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Advertising proposal

Statement of Environmental Effects

Pedestrian overbridge, Parramatta Road, Taverners Hill

June 2008

Prepared for the Roads and Traffic Authority

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Document controls

| | |
|--------------------------|--|
| Project reference | 08-009 |
| Title | Proposal to continue advertising Statement of Environmental Effects Pedestrian bridge, Parramatta Road, Taverners Hill |
| Client | RTA |
| Client contact | Peter Tipping |

| | |
|--|---|
| Location | File name |
| idisk/SJH Planning and Environment/RTA/08-009 Taverners Hill SEE | 08-009 Taverners Hill SEE Version 1-0 080519.doc |

| | |
|------------------------|--------------|
| Document status | Date |
| Final | 25 June 2008 |

| Version | Date | Revision Description |
|---------|------------|----------------------|
| 1-0 | 25.06.2008 | Issued to RTA. |
| | | |
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Summary statement

The proposed development involves the installation of advertising structures and the continuation of an advertising use on the pedestrian overbridge that spans Parramatta Road at Taverners Hill.

The main elements of the proposed development are:

- Removal of the two existing 12.65m × 3.3m advertising signs from the eastern and western elevations of the pedestrian bridge.
- Installation of two new 10m × 3m backlit advertising structures on the eastern and western elevations of the pedestrian bridge.
- Display of static advertisements on the newly installed structures.
- Removal of existing “eye” logos and incorporation of logos as an integral part of the signage or associated structure.

The new advertising structures are smaller than those currently in place and represent a reduction in the advertising area of each sign by approximately 30 percent. In this context they represent a more appropriate design response to the bridge and receiving environment.

The proposed development will not impose any significant or unreasonable impacts on the amenity of surrounding land or the locality more generally and has been assessed as consistent with *State Environmental Planning Policy No. 64* (inclusive of Amendment No.2), associated guidelines and local planning controls.

Further, the revenue from advertising would fund pedestrian and cyclist facilities in the local area and thus result in an important public benefit being realised.

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I. Introduction

I.1 Preamble

This Statement of Environmental Effects (SEE) has been prepared to accompany a Development Application (DA) to the Department of Planning. The subject matter of the DA is the replacement of advertising structures and the continued display of advertisements (the proposed development) on the pedestrian overbridge which traverses Parramatta Road at the intersection of Parramatta Road and Elswick Street, Leichhardt (the subject site).

The proposed development straddles the boundary between Marrickville and Leichhardt local government areas. Its general location is illustrated by Figure I-1.

Figure I-1 Location of the proposed development

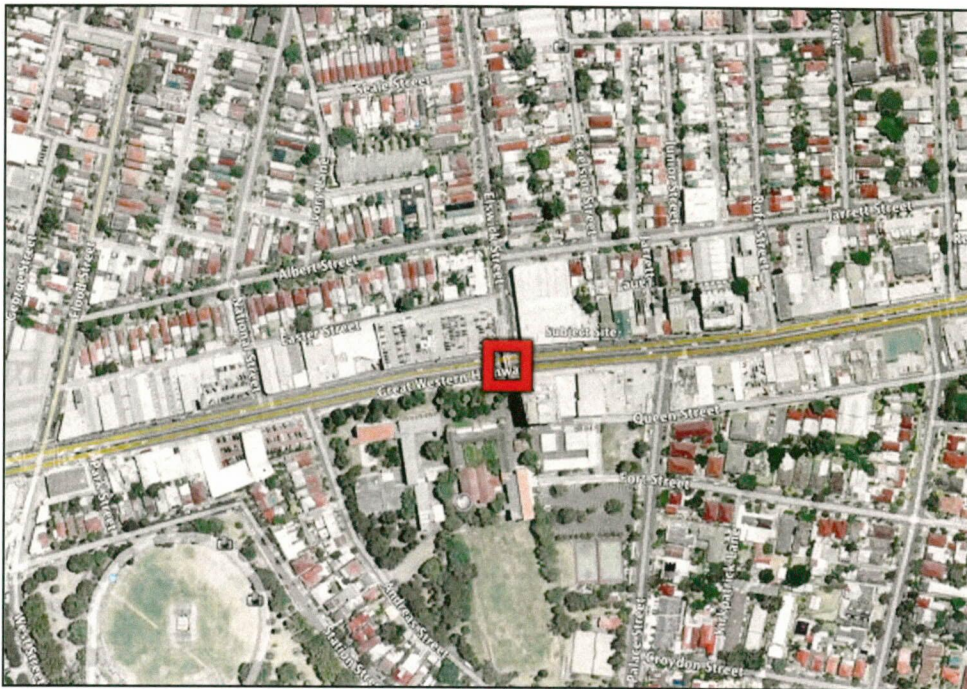


Image source: Google Earth Plus

I.2 Purpose

This SEE has been prepared pursuant to the provisions of the *Environmental Planning and Assessment Act 1979* (EP&A Act) and accompanying Regulation. To that end, it:

- Identifies the subject site and describes the nature of surrounding development.
- Identifies the objectives of the proposed design and describes the physical works.
- Identifies the environmental planning instruments and policies that apply to the subject site and considers the proposed development against those that are relevant.
- Provides an assessment of the proposed development against the heads of consideration specified in Section 79C of the EP&A Act.

2 Site and surrounds

2.1 Site details

The pedestrian overbridge at the centre of the subject site crosses Parramatta Road at Taverers Hill between National and Elwick Streets on its northern side, and between Andreas St and Palace St on its southern side. It straddles the boundary between Leichhardt and Marrickville LGAs.

The pedestrian bridge is a steel arch structure (painted orange) with a concrete deck. Concrete ramps and stairs provide access to the bridge and safety screens are attached to part of the structure. The bridge has a clearance of 4.8m to the road below. Traffic monitoring cameras are mounted on a pole extending several metres above the bridge.

The existing advertising panels affixed to the bridge are approximately 12.65m x 3.3m and are situated over the middle of the road on both sides of the bridge. There are also two advertising panels 4m x 1m for the display of road safety messages on either side of the major sign. The signage sits on the same level as the bridge path and does not project below the base of the bridge structure. Logos are placed at the top of the bridge arch facing east and west.

The site is shown by Figure 2-1. Additional photographs of the subject site are included at Appendix A.

