

## Statement of Environmental Effects

Site 5 & 6 – Epping M2 Motorway  
Advertising Billboard Signage

Submitted to Department of Planning, Industry  
and Environment  
On behalf of Sydney Trains

2 December 2020 | 2200249



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# Contents

1.0	Introduction	3
2.0	Background	4
3.0	Site Analysis	5
3.1	Site Location and Context	5
3.2	Site Description	5
3.3	Land Ownership	6
3.4	Road Environment	6
3.5	Surrounding Development	7
4.0	Description of Proposed Development	8
4.1	Digital LED Screen Operation and Content Management	9
5.0	Assessment of Planning Matters	10
5.1	Environmental Planning Legislation and Instruments	10
5.2	Hornsby Development Control Plan 2013	13
5.3	Transport Corridor Outdoor Advertising and Signage Guidelines	14
5.4	Pedestrian and Road Safety	18
5.5	Visual Impact	18
5.6	Structural Design	18
5.7	Lighting Impacts	18
5.8	Heritage	19
5.9	Social and Economic Impact	19
5.10	Suitability of the site for the development	19
5.11	Public Interest	20
6.0	Conclusion	20

## Figures

Figure 1	Context Map	5
Figure 2	Aerial photograph of the site	6
Figure 3	View of eastern sign from the westbound breakdown lane adjacent to the road reserve on Beecroft Road	6
Figure 4	View of western sign from the westbound M2 breakdown lane	6
Figure 5	Eastern Elevation Photomontage	8
Figure 6	Western Elevation Photomontage	9

# Contents

## Tables

Table 1	Description of Proposed Signage	8
Table 2	SEPP 64 Assessment	11
Table 3	Assessment against the Hornsby Development Control Plan 2013	13
Table 4	Transport Corridor Outdoor Advertising Signage Guidelines Assessment	14

## Appendices

<b>A</b>	Signage Concept Plans <i>Ethos Urban</i>
<b>B</b>	Survey plan <i>CMS Surveyors</i>
<b>C</b>	Heritage Impact Statement <i>NGH</i>
<b>D</b>	Road Safety Assessment <i>TTPP</i>
<b>E</b>	Visual Impact Assessment <i>Ethos Urban</i>
<b>F</b>	Structural Design Statement <i>Northrop</i>
<b>G</b>	Evaluation of Lighting <i>Lighting, Art + Science</i>
<b>H</b>	Public Benefit Statement <i>Sydney Trains</i>

## 1.0 Introduction

This Statement of Environmental Effects (SEE) is submitted to Department of Planning, Industry and Environment in support of a Crown Development Application (DA) under Part 4 Division 4.6 of the *Environmental Planning and Assessment Act 1979* (EP&A Act) for an Advertising Billboard Signage at the railway overpass across the M2 Motorway in Epping. The railway corridor is owned and operated by Sydney Trains and the land on which the asset is located is owned by Roads and Maritime Services (RMS) NSW.

The DA seeks approval for installation of two digital advertising signs, each with an area of approximately 40m<sup>2</sup>. Signage supporting structure including framework, wiring, electrical and communications are also proposed to be installed.

This SEE has been prepared by Ethos Urban on behalf of Sydney Trains. This report describes the site, its environs and the proposed development and provides an assessment of the proposal in terms of the matters for consideration under Section 4.15(1) of the EP&A Act. This DA is also pursuant to the provisions of the *State Environmental Planning Policy No.64 – Advertising and Signage* (SEPP 64), DPIE's *Transport Corridor Advertising and Signage Guidelines* and the *Hornsby Local Environmental Plan 2013* (HLEP 2013).

This SEE should be read in conjunction with the following supporting documentation appended to the report:

- Signage Concept Plans prepared by Ethos Urban (**Appendix A**);
- Survey Plan prepared by CMS Surveyors (**Appendix B**);
- Heritage Impact Statement prepared by NGH (**Appendix C**);
- Road Safety Assessment prepared TTPP (**Appendix D**);
- Visual Impact Assessment prepared by Ethos Urban (**Appendix E**);
- Structural Design Statement prepared by Northrop (**Appendix F**);
- Lighting Plan prepared by Lighting, Art and Science (**Appendix G**); and
- Public Benefit Statement prepared by Sydney Trains (**Appendix H**).

Sydney Trains will own the advertising structure with revenue received from the sale of advertising time directed to maintaining the rail network. The project will provide a valuable on-going revenue stream to Sydney Trains, with the signs intended to be privately leased for display purposes, with the revenue then to be used to support a number of improvements and maintenance programs for Sydney Trains in accordance with the public benefit test provisions identified in SEPP 64 and the Transport Corridor Outdoor Advertising and Signage Guidelines.

The application is integrated development, requiring concurrence from RMS (and the motorway operator) under Section 138 of the Roads Act 1993, due to the erection of the signs over a public road, being the Hills M2 Motorway.

## 2.0 Background

The overarching D/OOH Sydney Trains project will provide a valuable on-going revenue stream to Sydney Trains, with the signs intended to be privately leased for display purposes, with the revenue then to be used to support a number of improvements and maintenance programs for Sydney Trains in accordance with the public benefit test provisions identified in SEPP 64 and the Transport Corridor Outdoor Advertising and Signage Guidelines.

Digital advertising provides a further public benefit to Sydney Trains, TfNSW and emergency services to display instantaneous safety or public awareness messages. In addition to a revenue stream, the digital screens can also be used to provide important information to customers in the event of the following:

- Emergency situations;
- Sydney Trains and TfNSW promotions and events; and
- Threat-to-life alerts by NSW Government Emergency and Police Agencies.

This public benefit for Sydney Trains, TfNSW and emergency services to access digital screens to provide instantaneous messaging to road users passing under or by the sites, is a significant component of the digital signage program to provide a benefit to the public in certain locations around Sydney.

This application forms part of a broader tranche of works, with multiple sites being considered. Tranche 1 of the project includes the following sites:

- Site 1: Woolloomooloo – M1 Rail Bridge;
- Site 6: Epping M2 (Western Side) and Site 5: Epping M2 (Eastern Side);
- Site 3: Sydney CBD Sussex St;
- Site 2: Pyrmont Western Distributor North (B);
- Site 21: Rhodes, Homebush Bay Dr (Southern side);
- Site 10: Chatswood, Albert Ave (Eastern and Western Side); and
- Site 13: Chatswood, Help St (Western and Eastern Side).

Each existing and proposed location is situated within 'Transport Corridor Land' as it is defined by Clause 16 of *State Environmental Planning Policy Number 64 – Advertising and Signage* (SEPP 64).

Clause 16(1)(a) of SEPP 64 allows the Minister to grant consent to an application for the display of an advertisement by or on behalf of Sydney Trains on a railway corridor.

Each site is situated within an existing railway corridor, owned by RailCorp, with maintenance and operational responsibilities by Sydney Trains.

