INQUIRY INTO IMPACT OF THE ROZELLE INTERCHANGE

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NSW Government submission

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Executive summary

1 Executive summary

The Rozelle Interchange (the Project) is the final stage of WestConnex, an integrated program which has provided motorists with 33 kilometres of traffic-light free motorway, including connections for the Sydney Gateway, the M6 motorway and the Western Harbour Tunnel (WHT).

WestConnex delivers a missing link between existing motorways and the arterial road corridors serving inner Sydney. It was designed to deliver sufficient capacity to meet the growing demands of road users and a forecast doubling of the NSW freight task by 2031.

By widening and extending the M4 Motorway and M5 Motorway, and connecting these new corridors, it is expected WestConnex will, by 2033, deliver average time savings during morning and afternoon peaks of up 30 minutes between Parramatta and Sydney Airport, 20 minutes between Burwood and the Sydney Airport and 20 minutes between Silverwater and Port Botany.

WestConnex was delivered in stages. WestConnex Stage 1, the new M4 (including the new M4 tunnels), opened in mid-2019, followed by the M8 (previously the 'New M5' or WestConnex Stage 2) opening in 2020, the 2023 extensions of the M4 and M8 (previously the M4-M5 Link Tunnels or WestConnex Stage 3a) and, finally, the Rozelle Interchange (Stage 3b – the Project), which opened to traffic on 26 November 2023.

Delivered by Transport for NSW (Transport) in partnership with a John Holland and CPB Contractors (JHCPB) joint venture, the Project is one of the world's most complex underground junctions, connecting the M4 motorway to the Anzac Bridge and the M8 motorway to City West Link and Victoria Road.

The Project not only enables motorists to access the rest of WestConnex and, as a result, save time on trips to and from western and southwestern Sydney. It also delivers the toll-free Iron Cove Link between the Anzac Bridge and the Iron Cove Bridge, allowing motorists to bypass Victoria Road. Further, it facilitates the use of public transport, both directly by bus and by connecting people more efficiently to public transport hubs.

Since its inception, the design and delivery of the Rozelle Interchange has been subject to a series of changes influenced by broader planning objectives and feedback from the community. This resulted in the design evolving from an above-ground interchange at the former Rozelle Rail Yards to an underground interchange.

The changes enabled the Project to also deliver the Rozelle Parklands - 10 hectares of open space, which includes constructed wetlands and native plants. It is one of the largest parks in the Inner West. More than 3,000 trees were planted on the site of the old Rozelle Rail Yards, returning this disused area to the community.

The NSW Government acknowledges both the delivery and the opening of the Rozelle Interchange have had impacts on surrounding communities. While traffic impacts upon the opening of Rozelle Interchange were forecast in the Environmental Impact Statement completed for the M4-M5 Link (inclusive of both Stage 3a and 3b of WestConnex 1), Transport for NSW thanks motorists for their patience as this major new infrastructure is integrated into the transport network. As has been stated publicly, Transport anticipated it could take about six months for the network to settle following the opening of the Rozelle Interchange. Updated analysis in the WestConnex Stage 3 Road Network Plan², prepared ahead of the opening of the Rozelle Interchange, identified pinch points surrounding the Project which were expected to impact traffic upon the opening.

In preparation for, and following, the opening of Rozelle Interchange, Transport's mitigation measures and operational management have focused on optimising the performance of the traffic network through the area to reduce journey times since the Project's opening. Measures include ramp metering, traffic signal sequencing, line markings, enhanced or more signage as well as a customer messaging through multiple channels including a paid media campaign, media announcements and use of social media to raise motorists'

¹ NSW Government, Planning Portal, WestConnex – M4-M5 Link (https://www.planningportal.nsw.gov.au/major-projects/projects/westconnex-m4-m5-link)

² Transport for NSW, November 2023, WestConnex Stage 3 Road Network Performance Plan (https://www.transport.nsw.gov.au/system/files/media/documents/2023/WestConnex-M4-M8-extensions_pre-opening-road-network-performance-review.pdf)

awareness of the network changes. Network monitoring is continuing, with further adjustments to be made as possible.

However, as noted in the Network Plan, constraints downstream of Rozelle Interchange which pre-date WestConnex – the capacity of the Anzac Bridge, Western Distributor and CBD – limit the scale of mitigation measures which can be implemented. Projects such as the Western Distributor Smart Motorway, which is being rolled out to better manage traffic flow and improve traffic safety and reliability, and, in the longer term, the Western Harbour Tunnel, will help alleviate these network pressure points. The Western Harbour Tunnel will better connect the inner west and north Sydney by providing a western bypass of the CBD. Additionally, private motorists in the vicinity of the Project will have access to alternative turn-up-and-go public transport services to the CBD as a result of delivery of Sydney Metro West, with stations at The Bays precinct, Five Dock and Burwood North.

Notwithstanding these developments, key observations from traffic modelling indicate traffic is expected to shift onto the tunnel motorway, and surface road congestion in the vicinity of Rozelle Interchange will settle. The reduction in traffic volumes, however, will vary throughout the day, with the AM peak on Victoria Road and City West Link remaining a challenge compared to the afternoon peak and off-peak times.



Overview of WestConnex and Rozelle Interchange

Overview of WestConnex and Rozelle Interchange

2.1 Rationale for WestConnex and Rozelle Interchange

Prior to the delivery of WestConnex, major routes in Sydney, including Parramatta Road, City West Link, Victoria Road, Anzac Bridge/the Western Distributor, Southern Cross Drive, Princes Highway and King Street, were experiencing significant congestion, with resultant increases in travel time and variability that causes typical morning and evening peak hours to spread over longer periods.

The congestion on arterial roads and the missing links in Sydney's motorway network impeded the efficient flow of traffic to the important economic centres from Sydney Airport and Port Botany precinct, through the Sydney central business district, and North Sydney to Macquarie Park and Sydney's geographical centre, Parramatta.

There were no arterial roads that directly linked the M4 East Motorway at Haberfield with the New M5 Motorway at St Peters. Motorists wishing to travel north or south were required to travel along local and subarterial roads or traverse the Sydney CBD to access existing key north and south corridors such as the M1 Motorway³.

At the same time, major aviation, pharmaceuticals, biotechnology, electronics and automotive industries based in western Sydney relied heavily (and continue to do so) on the road network and its connectivity to the Port and Airport precincts.

A congested road network also affects road-based public transport, resulting in increased bus travel times and journey time variability. By providing a tunnel alternative to sections of the arterial road network, WestConnex supports road-based public transport travel times, including on surface roads, and provides opportunities for new rapid transit options.

Incremental improvements to the arterial road network, such as improving intersection performance and implementing traffic calming measures, lane closures or clearways, would only provide minimal change in the efficiency of the road network, and would not support the additional capacity required for traffic growth. Additionally, continued urban development along the Parramatta Road and Victoria Road corridors has limited capacity for widening and/or upgrades to these roads.

In 2014, the then NSW Government indicated that from 2011 to 2031, Sydney's population was forecast to grow by an average of 80,000 additional residents per year. Moreover, by 2036, the number of trips made around Sydney each day was forecast to increase by 31 per cent. Strategic planning documents such as A Plan for Growing Sydney (NSW Government, 2014), Towards our Greater Sydney 2056 (Greater Sydney Commission, 2016) and the draft District Plans (Greater Sydney Commission, 2016) identify investment in transport infrastructure as needed to meet the demands of a growing population4.

Transport's 2012 NSW Long Term Transport Master Plan, and Infrastructure NSW's 2014 State Infrastructure Strategy Update, identified the need to plan and invest in the future of Sydney's motorway network, to provide vital infrastructure connections within and between travel demand corridors.

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³ Roads and Maritime Services, August 2017, WestConnex M4-M5 Link Environmental Impact Statement Main Volume Chapters 1 to 8 (Volume 1A), Chapter 4 – Project development and alternatives (page 4-15) (https://majorprojects.planningportal.nsw.gov.au/prweb/PRRestService/mp/01/getContent?AttachRef=SSI-

⁴ Roads and Maritime Services, August 2017, WestConnex M4-M5 Link Environmental Impact Statement Main Volume Chapters 1 to 8 (Volume 1A), Chapter 3 - Strategic context and project need (page 3-1) (https://majorprojects.planningportal.nsw.gov.au/prweb/PRRestService/mp/01/getContent?AttachRef=SSI-

The WestConnex program was designed as a strategic response to the future transport demands forecast on an already congested road network⁵. WestConnex was also considered to facilitate the delivery of other major city-shaping improvements, such as the urban renewal of Parramatta Road corridor and The Bays Precinct.

However, from the outset, investment in WestConnex was aligned with investment in, and planning for, public and active transport initiatives, to reduce the reliance on and demand for private vehicles on the road network.

Investment in motorways was coupled with multi-billion-dollar investments in light rail in Sydney and Parramatta, the Sydney Metro mega-projects and other transport projects to provide a multi-modal response to existing and future transport challenges.

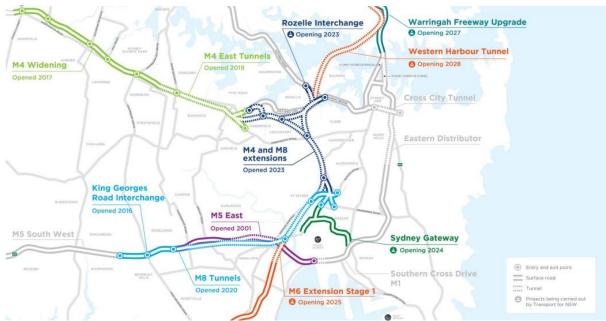


Figure 2-1: Overview of broader WestConnex network⁶

Delivery of WestConnex

WestConnex was delivered in three stages. Stage 1 comprised the M4 Widening and the M4 East and Stage 2 was the M8 Motorway.

As outlined, WestConnex Stage 3 comprised of two sub-stages, 3a and 3b. Stage 3a is the M4 and M8 extensions (previously known as the M4-M5 Link Tunnels), consisting of twin 7.5 kilometre tunnels connecting Stage 1 (M4 Widening and M4 East) with Stage 2 (M8) between Haberfield and St Peters. This is a vital link between the southwest and west of Sydney with its international gateways and key places of business. Stage 3a opened in January 2023.

