## Transport for NSW Pre-exhibition Response

17 February 2023

## Attachment A: Cooks Cove Planning Proposal Pre-exhibition review – Preliminary comments for discussion

Preliminary comments are provided below on the revised draft *Cooks Cove Planning Proposal Transport Impact Assessment* (the revised TIA) dated 22 December 2022, prepared by JMT Consulting, revised intersection design plans dated 21 December 2022, prepared by Arup, the Urban Design and Landscape Report excerpt dated 22 December 2022, prepared by Hassell, and the Letter of Offer dated 21 December 2022 for discussion purposes:

Section/Page	
reference	Comment/suggestion
	TfNSW has received additional information relating to the planning proposal from Ethos Urban, dated 15 February 2023, in response to TfNSW correspondence dated 16 January 2023, requesting a copy of the latest draft planning proposal report. We're currently reviewing this information and will provide further feedback under separate correspondence.
General	Please note that the comments provided below are of a preliminary nature based on the information provided to TfNSW in correspondence dated 22 December 2022. Comments provided are not to be interpreted as binding upon TfNSW and may change following review of additional information available in the future. The comments do not fetter TfNSW's discretions to make submissions in response to formal planning proposal/s and/or development application/s in the future.
	TfNSW requests that the Cooks Cove planning proposal documentation identifies the infrastructure already being provided by TfNSW through the M6 Stage 1 Project under approval including the location of the carpark and pump track, and identifies the intention to cooperate in resolving conflicts without incurring additional cost to the M6 Stage 1 Project. The flooding analysis, design and performance must recognise the existence of M6 Stage 1 compliant infrastructure levels. The M6 Stage 1 Project has substantially completed design of infrastructure to be located within the Arncliffe Construction Compound area in consultation with Bayside Council.
General	Condition of Approval E154 of the of the M6 Stage 1 Project requires the project to prepare a Urban Design Landscape Plan (UDLP), in accordance with the project objectives, the commitments made in the EIS and submissions report, and the requirements of the approval. The M6 Stage 1 UDLP includes areas that are also shown within the provided 'Cooks Cove Development Precinct Masterplan' (the Masterplan). The Masterplan differs in the open space detail shown for these areas. The M6 Stage 1 UDLP is substantially complete and is currently on public exhibition. TfNSW requests the cooperation of the proponent in resolving any potential conflicts in these areas with the objective of doing so without incurring additional cost to the M6 Stage 1 Project.
General	Condition of Approval E46 of the M6 Stage 1 Project requires the following:

	"The CSSI must be designed and implemented to limit flooding characteristics to the following levels, unless otherwise approved
	by the Planning Secretary:
	(a) a maximum increase in inundation time of one hour in a 1 in 100 year ARI rainfall event;
	(b) a maximum increase of 10 mm in inundation at properties where floor levels are currently exceeded in a 1 in 100 year ARI
	rainfall event;
	(c) a maximum increase of 50 mm in inundation at properties where floor levels would not be exceeded in a 1 in 100 year ARI
	rainfall event; and
	(d) no inundation of floor levels which are currently not inundated in a 1 in 100 year ARI rainfall event.
	In addition, measures must be implemented to minimise scour and dissipate energy at locations where flood velocities are
	predicted to increase as a result of the CSSI and cause localised soil erosion or scour."
	The future development must not compromise the ability of the M6 Stage 1 project to comply with this Condition of Approval.
	TfNSW requests the ongoing cooperation of the developer in resolving any potential conflicts in flooding performance in the
	area with the objective of doing so without incurring addition cost to the M6 Stage 1 Project.
	The M8 Condition of Approval E29 required the following:
	Local and Sub-Regional Air Quality
	E29 The Proponent must assist the relevant council(s) in developing an air quality assessment process for inclusion in a Development Control Plan or other appropriate planning instrument, in
	considering planning and building approvals for new development in areas adjacent to the
	ventilation outlets which would be within a potential three-dimensional zone of affectation (buffer volume). This process must include procedures for identifying the width and height of buildings
	that are likely to be either affected by the plume from the ventilation outlet or affect the dispersion of the plume from the ventilation outlet through building wake effects. A part of this process, the
	Proponent must provide data detailing the results of modelling of pollution concentrations at
	various heights and distances from the ventilation outlets. The Proponent must meet all reasonable costs for the development of this process and any necessary amendments to the
	planning instrument(s) required to implement the process.
	Similarly Condition of Approval E37 of the M6 Stage 1 Project requires the following:
	"The Proponent must prepare guidelines in consultation with the relevant planning authority(s) to facilitate the consideration of
	air quality and health impacts in the planning of and assessment of new development in areas within proximity to the
	ventilation outlets which would be within a potential three-dimensional zone of affectation (buffer volume). The guidelines must
Conorol	identify the width and height of buildings that are likely to be either affected by the plume from the ventilation outlet or affect
General	the dispersion of the plume from the ventilation outlet through building wake effects. A part of this process, the Proponent must

