision within the precinct.
- > Likely trip distribution to/from the Facility.

It should be noted that traffic associated with Rozelle Village and Harold Park were not considered in this assessment. The addition of a relatively small percentage of additional traffic from these developments may

not contribute towards a reduction in intersection performance provided there is existing spare capacity available. Where movements are already at capacity (for example a short right turn lane), the addition of a small amount of traffic can cause significant congestion. Some of the modelling scenarios undertaken for other developments shows there is no spare practical capacity at some of the key intersections, while other sets of modelling show that there is capacity available. Detailed comparison of the traffic modelling between previous reports and the Transport Management Strategy has not been undertaken, and as a result it is difficult to speculate on the impact these additional developments would have on the accuracy of the traffic modelling undertaken.

The traffic volumes used in the Transport Management Strategy at each of the intersections was calculated as total growth and is shown in **Table 13**. The maximum growth in traffic volumes at any of the intersections across the scenarios is 395 vehicles per hour (approximately 7 vehicles per minute), which would not likely have a major impact on the performance of the intersections. This is consistent with the outcomes of the Transport Management Strategy.

Table 13 Intersection Performance

Intersection	AM Peak		Midday Peak		PM Peak		Saturday Peak	
	Growth	%	Growth	%	Growth	%	Growth	%
The Crescent / Victoria Road	68	0.6%	290	3.5%	58	0.5%	395	3.7%
The Crescent / City West Link	32	0.5%	115	2.3%	22	0.3%	159	2.5%
Victoria Road / Robert Street	82	1.3%	244	5.0%	20	0.3%	372	5.8%
The Crescent / James Craig Road	32	0.5%	250	4.9%	79	1.3%	306	5.0%

The turning volumes provided in the Transport Management Strategy suggest that the peak traffic volume egressing onto Robert Street would be approximately 190 vehicles per hour. Currently the intersection of Robert Street/Mullins Street is priority controlled. The intersection was not assessed as part of the Transport Management Strategy. The increased movement on the Robert Street approach may result in delays however this cannot be accurately determined on the basis of the information available.

It is noted that the short right turn bay at the intersection of Robert Street and Victoria Road restricts the available capacity for this movement. Any significant increase in vehicles undertaking this movement may have flow on impacts to the adjacent lanes due to queuing.

#### 4.1.4 Construction Traffic Impacts

It is evident that the road network surrounding the Glebe Island Interim Facility operates at capacity and will be further exacerbated with the introduction of intensified activities in the White Bay area. The impacts associated with increased heavy vehicle movements related to construction traffic needs to be considered in detail, especially considering the cumulative impact of construction activities relating to the key developments discussed in this review.

Most specifically, the Rozelle Village TMAP identified James Craig Road as a construction vehicle route for trucks to turn around and potentially operate as a truck call forwarding area. The timing of the construction activity is subject to development approval and hence is unknown, however if construction should start in conjunction with the operation of the Glebe Island Interim Facility then further consideration should be given to alternative construction traffic routes or more detailed assessment of the cumulative impacts.

## 4.2 Parking

The provision of parking can be used as a key component of transport demand management, specifically for private vehicle use. The Transport Management Strategy for the Glebe Island Interim Facility has assumed the provision of 1000 parking spaces, which was used as a basis for the mode share targets and public transport service requirements.



The following sections outline factors associated with the provision of parking that were not considered in the assessment which would have an impact on parking in the surrounding road network, as well as the demand for public transport service.

#### 4.2.1 Reliance on cruise terminal parking

The parking provision for the Glebe Island Interim Facility includes 1000 car parking spaces, which relies on the 200 short stay car parks at White Bay 4 and 200 long stay car parks at White Bay 5. During peak events when cruise ships are docked at the terminal, the parking provision available for the facility will be reduced by 40% (or 400 spaces). This will either have a major impact on event patrons potentially resulting in parking intrusion on the surrounding road network, or on an increased demand for public transport provision. Neither of these impacts has been considered in the Transport Management Strategy.

Further, there is the possibility that the White Bay Cruise Terminal may choose not to construct all of the car parking spaces they have approved, or otherwise not make these available for events at the Facility.

A potential mitigation is for the event manager to not sell parking tickets for the White Bay Terminal parking spaces during cruise ship events; however no information is provided in relation to this. No parking demand information has been provided to determine whether 600 spaces would be sufficient for the events proposed.

