Appendix C
Consultation strategy and stakeholder correspondence
1. Project overview

Roads and Maritime Services (RMS) proposes to realign and resurface the traffic lanes on the Bradfield Highway, on the southern approaches to the Sydney Harbour Bridge, (the proposal). The proposal is aimed at simplifying traffic movements and reducing road safety hazards for the quarter of a million people including 27,000 bus passengers who use road transport to cross the Sydney Harbour Bridge daily.

The proposal would involve removal of the toll booths from the southern approaches to the Sydney Harbour Bridge where tolling operations have been undertaken since the bridge was opened to traffic in 1932. Electronic tolling became fully operational in 2009, which means the additional road lanes which facilitated manual tolling are no longer required. The proposal would also involve upgrading the traffic management systems to ensure greater efficiencies in traffic management.

This proposal has been made possible by a separate project to modernise and relocate the bridge tolling system to a location north of the bridge, which was determined under a separate environmental assessment (RMS, 2012). The proposal presents an opportunity to upgrade and rationalise the southern toll plaza precinct to simplify traffic movement on the bridge, improve operational flexibility, reduce road safety hazards, and to realise cost efficiencies for RMS.

Simplifying and rationalising the lanes would also support separate initiatives to improve bus travel-time reliability to Wynyard in the northern Sydney central business district (CBD).

The proposal site is generally located to the south of the Sydney Harbour Bridge. It incorporates the Bradfield Highway between Milsons Point and the southern bridge approaches, and sections of the Cahill Expressway, York, Grosvenor, Clarence and Kent streets. Additionally, signage would also be installed or upgraded at various locations on the Sydney Harbour Bridge and approaches within the CBD.

The Sydney Harbour Bridge spans between Milsons Point in the north and Millers Point in the south. The southern bridge approach spans are located within the City of Sydney local government area (LGA).

The Sydney Harbour Bridge, sections of its approaches and curtilage areas are of State and National Heritage Significance, and are listed on the NSW State Heritage Register and the National Heritage Register.

Therefore, subject to environmental approvals, it is proposed to remove the redundant toll booths on the southern approaches of the bridge to facilitate realignment of traffic lanes to simplify motorist navigation across the bridge and reduce merging. Toll booths on the northern plaza will be removed as a second phase.
Benefits of the program to upgrade the southern plaza of the Sydney Harbour Bridge would include improving traffic safety and efficiency between the Sydney Harbour Bridge and the Western Distributor and improving the road surface. There will also be benefits from new bus lanes in alleviating congestion in the city.

Key features of the proposal include:

- Removal of toll booth structures and associated redundant services and infrastructure.
- Improved bus connectivity to the CBD and bus readiness bays.
- Simpler traffic movements with fewer road safety hazards.
- Smoother road surface.
- A reconfigured intersection of York and Grosvenor streets.

The proposal is expected to take 18 months to construct, commencing in January 2013. Traffic lanes on and approaching the bridge would be temporarily closed as required. However during construction, the bridge would only ever be partially closed at any time.

**Key project milestones and indicative timeframes:**

<table>
<thead>
<tr>
<th>Event</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>Finalise concept design</td>
<td>August 2012</td>
</tr>
<tr>
<td>Commence environmental assessment</td>
<td>August 2012</td>
</tr>
<tr>
<td>Public display environmental assessment</td>
<td>November 2012</td>
</tr>
<tr>
<td>Detailed design</td>
<td>December 2012</td>
</tr>
<tr>
<td>Determine REF</td>
<td>December 2012</td>
</tr>
<tr>
<td>Commence construction (slab repairs)</td>
<td>January 2013</td>
</tr>
<tr>
<td>Commence major work (changes to lanes / traffic management)</td>
<td>March 2013</td>
</tr>
<tr>
<td>Complete construction</td>
<td>2014</td>
</tr>
</tbody>
</table>
2. Project objectives

The proposal’s objectives are to improve the driver and passenger experience travelling between the Sydney Harbour Bridge and the Western Distributor or northern Sydney CBD while minimising environmental and heritage impacts by:

- Simplifying traffic movements
- Improving connectivity for buses
- Improving operational flexibility for lane management on the bridge
- Reducing road safety hazards.

