



Statement of Environmental Effects

Development Application for New Advertising Signage

on Sydney Metro Northwest Pedestrian Footbridge

Old Windsor Road, Kellyville

—

Applicant: NRT Pty Ltd for and on behalf of Sydney Metro

For and on behalf of Roads and Maritime Service

20TH AUGUST 2018

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1. EXECUTIVE SUMMARY

THE PROPOSAL

This development application (DA) seeks consent to install traditional static billboard style advertising assets on both sides of the currently under construction pedestrian footbridge over Old Windsor Road at Kellyville.

THE SITE AND LOCATION

The proposed billboard signs are to be located on the north and south sides of the pedestrian bridge over Old Windsor Road at Kellyville. The pedestrian bridge is currently under construction for the Sydney Metro Northwest project. The bridge is owned by Sydney Metro (Note: the NSW Government has established Sydney Metro as a NSW government agency pursuant to the Transport Administration Act 1988 (NSW). With effect as of 12:01am on 1 July 2018, Sydney Metro has become the Principal under the OTS Contracts with NRT Pty Limited, and has the rights and obligations that Transport for NSW previously had under those Contracts) and is situated on Roads and Maritime Service road corridor land.

The bridge is located approximately 30 metres south of the signalised intersection of Old Windsor Road with Newberry Avenue and Samantha Riley Drive.

PROPOSED SIGNS

The proposed signs are industry standard Supersite signs each 12.66 metres x 3.35 metres static printed billboards, equating to a total area of approximately 42.41 square metres.

CONSENT AUTHORITY AND PERMISSIBILITY

The Minister for Planning is the consent authority for the application under clause 12 (d)(iii) of the State Environmental Planning Policy No.64 – Advertising and Signage (SEPP 64) as the development comprises an advertisement displayed on behalf of RMS on land that is owned, occupied or managed by RMS (and within 250 metres of a classified road).

The proposal site is zoned SP2 as a road corridor and the proposal is permissible with consent. The proposal meets all assessment criteria in Schedule 1 and the Guidelines.

Pre-planning engagement was sought with both the Blacktown City Council and Hills Shire Council who each advised that this was not needed as they had no objection to proceeding directly with submission via the Department of Planning in consultation with the RMS.

Pre-planning meetings have been held with both the Department of Planning and RMS and the proposal has been refined to reflect relevant feedback.

SEPP 64 AND DRAFT TRANSPORT CORRIDOR OUTDOOR ADVERTISING AND SIGNAGE GUIDELINES

A full and detailed assessment of potential impacts has been undertaken. Accordingly, we believe the proposed signage is fully consistent with the applicable statutory planning considerations including the objectives of SEPP 64, the detailed assessment criteria in Schedule 1 of SEPP 64, and the SEPP 64 Transport Corridor Outdoor Advertising and Signage Guidelines and draft criteria for digital and electronic signs.

ROAD SAFETY

A Signage Road Safety Assessment has been prepared by GTA Consultants for the proposed advertising signage in accordance with the *Transport Corridor Outdoor Advertising and Signage Guidelines, Assessing Development Applications under SEPP 64* (NSW Government Department of Planning, 2017). Copy provided in Appendix A.

The report concludes that the proposed advertising signage proposal can be supported on road user safety grounds.

Further, historic crash data for the past five years does not indicate an existing road safety issue in the vicinity of the site.

VISUAL IMPACT ASSESSMENT

Consideration was made for the billboards in the design aesthetics of the approved and currently under construction pedestrian footbridge.

In keeping with this, the billboards are totally contained within the bridge structure ensuring no unacceptable visual impact. Further, the billboards will not dominate the skyline or obscure, compromise or impact the quality of vistas or important views.

The visual impact from the immediate public domain and private domain (in the vicinity) is considered to be low to neutral and as such no adverse impact is created to the amenity of the area as detailed in Section 3.5 of this report.

ILLUMINATION LEVELS

The billboards illumination levels are designed to comply as non-digital signs with SEPP 64, the Transport Corridor Outdoor Advertising Signage Guidelines and AS 4282 - Control of the Obtrusive Effects of Outdoor Lighting. The billboards will be backlit with the illumination levels set to not exceed Zone 4 requirements as detailed in Section 3.5 of this report.

PUBLIC BENEFITS

Outdoor advertising proposals along transport corridors must meet a public benefit test detailing the benefits that will result for a local community as a result of the advertising proposal.

The advertising signs provide a valuable revenue stream of which the full financial benefit

(100%) of the revenue received by NRT is invested into the Sydney Metro Northwest project. In particular, the revenue underpins part of the ongoing delivery costs of the Sydney Metro rail services to the people of Sydney's north west.

In addition to the revenue stream and improved pedestrian and driver safety, free advertising space (as unsold display fillers) will be made available for Sydney Metro / TfNSW advertising campaigns.

1.1 OVERVIEW

The Minister for Planning and Infrastructure approved the North West Rail Link as State significant infrastructure in May 2013. This approval was limited to the extent that retail and commercial uses (such as for advertising) required interim and permanent approval be sought separately.

Consistent with this, NRT Pty Ltd proposes the installation of two traditional static advertising billboards on the pedestrian footbridge at Kellyville to provide an ongoing revenue stream to contribute towards the funding of the Sydney Metro Northwest operating cost.

NRT has undertaken preliminary consultation with Roads and Maritime Services road safety assessment personnel to ensure that the proposal satisfies RMS road safety policy requirements. The attached Signage Safety Assessment provided by GTA consultants supports this conclusion.

Design montages and specifications of the proposed advertising structures can be found in the appendix B of this report.