Stage 3b, which opened in November 2023, comprised the Rozelle Interchange and Iron Cove Link, connecting the mainline tunnels directly to/from the M8 and M4 motorways with City West Link, Western Distributor and Victoria Road via an underground interchange.

Sydney Motorway Corporation (SMC) was the entity the former government established to finance, design, procure and deliver WestConnex. SMC was later sold to become the WestConnex project company⁷. Stage

Foads and Maritime Services, August 2017, WestConnex M4-M5 Link Environmental Impact Statement Main Volume Chapters 1 to 8 (Volume 1A), Chapter 3 – Strategic context and project need (page 3-2) (https://majorprojects.planningportal.nsw.gov.au/prweb/PRRestService/mp/01/getContent?AttachRef=SSI-7485%2120190227T230621.878%20GMT)

⁶ Transport for NSW, November 2023, WestConnex Stage 3 Road Network Performance Plan, Section 1.2 – Overview of the project (page 17)

⁽https://www.transport.nsw.gov.au/system/files/media/documents/2023/WestConnex-M4-M8-extensions_pre-opening-road-network-performance-review.pdf)

⁷ NSW Treasury, August 2018, NSW Government announces Sydney Motorway Corporation transaction result (https://www.treasury.nsw.gov.au/news/nsw-government-announces-sydney-motorway-corporation-transaction-result)



3b was procured and delivered by the then Roads and Maritime Services agency (which later became part of Transport for NSW).

Key features of the Rozelle Interchange project

The Rozelle Interchange connects the M4-M8 Tunnels, City West Link, Victoria Road, Anzac Bridge and provides a toll-free underground bypass of Victoria Road between Iron Cove Bridge and Anzac Bridge that bypasses seven sets of traffic lights (refer to *Figure 2-2*).

The Project also delivered The Crescent overpass and active transport links, as well as enabling works for the Western Harbour Tunnel. Undertaking these enabling works as part of the scope of the Rozelle Interchange will result in less disruption for the community overall from the Western Harbour Tunnel project,

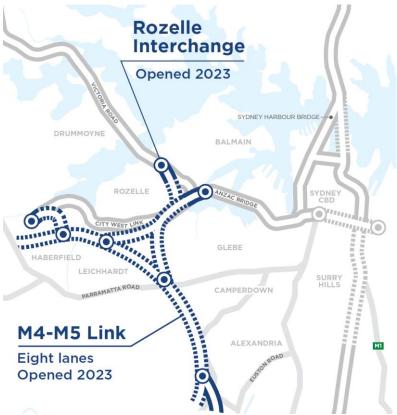


Figure 2-2: Map of Rozelle Interchange

Benefits of WestConnex including the Rozelle Interchange

As outlined, WestConnex comprises a series of interconnected motorways and road upgrades to increase the capacity of the M4 and M8 motorways and provide a vital underground link between these motorways.

With more than two-thirds of it built underground, WestConnex avoids up to 50 sets of traffic lights. It links Sydney's west to the rest of the city, providing important connections to the Airport and Port, and supports the freight, commercial and services tasks of distributing goods and services across the Sydney basin, which require more diverse and dispersed transport connections that can only be provided by the road network⁸.

WestConnex alleviates pressure on other arterial roads and indirectly facilitates opportunities for future urban renewal in adjoining precincts, including The Bays Precinct, Parramatta Road, and along Victoria Road between Iron Cove Bridge and City West Link. It provides scope for improved connectivity, potential active transport links and public transport improvements and enhanced local amenity.

(https://majorprojects.planningportal.nsw.gov.au/prweb/PRRestService/mp/01/getContent?AttachRef=SSI-7485%2120190227T230621.878%20GMT)

⁸ Roads and Maritime Services, August 2017, WestConnex M4-M5 Link Environmental Impact Statement Main Volume Chapters 1 to 8 (Volume 1A), Chapter 4 – Project development and alternatives (page 4-17)

The Rozelle Interchange has delivered important urban amenities, including 10 hectares of new open space and new pedestrian and cycleway connections to link Rozelle and Lilyfield with Annandale, Balmain, Glebe and The Bays Precinct.

2.2 Urban amenity, active transport and greenspace

Improving urban amenity has been a central component of WestConnex.

In August 2020, the Project's Urban Design and Landscape Plan was exhibited to deliver on the city shaping and precinct making potential of the Rozelle Interchange. The Project reactivated the former Rozelle Railyard, delivering 10 hectares of green space, planting more than 3,000 trees, 170,000 plants and constructing more than 14 kilometres of active transport connections.

These active transport links now connect existing paths from Drummoyne, Chiswick and Russell Lea to the Anzac Bridge and Sydney CBD. Extensions to other corridors were also identified within the Project's Environmental Impact Statement⁹ and will provide the foundation for Rozelle to act as a central hub for active transport routes as the network is progressively realised.



Figure 2-3: Active transport links within the Rozelle Parklands¹⁰

2.3 Traffic and network

Extensive traffic modelling was undertaken for WestConnex, involving multiple layers of strategic demand models as the program evolved.

The various levels of traffic modelling undertaken included:

- WestConnex Updated Strategic Business Case
- M4 East Environmental Impact Statement

⁹ Roads and Maritime Services, August 2017, WestConnex M4-M5 Link Environmental Impact Statement Appendices L to N (Volume 2F), Appendix N – Technical working paper: Active transport strategy (from page 183) (https://majorprojects.planningportal.nsw.gov.au/prweb/PRRestService/mp/01/getContent?AttachRef=SSI-7485%2120190227T231136.799%20GMT)

Transport for NSW, February 2023, Rozelle Interchange Urban Design and Landscape Plan (https://media.caapp.com.au/pdf/gv7h4g/c3b9c129-e8fa-46e6-a9db-707ab43e3454/230216%20RIC_UDLP%20%5BBook%5D_6.0.pdf AND https://caportal.com.au/tfnsw/wcxri-udlp)

- New M5 Environmental Impact Statement
- M6 Stage 1 Environmental Impact Statement
- Sydney Gateway Environmental Impact Statement
- M4-M5 Link Environmental Impact Statement (includes both stage 3a and 3b)
- Western Harbour Tunnel and Warringah Freeway Environmental Impact Statement
- Western Distributor Smart Motorway Environmental Impact Statement
- Bays West Stage 1 Master Plan Draft Transport and Traffic Impact Report Environmental Impact Statement.

11



Project planning, consultation and design

3 Project planning, consultation and design

The NSW Government acknowledges that a program of the scale of the WestConnex has unavoidable impacts on local communities, even with mitigation measures in place. Throughout each stage of the WestConnex program, detailed consultation occurred with the community, local businesses, road users and interested stakeholders took place. This included specific consultation on Environmental Impact Statements and other requirements as set out by the then Department of Planning and Environment.

The design of the Rozelle Interchange, and more broadly WestConnex Stage 3, evolved in response to both this feedback and broader planning objectives. The most significant design changes were in the updated 2015 concept design and the 2017 detailed design exhibited during the M4-M5 Link's Environmental Impact Statement.

3.1 Community consultation

As part of extensive community and stakeholder engagement process, a range of engagement tools were used to consult with the community, including:

- notification hard copy distribution to localised impacted areas
- · doorknocking to impacted areas
- · targeted phone calls
- electronic distribution of notifications
- · geotargeted social media
- media releases
- community pop up events and street meetings
- hardcopy Environmental Impact Statements and modification documents placed in local libraries.

Transport also led engagement through a project inbox, a community hotline (1800 number) and a project website with interactive content and updates.

For example, during 2017, the WestConnex M4-M5 Environmental Impact Statement (which included the Rozelle Interchange) was on display in late 2017 for 60 days. It was approved in April 2018.

The Environmental Impact Statement was available across Inner West libraries, at facilities including the City of Sydney, Neighbourhood Centres, electronically at any Service NSW Centre and online through the then Department of Planning and Environment Major Projects portal.

Community information sessions were held throughout September 2017 at Leichhardt, Haberfield, Newtown, Camperdown. This was completed in conjunction with targeted letter box drops, street meetings and door knocking.

3.2 WestConnex design development

2013 design

In September 2013, the then Roads and Maritime Services agency published an Executive Summary of the WestConnex Business Case ¹¹, highlighting its overall strategic need, opportunities, benefits, costs and proposed staging.

¹¹ Roads and Maritime Services, September 2013, WestConnex Business Case Executive Summary (https://www.westconnex.com.au/media/ixebloea/westconnex-business-case-executive-summary-september-2013.pdf)

The 2013 design (*Figure 3-1*) primarily focused on enhancing capacity and connectivity between the M4 Motorway, M5 Motorway and the Sydney Airport, and did not include the Rozelle Interchange or St Peters Interchange.

The 2013 Business Case introduced the three-stage approach which would define the Program's long-term delivery:

- Stage 1: 13.5 kilometres of work, including M4 widening from Parramatta to Homebush and the M4 East, a new tunnel from Homebush to Haberfield
- Stage 2: 11 kilometres of work, including the M5 widening from Beverly Hills to Bexley North, the M5 East, a new tunnel from Bexley to St Peters and a six lane Airport Link
- Stage 3: 8.5-kilometre tunnel between the new M4 East and M5 East between Haberfield and St Peters.



Figure 3-1: 2013 WestConnex design¹²

The broader program objectives included the revitalisation of the Parramatta Road corridor. Stage 3 supported this aim by extending the tunnelled route from Haberfield to St Peters, reintroducing traffic to Parramatta Road near Camperdown.

Whilst the 2013 design identified ramps to major road connections, it did not feature interchanges.

2015 design

In November 2015, the SMC published the WestConnex Updated Strategic Business Case highlighting a range of strategic and planning considerations leading to clearer objectives for the Program, additional detailed design and further consultation.