Figure 2-1 Illustration of site details



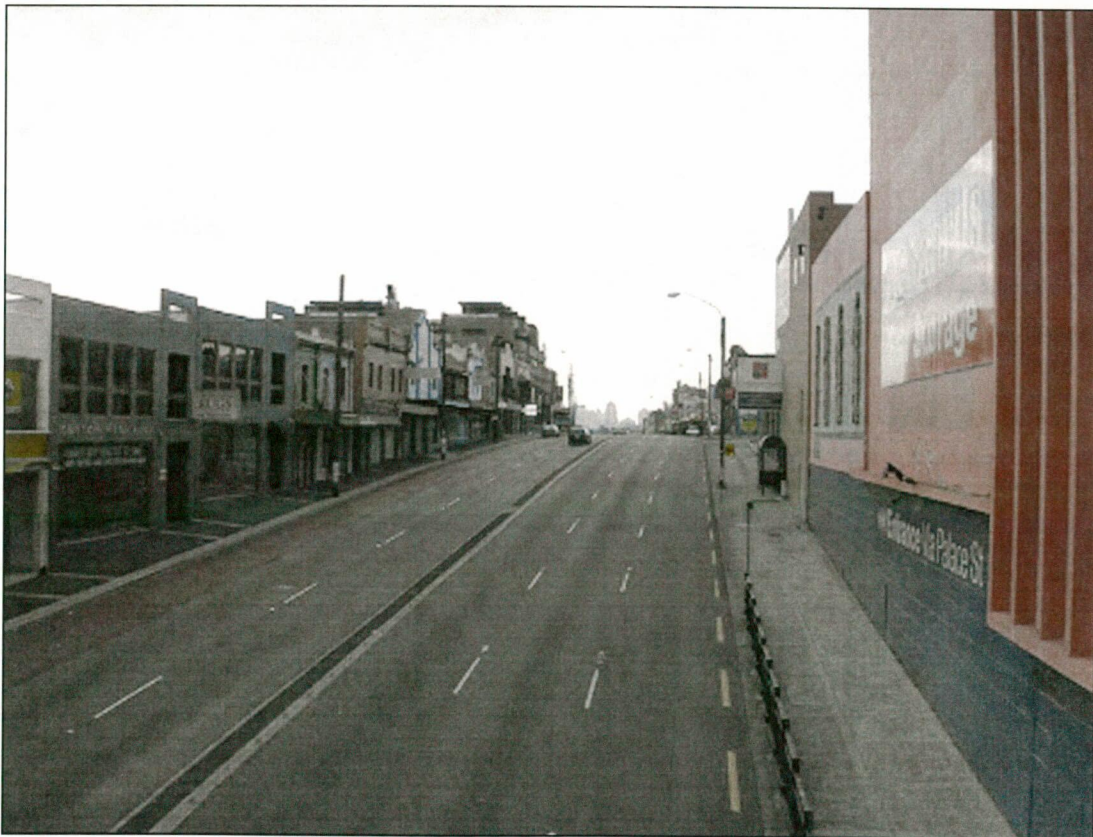
2.2 Site context

The subject site is located in an elevated position and is prominent from vantage points to the west. Its location below the crest of the hill results in limited views to and from the east.

The immediate road environment spanned by the pedestrian overbridge is typical of an urban arterial road. At this location Parramatta Road is six lanes with a bus lane operating citybound in the AM peak. A 40km/h school zone operates during the prescribed hours on school days and pedestrian fencing lines the southern side of the road. The citybound and westbound carriageways are separated by a concrete median. Other elements of the road environment at this location include bus shelters, signage, lighting and other utility infrastructure. On the northern side of Parramatta Road some of the utility infrastructure has been placed underground contributing to a less cluttered streetscape. On the southern side of the road, footpaths are generally of concrete construction while on the northern side asphalt has been used with paving at intervals.

A commercial/retail strip adjoins much of Parramatta Road at this location. To the north of the site beyond Rofe Street the buildings are predominantly two-storey parapet-fronted late 19th century Italianate styled facades. Further to the west, development on the north side of Parramatta Road is characterised by more modern development, most prominently motor vehicle showrooms. Key features on the southern side of Parramatta Road are the Kennards Self Storage facility (which occupies the former Millers Brewery site) and Fort Street High School.

Figure 2-1 View east from pedestrian bridge



The commercial, retail and special use development described above generally serves to enclose the Parramatta Road corridor from the adjacent residential precincts. It is relatively stable with no apparent trends in terms of land use change. There is minimal visual interaction between the two areas.

Signage is prevalent in the Parramatta Road corridor at this location and ranges from business identification signage to large advertising signs. Examples of the latter include the existing advertising signs on the pedestrian bridge, signage on the eastern and western faces of the Kennards Self Storage building and signage located above the Rick Damelian motor vehicle dealership.

The site context is illustrated by Figure 2-2 and Figure 2-3. Additional photographs are included at Appendix A.

Figure 2-3 View west from the existing pedestrian bridge



3 Statutory Position

3.1 Previous development consents

The existing bridge structure and signage is the subject of development consents jointly issued by Marrickville and Leichhardt councils in 1993. Those consents limited the signs to 10 years from the date of installation (October 1995).

3.2 Local environmental plans

Leichhardt Local Environmental Plan 2000

Characterisation of the proposed development

The Schedule 3 glossary to the *Leichhardt Local Environmental Plan 2000* (Leichhardt LEP) relevantly defines the terms *advertisement* and *advertising panel* as follows:

Advertisement means a display by the use of symbols, messages or other devices for promotional purposes or for the conveying of information, instructions, directions or the like, whether or not the display includes the erection of a structure or the carrying out of a work not specifically defined elsewhere in the Plan.

Advertising panel means billboards, multi-sheet posters and the like, but does not include hoarding for a construction site.

The DA relates to the continuation of advertising structures and the continued display of general advertising. It is therefore within the scope of one or both of the development types referred to above.

Zoning

The proposed development traverses land shown uncoloured in the Leichhardt LEP zoning map.

Clause 38 of the Leichhardt LEP regulates development on roads shown uncoloured on the zoning map. It provides *inter alia*:

- (1) A person must not carry out development on a public road shown uncoloured on the Zoning Map, or part of such a road lawfully closed, without the development consent of the consent authority.
- (2) The consent authority may grant its consent under subclause (1) only for a purpose that may be carried out either with or without development consent on land adjoining that road.

Land adjoining the subject site within Leichhardt LGA is zoned *Industrial* west of Elswick Street and *Business* east of Elswick Street.

Within the Industrial zone advertisements are permissible with development consent. Within the Business zone advertisements are permissible with development consent while advertising panels are prohibited.

As discussed in Section 3.4, *State Environmental Planning Policy No.64* (SEPP 64) confirms that the proposed development is permissible with development consent.

Marrickville Local Environmental Plan 2001

Characterisation of the proposed development

The Schedule 1 definitions part of the Marrickville Local Environmental Plan 2001 (Marrickville LEP) relevantly defines the terms *advertisement* and *advertising structure* as follows:

advertisement means a sign, notice, device or representation in the nature of an advertisement visible from any public place, public reserve or navigable water.

advertising structure means a structure used or to be used principally for the display of an advertisement.

The DA relates to the replacement of advertising structures and the continued display of general advertising. It is therefore within the scope of one or both of the development types referred to above.

Zoning

The proposed development traverses land shown uncoloured in the Marrickville LEP zoning map.

Clause 30 of the Marrickville LEP regulates development on roads shown uncoloured on the zoning map. It provides *inter alia*:

(1) A person shall not erect a structure or carry out a work on a public road shown uncoloured on the map, or part of a public road that has been lawfully closed, without development consent.

Other provisions

Clause 41 of the Marrickville LEP relates specifically to advertising and signage. It provides:

(1) An advertisement or advertising structure shall not be displayed or erected on any land without development consent.

(2) Before granting consent to the display or erection of an advertisement or advertising structure, the consent authority must take into consideration:

- (a) whether the advertisement or advertising structure complements and is compatible with the building or work on which it is to be displayed or erected and the physical character of the surrounding locality, and
- (b) the effect of the advertisement or advertising structure on the amenity of the locality within which it is to be erected or displayed, including the visual impact, size, illumination, overshadowing or any other effect, and
- (c) the effect of the advertisement or advertising structure on traffic safety on the streets from which it is visible.

The DA associated with this SEE has been lodged in recognition of relevant consent requirements including those outlined above. The matters for consideration prescribed by subclause (2) are considered in detail in Section 5 of this SEE.

