18 April 2023

Our Ref: NWH:TIA004/4003

Amy Watson
Team Leader - Key Sites Assessment
Department of Planning and Environment
320 Pitt Street
Sydney NSW 2000

By Email:
Amy.watson@planning.nsw.gov.au

Dear Amy

SSD 9978934: Submission regarding critical remaining safety issues as a result of the redevelopment of Cockle Bay Park

1. Introduction

1.1 We act for the Trustee for the Tianlong Ribbon Property Unit Trust (**Tianlong**), the owners of 31 Wheat Road, Sydney which is also known as The Ribbon in Darling Harbour.

1.2 We refer to the SSD 9978934 on the adjoining property at Cockle Bay Park owned by GPT, which is proposed to be redeveloped. Specifically, we refer to the redevelopment of Cockle Bay Park and the proposed slip lane and loading dock to be accessed via Harbour Street. We also refer to the submission prepared by Greaton on behalf of Tianlong on 6 December 2021 in which concerns regarding the vehicular access arrangements were raised by our client (**2021 Submission**). The 2021 Submission was supported by traffic advice prepared by Stantec which highlighted the significant issues posed by the development. Despite this, the safety issue has not been addressed.

1.1 Tianlong has obtained traffic advice dated 18 April 2023 from Stantec (**Stantec Advice**) which sets out Stantec's key remaining concerns regarding the traffic outcome proposed by the Cockle Bay Park redevelopment (the Stantec Advice is at Appendix 1 to this letter). The study is to be considered in detail as it sets out all the remaining concerns that the Cockle Bay Park development imposes on the Ribbon development.

1.2 Tianlong continues to hold concern as to the safety of and risks posed by the proposed design of the slip lane and configuration of the loading dock at the Cockle Bay Park redevelopment to both the users of the loading dock of Cockle Bay Park and the patrons and staff exiting the Porte Cochere of The W Hotel (part of The Ribbon building) and the general public.

1.3 Prior to any determination of SSD 997834, we request that the Department & TfNSW further consider the design of the slip lane and loading bay. This letter, supported by the Stantec Advice, details Tianlong's concerns and potential solutions to eliminate the critical safety issues.

1.4 In our view, failure to consider the issues raised in this submission and to take steps to address the safety issues identified would amount to a failure to take into account relevant considerations in the assessment of SSD 9978934.

2. Background

2.1 The Ribbon building is set to enhance Sydney's architectural landscape and provide new services and attractions within Darling Harbour for the local and international market. The Ribbon will accommodate The W Hotel Sydney (being a Marriot International hotel) serviced apartments, retail/food and beverage, and the IMAX. The overall development has an estimated value of $1.2 billion.

2.2 The Ribbon building is directly adjacent to the redevelopment of the Cockle Bay Park. It is in the interests of the proponent of SSD 9978934, Tianlong and the general public that the risk posed is urgently addressed to promote the safe and efficient design and use of the loading bay and slip road.

3. Exit of vehicles from the W Porte Cochere

3.1 The redevelopment of Cockle Bay Park includes the addition of 3 structural columns and a crash barrier at the location of the egress of the W Porte Cochere. Harbour Street is a major arterial road with cars passing the egress at considerable speed without the ability to see exiting vehicles. The junction is an area of high traffic flow with an estimated 180 to 330 vehicle movements in the weekday during AM and PM peak hours respectively, equating to an average of six vehicle movements every minute.

3.2 The proposed columns and barrier reduce visibility to oncoming traffic for drivers of vehicles who are exiting the W Porte Cochere. The impeded vision of oncoming traffic by an egressing vehicle is unsafe and may cause life threatening collisions.

3.3 Vehicles that are travelling along Harbour Street do not encounter any traffic signals or signs that might indicate the need to slow down or watch for exiting traffic. Appropriate measures are needed to reduce speed and to reduce the likelihood of severe crashes.