Clause 16(3) of SEPP 64 also stipulates that the Minister may not grant consent to the display of an advertisement in such a case unless:

- (a) the relevant local council has been notified of the development application in writing and any comments received by the Minister from the local council within 28 days have been considered by the Minister, and*
- (b) the advice of any design review panel appointed by the Minister has been considered by the Minister, and*
- (c) the Minister is satisfied that the advertisement is consistent with the Guidelines.*

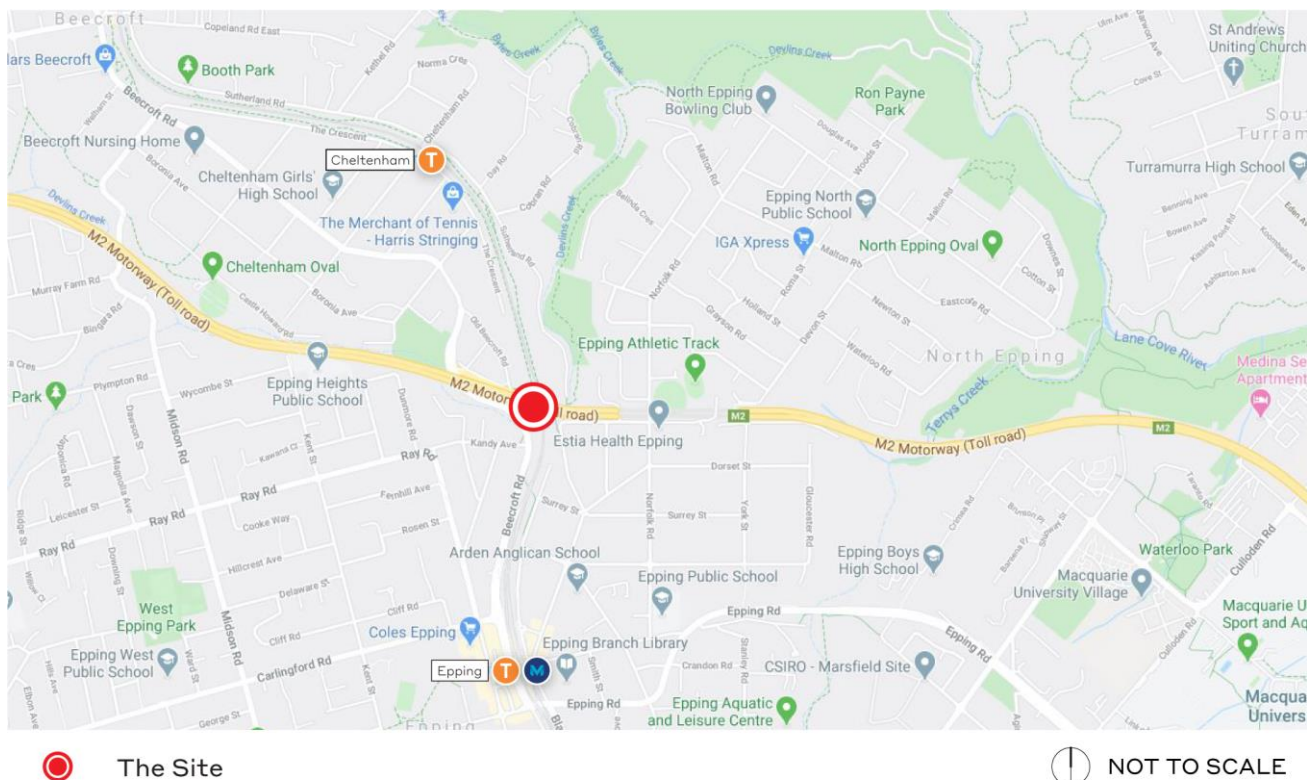
In this instance, the Guidelines are the 'Transport Corridor Outdoor Advertising and Signage Guidelines' (the Guidelines) prepared by the Department of Planning and Environment, November 2017.

## 3.0 Site Analysis

### 3.1 Site Location and Context

The site is located in Epping within the Hornsby Shire Local Government Area. The site is located along a railway overpass that is elevated above the M2 Motorway near the Beecroft Road interchange. As it is located at a major road interchange, the site and majority of its surrounding areas is zoned as *SP2 Infrastructure* under the *Hornsby Local Environmental Plan 2013*.

The site's locational context is shown at **Figure 1**.



**Figure 1 Context Map**

Source: Google Maps

### 3.2 Site Description

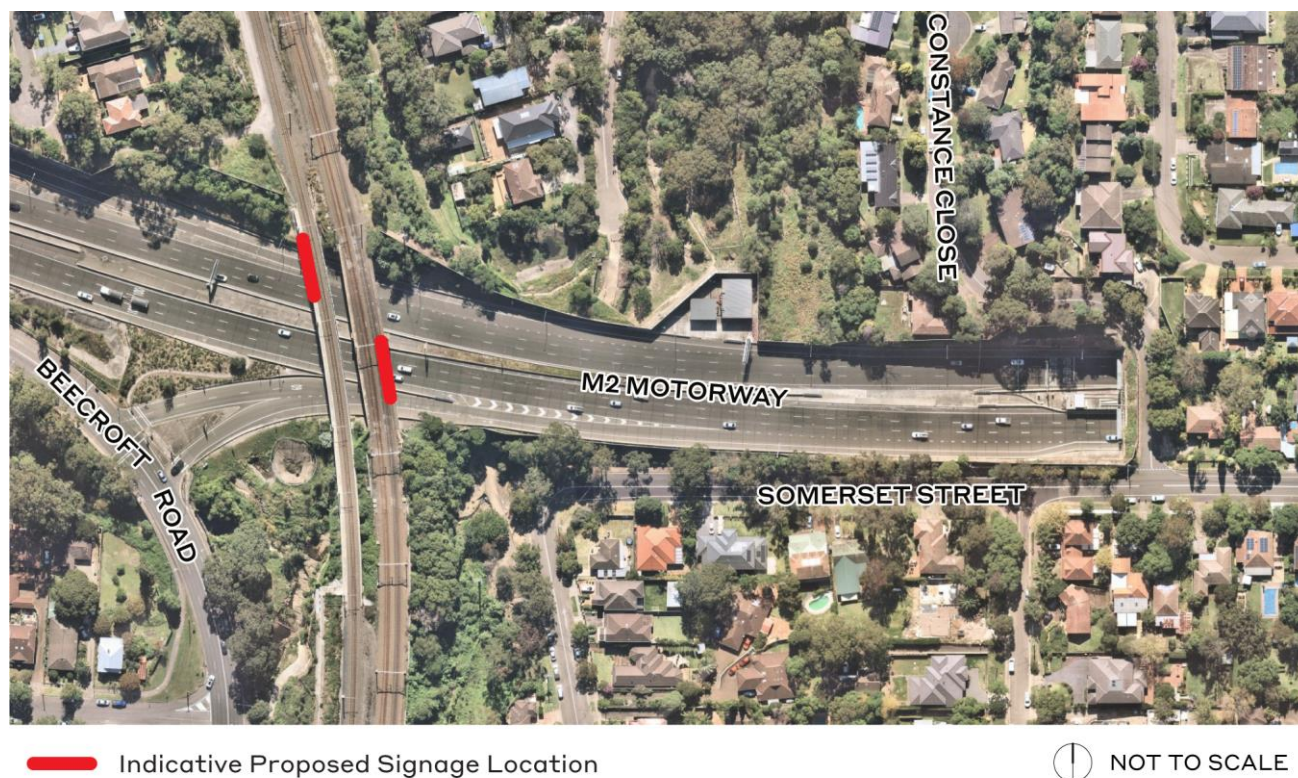
The site itself, being the railway overpass bridge asset is owned by RailCorp, and sits within the airspace of the M2 Motorway in Epping, a classified road which is managed by the RMS. The site is legally described as Lot 1012 in DP 1191769 (east) and Lot 175 in DP 1150944 (west). The bridge has an approximate width of 25m and a length of 50m across the M2 Motorway.

