

1 December 2021

Our Reference: SYD16/00625/17  
DPIE Reference: SSD-9978934

Ms Kiersten Fishburn  
Secretary  
Department of Planning, Industry and Environment  
Locked Bag 5022  
Parramatta NSW 2124

Attention: David Glasgow

Dear Ms. Fishburn,

**SSD-9978934: EXHIBITION OF ENVIRONMENTAL IMPACT STATEMENT (EIS)  
STAGE 2 COCKLE BAY WHARF MIXED USE DEVELOPMENT  
249 WHEAT ROAD, COCKLE BAY**

Thank you for your correspondence via the Major Projects Portal on 4 November 2021, requesting Transport for NSW (TfNSW) to review and comment on SSD-9978934 'Stage 2 Cockle Bay Wharf Mixed Use Development'. TfNSW notes that this application seeks approval for detailed design, construction, and operation of:

- Site preparation works that were not captured as part of the approved Stage 1 works (SSD-7684)
- The construction and use of a landbridge across the Western Distributor motorway between Darling Harbour and Darling Park that includes:
  - A northern park with over 5,500m<sup>2</sup> of publicly accessible open space.
  - A southern park with over 1,000m<sup>2</sup> of publicly accessible open space.
  - Associated landscaping and access to the park from both Darling Park and Darling Harbour.
  - Interface works for the Pyrmont Bridge, Drutt Street Bridge, and to Sussex Street and Market Street, including the construction of a new bridge connection over Sussex Street to the proposed landbridge.
- The construction and use of a new 43 level commercial building, containing:
  - 4 publicly accessible podium levels, containing 14,000m<sup>2</sup> of retail gross floor area
  - 35 levels of commercial office space, containing 75,000m<sup>2</sup> of commercial GFA
  - 4 levels of mechanical plant
- Associated bicycle parking, loading facilities, end of trip facilities, building and business identification signage and utilities and services infrastructure.

It should be noted that the Applicant, separate to this application, will require TfNSW concurrence under section 138 of the *Roads Act, 1993* for the proposed works and structure over the Western Distributor motorway.

After review of the EIS for SSD-9978934, TfNSW provides the Department the following for its consideration:

- **TAB A** – Comments to be addressed by the Applicant.
- **TAB B** – Suggested conditions of consent.

TfNSW advises the Department that the Applicant has been working with the transport cluster regarding this development and would welcome continued discussion in addressing the matters raised in **TAB A**.

If you require clarification regarding the attached, please don't hesitate to contact Edmund Platon, Senior Land Use Planner via email at [development.sydney@transport.nsw.gov.au](mailto:development.sydney@transport.nsw.gov.au).

Yours sincerely,



**Brendan Pegg**  
Senior Land Use Planner  
Planning and Programs, Greater Sydney Division

## TAB A

### Protection of CBD Rail Link (CBDRL) Corridor

#### Comment:

It is noted that the Environmental Impact Statement (EIS) prepared to support the development application states the following:

*"Further, it is noted that whilst there are rail corridors reserved below both Sussex Street and Kent Street, there is no current proposal to utilise the allocated corridors to construct rail infrastructure. The extent of the proposed development which is contained above the Sussex Street corridor is limited to the new Market Street Bridge (in the same general location as the existing bridge) and tying into the landbridge over the Western Distributor to the existing Darling Park development."*

It is also noted that Section 9 of Appendix DD – Landbridge Structural Report includes the location of CBDRL tunnel and states the following:

*"The existing supports on either side of Sussex St have been surveyed and modelled to compare with the CBDRL exclusion zones, which were also surveyed. The existing supports and foundations are located in Zone 4, which permits vertical downward loads that are limited in magnitude, as agreed with TfNSW."*

*"A new proposed pedestrian bridge will be located at the existing support locations with new foundation structure with loads of a similar magnitude to the existing condition. This design has been presented to TfNSW with a view to understanding any additional requirements to be satisfied."*

The proposed pedestrian bridge works are located in proximity to the future CBD Rail Link (CBDRL) corridor. Pursuant to Clause 88 of the *State Environmental Planning Policy (Infrastructure) 2007 (ISEPP)*, concurrence is required from TfNSW to ensure that the proposed works will not have an adverse impact on the future viability of the CBDRL corridor.