The proposed placement of advertising billboards is considered to be compatible and consistent with the pedestrian footbridge (which is currently under construction) and the overall localities' streetscape, character and desired future character, with no adverse impacts on adjoining properties.

The proposed signage has been assessed within this application and is consistent with the provisions of the relevant policies including *State Environmental Planning Policy No 64 - Advertising and Signage (SEPP 64)* and the *Transport Corridor Advertising and Signage Guidelines*.

1.2 BACKGROUND

Sydney Metro Northwest is the first stage of the Sydney Metro - Australia's biggest public transport project and a priority infrastructure investment for the NSW Government.

Northwest Rapid Transit (NRT) has been awarded the Operations, Trains and Systems (OTS) contract for Sydney Metro Northwest. This includes:

- Building eight new railway stations and 4,000 commuter car parking spaces,
- Building two pedestrian footbridges over Old Windsor Road,
- Delivering Sydney's new generation of metro trains,
- Building and operating the Sydney Metro Trains Facility, including train stabling and maintenance,
- Installing 23 kilometres of new track and rail systems,
- Converting the existing 13 kilometres of railway between Epping and Chatswood to metro status, and
- Operating and maintaining Sydney Metro Northwest for 15 years.

1.3 SUBMISSION STRUCTURE

This submission includes the following components:

- Section 1: Summary Statement,
- Section 2: Detail of Proposed Sign Locations,
- Section 3: Description of Proposed Signs,
- Section 4: Statutory Planning Context,
- Section 5: Assessment Criteria
 - *SEPP64 – Advertising and Signage*
 - *Sign Placement in Transport Corridors in Urban Areas*
 - *Bridge Sign Criteria,*
 - *Digital Sign Criteria*
 - *Roads Act 1993, and*
 - *Public Benefit Test.*
- Section 6: Conclusion,
- Appendices: Accompanying documents.

2. DETAIL OF PROPOSED SIGN LOCATION

2.1 SITE LOCATIONS & DESCRIPTION

This proposal relates to the placement of advertising signage on the pedestrian footbridge over Old Windsor Road at Kellyville as part of the Sydney Metro Northwest project.

The construction of this pedestrian footbridge is currently underway on behalf of Sydney Metro / Transport for NSW as part of the project award to the NRT Pty Ltd in accordance with its submission which included (amongst other commercial advertising revenue generating opportunities) the utilisation of billboard advertising. This application facilitates this component of the project.

The station is located off Samantha Riley Drive, east of Old Windsor Road. The

Kellyville Station is accessed, amongst other means, via the proposed pedestrian footbridge which provides safe and easy access for rail commuters over Old Windsor Road and the adjacent T-way corridor. It is located to the South of Samantha Riley Drive as shown in the following image.



Image: 1 – Aerial View of Kellyville pedestrian footbridge location including billboard positioning

2.2 SITE CONSIDERATIONS

Planning

The pedestrian footbridge is located over Old Windsor Road which is a Roads and Maritime Service controlled road corridor. As such the consent authority (according to clause 12(d)(iii) of SEPP64) is the Minister for Planning.

However, we understand that the Minister must not grant consent to the display of advertising;

- a) unless the relevant local council (Hills Shire and Blacktown) has been notified of the development application and any comments received by the Minister from the local council within 28 days have been considered by the Minister; and
- b) without the concurrence of RMS (within 21 days) who must take into consideration the impact on traffic safety and compliance with the *Transport Corridor Outdoor Advertising and Signage Guidelines*.

The addition of advertising signage is considered ancillary to the pedestrian footbridge structures.

Heritage

There is one archaeological site identified on the greater area of this parcel of land (being a road reserve), namely the “Former White Hart Inn archaeological relics”. It is located near the intersection of Old Windsor and Windsor Roads and as such is not within the immediate vicinity of the pedestrian footbridge.

Accordingly, the proposed developments will have no impact on Heritage Items.

Works

The proposed works to integrate the advertising signage have been factored into the initial design of the relevant pedestrian footbridge including the attachment of the advertising signage and required dead loads, wind loads and power supply.

2.3 PHOTOGRAPHIC SURVEY

The following images identify the proposed location of the proposal.



Image: 2 – Existing Northbound View



Image: 3 – Existing Southbound View

3. DESCRIPTION OF PROPOSED SIGNS

3.1 OVERVIEW

Development consent is sought for the installation of billboard advertising signage on the pedestrian footbridge which is currently under construction. Traditional static printed industry standard Supersite format displays will be deployed. The works will be integrated into the pedestrian footbridge which provides safe pedestrian access from

the western side of Old Windsor Road to the adjacent Sydney Metro Kellyville station.

3.2 VISUAL IMPACT ASSESSMENT

The site's visual and landscape context can be categorised as;

- Old Windsor Road is a major transport corridor forming part of the A2 corridor with two lanes in each direction with no street parking in the vicinity of the site.
- The T-way runs adjacent to Old Windsor Road.
- The pedestrian footbridge is located south of Samantha Riley Drive.
- The surrounding land uses incorporate public infrastructure to the east including the Kellyville Station and associated off street parking, and to the west residential properties which are screened by vegetation on the road reserve edge.
- The surrounding land is zoned B7 (Business Park) to the east and R2 to the west.

The pedestrian footbridge is currently being constructed for and on behalf of Sydney Metro / Transport for NSW and is of modern contemporary design primarily utilising steel and glass with provision made for the integration of the advertising signage as shown on the Sydney Metro / Transport for NSW 'approved for construction' plans as highlighted in the following images (copy of plans provided in Appendix B).