In upgrading the plaza, RMS is seeking to:

- Introduce a uniform speed zone between the Sydney Harbour Bridge and the Western Distributor with capacity to implement reduced (variable) speed limits where required as an extension of the existing variable speed limit zone across the Sydney Harbour Bridge.
- Eliminate costs associated with maintaining the southern toll booths.
- Improve the driving surface on the Bradfield Highway between the deck of the Sydney Harbour Bridge and the Western Distributor.
- Improve the urban landscape through the toll booths.
- Support initiatives planned by TfNSW to reduce congestion and improve reliability for buses accessing the CBD.

3. Potentially contentious issues

Potential contentious issues in relation to the Sydney Harbour Bridge southern toll plaza precinct upgrade include:

- Heritage impacts of removing toll booths and adding new sign support structures.
- Future use and urban design of the space adjacent to the toll plaza area.
- Construction noise for nearby residents.
- Traffic and access impacts during and after construction.
- Damage to bridge structures and heritage impacts.
- Concern over more bridge closures and inconvenience to motorists.
- Impact to public transport – use of the bridge by buses.
- Visual impacts.
- Changes in destinations for buses and other road users.
4. **Scope of work**

The southern toll plaza upgrade scope of work would include:

- Site and storage area establishment
- Removal of planter boxes
- Concrete pavement replacement
- Construction of new concrete pavement
- Installation of interim directional and regulatory signage
- Upgrade drainage and underground services such as electricity and telecommunications
- Construction of infill concrete sections and road pavement at toll booth access points
- Relocation of closed circuit television cameras
- Removal of toll booth structures and infrastructure
- Upgrading of street lighting
- Removal of redundant concrete traffic barriers, kerbs and medians
- Installation of new concrete and/or steel traffic barriers, kerbs and medians to suit new alignment
- Improvements to intersection of York and Grosvenor streets including traffic signals
- Installation of pavement marking including coloured bus lanes and road symbols
- Installation of new signage structures and signs
- Road surface rehabilitation
- Removal of redundant signage
- Installation of in-pavement lights for traffic delineation
- Upgrade of existing electronic lane control system
- Demobilisation from site.

5. **Project benefits**

Benefits of the program to upgrade the southern plaza of the Sydney Harbour Bridge would include:

- A safer road environment for drivers and passengers with simpler traffic movements and less road hazards
- Better connectivity for users of the bus lane
- Improved visual amenity and views of the bridge with less visual obstruction compared with existing arrangement
- Improved access for pedestrians and cyclists across the loop road from Clarence Street to York Street.
- Preserving the associations with the Sydney Harbour Bridge through conservation of a toll booth.
6. Communication principles

- Early engagement with key stakeholders.
- Media announcement 12 months before to introduce the idea to the community.
- Transparency of project objectives, scope and management.
- Timely communication to affected stakeholders and the broader community.
- TfNSW, TMC and RMS to collaborate on the communication program, tools and timing during the lead up and construction period of new tolling plaza area infrastructure.

7. Communication objectives

- To effectively communicate that RMS will make significant improvements to the Sydney Harbour Bridge Precinct over the next few years and this project is one part of the precinct improvements.
- To highlight that upgrading the toll plaza is an important part of modernising the Sydney Harbour Bridge and surrounds.
- To effectively engage stakeholders and the community.
- To effectively communicate any changes in access and traffic arrangements as a result of those improvements to motorists, local residents, businesses and key stakeholders.

8. Communication key messages

- RMS is improving the Sydney Harbour Bridge precinct.
- The southern toll plaza precinct upgrade project is part of an ongoing package of works designed to look after, improve and adapt the Sydney Harbour Bridge to the needs of a modern city, while preserving the beauty and character of the structure and its setting.
- By relocating tolling equipment there is an opportunity to simplify traffic movements to the Western Distributor and CBD by removing existing toll booths on the southern side of the bridge.
- The upgrade will provide a safer road environment for drivers and passengers with simpler traffic movements and less road hazards.
- There will be better connectivity to the city for users of the bus lane.
- Views of the bridge will improve with less visual obstruction from toll booths.
- There will be Improved access for pedestrians and cyclists across the loop road from Clarence Street to York Street.
- Associations with the Sydney Harbour Bridge could be preserved through conservation of a toll booth.
- During various phases of the improvements, there would be some impact on motorists, cyclists, pedestrians and residents/businesses in the area. RMS will aim to minimise the impact on all stakeholders.
- There will be changes to travel patterns, speed limits and so on that will be broadly communicated to maximise awareness of the changes.
- Every working day about 160,000 vehicles carry almost a quarter of a million people across the Sydney Harbour Bridge. In the two hour morning peak period alone 700
buses carry about 27,000 passengers into the city via the Sydney Harbour Bridge. These buses, destined for the Wynyard precinct, queue back through the toll plaza obstructing the bus priority lane across the bridge causing delays to all services. In the same two hour period 14,000 cars carry around 16,000 people.

