

11 January 2013

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Our Ref : 2013/010007  
Your Ref : SSD 12\_5374

Heather Warton  
Director, Metropolitan and Regional Projects North  
Department of Planning and Infrastructure  
23 – 33 Bridge Street  
SYDNEY NSW 2000

Attention: Kate MacDonald  
Email: kate.macdonald@planning.nsw.gov.au

Dear Kate

**RE: Exhibition of SSD 12\_5374, Barangaroo Central Waterfront Promenade and Interim Public Domain Works, Barangaroo Central.**

Thank you for the opportunity to comment on the above state significant development application which seeks approval for the construction of the Barangaroo Central waterfront promenade and interim public domain.

The City of Sydney (the City) supports the Barangaroo Development Authority's commitment to deliver an active and connected waterfront in 2015 to coincide with the opening of the Headland Park and first commercial building in Barangaroo South. The City recognises the importance undertaking a range of long term and interim works within the Barangaroo Central area to provide for public access and enjoyment of the site prior to the final development. The City also recognises the difficulty associated with developing, designing and delivering interim works in conjunction with a long term vision.

The Environmental Impact Statement (EIS) and supporting documentation was referred to various units within the City. Their comments are provided in this submission under separate headings:

- Planning and Urban Design
- City Access and Transport
- Public Domain

The comments are provided to assist the Proponent in their preparation of their Response to Submissions and are reflective of the City's commitment for the high quality, sustainable redevelopment of Barangaroo. Recommendations are made throughout this submission and are numbered for ease of reference.

## 1.0 Planning and Urban Design

### 1.1 Circulation

A 5.5m wide temporary pedestrian path connecting Hickson Road with the permanent waterfront promenade is proposed. The alignment and culmination of this temporary path is marked in the landscaping treatment of the permanent treatment to the foreshore walk: a break in tree planting, stairs up to the permanent foreshore pedestrian path etc. The drawing “Foreshore Connections to Future Development” clearly shows the future connection through Barangaroo Central as aligning with High Street. As such, the break in the permanent landscaping to the foreshore will not be in this long term alignment. The City questions why the temporary path across the site is driving permanent elements in the foreshore walk design.

### 1.2 Bicycle Movements

It is assumed that the zone of bitumen paving is a shared zone for pedestrians and bicycles. The City therefore questions the misalignment of this cycleway and the separated cycleway in Headland Park, a misalignment that occurs at the “Public Deck and Stage.” It would be clearer and safer if the Headland Park cycleway was in direct alignment with the zone for cycling in Barangaroo Central.

### 1.3 Public Deck and Stage

The City acknowledges that this element forms the terminus to an important cross-site link in the in the long-term development of Barangaroo Central. However, the functionality of this element as a public staging area to be viewed from open space in Barangaroo Central is questioned, considering the major pedestrian and bicycle paths that run through it. A concept plan of the stage in operation (including audience seat location) may assist in gaining a better appreciation of how this space will function.

### 1.4 Signage and Wayfinding

The signage strategy is said “to adopt a stand-alone unique design for the public information system.” The City notes that while this signage system will be different in design from the City’s own system, there needs to be a degree of consistency, particularly with Transport for NSW’s pictograms and naming conventions in terms of wayfinding for transport. The City refers the Proponents design team to the City’s “Draft Legible Sydney Wayfinding Strategy” found at:

<http://www.cityofsydney.nsw.gov.au/Council/OnExhibition/DraftLegibleSydneyWayfindingStrategyReport.asp>

The Emery Design report indicates that there will be some variation in the design of the signage systems for Barangaroo Central and Headland Park and Barangaroo South (“The identity for signage [for Barangaroo Central] will be compatible with the signage developed for Barangaroo Headland Park, Barangaroo South...” The City questions the need for any variation in signage design across the three zones of Barangaroo.

#### **Recommendation 1**

The above Planning and Urban Design comments be addressed in the Response to Submissions prepared by the Proponent.

### 1.5 Paving and Access

Equitable access, proposed materials and finishes and finer access compliance details are generally not considered to be addressed sufficiently in the application.