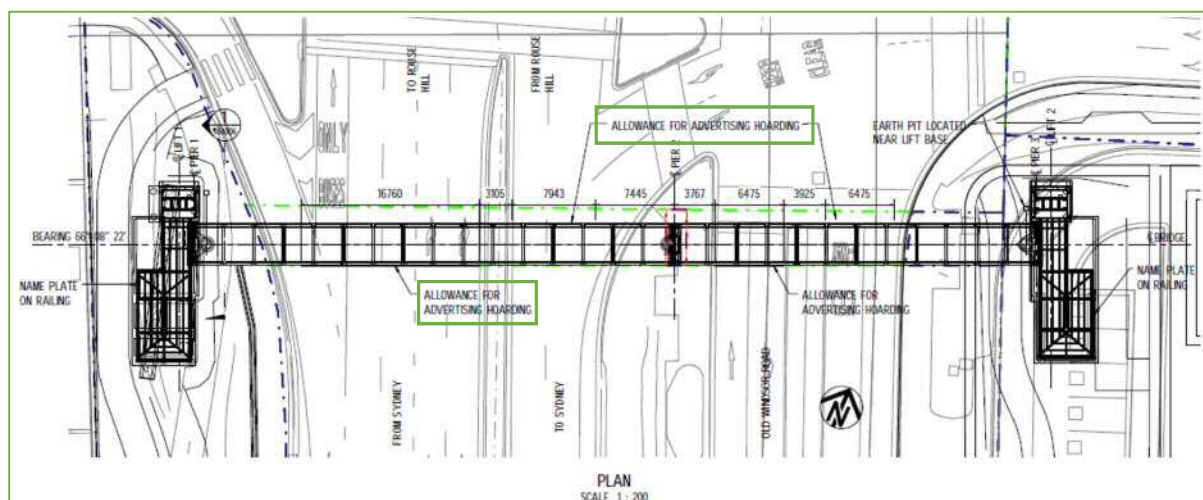


Image: 2 – Extract of TfNSW approved construction plans highlighting provision for Advertising Signs

The billboards are totally contained within the bridge structure ensuring no unacceptable visual impact. Further, the billboards will not dominate the skyline or obscure, compromise or impact the quality of vistas or important views.

Sensitive Receivers (residential properties that adjoin the site)

The site has limited exposure to any sensitive receivers being those residences to the west of the northbound sign.

The built form in the adjacent residential area is characterised by small residential lots with detached residences. The properties front onto Roxburgh Crescent and have

relatively small rear setbacks from Old Windsor Road.

The closest of these property's is approximately 30 metres from the pedestrian bridge and the proposed sign.

The view from these property's is limited by solid timber paling property boundary fencing being approximately 1.8 metres high and further screening with high vegetation (primarily native trees approximately 15-20 metres high) on the edge of the road reserve as shown in the images below.



Image: 3 – Aerial view of landscape screening on edge of road reserve (google image May 2016)



Image: 4 – Street view of landscape screening on edge of road reserve (google image September 2017)

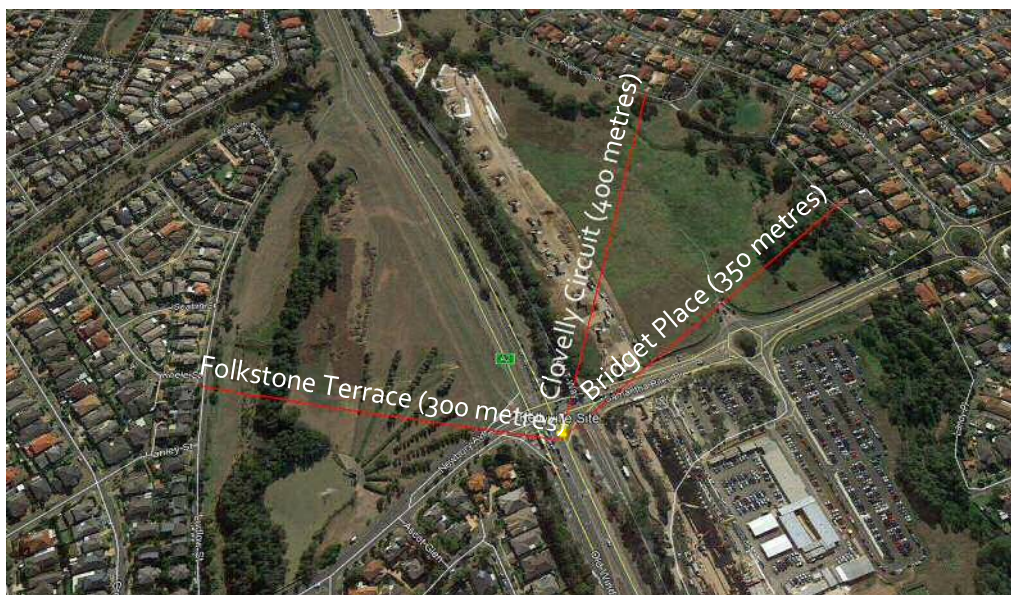
It should be noted that while some trees directly aligned with the pedestrian bridge construction area have had to be removed during the bridge construction process,

these will be replaced with similar vegetation upon completion.

Given the proximity to these adjoining properties, the illumination levels for the sign have been established consistent with Zone 4 requirements which covers areas with generally low levels of off-street ambient lighting e.g. most rural areas, or areas that have residential properties nearby. Please refer to section 3.5 for relevant detail.

Other properties (oblique angles)

We have assessed the visual impact for properties with oblique angles along Folkstone Terrace and Clovelly Circuit / Bridget Place. As shown on the image below, the houses on each of these streets are at least 300 metres from the north facing sign and have substantial screening provided by trees. In the instances of Clovelly Circuit and Bridget Place there is primary screening at each street edge and secondary screening at the edge of Old Windsor Road. Accordingly, no additional measures are deemed necessary.