3.4 In addition to the speed of oncoming traffic, another important factor to consider is that the users of the egress will largely comprise hotel guests who are presumed to be unfamiliar with the junction and the need to proceed with caution due to oncoming vehicles being concealed by the columns or barrier. The use of Tianlong's development as a hotel and the likely drivers exiting the W Porte Cochere leading to a greater need for a review of the proposed outcome.

3.5 Stantec has produced a detailed analysis of traffic movements at the egress of the W Porte Cochere and Harbour Street and the risks posed on the public and the importance that the column and barrier be amended before SSD 9978934 is capable of approval.

3.6 The Ribbon egress has a stop control (existing and approved design) as such vehicles exiting the site are required to give priority to vehicles along Wheat Road. The proposal would require vehicles egressing The Ribbon to give way to three movements, no longer one movement, that is vehicles entering and exiting the Cockle Bay Park loading dock as well as traffic along Harbour Street. The additional time caused by having to give way three times is unreasonable.

3.7 The current design of the connection to Wheat Road behind the existing Cockle Bay Building is free flowing and safe and the Ribbon Building currently has right of way. The impact of the proposed loading bay at Cockle Bay Park is significant and should be redesigned to have regard to the approved deign of the Ribbon building.

3.8 In addition to the traffic analysis, a visual model has been produced and will be provided electronically, to clearly demonstrate the impaired visibility from a vehicle attempting to exit the W Porte Cochere to oncoming traffic on Harbour Street. The two models include, one visual highlighting the impact of the columns and barrier only and the other highlighting the impact of the columns and the barrier among the approved landscape of the Ribbon development.

3.9 Tianlong is willing to sacrifice the landscaping proposed to be located at the W Porte Cochere in an attempt to reduce the critical safety risk in this location. Regardless of this compromise

by Tianlong, the sight line is only slightly improved with the proposed column and barrier still posing a critical unacceptable safety risk.

4. Operation of loading dock

4.1 The opening of the loading dock at Cockle Bay Park is insufficient to support the purpose of the proposed building, for retail and a 70,000m^2 office tower. It is anticipated that the loading dock will accommodate 400 vehicle movements per day of varying vehicle sizes, which on average is one delivery per minute and three egressing cars per minute.

4.2 The proposed design of the loading bay does not allow for all types of vehicles to simultaneously pass while entering and exiting the loading bay. The impact of this design may lead to incidents within the loading bay and congestion for users of the associated roads.

4.3 The proposed design of the loading dock only allows for the safe simultaneous passing of two B99 vehicles (vans and utilities) or one B99 and a Small Rigid Vehicle (SRV). Two SRVs are only able to pass each other with a minimal clearance of 300mm. The simultaneous passing of a SRV and a Medium Rigid Vehicle (MRV) cannot be achieved in the proposed loading dock design. This would require vehicles to adjust speed and give way to each other. The only way that passing would be possible is for the opening to be increased by 1.5m. The Stantec Advice identifies that despite dock management protocols, any delays for vehicles navigating each other to/from the CBP loading dock will delay vehicles departing The Ribbon and/or present safety issues given the complexity of the immediate area.

4.4 Entering vehicles should be given priority to limit impact on Harbour Street and The Ribbon egress. As such, further investigation is recommended by the CBP team on how this can be implemented noting there is limited sight lines from within the dock to entering vehicles (e.g. convex mirrors and flashing warning lights).

4.5 If the inadequacy of the loading dock to allow for simultaneous passing does not result in collisions and the ultimate standstill of traffic, there will be daily traffic jams due to the high number of daily vehicle movements, with traffic backing up on both the W and GPT slip lanes.

4.6 The requirement for a calculated and slow passage within the loading dock and potential for collisions either between two vehicles or with the enclosed loading bay walls is unacceptable.

4.7 If the proposed loading dock is increased in width by 1.5m, this will allow all vehicle types to simultaneously pass each other with the addition of clearances. Cockle Bay Park and the W Hotel will then both have a viable traffic solution that is sufficient for both services and with a reduced risk of injury.