As the proposal is being assessed as State Significant Development, formal concurrence from TfNSW does not apply. Nevertheless, the development should be assessed and appropriate mitigation measures be adopted to minimise these effects, if required.

#### Recommendation:

It is requested that the applicant provides the following information as part of the applicant's Response to Submissions (RtS):

- Geotechnical Report - Geotechnical Report shall be provided with an engineering assessment of the ground/structure interaction, associated with the CBDRL. A detailed geotechnical analysis needs to be undertaken to the satisfaction of TfNSW to demonstrate likely movements of the ground due to the construction of the future CBDRL will not adversely impact upon the development;
- Environmental Impact Assessment - Environmental Impact Assessment should be updated to include to address the impacts of the development on the CBDRL;
- Structural Assessment - Structural Report shall be provided with structural foundation design of the bridge support location and associated drawings and to confirm the appropriate consideration of the future CBDRL to enable verification of compliance to TfNSW requirements. Drawings should show offsets to the CBDRL including protection zones in both plan and elevation sections; and
- Electrolysis Report - All structures must be designed, constructed and maintained so as to avoid any damage or other interference, which may occur as a result of stray electrical currents, electromagnetic effects and the like from future railway operations. The applicant must incorporate in the development all the measures recommended in the report to control the risk.

It is recommended that the applicant consult TfNSW before submitting to Department of Planning, Industry Environment revised or new documentation which comprehensively assesses the impacts of the development proposal on the CBDRL.

## **Impact to TfNSW Asset (Western Distributor)**

### Comment:

TfNSW have reviewed the submitted documentation and require the following matters clarified during the RtS:

- Maintenance access: Confirmation that minimum 2 metre clearance is provided between the proposed land bridge and the existing Western Distributor structure to ensure that TfNSW can continue to facilitate maintenance of the structure.
- Shear wall adjacent to the Western Distributor in the road corridor: TfNSW notes that the proposed land bridge structural shear wall at location 4 is 250mm away from the Western Distributor bridge headstock which will prevent future maintenance and rehabilitation of the TfNSW bridge, this shear wall needs to be redesigned to allow bridge maintenance.
- Structural columns in road corridor: The proposed land bridge structural column at location 2 is 215mm from the low/intermediate performance Western Distributor barrier and therefore it should be able to withstand the traffic impact loads as per AS 5100.
- Graffiti: All visible surfaces of the land bridge from the roads below including Western Distributor should be free from graffiti. Anti-graffiti coating is recommended to assist cleaning easily. The developer needs to pay for removal of the graffiti from the land bridge periodically including the removal of offensive graffiti in short notice.
- Dangerous goods vehicles: All risk mitigation measures recommended in the DGV assessment should be provided by the Applicant including the routine maintenance cost and the periodic rehabilitation/upgrade cost for the implemented mitigation measures.
- Fire Protection and Sprinkler system: Both new land bridge and the impacted TfNSW Western Distributor bridges will need to be made compliant to meet the minimum fire resistance level of the assessment.
- Fire Hydrants: Conforming fire hydrant system is required in WD under the land bridge to manage the tunnel fire. The Applicant will need to fund for the routine maintenance and rehabilitation / upgrade of the fire suppression system over the life of the asset.
- Air Quality: Conforming air quality monitoring system and the risk mitigation measures should be provided if the air quality issue arise during the service. The developer needs to pay for the routine maintenance of the air quality monitoring and the risk mitigation measures.
- Flood lighting on the bridge: Any form of flood lighting and other lighting should not dazzle the drivers on the motorway below.
- Lightening: Necessary tunnel lighting needs to be installed for the affected roads including Western Distributor under the land bridge. The Applicant will need to fund the routine maintenance and upgrade of the lighting system including any power supply cost.
- Water: Adequate water supply system should be installed to operate the fire suppression system. The Applicant needs to fund the cost for the periodic maintenance and upgrade of the water supply system.
- Safety screens on the land bridge: The proposed safety screen has vegetation on the inside of the wall and panels on the outside of the wall over the roadway, which can present road safety issue if the panel is dislodged.
- Traffic / Security Cameras: It is suggested that the Applicant install a traffic / security camera under the proposed bridge structure to monitor the asset, security and transport network.
- Maintenance agreement between the Applicant and TfNSW: Separate TfNSW concurrence under section 138 of the *Roads Act 1993* will be required and interface agreement for the maintenance of the land bridge and Western Distributor is required so that both TfNSW and the developer can maintain their asset to ensure safety for the road users. This will include the development of Technical Maintenance Plan for the assets that will be maintained by TfNSW.