- Realigning and rationalising traffic lanes, removing the toll booths and upgrading the traffic management systems would improve the driver and passenger experience travelling between the Sydney Harbour Bridge and the Western Distributor or northern Sydney CBD while minimising environmental and heritage impacts by:
  - Simplifying traffic movements
  - Improving connectivity for buses
  - Improving operational flexibility for lane management on the bridge
  - Reducing road safety hazards.

9. Target audience

- Sydney Harbour Bridge roundtable stakeholders
- Road users of Sydney Harbour Bridge and the wider driving community
- Cyclists and pedestrians who use the Sydney Harbour Bridge
- Local businesses, residents and owners of properties located in and around the Sydney Harbour Bridge
- Government and industry stakeholders, including Chambers of Commerce
- Tourism Industry
- Media
- Local Councils
- Bus and Coach Industry
- Taxi Council
- Internal RMS staff
10. **Communication channels**

To meet the communication objectives and communicate the key messages to the target audiences, an overarching Sydney Harbour Bridge Precinct ‘brand’ has been developed and is reflected by the Sydney Harbour Bridge Precinct website. This website highlights that RMS is making significant improvements to the Sydney Harbour Bridge Precinct.

A mix of the following communication channels will be used to communicate the key messages throughout the Sydney Harbour Bridge southern toll plaza upgrade:

- SHB precinct round table briefings
- Letters to stakeholders
- Letters/flyers to residents and businesses
- Metro and local press advertising
- Community language advertising
- Information on IRIS/Live Traffic Updates
- Media releases and traffic alerts
- Website information
- Others via TfNSW, TMC and partners

11. **Communication challenges**

- **Timing:** The communication strategy is highly dependent on the progress of the project meeting key milestones. Messaging and timelines will change depending upon when these milestones are rolled out.

- **Government processes and structures:** The implementation of the communications plan is dependent upon government approval processes and timelines, including environmental assessments.

- **Resources:** The integrated communication strategy is reliant on staff and budget resources.

- **Lack of public information:** A coordinated communication strategy needs to be implemented between the RMS Sydney Harbour Bridge projects to provide timely, consistent and relevant information to the target audiences.

- **Confusion about the differing but interrelated SHB projects.**

- **Negative community response:** Potential issues need to be addressed in a transparent, timely way, especially regarding community concern about tolling and the ongoing inconvenience of road works on the SHB.

12. **Communication evaluation**

The communication plan and methods for each Sydney Harbour Bridge southern toll plaza upgrade will be evaluated at every key stage of project development to determine upon completion to determine successes and to identify possible improvements for other Sydney Harbour Bridge projects.

13. **Stakeholders**

**Key stakeholders include:**

- Sydney Harbour Bridge roundtable stakeholders
- Sydney City Council
Community and communications plan Sydney Harbour Bridge southern toll plaza precinct upgrade

- North Sydney City Council
- Royal Botanical Gardens Trust
- Sydney Harbour Foreshore Authority
- Govt. Architects Office
- BridgeClimb
- Luna Park
- Sydney Harbour Tunnel Company
- Sydney Conservatorium of Music
- Sydney Business Chamber
- Office of Environment and Heritage
- Department of Planning and Infrastructure
- State Transit Authority
- Railcorp
- Hills Bus Lines
- Tourism NSW
- Tourism & Transport Forum (TTF)
- Sydney Observatory (part of Powerhouse Museum)
- National Trust
- Sydney Harbour Tunnel Company, Eastern Distributor Operator, M2 operator
- Transport NSW
- Bus and coach industry
- Freight groups and transport associations
- NRMA