3.3 Regional Environmental Plans

Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005

Sydney Regional Environmental Plan (Sydney Harbour Catchment) 2005 (Harbour REP) applies to all land within the Sydney Harbour Catchment as shown on the Sydney Harbour Catchment Map. While the subject site is within the catchment it is not within the defined Foreshores and Waterways Area and is not zoned under the Harbour REP. It is also generally consistent with the matters for consideration specified in Part 3 Division 2.

3.4 State Environmental Planning Policies

State Environmental Planning Policy No.64 – Advertising and signage

State Environmental Planning Policy No.64 – Advertising and Signage (inclusive of Amendment No.2) (SEPP 64) aims to ensure that advertising and signage is compatible with the desired amenity and visual character of an area, provides effective communication in suitable locations and is of high quality design and finish. It does not regulate the content of signs and advertisements.

A number of SEPP 64 provisions are relevant to the proposed development.

Clause 6

Provides, subject to other provisions, that SEPP 64 applies to all signage (including advertisements) that is permitted under another environmental planning instrument and is visible from any public place or public reserve. The SEPP therefore applies to the proposed development.

Clause 8

Provides that consent cannot be granted to display signage unless the consent authority is satisfied that the signage is consistent with the objectives of the SEPP and has satisfied the assessment criteria specified in Schedule 1. The objectives and assessment criteria are addressed in Section 5.1 of this SEE.

Clause 11

Provides that a person must not display an advertisement except with the consent of the consent authority or except as otherwise provided by SEPP 64.

Clause 12

Provides that the Minister for Planning is the consent authority in the case of an advertisement to be displayed by or on behalf of the RTA on, *inter alia*, a bridge constructed by or on behalf of the RTA on any road corridor. The Minister is therefore the consent authority in this case.

Clause 13

Provides (at subsection 2) that where the Minister is the consent authority, consent must not be granted to an application to display an advertisement unless the advertisement or structure is:

- Consistent with the objectives of the SEPP 64.
- Assessed against the criteria in Schedule 1 and *the Transport Corridor Outdoor Advertising and Signage Guidelines* (Guidelines).
- Acceptable to the Minister in terms of design, road safety and public benefit.
- Able to satisfy other relevant requirements as prescribed.

These matters are addressed in Section 5.1 of this SEE.

Clause 16

Provides *inter alia* that despite the provisions of any other environmental planning instrument, the display of an advertisement on transport corridor land (as defined by clause 4) is permissible with development consent in certain prescribed circumstances. Those circumstances include where the

display of the advertisement in question is by or on behalf of the RTA and the advertisement is to be located on a bridge constructed by or on behalf of the RTA on any road corridor.

Clause 17

Applies to advertisements with a display area of greater than 20 square metres or that are higher than 8 m above the ground, and provides that such advertisements are advertised development for the purposes of the EP&A Act. Further, under this provision the consent authority may not grant consent to an application unless:

- (a) the applicant has provided the consent authority with an impact statement that addresses the assessment criteria in Schedule 1 and the consent authority is satisfied that the proposal is acceptable in terms of its impacts, and
- (b) the application has been advertised in accordance with section 79A of the Act, and
- (c) the consent authority gave a copy of the application to the RTA at the same time the application was advertised in accordance with section 79A of the Act if the application is for the display of an advertisement to which clause 18 applies.

The advertisement proposed has an area greater than 20 square metres. The Schedule 1 assessment criteria are addressed in Section 5.1 of this SEE.

Clause 18

Requires concurrence from the RTA for the display of an advertisement to which Clause 17 applies, that is to be located within 250m of a classified road and any part of which is visible from a classified road.

This clause does not apply where the Minister is the consent authority as is the case here.

Clause 20

Provides that the name or logo of the person who owns or leases the advertisement or advertising structure may only appear within the advertising display area. In cases where the advertising display area has no border or surrounds the logo may be located within a strip below the advertisement that extends for the full width of the advertisement. The area of a logo is restricted to 0.25 square metres.

Should the advertiser elect to use a logo, it will comply with this requirement.

Clause 24

Relates specifically to advertisements on bridges. Requires that the consent authority only grant consent where it is satisfied that the advertisement is consistent with the guidelines.

3.5 Application of Part 4 of the EP&A Act – Confirmation

The proposed development is permissible with development consent with operative consent requirements in the Leichhardt LEP, Marrickville LEP and SEPP 64. It is therefore appropriately assessed in accordance with the provisions of Part 4 of the EP&A Act and the Regulation.

4 Proposed development

4.1 General description

The subject site currently supports advertising as described in Section 2.1. The RTA proposes to continue the advertising use at this site using structures and advertisements that are more consistent with contemporary standards.

The proposed development has the following elements:

- Removal of the two existing 12.65m x 3.3m advertising signs from the eastern and western elevations of the pedestrian bridge.
- Installation of two new 10m x 3m backlit advertising structures on the eastern and western elevations of the pedestrian bridge.
- Display of advertisements on the newly installed structures.
- Removal of existing logos. Any new logos would comply with the requirements of SEPP 64.

Signs would be lifted into place using a crane. Installation would occur at night to avoid periods of high traffic flow. A road occupancy licence would be obtained as the closure of lanes would be required.

Access for maintenance and the changing of advertising panels would be via the rear of the sign structures.

Drawings are provided at Appendix B. Indicative images of proposed signs are provided at Appendix C.

4.2 Design objectives

The design objectives are to:

- Ensure the compatibility of the proposed development with the visual character of the surrounding environment.
- Provide effective communication of advertising messages.
- Provide a structure with a high quality finish and high standard of design.

5 Section 79C assessment

The heads of consideration pursuant to Section 79C of the EP&A Act comprise:

- any environmental planning instrument;
- any draft environmental planning instrument that is or has been placed on public exhibition and details of which have been notified to the consent authority;
- any development control plan;
- any planning agreement or draft planning agreement under Section 93F of the Act;
- any matters prescribed by the Regulations;
- the likely impacts of the development, including environmental impacts on both the natural and built environments, and the social and economic impacts in the locality;
- the suitability of the site for the development;
- any submissions made in accordance with the Act or the Regulation; and
- the public interest.

5.1 Environmental planning instruments

Leichhardt LEP

The Leichhardt LEP is discussed in Section 3.2 of this SEE.

Marrickville LEP

The Marrickville LEP is discussed in Section 3.2 of this SEE.

SEPP No.64 – Advertising and Signage

The detailed provisions of SEPP 64 that are relevant to the proposed development have been discussed in Section 3.4 of this SEE. The relevant objectives of SEPP 64 and the assessment criteria specified in Schedule 1 are addressed below.

Compatibility with desired amenity and visual character

The continuation of advertising and the reduced size of the advertising structures is considered compatible with the visual character of the transport corridor. Relationship to existing and desired future character is discussed further in Table 5-1.

Provision of effective communication in suitable locations

The proposed development would allow the effective communication of advertising messages without compromising road safety or resulting in unacceptable visual impacts.

High quality design and finish

This is an objective of the design process.

Assessment criteria

The assessment criteria set out in Schedule 1 of SEPP 64 are considered below.