For example, the drawing “Typical Paving Detail” shows an arrangement of 100x100mm porphyry sets adjacent to a central zone of large porphyry units of 140x200/320mm, and a zone of bituminous paving. The drawings “Promenade Section” and “Promenade Section at North Cove” indicate a zone of decomposed granite instead of sets. It is therefore not clear if and where the porphyry sets are proposed. The City notes that cleft cut porphyry sets provide a less comfortable surface to walk on over significant distances and may not meet DDA requirements. Similarly, in the City’s experience, decomposed granite can pose issues in terms of ongoing maintenance and safety. The use of the City’s Public Domain palette including granite variation is encouraged.

The Proponent is strongly urged to engage an appropriately qualified Accessibility Consultant to advise appropriate protective measures for the public including:

- suitability of the proposed stone paving as cobblestones are generally not favoured;
- inclusion where required of tactile, balustrades and hand rails at stairs, ramps, along the edge of the board walk and along the top of the sandstone wall;
- inclusion of any other visual or tactile aids that may be required in the vicinity of the foreshore.

#### **Recommendation 2**

The Proponent is to engage an appropriately qualified Accessibility Consultant to advise appropriate protective measures for the public. The use of the City’s Public Domain palette including granite variation is encouraged.

### 1.6 Hickson Road Treatment and Visual Access

It is somewhat difficult to comment on a temporary landscape solution without knowing the proposed final treatments. This applies to the Hickson Road frontage (though indicatively the grove of trees is likely to remain in part).

The sections on sheet ‘Overland Flow Sections’ appear to be generally typical of the Hickson Road frontage. This may not be desirable as it provides no activation along this area, preventing views across the site. An edge treatment that does not present as a grassed slope hard up against the street interface would be preferred.

If the creation of an artificial amphitheatre by mounding soil is a result of a desire to store fill on site this should be stated. The creation of large mounded spoil areas may necessitate drainage works to prevent slumping or water logging. An interim design that better aligns with the long term vision in terms of levels may be preferred.

#### **Recommendation 3**

The Proponent should provide clarification as to the design intent of the artificial amphitheatre; clarification on the use of fill on site, and; the implications of the extensive mounding in terms drainage and visual access across the site.

## **2.0 City Access and Transport**

### **2.1 Average Annual Daily Traffic (AADT)**

There is a concern that AADT counts utilised in the EIS, including in the Traffic Impact Assessment undertaken by Aurecon Group, are extrapolated from 2005 figures. While it is recognised that this is the latest data available, new classified counts should be undertaken. There have been several developments in the area that will contribute to additional traffic, particularly in the Erskine / Sussex Street area. By utilising out of date traffic data potential impacts cannot be fully considered and addressed.

#### **Recommendation 4**

That new classified counts are undertaken over at least a two week period. These counts should be undertaken outside of peak seasons and while school is in session. Alternatively traffic counts from the traffic signals should be sought from the Transport Management Centre.

### **2.2 Sussex Street / Erskine Street intersection**

It is noted that the analysis that has been completed shows the Sussex Street / Erskine Street intersection operating at LOS F during the PM peak periods. However the analysis also states that the queue lengths at this intersection will affect the operation of other intersections in the vicinity. The analysis then fails to address this impact further or discuss implications.

#### **Recommendation 5**

A new analysis must be conducted based on similar assumptions that have been used in the existing LINSIG modelling for both the existing and construction scenarios including the impact of the queue lengths at intersections.

### **2.3 Napoleon Street / Hickson Road intersection**

The EIS suggests that operations at the Napoleon Street / Hickson Road intersection should be changed in the future. The City has long requested that this intersection is signalised and understands that Barangaroo Delivery Authority (BDA) has committed to signalising this intersection.

It is understood that the Napoleon Street / Hickson Road intersection will be signalised in 2013 as a result of other traffic issues in the area. The City supports this intersection being signalised earlier than 2015 as there are long standing pedestrian safety concerns. Clarity is sought on the exact timing of when this intersection will have signals. This could then impact on any analysis undertaken at this intersection.

#### **Recommendation 6**

That the Proponent confirms the proposed timing for the construction of traffic signals at the Napoleon Street / Hickson Road intersection.