Following the release of the 2013 design, the NSW Government made three decisions which generated several necessary decision changes captured in the 2015 design change:

¹² Roads and Maritime Services, September 2013, WestConnex Business Case Executive Summary (https://www.westconnex.com.au/media/ixebloea/westconnex-business-case-executive-summary-september-2013.pdf)

- accelerating the delivery of Stage 2 to 2019 through Australian Government funding
- investigating a Northern Connection (Western Harbour Tunnel and Beaches Link) and a Southern Connection (M6 Stage 1); and
- proceeding with Infrastructure NSW's enhanced Sydney Gateway solution.



Figure 3-2: 2015 WestConnex design¹³

This process would go on to drive substantial updates to the Program's reference design, including the northward realignment of the M4-M5 Link and addition of what later became the Rozelle Interchange.

Additional interchanges were identified at Camperdown, Rozelle, St Peters and Haberfield (Wattle Street).

2017 design

Following community feedback, including a major community engagement program between July and August 2016, four substantial changes were made to the design:

- undergrounding of the Rozelle Interchange
- introduction of the Iron Cove Link
- removal of the Camperdown Interchange, and
- increasing from three to four lanes in each direction throughout the M4-M5 Link.

These design changes were detailed during the public exhibition of the M4-M5 Link's Environmental Impact Statement in August 2017. They represent the last series of changes made which impacted the overall design of the Rozelle Interchange. Whilst further refinements were made, the 2017 design materially represents the Project which opened to traffic on 26 November 2023.

¹³ Roads and Maritime Services, November 2015, WestConnex - Updated Strategic Business Case (https://www.westconnex.com.au/media/yejnwxmw/westconnex-updated_strategic_business_case.pdf)

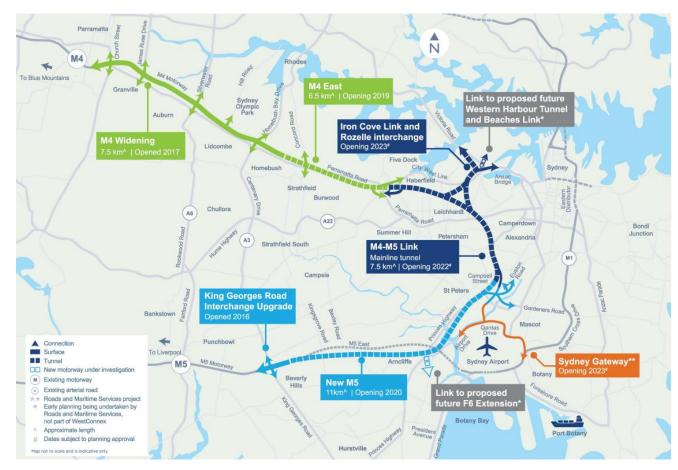


Figure 3-3: 2017 WestConnex design¹⁴

3.3 Planning and refinement of the design for the Rozelle Interchange

Efficient traffic flow within the Project, as indicated from its introduction to WestConnex in 2015¹⁵, is most constrained at Victoria Road and Anzac Bridge/Western Distributor.

These constraints are independent of the M4-M5 Link's relative location and design, and whilst the Project does improve overall road network performance, increased congestion was forecast where the Project reconnects with the existing road network¹⁶.

Following its introduction as an above-ground interchange at the former Rozelle Rail Yards, the outcomes of the Project were most significantly affected by five changes:

- undergrounding of the Rozelle Interchange, announced in July 2016
- introduction of the Iron Cove Link, announced in July 2016
- removal of the Camperdown Interchange, announced in November 2016
- increase from three to four lanes in M4-M5 Link mainline tunnels announced in November 2016

¹⁴ Roads and Maritime Services, August 2017, WestConnex M4-M5 Link Environmental Impact Statement Main Volume Chapters 1 to 8 (Volume 1A), page 1-4 (https://majorprojects.planningportal.nsw.gov.au/prweb/PRRestService/mp/01/getContent?AttachRef=SSI-7485%2120190227T230621.878%20GMT)

¹⁵ Roads and Maritime Services, November 2015, WestConnex - Updated Strategic Business Case (https://www.westconnex.com.au/media/yejnwxmw/westconnex-updated_strategic_business_case.pdf)

¹⁶ Roads and Maritime Services, August 2017, WestConnex M4-M5 Link Environmental Impact Statement Appendices B to H (Volume 2B), Appendix H – Technical working paper: Active transport strategy (from page 242) (https://majorprojects.planningportal.nsw.gov.au/prweb/PRRestService/mp/01/getContent?AttachRef=SSI-7485%2120190227T231122.785%20GMT)

• addition of the Crescent Overpass and removal of the Zipper Merge announced in August 2019.

Undergrounding of the Rozelle Interchange

The 2015 designs for the Project were predominantly above ground and offered quite modest urban design outcomes. It included elevated structures up to 20 metres above ground, reducing unbroken open space and long-term closures of Easton Park and Lilyfield Road.

These impacts led to consideration of two below ground options, one within the Rozelle Rail Yards and another further north. The second option was ultimately selected due to improved community amenity once operational and reduced traffic impacts during construction.

Introduction of the Iron Cove Link

In July 2016, the Iron Cove Link was announced and, though earlier designs followed Victoria Road to the Rozelle Interchange at City West Link, it provided an alternative route to direct surface traffic travelling from northwest of Rozelle or from the Sydney CBD, via Anzac Bridge, to the Rozelle Interchange, allowing vehicles to bypass Victoria Road, between Iron Cove Bridge and City West Link.

The Iron Cove Link reduces demand on Victoria Road south of the Iron Cove Link portals, directing a high volume of traffic from the local Rozelle road network via the Project through to the M4-M5 Link. A substantial increase in traffic demand is also seen on Victoria Road north of the Iron Cove Link portals at the Lyons Road intersection.

Removal of the Camperdown Interchange

The initial 2015 designs for the M4-M5 Link included a Camperdown Interchange with exits at Arundel Street, near the University of Sydney and Royal Prince Alfred Hospital. In November 2016, following an assessment of traffic, environmental and community impacts, and substantial negative community feedback, the Camperdown Interchange was removed from the Project, despite predicted likely impacts on broader traffic conditions on the Project.

Whilst the removal of the Camperdown Interchange has diverted traffic from local Camperdown roads, it has resulted in increased traffic through Anzac Bridge/Western Distributor, The Crescent and Parramatta Road.

3.4 Increase from three to four lanes in each direction throughout the M4-M5 Link

The original concept design featured up to three lanes in each direction for the M4-M5 Link. Revised traffic modelling, which incorporated updated land use inputs, indicated that amendments to the original three lane configuration were required to maintain acceptable lane functionality and traffic flow within the mainline tunnels in future years.

Traffic modelling demonstrated that the M4-M5 Link's mainline tunnels would operate more efficiently under a four-lane configuration, to allow for future demand increases.

The introduction of additional lanes forecast some impact on surface road network, adjacent to the St Peters Interchange.

Most changes were forecast to be less than 50 vehicles per hour during peak hours, including at Euston Road, Campbell Road and Princes Highway. This design change is expected to have a negligible impact on the broader metropolitan road network, including within the Rozelle Interchange or at Anzac Bridge.



3.5 Addition of The Crescent Overpass and introduction of staged zipper merge

Following planning approval for the Project in April 2018, JHCPB proposed a design amendment, Modification 2 to the Project's EIS, which was designed to improve local traffic performance in the vicinity of The Crescent, City West Link, Johnston Street and Chapman Road.

Subsequently, further design work and community consultation, an amended design for the modification was approved to improve traffic flows and intersection performance at The Crescent / City West Link and across the surrounding road network and future proof the intersection to accommodate traffic flows associated with future projects including the Western Harbour Tunnel.

As greater traffic volumes were expected via The Crescent to the eastern approach to the Anzac Bridge/Western Distributor, the Project amended the previous zipper merge design to a more gradual merge (see *Figures 3-5 and 3-6*).

This design change maintains existing benefits when compared to the 2017 design. However, when compared to the cumulative impact of any project across the road network open to traffic, the amendment reduces average stops by more than 10 per cent in 2023 and 2033. Additionally, this design also preserves the prior arrangement of two lanes forming from the M4 East/Iron Cove Link and two lanes forming from The Crescent and Victoria Road.

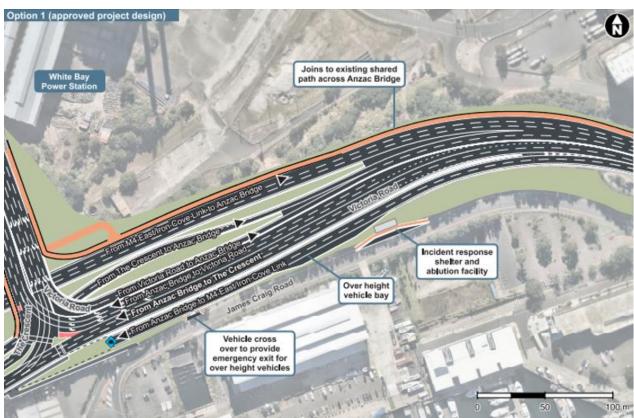


Figure 3-5: Option for zipper merge

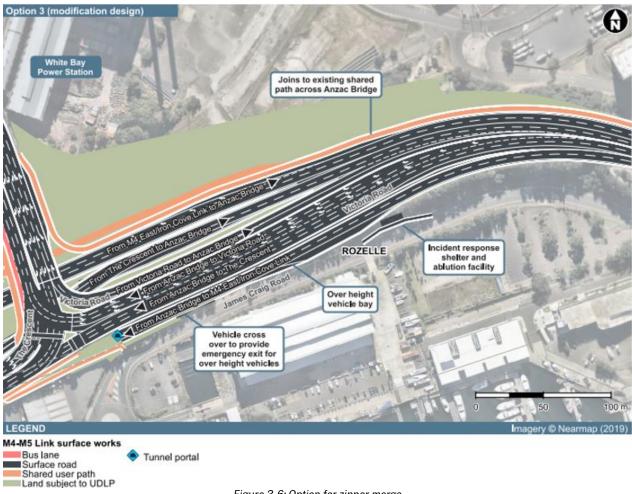


Figure 3-6: Option for zipper merge

3.6 Ongoing network challenges

As early as 2015, analysis showed that Anzac Bridge and the Western Distributor corridor was already at, or close to, capacity, particularly during the morning peak.