Other stakeholders:
- Bicycle NSW, Bike North, North Shore Bicycle Group
- Taxi council
- Unions (PSA)
- Unions (APESMA)
- NSW Privacy Commissioner
- 10,000 Friends of Greater Sydney
- Infrastructure Partnerships Australia
- Action for Public Transport
- Energy Australia
- Sydney Water

Note: The full list is in a separate document.
14. **Strategy for communication**

To ensure community and stakeholder information needs are addressed, a multifaceted community engagement and communications program will be devised. This will include:

- Media release to announce the project and launch the response for proposal (done).
- Letters to stakeholders and residents informing them of the project and program.
- Exhibition and display of the Review of Environmental Factors for stakeholder and community feedback.
- Possible advertising/marketing to raise awareness and inform drivers of changed traffic conditions.
- Driver communications including VMS.
- Stakeholder and community communications to manage planning and environmental assessments.

As it is not intended that there will be significant changes to the structure of the bridge, the key effort is to highlight the need for updating the southern toll plaza precinct and reassure the community that heritage will not be compromised.

The southern toll plaza precinct upgrade project is part of a package of works for the Sydney Harbour Bridge precinct - initiatives designed to look after, improve and adapt the Sydney Harbour Bridge to the needs of a modern city, while preserving the beauty and character of the structure and its setting.

Consultation with internal stakeholders includes, but is not limited to: RMS Fleet Service, TfNSW, Bridge Security, Tolling, Project Management Services, Asset Management - Strategic Infrastructure.

**Consultation with stakeholders will include:**

- elected members
- local government
- emergency services
- RailCorp
- NSW Heritage Office
- Harbour Tunnel Operator, Eastern Distributor Operator, M2 operator
- Sydney Buses/other bus companies, taxi companies and associations
- Freight and transport groups
- motorists
- nearby residents
- businesses, hotels, Bridgeclimb, tour operators
- local educational facilities / local care facilities
- SHFA, NSW Maritime, NSW Tourism, NSW Housing, Bridge security, Sydney Ferries, water taxis.
A brief description of the proposed communication tools includes:

- **Media release and briefing** – at the point of launching the response for proposal into the market and at select key project milestones.

- **The Sydney Harbour Bridge precinct stakeholder roundtable** that formed in 2011 will discuss this project in differing levels of detail at their regular meetings.

- **Stakeholder information** – correspondence, displays and website information to stakeholders to advise them of the project objectives, timeframe and benefits. An opportunity to provide feedback will be given as appropriate.

- **Resident and local business information** - as above, plus notifications once construction work begins.

- **Resident and local business notifications** - correspondence to stakeholders to advise them of the project objectives, timeframe and benefits. Also advice on consultations and the opportunity to provide feedback as appropriate.

- **Emergency services**, hospitals etc – early notification.

- **Newspaper advertising** – notification of changed traffic conditions TBC

- **Other marketing** – to be confirmed by RMS Marketing

- **Web information** – including RMS Sydney Harbour Bridge precinct web page and possibly North Sydney Council and City of Sydney. When traffic management changes occur: Transport Infoline, RMS Home page, RMS (Live Traffic), Sydney Motorways TBC.

- **VMS and static detour signs** - Specific plan to be prepared and executed by TMC.

- **A 3D animation** similar to current Sydney Harbour Bridge to help the community understand changes to the current bridge environment. Will also be used on the web.

- **On site signage** – for cyclists, pedestrians with information regarding construction of the new infrastructure.
## Indicative communications program