#### 4.2.2 On-street parking in surrounding road network

The Transport Management Strategy for the Glebe Island Interim Facility proposed provision of access to pedestrians between any of the Facility car parks and the facility via an internal shuttle bus service. Access to public transport is constrained in the vicinity of the site, which will likely encourage patrons of events to want to drive. As discussed in **Section 4.2.1** the parking supply is heavily reliant on the provisions associated with the passenger cruise terminal. There is the potential, especially during peak events when cruise ships are docked, that there will be an impact on the surrounding road network with overspill parking. Currently no consideration has been given to the impact of parking on the surrounding road network.

There is a strong disincentive for patrons of events to travel into the CBD to connect with dedicated public transport links to the Facility when those patrons have travel origins closer to the Facility than they do to the CBD, due to the apparent shorter travel time. For many of these patrons, the temptation to drive to the event and park wherever they are able will be very strong. No information in relation to how this would be managed has been provided.

#### 4.2.3 Reduced parking on Robert Street

The exhibition transport access strategy recommended the construction of a new link from Somerville Road, within the precinct, to provide a secondary egress route for vehicles leaving the facility. The introduction of this link will result in a loss of approximately four parking spaces on Robert Street. This loss in parking will have an impact on the parking availability; however the benefit of the link would likely outweigh the dis-benefit due to the loss of parking.

### 4.3 Public Transport

As discussed in **Section 3.4**, public transport services will be an important component of the operation and accessibility of the Glebe Island Interim Facility. It is anticipated that up to 91% of patrons will use public transport to access the facility during peak events on the weekend, with lower proportions in other scenarios.

The following sections outline factors that were not considered in the Transport Management Strategy and would likely have an impact on the demand for public transport services, as well as the transport impacts of the proposal.

#### 4.3.1 Increased demand when cruise ship is docked

As discussed in **Section 4.2.1**, the parking provision is based on use of the 400 parking spaces provided for the passenger cruise terminal. At peak events when a cruise ship is docked and the parking provision is reduced by 400 spaces, there is likely to be increased demand for public transport services. The Transport Management Strategy assumed vehicle occupancy of 2 persons per vehicle, which would equate to an additional 800 persons requiring public transport access. This scenario has not been considered in the Transport Management Strategy.

The demand of additional bus services accessing the Facility during this scenario has not been considered in the traffic modelling.

#### 4.3.2 Wider coverage of accessibility

The Transport Management Strategy indicated that chartered buses could run between the facility and Central Station, the main interchange between public transport services closest to the facility. Additionally, a temporary ferry wharf will be constructed to facilitate ferry services between Darling Harbour, Circular Quay and the Facility. A key determinant of public transport usage is the coverage in which the system serves. The trip distribution, based on data presented from previous events, would cover a wide area of Sydney. Further consideration could be given to the chartered bus routes and ferry routes servicing the facility and their targeted catchment areas.

## 4.4 Accessibility

### 4.4.1 Pedestrian Access

The exhibition transport access strategy identifies pedestrian facilities along James Craig Road; however states that direct pedestrian access to the facility will be restricted due to port activities. The strategy outlines that pedestrians will have access to car parks and shuttle bus stops on the perimeter of the precinct, however provides little detail in how pedestrians may access those locations, as well as the practicality of providing shuttle bus stops at points where pedestrians can access.

Further consideration and detail is required outlining how pedestrians can safely access the facility and the likely impact that may have on parking on the surrounding road network, scheduled public transport provisions and pedestrian safety. It is noted that there is a potential safety issue as a result of the interaction between event pedestrians and cyclists using the shared path along Victoria Road and bus patrons accessing scheduled bus services on Victoria Road. Increased pedestrian and cyclist activity along the shared path during events, including potential groups of event patrons arriving or departing events using scheduled bus services is likely to create points of conflict between pedestrians and cyclists on the Victoria Road shared paths. The use of scheduled public transport to travel to the Facility, and the subsequent impact of pedestrian movements on the adjacent network has not been addressed in the traffic assessment. Consideration should be given to the extent of potential impact and measures that would ameliorate the impacts of increased patron pedestrian activity on the Victoria Road and Anzac Bridge shared paths.

It is noted that a shuttle bus service is proposed to extend to James Craig Road to pick up passengers who may have walked to the Facility. It is expected that the shuttle bus would be required to U-Turn via the roundabout at the western end of James Craig Drive, due to there being no suitable places to pick up passengers from/ limited pedestrian accessibility between the eastern roundabout and the port entrance.

The journey time for a shuttle bus to travel to the western roundabout of James Craig Road may impact on the service frequency able to be provided.