The M4-M5 Link's Environmental Impact Statement, published in August 2017, identified three specific areas of review to manage road network constraints:

- capacity improvement measures
- project staging options
- demand management measures.

With the M4-M5 Link operational, there is an increase in the forecast eastbound morning peak hour demand, because the M4 East exit ramp and the Iron Cove Link to Anzac Bridge and Western Distributor provide bypasses of City West Link and Victoria Road respectively.

A major contributing factor to congestion around Rozelle is the constrained Western Distributor corridor via Anzac Bridge. Works which divert traffic or improve capacity along the route will improve network performance for Rozelle and surrounds. This conclusion is also supported by more recent modelling undertaken for the Western Distributor Smart Motorway (WDSM)¹⁷.

¹⁷ Transport for NSW, May 2021, M1 Western Distributor Smart Motorway Review of Environmental Factors (https://www.transport.nsw.gov.au/system/files/media/documents/2023/m1-smart-motorway-ref-2021-05.pdf)

3.7 Community engagement during delivery

Planning conditions required mitigation of construction impacts, for example limiting night works, to ameliorate disruption to the community.

Throughout each stage of the Project's program of works, there was detailed consultation with the community, local businesses, road users and interested stakeholders. The consistent objectives were to engage, inform and receive community comments and feedback. For example, during the main construction period, between mid-2019 and late 2023, electronic direct mail was sent weekly. In addition, paper notifications were provided via letterbox drops, door knocks, town hall meetings, online community forums, street meetings, and drop-in sessions at the Community Information Centre.

Localised notifications were distributed to residents of select streets in areas including Iron Cove, Railyards zone or Annandale zone, or whole of project area from Iron Cove to Annandale. Sensitive and/or high impact construction work engagement included town hall information sessions, as well as tailored meetings with impacted residents. Fact sheets were also distributed and more detailed information was available to the community via an interactive website construction portal and tunnel tool.

More specifically:

- more than 970 notifications have been sent to the community on paper and digitally
- more than 5,500 subscribers to weekly notifications and construction updates
- more than 2,500 phone inquiries have been received regarding the Rozelle Interchange
- thirty-eight factsheets were created to keep the community informed
- more than 370,000 page views on the Rozelle Interchange web portal
- more than 28,000 views of the Rozelle Parklands flythrough video
- five community days involving tunnel and site tours
- extensive engagement between Transport, contractors and local councils.

Motorists and the broader community were kept alert to road changes and ongoing works via variable message signs, posters with QR codes, social media posts and operational Transport media releases. Additionally, Transport conducted monthly interfaces with the Inner West Council and quarterly WestConnex Community Reference Group meetings.

Transport also deployed less conventional engagement strategies including resident tours, 'meet the team' events at Easton Park and King Georges Park, family days for residents and viewing windows in the hoarding at Iron Cove Link.

3.8 Public transport uplift planning

Planning for the opening of the Rozelle Interchange considered balancing the needs for all road users including public transport (bus) services throughout the corridors leading to the Anzac Bridge and the Western Distributor. The options considered including a combination of infrastructure and other operational management measures.

In 2022, Transport completed the Victoria Road Integrated Transport Strategic Business Case. It established the vision for the corridor and identified the need to improve public transport, with an initial focus on the eastern portion of the Victoria Road corridor from West Ryde to the City. The vision for Victoria Road aligns

with the *Future Transport Strategy* 18 of providing alternatives to driving and building a more sustainable transport system.

The Strategic Business Case also recommended the delivery of bus priority measures in the short-term, providing a step change in bus priority and performance through reallocation of road space consistent with the *Road User Space Allocation Policy* (2021)¹⁹.

The Bus Priority Infrastructure Program²⁰ has delivered short-term bus priority initiatives for Victoria Road with bus lanes installed on Gladesville Bridge, Lyons Road, Ermington, through Rozelle and Melrose Park. The program works towards the longer-term vision of a rapid bus service along this corridor, which currently services twelve bus routes that travel along Victoria Road, with up to 9,900 passengers using the citybound routes daily.

Within the vicinity of the Project, the dedicated bus lane citybound across the Gladesville Bridge introduced a continuous bus lane between Huntleys Point Road and Drummoyne, addressing a gap in bus priority along Victoria Road.

With opening of the Project and the toll-free Iron Cove Link under Victoria Road, further dedicated bus priority measures were introduced along Victoria Road, Rozelle.

A new offset citybound bus lane provides dedicated continuous connection on approach to the Anzac Bridge. A new outbound kerbside bus lane was also installed to replace an outbound general traffic lane and operates during the weekday peak periods. The dedicated and continuous citybound and outbound bus lanes were developed to mitigate the risk of general traffic congestion and queuing which would impact bus performance and reliability, particularly during the period of adjusting to major changes to the network.

Further enhancements to the bus lane signage and pavement markings were added to the bus lanes through Drummoyne and Balmain to reduce incidents of non-compliance and general vehicles using the bus lanes.

¹⁸ Transport for NSW, September 2022, Future Transport Strategy: Our vision for transport in NSW (https://www.future.transport.nsw.gov.au/sites/default/files/2022-09/Future_Transport_Strategy_2.pdf)

¹⁹ Transport for NSW, January 2021, Road User Space Allocation Policy (https://www.transport.nsw.gov.au/system/files/media/documents/2021/road-user-space-allocation-policy.pdf)

²⁰ Transport for NSW, Bus Priority Infrastructure Program (https://www.transport.nsw.gov.au/projects/current-projects/bus-priority-infrastructure-program-easing-sydneys-congestion-program)



WestConnex and Rozelle Interchange budget

4 WestConnex and Rozelle Interchange budget

4.1 Total costs

The contracted works delivered in the Rozelle area included three components of works:

- Rozelle Interchange (as part of WestConnex),
- Western Harbour Tunnel enabling works; and
- · associated network integration works.

WestConnex

The budget for the WestConnex program was revised as the scope of the works and project structure evolved, as highlighted by the design and planning section above.

At the time of the sale of the SMC, the overall budget for WestConnex held between the NSW Government and the SMC was \$16.8 billion.

Post sale, against the original budget of \$8.603 billion allocated to Transport by the NSW Government, *Table 4-1* summarises the final budget to deliver its scope for each stage of WestConnex, taking into consideration all approved changes and risk exposures.

Table 4-1: Final budget to deliver stages of WestConnex

WestConnex stage	Total budget allocation (\$m)
Stage 1a: M4 Widening (Property, client costs, retained risk)	81
Stage 1b: M4 East (Property, client costs, retained risk)	668
Stage 2: New M5 (Property, client costs, retained risk, M8/M6 integration works)	699
Stage 2: King Georges Road Interchange Upgrade (Property, construction)	104
Stage 3: M4-M5 Link (State works contribution, property, client costs, retained risk)	2,161
Stage 3: Rozelle Interchange (Property, construction, client costs, construction contingency)	3,554
Contribution to the delivery of Sydney Gateway	800
Total Transport funding requirement to deliver WestConnex Program scope	8,067

The Program is expected to be delivered under this budget, with the remaining contingency returning to the State.

Sale of WestConnex

Upon the sale of the SMC for \$21.625 billion, WestConnex generated a surplus to the NSW Government. Further details regarding the sale of the SMC are available at **Appendix A**.

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Opening and improvements

5 Opening and improvements

The Environmental Impact Statement for WestConnex Stages 3a and 3b forecast increased congestion where the Project connected with existing roads, such as Victoria Road north of Iron Cove Link, and noted many of these areas would improve when the full WestConnex program and projects such as the Western Harbour Tunnel were completed. The EIS also made clear management of operational traffic and transport would be a focus around WestConnex interchanges including Rozelle, with network performance reviews to be undertaken at 12 months and five years after Rozelle's opening.

As with the opening of any infrastructure project including previous sections of WestConnex, some time is required for network changes to be bedded down. In preparation for congestion at the opening of the Rozelle Interchange, Transport planned for and provided a number of operational management activities considering the needs of private vehicles, public transport users and pedestrians. These measures included enhanced network monitoring, traffic signal modifications, key customer messaging through various channels (identifying alternative options), enhanced transport recovery and response crews, as well as partnering with NSW Police to assist with enforcement.

5.1 Communications in the lead up to and post opening

As indicated, Transport expected it could take up to six months for the network to settle following the opening of the Project.

As a result, Transport deployed various media and engagement strategies in the lead up to the opening including media releases, social media posts, digital billboards, explainer videos and frequent media interviews by key Transport leaders.

Key messages included alerting the community to plan their trip, to expect disruption and delays on roadways, particularly during the morning peak, and about changes on the network.

Advertising campaign

A paid media advertising campaign was undertaken to communicate changes to road conditions and explain the longer-term benefit of the road works. Messaging focused on building awareness of the opening of Rozelle Interchange, new connections between the M4 motorway, M8 motorway, City West Link and Anzac Bridge, and traffic changes.

The campaign creative focused on how to use the new roads, where tolls apply and do not apply, highlighting where priority bus lanes would be to encourage motorists not to block bus lanes and encouraging the use of alternate routes aimed at reducing congestion.

It included 13 digital billboards, more than 400 live read radio announcements, digital advertisements on high traffic sites and geotargeted social media (including posts in Mandarin, Vietnamese and Arabic). This was backed by further information on Transport's websites including MySydney, Live Traffic and transport.nsw.gov.au.

The campaign resulted in

- 43 million impressions across Facebook and Instagram
- 4.1 million impressions delivered amongst Culturally and Linguistically Diverse audiences
- 20.6 million impressions via digital display
- 1.6 million reach from outdoor billboards
- 1.2 million unique visitors accessed the Live Traffic and MySydney webpages during the Dec 23-Feb 24 campaign period; and
- In December 2023, evaluation research found that campaign recognition was 49 per cent. At this time 71 per cent of inner west road users were aware of major road changes underway (and 62 per cent across Greater Sydney).



