

# Notice of decision – Woodville Road Overpass, Granville – Digital Advertising Signage

Section 2.22 and clause 20 of Schedule 1 of the *Environmental Planning and Assessment Act 1979*

Application type	Development Application
Application number and project name	DA 10661
Applicant	Sydney Trains
Consent Authority	Minister for Planning

## Decision

The Director under delegation from the Minister for Planning has, under s.4.16 of the *Environmental Planning and Assessment Act 1979* (the Act) granted consent to the development application subject to the recommended conditions.

A copy of the development consent and conditions is available [here](#).

A copy of the Department of Planning and Environment's Assessment Report is available [here](#).

## Date of decision

6<sup>th</sup> July 2021

## Reasons for decision

The following matters were taken into consideration in making this decision:

- the relevant matters listed in section 4.15 of the Act and the additional matters listed in the statutory context section of the Department's Assessment Report;
- the prescribed matters under the *Environmental Planning and Assessment Regulation 2000*;
- the objects of the Act;
- all information submitted to the Department during the assessment of the development application;
- the findings and recommendations in the Department's Assessment Report; and
- the views of the community about the project (see Attachment 1).

The findings and recommendations set out in the Department's Assessment Report were accepted and adopted as the reasons for making this decision.

The key reasons for granting consent to the development application are as follows:

- the project is permissible with development consent under the *State Environmental Planning Policy 64 – Advertising and Signage* and is consistent with NSW Government policies including the *Transport Corridor Outdoor Advertising and Signage Guidelines* (the Guidelines) with the aim to achieve best practice for the planning and design of outdoor advertisements in transport corridors. The proposal supports this aim by ensuring the proposal does not have any significant impacts on the surrounding area;
- the impacts on the community and the environment can be appropriately minimised, managed or offset to an acceptable level, in accordance with applicable NSW Government policies and standards. Heritage, visual, illumination and safety impacts have been addressed through conditions referenced in Attachment 1;
- the issues raised by the community during consultation and in submissions have been considered and adequately addressed through changes to the project and the recommended conditions of consent (where applicable); and
- weighing all relevant considerations, the project is in the public interest.

• **Attachment 1 – Consideration of Community Views**

The Department exhibited the Development Application for the project, including the Statement of Environmental Effects from 22 January 2021 until 5 February 2021 (14 days) and received four submissions, including one objection from a community member and comments from City of Parramatta Council, Cumberland City Council and Transport for New South Wales (TfNSW).

The key issues raised by the community (including in submissions) and considered in the Department's Assessment Report and by the decision maker include visual impact, illumination, road safety, public benefit and heritage. Other issues are addressed in detail in the Department's Assessment Report.

<i>Issue</i>	<i>Consideration</i>
<b>Visual Impact</b> <ul style="list-style-type: none"> <li>Concerns regarding visual impact on residents south of the bridge</li> <li>The screen would change every 15 seconds, creating a visual eyesore</li> </ul>	<p><i>Assessment</i></p> <ul style="list-style-type: none"> <li>The location of the signage within a road corridor, the dominance of the retaining walls and the mature vegetation along the Woodville Road overpass obscures the view from the majority of the surrounding properties.</li> <li>The proposed signage does not directly face any residential properties within 50m.</li> <li>The signage would not obscure or compromise important views, would not dominate the skyline or reduce the quality of vistas of any environmentally sensitive areas, heritage areas or open space.</li> <li>The screen will change every 30 seconds and will not result in any unacceptable light spill to surrounding areas.</li> </ul> <p><i>Conditions/Response</i></p> <ul style="list-style-type: none"> <li>The signage and its underlying infrastructure must not extend above the existing high level railway bridge.</li> <li>The owner/manager of the site or signs must be responsible for the removal of all graffiti from the advertisement within 48 hours of notification.</li> <li>Illumination level limits in accordance with the Guidelines and Australian Standard AS 4282-1997 Control of the obtrusive effects of outdoor lighting.</li> </ul>
<b>Site Suitability</b> <ul style="list-style-type: none"> <li>The footing of the north bound sign is located within an elevated road reserve adjacent to the eastern side of Woodville Road. As this is a road reserve, Cumberland Council would be the owner of this land.</li> <li>The road reserve is supported by a retaining wall, which is the responsibility of the RMS. Any proposed works within the road reserve may potentially impact the structural integrity of the wall and therefore, approval from the RMS should also be acquired.</li> </ul>	<p><i>Assessment</i></p> <ul style="list-style-type: none"> <li>Woodville Road is a State Controlled Road, therefore under management and ownership of TfNSW.</li> <li>TfNSW have issued their concurrence for the application under s138 of the <i>Roads Act 1993</i>.</li> <li>It is unlikely that the works will affect the existing retaining wall. Nonetheless, if works are required to rectify any structural component of the retaining wall (only if necessary) permission will be sought from RMS to undertake any works. This will be determined through the detailed design phase.</li> </ul> <p><i>Conditions/Response</i></p> <ul style="list-style-type: none"> <li>No conditions are required.</li> </ul>
<b>Illumination</b> <ul style="list-style-type: none"> <li>The illumination will impact on residential amenity and cause distraction to drivers</li> </ul>	<p><i>Assessment</i></p> <ul style="list-style-type: none"> <li>The proposed digital signage would be illuminated with LEDs and operated 24-hours-a-day, 7-days-per-week but would be dimmed during the night-time period.</li> <li>Under the Guidelines, the Lighting Impact Report categorised the site as 'Zone 3'. In this zone, the Guidelines stipulate a maximum luminance level of digital signage of 6000 cd/sqm during the daytime, 700 cd/sqm during morning and evening twilight and inclement weather and 350 cd/sqm during night time. The proposed signage is therefore compliant with the Guidelines.</li> <li>The Department has reviewed the Lighting Report and the Addendum Lighting Report and considers the illumination impacts associated with the proposed signage to be acceptable on the basis the signage would be programmed to comply with the maximum luminance stipulated in the Guidelines, and the lux limit in the Australian</li> </ul>