Table 5-1: SEPP 64 Assessment Criterion

| Criterion | Comment |
|---|--|
| <p><i>Character of the area</i></p> <p>Compatibility with existing and desired future character.</p> <p>Consistency with particular theme for outdoor advertising in locality.</p> | <p>The area surrounding the subject site is of a mixed use character with commercial uses, industrial uses, signage, educational establishments and the road environment being key features. Residential development is not a prominent element of the of the Parramatta Road corridor at this location but is visible for viewers entering adjacent streets (for example Elswick Street and Andreas Street). As an existing feature, the advertising signage on the existing bridge forms <i>part of</i> the established character of the area. They also identify closely with the commercial elements of the mixed use area and that supports a conclusion they are consistent with its character.</p> <p>Appropriate reference points for a discussion of desired future character are provided by council planning and policy documentation. Relevant statements about desired future in the <i>Leichhardt DCP – Leichhardt Suburb Profile</i> encourage signage that is consistent with the predominant type of signage along Parramatta Road, mainly under awning signs, fascia, window signs and hamper signs. The photographs at Appendix A show that large advertising panels, bus stop signs, flush wall signs, pole signs and projecting wall signs are also prevalent.</p> <p>Whilst relating to an area immediately to the east of the subject site, Part 6 of the Murrumbidgee Business Centres DCP is relevant. It looks to discourage cluttered, oversized and above awning signs. It also notes that the proliferation of signage along Parramatta Road has seriously eroded the townscape qualities and that multiplicity of signage is to be avoided.</p> <p>The proposed development would not result in additional signage and would therefore not increase visual clutter. Its reduced size would achieve better integration with the bridge. More significant townscape elements are arguably to the east of the subject site and would be unaffected by the proposed development. In this context the proposed development is not considered an impediment to desired future outcomes.</p> <p>Small to medium scale signs associated with businesses signs are the dominant form of signage in the in the Parramatta Road corridor at this location. There is however no discernable pattern or theme for outdoor advertising and accordingly the proposed development would not be inconsistent with any particular theme.</p> |
| <p><i>Special areas</i></p> <p>Amenity or visual impact on environmentally sensitive areas, heritage areas, natural or other conservation areas, opens space areas, waterways, rural landscapes or residential areas.</p> | <p>The proposed development is not proximate to environmentally sensitive areas, natural areas, waterways or rural landscapes. It would not be located directly within heritage conservation, residential or open space areas and would not affect significant views from any such areas. The scale and orientation of development lining the transport corridor generally prevents views into the corridor from adjacent residential areas.</p> |
| <p><i>Views and vistas</i></p> <p>Affect on important views, vistas or the skyline.</p> | <p>The proposed development would generally only affect views from and vistas from vantage points within the corridor. Those affected would</p> |

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| Viewing rights of other advertisers. | <p>therefore generally be motorists and users of the facilities located along the corridor (schools, commercial premises, shops).</p> <p>When viewed from vantage points within the corridor there would be some encroachment of the skyline. As would be expected, this is most pronounced where the viewer is at a lower elevation than the object being viewed. The advertising structures would be set lower than other features in the immediate area including buildings and elements of the bridge and in this sense would not dominate the skyline. The likely impact would be less than that currently experienced and the proposed signs would remain within the structural boundaries of the pedestrian bridge.</p> <p>The Parramatta Road corridor does form a vista at this location, although it is of limited length and significance. The existing bridge and advertising signs interrupt the vista. The reduced size of the proposed signs would result in this occurring to a lesser extent than is currently the case.</p> <p>No other advertising would be obscured by the proposed development.</p> |
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| <p><i>Streetscape, setting or landscaping</i></p> <p>Appropriateness of scale, proportion and form.</p> <p>Visual interest</p> <p>Reduction in clutter by rationalising existing advertising.</p> <p>Screening of unsightliness.</p> <p>Protrusion above buildings, structures or tree canopies.</p> <p>Ongoing vegetation management requirements.</p> | <p>The spatial arrangement (including building setbacks) of street components and their visual appearance determine streetscape character. The streetscape of which the bridge and existing signs are a part has a number of features including the bridge, adjacent buildings, shop awnings, traffic treatments, signage, pedestrian fencing and utility services. The existing signs are generally integrated with the bridge and do not extend beyond its structural boundaries. Notwithstanding, a reduction in the size of the signs would result in a more appropriate proportional relationship with the bridge and generally reduce visual impacts. The proposed development recognises this and would be of a more appropriate scale, proportion and form. This supports a conclusion that streetscape impacts have been minimised.</p> <p>The creation of visual interest is influenced by a range of factors including sign content and observer preferences. As a general proposition, the proposed development can be said to create visual interest.</p> <p>There is a prevalence of outdoor advertising in the area surrounding the subject site but not to the extent that it would be reasonably considered saturated with signage. The proposed development would replace existing signs and in this context would not contribute to clutter.</p> <p>As is the case currently, the proposed sign would not screen unsightliness. The design of the bridge is visually light and has few unattractive elements which require screening.</p> <p>When viewed from most locations the proposed signs would not protrude above buildings, structures or tree canopies. Some degree of protrusion may be evident for certain views including those from areas below the subject site,</p> <p>There are no ongoing vegetation management associated with the proposed development.</p> |
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| <i>Site and building</i> | |
| Relationship to the building on which the sign is to be located. | The proposed development involves signs that are to be attached to a pedestrian bridge. The reduction in the size of the signs when compared to existing signs would result in a more appropriate proportional relationship with the bridge |
| <i>Associated devices and logos</i> | |
| Safety devices, lighting, platforms, or logos | The design will aim to appropriately integrate associated devices and logos. |
| <i>Illumination</i> | |
| Glare | The proposed development would comply with the luminance rules specified at Section 3.2.5 of the Guidelines. |
| Affects on safety for pedestrians, vehicles or aircraft. | Light spillage would be minimised. Shadows would not be cast over areas with special lighting requirements (e.g. pedestrian crossings). |
| Affects on residences. | Light sources would not be visible to passing motorists and would not be greater than that of a 65W incandescent bulb. |
| Variable illumination and curfews | Reflectance would not exceed the 'Minimum coefficients of Luminous intensity per unit area for Class 2A Material' – AS/NZS 1906.1:1993 |
| <i>Safety</i> | |
| Reduction in safety. | The proposed development would not obscure sightlines or result in reduced road safety. Detailed road safety assessment criteria are considered in Table 5-4 |
| Obscuring of sightlines. | |

Transport Corridor Outdoor Advertising and Signage Guidelines

The proposed development has been developed in consideration of the matters referred to in the Guidelines some of which are similar to those already discussed in relation to Schedule 1 of SEPP 64.

Land use compatibility

The Guidelines prescribe a set of land use compatibility criteria which assist a preliminary assessment of the suitability of an advertising proposal in the context of surrounding land uses. The criteria are considered in Table 5-2 below:

Table 5-2 Land use compatibility criteria

| Criterion | Comment |
|--|---|
| Outdoor advertising should not be inconsistent with the land use objectives outlined in the relevant environmental plan. | Relevant environmental planning instruments are discussed in Section 3.2. |
| Advertisements not to be placed on land where signage is visible from the following areas if it is likely to significantly impact on amenity of those areas. | The proposed development would generally not be visible from the types of area identified in this criterion. Any views affected would either be at distance or of marginal significance. |
| Environmentally sensitive area | For example, a profile view of the signs is available to residences on Elswick Street. This is however not a significant view and is dominated by the bridge structure rather than the signs. |
| Heritage area | A heritage conservation area is located to the east of the subject site and |