Press releases, announcements, interview and media responses

A range of media releases, supported by on the ground media events, were provided to the media ahead of, and during, the opening week of the Rozelle Interchange – from late August 2023 through to opening.

Following the opening of the Rozelle Interchange, Transport issued a series of media releases advising motorists of what was being done to address congestion and how to best plan their journey, including five across November and December 2023.

The Transport media team also responded to dozens of requests from media outlets, including Nine News, the Sydney Morning Herald, Australian Financial Review, Daily Telegraph, ABC, Sunrise, and Network 10, concerning the operations and performance of the Rozelle Interchange. Typical questions related to lane changes on the City West Link, ramp metering, Victoria Road bus lanes and traffic volumes.

Transport engaged regularly with the media during the opening phase of the Rozelle Interchange, with key people such as the Coordinator General and Secretary updating the community in a regular series of interviews. These interviews featured on various radio stations including 2SM, ABC and 2GB, as well as on Channel 7 News.

Explainer video series

A series of 14 videos²¹ were prepared which focused on explaining how motorists would navigate the pr project pending upon their chosen route. The animated in-car videos covered the M4 Motorway and M8 Motorway, Anzac Bridge, City West Link, the toll-free Iron Cove Link, as well as the future WHT. These were shared via Transport's website and promoted through channels including social media.

5.2 Further traffic management measures

To support the opening of the Project, a number of initiatives are currently in delivery and under development to provide short, medium and long-term corridor mitigation measures.

These range from the installation of digital and dynamic gantries through to targeted widening of the Western Distributor and introduction of tidal flow lanes to Anzac Bridge during peak periods.

Network improvements

As outlined previously, the WestConnex Stage 3 Road Network Performance Plan, completed prior to the opening of the Rozelle Interchange and entailing council consultation, identified pinch points and mitigation measures in the vicinity of the Project.

A range of immediate network improvement measures have been delivered or are underway since the opening of the Rozelle Interchange.

These include:

- extending City West Link to allow the continuation of two lanes to the Victoria Road underpass
- reinstating the right-turn from Johnston Street into The Crescent
- changing traffic light phasing to reduce congestion (adjusting traffic light phasing is an ongoing process throughout the project area as traffic patterns move to a steady state); and
- completion of additional work on the Johnston Street, The Crescent and Chapman Road intersection in March 2024.

²¹ Transport for NSW, October 2023, WestConnex Rozelle Interchange Driver Animations (https://caportal.com.au/tfnsw/inner-west/rozelle-interchange)



Online travel times updates

As post-opening traffic issues were assessed and addressed, Transport continued a proactive approach to community and media engagement.

To provide the community with information on travel time performance, Transport introduced an online dashboard²² from mid-February 2024, which shows journey times on some of the main arterial roadways during the morning peak period.

Signage improvements

Signage improvements were implemented to address community feedback related to accessing the Iron Cove Link and it being toll free.

Further improvements include:

- new signage installed on Victoria Road which clearly states there is no toll payable for travel to the city
- changes to line marking on Victoria Road and Anzac Bridge approaches to the tunnel to help guide and inform motorists on the correct lane to use; and
- using Variable Messages Signs (digital message signs) to provide guidance to motorists.

Signage remains under continual review and is adjusted where required to help road and other users of the network.

Johnston Street monitoring and improvements

Transport continues to monitor the intersection of Johnston Street and The Crescent and makes operational changes to the traffic lights based on prevailing conditions, to improve customer journeys.

There are traffic signalling plans currently in place to ensure the road network operates as efficiently as possible. The phasing of the intersection lights continually changes according to circumstances.

Additional work on the Johnston Street, The Crescent and Chapman Road intersection was completed in March 2024. This included road markings along Johnston Street for motorists turning left into The Crescent with arrows and additional destinations marked in the lanes to guide motorists travelling the City West Link westbound, the M8 motorway, and the overpass to both Victoria Road and the City.

Monitoring of the intersection will continue over a six-month period as new travel patterns stabilise. Any necessary adjustments will be made to accommodate the changing traffic conditions and to improve customer journeys.

Traffic light sequencing

The operation of traffic signals on Victoria Road and City West Link were adjusted to better suit the changing traffic patterns in the area.

There are traffic signalling plans in place to ensure the road network operates as efficiently as possible. There may be areas of localised congestion to ensure that side streets have access to arterial roads and constrained intersections continue to flow smoothly.

Transport acknowledges that this may appear counter intuitive, but this is critical to ensure the road network in its entirety continues to function.

²² Transport for NSW, February 2024, WestConnex Rozelle Interchange: Surface road journey time data (https://www.transport.nsw.gov.au/projects/current-projects/rozelle-interchange#Surface_road_journey_time_data)



Use of ramp signals in peak times

Ramp signals are operating at two key locations on approach to Anzac Bridge – Victoria Road to Anzac Bridge and City West Link to Anzac Bridge. Ramp meters are activated during peak traffic periods or when there is heavy traffic congestion.

Ramp signals control the rate of vehicles exiting the Interchange on approach to Anzac Bridge. The signals can be set for different metering rates to improve traffic flow and minimise congestion. They make merging safer and easier and reduce the risk of drivers having to brake suddenly.

The signals allow one vehicle per lane to enter when a green light is displayed. The green signal allows the first vehicle in each lane to join the Anzac Bridge. When the signal is red, vehicles must stop behind the 'Stop' line.

5.3 Journey time improvements since opening

The operations teams collected detailed travel time data by traveling along specific routes during peak traffic periods.

The following observations were made:

- for the first weeks after the Rozelle Interchange was opened the travel time observed during the morning peak on Victoria Road between Lyons Road at Drummoyne to Anzac Bridge was 62 minutes. The longest travel time was observed on Thursday 30 November 2023 at 1 hour 26 minutes.
- by the week commencing 26 February 2024, the average travel time on Victoria Road, between Gladesville Bridge at Drummoyne to Anzac Bridge was around 25 minutes.
- for the first week after the Rozelle Interchange was opened the travel time observed during the morning peak on City West Link, between Ramsey Street at Haberfield to Anzac Bridge, was 34 minutes. The longest travel time was observed on Tuesday 28 November 2023 at 59 minutes.
- by the week commencing 26 February 2024, the average travel time from on City West Link, between Ramsey Street at Haberfield to Anzac Bridge, was around 13 minutes.

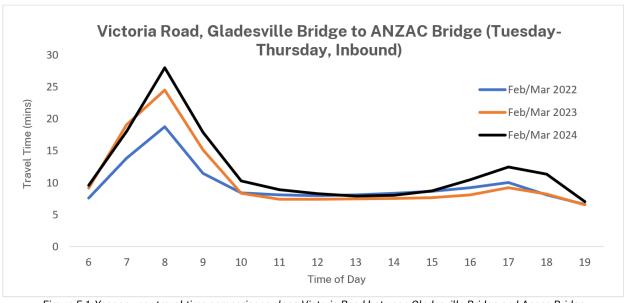


Figure 5-1: Year on year travel time comparisons along Victoria Road between Gladesville Bridge and Anzac Bridge

As demonstrated in *Figure 5-1*, the average travel time on Victoria Road increased from 19 minutes in 2022 to 25 minutes in 2023 in the busiest hour of the AM peak, Tuesday to Thursday. The increase was just over three minutes from 2023 to 2024.

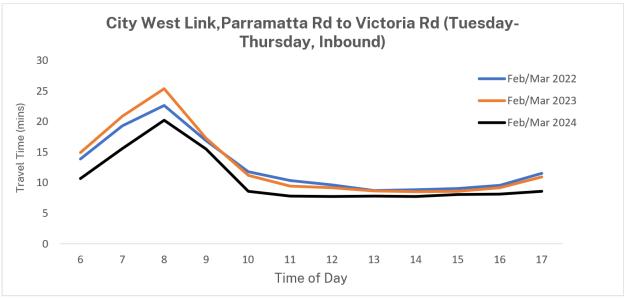


Figure 5-2: Year on year travel time comparisons along City West Link between Parramatta Road and Victoria Road

As demonstrated in *Figure 5-2*, overall, the travel time on City West Link decreased in 2024 compared with the same months in 2022 and 2023 in the inbound direction. The average travel time during the busiest hour of the morning peak is more than five minutes less compared to 2023.

5.4 Further projects and improvements

Opening of the Western Harbour Tunnel

Modelling indicates the WHT will generally improve or maintain travel times through the Rozelle area, with substantial reductions in travel time through the City West Link and Western Distributor corridor during peak periods²³.

The most substantial impacts from the WHT will be northbound traffic travelling via Victoria Road during morning peaks. However, these impacts are expected to be generated by increased local traffic access as a result of reduced through-traffic in the area (which would transfer to the WHT).

Overall, traffic conditions in Rozelle and surrounds are forecast to improve substantially as a result of the opening of the WHT due to the reduced demand along both Anzac Bridge and the Western Distributor.

Western Distributor Smart Motorway

From late 2024, the Western Distributor Smart Motorway (WDSM) will deliver digital, dynamic gantries. The use of digital signage will enable safer, more consistent, and less stop-start journeys.

While not designed to specifically ease congestion at the Rozelle Interchange, the WDSM will help reduce the flow-on impacts of incidents onto nearby roads and improve local road network performance. It is expected to reduce travel time and enhance reliability along the Western Distributor corridor and improve traffic safety and incident management, enhancing the resilience of the network.

Western Distributor Network Improvements

Western Distributor Network Improvements (WDNI) encompasses a series of works to improve traffic efficiency, network resilience and road safety.

²³ Transport for NSW, January 2020, Western Harbour Tunnel and Warringah Freeway Upgrade Environmental Impact Statement, Chapter 9 – Operational traffic and transport (Table 9-5 – from page 9-13)

https://majorprojects.planningportal.nsw.gov.au/prweb/PRRestService/mp/01/getContent?AttachRef=SSI-8863%2120200116T061804.401%20GMT

These improvements are designed to remove key bottlenecks and pinch points to create smoother traffic conditions through less stop-start driving and reduced need for motorists to cross multiple lanes.