The site comprises an existing railway overpass which carries three separated train tracks and makes up part of the rail corridor comprising the T9 Northern Line. The rail corridor is elevated above the M2 Motorway, which carries 3 car lanes for each east and west bound direction.

The actual development area on the site is limited to the external eastern and western elevations of the railway overpass bridge only. There are no existing signs or advertising display boards on the pedestrian bridge. An aerial photo of the site is shown at **Figure 2** and site photographs are shown as **Figures 3** and **4**.

A survey plan is located at **Appendix B**.





**Figure 2** Aerial photograph of the site

Source: Nearmap / Ethos Urban



**Figure 3** View of eastern sign from the westbound breakdown lane adjacent to the road reserve on Beecroft Road

Source: Ethos Urban



**Figure 4** View of western sign from the westbound M2 breakdown lane

Source: Ethos Urban

### 3.3 Land Ownership

The site is comprised of an existing railway overpass bridge which forms part of the T9 Northern Railway Line. The bridge asset is owned by Rail Corp and it is positioned within the airspace of the M2 Motorway, which is owned by the RMS. The land is legally identified as Lot 1012 in DP 1191769 (east) and Lot 175 in DP 1150944 (west).

### 3.4 Road Environment

The Hills M2 Motorway is a 21km, six lane tollway that links the lower north shore and the north-west regions of Sydney. The motorway is owned by the RMS. The existing speed limit on the motorway is signposted at 100km/hr



and runs east/west direction. The M2 Motorway opened to traffic in May 1997 and is a key part of the Sydney Orbital Network and provides an important link between the M7 Motorway and the Lane Cove Tunnel. The M2 Motorway is a key public transport corridor with dedicated bus lanes from Beecroft Road to Windsor Road and traverses Ryde City Council, Hornsby Shire Council and The Hills Shire Council. The motorway is crossed by a number of roads, pedestrian bridges and interchanges including Kent Road Bridge and Murry Farm Road Bridge.

The land on which the existing and proposed signs are located is wholly within the corridor of the motorway.

### **3.5 Surrounding Development**

The area of the site is not characterised by predominate use of building form as it contains a myriad of commercial and retail uses, high transport connectivity options, and residential uses. The subject site is located within the Cheltenham Heritage Conservation Area.

The following development surrounds the site:

#### **North**

The general north of the site comprises of low density residential along Old Beecroft Road and Sutherland Road, as well as the continuous railway tracks that link Epping Railway Station to Cheltenham Railway Station. Devlins Creek and the Lane Cove Valley Walk are also located near to the north eastern boundaries of the site. The Beecroft – Cheltenham Heritage Conservation Area (HCA) extends to the north of the site.

#### **East**

The M2 Motorway travels in an east/west direction with the predominant land use to the east comprising of the motorway. Approximately 275m from the site, the M2 Motorway turns into a tunnel of 460m. The land uses elevated above the M2 include low density residential and Epping Oval.

#### **South**

The immediate south of the site comprises of a small parcel of land that is identified as RE1 Public Recreation and includes the key pedestrian and cyclist footpath for all traffic travelling east. This parcel of land is referred to as Beecroft Road Reserve. The general south of the site comprises of low density residential. Further south is the Epping Railway Station and the local centre, which comprises of a variety of mixed-use facilities. A local heritage item is also identified south of the site along Beecroft Road, which is a stone causeway over Devlins Creek (no. A40).

#### **West**

The M2 Motorway travels in an east/west direction with the predominant land use to the west comprising of the motorway. Further west of the site is inclusive of the Beecroft Road Bridge that is located within the airspace of the M2 Motorway, travelling in a north/south direction.

## 4.0 Description of Proposed Development

This DA seeks approval for the installation of two digital advertising signs proposed at the eastern and western elevation of the existing railway overpass bridge, above the M2 Motorway. Signage supporting structure including framework, wiring, electrical and communications are also proposed to be installed.

The visual display boards will each be 12.4m in width and 3.2m in height and will comprise an area of 39.68m<sup>2</sup> each. The visual display boards will sit atop an aluminium composite material (ACM) cladded backing which is proposed to be 15.5m in width and 3.3m in height and will support the visual display board. The location of the signs is provided on the site aerial context map at **Figure 2**.

The proposed signage will comprise of digital display boards which will be used for the advertisement of third-party advertisers including Government bodies to display emergency information.

Signage Plans which identify the specifications of each sign have been prepared by Ethos Urban and are provided at **Appendix A**. A summary of the proposed signs and a numerical breakdown of each are provided in below. A photomontage of the proposed development is shown at **Figure 5** and **Figure 6**.