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| <p>Natural or conservation area Open space Waterway Residential area Scenic protection area National park or nature reserve</p> | <p>covers the strip of development along Parramatta Road to the east of the Renault dealership. The location of the proposed development beyond the crest of Taverers Hill means that views to the subject site from this area are limited. The amenity of these types of areas would not be adversely affected by the proposed development. This is especially so given the existing presence of larger advertising signs at the subject site.</p> |
| <p>Advertising structures should not be located so as to dominate or protrude significantly above the skyline or obscure or compromise significant scenic views or views that add to the character of the area.</p> | <p>When viewed from vantage points within the corridor there would be some encroachment of the skyline. As would be expected, this is most pronounced where the viewer is at a lower elevation than the object being viewed. The advertising structures would be set lower than other features in the immediate area including buildings and elements of the bridge and in this sense would not dominate the skyline. The likely impact would be less than that currently experienced and the proposed signs would remain within the structural boundaries of the pedestrian bridge.</p> |
| <p>Advertising structures should not be located so as to diminish the heritage values of items or areas of local, regional or state heritage significance.</p> | <p>The signs are not in direct proximity to any heritage items. The Taverers Hill Hotel is a listed heritage item located on the northern side of Parramatta Road and to the east of the subject site. The heritage values of this item would not be diminished by the proposed development. The relationship between the Taverers Hill Hotel and the subject site is illustrated by the photographs at Appendix A.</p> |
| <p>Advertising structures should be placed in the context of other built structures in preference to non-built areas. Signage should be used to enhance the visual landscape where possible (eg through the screening of unsightly aspects of a landscape).</p> | <p>The subject site is within a highly urbanised area. Opportunities to use the proposed development to screen unsightly aspects of the landscape are limited.</p> |

Design assessment criteria

Section 2 of the Guidelines outlines design assessment criteria for advertising in transport corridors. The criteria are divided into three categories: macro-scale planning principles; sign clutter controls; and site-specific and structural criteria. Each of these categories is considered separately below.

The macro-scale planning principle relevant to the proposed development deals with sign placement in transport corridors in urban areas. The principle states that advertisement proposals will only be considered along roads where overpasses or bridges are required for traffic or pedestrian safety or where (1) the proposal is within a corridor passing through appropriate zones (i.e. enterprise, business development, mixed use or industrial) or (2) the proposal is within a corridor passing through other urban areas identified by council as appropriate for such advertising.

The proposed development is considered consistent with the aforementioned principle because it is located within a transport corridor that passes through appropriate zones. Immediately adjacent to the subject site are business, industrial and special use zones.

Sign clutter control is a principle concerned with minimising the visual and safety impacts associated with sign clutter. It is also concerned with preservation of the viewing rights of adjacent advertisers.

As the Guidelines note, what constitutes 'clutter' will depend on the location. In a business/industrial corridor it is considered acceptable to have multiple signs visible along a given sightline. The proposed development would not increase clutter because it involves replacement of existing signs. Reasonable viewing access for other advertisers would be retained.

Site-specific and structural criteria relevant to the proposed development are addressed in Table 5-3 below.

Table 5-3 Site specific and structural criteria

| Criterion | Comment |
|--|--|
| General criteria | |
| Compatibility with scale, proportion and other characteristics of the site. | The site is considered of suitable size and proportion to accommodate the two signs proposed. The proposed signs are of reduced size when compared to the existing signs. There are no other characteristics of the site which alter that suitability. |
| Compatibility with important features on the site. | The bridge structure and the existing signage are the main features currently located on the subject site. Existing advertising signs would be replaced as part of the proposed development. Compatibility with the bridge structure is addressed below. |
| Demonstrated design excellence and innovation in terms of relationship to the site. | The relationship of the signs to the subject site has been a primary consideration during the design process. |
| Avoids the removal of significant vegetation. | The proposed development would not involve the removal of any vegetation |
| Landscaping that complements the advertising and is in keeping with the landscape character of the transport corridor. | Landscaping is not proposed or required. |
| Details of any safety devices, platforms, lighting devices or logos designed as an integral part of the signage or structure on which it is to be displayed. | The design aims to appropriately integrate associated devices and logos. |
| Illumination must not result in unacceptable glare or reduce road safety for pedestrians, vehicles or aircraft. | The proposed development would comply with the luminance rules specified at Section 3.2.5 of the Guidelines. Light sources would not be visible to passing motorists and would not be greater than that of a 65W incandescent bulb. Reflectance would not exceed the 'Minimum coefficients of Luminous intensity per unit area for Class 2A Material' – AS/NZS 1906.1:1993 |

| | |
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| <p>Illumination must not cause light spillage, into nearby residential properties, national parks or nature reserves.</p> | <p>Residential properties would not be directly exposed to the proposed development and there are no national parks or nature reserves in close proximity.</p> <p>Light spillage would be minimal from the backlit signs especially in the context of other light sources in the Parramatta Road corridor. There are no apparent issues associated with the lighting of the existing (larger) signs.</p> |
| <p>Must be consistent with road safety criteria.</p> | <p>See Table 5-4</p> |

Bridge signage criteria

| | |
|---|--|
| <p>Architecture of the bridge must not be diminished.</p> | <p>The bridge is a single span steel arch bridge with concrete piles and pedestrian ramps each side of Parramatta Road. The design is relatively common with other examples across the Sydney Region.</p> <p>The existing advertising signs obscure much of the arch structure. The proposed development with its smaller signs would result in the bridge structure becoming more prominent from key vantage points.</p> |
| <p>The advertisement must not extend laterally outside the structural boundaries of the bridge.</p> | <p>The structural boundaries of the bridge are defined by the steel arch structure. The proposed advertising would not extend laterally outside those boundaries.</p> |
| <p>The advertisement must not extend below the base of the bridge structure unless it:</p> <ul style="list-style-type: none"> • Is wholly incorporated into a pylon or abutment or abutment of the structure, or • Meets the RTA's minimum road clearance requirements. | <p>Complies (see drawings at Appendix B).</p> |
| <p>Advertisement must not:</p> <ul style="list-style-type: none"> • Protrude above the top of the structural boundaries of the bridge. • Block significant views for pedestrians or other bridge users. • Must not create a tunnel effect, impede passive surveillance or in any other way reduce safety for drivers, pedestrians or other bridge users. | <p>The proposed advertisements would not protrude above the top structural boundaries of the bridge (defined by the arch).</p> <p>The existing signs do block views for bridge users, although views do remain available from the bridge edges. The proposed reduction in sign size would enhance opportunities for views from the bridge structure.</p> <p>The photographs at Appendix B show that the existing signs result in some 'tunnel effect' although this is considered relatively minor. The proposed reduction in the size of the signs (both in width and height) would eliminate this effect.</p> <p>Opportunities for passive surveillance are considered limited at this location. The proposed development is not expected to reduce safety for drivers, pedestrians or other bridge users.</p> |

| | |
|--|---|
| Above criteria (i.e. a-d in 2.5.5 of the Guidelines) do not apply to the continuation of existing advertising approved prior to the gazettal of SEPP 64 Amendment 2 for only one additional period under SEPP 64 Clause 14 if there is no increase in the advertising display area of the signage. | Noted. The display area of the signage would be reduced by approximately 30 percent. |
| Public benefit test | See below. |

Road safety assessment criteria

The Guidelines outline traffic, bicycle and pedestrian safety assessment criteria that are intended to apply to the design and assessment of all advertising proposals on or within the vicinity of a classified road. The road safety assessment criteria are considered in Table 5-4 below:

Table 5-4: Road safety assessment criteria

| Criterion | Comment |
|---|---|
| General criteria | |
| Must not obstruct driver view of road, other vehicles, bicycle riders or pedestrians at crossings. | The elevated position of the advertising structures means they would not obstruct driver view of the road, other vehicles, bicycle riders or pedestrians at crossings. The bridge to which the signs are attached provides a safe crossing point for pedestrians. |
| Must not obstruct a pedestrian or cyclist's view of the road. | The bridge provides a safe crossing opportunity. It would not obstruct views for these users. |
| Placement of a sign should not distract a driver at a critical time. They should not obstruct driver view to a: <ul style="list-style-type: none"> - Road hazard - Intersection - Traffic control device - Emergency vehicle access point | <p>The proposed development is not considered to constitute a traffic hazard within the meaning of the <i>Roads Act 1992</i>. No traffic hazards were identified in the vicinity of the subject site and so views to a traffic hazard would not be obscured.</p> <p>There are minor at-grade T-intersections in the vicinity of the proposed development (Elswick Street, Andreas Street). Driver view to these intersections is not obscured by existing signage and would not be obscured by the proposed development. This is demonstrated by the photographs at Appendix A and the photomontages at Appendix C.</p> <p>The proposed development would not obscure drivers views to any traffic control device.</p> <p>There are no emergency vehicle access points located in the vicinity of the subject site.</p> |
| Advertisement must not distract a driver from or reduced visibility of directional signs, traffic signals or other traffic control devices. | There are a number of traffic related signs in the vicinity of the proposed development. These include a school zone and school sign (westbound and eastbound). These would not be obscured as demonstrated by the photographs at Appendix A and the photomontages at Appendix C. |

| | |
|---|--|
| <p>Advertisement should not be located in a position that has the potential to give incorrect information on the alignment of a road.</p> | <p>The proposed signs are not of a scale or type, and would not be in such a position so as to give incorrect information about the alignment of a road.</p> |
| <p>Sign should not be located less than the safe sight distance from an intersection, merge point, exit ramp, traffic control signal or sharp curve.</p> <p>Sign should not be located less than the safe stopping distance from a marked foot crossing, pedestrian crossing, pedestrian refuge, cycle crossing, cycleway facility or hazard.</p> <p>Sign should not be visible from the stem of a T-intersection.</p> | <p>There are no intersections, traffic control signals, or sharp curves in the vicinity of the subject site. Sight distances will comply with the RTA <i>Road Design Guide</i>.</p> <p>There are no a marked foot crossings, pedestrian crossings (except the bridge), pedestrian refuges, or obvious hazards in the vicinity of the subject site.</p> <p>The proposed development is not expected to represent a hazard to cyclists.</p> <p>The proposed would not represent a hazard to users of nearby T-intersections.</p> |
| <p>The advertisement must not interfere with the stopping sight distance for the road's design speed or the effectiveness of a traffic control device.</p> | <p>The sign would not imitate a traffic control device and would be passive in the sense that it would not employ potentially distracting mechanisms such as flashing lights.</p> <p>The stopping sight distance for the design speed of the road would be maintained.</p> |
| <p>The advertisement should not distract a driver's attention away from the road environment for an extended length of time.</p> <p>Drivers should be able to see the road and the main components of the traffic stream (in peripheral view) when viewing the sign. The driver should not have to turn their head from the traffic stream to view the sign.</p> <p>The sign should be oriented in a manner that minimises headlight reflections in the driver's line of sight.</p> | <p>The proposed sign locations are such that a driver would not have cause to turn their head to view the sign. A driver's view of the road and the main components of the traffic stream would be maintained when viewing the advertisements</p> <p>The existing signs have not resulted in undue headlight reflections to the driver line of sight. This would not change as a result of the proposed development.</p> <p>Reflectance would not exceed the 'Minimum coefficients of Luminous intensity per unit area for Class 2A Material' – AS/NZS 1906.1:1993</p> |
| <p>The advertisement must not create a physical obstruction or hazard.</p> | <p>The proposed development would not obstruct users of the road corridor. Vertical clearance to the signs would be greater than that to the bridge structure (which is 4.8 metres).</p> |
| <p>Where the sign supports are not frangible the sign must be placed outside the clear-zone as defined in Section 3.7 of the RTA road Design Guide.</p> | <p>Not relevant to bridge signs.</p> |
| <p>Signs that are permitted to hang over roads or footpaths should meet wind loading requirements as specified AS 1170.1 and AS 1170.2.</p> | <p>The proposed development would meet wind loading requirements as specified AS 1170.1 and AS 1170.2.</p> |

| | |
|--|---------------|
| Signs located on footpaths or nature strips must be positioned so that an absolute minimum envelope of 900mm x 2000m of unobstructed clear path of travel is maintained for the entire length of the advertising structure | Not relevant. |
|--|---------------|

No objection to the proposed development has been raised on road safety grounds. See Appendix D.

Illumination and reflectance

Issues associated with illumination and reflectance are addressed in Table 5-4.

Sign content

Sign content would be periodically altered. All sign content would comply with the road safety guidelines for sign content set out at Section 3.4 of the Guidelines.

Public benefit test

Revenue from the advertising signs would be collected, reported on and used in accordance with the principles outlined in Section 4.2.1 of the Guidelines.

More specifically, the proposed development will assist in recouping the development and ongoing maintenance costs of several pedestrian bridges in the Leichhardt and Marrickville LGAs. These are:

- Pedestrian bridge over Tebutt Street, Petersham (Kegworth Primary School).
- Pedestrian bridge over City West Link Lilyfield.
- Pedestrian bridge over Victoria Road, Rozelle (South of Lilyfield Road).
- Pedestrian bridge over Victoria Road, Rozelle (The Crescent).
- Pedestrian bridge over Stanmore Road, Stanmore (Newington College).

Revenue from the sign would also assist the installation of road shoulders for cyclists along both sides of Johnston Street from Parramatta Road to The Crescent at Annandale.

The RTA also uses the advertising revenue to fund many other projects such as the replacement of all zebra crossings on 59 multi lane state arterial roads at a total cost of \$17 million. State arterial roads in the local area and are included in this program.

Other initiatives that are directly funded by advertising revenue on a full or partial funding basis with councils include general road safety improvements, pedestrian crossing upgrades, safer routes to schools, council road safety improvements, bicycle facilities and event sponsorship.

Given the proposed use of revenue as described above and the benefits that would accrue to local communities, it is considered that the proposed development satisfies the public benefit test.

5.2 Draft environmental planning instruments

There are no draft environmental planning instruments directly relevant to the proposed development.

5.3 Development control plans

Leichhardt Development Control Plan 2000

Part A of the *Leichhardt Development Control Plan 2000* (Leichhardt DCP) includes suburb profiles. Each suburb profile is divided into distinctive neighbourhoods. Desired future characteristics are nominated for each distinctive neighbourhood and controls are prescribed.

The relevant suburb profile in this case is A10.2 Leichhardt Suburb Profile. The subject site is on the border between two of the distinctive neighbourhoods described in the profile: Excelsior Estate and West Leichhardt. The relevant controls in relation to signage are considered below.

Signs along Parramatta Road shall be consistent with the established pattern.

See Table 5-1

Signage for business and industry must be consistent with the established character of the streetscape; which comprises under awning signs fascia signs, flush wall signs painted or top hamper or window signs.

See Table 5-1.

Part B and Part C of the Leichhardt DCP relate to residential and non-residential development respectively. They are not relevant to the proposed development.