It is not proposed, and nor would be appropriate, for pedestrians to walk through the port area between car parks, site entrance/ egress points and the event due to safety considerations. This is due to the limited footpath provision within the port area, the presence of heavy vehicles associated with port operation, and the number of risks arising in an area which has not been designed for public access. Manned gates during events to prevent pedestrians from entering the active port area would be a potential solution to avoid safety issues from having unescorted pedestrians within the active port area. These manned points would need to be located at the exit of each car park (4 car parks), at the Robert Street egress, at the Anzac Bridge pedestrian walkway, and at the James Craig Road/ Glebe Island Bridge gateway. Additionally, a manned point would be required at the vehicle loading/ unloading area immediately adjacent to the actual event centre where shuttle services dropped passengers off (total 8 manned points), to effectively deter pedestrian movements through the port area.

The expectation that pedestrians would follow directions on tickets and not attempt to walk up via other access points other than James Craig Road would be naive.

Turning away walk up pedestrian access at all other points except the James Craig Road/ Glebe Island Bridge gateway and Anzac Bridge steps requires a very significant detour for pedestrians attempting to access the event. This may place undue pressure on persons manning the other gates, potentially either

resulting in ineffectiveness of the gated control, or personal safety issues for the person manning the gate. These same issues would result unless the waiting period between shuttle services to/ from pedestrian pick up/ drop off points was also kept to an acceptable duration.

No details have been provided regarding pedestrian storage areas at any of the pick up or drop off points. It is unclear whether areas would contain shelter, and whether sufficient storage area for the expected number of persons using all bus services has been set aside. A method of clearly communicating bus shuttles to and from the Facility with different destinations would be required (e.g. Central Station vs. Car parks), potentially with different waiting areas for different shuttles. Sufficient space within the Facility would be required to facilitate this.

#### 4.4.2 Bicycle Access

Although provision for bicycles to access the site is claimed in the traffic report, with access via James Craig Road cycle path, similar issues exist in relation to the limitations on safe pedestrian access described above, in accessing the Facility. It may be unsafe to permit cycle access between the gated entrance points and the event centre.

Although pedestrians will be able to board shuttle services at the car parks and James Craig Road, it is unlikely that cyclists would be able to take their bikes on the bus shuttle service.

A potential mitigation measure may be to control bicycle entrance to the site as per pedestrian access, and provide a secure bicycle rack at the proposed pedestrian pick up point in James Craig Road.

The suggested provision of bicycle parking within the car parks is reliant on cyclists being able to safely ride through the port area, which is likely to be inappropriate for safety reasons.

#### 4.4.3 Vehicular Access

It is unclear how a pre-paid ticketing system would be controlled. There is the potential for patrons of events to attempt to access the car parks onsite without having a pre-paid ticket. This would result in a reduction in available car parking and potentially spill over parking occurring within and adjacent to the port if no onsite controls are established.

If site controls are established, there is the very high potential for vehicles to be turned away that do not have the correct credentials. These vehicles have not been included as part of the traffic assessment in terms of potential impact on intersection capacity. More significantly, the ability to turn a vehicle around at the site entrance point and/or car park entrance is limited, and is likely to result in unsafe movements and potentially congestion at the point of control.

There are further issues regarding vehicles without pre-paid parking attempting to undertake pick up and drop off of passengers, and vehicles attempting to deliver goods to the venue, specifically in relation to the location at which the parking controls are established. Separating vehicles destined for the event centre and those accessing the port area for other reasons, including the operation of the White Bay Cruise Terminal, adds a further layer of complexity, due to the difficulty in identifying whether a vehicle is undertaking legitimate business within the port area at the external entrance control points.

Additional detail on the mode of control of vehicular access to the site is required.

#### 4.4.4 Taxi Access

No information has been provided on the way in which taxi access to the centre would be managed. This is relevant to the way in which parking and entrance controls are established, as well as the physical pick up and set down area to be provided immediately adjacent to the Facility. Taxi services do not appear to have been included in the trip generation for the Facility.

Although not part of the current Facility transport assessment, there may be spill over impacts arising from taxi loading and unloading movements at the White Bay Cruise Terminal, should the management of taxi access at this location be poorly managed. Taxi queuing from the White Bay terminal may result in congestion within the port area or the blocking of access roads to the car parks intended for use by the Facility.

As discussed in Section 4.4.3, how private vehicles access the Facility and the surrounding land uses i.e. Cruise Passenger Terminal when dropping off or picking up people or goods, is important in the provision of safe and efficient access to the precinct. It is recommended that an Operational Traffic Management Plan is developed to clearly identify and help manage manoeuvrability around the site,

## 5 Measures to Address Transport Impacts

### 5.1.1 Increased coverage of chartered bus services

The exhibition transport access strategy identifies that chartered buses will operate between the venue and key destinations to be determined. It recommends that Central Station, being a key public transport interchange closest to the facility, should be the main point to which the chartered bus services will operate.