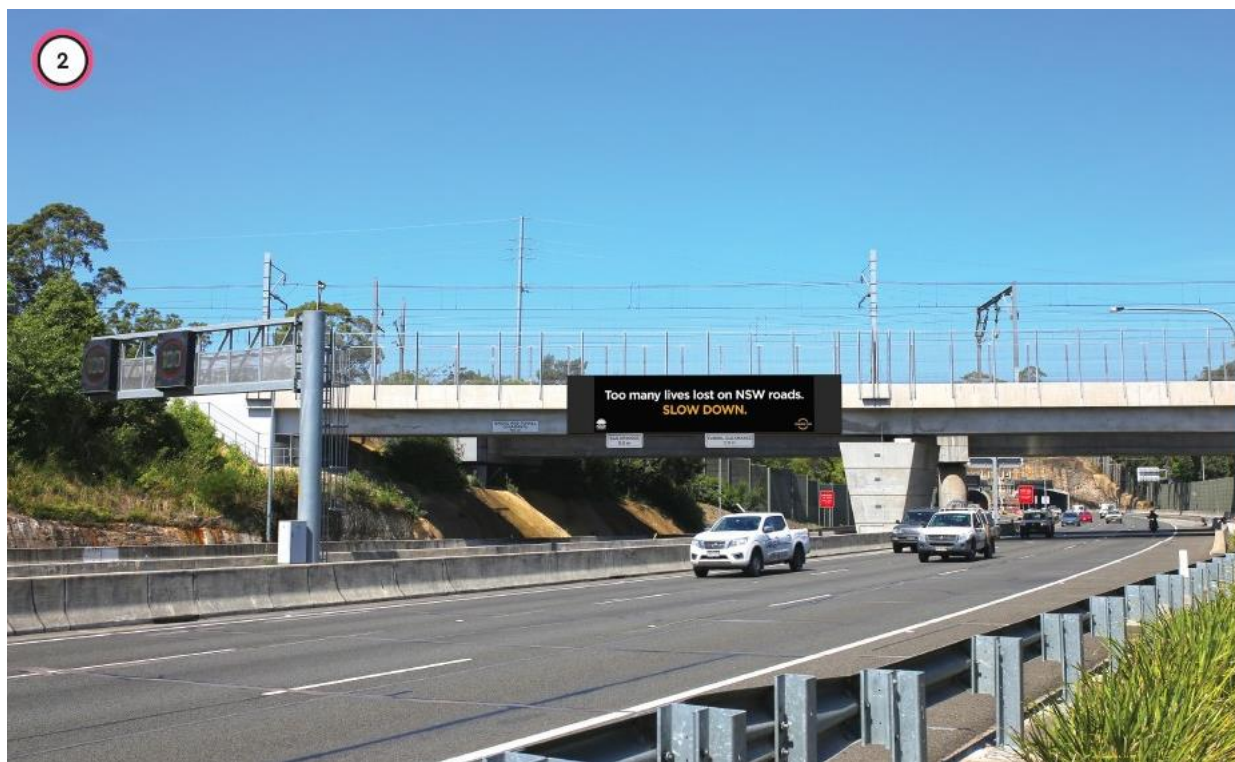
**Table 1 Description of Proposed Signage**

Location	Materiality and Construction	Proposed Dimensions	Illumination
Eastern Elevation	Visual digital display board affixed onto an ACM cladded backboard	<ul style="list-style-type: none"> <li>12.4m (w) x 3.2m (h) visual display board</li> <li>15.5m (w) x 3.3m (h) ACM cladded backboard support</li> </ul>	Yes
Western Elevation	Visual digital display board affixed onto an ACM cladded backboard	<ul style="list-style-type: none"> <li>12.4m (w) x 3.2m (h) visual display board</li> <li>15.5m (w) x 3.3m (h) ACM cladded backboard support</li> </ul>	Yes



**Figure 5 Eastern Elevation Photomontage**

Source: Ethos Urban



**Figure 6 Western Elevation Photomontage**

Source: Ethos Urban

#### 4.1 Digital LED Screen Operation and Content Management

A private operator will operate the content management system for the advertising signage. This management system ensures that unapproved content is not downloaded either by mistake or without appropriate authorisation.

The visual display board will display content in feed cycles that are sequentially rotated on a loop cycle. Static digital advertisements will appear on the screen for a 25 second dwell time before changing to a new static digital image. There will be a 0.1 second transition time between images, which appears instantaneous. This is consistent with the Digital Guidelines formulated by TfNSW, DPIE and the Outdoor Media Association.

An operator will implement content controls for the proposed signage, including:

- no tobacco products;
- no overtly religious advertising;
- no advertising that contains overt and sexually graphic images; and
- no pornography and illegal drugs.

All advertising copy material will comply with the:

- Australian Advertising Industry Code of Conduct; and
- The Outdoor Media Association's Code of Conduct.

## 5.0 Assessment of Planning Matters

Under Section 4.15(1) of the EP&A Act, in determining a development application the consent authority must take into consideration a range of matters relevant to the development including the provisions of environmental planning instruments; impacts of the built and natural environment, the social and economic impacts of the development; the suitability of the site; and whether the public interest would be served by development.

This section considers the planning issues relevant to the proposed development and provides an assessment of the relevant matters prescribed in section 4.15(1) of the EP&A Act.

### 5.1 Environmental Planning Legislation and Instruments

The DA's consistency and compliance with the relevant environmental planning instruments is considered in the sections below.

#### 5.1.1 Environmental Planning and Assessment Act 1979

Development in NSW is regulated pursuant to the EP&A Act, which applies to all development in NSW and sets out the procedures and objects for all development.

In particular, this application is to be considered as a Crown DA per Part 4 Division 4.6, being an application lodged by an authority that is prescribed as the Crown for the purposes of Division 4.6. Sydney Trains, through Transport for NSW, are identified as a public authority. The Minister for Planning is the consent authority for this application, under SEPP 64 (**Section 5.1.3**).

#### 5.1.2 Roads Act 1993

The *Roads Act 1993* provides procedures for opening and closing public roads and establishes the authorities responsible for roads. Section 138 of the Act states that the consent of the appropriate roads authority is required to:

- *erect a structure or carry out a work in, on or over a public road, or*
- *dig up or disturb with a structure, work or tree on a public road, or*
- *remove or interfere with a structure, work or tree on a public road, or*
- *pump water into a public road from any land adjoining the road, or*
- *connect a road (whether public or private) to a classified road.*

As the M2 Motorway is a classified road, Section 138(2) states that a consent may not be given with respect to a classified road except with the concurrence of RMS. Under Section 138(3), the RMS must consult with an applicant (who is a public authority) before deciding whether or not to grant concurrence.

Due to the erection of the signs over a public land, being the M2 Motorway, the applicant will be referred to the RMS in accordance with Section 138(3) of the Roads Act.

#### 5.1.3 State Environmental Planning Policy No. 64 – Advertising and Signage (SEPP 64)

State Environmental Planning Policy No. 64 – Advertising and Signage (SEPP 64) applies to all signage that under an environmental planning instrument can be displayed with or without development consent and is visible from any public place or public reserve.

The proposed signage is a type of advertisement signage since it will display third party advertisements. As such, Part 3 of SEPP 64 relating to advertising applies to the proposal. Additionally, due to the nature of the proposed signage and its location fronting a classified road, consideration has been given to the impact of the proposal on road safety and compliance with the Transport Corridor Outdoor Advertising and Signage Guidelines (OASG). An assessment of the proposal in relation to road safety and the OASG is provided in **Section 5.3**.



Part 3, Clause 12 of SEPP 64 identifies the consent authority as the Minister for Planning, and that the consent authority must consider whether the proposal is consistent with the objectives of SEPP 64 as outlined in Clause 3(1a).

The proposed development is consistent with the aims and objectives of SEPP 64 in that it:

- The size and scale of the signage is appropriate for the broader context in which the sign is located;
- Does not block any significant views and will not adversely impact the amenity of future character of the surrounding area;
- Does not block any road signs or signals;
- Is of a high quality design and finish, in an orientation that is unusual and visually appealing for advertising signage; and
- Will provide a public benefit through the revenue generated from the advertising sign which will contribute to improving services and rail infrastructure by Sydney Trains.

The proposal will have acceptable impacts and achieves compliance with the assessment criteria prescribed in Schedule 1 of SEPP 64, as detailed in **Table 2** below.