### Recommendation:

It is requested that the Applicant addresses the above comments as part of the RtS.

## **Pedestrian Amenity**

### Comment

- Also relevant to the proposed Stage 1 SSD Modification (SSD 7684 MOD 1), the proposed development does not alter the existing Druitt Street Bridge however provides a new connection between the bridge and the development's podium (via stairs and ramp) and a connection to the Darling Harbour promenade (via stairs and lift).
- The Druitt Street Bridge and connections to the podium and Darling Harbour promenade should be designed to be of adequate capacity to cater for pedestrian demand between Darling Harbour (including the subject development) and the CBD, including the various transport nodes within the CBD such as Town Hall station, future Pitt Street Metro station and light rail on George Street. Pedestrian demand generated from events within the development and Darling Harbour should also be catered for.
- Further, the proposed pedestrian connection (stairs, lift and escalators) between Pyrmont Bridge and the new proposed land bridge that connects to the replacement Market Street bridge should be designed to be of adequate capacity to cater for the pedestrian demand forecast to use this pedestrian connection which is proposed to be made more direct.
- It is unclear in Section 6.3.3 of the EIS if the Druitt Street Bridge pedestrian connection would be accessible to the public 24 hours a day.

### Recommendation

- TfNSW requests that a detailed pedestrian capacity analysis is undertaken as part of the RtS on the proposed pedestrian connections located at the northern and southern boundaries of the development site and redesign the infrastructure associated with the pedestrian connections to ensure that the connections are of adequate capacity to cater for the forecast pedestrian demand.
- As part of the RtS, TfNSW requests clarification if the proposed Druitt Street Bridge pedestrian connection would be accessible to the public 24 hours a day.

## **Urban Design**

### Comment

- There are issues relating to pedestrian access, placemaking and cyclists in the area.
- TfNSW have ongoing projects in the surrounding streets to assist with accommodating the expanding cycle paths from Pyrmont and surrounding areas into the city.
- Cycle access to bike parking facilities in Darling park is poor, and should be connected more directly to the northern interface with Pyrmont Bridge.

### Recommendation

The Applicant continues to work with TfNSW during the design review period to manage the pedestrian/cycle place aspect of the design development. This will fall under the Works Authorisation Deed (WAD) that the Applicant will need to do, once concurrence is granted for the proposed works under the *Roads Act 1993*.

## **TfNSW Network Projects**

### Comment:

TfNSW advises the proponent that the Anzac Bridge Precinct Improvements Project and the Western Distributor Smart Motorways (WDSM) Project is currently under active investigation and will likely result in several gantry structures along the Western Distributor.

Design of WDSM will be undertaken in 2022 with construction occurring in 2023. It is anticipated that due to the timing of the proposed Cockle Bay Project works, WDSM gantries will be installed and operational prior to the adjacent Cockle Bay works commencing. These gantries form part of the managed motorway system linking the WCX to the Warringah Freeway, must remain operational and cannot be modified without TfNSW approval.

The proponent should consult with TfNSW WDSM project team throughout design and delivery of the Cockle Bay Project. The Cockle Bay Project would need to incorporate any required modifications to the TfNSW gantries and

associated ITS devices into their design.

Recommendation:

As the Project's details are made available and through any WAD process with TfNSW, the agency will advise the proponent of any changes that may need to be made as part of the detailed design to accommodate any gantry and ITS device installation with the development's proposed structure over the Distributor.

**Access Arrangements**

Comment

- The proposed design seems to indicate a new access point which would incorporate access for the Ribbon development, adjacent to the proposed access to the loading dock. However, the interaction of the access (both entry and egress) with the loading dock access has not been assessed. In addition, details on the largest size vehicle accessing the Ribbon development that could be accommodated has not been provided.
- A Road Safety review of the access arrangements was prepared, but a Road Safety Audit was not undertaken.