	<p>Standards can be automatically dimmed to ensure luminance levels remain compliant.</p> <p><i>Conditions/Response</i></p> <ul style="list-style-type: none"> <li>• Illumination level limits in accordance with Australian Standard AS 4282-1997 Control of the obtrusive effects of outdoor lighting.</li> <li>• Static digital advertisements are to be displayed on the digital LED with a minimum dwell time of 30 seconds and the transition time between different static digital advertisements displayed on the digital LED screen must be no longer than 0.1 second.</li> </ul>
<p><b>Road Safety</b></p> <ul style="list-style-type: none"> <li>• The proposal must consider the placement of the signage and the potential impacts on road safety and distraction to drivers</li> <li>• The northbound sign may cause an information overload for drivers causing them to be unable to navigate the road safely</li> <li>• The southbound sign is within close proximity of two conflict points; the intersection of Woodville Road and Crescent Street and the Parramatta Road exit ramp</li> <li>• Trucks with loads have struck the bridge on numerous occasions without the added distraction</li> <li>• Woodville Road is in poor condition and the money spent on signage would be better used on maintaining the road</li> </ul>	<p><i>Assessment</i></p> <ul style="list-style-type: none"> <li>• The Department notes that the proposed signage will be visible to traffic travelling on Woodville Road both northbound and southbound.</li> <li>• The signage would not be located within the safe stopping distance of the intersection with Wallace Street on the north approach (70m), however it would be located within the safe stopping distance of the intersection on the south approach (60m). The signage is located at approximately the 60m mark and will not be visible to drivers at this point due to the height and angle of the overpass and signage.</li> <li>• The Department notes that whilst the signage is not in a location distracting to drivers within the safe stopping distance, an increase in dwell time has been adopted due to TfNSW concerns regarding the proximity to traffic signals. The Department is satisfied that the proposed location and increased dwell time of 30 seconds is appropriate and will not impact on road safety.</li> </ul> <p><i>Conditions/Response</i></p> <ul style="list-style-type: none"> <li>• Static digital advertisements are to be displayed on the digital LED with a minimum dwell time of 30 seconds.</li> <li>• The transition time between different static digital advertisements displayed on the digital LED screen must be no longer than 0.1 second.</li> <li>• The signs must comply with all requirements of the NSW Department of Planning Development Near Rail Corridors and Busy Roads – Interim Guidelines, December 2008 (DNRCBR 2008).</li> <li>• Advertisements displayed on the LED advertising screen must be displayed in a completely static manner, without any motion, for the approved dwell time in Condition A23.</li> <li>• Advertisements displayed on the LED advertising screen must minimise the amount of text and information displayed (for example no more than a driver can read at a short glance). Text shall be displayed in the same font and size.</li> <li>• 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.</li> <li>• Conditions ensuring that the signage does not contain or use any method of illumination that distracts or dazzles drivers, or any texts or images that could be mistaken for traffic control devices or instructions to drivers.</li> <li>• A Road Safety Check must be carried out after 12 months of the signage operation but within 18 months of the sign's installation.</li> </ul>
<ul style="list-style-type: none"> <li>• <b>Public Benefit</b></li> </ul>	<p><i>Assessment</i></p> <ul style="list-style-type: none"> <li>• The Applicant has provided a Public Benefit Statement which identifies the proposed signs would generate revenue which Sydney Trains allocates to improvements and maintenance programs, assisting in upgrades to essential public infrastructure and other rail programs.</li> <li>• The proposed signs would also display road safety messages for a minimum of 5% of all advertising time and will be made available for use by RMS/TfNSW in the event of a 'threat to life' emergency.</li> </ul> <p><i>Conditions/Response</i></p>