Please note, ongoing discussions between the BDA, Transport for NSW (TNSW) and the City are being held over the proposed geometry of Napoleon Street. It should also be noted that the latest Concept Plan modification for the basement car park includes a driveway exit in close proximity to the Napoleon Street / Hickson Road intersection. Any geometry changes at this intersection will have an impact and should be accommodated in all analysis.

#### **Recommendation 7**

The revised geometry Napoleon Street is included in any amended analysis.

### **2.4 Pedestrian Analysis**

The City is concerned over the number of pedestrians that have been included in the modelling. With the recent closure of the Kent Street tunnel there are significantly more pedestrians using Erskine Street to access the King Street Wharf area from the Wynyard precinct.

#### **Recommendation 8**

New pedestrian counts are to be undertaken to establish the actual impacts of pedestrians at the Erskine Street / Sussex Street intersection. The Wynyard Walk team at TNSW should be contacted in order to understand the pedestrian flows in the area.

### **2.5 Modal Split**

Whilst the submitted EIS and supporting document refer to the City's *Connecting Our City* report, it is not clear how the report has been used to determine the mode shares for event modes.

#### **Recommendation 9**

The Proponent is to clarify how the City's *Connecting Our City* has been utilised to inform its conclusions in a more detailed description.

### **2.6 Public Transport Operations**

The State Government has recently finalised the Long Term Transport Masterplan which included decisions over light rail in the City Centre and the proposed ferry wharves at Barangaroo.

The new light rail line will operate along George Street with a fully pedestrianized area between Hunter Street and Bathurst Street. As a result, there will be a number of changes to bus routes in the City Centre. It is likely that while the total proportion of people using public transport to access the site will remain the same, the proportions will change between various modes.

Transport for NSW has started detailed planning to create a new ferry hub at Barangaroo, with initial modelling and analysis indicating two ferry wharves will satisfy forecast demand beyond 2021. This hub will offer convenient access to the western edge of Sydney's CBD for ferry passengers, take pressure off Circular Quay and service our newest business, tourism and residential precinct.

**Recommendation 10**

That the sections of the EIS and supporting documents outlining public transport access be based on information included in the NSW Government's Long Term Transport Masterplan.

**2.7 Construction Vehicle Access**

It should be noted that construction vehicles cannot access York Street from the Harbour Bridge during the AM peak period. Construction vehicles coming from the north will need to use the western distributor during this period.

On-street space in the City is limited and is prioritised for public transport and short term loading/commercial activities. With the number of construction activities in the area, the opportunities for truck holding areas is severely limited and will not be guaranteed. The City prefers that all truck holding areas are located on-site.

**Recommendation 11**

The exact locations for truck holding areas are to be identified. All truck holding areas are to be located on-site.

**3.0 Public Domain****3.1 Lighting**

Light fittings are required to be compatible with the City's fittings for maintenance purposes. Lighting levels should comply with the City's requirements with documentation to be submitted for comment.

**3.2 Materials and finishes**

Any decomposed granite should be specified with a resin binder. The City can be contacted for a range of approved binders and the appropriate details of application around the base of trees.

It is noted that the existing paved surface is to be retained below the finished levels and tree planting. The minimum depth of soil appears to be 1.10m though no details of the soil structure have yet been provided. It is suggested that additional drainage is provided to prevent ponding of water within the fill material in addition to that provided for the trees.

**3.3 Trees**

Issues relating to the establishment of a new landscape are as follows:

- tree species selection;
- sourcing of advanced stock;
- top soil preparation and measures to prevent compaction;
- details of irrigation system (including watering schedule / water management plan for new trees; and
- maintenance of trees during establishment and post construction.

As such a Tree Management Plan (TMP) should be prepared during the design development stage. A TMP is a document that guides the management of trees, through the use of technical specifications (including future removal or transplanting), from design to post construction.

**Recommendation 12**

The above Public Domain comments be addressed in the Response to Submissions prepared by the Proponent.

Should you wish to speak with a Council officer about the above, please contact Tim Wise, Senior Planner, on 9265 9314 or [twise@cityofsydney.nsw.gov.au](mailto:twise@cityofsydney.nsw.gov.au).

Yours sincerely,

A handwritten signature in black ink, appearing to be 'GJahn', written in a cursive style.

**Graham Jahn AM**  
**Director**  
City Planning | Development | Transport