Accordingly, given the viewing context of the billboard signs from various locations both within close proximity of the sign and further afield there will be a negligible to neutral visual impact from the proposed signs as the existing land use character of the immediate area is dominated by the road corridor functions of Old Windsor Road and the pedestrian footbridge and the closest residential properties which are screened with solid fencing and high native tree vegetation.

The visual impact from the immediate public domain and private domain (in the vicinity) is considered to be low to neutral and as such no adverse impact is created to the amenity of the area.

3.3 SIGNAGE DIMENSIONS

The dimensions of the advertising display panels are to be consistent with Out-of-Home advertising industry standards utilising the "Supersite" format size as follows; Width: 12.66m x Height: 3.35m x Depth: 0.20m.

Behind the signage a supporting gantry will be constructed approximately 750mm deep to provide safe and secure access to the rear-side of the display for maintenance purposes.

The advertising display panel size is designed to fit within the pedestrian footbridge structure profile and will require a minimal additional treatment of the border to ensure design aesthetics are maintained for the overall presentation.

3.4 ADVERTISING DISPLAY PANELS

Each of the advertising display panels are located above the oncoming traffic lanes as shown in the following images.

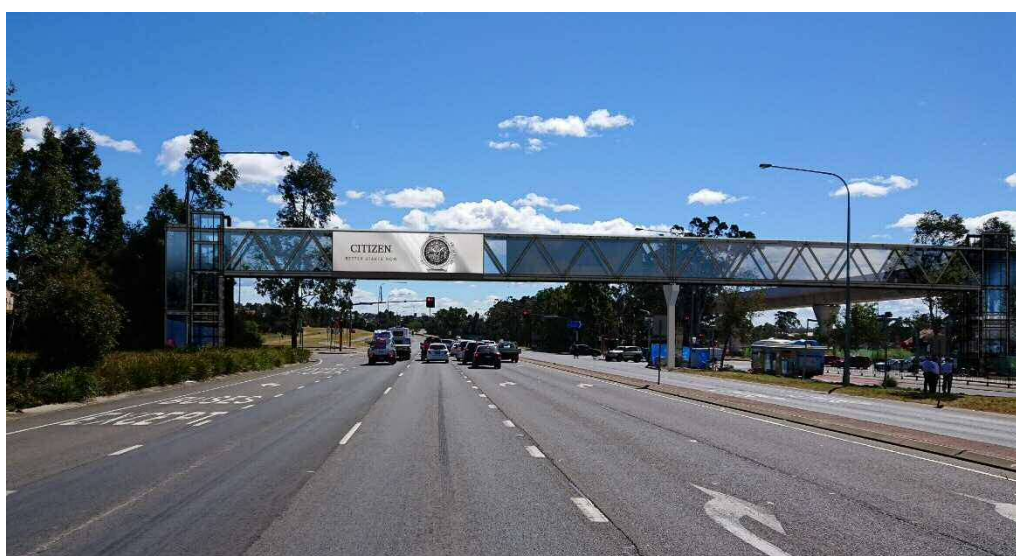


Image: 5 – Proposed Northbound View of pedestrian footbridge location



Image: 6 – Proposed Southbound View of pedestrian footbridge location

Each advertising display sign is designed to meet Planning & Environment department guidelines for advertising billboards

3.5 ILLUMINATION OF SIGNS

Based on an assessment of the surrounding area, the signs are classified as being within a Zone 4 Area under the Transport Corridor Outdoor Advertising & Signage Guidelines. Zone 4 covers areas with generally low levels of off-street ambient lighting e.g. most rural areas, or areas that have residential properties nearby.

The proposed signs have illuminated areas exceeding 10(sqm) which will be backlit and will accordingly have a maximum daytime luminance of 400 cd/m² to comply with the guideline's luminance requirements for Zone 4 as follows:

ILLUMINATION AND REFLECTANCE CRITERIA FOR NON-DIGITAL SIGNS	
The following criteria apply to non-digital illuminated signs, including conventional billboards illuminated by fluorescent and/or incandescent bulbs whether internally illuminated or lit from the exterior:	Compliant
a) Advertisements must comply with the luminance requirements in Table 5 below.	✓

TABLE 5: MAXIMUM ALLOWABLE DAYTIME LUMINANCE OF ILLUMINATED ADVERTISEMENTS (NOT DIGITAL SIGNS)

Illuminated Area (sqm)	Zone 1	Zone 2 (cd/sqm)	Zone 3 (cd/sqm)	Zone 4 (cd/sqm)	Zone 5
up to 0.5	no limit	2900	2000	1000	no limit
0.5 to 2.0		2300	1600	800	
2.0 to 5.0		2000	1200	600	
5.0 to 10.0		1500	1000	600	
over 10.0		1200	800	400	

- | | |
|--|---|
| b) For night time use, the sign (whether internally illuminated or lit from its exterior) must not cast a shadow on areas that were previously lit and that have a special lighting requirement, e.g. pedestrian crossings. | ✓ |
| c) The light sources for illuminated signs must focus solely on the sign and: <ul style="list-style-type: none"> i. be shielded so that glare does not extend beyond the sign, ii. with the exception of back lit neon signs, have no light source visible to passing motorists with a light output greater than that of a 15W fluorescent/LED bulb. | ✓ |
| d) The level of reflectance of an advertisement, and its content, is not to exceed the 'Minimum coefficients of Luminous intensity per unit area for Class 2A Material', as set out in Australian Standard AS/NZS 1906.1:2007. Flashing illuminated advertisements will not be approved. | ✓ |

The screen brightness outputs comply with all relevant requirements of the Australian Standard AS4282:1997 Control of the Obtrusive Effects of Outdoor Lighting.

