

24 May 2019

Our Reference: SYD18/01997/01

Planning Panels Secretariat  
GPO Box 39  
Sydney NSW 2001

Attention: Suzie Jattan

Dear Suzie,

**PLANNING PROPOSAL 360 - 378 WINDSOR ROAD, BAULKHAM HILLS**

Reference is made to Sydney Central City Planning Panel correspondence dated 27 November 2018, regarding the abovementioned proposal which was referred to Roads and Maritime Services (Roads and Maritime) for comment in accordance with the consultation requirements set out under Section 3.34 of the *Environmental Planning and Assessment Act, 1979* and Gateway determination. Roads and Maritime appreciates the opportunity to provide comment on the proposal.

It is noted that the planning proposal seeks to amend The Hills Local Environmental Plan 2012 as follows:

- Rezone the site from R1 General Residential to B2 Local Centre;
- Increase the permissible height of building from 12m to 49m; and
- Increase the Floor Space Ratio from 1:1 to 3.2:1

This will indicatively allow redevelopment of the site for a mixed use development comprising:

- 3 mixed use towers containing 200 dwellings;
- 4,890m<sup>2</sup> of retail/commercial space;
- Reconstruction of the Bull & Bush Hotel;
- New multi-purpose public library and community centre (to facilitate the relocation of the existing Baulkham Hills Library and Conie Avenue Community Centre); and
- Additional open space and through site linkages to the adjacent Conie Reserve.

Roads and Maritime has reviewed the submitted documentation and provides comments at **Attachment A**, to be addressed prior to the making of the plan.

To avoid unnecessary delays for planning proposals and developments of this nature in future, Roads and Maritime encourages early consultation (prior to exhibition of planning proposals and at pre-DA stage).

Thank you for the opportunity to provide advice on the subject planning proposal. Should you have any questions or further enquiries in relation to this matter, Ilyas Karaman would be pleased to take your call on phone 0447 212 764 or email: [development.sydney@rms.nsw.gov.au](mailto:development.sydney@rms.nsw.gov.au)

Yours sincerely,

A handwritten signature in blue ink, appearing to read 'C Marsden', written in a cursive style.

Cheramie Marsden  
**Senior Manager Strategic Land Use**  
**Sydney Planning, Sydney Division**

## Attachment A: Detailed Comments

### Traffic Generation Assumptions:

1. It is noted that the Addendum Traffic Assessment dated 7 September 2018, prepared in support of the subject proposal, adopted traffic generation rates of 0.19 vehicle trips per hour (vtph) per dwelling, and 0.15 vtph per dwelling for the AM and PM peak periods respectively based on Sydney average rates in Roads and Maritime's *Technical Direction TDT2013/04a Updated Traffic Surveys*. The Sydney average traffic generation rates may not be appropriate for the subject site as these rates have been derived from surveys undertaken at locations with significantly higher accessibility and mode share to public transport (i.e. St Leonards and Chatswood).

Traffic generation from these locations may not be representative of the travel behaviour of the subject locality (Roads and Maritime notes that 2016 census data indicated that around 65% of residents of Baulkham Hills travelled to work by private vehicle). It is recommended that the trip rate used for the subject proposal is obtained from a survey of a site with comparable mode share and accessibility characteristics to Baulkham Hills. For example, in reference to the RMS *TDT 2013/04a*, the Liberty Grove site surveyed by Roads and Maritime has comparable journey to work mode share characteristics to the subject location (approximately 68% private vehicle mode share) and revealed a traffic generation rate of around 0.28vtph AM and 0.41vtph PM per unit.

2. The retail trip generation rates applied for the study appear to be quite low, particularly for the PM peak (2.3vtph AM and 4.6vtph PM). Justification should be provided for why these rates have been applied (i.e. was this based on a survey of a similar site?). Recent surveys undertaken on behalf of Roads and Maritime of retail developments less than 10,000m<sup>2</sup> across Sydney has shown higher trip generation rates than those applied for the subject study. Roads and Maritime can provide the recent survey data for comparison on request.

### Access arrangements:

3. Roads and Maritime has identified a high number of rear-end crashes along the corridor near Seven Hills Road and Windsor Road intersection, which is higher than the Sydney average crashes. Contributing factors may include high levels of traffic congestion, slow moving traffic, closely spaced intersections, motorists weaving around queues of turning traffic, and the presence of many driveways along the corridor.

An existing right turn bay (approximately 40 metres in length, including taper) from Windsor Road (southbound) currently provides access to the subject site. To further improve safety and minimise the potential for motorists queuing from the right turn bay spilling into through lanes during peak times along Windsor Road (southbound), exacerbated by additional traffic generated from the proposal, Roads and Maritime is likely to require the removal of the right turn bay as part of the future DA for the site.