<table>
<thead>
<tr>
<th>Milestone</th>
<th>Communication product</th>
<th>Communication activity</th>
<th>Key messages</th>
<th>Date</th>
</tr>
</thead>
</table>
| Review of environmental factors (REF) on display | - REF  
- REF exhibition material (posters etc)  
- Website info  
- Q&A  
- Letter to stakeholders  
- Letter to directly affected residents and businesses  
- Media release TBC  
- SHB precinct roundtable  
- Newspaper advertisement | - Design of new plaza displayed on exhibition for stakeholder and community feedback.  
- Advertising of REF exhibition period.  
- Letter to key stakeholders.  
- Stakeholder meetings. | The review of environmental factors has considered a broad range of social, economic, heritage and environmental factors in assessing the project.  
The northern/southern toll plaza upgrade project is part of a package of works designed to look after, improve and adapt the Sydney Harbour Bridge to the needs of a modern city, while preserving the beauty and character of the structure and its setting.  
Others relevant to the preservation of heritage etc | Late October 2012 |
| Commence construction | - Letter to stakeholders  
- Letter to directly affected residents and businesses  
- SHB precinct roundtable  
- Newspaper advertisement  
- Signs on the bridge  
- VMS & traffic management communications TBC  
- Media release TBC | - Advise directly affected businesses and residents of the work and any changes in local traffic conditions.  
- Notify directly affected properties of noise impacts.  
- Notify bridge users of changes in traffic management and lane closures. | Slab repairs, underground services and intersection improvements are being undertaken in readiness for the removal of toll booths and the upgrade of the southern plaza.  
Specific information about the impacts on bridge users in terms of changed traffic conditions. | January 2013 |
| Commence major work (new tolling systems in and working, changes to lanes and traffic management) | - Letter to stakeholders  
- Letter to directly affected residents and businesses  
- SHB precinct roundtable  
- Newspaper advertisement  
- Signs on the bridge  
- VMS & traffic management communications TBC  
- Media release TBC | - Advise directly affected businesses and residents of the impacts of the work.  
- Inform stakeholders of the work and the expected completion date.  
- Notify bridge users of the work and the changes in traffic management. | General key messages about the benefits of the upgrade.  
Specific information about the impacts on bridge users in terms of changed traffic conditions. | Mid 2013 |

* Other communication products and activities may be added once the traffic management plan is developed.
Attachment A
Map of distribution zone of directly affected residents and businesses (north and south)
13 September 2012

Our Ref: 2012/261276

Mr Stephen Sherwin
Project Manager
Roads and Maritime Services
By email: Stephen.SHERWIN@rms.nsw.gov.au

Dear Mr Sherwin,

Sydney Harbour Bridge Toll Plaza Improvements

I refer to your email regarding Roads and Maritime Services (RMS) plans to remove toll booths from the southern approach to the Harbour Bridge as part of improvement works.

The City supports the overall aims of this project.

As you are aware, the whole bridge, including approaches and viaducts, is listed on the NSW State Heritage Register. The bridge’s southern approaches and curtilage are also listed under the Sydney Local Environmental Plan 2005.

The City doesn’t, however, consider the southern toll booths significant items of heritage value. City staff concur with the Sydney Harbour Bridge Conservation Management Plan 2007, prepared by Godden Mackay Logan for your organisation, which identifies the moveable toll plazas and toll booths on the southern side as of little significance.

I’m advised the old toll house near Argyle Street and the more significant 1950s toll booths on the north side aren’t part of this proposal.

Should you wish to speak with a Council officer about this project, please contact John Poulton, Heritage Specialist, on 9265 9333 or at jpoulton@cityofsydney.nsw.gov.au.

Yours sincerely,

Monica Barone
Chief Executive Officer
13 September 2012

Our reference: T/05737
Contact person: Stephen Sherwin

General Manager
City of Sydney Council
GPO Box 1591
Sydney NSW 2001

Dear Sir/Madam

RE: Consultation regarding a proposal to realign and resurface the traffic lanes on the Bradfield Highway, on the southern approaches to the Sydney Harbour Bridge.

Roads and Maritime Services (RMS) is proposing to realign and resurface the traffic lanes on the Bradfield Highway, on the southern approaches to the Sydney Harbour Bridge. The proposal would involve removal of the toll booths from the southern approaches to the Sydney Harbour Bridge.

Removing the toll booths, realigning and rationalising traffic lanes and upgrading the traffic management systems would improve the driver and passenger experience travelling between the SHB and the Western Distributor or northern CBD by:

1. simplifying traffic movements
2. improving connectivity for buses
3. improving operational flexibility for lane management on the SHB
4. reducing road safety hazards

Under clause 13 of the State Environmental Planning Policy (Infrastructure) 2007, RMS is required to consult with the City of Sydney Council due to the potential impacts of the work on motorists using the Bradfield Highway and the surrounding road network. RMS anticipates that motorists using or living near the following roads would potentially be affected during the construction period and during operation.