4.8 In addition to the inadequate design, we note that GPT intend to use the loading dock location as the main construction entry point, increasing the flow of construction vehicles and consequently increasing the negative impact to the vehicles using the W Porte Cochere. We request that GPT prepare a construction management plan in consultation with Tianlong to reduce the impact caused to their clientele and operation of the W hotel.

5. Conclusion

5.1 Tianlong requests that the columns and barrier proposed in SSD 9978934 which block visibility from the W Porte Cochere be removed and relocated and a new approach and/or design or other measures be introduced to maintain a reasonable expected traffic flow on to Harbour Steet. These measures will reduce risk to the safety of road users and W hotel patrons.

5.1 Tianlong also requests that the design of the loading bay at Cockle Bay Park be reconsidered and increased in size to accommodate the simultaneous passing of 2 MRV's and reduce the risk of collisions, increase the efficiency of the loading bay and to reduce congestion.

5.2 In its assessment of SSD 9978934, the Department must take into account all relevant considerations including the safety concerns raised in this submission. Failure to do so may render any consent granted to SSD 9978934 susceptible to legal challenge.

5.3 We look forward to discussing the matters raised in this submission at the meeting on Thursday 20 April 2023.

Yours faithfully

Harshane Kahagalle
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Appendix 1 – Stantec Advice

Stantec Australia Pty Ltd
Level 09, 203 Pacific Highway
St Leonards NSW 2065
www.stantec.com

18 April 2023

Project/File: 300303367

Greaton
Level 20, 20 Bond Street
SYDNEY NSW 2000

Attention: Michael Calvi

Dear Michael

Reference: Cockle Bay Park Redevelopment SSDA - Transport Review

Stantec has been providing traffic and transport engineering services for The Ribbon development since 2015. The Ribbon is located on the northwest corner of Harbour Street/ Bathurst Street intersection, between Western Distributor overpasses and south of the proposed Cockle Bay Park (CBP) Redevelopment.

A high-level review of the CBP Redevelopment State Significant Development Application (SSD-9978934) documentation was completed in late 2021 to understand construction and operational traffic impacts of the proposal on The Ribbon development. Greaton and Stantec have been engaged in ongoing discussions with the CBP project team since that time regarding the interface of the two sites such that an appropriate and legible public domain solution is developed noting that construction of The Ribbon development nears is nearing completion, and both The Ribbon and Harbour Street operation should not be compromised by the CBP Redevelopment during both its construction and operation.

The Ribbon Overview

The Ribbon will comprise some 590 hotel rooms and serviced apartments, function space for some 420 guests, a 300+ seat capacity IMAX cinema and ancillary retail and restaurants.

Figure 1 and Figure 2 illustrate the intended use of the various on-site areas within The Ribbon and the primary travel paths for a variety of users and vehicle types. All vehicle access to the site will be entry via Harbour Street and exit to the existing Wheat Road, via an existing egress road that has been widened, with the existing stop line location and orientation largely retained. Wheat Road currently aligns parallel to Harbour Street, provides rear lane access to the existing Cockle Bay Park development as well as access to Sydney CBD North. The approved The Ribbon egress arrangement is illustrated in Figure 3, with the existing stop line location being clear of any visual obstructions due to structures, including an existing pedestrian bridge column and footing structure (not shown in the image).

Valet and service vehicles use a one-way, one-lane loop road and a two-way, one lane link road to access the loading dock and car stacker. The link road section between the loop and loading dock is controlled by a customised signal system to manage two-way, one lane traffic, with the intent that it is only used by valet drivers and service/ delivery vehicles who are inducted on the operation.