An assessment of the DA's consistency and compliance with Schedule 1 of SEPP 64 is in **Table 2** below.

**Table 2 SEPP 64 Assessment**

Objective	Assessment	Compliance
<b>1 Character of the Area</b>		
Is the proposal compatible with the existing or desired future character of the area or locality in which it is proposed to be located?	The surrounding area is characterised by a highly dominant motorway land use, and the proposed signage is compatible with the surrounding area.	✓
Is the proposal consistent with a particular theme for outdoor advertising in the area or locality?	Yes, the proposal is considered consistent with particular themes for outdoor signage relating to outdoor advertising structures in that it will be able to be utilised for displaying emergency messages or threat-to-life alerts by NSW Government	✓
<b>2 Special Areas</b>		
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?	The proposal does not detract from the visual quality of the area and is not within any environmentally sensitive area, natural conservation area, open space areas, waterway, rural landscape, or in direct proximity to residential development. Despite the site being situated within a heritage conservation area, the proposal will not cause any adverse impacts on the character of the area.	✓
<b>3 Views and Vistas</b>		
Does the proposal obscure or compromise important views?	The proposal does not obscure or compromise important views. It does not protrude above any structure or block any existing vista.	✓
Does the proposal dominate the skyline and reduce the quality of vistas?	No, the proposal is not protruding above any structure into the skyline.	✓
Does the proposal respect the viewing rights of other advertisers?	The proposed signage is of a scale that will respect the viewing right of other signage.	✓
<b>4 Streetscape, setting or landscape</b>		
Is the scale, proportion and form of the proposal appropriate for the streetscape, setting or landscape?	The scale, proportion and form of the proposal is considered appropriate as it responds to the overall size of the overpass bridge and reflects the scale of similar advertising signage elsewhere on the M2 Motorway.	✓
Does the proposal contribute to the visual interest of the streetscape, setting or landscape?	The proposal will improve the visual interest of the roadway by facilitating high quality advertising signage that integrates with the architectural characteristics of the existing overpass bridge.	✓



Objective	Assessment	Compliance
Does the proposal reduce clutter by rationalising and simplifying existing advertising?	There is no existing advertising signage at the subject site.	✓
Does the proposal screen unsightliness?	The proposal does not screen unsightliness.	✓
Does the proposal protrude above buildings, structures or tree canopies in the area or locality?	The advertising sign structure does not protrude above the pedestrian bridge on which it is affixed to.	✓
Does the proposal require ongoing vegetation management?	The proposal does not require any ongoing vegetation management.	✓
<b>5 Site and Building</b>		
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?	The proposal has been carefully designed to be compatible with the scale, proportions, and presentation of the railway overpass at the M2 Motorway. The scale of the proposal is considered to be appropriate for the context of the site and will support the character of the area.	✓
Does the proposal respect important features of the site or building, or both?	The proposal is respectful in its design and will not dominate the surrounding locality or detract from any of the important features of the overpass.	✓
Does the proposal show innovation and imagination in its relationship to the site or building, or both?	Yes. The proposal is considered to exemplify innovation in regard to the digital display board allowing a reel of display advertisements and other important civic messages including emergency responses or tourism and events advertising. The proposal has been specifically designed to recognise the importance of displaying accurate information and events that will contribute to the area.	✓
<b>6 Associated devices and logos with advertisements and advertising structures</b>		
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?	The visual display screen is central to the design of the proposed advertising signs. The proposed signage will be mounted directly to the side elevations of the existing railway overpass bridge, affixed to an ACM clad backboard but does not rely on any additional external structures or platforms.	✓
<b>7 Illumination</b>		
Would illumination result in unacceptable glare?	The proposed signage does not result in unacceptable glare. Refer to the Lighting Report at <b>Appendix G</b> .	✓
Would illumination affect safety for pedestrians, vehicles or aircraft?	The illumination will not affect safety for pedestrians, vehicles or aircraft. The visual displays will be static and non-moving.	✓
Would illumination detract from the amenity of any residence or other form of accommodation?	The illumination will not detract from the amenity of any residence or other form of accommodation.	✓
Can the intensity of the illumination be adjusted, if necessary?	Yes, the intensity of the illumination can be adjusted if it is found necessary.	✓
Is the illumination subject to a curfew?	The proposal does not include an illumination curfew.	✓
<b>8 Safety</b>		
Would the proposal reduce safety for any public road?	The proposed visual display board will not display any flashing, moving or distracting content to road traffic along the M2 Motorway. It will be a static image that is illuminated only, consistent with other advertising signs along road the motorway and within the LGA.	✓
Would the proposal reduce safety for pedestrians/cyclists?	The proposal is not considered to reduce safety for pedestrians or cyclists as it is not positioned to interfere with any existing footpath or cycleway.	✓
Would the proposal reduce the safety for pedestrians, particularly children, by obscuring sightlines from public areas?	The proposal is unlikely to pose a safety threat for pedestrians or children as it does not block any significant sightlines from public areas of key importance.	✓

Additionally, it is important to note that Clause 16(1) of SEPP 64 states that the display of an advertisement on transport corridor land is permissible with development consent if it is the display of an advertisement by or on behalf of Rail Corp, NSW Trains, Sydney Trains, Sydney Metro or TfNSW on a railway corridor. Or, if it is the display of an advertisement by or behalf of RMS on a bridge constructed by or on behalf of the RMS, or if it is on land that is owned, occupied or managed by RMS and that is within 250 metres of a classified road.

#### 5.1.4 Hornsby Local Environmental Plan 2013

The site is subject to the controls of the Hornsby Local Environmental Plan 2013 (HLEP 2013) and is located within the SP2 Infrastructure zone. The proposed sign is permissible with consent as it is considered ancillary to the existing railway corridor. The proposal is consistent with the objectives of SP2 zone in that it will contribute to the display of advertising which will generate revenue used to maintain and enhance existing Sydney Train assets and services which form a key part of the transport network in Sydney.

#### 5.2 Hornsby Development Control Plan 2013

The proposed development is consistent with the relevant controls and objectives of the Hornsby Development Control Plan 2013 (DCP). As required under Section 4.15(3A) of the EP&A Act, a consent authority is required to apply DCP provisions flexibly and allow reasonable alternative solutions that achieve the objects of those standards. The assessment below is provided for context in terms of providing a full assessment of the proposed signage.

Where alternate solutions to the provisions are proposed, they are identified in the following sections of this environmental assessment.