The proposal site is situated on the Bradfield Highway between the Sydney Harbour Bridge and the northern CBD. It incorporates lanes 1 to 6 of the Bradfield Highway southern bridge approaches, the SHB bus lane (lane 7) and sections of each of York, Grosvenor, Clarence and Kent streets, south of the Sydney Harbour Bridge.

RMS anticipates that the work would commence in January 2013 and would continue for up to 18 months.
The high traffic volumes on the Sydney Harbour Bridge and the complexity of implementing substantial changes to lane management requires that a considerable amount of work would be carried out at night. However where possible, construction activities would be carried out during standard construction hours: 7am and 6pm Monday to Friday and 8am to 1pm Saturdays.

Construction may also be undertaken continuously over several days under extended lane closures.

Where work is required outside the standard hours, to minimise traffic impacts, it would be in accordance with OEH Interim Construction Noise Guideline and the procedure contained in RMS’ Environmental Noise Management Manual ‘Practice Note VII - Roadworks outside of normal working hours’.

RMS aims to minimise impacts on traffic on the Bradfield Highway and the surrounding road network.

It would be appreciated if you could provide any comments regarding this proposal by 5 October 2012.

RMS would be pleased to provide further information if required. In this regard, I may be contacted on 9352 9528 or by email: stephen.sherwin@rms.nsw.gov.au.

Stephen Sherwin
Project Manager
RMS Project Management Services
13 September 2012

Our reference: T/05737
Contact person: Stephen Sherwin

General Manager
Sydney Harbour Foreshore Authority
PO Box N408
Grosvenor Place NSW 1220

Dear Sir/Madam

RE: Consultation regarding a proposal to realign and resurface the traffic lanes on the Bradfield Highway, on the southern approaches to the Sydney Harbour Bridge.

Roads and Maritime Services (RMS) is proposing to realign and resurface the traffic lanes on the Bradfield Highway, on the southern approaches to the Sydney Harbour Bridge. The proposal would involve removal of the toll booths from the southern approaches to the Sydney Harbour Bridge.

Removing the toll booths, realigning and rationalising traffic lanes and upgrading the traffic management systems would improve the driver and passenger experience travelling between the SHB and the Western Distributor or northern CBD by:

1. simplifying traffic movements
2. improving connectivity for buses
3. improving operational flexibility for lane management on the SHB
4. reducing road safety hazards

Under clause 16 of the State Environmental Planning Policy (Infrastructure) 2007, RMS is required to consult with the Sydney Harbour Foreshore Authority due to the potential impacts of the work on motorists using the Bradfield Highway and the surrounding road network. RMS anticipates that motorists using or living near the following roads would potentially be affected during the construction period and during operation.

The proposal site is situated on the Bradfield Highway between the Sydney Harbour Bridge and the northern CBD. It incorporates lanes 1 to 6 of the Bradfield Highway southern bridge approaches, the SHB bus lane (lane 7) and sections of each of York, Grosvenor, Clarence and Kent streets, south of the Sydney Harbour Bridge.

RMS anticipates that the work would commence in January 2013 and would continue for up to 18 months.
The high traffic volumes on the Sydney Harbour Bridge and the complexity of implementing substantial changes to lane management requires that a considerable amount of work would be carried out at night. However where possible, construction activities would be carried out during standard construction hours: 7am and 6pm Monday to Friday and 8am to 1pm Saturdays. Construction may also be undertaken continuously over several days under extended lane closures.

Where work is required outside the standard hours, to minimise traffic impacts, it would be in accordance with OEH Interim Construction Noise Guideline and the procedure contained in RMS’ Environmental Noise Management Manual ‘Practice Note VII - Roadworks outside of normal working hours’.

RMS aims to minimise impacts on traffic on the Bradfield Highway and the surrounding road network.

It would be appreciated if you could provide any comments regarding this proposal by 5 October 2012.

RMS would be pleased to provide further information if required. In this regard, I may be contacted on 9352 9528 or by email: stephen.sherwin@rms.nsw.gov.au.

Yours sincerely

[Signature]

Stephen Sherwin
Project Manager
RMS Project Management Services