The proposed access arrangements for any future development application(s) should show vehicular access to be appropriately located as far as practical away from the intersection of Seven Hills Road/Windsor Road/Old Northern Road. Roads and Maritime requires that all future vehicular access to the proposed development is restricted to left-in and left-out only on Seven Hills Road and Windsor Road. Depending on the turning volumes associated with the proposed future development, a left-turn deceleration lane may be required to facilitate safe and efficient access into the site, in accordance with Austroads warrants and design requirements. Any land required to facilitate the future site access treatment will need to be dedicated as public road at no cost to Roads and Maritime.

### Future Upgrades to Intersection:

4. As advised in Roads and Maritime's submission on the Baulkham Hills Town Centre Master Plan in 2016 (copy attached at **Attachment B**), grade-separation of the intersection of Seven Hills Road/Old Northern Road/Windsor Road intersection is unlikely to be viable due to construction constraints and significant

costs involved in such a proposal. On this basis it was recommended that the traffic and transport study for the Town Centre Masterplan be revised to assess the traffic impacts associated with the Town Centre Master Plan on the network and give consideration to viable road infrastructure upgrades in the absence of grade separation (augmentation of the existing transport infrastructure).

The subject site is located at a critical intersection on the State classified road network (Seven Hills Road/Winsor Road/Old Northern Road). Future needs for upgrades to this intersection to support future growth in Baulkham Hills Town Centre and the district more broadly are currently unknown. Notwithstanding, Roads and Maritime advises that as part of any potential future upgrades for this intersection, Seven Hills Road (eastbound) and Windsor Road (northbound) along the frontage of the subject site may at some stage need to be widened to accommodate upgrades. Without the benefit of the conclusion and findings of the Baulkham Hills Town Centre Master Plan traffic study, Roads and Maritime is not currently in a position to confirm whether potential infrastructure treatments on surrounding roads and intersections to support the broader growth would impact the site, and to what extent.

In an effort to ensure that the planning proposal will not conflict with the future delivery of infrastructure improvements to support the broader growth at this constrained location, Roads and Maritime strongly recommends that consideration is given to incorporating a continuation of setback requirements to apply to the subject site within The Hills Development Control Plan (DCP) 2012, Part D Section 10 (Baulkham Hills Town Centre), to allow for potential future widening. A minimum front setback requirement of 10 metres for the Seven Hills Road frontage of the subject site should be included in the DCP in alignment with the existing setback requirements for the adjoining site Connie Avenue Reserve Precinct, blocks 14 & 15 (s3.5.4 in The Hills DCP). A minimum front setback of 11 metres should be provided along the Windsor Road frontage of the subject site in alignment with the existing Windsor Road Precinct setback requirements (buildings 1 & 2). Roads and Maritime recommends that The Hills DCP Part D Section 10 is amended to reflect above, prior to finalisation of the LEP amendment, or that these setbacks are incorporated into any new 'Bull and Bush Precinct' section of Part D of the DCP. It is noted that reference should not be made in the DCP to 'possible grade separation of the Windsor Road, Seven Hills Road and Old Northern Road intersection', or to 'possible future land acquisition'.

The relevant planning authority may wish to consider a site specific clause to be included within the LEP, similar to Clause 8.3 for Bella Vista and Kellyville Station Precincts and 9.2 for Showground Road Precinct, to allow for the developable yield to be maintained in the case where land is dedicated as a public road for regional benefit at no cost.



22 January 2016

Our Reference: SYD14/00947/02 (A11366985)  
Council Ref: FP66

The General Manager  
The Hills Shire Council,  
PO Box 7064  
BAULKHAM HILLS BC NSW 2153

Attention: Brent Woodhams

Dear Sir/Madam

**BAULKHAM HILLS TOWN CENTRE DRAFT MASTER PLAN AND PUBLIC DOMAIN PLAN**

Reference is made to Council's email dated 16 April 2015, inviting Roads and Maritime Services (Roads and Maritime) to comment on the Baulkham Hills Town Centre Traffic Modelling and Options Analysis Report, prepared to support the abovementioned planning proposal.

Roads and Maritime appreciates the opportunity to provide comment and apologises for the delay in providing a response to Council. Roads and Maritime has received advice from Transport for NSW (TfNSW) regarding the NSW Government announcement of the preferred network option for the Parramatta Light Rail, and funding matters, and is now in position to comment on the aforementioned report.

Roads and Maritime has reviewed the information submitted and notes the two upgrade options being considered for the intersection of Windsor Road/Old Northern Road/Seven Hills Road, which involve grade separation. Council is advised that TfNSW and Roads and Maritime currently have no funding in the current works program for any upgrade of this intersection. As Council would appreciate, the funding of road infrastructure improvements is subject to consideration of a project's benefits and costs relative to competing projects to determine those with the best value for money, within constraints of funding availability and competing NSW Government priorities.

Given the significant costs involved with these grade-separated upgrade options, and with funding not currently available from State Government for the works, the identified upgrade options are unlikely to be financially viable in the short to medium term.