A key determinant of public transport usage is the area coverage in which it serves. It is recommended that consideration be given to the chartered bus services providing access to the facility from a wider catchment.

Suitable areas could be chosen on the basis of their ability for patrons to access the shuttle service without impacting on existing traffic conditions. For example locations which have a surplus parking provision or high public transport accessibility. The locations serviced by chartered bus services may be different during weekends than during the week, or at different times of the day, with specific information regarding transport options always included with ticket information.

In addition, information should be made available through [www.131500.com.au](http://www.131500.com.au) and event advertising to acknowledge the chartered bus services to/from the Facility and further assist in improving accessibility to events.

### 5.1.2 Increased coverage of ferry services

The exhibition transport access strategy identifies that ferries will operate between the venue and Darling Harbour and Circular Quay. As discussed in **Section 5.1.1**, coverage of public transport services is vital in attracting trips away from private vehicles. There may be the potential for consideration to be given to extending the ferry services to the wider transport network, including Parramatta and smaller wharfs in Leichhardt LGA to increase the wider catchment, as well as increase commercial and tourist traffic to the surrounding local areas.

Council would need to form a view on whether the issues surrounding additional parking pressure near local wharfs outweighed the benefits potentially obtained by increasing potential commercial patronage through the LGA.

In addition, information should be made available through [www.131500.com.au](http://www.131500.com.au) and event advertising to acknowledge the ferry services to/from the Facility and further assist in improving accessibility to events.

It is noted that due to the costs involved in scheduling ferries, and potentially contractual issues related to the privatisation of ferry routes, the extension of existing services to the Facility may be cost prohibitive.

### 5.1.3 Resident parking scheme during special events

A review of the Transport Management Strategy for the Glebe Island Interim Facility, as well as the surrounding land uses, identified the potential impacts of demand for parking in the surrounding road network and event patrons attempting to walk up to the event. A useful transport demand measure to restrict private vehicle use is parking management. It is recommended that areas considered at risk from parking intrusion be considered for schemes such as resident parking schemes. The scheme may be able to be adopted permanently or only during peak events when parking management is most required.

The risks of parking intrusion are greatest in James Craig Road, in particular for car parks owned or managed for the businesses within James Craig Road. Appropriate controls to mitigate the risks of parking intrusion into these locations would be recommended. It may be appropriate to seek a financial contribution towards the establishment of these schemes from the proponent of the Facility.

### 5.1.4 Remote parking

Encouraging the use of public transport for patrons to the facility is important; however there will be a proportion of people that need to drive due to the event due to carrying goods, trade samples, disability, lack of access to public transport services, the requirement to work at the event at times when event transport is not running and other reasons. The provision of parking at the facility is limited, especially given that parking at the passenger cruise terminal parking may not be realistic.

There is currently insufficient detail provided in the transport assessment to determine whether the proposed parking supply will cater for the expected demand. It is recommended that this assessment is undertaken and provided for review.

## 6 Summary

This document outlines the findings and recommendations of the review undertaken of the Transport Management Strategy for the Glebe Island Interim Facility (the Facility).

The review of the transport assessment for key adjacent future developments that have an impact on the transport network in the vicinity of the Facility was used to identify the potential cumulative impacts of all the land use changes. Furthermore, it highlighted some discrepancies in the results of the different traffic analysis across the studies.

The Transport Management Strategy assumed a peak trip generation rate for a typical event and a peak event for weekday and weekend peak periods. The trip generation included car, bus and ferry trips. The assessment appears appropriate, with the exception of the omission of taxi and potentially private vehicle trips picking up and setting down associated with the event. A key component of the appropriateness of the assessment is due to accounting for 400 parking spaces located in the White Bay Passenger Terminal and the subsequent vehicle generation. It would appear unlikely that all of these spaces would be available for use by the Facility, due to a number of reasons but particularly the indeterminate nature of their use would prevent event organisers at the Facility from pre-selling tickets for those parking spaces. It is noted that parking demand associated with the Facility has not been assessed.

The primary access for vehicles to the facility will be via James Craig Road, with an additional egress route proposed onto Robert Street from Somerville Road. The secondary access would be used in major events and during peak discharge periods of car parks. It is appropriate, for the worst case scenario, to assume most traffic departing the Facility during the PM peak would use Robert Street.