Reference: **300303367**

Figure 1: The Ribbon - Primary Travel Paths

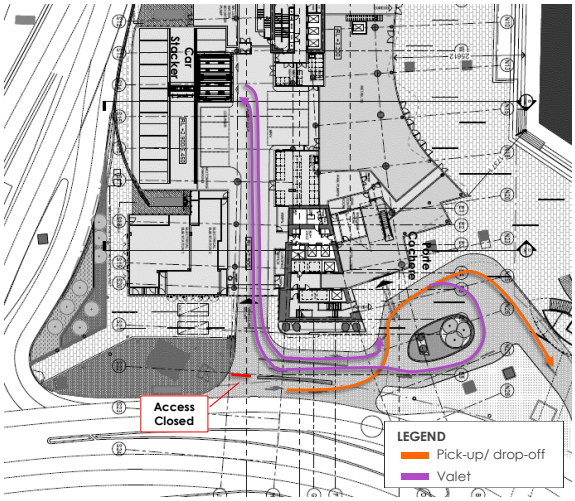


Figure 2: The Ribbon - Service Vehicle Travel Paths

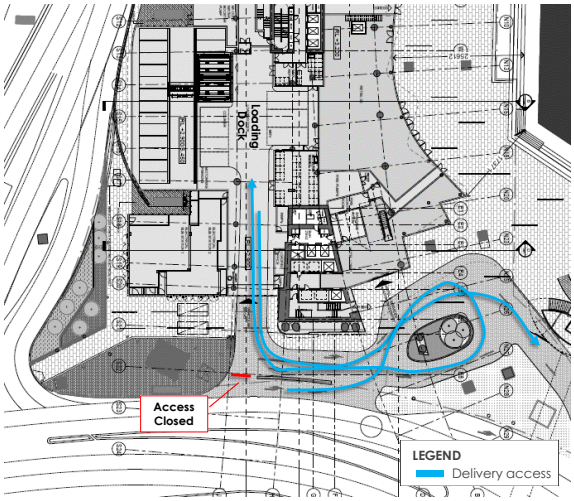
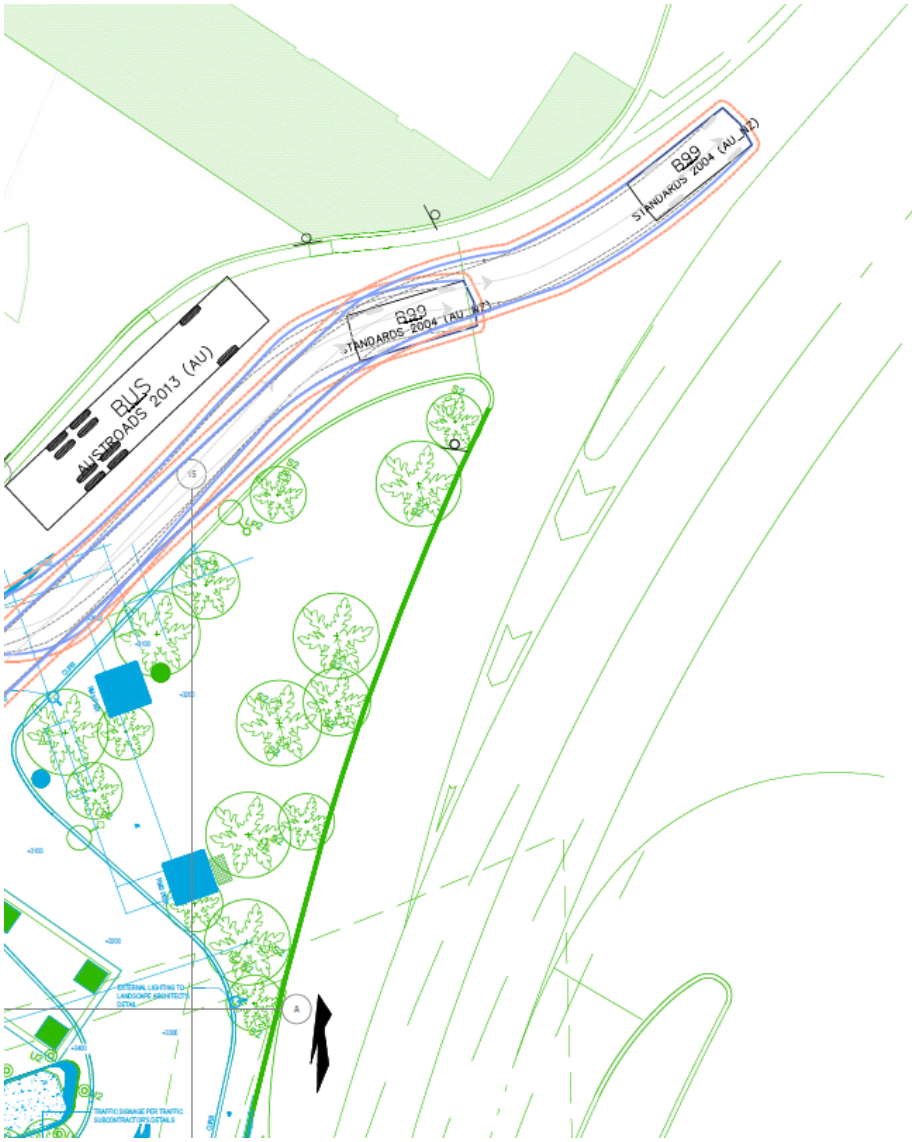