**Table 3 Assessment against the Hornsby Development Control Plan 2013**

Control	Assessment	Compliance
<b>1C.2.11 Signage</b>		
a. Signs should be designed and located to: <ul style="list-style-type: none"> <li>relate to the use of the premises,</li> <li>be consistent with best practice guidelines,</li> <li>be integrated with the architecture of the supporting building, not obscure significant architectural features and maintain the dominance of the architecture,</li> <li>be limited in number to avoid cluttering, distraction and unnecessary repetition,</li> <li>not cover mechanical ventilation inlets or outlets,</li> <li>not comprise a roof sign,</li> <li>not compromise road or pedestrian safety, be a minimum of 2.6m above any footpath where the sign is not flush with the wall, and</li> <li>be at least 600mm from a kerb or roadway edge where the sign is over a public road.</li> </ul>	Not applicable to the proposal. The design of the proposal is however integrated with the existing architecture of the overpass bridge. Additionally, the proposal will not result in visual clutter, distractions or repetition.	N/A
b. In addition to the above, illumination of signage should: <ul style="list-style-type: none"> <li>be integrated with the design of the sign,</li> <li>not cause light spillage into nearby residential properties,</li> <li>not use complex displays, moving signs, flashing lights or the like that hold driver's attention beyond 'glance appreciation', and</li> <li>be fitted with an automatic timing device, controlling the illumination hours.</li> </ul>	The signage is proposed to be illuminated, however, the signs will not cause any light spillage into nearby residential properties. The signs will present static advertisements and do not include any movement or flashing, therefore avoiding distractions to drivers.	✓
c. In residential zones, signage should not be illuminated	The sign is not located within a residential zone.	✓
d. All commercial advertising should comply with SEPP 64	This is compliant. Refer to <b>Section 5.1.2</b> of this SEE.	✓

Control	Assessment	Compliance
9.3 Heritage Conservation Areas		
9.3.1 General Design Provisions		
a. Development should respect the significant characteristics of the Heritage Conservation Area, as detailed in the applicable Character Statement on this Part.	The proposal has been designed accordingly and is respectful to the character of the Heritage Conservation area.	✓
j. Contemporary design should be sympathetic to the characteristic built form of the conservation area, particularly in terms of bulk, scale, height form or materials.	Refer to the Heritage Impact Statement attached at <b>Appendix C</b> for further details.	✓
l. Materials used should complement the period and style of the building, and the conservation area.		✓
9.3.6 Beecroft – Cheltenham Heritage Conservation Area – The Gullies Precinct		
s. Development of the gullies and less accessible edges of the Field of Mars Common occurred from the 1960s. The eastern edge of the Common is still clearly discernible.	The proposal relates only to advertising signage along the railway overpass bridge on the M2 Motorway. Even though the provisions of the Gullies Precinct do not specifically apply to the proposal, the heritage value and significance will be maintained.	✓
t. The land is typically sloping and includes bluffs and rock outcrops, with some original and regrowth forest communities.		✓
u. The subdivision pattern is irregular with some cul-de-sacs.	Refer to the Heritage Impact Statement attached at <b>Appendix C</b> for further details.	✓
v. Development is mostly from the post war and modern periods in a mix of single and two storey built form.		✓

### 5.3 Transport Corridor Outdoor Advertising and Signage Guidelines

The Transport Corridor Outdoor Advertising and Signage Guidelines (the Guidelines) describes the necessary requirements and assessment criteria in which this development application must meet. As the site is not located on transport corridor land rather adjacent to a state-controlled road, this assessment is required to be considered by the TfNSW in granting their concurrence. The proposed development achieves general compliance with the requirements as to minimise any risks on the surrounding road network as a result of the proposed development.

An assessment of the proposed development against The Guidelines is assessed below in **Table 4**.

**Table 4 Transport Corridor Outdoor Advertising Signage Guidelines Assessment**

Guideline	Assessment	Compliance
<b>Land Use Compatibility Criteria</b>		
<i>The use of outdoor advertising in a given locality should not be inconsistent with the land use objectives for the area outlined in the relevant LEP.</i>	The proposed signage is permissible with consent within the SP2 zone as it is considered ancillary to the existing railway corridor.	✓
<p>(ii) Advertisements must not be placed on land where the signage is visible from the following areas, if it is likely to significantly impact on the amenity of those areas:</p> <ul style="list-style-type: none"> <li>environmentally sensitive area</li> <li>heritage area (excluding railway stations)</li> <li>natural or other conservation area</li> <li>open space (excluding sponsorship advertising at sporting facilities in public recreation zones)</li> <li>Waterway</li> <li>residential area (but not including a mixed residential and business zone, or similar zones)</li> <li>scenic protection area</li> <li>national park or nature reserve.</li> </ul>	Despite being located within a heritage conservation area, the proposed signage will not detract from the heritage value or significance. The proposed signage will not be visible from any sensitive receivers.	✓

Guideline	Assessment	Compliance
(iii) Advertising structures should not be located so as to dominate or protrude significantly above the skyline or to obscure or compromise significant scenic views or views that add to the character of the area.	The proposed signs do not protrude above the skyline nor will they compromise any existing scenic views across the site.	✓
(iv) Advertising structures should not be located so as to diminish the heritage values of items or areas of local, regional or state heritage significance	A Heritage Impact Statement is provided at <b>Appendix C</b> and found that the overall impact is minor and that any significant heritage impact is unlikely.	✓
(v) Where possible, advertising structures should be placed within the context of other built structures in preference to non-built areas. Where possible, signage should be used to enhance the visual landscape. For example, signs may be positioned adjacent to, or screening, unsightly aspects of a landscape, industrial sites or infrastructure such as railway lines or power lines.	The signs are proposed to be affixed to an existing RailCorp asset and is located within a highly urbanised setting that will gain exposure to significant volumes of vehicular traffic. The proposal does not screen unsightliness.	✓
<b>Free Standing Advertisements Criteria</b>		
(a) The advertising structure must not protrude above the dominant skyline, including any buildings, infrastructure or tree canopies, when viewed from ground level within a visual catchment of 1km. Note: This impact should be measured from the vehicle approach location and any other critical viewpoints.	The proposed signs do not protrude above the skyline, infrastructure or any tree canopies.	✓
(b) Where the sign is in a transport corridor a landscape management plan may be required as part of the DA approval for a freestanding advertisement. This may include requirements to provide appropriate vegetation behind and adjacent to the advertising structure to minimise unintended visual impacts. Landscaping should include trees, shrubs and ground covers to provide adequate screening, softening, colour, soil stabilisation and weed reduction.	N/A. No ongoing vegetation management is required.	✓
<b>Digital Signs</b>		
(a) Each advertisement must be displayed in a completely static manner, without any motion, for the approved dwell time as per criterion (d) below.	Complies. The visual display board will not facilitate any moving, flashing or non-static advertisements. They will be static and illuminated only.	✓
(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.	No message sequencing will be proposed. Each advertisement will be contained to one static slide only.	✓
(c) The image must not be capable of being mistaken: <ul style="list-style-type: none"> <li>For a prescribed traffic control device because it has, for example, red amber or green circles, octagons, crosses or triangles or shapes or patterns that may result in the advertisement being mistaken for a prescribed traffic control device.</li> <li>As text providing driving instructions to drivers.</li> </ul>	No such imagery will be displayed as part of the advertising reel.	✓
(d) Dwell times for image display must not be less than: <ol style="list-style-type: none"> <li>10 seconds for areas where the speed limit is below 80 km/h</li> <li>25 seconds for areas where the speed limit is 80km/h and over.</li> </ol>	The dwell time for image display will be limited to 25 seconds.	✓
The transition time between messages must be no longer than 0.1 seconds, and in the event of image failure, the default image must be a black screen.	Complies.	✓
(e) Luminance levels must comply with the requirements in Section 3 below.	Complies.	✓