These improvements include:

Allen Street intersection

Work on this intersection commenced in December 2023. These works are designed to improve the efficiency of the intersection and reduce queuing back onto the Western Distributor, to relocate a bus stop, remove one of the pedestrian crossings and increase storage capacity at the intersection. Further civil works to adjust kerbs to better accommodate service vehicle access, line marking changes and removal of parking to create an additional lane is scheduled for completion by the fourth quarter of 2024.

Pyrmont Bridge Road intersection

Transport plans to commence work on the Pyrmont Bridge Road intersection in early 2025, following the relocation of the Fish Markets site. This work will include the removal of access from the Western Distributor to Banks Street and provide an additional off ramp lane to enable a dual left turn onto Pyrmont Bridge Road. An incident response vehicle bay will also be constructed to assist responses to issues on the Western Distributor.

Fig Street weave ramp

Designed to open to traffic in late 2026, a new on-ramp for motorists heading from Harris Street to the Sydney Harbour Bridge, this work would eliminate the need for motorists to cross merge with those on the Western Distributor heading to King Street. There is a potential reduction of up to 100 vehicle incidents per year and associated delays created from this weaving arrangement.

Motorway management

WestConnex delivered 13 ramp metering sites throughout Stage 3. Three of these sites were to be operational on Rozelle Interchange opening (City West Link to Anzac Bridge, Victoria Road to Anzac Bridge, Iron Cove Link to Anzac Bridge). The Iron Cove Link ramp metering site is expected to be completed during upcoming maintenance shutdowns.

Travel demand management can be influenced by encouraging users to re-mode, re-time, re-route trips from, to and through the Rozelle Interchange.

M4-M5 Link Road Network Performance Review Plan

A Road Network Performance Review Plan reviews a project's performance considering traffic volumes, intersection and corridor travel times, including analysis against the originally modelled outcome.

In addition to the pre-opening analysis, further reviews of the network will be undertaken 12 months and five years after the opening of the Rozelle Interchange.

This will assist in generating clear insights about the effectiveness of the current strategy and network management measures in the vicinity of the Rozelle Interchange.

It will also support the identification of potential mitigations within the overall M4-M5 Link specifically as well as the wider network, where those constraints impact the Rozelle Interchange.



Rozelle Parklands and asbestos

6 Rozelle Parklands and asbestos

The NSW Environment Protection Authority (NSW EPA) is the lead government agency for responding to the detection of asbestos in mulch in the Rozelle Parklands.

Asbestos has since been detected in mulch across sites in Sydney and parts of regional NSW.

6.1 Detection at Rozelle Parklands

On 9 January 2024, the presence of asbestos contaminated material within the Rozelle Parklands was confirmed and the NSW EPA was notified on 10 January. Within 24 hours the site was formally closed to the public and fenced off to prevent access. A comprehensive timeline is included at **Appendix B**.

Transport has been engaging with the NSW EPA-led Asbestos Taskforce which is working to investigate how the contaminated mulch found its way to Rozelle Parklands. In relation to this site, as well as other sites under consideration of the NSW EPA Asbestos Taskforce, these investigations have considered the potential presence of legacy asbestos as well as the mulch supply chain.

Transport has complied with the amended clean up notice issued by the NSW EPA for Rozelle, and in March reopened part of the Rozelle Parklands. The staged reopening of more areas is planned for April/May 2024 subject to factors including good weather and auditor sign-off.

6.2 Detection at further sites and Whole of Government response

On 15 February 2024, the NSW Government announced an Asbestos Taskforce to provide more resources and support to the NSW EPA's investigation. The Taskforce is led by the Chair of the NSW Asbestos Coordination Committee, Carolyn Walsh, and includes senior representatives of several NSW Government agencies, as well as local government. It has become the largest ever investigation by the NSW EPA, with more than 300 sites tested in a matter of weeks.

The mulch supply chain tracing was a significant task for the NSW EPA, with the assistance from a number of government agencies. As at 11 March 2024, the NSW EPA was aware of 75 sites which have mulch contaminated with asbestos. This includes five sites where friable asbestos has been detected:

- Wood Street Lands at Forest Lodge
- Aldi Supermarket at Cobbitty
- Harmony Park at Surry Hills
- Bicentennial Park 1 at Glebe
- Iron Cove Bridge at Rozelle.

The NSW EPA is working with the owners or occupiers of all sites to ensure they are secured and present a low risk to the public. All sites which returned a positive result for asbestos in mulch had low levels of asbestos contamination and NSW Health advises the risk to health is low.

The full list of sites is available on the NSW EPA website²⁴. This website is updated with relevant information as the investigation progresses.

The NSW EPA has reached the end of the supply chain of its tracing of asbestos contaminated mulch originally discovered at the Rozelle Parklands. Across eight weeks, around 6,500 tonnes of mulch were tracked down, assessed, and tested, with nearly 1,200 samples taken for analysis.

²⁴ NSW Environment Protection Authority, March 2024, *EPA investigation into asbestos in mulch*, Sites being investigated for asbestos in mulch and results

https://www.epa.nsw.gov.au/working-together/community-engagement/updates-on-issues/rozelle-parkland-asbestos-investigation/sites-being-investigated-for-asbestos-in-mulch-and-results

While the initial phase of supply chain testing is complete, the NSW EPA's criminal investigation continues to explore multiple lines of inquiry. The Taskforce will also continue monitoring the situation while moving to broader consideration of legacy asbestos.

6.3 Community engagement

Engagement with the community and keeping the community up to date with information on the investigation as it came to hand was important to the response.

The NSW EPA's website provided a key channel for information for the community on the investigation, this was supported by information on the NSW Government Asbestos in NSW website. This included a list of all positive sites, a list of schools being investigated and the results, information about what the NSW EPA was doing, frequently asked questions and a form for people to seek further questions on the investigation or raise concerns about contamination in mulch in their local area or home.

The NSW EPA's Environment Line was supported by Service NSW call centre to provide timely responses to consumer enquiries.

The NSW EPA, in collaboration with the Taskforce, also kept the community up to date through regular media statements, press conferences, social media posts and interviews. These provided the latest sites with positive detections and investigation updates where appropriate (noting that balance was imperative to maintain a rigorous, systematic, and thorough investigation).

Significant media coverage was received throughout the investigation including in metropolitan and regional newspapers, television, and radio.

The media coverage played an important role in reassuring the public about the NSW EPA's stewardship and investigatory role, updating them on positive sites, and providing education on asbestos and its risks.

6.4 Transport for NSW procedures addressing asbestos contamination

Across all project sites, Transport and its principal contractors conduct due diligence prior to the importation of materials to site. In the case of Rozelle Parklands, the use of the recycled mulch and other imported material was validated by JHCPB's consultants and certified by an accredited contaminated land auditor prior to the park opening in December 2023.

Transport also maintains a range of processes and standards as a part of the Safety Management System for the management of contamination, including asbestos on Transport controlled worksites.

Where a principal contractor engaged by Transport has management and control of a worksite, they must have an equivalent procedure for managing any risks or hazards associated with asbestos at the worksite. These procedures must also comply with the RMS WHS Specification G22.

Additionally, contractual agreements set out further detail around the necessary safety incident notification processes from principal contractors to Transport with reporting and investigation requirements.

A broader overview regarding regulatory settings of asbestos and mulch in NSW is included at Appendix C.



Appendices

7 Appendices

Appendix A: Overview of Sydney Motorway Corporation sale

The SMC was sold in two tranches in August 2018 and September 2021, and through these transactions, the NSW Government received **\$21.625** billion in receipts.

Tranche 1 - August 2018

The August 2018 WestConnex sale transaction saw 51 per cent of the SMC sold to Sydney Transport Partners/Transurban, and from this, the NSW Government has realised the following financial benefits and receipts:

- \$9,260 million in proceeds
- \$1,081 million in return of capital on the M4 Motorway (as advised by the Crown Finance Entity in NSW Treasury)
- \$476 million cash release from the SMC.

Those financial receipts are offset by:

• \$292 million increase in State equity contributions as part of Road Retained Interest Pty Ltd (RRIPL).

The above elements make up the net total financial receipts arising from the sale of \$10,525 million.

Tranche 2 - September 2021

In September 2021, the remaining 49 per cent NSW Government interest in the SMC was sold to Sydney Transport Partners, with \$11.1 billion in sale proceeds across the two 24.5 per cent stakes in WestConnex.

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Appendix B: Timeline for Rozelle Parklands asbestos response

Table 7-1: Timeline of response to asbestos matters

Date	Actions taken
2 January 2024	Transport for NSW receives an email from member of the public regarding the detection of asbestos within mulch.
8 January 2024	Transport for NSW, after an initial incorrect assessment of the email, establishes contact with the community member.
9 January 2024	 Transport for NSW engages Property Risk Australia (Hygienist) to take samples from the Rozelle Parklands following suspected asbestos containing material (ACM) in the mulch at the Parklands.
	Samples taken earlier in the day tested positive for asbestos.
	 Transport for NSW notifies JHCPB by phone on the evening of 9 January 2024 regarding the presence of asbestos.
10 January 2024	 Transport for NSW notifies the NSW EPA, Safework NSW and the NSW Department of Planning, Housing and Infrastructure that fragments of material which contain asbestos had been found at Rozelle Parklands.
	 Transport for NSW formally closes the Rozelle Parklands, installing air monitors around the site and instructed the Contractor to place fencing and signage around the parklands to ensure no access to the public. The signage stated 'Danger Asbestos' as advised by Safework NSW.
12 January 2024	 NSW EPA commences testing of samples which confirmed the presence of bonded (non-friable) asbestos.
	 NSW EPA publicly announces an investigation into the discovery of mulch at Rozelle Parklands was underway. NSW EPA confirms Transport for NSW was issued with a draft Clean Up Notice to formalise the removal of all contaminated mulch from the site.
	 NSW EPA issues a premises with notice to Provide Information and Records relating to the identified batch of mulch.
15 January 2024	 NSW EPA issues a Clean-Up Notice²⁵ requiring Transport for NSW to remove and dispose of all mulch that had been applied to the Rozelle Parklands.
	 NSW EPA continues extensive sampling and testing at the Rozelle Parklands site.
17 January 2024	An incident report, prepared by the Contractor, as the NSW EPA licence holder, is submitted to the NSW EPA.
18 January 2024	 The incident report is provided to the Department of Planning, Housing and Infrastructure.
	JHCPB submits a draft action plan to Transport for NSW.