Figure 3: The Ribbon - Approved Egress Arrangement



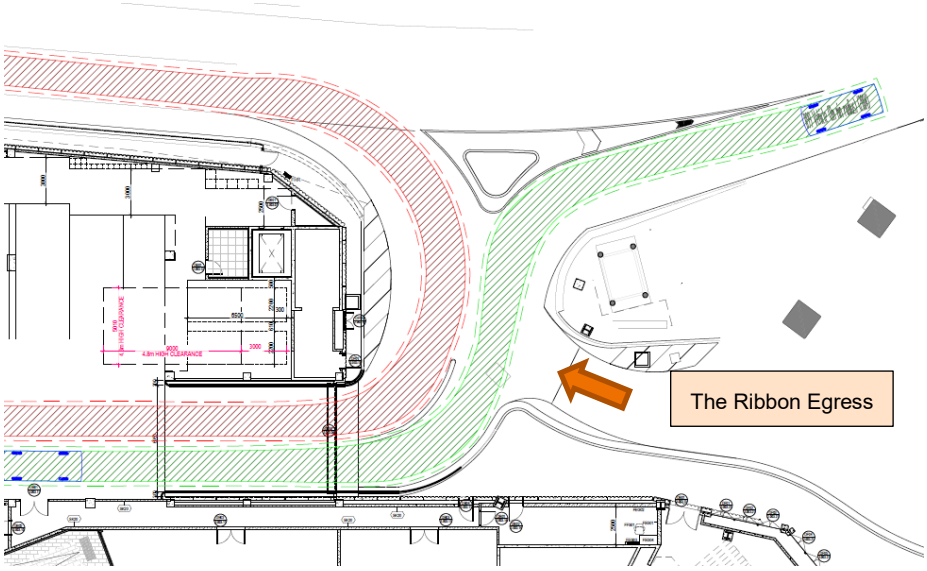
The Ribbon is estimated to generate up to 180 and 330 vehicle movements (two-way) in the weekday AM and PM peak hours respectively (or up to 110 outbound and 190 inbound vehicles in the respective peak directions). This equates to on average up to six vehicle movement every minute, or up to three vehicles in the peak direction.

CBP Redevelopment Proposal

The CBP Redevelopment proposes to remove the southern section of Wheat Road (directly north of The Ribbon) and replace it with a reconfigured two-way Harbour Street/ Wheat Road intersection (left-in/ left-out) that provides access to a proposed CBP loading dock with capacity for 14 vehicles, with the dock expected to generate 400 trips daily.

Vehicles departing The Ribbon are required to use the new left-in/ left-out intersection on Harbour Street, with The Ribbon egress road forming a minor leg to a new T-intersection created in between the two sites thus requiring The Ribbon traffic to give priority to vehicles entering and exiting the proposed Cockle Bay Park loading dock. The proposed CBP loading dock access arrangement is illustrated in Figure 4.