Marrickville Code for the Control of Erection of Signs and Advertising Structures

This code does not contain specific provisions relevant to signage over an unzoned road (apart from signage attached to a building adjoining the road).

5.4 Planning agreements

There are no planning agreements or draft planning agreements under Section 93F of the EP&A Act that are relevant to the proposed development.

5.5 Matters prescribed by the regulations

The matters prescribed by Clause 92 of the *Environmental Planning and Assessment Regulation, 2000* are not applicable to the proposed development.

5.6 Impacts of the proposed development

Impacts associated with the proposed development have been largely addressed in Sections 5.1, 5.2 and 5.3. Further brief comment is provided below.

Water quality

No impact.

Noise

Negligible impact. Noise levels in the area may increase for periods during sign installation as a result of the general use of machinery.

There are not expected to be any operational noise impacts associated with the implementation of the proposed development.

Air quality

Negligible impact.

Solar access

No issues of solar access are expected to arise from the implementation of the proposed development.

5.7 Suitability of the site

The suitability of the site has been largely addressed in Sections 5.1, 5.2 and 5.3. The site was selected due to its appropriateness in terms of relevant visual and road safety considerations.

Advertising is a common and expected element of the streetscape in the road corridor in this location. The site is currently used for this purpose.

The proposed development is compatible with adjoining land uses and is considered appropriate in terms of siting, orientation and design features.

No natural/physical constraints to the proposed development have been identified.

5.8 Public submissions

The advertising and notification requirements specified in SEPP 64 are noted. If required, the RTA will assist in addressing issues raised in submissions.

5.9 The public interest

The public interest is generally served in circumstances where development, including advertising, can be provided in a form that is generally consistent with the nature of existing or contemplated development under council planning controls, and without imposing any significant or unreasonable impacts on the amenity of surrounding land. It is also served where such development provides an ancillary public benefit.

In this instance, the proposed advertising and associated structure will not impose any significant or unreasonable impacts on the amenity of surrounding land or the locality more generally. Further, revenue from advertising would fund pedestrian facilities in the local area and thus result in an important public benefit being realised.

Accordingly, the proposed advertising is considered a form of development that generally serves the public interest.

6 Justification and conclusion

The proposed development would have a minor impact on local views and there may be minor impacts during installation.

However, it has been assessed as generally consistent with the objectives and assessment criteria in SEPP 64, associated guidelines and local planning controls. By using smaller signs than those currently in place, the proposed development represents a more appropriate design response to the bridge and immediate environment.

The proposed development would also result in the realisation of a public benefit with revenue from the proposed advertising funding pedestrian bridges and cycleway facilities in the local area.

In this context, the benefits of the proposal are considered to outweigh any negative impacts.

References

Department of Planning (2007) *Transport Corridor Outdoor Advertising and Signage Guidelines – Assessing development applications under SEPP 64*.

NSW Roads and Traffic Authority *Road Design Guide*

Glossary and abbreviations

| | |
|------------|---|
| DA | Development application |
| EP&A Act | <i>Environmental Planning and Assessment Act 1979</i> |
| Guidelines | <i>Transport Corridor Outdoor Advertising and Signage Guidelines – Assessing development applications under SEPP 64</i> |
| LEP | Local Environmental Plan |
| LGA | Local Government Area |
| REP | Regional Environmental Plan |
| RTA | Roads and Traffic Authority of NSW |
| SEE | Statement of Environmental Effects |
| SEPP | State Environmental Planning Policy |



Appendices

Appendix A Site photographs



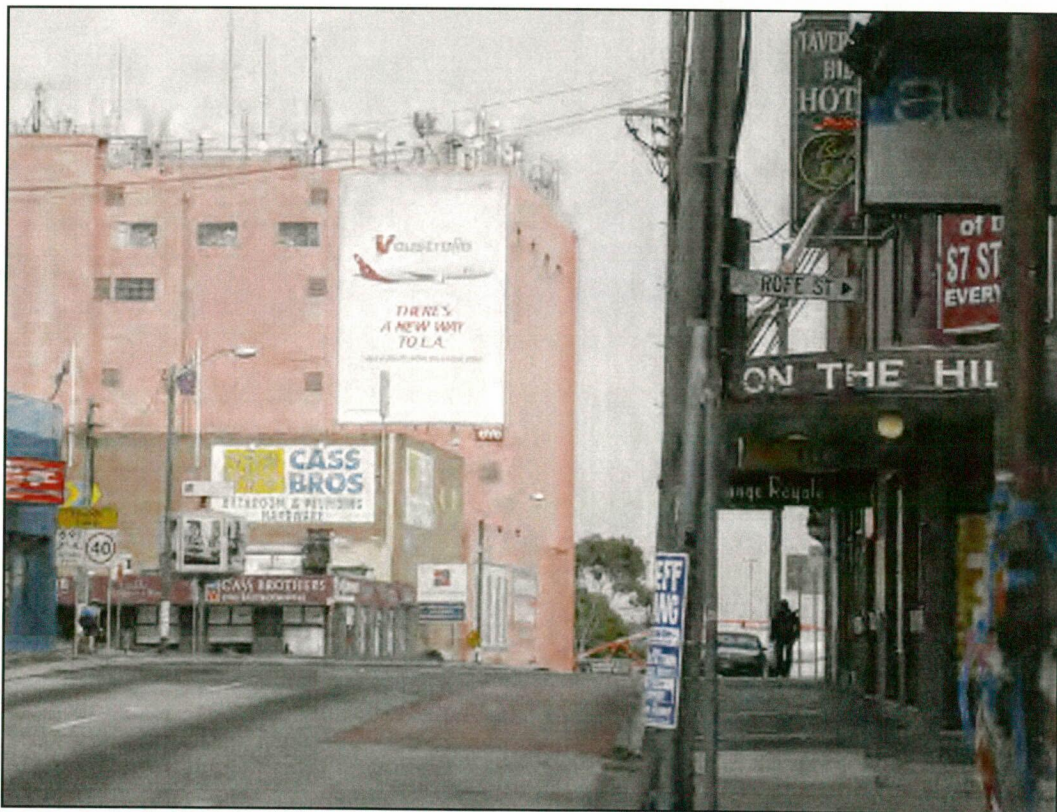
Photograph 1: View east to the subject site from northern footpath.



Photograph 2: View east to the subject site from the southern footpath.



Photograph 3: View west to the subject site from the southern footpath.



Photograph 4: View west to the subject site from the northern footpath.