²⁵ NSW Environment Protection Authority, January 2024, *Clean-Up Notice (Notice Number: 3507919; Reference Number: REG-4690)* https://app.epa.nsw.gov.au/prpoeoapp/ViewPOEONotice.aspx?DOCID=-1&SYSUID=1&LICID=3507919

Date	Actions taken
22 January 2024	 NSW EPA varies the Clean-Up Notice to Transport for NSW to increase the area requiring mulch removal to include additional landscaped areas outside the Parklands, but still within the Rozelle Interchange project area, for any mulch placed on the Project between March and December 2023.
23 January 2024	 JHCPB commences work on the removal of mulch, establishing key work site facilities, erecting further signage and fencing.
24 January 2024	 NSW EPA confirms a complex investigation involving multiple lines of enquiry is being undertaken and includes review of the mulch supply chain and the potential presence of legacy asbestos at the identified sites.
25 January 2024	 Transport for NSW provides further information to the NSW EPA which confirmed the mulch supplier.
	 NSW EPA issues the mulch supplier with a Prevention Notice²⁶ to prevent on- sale of mulch
30 January 2024	Mulch removal commences at the eastern end of the Rozelle Parklands.
2 February 2024	 NSW EPA issues a Clean-Up Notice²⁷ directing the supplier of mulch receiving the notice to notify all customers who received mulch between March and December 2023. The notice stated the NSW EPA had collected samples from recycled mulch at the Rozelle Interchange Project and the Prospect Highway Upgrade sites, which have undergone laboratory analysis. The notice also stated testing had confirmed the recycled mulch contains fragments of foreign materials, some of which has tested positive for bonded asbestos.
5 February 2024	An additional 70 staff are deployed to assist with the NSW EPA investigation.
	 NSW EPA reports 75 tests have been conducted to date across multiple sites, with 10 returning positive results. Contamination of bonded asbestos in mulch has only been linked to one supplier.
15 February 2024	 A cross-government NSW Asbestos Taskforce is announced to prioritise sites which are highest-risk risk to the public, ensure all resources are available to secure sites, test them, clean up, and add to the ongoing investigation of the complex supply chain. The NSW EPA confirms the taskforce will be led by the current Chair of the NSW Asbestos Coordination Committee and will include senior representatives of several NSW Government agencies as well as local government.
	 NSW Premier and Minister for the Environment deploy additional staff from the Natural Resources Access Regulator and NSW Fire and Rescue to NSW EPA to increase capacity. The NSW EPA confirms a continuing partnership with SafeWork NSW, NSW Health and Public Works Advisory.
16 February 2024	NSW Asbestos Taskforce commences with first meeting.

NSW Environment Protection Authority, January 2024, Prevention Notice (Notice Number: 3508002; Reference Number: REG-4758) https://app.epa.nsw.gov.au/prpoeoapp/ViewPOEONotice.aspx?DOCID=-1&SYSUID=1&LICID=3508002

NSW Environment Protection Authority, February 2024, Clean-Up Notice (Notice Number: 3508037; Reference Number: REG-4782) https://app.epa.nsw.gov.au/prpoeoapp/ViewPOEONotice.aspx?DOCID=-1&SYSUID=1&LICID=3508037

Date	Actions taken
22 February 2024	 NSW EPA confirms testing across multiple sites has resulted in 798 negative and 54 positive results since 10 January 2024. This includes confirmation of friable asbestos detected at Rozelle Interchange.
28 February 2024	 NSW EPA varies the Clean-Up Notice to extend timeframes, requiring all mulch placed between March and December 2023 to be removed from the Project to a licensed facility by 28 March 2024.
6 March 2024	 NSW EPA completes supply chain tracing for the contaminated mulch found at the Rozelle Parklands. NSW EPA's criminal investigation continues.
8 March 2024	A shared path re-opens at the eastern end of the Parklands to facilitate a connection for the Biennale of Sydney.
28 March 2024	 Compliance with amended clean-up notice is achieved with all mulch removed from the public areas of Rozelle Parklands and nearby pocket parks and roadsides.
	Shared user paths to the light rail stop reopen, along with two sporting fields.

Appendix C: Regulatory settings related to asbestos and mulch in NSW

Asbestos offences

The NSW EPA is the lead government agency for responding to the detection of asbestos in mulch in the Rozelle Parklands. Asbestos has since been detected in mulch across sites in Sydney and parts of regional NSW.

NSW EPA's role as the lead government agency is consistent with its objectives under the *Protection of the Environment Administration Act 1991* (NSW), which include to protect, restore and enhance the quality of the environment in New South Wales, having regard to the need to maintain ecologically sustainable development²⁸.

The *Protection of the Environment Operations Act 1997* (POEO Act) (NSW) sets out the law for most environmental offences and EPA regulatory powers. Disposing of asbestos waste, other than to a place that can lawfully receive that waste, is illegal. The reuse or recycling of asbestos waste is also illegal. There are significant penalties for people who commit these offences, including potential imprisonment if the waste is disposed of wilfully or negligently and causes harm to the environment, or if the person has previously been convicted of a waste offence.

Table 7-2 summarises the current key offences and penalties. The NSW Government has moved to double penalties to ensure they are proportionate to the potential harm caused and effectively deter environmental crime, with legislative amendments passing NSW Parliament in March 2024²⁹ and commencing on 3 April 2024.

Table 7-2: Key offences under the POEO Act

Reference	Offence	Maximum penalty
POEO Act – section 115	If a person wilfully or negligently disposes of waste in a manner that harms or is likely to harm the environment — (a) the person, and (b) if the person is not the owner of the waste, the owner, are each guilty of an offence.	Corporation – \$10,000,000 for an offence committed wilfully. \$4,000,000 for an offence committed negligently. Individual – \$2,000,000 and/or 7 years imprisonment for an offence committed wilfully.
		\$1,000,000 and/or 4 years imprisonment for an offence committed negligently.

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NSW Legislation, Protection of the Environment Administration Act 1991 No 60 (NSW) s 6 https://legislation.nsw.gov.au/view/html/inforce/current/act-1991-060#sec.6

²⁹ Parliament of NSW South Wales, March 2024, Environment Protection Legislation Amendment (Stronger Regulation and Penalties) Bill 2024 https://www.parliament.nsw.gov.au/bills/Pages/bill-details.aspx?pk=18547

Reference	Offence	Maximum penalty
POEO Act - section	A person who pollutes land is guilty of an	Corporation –
142A	offence.	\$4,000,000 ³⁰ for an offence involving asbestos waste
		\$2,000,000 ³⁰ for other offences
		Individual –
		\$1,000,000 ³¹ for an offence involving asbestos waste
		\$500,000 ³¹ for other offences
POEO Act - section	If a person transports waste to a place that	Corporation –
143	cannot lawfully be used as a waste facility for that waste, or causes or permits waste to be so transported –	\$4,000,000 ³² for an offence involving asbestos waste
	(a) the person, and	\$2,000,000 ³² for other
	(b) if the person is not the owner of the waste-the owner of the waste, and	offences
	(c) if the waste is transported in a vehicle and the person is not the owner of the	Individual –
	vehicle-the owner of the vehicle,	\$1,000,000 ³³ for an offence
	are each guilty of an offence.	involving asbestos waste
		\$500,000 ³³ for other offences

 $^{^{30}}$ In the case of a continuing offence, a further penalty of \$240,000 for each day the offence continues.

 $^{^{31}}$ In the case of a continuing offence, a further penalty of \$120,000 for each day the offence continues.

³² In the case of a continuing offence, a further penalty of \$240,000 for each day the offence continues.

³³ In the case of a continuing offence, a further penalty of \$120,000 for each day the offence continues.

Reference	Offence	Maximum penalty
POEO Act – section 144	A person who is the owner or occupier of any place and who uses the place, or causes or permits the place to be used, as a waste facility without lawful authority is guilty of an offence.	Corporation – \$4,000,000 ³⁴ for an offence involving asbestos waste \$2,000,000 ³⁴ for other offences
		Individual –
		\$1,000,000 ³⁵ for an offence involving asbestos waste
		\$500,000 ³⁵ for other offences
POEO Act – section	A person disposing of asbestos waste off the site at which it is generated must do so at a place that can lawfully receive the waste.	Corporation –
144AAA		\$4,000,00036
		Individual –
		\$1,000,000 ³⁷
POEO Act – section 144AAB	A person must not cause or permit asbestos waste in any form to be re-used or recycled.	Corporation –
117,000	waste in any form to be to accuse to recycled.	\$4,000,000 ³⁸
		Individual –
		\$1,000,000 ³⁹
POEO Act – section 144AA	A person who supplies information about waste to another person in the course of dealing with waste, being information that is false or misleading in a material respect, is guilty of an offence.	Corporation – \$1,000,000 ⁴⁰
		Individual –
		\$500,00041

³⁴ In the case of a continuing offence, a further penalty of \$240,000 for each day the offence continues.

³⁵ In the case of a continuing offence, a further penalty of \$120,000 for each day the offence continues.

³⁶ In the case of a continuing offence, a further penalty of \$240,000 for each day the offence continues.

 $^{^{37}\,}$ In the case of a continuing offence, a further penalty of \$120,000 for each day the offence continues.

 $^{^{\}rm 38}\,$ In the case of a continuing offence, a further penalty of \$240,000 for each day the offence continues.

³⁹ In the case of a continuing offence, a further penalty of \$120,000 for each day the offence continues.

⁴⁰ If the corporation knows that the information is false or misleading in a material respect, the maximum penalty is \$2,000,000. In the case of a continuing offence, a further penalty of \$240,000 for each day the offence continues.