Shuttle bus services have been proposed to operate within the precinct to move pedestrians safely between the car parks, a pick up and set down facility in James Craig Road, and the facility. Due to the industrial traffic movements on Somerville Road no direct pedestrian connectivity to the facility will be provided. It has been proposed that pedestrian access will be provided to the Facility from a dedicated pick up point in James Craig Road. Cyclist storage facilities are proposed at all the Facility car parks.

A key mode of proposed access to The Facility is by chartered buses. The Transport Management Strategy identifies Central Station as a primary pick-up point for chartered buses to/from the facility.

A ferry wharf has been proposed to provide access to/from the Glebe Island Interim Facility. Access will be provided between the facility and Darling Harbour and Circular Quay.

The Facility includes provision for parking of up to 1000 vehicles. This includes the use of the short term and long term parking amenities at the passenger cruise terminal at WB-4 and WB5. The remainder of parking provision, all 600 spaces, will be directly associated with the interim facility.

The Cruise Passenger Terminal trip generation was based on the survey data provided in *the Proposed White Bay Cruise Passenger Terminal, Transport Report (Halcrow 2010)*. The traffic analysis considered the cumulative traffic generation from the following surrounding land uses:

- > Cruise Passenger Terminal, White Bay.
- > Glebe Island bulk storage and other ongoing activities.

The Rozelle Village redevelopment, Harold Park redevelopment and Super Marina Yacht Club were not considered in Transport Management Strategy for the Facility.

The traffic analysis showed that all the key intersections will operate within capacity with satisfactory levels of service. This is contrary to the findings of the traffic analysis undertaken for the Cruise Passenger Terminal and the Rozelle Village, Further consideration and analysis should be undertaken to the operation of the key intersections along The Crescent and Victoria Road to account for the discrepancies in the results of the various traffic assessments.

The Transport Management Strategy identified the need to develop a Construction Traffic Management Plan. It is recommended that Council review the Construction Traffic Management Plan once prepared to ensure it is to their satisfaction.



The likely public transport peak service requirements were calculated based on the mode share targets and typical capacities for bus and ferry services.

The Cardno review of the Transport Management Strategy has identified a number of potential issues that may have an impact on the operation of the surrounding transport network. These issues relate to:

- > Restricting traffic to left out only at the Robert Street egress (how could this be enforced?);
- > Increased traffic on Robert Street (intersection of Robert Street and Mullins Street not assessed);
- > The results of the traffic analysis is contrary to the findings of the traffic analysis undertaken for the Cruise Passenger Terminal and the Rozelle Village (credibility of the modelling is unclear);
- > Construction Traffic Impacts (not considered and may be concurrent with other site construction periods)
- > Reliance on cruise terminal parking (parking demand information not provided, up to 400 spaces may not be available)
- > On-street parking in surrounding road network (potential for intrusion of event parking on adjacent roads and car parks)
- > Increased demand for event public transport when a cruise ship is docked (as a result of reduced car parking supply at the cruise terminal car parks with event trips required to be by public transport)
- > Narrow coverage of public transport (missed opportunity for commercial patronage in Leichhardt LGA)
- > Pedestrian access to the Facility (lack of detail regarding methods of control)
- > Bicycle access to the Facility (lack of detail regarding methods of control)
- > Increased pedestrian activity during events on the shared path along Victoria Road as a result of patrons of the Facility using scheduled bus services to travel to the area may result in an increase in conflicts between cyclists using the shared path
- > Vehicular access to the Facility (lack of details regarding methods of control)
- > Taxi access to the Facility (lack of details regarding methods of control)

Ideas on potential ways to mitigate some of the above issues were considered as part of this review. These measures include:

- > Increased coverage of chartered bus services to a wider range of access points.
- > Increased coverage of ferry services.
- > Acknowledgement of bus/ferry services providing access to the Facility on [www.131500.com.au](http://www.131500.com.au) and through event advertising.
- > Provision of manned control gates to manage pedestrian access to the Facility
- > Provision of a secure bike rack at pedestrian pick up point in James Craig Road
- > Use of temporary traffic controls to prevent vehicles turning right from Robert Street into Mullins Street
- > Consideration of restricted parking scheme in James Craig Road and Roberts Street during special events.
- > Remote parking with shuttle services to the Facility.
- > Collaboration between the various proponents to prepare a Construction Traffic Management Strategy which seeks to ensure that construction impacts of all proposals are well managed and co-ordinated.
- > Development of a plan showing how internal circulation within the port area would be managed.
- > Additional information and assessment to resolve issues raised in this review.
- > Preparation of an Event Traffic Management Plan for peak events held at the Facility.

A number of potential issues have been identified as part of this review, which Council may wish to seek further clarification at this stage of the planning process, or otherwise seek conditions of consent to satisfy Council's needs and requirements.