Recommendation

As part of the RtS, TfNSW requests following further information and clarification on the proposed access arrangement:

- Forecast traffic volumes
- Detailed queuing analysis, including incorporating the left-turn into Harbour Street for both loading and servicing vehicles associated with the subject development and vehicles associated with the Ribbon development.
- Detailed swept path analysis for the entry and exit movement through the Ribbon porte cochere including out to Harbour Street (including coaches) based on the the largest coach size able to access the Ribbon porte cochere.
- Details of the operation of the Ribbon development traffic arrangement (as proposed by the Cockle Bay Wharf SSD), including all vehicle movements associated with the Ribbon (i.e. loading/servicing vehicles, coaches, point to point transport (including stretched limousines) and vehicles accessing the Ribbon car park).
- Details of consultation with the Ribbon development and provision of evidence of an agreement between the two parties on the proposed altered traffic arrangements to the Ribbon development, and if not agreed, details of an alternative traffic arrangement, including a swept path analysis.
- An independent RSA undertaken, with all recommendations incorporated.

**Point-to-point transport and coaches**

Comment

- The demand for vehicle drop off is based on the commercial component of the development only. It is likely there will be demand generated from the retail land use as well. Therefore, the future demand is likely to be significantly higher than what was calculated in the Transport Impact Assessment (TIA). Given the location, it is considered likely that the drop off area will be attractive to other people accessing the area via point-to-point services and as such other vehicles not associated with Cockle Bay will also use the spaces.
- It is noted that porte cochere will not have provision for coaching parking but will provide access to the existing coach parking spaces at the Sea Life Sydney Aquarium level. No details on forecast coach demand and if the coach parking at the Sea Life Sydney Aquarium will have sufficient capacity has been provided.
- Further it is not clear if the vehicle drop off, including ingress and egress, has been designed to accommodate stretched limousines which may serve the proposed development and the maximum coach size that the proposed Wheat Road configuration has been designed to as this is not clear from the swept path analysis provided in the Traffic Impact Assessment. It is also noted that the swept path analysis identifies that the coach design vehicle encroaches into the land outside of the proposed extent of the Wheat Road roadway.

### Recommendation

As part of the RtS, TfNSW requests additional information on the following:

- Further details on the forecast vehicle drop off (point-to-point transport) demands generated by both the commercial and retail components should be provided and how will it be managed. This should be accompanied with a detailed queuing analysis should be provided.
- The forecast coach demand should also be provided, and how the demand could be accommodated within the site, without relying on coach spaces at the Sea Life Sydney Aquarium level should be provided. The development's coach demand should be included in the queuing analysis.
- Details of the largest vehicle size that the proposed vehicle drop off, including ingress and egress and Wheat Road configuration have been designed should be provided (including swept paths and vehicle clearance heights), taking into consideration the use of coaches and stretched limousines within the vehicle drop off and Wheat Road configuration. Further, provision of a swept path analysis identifying that the proposed Wheat Road configuration adequately accommodates the coach design vehicle should also be provided.

### **Freight, Loading and Servicing**

#### Comment:

As part of the RtS, TfNSW requests that the proponent addresses the following comments:

- It is not clear how access between the loading dock, the Ribbon development, Harbour Street and Wheat Road will be managed. Detailed plans are to be provided showing the existing and proposed road layout, property boundaries of the Cockle Bay and Ribbon developments, and signs and line marking to manage access to and from Harbour Street and Wheat Road.
- Swept paths show that delivery vehicles need the full width of loading dock's entrance to enter and exit. Delivery drivers cannot enter and exit the loading dock simultaneously and there is no space for drivers to wait before the loading dock for delivery vehicles to exit. Vehicles waiting to enter the loading dock may queue back into Wheat Road and Harbour Street. Access to and from the loading dock needs to be reconsidered to enable delivery vehicles to enter and exit the loading dock simultaneously and prevent queuing across the egress of the Ribbon development and onto Wheat Road and Harbour Street.
- Swept paths show a lot of manoeuvres for delivery vehicles to park in and exit out of the loading bays. Swept paths also show that some loading bays need to be empty for delivery vehicles to park into and out of the bays with some hitting internal walls. The configuration and size of the loading dock needs to be reconsidered to ensure drivers can easily park and exit to improve the efficiency of the loading dock.