In complying with these requirements, the proposed signage will not result in unacceptable glare nor will it adversely impact the safety of pedestrians, residents or vehicular traffic. The proposed signage will also not cause any reduction in visual amenity to nearby residences or accommodation.

3.6 BUILDING WORKS AND MAINTENANCE

The proposed building works for advertising assets is intended to be as a retrofit to the pedestrian footbridge. Accordingly, appropriate approval will be sort from RMS for a temporary road closure to crane the prefabricated advertising signs into place for attachment to the pedestrian footbridge.

The advertising assets will include in its construction a 'fall arrest' system from the sign to the pedestrian footbridge to prevent the sign structure falling on traffic should it be

impacted by high vehicles.

Ongoing maintenance of the advertising signage is performed via access hatches to the gantry behind the advertising panel.

4. STATUTORY PLANNING PERMISSIBILITY

This proposal is submitted in conformance with the provisions of SEP 64 Advertising and Signage.

The Minister for Planning is the consent authority for the application under clause 12 (d)(iii) of the State Environmental Planning Policy No.64 – Advertising and Signage (SEPP 64) as the development comprises an advertisement displayed on behalf of RMS on land that is owned, occupied or managed by RMS (and within 250 metres of a classified road).

The proposal site is zoned SP2 as a road corridor and the proposal is permissible with consent.

The proposal meets all assessment criteria in Schedule 1 and the Guidelines.

The relevant Development Controls are;

- SEPP64 Assessment Criteria (Section 2 & Schedule 1 of Guidelines)
- Design Criteria for Transport Corridors (Section 2 of Guidelines)
- Road Safety (Section 3 of Guidelines)
- Public Benefit Test (Section 4 of Guidelines)

5. ASSESSMENT CRITERIA

The proposed development has been assessed in accordance with the matters for consideration as prescribed in the Transport Corridor Advertising Signage Guidelines.

5.1 SCHEDULE 1 - STATE ENVIRONMENTAL PLANNING POLICY NO.64 (ADVERTISING AND SIGNAGE)

SEPP 64 aims to ensure 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. The following table provides an assessment of the proposal against the relevant provisions.

The proposed signs are classified as 'advertisement' signage. The proposal has been assessed with consideration of the provisions of Schedule 1 of the SEPP, *Assessment Criteria* in the table on the following pages.

In summary, the proposal meets the key provisions of SEPP 64 on the basis of:

- an appropriate design, in keeping with the character of the existing transport corridor land,

- road safety impacts are addressed through design and proposed content and operational conditions, and
- demonstrated public benefit.

Schedule 1 Assessment criteria	Comments
1. Character of the area	
a) <i>Is the proposal compatible with the existing or desired future character of the area or locality in which it is proposed to be located?</i>	Comply - The site is located on pedestrian footbridge over Old Windsor Road which is a very busy multi-lane road corridor. The advertising structures are to be incorporated into the recently constructed pedestrian footbridge.
b) <i>Is the proposal consistent with a particular theme for outdoor advertising in the area or locality?</i>	Comply - The advertising structures are consistent with the outdoor advertising industry standard billboard (12.66m x 3.35m) which exist in locations such as Epping Road, Macquarie Park; City West Link, Lilyfield and the M4 Motorway, Olympic Park.
2. Special areas	
<i>Does the proposal detract from the amenity or visual quality of any environmentally sensitive areas, heritage areas, natural or other conservation areas, open space areas, waterways, rural landscapes or residential areas?</i>	Comply – No, the proposed advertising structures do not detract from the amenity or visual quality of any specified areas as it is incorporated into the pedestrian footbridge structure. Landscaped vegetation screening exists at the edge of the road reserve.
3. Views and vistas	
a) <i>Does the proposal obscure or compromise important views?</i>	Comply – No, the proposed advertising signage is incorporated into the pedestrian footbridge structure.
b) <i>Does the proposal dominate the skyline and reduce the quality of vistas?</i>	Comply – No, the proposed advertising signage is incorporated into the pedestrian footbridge structure.
c) <i>Does the proposal respect the viewing rights of other advertisers?</i>	Comply – There is no other advertising in the immediate vicinity.

4. Streetscape, setting or landscape

a) <i>Is the scale, proportion and form of the proposal appropriate for the streetscape, setting or landscape?</i>	Comply – Yes, while there are larger Out-of-Home advertising billboards available, the size was selected on the basis that it could be incorporated without totally dominating the pedestrian footbridge and respect with the general streetscape of the area.
b) <i>Does the proposal contribute to the visual interest of the streetscape, setting or landscape?</i>	Comply – Yes, there is currently limited visual interest in the streetscape as it is on a busy roadway as identified in criterion 2 special areas. There is no other relevant existing advertising.
c) <i>Does the proposal reduce clutter by rationalising and simplifying existing advertising?</i>	Comply – Yes, the advertising is integrated into the pedestrian footbridge.
d) <i>Does the proposal screen unsightliness?</i>	Comply – The signage is an integral part of the pedestrian footbridge.
e) <i>Does the proposal protrude above buildings, structures or tree canopies in the area or locality?</i>	Comply – No, the signage is integrated within the pedestrian footbridge structure.
f) <i>Does the proposal require ongoing vegetation management?</i>	Comply – No, not relevant as part of a pedestrian footbridge over a road corridor.

5. Site and building

a) <i>Is the proposal compatible with the scale, proportion and other characteristics of the site or building, or both, on which the proposed signage is to be located?</i>	Comply – Yes, the advertising structures are designed to be integrated into the pedestrian footbridge.
b) <i>Does the proposal respect important features of the site or building, or both?</i>	Comply – Yes, the pedestrian footbridge are the most important features on the sites.
c) <i>Does the proposal show innovation and imagination in its relationship to the site or building, or both?</i>	Comply – Yes, the signage will be integrated into the pedestrian footbridge design silhouette.