	<ul> <li>provide data detailing the results of modelling of pollution concentrations at various heights and distances from the ventilation outlets. The Proponent must meet all reasonable costs for any necessary amendments to planning instrument(s) required to implement the guidelines.</li> <li>The guidelines must be prepared prior to operation."</li> <li>The guidelines required by this condition have not yet been prepared/implemented. The amendment to the LEP and/or proposed site specific Development Control Plan for the subject site will need to be developed with reference to any applicable guidelines relevant at the time (noting these are yet to be developed/implemented in the local planning instruments) for the assessment of air quality impacts of the M6 and M8/WestConnex on new development.</li> </ul>
Gateway Determination Requirement 1(a)(i)	Arrangements proposed for the Gertrude Street and Flora Street intersections conflict with infrastructure already being provided by TfNSW through the M6 Stage 1 Project, including the location of the carpark and pumptrack and design of the Flora Street Intersection. The M6 Stage 1 Project has substantially completed design of infrastructure in consultation with Bayside Council. TfNSW requests the ongoing cooperation of the developer in resolving any potential conflicts, with the objective of doing so without incurring additional cost to the M6 Stage 1 Project.
Gateway Determination Requirement 1(a)(i)	The open space design shown to be provided by Bayside Council (Pemulwuy Park South and Pemulwuy Park North) in the Masterplan excerpt conflicts with infrastructure already being provided by TfNSW through the M6 Stage 1 Project, including cycleway and pedestrian infrastructure. The M6 Stage 1 Project has substantially completed design of this area in consultation with Bayside Council. TfNSW requests the cooperation of the developer in resolving any potential conflicts with the objective of doing so without incurring additional cost to the M6 Stage 1 Project.
Gateway Determination Requirement 1(a)(i)	Condition of Approval E110 of the M6 Stage 1 Project requires the following: "Prior to operation of the CSSI, the Proponent must ensure that there is suitable provision for a pedestrian pathway and vehicular access road for council maintenance vehicles to connect Lots 25 and 30 (both identified in the plan set out in Appendix D [of the project approval]) to Marsh Street at Arncliffe. The pathway and access road provisions must meet the reasonable requirements of Bayside Council." Any proposed rezoning and/or reclassification of land must not compromise the ability of the M6 Stage 1 project to comply
& (d)	with this Condition of Approval.

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Gateway condition 1(a)	It is noted that the Gateway condition 1 (a) requires that prior to community consultation the developer must "(i) obtain approval from TfNSW that the planning proposal will <i>enhance walking and cycling connectivity and the use of public transport</i> …". TfNSW can't approve this specifically, as worded by the condition. However, with the implementation and dedication of the infrastructure works and monetary contributions identified in the Letter of Offer (subject to refinements to address issues identified in the revised TIA within this review table) <i>and</i> with the implementation of <i>maximum</i> parking rates in the LEP, TfNSW can confirm these measures would encourage and support the enhanced use of public and active transport. This should also be supported by TDM measures such as Green Travel Plans (GTPs) to be implemented at the DA stage. A requirement for GTPs should be included in the site specific DCP for the site.
Gateway condition 1(a)	It is noted that the Gateway condition 1 (a) requires that prior to community consultation the developer must "(i) obtain approval from TfNSW that the planning proposal will <i>deliver a safe road network</i> ". It should be noted that TfNSW comments relate to the classified road network and traffic signal impacts of the planning proposal. The design and safety of the local road network (and any impacts to safety of the local road network and the suitability of proposed local roads) would be the responsibility of Bayside Council. Council needs to be consulted with regard to proposed changes, connections, and impacts to the local road network resulting from the planning proposal.
General	Access to the MOC3 facility must be maintained 24/7. Temporary access should be facilitated during the reconstruction when rebuilding the Marsh Street entry and turning lane into MOC3. This access should accommodate large vehicles, semi-trailers, garbage trucks, cranes, etc.
General	The RL for the M6 MOC facility is being raised above the PMF level. Therefore the vehicle access will be on a gradient. The access to Cook Cove development must be designed with this in mind.
Traffic Impact Assessment (TIA), prepared by JMT Consulting, 22	The TIA report states that Sydney Gateway "project will benefit future Cooks Cove users by reducing traffic flows on surface roads in the vicinity of the site such as on the Princes Highway and provide a convenient connection to and from the motorway network."
December 2022, Section 2.2.4	The TIA report indicated that Sydney Gateway will reduce traffic on Princes Highway, however it does not provide any comment on the expected impact of Sydney Gateway project along Marsh Street where the main access locations are