	<ul style="list-style-type: none"> <li>The total amount of outdoor advertising revenue received each year by Sydney Trains must be recorded in its financial accounts and Annual Reports. The Annual Reports must also outline how revenue has been applied to provide a public benefit in the areas of transport safety, amenity improvements or other public works, listing specific works to which the funds have been or are to be applied.</li> </ul>
<p>Heritage</p> <ul style="list-style-type: none"> <li>Signage will compromise significance of heritage items</li> </ul>	<p><i>Assessment</i></p> <ul style="list-style-type: none"> <li>Two local heritage listed residences are in close proximity to the proposal site (I214 and I215 under Parramatta LEP). They are located 41m south and 65m south from the project site respectively.</li> <li>The Department has also considered the impact of the proposal on the heritage value of the Granville (Woodville Road) Underbridge (S170 SHI Listing), the Railway Memorial (Holroyd and Parramatta LEP Listing I23) and the Granville Archaeological Site of Original 1855 Parramatta Railway Station &amp; Year (S170 SHI Listing).</li> <li>The key concern is the impact of the proposal on the Granville Underbridge. The construction methodology for mounting has yet to be determined but will likely include drilling into the bridge and attachment via brackets. The SOHI determines that the works expected will have a low and reversible impact on the Granville Underbridge.</li> <li>The proposed works will have no impact on the Granville Archaeological site as there will be no works within the curtilage of the former rail terminus. Additionally, the proposal will also have no impact on the Railway Memorial as the memorial itself is located within a 20m buffer which extends onto the road and into the project area and therefore the item will not be impacted.</li> </ul> <p><i>Conditions/Response</i></p> <ul style="list-style-type: none"> <li>The Applicant must provide evidence to demonstrate the construction of the proposed signage can be reversible with no permanent impact on the heritage fabric of the bridge. The evidence must be endorsed by a suitably qualified and experienced heritage specialist and submitted to the satisfaction of the Certifier prior to the issue of the Construction Certificate.</li> <li>If Aboriginal objects are uncovered during work, excavation or disturbance of the area, work must stop immediately. The Environmental Protection and Regulation Group of the Office of Environment and Heritage is to be contacted. Aboriginal archaeological excavation must be co-ordinated with any proposed investigation of non-indigenous material.</li> </ul>
<p>Noise</p> <ul style="list-style-type: none"> <li>No consideration has been given to noise impacts on the residents and surrounding area</li> </ul>	<p><i>Assessment</i></p> <ul style="list-style-type: none"> <li>The proposed sign is situated above a heavily trafficked road and within an existing high volume rail corridor which contribute to overall background noise levels within the area</li> <li>No audio will be used to advertise. No speakers or acoustic devices are proposed as part of the sign design.</li> </ul> <p><i>Conditions/Response</i></p> <ul style="list-style-type: none"> <li>No conditions are required.</li> </ul>
<p>Pollution</p> <ul style="list-style-type: none"> <li>The signage will form an air barrier, reducing fresh air flow</li> </ul>	<p><i>Assessment</i></p> <ul style="list-style-type: none"> <li>There is no evidence to suggest that the proposed signage would adversely impact fresh airflow</li> <li>The road corridor is outdoors and is subject to high volume traffic and therefore it is considered that the airflow would be high in this location</li> </ul> <p><i>Conditions/Response</i></p> <ul style="list-style-type: none"> <li>No conditions are required.</li> </ul>
<p>Health Concerns</p> <ul style="list-style-type: none"> <li>Concerns about emission of electromagnetic radiation</li> </ul>	<p><i>Assessment</i></p> <ul style="list-style-type: none"> <li>The signs will operate via an industry standard connectivity system to enable uploading of display imagery as required.</li> </ul>

	<i>Conditions/Response</i> <ul style="list-style-type: none"> <li>No conditions are required.</li> </ul>
Security <ul style="list-style-type: none"> <li>The southern elevation signage will allow for easy access for vandalism and crime</li> </ul>	<i>Assessment</i> <ul style="list-style-type: none"> <li>The signs will not be accessible to any members of the public with details of security devices to be developed during detailed design.</li> </ul> <i>Conditions/Response</i> <ul style="list-style-type: none"> <li>No conditions are required.</li> </ul>