6. Associated devices and logos with advertisements and advertising structures

Have any safety devices, platforms, lighting devices or logos been designed as an integral part of the signage or structure on which it is to be displayed?

Comply – Yes, the advertising structures are designed to provide safe access for maintenance via the rear of the advertising panels.

The managing advertising contractor's logo will be designed as an integral part of the signage.

7. Illumination

a) *Would illumination result in unacceptable glare?*

Comply - No, Luminance levels are set to comply with Australian Standard AS4282 Control of the Obtrusive Effects of Outdoor Lighting and any further policy requirements of RMS.

b) *Would illumination affect safety for pedestrians, vehicles or aircraft?*

Comply - No, the compliance with the Australian Standard and RMS requirements are understood to satisfy these needs.

c) *Would illumination detract from the amenity of any residence or other form of accommodation?*

Comply - No, consistent with (a) above.

d) *Can the intensity of the illumination be adjusted, if necessary?*

Comply - Yes, illumination levels can be adjusted to satisfy any change in the Australian Standard or RMS requirements.

e) *Is the illumination subject to a curfew?*

Comply – No, there is no applicable curfew.

8. Safety

Please also see attached safety assessment provided by GTA Consultants in Appendix A.

a) *Would the proposal reduce the safety for any public road?*

Comply - No, the overall proposal provides for a pedestrian footbridge over Old Windsor Road to increase safety in these locations. The proposed advertising is positioned consistent with existing precedent authorised by RMS in similar locations on bridges directly above the carriageway in direction of travel to ensure compliance with

the Road Safety Assessment Criteria. Example is shown below of such existing billboard display on Old Windsor Road adjacent Norbrik Road.



Image: 7 – Existing advertising on pedestrian footbridge Old Windsor Road adjacent Norbrik Drive

b) *Would the proposal reduce the safety for pedestrians or bicyclists?*

Comply – No, the proposed advertising signage is placed above the road carriageway in direction of travel avoiding any reduction in safety for pedestrians or cyclists.

c) *Would the proposal reduce the safety for pedestrians, particularly children, by obscuring sightlines from public areas?*

Comply – No, the proposed advertising signage is placed above the road carriageway in direction of travel thus safeguarding any safety sightlines for pedestrians including children.

5.2 SIGN PLACEMENT IN TRANSPORT CORRIDORS IN URBAN AREAS

It is understood that the guidelines require that consideration must be given to the compatibility of the advertising proposal with the character of the urban area.

In this regard, the proposed advertising signs are to be fully integrated into the pedestrian footbridge that have been developed adjacent to the Sydney Metro Northwest strategic transport corridor.

5.3 BRIDGE SIGNAGE CRITERIA

The signs will form part of the overall architectural design and visual quality of the pedestrian footbridge structure as per the TfNSW approved construction plans

(Appendix B). The signs have been designed to be directly integrated into the structural silhouette of the pedestrian footbridge.

Further, as the advertising signs are to be located above the respective carriageways in the direction of vehicle travel, they will not create a tunnel effect or block significant views for pedestrians or other footbridge users.

5.4 ROADS ACT 1993

This section of the report assesses compliance with the road safety assessment criteria established in the NSW Guidelines. In particular, the guidelines require analysis as to whether the proposal will reduce the safety of:

- any public road
- pedestrians and cyclists
- pedestrians by obscuring sight lines from public areas.

In order to assess any new installation against the above key road safety assessment criteria, a series of detailed criteria are set out in Section 3.2 and Section 3.3, Sign Location and Design of the NSW Guidelines. The following detail was prepared by GTA Consultant as provided in the Signage Safety Assessment in Appendix A.

Sign Location Criteria (NSW Guidelines Section 3.2)

Criteria 3.2.1 - Road Clearance

- a) *The advertisement must not create a physical obstruction or hazard. For example:*
- *Does the sign obstruct the movement of pedestrians or bicycle riders? (e.g. telephone kiosks and other street furniture along roads and footpath areas)?*
 - *Does the sign protrude below a bridge or other structure so it could be hit by trucks or other tall vehicles? Will the clearance between the road surface and the bottom of the sign meet appropriate road standards for that particular road?*
 - *Does the sign protrude laterally into the transport corridor so it could be hit by trucks or wide vehicles?*

Both signs are proposed to be fixed against the side of the overhead pedestrian bridge. The bottom of the signs will not protrude below the bridge. As such, the proposed signs would not create a physical obstruction or hazard.

- b) *Where the sign supports are not frangible (breakable), the sign must be placed outside the clear zone in an acceptable location in accordance with Austroads Guide to Road Design (and RMS supplements) or behind an RMS-approved crash barrier.*

Both signs are proposed to be fixed against the side of the overhead pedestrian bridge. Therefore, no additional structure is required that would fall within the clear zone.

- c) *Where a sign is proposed within the clear zone but behind an existing RMS-approved crash barrier, all its structures up to 5.8m in height (relative to the road level) are to comply with any applicable lateral clearances specified by Austroads Guide to Road Design (and RMS supplements) with respect to dynamic deflection and working width.*

Given the proposed signage locations and mounting, this criterion is not relevant.

- d) *All signs that are permitted to hang over roads or footpaths should meet wind loading requirements as specified in AS 1170.1 and AS1170.2. All vertical clearances as specified above are regarded as being the height of the sign when under maximum vertical deflection.*

The proposed signs would be flush-mounted on the proposed pedestrian bridge. The signs would not protrude below the bottom of the pedestrian bridge and therefore the vertical clearance above the road would not be reduced further than that of the bridge. Section 6.13.4 of the Kellyville pedestrian bridge design report (Northwest Rapid Transit, 2017) details that the bridge has been designed to account for wind loads associated with future advertising signage on the side of the bridge. As such, it is assumed that the wind loading requirement would be met.