	proposed for the development. Is there any traffic data to document the expected difference in through traffic volume (or % difference) on Marsh Street, with Sydney Gateway?
Traffic Impact Assessment,	Section 3, in general, does not provide sufficient information about the existing traffic conditions in the study area.
prepared by JMT Consulting, 22 December 2022, Section 3	What are the existing capacity issues and traffic flow characteristics in the study area? Is there spare capacity at Marsh Street/M5 East interchange? What is the existing traffic flow by direction in peak periods along Marsh Street? What is the location and the extent of the typical traffic queues in the study area? This should be documented in the TIA report.
Traffic Impact Assessment, prepared by JMT Consulting, 22 December 2022, Section 3.2	It is noted that existing traffic flow analysis and base year traffic model calibration were based on May 2022 SCATS data. Publicly available data from Sydney Airport indicates that the operational activity (total passenger and visitor numbers) at Sydney Airport in May 2022 was down by 31% when compared to pre-Covid period in May 2019. We suggest the TIA documents that a comparison of STFM data for 2019 (pre-Covid) to the STFM data for 2022 shows negligible difference in traffic demands on the road network surrounding the airport.
Traffic Impact Assessment (TIA), prepared by JMT Consulting, 22 December 2022, Section 4.3	TfNSW supports the proposed inclusion of a <i>maximum</i> car parking rate for commercial development on the site as a site specific clause in the LEP and reflected in the DCP. This is an important travel demand management measure to support enhanced use of public and active transport as required by the Gateway conditions 1a (i). This is also <i>required</i> to support the underpinning assumptions of the TIA around trip generation of the commercial component of the development (0.8vtph). This suggests that the commercial floor space would generate <i>less</i> peak hour vehicle trips than the average of sites across Metropolitan Sydney surveyed by TfNSW, which in most cases (e.g. North Sydney, Hurstville, Chatswood, Parramatta etc.) have superior access to public transport, have far more established mixed land uses and higher observed public and active transport mode share compared with the subject locality.
Section 4.3	Furthermore, a car parking rate of 1 space per 40sqm GFA is proposed for ancillary office in the warehouse/logistics land use. TfNSW recommends that the car parking rate of 1 space per 80sqm GFA proposed for the commercial land use is also proposed for the ancillary office in the warehouse/logistics land use. Office space, whether ancillary or not, should have consistent car parking rate to encourage public transport usage and reduction in car mode share.
Traffic Impact Assessment, prepared by JMT	Figure 28 shows forecast increase in traffic arising from background growth. However, this figure does not show forecast traffic growth along Marsh Street (near intersections 1 & 2) where the main access locations are proposed for the development. What is the forecast background traffic growth along Marsh Street by direction in AM and PM peak periods? What is the total volume