Figure 4: Proposed CBP Loading Dock Access Arrangement



Base source: Aurecon drawing no. 253427-W00001-SKT-TE-SKT1-001-A

Key Remaining Concerns

Several key concerns with the CBP Redevelopment remain following discussions between Greaton/ Stantec and the CBP team to-date:

During CBP Operation

- The proposed arrangement will require vehicles departing The Ribbon to stop and give way to both vehicles entering and exiting the CBP loading dock prior to proceeding towards Harbour Street, and again stop and give way to vehicles at Harbour Street. The existing/ approved The Ribbon design only required exiting vehicles to stop and give way to vehicles at Wheat Road (i.e. one movement and lower traffic volumes, compared to three movements proposed).
- The stop line for The Ribbon egress has been set back some seven to eight metres into the site compared to the approved arrangement, to cater for the new CBP loading dock access.
- The stop line is also set back some three metres from where The Ribbon egress intersects the CBP loading dock access. This distance is inconsistent with Australian and NSW road design guidance,

noting stop lines are typically located near the face of kerb of the intersecting road, with the final location to factor in drivers' line of sight and clearance to traffic.

- Three additional column structures are proposed within the area between the CBP entry slip lane and The Ribbon egress, as well as a concrete barrier along the entry slip lane.
- Computer-generated video prepared by Urbis shows that the additional column structure and concrete barrier gives vehicles departing The Ribbon about one second to view vehicles merging into the CBP slip lane.
- These additional CBP structures therefore significantly reduce the available sight lines towards vehicles approaching the CBP loading dock along Harbour Street, which is further compounded by:
  - The Ribbon egress being some 500mm lower than the Harbour Street carriageway
  - existing pedestrian bridge column and footing structure
  - approved landscaping for The Ribbon located adjacent to the relocated stop line which was designed for the existing egress arrangement
  - drivers being required to turn their head significantly beyond 90-degrees to view vehicles merging into the CBP slip lane.
- The combination of the above points will result in a high likelihood that a vehicle departing The Ribbon may not observe trailing/ follow-up vehicles entering or exiting the CBP loading dock (i.e. additional vehicles following the first vehicle). This increases the chances of the vehicle departing The Ribbon crashing with any trailing/ follow up vehicles if second or third checks are not completed by the departing vehicle, as illustrated in the Urbis computer-generated video.
- That said, any second or third checks for vehicles departing The Ribbon will only increase their decision time (and associated delay) to proceed towards Harbour Street and cross the loading dock access. This would have knock-on effects to the operation of The Ribbon, which is expected to generate up to 330 vehicle movements (two-way) during the road network peak periods, or on average up to six vehicle movements every minute. Any such knock-on effects could result in vehicles being unable to access The Ribbon and therefore impacting Harbour Street traffic flow.
- Further compounding this situation is the inability for an 8.8 metre Medium Rigid Vehicle to independently pass another similar or smaller truck along the CBP loading dock access driveway (as illustrated in Figure 5); scenarios that are probable given there are two Medium Rigid Vehicle and two Small Rigid Vehicle bays proposed in the CBP loading dock, with the dock expected to receive 400 deliveries daily or 30 deliveries per hour (a delivery every two minutes) based on a 14 hour loading dock operating hours[1]. Although dock management protocols (e.g. staggered booking times) are proposed manage the situation, any delays for vehicles navigating past each other to/ from the CBP loading dock will delay vehicles departing The Ribbon and/ or present safety issues given the complexity of the immediate area, therefore having further consequences to the operation of The Ribbon (as well as the CBP loading dock) and potential knock-on effects on Harbour Street traffic flow.
- Swept path analysis completed as part of this transport review suggests that the CBP loading dock access driveway would need to be widened by at least 1.5 metres to accommodate independent two-way traffic flows for all design vehicles, as illustrated and highlighted in the Figure 6 alternative design.
- There is a clear requirement to mitigate the present safety issues resulting from the CBP Redevelopment, particularly when considering most of traffic generated by The Ribbon will comprise of drivers (i.e. hotel guests and taxi/ ride share drivers) unfamiliar with the complex egress arrangement. Greaton proposes to change the approved landscaping for The Ribbon to aide in reducing the sight line obstructions. However, the critical changes required are the widening of the CBP loading dock access driveway to accommodate independent two-way traffic flows for all design vehicles and the removal/ redesign of the CBP column structure and concrete barriers to

[1] Aurecon, '*Technical Note – Respond to RTS Comments on Cockle Bay Redevelopment TIA*' dated 17 August 2022

significantly improve the available sight lines and viewing period for a vehicle departing The Ribbon, which is necessary given the complex arrangement being proposed.