Additional Road Clearance Criteria for Footpath/ Nature Strips

To ensure adequate clearance for pedestrian and wheel chair access, the sign must be positioned so that an absolute minimum envelope of 900mm x 2000mm of unobstructed clear path of travel is maintained for the entire length of the advertising structure.

Given the proposed signage locations above the road carriageway, this criterion is not relevant.

Criteria 3.2.2 – Line of Sight

- a) *An advertisement must not obstruct the driver's view of the road, particularly of other vehicles, bicycle riders or pedestrians at crossings.*

The proposed signs would not obstruct a driver's view of the road, other vehicles, cyclists and/or pedestrians, with the signs to be elevated above the road and fixed to the pedestrian bridge.

- b) *An advertisement must not obstruct a pedestrian or cyclist's view of the road.*

The proposed signs would not obstruct a pedestrian or cyclist's view of the road, with the signs to be elevated above the road and fixed to the pedestrian bridge.

- c) *The advertisement should not be located in a position that has the potential to give incorrect information on the alignment of the road. In this context, the location and*



arrangement of signs' structures should not give visual clues to the driver suggesting that the road alignment is different to the actual alignment. An accurate photo-montage should be used to assess this issue.

Old Windsor Road is generally straight in alignment on approach to the proposed signs and therefore the signs could not be expected to give visual cues to the driver suggesting a different alignment of the road. Image 8 and 9 provide an indication of the driver's view of the road on approach to the proposed northbound and southbound facing signs respectively.



Image: 8 – Northbound drivers' view from 160 metres south of the proposed sign



Image 9 – Southbound drivers' view from 160 metres north of the proposed sign

d) *The advertisement should not distract a driver's attention away from the road environment for an extended length of time. For example:*

- The sign should not be located in such a way that the driver's head is required to turn away from the road and the components of the traffic stream in order to*

view its display and/or message. All drivers should still be able to see the road when viewing the sign, as well as the main components of the traffic stream in peripheral view.

- *The sign should be oriented in a manner that does not create headlight reflections in the driver's line of sight. As a guideline, angling a sign five degrees away from right angles to the driver's line of sight can minimise headlight reflections. On a curved road alignment, this should be checked for the distance measured back from the sign that a car would travel in 2.5 seconds at the design speed.*

The proposed signs would be fixed on the side of the pedestrian bridge above Old Windsor Road and within the direct line-of-sight of drivers. Drivers would therefore not be required to turn their head away from the road to view either sign. Due to the elevation of the signs, it is not expected that the signs would create headlight reflections in drivers' line-of-sight.

Criteria 3.2.3 – Proximity to Decision Making Points and Conflict Points

a) *The sign should not be located:*

- *less than the safe sight distance from an intersection, merge point, exit ramp, traffic control signal or sharp curves*
- *less than the safe stopping sight distance from a marked foot crossing, pedestrian crossing, pedestrian refuge, cycle crossing, cycleway facility or hazard within the road environment*
- *so that it is visible from the stem of a T-intersection.*

The definition of Sight Distance in the *Guide to Road Design, Part 3* (Austroads, 2016) is the distance that must be provided to "enable drivers to perceive and react to any hazardous situation". Sight Distance including Stopping Sight Distance (SSD) and Approach Sight Distance (ASD) for an intersection is dependent on the operating speed of the road, road gradient and other road characteristics.

The application of this definition requires an unobstructed line-of-sight between the road feature, object or hazard and a vehicle located at the relevant minimum sight distance. When considering the SSD and ASD requirements along Old Windsor Road, it is noted that the signs are elevated above the roadway and therefore cannot interfere with the line-of-sight as relevant to the first two dot points of this criterion.

Notwithstanding the above, a design speed of 80km/h has been used to calculate the maximum SSD and ASD. The applicable SSD for Old Windsor Road is approximately 114 metres. The SSD would reduce with corresponding speed limit reductions and/ or congestion.

The pedestrian bridge, to which the proposed signs would be attached, is located

approximately 40 metres south of the centre of the Old Windsor Road/ Newbury Avenue/ Samantha Riley Drive intersection, and approximately 30 metres south of the stop line on the southern Old Windsor Road leg. As such, the proposed signs would be positioned inside the SSD from the intersection.

Although the proposed signs are within the SSD from the intersection, given the static nature of the signs and straight alignment of the road, the signs would not cause drivers to look away from the road, or change display image at the critical time of a decision-making point.

It is important to note that the proposal is similar to the existing advertising signs that are installed on both sides of the pedestrian bridge above Old Windsor Road to the south of Norbrik Drive. These signs are located approximately 50 metres south of the signalised intersection and therefore fall within the SSD from the intersection.

Based on the above, the proposed signage would not be expected to affect road safety as a result of its location and proximity to road hazards, intersections and crossings.

Southbound facing sign only: Although also visible to drivers stopped at the stop line on Newbury Avenue (albeit at a large horizontal viewing angle), the sign is not expected to be viewed by moving drivers on this approach given the northeast alignment of the road causing a large horizontal viewing angle. Therefore, the SSD is not relevant on this approach.

b) The placement of a sign should not distract a driver at a critical time. In particular, signs should not obstruct a driver's view:

- *of a road hazard*
- *to an intersection*
- *to a prescribed traffic control device (such as traffic signals, stop or give way signs or warning signs)*
- *to an emergency vehicle access point or Type 2 driveways (wider than 6-9m) or higher.*

A "critical time" is interpreted as a point in time when a driver decision is required, implying that a road safety implication could occur if a driver was distracted at this time.