Consulting, 22 December 2022, Section 5.7	increase on Marsh Street/M5 East interchange based on the forecast background traffic growth? This should be summarised/documented in the TIA report.
Traffic Impact Assessment, prepared by JMT Consulting, 22 December 2022, Section 5.10.1	<ul> <li>Figure 34 shows total % of unreleased demand in each scenario, however, in order to explain the influence of the unreleased demand on Level of Service results reported, it may be beneficial to provide further explanation of: <ul> <li>which travel zones have the largest amount of unreleased demand in 2036 (AM - Forest Road (Zone 13); PM - Forest Rd and Princess Hwy (Zone 24).</li> <li>what are the key contributing factors to unreleased demand in those zones and how does unreleased demand impact traffic flow on Marsh Street, near the proposed access locations?</li> </ul> </li> </ul>
Traffic Impact Assessment, prepared by JMT Consulting, 22 December 2022, Section 5.10.4	Figure 35 shows additional traffic that is likely to be generated by the project as well as the background growth forecast on Forest Road, West Botany Street and Princes Highway, however this figure does not show additional traffic volumes on Marsh Street where the access locations to the site are proposed. We suggest this includes detail of the expected total volume increase on Marsh Street and Marsh Street/M5 East interchange as a result of the proposed development and traffic distribution to/from the proposed site.
Traffic Impact Assessment, prepared by JMT Consulting, 22 December 2022, Appendix B Detailed Traffic Modelling Outputs	It is noted that Marsh St/M5 East Interchange will operate with LoS E under 2036 Project Case in PM Peak (Figure 30- due diligence assessment), and detailed modelling results presented in Appendix B showed that overall delay at this intersection under 2036 Project Case in PM Peak is ~80s (LoS F). Further explanation/discussion should be provided on the expected impact on the Marsh Street/M5 East Interchange as a result of the traffic generated by the proposal (compared to performance without the development).
Traffic Impact Assessment, prepared by JMT Consulting, 22	The traffic signal warrants assessment for traffic flows through the Gertrude Street / Levey Street intersection indicates that forecast traffic movements in the year 2036 fall short of the numerical warrants. The proposed signals are also less than 130m away from the proposed signals at Marsh Street / Gertrude Street which has safety and operational implications, as locating traffic signals within close proximity to one another increases the chances of crashes due to the see-through effect (see Austroads 2015 publication <i>'Investigation of Key Crash Types: Rear-end Crashes in Urban and Rural Environments'</i> ), and

December 2022 and SK104	reduced storage capacity between intersections. In this regard, the report should document any alternative traffic control treatments that have been considered and assessed to justify why other treatments have not been proposed and to justify why traffic control signals are required, plus any recommendations to reduce the safety and operational impacts of signals (should they be installed). Parking on Gertrude Street between Marsh Street and Levey Street as a minimum must be prohibited at all times to ensure effective traffic flow and traffic signal operations with the two new closely spaced traffic signals at Marsh Street and Levey
	Street.
Traffic Impact Assessment, prepared by JMT Consulting, 22 December 2022	A bus stop on the western side of Marsh Street without a bus bay will have implications on the efficiency of eastbound traffic flow along Marsh Street. It should be documented why the bus bay cannot be provided. A bus bay with signage and shelter will need to be provided for the eastern side of Marsh Street.
Appendix E	<ul> <li>Marsh Street &amp; Gertrude Street traffic signal design:</li> <li>It appears all stop lines are set back significantly from the intersection itself. This will have a significant impact on both traffic signal efficiency and safety. The intersection loss time due to increased inter-green periods for all phases will impact on traffic signal performance.</li> <li>In addition to the above, motorists turning left from all approaches will have limited sighting of pedestrians due to set back stop lines, which would impact on pedestrian safety.</li> <li>To mitigate safety concerns the traffic signal operation will need to implement full pedestrian protection for these approaches. This would result in left turn red arrows being displayed for traffic turning left from both Gertrude Street and the Gertrude Street East approach for 30-34 seconds. In practical terms this would result in the left turn red arrows being displayed to through traffic in Gertrude Street and Gertrude Street East.</li> <li>Have signalised slip lanes been considered for the left turn movements from Marsh Street into Gertrude Street East and from Gertrude Street East into Marsh Street. If not they should to improve intersection efficiency by reducing pedestrian crossing lengths and improve pedestrian safety and limit impacts to the Airport and M5/M8 motorway.</li> <li>A pedestrian crossing exemption would be required for the pedestrian crossing across Marsh Street east. The report should include data to support and justify this. Provisions should be made in signal hardware etc., for future installation of a signalised pedestrian crossing if required.</li> <li>Concern remains regarding the alignment of the proposed signalised pedestrian crossing of Gertrude Street (East) as shown below:</li> </ul>