Guideline	Assessment	Compliance
(f) <i>The images displayed on the sign must not otherwise unreasonably dazzle or distract drivers without limitation to their colouring or contain flickering or flashing content.</i>	Complies. Advertising content will be managed so that there will be no opportunity for driver distraction.	✓
(g) <i>Any sign that is within 250m of a classified road and is visible from a school zone must be switched to a fixed display during school zone hours.</i>	N/A	✓
(h) <i>Each sign proposal must be assessed on a case-by-case basis including replacement of an existing fixed, scrolling or tri-vision sign with a digital sign, and in the instance of a sign being visible from each direction, both directions for each location must be assessed on their own merits.</i>	Noted.	✓
(i) <i>At any time, including where the speed limit in the area of the sign is changed, if detrimental effect is identified on road safety post installation of a digital sign, RMS reserves the right to re-assess the site using an independent RMS-accredited road safety auditor. Any safety issues identified by the auditor and options for rectifying the issues are to be discussed between RMS and the sign owner and operator.</i>	Noted.	✓
(j) <i>Sign spacing should limit drivers' view to a single sign at any given time with a distance of no less than 150m between signs in any one corridor. Exemptions for low speed, high pedestrian zones or CBD zones will be assessed by RMS as part of their concurrence role.</i>	N/A.	N/A
(k) <i>Signs greater than or equal to 20sqm must obtain RMS concurrence and must ensure the following minimum vertical clearances;</i> i. <i>2.5m from lowest point of the sign above the road surface if located outside the clear zone</i> ii. <i>5.5m from lowest point of the sign above the road surface if located within the clear zone (including shoulders and traffic lanes) or the deflection zone of a safety barrier if a safety barrier is installed.</i>  <i>If attached to road infrastructure (such as an overpass), the sign must be located so that no portion of the advertising sign is lower than the minimum vertical clearance under the overpass or supporting structure at the corresponding location.</i>	Noted. Concurrence with TfNSW will be sought as part of this DA. A clearance distance of 5500mm will be adopted.	✓
(l) <i>An electronic log of a sign's operational activity must be maintained by the operator for the duration of the development consent and be available to the consent authority and/or RMS to allow a review of the sign's activity in case of a complaint.</i>	Noted and will comply.	✓
(m) <i>A road safety check which focuses on the effects of the placement and operation of all signs over 20sqm must be carried out in accordance with Part 3 of the RMS Guidelines for Road Safety Audit Practices after a 12 month period of operation but within 18 months of the signs installation. The road safety check must be carried out by an independent RMS-accredited road safety auditor who did not contribute to the original application documentation. A copy of the report is to be provided to RMS and any safety concerns identified by the auditor relating to the operation or installation of the sign must be rectified by the applicant. In cases where the applicant is the RMS, the report is to be provided to the Department of Planning and Environment as well.</i>	Noted and will comply.	✓



### Section 3: Advertisements and Road Safety

An assessment of the location of the proposed digital advertising sign has been prepared by TTPP and can be found at **Appendix D**. This report includes an assessment of the proposed development against Section 3.2 of the Guidelines. The assessment confirms the proposals compliance with Section 3.2 of The Guidelines in that:

- The signs will not protrude below the underside of the railway bridge, and thus the vertical clearance will be maintained as per existing conditions. No risk of pedestrian, vehicle or cyclist movements will be obstructed as a result of the signage positioning. A minimum clearance of 5.5m will be maintained.
- No RMS-approved crash barrier is necessary as the signs will be installed on both sides of the railway bridge which is positioned above the M2 Motorway and outside the clear zone.
- The signs will be designed in accordance with Australian Standards AS1170.1 and AS1170.2 to meet the requirements for wind loading.
- The signs will not limit any visibility of the broader M2 Motorway road alignment to motorists as it is positioned wholly within the envelope of the existing bridge. It will not protrude below or above the existing bridge structures.
- The proposed signage is located within a driver's line of sight for both east and westbound movements on the M2 Motorway with visible distances of up to 400m and 320m respectively. As the signs are placed above the road, the driver would not be required to turn away from the road in order to view the digital signage.
- The minimum safe sight distance is calculated to be 179m. The existing merge point for the on-ramp (from Beecroft Road) is approximately 150m in length. Notably, the beginning of the merge point is located beneath the railway bridge and beyond the visible distance of the digital signage. The digital signage will be visible for a distance of 310m on the approach whilst travelling along the on-ramp, therefore a driver will have long exposure time upon approach to the digital signage. The point where a driver can merge from the on-ramp is located beneath the railway bridge and at this point, the driver would not be focused on the digital signage as it would be out-of-view. With this, the proposed signage would not be expected to affect road safety as a result of its location.
- The proposal seeks to propose a 25 second dwell time, which is consistent with the requirements of The Guidelines.

### Section 4: Public Benefit Test for Advertisement Proposals

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.

Sydney Trains advise that advertising assets within transport and rail corridors generate revenue for the NSW Government that can be used to fund upgrades to essential public infrastructure and other rail programs. Refer to **Appendix H**.

On 4 December 2013, the then Minister for Transport, released a statement advising that the income raised from advertising contracts will be spent on improvements to Sydney Trains services. The signs proposed under the wider program (explained in **Section 2.0**) will contribute substantial revenue to the improvement of Sydney Train services and infrastructure, benefitting all users of the Sydney Train network.

In addition to a revenue stream, the digital screen will also be used to provide important Sydney Trains, NSW Government and City of Sydney information to the community in the event of the following:

- Emergency or unplanned operations;
- Any other station emergency;
- Any major disruption which is likely to cause delays to train running times;
- Sydney Trains promotions and events; and
- Amber messaging alerts by NSW Government Emergency and Police Agencies.

The proposal is considered to comply with the public benefit test provisions.

## 5.4 Pedestrian and Road Safety

A Road Safety Report for the proposal has been undertaken by TTPP in relation to the proposed digital advertising display signs on each elevation of the railway bridge and is provided at **Appendix D**.

The report assesses the potential risk to road users posed by the proposed signage, relative to the illuminated levels on road safety and location of the proposed signs in relation to the on-ramp merge and diversion points in this location. The Guidelines stipulate that the dwell time for an image display must not be less than 25 seconds for areas where the speed limit is over 80km/h. The digital signage is proposed in an area that is zoned 100km/h, and thus, a minimum dwell time of 25 seconds has been proposed and is therefore consistent with the Guidelines. The proposal maintains a sufficient height clearance of 5.5m above the road carriageway and will not protrude above or below the existing bridge structure which will maintain visibility and sight lines for motorists of the broader M2 Motorway carriageway and will not impinge on motorist comfort.