The signs are proposed to be fixed to the overhead pedestrian bridge and therefore do not obstruct a driver's view of any road hazards, intersections, traffic control devices or accesses.

Criteria 3.2.4 – Sign Spacing

A highly cluttered visual field makes it difficult to locate and prioritise driving-critical information, e.g. regulatory and advisory signs and traffic control devices. The proposed site should be assessed to identify any road safety risk in relation to visual clutter and the proximity to other signs.

There is minimal regulatory and advisory signage on approach to the proposed signs. There is only one directional sign on approach to the northbound sign, providing direction to Riley T-Way Station, which is not expected to be obstructed by the proposal. No other advertising signage is located near the proposed signs.

Sign Design and Operation Criteria (NSW Guidelines Section 3.3)

Criteria 3.3.1 – Advertising Signage and Traffic Control Devices

a) The advertisement must not distract a driver from, obstruct or reduce the visibility and effectiveness of, directional signs, traffic signals, prescribed traffic control devices, regulatory signs or advisory signs or obscure information about the road alignment.

No directional signs, traffic signals, traffic control devices, regulatory signs or advisory signs are anticipated to be backdropped by the proposed signs.

As such, the proposed signs would not decrease the effectiveness of surrounding traffic signage or control devices.

b) The advertisement must not interfere with stopping sight distance for the road's design speed or the effectiveness of a prescribed traffic control device. For example:

- *Could the advertisement be construed as giving instructions to traffic such as 'Stop', 'Halt' or 'Give Way'?*
- *Does the advertisement imitate a prescribed traffic control device?*
- *If the sign is in the vicinity of traffic lights, does the advertisement use red, amber or green circles, octagons, crosses or triangles or shapes or patterns that may result in the advertisement being mistaken for a traffic signal?*

It is assumed that the content of the proposed signs would comply with this criterion so as to not mislead drivers.

Criteria 3.3.3 – Illumination and Reflectance

The following criteria apply to non-digital illuminated signs, including conventional billboards illuminated by fluorescent and/or incandescent bulbs whether internally illuminated or lit from the exterior:

a) Advertisements must comply with the luminance requirements in Table 5 [in the

NSW Guidelines].

- b) *For night time use, the sign (whether internally illuminated or lit from its exterior) must not cast a shadow on areas that were previously lit and that have a special lighting requirement, e.g. pedestrian crossings.*
- c) *The light sources for illuminated signs must focus solely on the sign and:*
 - *be shielded so that glare does not extend beyond the sign*
 - *with the exception of back lit neon signs, have no light source visible to passing motorists with a light output greater than that of a 15W fluorescent/LED bulb.*
- d) *The level of reflectance of an advertisement, and its content, is not to exceed the 'Minimum coefficients of Luminous intensity per unit area for Class 2A Material', as set out in Australian Standard AS/NZS 1906.1:2007. Flashing illuminated advertisements will not be approved.*

It is assumed that this operational requirement would be met.

Criteria 3.3.4 – Interaction and Sequencing

- a) *The advertisement must not incorporate technology which interacts with in-vehicle electronic devices or mobile devices. This includes interactive technology or technology that enables opt-in direction communication with road users.*

It is understood that the proposed signs will not incorporate technology which interacts with in-vehicle electronic devices or mobile devices. The operator would be responsible for ensuring that the proposed signs comply with this requirement.

- b) *Message sequencing designed to make a driver anticipate the next message is prohibited across images presented on a single sign and across a series of signs.*

It is assumed that sign content would comply with this criterion.

5.5 PUBLIC BENEFIT TEST.

There are three key public benefits derived by the proposed advertising signage;

1. The full financial benefit (100%) of the revenue received by NRT from these advertising signs is invested into the Sydney Metro Northwest project. In particular, the revenue underpins part of the delivery cost of the Sydney Metro rail services to the people of Sydney's north west.
2. Free advertising space (as unsold display fillers) will be made available for state road safety advertising campaigns. In this regard, it is commonplace that not all of the available advertising space is sold all of the time, so unsold advertising space can be made available for this purpose.
3. Utilisation of the advertising displays will be made available for police and other similar organisations for public emergency messaging purposes.

6. CONCLUSION

The proposed advertising signage placement on the Sydney Metro owned pedestrian footbridge as outlined within this SEE and supporting documentation is consistent with the relevant considerations of the Environmental Planning and Assessment Act 1979 and the provisions of other relevant state policies. The proposal satisfies the objectives with respect to such development being permissible with consent.

In summary, the proposed signage is considered appropriate for the following reasons:

1. The signage is consistent with SEPP 64 – Advertising and Signage requirements.
2. Any adverse impact of the proposal is unlikely for the following reasons:
 - The proposed signage package is contemporary, coordinated and well-designed presenting a consistent design with the pedestrian footbridge and does not dominate any views or the skyline.
 - The proposal does not detrimentally impact on respective localities or appearance of any publicly accessible space, pedestrian movement paths, or circulation areas.
 - Driver and pedestrian safety has been carefully considered consistent with established RMS authorisation precedent confirming there is no significant change to viewing behaviour and thus no traffic impacts.
 - The proposal has no unreasonable impact on the natural and built environment as well as any economic impacts on the locality.
3. The proposal provides three valuable public benefits;
 - Underpinning the ongoing delivery costs of the Sydney Metro rail services to the people of Sydney's north west.
 - Free advertising space for road safety messages.
 - Public emergency messaging.

The proposal is submitted to the Minister for assessment and is accordingly recommended for the granting of development consent.