⁴¹ If the individual knows that the information is false or misleading in a material respect, the maximum penalty is \$1,000,000 or imprisonment for 18 months, or both. In the case of a continuing offence, a further penalty of \$120,000 for each day the offence continues.

Reference	Offence	Maximum penalty
POEO Act – section 286A	A person must comply with any requirements imposed on the person (or a class of persons to which the person belongs) by an EPA order, in relation to the supply of resource recovery waste. ⁴²	Corporation – \$4,000,000 ⁴³ for an offence involving asbestos waste \$2,000,000 ⁴³ for other offences
		Individual – \$1,000,000 ⁴⁴ for an offence involving asbestos waste \$500,000 ⁴⁴ for other offences
POEO (Waste) Regulation 2014 – Clause 78	General requirements applying to transportation of asbestos waste.	Corporation – \$44,000 Individual –
		\$22,000
POEO (Waste) Regulation 2014 – Clause 79	Reporting on transportation of asbestos waste solely within New South Wales.	Corporation – \$22,000
		Individual – \$11,000
POEO (Waste) Regulation 2014 – Clause 80	Requirements for disposal of asbestos waste at a landfill site.	Corporation – \$44,000
		Individual – \$22,000

Australia was one of the highest users of asbestos in the world prior to its ban in 2003. It is estimated that asbestos is present in one in three Australian homes.

As asbestos is removed from our built environments, it needs to be managed and disposed of safely. This has long term implications for our waste management system. The NSW EPA has published *Standards for managing construction waste in NSW* 45 . These standards aim to:

⁴² Previously this offence was under clause 93 of the *Protection of the Environment Operations (Waste) Regulation 2014* before the commencement of the *Environment Protection Legislation Amendment (Stronger Regulation and Penalties) Act 2024* on 3 April 2024.

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⁴³ In the case of a continuing offence, a further penalty of \$240,000 for each day the offence continues.

⁴⁴ In the case of a continuing offence, a further penalty of \$240,000 for each day the offence continues.

⁴⁵ NSW Environment Protection Authority, April 2019, Standards for managing construction waste in NSW https://www.epa.nsw.gov.au/your-environment/waste/industrial-waste/construction-demolition/construction-and-demolition-waste

- ensure that waste facilities handling construction waste implement appropriate processes and procedures to minimise the risk of harm to human health and the environment posed by asbestos; and
- improve community and industry confidence in the quality of the recycled products they use, such as mulch.

Mulch and the circular economy

The NSW Waste and Sustainable Materials Strategy 2041⁴⁶ sets out a vision to transition NSW to a circular economy over the next 20 years. A circular economy means using resources more efficiently and making them as productive as possible. It results in less waste and emissions, less harm to the environment and increased employment opportunities.

A strong regulatory framework to support the safe reuse and recycling of certain waste products is important to enable a circular economy. There must be appropriate safeguards and controls in place to protect human health and the environment. Compliance with that framework gives the system integrity and builds business and community confidence in the circular economy.

Maintaining system integrity is a shared responsibility between government, businesses, and community. Government puts in place the rules to set the boundaries of the system. Regulators monitor and investigate compliance with the rules to gauge the level of system integrity and intervene where appropriate. Business has a responsibility to ensure that practices comply with the rules, products are designed for sustainability and circularity, and consumers are supplied with a safe product. The community has a responsibility to sort their waste correctly and dispose of it appropriately.

The detection of asbestos in mulch at sites in Sydney and parts of regional NSW demonstrates it is critical to maintain the integrity of the circular economy. Poor compliance with the regulatory framework damages the integrity of the system and the community's confidence in NSW being able to achieve a safe and sustainable circular economy.

The NSW EPA administers a resource recovery framework. Resource recovery orders (RRO)⁴⁷ and resource recovery exemptions (RRE)⁴⁸ allow some wastes to be beneficially and safely re-used independent of the usual NSW laws that control applying waste to land and other matters. Mulch is subject to a general RRO and RRE.

The Mulch Order 2016⁴⁹ applies to any person who supplies mulch which has been generated, processed or recovered by the person, and any person who applies, or intends to apply, mulch to land. Several requirements are put on mulch processors to ensure a safe product:

- mulch may include urban wood residues and forestry and sawmill residues
- mulch does not include plant material from kerbside waste collections
- mulch must not contain asbestos, engineered wood products, preservative treated or coated wood residues, or physical contaminants, including but not limited to glass, metal, rigid plastics, flexible plastics, or polystyrene.
- a supplier must also not supply mulch that contains any weed, disease, or pest to a consumer for land application in an environmentally sensitive area
- a condition of the exemption for consumers of mulch is that the consumer must not undertake further processing of the mulch at the land application site.

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Department of Planning, Industry and Environment, June 2021, NSW Waste and Sustainable Materials Strategy 2041
 https://www.epa.nsw.gov.au/-/media/epa/corporate-site/resources/recycling/nsw-waste-and-sustainable-materials-strategy-2041.pdf
 Resource recovery orders are made under the Protection of the Environment Operations (Waste) Regulation 2014 clause 93.

⁴⁸ Resource recovery exemptions are made under the Protection of the Environment Operations (Waste) Regulation 2014 clauses 91 and 92

⁴⁹ NSW Environment Protection Authority, July 2016, Resource Recovery Order under Part 9, Clause 93 of the Protection of the Environment Operations (Waste) Regulation 2014 – The mulch order 2016 https://www.epa.nsw.gov.au/-/media/epa/corporate-site/resources/wastegrants/rro16-mulch.pdf

These instruments provide a framework to support a clean stream of waste material to be used as mulch for application to land by consumers. For asbestos to be found in mulch products, it means that there was a failure to comply with the regulatory framework at some point in the chain – from the generation of the waste to receipt of the waste, to its processing, supply to consumers and then use.

As mulch should only contain urban wood residues and forestry and sawmill residues, this waste stream has traditionally been identified as lower risk. Producers of mulch have a legal obligation to ensure that their product is safe and contains only materials which are allowed to be reused or recycled to produce mulch. Government needs to ensure that there is an appropriate legal framework in place to guide supply, including penalties to deter wrongdoing or negligent behaviour.

A supplier has flexibility in the way it demonstrates that it is meeting the conditions of the Mulch Order 2016. For example, it could have strict quality controls on inputs, or it could sample and test the outputs. The NSW EPA audits producers and suppliers of recovered resources, and there is a zero-tolerance approach to the presence of asbestos. The NSW EPA conducts compliance audits and campaigns, which can include unannounced inspections of resource recovery facilities. Businesses and individuals that allow any asbestos to be reused or recycled face significant penalties as outlined earlier.

In 2021, the NSW EPA commissioned an independent review of the resource recovery framework and has started work to implement key reforms⁵⁰.

The NSW Government has also moved to amend legislation to deter environmental crime and provide greater tools to protect the community from potential harm if operators do not comply. The *Environment Protection Legislation Amendment (Stronger Regulation and Penalties) Act 2024* commenced on 3 April 2024 and includes:

- increasing penalties for breaches to resource recovery orders
- issuing recall notices to require a person or business to recall substances they have produced, reprocessed, supplied or used, even when the material has been widely distributed
- a 'name and shame' register for operators that have a history of serious non-compliance with regulation so consumers have visibility and operators have an additional disincentive to committing crimes
- a power to proactively prohibit operators with a poor compliance record from obtaining an environmental protection licence.

Mulch and the circular economy

Mulch and recovered fines relate to different waste streams and different conditions apply to their reuse. The detection of asbestos at sites across the past few months should not be attributed to recovered fines as there is no evidence recovered fines are involved in the contamination of mulch with asbestos.

Recovered fines (being the soil or sand substitute with a typical maximum size of 9.5 millimetre which is derived from processing of mixed construction and demolition waste including residues from the processing of skip bin waste) is subject to a separate RRO and RRE.

Asbestos disposal

The POEO Act and resource recovery framework makes it clear it is illegal to reuse or recycle asbestos waste. Disposal of asbestos must be done at a facility which is lawfully allowed to accept it.

NSW laws are stricter than asbestos rules in other jurisdictions. For example, the Guidelines for the Assessment, Remediation and Management of Asbestos Contaminated Sites in Western Australia⁵¹ permit the reuse of soils contaminated with low levels of bonded asbestos, after mechanical screening to remove the asbestos and subsequent validation. In NSW, this is not permitted.

⁵⁰ NSW Environment Protection Authority, Independent review of the resource recovery framework

https://www.epa.nsw.gov.au/your-environment/recycling-and-reuse/resource-recovery-framework/independent-review

⁵¹ Government of Western Australia, Department of Health, May 2009, Guidelines for the Assessment, Remediation and Management of Asbestos Contaminated Sites in Western Australia

https://www.health.wa.gov.au/~/media/Files/Corporate/general%20documents/Asbestos/PDF/Guidelines-Asbestos-Contaminated%20Sites-May2009.pdf

The latest annual update of asbestos waste data in Australia indicates NSW legally disposes of more asbestos than other states and territories combined. NSW disposes of 601,933 tonnes per annum or 55 per cent of the total asbestos waste legally disposed of in Australia ⁵². The NSW Government takes very seriously the collective responsibility to dispose of asbestos safely.

The NSW Government engaged the Office of the NSW Chief Scientist and Engineer to undertake a review of the management of asbestos in waste and resource recovered materials⁵³. The NSW EPA will use the findings of the review, due later this year, to inform and further strengthen the NSW regulatory framework for recovered materials.

https://www.asbestossafety.gov.au/sites/default/files/documents/2023-01/Asbestos%20waste%20data%20in%20Australia%20-%202021-22%20Annual%20Update.PDF

⁵² Australian Government, Asbestos and Silica Safety and Eradication Agency, March 2023, Asbestos waste data in Australia 2021-22 Annual Update

⁵³ NSW Government, Chief Scientist and Engineer, Independent Reports – Asbestos Management https://www.chiefscientist.nsw.gov.au/independent-reports/asbestos-management