Historically, there is a low number of crashes recorded in this section of the M2 Motorway, and therefore it is deemed to be a low risk area. Based on these findings of the assessment, the report generally concludes that no unacceptable road safety concerns have been identified within the installation of the proposed digital signs and that the proposal can be supported.

Subject to the implementation of the road safety recommendations, it is considered that the illumination levels from the proposed digital signs will not present an unacceptable level of risk to road users. The signs are located in an area that is subject to existing illumination levels due to its use as a highway. The signage will be operated in accordance with the Guidelines, or to stricter standards where required, and can therefore be supported.

## 5.5 Visual Impact

Ethos Urban has undertaken a Visual Impact Assessment (VIA) of potential visual impacts (**Appendix E**) for the proposed advertising signage in accordance with SEPP 64 and the Guidelines.

The assessment finds that the proposal has a relatively small and localised viewshed, which is mainly confined to the M2 Motorway and immediately adjoining areas. The report highlights the sensitivity, magnitude and significance of visual impact from two viewpoints including the eastern side and the western side of the M2 Motorway. The proposals visual impact is considered to be negligible to low and the proposal can therefore be supported on visual impact grounds.

## 5.6 Structural Design

A Structural Feasibility Statement has been prepared by Northrop (**Appendix F**) which assesses the structural details of the sign in the context of the railway overpass bridge.

The report notes that the signage would consist of vinyl sheeting or similar with a printed display and associated lighting elements. The screen dead loads are estimated to be in the order of 55km/m<sup>2</sup> with the overall weight of the sign (excluding additional fixings, supporting steelwork, access walkways etc) being approximately 5 tonnes.

The report concludes that the proposed additional dead loading represents an increase of approximately 3% of the current design of the western bridge and less than 2% of the eastern bridge. Given that the western bridge was constructed in 2016, it is expected that the structure is in good condition and can maintain the additional deadload. The condition of the eastern bridge should also be reasonable considering it was constructed in 1996.

## 5.7 Lighting Impacts

An Evaluation of Lighting Impact has been prepared by Lighting, Art + Science (**Appendix G**) to assess the light obstruction of the proposed signage. The proposal has been assessed in accordance with the relevant Australian Standards (AS/NZS4282), DPIE's Guidelines and Section 9.21 of the CASA Manual of Standards Part 139- Aerodromes and confirms that the proposal is fully compliant with these standards and Guidelines.

## 5.8 Heritage

A Heritage Impact Statement has been prepared by NGH (**Appendix C**). The assessment has identified the following heritage items that are located within 200m of the site:

- A40 – Stone Causeway over Devlin's Creek;
- I357 – Bushland;
- C2 – Beecroft – Cheltenham Conservation Area; and
- C9 – East Epping Conservation Area.

While the proposed works will take place within the Beecroft – Cheltenham Heritage Conservation Area (HCA), the works will not physically impact the heritage significance of the area or the surrounding heritage items. The proposed works will respect the heritage significance of the area as it will be contained within an area that has already been built up with a major road, railway bridge, and related infrastructure and that is physically removed from the streetscapes of Epping.

The railway overpass bridge which the signs are proposed to be installed on is not of heritage significance, and the four identified items within proximity to the site will not be impacted upon physically or visually by the works. The report concludes that the proposal will not result in any negative heritage impact to the area.

## 5.9 Social and Economic Impact

Positive social and economic impacts are expected to result from the proposed development, including:

- direct and broader economic benefits from the capital investment associated with the development, namely the proposed revenue to Sydney Trains to enable upgrade and maintenance of other rail infrastructure;
- economic and social benefits arising from the development of new digital signage with the capability of delivering emergency messaging as required for motorists of the transport corridor;
- social benefits arising from the provision of improved safety for maintenance and deleting the need to replace signage; and
- the project is shovel ready, pending determination of applications, to generate jobs in the delivery of the signage structures which is of a strong importance in the current COVID-19 climate.

## 5.10 Suitability of the site for the development

The characteristics of the site, its land use context and its location are described in **Section 3** of this report. The site is suitable in accommodating the proposed redevelopment for the following reasons:

- it is of sufficient permissible size (as per Clause 17 of SEPP 64), configuration topography and is not environmentally constrained;
- it is compatible with the character of the transport corridor within the local context;
- investigations into traffic safety and lighting impact conclude the proposal will not give rise to any adverse environmental amenity and traffic safety impacts;
- it will not result in any significant unacceptable offsite impacts that limit the use or enjoyment of nearby or adjoining land;
- the proposal will deliver an effective income stream that will be used to fund the ongoing improvements to rail infrastructure and services being undertaken by Sydney Trains;
- the signs can provide service and public information announcements as required along a major road;
- the proposal complies with the relevant statutory and policy provisions that govern outdoor advertising signage and LED technology;
- the proposed new digital advertising signboard on a monopole structure can occur without sterilising or diminishing the development potential of the rail corridor land in the medium to long term; and
- the proposal will not result in any adverse impacts on nearby heritage items.

Accordingly, it can be concluded that the site is entirely suitable to accommodate the nature and scale of the proposal.

### 5.11 Public Interest

The application has considered and satisfies the various public interest matters, in so far as it will result in:

- A development promoted by the permissible uses and objectives of the zone.
- The proposed sign would not improve any significant impacts on surrounding development and is generally consistent with the objectives and requirements of relevant planning instruments.
- The proposal satisfies the public benefit test requirements in the SEPP 64 as it would provide a public benefit by way of providing revenue that can be used to fund public amenities as well as upgrades to essential public infrastructure and other rail programs.
- The proposed sign is of high design quality and is compatible with the existing infrastructure on which it is affixed to as well as the surrounding local character.

Noting the above, the proposal provides a balanced outcome to the various public interests vested in the proposed development and the surrounding area. Accordingly, at this stage of the Development Application process it can be concluded that the proposed development is entirely in the public interest.

## 6.0 Conclusion

The proposed development seeks approval for two new digital advertising signs on an existing Rail Corp asset, the railway overpass bridge elevated above the M2 Motorway.

This SEE has provided a detailed assessment of the proposal against the relevant matters under Section 4.15(1) of the EP&A Act. The application is recommended for approval given the following reasons:

- The proposed development is consistent with the aims and objectives of the Hornsby LEP and is permissible with consent.
- The proposed signage has been designed in accordance with the relevant provisions outlined in SEPP 64 and DPIE's Transport Corridor Outdoor Advertising and Signage Guidelines;
- The proposal satisfies the public benefit test requirements in the SEPP 64 and Signage Guidelines as it would provide a public benefit by way of providing revenue that can be used to fund public services associated with Sydney Trains as well as upgrades to essential public infrastructure and other rail programs;
- Supporting technical studies which accompany this DA confirm that the environmental impacts associated with the proposal are generally positive and will not give rise to any adverse impacts; and
- The proposed development is suitable for the site and is in the public interest.