	The proposal is well away from the pedestrian desireline along Marsh Street. Also, there is a cycle path that goes along the southern side of Marsh Street at this location that must be accommodated. It should be noted that these comments were raised in Appendix D of the TfNSW Addendum Submission dated 2 March 2022. The planning proposal is to be updated to address these comments or appropriate justifications are to be provided for TfNSW
	consideration prior to community consultation.
Appendix E	<ul> <li>Marsh Street &amp; Flora Street traffic signal design:</li> <li>It appears the westbound stop line on Marsh Street is set back significantly from Flora Street. Motorists turning left from Flora Street will have limited sighting of pedestrians due to the proposed pedestrian arrangements, which would impact on pedestrian safety.</li> <li>To mitigate safety concerns the traffic signal operation will need to implement full pedestrian protection for the Flora Street approach. This would result in left turn red arrows being displayed for traffic turning left from Flora Street for 30 seconds. In practical terms this would result in left turn red arrows being display for virtually the entire phase time allocated to through traffic on Flora Street and the right turn movement from the new approach.</li> <li>Can the new approach be better aligned to Flora Street to complement the proposed turning movements and intended vehicle movements?</li> <li>Can any improvements be made to the westbound stop line location in combination with providing and angled (i.e. max 20 degrees) pedestrian crossing across the eastern approach Marsh Street to improve safety and efficiency.</li> <li>With pedestrian crossings across Marsh Street equivalent to nine lanes of traffic, staged/staggered pedestrian crossings are to be considered (i.e. medians &gt;4m are already provided).</li> <li>Has a signalised slip lane been considered for the left turn movement from Marsh Street into the new approach (i.e. south approach)?</li> </ul>

	It should be noted that these comments were raised in Appendix D of the TfNSW Addendum Submission dated 2 March 2022. The planning proposal is to be updated to address these comments or appropriate justifications are to be provided for TfNSW consideration prior to community consultation.
SK109	MC01 Site Access road shows lane widths of 2.0m. It is assumed that this is a typographical error. This should be clarified.
SK109	No right turn paths are supplied for the Flora Street existing right turn and through lane arrangement.
SK109	On plan SK019 Gertrude Street East has two through lanes and a left turn lane however plan SK152 shows vehicles turning right. TfNSW understands this may be included in error as it is no longer proposed to have right turn out of the site at this location in the modelling. Please clarify.
SK109	The proposed crossings in Marsh Street adjacent to Flora Street and Gertrude Street intersection should be staggered to operate as a staged crossing.
SK152 and SK154	Right turning vehicles from Gertrude Street East are shown driving over the median in Marsh Street and are shown using the adjacent lane. The right turning vehicle from Gertrude Street is also shown driving over the median. TfNSW understands these paths may have been included in error as it is no longer proposed to have right turns at these locations in the modelling. Please clarify.
SK155	Can the 26.0m B-double turn left from the left turn lane in Gertrude Street East, rather than use the adjacent lane as well? The vehicle will have three lanes to turn into on Marsh Street.
SK158	Why are 19.0m semi-trailers shown turning right into and turning left out of Flora Street? Currently Flora Street has a length limit of no vehicles over 9.0m.
SK158	Can the 26.0m B-double turn left from Flora Street East from the left turn lane? It will have three lanes in Marsh Street to turn into.
Attachment E	It is noted that the proposed intersection designs have been updated to cater for the largest vehicle entering MOC3 (Grove GMK5200 crane required to lift out axial fans).