While Roads and Maritime recognises the significant work undertaken to date by Council's traffic consultant, it is recommended that the traffic and transport study be revised to assess the traffic impacts associated with the Town Centre Master Plan on the existing network and give consideration to viable road infrastructure upgrades in the absence of grade separation (ie augmentation of the existing transport infrastructure). Council should cost any identified road infrastructure improvements and identify how works could be funded, for example, developer contributions, planning agreements and/or Council's Section 94 Plan.

**Roads and Maritime Services**

Roads and Maritime provides preliminary assessment requirements at **Attachment A** for consideration in the development of a revised study, and would be happy to facilitate a meeting between Council, TfNSW and Roads and Maritime to discuss the assessment requirements and network assumptions in more detail.

Roads and Maritime will commence its detailed assessment of the Draft Town Centre Master Plan upon receipt of the abovementioned information. Should you have any questions in relation to the above, please do not hesitate to contact the nominated Land Use Planner, Rachel Nicholson on 8849 2702 or by email [Rachel.Nicholson@rms.nsw.gov.au](mailto:Rachel.Nicholson@rms.nsw.gov.au).

Yours sincerely,

A handwritten signature in dark ink, appearing to read 'J Hall', written over the printed name.

James Hall

**A/Manager Strategic Land Use  
Network and Safety Management**

## Attachment A - Assessment requirements

1. As previously mentioned, grade separation of the Windsor Road/Old Northern Road/Seven Hills Road intersection is not currently listed in the Roads and Maritime's short to medium term program and is unlikely to be a viable option. Council should consider preparing a revised traffic study to identify suitable road network upgrades to ameliorate any traffic impacts and safety impacts associated with the proposed Town Centre Master Plan development in the absence of grade separation of this intersection. This should include identification of pedestrian, cyclists and public transport infrastructure.
2. Staged infrastructure and services strategies should be developed to support the Master Plan, with consideration to timing and triggers for the need for the works.
3. Mode share and trip distribution assumptions should be justified and reflect Bureau of Transport Statistics Journey to Work data. The methodology and assumptions shall be to the satisfaction of Roads and Maritime and TfNSW. Future year traffic volumes on the network should be estimated from the Sydney Strategic Transport Model (SSTM).
4. The revised traffic study should be supported by microsimulation modelling to consider the traffic impacts on the surrounding road network as a result of the proposed development densities (in the absence of grade separation of the Windsor Road/Old Northern Road/Seven Hills Road intersection). The traffic analysis should include the base case model and a separate model with full development and background traffic growth at relevant development/design horizons (eg to year 2026). Prior to submitting the traffic analysis to Roads and Maritime for review, the models shall be audited and the audit procedure should be carried out by a suitably qualified and independent party.
5. Based on the flows from the network/microsimulation modelling, key intersections should be modelled using SIDRA to assess the ability of key intersections to accommodate the additional traffic volumes and test any upgrades identified as required. The electronic files of the modelling should be provided to Roads and Maritime for review. Roads and Maritime generally requires analysis to consider the performance of the intersections in the AM and PM peaks with and without the proposed development at relevant development horizons (e.g. base case, 2021, 2026 etc.). The intersections to be modelled include, but would not necessarily be limited to:
  - Key intersections on Old Northern Road south of Cross Street.
  - Intersections on Windsor Road between Coronation Road and Cook Street, and
  - Key intersections on Seven Hills Road east of (including) Conie Street.

These requirements may vary depending on the scale of the anticipated volumes.

6. Roads and Maritime requires the report to also consider the implications of the proposed development for non-car travel modes (including public transport use, walking and cycling); the potential for implementing travel demand management measures such as location-specific sustainable travel plans, travel behaviour change initiatives, parking restraints; and the provision of facilities to increase the non-car mode share for travel to and from the site. This will entail an assessment of the accessibility of the development site by public transport. TfNSW should be consulted in this regard.
7. The proposed commuter car parks and provision of car parking should be agreed with TfNSW.
8. Specific projects should be discussed and agreed with TfNSW and Roads and Maritime. At a minimum, strategic concept plans would be required in order to understand the impacts to infrastructure and upgrade footprints. Any identified works on classified roads (including structures in the road reserve) and proposed traffic signals on any road will require the consent/concurrence of Roads and Maritime under the *Roads Act, 1993*.

9. It is noted that while a number of transport infrastructure improvements were identified in the Master Plan (and subsequently the Traffic Modelling and Options Analysis Report) funding mechanisms are not identified for the improvements.

Council should consider how any identified road network upgrades would be funded. As Council would appreciate it is particularly important for planning proposals that facilitate a series of incremental developments which contribute to the need for the road network upgrades, but do not on their own warrant the upgrade. In this regard, Council should ensure that appropriate funding mechanisms/agreements are identified to fund any required road transport upgrades that may be required as a result of the additional development (eg Section 94 plan and/or Voluntary Planning Agreements).