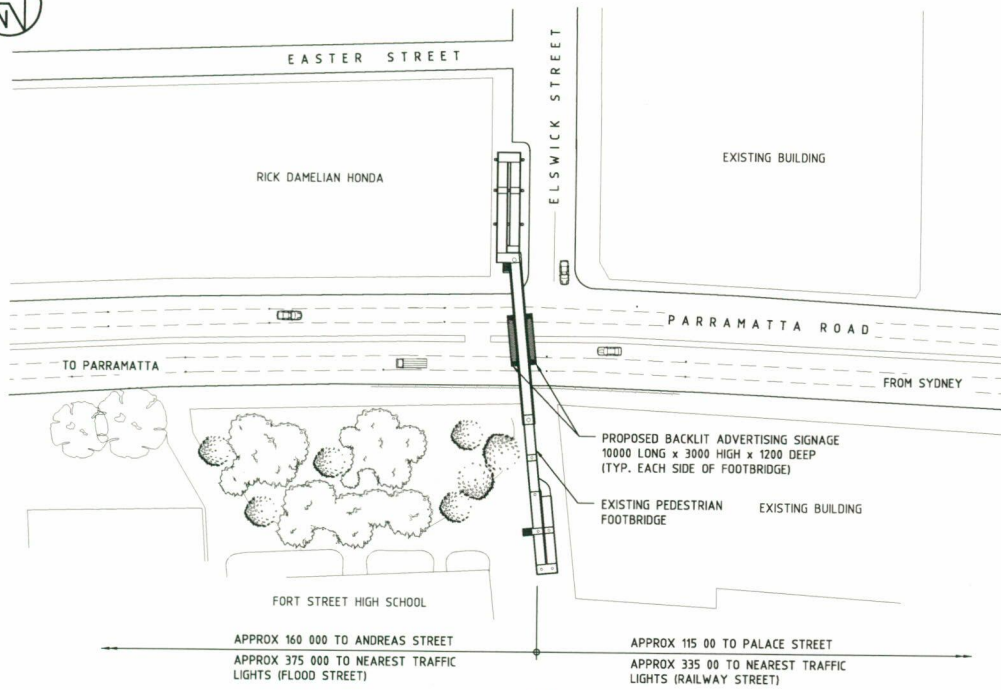


Photograph 5: View north across the pedestrian bridge.

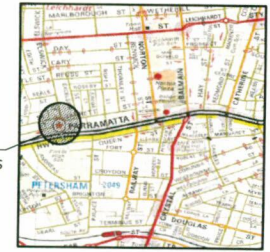


Photograph 6: View south across the pedestrian bridge.

Appendix B Design drawings

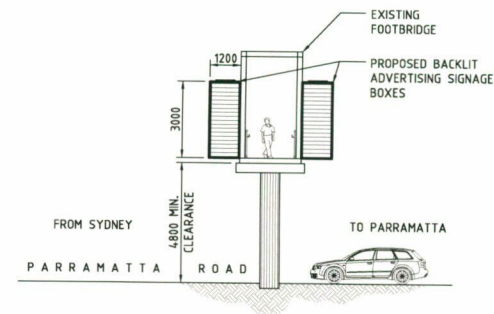


PLAN
SCALE 1:500

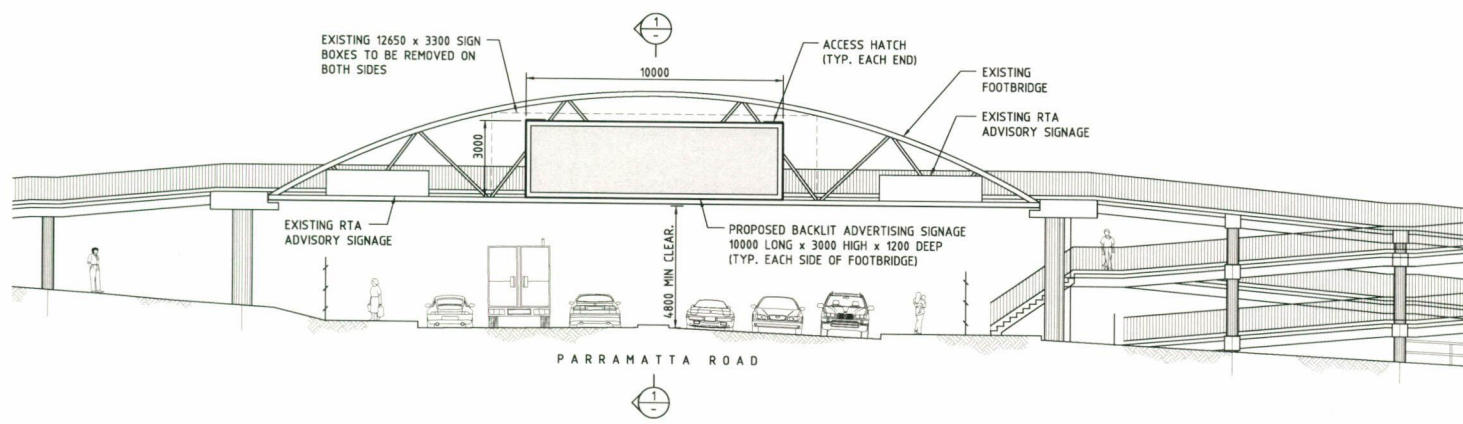


LOCATION PLAN
SCALE: NTS

NOTE:
1. ALL DIMENSIONS TO BE CONFIRMED ON SITE BY FINAL SURVEY.



SECTION 1
SCALE 1:100



EASTERN ELEVATION
SCALE 1:100

PRELIMINARY
NOT FOR CONSTRUCTION

| | | | | |
|---|---|--|------|------------|
| 1 | 16.05.08 | ISSUED FOR RTA APPROVAL | | |
| ISSUE | DATE | REVISION | PREP | CHECK/AUTH |
| ROADS AND TRAFFIC AUTHORITY OF NSW | | | | |
| PROPOSED NEW SIGNAGE STRUCTURE LOCATED ON PEDESTRIAN BRIDGE OVER PARRAMATTA ROAD, LEICHHARDT | | | | |
| GENERAL ARRANGEMENT | | | | |
| <p>Sydney Office Opus International Consultants Level 12, North Tower 1-5 Railway Sq, Chatswood NSW PO Box 5340 West Chatswood, NSW 1515, Australia Tel: +61 2 9904 6555 Fax: +61 2 9904 6777</p> | <p>Job Number: 11792 O&Fw: 11792-04</p> | <p>CLIENT: ROADS AND TRAFFIC AUTHORITY OF NSW REAL ESTATE BRANCH LEVEL 3, CENTENNIAL PLAZA 240 ELIZABETH ST SYDNEY HILLS NSW 2010 PO BOX K198 HAYMARKET NSW 1244 PHONE: 0292 186 444 FAX: 0292 186 953</p> | | |
| | <p>PREPARED _____ CHECKED _____ DESIGN _____ DRAWING JLT _____ JND _____ APPROVED, DESIGN QA RECORDS _____ DIRECTOR _____</p> | <p>REGISTRATION No OF PLANS ----- SHEET No. 51 No. OF SHEETS 1</p> | | |



Appendix C Photomontages

Images 1 and 2 – Proposed signs

Images 3 and 4 – Existing signs





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DRIVING SKILLS



Appendix D Road safety concurrence



INTEROFFICE MEMO

DATE: 24/06/2008
TO: DENNIS PITMAN
GENERAL MANAGER, REAL ESTATE BRANCH
CC: PETER TIPPING
FROM: **PHILIP OLIVER**
RE: RTA ADVERTISING BILLBOARD PROPOSAL PARRAMATTA RD, TAVERNERS HILL

Description The proposal is to install billboard advertising on the pedestrian overbridge over Parramatta Rd between Elswick St and Andreas St, Petersham. One Billboard will be viewed by east bound traffic and one viewed by west bound traffic.

Site Evaluations

I have carried out thorough site assessments during day and night environments and traffic behaviour observed. A three year accident history was undertaken and the site assessed using a Safety Assessment Matrix.

Conclusion

I have taken into consideration all of the road safety criteria stated in the Department of Planning Document "Transport Corridor Advertising and Signage Guidelines" and have no objection to the proposals on road safety grounds.

A handwritten signature in black ink, appearing to read 'PO', with a long horizontal flourish extending to the right.

Philip Oliver
Guidance & Delineation Leader
Traffic Management Section
Sydney Region

axa8843xax

PLANS

REMOVED