	Preliminary comments on the Letter of Offer are provided below for discussion purposes, however it should be noted that the Infrastructure Schedule (therefore Scope of Works and Contributions) is yet to be agreed:
	• TfNSW appreciates the stated commitment by the proponent to deliver transport infrastructure items and provision of monetary contributions towards transport infrastructure.
	<ul> <li>In principle, it appears the proposed arrangement could be approached through a planning agreement; a separate TIC Deed may not be required, provided the Works in Kind and monetary contributions can satisfy the requirements for a planning agreement in division 7.1 of the EPA Act 1979.</li> </ul>
	<ul> <li>TfNSW would require that the developer covers the total of TfNSW's legal costs. The planning proposal and associated planning agreement gives rise to TfNSW's legal costs.</li> </ul>
	<ul> <li>The planning agreement with TfNSW would need to include necessary interface requirements for the M6 and M8/WestConnex. Further discussions are required in relation to this.</li> </ul>
Letter of Offer	<ul> <li>In relation to Table A: Works-in-kind infrastructure contributions, preliminary comments are provided for discussion:         <ul> <li>A1 Gertrude Street extension (section from Levey Street to Marsh Street): would likely only be managed by TfNSW, and require a Works Authorisation Deed (WAD), if traffic signals are approved at Levey Street/Marsh Street.</li> <li>A2 Levey Street / Gertrude Street signalised intersection: would only be managed under a WAD by TfNSW if traffic signals are approved.</li> <li>A3 Gertrude Street widening (Levey Street to Princes Highway): Would not be managed by TfNSW. TfNSW would only be involved in relation to any new signals (if approved) or if existing signals are proposed to be modified.</li> <li>B1 Marsh Street / Gertrude Street signalised intersection: Design and works would be managed by TfNSW and the developer will be required to enter into WAD. Traffic signals at Innesdale will need to be removed.</li> <li>B2 Marsh Street / Flora Street intersection enhancement: Developer will be required to enter into a WAD.</li> <li>B3 Gertrude Street East extension: (beyond the Marsh Street intersection) would need to be designed and constructed to Council requirements. The Gertrude Street East Extension to be described as a five-lane connector road</li> <li>B4 Flora Street East extension: (beyond the Marsh Street intersection) would need to be designed and constructed to Council requirements, however TfNSW needs to review and approve the access</li> </ul> </li> </ul>

E1 New Marsh Street bus stops: These would be managed under the WAD for intersection works on
Marsh Street. Council would maintain these and need to be consulted.
<ul> <li>Key conditions that would need to be included in the planning agreement include (but would not be limited to):</li> </ul>
<ul> <li>Land is to be dedicated as public road for ongoing maintenance purposes of signals (indicatively a minimum of 30m from the stop lines on all legs).</li> </ul>
<ul> <li>10 year maintenance contribution is required for each set of traffic signals. For existing traffic signal sites being upgraded, these will be charged a prorate cost based on the proposed modification to the signal.</li> <li>The developer is responsible for the environmental approval of the works (including community consultation) and they should be clearly included in the future Part 4 DA.</li> </ul>
• TfNSW appreciates and is generally supportive of proposed monetary contributions towards potential future transport infrastructure (such as Forest Road intersections and Giovanni Brunetti Bridge). However, it is noted that the values proposed at Table B: Additional infrastructure monetary contributions, will fall significantly short of the funding required for the delivery of active transport works on the Giovanni Brunetti Bridge and road network upgrades along Forest Road. The monetary contributions would likely need to be made to DPE to be provided for future potential transport infrastructure works to support the Bayside West Precincts including Cooks Cove. DPE should be consulted in this regard.
<ul> <li>Section 4C indicates that Cook Cove Inlet will facilitate the implementation of the works-in-kind components. TfNSW considers that all works-in-kind components should be delivered by Cook Cove Inlet, being the developer, rather than by third parties to avoid unforeseen delays which may prevent issue of any Occupation Certificate for floorspace the subject of the planning proposal. TfNSW highlights that it would not be responsible for delivering any works-in-kind components and requests that Letter of Offer be updated to specifically identify delivery responsibilities for each component.</li> </ul>
• Section 4C indicates that the implementation of all works-in-kind components is proposed to occur prior to issue of any Occupation Certificate for floorspace the subject of the planning proposal within Lot 100 DP1231954. This is also stated in Section 6.3 of the Transport Impact Assessment (TIA). TfNSW highlights that circa 3,250sqm of GFA is also proposed within Block A (north of Marsh Street) on Lot 31 DP1231486. TfNSW considers that delivery of all works-in-kind components should occur prior to any Occupation Certificate being issued for floorspace the subject of the planning proposal within Lot 100 DP1231954 and Lot 31 DP1231486.