- In addition to the above interrelated points, coordination of directional and wayfinding signage both on Harbour Street and internal to the sites is critical. To avoid confusion for access to The Ribbon and CBP loading dock, The Ribbon project team requests that any CBP Redevelopment Condition of Consent requires the signage strategy to be developed in consultation with (and endorsed by) The Ribbon project team, in addition to Transport for NSW Customer Journey Planning.

Figure 5: Stantec Swept Paths for proposed CBP Loading Dock Access Driveway Opening

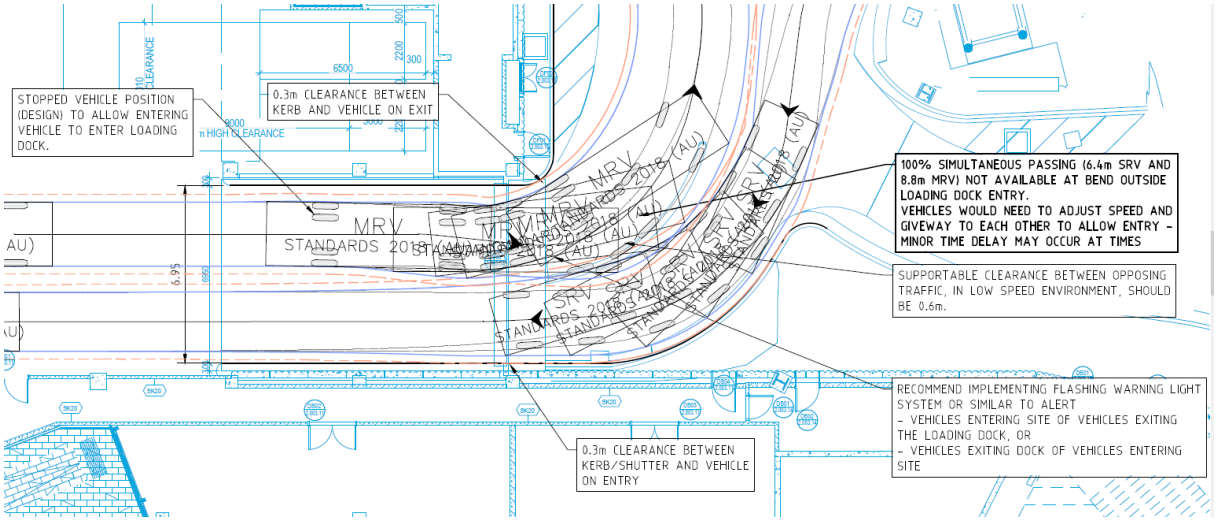
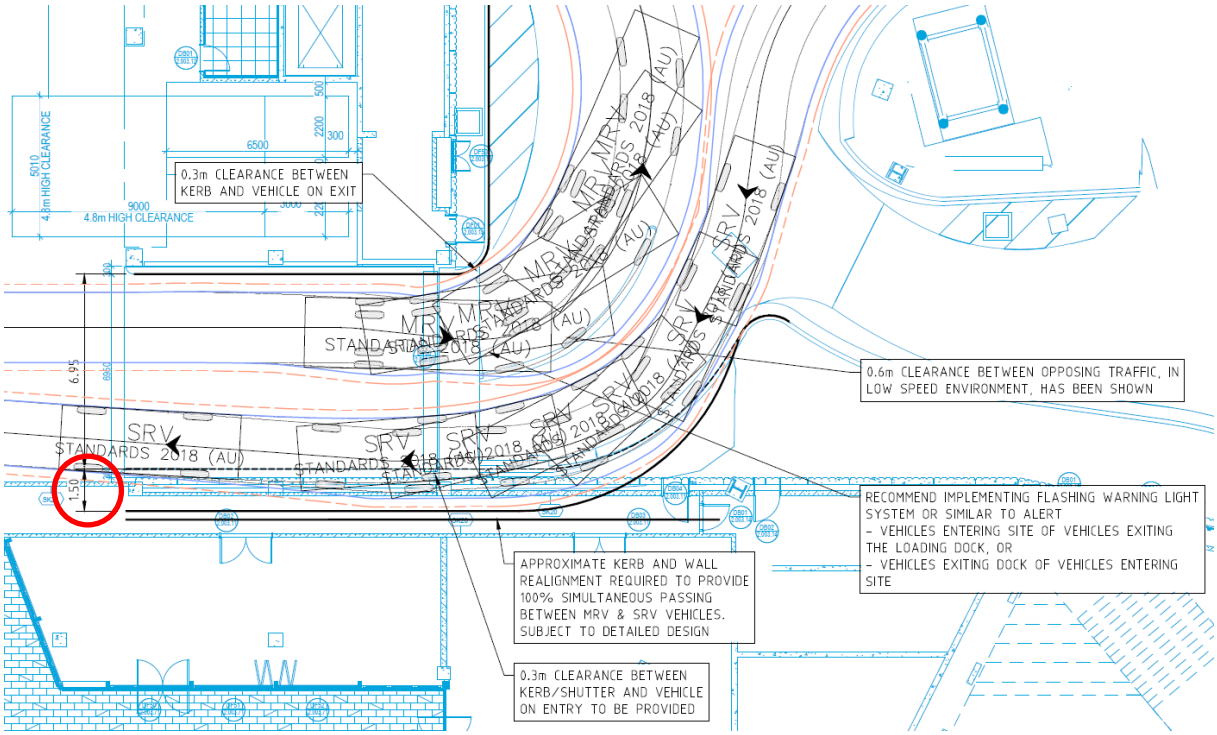