#### Recommendation:

TfNSW raises some concerns regarding the current loading dock design and recommends as part of the RtS that the Applicant consider a redesign of the dock to include increases number of spaces and improved manoeuvrability to ensure that it can operate effectively, whilst not impact the surrounding transport network.

## **TAB B – Suggested conditions of consent**

### ***Roads Act Concurrence***

#### Comment:

The proposed works and structure over the Western Distributor require the Applicant to obtain concurrence under section 138 of the *Roads Act 1993*.

#### Suggested condition:

The Applicant shall obtain concurrence under section 138 of the *Roads Act 1993* for the proposed works and structure over the Western Distributor.

### **TfNSW Asset**

#### Suggested condition:

Any proposed buildings or structures are erected clear of TfNSW assets (Western Distributor, Cross City Tunnel etc). Access to the TfNSW assets is not to be denied and the integrity of the TfNSW Assets is not to be compromised.

### **Construction Pedestrian and Traffic Management Plan (CPTMP)**

#### Comment:

- Several construction projects are likely to occur at the same time as this development.
- Construction vehicle movements from these projects could have the potential to impact on general traffic and public transport operations within the CBD, as well as the safety of pedestrians and cyclists particularly during commuter peak periods.

The applicant should be conditioned to prepare a Construction Pedestrian and Traffic Management Plan (CPTMP) in consultation with TfNSW and submit a copy of the final CPTMP plan to TfNSW for endorsement, prior to the issue of any construction certificate or any preparatory, demolition or excavation works, whichever is the earlier.

#### Suggested condition:

Prior to the issue of any construction certificate or any preparatory, demolition or excavation works, whichever is the earlier, the applicant shall:

- Prepare a Construction Pedestrian and Traffic Management Plan (CPTMP) in consultation with TfNSW. The CPTMP needs to specify matters including, but not limited to, the following:
  - A description of the development;
  - Location of any proposed work zone(s);
  - Details of crane arrangements including location of any crane(s);
  - Haulage routes;
  - Proposed construction hours;
  - Predicted number of construction vehicle movements and detail of vehicle types, noting that vehicle movements are to be minimised during peak periods;
  - Details of specific measures to ensure the arrival of construction vehicles to the site do not cause additional queuing on public roads;
  - Details of the monitoring regime for maintaining the simultaneous operation of buses, light rail and construction vehicles on roads surrounding the site;
  - Details of access for vehicles associated with the Ribbon development and through traffic using Wheat Road, including coaches and point to point transport needing to access passenger pick-up/drop-off facilities on Wheat Road;
  - Pedestrian and traffic management measures;
  - Construction program and construction methodology;
  - A detailed plan of any proposed hoarding and/or scaffolding;
  - Measures to avoid construction worker vehicle movements;

- Consultation strategy for liaison with surrounding stakeholders, including other developments under construction;
  - Any potential impacts to general traffic, cyclists, pedestrians and light rail and bus services within the vicinity of the site from construction vehicles during the construction of the proposed works;
  - Cumulative construction impacts of projects including The Ribbon and Sydney Metro City and Southwest. Existing CPTMPs for developments within or around the development site should be referenced in the CPTMP to ensure that coordination of work activities are managed to minimise impacts on the surrounding road network; and
  - Proposed mitigation measures. Should any impacts be identified, the duration of the impacts and measures proposed to mitigate any associated general traffic, public transport, pedestrian and cyclist impacts should be clearly identified and included in the CPTMP.
- Submit a copy of the final plan to TfNSW for endorsement via [development.ctmp.cjp@transport.nsw.gov.au](mailto:development.ctmp.cjp@transport.nsw.gov.au), and
  - Provide the builder's direct contact number to small businesses adjoining or impacted by the construction work and TfNSW to resolve issues relating to traffic, public transport, freight, servicing and pedestrian access during construction in real time. The applicant is responsible for ensuring the builder's direct contact number is current during any stage of construction.