Figure 6: Stantec Swept Paths for required CBP Loading Dock Access Driveway Opening



During CBP Construction

- The construction of the CBP Redevelopment, especially the loading dock access arrangement, could have significant consequences to The Ribbon operation if egress is not appropriately accommodated. With construction for The Ribbon expected to be completed in 2023, the

development could generate up to 330 vehicles during peak periods or two to three vehicles per minute in the peak direction.

- Any temporary egress from The Ribbon should be maintained in the same approved location, designed for vehicles up to and including coaches and should have no impacts to the operation of the internal loop road which is vital for access to the loading dock and car stacker.
- Greaton should be consulted during the development of the CBP Construction Management Plan. As such, The Ribbon project team requests that any CBP Redevelopment Conditions of Consent require The Ribbon project team to be consulted and endorse the CMP along with TfNSW CJP.

Conclusion

On the basis of the above commentary, further work is required in relation to the proposed CBP Redevelopment loading dock access arrangement and its interface with The Ribbon, as it currently affects the safety of drivers departing The Ribbon, which will be on average up to three vehicles every minute during the road network peak periods. An appropriate and legible public domain solution needs to be developed between the two sites that does not compromise the operation of The Ribbon during both construction and operation of the CBP Redevelopment (and potential knock-on effects on Harbour Street traffic flow), with key design matters being the inadequacy of the CBP loading dock access driveway to accommodate independent two-way traffic flows for all design vehicles and the sight line obstructions created by the proposed additional CBP column structure and concrete barriers. This is important for The Ribbon noting most of traffic generated by the development will comprise of drivers (i.e. hotel guests and taxi/ ride share drivers) unfamiliar with the complex egress arrangement.

I trust this provides the information you require. Should you have any questions or require any further information, please do not hesitate to contact me.

Yours sincerely

STANTEC AUSTRALIA PTY LTD

Brett Maynard
Senior Principal Transportation Engineer
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